

City of Independence

MEMORANDUM

DATE: December 12th, 2014

City Council Office

TO: Members of the Audit and Finance Committee

FROM: Zachary C. Walker, Management Analyst



SUBJECT: Report 14-02: Review of the Office of the City Manager

As part of the annual work plan for the City Management Analyst, the Audit and Finance Committee requested that a report be prepared detailing the duties, responsibilities, and division of labor for the Office of the City Manager. As such, the following report has been finalized after interviewing staff from the City Manager's Office, observing daily operations, and researching current and historical operational information for this Office.

Overview

The City Manager is the Chief Administrative Officer of the City government, exercising direction over all municipal operations. The Manager is appointed by the City Council and is responsible to the Council for execution of Council-directed policies and the administration of municipal service programs. The City Manager appoints and supervises department directors, formulates and presents to the City Council such measures or actions considered necessary or proper, presents the Council with a proposed budget each year, and performs other activities as prescribed by the City Charter and ordinances of the City.

City Charter Requirements

Article Three of the City Charter establishes the Office of the City Manager. Section 3.1 of the Charter indicates that the City Manager is appointed by the affirmative vote of five members of the Council for an indefinite period of time. The City Manager is to be selected on the basis of the individual's executive and administrative qualifications. The City Manager serves at the pleasure of the Council and may be suspended or removed from office by the affirmative vote of at least four members of the Council. Section 3.2 of the City Charter provides for the designation of an Acting City Manager as needed.

Section 3.3 of the City Charter outlines the powers and duties of the City Manager. As provided for in this section, the City Manager is the chief administrative officer and head of the administrative branch of the city government. The City Manager is responsible for:

- Executing the laws and ordinances and administering the government of the City;
- Appointing, laying off, suspending, demoting, or removing all heads of administrative departments and all other administrative officers and employees of the City;
- Supervising and controlling, directly and indirectly, all administrative departments, agencies, officers, and employees of the city;

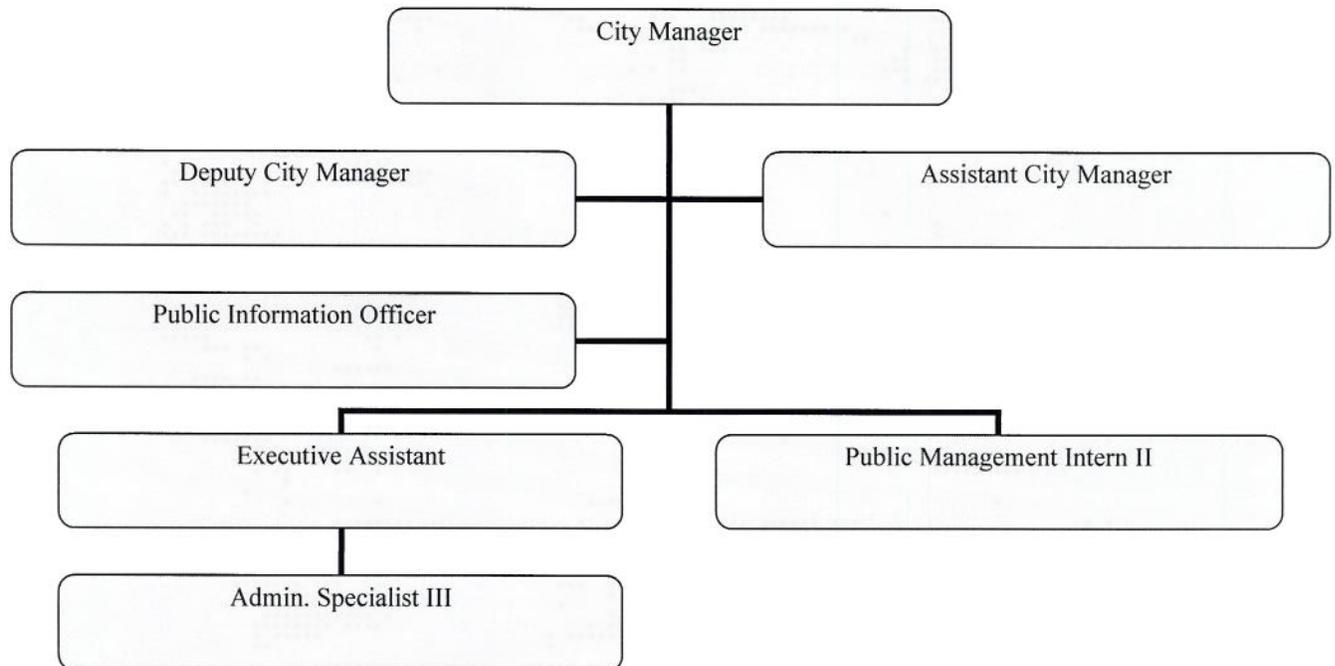
- Preparing a budget annually and submitting it to the Council, being responsible for the administration of the budget after it goes into effect, and recommending to the Council any changes in the budget which may be deemed desirable;
- Submitting to the Council a complete report as of the end of the fiscal year on the finances and administrative activities of the City for the preceding year;
- Keeping the Council advised of the financial condition and future needs of the City, and making recommendations on matters of policy and other matters as may seem desirable;
- Having other such duties and powers as the charter provides, and such duties and powers consistent with the charter as provided by the Council.

As noted in the Foreword to the City Charter, the purpose of these provisions is to provide the City with a full-time, experienced, chief administrator who is removed from politics in order to manage the City's affairs in a business-like manner.

Organizational Structure

At the discretion of the City Manager and with the consent of the City Council, additional personnel may be added to the Office of the City Manager to provide an adequate amount of administrative oversight and support. As the City has grown in size and complexity, so too has the administrative support necessary to meet the current demand. To that end, the Office of the City Manager reflects a total of seven positions in the Fiscal Year 2014-15 Adopted Budget. The Deputy City Manager, Assistant City Manager, Public Information Officer, Executive Assistant, and Administrative Specialist III positions are currently filled, while the Public Management Intern II position is vacant and unfunded.

EXHIBIT I: OFFICE OF THE CITY MANAGER ORGANIZATIONAL CHART



These positions have been authorized as a result of the breadth, depth, and complexity of the City's administrative departments and community issues faced by the City Manager. Each of

these positions is tasked with supporting the City Manager in achieving his or her Charter-mandated responsibilities. The table below illustrates the five-year staffing history for this office.

EXHIBIT 2: OFFICE OF THE CITY MANAGER FIVE-YEAR STAFFING OVERVIEW

Office of the City Manager Five-Year Staffing Overview					
Position Title	FY 2010-11	FY 2011-12	FY 2012-13	FY 2013-14	FY 2014-15
Video Production Specialist	1.50	0.00	0.00	0.00	0.00
City Manager	1.00	1.00	1.00	1.00	1.00
Deputy City Manager	1.00	1.00	1.00	1.00	1.00
Assistant City Manager	1.00	1.00	1.00	1.00	1.00
Executive Assistant	1.00	1.00	1.00	1.00	1.00
Administrative Specialist III	1.00	1.00	1.00	1.00	1.00
Public Management Intern II	1.00	1.00	1.00	1.00	1.00
Economic Development Manager	1.00	1.00	1.00	1.00	0.00
Communications Director	1.00	0.00	0.00	0.00	0.00
Public Information Officer	0.00	0.00	0.00	0.00	1.00
Total	9.50	7.00	7.00	7.00	7.00

The Fiscal Year 2011-12 Adopted Budget transferred the Communications Cost Center from the Office of the City Manager to the Technology Services Department, resulting in a net decrease of 2.50 positions. The Fiscal Year 2014-15 Adopted Budget transferred the Economic Development/Redevelopment Cost Center from the Office of the City Manager to the Community Development Department, though the Economic Development Manager continues to work closely with the City Manager’s Office on a day-to-day basis. The Fiscal Year 2014-15 Adopted Budget also added the Public Information Officer position, resulting in no net staffing changes for the Office of the City Manager.

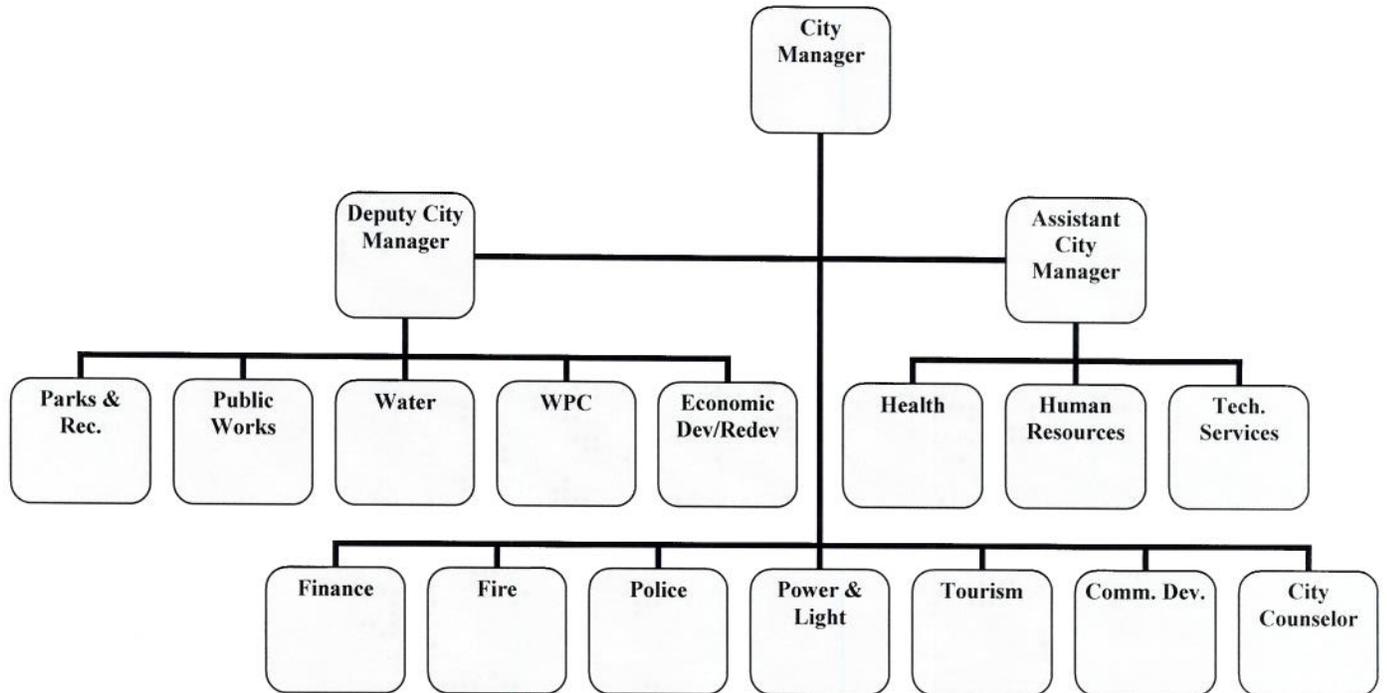
Administrative Oversight

The Deputy and Assistant City Manager positions are executive level positions reporting directly to the City Manager, providing highly complex and responsible support to the Manager. As part of the responsibility of providing administrative oversight of City services, the City Manager utilizes the Deputy and Assistant City Managers to assist with providing decision making assistance, guidance, and leadership to reporting departments. Directing and coordinating the work of departments and programs who report to the City Manager, Deputy City Manager, and Assistant City Manager is a key responsibility of this Office. Though the oversight responsibilities have been divided among these positions, it is the City Manager who is ultimately accountable to the Mayor and City Council and thus retains the authority to direct the affairs of City departments and is responsible for maintaining administrative control.

Each of these three positions conducts regular one-on-one meetings, usually once per week, with the management of the departments for which they are responsible. This allows the City departments to provide regular updates to and seek the direction of the City Manager’s Office to ensure that departmental projects follow established policies and procedures while meeting the appropriate budget and timeliness objectives. In providing this oversight function, the leadership team also works with the department directors to resolve personnel matters, assist departments in developing and administering their annual budget appropriations consistent with the vision and goals of the City Council, and assist with implementing any department reorganizations. In this

same sense, the Office of the City Manager works with City departments to assess and implement various federal and state regulatory changes to ensure that the City remains in compliance with these laws. The exhibit below illustrates the current division of supervisory responsibilities, though this reporting structure is highly flexible and is modified on an as needed basis.

EXHIBIT 3: CITY MANAGER DEPARTMENTAL SUPERVISION DIVISION OF RESPONSIBILITY



Perhaps most important, this division of responsibility allows the Office of the City Manager to observe, understand, and coordinate issues that are of a cross-departmental nature. Indeed, the City Manager, Deputy City Manager, and Assistant City Manager work in close cooperation and coordination with one another. These positions will often work directly on special projects which may or may not be exclusive to the scope of their unique reporting departments. For example, the Deputy City Manager has been overseeing the implementation of the City’s stormwater system upgrades as part of the Federal Consent Decree with the Environmental Protection Agency. This project has spanned the last several years and required a multi-departmental response and coordination with various governmental agencies as well as frequent interactions with the public. In another example, the construction of both the Falls at Crackerneck Creek development and the Independence Events Center were projects involving the coordination of multiple City departments and private partners, of which both initiatives were managed by the Assistant City Manager.

These project management duties also arise on a daily basis as well. For example, a recent conversation centered on fleet maintenance for the Police Department, which is handled by the Public Works Department’s Central Garage. While this topic involved two departments, one that reports to the City Manager (Police) and one to the Deputy City Manager (Public Works), the Deputy City Manager convened the meeting with management from both departments, provided direction and identified the resolution of key issues, and delivered the City Manager with a summary briefing afterwards. Likewise, the Assistant City Manager worked with the Technology Services Department in implementing the upgraded citywide email system.

Ongoing Management and Administrative Support

In support of the City Manager, both the Deputy and Assistant City Manager serve to provide ongoing management and administrative support to a variety of Citywide issues. For example, the Deputy City Manager has assumed responsibility for serving as the initial point of contact in managing economic development and redevelopment activities for the City. The Assistant City Manager, in turn, has overseen the implementation and ongoing administration of the City's contract with Jackson County for management of the Regional Animal Shelter. Both have represented the City Manager's Office in labor negotiations. These roles, along with the many others that have not been highlighted, are not exclusive to any one individual and are often interchangeable. Instead, this illustrates how the City Manager is able to delegate critical roles to the leadership team so that the responsibilities are evenly shared and so that various issues and needs can be anticipated and addressed in a timely fashion.

Staffing of Boards and Commissions

The City Manager, Deputy City Manager, and Assistant City Manager provide support to and represent the City at a number of internal and external boards and commissions. Though the number and type varies regularly, a representative sample includes:

- City Manager
 - Independence Chamber of Commerce Board of Directors
 - Independence Events Center Management Corporation Board of Directors
 - Independence Economic Development Council Management Committee
 - International City Manager's Association 2016 Conference Planning Committee
 - MARC Regional Transit Coordinating Council
 - Community For All Ages Coalition
 - City Council Transit Committee
 - Various MARC, Missouri Municipal League and City Council Committees
- Deputy City Manager
 - Crackerneck Creek Transportation Development District (Executive Director)
 - Missouri Municipal League Legislative Liaison
 - Various MARC, Missouri Municipal League, and City Council Committees
- Assistant City Manager
 - Independence Beautification Commission
 - Crackerneck Creek Transportation Development District (Chairman of the Board)
 - Independence Events Center Community Improvements District (Chairman of the Board)

- Independence Public Safety Sales Tax Review Committee
- Various MARC, Missouri Municipal League, and City Council Committees

In each of these circumstances and others, the representation of the City Manager’s Office by one of these positions is meant to ensure that the City maintains an active presence within the community, that the interests of the City are accurately portrayed, and that an appropriate level of technical and managerial assistance is provided.

Promotion of the City and Responsiveness to Community Needs

An important part of the City Manager’s responsibilities is promotion of the city on a regional and national level as a high-quality location to live, work, and play. For example, economic development is closely tied to the attractiveness of the area for job creation and new residents. In 2013, Ingram’s Magazine presented the City of Distinction Award to Independence in the category of cities with a 50,000+ population. Additionally, Independence has been named one of only 217 “Playful City USA” communities across the United States. These types of recognition help further advance the goals of the City by bringing positive attention to the community.

Another key duty for the Office of the City Manager is to ascertain the needs of the community, in conjunction with the goals established by the Mayor and City Council, and identify solutions that satisfy these needs. The city management’s responsiveness to the needs of the community is highlighted by major projects, including the conversion of 11,320 sodium vapor and mercury vapor street lights to LED. Support to the Fire Department resulted in the achievement of a Class 2 Rating, which will ultimately lead to lower insurance costs for businesses and residents. Support for Health Department projects, including Antibiotic Stewardship, has received national recognition by the Public Health Foundation.

Management of Emerging Issues

While the Charter mandated duties are a key area of emphasis for the City Manager’s Office, the City Manager must also quickly and readily adapt to respond to emerging issues. Indeed, many issues that are dealt with are not initiatives originated by the City Manager or City departments, but rather arise in an unpredictable fashion. Some of these issues may be routine in nature while others may be an emergency, but they require the management abilities and expertise possessed by the Office of the City Manager. Examples of these emerging issue topics include:

- Pit Bulls
- Regional Animal Shelter
- Fluoridation
- Clean Indoor Air Act
- Landfills
- Alternative Energy
- Public Recreation Facilities

Though these examples illustrate the role the City Manager’s Office plays in more high-profile situations, the Office is just as critical in dealing with more routine, low-profile issues that still

arise without predictability. These examples might include coordinating and managing the City's response to snow storms and other weather-related events, providing oversight and administration of personnel and disciplinary issues, and facilitating dialogue and providing a timely response to issues and concerns brought forward by both the elected officials and the community at large. No matter the magnitude or nature of these emerging issues, it is the responsibility of the City Manager's Office to provide a quick resolution to these issues and ensure that they do not escalate beyond their current state.

Responsiveness to Elected Official Issues

The City Manager, along with the Deputy and Assistant City Manager, prepare and present various topics and issues in public meetings as part of the ongoing responsibility of updating the Mayor and City Council with relevant information. Additionally, a critical role of the City Manager's Office is to provide an initial point of contact for the elected officials so that questions can be posed and concerns may be addressed. While the City Manager is the one employee from this office directly hired by the Mayor and City Council, the Deputy and Assistant City Managers will interact often with members of the governing body to communicate the inquiries and requests of the Mayor and City Council to the City staff while serving as a reference point to various questions and concerns that may arise. This service becomes critical given that the City Charter prohibits the Council from directing the activities of the City staff. As stated previously, it is important that the City Manager be kept informed of these interactions as he or she is ultimately held accountable to the Mayor and City Council.

City Communications

Through a variety of mechanisms, the Office of the City Manager serves as an integral resource for both receiving and disseminating communications with the public. In the Fiscal Year 2014-15 Adopted Budget, the City created a Public Information Officer position to help promote the activities of the City and provide media and constituent relations as needed. The Public Information Officer, in coordination with the City Manager's Executive Assistant and Administrative Specialist III, helps raise awareness of City affairs by:

- Maintaining and updating the City's official Facebook and Twitter profiles;
- Updating the City website with relevant information;
- Preparing and distributing Press Releases to area media outlets; and
- Managing media relations.

In addition to these key services, the Public Information Officer has also assumed responsibility for coordinating with the City's lobbyist and other community partners to promote and advocate for the City's legislative priorities. The Executive Assistant, with assistance from the Administrative Specialist III, also raises awareness of City affairs through other mechanisms. This includes preparing and distributing a weekly "Notes and News" newsletter internally to highlight achievements and other positive accomplishments of City staff along with the community-wide "City Scene" newsletter each month.

Summary

As the report suggests, the Office of the City Manager plays a key role in facilitating and overseeing the many activities of the City. The City Manager's Office provides professional administrative leadership to ensure issues are dealt with in a qualified and unbiased manner. In fulfilling its City Charter obligations, the City Manager's Office ensures that the various City

departments remain steadfast in implementing policies and programs consistent with the vision set forward by the Mayor and City Council. More difficult to define but of equal importance is the role the City Manager's Office plays in addressing unpredictable issues in a manner that brings these matters to a swift and successful resolution.

City of Independence

MEMORANDUM

DATE: December 2, 2014

TO: **Zach Walker, Management Analyst**

FROM: Dayla Bishop Schwartz, City Counselor *DBS*

SUBJECT: **Report No. 14-02**
Review of the Office of the City Manager

Law Department



I have reviewed the draft report for Report No. 14-02, Review of the Office of the City Manager. I am of the opinion that there is nothing contained within the draft report that would expose the City to a lawsuit. Furthermore, it is my opinion that the draft report would not qualify for an executive session discussion before either the Council Audit and Finance Committee or the City Council.

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