

*City of  
San Bernardino*

*“Building a Better  
Community”*

*2010 Mayor & Common Council Retreat*

*March 25, 26 & 27 ~ National Orange Show*

# ***“Building a Better Community”***

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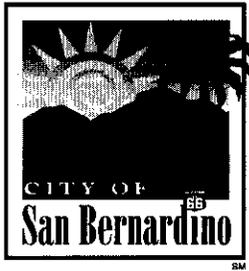
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**CITY OF SAN BERNARDINO**

300 N. "D" Street  
San Bernardino, CA 92418  
Website: [www.sbcity.org](http://www.sbcity.org)

*Mayor Patrick J. Morris*

**Council Members:**

*Virginia Marquez  
Jason Desjardins  
Tobin Brinker  
Fred Shorett  
Chas Kelley  
Rikke Van Johnson  
Wendy McCammack*

**AGENDA  
JOINT SPECIAL MEETING  
MAYOR AND COMMON COUNCIL  
AND THE  
COMMUNITY DEVELOPMENT COMMISSION  
OF THE CITY OF SAN BERNARDINO  
THURSDAY, MARCH 25, 2010 – 4:00 P.M.  
FRIDAY, MARCH 26, 2010 – 8:15 A.M.  
SATURDAY, MARCH 27, 2010 – 8:15 A.M.  
NATIONAL ORANGE SHOW EVENTS CENTER  
L'ORANGE ROOM  
689 SOUTH "E" STREET  
SAN BERNARDINO, CA  
(ENTER ON ARROWHEAD AVENUE THROUGH GATE 9)**

*The City of San Bernardino recognizes its obligation to provide equal access to those individuals with disabilities. Please contact the Director of Facilities Management (384-5244) two working days prior to the meeting for any requests for reasonable accommodation to include interpreters.*

*Any writings or documents provided to a majority of the City Council/Commission regarding any item on the agenda will be made available for public inspection at the City Clerk's Counter at City Hall located at 300 N. "D" Street, 2<sup>nd</sup> Floor, during normal business hours. In addition, such writings and documents will be posted on the City's website at [www.sbcity.org](http://www.sbcity.org) subject to staff's ability to post the documents before the meetings.*

CALL TO ORDER: \_\_\_\_\_

PRESENT: \_\_\_\_\_

ABSENT: \_\_\_\_\_

PUBLIC COMMENTS ON CLOSED SESSION ITEMS

A three-minute limitation shall apply to each member of the public who wishes to address the Mayor and Common Council/Community Development Commission. No member of the public shall be permitted to "share" his/her three minutes with any other member of the public.

**CLOSED SESSION  
(LOCATION: VALENCIA BOARDROOM)**

1. Pursuant to Government Code Section(s):

**MOTION:** That the Mayor and Common Council and Community Development Commission recess to closed session for the following:

- A. Conference with legal counsel – existing litigation – pursuant to Government Code Section 54956.9(a).
- B. Conference with legal counsel – anticipated litigation – significant exposure to litigation – pursuant to subdivision (b) (1), (2), (3) (A-F) of Government Code Section 54956.9:  
  
*One (1) case*
- C. Conference with legal counsel – anticipated litigation – initiation of litigation – pursuant to subdivision (c) of Government Code Section 54956.9.
- D. Closed Session – personnel – pursuant to Government Code Section 54957.
- E. Closed session with Chief of Police on matters posing a threat to the security of public buildings or threat to the public's right of access to public services or public facilities – pursuant to Government Code Section 54957.
- F. Conference with labor negotiator – pursuant to Government Code Section 54957.6.
- G. Conference with real property negotiator – pursuant to Government Code Section 54956.8.

**END OF CLOSED SESSION**

2. Mayor and Common Council Retreat/Workshop
  - A. Presentation and discussion with Dr. John Nalbandian
  - B. Overview of retreat agenda and identification of additional discussion items from the Mayor and Common Council
  - C. Overview of Local Elected Leadership Model
  - D. Develop Mayor and Common Council Vision
  - E. Develop Core Vision and Focus Areas
  - F. Develop Mayor and Common Council Goals
  - G. Identify Effective Mayor, Common Council, and City Manager Roles
  - H. Develop Operating Guidelines
  - I. Presentation by Management Partners
  - J. Presentation of City Manager's Recommendations
  - K. Overview of Building a Better Community Initiatives
  - L. Identify Annual Priorities
  - M. Identify Action Steps

**MOTION:** That the Mayor and Common Council discuss and take possible action on items A – M.

3. PUBLIC COMMENTS ON ITEMS NOT ON THE AGENDA: A three-minute limitation shall apply to each member of the public who wishes to address the Mayor and Common Council/Community Development Commission on a matter not on the agenda. No member of the public shall be permitted to “share” his/her three minutes with any other member of the public. (Usually any items heard under this heading are referred to staff for further study, research, completion and/or future Council/Commission action.)

4. Adjournment.

**MOTION:** That the meeting be adjourned.

**NOTE:** The next joint *regular* meeting of the Mayor and Common Council/Community Development Commission is scheduled for **1:30 p.m., Monday, April 5, 2010**, in the Council Chambers of City Hall, 300 North "D" Street, San Bernardino, California.

**NOTICE:** Any member of the public may address this meeting of the Mayor and Common Council/Community Development Commission on any item appearing on the agenda by approaching the microphone in the Council Chambers when the item about which the member desires to speak is called and by asking to be recognized.

Any member of the public desiring to speak to the Mayor and Common Council/Community Development Commission concerning any matter not on the agenda but which is within the subject matter jurisdiction of the Mayor and Common Council/Community Development Commission, may address the body at the end of the meeting, during the period reserved for public comments. Said total period for public comments shall not exceed forty-five (45) minutes, unless such time limit is extended by the Mayor and Common Council/Community Development Commission. A three minute limitation shall apply to each member of the public, unless such time limit is extended by the Mayor and Common Council/Community Development Commission. No member of the public shall be permitted to "share" his/her three minutes with any other member of the public.

The Mayor and Common Council/Community Development Commission may refer any item raised by the public to staff, or to any commission, board, bureau, or committee for appropriate action or have the item placed on the next agenda of the Mayor and Common Council/Community Development Commission. However, no other action shall be taken nor discussion held by the Mayor and Common Council/Community Development Commission on any item which does not appear on the agenda unless the action is otherwise authorized in accordance with the provisions of subdivision (b) of Section 54954.2 of the Government Code.

Public comments will not be received on any item on the agenda when a public hearing has been conducted and closed.

# 1. Facilitator Agenda

## **FACILITATOR AGENDA**

### **CITY OF SAN BERNARDINO MAYOR AND COMMON COUNCIL RETREAT March 25-27, 2010 L'Orange Room of the National Orange Show**

#### **RETREAT GOALS**

1. In a presentation by Dr. John Nalbandian:
  - Explore the forms of government, the issues associated with each, and how the City of San Bernardino might optimize its form
  - Examine the political values involved in governing
  - Examine the roles of politics and administration
  - Explore the mutual expectations of the Mayor, Common Council, and staff
2. Understand a governance model that can assist the Mayor and Common Council in providing collective and visionary leadership
3. Develop a shared Vision for the City of San Bernardino that will provide clear guidance and inspiration for the City's long term future
4. Identify the Mayor and Common Council's Goals to achieve the Vision
5. Identify effective roles and responsibilities for the Mayor, Common Council, and staff
6. Develop a set of Operating Guidelines to maximize the effectiveness of working relationships among Mayor, Common Council, and the City Manager and staff
7. Hear an update on the organizational study by Management Partners
8. Hear the City Manager's organizational assessment and consider his recommendations on organizational structure and operational improvement initiatives.
9. Identify annual priorities
10. Develop a clear set of action steps for follow up

## AGENDA

### Thursday, March 25, 2010

- 4:00 to 4:45            **Welcome, Overview, and Opening Warm Up**
- 4:45 to 6:30            **The High Performance Governing Body**  
Dr. Jon Nalbandian will offer a perspective on how the City of San Bernardino can optimize its governance through an exploration of the forms of government, the issues associated with them, and those that may or may not be affecting the City. He will help participants explore desired relationships among the Mayor, Common Council, and staff.
- 6:30 to 7:15            **Dinner with the Group**
- 7:15 to 10:00          **The High Performance Governing Body, continued**  
Dr. Nalbandian's presentation will continue after dinner with an explanation and case study on the values involved in governance. He will also examine the characteristics of politics and administration and how these might apply to the City of San Bernardino.

### Friday, March 26, 2010

- 8:15 a.m.                **Session Begins**
- 8:15 to 8:45            **Overview of Agenda, Identification of Additional Discussion Items from the Mayor and Common Council, and Overview of Local Elected Leadership Model**  
An overview of how the agenda and additional items will begin the session. An overview of Local Elected Leadership Model can help the Mayor and Common Council achieve long and short-term outcomes for the community will be provided. The Mayor and Common Council will also learn about the power of vision.
- 8:45 to 10:30          **Develop Mayor and Common Council Vision**  
Using a practical but comprehensive exercise, the Mayor and Common Council will describe the long-range changes they would like to make in the City and the best aspects of it that they would like to retain.
- 11:00 to 12:00         **Develop Core Vision and Focus Areas**  
The Mayor and Common Council will synthesize the previous work into a core vision and focus areas, emerging with a collective framework for its leadership.
- 12:00 to 1:00          **Lunch with the Group**
- 1:00 to 2:30            **Develop Mayor and Common Council Goals**  
Mayor and Common Council will explore changes and policy positions relevant to the focus areas and identify clear goals that they support to achieve the Vision.

- 2:30 to 3:30            **Identify Effective Mayor, Common Council and City Manager Roles**  
 The Mayor and Common Council will identify effective roles and responsibilities, including potential improvement areas. The Mayor and Common Council will identify desired changes in the way it operates to finalize in the next discussion.
- 3:30 to 5:00            **Develop Operating Guidelines**  
 This session is devoted to helping the Mayor and Common Council identify guidelines that will maximize effectiveness and guide Council/Council, Mayor/Council and Mayor and Council/Staff interaction.
- 5:00 to 5:15            **Summary/Preparation for Day Two**

**Saturday, March 27, 2010**

- 8:15 to 8:30            **Overview of the Day**
- 8:30 to 9:30            **Finalization of Operating Guidelines**  
 The Mayor and Common Council will finalize its Operating Guidelines and identify follow up actions, including how to provide feedback and evaluate Guidelines.
- 9:30 to 10:30           **Presentation by Management Partners**  
 Management Partners will provide an update on the study previously conducted and their recommendations for further improvement.
- 10:30 to 11:30           **City Manager's Recommendations**  
 The City Manager will present his assessment and recommendations for improvement in the structure and operations of the organization. The Mayor and Common Council will have an opportunity to respond to the recommendations to chart a path for the future.
- 11:30 to 12:30           **Lunch with the Group**
- 1:00 to 2:30            **Building a Better Community Initiatives**  
 The City Manager and Management Team Members will review a variety of organizational improvement initiatives that the Mayor and Common Council may want to consider in setting annual priorities.
- 2:30 to 4:15            **Identify Annual Priorities**  
 The Mayor and Common Council will identify priorities for the coming year along with relevant timetables.

4:15 to 5:00

**Identify Action Steps**

The Mayor and Common Council will develop a plan for communication of the Vision, Goals, and Annual Priorities. They will also identify steps and a timetable for follow up and evaluate the session.

5:00 p.m.

**Adjourn**

## 2. Executive Summary

# ***“Building a Better Community”***

## ***Executive Summary***

**To:** Mayor and Common Council

**From:** Charles E. McNeely, City Manager

**Subject:** Mayor and Common Council Workshop/Retreat March 25-27, 2010

**Date:** March 22, 2010

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As the Mayor and Common Council are aware, at my request, my employment contract with the City requires a workshop/retreat be conducted to discuss and establish goals and priorities for the City of San Bernardino. The workshop will also allow me, as the new City Manager, to present specific recommendations for your consideration to enhance our organization and improve our ability to deliver high quality municipal services to the residents of our great City.

The following is an overview of the recommendations that will be presented to you and the community at the upcoming workshop as you consider the adoption of goals and priorities for the City. This report presents a series of recommendations for your consideration and possible action.

### **Methodology**

In the first months of my tenure as City Manager, I have spent time meeting with the Mayor, Council Members, residents, business leaders, neighborhood associations, board/commission members, faith-based leaders and many others. I have also sought out regional leaders within our County to understand their perspectives on our community's needs. The assessment has also included meetings with many employees, across every department within our organization, to gain staff perspective on our City as well. My recommendations to you embody most of what I have learned from meeting with and listening to our community.

Additionally, I have reviewed many of the previous organizational audits of City operations, including the Management Partners Study completed in 2007. These studies have provided valuable historical data about the City and many of the issues we are confronted with as a community.

### **Findings**

Having completed my assessment, I would like to share with you some of my significant findings about potential improvements in the organization. While my focus is clearly on areas where we as an organization can benefit, it in no way takes away from the tremendous organization that we currently have. We have very dedicated elected officials in our Mayor and Common Council. We are also fortunate to have a number of great employees and numerous outstanding City provided services. With that in mind, the focus of this report is to review how we as an organization can increase the level of services we provide to the community. The challenge we face is to not be satisfied with where we

are in this difficult economic time, but rather to identify what we need to do to reach our goal of returning San Bernardino to being the great city it once was.

The following will summarize my findings about the organization and present recommendations for improvement. The proposed recommendations relate to process improvements, and more significantly, to structural changes that are long overdue and urgently needed if we are to become a more progressive, innovative and responsive City that meets the needs of our residents and businesses, and is competitive with our surrounding cities.

### **Shared Vision**

San Bernardino, along with all municipal governments, is faced with the challenge of delivering services with greater efficiency, effectiveness and quality, while operating within its resource constraints. By defining and articulating its shared vision, the Mayor and Common Council will provide the organization with direction and ensure alignment between the City's operations and the Council goals.

A vision is a compelling view of a future yet to be and creates meaning and purpose to move both the organization and the individuals within the organization towards high levels of achievement. The power of the visioning process is reflected in the following quote from Joel Baker:

*"Vision without action...is just a dream*

*Action without vision...just passes time*

*But, vision and action...can change the world."*

One of the major purposes of the retreat is for the Mayor and Common Council to develop a shared vision which will provide direction and guidance to the organization. As the City's existing vision statement was developed by a previous Council, it is important for the current Mayor and Common Council to define their shared vision.

### **Code of Conduct**

In 2000, the Mayor and Common Council developed and adopted a City of San Bernardino Conduct Guideline with the intent to promote conduct by the elected officials and employees that reflects the City's professional commitment to fair, responsible, and impartial decision-making. As these guidelines were developed by a previous Council, operating under a different governmental structure, it is essential for the current Mayor and Common Council to develop and adopt an updated code of conduct relevant to the current form of government.

### **Customer Service**

While we have many dedicated employees who perform exceptionally well, the common perception is that we lack a city-wide commitment to customer service. It appears that as an organization, we do not have the corporate culture committed to providing quality customer service. In many ways, we need to go back to basics; we must internalize and understand that we are in the service business and that our residents and businesses are our clients. In this regard, customer service is the most important thing

we do! It is, therefore up to us to establish a system to ensure that customer service needs are being met.

In many parts of our organization our systems are too bureaucratic and inflexible; which is not customer friendly. Often times, these systems unduly delay employees from being properly responsive. In other instances, we have not provided proper training, nor held our employees accountable for providing great customer service.

The following are some specific findings:

1. Many of our processes and procedures are too bureaucratic and are not sensitive to the needs of our customers.
2. Many of our employees come into the organization without the appropriate training or education about the importance of customer service.
3. The organization's culture does provide enough incentive to employees who provide quality customer service.
4. The City has not set, and does not enforce, specific standards of behavior across departmental lines with respect to customer service.
5. The organization does not provide services conducive to the specific needs of our local businesses.
6. The City's service response time in processing development related projects results in a loss of business and potential revenue.

### **Recommendations**

The following recommendations are separated into categories based upon our need to build upon the current organizational capacity in specific areas of the City's organization. We have used the overarching theme of "**Building a Better Community**" to convey the necessity of changing the way we do business and improving the overall quality of our service delivery system.

The proposed initiatives are recommended by staff as programs that will enhance the way we currently do business. Some of the initiatives are new; some are simply building upon a foundation that is already in place. At this juncture, we are requesting that the Mayor and Common Council consider the following initiatives as you identify the City's annual priorities.

### **Building Organizational Effectiveness**

As a part of my overall assessment, there is a clear need to strengthen our organization, thus making it more efficient and effective. To do so would mean that we need to restructure the way we are organized and create a more flexible, result-oriented system that is far less bureaucratic. To accomplish this, I am recommending a number of changes that include:

1. Restructuring of the organization to streamline its operation and achieve greater efficiencies.
2. Review and modify City Board and committee structures.
3. Renew our commitment to customer service.
4. Development of a City 'call-center' to help our residents better access our service and increase residential satisfaction with their City.

5. Further develop a subscription service whereby our residents can register on-line for information that they wish to receive to keep abreast of issues of concern to them.
6. Undertake the development of a five-year strategic plan for information systems and consolidate all information system responsibilities and coordination within the IT department to ensure proper oversight and integration of system development.
7. Modernize and continuously improve internal systems, such as human resources, purchasing, and budget processes.

### **Building Sustainability within our City**

One of our primary goals is to build long term sustainability within the City's organization and within our community. For years, through scarce resources and the inability to modernize our bureaucracy, we have failed to undertake the necessary strategic planning required of today's progressive cities. As such, all too often we have been forced to operate in a crisis mode; simply working to survive from one year to the next without the ability to develop adequate long-term strategies that incorporate a clear vision for the City and a specific plan to accomplish that vision. More importantly, there has been little, if any, accountability built into our management system that would force desired results. As City Manager, I am strongly recommending that we address several areas of sustainability that will allow us to more adequately plan for the long-term health of our City.

### **Building Financial Sustainability**

1. Financial Strategic Plan  
Development of a Mayor and Common Council approved financial strategic plan designed to secure the City's long term economic health.
2. Economic Development  
Establishment of Mayor and Common Council approved specific economic development plan that articulates both short and long term goals with specific target areas and timeframes for results.

### **Building Physical Sustainability**

1. Infrastructure Maintenance  
Implementation of a Mayor and Common Council approved infrastructure maintenance strategic plan that allows for the effective management of the substantial investments we have in our roads, streets, sidewalks, buildings and subsurface infrastructure.
2. Development Services  
Re-engineering of the City's development services process and procedure, to provide more timely and efficient services to the development community; thereby making the city more business friendly.
3. City-Wide Beautification Program  
Implementation of a comprehensive city-wide beautification program designed to improve, enhance and preserve the appearance of the community. The program should include beautification efforts for gateways, medians, city parks, landscaping and lighting.

## **Building Environmental Sustainability**

### **1. Transportation Improvements**

Provide comprehensive enhancements of transportation options to our residents, businesses and visitors to allow greater accessibility and reduction of congestion on city streets. Successful implementation of this program allows San Bernardino to further establish itself as a major hub for mass transit.

### **2. Sustainable Environment**

Development of a multi departmental and multi-faceted program aimed at empowering the environmental quality of life in the City. This program includes the development of a climate action plan that identifies key strategies, policies, goals and outcomes allowing for successful measurement of program results.

## **Building a Safer Community**

One of the major challenges the City of San Bernardino faces is the impact that crime has on the quality of life of our residents and the perception our visitors have about our City. Although crime has decreased over the last several years, it still remains a major issue for our community. The goal of this program is to develop strategic support to improve public safety services to our residents. One of the major efforts will be to create a greater partnership with residents in the community through the development of a five year Police Department Strategic Plan.

The new Police Chief is currently undertaking a comprehensive program to develop a five year strategic plan for the San Bernardino Police Department. Major components of the program will include:

- Increasing collaboration with the community, other agencies and City departments
- Expanding opportunities for community input and involvement
- Increasing the level of crime suppression and control strategies
- Increase the number of organized neighborhood watches
- Increase the level of civilian professionals in the organization

## **Building a Better Quality of Life**

While the City continues to set its top priority public safety, there remains a significant need to enhance the overall quality of life for our residents beyond public safety needs. We must strengthen those other aspects of our community that create a desire for residents and businesses to call San Bernardino home. Areas that require special focus by the City include:

### **1. Neighborhood services**

The City of San Bernardino has a rich history of providing residents the opportunity to participate in City government through Neighborhood Associations. The proposed Neighborhood Services program is being created with the goal of expanding those opportunities across the full spectrum of all wards within the City, and to develop a closer and more responsive working relationship with our residents. Specific efforts will include coordinating staff within the City to support our neighborhood associations,

providing better follow-up to complaints and requests for services, and instituting more formal communication methods with associations. Objectives for this program include:

- Identify neighborhoods as customers
- Value and solicit neighborhood input
- Develop neighborhood partnerships
- Focus resources on neighborhood needs

## 2. Special Events Program

Staff proposes the creation of a Special Events Program to showcase the City's rich diversity and entertainment venues, particularly in our downtown core. The City currently co-sponsors a number of entertainment events with non-profit organizations, and other entities throughout the community. With further support and funding, many of these entertainment venues may be developed into major economic drivers for our downtown area. In order to help revitalize the downtown, and to create greater cultural experiences for our residents and visitors, staff proposes the development of a comprehensive program to better organize, support and expand special events in the City. Some events identified for this program include:

- Harvest Festival
- Berdo Bike and Blues
- Jazz in the Park
- Taste of San Bernardino
- Chili Cook-offs
- Route 66

## 3. Arts and Culture

The goal of this proposed program is for San Bernardino to be recognized as a regional leader in its efforts to enhance to the quality of Arts and Cultural that are unique to the City. The program will display the richness and diversity of the programs and attractions, including both visual and performing arts, in our community. Staff will develop an Arts and Culture strategic plan that will focus on improving the quality of life of our residents by increasing their awareness, understanding, appreciation and participation of the unique customs that have built our community. Studies show that Arts and Cultural programs not only enrich quality of life in communities but can also have a direct impact on the City's economic vitality if they are well established. Objectives of this program include:

- Supporting the arts and local arts organizations
- Developing funding partnerships in the community
- Explore potential for new and renovation of cultural facilities
- Integrate the Arts and Cultural education into public schools

## **Building Better Communications**

One of the most important responsibilities of a city is to communicate with its residents. We must greatly enhance the amount and quality of information that we share with our community. In addition, we must evaluate the methods we use to communicate that information, in order to keep residents and business owners better informed about City government. Keeping our residents well informed has a direct impact on improving the City's image, as well as its reputation in the region.

The City is in the process of developing a comprehensive communication strategic plan. The goal of this plan will be to identify more effective methods to communicate with our residents and business owners regarding City services and programs as well as disseminating the mission, vision and priorities of the Mayor and Common Council in a proactive manner.

## **Conclusion**

I am looking forward to spending time with each of you to discuss, in depth, the future of our City. This retreat is an extraordinary opportunity for us to come together and utilize the information before us to make decisions that will move our City in a positive direction.

I am anticipating that at the close of this retreat, the Mayor and Common Council will consider the recommendations set forth in this report to create clear priorities for the upcoming years. These priorities will allow staff to implement the programs needed to Build a Better Community.

### 3. John Nalbandian Bio



Dr. John Nalbandian  
*University of Kansas*

John Nalbandian is a faculty member in the Department of Public Administration at the University of Kansas. He also serves as the Greg and Emma Melikian Visiting Scholar of Urban Affairs at Arizona State University. He came to Kansas in 1976 from Los Angeles, where he earned his Ph.D. at the University of Southern California. He served as department chair from 1983-1988 and again from 2000-2008.

The public administration department at KU specializes in training students for careers in local government. US News and World Report has rated it as the number one local government MPA program in the country.

In addition to his faculty position, he served on the city council in Lawrence from 1991-1999. The council elected him mayor in 1993-1994 and again in 1996-1997

In addition to numerous articles on city management, in 1991 he wrote Professionalism in Local Government: Transformations in the Roles, Responsibilities, and Values of City Managers and now in its sixth edition with Donald Klingner and Jared Llorens: Public Personnel Management: Conflict and Compromise.

He has spoken nationwide, and in the United Kingdom, Canada, and Australia, to elected officials, professional staff, and academic audiences about "Council-Staff Relations," the "High Performance Governing Body" and "Contemporary Trends in Local Government."

Professor Nalbandian has been honored on two occasions by the International City Management Association—as an honorary member and as recipient of the Stephen B. Sweeney award for local government education. The Kansas Association of Parks and Recreation recognized him in 1996 as "Distinguished Elected Official." He was honored with a teaching excellence award by the National Association of Schools of Public Affairs and Administration in 1997 and was inducted into the National Academy of Public Administration for lifetime contributions to public administration. In 2007 the Kansas Chapter of the American Society of Public Administration honored him as the "Public Administrator of the Year." And, also in 2007 the National Forum for Black Public Administrators named him and spouse, Carol, as "Co-Educators of the Year." In 2008, the Lawrence Chamber of Commerce recognized him and Carol, with the Buford Watson, Jr. community service award; and also in 2008 he received a Kemper university wide teaching award at KU. In 2010 the American Society for Public Administration and the National Association of Schools of Public Affairs and Administration will award him the Charles H. Levine award for lifetime accomplishments in teaching, research, and service. And in 2009, his grandson, George, proclaimed him the "best grandpa, ever!" [I am his only grandfather.]

Web Site: <http://www.goodlocalgovernment.org/>

*Cover Story*

# Charter Reform: Ways to Think About It

by Robert O'Neill, Washington D.C., and John Nalbandian, Lawrence, Kansas

Form-of-government initiatives can be challenging because the underlying differences between the council-manager and mayor-council forms—and all the variations in between—often are misunderstood or distorted. The impetus for those advocating the mayor-council form of government is often twofold: a need for strong leadership, and the hope that a single, elected individual can rise above the challenges of local political culture and the inevitable conflict in policy debates to make a difference.

The impetus for those advocating the council-manager form of government is, in contrast, the desire to deliver services throughout an entire community in the most efficient, effective, and equitable way possible. Regardless of form, it is the combination of strong political, policy, and managerial leadership that most consistently ensures a community's success.

What often goes unexamined are the ramifications of a form of government. The mayor-council form separates legislative and executive powers, and the council-manager form unites them. These diametric differences imply differing outcomes. In this article, we offer an examination of the different features of these forms, including their benefits and shortcomings.

Initially, we must make a point. First, a charter is the equivalent of a constitution in that it establishes the framework for the basic relationships between governmental functions such as the legislative, executive, and judicial functions. Because a charter performs as a constitution, one should be cautious about changing it.

The Founders made it difficult to change the U.S. Constitution for a reason. It is the foundation for developing roles, responsibilities, and relationships. Its purpose is enduring. It grows out of norms and expectations and then it influences them for subsequent generations. It provides stability in governance.

When citizens view a charter as a guide to organizational structure, however, they assume it should be flexible. The organizational structure of a jurisdiction today is not the same as it was

## **Executive Summary**

Passion and ideology often drive form of government debates. In this article, a more analytical approach is offered centering on three questions:

What is the problem we are trying to solve by changing the form of government?

How will form of government affect the balance we seek on issues of representation, policy leadership, and administrative efficiency?

And last, what are the consequences of separating executive and legislative powers as in mayor-council form versus unifying powers in the council-manager form?

yesterday because that structure should enhance problem solving. As the problems change, the structure needs to adapt.

When a community is considering a change in structure or charter, it's a mistake for citizens to assume that a charter change is the solution. First they must consider such questions as:

- What problems or opportunities are change proponents trying to address?
- What is not working as well as it should?
- What is the evidence that changing the organization's structure or jurisdiction's charter would fix the problem or open up a new opportunity?

The goals of any local government charter should be to:

- Include provisions that provide for the adequate representation of citizens in governing bodies and processes.
- Focus policy leadership and accountability for execution of the law, policy implementation, and service delivery.
- Provide for a professional, highly trained staff who are protected from inappropriate political influence so that employees will feel free to say what needs to be said without considering political ramifications.<sup>1</sup>

Here's where it gets interesting: It is not possible to maximize all three of these goals at the same time. More representation makes it more difficult to focus leadership; more policy leadership and influence for the mayor's office may politicize employees and diminish the value of the council. More protection for employees may create obstacles to policy leadership and accountability. Charter reform—like creating and amending all constitutions—is about compromising, not optimizing. Looking at these three goals in more depth provides valuable perspective.

## Representation Issues

Representation issues are captured in the following types of questions:

- How many council districts or seats should there be?
- How will representatives be elected—by district or ward, at large, or through a combination district and at-large system?
- What will be the authority of the council, especially in relation to the mayor and regarding personnel issues?

The more diverse a community, the more important are issues of representation. If the community wants all citizens to feel invested in the public good, the community is best served by a council elected by districts. Community leaders cannot expect people to commit to a greater good if they do not feel that they are cared about. In some ways, representation reflects caring. Whom does the community care about? Once that question is decided, a community can work on the representation formula.

We know from experience, however, that with more districts it becomes more difficult for the council to consider the city as a whole. Here we confront the first question for which there is no correct answer. We can make many districts to reflect diverse interests but at the cost of diminishing the focus on the entire community.

In a contrasting system, we can elect all representatives at large and lose the value of the differences that exist within the community. Which is optimal? No one knows, and that is the crux of charter reform: no one really knows the correct answer because there is no single correct answer. The answer must be developed consensually to meet a community's needs.

## **Policy Leadership**

The second issue has to do with policy leadership. This is an issue that tends to focus on the role of the mayor, especially in the mayor's relation to large or diverse councils. The more power granted to the mayor, the more likely that political leadership and accountability will be focused in the mayor's office. The less power granted to the mayor, the more power and responsibility the council has.

Where councils consistently cannot work together effectively, leadership and accountability suffer, and people naturally look to the mayor's office to pick up the slack. In council-manager government, which lacks extensive mayoral powers, this may be hard to do unless the mayor is a particularly skilled individual.

The more powerful the mayor's office, usually the more reactive the council will become. The more power the mayor has, the more likely the council will focus on ratification, scrutiny, and constituent services and will define its role in relation to the mayor's role rather than focus on policy initiation and development. These expectations and roles are inherent in the decisions that are made about the mayor's role.

Also, the more that policy leadership resides formally in the mayor's office, the more likely it is that the mayor will have to court supporters on the council and use appointments, contracts, budgetary allocations, and constituent services as a way of consolidating power.

In addition, the more power in the mayor's office, the more likely it is that a talented individual can make a significant difference in a community. We have examples of heroic mayors—Stephen Goldsmith of Indianapolis, and Rudy Giuliani of New York City. But do we want to create a form of government that depends primarily on the chance that the mayor will be exceptionally talented?

One of the coauthors of this article served as a mayor in a pure council-manager form and was arguably reelected with more votes than anyone had garnered up to that time. But even with such a strong mandate, a mayor can wield only limited political power within the framework of a council-manager form—that is the design. Council-manager government is designed to promote partnership between the mayor and council, and the mayor's role becomes facilitative.

## **Administrative Effectiveness**

The third variable is the need for a politically neutral and competent civil service. Political neutrality and staff competence can be enhanced or foiled depending on the relationship between personnel hired on the basis of merit and the council and the mayor.

Credibility of government in large measure depends on efficient, equitable service delivery and policy implementation. Does the charter provide for a chief administrative officer, selected on the basis of competence and experience? If so, to whom does the CAO report? Who appoints the CAO?

The more that employees are isolated from political influence, the more likely they will be to act in politically neutral ways that are responsive to the authoritative acts of a governing body, managerial direction, and the ethical standards of their profession. We would expect public works decisions, for example, to be grounded in commitments to engineering principles as well as the authoritative direction of a governing body.

The rule of thumb for a community is that it should set up an organizational structure, personnel system, and culture that encourage professional staff to tell the council what it needs to know, not just what it wants to hear.

The more protections from politics that staff members have, the more cumbersome personnel management becomes. The classic tension in human resources management comes from juxtaposing functions that can challenge each other.

On the one hand, personnel systems are designed to regulate managerial and political behavior to avoid favoritism and capricious decisions. On the other hand, personnel systems are suppose to facilitate mission accomplishment. The more emphasis placed on the regulatory function, the easier it is to crowd out the facilitative function.

A professional chief administrative officer, hired on the basis of competence, can add significant value to efficient and equitable policy development, implementation, and service delivery as well as a citywide, long-term perspective on municipal needs. ICMA, the International City/County Management Association, engaged in a two-year project beginning in 2004 to determine the value that professional managers add to their jurisdictions. This examination showed that a trained CAO can excel in a community culture and a form of government that fosters professionalism.<sup>2</sup>

Each of these functions—representation, executive leadership, and administrative effectiveness—has an impact on the other, and maximizing one can have a negative impact on another. If, for example, a community seeks to enhance representation by increasing the number of districts, it can create obstacles to developing a citywide policy perspective.

The more districts, the more important the mayor's role becomes in trying to focus political energy on a vision. But the more powerful the mayor's role, the less relevant the council's role and the more potential threats there are to maintaining a politically neutral city staff.

## Separate vs. Unified Power

We suggest that the fundamental decision to be made about how to represent the community, focus policy leadership, and create an effective and efficient civil service is whether to separate legislative and executive powers or to unify them.<sup>3</sup>

If a community chooses a council-manager government or a variation of that form, it likely will sacrifice heroic political leadership. This is not a given, though, and there are boundless examples of high-quality political leadership in council-manager government. Henry Cisneros was mayor of a council-manager city, San Antonio, Texas, and he fits the bill of a charismatic, heroic mayor.

But the intent of council-manager government is that political leadership comes from the entire governing body and not a single, charismatic individual. To repeat, the mayor's role is "facilitative" in council-manager government.<sup>4</sup>

The term "governing body" makes sense in council-manager government because the form of government is designed with the expectation that elected officials will work together with a professional staff to produce quality policy direction and implementation.

State governments and the federal government are constitutionally designed to separate executive and legislative functions into discrete branches of government. The mayor-council design falls within this rubric of power separation even though the scope of governing institutions is smaller. Thus, depending on the mix, the more power a mayor has, the more we can expect conflict between mayor and council, just as we do between Congress and the president. Again, within any particular jurisdiction, these likelihoods may not occur, but the probabilities are built into the system itself.

Because the dynamics between the mayor and council are so important and conflict can be expected, it is possible for partisanship to play a role in coordinating mayoral and council power, how things get done, and who gets what. The greater the role partisanship plays in coordinating the politics in a community, the more professionalism suffers.

One critical, additional observation is necessary. Although it is possible today to find pure forms of council-manager government and mayor-council government, it is more common to find hybrids. In communities with pure council-manager government, the mayor is elected from among the council to ensure that the mayor has the council's respect. In the United States currently, however, voters in more than 67 percent of council-manager governments directly elect their mayors. Also, based on our experience, we believe it is increasingly likely that officials working in mayor-council governments will value professional managers or administrators.

We believe that council-manager government (and its variations) is superior to mayor-council government because the council-manager structure at the local level makes possible a partnership between political and administrative spheres to a degree not likely to be achieved in a mayor-council form of government.

Making the connection between what is politically acceptable and administratively feasible is the fundamental goal of government. As long as the partnership between politics and administration is the primary goal, variations on council-manager government are preferable.

If, however, the representation of diverse segments of a community trumps other considerations and dictates that citizens elect a large governing body whose members are elected by district, then a strong political and policy leader may be required.

When a community is considering the form of government it wants to adopt, it would do well to start by identifying the problems it is trying to fix and articulating goals. Ask what evidence suggests that a change in form of government will fix those problems or advance community goals. Finally, ask whether problems in the community are due to the individuals who are being elected or appointed or are due to the system itself.

### **Endnotes**

<sup>1</sup> Herbert Kaufman, "Emerging Conflicts in the Doctrines of Public Administration," *American Political Science Review* 5 (December 1956): 1057–1073.

<sup>2</sup> James Keene, John Nalbandian, Robert O'Neill, and Shannon Portillo, "How Professionals Can Add Value to Their Communities and Organizations," *Public Management*, March 2007.

<sup>3</sup> The most complete statement is *Official Leadership in the City: Patterns of Conflict and Cooperation*. NY: Oxford University Press, 1990. Chapter 2. The argument in broader comparative terms is in Poul Erik Mouritzen and James Svara, *Leadership at the Apex: Politicians and Administrators in Western Local Governments*. Pittsburgh: University of Pittsburgh Press, 2002, ch. 3.

<sup>4</sup> James H. Svara, *The Facilitative Leader in City Hall* (Boca Raton, Fla.: CRC Press, 2009).

Robert O'Neill is executive director of ICMA, Washington, D.C. ([roneill@icma.org](mailto:roneill@icma.org)). John Nalbandian is a faculty member in the Public Administration Department, University of Kansas, Lawrence, Kansas. He is a former councilmember and mayor in Lawrence, Kansas ([nalbandj@gmail.com](mailto:nalbandj@gmail.com)).

## *Chapter 2*

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# **Defining Facilitative Leadership: A View from Inside the Mayor's Office in Lawrence, Kansas**

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John Nalbandian and Sarah Negrón

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"On occasion ... a city commissioner becomes mayor and actually functions as more than a ribbon cutter, presiding officer, and symbolic head. In recent years, this occurred only when John Nalbandian, a student of city management, twice served as mayor for a year. ... He had the gumption to run for office, and he took his election seriously. He listened—at least most of the time—to his constituents. Then (and here's the rub) he'd make up his mind and seek to move forward with what he thought was the best program ... that he thought he could get the commission to support."

**Burdett Loomis**

*Political Scientist, University of Kansas (2001, 413)*

## 2.1 Introduction

What follows is a difficult but welcomed assignment. A social scientist is expected to be objective and analytical, but that is difficult when you are the subject of your own investigation. I will attempt to meet social science standards with what I believe are objective observations and will alert the reader when my own feelings or interests assert themselves.\* But, I will also add a perspective that is not normally possible when the investigator is separated from the subject. I will comment on how the definitions of mayoral leadership in the literature relate to my own mayoral experience. I will identify revisions or additions that I feel should be made to better explain what it means to be a mayor.

For me, the opening quote nicely sets the stage for this chapter on my work as a facilitative mayor. Two parts of the quote stand out. First, the facilitative mayor is not a political neutral who solely advances the work of others. The effective mayor has a mind of his/her own. But, secondly, he/she moves within the context of a governing body and this involves helping other elected officials understand and realize their collective will. One must be able to act in ways that help structure political issues, facilitate the governing body's work, and instill community confidence. In short, an effective, facilitative mayor must act in ways that others respect sufficiently enough to alter their own attitudes or behavior, including their votes. But, it also involves acknowledging and advancing council goals, especially if you do not object to them.

Council-manager government naturally encourages a facilitative mayoral role if only because the mayor's formal authority is so limited. While citizens, the city's professional staff, outside agencies and governmental units, and many members of the council itself expect the mayor to provide leadership, he or she is required to

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\* This chapter is written in first person because it is the account of my experience as mayor. My co-author Sarah Negrón participated fully in the preparation of this chapter.

do so as a member of a governing body and in partnership with the city's professional staff. For me, the word *engagement* succinctly captures the role of the effective facilitative mayor. The mayor engages issues, citizens and community groups, the professional staff, and, most importantly, the mayor's number one constituency—the other council members.

I begin this chapter with some background information about the city of Lawrence. I follow with a section on campaigning to feature the ad hoc nature of local politics and how important loyalty is in politics, along with a very brief section on what it is like to be a professor of government *and* an elected official. Then I introduce some general comments about politics in the local governments I have worked with over the years as a trainer and consultant, also drawing upon my academic career and real life experience as an elected official for perspective. Finally, I have some case examples to illustrate the way I acted as a facilitative mayor. Throughout the chapter, I include quotes from a journal that I kept during my eight years in office.

## 2.2 Context

Lawrence, Kansas, had a population of about 72,000 in 1991. It has since grown to some 90,000 and is home to two universities: the University of Kansas and Haskell Indian Nations University. While the city has a large student population, for the most part, the students are uninvolved in local politics. Despite a lack of student involvement, Lawrence citizens are highly educated with a significant number actively engaged in local politics. Thus, many well-articulated interests come to bear on the commission's policy decisions.

Lawrence is located about an hour from the Kansas City metropolitan area, an hour from the airport, and forty-five minutes from the state capital in Topeka. We are a full service city, which means that the city offers services like providing water, managing storm water, operating a sewage treatment plant, and operating and maintaining its own parks and recreation programs. Separate authorities in some metropolitan areas might provide these kinds of services and others. Even though we are close to a major metropolitan area, we still are a free-standing city, not a suburb. The megaisue in Lawrence for the past thirty years is how we can grow and yet retain our identity, which geographically is centered in an ideal college-town downtown.

Since the early 1950s, Lawrence has been a council-manager city. The form is very well accepted, and even though we elect our five commissioners at-large, we rarely fail to elect a politically representative commission—especially reflecting perspectives on growth. Even though we have a 12 percent minority population, we rarely if ever have had a minority member of the community on the ballot. Economically, we are in good shape; we spend money frugally. The city commission reluctantly approves property tax increases when unavoidable. We swing back and forth around growth issues and, over time, there is balance. In the past thirty

years, we have had only three city managers, and the last two had previously been assistant city managers in Lawrence.

By tradition, mayors serve one-year terms. The mayor's role largely is ceremonial, but as in other council-manager cities, citizens look to the mayor for leadership, and the commission does not resent mayoral leadership as long as it is not high-handed. I cannot remember a time when a mayor was selected because of a specific agenda. Mayoral agendas tend to rise from the issues at hand, with the mayor attaching to a few that are consistent with campaign promises either explicit or implied.

Elections for the five-member commission are held in the spring every two years. If more than six candidates formally declare their intent to run, a primary election reduces the field to six. I cannot remember when we did not have a primary election. Of the six candidates running in the general election, the top three vote getters are elected to the commission. The top two serve a four-year term while the third-place candidate serves a two-year term. The council selects the mayor, and, by tradition, the two top vote getters each serve a one-year term as mayor. I was elected to the city commission in 1991 in second place and served as mayor from 1993 to 1994. I was reelected to the commission in 1995 as the top candidate, served as mayor from 1996 to 1997, and completed my second term as commissioner in 1999. I chose not to run again.

### 2.3 The Campaign and the Decision to Run

My family and I came to the University of Kansas in 1976. Soon after we arrived, I remember a knock on our door at home preceding a gubernatorial election. "Hello, I'm John Carlin. I am the Democratic candidate for governor, and I would like your vote." We had come from Los Angeles where I had completed my doctoral studies and where I had grown up, and that NEVER happened in L.A. I thought to myself, "John, you can become anything you want in this town!" It is not as if I planned from this time to run for office; in fact, it rarely entered my mind. But, I knew that if I wanted to run for office, I could—anyone could.

I think I have been the president of every club, organization, or group I have belonged to since I was a kid. I have been the faculty's choice to chair the public administration department at the University of Kansas on two different occasions for a total of twelve years. So, I am accustomed to being the center of attention, and I like it. I became department chair in the mid-1980s, and, combined with my faculty responsibilities, it was more than a full-time job. The University of Kansas is known for its local government emphasis in public administration, and even though I did not come to KU as an expert in local government, one is expected to learn. So, I learned. When I finished my five-year term as department chair, I wrote a book on professionalism in local government and, when that was completed, I thought, "I ought to run for city commission." It was not a plan. It was not urged upon me by others. I just thought it would be an interesting thing to do. I had always been

politically aware, but never really politically involved in campaigns, and I knew very few people in Lawrence outside of the university. Normally, this would be a disadvantage. But, the university is a strong political base for one of its own, and in terms of credibility within the university, being a professor of government started me off on the right foot. As KU Political Science Professor Loomis noted, "The chamber of commerce recruits its candidates, and a loose coalition of neighborhoods recruits its own. With occasional exception (Nalbandian comes to mind), candidates win with most of their backing from one faction or another." (2001)

I met Dan W. (I have omitted all last names) playing weekend basketball with a group of adults. I think Dan had been politically involved forever. Another teammate and friend of Dan's was a state senator. When I was thinking about running, I talked with Dan who later became my chief campaign advisor. Dan told me two things. First, he said, "You have to smile more." Second, he advised me to start talking with people to learn about issues. He gave me names of people to talk with, and then one name led to another until I had talked with quite a few people. I began these conversations in the summer of 1990. If I was going to run, I was going to give it a legitimate try even if it meant spending over six months in preparation.

### Journal Entry: January 19, 1991

Carol (my spouse) reminded me that a lot of my support has come from the guys I used to play basketball with on Sundays: Dan and Bob T., and to a lesser degree from Wint with his letter, Steve H. with his encouraging words and offer to help, Mike W., Bird, and Paul S. Dan is the key and I can't see why he would be helping me like he is if we hadn't gotten to know each other better through basketball. I think we really enjoyed playing on the same team. This is the "old boys" network in action. It is supplemented by the years I spent working academically with Nader S., who has always displayed more loyalty to me than vice versa. Also, it is cemented with my relationship with Wendy M., which began when she was working with IPPRR (a university research center).

The lesson I learned initially from my involvement in politics focused on the importance of loyalty. We all casually talk about loyalty, but to a politician, it is the glue that binds relationships. The most important lesson for administrative professionals to learn is that organizational structure is crucial to their competence. For the professional

- There is always someone in authority above you.
- There are position descriptions.
- There are performance evaluations.
- There are established ways of getting things done that either are set out in policy and rules, or are learned as practices over time.

Once you enter the local political arena, you confront the reality that, for the most part, politics is unstructured; it can be haphazard and even chaotic. You have to create structure and order for yourself and those around you who want to work for you and with you. While employees rely on organizational structure for predictability and reliability, in politics loyalty can substitute for the absence of formal structure and established relationships.

Campaigns are about two things. First, you need a good candidate. There is no substitute for a candidate who is electable—a person who people can attach to intellectually or emotionally, or in some combination. Second, you need organization, and you have to create it in nonpartisan contests because it does not exist in the way that a new employee walks into an organization with its structure, roles, and statuses. Every campaign has key individuals. Some campaigns are more organized than others. Some involve the candidate as a key organizer and others do not. I was fortunate in my first campaign to have a person, Dan W., who had been involved in politics all his life.

#### **Journal Entry: November 12, 1990**

Dan picked out of our conversation and focused on “Invest in the future with respect for the past” as a possible main campaign theme. As we talked, he jotted notes about complementary themes and issues that I would have to work (develop positions) on: tax abatements; team builder and catalyst; a person who can make things happen while sensitive to process; independent thinker, thoughtful, and capable; family diversity suggests comfort with community diversity; dichotomous issues fail to capture real sentiments of Lawrence citizens—no one wants no growth or unlimited growth.

He and I developed thirty- to sixty-second responses to all the questions we thought people would ask during campaign forums. I memorized them. Dan was very good. He made sure that everything he wrote was something I could own up to. He asked me time and again, “Are you sure you believe this?” It is so easy in a campaign to tell people what they want to hear. You are the focus—always—and the attention is beguiling. You do not want to discourage the attention; it energizes people working on your campaign, and it is one of the attractions of holding office, but you do not want to be hijacked by it.

My campaigns were pretty traditional for Lawrence at the time. We raised money with letters and phone calls. We bought newspaper advertisements, printed and then handed out brochures, made telephone calls, and participated in numerous candidate forums. We posted hundreds of yard signs. I did not know about any of this stuff when I first started in 1990. But I learned, and a few years after I left office I headed a friend’s campaign—we lost.

What really surprised me about running for office was the number of people who wanted to work on the campaign. I remember Randi T. calling and saying

that in every city commission election she chose one candidate she would work for, and she would like to work for me. She became the "sign lady" and she did a great job—during both of my campaigns. But as strange as this may seem, I rarely talked with her during my eight years in office. This is true of others as well. I had a team of people working for me, but, after the election, the team dissolves and most people go their separate ways.

### Journal Entry: April 1, 1991

I am particularly struck by the initiative others took on my behalf. "D" mailed some forty letters to people he knew. Lew T. mailed some one hundred invitations to a coffee and said he was going to make phone calls for me. Nancy C. mailed postcards and so did Larry M. Randi T. accepted all kinds of responsibility. Duley S. organized all the Quail Run brochures into routes. Paul D. (now a state representative) was indispensable with yard signs. Unbelievable!

Because, in Lawrence, we all run at-large, it does not make sense to run a negative campaign focusing on any specific individual in the election. This influenced how I prepared for the candidate forums and what kind of material we put in my brochures and other mailings. I was a university professor of government, and we were trying to project the image of a candidate who was knowledgeable and who could put that knowledge to work in a facilitative fashion. In order to do that, I needed not only to make sure I knew about issues, but I had to mount an issue-oriented campaign.

Campaigning is exhilarating and debilitating depending on which hour of the day it is. I remember a cold January in Lawrence when I was knocking on doors, and the reception was miserable. "You are running for what?" "What is your name?" "When is the election?" Then, we wised up and got the names and addresses of people who had voted in the last local election from the County Clerk's office. On a particular block I might visit only three or four homes, but the reception was amazing. "Yes, I know who you are." "I have a question for you." "What do you think about...?" Or, even better, "I'm planning to vote for you!"

The first time I received a campaign contribution in the mail from a person I did not know, I realized, "There is no backing out now." Up to this time, as a candidate, you are surrounded by people whom you know or have come to know. Then, you receive a check from someone you do NOT know—what did they see, hear, or think that led them to send the check? You never really know the answer, but you campaign confidently as if you do.

## 2.4 Roles, Responsibilities, and Relationships

No major issue that comes to a legislative body has a "right" answer. You can search as long as you like and you can request as much information as you like, but

ultimately it is going to boil down to creating a solution or policy that engages conflicting values like representation, efficiency, equity, and individual rights. The goal is working to build, maintain, and preserve a sense of community that is forged over time from the way these values play themselves out.

With the tremendous challenges that governing bodies face in their goal of community building and working with conflicting values, individual commissioners confront working conditions that they are unlikely to have faced before. In all of your working life, how many jobs have you had where there wasn't a supervisor, boss, or someone in charge and responsible? On the commission, no one is *in charge*. No matter how much power the mayor may accrue, his/her authority is limited. When commissioners disagree, the mayor cannot say, "I have heard enough, this is what we are going to do."

When one couples the fundamental value conflicts in policy making with the lack of authority, one sees the importance of facilitative leadership—the theme of this book. But facilitative leadership is not formulaic, even though it provides a nice conceptual lens. Because of the ambiguity that the value conflicts and lack of authority pose, politics is *socially constructed*; in other words, it is framed by largely unwritten, but understood, sets of expectations and obligations among commissioners that are developed and reinforced over time. No one knows how a complex political issue is going to turn out. Political issues unfold like the skin of an onion where there is no middle. You just keep unfolding and unfolding as leadership works toward a solution that will join what is politically acceptable with what is administratively feasible, all the while aiming toward building and preserving community identity and vitality.

More conceptually, I think it is possible to chart what kinds of bridges the facilitative mayor works to build. I have written elsewhere about the conflicting forces of administrative modernization and citizen involvement (Nalbandian 2005). Each of these forces is powerfully affecting governance at the local level, and they create tension that can be viewed along five dimensions. While the concept of citizen engagement is commonly understood, administrative modernization may not be. It includes adoption of innovations relating to areas such as performance management, performance measurement and benchmarking, goal-based performance appraisal, quality assurance, and performance budgeting, as well as the application of technology to the routinization of administration processes including uses of the geographic information system/global positioning system (GIS/GPS).

I will not discuss these five dimensions in detail. It is enough to see how there are gaps that in my judgment are growing and can be charted along the five dimensions as seen in Table 2.1. It is critical to bridge the gaps because the space between the two trends represents the distance between what is *administratively feasible* (represented by the modernization column) and what is *politically acceptable* (represented by the citizen involvement column). Those individuals who can help bridge these gaps add value to their communities because they are connecting the spheres of politics and administration. In a nutshell, this is the most valuable connection

**Table 2.1 Gaps between Modernizing and Civic Engagement Perspectives**

<i>Modernizing the Organization</i>	<i>Gaps</i>	<i>Civic Involvement</i>
1. Professional staff		Elected officials
2. Departments		Chief administrative officer
3. Institutions		Community-based politics
4. Specialist		Citizen focus and community problems
5. Policy		Place

that the mayor can facilitate because effective action can only result when these spheres come together effectively.

In retrospect, my goal as a commissioner was to help make these connections, and as mayor, I could take more of the lead than I could as a commissioner. The social construction comes into the picture as the mayor, in concert with the governing body, learns how to do this—how one joins others, cajoles others, learns from others, and persuades others in developing common frames, and then works toward consensus solutions so that bridges are built and the onion unfolds with implicit purpose, even if unpredictably. In retrospect, the path taken to resolve an issue makes sense, but when one is in the middle of the debate, it can feel like wandering hopelessly in a meandering stream.

The mayor's role is a set of expectations derived from personal expectations and from the expectations of those in various policy arenas, including the city's staff. The sometimes complementary and sometimes conflicting expectations create the working definition of the role. In crafting and enacting the role of mayor, one's self cannot be denied. The self initiates structure and is expressed through the structure that is created. Political ambiguity has to be reduced in order for competent work to occur. As mayor, I could see myself describing issues and ways of approaching them that were natural to me as a person, which naturally empowered my role as mayor. When elected officials now seek my advice, I tell them, "You have to deploy your strengths in ways that facilitate the work of the commission, and in ways that others will value." Your strengths are key because they help reduce the ambiguity just as much as the expectations that others have of you in your role as mayor. But, you have to deploy your strengths in ways that others value. It does no good to make decisions that result in comfort for you if they make work difficult for others, including the city's professional staff.

My strengths are very clear to me. I can conceptualize, organize, and collaborate, and I am flexible. It is who I am and what I do. I did it in high school and in college, and I have gotten used to working this way. It is what works for me

and, most importantly, as mayor, it is what others valued. I know this from the comments my fellow commissioners made about me in tribute at my last commission meeting. A mayor who can help define the big picture, and who can help the commission understand where it is on an issue, all the while attempting to move with purpose, holds a special place among commissioners.

To illustrate some of these ideas in practice, I am going to quote extensively from a journal entry I made on May 18, 1993. This would have been a little over a month into my first term as mayor. I had been on the commission a little over two years at this time.

### **Journal Entry: May 18, 1993**

I have been mayor now for over a month, and I cannot believe how time consuming it is. The ceremonial duties alone take up a lot of time. Trying to take some policy responsibility adds considerably to the time required because the mayor simply cannot proclaim or dictate direction. First, it takes some ideas, then you have to talk with people, and that takes a lot of time.

I also realize that I have to set some priorities for myself. I can get involved in a lot of projects, and take initiative on a lot, but to see something through takes persistence and time, and that requires setting priorities. What is evolving for me is the importance of "how do we pay for our growth?" And we need to approach this issue from a joint city/county/school board perspective. I talk about this theme on many occasions, and it seems to be catching hold. The other day, Dan W., the chair elect of the chamber, and Gary T., executive director of the chamber initiated a meeting where they discussed with me the desirability of establishing a joint city/county/school board citizens committee to review capital needs and revenue sources.

This is a great idea, and I sent them our city/county/school board goals statement that is very consistent with their suggestion. Their point was that the citizens committee can gain greater attention than government representatives and as the committee learns, the community will learn as well.

This is the kind of suggestion that would never come from staff in Lawrence, and I wonder if it would come from staff in other jurisdictions as well. In any case, to carry through is going to require a lot of discussion. For example, I have to get (Commissioner) S. on board or else I think it will fail with the city governing body. We have to get W. (county administrator) on board with the county, and W. (chamber of commerce president) is going to talk with county commissioner B. I am apprehensive about the school board because they generally see things fairly narrowly.

Another mayoral responsibility is helping others get things they want to initiate and which I favor on the political agenda. Yesterday, I called Jo A., a new commissioner, and we talked about her interest in summer parks and recreation programs for youth. She wants some things done this summer, which will probably drive the staff crazy. I told her that her best bet would be to prepare a written proposal for the city commission's consideration that could be included in the 1994 budget that we are now discussing. Further, I told her that a written proposal could lead to a discussion of city/school boards cost sharing—something I favor.

To further this theme, Chris M. (member of the Bert Nash board) talked with me about the needs of the Bert Nash Mental Health Center, and their facilities and my interests in developing a broader multi-agency healthcare perspective that is not dominated by the hospital. He knew of my interest, and was playing to it. During our conversation, I suggested that he prepare a concept paper that would identify the mutual interests of the healthcare groups at 4th and Maine, including the hospital, and the city/country/school district interests as well. Ray D. (faculty colleague), who is also on the Bert Nash board, prepared that document in draft and it will facilitate movement of our study session away from the immediate issue of a parking lot, to the broader issue of a multi-agency, multigovernment perspective on healthcare issues. Ray and Chris' issue is to get the hospital more sensitive to the needs of the other agencies. So, all of our interests overlap. Then, I sent a letter to the president of the hospital board, Bob J., Sr., inviting him and the incoming president to talk with me about where the hospital was heading. My goal here is to broaden the public's participation on the hospital board. I was going to do it with appointments, but that would be political dynamite and would detract attention from my agenda. So, I am going slower, learning first, then I might increase the number of appointments on the board so I can make two appointments during my term. Ray would be one.

As a final example, Marilyn B., new president of the United Way board, called to talk with me about the broader perspective on United Way that she gained by going to a national conference. She was telling me about projects where the city and schools had cooperated. This indicates that she knows of my interest in the broader perspective. So, I need to try to find a way to get her interests on the political agenda. I think what I am going to ask her to do is to make a presentation to the Parks and Recreation Board, and then to request a report from the board to the city commission on where we can take her ideas. I will also share that report with the school district and possibly our joint committee.

This is the kind of thing that I am good at—thinking broadly and inclusively and then working to strategize. It is hard to make an impact with these skills as one commissioner, but as mayor it's a lot easier because people listen to you; they think you have more power than you actually have. Whereas, Commissioner W. used to tell people as mayor that he had just one of five votes, I don't remind anyone of that fact. I just try to move things along, focusing especially on inclusive projects."

One noticeable lesson from these vignettes is that the facilitative mayor who knows his/her strengths puts him/herself in the position of permitting others to play off them. We can see how others knew not only my interests, but also they knew my style, and they took advantage of it to advance what they wanted. I think this is an under-appreciated value of the facilitative mayor. He/she encourages similar behavior in others because that is what he/she responds to, and getting an influential mayor on your side is important to an advocate or interest group no matter how virtuous their cause.

## 2.5 Professor as Mayor

In Lawrence, Nalbandian was perhaps the perfect mayor in that the community is truly dedicated to the city manager form of government. Nalbandian was an elected official with the intellect and soul of a manager. (Loomis 2001)

Loomis' quote is on the mark. Even though I do not have the skill or temperament to be a city or county manager, I did understand the work prior to my first election based on extensive academic exposure, my interest, and connections to city management professionals nationwide. In a council-manager government, there are three crucial sets of relationships: with citizens and community groups, with other governing body members, and with the city's professional staff. I think for some council members, the staff partnership is the most difficult to grasp, in large part because so many council members do not have executive work experience in large, complex organizations. They do not necessarily have the experience to help them understand administrative complexity. But they are told they are in charge; they are supposed to set direction, and they have oversight responsibility for operations they often know little about compared to the professional staff. They are confronted with agendas that are ninety percent staff-driven. Nearly all of the problems they deal with are brought to them by the staff they are supposed to oversee and direct.

Frankly, I had few of these challenges. I basically knew about the governing body and staff relationship when I was elected. I trusted the staff. I knew the city manager and assistant. They respected me and vice versa. There is a word of caution here. Forms of government are different, and form does matter. I am a professor of

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public administration in a department that specializes in council–manager government. If I were a political scientist who was expert in the federal government (which means a structure based on a separation of powers), I might have a difficult time understanding the roles and relationships that are set out in council–manager government, and I think that is an issue of confusion for some new commissioners.

In sum, my knowledge helped me a great deal, and I enjoyed learning what I did not know: about utilities, planning, and storm water management. But, in the end, it is not only about knowledge, good governance is about judgment. I wrote for a city newsletter in 1999:

People often ask me what it is like teaching government and being an elected official. My answer has been the same from the beginning, and it surprised me. "There is not a lot of difference." Every Tuesday night we face the single most important question any political theorist asks: What should be the role of government? (*City Newsletter*, 1999)

## 2.6 Cases

I am going to illustrate two points with two cases. The first case will show how the facilitative mayor uses his/her authority and power to convene important conversations around issues he/she and the community care about. The second case will show how politics unfold in uncertain ways, and how the facilitative mayor must be flexible.

### 2.6.1 The Sales Tax

Early in my first term, I wondered why we had put ourselves in a reactive mode when it came to recreation facilities and programs. I particularly recall the Youth Sports Incorporated (YSI) nonprofit soccer group coming in several times asking for various improvements to our soccer fields. At one point at a commission meeting I asked whether it would be desirable to have a plan—a parks and recreation master plan. I had not thought this out beforehand, it was purely contextual. The commission agreed, and the Parks and Recreation staff was overjoyed at the commission's direction.

We hired a consultant who held community meetings to supplement his expertise, and he produced a plan. The question then became, "How do we fund the plan?" At that time, I was mayor for the first time. I had in the back of my mind for some time that a dedicated sales tax might be a feasible revenue source. As events unfolded, however, there were complicating factors. The school district, which for a number of years had been trying unsuccessfully to convince the community that Lawrence should have a second high school, finally had made its case successfully, and they were ready to put a bond issue on the April ballot. The county was being lobbied

heavily by the Public Health Department, Visiting Nurses Association, and the Bert Nash Mental Health Center for more room, as the hospital's expansion was reducing available space for these agencies whose services were growing. Also, the county jail was overcrowded, and we needed new facilities. This was the financial environment we confronted as we were discussing the parks and recreation master plan.

The key event occurred when I used my position as mayor to call a meeting with Gary T., the executive director of the chamber of commerce, and Dan W., the president of the chamber and my former campaign director. Gary was especially important because he was a long-range thinker—which connected the two of us—and no bond issue passes in Lawrence without the chamber's backing. It is a progressive chamber, so that is not a great stumbling block, and they can mobilize their members as voters.

At our lunch meeting, I asked them how we could sequence elections so that the city, county, and school district would not be proposing competing bond issues. We talked and we talked, and then a light bulb flashed for Gary. He said that we should not sequence the votes, we should combine them. We should propose a countywide sales tax that would fund the city's and county's projects, and we should use the sales tax to reduce the property tax the equivalent amount it would take in a school district property tax increase to pay for the second high school. In effect, we could get the parks and recreation master plan, the jail, the health facilities, *and* the high school for a one-cent sales tax and no increase in property tax. It was brilliant, and it worked.

It worked in part because I had lent my mayoral status to help those who were already supporting more city, county, and school district cooperation. I suggested some cooperation, but mostly, I was just the voice for sentiments that others desired. I think this is one role that the facilitative mayor plays: You lend your status to others for projects that they are pushing and with which you agree. This cooperative base provided a framework to test out Gary's idea, which, of course, became associated with me because I was the one who publicly pushed it. As I look back on my eight years, this sales tax vote and the creative way we combined projects was my greatest accomplishment.

### **2.6.2 Municipal Golf Course**

I'm not sure I'm supposed to be talking to you. Can you look yourself in the mirror with any integrity?

**Stan H.**

*Lawrence Municipal Golf Course Committee*

Construction of Lawrence's municipal golf course is an issue that preceded my election and spanned both of my terms as commissioner. When I ran for city commission in 1991, a local advocacy group—the Lawrence Municipal Golf Course Committee—pledged

to support me in exchange for my written support of their desire for a municipal golf course. I play golf and indicated to them that I favored reviewing this proposal and bringing it to the commission for consideration. My name was in newspaper ads that they placed supporting the candidates who favored a municipal golf course.

During my tenure as a new commissioner, we did consider construction of a municipal golf course on land to be leased from the Army Corps of Engineers. The commission was in favor of the plan, but two more public golf course options became available: A private golf course offered to sell their existing course to the city; another privately owned golf complex (offering a driving range and mini golf) presented plans to build an 18-hole course. The commission chose to allow the second businessman to pursue construction of a new course instead of pursuing the new municipal course option because it would achieve the same end result—increased capacity and affordable golfing for the general public—without expenditure of public funds. I supported that option.

In a newspaper interview after we entertained other proposals, I said, "I think what we agreed to in the campaign was the concept of a municipal golf course. ... I think that, in endorsing Mr. G's proposal, all the goals and objectives of a municipal course are met. I don't think we're backtracking at all. It's just that the conditions are different from what they were." (King 1991)

This is an example of where my flexibility and my desire to facilitate the work of others rather than taking a strong, consistent stand worked against me and the city. From the perspective of the Municipal Golf Course Committee, I had sold out. The quote opening this section was made to me in commission chambers after the meeting where we endorsed the private initiative. I learned something from this experience. To facilitate you have to be respected. With only six months in office, I had not earned the respect needed in order to change my mind and still be seen as a credible commissioner. Thus, even though I was trying to facilitate the building of a golf course (the ultimate goal), my facilitative methods failed because I did not have the needed resources. I had lost the respect and loyalty of the Golf Course Committee.

"They've accused us of having no integrity. And I'm really angry about that," Nalbandian said. "They failed to acknowledge that anything is different now than during the spring. In the spring, we had one option, the municipal golf course. Now we have two options. Why wouldn't any reasonable person look at both options?" (Toplikar 1991)

To make a long story short, none of the private initiatives panned out, and the Golf Course Association proved correct. It was not until 1996 when, ironically, the golf course had been included in the new parks and recreation master plan (for which I received a lot of credit) that we finally began construction.

I was the mayor in 1996 and 1997, and because I played golf and had been an initiator of the master plan and the sales tax initiative, I became the governing body's representative on this project. I went out with the construction team and they took

me on a tour of what they were doing. My picture was in the paper, and I became reincarnated as champion of the golf course. It is so strange now to have people refer to me as the "father of our golf course," in light of what Stan H. said to me in 1991.

Lawrence's Eagle Bend Golf Course opened to the public on July 18, 1998. While on the city commission at the time, I was not the mayor when it came time to cut the ribbon to celebrate the opening of the course. When the mayor is at a ribbon cutting in Lawrence, by tradition the mayor speaks on behalf of the city commission. But at the end of Mayor K.'s remarks, he invited me to come to the podium and say a few words. That kind of political generosity is not lost among commissioners. His wife gave me a handmade Christmas card with my picture as part of the first foursome to play Eagle Bend.

As a side note to this story, when people used to call me the "father of the golf course," I would object and say that others had a very large role to play and that I was only one of a majority vote. After a while, I learned that people do not want to hear that. They really want to believe that someONE made a difference. As an elected official, it is foolish time and again to try and deflect credit that people want to give you as long as you understand that "it is really not about you."

In the two cases presented above, you can see how the world of administration is represented by a parks and recreation master plan. Master plans are a fundamental tool of administrative work, representing the culmination of "data, subplans, and reports." They exemplify administrative work as they create legitimized documents upon which professional analysis and recommendations can be made. The world of politics is messier. From the cases, it is clear that the notion of starting with a goal, creating a desired path with alternatives, and then working toward the desired end is not the politics I experienced. That world consisted symbolically of "passion, dreams, and stories" and it proceeded in fits and starts. Further, the facilitative mayor does not always choose his/her partners. As mayor, I relied on my connections, the connections of others, and their passion and dreams for energy and support, in order to collectively construct messages that we believed the electorate would find compelling as they considered a public vote on the sales tax, for example.

## 2.7 Conclusions

One lesson stands out for me about being a mayor and city commissioner: Respect and loyalty leading to trust count above all other elements for a facilitative mayor. Because a facilitative mayor does not have the authority of a chief executive, he/she has to continually cultivate less formal sources of influence. This is where respect, loyalty, and trust come in. Respect is necessary so that people will listen to you, and I think each elected official earns respect in different ways. I was a logical, big picture thinker who took others into consideration, and my respect for others was reciprocated. The one phone call I remember in all my eight years on the commission came from a citizen a couple of nights after we had made a decision about downtown. The

caller, who I was acquainted with, but whom I did not count as a supporter of mine, said he had read the paper and was surprised at my vote because he considered it antidowntown. He went on to say that he knew I was a reasonable person, and he was calling because he wanted to know why I voted the way I did. This one phone call reinforced for me the idea that if one is true to one's beliefs and one's way of treating others respectfully, that respect will be recognized and returned.

While citizen respect is important, as I stated earlier, the respect of the other members of the governing body is most valued. It has to be continually earned and nurtured because it is so valuable yet fragile. Our commission requires three votes to pass a motion, and a facilitative mayor always is thinking, "How do we get this done?" Other commissioners may be content to say what they think needs to be heard, but the facilitative mayor is action-oriented.

Loyalty based on position, threats, or incentives is fleeting; loyalty built on respect can last. And, as I have indicated earlier, loyalty is the glue. To have someone's respect, loyalty, and trust enables you to look down the dais and with a nod of the head understand that you have someone's vote or he or she has yours. It is connecting to Mayor K., who went out of his way at the golf course ribbon cutting to invite me to speak for a project that he knew would help define my terms in office.

There are all kinds of opportunities to break trust, lose respect, and trash loyalty. I remember a particularly difficult night when I became pretty visibly and vocally upset at another commissioner, and he at me. After the meeting, he came over to me, held out his hand, and said "No hard feelings?" What can you say to that? You shake his hand, and you remember his generous gift of civility—one commissioner to another—and you try to learn from it.

I want to end on a personal note. I was in my first term on the city commission and the mayor had finished her one-year term and was stepping down. It is customary for other commissioners to make remarks and for the outgoing mayor to say a few words before the new mayor is sworn in. The outgoing mayor said that being mayor was the highlight of her life. Arrogantly, I thought to myself, "She must have led a pretty diminished life if this was it!" Little did I know. Now as I look back at everything that I learned about city government, about all the people I met, about all the projects we worked on, there is nothing that lifts my spirits more today than the greeting, "Hi, Mayor."

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## *Chapter 3*

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# **Facilitation in Its 'Natural' Setting: Supportive Structure and Culture in Denmark**

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Rikke Berg and Ulrik Kjaer

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## 4. Tyler St. Clair – Facilitator's Bio

## A. Tyler St.Clair

**Qualification Summary** Twenty years in assisting organizations and individuals achieve desired results through use of a high performance model and selected strategies for effective change

### Core Skills

#### Methods:

- Organizational Assessment/Analysis
- Graphic Facilitation and Training
- Performance Analysis and Coaching
- Visioning and Strategic Planning

#### Common Interventions:

- Leadership Development
- Vision, Mission, & Goals Development
- Environmental Assessment & Gap Analysis
- Team Building

### Experience

#### **Consultant to Local Government** (1998 - Present)

Provide development for local elected bodies and local government staff through assessment, consultative facilitation, and team-building. Representative projects:

- Facilitate visioning, team-building and strategic planning for local elected boards and councils
- Provide High Performance Organization seminar and concurrent facilitation
- Provide training to facilitate local government improvement efforts
- Develop systems for executive performance contracting and 360° feedback

#### **Leadership Development Faculty**, Cooper Ctr. for Public Service, Univ. of Virginia (2000 -Present)

As a half-time faculty member of leadership development team, provide consultation and team building for local elected bodies using a collective leadership model. Provide on-and off-site development programs for local government managers and staff.

#### **Organization Development Consultant**, City of Lynchburg, VA (1992 - 2000)

As an internal consultant, support reinventing government initiative and change management strategies. Representative organization development projects:

- Facilitate City Council visioning and annual goal setting
- Facilitate comprehensive organizational strategic planning for executive team
- Develop new city organizational structure to improve results-focus
- Develop selection processes & teach behavioral interviewing to hire top talent

#### **Training/Consulting**, Academy for Staff Development, VA Dept. of Corrections, Waynesboro, VA

- **Training & Development Coordinator for Management Development** (1990-1992)  
Direct delivery of leadership training for 1600 agency managers. Provide organization development consultation, assessment, strategic planning, and executive development. Write and acquire national grant for career development program. Supervise professional training staff.
- **Training & Development Coordinator for Youth Services Training** (1985-1990)  
Manage comprehensive training program for 3200 employees. Provide internal consultation to agency managers. Create annual schedule of over 200 training programs and conferences. Conduct needs assessment and job task analysis. Supervise professional training staff.
- **Personnel Development Specialist for Youth Services Training** (1983-1985)  
Design and deliver training programs. Use Instructional Systems Design to develop performance-based training. Manage curriculum advisory and conference committees.

#### **Corrections Rehabilitation Supervisor**, Buckingham Correctional Ctr., Dillwyn, VA (1981-1983)

Develop comprehensive management system for the reception and classification of 465 felons sent to newly opened correctional facility. Supervise professional counseling staff. Develop policies and programs for reception and case management services.

#### **Corrections Rehabilitation Counselor**, Natural Bridge Learning Center, VA (1977-1981)

Manage caseload of male juvenile offenders in state-operated facility. Develop treatment plans. Provide individual and group counseling. Supervise student interns.

### Education

**B.S., Social Work *summa cum laude*** James Madison University, Harrisonburg, VA (1974)

### Training/Cert.

MBTI Administrator; ProSci Change Management; Mediation/Dispute Resolution; Technology of Participation; Appreciative Inquiry; Graphic Facilitation; National Issues Forum Moderation; Training-of-Trainers; extensive training in counseling and organization development strategies; Law Enforcement

## 5. Vision Development

# *Summary*

*Name of Program:* Vision

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## *Program Description:*

The following contains the City's current Vision. It is important that a City, just like any other organization, have a clear and defined Vision for the future. An adopted Vision, whether it's the same or if Council determines it should change, the Vision will provide a strategic direction for the organization.



## **City of San Bernardino**

Judith Valles, Mayor

### **Our Vision:**

Our vision for the City of San Bernardino is for it to be strong and prosperous. The City of San Bernardino will be the hub of economic growth in the Inland Empire. San Bernardino will offer a wide range of housing, recreation, cultural, educational, and employment opportunities for all who come live and work here. A strong sense of community will continue to grow and thrive within our city limits.

### **Our Mission:**

Our mission is to provide quality and cost effective services to the people of San Bernardino. We will provide excellence in leadership through the allocation of public resources to City programs that are responsive to community priorities and maximize opportunities for economic and cultural viability.

## City of San Bernardino Guiding Principles

### Vision

Our vision for the City of San Bernardino is for it to be strong and prosperous. The City of San Bernardino will be the hub of economic growth in the Inland Empire. San Bernardino will offer a wide range of housing, recreation, education, and cultural and employment opportunities for all who come, live, and work here. A strong sense of community will continue to grow and thrive within our City limits.

### Shared Values

The City of San Bernardino will conduct its business practices in keeping with these adopted Shared Values:



**Integrity**

**Accountability**

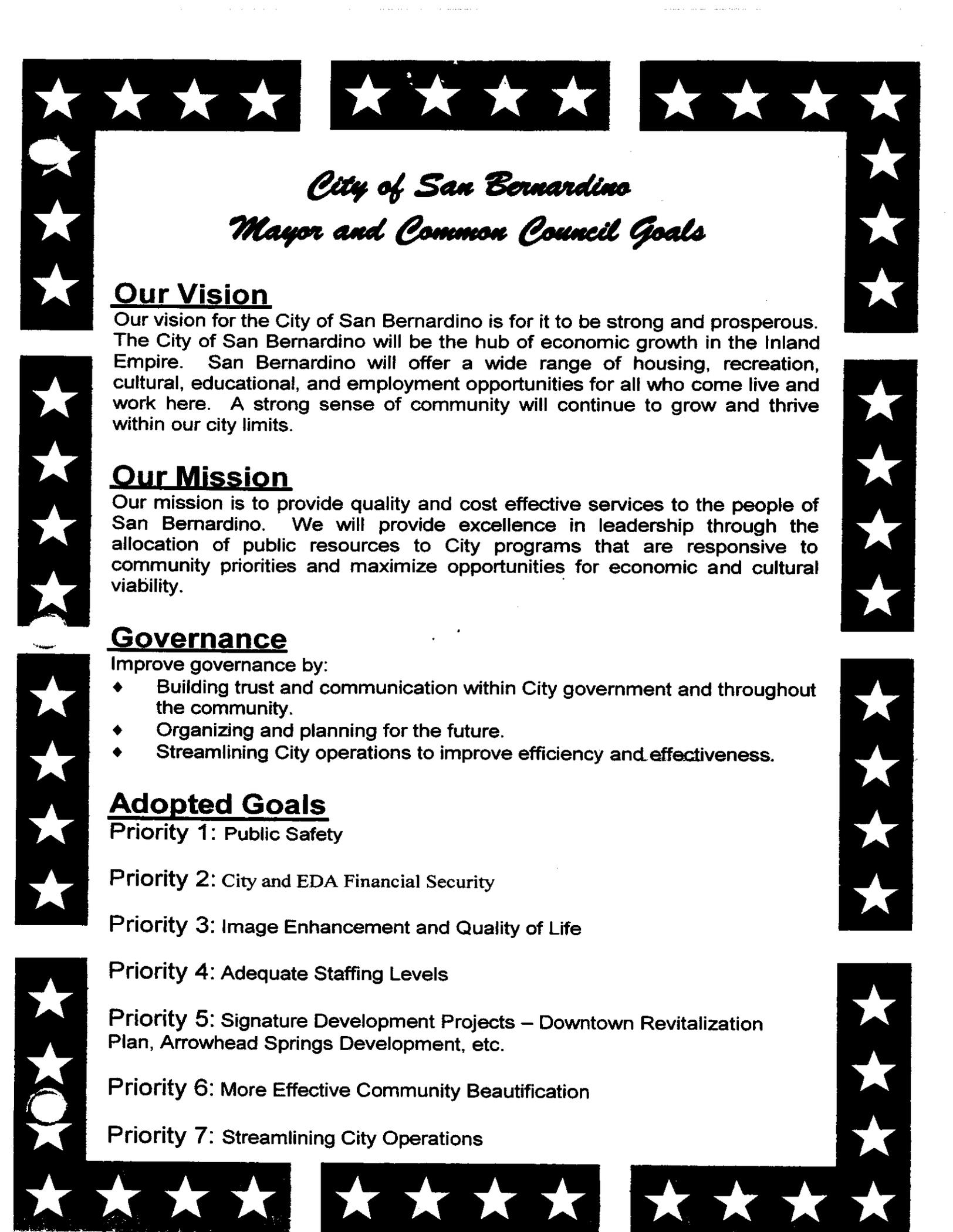
**Respect for Human  
Dignity**

**Honesty**

**Fairness**

### Mission Statement

Our mission is to provide quality and cost effective services to the people of San Bernardino. We will provide excellence in leadership through the allocation of public resources to City programs that are responsive to community priorities and maximize opportunities for economic, educational, and cultural viability.



*City of San Bernardino*  
*Mayor and Common Council Goals*

**Our Vision**

Our vision for the City of San Bernardino is for it to be strong and prosperous. The City of San Bernardino will be the hub of economic growth in the Inland Empire. San Bernardino will offer a wide range of housing, recreation, cultural, educational, and employment opportunities for all who come live and work here. A strong sense of community will continue to grow and thrive within our city limits.

**Our Mission**

Our mission is to provide quality and cost effective services to the people of San Bernardino. We will provide excellence in leadership through the allocation of public resources to City programs that are responsive to community priorities and maximize opportunities for economic and cultural viability.

**Governance**

Improve governance by:

- ◆ Building trust and communication within City government and throughout the community.
- ◆ Organizing and planning for the future.
- ◆ Streamlining City operations to improve efficiency and effectiveness.

**Adopted Goals**

Priority 1: Public Safety

Priority 2: City and EDA Financial Security

Priority 3: Image Enhancement and Quality of Life

Priority 4: Adequate Staffing Levels

Priority 5: Signature Development Projects – Downtown Revitalization Plan, Arrowhead Springs Development, etc.

Priority 6: More Effective Community Beautification

Priority 7: Streamlining City Operations

## 6. Operational Guidelines

# ***“Building a Better Community”***

**Name of Program:** Operational Guidelines

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**Program Description:** In an effort to assist the Mayor and Common Council in developing and updating current operating guidelines, staff conducted research of other cities. Attached is a list of best practices as they relate to the following areas:

- Code of Conduct
- Agenda Process
- Council Committees

To assist the Mayor and Common Council in understanding its history, the City’s current Conduct Guidelines for Elected Officials and Employees, adopted in 2000, is also included for your reference. Several polices are attached in the Appendix of this document for your reference.

# ***“Building a Better Community”***

**Name of Program:** Operational Guidelines

**Program:** Code of Conduct

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## **PROPOSED TOPIC AREAS FOR A CODE OF CONDUCT**

1. **General Overview**

The residents and businesses of the City of San Bernardino are entitled to have fair, ethical and accountable local government which has earned the public’s full confidence for integrity. To this end, the Mayor and Common Council of the City of San Bernardino has adopted a Code of Conduct for its members to assure public confidence in the integrity of local government and its effective and fair operations.

2. **Rules of Decorum**

The professional and personal conduct of members must be above reproach and avoid even the appearance of impropriety. Members shall refrain from abusive conduct, personal or verbal attacks upon the character or motives of other members of the Council, the staff or the public.

3. **Respect for the Process**

Members shall perform their duties in accordance with the processes and rules of order established by the Mayor and Council governing the deliberation of public policy issues, involvement of the public and the implementation of policy decisions of the Council by City staff.

4. **Conduct of Public Meetings**

Members shall prepare themselves for public issues; listen courteously and attentively to all public discussions before the body; and focus on the business at hand. They shall refrain from interrupting other speakers; making personal comments not germane to the business of the body; or otherwise interfering with the orderly conduct of meetings.

5. **Decisions based on Merit**

Members shall base their decisions on the merits and substance of the matter at hand, rather than on unrelated considerations.

6. **Sharing of Information on Issues under Consideration**

Members shall publicly share substantive information that is relevant to a matter under consideration by the Council, which they may have received from sources outside of the public decision-making process

7. **Conflict of Interest**

In order to assure their independence and impartiality on behalf of the common good, members shall not use their official positions to influence government decisions in which they have a material financial interest; or where they have an organizational responsibility or personal relationship which may give the appearance of a conflict of interest.

8. **Gifts and Favors**

Members shall not take any special advantage of services or opportunities for personal gain, by virtue of their public office that is not available to the public in general. They shall refrain from accepting any gifts, favors or promises of future benefits which might compromise their independence of judgment or action, or give the appearance of being compromised.

9. **Confidential Information**

Members shall respect the confidentiality of information concerning the property, personnel or affairs of the City. They shall neither disclose confidential information without proper legal authorization, nor use such information to advance their personal, financial or other private interest.

## ***“Building a Better Community”***

10. **Use of Public Resources**

Members shall not use public resources that are not available to the public in general, such as City staff time, equipment, supplies or facilities for private gain or personal purposes.

11. **Representation of Private Interests**

Members shall not appear on behalf of private interests or third parties before the Council or any commissions or proceedings of the City.

12. **Independence of Boards and Commissions**

Members of the Council shall refrain from using their position to unduly influence the deliberations or outcomes of commission proceedings.

13. **Policy Role of Members**

The Mayor and Common Council are responsible for setting clear direction and policies and for holding the City Manager accountable for achieving those policies.

Members shall respect and adhere to the council-manager structure of city government whereby the Council determines the policies of the City with the advice, information and analysis provided by the public, commissions and City staff.

Members shall, therefore, not interfere with the administrative functions of the City or the professional duties of City staff; nor shall they impair the ability of staff to implement Council policy decisions.

Members will not divert management from the Council-approved priorities with issues of personal interest or requests for information that may require significant staff resources without the active approval of the majority of the Mayor and Common Council. The Council will come to consensus regarding major issues that need further exploration and analysis so as to judiciously assign tasks to the City Manager and his staff.

14. **Public Relations**

When the Mayor and Council have not taken a position on an issue, neither the Mayor nor any Council members will speak on behalf of the Common Council. When presenting their individual opinions and positions members shall explicitly state that they do not represent their body, the City of San Bernardino, nor will they allow the inference that they do.

After a decision is made, the Mayor serves as the spokesperson for the City’s view on policy matters; the Council will speak with “one voice.” Once Council has taken a vote, members will let the decision stand and avoid undermining the Council’s stated direction and decision.

15. **Positive Work Place Environment**

Members shall support the maintenance of a positive and constructive work place environment for City employees and for residents and businesses dealing with the City. Members shall recognize their special role in dealings with City employees and in no way create the perception of inappropriate direction to staff.

16. **Communication with City Manager and Staff**

- The City Manager is responsible for managing the day-to-day operations of City government.
- Unless it is a simple inquiry, the Mayor and Common Councilmembers will contact City Manager before going to Department Directors
- When contacting Department Directors through e-mail, the Mayor and Council members will copy the City Manager as a courtesy
- The City Manager will ensure that the Mayor and Common Council are proactively informed on major policy issues or issues that may attract media or public attention; likewise, the Mayor and Common Council members will give the City Manager notice if he or she learns of issues of concern.

## ***“Building a Better Community”***

- The Mayor, Council, City Manager and staff will not blindsides each other in public
- Council members are encouraged to submit questions on agenda items to the City Manager as far in advance of the meeting as possible so that staff can be prepared to respond at the meeting.
- The Mayor and Council shall not criticize staff in public.
- The Mayor and Council will refer citizen complaints to staff and give them adequate time to respond. Staff will report back to the Council through the City Manager on the resolutions of these complaints.
- The Mayor and Council members will be provided with information from staff and other members on an equal basis so that they are equally prepared to make good decisions.

### **17. Compliance and Enforcement**

The Code of Conduct expresses standards of ethical conduct expected for the Mayor and members of the Common Council. The protocols are intended to be self-enforcing; members themselves have the primary responsibility to assure that the standards are understood and met. The Mayor has the additional responsibility to intervene when the actions of members appear to be in violation of the Code during the process of conducting the Council meetings.

The Mayor and Common Council may impose sanctions on members whose conduct does not comply with the City’s ethical standards, such as reprimand, formal censure, or loss of committee assignments.

A violation of this Code of Conduct shall not be considered a basis for challenging the validity of a council decision.

The Mayor and council members entering office shall sign a statement affirming they have read and understood the Council protocol.

# ***“Building a Better Community”***

**Name of Program:** Operational Guidelines

**Program:** Agenda Guidelines

---

## **PROPOSED AGENDA GUIDELINES**

### **FOR BRINGING MATTERS BEFORE COMMON COUNCIL**

1. **Placing Matters On The Agenda**

In addition to matters pending before any committee, commission or other advisory body of the Common Council, matters pertinent to and within the jurisdiction of the City may be placed on the agenda by the City Manager.

All written petitions, communications, and other matters to be submitted to the City Council for inclusion in the agenda packet for consideration at a regular or adjourned regular meeting should be delivered to the City Manager’s Office no later than the time established by current administrative policy.

The City Clerk shall compile the agenda, listing all matters to be considered by the Council according to the order of business, numbering each item consecutively.

2. **Submission of Agenda Item Staff Reports**

Except for items carried over as a condition to placing an item on the Council’s agenda, a City Council report should be prepared and submitted to the City Manager’s Office not later than two weeks prior to each regular City Council meeting at which the item shall be heard.

3. **Preparation and Distribution of the Agenda Packet**

The City Clerk shall prepare the Agenda packet. **Not later than 5:00 p.m. on the Thursday prior to each regular City Council meeting** a copy of the agenda with accompanying staff reports and other background materials shall be delivered to each Councilmember so as to be available no later than the Thursday preceding the Council Meeting. The City Clerk will make the packet available electronically on the City’s webpage.

Except in the case of items qualifying as urgency items under the Brown Act, no item shall be considered by the City Council if not included in the agenda; however, a correction or supplement to an item already contained in the packet may be included.

4. **Posting of Agenda**

The City Clerk shall post the agenda of each City Council Regular or Adjourned Regular Meeting at least 72 hours in advance of said meeting in a location that is freely accessible to members of the public. The City Clerk shall maintain an affidavit indication the location, date and time of posting each agenda.

## ***“Building a Better Community”***

### **5. Failure to Meet Deadlines**

- a. The City Clerk shall not, without the consent of the City Manager, accept any new agenda item after the deadlines established in the administrative policies.
- b. Generally, only those matters listed on the agenda shall be finally acted upon by the Mayor and Council. However, if a matter is deemed to be urgent, it may, in accordance with the Brown Act, be added to the agenda and acted upon by the Mayor and Council if an explanation of the urgency is stated in open Council Meeting and a majority, or super majority, depending upon the applicable provisions of the Brown Act, of the Council consents to hear it.

### **ROLE OF MAYOR AND COMMON COUNCIL REGARDING COUNCIL MEETINGS**

1. While the Common Council is in session, the Mayor, Councilmembers and City staff shall preserve strict order and decorum. Neither the Mayor nor any Councilmember shall delay or interrupt the proceedings of the Common Council or interrupt any member while speaking.
2. Councilmembers should indicate to the Mayor that they want to speak. The Mayor will acknowledge them before they begin to speak.
3. Any councilmember shall have the right to express dissent from, or protest to, or comment upon, any action of the Common Council.
4. Once a vote is taken on an issue, Councilmembers will support the law made by the Common Council. When possible, the Common Council should attempt to reach consensus on an issue. When this is not possible, the majority vote shall prevail. However, the Common Council shall respect the opinion of the majority.
5. The Mayor and Common Council shall publicly share substantive information, which they may have received from sources outside the public decision-making process, which is relevant to a matter under consideration by the Council
6. The Mayor and Common Council members will strive for a win-win situation by respecting diverse opinions. They will allow for everyone’s opinion to be heard and respected, even if they do not win the vote or prevail on the issue.
7. The Mayor and Common Council members will allow room for dialogue. When discussing an agenda item, the members will allow the opportunity to dialogue with each other to build consensus on an item.

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## **ROLE OF CITY STAFF REGARDING COUNCIL MEETINGS**

1. City staff will provide written analysis and information on all agenda items prior to the meetings. Additionally, a copy of the materials, including technical reports will be available to the public.
2. Staff will be available to answer questions of the City Council prior to and during City Council meetings.
3. Staff will respond to questions from the public during City Council meetings when requested to do so by the Mayor, City Council, or City Manager.
4. During Council meetings, staff shall turn off or switch any electronic equipment such as pagers and cellular telephones to a silence mode.
5. Staff will remain objective on issues. Staff should not be an advocate for issues unless so directed by the Mayor and Council. Rather, they should promote or assist the efforts of City Council.
6. City staff will implement all City Council policies as directed by the City Manager.

## **ROLE OF THE PUBLIC DURING COUNCIL MEETINGS**

1. Members of the public attending the City Council meetings shall observe the same rules and decorum applicable to the City Council and staff.
2. All speakers must approach the podium when recognized by the Mayor. Members of the public shall only speak from the podium. Stamping of feet, whistles, yells or shouting, and/or similar demonstrations are unacceptable public behavior.
3. Members of the public shall turn off or switch any electronic equipment such as pagers and cellular telephones to a silent mode while attending a City Council meeting.
4. If a member of the public desires to provide written correspondence (11 copies recommended) to the Mayor and Council, all such materials shall be given directly to the City Clerk prior to the meeting, or if during the course of the meeting, the materials shall be given to the City staff on the dais. At no time shall the public provide materials directly to the Mayor and Council.

# ***“Building a Better Community”***

**Name of Program:** Operational Guidelines

**Program:** Council Committees

---

## **PROPOSED STANDING AND AD HOC COUNCIL COMMITTEES GUIDELINES**

### **STANDING COMMITTEES**

1. **Policy**

It is the policy of the Mayor and Common Council to use standing committees in open and public meetings to study City Business in greater depth than what is possible in the time allotted for Council meetings.

2. **Purpose**

These rules are intended to enhance public participation and committee meetings so that the best possible decisions can be made for San Bernardino.

3. **General Requirements**

Common Council standing committees shall be subject to the following procedural rules.

4. **Quorum**

A majority of the committee membership shall constitute a quorum.

5. **Referrals**

Only the Common Council as a whole, the Mayor or the City Manager shall make referrals to the standing committees. Referrals will generally be directed to only one of the standing committees. Items may be withdrawn from the committee and taken up for consideration by the Common Council at any Common Council meeting with the consent of a majority of the Common Council, and subject to any applicable noticing or agenda posting requirements.

Councilmembers who submit matters to the Mayor and Common Council which are referred to a standing committee may appear before the standing committee to which the referral has been made in order to speak as proponents of the matter. Standing committee meetings during which such referrals may be considered shall be noticed as Council meetings for the purpose of enabling the standing committee to discuss and consider the matter with a quorum of the Common Council present.

6. **Function of Committees**

The purpose and intent of committee meetings is to provide for more thorough and detailed discussion and study of prospective or current Council agenda items with a full and complete airing of all sentiments and expressions of opinion on city problems by both the Common Council and the public, to the end that Common Council action will be expedited. Actions of the

## ***“Building a Better Community”***

7. **Minutes**

The Common Council staff shall be responsible for the preparation and distribution to the Council of the minutes of standing committee meetings. The minutes for these meetings shall be action minutes which reflect the motions made during these meetings. The minutes shall be delivered to all Councilmembers before the Council meeting at which the Committee’s recommendations are to be discussed.

8. **Report of Committee**

The minutes of each committee meeting shall serve as the report to the Council. Any member may write a separate report.

9. **Agenda**

The chairperson of each standing committee shall prepare the agenda for committee meetings, the sequence of study being, within reasonable limits of practicality, the same as the sequence of referral.

10. **Public Participation**

Public comment on agenda items will be limited to a maximum of five minutes per speaker, or any alternate time limit specified by the presiding officer.

11. **Conduct of Standing Committee Meetings**

The chairperson of each committee may conduct meetings with as much informality as is consistent with Council procedural rules, which shall also be in effect during committee meetings. The views of interested private citizens may be heard in committee meetings, but in no case shall a committee meeting be used as a substitute for public hearings required by law.

12. **Oral Communications**

Opportunities for oral communications shall be provided in the same manner as Council meetings.

### **AD HOC COMMITTEES**

In addition to standing committees, the Mayor Pro Tempore, subject to approval of the Common Council, may appoint members to such other Ad Hoc Council Committees as deemed desirable and necessary to assist and advise the council in its work. Upon his/her appointment, the Mayor Pro Tempore shall review the number and purpose of the Ad Hoc Committees before assigning members. These Ad Hoc Committees meet on as needed basis.

**CITY OF SAN BERNARDINO  
INTEROFFICE MEMORANDUM**

**To:** The Mayor and Common Council  
**From:** City of San Bernardino Management Team  
**Subject:** Professionalism in the Workplace  
**Date:** March 9, 2010

---

The Professionalism Committee members were tasked with analyzing the issue of professionalism and courtesy between staff and the City's elected officials. The manager's and supervisors who participated in this committee, and whose professional expertise crosses many departments within the City government, developed the following conclusion

The definition of **Professionalism** is "*the standing, practice, or methods of a professional, as distinguished from an amateur.*" We feel that this is a definition that City officials should strive to exemplify; a feat that can be easily accomplished through the adoption of a new Code of Conduct. If adopted, the Code will outline the proper practices, values and rules for individuals to exercise while serving, or employed as, representatives the City.

In an effort to provide input to the Mayor and Council during their consideration of this policy, we offer the following points:

- The City Council meeting is *the only regularly scheduled program* on Channel 3 that shows City government at work. The fact that it is televised, webcasted and recorded allows the event to be distributed over a wide area. This opportunity should be used as a way to illustrate the professional manner by which the City is ran.
- A renewed sense of trust and communication between employees and elected officials may evolve if there is a common, and respected, understanding of how we are to treat one another.
- Community members who see a City government where everyone is professionally working together may be more inclined to get involved with their community.
- It will create a better business environment when corporate leaders and investors recognize a professionally managed City that considers the holistic health of the City.

In conclusion, the City of San Bernardino's Management Team recommends that the Mayor and Common Council consider the adoption of an updated Code of Conduct.

**CITY OF SAN BERNARDINO - REQUEST FOR COUNCIL ACTION**

**From:** Fred Wilson, City Administrator

**Subject:** Conduct Guidelines for  
elected officials and employees

**Dept:** City Administrator's Office

COPY

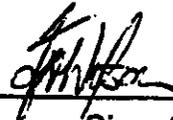
**Date:** May 29, 2000

**Synopsis of Previous Council Action:**

October 1998 - Mayor and Council adopt goals and priorities for the City.

**Recommended motion:**

Approve the Conduct Guidelines.



Signature

**Contact person:** Fred Wilson

**Phone:** 384-5122

**Supporting data attached:** Staff report, attachment

**Ward:** All

**FUNDING REQUIREMENTS:** **Amount:** -0-

**Source:** (Acct. No.)

(Acct. Description)

**Finance:** \_\_\_\_\_

**Council Notes:** \_\_\_\_\_

6/5/2000

Agenda Item No. 27

## STAFF REPORT

**Subject:**

Conduct Guidelines for elected officials and employees

**Background:**

In the spring and summer of 1998, the Mayor and Common Council conducted a series of workshops to identify community priorities and needs. As a result of that effort, a set of goals and action plans were adopted for the City in October 1998. Improving Governance was identified as the "overarching goal" for the City. According to this goal, the City seeks to improve governance by:

- ◆ *Building trust and communication within City government and throughout the community.*
- ◆ *Organizing and planning for the future.*
- ◆ *Streamlining City operations to improve efficiency and effectiveness.*

One of the action items under this goal was to develop a comprehensive Code of Conduct/Ethics. Many public agencies have adopted Codes of Ethics to help build the public's trust, and to provide guidance for City officials.

The Conduct Guidelines (Attachment A) were developed with feedback from Department Directors and elected officials. They provide a set of guiding principles that should govern how City officials conduct City business.

The Conduct Guidelines will be implemented by the Mayor.

**Financial Impact:**

None

**Recommendation:**

It is recommended that the Mayor and Common Council approve the Conduct Guidelines.

# City of San Bernardino CONDUCT GUIDELINES

## I.

### Purpose and Intent

It is the intent of the City of San Bernardino, its Mayor, Common Council, other elected officials and employees, to promote conduct which reflects this City's commitment to fair, responsible, and impartial decision-making. This City intends to conduct its business with integrity, courtesy, and professionalism. As such, the City's business is to be conducted in an orderly and efficient manner through proper channels. Its elected officials and employees will not conduct business for the purpose of furthering personal gain.

Therefore, the Mayor, each City Council Member, every appointed official, City Clerk, City Attorney, City Treasurer, and all employees of the City of San Bernardino Intends to adhere to the following Conduct Guidelines.

## II.

### Conduct Guidelines Pertaining to The Mayor and Common Council

These Conduct Guidelines affirm the Mayor as Chief Executive Officer of the City of San Bernardino, as provided in Article IV of the Charter for the City of San Bernardino. The Mayor shall have general supervision over all the departments and public institutions of the City, and shall cause them to be honestly, economically, and lawfully conducted.

The Mayor and Common Council shall uphold the laws of the United States of America, the State of California and the City of San Bernardino.

The Mayor and Members of the Common Council shall not attempt to coerce or influence City staff in making appointments, awarding contracts, selecting consultants, processing development applications, granting City licenses or permits, or conducting any administrative task within the authority of City staff.

Members of the Common Council shall not attempt to change or interfere with the operating policies and practices of any City department without working through the proper channels for decision-making and communication, such as by contacting the Mayor or City Administrator.

**Members of the Common Council shall not attempt to influence commission or committee recommendations, or to influence or lobby individual commission or committee members on any item under consideration.**

**No member of the Common Council should exceed their authority or ask others to do so.**

**No member of the Common Council should make any statement or appearance or indicate in any way that he or she is representing the official position of the City, unless he or she has been designated as the City's representative by the Mayor or Mayor and Common Council.**

**Members of the Common Council shall not disclose matters which should be kept confidential, such as employee discipline, the prosecution and defense of legal matters, salary negotiations, and matters properly handled in closed meetings.**

**No Member of the Common Council shall take any action which will, or is likely to, result in a conflict of interest as defined by state law, and no Member of the Common Council shall engage in or accept employment where such employment is incompatible with the proper discharge of his or her official duties.**

**No Member of the Common Council shall use his or her office or the power or authority of that office in any manner intended to induce or coerce any person or entity to provide, directly or indirectly, anything of value which shall accrue to the advantage or benefit of that Council Member or any other person.**

### **III.**

#### **Conduct of Council Meetings**

**Council meetings are for the orderly conduct of business and each Member of the Common Council shall conduct himself or herself accordingly. All communication between Council Members and staff during the public sessions shall be conducted in manner that reflects appropriate respect and professionalism.**

**If Council Members have specific questions or issues concerning an agenda item, and the matter is not adequately addressed in the agenda materials, they should attempt to contact staff prior to the meeting to allow sufficient time for staff to gather additional information and/or research the question. In that vein, Council Members may also contact the City Administrator on any agenda issues, including on weekends prior to a Monday Council Meeting. The City Administrator commits to being available to provide such information and clarification.**

**The Consent Calendar should be reserved for matters of a routine nature.**

Members of Council should limit their debates to the issues before them. Each Council Member should refrain from making personal and/or derogatory remarks about other Council Members.

Items which require specialized knowledge and research will be referred to committees to the largest extent possible. Due consideration will be given to the committee recommendation.

**IV.**  
**Conduct Guidelines Pertaining to**  
**All Elected Officials, Appointed Officials**  
**And Employees**

All elected officials, appointed officials and employees shall carry out the laws of the United States of America, State of California and the City of San Bernardino.

No elected official, appointed official or employee should exceed their authority or ask others to do so.

All elected officials, appointed officials and employees should work in full cooperation with other elected or public officials and employees unless prohibited from doing so by law or legitimate requirements of their job.

All elected officials, appointed officials and employees should conduct business in a fair and equitable manner with all individuals, groups, businesses, organizations and other elected and public official and employees.

No elected official, appointed official or employee shall use City-owned property for personal use without reimbursement to the City for that use, except as provided by law, contract or consent of the Mayor or Council.

No elected official, appointed official or employee shall use the time of any other elected official or employee during working hours for personal gain or profit.

No elected official, appointed official or employee shall have any interest, financial or otherwise, direct or indirect, or engage in any business or transaction, which is in conflict with the proper discharge of their official duties, in accordance with law.

No elected official, appointed official or employee shall knowingly disclose confidential information acquired in the course of and by reason of official duties,

nor shall any elected official or employee use any such information for personal gain, in violation of law.

V.  
Responsibility

The Mayor shall be responsible for implementing these Conduct Guidelines.

# 7. Management Partners 2007 Review & 2010 Update

# *Summary*

**Name of Program:** Management Partners - 2010 Update

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**Program Description:** The following is a status update to the 2007 Management Partners Review. The following study assesses the progress that the City has made in accomplishing the 187 goals and recommendations set forth in the 2007 study. This report also addresses some of the key issues impacting the City, including organization structure and service consolidation.

Management Partners will present their findings to the Mayor & Common Council for possible action.

**CITY OF SAN BERNARDINO**  
**STATUS UPDATE TO**  
**2007 ORGANIZATIONAL REVIEW**

---

**March 2010**



**MANAGEMENT PARTNERS**  
INCORPORATED



# **MANAGEMENT PARTNERS**

INCORPORATED

March 15, 2010

Mr. Charles McNeely  
City Manager  
City of San Bernardino  
300 North "D" Street  
San Bernardino, CA 92418

Dear Mr. McNeely:

Management Partners is pleased to provide this update to the 2007 Organizational and Management Review of the government of the City of San Bernardino. This work represents a status update regarding implementation of the 187 recommendations (192 with five sub-recommendations) outlined in that work.

After conducting interviews with City department directors and management staff, we can report that 34% of the recommendations have been implemented and 20% are in progress. This is significant, particularly considering this has occurred during a period of record fiscal constraint.

We found that 46% of the 2007 recommendations have not been implemented. There are many reasons, including a need for policy direction, a requirement for funding, the fact that implementation is programmed already into the FY2009-10 budget, and in other cases, department directors have concerns and/or disagreements with a recommendation. In addition, some recommendations were of a lower priority and therefore, placed after higher priority items.

In the original report, all recommendations were assigned a priority of A through E (the A items being the least costly and most easily implemented and the E items being most costly and most difficult). As would be expected, the most progress has been made in priority categories A and B, recommendations which did not require substantial policy changes. Of the priority C recommendations, approximately 6% of the actions have been implemented. This may reflect policy differences on the City Council or the fact that the City was without a permanent City Manager for a significant period of time. In any event, most of the remaining recommendations will require some policy change.

In this update report we have also addressed some of the key issues impacting the City, including organization structure and service consolidation. We hope the information provided is helpful.

It has been a pleasure to work with you and the staff of the City of San Bernardino on this update, and we appreciate the effort it took for City staff to support our analysis. It is obvious

from this update that there are many challenges and opportunities ahead. Of course Management Partners will be pleased to continue to provide assistance, as you desire.

Sincerely,

A handwritten signature in black ink, appearing to read "Gerald E. Newfarmer". The signature is fluid and cursive, with a prominent initial "G" and "N".

Gerald E. Newfarmer  
President and CEO

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## **BACKGROUND AND PURPOSE**

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In June of 2006, the Mayor and Common Council of the City of San Bernardino commissioned Management Partners to conduct a structured review of the City's government. Their goal was for Management Partners to identify and recommend ways that the City could improve its operations, providing essential tools and research to help operate more efficiently and save money. The impetus for that study was the implementation, via a Charter change, to a modified city manager form of government, a move intended to improve management accountability. The review was considered a first step in improving operations the City, under the leadership of the Mayor and City Manager who were determined to obtain an overall evaluation of the functioning of the government at that time.

This report is an update in order to show progress made in implementing recommended changes from that review process. It will contribute to the ability to develop goals and a work plan for 2010.

### **Background and Purpose**

As noted above, Management Partners reviewed the entire San Bernardino city organization. The review had two primary objectives:

- 1) To examine all operations of the government and identify opportunities for improvement, either in the way services are provided to residents or in the government's efficiency; and to
- 2) Generate savings in operating costs to pay for the review itself and make new resources available to the City in the future.

While the original review was planned to cover the entirety of the government, it was not designed to provide focused, detailed analysis of specific, individual government functions. Some of the recommendations, therefore, identified areas where additional analysis would be necessary in order to provide significant opportunity for improvement on a cost-effective basis.

The review was conducted during the six-month period from July through December 2006. The methodology included conducting interviews with elected and appointed officials, holding focus groups and individual interviews with employees, benchmarking comparisons with other jurisdictions, and reviewing pertinent documents that included the City

Charter, City Budget, City Comprehensive Financial Report (CAFR), various management studies that had been conducted previously, City ordinances, and other materials provided by staff as needed.

The final report, presented in March 2007, provided detailed analysis and observations. It included 187 recommendations for a collection of actions that, once implemented, would result in organizational efficiencies and cost savings throughout the City.

Primary observations and recommendations included:

- The need to streamline the organizational structure to align responsibility and authority. The report found that the City was hampered by outmoded systems that:
  - Limited strategic and business planning
  - Limited process integration and coordination
  - Led to Inefficient/redundant operations, and
  - Created redundancies in support services, which are spread throughout individual agencies and departments.
- Inadequate support for internal services. In particular, a need to streamline the:
  - Purchasing process
  - Budget process
  - Hiring process, and
  - Council Agenda process.
- Below average revenues but a City charter requiring that Police and Fire salaries – which accounted for 75% of the General Fund salaries and benefits in 2007 – be paid at market rates in comparison to peers. This has contributed to the structural imbalance.
- Public safety expenditures growing as a percent of budget and crowding out other services.

Many of the report's recommendations were far-reaching and had policy implications. For this reason, a staff report was provided to the City Council that prioritized items for completion prior to, and for incorporation into, the fiscal year 2007 budget.

As noted in the report's Executive Summary, implementation of the recommended changes was not planned as a short-term project. It was noted that it would take years of work to modernize operations so that the new approach could yield maximum benefits in improved effectiveness for the residents of San Bernardino.

This update report, requested by the new city manager, is intended to show progress made toward implementation of recommendations and serve as an update of the work yet to be done.

## **PEER COMPARISON UPDATES**

---

The 2007 report presented data on cities similar to San Bernardino, based on publicly available information obtained from selected peer cities, as well as additional research. To ensure that the benchmarking work was of maximum utility, early in the project we defined the appropriate criteria for a peer agency, as well as national best practices. At that time Management Partners and San Bernardino staff identified five California cities for comparison. They were:

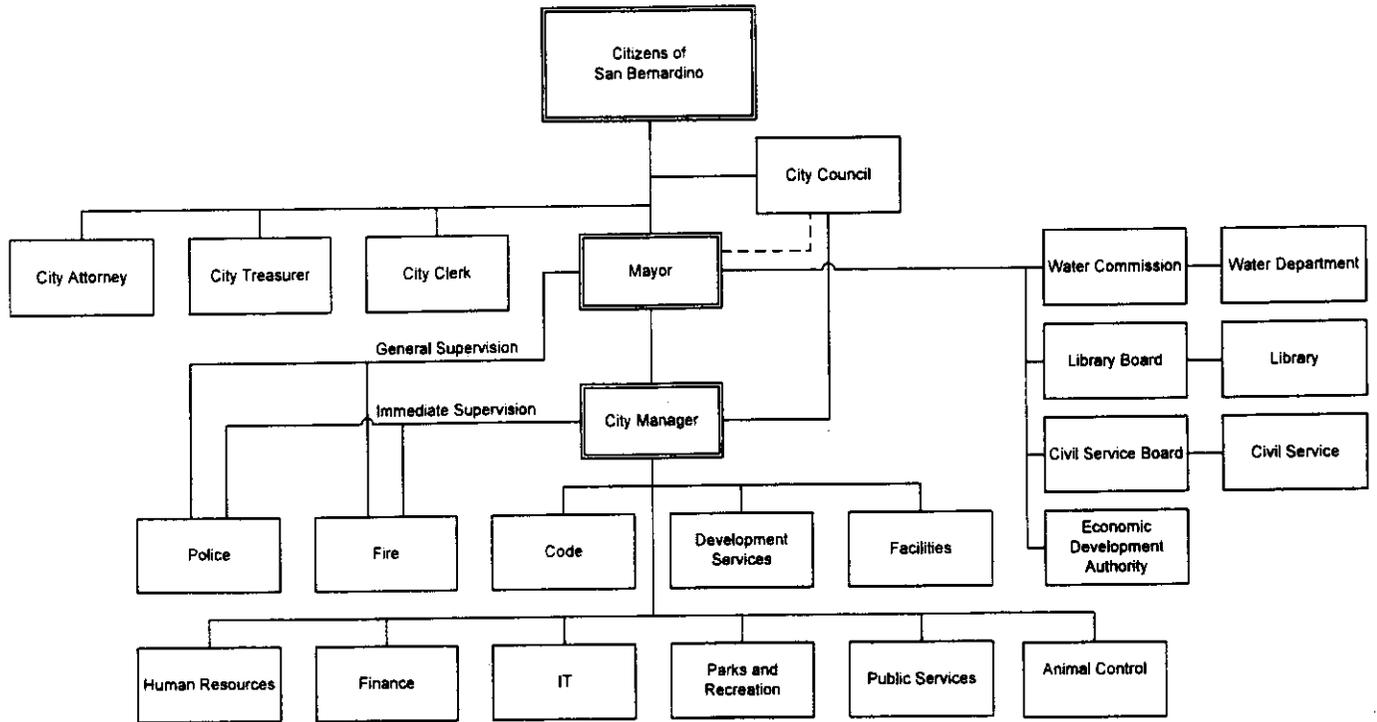
- Ontario
- Glendale
- Fontana
- Riverside
- Huntington Beach

The benchmarking study was initiated to determine how the City of San Bernardino compares in organizational structure, demographics and selected areas of service. The information provided valuable context to policy makers as to the City's situation. Updated information on organizational structure and benchmarking data are shown below.

### **Organization Charts**

The organizational structure depicted below in Figure 1 was created by Management Partners to depict the existing reporting relationships in San Bernardino. This organizational chart shows the complexity that exists with the government's political and management superstructure. Beyond the ambiguity of supervision of the Police Department (and also Fire Department), it is clear that the City Manager has no direct reporting authority over the Water Department, the Library, the Civil Service Division and the EDA/RDA Department. Furthermore, there are three other elected officials who do not report directly to anyone within the government, in addition to the Mayor and Common Council.

**FIGURE 1: SAN BERNARDINO ORGANIZATIONAL STRUCTURE**



Note: The Mayor in San Bernardino appoints but cannot remove members of the Library, Water and Civil Service Boards.

By way of comparison, it is instructive to review the structure in some of San Bernardino's peer cities and to note how much clearer accountability is depicted. Figure 2 below shows the structure in Riverside, California.

**FIGURE 2: RIVERSIDE ORGANIZATIONAL STRUCTURE**

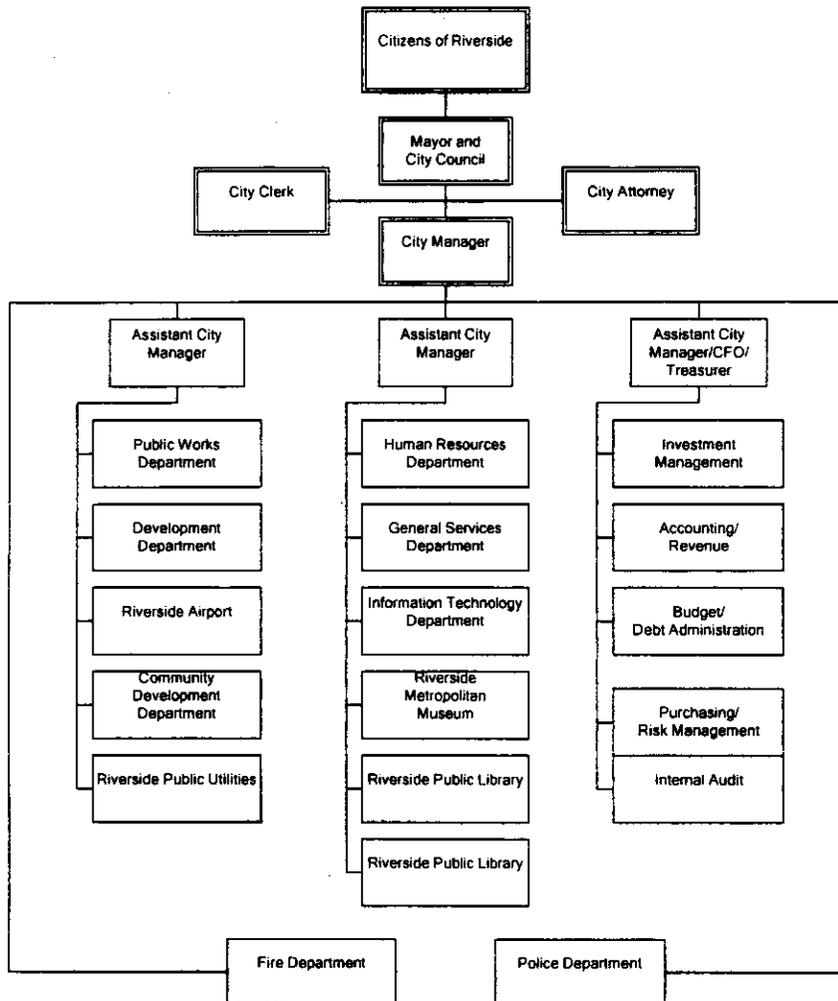
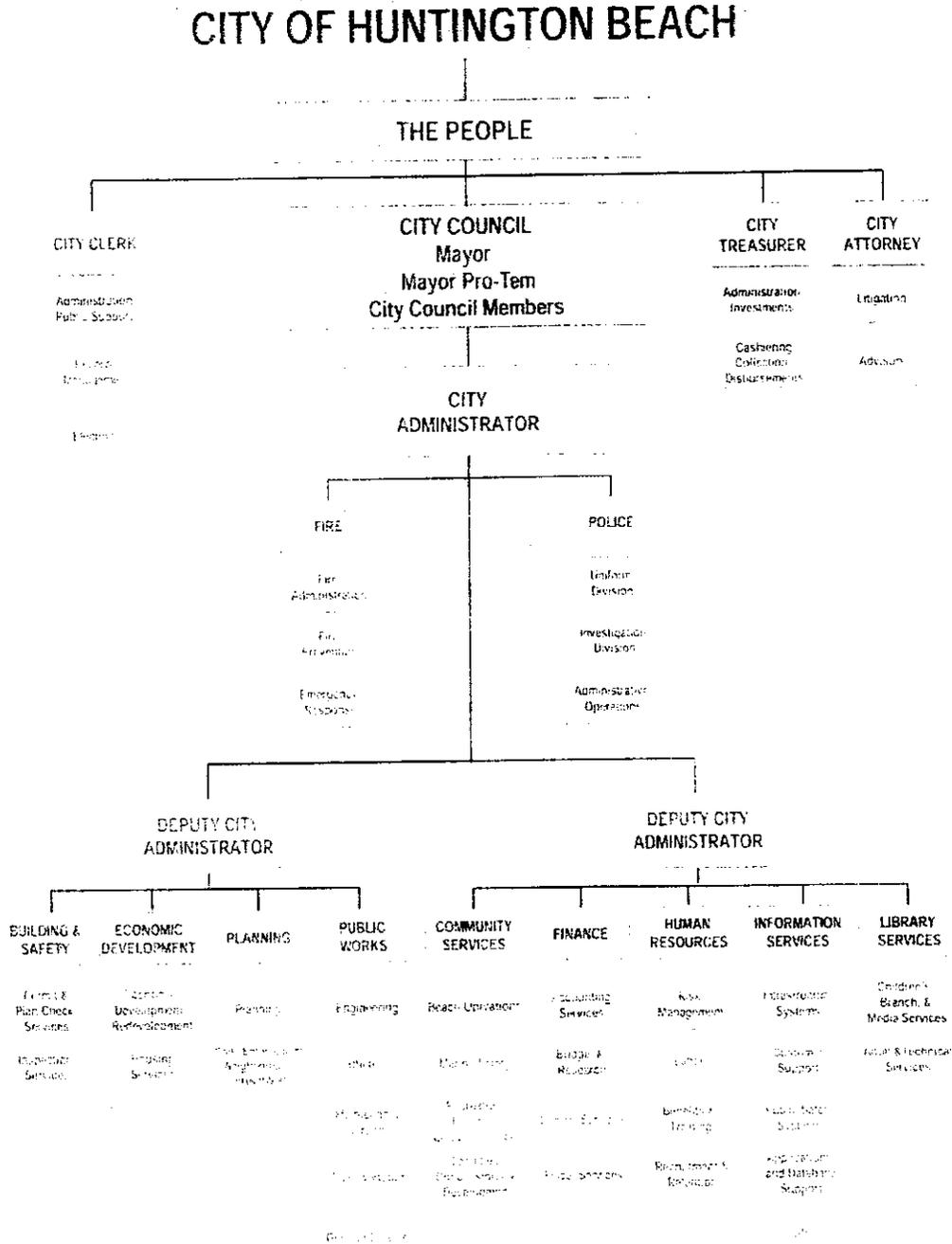


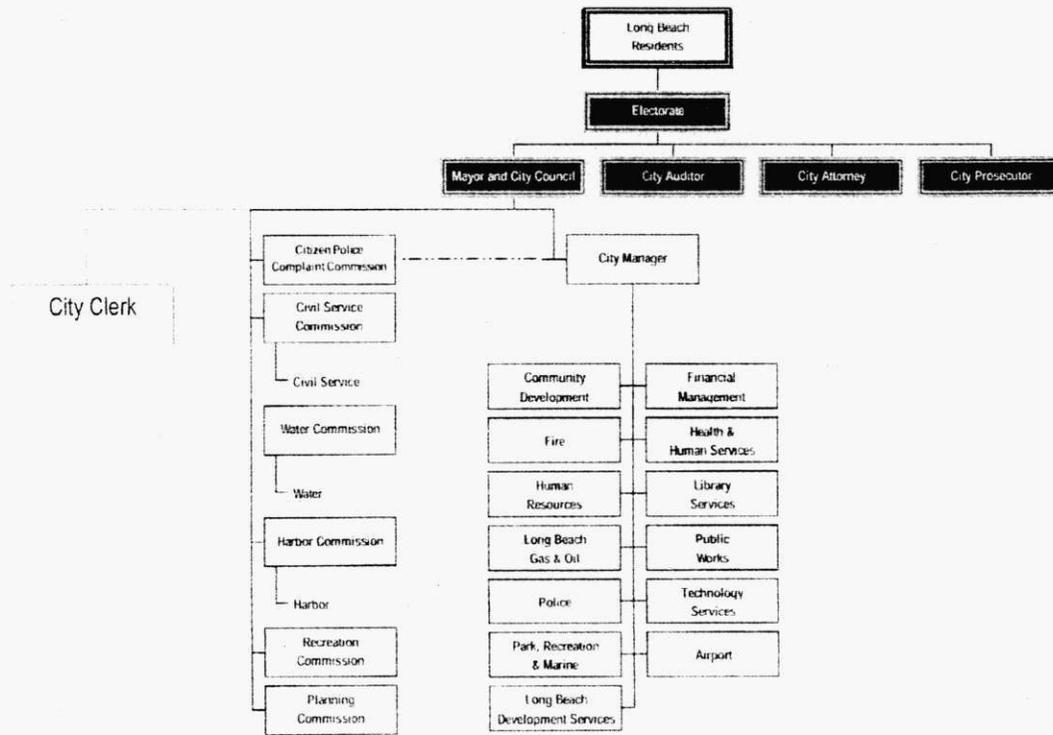
Figure 3 below shows the structure in Huntington Beach, another city with some directly elected department heads.

**FIGURE 3: HUNTINGTON BEACH ORGANIZATIONAL STRUCTURE**



Even in a much larger city, Long Beach, which has a population of more than 900,000, authority is clearer and the organization is better aligned:

**FIGURE 4: LONG BEACH ORGANIZATIONAL STRUCTURE**



Several agencies in San Bernardino – the Water Department, Library and Redevelopment Agency – operate largely independent from the City. The Water Department and Library boards are created by Charter and appointed by the Mayor, subject to confirmation of the Common Council. By way of example, the Water Commission is tasked to “perform the duties and responsibilities prescribed in this Charter and shall perform such other duties and responsibilities as are or may be prescribed or delegated by the Mayor and Common Council with the concurrence of the Board.” Directors of these departments are aligned to their boards rather than to the City, and do not report to the City Manager or the Mayor.

While it is common for cities to have boards to oversee management of key interests (utilities, for example), these entities remain City entities under the ultimate control of the Common Council. In most other cities, they are not allowed to, “stray from the fold” to a degree that results in costly inefficiencies, such as the purchase of software systems that do

not integrate with the remainder of the City as in the case of San Bernardino.

There is also concern of a lack of coordination on strategic goals. For example, should a land development issue have linkage with a water utility servicing issue? In San Bernardino it is unclear how the issue would ultimately be resolved given that the Water Board may feel justified to pursue one set of goals and the Common Council another. The same is true with respect to the separate Redevelopment/Economic Development Agency. Indeed, given the importance of economic development efforts in San Bernardino this separation and its potential for misalignment is of crucial importance. However, in peer cities with more modern organizational structures, departments with appointed staff report to the city manager rather than the city council.

Table 1 lists whether the economic development function in the peer cities is a department or a division. In addition, this table lists the position responsible for supervising the economic development function.

**TABLE 1: PEER CITIES ECONOMIC DEVELOPMENT DEPARTMENT PLACEMENT IN ORGANIZATION AND SUPERVISING RESPONSIBILITY**

<b>City</b>	<b>Economic Development – Department or Division</b>	<b>Position Responsible for Supervising the Economic Development Function</b>
Fontana	Division of Administrative Services Department	Deputy City Manager
Glendale	Division of Development Services Department	Development Services Director
Huntington Beach	Economic Development Department	Deputy City Administrator
Ontario	Economic Development Department	City Manager
Riverside	Division of Development Services Department	Development Services Director
<b>San Bernardino</b>	<b>Economic Development Agency</b>	<b>Mayor and Common Council</b>

Table 1 shows that the economic development function is a division in three of the peer agencies and in the others it is a separate department similar to the City of San Bernardino. The table also shows that in all of the peer agencies, the position responsible for supervising this function is either the city manager or a city official that reports to the city manager. However, in the City of San Bernardino the Director of the Economic Development Agency does not report to the City Manager and instead reports directly to the Mayor. As the table shows, the current structure in San Bernardino is unique. The more modern and efficient organization consists of centralize supports services under the direction of the city manager.

Though cities and counties come in all sizes and operate varied services, most have one thing in common – they rely upon a core of central

services that support the operating departments so the line departments can focus upon their primary objectives while avoiding the duplication of resources that would otherwise result. Common support services include finance, purchasing, legal services, building maintenance and technology services, among others. By using central support services in this way, "economies of scale" (efficiencies derived from larger-scale production) are achieved, and governments can ensure that their work is professional and meets overall standards. This model of support service organization is also common in the private sector among medium to large businesses.

The City of San Bernardino is at optimum size and complexity to take advantage of economies of scale in its overhead and management operations. Unfortunately, San Bernardino operates much differently from most other California cities, and this organizational structure frustrates potential efficiencies enjoyed by other organizations.

The most troublesome and by far largest contributor to this reality is the apparent creation of what are, in effect, several agencies with duplicated overhead. This structure works against the economy of scale advantage, and leads to inconsistency and frustration on many levels. Several City departments and agencies take on some of the functions that would otherwise be provided through central city support services. These redundancies are discussed in more detail in later sections of this report. It is important to note that these organizational arrangements are not random or done to undercut the City as a whole; it is just the natural result of a governance structure which emphasizes and allows quasi-independent operations. Organizational components that have such independence and the advantage of separate revenue sources understandably seek to differentiate themselves from the City as a whole, even if the end result is a weaker City than would otherwise exist.

Taken as a whole, solving this problem may seem insurmountable, especially since changes in some cases will take a vote of the people to amend the Charter. Nonetheless, if the City is committed to becoming an efficient, aligned organization, then it must make major changes to the overarching manner in which it is organized. The consequence of making little or no change in the structure of governance will be to side-step the most important issue that needs to be addressed to allow the City of San Bernardino to become a cost-effective, progressive and sustainable government.

## **Limitations and Use of Benchmarking Data**

Benchmarking data in the original and this update report were gathered from the selected cities' websites where budget data was available. Budgets posted online were generally from fiscal year 2004-05 in the original study and are from 2008-09 in the update. The analysis was limited by data that were available from budget reviews and website information. The Comprehensive Annual Financial Reports also were reviewed for general fund information.

Whenever data are obtained from individual city budgets, some format and presentation differences may hamper an equal comparison. That is because there are no national standards for budgetary reporting, unlike the uniform collection of demographic information. Consequently, we used care in drawing firm conclusions from the data. The data are useful for illuminating major trends and averages, but further research would be necessary to make any definite findings between peer city "X" and the City of San Bernardino.

## **Demographic and General Fund Financial Data**

It is important to begin any peer benchmarking review with an examination of the basic makeup of each community. With cities, there is no such thing as a perfect "apples to apples" comparison; each city's demographics and major issues will affect service decisions. It is, therefore, important to examine the foundation upon which city government is provided and to understand the community's particular issues.

In the 2007 report, census data from 2000 showed that income per capita and household income in San Bernardino was the lowest of all peer cities as shown in Figure 5.

**FIGURE 5: INCOME PER CAPITA (2000 CENSUS DATA)**

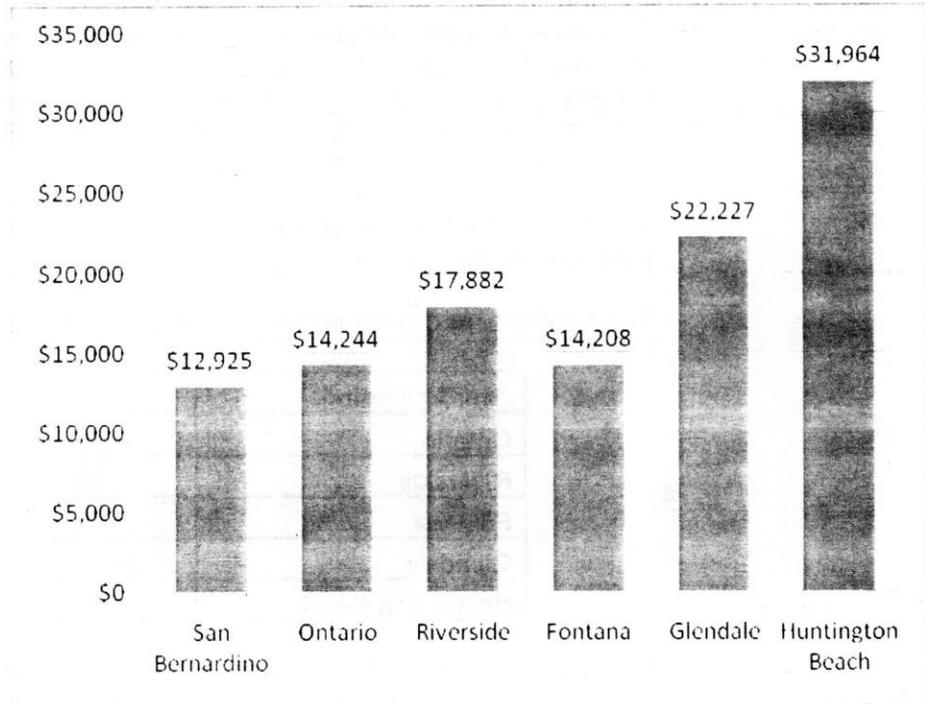
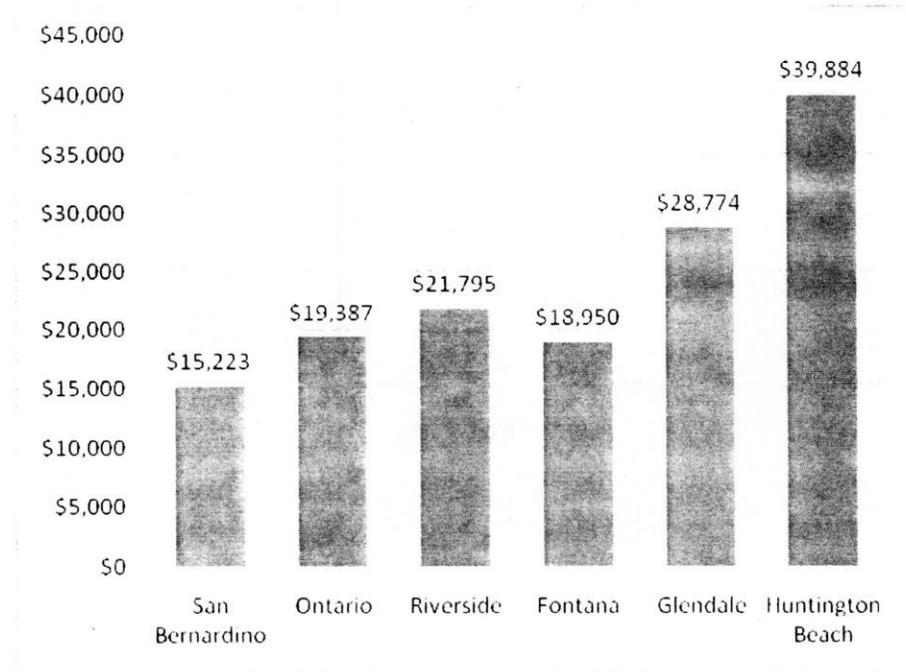


Figure 6 shows updated information from 2007 Census data.

**FIGURE 6: INCOME PER CAPITA (2007 CENSUS DATA)**



As the update shows, while San Bernardino's income per capita increased, it remained the lowest among peer cities. All peers saw an increase in income per capita and the relationship among the peers remained basically the same. In fact a closer examination of the personal income data shows that San Bernardino fell further behind the other cities with respect to this metric.

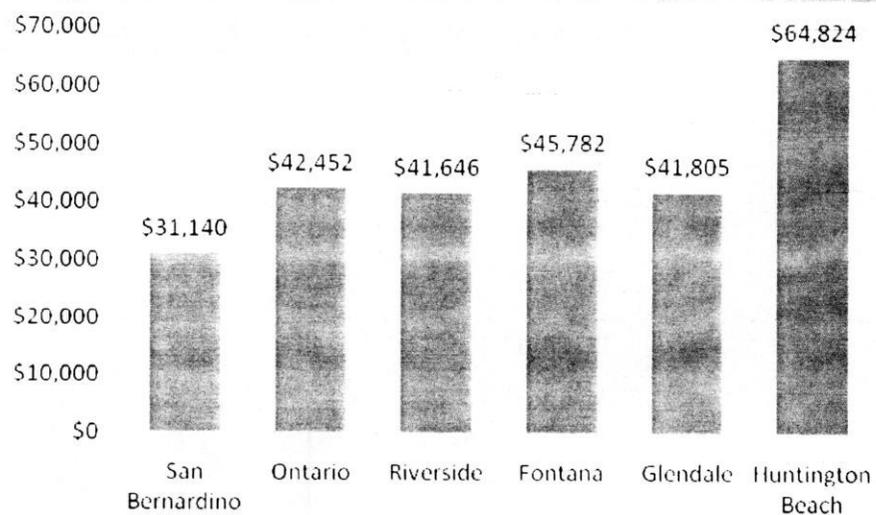
San Bernardino's increase since 2000 was the least of any of the peer jurisdictions, as is shown in Table 2 below.

**TABLE 2: PERCENT CHANGE IN PERSONAL INCOME, 2000-2007**

<b>San Bernardino</b>	<b>17.8%</b>
<b>Ontario</b>	<b>36.1%</b>
<b>Riverside</b>	<b>21.9%</b>
<b>Fontana</b>	<b>33.4%</b>
<b>Glendale</b>	<b>29.5%</b>
<b>Huntington Beach</b>	<b>24.8%</b>

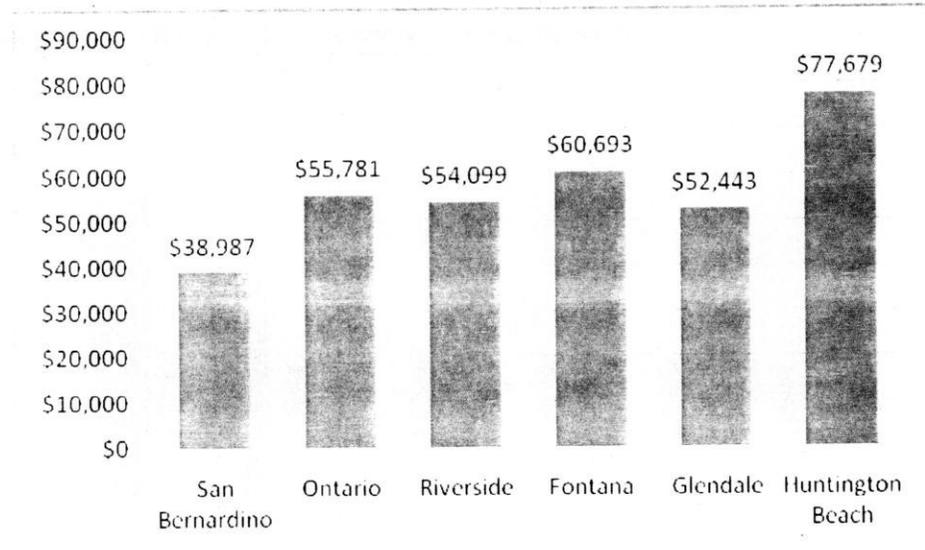
Similarly, the 2007 report stated that San Bernardino had the lowest household income among peers according to the 2000 census (Figure 7).

**FIGURE 7: HOUSEHOLD INCOME (2000 CENSUS DATA)**



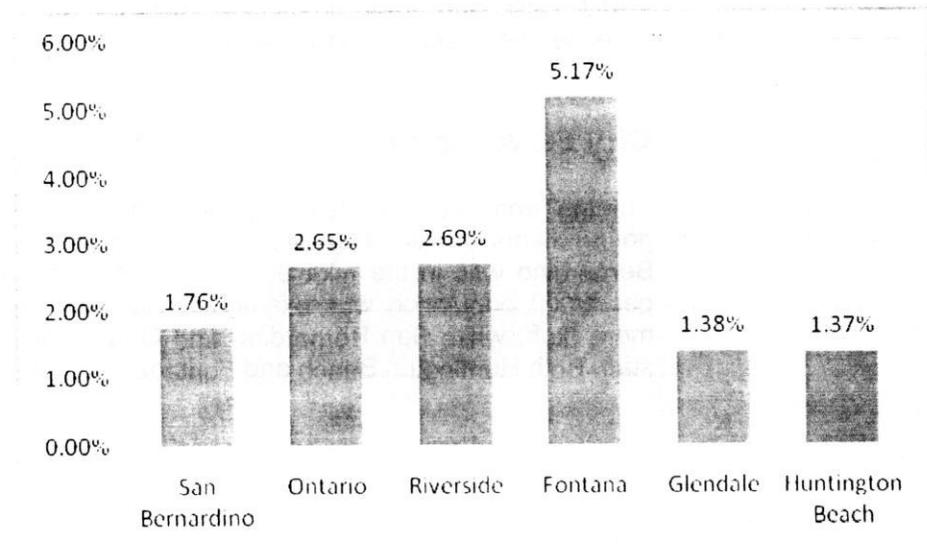
As the update shows (Figure 8), San Bernardino remains lowest among peers despite an increase of 25.2%. This was more than was the case in Huntington Beach and about the same as in Riverside and Glendale.

**FIGURE 8: HOUSEHOLD INCOME (2007 CENSUS DATA)**



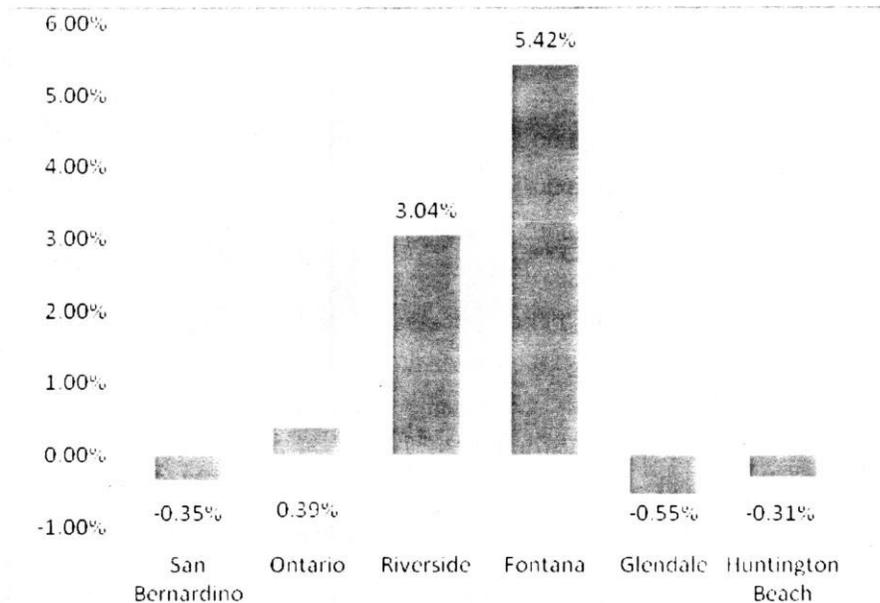
In the early 2000s, population growth in San Bernardino had lagged behind other peer cities in the Inland Empire. Growth restrictions and land availability contributed to slower growth in some of the other cities shown, factors not present to such a degree in San Bernardino. Figure 9 shows the original data.

**FIGURE 9: AVERAGE POPULATION GROWTH RATE, 2001-2004**



The impact of the national economic recession is evident in the updated Figure 10 below. Three of the six peers (San Bernardino, Glendale, and Huntington Beach) saw negative population growth, while Riverside and Fontana continued to see positive growth rates. Ontario's population was essentially unchanged.

**FIGURE 10: AVERAGE POPULATION GROWTH RATE, 2005-2008**

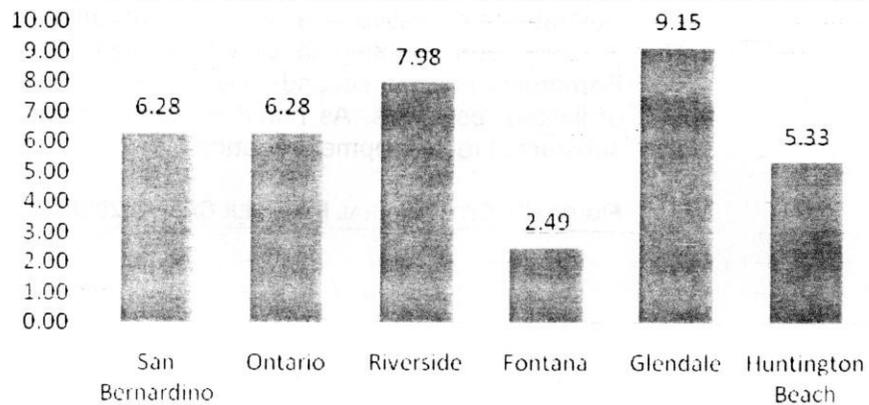


These comparisons indicate that San Bernardino has lost ground in terms of population growth, especially to neighboring cities in the Inland Empire. Since 2001 San Bernardino's population has grown by approximately 2,819 while the total population increase in Fontana, Ontario and Riverside has been more than 40,000.

## City Government

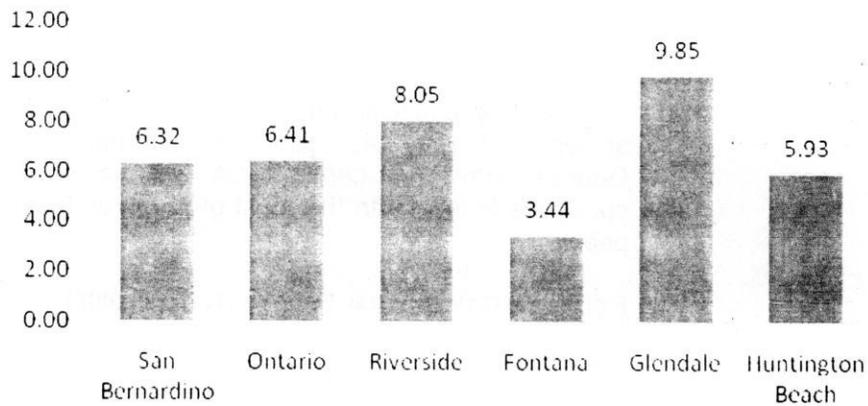
Turning from general demographic information, a review of the city governments is useful as well. As shown in Figure 11, in 2005 San Bernardino was in the middle of peers when the number of employees per 1,000 population was examined. Glendale and Riverside both had more staff, while San Bernardino and Ontario had the same number of staff. Both Huntington Beach and Fontana had fewer staff.

**FIGURE 11: CITY EMPLOYEES PER 1,000 POPULATION (2005)**



In 2008, as shown in Figure 12, three cities, Ontario, Riverside, and Glendale, had more employees per 1,000 population than San Bernardino. Fontana and Huntington Beach continued to have fewer employees per 1,000 population than San Bernardino.

**FIGURE 12: CITY EMPLOYEES PER 1,000 POPULATION (2008)**

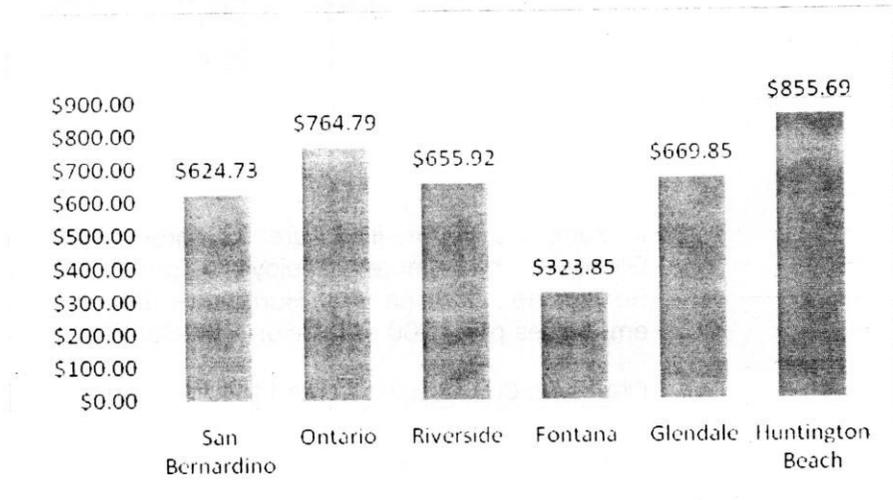


Fontana is mainly a "contract city," contracting out many of its services to private providers or other local government agencies, and is therefore not comparable. Riverside and Glendale both have electric utility operations not present in San Bernardino, which probably contributes to the differential. Staffing in San Bernardino appears to be comparable with that in Ontario and Huntington Beach, and from a service delivery standpoint these are indeed comparable jurisdictions.

While San Bernardino appears about average in staffing overall, as will be discussed in more detail later, public safety staffing is above average, indicating that other services in the City may be understaffed relative to other peer jurisdictions.

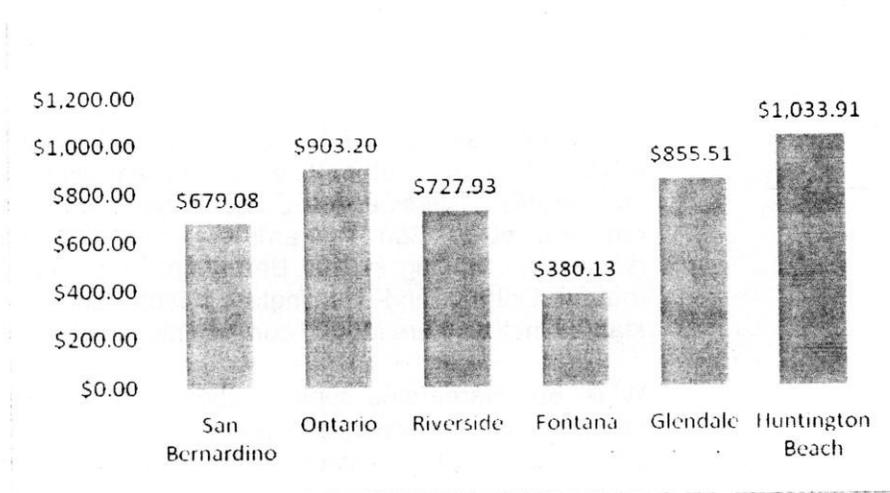
Figure 13 below shows each city's General Fund per capita, which illustrates the relative size of local government (in terms of finances). As can be seen, Huntington Beach is higher than the other peers. San Bernardino has the second-lowest General Fund per capita, an indicator of limited resources. As noted earlier, Fontana is a contract city with a substantial redevelopment agency.

**FIGURE 13: CITY GENERAL FUND PER CAPITA (2005)**



The relative position among peers remains unchanged into 2008, as shown in Figure 14. Again, San Bernardino has the second-lowest General Fund per capita, next only to Fontana. Huntington Beach continues to lead with the most general fund spending per capita among peers.

**FIGURE 14: CITY GENERAL FUND PER CAPITA (2008)**



The metric that shows General Fund revenues per capita is important because the services cities provide are related to population. Growth in such revenues is key to keeping pace with the increasing costs of delivering services, most notably personnel expenses. The comparison of the earlier report with the current situation is instructive because it shows that San Bernardino, which was already low compared with others, has fallen further behind. Specifically General Fund revenues per capita grew by only 9% in San Bernardino since the last report was completed, while Ontario's, Riverside's and Fontana's grew by 18%, 11% and 17%, respectively. If San Bernardino's revenues per capita had grown at a similar rate, for example by a 15% growth rate, the City would have about \$7.8 million in additional General Fund resources.

One of the most important indicators of General Fund resources and the health of a city's financial condition is sales tax revenues. In the early 2000s, San Bernardino lagged behind most peers in sales tax growth, as shown in Figure 15. San Bernardino's average sales tax growth from 2001 to 2004 was 6.92%, as compared with 12.88% in Fontana. Only Huntington Beach had a lower growth rate at 0.41%. This may have been due to a one-time contraction or accounting adjustment applicable to only this jurisdiction.

**FIGURE 15: AVERAGE RATE OF SALES TAX GROWTH, 2001-2004**

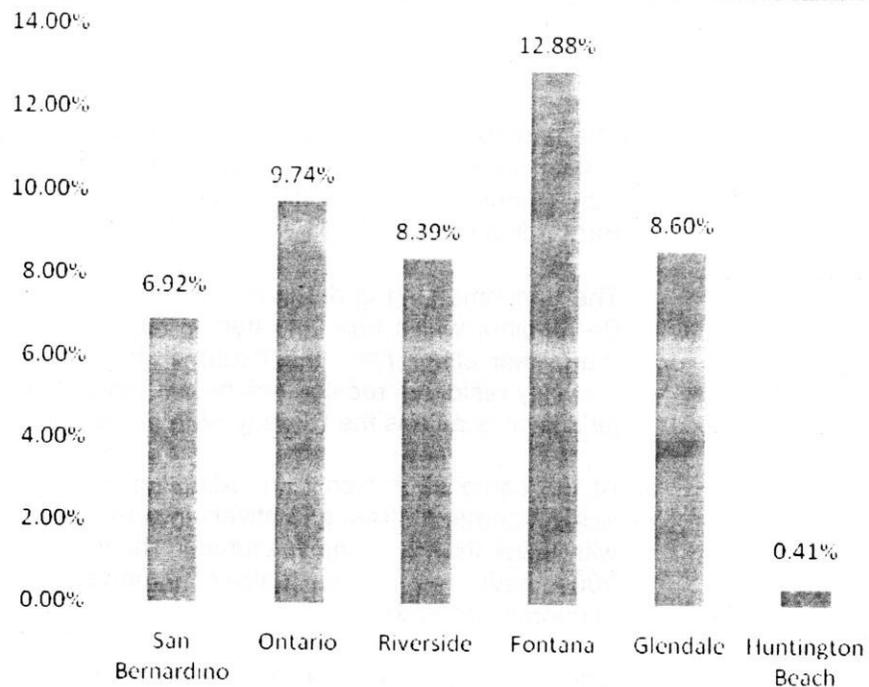
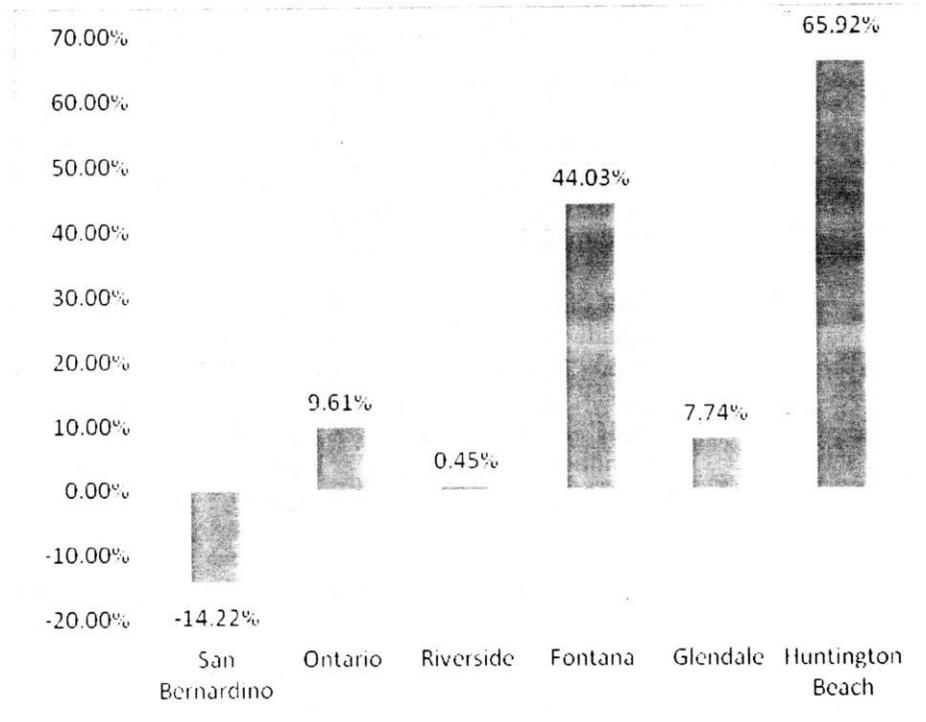


Figure 16 provides an update for the past five fiscal years.

**FIGURE 16: AVERAGE RATE OF SALES TAX GROWTH, 2005-2009**



The impact of the national recession has had an extremely detrimental impact on San Bernardino's sales tax growth, as shown. Not only didn't San Bernardino's sales tax revenues grow, they were negative. San Bernardino was the only comparative agency in which this occurred.

The benchmarking updates and comparisons as a whole show that San Bernardino, which has long had to cope with a lower level of resources than other cities, finds this dynamic getting worse. The level of income that City residents receive has grown more slowly than in the comparison jurisdictions as has the City's growth in resources.

At the same time, San Bernardino must deal with higher than average service demands from a relatively lower-income resident population base, with lower than average resources. These already low resource levels in 2007 have been even further negatively impacted by the national economic recession.

One bit of good news is that crime within the City has decreased, from approximately 0.011 violent crimes per capita in 2005 to 0.010 in 2008. While this decrease is consistent with national trends and San Bernardino still has a higher violent crime rate than any of the peer jurisdictions, it is still notable that crime decreased at a time in which San Bernardino,

already a relatively poor jurisdiction, became even more impoverished relative to nearby cities.

What does this comparison update mean with respect to the 2007 Management Partners' analysis and recommendations? The data tend to reinforce the need for the City to address the central theme of that report: the organization should be modernized. The earlier report noted that:

*The City must evolve from a jurisdiction rooted in old bureaucratic systems to one re-seeded with modern public sector management practices . . . The political and management superstructure needs to be streamlined. Its internal organizational infrastructure needs to be allocated so that sufficient resources are available to maintain City assets and provide adequate support for workers who serve residents. The financial systems of the City need to be robust enough to promote sound, sustainable fiscal management. This report discusses this issue in more detail . . . Management Partners believes that modernizing business practices is far and away the most critical change that the City needs to make if it is to become a progressive, efficient and sustainable government.*

The update of the benchmarking information above indicates that this need is even more acute as we close 2009 than it was in late 2006 when the report was developed.

## **Corporate Process Issues**

In reviewing City operations from a corporate perspective, four key processes were repeatedly identified by managers and employees during our interviews as needing improvement. These four processes were considered to result in a considerable loss of productivity among staff, and an investment in process improvement was deemed likely to yield real savings both in labor and time savings. The four processes singled out for improvement in the earlier report were:

- Purchasing Process
- Budget Process
- Hiring Process
- Council Agenda Process

In each of these four cases, San Bernardino's system was considered by managers and employees to be more complex than typical in other cities, generally in an effort by the City to minimize risk. For example, while it is good to be watchful in the purchasing process to ensure waste is minimized, but if the review process costs more than the potential waste, the City has served only to make it more difficult for staff to do the City's

business. The City must find an acceptable balance between risk aversion and efficiency. This is difficult in a City with many elected officials who are concerned about the political fallout of having just one errant employee's misdeeds hit the newspapers.

*Purchasing:* In general, the purchasing process was considered slow and cumbersome by managers and employees we interviewed, and seen as a roadblock to performing the City's work. At that time, the Finance Department had two employees devoted to purchasing for the entire City, and the City's process was time and paper-intensive.

Unlike in other cities, strong centralized financial control and concern about misappropriation of funds had resulted in a strict and formalized purchasing process requiring formal purchase orders and low approval limits. This resulted in the need for a few employees to process a lot of paper on too many items. Other cities had higher approval authorities, and allowed supervisors and managers to spend money in their assigned budgets, using credit or "Cal" cards for quick and easy purchasing.

*Budgeting:* San Bernardino also could benefit by moving to a biennial (once every two years) budget, as cities such as Glendale do, and by using the intervening year for financial planning. As a first step toward developing a two-year budget process, the City of San Bernardino is in the process of developing a program budget. A traditional line-item budget focuses on what is being purchased in each department and division in the city. A program budget focuses on the results of the services and activities carried out by the agency. Thus, in a program budget revenues and expenditures are linked to the services provided by the City that meet the goals and objectives of the agency.

*Hiring:* The City's hiring process also was universally viewed as an impediment to the effective provision of service. Managers and employees said that the process was frustrating, involving too many players and taking too long. Managers noted that the separation of Human Resources and Civil Service Commission resulted in the need to justify positions to not one, but two, departments and those procedures were unclear. Employees expressed frustration that it took so long to fill a position. By the time a position was approved for a hire, good candidates had already found work elsewhere.

The recruitment and hiring process was flowcharted and reviewed by Management Partners. The review showed that in some places there were redundancies, and in some places there were dead ends that would slow down or stop an existing recruitment until the Department calls to find out what is taking so long. Both a lack of accountability and communication exacerbated the slowness of the process.

In addition, in the City of San Bernardino the Mayor and Common Council approve the appointment of all employees which adds another layer of bureaucracy to the recruitment process. In a traditional council/manager

form of government the City Manager has the authority to appoint city staff which increases the efficiency of the process.

*Common Council Agendas:* Finally, the City's process to prepare each Common Council agenda was consistently viewed as time intensive and inefficient. The City Clerk's Office is responsible for preparing the Common Council agenda and dissemination of the agenda packet. The City Clerk's Office was receiving complaints from the press and public about late access to the agenda packet. The public and press do not get access to agenda packets until copies have been distributed to the Mayor and Common Council.

Staff must submit agenda items more than two weeks before a pre-established Common Council agenda date so that the item can be reviewed by the City Manager's Office, transmitted to other departments such as Finance and/or the City Attorney, corrected of errors, and re-submitted. In the City Attorney's Office alone, agenda items are touched by no less than four individuals as part of that office's internal review process, which is a subset of the overall City process. A legal review is performed on every agenda item, which may not be necessary for routine matters. Having a legal review on agenda items is important prior to the item being presented to the Mayor and Common Council; however, traditionally in other agencies a legal review is not required on routine agenda items and is reserved for those staff reports involving public hearings, contracts and items involving legal issues. The City Manager's Office may want to enact more stringent requirements to enforce high quality staff reports from departments and strict adherence to Council agenda schedules.

*Summary:* On an overall basis, if the City invested time in eliminating low-value process steps in just these four processes, it could save small amounts of time per individual transaction. The total volume of these transactions, however, and savings that could result from streamlining is substantial. By taking all these steps – revising purchasing authority limits, allowing the use of purchase cards for smaller authorized purchase levels, moving to a two-year budget preparation cycle, eliminating line item budget control, reducing the steps required in the hiring and agenda process, and reducing the number of items that must be approved by Council – the City can save a substantial amount of time. In the original report, Management Partners recommended a thorough analysis be done of each process.

## **STATUS OF RECOMMENDATIONS FROM THE 2007 REPORT**

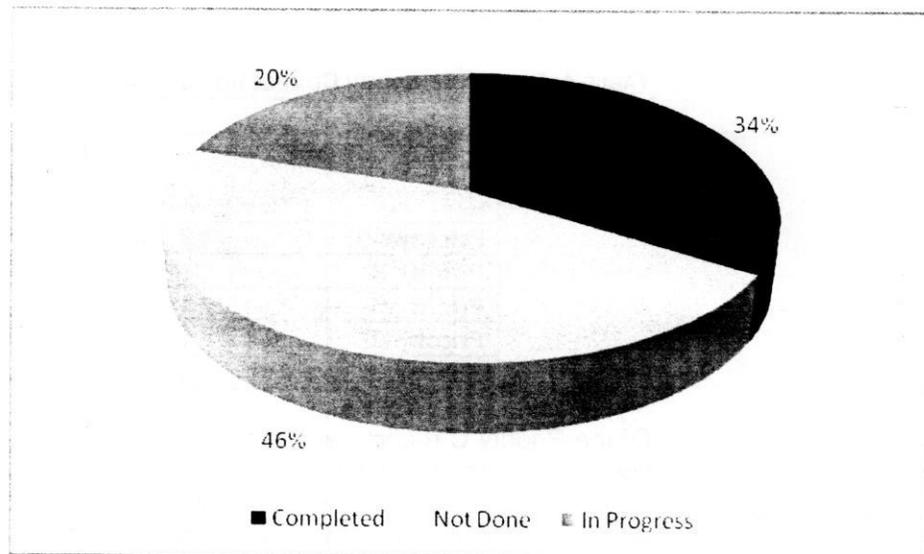
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In 2007, Management Partners provided 187 recommendations to the City of San Bernardino to enhance the efficiency and effectiveness of the organization (192 including five sub-recommendations). These recommendations cover areas such as organizational changes, financial management, management improvements and customer service.

To determine the current status of the recommendations, Management Partners met with staff in the City Manager's Office and most department directors to inquire about progress made, changes since the original report, and/or concerns regarding the feasibility of specific recommendations.

As of March 2010, approximately 34% of the 192 recommendations had been implemented, 20% were in progress and 46% had not yet been completed, as shown in Figure 17 below.

**FIGURE 17: STATUS OF IMPLEMENTATION OF RECOMMENDATIONS FROM 2007**



While significant work remains, City staff should be commended for the work that has been completed or initiated in just over two years, particularly during a period of record fiscal constraint.

It should also be noted that the initial report in 2007 acknowledged that it would take several years to fully complete the recommendations. It is also important to remember that some of the recommendations required additional analysis prior to implementation and in some cases, the further analysis has resulted in the City dropping the idea. In addition, some recommendations will require a charter change which will require voter approval. In these circumstances our update notes the reason cited.

The 2007 report categorized recommendations on a scale of A through E, according to the matrix shown in Table 3 below.

**TABLE 3: PRIORITY MATRIX**

Key to Nature of Change Index	Can be implemented by management with little or no policy change	Requires significant policy changes	Requires significant policy and Charter changes
High dollar savings	A	C	E
Low dollar savings	B	D	

Recommendations in the A category were identified to be of most value because they had relatively high positive financial impact and relatively low implementation difficulty (requiring little or no policy changes). Priority C recommendations were the next in value, but require policy changes. Table 4 below shows the status of completed recommendation in each priority category.

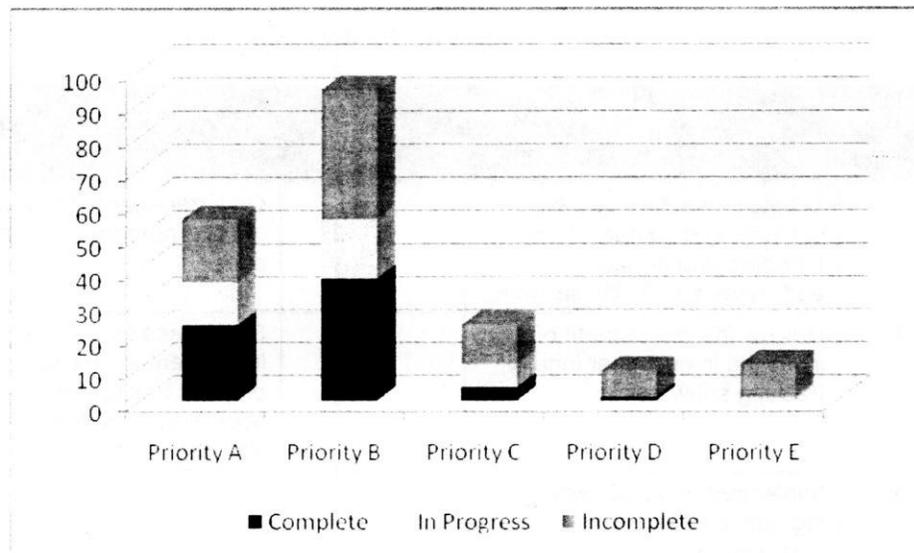
**TABLE 4: RECOMMENDATION COMPLETION BY PRIORITY**

	Complete	Percentage of Category Complete
<b>Priority A</b>	23	35%
<b>Priority B</b>	37	57%
<b>Priority C</b>	4	6%
<b>Priority D</b>	1	2%
<b>Priority E</b>	0	0%

Of the Priority C recommendations approximately 6% of the actions have been implemented. This may reflect policy differences on the City Council or the fact that there were Interim and Acting City Managers in place for periods of time. In any event, most of the significant remaining recommendations will require some policy change. As would be expected the greatest progress has been made in Priority A and B, recommendations which did not require substantial policy changes.

The status of each priority category is further shown in Figure 18 below.

**FIGURE 18: IMPLEMENTATION PROGRESS BY PRIORITY**



The 2007 report broadly estimated the fiscal impact of the recommendations when it was possible to do so. Our update analysis shows that the implemented recommendations have a value to the City of between \$2.3 and \$2.7 million annually.

With respect to recommendations still to be implemented, based on the original analysis, we project a positive fiscal impact of between \$5.9 million to \$6.4 million. However it should be noted that the basic economic situation and particularly the housing market, has deteriorated significantly since these estimates were made, so the amounts should be viewed cautiously. From the City's perspective the economic recession probably provides more opportunity to restrain labor cost increases since the employment market is much weaker than in 2006, but makes it more difficult to generate additional revenues linked to new development.

The status of all the recommendations is provided in the next section of this report.

## Completed Recommendations

Table 5 below shows the 65 recommendations that have been completed by the City to date.

**TABLE 5: COMPLETED RECOMMENDATIONS**

Rec. No.	Recommendation	Completed?	Notes	Responsible Department
5	Create a directory of City services and contact phone numbers and e-mail addresses for all City services.	Yes	On intranet and department contact numbers are on web page	IT
7	Review the cost/benefit of investing in customer inquiry tracking software.	Yes	SB Access Online has been implemented. Recently this process has updated to allow access through the use of iPhones.	City Manager
15	Implement a formal system to log and track requests for legal service.	Yes		City Attorney
18	Collect workload data in a manner which can be shared publicly on all assignments to determine if the office workload justifies requests for more professional or paraprofessional staffing.	Yes		City Attorney
20	Implement a simple time tracking procedure for attorney staff to measure and charge for time spent on private development projects.	Yes		City Attorney
21	Invest in a software package for management of the City Attorney Office workload.	Yes		City Attorney
30	Obtain an actuarial analysis of the City's other post employment benefit liabilities in accordance with GASB 45.	Yes		Finance
33	Review all City properties to identify surplus property that can be disposed of.	Yes		Development Services
39	Implement online business registration process.	Yes	This was implemented in July 2009.	City Clerk; IT
46	Draft a plan to integrate all city records into a single document management system.	Yes	All non-safety departments use laser fiche.	City Clerk; IT

Rec. No.	Recommendation	Completed?	Notes	Responsible Department
54	Form a Vehicle and Equipment Committee or Fleet Advisory Board.	Yes		PS/Fleet
56	Designate a parking area for customers who bring their units in for service and a separate area for vehicles that have been serviced and are ready to be picked up.	Yes		PS/Fleet
59	Analyze and document the advantages of performing most of the preventative maintenance (PM) work on a swing shift.	Yes	Most PM work is accomplished during the swing shift	PS/Fleet
60	Reduce the City's fleet by 35 identified units and reassign 10 units as proposed.	Yes		Fleet
61	Verify the take home mileage for each standby unit and number of callouts.	Yes		PS/Fleet
63	Encourage use of personal vehicles.	Yes		PS/Fleet/City Manager
64	Develop employee guidelines and policy that support the most economical means of transportation.	Yes		PS/Fleet
65	Eliminate the Central Motor Pool and replace with rental cars.	Yes	Completed; however, rental agreements cancelled due to budget constraints	PS/Fleet
66	Eliminate five sedans (units 387, 355-96, 355, 356, 345C) from the shop loaner pool, and replace with two compact pickups and one cargo van (unit 1200 from library, unit 363 from finance, unit 588 from city clerk). Transfer the flat bed truck (unit 393) to the heavy equipment pool.	Yes		CM/PS
67	Negotiate rental agreements with local rental car agencies for vehicles to be used to augment the fleet management pool when units are out of service due to extensive repair work or for peak needs.	Yes	Completed; however, rental agreements cancelled due to budget constraints	PS/Fleet

Rec. No.	Recommendation	Completed?	Notes	Responsible Department
68	Monitor the use of the shop loaner pool units during the next year to determine the best mix and number of units to offer.	Yes		PS/Fleet
70	Monitor the use of the central heavy equipment pool units during the next year to determine the type and number of units required.	Yes		PS/Fleet
72	Develop a parts markup that reflects the true cost of providing this service.	Yes		PS/Fleet
73	Transfer all parts supervision duties from the Administrative Operations Supervisor to the Equipment Maintenance Supervisor.	Yes		PS/Fleet
74	Levy a service charge on fuel transactions in which more than one vehicle is fueled from one key.	Yes		PS/Fleet
75	Develop a sublet markup that reflects the true cost of providing sublet service.	Yes		PS/Fleet
79	Develop a methodology to support the replacement of vehicles and equipment based on the optimum economic life of a unit.	Yes		PS/Fleet
82	Hold a meeting between the City of San Bernardino Fleet Services Division and San Bernardino Water Department Fleet Services to explore ways in which to piggyback with the City on commercial contract fleet services.	Yes	Meeting was held	PS/Fleet; Water
91	Develop a shop labor rate along with markups for parts and sublet services.	Yes		PS/Fleet
101	Establish a procedure for Departmental review and sign off on matters affecting job design and the hiring process.	Yes		HR/ Civil Service
102	Establish a procedure to keep the City's Position Control Register updated.	Yes		HR

Rec. No.	Recommendation	Completed?	Notes	Responsible Department
106	Establish a procedure to assure that every person appointed to a supervising position is appropriately trained.	Yes		HR
108	<b>Institutionalize the new Citywide safety program to include an annual work plan with identified priorities and a designated City Safety Officer to establish accountability for the program.</b>	Yes		HR
109	Institutionalize the new City Safety Committee to guide the City safety program and to review workplace accidents and injuries.	Yes		HR
113	<b>Modify the labor negotiation process to communicate more with department management regarding specific terms throughout the process, from beginning to end.</b>	Yes	<b>Structure is in place for upcoming negotiations</b>	HR
115	Research and implement procedures and obtain state-of-the-art systems to accept employment applications electronically.	Yes	Applications are now accepted online.	HR; Civil Service
117	<b>Review salaries for civilian personnel</b>	Yes		HR
119	Purchase seven new police vehicles to ensure full coverage.	Yes		PD; Fleet
124	<b>Update the City's false alarm ordinance on both free false alarm responses and fees.</b>	Yes	<b>Policy changes were made. Additional review recommended.</b>	PD
129	Conduct a review and modify the Base Rate for AMR services.	Yes		Fire
130	<b>Increase the ALS fee at least to that level levied in 2003 to grow revenues by approximately \$207,000 per year, or consider a new agreement with AMR for collection of a similar fee.</b>	Yes		Fire

Rec. No.	Recommendation	Completed?	Notes	Responsible Department
133	Study the feasibility of implementing a false alarm fee for false fire calls for service.	Yes	Fire analyzed and determined that the fiscal impact was insignificant.	Fire
134	Review and clarify EOC activation policies and procedures.	Yes	Ongoing; new Disaster Preparedness Coordinator to pursue	Fire
136	Institute a Redevelopment Agency program to improve and rehabilitate structures in redevelopment project areas.	Yes		EDA; Code
137	Establish a repayment agreement between the EDARDA and the City in order to recover the City's startup costs and investments in the startup area.	Yes		EDA; City Manager
139	Update the City's existing fees for service and internal service charges to fully recover applicable costs for the provision of plan check services and landscape assessment district administration.	Yes	Annual updates of fees	Development Services
141	Clarify and strengthen the City's policy on the use of development agreements to gain dedications of land for park sites and open space in new development areas, and to gain funds for the expansion of the City's open space in already developed areas.	Yes		PRCS; Development Services
143	Require new residential developments form CFD's for neighborhood parks maintenance	Yes	Ongoing. The City is using LMAD's to address maintenance costs. The new LMAD's have cost escalators.	Development Services, Parks
144	Conduct a user fee study to analyze the actual cost of park and recreation services (including related overhead) and evaluate the appropriate level of cost recovery for each service.	Yes	Completed as part of Park Master Plan process	PRCS
147	Recover full cost – including overhead -- when a developer is allowed to use a contract professional.	Yes	Current practice	Development Services

Rec. No.	Recommendation	Completed?	Notes	Responsible Department
149	Calculate appropriate fees and add them to fee resolution policies to fix under-collection and non-collection of Parks fees issues.	Yes	Ongoing	Development Services
150	Establish procedures to ensure that services provided to Parks Division for special district functions are fully accounted for in the budget of the new districts and costs are recovered to offset expenditures.	Yes		Development Services; Parks
152	Establish procedures to ensure that fees for new special districts formed are based upon sound cost estimates and verified annually.	Yes	Ongoing process improved during LMD shift (Parks); requires annual fiscal analysis to ensure fees cover real costs	Development Services; PRCS
153	Establish procedures to ensure that each of the new special districts has an adequate financial reserve for future capital replacement.	Yes		Development Services
155	Adopt a policy ensuring lighting and medians are included in a special district whenever feasible.	Yes		Development Services
162	Complete an analysis of the actual cost of development services so that fees can be established to recover costs.	Yes	Ongoing on annual basis	Development Services
164	Adopt a policy to update the fees on an annual basis.	Yes		City Manager
165	Prepare a model to guide the efforts to estimate fees and document the rationale for the estimates.	Yes	Better cost estimates will be available upon the completion of the new cost allocation plan	City Manager; Finance
166	Insure that permit fees include the cost of technology and advance planning.	Yes	Technology fee in place; advance planning fee not appropriate at this time.	Development Services; City Manager

Rec. No.	Recommendation	Completed?	Notes	Responsible Department
167	Prepare the CIP in conjunction with or prior to the operating budget.	Yes	Current practice	Development Services
179	Prepare a detailed business plan and rate study outlining financial requirements in order to bring the City's refuse operation to competitive levels, identifying enterprise costs.	Yes	Consultant retained to assist in implementation of strategic business plan	Public Services; City Manager's Office; consultant
182	Designate restricted parking days for street sweeping operations and ticket offenders.	Yes	Pilot implemented and successful; stopped by Council Committee	Public Services, Dev. Services, Facilities
184	Contract for traffic signal maintenance.	Yes	Completed for Preventive Maintenance service. Repairs are less expensive when provided by City staff.	Public Services; City Manager's Office; consultant
185	Contract out streetlight repair and maintenance.	Yes		Public Services; City Manager's Office; consultant
186	Implement an effective Computerized Maintenance Management System in Public Services.	Yes		Public Services; IT

## Recommendations Still In Progress

Table 6 shows the 39 recommendations for which City staff is currently in the process of analyzing or implementing.

**TABLE 6: RECOMMENDATIONS IN PROGRESS**

Rec. No.	Recommendation	Completed?	Notes	Responsible Department
4	Prepare and adopt a strategic plan for the government.	In progress	A strategic plan is in progress. The goals, objectives and strategic vision will be discussed during the retreat. The City has engaged a consultant to train staff how to develop strategic goals for each program.	City Manager, Mayor, and Council
8	Develop customer service protocols and provide customer service training for all employees	In progress	A Customer Service Task Force has been created and is meeting regularly. The goal of the task force is to bring forward administrative changes that will be implemented and a series of recommendations for the consideration of the Mayor and Common Council.	City Manager; HR
9	Implement a formal management system for the government in which work plans are prepared annually, and processes are established for regular performance reporting between departments and the City Manager's Office.	In progress	As part of the strategic planning process, the City has engaged a consultant to train staff on the development of strategic goals for the FY 2010-11 program-based budget. Thus, a formal work plan will be developed for each department as part of this process.	City Manager, Department Directors
10	Implement a system of basic performance measures for each program.	In progress	This will be a component of the program based budget for FY 2010/11	City Manager; Department Directors
11	Institute regular, periodic customer surveys for all City services.	In progress	City's current CRM system takes customer surveys. Being developed by the Customer Service Team.	City Manager
12	Complete a thorough analysis of the City's hiring processes, and implement the resulting improvement programs.	In progress	The process has been documented in writing. The implementation of portions of the process improvements are pending	HR, Civil Service

Rec. No.	Recommendation	Completed?	Notes	Responsible Department
<b>12A</b>	<b>Complete a thorough analysis of the City's budget process and implement the resulting improvement programs.</b>	In progress	Program based budget process in development	Finance
<b>12B</b>	Complete a thorough analysis of the City's purchasing processes and implement the resulting improvement programs	In progress	Staff is conducting a thorough analysis of possible changes for the City's purchasing process and will be presenting them to the Mayor and Common Council for approval.	Finance
<b>12C</b>	<b>Complete a thorough analysis of the City's council agenda processes, and implement the resulting improvement programs.</b>	In progress	<b>An interdepartmental team has been meeting and has compiled a list of changes to enhance the agenda process. Administrative changes will be implemented. Those changes which involve policy changes will be presented to the Mayor and Common Council. Staff is also researching purchasing agenda management software through grant funds.</b>	<b>City Manager, City Clerks, all Depts.</b>
<b>26</b>	Establish and staff a single City centralized bad debt collections operation.	In progress	The Finance Department has met with departments to discuss their methods of collecting amounts owed. Currently, the Finance Dept. is in the process of creating a plan to centralize the "bad-debt" collections that will be presented to the Mayor and Common Council for approval. In addition, the Integrated Waste Management process (Recommendation #187) will be discussed at a City Council meeting in 2010.	Finance
<b>27</b>	<b>Update the cost allocation plan every two years.</b>	In progress	<b>A draft of the cost allocation report for FY 2009-10 is currently being reviewed by the Finance Dept.</b>	<b>Finance, City Manager</b>
<b>34</b>	Establish a policy for purchasing approvals that is consistent with best practices and prudent management; raise the threshold for the requirement of Council approval.	In progress	Staff has completed a thorough analysis of possible changes to the City's purchasing process and will be bringing them forward to the Mayor and Common Council for discussion.	Finance

Rec. No.	Recommendation	Completed?	Notes	Responsible Department
38	Outsource the preparation of changes, updates and supplements to the City's Municipal Code and bring both the City Charter and Municipal Code to current best practices for local government.	In progress	City Clerk's office is in the process of updating the cost estimates. Funding is needed for implementation	City Clerk
48	Implement an electronic index of key documents on file.	In progress	Internal indexing has been done and documents scanned through 1980	City Clerk; IT
57	Implement a multi-level preventative maintenance program that is unique to each class in the fleet.	In progress		PS/Fleet
62	Re-evaluate the use of daily take home units and develop policy and guidelines that reflect standards for take home units.	In progress	Proposed changes are subject to the meet and confer process.	City Manager; Fleet Committee
76	Develop a charge-back system that incorporates fleet replacement, overhead and all operational costs.	In progress	Completed for the operational costs but not for the replacement costs	Fleet/Finance
78	Include in the Fleet Management Information System Request for Proposals for the capability to track performance measures, effectively monitor and manage the Fleet Management function, and design reports that will capture information that supports those measures.	In progress	Estimated completion FY 2010/11; an RFP for the software program is in the process of being completed	PS/Fleet
90	Hold a meeting between the City of San Bernardino Fleet Services Division and the Fire Department Fleet to explore ways in which to piggyback with the City on commercial contract fleet services.	In progress		Fleet; Fire

Rec. No.	Recommendation	Completed?	Notes	Responsible Department
95	Create an IT governance committee.	In progress	A committee was established in November 2009 and is meeting regularly. The goal of the committee is to work with the IT Department to develop a 5 year strategic plan that addressed the current and future needs of each department and identified funding opportunities	IT
97	Create a long-range IT capital plan.	In progress	Work began in November 2009	IT
99	Consolidate the duties, responsibilities, and resources (including funding and staff) of the current Civil Service Administration and Human Resources Department into a single Human Resources Department.	In progress		City Manager, HR, City Attorney, Civil Service Board
104	Update the City's existing <i>internal service charges</i> to fully recover applicable costs incurred in providing employee training.	In progress	HR Administration charges will be implemented with budget modifications. Complete for Risk Management and Workers' Compensation; working with agencies to recover costs	HR
107	Determine core competencies of management and establish a professional development plan on an annual basis as part of the employee's performance plan.	In progress		HR
112	Identify the impact of Charter or other institutional provisions that limit the ability of the Mayor and Council to manage and prioritize spending.	In progress		City Manager; Finance; Mayor and Council
116	Update the City's existing fees for service and internal service charges to fully recover applicable costs for the new technology.	In progress	Currently have technology fee in PRCS and DS.	IT; Finance; City Manager
118	Increase capacity of existing sworn personnel by hiring additional Community Service Officers (CSOs).	In progress	Hiring plan has been developed pending lifting of hiring freeze. (COPS and JAG monies). However, PD recommends hiring cadets instead of CSOs which can be paid with JAG funds.	PD

Rec. No.	Recommendation	Completed?	Notes	Responsible Department
120	Create a staffing plan to enhance internal civilian support in the Police Department.	In progress	In conjunction with recommendation number 118.	PD
128	Lead the effort to build a regional animal control facility with participation from the County and local cities.	In progress	In early 2010 the City will hire a consultant to begin work on a potential JPA. The Mayor and Common Council approved the funding for this work in November 2009.	Animal Control
138	Establish and implement clear guidelines requiring special events to either cover their costs, including staffing, or be subsidized at a rate determined as a matter of policy.	In progress	Analysis in progress. Estimated completion date is March 2010.	PRCS
142	Establish clear guidelines that define the level of maintenance services that will be provided to the City's parks and open spaces.	In progress		PRCS
146	Adopt a policy that encourages hiring contract services in development services to augment baseline staffing.	In progress	Ongoing; Analysis is in process. Estimated completion is March 2010.	Development Services
148	Establish future budget plans for development services activities that are sensitive to economic changes with a conservative baseline of staffing to address a reasonably sustainable workload.	In progress	Analysis is in process. Estimated completion is March 2010.	Development Services
151	Complete a process analysis of the role of Parks in private development plan checks and inspections to eliminate duplication of effort and inefficiency.	In progress	Parks estimates completion in 18-24 months	Development Services, Parks
163	Update the city's cost allocation plan to account for the fact that certain significant costs, including depreciation, may not be included within the overhead costs.	In progress	A draft of the report is currently being reviewed by the Finance Dept.	Finance, City Manager

Rec. No.	Recommendation	Completed?	Notes	Responsible Department
169	Complete process improvements and/or outsourcing to increase CIP project delivery by at least 10%.	In progress		Development Services
177	Establish formal, collaborative relationships between the Library Department - and its Literacy Center - and compatible City departments for crime prevention, economic development, and workforce development efforts.	In progress	The library has at least a dozen current partnerships with other literacy agencies and they are developing relationships with other City departments. This will be a priority for the new Library Director.	Library staff; Police; EDA; SBETA
183	Complete a condition assessment for the City's sewer lines.	In progress	Underway, master plan to be bid in FY 2009-10	Public Services
187	Provide support for the Refuse section of Public Services to implement its new delinquent billing process.	In progress		Public Services

As can be seen, departments at work in implementing recommendations include primarily the City Clerk, Fleet, Public Services, Police Department, and Information Technology. Many of these recommendations require collaborative efforts between City departments and/or with outside contractors and, thus, have required time to implement. In some cases, funding for implementation is included in the FY2010/11 budget.

### Recommendations Yet To Be Completed

While the City has made progress in the last two years implementing many of the recommendations in the 2007 report from Management Partners, there are still a number of recommendations that can be implemented that will enhance the efficiency and effectiveness of this organization.

Table 7 shows the 88 recommendations that have yet to be completed.

**TABLE 7: RECOMMENDATIONS YET TO BE COMPLETED**

Rec. No.	Recommendation	Complete?	Notes	Responsible Dept.
<b>1</b>	<b>Develop a plan to modernize the current government organization by clarifying lines of authority and encouraging efficiency.</b>	No		<b>Mayor and Council</b>
<b>1A</b>	Amend the Charter to transfer the hiring/firing responsibility of appointed department heads to the City Manager.	No		Mayor and Council
<b>1B</b>	<b>Centralize City support services such as finance, human resources, and purchasing for all City functions - including those currently maintaining separate, duplicate functions - to create new fiscal, efficiency and employee economies of scale.</b>	No		<b>Mayor, City Manager, EDA Director</b>
<b>2</b>	Consolidate all City financial functions under a single Chief Financial Officer.	No		Mayor, City Manager, EDA Director
<b>3</b>	<b>Raise the real property transfer tax to the average level for charter cities in California.</b>	No	<b>Staff is updating a previous analysis on a possible property transfer tax measure</b>	<b>Mayor and Council</b>
<b>6</b>	Explore the feasibility of centralizing City ombudsman/Reception functions in the City Manager's Office	No		
<b>13</b>	<b>Combine and share support staff in the Common Council and Mayor's Offices.</b>	No	<b>To be discussed as part of the possible reorganization, consolidation, and streamlining of City services during the department head and Mayor and Common Council workshops.</b>	<b>Mayor and Council</b>

Rec. No.	Recommendation	Complete?	Notes	Responsible Dept.
14	Explore the feasibility of transferring/consolidating three support staff FTEs from the Mayor's Office to serve in the City Manager's Office, and evaluate the transfer of other professional staff.	No		City Manager; Council; Mayor
16	Prepare legal opinions on key issues in writing to departments, and provide all written legal advice (both in informal memo and formal memo form) on the City's intranet to provide access to all City staff.	No		City Attorney
17	Increase professional resources devoted to land use and development law by reallocating resources or adding staff within the City Attorney's Office.	No		City Attorney
19	Prepare an annual Litigation Report that comprehensively analyzes and reviews outside counsel referrals and compares results to in-house options.	No		City Attorney
22	Offer annual training on key topics and City Attorney's Office processes to user departments.	No		City Attorney
23	Establish published turnaround time goals for City Attorney key processes.	No		City Attorney
24	Develop contractual language to be signed by at-will employees upon hiring which clarifies that performance evaluations will not change employment status.	No		City Attorney
25	Implement a two-year budget.	No	Will be considered after the program budget format change is completed.	Finance; City Manager

Rec. No.	Recommendation	Complete?	Notes	Responsible Dept.
28	Establish a policy and procedure to ensure that special revenue funds are self-sufficient.	No	Most funds already are self-sufficient but will be reviewed as part of the budget process. A program budget may address many of the issues with special revenue funds such as baseball, soccer, and the cemetery.	Finance, City Manager
29	Adopt a policy establishing a reserve target.	No	In previous years the MCC has strived to obtain a 10% General Fund Reserve. A formal policy is being developed and will be presented to the Mayor and Common Council for consideration.	City Manager, Finance
31	Create an Internal Service Fund for Facilities and establish charges to put the fund on a self-sustaining basis.	No		Finance, Facilities
32	Prepare a five-year maintenance plan, and a five-year capital replacement plan for City facilities.	No	Initially could be based on the capital expenditure list. Full plan is expected by FY 2011-12.	Facilities
35	Implement the use of Cal Cards or credit cards for authorized purchasers.	No	The City currently has credit cards for selected employees/departments. Research was presented to Ways and Means in 2008 and no action was taken. This issue will be discussed as part of the purchasing process review.	Finance
36	Adopt the best management practice of charging depreciation for facilities and equipment to city program budgets.	No	Accounting change would require thorough evaluation of all sites. Lack of funding for review.	Finance; Facilities
37	Explore shared financial systems for the Water Department and Finance Department when either has its next software upgrade.	No	City has joint agreements with both entities for a variety of reasons. Charter status does not prohibit service agreements.	Finance
40	Transfer responsibility for business registration and inspection, and the associated staff, to the Finance Department.	No		City Clerk, Finance

Rec. No.	Recommendation	Complete?	Notes	Responsible Dept.
41	Reallocate some business registration staff to other Finance Department duties.	No		City Clerk, Finance
42	Determine the actual cost per business for the business registration and Inspection program and complete an analysis of full cost recovery from each type and size of business.	No	Implemented a \$10 processing fee. However, that fee was eliminated because of a court order in a San Diego case. Now SB is refunding the \$10 fee. Thus, the implementation of this recommendation is not appropriate at this time.	City Clerk
43	Amend the Charter to allow the municipal election cycle to consolidate with state and other elections.	No	Even though SB is on a consolidated election schedule they are the only City left on the odd year schedule. All other agencies have changed to even year schedules. Thus, there is no cost savings until the change is made to even years.	Mayor and Council
44	Utilize a portion of the savings from consolidating the municipal election cycle for marketing purposes for "get out the vote" efforts.	No		City Clerk; Mayor and Council
45	Amend the Charter to consolidate municipal primary and run-off elections into one election for all City officers.	No	This is important for the modernization of the organizational structure.	Mayor and Council
47	Develop a plan to make scanned public records accessible on both the City's internal intranet and external internet website within an established timeframe.	No	In process of being analyzed; investigating different systems.	City Clerk; IT
49	Implement an internal service fund to manage costs for facilities including depreciation and maintenance.	No	Duplicate of #31.	Finance; Facilities
50	Establish full-cost market facilities fees for City facilities.	No	Using BOMA guidelines would attain full costs, but this has not yet been approved.	Facilities; Finance
51	Establish facility budgets to include a funded depreciation schedule and funding for cyclical repairs, including necessary administrative costs for managing the services.	No	Benchmark guidelines for costs are available.	Facilities

Rec. No.	Recommendation	Complete?	Notes	Responsible Dept.
52	Contract out all custodial/janitorial services.	No	Not applicable.	Facilities
53	Implement an asset management program.	No		Facilities
55	Develop Service Level Agreements between Fleet Services and each of its largest customer departments.	No		PS/Fleet
58	Develop a pilot program that offers "fast lube" services (for "A" level preventative maintenance service) for customers who must travel significant distances to the shop facility.	No	Additional staff needed	PS/Fleet
69	Negotiate rental agreements with local heavy equipment rental agencies for equipment to be used to augment the heavy equipment pool.	No	Heavy equipment needs are being coordinated with all City departments through a "central heavy equipment pool." Thus, there is no need to rent equipment from outside vendors.	PS/Fleet
71	Add one (1) FTE Storekeeper (Fleet Part Specialist).	No	This is needed but there is currently no funding for this position.	PS/Fleet
77	Perform an activity-based costing analysis of the fleet operation.	No	Consultant assistance will be needed to complete the analysis.	PS/Fleet
80	Develop an accounting methodology that credits the Vehicle Replacement Fund with salvage revenues and interest earnings and that incorporates auction fees and make-ready costs.	No		Finance / Fleet
81	Reinstate the process of City Departments setting aside funds on a regular basis for replacing their vehicles and equipment.	No	FY 2011/12: Due to the economic downturn these set - aside / replacement funds have been used to pay for General Fund expenditures.	City Manager
83	Develop a shop labor rate at the Water Department Fleet Services, along with markups for parts, sublet and fueling services.	No		Water

Rec. No.	Recommendation	Complete?	Notes	Responsible Dept.
84	<b>Develop a chargeback system that incorporates fleet replacement, overhead and operational costs.</b>	No		Water
85	Develop an overall comprehensive and clearly defined fleet maintenance policy in the Water Department.	No		Water
86	<b>Form a Vehicle and Equipment Committee or Fleet Advisory Board for Water Department Fleet Services.</b>	No		Water
87	Develop Service Level Agreements between Water Department Fleet Services and each of its largest customers.	No		Water
88	<b>Establish a vehicle/equipment replacement fund in which customers contribute to the replacement cost of their units over time.</b>	No		Water
89	Conduct a utilization study of the Water Department fleet in which the need for each vehicle is assessed.	No		Water
92	<b>Develop a comprehensive and clearly defined fleet maintenance policy.</b>	No		Fire
93	Incorporate heavy equipment into the City's vehicle/equipment replacement fund.	No	Funding limitations will not allow implementation at this time.	Fire
94	<b>Centralize the fleet management function by merging the Fleet Services, Water, and Fire fleets.</b>	No		Fleet; Water; Fire
96	Establish IT enterprise standards.	No	Need to develop scope for how this would work.	IT

Rec. No.	Recommendation	Complete?	Notes	Responsible Dept.
98	Explore the feasibility of establishing an entrepreneurial fund for loaning start-up capital to IT and line departments for use in automation projects that deliver staffing or other cost reductions.	No	Need to develop scope for how this would work.	IT
100	Evaluate the potential outcomes of consolidating human resources duties, responsibilities, and resources (both funding and staff) of the Library, Water, and EDA/RDA Departments into the consolidated HR Department.	No	HR providing services for Library and EDA.	EDA, Water
103	Complete a citywide training needs assessment and training development plan. Develop programs to meet the assessed training needs of the City government.	No	Will begin work on this in early 2010	HR
105	Develop and implement a plan for training the trainers.	No		HR
110	Complete an analysis of the requirements to reduce City liability as a result of defective infrastructure.	No		HR; Public Services; Development Services
111	Obtain competitive bids on administering the City's workers' compensation program to determine the most cost-effective service - in-house or otherwise.	No	Not done but department is interested in exploring.	HR
114	Obtain a state-of-the-art management information system for the human resource application.	No	Pending and HR is supportive. Being reviewed through the IT strategic plan process	HR
121	Place district operations sergeants in control of each district command and move the lieutenant district commanders elsewhere.	No	New Chief is evaluating the organizational structure of the department.	PD

Rec. No.	Recommendation	Complete?	Notes	Responsible Dept.
122	Move the Crime Analysis Unit from Investigations to the Executive Staff and focus its work solely on provision of crime maps and trend analysis in the prevention of crime.	No	Chief would like to explore reorganizing the Crime Analysis Unit.	PD
123	Reorganize the Special Enforcement Bureau into its own Division headed by a Captain.	No	Currently under review. Chief is looking into possible restructuring and possible span of control issues.	PD
125	Complete implementation of Tiburon Automated Report System in the Police Department.	No		PD
126	Undertake discussions with the SB County Sheriff and County Fire about consolidation of City police and fire dispatch operations, respectively.	No	Not recommended (Police and Fire)	Fire, Police
127	Review current dispatch procedures as an interim measure, and improve coordination and cross-training between the City's Fire and Police dispatchers.	No		Fire/Police
131	Establish and charge a fee for City Fire response to non-residents involved in incidents on the freeway (study feasibility of this concept).	No	Fire analysis shows that revenues would be minor. Fire is in the process of implementing a hazardous materials fee instead.	Fire
132	Implement a light duty program for fire-fighters.	No	Fire support, requires assistance from HR, City Attorney, and labor organization	Fire; HR; City Attorney
135	Institute a cost-recovering Inspection on Sale Program.	No	Code Enforcement does not support this program; adds another layer of bureaucracy. Have already implemented an annual single family inspection program for rentals (3 or fewer units) for a fee. Fire prevention pays for 2 code officers to complete these inspections. Program for multi-family (4 or more units) has been in place since 1998.	Code Compliance

Rec. No.	Recommendation	Complete?	Notes	Responsible Dept.
140	Complete the agency self-assessment developed by the National Committee on Accreditation for Park and Recreation Agencies.	No	Department director does not agree with this recommendation. Only two cities in California and two in Nevada have this accreditation. Director believes that there is no cost benefit to going through this process.	PRCS
145	Adopt an appropriate revenue recovery policy for San Bernardino recreation programs and services.	No	To occur within 12 months w/formal adoption of Parks Master Plan. Department has made fee adjustments during the last two years. However, the revenue generated has been small. Department is unsure where the \$500K revenue estimate came from in the original report.	PRCS
154	Reorganize the special district program and outsource assessment district management.	No		Development Services
156	Conduct Prop 218 elections to increase assessment district fees to recover actual costs.	No	Being reviewed by staff and under review by the City Council Committee.	Development Services; consultant
157	Authorize the hiring of an additional Deputy City Manager or Assistant City Manager whose primary role will be to manage development services.	No		Mayor and Council; City Manager
158	Initiate pilot program for City customer satisfaction surveying in Development Services.	No		Development Services
159	Reclassify the Senior Engineer position that manages the Traffic Engineering function to a Traffic Engineer position.	No		Development Services
160	Reclassify the Field Engineer position that manages the Land Development/Plan Check Division to Principal Engineer position.	No		Development Services

Rec. No.	Recommendation	Complete?	Notes	Responsible Dept.
161	Divide the responsibilities in the Real Property division so that the Assessment District functions are lifted out, and a new division to oversee and administer assessment districts is created.	No		Development Services
168	Provide a fiscal staff person to either finance or PW to assist with the development of the CIP.	No	Not completed because of financial reasons; requires assistance from Finance	Development Services
170	Amend the Charter to authorize design-build contracting.	No		Mayor and Council
171	Enact a Charter amendment to place the Library Department under supervision of the City Manager.	No		Mayor and Council
172	Adopt a clear policy regarding the future growth of Library services, including a policy statement addressing an adopted level of service for existing Library services vs. the addition of new Library services.	No	The Library agrees that this needs to be done. However, financial limitations have prohibited new services now and in the immediate future. The Board is hopeful that this will be addressed when a permanent Library Director is hired.	Library Board; Mayor and Council
173	Create a Library Master Plan that addresses future funding for both capital and operational expenses for any new library facilities.	No	No funding to complete a Master Plan and no plan for any new facilities in the near future given the fiscal situation.	Library Board; Mayor and Council
174	Dedicate any state of California library monies received by the City for purchase of materials and/or inventory scanners and RFID tags.	No	The Library already uses state funding for books and maintenance for the integrated library system. State Library funding has been significantly reduced statewide.	Library Board; Mayor and Council
175	Explore facility-sharing opportunities with the School District.	No	The City did not participate in previous facility sharing bond measures. However, after a new director is hired the Board will explore facility sharing, stand-alone facilities, reopening previously closed facilities and below market value commercial space.	Mayor, City Manager, Library

Rec. No.	Recommendation	Complete?	Notes	Responsible Dept.
176	Reduce the number of stand-alone library branches once the number of shared facilities has increased to serve the population.	No	When funding is available, the Library Board would like to increase the number of standalone branches.	Mayor, City Manager, Library
178	Reorganize to place responsibility for sewer line maintenance under the Water Department.	No		City Manager; Water Department, Public Services
180	Prepare bid specifications for residential and commercial refuse services and go out to bid under managed competition, identifying potential cost savings of contracting out.	No	Business plan should be implemented before this is considered. Consultant has been retained to look into this issue. Draft report is not complete.	Public Services; City Manager's Office; consultant
181	Establish procedures to link refuse billing to water department service.	No	Will be addressed in Integrated Waste Management software changeover.	Refuse; Water

The nation has gone into a severe recession. The State of California has been especially hard hit with the sub-prime housing crisis and high unemployment rates. These issues have resulted in a fiscal crisis for the country as a whole as well as for state and local governments as well. The City of San Bernardino, like other local governments, has been faced with decreasing revenues and increasing expenditures over the last several years. Since FY 2007-08 the City has eliminated 173 FTE's.

One of the main reasons for some of the recommendations not being implemented to date is a lack of available funding. Several recommendations require implementation by the City Manager, policy changes by the City Council or changes to the charter. These take time and require a phased approach to implementation. In some cases recommendations required further analysis; in other cases department directors expressed reservations regarding the validity/feasibility of specific recommendations.

## **KEY ISSUES**

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Since the original report in 2007, many changes have occurred. The loss of state revenues, combined with declining property values and, thus, property tax revenues, as well as declining sales tax, is a “triple whammy” economically for San Bernardino. The City has had to run a lean operation while continuing to provide services to residents.

It is estimated by City staff that the fiscal impact of the real property transfer tax increase is \$2.5 million. In addition, the fiscal impact of implementing a light duty program for firefighters is between \$500,000 to \$1 million. Other high value recommendations include combining human resources and finance functions of the EDA, Water and rest of the City and consolidating municipal elections with the county and state. Thus, there is potential for the City to further reduce expenditures with the recommendations that have yet to be implemented. As decisions are made to proceed with the implementation of the remaining recommendations the fiscal impact can be calculated at that time.

As part of this update, we would like to refocus on the most important issues raised in the 2007 report.

### **Organization Structure**

Organization structure was a primary issue in the 2007 report. A comparison of San Bernardino’s organization structure in comparison with peers showed that it was somewhat unique in the number of reporting relationships and, in some cases, lack of clear accountability. The 2007 report stated:

*While this report identifies specific, practical ways the City can become more efficient and save money, the overall theme of this report is that the City government needs to be modernized. The political and management super-structure needs to be streamlined. Its internal organizational infrastructure needs to be allocated so that sufficient resources are available to maintain City assets and provide adequate support for workers who serve residents. The financial systems of the City need to be robust enough to promote sound, sustainable fiscal management.*

*A review of San Bernardino's organizational structure is informative as it visually illustrates the lack of clarity in authority and accountability across the City government. The City's organizational structure is reflective of the City's Charter, interpretation of Charter requirements and existing practices.*

*In spring 2006, the City Charter was amended and the voters decided to change the City to a modified City Manager form of government. This is a recent development and the City remains in transition. The former City Administrator has been converted in title to a City Manager. But the remainder of the City organization has not been converted to a council/manager form of government, with a unified reporting structure under a city manager serving as chief executive appointed by the City Council. This report may be used as a roadmap for more fully implementing the management systems typically associated with a city manager form of government.*

*The management system of the City does not follow the traditional organizational model of modern city government. San Bernardino's organization structure resembles neither a strong mayor nor a council/manager form of government because several department heads are appointed by, and report to, boards appointed by the city council. Thus, the transition from strong mayor to council/manager form of government is incomplete and not yet structured properly to ensure the optimum coordination and alignment of the organization. The roots of this confusion stem from the literal wording of the City Charter, from interpretations of the Charter, and from past practice.*

*The Charter's designation of who hires and fires employees and certain officials results in confusion about the roles of city leaders, especially the City Manager. It creates a system of government that more closely resembles a county than a city.*

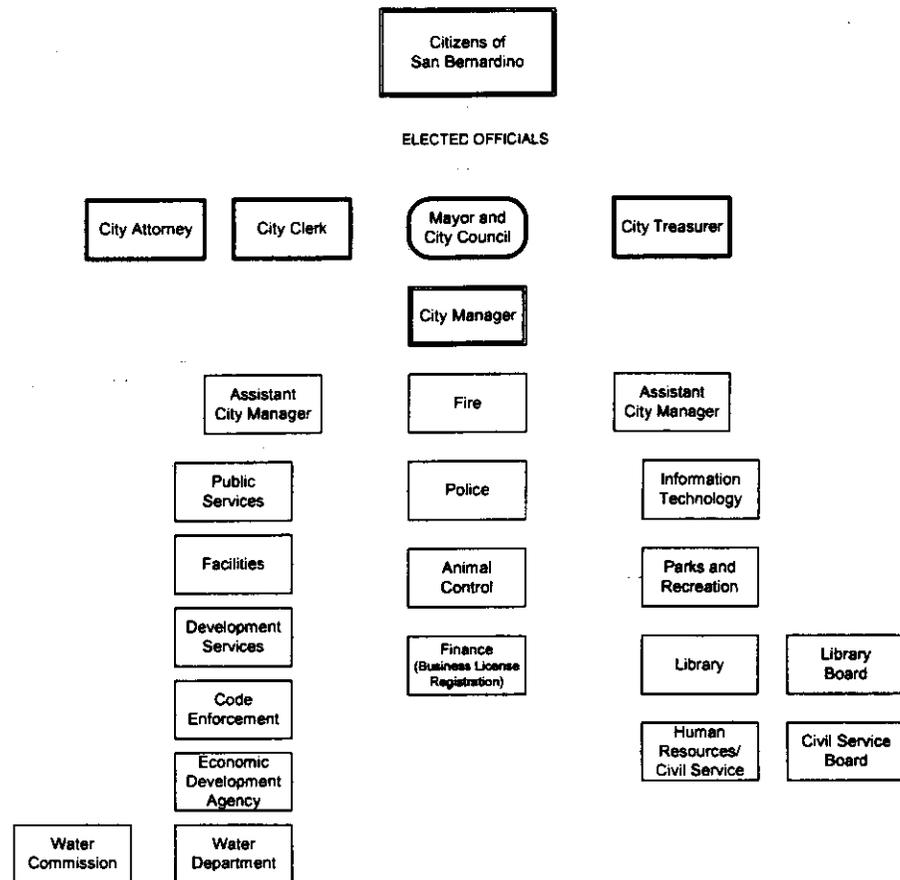
The first recommendation in the 2007 report was to "Develop a plan to modernize the current government organization by clarifying lines of authority and encouraging efficiency." This was intended to streamline the organization chart. This was followed by two specific sub-recommendations:

- 1) to transfer hiring/firing responsibility of appointed department heads to the City Manager, and
- 2) to centralize City support services in order to achieve economies of scale.

While many of the recommendations from Management Partners' 2007 report have been implemented or are in the process of being implemented, full transition from a Strong Mayor to a Council/Manager form of government has not been completed. In San Bernardino, the numbers of support staff positions in the Mayor and Council offices are higher than in peer cities; while the number of San Bernardino's support staff positions in the City Manager's Office is lower than average. For example, the original report recommended a transfer of three Mayor's Office staff to the City Manager's Office.

Management Partners believes diffused responsibility and lack of accountability, along with outmoded bureaucratic systems and procedures continue to impede the government's ability to respond and deliver services in a uniform and efficient manner. An initial streamlined organization structure for the City might appear something like that shown below in Figure 19:

**FIGURE 19: POTENTIAL STREAMLINED ORGANIZATION STRUCTURE**



This is an example of a possible organizational chart showing how the City's structure can be streamlined by having all operating departments report to the City Manager which is appropriate in a council-manager form of government. Further streamlining should include combining departments to lessen the number of direct reports to the City Manager. The organizational chart in Figure 19 is similar to the organizational structures of the peer cities' discussed earlier in this report.

As stated in the last evaluation, it is time for San Bernardino to modernize its organizational structure to increase its level of efficiency and effectiveness. As we explained in the 2007 report and we emphasize in this update, the systems and process in the City of San Bernardino are outdated and do not allow the organization to function at an optimum level. However, through full implementation of the 2007 Management Partners recommendations San Bernardino will be able to achieve this goal.

## **Service Consolidation**

In conjunction with the discussion about organization structure as noted above, several recommendations were aimed at consolidating similar programs (finance, fleet) that were operated separately in different departments. The concept was that economies of scale, and thus cost savings, would be realized by consolidating similar operations. This remains a viable goal.

An overall theme in the original report was that the City's support services have been under-funded and under-supported, resulting in a deterioration of service levels. Because of the inability of internal service departments to perform (due to lack of budget and, more importantly, lack of staff), the direct service departments no longer choose to use most central support services and have created alternative means to get the job done. In most cases, this includes decentralizing the function by starting up their own independent (and redundant) support services. This is highly inefficient and goes against the concept of economies of scale.

Besides the lack of resources, support services also have been taxed because of the City Manager's and Common Council's high demand for centralized control over items that would be handled at the department level in other cities. Some examples of this include low approval authority for purchases, line item budget control and already budgeted new hires for staff positions.

In reviewing City operations from a corporate perspective, four key processes were repeatedly identified by managers and employees during our interviews as needing improvement: 1) the purchasing process, 2) the budget process, 3) the hiring process, and 4) the Council agenda process. Since the report, staff has begun work to improve and streamline these areas.

Aside from the City's own internal services, service consolidation was recommended with external partners as well. Several report recommendations noted the need to collaborate with other local cities, regional agencies, and/or the school district. Table 8 lists the recommendations related to service consolidation and/or collaboration with internal or external agencies.

**TABLE 8: SERVICE CONSOLIDATION RECOMMENDATIONS**

Rec. No.	Recommendation
1B	Centralize City support services such as finance, human resources, and purchasing for all City functions - including those currently maintaining separate, duplicate functions - to create new fiscal, efficiency and employee economies of scale.
2	Consolidate all City financial functions under a single Chief Financial Officer.
6	Explore the feasibility of centralizing City ombudsman/Reception functions in the City Manager's Office.
13	Combine and share support staff in the Common Council and Mayor's Offices.
94	Centralize the fleet management function by merging the Fleet Services, Water, and Fire fleets.
99	Consolidate the duties, responsibilities, and resources (including funding and staff) of the current Civil Service Administration and Human Resources Department into a single Human Resources Department.
100	Evaluate the potential outcomes of consolidating human resources duties, responsibilities, and resources (both funding and staff) of the Library, Water, and EDA/RDA Departments into the consolidated HR Department.
126	Undertake discussions with the SB County Sheriff and County Fire about consolidation of City police and fire dispatch operations, respectively.
128	Lead the effort to build a regional animal control facility with participation from the County and local cities.
175	Explore facility-sharing opportunities with the School District.
177	Establish formal, collaborative relationships between the Library Department - and its Literacy Center - and compatible City departments for crime prevention, economic development, and workforce development efforts.

Given the current fiscal environment, the need to collaborate and consolidate is critically important in order to achieve cost savings.

## **CONCLUSION**

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During the past two years, the City has implemented over one-half of the 187 recommendations (192 with five sub-recommendations) in Management Partners' 2007 organization review. This achievement, accomplished during a period of fiscal difficulty, is due to the hard work of management and staff. They deserve recognition for this accomplishment.

Nevertheless, many recommendations remain to be implemented, including one of the most important: to streamline the organizational structure to bring about greater accountability and consolidation of similar operations. The streamlining of the organization coupled with transferring the hiring/firing responsibility of appointed department heads to the City Manager will enhance the City's level of efficiency and effectiveness. An efficient and modernized government will be able to more effectively implement the remaining recommendations which will further create a local government that is serving the San Bernardino community at an optimum level. Making these complex changes in a city like San Bernardino will require involvement and support from the Mayor, City Council, and City Manager. Peer cities have already done so, proving that while it is difficult it is not an impossible feat.

Opportunities remain for organizational streamlining and service consolidation, particularly for support services among departments and agencies but also with external partners such as the School District and other municipalities in the region. Service consolidation is a best practice trend nationally and San Bernardino could be a regional leader in pursuing such opportunities.

The City has taken steps to improve communication with residents, increase fees and cost recovery rates, improve its internal processes and budget document, and streamline fleet operations, among other actions. Many other recommendations remain as opportunities in the future.

# *Summary*

**Name of Program:** Management Partners Study - 2007

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**Program Description:** The following is the summary of the 2007 Management Partners study. The study was a complete audit of the City and its processes. Management Partners is a professional consulting firm that provides a variety of services to governmental organizations throughout North America.

The study offered recommendations for the City to streamline its process.

**CITY OF SAN BERNARDINO**

**ORGANIZATIONAL REVIEW**

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**March 2007**



**MANAGEMENT PARTNERS**  
INCORPORATED

## **EXECUTIVE SUMMARY**

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In June of 2006, the Mayor and Common Council of the City of San Bernardino commissioned Management Partners to conduct a structured review of the City's government. Their goal was for Management Partners to identify and recommend ways that the City could improve its operations, providing essential tools and research to help operate more efficiently and save money. The impetus for this study was the implementation, via a Charter change, to a modified city manager form of government, a move intended to improve management accountability. As a first step in improving operations the City, under the leadership of a new Mayor and City Manager, determined to obtain an overall evaluation of the current functioning of the government.

After completing this analysis Management Partners believes the determination to move to the new form of governance will be seen as a watershed moment for the City, but it will take literally years of work to modernize operations so that the new approach can yield maximum benefits in improved effectiveness for the citizens of San Bernardino.

This review was conducted over a six-month period, from July through December 2006. The methodology of the review included interviews with elected and appointed officials, focus group, and individual interviews with employees, benchmarking comparisons with other jurisdictions, and a review of documents that included the City Charter, City Budget, City Comprehensive Financial Report (CAFR), various management studies that had been conducted previously, City Ordinances, and other materials provided by staff as needed.

This report details myriad findings and observations, and 187 recommendations for a collection of actions that, once implemented, will result in organizational efficiencies and cost savings across the City. These recommendations are specific and action-oriented.

The information presented in the report represents the observations and findings of the experts who worked as a team for this project. While the review of City operations and issues focus on management issues or practices where improvements can be realized, this report should *not* be read as a form of "report card" or assessment of the performance of the elected officials or staff.

Any human enterprise can be improved, and that truth applies to the operation of the government just as it does to every other organization, private or public.

The San Bernardino government performs well in many areas and it uses some best management practices. Management Partners found everyone eager to improve the performance of the government. The fact that the City decided to undertake this study represents a strong commitment to learning and improvement.

Those who may think that the City of San Bernardino government is full of wastefulness will be disappointed in the findings of this report. While abundant opportunities for increased efficiency exist, this does not reflect waste, ineptitude or laziness. Rather, the situation is the natural result of the historical development of a government that has outmoded information systems, inadequate management support and a multitude of convoluted low value processes.

If anything, in certain areas of government the City has taken cost cutting far beyond the point of diminishing returns. In other areas, innovation has been stifled by overly restrictive rules, outmoded bureaucratic systems, lack of investment capital or a culture that is very risk-averse.

Management studies sometimes speak of harvesting "low-hanging fruit" – the idea being that some changes to save money or do things more efficiently can be made with little effort. In reality, most all changes are hard work, require a funding commitment and are resisted by those with an investment in the status quo.

This is true in the City of San Bernardino government. Years of cost cutting have pretty much stripped the orchard of any low-hanging fruit and the trees themselves are in bad shape. Indeed, a clear-eyed evaluation of the condition of the City leads to the conclusion that ongoing "business as usual" operations are not possible, at least for very long.

The primary findings of this report are that the San Bernardino City government must modernize, and that it must address its serious fiscal situation. The City must evolve from a jurisdiction rooted in old bureaucratic systems to one re-seeded with modern public sector management practices. An important implication of this finding is that the City has a substantial need for reinvestment in basic systems. In fact, the City has both booked liabilities and unrealized but real liabilities for which it does not have the funding to meet.

Therefore this report does not result in new spending money. It does offer the City a chance to make changes to allow it to reinvest in itself, so San Bernardino becomes capable of more efficient operations. In doing so, the City will be able to sustain improved long-term operations.

## **Modernization**

While this report identifies specific, practical ways the City can become more efficient and save money, the overall theme of this report is that the City government needs to be modernized. The political and management superstructure needs to be streamlined. Its internal organizational infrastructure needs to be allocated so that sufficient resources are available to maintain City assets and provide adequate support for workers who serve residents. The financial systems of the City need to be robust enough to promote sound, sustainable fiscal management.

This report discusses this issue in more detail. While it offers numerous recommendations to improve efficiency and save money, Management Partners believes that modernizing business practices is far and away the most critical change that the City needs to make if it is to become a progressive, efficient and sustainable government.

## **City Finances**

The need for modernization is underscored by the City's current financial circumstances. Healthy finances provide local governments with the means to achieve their strategic goals and encourage alignment. Conversely, poor finances often relegate governments to distress and infighting. The cause and effect of the reasons why governments have differing financial fortunes is complex and cannot be generalized, because they have to do with choices as well as circumstances.

San Bernardino is experiencing fiscal distress. The symptoms include:

- Significant and threatening unfunded liabilities
- Lack of resources for support services, building and equipment
- Internal competition for limited resources
- Unusually restrictive internal and external budgetary controls
- Lack of long-range financial planning
- Slow growth of tax revenues
- Dramatically shrinking resources available for non-public safety services
- A budget process in which Departments do not feel actively and meaningfully involved
- Lack of documented financial/budgeting policies
- Auto-pilot expenditure mandates
- A general belief among key staff that general fund resources are not available to work at a best practice level

Given the factors discussed in this summary, the reality is that the City's general fund finances are tenuous. Aside from public safety, it is questionable whether the City can maintain funding for existing program service levels, and there are unmet needs that are becoming critical. The

policy framework of the City's financial management system requires immediate attention.

This report includes a number of recommendations aimed directly at helping the City put its finances in order. Implementing them will present challenges to both elected officials and staff.

## **City Support Services, Facilities and Equipment**

Exacerbating the financial concern is the underinvestment in facilities, equipment and support services that provide a basic foundation for government operations. Support services include those programs that support the administration of the City and its operations. This category includes the functions of finance, human resources, workers compensation, liability, fleet management, facility maintenance, information technology and purchasing. The facilities function includes City buildings, while equipment includes vehicles and other capital items, such as computer servers.

Thinking of the above as the organization's own infrastructure, the blunt reality is that infrastructure is substandard and deteriorating. All direct service departments are being impacted by these conditions and less efficient than they should be in basic delivery of services.

There are both financial and operational consequences of this underinvestment. Neither the facilities nor the equipment function is on a solid financial foundation, with actual costs being charged to the programs that use their services, and with concomitant depreciation and replacement funding in place. Though some operations receive funding outside of the general fund, thus providing for their own needs, most of the City's core services are affected by the lack of resources available. These deficiencies are large, not small, and the trend is unfavorable. For example the City does not have a sinking fund to replace fire engines and consequently must depend on grant funds, which may or may not be available, and which has led to engines being run beyond their planned life expectancy.

The City has placed low priority on support services, facilities and equipment, out of necessity as it has addressed other service needs, primarily in public safety. Ironically, the productivity and effectiveness of public safety operations also has been undermined by these deficiencies, as the example above points out.

The importance of addressing this is critical because the City's sustainability and the organization's effectiveness depend upon it. This report offers a number of recommendations involving the use of best management practices that will help address this problem. Even so, this issue presents a stiff challenge to a city that has limited resources to apply to support services. Moreover, in the City of San Bernardino,

existing structural barriers to organizational alignment will frustrate needed change. The City has an organizational structure which has convoluted lines of authority and fragmentation, strikingly so for a medium sized city.

## **The Bottom Line**

As noted, the City benefits from a qualified and committed staff that has enabled it, within its significant operational constraints, to provide services to residents. The staff excels at making day in day out tactical decisions to get the job done. They are hampered by lack of strategic management and out of date systems. Our review has identified many opportunities for improvement in organization, staffing and processes that are used to accomplish work and provide services. In addition, we have identified numerous and extensive opportunities for the City to increase operational efficiencies save money and realize revenues to cover costs.

These improvements are real and have a substantial multi-million dollar value. Attachment A provides a summary using conservative assumptions where a dollar figure can be realistically estimated. Many other recommendations will bring efficiencies and savings but more work is necessary to estimate them with more certainty. However, it will take hard work to make the improvements, including fundamental changes in the ways in which the City does business. Yet in every case there are examples of other cities achieving similar results to what is recommended for San Bernardino.

Those who will argue against making changes should consider that San Bernardino does not have the luxury of standing pat, as the negative trends impacting basic operations are not going away. Indeed, the City continues to lag other Inland Empire cities in attracting new development, and it needs to become more competitive and proactive in the delivery of municipal services in order to counter this trend and change perceptions. Streamlining and modernizing operations as recommended in this report will help accomplish these critically important objectives.

In considering the change agenda, there are several caveats that need to be stated. First, some of the recommendations will take more time than others to implement, especially since some involve significant organizational changes that will take time to put into place. Second, the report has identified a number of areas where policy makers will want to redirect savings from improved government operations to reinvest in basic corporate systems. This latter option is especially important given the financial stress that confronts the City.

The challenge to policy makers and managers alike is big -- both to make the decision to implement needed changes and to actually complete implementation. In preparing this report, however, we have remained true to the twin goals of identifying best practice improvement opportunities

and reducing the cost of existing operations, but with a constant eye toward implementation.

## 8. Organizational Restructuring

# ***“Building a Better Community”***

## ***Organizational Restructuring***

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### **Program Description:**

A comprehensive organizational restructuring chart will be distributed separately prior to the retreat.

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## 9. Building a Better Community

*San Bernardino...*

*Building a*

*Better Community*

# ***“Building a Better Community”***

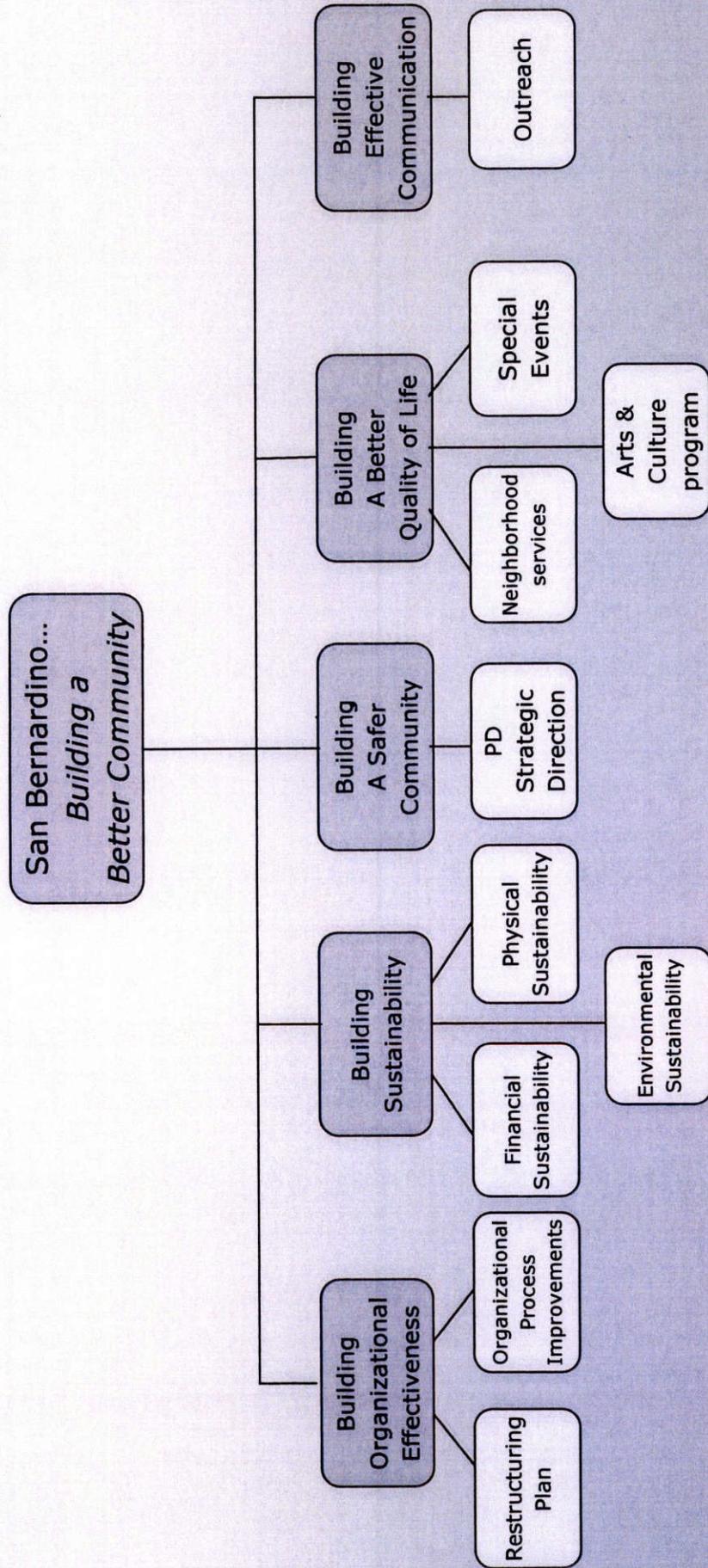
## **Initiatives**

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The following is a collection of staff recommended initiatives to assist the Mayor and Common Council in identifying priorities for the upcoming years. These initiatives are identified in 5 categories, identified below. Each of these initiatives are summarized in detail, including work teams, objectives, time lines for each program or project and a recommendation for Council action. If that Mayor and Common Council should have further questions, staff is available to provide additional information.

- **Building Better Operational Effectiveness**
  - Review of Boards & Commissions
  - Customer Service
  - SB Direct & SB Access
  - IT Improvements
  
- **Building Sustainability**
  - Financial Stability & Operations
  - Economic Development
  - Infrastructure
  - Development Service – Process Improvements
  - Beautification Summary
  - Transportation
  - Environmental Sustainability
  
- **Building Safer Communities**
  - Strategic Direction – Police Department
  
- **Building a Better Quality of Life**
  - Special Events
  - Neighborhood Services
  - Arts and Culture
  
- **Building Effective Communication**
  - SB Communications Strategy

# San Bernardino... Building a Better Community



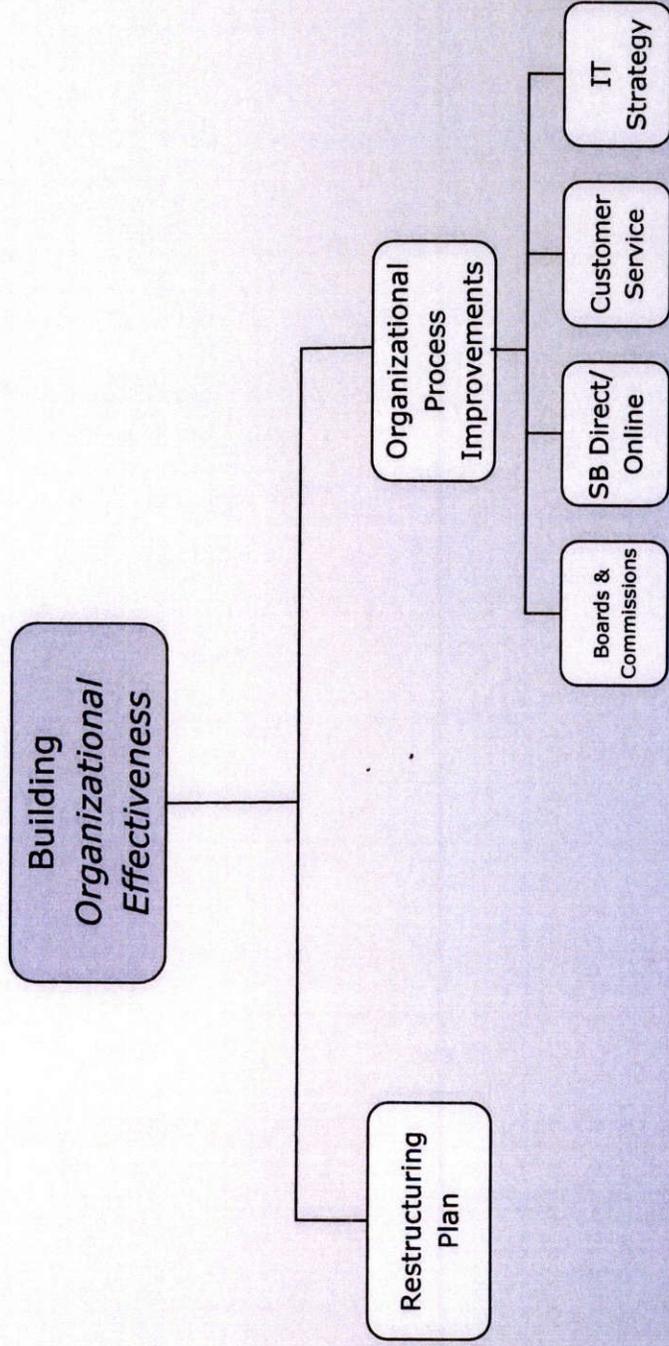
# A. Building Organizational Effectiveness

## **Organizational Effectiveness**

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- ✓ Restructuring Plan – Previously Discussed
- ✓ Organizational Process Improvements
  - Boards and Commissions
  - SB Direct
  - Customer Service
  - Information Technology Strategy

# San Bernardino... Building a Better Community



# ***“Building a Better Community”***

## ***Building Organizational Effectiveness***

**Name of Program:** Review of Boards and Commissions

**Lead Agency:** City Manager’s Office

**Team Members:** Department members who staff Boards and Commission

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**Purpose Statement:**

Improve the efficiency of Mayor and Common Council appointed Boards and Commission to ensure they are being utilized in a manner that provides the best representation of the Mayor and Common Council.

**Program Description:**

To review all of the City’s Mayor and Common Council appointed Boards and Commissions in an effort to streamline the number and purpose of these committees.

**Program Objectives:**

- Define the role of Boards and Commissions as they relate to the City’s organizational purpose
- Determine where there might be overlaps in roles and responsibilities among each Board and Commission
- Determine Boards and Commissions that may be outdated and not in line with the current organizational goals of the Mayor and Common Council
- Review the current process for appointing members to determine if it is effective for the Mayor and Common Council
- Review staff time associated with overseeing Boards and Commissions to ensure it is an efficient use of staff time
- Review member time associated with their appointment to ensure it is an efficient use of their time
- Review the effectiveness of Boards and Commissions as it relates to their role as advisors to the Mayor and Common Council
- Develop recommendations regarding the roles and responsibilities of Boards and Commissions.
- Develop recommendations to amend the Municipal Code (or Resolution) as it relates to the effectiveness and efficiency of each Board and Commission

**Work Plan:**

The process the City Manager’s Office will utilize in reviewing Mayor and Common Council appointed Boards and Commissions will encompass the following:

**Work Teams:** City Departments that staff Boards and Commissions

**Objectives:** To determine the effectiveness and efficiency of each Board and Commission and determine where there may be an overlap in roles and responsibilities in an effort to provide the Mayor and Common Council recommendations for improvement.

**Timeline:**

1. The review and research process will be completed within thirty days of the retreat (4/30/2010)
2. Recommendations for improvements will be prepared for Mayor and Council’s approval at the 5/3/2010 Council Meeting.

**“Building a Better Community”**  
**Building Organizational Effectiveness**

**Name of Program:** Review of Boards and Commissions

**Lead Agency:** City Manager’s Office

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3. Amendments to the Municipal Code or Resolution relating to the Mayor and Council’s approved changes to Boards and Commissions will be prepared and brought forward for approval on 6/14/2010.

**Recommendation:**

That the Mayor and Common Council direct staff to conduct a review and provide recommendations regarding possible adjustments to enhance the effectiveness of Mayor and Common Council approved Boards and Commissions.

# ***“Building a Better Community”***

## ***Building Organizational Effectiveness***

**Name of Program:** SB Direct (SB Connect & SB Access Online) **Lead Agency:** City Manager’s Office

**Team Members:** City Manager’s Office, Communications Office, Information Technology

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### **Purpose Statement:**

The City of San Bernardino call center, SB Direct, is designed to improve communication between the community and City government through a centralized approach to customer service. SB Direct is designed to serve the community by serving as a conduit between staff and citizens.

### **Program Description:**

SB Direct represents the next logical step in the City’s continual push for providing enhanced customer service to the City’s residents and other community members. As a non-emergency call center, SB Direct, will have one centralized phone number for all city services. Community members will have the ability to make suggestions, report problems, and receive information or request services with just one call to SB Direct. Customer service representatives will handle calls for specific departments and will be available Monday through Friday for a determined period of time to handle requests. SB Direct staff will be responsible for entering requests into the City’s existing Customer Relationship management (CRM) system (SB Access Online), in addition to follow up and closure of each request.

In conjunction with the call center, a new E-notify service called SB Connect will be available for the public to keep abreast of latest information going on in the City, specific to areas they are interested in. This electronic service will provide the latest information to residents, thus assisting the call center with the level of calls they receive.

### **SB Access Online Background:**

SB Access Online has been fully operational since the beginning of April 2008. Both citizen and internal requests are tracked in SB Access Online. The public creates citizen requests from frequently asked questions (FAQ’s) viewable to anyone who accesses the City’s website. Internal requests are only viewable to employees and are used as an internal work order system.

Since the inception of SB Access Online, 11,689 citizen requests have been created. Public Services – Graffiti Clean-up had the highest level of requests with 3,390, followed by Code Enforcement with 1,776 requests. SB Access Online sends out customer service surveys to those citizens who include their email address when submitting requests. The surveys measure employee effectiveness, time to respond, employee courtesy and expectations met.

### **Program Objectives:**

The SB Direct call center, in conjunction with SB Access Online and SB Connect, will help streamline customer service at all levels through:

- The creation of a single phone number for the community to call when they have a question, complaint or request
- A well-equipped staff that are prepared not only to transfer calls, but to answer a variety of questions
- Monitoring and logging of all calls made to the City, as well as follow up to ensure transferred calls are responded to
- Tracking of requests from inception to completion, thus improving efficiency

# ***“Building a Better Community”***

## ***Building Organizational Effectiveness***

**Name of Program:** SB Direct/SB Connect/SB Access Online    **Lead Agency:** City Manager’s Office

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- Enhanced perception of the level of service offered at the City of San Bernardino
- Minimization of expenses
- Collection of important data. SB Direct will allow the City to pull reports and collect statistics that are critical in ensuring the amount of staff assigned to project areas is adequate
- SB Connect (e-notify) will provide the latest news to residents via email, to help reduce number of residents frustrated because they cannot find needed information

### **Work Plan:**

The Communications team has begun drafting a comprehensive 5 year strategic communications plan designed to target areas that lack proper communication. Part of that plan will include necessary steps for creation and maintenance of SB Direct/ SB Connect:

### **Work Teams:**

Staff is in the process of identifying staffing needs for an effective call center program. Individuals may be cross trained from existing departments to fill the needs of the call center. Staff in our IT Department is currently reviewing the City’s old list serve to ensure the most important topics are represented on the Web site. New lists will be created as needed.

The Customer Service and IT Task Force teams will be working to ensure SB Direct has a positive impact on the City’s levels customer service and that the City’s technological infrastructure is able to withstand the future growth of SB Direct.

### **Objectives:**

Each of the identified team members will have specific and detailed objectives that will encompass one or more of the projects identified in the program description.

### **Timelines:**

A timeline for each of those objectives will be established to ensure timely creation of the call center, consistent with the City Council’s priorities. The lists for SB Connect already exist, thus the timeline could be extremely short to begin use of the program. A progress report will be prepared and presented to the Mayor and Council in July 2010.

### **Recommendation:**

That the City Council endorse SB Direct. Upon Council approval, staff will move forward on development and creation of the program under the umbrella of the 5 year strategic communications plan, consistent with the Mayor and Common Council’s identified priorities. Staff will present an update on the implementation plan in June, 2010.

# ***“Building a Better Community”***

## ***Building Organizational Effectiveness***

**Name of Program:** Customer Service Improvements

**Lead Agency:** Human Resources

**Participants:** Representatives from each City Department, the Employee Recognition Committee, the Team work Committee and the Communications Committee

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**Purpose Statement:**

The City of San Bernardino Customer Service Committee is dedicated to enhancing the City’s commitment to providing top quality customer service and organizational responsiveness to both internal and external customers through the identification of system improvements and the training of personnel.

**Program Description:**

The Customer Service Committee was established to reinvigorate the City’s commitment to monitor and improve customer service using a centralized, strategic approach, through cooperation and coordination among City departments. The Committee meets monthly to discuss current customer service operations within the City, challenges facing the City and ways to address those challenges.

The committee has shaped the word SATISFACTION into an acronym that will be used as model for providing high quality customer service (attached for reference).

Customer service begins with the way employees see themselves and their co-workers (internal customer service), and how that image is then transferred to the customer (external customer service). The primary focus of this program is to communicate to all employees the importance of their individual contributions and to show them how “all of us is better than one of us!”

**Program Objectives:**

The efforts of the Customer Service Committee will encompass the City as a whole, to improve its overall commitment to providing top quality customer service, and fulfill the purpose of SATISFACTION, those efforts include:

- Utilizing the City of San Bernardino’s Shared Values to provide a clear vision of quality customer service, incorporating that vision into SATISFACTION
- Developing and implementing Customer Service guidelines in the employee orientation processes to ensure quality customer service becomes a standard in the City of San Bernardino
- Ensuring the expectations and needs of internal and external customers are identified, understood and responded to throughout the City
- Creating a means of communication to share information with employees about customer service and best practices, and the principles of SATISFACTION
- Utilize the results from the survey to develop recommendations that may be utilized by City Departments to create a customer service oriented working environment
- Assist with the implementation of the SB Direct call center.

**Work Plan:**

The Customer Service Committee has begun drafting a strategic plan aimed at accomplishing each of the program objectives. The strategic plan will encompass the following:

# ***“Building a Better Community”***

## ***Building Organizational Effectiveness***

**Name of Program:** Customer Service Improvements

**Lead Agency:** Human Resources

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### **Work Committees:**

The Committee is comprised of representatives from all City departments; the members serve as committee leaders for their prospective departments.

### **Objectives:**

- Identify the City’s internal and external customers
- Ensure that SATISFACTION recognized and understood by City Employees
- Develop Customer Service training curriculum to implement city wide
- Use results from an Annual Employee Survey to measure if high-quality customer service is being practiced by City employees
- Develop Customer Service curriculum to be incorporated into new employee orientation
- Remind employees of the importance of quality customer service through a series of announcements with customer service tips, a customer service “pop quiz” and placement of customer service announcements on bulletin boards, in newsletters and on the intranet
- Create a “Customer Service Corner” on the City’s website, allowing

### **Timelines:**

A timeline for each objective will be established to ensure a sustainable customer service program that is consistent with the City Council’s priorities, is being developed. An update on the program will be provided to the Mayor and Council in August, 2010.

In addition, partnerships are being formed with other City Committees, such as the Communications, Committee, the Teamwork Committee, and Employee Recognition Committee to minimize cross-over and ensure a more comprehensive program.

### **Recommendation:**

That the Mayor and Common Council endorse the Customer Service Committee’s programs and objectives. Upon Council approval, staff will move forward on a strategic plan that is consistent with the City Council’s identified priorities,

Customer Service Task Force  
2010

**S**ervice to Customers

**A**ccountability

**T**reat with Respect

**I**ntegrity

**S**olutions

**F**ollow Through

**A**ccuracy

**C**ollaboration

**T**imely Response

**I**nnovation

**O**pen Door Policy

**N**eeds Exceeded

# ***“Building a Better Community”***

## ***Building Organizational Effectiveness***

**Name of Program:** Information Technology Improvements **Lead Agency:** City Manager’s Office

**Team Members:** All City Departments

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### **Purpose Statement:**

The City of San Bernardino Information Technology (IT) Task Force is committed to improving the City of San Bernardino’s current technology to better serve the information needs of the City of San Bernardino, including its citizens and employees.

### **Program Description:**

The IT Task Force was created to review the City's use of information technology in all departments and make suggestions for improving those systems and adding new ones. The goal of the task force is to provide departmental insight to evaluate, integrate, and support innovative technologies through the creation of a five-year strategic plan.

### **Program Objectives:**

The efforts of the IT Task Force will encompass the City as a whole, including internal and external customers, to improve its overall technology functionality. Those efforts include:

- Identifying the current status of the technology infrastructure in San Bernardino.
- Evaluating City procedures and processes that hinder, or assist, the development of technology
- Develop a strategy for consolidation/integration of various applications.
- Watch emerging software trends and continue evaluations of existing software environments.
- Effectively maximizing return on resources and providing cost effective methods for citizens, businesses, vendors and others to easily access information and conduct business with the City.
- Identify funding for technology upgrades in the FY 2010-2011 budget through the adoption of technology user fees, and the re-allocation of current resources.

### **Work Plan:**

The IT Task Force has begun drafting a strategic plan aimed at accomplishing each of the program objectives. This strategic plan will encompass the following:

#### **Work Teams:**

Staff had identified two cross-departmental teams. The first is a team consists of representatives from each department and management staff from the IT Department. The second team is comprised of staff from the City Manager’s Office and the IT Department. After the five-year strategic plan is complete, an IT Oversight Committee will be formed to provide guidance to IT staff during implementation phases, and sustain uniformity to the five-year strategic plan.

#### **Objectives:**

Each of the identified teams will have specific and detailed objectives that will encompass one or more of the projects identified in the program description.

**“Building a Better Community”**  
**Building Organizational Effectiveness**

**Name of Program:** Information Technology Task Force **Lead Agency:** City Manager’s Office

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**Timelines:**

A timeline is being developed for each of those objectives to ensure a sustainable technology program that is consistent with the City Council’s priorities. An update on the program will be provided to the Mayor and Council in July 2010.

**Recommendation:**

That the Mayor and Common Council endorse the IT Task Force’s program objectives. Upon Council approval, staff will move forward on completing the five-year strategic plan, consistent with the Council’s identified priorities.

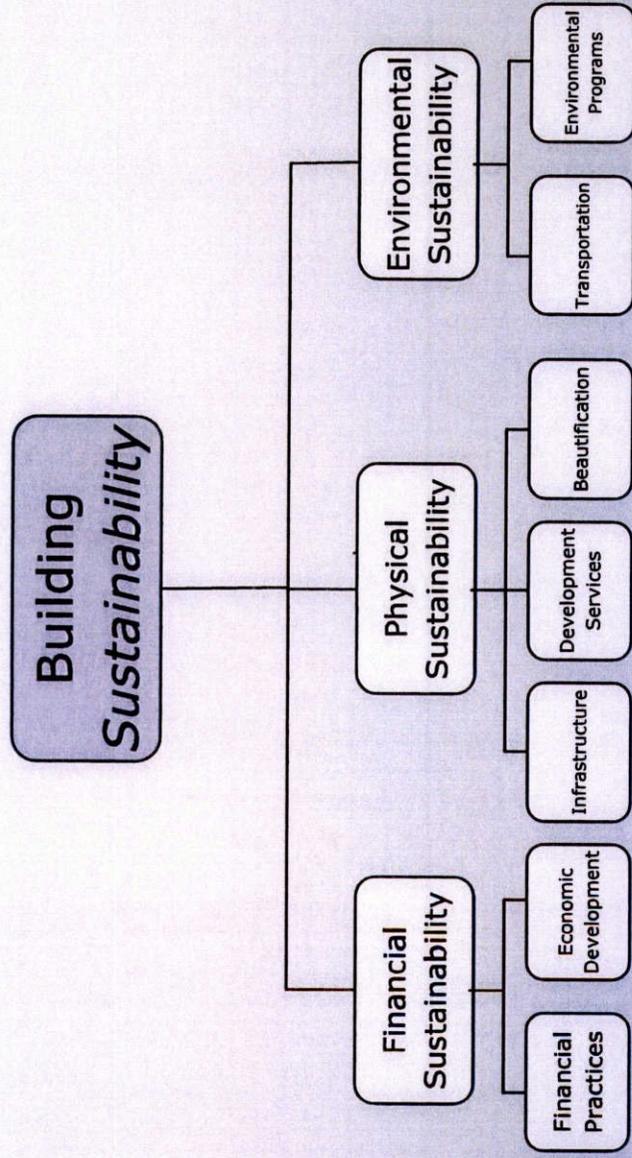
## B. Building Sustainability

## **Building Sustainability**

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- ✓ Financial Sustainability
  - Financial Practices
  - Economic Development
  
- ✓ Physical Sustainability
  - Infrastructure
  - Development Services Improvements
  - Beautification
  
- ✓ Environmental Sustainability
  - Transportation
  - Environmental Programs

# San Bernardino... Building a Better Community



# ***“Building a Better Community”***

## ***Building Sustainability***

**Name of Program:** Financial Practices      **Lead Agency:** Finance Department/City Manager’s Office

**Team Members:** Cross Departmental Teams

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### **Purpose Statement:**

To improve the financial stability of the City through short term and long term planning.

### **Program Description:**

The goal is to improve financial stability through a series of measures that will include strategic planning for expenditure reductions, revenue enhancements, and efficiency measures designed to save time and resources which will lead to a plan for long term fiscal security.

### **Program Objectives:**

- Develop and implement a Program Performance Budget for FY 2010/11
- Update Fiscal Policies and Procedures
- Create a plan for promoting financial stability for the City

### **Work Plan:**

#### **Work Teams:**

**Program Budget:** The Finance Department has taken the lead role in developing a Program Performance Budget for FY 2010/11. The Finance Department is assisting team leaders from each department to develop programs within their departments that will ultimately assist the Mayor and Common Council by providing better information to assist with their decision making responsibilities.

**Fiscal Policies and Procedures:** The Finance Department will take the lead role in reviewing the outdated Fiscal Policies and Procedures of the City. In addition to utilizing recommendations from the Management Partner’s study, Finance will work with all City departments in an effort to find ways to streamline current procedures for better efficiency.

**Enhancing Revenue:** A Revenue Committee has been established and consists of members from the Finance Department, City Manager’s Office, City Clerks Office, Development Services Department, Code Enforcement, and the Economic Development Agency and Public Services

### **Objectives:**

#### **Program Performance Budget to include:**

- Mission statement from each department that establishes the service that is expected by those it serves
- Program summaries that tell the purpose of each program
- Establish performance measures for each program to ensure goals and priorities are being met
- Strategic goals that tie each program to the goals and priorities set by the Mayor and Common Council

# ***“Building a Better Community”***

## ***Building Sustainability***

**Name of Program:** Financial Practices      **Lead Agency:** Finance Department/City Manager’s Office

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- Develop a five strategic plan that will include a longer range perspective in planning for each operation in an effort to achieve the vision, goals, and priorities adopted by the Mayor and Common Council
- Major issues that may produce significant impacts on the department’s operations in the coming year
- Major accomplishments from the prior FY and how they relate to Council priorities

### **Fiscal Policies and Procedures:**

- Review all fiscal policies and update those policies needed such as reserve, capitalization, and budget amendment policies.
- Review and update credit card procedures for accepting payments in an effort to decrease credit card fees
- Review and make recommendations to purchasing policies to ensure better efficiency

### **Enhancing Revenue:**

- Review and make recommendations regarding options for revenue increases
- Review and make recommendations regarding increased revenue from audits, and debt collection
- Review and make recommendations regarding fee increases and/or policy changes
- Research other revenue increasing ideas provided by team members and city staff

### **Timeline:**

#### **Program Performance Budget:**

The budget process is in progress and on target to be completed by June in preparation for next year’s budget approval process. Additionally, a five-year Financial Strategic Plan will be developed by the end of December 2010.

#### **Fiscal Policies and Procedures:**

The process of reviewing current operating procedures has started and staff is reviewing other Cities for best practices. It is estimated staff recommendations will be prepared and presented to the Mayor and Common Council by the end of the December 2010.

#### **Enhancing Revenue:**

The program has been in progress since November of 2009. Recommendations are currently being prepared for Mayor and Council review at the next budget workshop which is planned to take place on April 22<sup>nd</sup>.

### **Recommendation:**

That the Mayor and Common Council endorse the program plan and objectives and that staff be directed to proceed with the analysis of the financial stability measures outlined in this summary report in order to bring forward recommendations at the next budget workshop scheduled for April 22<sup>nd</sup>.

# ***“Building a Better Community”***

## ***Building Sustainability***

**Name of Program:** Economic Development Strategies and Priorities

**Lead Agency:** EDA

**Team Members:** Economic Development Agency, City Manager’s Office, Development Services, Public Services, Police, Fire, Parks & Recreation, Code Enforcement, and Information Technology.

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### **Purpose Statement:**

The City of San Bernardino Economic Development Agency is dedicated to developing strategic initiatives and recommendations regarding projects, programs, incentives and other methods designed to facilitate and stimulate economic growth and development within the City in order to generate additional resources for the City’s general fund and redevelopment areas.

### **Program Description:**

In an effort to improve the City of San Bernardino’s financial sustainability, and achieve economic growth, the Economic Development Agency has the goal of developing a number of strategic plans for development within specified areas of the City.

The Downtown Core Vision Plan, completed in late 2009, outlines a redevelopment strategy for the downtown area of the City. This area is planned for dramatic change over the next 25 years. Implementation includes component plans for mass transit, a new government center, housing and mixed retail.

The Housing Rehabilitation and Development plans, adopted by the Agency, comprise strategies to acquire and rehabilitate, for sale or rental, a number of properties throughout the City. Utilizing redevelopment low-mod funds, or combined with federal, state and private investment, a continuous effort is underway to eradicate blighted housing and create opportunities for safe and sanitary housing for all residents.

The new Business Development Center is being launched in 2010. This center will be interactive and include advisory and ombudsman services, training and education opportunities for small business, as well as serving as a business resource center for small businesses within the city and those that wish to locate here.

In addition, a merger of 14 redevelopment areas into 2 is in progress. This initiative will take two years to accomplish and is geared toward the continuation of redevelopment activities within areas blight throughout the city.

### **Program Objectives:**

The efforts of the Economic Development Agency will involve stimulating economic development in the City as a whole. Those efforts are designed:

- To acknowledge the important role the business community plays in regard to the City’s economic stability
- To maintain a strong relationship between City government and the commercial sector
- To build a mutual understanding of the City’s current economic climate and challenges, and develop partnerships to address those challenges.
- To develop a stronger tax revenue stream in order to maintain current service levels and accommodate an imminent increase in demands for service.

# ***“Building a Better Community”***

## ***Building Sustainability***

**Name of Program:** Economic Development Strategies and Priorities

**Lead Agency:** EDA

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- To revitalize business districts, and other commercial districts, in order to protect property values and retain the City’s current commercial base.
- To create jobs by offering incentives for development
- To align the expenditure of housing funds with priority areas.
- To increase the perception of public safety throughout the City

### **Work Plan:**

The Economic Development Task Force is in the initial stages of strategy development. The committee’s recommendations will form the basis of a comprehensive citywide, and regional, economic development strategy for long-range economic planning and development. These strategic plans will encompass the following:

### **Work Teams:**

Cross-departmental, and multi-agency teams combining various level of expertise will be created for each strategy. Individuals may come from city departments, partner agencies, and the business and development community. One team that was established in 2009 is the Economic Development Task Force. As economic development in any City requires a number of departments, this inter-departmental task force is comprised of individuals with expertise in areas that are vital to a successful development strategy, including housing, transit, real property, infrastructure, public safety, arts, and planning. This collaborative approach will improve communication between City departments and the business community and will result in the identification of comprehensive economic development strategies. These strategies will be presented to the Mayor and Common Council for consideration as they are developed

### **Objectives:**

#### **Downtown**

- Sbx Rapid Bus line—EDA, Development Services, Omnitrans
- Temporary relocation of bus mall—EDA, Omnitrans, San Manuel Band of Mission Indians
- Intermodal Transit Center--EDA, Development Services, Omnitrans
- Extension of MetroLink to Intermodal center—EDA, Development Services, SANBAG
- Creation of Arts and Entertainment-oriented District at Fourth and E Streets
- Redevelopment and Activation of Court Street business and hospitality district
- Redevelopment of Carousel Mall into a mixed-use civic, retail and housing development

#### **Housing**

- Continuation of property acquisition under the low-mod and NSP1 funding programs
- Assist in the development of new housing opportunities for low-and moderate-income persons
- Continue the housing purchase and rehabilitation assistance programs
- Business Development Center
- Complete the remodel of the second floor suites for the BDC in early 2010
- Begin the provision of services in FY 2010-11

# ***“Building a Better Community”***

## ***Building Sustainability***

**Name of Program:** Economic Development Strategies and Priorities

**Lead Agency:** EDA

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- Webcast and televise training sessions
- Redevelopment Areas
- Within the 14 redevelopment areas, establish neighborhood priorities for 1-5 year implementation
- Begin the planning for the extended areas around the downtown core from Rialto to Mill, from 6<sup>th</sup> to Baseline from the 215 to Mt. Vernon and the SBD airport area
- Study the adaptive reuse of the south E Street Corridor
- Develop a strategic plan for the Highland Avenue and Baseline corridors
- Develop neighborhood housing and commercial strategies for the 40<sup>th</sup> Street RDA Area
- Develop implementation strategies for the Mt. Vernon and Northwest Project area neighborhoods with definable goals for the 1-5 year period

### **Timelines:**

Each strategic plan will include benchmarks and timelines for projects, programs or strategies that are in concert with the goals and priorities of the Mayor and Common Council; such as the creation of downtown development districts, re-zoning, development of specific plans, planning and construction of housing development, identification of new enterprise development, and negotiating with the County on the design and implementation of a City-County Government Center project. These benchmarks will ensure that the progress of these projects can be monitored.

### **Recommendation:**

That the Mayor and Common Council endorse the Economic Development Strategies and Priorities programs and objectives. Upon Council approval, staff will move forward to further the development of strategic plans for revitalizing downtown.

# ***“Building a Better Community”***

## ***Building Sustainability***

**Name of Program:** Infrastructure Maintenance

**Lead Agency:** Development Services

**Team Members:** Development Services, Public Services, Facilities Management & Information Technology, City Manager’s Office

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**Purpose Statement:**

To effectively manage and maintain the City’s streets, sidewalks, buildings and subsurface infrastructure with a priority on health and safety through a planned, cost effective effort.

**Program Description:**

The Infrastructure Maintenance program is designed to proactively manage the City’s public works infrastructure by developing a complete inventory of assets, assessing their condition and developing master plans that identify deficiencies, priority needs, funding strategies and long term plans to effectively maintain the infrastructure to meet elected officials and public expectations. The program will take place in three phases. Phase I will involve cataloging all city streets, sidewalks, buildings, sewers and storm drains through GIS mapping followed by an assessment of condition for each. Phase II will consist of generating maintenance priorities and funding requirements through the development of master plans; and Phase III will incorporate the recommendations into the Capital Improvement Program ultimately followed by project initiation and completion

**Program Objectives:**

- Compile an inventory of the City’s streets, sidewalks, buildings and subsurface infrastructure (sewers and storm drains) and develop a GIS layer for each
- Categorize streets by functional use and by condition
- Work with the City Manager’s office and the City Council to identify the desired level of maintenance (pavement quality index)
- Identify the surface treatments required for each street to raise the pavement quality to the desired levels accompanied by cost
- Develop a long term plan to maintain all city streets at or above the pavement quality index target
- Identify areas in the City where no sidewalk or curb and gutter presently exist
- Develop a funding strategy for constructing new sidewalk, curb and gutters where none presently exist.
- Categorize buildings by functional use and condition
- Work with the City Manager’s office and the City Council to identify the desired level of maintenance
- Develop a sewer master plan
- Develop a storm drain master plan

**Work Plan:** Identify the work team members and issue Requests for Proposals to develop the sewer and storm drain master plans.

**Work Teams:**

Development Services, Public Services and Facilities Management are charged with the responsibilities of managing and maintaining the public works infrastructure, therefore, team members will be selected from these three departments. Information Technology will play a support role by assisting in developing the relevant GIS layers.

# ***“Building a Better Community”***

## ***Building Sustainability***

**Name of Program:** Infrastructure Maintenance

**Lead Agency:** Development Services

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**Objectives:**

To develop long range plans to manage the public works infrastructure. This will be accomplished through the development of sewer and storm drain master plans, and a long range Capital Improvement Program the going beyond the current 5 year plan.

**Timelines:**

Request for Proposals for the development of a sewer master plan will be issued before June 30, 2010. Funds will be budgeted for the storm drain master plan for fiscal year 2011-2012. Completion of the long range capital improvement program for streets and sidewalks will occur in late 2011, a comprehensive update will be provided to the Mayor and Common Council as the CIP is developed. Additional timelines will be created to ensure the remaining objectives are completed at an adequate pace.

**Recommendation:**

That the Mayor and Common Council endorse the Infrastructure Maintenance Program and objectives, consistent with the Mayor and Council’s identified priorities.

# ***“Building a Better Community”***

## ***Building Sustainability***

**Name of Program:** Development Process Improvements

**Lead Agency:** Development Services

**Team Members:** Development Services, EDA and the development community.

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### **Purpose Statement:**

To develop and implement changes to Development Services processes and procedures to provide timely and efficient services to the development community, and property owners, by facilitating development in a manner consistent with the City’s codes, standards, and policies.

### **Program Description:**

The Process Improvements Program is being developed to improve customer service by any member of the Development Services staff who receives and processes development applications, reviews plans and applications, issues permits, or completes inspections.

### **Program Objectives:**

Establish a one-stop shop for permit issuance, and establish a priority procedure to be used when processing major development projects.

### **Work Plan:**

The Development Services Department has begun drafting a plan aimed at accomplishing each of the program objectives. This plan will encompass the following:

#### **Work Teams:**

Development Services staff, and all City Departments involved in the process of development, including the Economic Development Agency, the City Clerks’ Office, Fire Prevention, the San Bernardino Municipal Water Department and Public Services.

#### **Objectives:**

- Streamline the review and plan check processes, creating a more efficient process for customers
- Review development related fees to ensure we are consistent with local agencies
- Determine the optimal staffing levels needed to accomplish each of the objectives
- Integrate the EDA’s “Office of Business Development” in the process for major projects
- Identify and remove steps that may be duplicative or unnecessary to deliver plan review services in a more efficient manner
- Improve communication and cooperation between staff and the development community
- Implement City’s customer service program to change the reputation of the City to a preferred place to do business.

#### **Timelines:**

Longer term improvements will be an ongoing and continual effort. The process improvements are underway and implementation is scheduled to commence by June 30, 2010. Staff will present a process improvement plan to the full council prior to implementation.

**Recommendation:** That the Mayor and Common Council endorse the Development Process Improvements Program effort.

# ***“Building a Better Community”***

## ***Building Sustainability***

**Name of Program:** Beautification Program

**Lead Agency:** City Manager’s Office

**Team Members:** City Manager’s Office, Code Enforcement, Parks, Recreation & Community Services, Public Services and SBETA

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### **Purpose Statement:**

The City of San Bernardino Beautification Committee is dedicated to improving the appearance and image of the City of San Bernardino through an aggressive beautification program. The goal of the Committee is to generate civic pride and to motivate the City’s diverse population to participate in the beautification process.

### **Program Description:**

The Beautification Program is being designed to improve, enhance, and preserve the appearance of the community. Working with community groups and local agencies, this program will identify progressive enhancement projects such as entryways, streetscapes, landscaping (including community gardens), improved traffic and transportation features, and other small and large community projects that will provide a foundation for community development and continued aesthetic improvements, consistent with priorities identified by the Mayor and Common Council.

In addition to the identification of new beautification projects, these current services will be incorporated into this initiative:

- Graffiti removal, enforcement and educational services through SB TAAG
- Code Enforcement
- Downtown Beautification Crew
- Right of Way Team, clean debris, trash, weed abatement and item pick up in City Right of Way
- Keeping our streets clean and clear with regular Tree Trimming and Street Sweeping
- Bulky item pick up services to City residents and business owners for appliances, furniture, and scrap metal
- The Hazardous Materials Team which enforces laws regarding dumping debris in public streets, an act that is strictly prohibited and punishable by a fine or jail time.
- Recycling and diversion programs to educate residents on how to recycle, reduce and reuse.

### **Program Objectives:**

The efforts of the Beautification Committee will encompass the City as a whole, to improve its overall appearance. Those efforts include:

- Enhancing major gateways, including beautifying on and off ramps throughout the City
- Improvement of medians and city owned rights of way along main arterial roads
- Enhancing the City’s Parks
- Improving the landscaping, lighting and overall appearance of Seccombe Lake and its surrounding parks, making it a focal point of the downtown area
- Lighting improvements, this may include creating maintenance districts to provide needed improvements to neighborhoods, and upgrading outdated lighting systems throughout the downtown area
- Placing signs at three significant City entrance points welcoming visitors to San Bernardino
- Public art projects, including landscape murals and community paint out days
- Tree planting, Adopt a Tree Programs, and refurbishing tree grates downtown

# ***“Building a Better Community”***

## ***Building Sustainability***

**Name of Program:** Beautification

**Lead Agency:** City Manager’s Office

- Organization of neighborhood beautification events and clean up days in each of the City’s wards
- Revitalization of the Downtown area, focusing on the 4<sup>th</sup> Street Corridor surrounding the California Theater, in and around “F” and “D” Streets and 2<sup>nd</sup> and 4<sup>th</sup> Streets.

In addition to those efforts, the City will also be focusing on projects that, although smaller in scale, will enhance the City’s overall appearance. These projects include:

- Refurbishing refuse roll off containers
- Updating the City’s sign ordinance to creating a more effective enforcement tool regarding illegal signs and façades
- Taking a more aggressive approach to beautify the 2<sup>nd</sup> Street gateway into the downtown area by planting flowers on the on/off ramps and redeveloping the professional complexes along 2<sup>nd</sup> Street.

### **Work Plan:**

The Beautification Team has begun drafting a strategic plan aimed at accomplishing each of the program objectives. This strategic plan will encompass the following:

#### **Work Teams:**

Staff is in the process of identifying individuals to serve on cross-departmental teams. These individuals may come from city departments, partner agencies, and the business and residential community.

#### **Objectives:**

Each of the identified teams will have specific and detailed objectives that will encompass one or more of the projects identified in the program description.

#### **Timelines:**

A timeline for each of those objectives will be established to ensure a sustainable beautification program that is consistent with the Council’s priorities, is being developed. A progress report will be provided to the Mayor and Council in September, 2010.

In addition, partnerships are being developed with agencies, such as the San Bernardino Area Chamber of Commerce and the Neighborhood Associations, to ensure that business owners and residents have the opportunity to provide input and assistance with beautification efforts.

Local agencies, with a vested interest in the community, such as the San Bernardino City Unified School District, the County of San Bernardino, Omnitrans, Cal-Trans, the San Manuel Band of Mission Indians and Cal State San Bernardino will be invited to participate on the committee. These partnerships will be established with the goal of creating a multi agency collaboration by which each organization can depend on one another for shared resources and support.

***“Building a Better Community”***  
***Building Sustainability***

**Name of Program:** Beautification

**Lead Agency:** City Manager’s Office

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**Recommendation:**

That the City Council endorse the Beautification Committee’s programs and objectives. Upon Council approval, staff will move forward on constructing the work teams and developing a 5 year strategic beautification plan, consistent with the City Council’s identified priorities.

# ***“Building a Better Community”***

## ***Building Sustainability***

**Name of Program:** Transportation Improvement Program      **Lead Agency:** Mayor’s Office

**Team Members:** Mayor’s Office, City Manager’s Office, Development Services, Economic Development Agency

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### **Purpose Statement:**

The purpose of the City of San Bernardino’s Transportation Improvement Program is to create a balanced mix of transportation options for the residents, businesses and visitors of the City of San Bernardino to allow for greater accessibility and reduction of congestion on City streets.

### **Program Description:**

The City’s current transportation options are disproportionately designed for standard passenger vehicles, creating traffic congestion throughout the City of San Bernardino. The introduction of mass transit options, such as the sbX Bus Rapid Transit Project, Metrolink service into Downtown, a planned light rail line to Redlands will serve to create more effective and efficient options for those living, working and playing in the City of San Bernardino. Additionally, the increased presence of bike lanes and pedestrian friendly sidewalks throughout the City will serve to create additional options for those who do not wish to drive.

### **Program Objectives:**

The objective of the Transportation Improvement Program is to provide enhanced transportation options for residents, businesses and visitors of the City of San Bernardino, as well as achieving measurable reductions in vehicle miles traveled on City streets, through the development and implementation of enhanced mass transit options, and transit oriented development, immediately adjacent to various transit stations

### **Work Plan:**

The City will establish a Transportation Team to begin drafting a strategic transportation plan aimed at accomplishing the program objectives. This strategic plan will encompass the following:

#### **Work Team:**

City Employees from various Departments including the Mayor’s Office, City Manager’s Office, Development Services and the Economic Development Agency, as well as representatives from Omnitrans and the County of San Bernardino currently participate in Transportation Planning meetings.

#### **Objectives:**

- Develop a Transit Oriented Development (TOD) Overlay District around the planned sbX, Metrolink and Redlands Light Rail station locations.
- Continue to provide policy leadership and oversight related to the development of the sbX BRT Project, San Bernardino Intermodal Transit Center and Redlands Light Rail.
- Creation of a Transit Center Specific Plan to develop the area immediately surrounding the San Bernardino Intermodal Transit Center.
- Continue to advocate for a California High Speed Rail station location at the San Bernardino Intermodal Transit Center
- Aggressively pursue federal and state funding for mobility projects

# ***“Building a Better Community”***

## ***Building Sustainability***

**Name of Program:** Transportation Improvement Program

**Lead Agency:** Mayor’s Office

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**Timelines:**

The expected completion date for the sbX BRT project is summer of 2013. The Mayor and Council will continue to be updated by Omnitrans on the progress of this project. All work teams will be expected to adhere to timelines set for each of the other mobility program objectives to ensure the projects are moving forward at an adequate pace.

A progress report regarding the Transit Center Specific Plan will be provided to the Mayor and Council in July 2010.

**Recommendation:**

That the Mayor and Common Council endorse the objectives of the Transportation Improvement Program.

# ***“Building a Better Community”***

## ***Building Sustainability***

**Name of Program:** Environmental Sustainability

**Lead Agency:** City Manager’s Office

**Team Members:** City Manager’s Office, Mayor’s Office, Facilities, Public Services, Development Services, San Bernardino Water Department, Economic Development Agency

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### **Purpose Statement:**

The purpose of the Sustainable San Bernardino Program is to improve the environmental quality of life for the residents and business community of the City of San Bernardino in order to promote more energy efficient activities and practices that result in a reduction of the City’s carbon footprint by 20% by 2015.

### **Program Description:**

Sustainable San Bernardino is a multi departmental and multi faceted program aimed at improving the environmental quality of life in the City. Through various initiatives, the City will reduce its overall carbon footprint by 20% by 2015. These initiatives include development of a Climate Action Plan that will identify key strategies, policies, goal and outcomes allowing for the measurement and progress of the Program as well as the specific projects needed to reach those goals.

### **Program Objectives:**

To implement and institutionalize a comprehensive citywide environmental sustainability program to achieve measurable reductions in greenhouse gas emissions and energy and water consumption.

### **Work Plan:**

Staff, in a variety of departments here, has knowledge, and familiarity of the City’s history, in the area of energy efficient programs and requirements. Staff has begun drafting a strategic plan aimed at accomplishing each of the program objectives. This strategic plan will encompass the following:

### **Work Teams:**

Cross-departmental teams will be developed based on the types of programs designed. These individuals may come from city departments, partner agencies, and the business and residential community.

### **Objectives:**

- Development of a comprehensive Climate Action Plan that establishes goals, strategies and objectives to reduce energy consumption and greenhouse emission levels.
- Establish baseline energy consumption and greenhouse gas data to allow for measurement of progress
- Establish a regional AB 811 program to provide financing options for property owners to install energy efficient, water conservation and renewable energy improvements.
- Use the projects identified in the Climate Action Plan as the mechanism for achieving significant reductions in greenhouse gas emission levels.
- Improve Citywide recycling programs by increasing the amount of recycled materials collected and processed
- Develop a comprehensive Construction & Demolition policy to encourage use of more environmentally sustainable practices, including use of recycled materials and appropriate disposal procedures to increase the amount of recycling

# ***“Building a Better Community”***

## ***Building Sustainability***

**Name of Program:** Environmental Sustainability

**Lead Agency:** City Manager’s Office

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- Develop Communitywide programs to assist residents and businesses in becoming more energy efficient.
- Utilize the Energy Efficiency Conservation Block Grant (EECBG) funds that the City received through the American Recovery Reinvestment Act to implement the programs identified in EEGBC strategic plan.

**Timelines:**

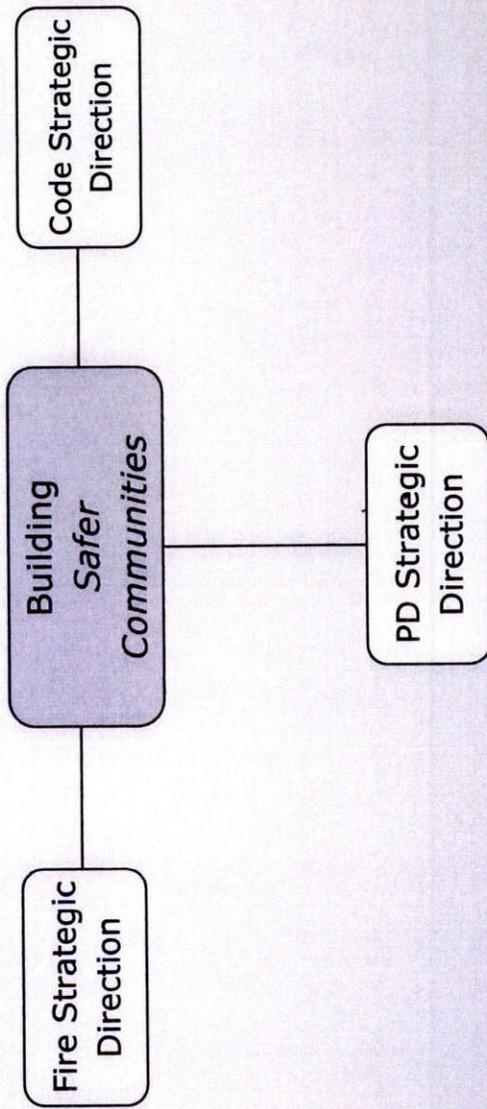
Each strategic plan will include benchmarks and timelines for projects, programs or strategies that are in concert with the goals and priorities of the Mayor and Common Council, as well as the projects that have been identified in the EEGCB plan. These benchmarks will ensure that the progress of these projects can be monitored. A progress report will be prepared and presented to the Mayor and Council in October 2010.

**Recommendation:**

That the Mayor and Council endorse the Sustainable San Bernardino Committee’s programs and objectives. Upon endorsement, staff will move forward on constructing the work teams and developing a 5 year strategic beautification plan, consistent with the City Council’s identified priorities.

## C. Building Safer Communities

# San Bernardino... Building a Better Community



# ***“Building a Better Community”***

## ***Building Safer Communities***

**Title:** Strategic Direction

**Lead Agency:** Police Department

**Team Members:** Police Department, various city departments, agencies, organizations and the public

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### **Purpose Statement:**

The Police Department is in the process of creating a strategic plan to provide vision, goals, strategies, guidance and direction to carry the organization into the future and create effective and efficient public safety services throughout the community. A critical component of this plan will be to enhance the Community-Based Policing philosophy of the organization and maximize safety through public education, crime prevention, problem solving, community involvement and increased reporting of crime. By creating new partnerships, and furthering existing partnerships within the community, a greater feeling and perception of safety can also be established. Some of these initiatives have been undertaken in the past several months and will be incorporated into the 5 year plan going forward.

### **Description:**

Police Department staff currently collaborate and work with a multitude of public agencies and community members on a daily basis. Building on these existing relationships, and creating others, will allow the department to more effectively address public safety challenges that now exist or that will arise in the future. Examples of our ongoing challenges include violent crime, gang related crime, youth criminal behavior, quality of life issues, traffic safety and Homeland Security. These challenges have grown and made more difficult under the current economic climate and the real threat of statewide prisoner release.

To maintain effective/efficient policing methods, future efforts of the Police Department will be directed toward identifying additional stakeholders, opportunities for regional collaboration and community partnerships, and toward developing more effective methods to increase communication and collaboration throughout the community. To support these initiatives and programs, a priority and focus must be placed on identifying financial resources through grants, sharing of resources and developing funding streams to continue making these programs available. The following is an outline of this strategic direction:

### **Initial Steps**

In order to gain an understanding of community and department concerns and priorities a series of activities have been undertaken or are in progress.

- Establish a Community Affairs Unit specifically tasked with identifying community issues and problems, as well as potential partners and resources that can be incorporated into plans of action
- Create ongoing community-based education programs such as the Community Police Academy and topic-based Community Dialogues that will be used to outreach, engage and involve the community as partners
- Utilize Community Advisory groups to enhance relationships and build trust with community neighborhoods and groups
- Utilize the Neighborhood Watch Program as a platform to increase crime prevention, awareness and reporting of suspicious activity and crimes
- Develop community-based awards and recognition opportunities to encourage involvement and recognize effective strategies and partnerships

# ***“Building a Better Community”***

## ***Building Safer Communities***

**Title:** Strategic Direction

**Lead Agency:** Police Department

- Establish methods of communicating positive information to the public through local media or by developing alternative methods (SBPD Star)
- Conduct an internal employee survey to develop opportunities for improvement within the department
- Conduct small-group meetings with all department employees to enhance communications and create a framework for improved teamwork
- Conduct management and supervisor team building and establish leadership training and development throughout the department

### **Crime and Quality of Life Concerns**

- Realignment of resources to create Gang Enforcement Team coverage 7 days a week and to support patrol officers and investigations of gang related crime
- Enhancing enforcement and intervention programs directed to reduce criminal gang activity and youth gang involvement (grant opportunities)
- Strengthen enforcement and education programs directed to reduce gun access and gun-related violence
- Establishing a Downtown Policing District and creating partnerships with businesses throughout the city to increase vitality and public utilization of entertainment and business areas. This will include the use of Downtown Ambassadors and volunteers to provide support
- Expanding monthly Crime Control Strategy Meetings to include other agencies and community partners, as well as to maximize resources and sharing of information
- Utilize technologies such as video surveillance systems and the internet to provide enhanced safety and for dissemination of information to the public
- Enhancing the concept of area policing by increasing the involvement and accountability of District Commanders toward solving specific crime and quality of life problems within their area of responsibility
- Enhance Crime Analysis abilities and the use of data throughout the department as a tool for programs and deployment of personnel

### **Resource Development**

- Create a strategic hiring plan to maximize the use of civilian personnel throughout the department
- Establish a Cadet Program as support to department operations and as a development and recruiting tool
- Maximize grant and funding opportunities related to law enforcement personnel and technologies that enhance public safety
- Research best practices and industry standards with respect to false alarm reporting and billing
- Research opportunities and funding for improving and locating police facilities and deployment within the community to meet population growth and increased demands for service
- Develop additional strategies and resources for personnel training and development
- Develop a strategic plan for replacement and upgrade of critical communications and data technologies (RMS and CAD)

# ***“Building a Better Community”***

## ***Building Safer Communities***

**Title:** Strategic Direction – Police Department

**Lead Agency:** Police Department

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### **Objectives:**

In order to measure our effectiveness as an organization a series of objectives and performance measures will be incorporated into the strategic plan in alignment with city-wide priorities, financial goals and strategies. These measures will include both the collection of relevant data and statistics, as well as the use of periodic survey instruments to gauge employee and community perception and priorities. Although additional objectives and measures will be developed, examples include:

- Increase the number of community stakeholders and partnerships
- Increase the level of regional collaboration with federal, state and local agencies
- Expand number of opportunities for community input, involvement and feedback with respect to crime and safety problems and issues
- Increase the level of crime suppression and control strategies that are in place and measurably effective in reducing crime
- Increase the number of organized Neighborhood Watch areas and the level of ongoing meeting opportunities (Monthly Crime Prevention Meeting)
- Create business liaisons and expanded crime prevention efforts involving business
- Conduct three (3) Community Police Academies per year
- Increase the level of positive and educational news articles and reporting
- Expand volunteer services to incorporate an “Ambassador” program in the downtown area
- Increase partnerships with services and organizations providing gang intervention and support for youth activities
- Develop award and recognition criteria for external agencies and public partners to enhance and encourage involvement in public safety programs
- Measure trust levels and the level of reporting crime and suspicious activity
- Reduce the level of community complaints and associated liability concerns
- Increase the levels of opportunity for employee skill development and training
- Increase the level of civilian professionals in the organization

### **Plan Development:**

The department is in the process of conducting a benchmark study of similar California police agencies to use as a guide in reviewing programs, resources and strategies. Along with this document, survey material and documented input from community members, employee focus groups and customer departments will be incorporated into further development of strategic plan goals and objectives. In addition, employee workload analyses, crime data, demographic data and future trend analysis will be incorporated into the planning process. Finally, technology solutions that will increase employee efficiency and effectiveness, or translate into cost reductions, will be incorporated into the plan.

### **Timeline**

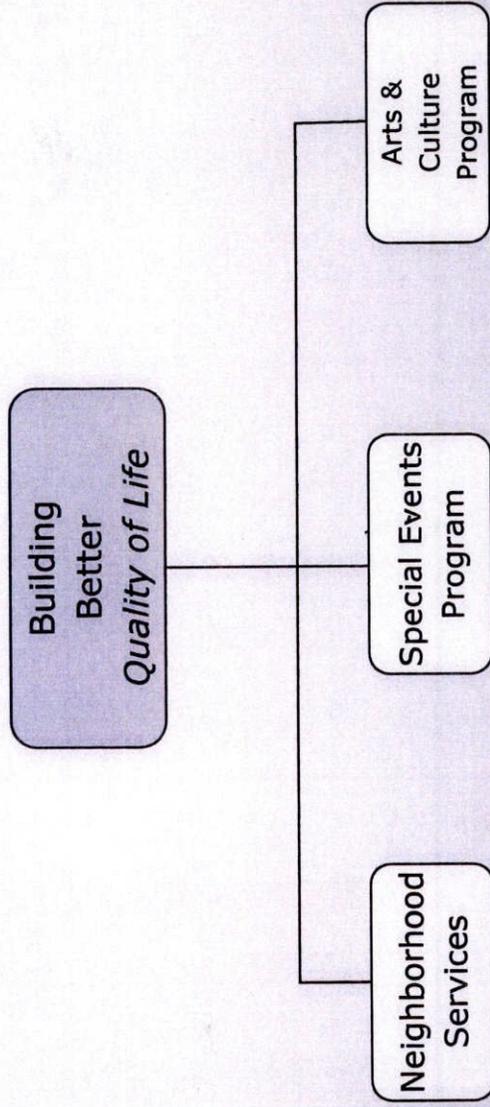
Within 90 days of receiving the Mayor and Common Council’s recommendations and priorities a draft strategic plan will be developed and submitted to the full Council for final approval. Funding needs will be incorporated into the established budget planning/adoption process.

### **Recommendation:**

That the Mayor and Common Council provide recommendations to be included in a 5 year strategic plan.

## D. Building a Better Quality of Life

# San Bernardino... Building a Better Community



## Quality of Life

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- ✓ Neighborhood Services
- ✓ Special Events
- ✓ Arts & Culture

# ***“Building a Better Community”***

## ***Building a Better Quality of Life***

**Name of Program:** Neighborhood Services Program

**Lead Agency:** City Manager’s Office

**Team Members:** City Manager’s Office, Communications Office, Neighborhood Services, Council Office and Code Enforcement

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### **Purpose Statement:**

The City of San Bernardino Neighborhood Services Program will create services and programs that will enhance the quality of life for San Bernardino residents. This effort will focus on identifying ways to improve communication between City Hall and the community.

### **Program Description:**

The Neighborhood Services Program will increase resident participation in City activities and governmental affairs. The Program will create and maintain productive relationships between the City and its citizens through effective and innovative outreach programs including, a strong and dynamic Neighborhood Advisory Board program, citizen education programs, and the use of systematic public involvement practices that address community issues and concerns.

### **Program Objectives:**

The Neighborhood Services Program is designed to reach out to neighborhood groups through a variety of ways including:

- Partner with other City Departments to enhance current service levels
- Forming a team of Neighborhood Outreach Liaisons, equipped to perform administrative tasks for their assigned Council Members, such as calendars, and respond to requests from the community
- To create Neighborhood Advisory Boards, attended by the Council Liaisons, that will serve to offer recommendations and opinions on projects in their neighborhoods
- Bond San Bernardino’s diverse communities and City government together to facilitate public participation in local government
- Emphasize partnerships between residents, business owners, elected officials, and City departments to build and preserve clean and safe neighborhoods
- To decrease the number of citizen complaints before they reach elected official, able to answer a minimum of 85% of all constituent questions.
- To create a 5 year comprehensive Neighborhood Services strategic plan to serve as an outline for the new program

### **Work Plan:**

Led by the Manager of Communications, the City Manager’s Office has begun drafting a Neighborhood Services plan aimed at accomplishing each of the program objectives. This plan will encompass the following:

### **Work Teams:**

The Neighborhood Services program will work with City departments and the City Council, to create teams focused on strategic outreach, coordination of City services, internal and external communication, and problem-solving strategies.

# ***“Building a Better Community”***

## ***Building a Better Quality of Life***

**Name of Program:** Neighborhood Services Program

**Lead Agency:** City Manager’s Office

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Work teams will consist of citizen groups, non-profit agencies, the Economic Development Agency, City commissions and committees, and all City Departments that play a role in providing quality services to the residents of San Bernardino.

**Objectives:**

Each of the identified teams will have specific and detailed objectives that will encompass one or more of the projects identified in the program description.

**Timelines:**

A timeline for each of those objectives will be established to ensure a productive Neighborhood Services Program that is consistent with the City Council’s priorities, is being developed. A progress report identifying program specifics will be provided to the Mayor and Council in August 2010.

**Recommendation:**

That the Mayor and Common Council endorse the Neighborhood Services Program and objectives. Upon Council approval, staff will move forward on development and creation of the program and a 5 year strategic plan, consistent with the City Council’s identified priorities.

# ***“Building a Better Community”***

## ***Building a Better Quality of Life***

**Name of Program:** Special Events Program

**Lead Agency:** City Manager’s Office

**Team Members:** City Manager’s Office, Parks & Recreation, Convention & Visitors Bureau, Economic Development, Library and Information Technology

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### **Purpose Statement:**

The City of San Bernardino Special Events Committee is dedicated to transforming the City’s downtown corridor, in conjunction with economic development efforts, as a destination city through improved leisure, recreational and cultural activities.

### **Program Description:**

The Special Events Program is being created to promote the City of San Bernardino, beginning with the downtown area, as a preferred destination for entertainment and cultural experiences through a variety of new and existing events and activities that reflect the rich tradition and diversity of the City of San Bernardino.

In addition to the identification of special events, the following goals will be incorporated into this program:

- Provide an opportunity for individuals to interactively participate in diverse visual and performing arts and/or cultural experiences;
- Encourage and promote leisure, recreational and cultural activities that will enhance economic development in San Bernardino (specifically in the Downtown area);
- Highlight the tradition, pride, and progress of cultural groups that are native to the San Bernardino community; and
- Showcase and promote San Bernardino venues as viable options for economic and cultural investments.

### **Program Objectives:**

The following are programs/activities/events will be considered during the development of the Special Events Program to attract greater diversity, and cultural/economic interest in the downtown area:

- Route 66 with annual car show located within the Carousel Mall
- Main Street and Molly’s Café: Summer Classic Car Cruise
- Berdoo Bikes and Blues Rendezvous
- Relocation of CID Harvest Festival
- Western Regional Little League – Big League Experience
- Cultural events such as Jazz in the Park or on the roof, string quartets at the Lake, strolling musicians/mariachis, and poetry readings/spoken word, Blues/Jazz Festival in downtown core
- Holiday Celebrations – Fourth of July, Veteran’s Day, MLK, etc.
- Relocation of Market Night from Perris Hill to Downtown area;
- Remotes from Market Night promoting vendors and events;
- Channel 3 recreation and lifestyle segments;
- Taste of San Bernardino – Local Food Vendors and Entertainment;
- See Que Buena/Cinco De Mayo Event at Seccombe Lake

# ***“Building a Better Community”***

## ***Building a Better Quality of Life***

▪ **Name of Program:** Special Events

**Lead Agency:** City Manager’s Office

- 
- Relocation of the annual Chili Cook Off from the Orange Show Event Center to Downtown
  - Halloween (Haunted House) and other themed events (Costume Contests)
  - Court Street Square Ice Rink and Holiday festivities
  - Arts and Music Festivals at Court Street Square
  - Further access to Arrowhead Credit Union Park to attract entertainment – concerts, adult sports leagues, High School Championship games, graduations, etc.
  - San Bernardino Idol/Talent Show/Battle of the Bands – Court Street Square or California theater

### **Work Plan:**

A Special Events Team began assessing current programming opportunities in the downtown area with the goal of establishing a framework for coordinating future events. From this effort, it is anticipated that a strategic plan will be developed which will encompass the following:

### **Work Teams:**

Identifying individuals to serve on cross-departmental teams focus on specific events. These individuals may come from city departments, partner agencies, and the business and residential community.

### **Objectives:**

Each of the identified teams will have specific and detailed objectives that will encompass one or more of the projects or events identified in the program description.

### **Timelines:**

A timeline for each of those objectives will be established to ensure the development of a diverse special events program that is consistent with the City Council’s priorities. An update will be provided the Mayor and Council in August, 2010. In addition, stringent timelines be developed to make certain that all functions are in place before the events occur.

Local agencies, with a vested interest in the community, such as the Convention and Visitor’s Bureau, the Chamber of Commerce, the Western Regional Little League, Arrowhead Credit Union Park, the County of San Bernardino, and the San Manuel Band of Mission Indians will be invited to participate on the committee. The committee will be a multi agency collaboration by which each organization can depend on one another for shared resources, expanded programming opportunities and innovative ideas.

### **Recommendation:**

That the Mayor and Common Council endorse the Special Events Program Committee’s programs and objectives. Upon Council approval, staff will move forward on constructing the work teams and developing a 5 year strategic beautification plan, consistent with the City Council’s identified priorities.

# ***“Building a Better Community”***

## ***Building a Better Quality of Life***

**Name of Program:** Arts and Culture Program

**Lead Agency:** City Manager’s Office

**Participants:** City Manager’s Office, Parks, Recreation and Community Services, Economic Development Agency, IT, Development Services and Library

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**Purpose Statement:**

To develop a comprehensive strategy for promoting and establishing arts and culture programs in the City of San Bernardino.

**Program Description:**

The mission of the City of San Bernardino’s Arts and Culture Program is to improve the quality of life in San Bernardino by increasing our residents’ awareness, understanding, appreciation and participation in the arts. The goal is to infuse arts into all facets of San Bernardino society, including: education, religion, business, social services, public agencies, sports and entertainment.

**Program Objectives:**

The focus of the Arts and Culture program will be to integrate visual and performing arts and cultural programs into the day to day activities of San Bernardino, thus providing an enriched quality of life to residents, businesses and visitors. The objectives of this program include:

- Supporting the Arts; including Art Organizations, non-profits, venues and schools
- Supporting local and regional Professional Arts
- Securing funding and resources to be allocated to attracting and maintain
- Enhancing the City’s image
- Promoting the City’s cultural diversity
- Encouraging the business communities involvement in the arts

**Work Plan:**

The Fine Arts Commission has traditionally been responsible promoting arts and culture opportunities in the City. The Commission develops campaigns and reviews financial requirements to make recommendations to the Mayor and Common Council regarding Arts and Cultural events opportunities. The proposed Arts and Culture Program will seek to expand that effort with a strategic plan aimed at accomplishing each of the program objectives. This strategic plan will encompass the following:

**Work Teams:**

Individuals will be invited to participate on cross-departmental teams that will identify opportunities, programs and events that will enhance arts and culture in the City. Teams may consist of city staff, partner agencies, and the business and residential community.

**Objectives:**

Each of the identified teams will have specific and detailed objectives that will result in the planning of events that will leave a positive, lasting impression on the City’s residents.

**Timelines:**

As programs, events and opportunities are identified, work teams will establish timelines that will ensure enough time to fundraise, coordinate, and promote the program. The Mayor and Council will be updated on the progress of this program in October, 2010.

***“Building a Better Community”***  
***Building a Better Quality of Life***

**Name of Program:** Arts and Culture

**Lead Agency:** City Manager’s Office

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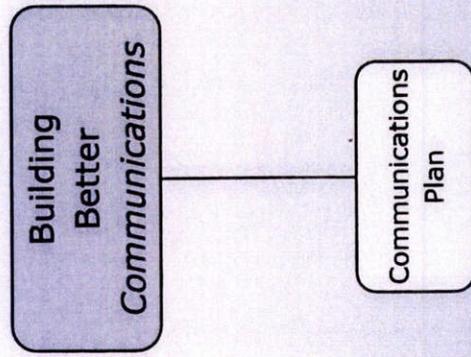
In addition to the Fine Arts Commission, local agencies with a vested interest in the City’s quality of life, such as the San Bernardino City Unified School District, Cal State San Bernardino and the San Manuel Band of Mission Indians will be invited to participate in any expanded efforts. These partnerships will be established with the goal of creating a multi agency collaboration by which each organization can depend on one another for shared resources and support.

**Recommendation:**

That the Mayor and Common Council endorse the proposed Arts and Culture programs and objectives. Upon Council endorsement, staff will move forward constructing the work teams and developing a 5 year strategic arts and culture plan, consistent with the Mayor and Council’s identified priorities.

## E. Building Communication

San Bernardino... *Building a Better Community*



# ***“Building a Better Community”***

## ***Building Better Communications***

**Name of Program:** Communications & Outreach Strategy

**Lead Agency:** City Manager’s Office

**Team Members:** City Manager’s Office

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### **Purpose Statement:**

The City of San Bernardino Communications Office is dedicated to improving the image of the City of San Bernardino and flow of information to its constituents through an aggressive communications and outreach strategy. The goal of the communications strategy is to identify opportunities to share the City’s message and streamline the methods by which those messages are shared.

### **Program Description:**

The Communications and Outreach Strategy will play a critical role in improving both the types of messages delivered to the community and identifying cost effective, yet creative ways to share those messages. The communications strategy will serve as the framework by which the Communications Manager will execute methods for providing information internally and externally. The strategy will effectively streamline communications efforts and ultimately assist the City of San Bernardino in gaining positive exposure through use of communication tools including media, social media, web and collateral.

Components of the communications strategy will include:

- Assessment of current communications strategies being employed by the City of San Bernardino
- Outreach and needs assessment as defined by City Departments, neighborhood associations, community and business leaders
- Suggestions for effective communication through tools including website, use of social media tools, branded collateral materials, and media outreach
- Plan to ensure the City of San Bernardino remains competitive with cities of comparable size in the types of information it shares and the number of positive stories the media covers
- Creation of a Communications Task Force to provide additional information or suggestions to improve communications efforts

### **Program Objectives:**

The communications strategy will provide direction on the following:

- Assessment of current communications capabilities/needs
- 5 year plan for effective communication both internally and externally
- Research on cost effective tools that will assist the Communications Department in effectively sharing the City’s message
- Increase the number of positive news stories referencing the City of San Bernardino through press releases and relationships with the media
- Community outreach plan to exchange information with neighborhood groups
- Outline for partnership with IT to ensure appropriate messages are conveyed through use of Internet/Intranet, List serves, and social media such as Facebook, Twitter, Youtube
- Address methods for the strategic use of the City’s public access station, Ch. 3
- Develop and maintain a city call center, SB Direct, which will assist in simplifying our current “phone tree” method
- Direction on effective marketing campaigns, branding initiatives

# ***“Building a Better Community”***

## ***Building Better Communications***

**Name of Program:** Communications & Outreach Strategy

**Lead Agency:** City Manager’s Office

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### **Work Plan:**

The Communications Office has begun drafting a strategic communications plan aimed at accomplishing each of the program objectives. This strategic plan will encompass the following:

### **Work Teams:**

Staff has identified individuals within City departments to serve on a communications team. In addition, the Communications Office will partner with agencies, neighboring cities and the business and residential community.

### **Objectives:**

Each of the identified teams will have specific and detailed objectives that will encompass one or more of the projects identified in the communications strategy.

### **Timelines:**

A timeline for each of those objectives will be established to ensure a communication strategy consistent with the City Council’s priorities, is being developed. The Strategic Plan will be completed and presented to the Mayor and Common Council in May, 2010.

Additionally, a consistent surveying method should be developed to gauge communication techniques and community perception of the City of San Bernardino. Surveys will assist the City in effectively conveying information in a way that is most palatable for its residents.

Part of the communications strategy is to continually monitor the City’s communication needs and make necessary adjustments, particularly in the area of social media where new tools are developed daily.

### **Recommendation:**

That the Mayor and Common Council endorse the Communications and Outreach Strategy. Upon Council approval, staff will move forward on constructing the appropriate teams and developing a 5 year strategic communications plan, consistent with the City Council’s identified priorities.

# 10. Appendix

# APPENDIX

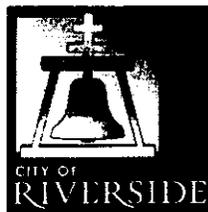
*“Reflections of Good  
Governance”*

Ronald Loveridge, Mayor

City of Riverside

Remarks delivered at the City of San Bernardino's Inaugural  
Ceremony on March 1, 2010

**Ronald O. Loveridge**  
**Mayor, City of Riverside**



**March 1, 2010**  
**President, National  
League of Cities**

**REFLECTIONS ON GOOD CITY GOVERNANCE:  
REMARKS DELIVERED AT CITY OF SAN BERNARDINO'S INAUGURAL CEREMONY**

Thank you for the invitation to speak.

My congratulations to Mayor Pat Morris and to the three Council members, Virginia Marquez, Jason Desjardins, and Frederic Shorett on their election.

My comments today draw on thirty years in elected office and from teaching political science at UCR since 1965--a long time ago.

Riverside and San Bernardino have much in common. We are the largest cities in each of our counties. We are the county seats. We each have a large university. And most of all, our economic fate importantly depends on what happens to the economy of the IE. We have good reasons to work together for economic recovery, jobs, and infrastructure. Over the years, we have made an important difference in improving the air quality of Southern California. Noteworthy, the BNSF rail yard stands out as a critical issue for all of us--I pledge my best efforts as Mayor of Riverside and as a member of SCAQMD and CARB to work with you to reduce the health risks for nearby yard residents.

In the 1970's, city councils of Riverside and San Bernardino passed resolutions naming each as a Sister City. While this terminology now seems quaint, we share the same territory and best hopes for the future of the Inland Empire.

Mayor Morris asked if I would share some reflections on governance and what choices and opportunities face us as elected officials in major metropolitan cities.

And in 2010, with highest unemployment numbers since the Great Depression, with high numbers of foreclosures, with continuing loss of revenues--sales and property tax, and with the State of CA looking to take local funds, we have much work to do. It is not a time for business of usual.

I should emphasize that jobs and economic recovery are the highest priority of mayors and councils across the United States. It is the first and central call of the National League of Cities and U.S. Conference of Mayors.

After 22 years as editor of Governing Magazine, Alan Ehrenhalt wrote in February a final column titled "Taking Stock". He points out that the spirit of optimism and innovation has moved from the states to cities. In brief, cities are now where the action is. We have become the policy laboratories.

We are also the wealth of nations. We are where quality of life is experienced and where economic development takes place.

Let me quickly share important ten ideas.

First, four concepts have framed my approach and tenure as Mayor of Riverside.

1) Identify and understand your major assets. Use them. Plan a future around them.

In one of the first speeches I heard as an elected official, James Rouse, a visionary urban planner and developer, explained, "Every city...has resources that are not being used to fulfill their potential. By identifying that potential and organizing the pieces in relationship to one another in a constructive, interactive way, a new life can be created in that city."

2) Invent your future.

At an economic development conference I attended in Dallas, I heard Joel Garreau, author of Edge Cities, answer the question of how/why a city can compete, to be a successful place for growth and prosperity. He said there is nothing guaranteed. Cities must go out and invent their future.

3) Compete in the global marketplace.

We all compete in the global marketplace, where "best in the world" products are selected.

Harvard economist, Rosabeth Moss Kanter, writes in "World Class: Thriving Locally in a Global Economy": "An action agenda for cities starts with core strengths as the foundation for a global vision, a vision that embodies the opportunities of a new century and builds bridges to help people to reach them."

4) Foster social capital.

One book I strongly recommend is Harvard Political Scientist Robert Putnam's "Bowling Alone: The Collapse and Revival of American Community." It centers on social capital--face-to-face networks, and norms of trust and reciprocity. Putnam explains the importance of social capital to the success of a city, its economy, neighborhoods and schools. His basic argument is that the higher the level of social capital, the more successful the city.

Stepping back, why are we here as elected official? In my view, we need to make a difference. We need to make our cities a better place to live and to do business. This is our time! The question is how?

5) Set personal and policy goals.

You know the expression, "If you don't know where you are going, any path will get you there." Without goals, elected officials become the victims of events. The next demand, the next crisis controls the agenda.

Each year, I set goals for the coming 12 months. They offer a policy and political agenda for making a difference.

6) Strive toward partnership and teamwork with mayor, colleagues, and administrators.

Across cities, study after study concludes that success depends on effective teamwork.

In a book I wrote over forty years ago, "City Managers in Legislative Politics", I stressed that "city councils should see the manager as a policy partner and not as rival or servant."

Now after 30 years in elected city office, I would emphasize and reinforce the same point of partnership.

7) Collaboration is necessary, inside and especially outside city hall.

Success depends on successful connections, partnering outside of City Hall. Put together your own check list of connections and partnerships.

As cities, and especially as local elected officials, we must go beyond defending turf. We can do better, and more, in crossing boundaries, in setting up partnerships. We need to collaborate by crossing boundaries outside of City Hall.

The context and circumstances in which we govern have changed. For success, we will have to put more emphasis on crossing boundaries, connecting, partnering, and collaborating. To be a successful city, elected officials must increasingly invest themselves in work outside of City Hall. We must reach out and learn to do it even better and then reach out even more.

8) Envision a good city.

There many visions of a good city. Directions need to be identified, especially in terms of economic development, quality of life, and building an inclusive community.

Successful cities must have a good economic strategic plan. I take pride in Riverside's recently adopted, "Seizing our Destiny: An Agenda for an Innovative Future." It is the best such plan in the history of the City. It was inspired and led by David Stewart, Dean of UCR's Graduate School of Management. It is based on the premise that increasing the quality of life enhances smart growth, encourages innovation, positions Riverside as the city of choice, and perhaps most importantly, attracts good businesses and good jobs.

9) Work together as a Council.

As Mayor, I take pride in many Riverside successes; they center on downtown, being a safe city, a retail and employment center, and a city of diverse and vibrant neighborhoods. Equally important, I take pride in what we call SmartRiverside, Riverside Renaissance, Clean and Green, and Arts & Innovation.

These successes are not accidental achievements. Why did they happen? Central answers include leadership, political and civic. Most major success stories are centered on political will, formed and supported and sustained by a city council that practices civility, team work, and respect. And it includes a willingness of council members to look ahead, to focus on the big picture.

10) Finally, our success as a city, our ability to make a difference will depend on stopping the state from taking our local funding. I strongly support the League of CA Cities ballot measure for this November, and I would ask that you likewise endorse and campaign for its passage.

Thanks for your attention, and God speed for what you do in making San Bernardino a better city in which to live and to do business.

Let me close with the words of Joseph Riley, long time mayor of Charleston, South Carolina: "Work Hard, Catch Hell, Make a Difference!"

# City of Albany

## City Council Code of Ethics

## **CITY OF ALBANY, CALIFORNIA CITY COUNCIL CODE OF ETHICS**

### **1. City Policies**

Stand behind the City's spokesperson (generally the Mayor and/or City Administrator) and leadership. Press releases should be from the Council, about the Council or regarding a Council consensus. However, minority opinions and viewpoints should be honored. Individuals may speak individually, but should note that they are speaking on their own behalf.

### **2. Build Teamwork**

Be open with ideas, feelings and attitudes. Seek and gain an honest evaluation of your ideas and recruit assistance in implementing them.

### **3. Show Respect, Effective Communication and Leadership**

Respect your colleagues. For criticism to be effective it is best to be constructive. Embarrassing a colleague or staff in public will likely be counter-productive. Follow legitimate channels of communications with the staff. Remember that staff performance is a reflection of your leadership abilities; work together.

### **3. Try to Reach Decisions by Consensus**

Better decisions can be made by a level of consensus. Openly voice your individual goals and work to draft a solution to meet the largest number of those goals.

### **4. Value Your Vote**

You were elected to express your opinions by voting on matters. Vote with your constituency and your conscience in mind. If there are conflicting goals, vote for the higher purpose. If you have a conflict of interest, abstain from voting.

### **5. Give Political Assent**

Accept the results of a Council vote and an election. Respect the decision of the group.

### **6. Respect Non-Partisanship**

The strength of local government in California is that it is non-partisan; be dedicated to the preservation of this system.

### **7. Brown Act**

Be forthright in the City Council's support and adherence to the Brown Act.

## **CITY COUNCIL RULES OF CONDUCT POLICY**

1. City Councilmembers shall not interfere with the powers and duties of the City Administrator.
  - a. City Councilmembers shall not attempt to interfere with the internal operations of any City department.
  - b. The City Council, as a body and individually, will exercise its authority in personnel matters through the City Administrator.
  - c. City Councilmembers shall not enter the unoccupied offices or unattended files of any City employee without the express consent of the City Administrator.
2. City Councilmembers shall keep confidential such matters as are properly before the City Council in Executive Session.
3. City Councilmembers shall not make any statement that s/he is representing official policy of the entire City Council unless the statement has been approved by the City Council.
4. City Councilmembers shall not attempt to usurp the independent judgment and function of employees.
5. City Councilmembers shall permit Committees, Boards and Commissions to function independently so that recommendations coming from such Boards and Commissions reflect the thinking of the appointed members.
6. The City Administrator shall report to the City Council any violations of the above rules which come to his/her attention

**City of Atascadero**  
**Council Norms and Procedures**  
**(2007)**



## CITY OF ATASCADERO

### COUNCIL NORMS AND PROCEDURES (2007)

#### GENERAL

- To take courageous action when necessary to keep the City of Atascadero a well run, well managed innovative City.
- Council provides leadership and participates in regional, state and national programs and meetings.
- Council looks to commissions and committees for independent advice.
- Other community leaders are consulted in the decision making process when appropriate.
- There is extensive citizen participation and work on City programs and documents.
- There are numerous meetings, other than regular council meetings.
- We stress training for staff, council, and commission members.
- Council Members will inform the City Manager's Administrative Assistant when they will be out of town as early as possible and it will be put on the Council Calendar.
- Council Members get the same information as much as possible: citizen complaints, letters, background, etc.
- Council Members will determine which specific commission packets they want to receive.
- Use technology to improve information flow and communications.
- Return unwanted reports and documents to staff for distributing to the public or for recycling.

## **COUNCIL VALUES**

- The Council and City Manager are a participatory team.
- The Council values high energy, open mindedness, and achievement orientation.
- Council Members will care and have respect for each other as individuals.
- Council Members will be straightforward; with no hidden agendas.
- The City Council values humor.
- Traditions are respected, but not binding.

## **COUNCIL INTERACTION AND COMMUNICATION**

- Individuals are responsible to initiate resolution of problems A.S.A.P. and not let them fester.
- City Council will not direct cheap shots at each other during public meetings, in the press, or any other place/time.
- Relationships are informal, but not casual in public [beware of impact on, and perception of, public].
- Council Members will be flexible in covering for each other.
- Substantive Council / Manager items are to receive advance notice and public notification.
- Council Committees:
  - Committee areas belong to the whole Council; they are not seen as territorial.
  - Committees are responsible to keep rest of Council informed, and other members are responsible for letting committee know if they want more information or to give input.
  - Before committees start moving in new direction, they will get direction from the rest of Council.

- Committee reports will be made under Council Reports, when appropriate.
- Committee summaries will be sent on an interim basis to update other Council Members on:
  - o Issues being discussed
  - o Options being considered
  - o Progress
- Council and committees will give clear and focused direction as early as possible.

## **COUNCIL INTERACTION AND COMMUNICATION WITH STAFF**

### **City Manager**

- Council Members should always feel free to go to the City Manager
- When a Council Member is unhappy about a department, he/she should always talk it over with the City Manager and/or the Assistant City Manager - not the department head.
- Concerns about a department head must be taken to the City Manager only.
- Critical information will be passed to all City Council Members by appropriate personnel.
- The Council will provide ongoing feedback, information, and perceptions to the City Manager, including some response to written communications requesting feedback.
- The City Manager or the Assistant City Manager deals with issues that cross department boundaries.

### **Staff in General**

- Council can talk with department heads if asking for information, assistance or follow up.

- Council will always be informed by staff when an unusual event occurs that the public would be concerned about, i.e., anyone wounded by gunfire, area cordoned off by police or fire, etc.
- The Council and staff will not blind side each other in public; if there is an issue or a question a Council Member has on an agenda item, that member will contact staff prior to the meeting.

### **City Attorney**

- Contract Attorney will routinely forward relevant new legislation to the City Council.
- City Attorney shall be pro-active with Council, Manager and Staff when and where appropriate.
- City Attorney to regularly consult with Council on items of concern on upcoming agenda at the earliest time possible.
- City Attorney will track Commissions' actions, agenda of City Council and committees for needed input.
- City Attorney to pro-actively inform and protect City Council Members from potential violations and conflicts.

### **COUNCIL OPTIONS FOR KEEPING INFORMED**

- Read Commission Minutes in order to find out what is being worked on.
- Read documents on Planning items.
- City Manager will discuss future Agenda topics with Council Members.
- Council members will do their homework.
- There is extensive use of staff and commission reports, and commission minutes.

### **MAYOR SELECTION**

- Council follows Resolution 2006-084 concerning Mayor/Mayor Pro Tem selection. (Attached)

### **MAYOR'S ROLE**

- Each Mayor is unique; the role is defined by the person, based on that person's style.
- The Mayor is the spokesperson for the City.
- The Mayor will inform the Council of any informal correspondence sent out to anyone in relation to City business - use e-mail whenever possible.
- The Mayor communicates with Commission Chairs.

### **CITIZEN COMPLAINTS**

- Staff will attach their response to the copy of the letter received when sending to Council.
- By City Manager discretion, Council will be informed of significant, urgent and repetitive complaints.
- Staff will draft a copy of responses for Council to use; letters over Council signatures checked out with signatory.
- Council should not attempt to fix Citizens' problems on their own; it will be referred to the City Manager.
- Responses to citizens are customized.
- Copies of responses to be included in individual packets.
- If a Council Member wants action based on a citizen's complaint, they should go through the City Manager's office to ensure it gets into the tracking system.

- The level of detail in written responses will be selective.
- Generally, communications are acknowledged with discretion.

## **PUBLIC MEETINGS**

- City Manager sets the Agenda for regular City Council meetings – per the Ordinance
- Public comment shall be received on all action items.
- Any Council Member can place an item on the agenda under Council Announcements and Reports.
- City Council members will treat everyone equally and with courtesy.
- Corrections to minutes are passed to the City Clerk before the meeting.
- Each member may share his/her views about the issue and the reasons for his/her vote.
- Consent Calendar
  - There is judicious use of the Consent Calendar, such as minutes, routine City business, and things already approved in the budget.
  - If a Council Member has a question on a Consent Calendar item for their information only, they are to ask staff ahead of time, rather than having it pulled off for discussion during the meeting.
  - Staff is prepared to report on every agenda item.
- Public Comment
  - Procedure will include: Staff Report, questions from Council, applicant report, public comment, close Public Hearing, any staff response, and bring item back to Council for discussion.
  - Once public comment is closed, further public input will not be allowed unless re-opened by Mayor.

- Applicant's comments shall be limited to a reasonable time.
- Public comments shall be limited to 5 minutes per speaker; per Municipal Code.
- It is acceptable to ask questions of a speaker for clarification.
- Each speaker will be thanked.
- Council will not respond until all public comment has been reviewed.
- Mayor allows other members to speak first and then gives his/her views and summarizes.
- Voting
  - Everyone speaks before a motion.
  - Attempts will be made to get consensus on significant policy issues.
  - Department heads will generally attend every meeting; other staff attendance at Council meetings is at the City Manager's discretion.
  - Council Member discussions will not be redundant if they concur with what has already been said.
- Closed Session
  - Council will get written reports for Closed Session items as much as possible; these reports are to be turned in at the end of the meeting.
  - City Manager will ask for pre-meeting closed sessions if it will save the City money (due to consultant fees, etc.); to be held no earlier than 5:00 p.m.
  - No violation of Closed Session confidentiality.
- Special Meetings
  - Special meetings may be called by Mayor, or a majority of the Council, pursuant to the Brown Act.

## **MUNICIPAL ELECTIONS**

- Will be discussed during Election Reform

## **COMMISSIONS**

- Problem solving issues with commissions will be done as much as possible with chairs and vice chairs.
- Commission chairs meet quarterly with the Mayor and Mayor Pro Tem to provide feedback and be kept informed.
- Commission needs:
  - To know Council vision, community vision, and General Plan 2025
  - Understanding of their roles and authority.
  - To know annual prioritized goals of the City Council.
  - All commissioners receive an annual training.
- Criteria for commissioner for re-appointment (and in extreme cases, removal) shall include:
  - Issues of conflicts of interest.
  - Attendance (missing two meetings without excuse).
  - Support of General Plan.
  - Respect for staff/public.
  - Working for community versus personal purposes.

# City of Fairfield

## Code of Conduct

# CITY OF FAIRFIELD

## CODE OF CONDUCT

for members of City Council and Commissions

### Preamble

The residents and businesses of Fairfield are entitled to have fair, ethical and accountable local government, which has earned the public's full confidence for integrity. The effective functioning of democratic government therefore requires that:

- Public officials, both elected and appointed, comply with both the letter and spirit of the laws and policies affecting the operations of government;
- Public officials be independent, impartial and fair in their judgment and actions;
- Public office be used for the public good, not for personal gain; and
- Public deliberations and processes be conducted openly, unless legally confidential, in an atmosphere of respect and civility.

To this end, the Fairfield City Council has adopted a Code of Conduct for members<sup>1</sup> of the City Council and the City's commissions to assure public confidence in the integrity of local government and its effective and fair operation.

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<sup>1</sup> For ease of reference in the Code of Conduct, the term "member" refers to any member of the Fairfield City Council or any of the City's commissions established by the City Council.

**1. Act in the Public Interest**

Recognizing that stewardship of the public interest must be their primary concern, members will work for the common good of the people of Fairfield and not for any private or personal interest, and they will assure fair and equal treatment of all persons, claims and transactions coming before the City Council and the City's commissions.

**2. Comply with the Law**

Members shall comply with the laws of the federal government, the State of California and the City of Fairfield in the performance of their public duties. These laws include, but are not limited to: the United States and California constitutions; the City Code; laws pertaining to conflicts of interest, election campaigns, financial disclosures, employer responsibilities, and open processes of government; and City ordinances and policies.

**3. Conduct of Members**

The professional and personal conduct of members must be above reproach and avoid even the appearance of impropriety. Members shall refrain from abusive conduct, personal charges or verbal attacks upon the character or motives of other members of the Council and commissions, the staff or the public.

**4. Respect for Process**

Members shall perform their duties in accordance with the processes and rules of order established by the City Council and commissions governing the deliberation of public policy issues, the involvement of the public, and the implementation of policy decisions of the City Council by City staff.

**5. Conduct of Public Meetings**

Members shall prepare themselves for public issues; listen courteously and attentively to all public discussions before the body; and focus on the business at hand. They shall refrain from interrupting other speakers; making personal comments not germane to the business of the body; or otherwise interfering with the orderly conduct of meetings.

**6. Decisions Based on Merit**

Members shall base their decisions on the merits and substance of the matter at hand, rather than on unrelated considerations.

**7. Communication**

Members shall publicly share substantive information that is relevant to a matter under consideration by the Council or commissions, which they may have received from sources outside of the public decision-making process.

**8. Conflict of Interest**

In order to assure their independence and impartiality on behalf of the common good, members shall not use their official positions to influence government decisions in which they have a material financial interest, or where they have an organizational responsibility or personal relationship, which may give the appearance of a conflict of interest.

**9. Gifts and Favors**

Members shall not take any special advantage of services or opportunities for personal gain, by virtue of their public office, that are not available to the public in general. They shall refrain from accepting any gifts, favors or promises of future benefits which might compromise their independence of judgment or action or give the appearance of being compromised.

**10. Confidential Information**

Members shall respect the confidentiality of information concerning the property, personnel or affairs of the City. They shall neither disclose confidential information without proper legal authorization, nor use such information to advance their personal, financial or other private interest.

**11. Use of Public Resources**

Members shall not use public resources not available to the public in general, such as City staff time, equipment, supplies or facilities, for private gain or personal purposes.

**12. Representation of Private Interests**

In keeping with their role as stewards of the public interest, members of the Council shall not appear on behalf of the private interests of third parties before the Council or any commissions or proceedings of the City, nor shall members of commissions appear before their own bodies or before the Council on behalf of the private interests of third parties on matters related to the areas of service of their bodies.

**13. Advocacy**

Members shall represent the official policies or positions of the City Council or commissions to the best of their ability when designated as delegates for their purpose. When presenting their individual opinions and positions, members shall explicitly state they do not represent their body or the City of Fairfield, nor will they allow the inference that they do.

**14. Policy Role of Members**

Members shall respect and adhere to the council-manager structure of city government as provided by state law and the City Code. In this structure, the City Council determines the policies of the City with the advice, information and analysis provided by the public, commissions, and City staff.

Members therefore shall not interfere with the administrative functions of the City or the professional duties of City staff, nor shall they impair the ability of staff to implement Council policy decisions.

**15. Independence of Boards and Commissions**

Because of the value of the independent advice of commissions to the public decision-making process, members of Council shall refrain from using their position to unduly influence the deliberations or outcomes of commission proceedings.

**16. Positive Work Place Environment**

Members shall support the maintenance of a positive and constructive work place environment for City employees and for residents and businesses dealing with the City. Members shall recognize their special role in dealings with City employees to in no way create the perception of inappropriate direction to staff.

**17. Implementation**

As an expression of the standards of conduct for members expected by the City, this Code of Conduct is intended to be self-enforcing. It therefore becomes most effective when members are thoroughly familiar with it and embrace its provisions.

For this reason, ethical standards shall be included in the regular orientations for candidates for City Council, applicants to commissions, and newly elected and appointed officials. Members entering office shall sign a statement affirming that they read and understand the City of Fairfield Code of Conduct.

**18. Compliance and Enforcement**

The Fairfield Code of Conduct expresses standards of ethical conduct expected for members of the City Council and commissions. Members themselves have the primary responsibility to assure that ethical standards are understood and met, and that the public can continue to have full confidence in the integrity of government.

The chairs of commissions and the Mayor have the additional responsibility to intervene when actions of members that appear to be in violation the Code of Conduct are brought to their attention.

The City Council may impose sanctions on members whose conduct does not comply with the City's ethical standards, such as reprimand, formal censure, loss of seniority or committee assignment, or budget restriction. The City Council also may remove members of commissions from office.

A violation of this Code of Conduct shall not be considered a basis for challenging the validity of a Council or commission decision.

# City of Laguna Woods

## Administrative Policy 1.2

### Council Meetings – Rules of Decorum

## **CITY OF LAGUNA WOODS**

### **ADMINISTRATIVE POLICY 1.2 COUNCIL MEETINGS - RULES OF DECORUM**

1.2.01 To insure that government is conducted in the City of Laguna Woods in an orderly, fair and open way, and that the rights of the people to speak and be heard on matters of public interest are protected.

#### 1.2.02 ROLE OF THE MAYOR

The Mayor is the presiding officer at all City Council meetings. The Mayor shall require that all comments be directed to the Mayor and cross talk between Councilmembers or with the public shall be ruled out of order. In the Mayor's absence, the Mayor Pro Tem shall be the presiding officer at City Council meetings.

#### 1.2.03 RULES OF DECORUM FOR COUNCILMEMBERS

- A. While the City Council is in session, all Councilmembers shall preserve order and decorum. No Councilmember shall delay or interrupt the proceedings of the Council or disturb any member while he or she is speaking.
- B. Discussion by Councilmembers must relate to the subject matter at hand and shall be relevant and pertinent to allow for the expeditious disposition and resolution of the business before the City Council.
- C. Councilmembers shall not engage in any indecorous, abusive or vulgar language and shall avoid personal attacks on any other member of the City Council, staff or the public; nor shall they publicly impugn the integrity, honesty or motives of such individuals.
- D. Once recognized by the Mayor, a Councilmember shall not be interrupted when speaking unless called to order by the Mayor, unless a point of order or personal privilege is raised by another

3. The purpose of addressing the Council is to formally communicate to the Council on matters relating to City business or citizen concerns. Persons addressing the Council on an agenda item shall confine the subject matter of their remarks to the particular matter before the Council.
4. Each person addressing the City Council shall do so in an orderly manner and shall not engage in any conduct that disrupts, disturbs or otherwise impedes the orderly conduct of the Council meeting. Any person who so disrupts the meeting shall be subject to ejection from that meeting by the Mayor or a majority of the members of the City Council.
5. Persons addressing the City Council shall address the Council as a whole and shall not engage in a dialogue with individual Councilmembers, City staff or members of the audience.

#### 1.2.05 RULES OF ORDER FOR CITY COUNCIL MEETINGS

The City Council shall conduct business by motion in accordance with the following rules of order.

- A. **Obtaining the Floor:** Any Councilmember wishing to speak must first obtain the floor by being recognized by the Mayor. The Mayor must recognize any Councilmember who seeks the floor when appropriately entitled to do so. Councilmembers shall confine remarks to the question under debate.
- B. **Time Limits:** Time limits on motions, agenda items and items added on a subsequent need basis are as follows: Any member of the public who wishes to address the City Council and has submitted a "request to speak" form to the City Clerk before that item is called by the Mayor shall be given three (3) minutes to speak. The Mayor, without objection from the Council, may extend the three (3) minute time limit at his or her discretion.

Members of the City Council shall be given six (6) minutes to speak on any item. The Mayor, without objection from the Council, may extend this limit at his or her discretion.

2. The City Manager and/or City Attorney determine that the facts or legality of the issue(s) has changed to the extent that reconsideration is warranted.
3. A member of the voting majority at the time the action was taken, requests reconsideration.

F. Procedural Rules of Order. Once the main motion is properly placed on the floor, several related motions may be employed in addressing the main motion and, if properly made and seconded, must be disposed of before the main motion can be acted upon. The following motions are appropriate and may be made by the Mayor or any Councilmember at any appropriate time during the discussion of the main action. They are listed in order of precedence. The first three subsidiary motions are not debatable; the last three are debatable.

#### 1. Subsidiary Motions

- a. Motion to Lay on the Table/or Postpone. Any Councilmember may move to lay the matter under discussion on the table. This motion suspends any further discussion of the pending motion without setting a time certain to resume debate. In order to bring the matter back before the City Council, a motion must be adopted that the matter be taken from the table at the same meeting at which it was placed on the table. Otherwise the motion that was tabled dies, although it can be raised later as a new motion, if the matter is properly noticed on the agenda. The motion requires a second and a majority of the quorum present to pass.
- b. Motion on Previous Question. Any Councilmember may move to immediately bring the question being debated by the Council to a vote, suspending any further debate. The motion must be made and seconded without interrupting

2. Motions of Privilege, Order and Convenience. The following actions by the Council are to ensure orderly conduct of meetings and for the convenience of the Mayor and Councilmembers. These motions take precedence over any pending main or subsidiary motion and may be debated except as noted.
  - a. Call for Orders of the Day. Any Councilmember may demand that the agenda be followed in the order stated therein. No second is required and the Mayor must comply unless the Council, by majority vote, sets aside the agenda order of the day. This motion is not debatable.
  - b. Question of Personal Privilege. The right of a Councilmember to address the Council on a question of personal privilege shall be limited to cases in which that Councilmember's integrity, character or motives are questioned, or where the welfare of the City Council is concerned. Any Councilmember raising a point of personal privilege may interrupt another Councilmember who has the floor only if the Mayor recognizes the privilege. The validity of a specific question of privilege is ruled on by the Mayor.
  - c. Recess. Any Councilmember may move for a recess. No second is required and the Mayor must comply unless the Council, by majority vote, sets aside the motion.
  - d. Adjourn. Any Councilmember may move to adjourn at any time even if there is business pending. The motion requires a second and a majority vote of the quorum present is required to pass. The motion is not debatable.
  - e. Point of Order. Any Councilmember may require the Mayor to enforce the rules of the Council by

the action to rescind, repeal or annul complies with all the rules applicable to the initial adoption, including any special voting or notice requirements or unless otherwise specified by law.

- k. Point of Clarification. Any Councilmember may request clarification of the action taken or to be taken on a matter.
- l. Roberts Rules of Order. These Rules of Decorum and Rules of Order for the Conduct of City Council Meetings are intended to be the rules under which the City Council operates on a regular basis. Any issue that arises that has not been contemplated by these rules shall be governed by the most current versions of Roberts Rules of Order or by such other protocols and rules of order as the Council may adopt.

#### 1.2.06 ENFORCEMENT

- A. Upon a violation of the rules of decorum established herein the procedure to enforce the rules is as follows:
  - 1. Warning. The Mayor shall first request that a person who is violating the rules cease such conduct. If, after receiving a request from the Mayor, the person persists in violating these rules, the Mayor shall have the authority to order the person ejected from the meeting and/or cited in violation of Penal Code Section 403.
  - 2. Clearing the Room. If any meeting is willfully interrupted by a group or groups of persons so that orderly conduct of such meeting is unfeasible and order cannot be restored by the removal of the individuals who are willfully interrupting the meeting, the meeting room may be ordered cleared by the Mayor or a majority of the members of the City Council, and the meeting shall continue in session. Only matters

# City of La Palma

## Council Policy

**CITY OF LA PALMA**

**COUNCIL POLICY**

**NUMBER:** 30

**DATE ADOPTED/AMENDED:** August 16, 2005

**SUBJECT:** Council Norms

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**POLICY:**

**General**

1. The City Council norms are intended to guide City Council, City Manager and staff behavior, to promote a positive, productive, effective organization and to inspire public trust in the City of La Palma and the services it provides.
2. The City Manager is responsible for holding the staff accountable for adherence to the City Council norms.
3. The City Council is responsible for holding each other accountable for adherence to the City Council norms.

**Council Interaction and Communication**

1. Public confidence in the City of La Palma depends on the behaviors and interactions of its elected leaders. City Councilmembers shall strive to show courtesy and respect for one another in all public settings.
2. Councilmembers will be flexible in covering for each other, and explain each other's absences to the public when appropriate.
3. Council Sub-committees:
  - a. The Mayor shall make appointments to City Council subcommittees, after determining individual Councilmember interest.
  - b. Subcommittees are responsible for keeping the rest of Council informed; other Councilmembers are responsible for letting subcommittee members know if they want more information
  - c. Subcommittee members will refrain from giving mixed direction to staff. When there is a disagreement between Subcommittee members, staff will be excused from the discussion or from implementing direction until such time as the disagreement has been resolved.

**Communication with the City Manager and Staff**

1. In general, Council members should call the City Manager before going to the Department Directors. Councilmembers should always go through the City Manager to direct staff to do research on items. The City Council may go to the Department Directors for answers to simple questions.
2. When City Council members email Department Directors or staff for information, they should copy the City Manager as a courtesy.
3. Department Directors and staff will keep the City Manager informed of any communication with City Councilmembers.
4. When a Council member is unhappy with or has concerns about a City employee, they shall discuss it directly with the City Manager.
5. The City Manager or their designee shall inform the City Council whenever an unusual event occurs that the public would be concerned about, i.e., anyone wounded by gunfire, area cordoned off by police or fire, significant emergency event, etc.
6. The City Council, City Manager and staff shall not blindsides each other in public.
7. The City Council shall not criticize staff in public.
8. The Council should refer citizen complaints to staff and give them adequate time to respond. Staff will report back to the City Council through the City Manager on the resolution of citizen complaints that have been forwarded to them by a Councilmember. When a citizen requests a written response to their complaint, staff will assist the Mayor or City Councilmember in drafting an appropriate response.
9. Answers to an individual City Council member's inquiry will be shared with all of the Council members through the City Manager's Weekly Report.

**Council Preparation**

1. Councilmembers shall do their homework and make an effort to be prepared.
2. The City Manager will periodically publish a list of upcoming issues and agenda items in the Weekly Report.
3. Staff will make every effort to provide large staff reports or "white papers" on complex issues to the City Council in advance of the printing of the official agenda.

**BACKGROUND:**

The purpose of the document is to establish in writing a set of norms that the City Council, City Manager and staff will strive to abide by in their interactions with each other and with the public. In August 2005 this policy was established to replace prior versions, and was based on items agreed upon at a City Council Team Building and Goal Setting Retreat held in January 2005. Other policies that were contained in the old version (such as the "Role of Mayor," and "Public Meetings and Meeting Agendas" are now reflected in new, stand-alone policies.

# City of Palo Alto

## Council Protocols

CITY OF PALO ALTO COUNCIL PROTOCOLS  
(Updated 12.05.05)

**All Council Members**

All members of the City Council, including those serving as Mayor and Vice Mayor, have equal votes. No Council Member has more power than any other Council Member, and all should be treated with equal respect.

**All Council Members should:**

- Demonstrate honesty and integrity in every action and statement
- Comply with both the letter and spirit of the laws and policies affecting the operation operations of government.
- Serve as a model of leadership and civility to the community
- Inspire public confidence in Palo Alto government
- Work for the common good, not personal interest
- Prepare in advance of Council meetings and be familiar with issues on the agenda
- Fully participate in City Council meetings and other public forums while demonstrating respect, kindness, consideration, and courtesy to others
- Participate in scheduled activities to increase Council effectiveness
- Review Council procedures, such as these Council Protocols, at least annually
- Represent the City at ceremonial functions at the request of the Mayor
- Be responsible for the highest standards of respect, civility and honesty in ensuring the effective maintenance of intergovernmental relations
- Respect the proper roles of elected officials and City staff in ensuring open and effective government
- Provide contact information to the City Clerk in case an emergency or urgent situation arises while the Council Member is out of town

**Council Conduct with One Another**

Councils are composed of individuals with a wide variety of backgrounds, personalities, values, opinions, and goals. Despite this diversity, all have chosen to serve in public office in order to improve the quality of life in the community. In all cases, this common goal should be acknowledged even as Council may "agree to disagree" on contentious issues.

### In Public Meetings

- Use formal titles. The Council should refer to one another formally during Council meetings as Mayor, Vice Mayor or Council Member followed by the individual's last name.
- Practice civility and decorum in discussions and debate. Difficult questions, tough challenges to a particular point of view, and criticism of ideas and information are legitimate elements of a free democracy in action. Be respectful of diverse opinions.
- Honor the role of the presiding officer in maintaining order and equity. Respect the Chair's efforts to focus discussion on current agenda items. Objections to the Chair's actions should be voiced politely and with reason, following the parliamentary procedures outlined in the City Council Procedural Rules.
- Demonstrate effective problem-solving approaches. Council Members have a public stage to show how individuals with disparate points of view can find common ground and seek a compromise that benefits the community as a whole. Council Members are role models for residents, business people and other stakeholders involved in public debate.
- Be respectful of other people's time. Stay focused and act efficiently during public meetings.

### In Private Encounters

- Treat others as you would like to be treated. Ask yourself how you would like to be treated in similar circumstances, and then treat the other person that way.

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## Council Conduct with City Staff

The key provisions on Council-staff relations found in section 2.04.170 of the Palo Alto Municipal Code:

*“Neither the council nor any of its committees or members shall direct, request or attempt to influence, either directly or indirectly, the appointment of any person to office or employment by the city manager or in any manner interfere with the city manager or prevent the city manager from exercising individual judgment in the appointment of officers and employees in the administrative service. Except for the purpose of inquiry, the council and its members shall deal with the administrative service solely through the city manager, and neither the council nor any member thereof shall give orders to any of the subordinates of the city manager, either publicly or privately.”*

Governance of a City relies on the cooperative efforts of elected officials, who set policy, and City staff, which analyze problems and issues, make recommendations, and implement and administer the Council's policies. Therefore, every effort should be made to be cooperative and show mutual respect for the contributions made by each individual for the good of the community.

- Treat all staff as professionals. Clear, honest communication that respects the abilities, experience, and dignity of each individual is expected. As with your Council colleagues, practice civility and decorum in all interactions with City staff.

- Channel communications through the appropriate senior City staff. Questions of City staff should be directed only to the City Manager, Assistant City Manager, City Attorney, City Clerk, Assistant City Clerk, City Auditor, Senior Assistant City Attorneys, or Department Heads. The Office of the City Manager should be copied on any request to Department Heads. Council Members should not set up meetings with department staff directly, but work through Department Heads, who will attend any meetings with Council Members. When in doubt about what staff contact is appropriate, Council Members should ask the City Manager for direction. However, nothing in these protocols is intended to hinder the access Council-appointed liaisons (e.g. to the San Francisquito JPA or NCPA) may require in order to fulfill their unique responsibilities.
- In order to facilitate open government, all Council Members should make decisions with the same information from staff on agenda items or soon-to-be agenda items (i.e. items on the tentative agenda or in a Council Committee).
- Never publicly criticize an individual employee, including Council-Appointed Officers. Criticism is differentiated from questioning facts or the opinion of staff. All critical comments about staff performance should only be made to the City Manager through private correspondence or conversation. Comments about staff in the office of the City Attorney, City Auditor or City Clerk should be made directly to these CAOs through private correspondence or conversation-
- Do not get involved in administrative functions. Avoid any staff interactions that may be construed as trying to shape staff recommendations. Council Members shall refrain from coercing staff in making recommendations to the Council as a whole.
- Be cautious in representing City positions on issues. Before sending correspondence related to a legislative position, check with City staff to see if a position has already been determined. When corresponding with representatives of other governments or constituents, remember to indicate if appropriate that the views you state are your own and may not represent those of the full Council.
- Do not attend staff meetings unless requested by staff. Even if the Council Member does not say anything, the Council Member's presence may imply support, show partiality, intimidate staff, or hampers staff's ability to do its job objectively.
- Respect the "one hour" rule for staff work. Requests for staff support should be made to the appropriate senior staff member, according to the protocol for channeling communications. Any request, which would require more than one hour of staff time to research a problem or prepare a response, will need to be approved by the full council to ensure that staff resources are allocated in accordance with overall council priorities. Once notified that a request for information or staff support would require more than one hour, the Council Member may request that the City Manager place the request on an upcoming Council agenda.
- Depend upon the staff to respond to citizen concerns and complaints. It is the role of Council Members to pass on concerns and complaints on behalf of their constituents. It is not, however, appropriate to pressure staff to solve a problem in a particular

way. Refer citizen complaints to the appropriate senior staff member, according to the protocol on channeling communications. The senior staff member should respond according to the Policy and Procedure for Responding to Customer Complaints. Senior staff is responsible for making sure the Council Member knows how the complaint was resolved.

- Do not solicit political support from staff. The City Charter states that "Neither the city manager or any other person in the employ of the city shall take part in securing or shall contribute any money toward the nomination or election of any candidate for a municipal office." In addition, some professionals (e.g., City Manager and the Assistant City Manager) have professional codes of ethics, which preclude politically partisan activities or activities that give the appearance of political partisanship.
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### Council Conduct With Palo Alto Boards and Commissions

The City has established several Boards and Commissions as a means of gathering more community input. Citizens who serve on Boards and Commissions become more involved in government and serve as advisors to the City Council. They are a valuable resource to the City's leadership and should be treated with appreciation and respect. Council Members serve as liaisons to Boards and Commissions, according to appointments made by the Mayor, and in this role are expected to represent the full Council in providing guidance on Council processes or actions to the Board or Commission. Refrain from speaking for the full Council on matters for which the full council has not yet taken a policy position. In other instances, Council Members may attend Board or Commission meetings as individuals, and should follow these protocols:

- If attending a Board or Commission meeting, identify your comments as personal views or opinions. Council Members may attend any Board or Commission meeting, which are always open to any member of the public. Any public comments by a Council Member at a Board or Commission meeting, when that Council Member is not the liaison to the Board or Commission, should be clearly made as individual opinion and not a representation of the feelings of the entire City Council.
- Limit contact with Board and Commission members to questions of clarification. It is inappropriate for a Council Member to contact a Board or Commission member to lobby on behalf of an individual, business, or developer, or to advocate a particular policy perspective. It is acceptable for Council Members to contact Board or Commission members in order to clarify a position taken by the Board or Commission.
- Remember that Boards and Commissions are advisory to the Council as a whole, not individual Council Members. The City Council appoints individuals to serve on Boards and Commissions, and it is the responsibility of Boards and Commissions to follow policy established by the Council. Council Members should not feel they have the power or right to unduly influence Board and Commission members. A Board or Commission appointment should not be used as a political "reward."
- Concerns about an individual Board or Commission member should be pursued with tact. If a Council Member has a concern with the effectiveness of a particular Board or Commission member and is comfortable in talking with that individual privately,

the Council Member should do so. Alternatively, or if the problem is not resolved, the Council Member should consult with the Mayor, who can bring the issue to the Council as appropriate.

- Be respectful of diverse opinions. A primary role of Boards and Commissions is to represent many points of view in the community and to provide the Council with advice based on a full spectrum of concerns and perspectives. Council Members may have a closer working relationship with some individuals serving on Boards and Commissions, but must be fair to and respectful of all citizens serving on Boards and Commissions.
  - Keep political support away from public forums. Board and Commission members may offer political support to a Council Member, but not in a public forum while conducting official duties. Conversely, Council Members may support Board and Commission members who are running for office, but not in an official forum in their capacity as a Council Member.
  - Maintain an active liaison relationship. Appointed Council liaisons are encouraged to attend all regularly scheduled meetings of their assigned Board or Commission, or to arrange for an alternate.
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### Staff Conduct with City Council

- Respond to Council questions as fully and as expeditiously as is practical. The protocol for staff time devoted to research and response is in application here. If a Council Member forwards a complaint or service request to a department head or a Council Appointed Officer, there will be follow-through with the Council Member as to the outcome.
  - Respect the role of Council Members as policy makers for the City. Staff is expected to provide its best professional recommendations on issues. Staff should not try to determine Council support for particular positions or recommendations in order to craft recommendations. The Council must be able to depend upon the staff to make independent recommendations. Staff should provide information about alternatives to staff recommendations as appropriate, as well as pros and cons for staff recommendations and alternatives
  - Demonstrate professionalism and non-partisanship in all interactions with the community and in public meetings
  - It is important for the staff to demonstrate respect for the Council at all times. All Council Members should be treated equally.
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### OTHER PROCEDURAL ISSUES

- Commit to annual review of important procedural issues. At the beginning of each legislative year, the Council will hold a special meeting to review the Council protocols, adopted procedures for meetings, the Brown Act, conflict of interest, and other important procedural issues.

- Don't politicize procedural issues (e.g. minutes approval or agenda order) for strategic purposes.
- Submit questions on Council agenda items ahead of the meeting. In order to focus the Council meetings on consideration of policy issues and to maintain an open forum for public discussion, questions which focus on the policy aspects of agenda items should be discussed at the Council meeting rather than in one-on-one communications with staff prior to the meetings. Any clarifications or technical questions that can be readily answered can be handled before the meeting. Council Members are encouraged to submit their questions on agenda items to the appropriate Council Appointed Officer or Assistant City Manager as far in advance of the meeting as possible so that staff can be prepared to respond at the Council meeting.
- Respect the work of the Council standing committees. The purpose of the Council standing committees is to provide focused, in-depth discussion of issues. Council should respect the work of the committees and re-commit to its policy of keeping unanimous votes of the committees on the consent calendar.
- The Mayor and Vice Mayor should work with staff to plan the Council meetings. There are three purposes to the pre-Council planning meeting: 1) to plan how the meeting will be conducted; 2) to identify any issues or questions that may need greater staff preparation for the meeting; and 3) to discuss future meetings. The purpose of the meeting is not to work on policy issues. Normally, only the Mayor and Vice Mayor are expected to attend the pre-Council meetings with the City Manager and other CAOs.

## ENFORCEMENT

Council Members have the primary responsibility to assure that these protocols are understood and followed, so that the public can continue to have full confidence in the integrity of government. As an expression of the standards of conduct expected by the City for Council Members, the protocols are intended to be self-enforcing. They therefore become most effective when members are thoroughly familiar with them and embrace their provisions. For this reason, Council Members entering office shall sign a statement affirming they have read and understood the Council protocols. In addition, the protocols shall be annually reviewed by the Policy and Services Committee and updated as necessary.

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The citizens, businesses and organizations of the City are entitled to have fair, ethical and accountable local government, which has earned the public's full confidence for integrity. To this end, the City Council has adopted Council Protocols and this Code of Ethics for members of the City Council to assure public confidence in the integrity of local government and its effective and fair operation.

Comply with Law: Members shall comply with the laws of the nation, the State of California and the City in the performance of their public duties. These laws include but are not limited to: the United States and California constitutions, the city Charter, laws

pertaining to conflicts of interest, election campaigns, financial disclosures, employer responsibilities and open processes of governments and City ordinances and policies.

Conduct of Members: The professional and personal conduct of members must be above reproach and avoid even the appearance of impropriety. Members shall refrain from abusive conduct, personal charges or verbal attacks upon the character or motives of other members of the Council, boards and commissions, the staff or the public.

Respect for Process: Members shall perform their duties in accordance with the processes and rules of order established by the City Council governing the deliberation of public policy issues, meaningful involvement of the public and implementation of policy decisions of the City Council by City staff.

Decisions Based on Merit: Members shall base their decisions on the merits and substance of the matter at hand, rather than on unrelated considerations.

Conflict of Interest: In order to assure their independence and impartiality on behalf of the common good, members shall not use their official positions to influence decisions in which they have a material financial interest or where they have an organizational responsibility or personal relationship, which may give the appearance of a conflict of interest.

Gifts and Favors: Members commit to follow the laws that apply to accepting any gifts or favors as a public official.

Confidential Information: Members shall respect the confidentiality of information concerning the property, personnel or affairs of the City. They shall neither disclose confidential information without proper legal authorization, nor use such information to advance their personal, financial or other private interests.

Use of Public Resources: Members shall not use public resources, such as City staff time, equipment, supplies or facilities, for private gain or personal purposes.

Representation of Private Interests: In keeping with their role as stewards of the public interest, members of Council shall not appear on behalf of the private interests of third parties before the Council or any other board, commission or proceeding of the City, nor shall members of boards and commissions appear before their own bodies or before the Council on behalf of the private interests of third parties on matters related to the areas of service of their bodies.

Advocacy: Members shall represent the official policies or positions of the City Council, board or commission to the best of their ability when designated as delegates for this purpose. When presenting their individual opinions and positions, members shall explicitly state they do not represent their body or the City, nor will they allow the inference that they do.

Positive Work Place Environment: Members shall support the maintenance of a positive and constructive work place environment for City employees and for citizens and businesses dealing with the City. Members shall recognize their special role in dealings with City employees to in no way create the perception of inappropriate direction to staff.

## POLICY AND PROCEDURE FOR CITY COUNCIL E MAILS FOR AGENDA-RELATED ITEMS

### **Policy**

The Council-adopted protocols provide a framework for the policy on e mail communications between Council Members and staff on agenda-related items, including the following:

- In order to facilitate open government, all Council Members should make decisions with the same information from staff on agendized or soon-to-be agendized items (i.e. items on the tentative agenda or in a Council Committee).
- Submit questions on Council agenda items ahead of the meeting. In order to focus the Council meetings on consideration of policy issues and to maintain an open forum for public discussion, questions which focus on the policy aspects of agenda items should be discussed at the Council meeting rather than in on-on-one communications with staff prior to the meetings. Any clarifications or technical questions that can be readily answered can be handled before the meeting. Council Members are encouraged to submit their questions on agenda items to the appropriate Council Appointed Officer or Assistant City Manager as far in advance of the meeting as possible so that staff can be prepared to respond at the Council meeting.

In its settlement agreement with the San Jose Mercury News of February 2003, the City Council agreed to consider a policy under which the Council would waive any deliberative or other privilege, other than attorney-client privilege, that it might assert with regards to e mails on agendized items. This policy and procedure implements that agreement. The Council, in adopting this policy, does not waive attorney-client- privilege or any other privilege associated with a closed session authorized under the Brown Act.

### **Procedure**

- Council Members should direct any questions on City Manager Reports (CMRs) to the Assistant City Manager. Questions on reports from the City Auditor, City Attorney or City Clerk should be directed to the appropriate Council Appointed Officer. Council Members should not direct any questions on agenda items to other members of the City Manager's staff or the staff of the other Council Appointed Officers.
- Council Members will submit questions on agenda items no later than 9 a.m. on the Monday of the Council meeting at which the item will be discussed. Any questions received after that time may be responded to via e mail or, alternatively, will be responded to at the Council meeting.
- Staff will not engage in "dialogues" with individual Council Members regarding questions, i.e. follow-up questions to initial questions will be responded to at the Council meeting.
- Staff will give priority to responding prior to the Council meeting via e mail only on items on the Consent Calendar. Questions which address the policy aspects of the item on the Council agenda will not be responded to prior to the meeting, although staff welcomes such questions in advance of the meeting in order to prepare for the Council and public discussion. Technical and clarifying questions on non-Consent Calendar items will be responded to as time permits.

- If the staff will be responding to a Council Member's Consent Calendar question at the meeting rather than responding the questions via e mail, staff will inform the Council Member as early as possible after receipt of the question(s).
- Questions and all staff-prepared responses will be forwarded to all Council Members as well as put up on the special web page created for public review of Council agenda questions and staff responses. Staff will include the name of the Council Member posing the questions in the "subject" field of the e mail response.
- Written copies of all Council Member agenda questions and staff responses will be at Council places at the meeting; additional copies will be made available in the Council chambers for members of the public.



## V. Standing Committees

A. Policy. It is the policy of the Council to use standing committees in open and public meetings to study City business in greater depth than what is possible in the time allotted for Council meetings.

1. Purpose. These rules are intended to enhance public participation and committee meetings so that the best possible decisions can be made for Palo Alto.

B. General Requirements. Council standing committees shall be subject to the following procedural rules.

1. Quorum. A majority of the committee membership shall constitute a quorum.

2. Referrals. Only the Council or City Manager shall make referrals to the standing committees. Referrals will generally be directed to only one of the standing committees. Items may be withdrawn from the committee and taken up for consideration by the Council at any Council meeting with the consent of a majority of the Council, and subject to any applicable noticing or agenda posting requirements. Council members who submit matters to the Council which are referred to a standing committee may appear before the standing committee to which the referral has been made in order to speak as proponents of the matter. Standing committee meetings during which such referrals may be considered shall be noticed as Council meetings for the purpose of enabling the standing committee to discuss and consider the matter with a quorum of the Council present.

3. Function of committees. The purpose and intent of committee meetings is to provide for more thorough and detailed discussion and study of prospective or current Council agenda items with a full and complete airing of all sentiments and expressions of opinion on city problems by both the Council and the public, to the end that Council action will be expedited. Actions of the committee shall be advisory recommendations only.

4. Minutes. The City Clerk shall be responsible for the preparation and distribution to the Council of the minutes of standing committee meetings. The minutes for these meetings shall be action minutes which reflect the motions made during these meetings. The minutes shall be delivered to all Council Members before the Council meeting at which the committee's recommendations are to be discussed.



5. Report of committee. The minutes of each committee meeting shall serve as the report to the Council. Any member may write a separate report.
6. Agenda. The chairperson of each standing committee shall prepare the agenda for committee meetings, the sequence of study being, within reasonable limits of practicality, the same as the sequence of referral.
7. Public Participation. Public comment on agenda items will be limited to a maximum of five minutes per speaker, or any alternate time limit specified by the presiding officer.
8. Conduct of standing committee meetings. The chairperson of each committee may conduct meetings with as much informality as is consistent with Council procedural rules, which shall also be in effect during committee meetings. The views of interested private citizens may be heard in committee meetings, but in no case shall a committee meeting be used as a substitute for public hearings required by law.
9. Oral Communications. Opportunities for oral communications shall be provided in the same manner as Council meetings.

## VI. Election of Mayor

Palo Alto Municipal Code Section 2.04.060 governs the election of the Mayor. Nominations for Mayor may be made by any individual Council Member and do not require a second.

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- <sup>i</sup> Palo Alto Municipal Code, § 2.04.080(b).
  - <sup>ii</sup> Palo Alto Municipal Code, § 2.04.120(c); 2.04.150(b)
  - <sup>iii</sup> Palo Alto Municipal Code, § 2.04.010(b).
  - <sup>iv</sup> Palo Alto Municipal Code, § 2.04.050(a).
  - <sup>v</sup> Palo Alto Municipal Code, § 2.04.070(c)
  - <sup>vi</sup> Palo Alto Municipal Code, § 2.04.020.
  - <sup>vii</sup> Palo Alto Municipal Code, § 2.04.030.
  - <sup>viii</sup> Palo Alto Municipal Code, § 2.04.040.

**City of Portsmouth**  
**Portsmouth City Council**  
**Operating Guidelines**



## PORTSMOUTH CITY COUNCIL OPERATING GUIDELINES

Revised October 2, 2006

1. The City Council is responsible for providing bold, new leadership for the City through a defined vision and goals and the City Manager, City Attorney, City Clerk, and City Assessor will support its direction through professional, creative management.
2. The City Council is responsible for setting clear direction and policies and for holding the City Manager accountable for achieving those policies.
3. The City Manager manages the day-to-day operations of City government.
4. The Council will use specified time limits for agenda items to insure that it has adequate, joint dialogue about policies it is considering. The Council Members will exercise self-management and individual prompting to keep the agenda flowing to make certain that high quality discussion can occur.
5. After the Council reaches a consensus or the vote is taken, the Council will speak with "one voice." Once Council has taken a vote, Members will let the decision stand and avoid undermining the Council's stated direction and decision.
6. After the decision is made, the Mayor serves as the spokesperson for the City Council's view on policy matters.
7. The Council will be encouraged to grow personally and professionally through training and local, state, and national conferences and are encouraged to share information with other Council Members on important policy/municipal issues and the experience of other localities.
8. Council Members will be provided with information from staff and other Members on an equal basis so that they are equally prepared to make good decisions.
9. The City Manager will ensure that the City Council is proactively informed on major policy issues or issues that may attract media or public attention; likewise, the City Council will give the City Manager notice if he or she learns of issues of concern (personnel, citizen, or process/system.)
10. The roles of the Mayor and Vice Mayor will be established through a consensus of the City Council, unless otherwise established by state law or the City's Charter.
11. The Council will ensure that the diversity of the City is represented on its boards and commissions.
12. The Council will insure that the mission and work of its boards and commissions appropriately serve the Council's vision and will evaluate and adjust as necessary.
13. Council Members will conduct themselves in a courteous and civil manner.

**Portsmouth City Council Operating Guidelines, Revised 10-2-06, page 2**

14. Individual Members of the Council will not divert management from Council-approved priorities with personal to-do lists or with requests for information or action that may require significant staff resources without the active approval of the majority of Council. The City Council will come to consensus about major issues that need further exploration and analysis so as to judiciously assign tasks to the City Manager and his staff.
15. The Council will insure that the liaison role is effective by making a personal commitment to attending meetings and reporting objectively to the Council and by having dedicated, structured time on the agenda for reporting.
16. Liaisons will be created and appointed with the consent of the Council.

# City of Sunnyvale

## Code of Ethics

**CITY OF SUNNYVALE CODE OF ETHICS**  
For members of Sunnyvale City Council, Boards and Commissions  
Adopted by the Sunnyvale City Council  
June 27, 1995

**Preamble**

The citizens and businesses of Sunnyvale are entitled to have fair, ethical and accountable local government which has earned the public's full confidence for integrity. In keeping with the City of Sunnyvale Commitment to Excellence, the effective functioning of democratic government therefore requires that:

public officials, both elected and appointed, comply with both the letter and spirit of the laws and policies affecting the operations of government; public officials be independent, impartial and fair in their judgment and actions; public office be used for the public good, not for personal gain; and public deliberations and processes be conducted openly, unless legally confidential, in an atmosphere of respect and civility.

To this end, the Sunnyvale City Council has adopted a Code of Ethics for members of the City Council and of the City's boards and commissions to assure public confidence in the integrity of local government and its effective and fair operation.

**1. Act in the Public Interest**

Recognizing that stewardship of the public interest must be their primary concern, members will work for the common good of the people of Sunnyvale and not for any private or personal interest, and they will assure fair and equal treatment of all persons, claims and transactions coming before the Sunnyvale City Council, boards and commissions.

**2. Comply with the Law**

Members shall comply with the laws of the nation, the State of California and the City of Sunnyvale in the performance of their public duties. These constitutions; the Sunnyvale City Charter; laws pertaining to conflicts of interest, election campaigns, financial disclosures, employer responsibilities, and open processes of government; and City ordinances and policies.

**3. Conduct of Members**

The professional and personal conduct of members must be above reproach and avoid even the appearance of impropriety. Members shall refrain from abusive conduct, personal charges or verbal attacks upon the character or motives of other members of Council, boards and commissions, the staff or public.

#### **4. Respect for Process**

Members shall perform their duties in accordance with the processes and rules of order established by the City Council and board and commissions governing the deliberation of public policy issues, meaningful involvement of the public, and implementation of policy decisions of the City Council by City staff.

#### **5. Conduct of Public Meetings**

Members shall prepare themselves for public issues; listen courteously and attentively to all public discussions before the body; and focus on the business at hand. They shall refrain from interrupting other speakers; making personal comments not germane to the business of the body; or otherwise interfering with the orderly conduct of meetings.

#### **6. Decisions Based on Merit**

Members shall base their decisions on the merits and substance of the matter at hand, rather than on unrelated considerations.

#### **7. Communication**

Members shall publicly share substantive information that is relevant to a matter under consideration by the Council or boards and commissions, which they may have received from sources outside of the public decision-making process.

#### **8. Conflict of Interest**

In order to assure their independence and impartiality on behalf of the common good, members shall not use their official positions to influence government decisions in which they have a material financial interest, or where they have an organizational responsibility or personal relationship which may give the appearance of a conflict of interest.

In accordance with the law, members shall disclose investments, interests in real property, sources of income, and gifts; and they shall abstain from participating in deliberations and decision-making where conflicts may exist.

#### **9. Gifts and Favors**

Members shall not take any special advantage of services or opportunities for personal gain, by virtue of their public office, that are not available to the public in general. They shall refrain from accepting any gifts, favors or promises of future benefits which might compromise their independence of judgment or action or give the appearance of being compromised.

#### **10. Confidential Information**

Members shall respect the confidentiality of information concerning the property, personnel or affairs of the City. They shall neither disclose confidential information without proper legal authorization, nor use such information to advance their personal, financial or other private interests.

#### **11. Use of Public Resources**

Members shall not use public resources not available to the public in general, such as City staff time, equipment, supplies or facilities, for private gain or personal purposes.

#### **12. Representation of Private Interests**

In keeping with their role as stewards of the public interest, members of Council shall not appear on behalf of the private interests of third parties before the Council or any board, commission or proceeding of the City, nor shall members of boards and commissions appear before their own bodies or before the Council on behalf of the private interests of third parties on matters related to the areas of service of their bodies.

#### **13. Advocacy**

Members shall represent the official policies or positions of the City Council, board or commission to the best of their ability when designated as delegates for this purpose. When presenting their individual opinions and positions, members shall explicitly state they do not represent their body or the City of Sunnyvale, nor will they allow the inference that they do.

#### **14. Policy Role of Members**

Members shall respect and adhere to the council-manager structure of Sunnyvale city government as outlined by the Sunnyvale City Charter. In this structure, the City Council determines the policies of the City with the advice, information and analysis provided by the public, boards and commissions, and City staff.

Except as provided by the City Charter, members therefore shall not interfere with the administrative functions of the City or the professional duties of City staff; nor shall they impair the ability of staff to implement Council policy decisions.

#### **15. Independence of Boards and Commissions**

Because of the value of the independent advice of boards and commissions to the public decision-making process, members of Council shall refrain from using their position to unduly influence the deliberations or outcomes of board and commission proceedings.

#### **16. Positive Work Place Environment**

Members shall support the maintenance of a positive and constructive work place environment for City employees and for citizens and businesses dealing with the City. Members shall recognize their special role in dealings with City employees to in no way create the perception of inappropriate direction to staff.

#### **17. Implementation**

As an expression of the standards of conduct for members expected by the City, the Sunnyvale Code of Ethics is intended to be self-enforcing. It therefore becomes most effective when members are thoroughly familiar with it and embrace its provisions. For this reason, ethical standards shall be included in the regular orientations for candidates for City Council, applicants to board and commissions, and newly elected and appointed officials. Members entering office shall sign a statement affirming they read

and understood the City of Sunnyvale code of ethics. In addition, the Code of Ethics shall be annually reviewed by the City Council, boards and commissions, and the City Council shall consider recommendations from boards and commissions and update it as necessary.

#### **18. Compliance and Enforcement**

The Sunnyvale Code of Ethics expresses standards of ethical conduct expected for members of the Sunnyvale City Council, boards and commissions. Members themselves have the primary responsibility to assure that ethical standards are understood and met, and that the public can continue to have full confidence in the integrity of government.

The chairs of boards and commissions and the Mayor have the additional responsibility to intervene when actions of members that appear to be in violation of the Code of Ethics are brought to their attention.

The City Council may impose sanctions on members whose conduct does not comply with the City's ethical standards, such as reprimand, formal censure, loss of seniority or committee assignment, or budget restriction.

Under the City Charter, the City Council also may remove members of boards and commissions from office.

A violation of this code of ethics shall not be considered a basis for challenging the validity of a Council, board or commission decision.

### **MODEL OF EXCELLENCE Sunnyvale City Council, Boards and Commissions MEMBER STATEMENT**

As a member of the Sunnyvale City Council or of a Sunnyvale board or commission, I agree to uphold the Code of Ethics for elected and appointed officials adopted by the City and conduct myself by the following model of excellence. I will:

Recognize the worth of individual members and appreciate their individual talents, perspectives and contributions;

Help create an atmosphere of respect and civility where individual members, City staff and the public are free to express their ideas and work to their full potential;

Conduct my personal and public affairs with honesty, integrity, fairness and respect for others;

Respect the dignity and privacy of individuals and organizations;

Keep the common good as my highest purpose and focus on achieving constructive solutions for the public benefit;

Avoid and discourage conduct which is divisive or harmful to the best interests of Sunnyvale;

Treat all people with whom I come in contact in the way I wish to be treated;

I affirm that I have read and understood the City of Sunnyvale Code of Ethics.

Signature Date

Name Office