

# **EXHIBIT G**

## **CHARTER REVIEW COMMITTEE**

**City of Riverside**

**September 25, 2003, 5 p.m.**

**Mayor's Ceremonial Room**

**City Hall, 3900 Main Street**

### **MINUTES**

**PRESENT:** Vice Chair Ben Johnson and Members Dale McNair, Dorothy Bailey, Rusty Bailey, William Turpin, Ray Higgins, Connie Leach, Mike Teer, Barry Johnson, Art Garcia, Marjorie von Pohle, Marcia McQuem, and Stan Stosel

**ABSENT:** Chair Eric Haley (excused), Rose Mayes, Gar Brewton (excused), and Damon Castillo (excused)

**STAFF PRESENT:** Colleen Nicol, Janis Lowry, Gregory Priamos, Tricia Ruiz, and Sharon Cooley

**ALSO PRESENT:** Mayor Ronald Loveridge, Councilmember Laura Pearson, and Muriel and Abe Schwartz

Vice Chair Ben Johnson convened the Charter Review Committee at 5 p.m.

The Pledge of Allegiance was given to the Flag.

### **ORAL COMMUNICATIONS FROM THE AUDIENCE**

There were no comments presented at this time.

### **MINUTES**

Following discussion, motion was made by Member Garcia and seconded by Member Rusty Bailey approving the minutes of September 11, 2003, correcting the final sentence under Interview with Mayor Pro Tempore Schiavone to read, "He does not support an increase in the number of Wards and favors evening City Council meetings." Motion carried unanimously.

### **VOTE ON PERMANENT CHAIR AND VICE CHAIR**

Following discussion, motion was made by Member Teer and seconded by Member Garcia reconfirming the appointment of Eric Haley as Chair and Ben Johnson as Vice-Chair of the Committee. Motion carried unanimously.

### **LEGAL ANALYSIS PREPARED BY CITY ATTORNEY**

Following discussion, and without formal motion, the Committee unanimously received and ordered filed the City Attorney's report and approved the format for responding to future committee questions requiring legal analysis.

## **FUTURE MEETING SCHEDULE AND INFORMATIONAL MATERIALS**

Following discussion, the Committee, without formal motion, unanimously received and ordered filed the summary of upcoming agenda items, future meeting schedule, September 9, 2003, Press-Enterprise editorial, and the Community Forum promotion schedule.

### **INTERVIEW WITH MAYOR RONALD LOVERIDGE**

Mayor Loveridge reviewed his credentials including 24 years of service as Councilmember and Mayor to the City of Riverside. He supports the Council-Manager form of government as outlined in the 8<sup>th</sup> Model City Charter. Mayor Loveridge offered his personal position on the powers and duties of the Mayor as chief legislator and leader of the policy-making team. He supports the Mayor being a voting member of the City Council and having the power to appoint members of citizen advisory boards and commissions and City Council committees. He supports discussion of two City Council candidates being nominated by the Ward and then voted on by the entire City. Mayor Loveridge also answered questions regarding the number of Wards, Mayor's veto power, and the Mayor and Councilmembers as full-time vs part-time positions.

### **INTERVIEW WITH COUNCILMEMBER LAURA PEARSON**

Councilmember Pearson thanked everyone for serving on the Charter Review Committee and stated the Charter works well for her as the City Council works well together and staff is very accommodating. She felt that working in the community while serving in public office kept her grounded in reality to the working person. If the Mayor receives voting powers, she feels the veto should be rescinded. She does not support at-large election of Councilmembers. She supports increasing the roles and responsibilities of the boards and commissions and a change in the method of setting salaries for the Mayor and Councilmembers.

### **COMMUNITY FORUM FORMAT**

Communications Officer Sharon Cooley presented a Promotional Campaign/Timeline for educating the public about the activities of the Charter Review Committee. The Committee determined the format for the October 23, 2003, Community Forum:

- (1) Ten minute overview of the Charter
- (2) Charge of the Charter Review Committee
- (3) Open to public

Further, the following meetings were scheduled for a presentation by Committee members to promote the activities of the Charter Review Committee:

- (1) September 26<sup>th</sup> - Raincross Club meeting - Ben Johnson
- (2) October 2<sup>nd</sup> - Downtown Chamber of Commerce meeting - Ray Higgins and Dale McNair
- (3) October 3<sup>rd</sup> - Leadership Riverside - Ben Johnson and Stan Stosel
- (4) October 6<sup>th</sup> - La Sierra Chamber of Commerce meeting - Marjorie von Pohle and Barry Johnson
- (5) October 17<sup>th</sup> - Magnolia Chamber of Commerce meeting - Ray Higgins and Connie Leach
- (6) Friday Morning Group - Marjorie von Pohle
- (7) Inland Valley Association of Realtors - Mike Teer

**ADJOURN**

The meeting adjourned at 7:05 p.m.

**ACCOMPLISHMENTS:**

1. Interviewed Mayor and Councilmember Pearson
2. Determined Community Forum format
3. Service club visitations assigned
4. Voted on permanent Chair and Vice Chair
5. Approved future meeting schedule

**TO DO:**

1. Interview remaining Councilmembers
2. Schedule future Community Forums

Respectfully submitted,

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JANIS LOWRY  
Deputy City Clerk



**CHARTER REVIEW COMMITTEE**

**City of Riverside**

**September 11, 2003, 5 p.m.**

**Mayor's Ceremonial Room**

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**MINUTES**

**PRESENT:** Chair Eric Haley and Members Rose Mayes, Dale McNair, Dorothy Bailey, Rusty Bailey, William Turpin, Ray Higgins, Connie Leach, Gar Brewton, Mike Teer, Vice Chair Ben Johnson, Barry Johnson, Art Garcia, Marjorie von Pohle, and Damon Castillo

**ABSENT:** Member Marcia McQuern (excused) and Stan Stosel

**STAFF PRESENT:** Colleen Nicol, Janis Lowry, Gregory Priamos, Tricia Ruiz, Sharon Cooley, and George Carvalho

**ALSO PRESENT:** Mayor Pro Tempore Frank Schiavone, Barbara Purvis and Sylvia Marten-James representing the League of Women Voters, Dan Hantman, and others

Vice Chair Ben Johnson convened the Charter Review Committee at 5:05 p.m.

The Pledge of Allegiance was given to the Flag.

**MINUTES**

Motion was made by Member Barry Johnson and seconded by Member von Pohle approving the minutes of August 5, 14, and 28, 2003, as presented. Motion carried unanimously.

**INTERVIEW WITH CITY MANAGER GEORGE CARVALHO**

City Manager George Carvalho reviewed Charter and General Law City forms of government, the four forms of government (Strong Mayor, Mayor-Council, Commission, and Council-Manager), the City Council and City Manager roles and responsibilities, the City's Organizational Chart, and the Emergency Management System. The Committee questioned and commented on various issues including the City Manager's roles and responsibilities, the Mayor's voting and veto power, the Ward system, and City Manager form of government.

**INTERVIEW WITH MAYOR PRO TEMPORE FRANK SCHIAVONE**

Mayor Pro Tempore Frank Schiavone encouraged the Committee to focus on the City's needs 20-30 years in the future. Further, he offered comments and answered questions regarding full-time versus part-time Councilmembers, Mayor and Councilmembers salary, election of Councilmembers at a June primary from the Ward followed by a Citywide election held in November, elimination of mail in ballot elections, election of the Mayor in even-numbered years or requiring Councilmembers from Wards 1, 3, 5, and 7 to relinquish their seats in order to run for Mayor, the Council-Manager form of government versus a strong Mayor, an increase in the powers and duties of City Boards and Commissions, Code Compliance, and increased City

Council staffing. He does not support an increase in the member of Wards and favors evening City Council meetings.

#### **SELECTION OF COMMITTEE LOGO**

Following review of the submitted Committee logos, motion was made by Member Castillo and seconded by Member Barry Johnson to approve the orange and blue logo as submitted by staff. Motion carried unanimously.

#### **ORAL COMMUNICATIONS FROM THE AUDIENCE**

There were no comments presented at this time.

#### **ADJOURN**

The meeting adjourned at 7:05 p.m.


#### **ACCOMPLISHMENTS:**

1. Interviewed City Manager and Mayor Pro Tempore
2. Selected Committee logo

#### **TO DO**

1. Interview Mayor and remaining Councilmembers
2. Vote on permanent Chair and Vice Chair

Respectfully submitted,

  
JANIS LOWRY  
Deputy City Clerk

9-25-2003  
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**Comments to the City Charter Review Committee**  
**September 25, 2003**  
**Mayor Ronald O. Loveridge**

**I. Introduction:**

Thank you for participating on the Charter Review Committee for 2003.

The current City Charter has essentially remained the same since its adoption in 1952. The one major change was going from at large to ward elections. After 50 years, it is time to take a serious look at other changes....

Most major charter changes across the State are focused on increasing the political leadership of the mayor. Some large cities in California have approved a strong mayor form--Riverside is the 11th largest out of 478.

Brief story: my first City committee outside of UCR was a City Charter Review Committee in 1968. I wrote a section clarifying and strengthening the powers of mayor. The Council rejected the proposed Charter changes after a half hour hearing....

Personal note: today I offer my "best" good government perspective. It is not about more power for mayor, for my time in office is limited. Rather, it is my call for what is "best" for the future governance of Riverside.

**II. Credentials:**

1) I have held elected office in the City of Riverside since 1979, 24 years--14 as a Council member, 10 as Mayor. This is the longest time anyone has ever served in the City's history.

2) By profession, I am a UCR political scientist, teaching and writing on local government and policy.

3) Selected by the National League of Cities to represent state municipal leagues, I served on the National Civic League's 8th Model City Charter Revision Committee.

4) In the 1970's, I wrote a book, City Managers in Legislative Politics--interviewed almost every city manager in the Bay Area. At one time, I had read nearly everything ever written on city managers.

5) As an active member of the League of California Cities, I have talked with many mayors and council members across California and to a lesser extent, the United States.

### **III. Role of the Mayor:**

- 1) The Mayor is elected by and represents the entire City.
- 2) Edward Banfield and James Q. Wilson, *City Politics*: there are two major functions of cities: provide services and manage conflict. The emphasis of city managers is on providing services; in contrast, the emphasis of mayors is on managing conflict.
- 3) The roles of the Mayor of Riverside are quite diversified. Let me quickly review a column I wrote several years ago for a Political Science Department Alumni newsletter. (See Attachment "A".)
- 4) To underscore this diversity, let me also quickly review my schedule for this week and next. (See Attachment "B".)
- 5) Political scientist James Svara offers the best analysis of a directly elected mayor in a council-manager city: *Facilitative Leadership in Local Government*. He identifies ten roles. (See Attachment "C".) I have also included his final chapter, "Key Leadership Issues and the Future of Council-Manager Government." (See Attachment "D".)

Svara concludes: "The combination of political and professional leadership is a unique strength of the council-manager form of government. A key to ensuring that the council and manager will work together effectively and move in a positive direction is facilitative leadership by the mayor....With increasing diversity on governing boards, and in American communities, strong facilitative leadership may be the prerequisite of effective governmental performance in the 1990s and beyond."

### **IV. Personal Position on Powers and Duties of Mayor:**

1) Scholars and practitioners agree that the dichotomy between policy and administration as explained in the early model charters is false. Policy making is formulation, adoption, and implementation. Both the city manager and the council make policy. For example, *Focusing on the Vision* (Citywide Strategic Plan 2003-2004) is mostly the policy priorities of the City Manager and less so for the Mayor and Council.

2) As developed in the 8th Model City Charter, I strongly support the council-manager plan.

"This edition.... specifies certain duties of the non-executive mayor that are entirely consistent with the basic concept of the council-manager plan. The office is quite different from that of the elected chief executive in a system that separates executive and legislative powers. Rather, the mayor... is the chief legislator, the leader of the policy making team."

This new Model specifically addresses the importance of strong political leadership...by the mayor in council-manager cities.

3) I also strongly support the 8th Model Charter's powers and duties of the mayor.

"The mayor shall be a voting member of the city council and shall attend and preside at meetings of the council, represent the city in intergovernmental relationships, appoint with the advice and consent of the council the members of citizen advisory boards and commissions, present an annual state of the city message, appoint the members and officers of council committees, assign subject to the consent of council agenda items to committees, and perform other duties specified by the council. The mayor shall be recognized as head of the city government for all ceremonial purposes and by the governor for purposes of military law but shall have no administrative duties."

The commentary goes on to say, "...the mayor is preeminently a legislator, a member, and leader of the council; the mayor is not an executive."

"Communities should avoid granting special voting status to the mayor (e.g., vote on council only to make or break a tie). Such power will likely impede rather than enhance the mayor's capacity to lead. Similarly, giving the mayor veto power in a council-manager city cannot help but confuse his or her role with that of the executive mayor in a mayor-council city."

4) Noteworthy, under the current Riverside Charter, the Mayor does not vote (except in case of tie) and does not appoint advisory boards or council committees.

It is my strongest possible recommendation that the Mayor should vote and appoint.

The Mayor should be the legislative leader of the Council—and it is difficult to do so without the responsibilities of voting and appointing. Such duties would contribute to an effective facilitative leader by the mayor. They would increase the integrative role of the mayor, representing the entire city. And they would lessen policy making by wards.

Most major/controversial policy decisions are made in council committees—here the Mayor has no role or influence.

Rob Grummet (articles in Governing): the concept of balkanization....lure of parochialism....

Policy strengths and weaknesses of Mayor, City Council, and City Manager....the firing of Jerry Carroll.

That the Mayor should vote and appoint has been my position since first elected to the Council....

Almost all directly elected mayors vote in California.  
The 1987 Charter Review Committee....

There are two alternatives for the mayor to vote, one is San Diego and the other is Pasadena. Both are cities with the council manager form of government and with a long history of good government practices....

**V. Election of Council Members:**

One alternative to our present elections is worthy of discussion. Specifically, it is possible to nominate two candidates by district/ward and then have those two candidates voted on by the entire city. Stockton has adopted this approach--and their mayor and council members say it works--for it retains a geographic focus yet insures an overall city perspective.

# **Attachment “A”**

## The Mayor of Riverside: A 20 year Perspective

Greetings! I offer my reflections on the role of the Mayor of Riverside. It is 20 year look, retrospective and prospective, and will especially focus on new and noteworthy governance directions.

Two perspectives are interwoven. First, I write as a UC political scientist, who studies and teaches urban politics. And second, for over 20 years, I have served on the Council (1979-1994) and now as Mayor (1994-). It is the longest tenure of any elected official in history of Riverside.

Let me highlight eleven activities that characterize the life and times of the Mayor of Riverside—caveat, it is an illustrative rather than an exhaustive list.

1) **Work full time.** The Mayor has always been full time; however, the Mayor is now full time plus. The day begins early at 7:30 and ends at 10:00. I am home perhaps one night a week. This schedule continues to increase because of the size, diversity, and activities of Riverside (11th largest out of 475 California cities; 270,000 in population).

2) **Serve on Regional/State/National Positions Outside the City.** There has been a dramatic increase in the outside obligations as well as opportunities. Some require the involvement of the mayor, while for others, the mayor is expected to be active. The Mayor is the ambassador of the city, including sister city duties, meeting with visiting representatives, and going to other cities. The Mayor must be active outside the city limits.

3) **Compete with Other Cities.** Cities compete for residents and businesses—and the competition is serious and ever increasing. It is the Mayor's major obligation. Riverside must continually monitor and invent the future of its quality of life and its economy. As Mayor, I have focused on sixteen pathways into the 21st Century.

4) **Make Partisan Connections.** The Mayor actively connects the City to state and national politics, and especially to partisan elected officials—partisan activities are off limits to appointed officials. Riverside has hired legislative advocates in Sacramento and Washington. The Mayor attempts to influence decision rules and to secure special funding for the City.

5) **Manage Conflict.** Managing conflict is an increasingly important role for Mayor. In an old text on urban politics, Edward Banfield and James Q. Wilson argue that there are two major functions of local government: first, to provide services; and second, to manage conflict. While the City Manager focuses on providing services, I increasingly devote my time to managing conflicts. This means working with diverse groups. City decisions involve values and tradeoffs as well as analysis and expertise.

6) **Provide Information.** The Mayor is now a center of ideas and information. In the past, information was almost the exclusive role of the City Manager. I constantly receive information from letters, E-mails, conversations, magazines, reports, videos, newsletters, conferences, other mayors, and books. Books provide key ideas and ways to frame policy; for example, I found three books especially helpful: Jeffrey Berry, et al., *Rebirth of Urban Democracy*; Rosabeth Moss Kanter, *World Class: Thriving Locally in a Global Economy*, and James Svara, *Facilitative Leadership in Local Government*.



# **Attachment “B”**

# Weekly Schedule

September 2003

Week 38

	<p><b>24 Wednesday</b></p> <ul style="list-style-type: none"> <li>Ⓢ (7:30 AM - 8:30 AM) M Ashriff @ Marriott</li> <li>Ⓢ (10:00 AM - 10:30 AM) Pastor Diaz &amp; Stephanie Gut re: status of ICUC</li> <li>Ⓢ (10:30 AM - 12:00 PM) EDC</li> <li>Ⓢ (12:00 PM - 12:15 PM) Myr say hello -United Way (breezeway)</li> <li>Ⓢ (12:00 PM - 2:00 PM) TLC Luncheon - Riv Cmty Hosp</li> <li>Ⓢ (2:00 PM - 3:00 PM) Sharon Vineyard re: neighborhoods</li> <li>Ⓢ (3:00 PM - 4:00 PM) IEEP Steering Cmte (tel conf - Myr calki 779-6700 &amp; ask for Jonathan)</li> <li>Ⓢ (4:00 PM - 4:30 PM) D Hays re: Victoria Ave</li> <li>Ⓢ (6:00 PM - 7:00 PM) Myr welcome 6:30 @ Ca Citrus State Hist Park (Riv Newcomers)</li> <li>Ⓢ (7:00 PM - 9:00 PM) RCBA @ MI - Myr deliver comments ( Mary Ellen Daniels)</li> </ul>
<p><b>21 Sunday</b></p> <ul style="list-style-type: none"> <li>Ⓢ (11:00 AM - 12:00 PM) Deaf Awareness Week @ Fairmount Park - Myr present proc (SF)</li> </ul>	<p><b>25 Thursday</b></p> <ul style="list-style-type: none"> <li>Ⓢ (7:30 AM - 8:30 AM) A Garcia @ Marriott</li> <li>Ⓢ (9:00 AM - 10:00 AM) P Watson re: bldg on Univ (HBC)</li> <li>Ⓢ (10:00 AM - 11:00 AM) Adkison, Nakamura, Boyd re: Center Street</li> <li>Ⓢ (11:00 AM - 2:00 PM) 11:30 - Cops &amp; Clergy @ CA Citrus State Historic Park</li> <li>Ⓢ (2:00 PM - 3:30 PM) SCAG Planning video conference</li> <li>Ⓢ (3:30 PM - 4:00 PM) C Monroe (coffee)</li> <li>Ⓢ (4:00 PM - 4:30 PM) C Leach &amp; Alysa re: Youth Advy Brd</li> <li>Ⓢ (5:00 PM - 6:00 PM) Charter Review Cmte in cerem room</li> <li>Ⓢ (6:30 PM - 9:00 PM) MNO - Wood Streets @ Mag Elem</li> </ul>
<p><b>22 Monday</b></p> <ul style="list-style-type: none"> <li>Ⓢ (7:30 AM - 8:30 AM) Breakfast Mtg @ Marriott</li> <li>Ⓢ (8:30 AM - 9:30 AM) DW</li> <li>Ⓢ (9:30 AM - 11:00 AM) Staff Mtg</li> <li>Ⓢ (11:00 AM - 12:00 PM) Calpers - tel conference</li> <li>Ⓢ (12:00 PM - 1:00 PM) Lunch w/Press</li> <li>Ⓢ (1:00 PM - 2:00 PM) Esther Andrews</li> <li>Ⓢ (2:00 PM - 3:00 PM) Lge Conf Call</li> <li>Ⓢ (3:00 PM - 4:00 PM) C Curtis &amp; A Borgen re: review of restaurants</li> <li>Ⓢ (4:00 PM - 5:00 PM) S Sniff &amp; M Carasco re: traffic calming</li> </ul>	<p><b>26 Friday</b></p> <ul style="list-style-type: none"> <li>Ⓢ (8:00 AM - 10:00 AM) Ramona HS - Avid Program Part II (Myr share area of expertise)</li> <li>Ⓢ (10:30 AM - 11:30 AM) Myr few words @ Ded Celebration @ Cal Bap</li> <li>Ⓢ (11:30 AM - 2:00 PM) State of IE @ Radisson - 295 North E St - San Bernardino</li> <li>Ⓢ (2:00 PM - 2:30 PM) Senior Friendly City Accreditation</li> <li>Ⓢ (3:00 PM - 4:00 PM) Performance Evaluation (T Holmes)</li> <li>Ⓢ (6:00 PM - 8:00 PM) GO De Anza Surgery Center (Cmty Med Group of Riv - 444 Magnolia Ave)</li> </ul>
<p><b>23 Tuesday</b></p> <ul style="list-style-type: none"> <li>Ⓢ (7:30 AM - 8:30 AM) L Soubirous &amp; B Floyd @ Marriott</li> <li>Ⓢ (8:30 AM - 9:00 AM) La Sierra Traffic Issues - Myr's ofc</li> <li>Ⓢ (9:00 AM - 2:00 PM) CSDR Open House</li> <li>Ⓢ (10:30 AM - 11:30 AM) Walter Jensen re: Intl Visitors</li> <li>Ⓢ (11:30 AM - 12:30 PM) Myr welcome &amp; few words @ MI ( Nigerian Delegation - Irma)</li> <li>Ⓢ (1:30 PM - 2:30 PM) Closed Session</li> <li>Ⓢ (2:30 PM - 5:00 PM) Public Hearings/Workshop</li> <li>Ⓢ (6:15 PM - 8:00 PM) Park &amp; Rec Comm Report; Consent, Discussion &amp; Pub Hearing</li> </ul>	<p><b>27 Saturday</b></p> <ul style="list-style-type: none"> <li>Ⓢ (12:00 PM - 8:00 PM) Benefit Concert for Sean Witt @ Castle Park</li> </ul>

# Weekly Schedule

September 2003

Week 39

	<div>1</div> <div>Wednesday</div> <ul style="list-style-type: none"> <li>Ⓢ (7:30 AM - 8:30 AM) C McBride @ Marriott</li> <li>Ⓢ (8:30 AM - 10:30 AM) Tour Riv Cmty Med Ctr Foundation (E Roda pick up Myr @ 8:30)</li> <li>Ⓢ (11:30 AM - 1:30 PM) Duane's w/A Moore</li> <li>Ⓢ (2:00 PM - 4:00 PM) Business Visit - Huffman Roofing Co</li> <li>Ⓢ (4:00 PM - 5:00 PM) American Heart Walk - Myr few words in ceremonial room</li> <li>Ⓢ (4:00 PM - 6:00 PM) The Children's Center Open House @7344 Magnolia</li> <li>Ⓢ (5:00 PM - 5:30 PM) Dr. Geraty</li> </ul>
<div>28</div> <div>Sunday</div> <ul style="list-style-type: none"> <li>Ⓢ (2:00 PM - 5:00 PM) Sports Hall of Fame @ Newman Park (D Guthrie)</li> </ul>	<div>2</div> <div>Thursday</div> <ul style="list-style-type: none"> <li>Ⓢ (8:00 AM - 4:00 PM) SCAG</li> <li>Ⓢ (7:00 PM - 9:00 PM) Installation Banquet (Lge of CA Cities) @ Rolling Hills Country Club</li> </ul>
<div>29</div> <div>Monday</div> <ul style="list-style-type: none"> <li>Ⓢ (8:00 AM - 2:00 PM) Brd of Directors Mtg &amp; Exec Brd Mtg @ LAX (Sheraton Four Points - 9750 Airport Blvd)</li> <li>Ⓢ (2:00 PM - 5:00 PM) ROL</li> <li>Ⓢ (5:15 PM - 7:00 PM) Myr few words - Keep Riv Moving Retreat @ Fairmount Park (Robin Metz)</li> </ul>	<div>3</div> <div>Friday</div> <ul style="list-style-type: none"> <li>Ⓢ (7:30 AM - 8:30 AM) City/Univ TF @ UCRX, Ste 2</li> <li>Ⓢ (8:15 AM - 8:30 AM) Myr welcome &amp; few words (Leadership Riv in cerem room)</li> <li>Ⓢ (9:00 AM - 12:00 PM) AQMD Brd Mtg</li> <li>Ⓢ (2:00 PM - 3:00 PM) McNiel &amp; Alysa re: DT Residential Traffic</li> <li>Ⓢ (3:00 PM - 4:00 PM) Myr welcome Intl Students @ RCC Hall of Fame</li> <li>Ⓢ (4:30 PM - 5:30 PM) MG swear in @ old courthouse (Judge Field)</li> <li>Ⓢ (6:00 PM - 10:00 PM) ARC Riv @ Sports Complex (UCR) (Myr opening ceremonies)</li> </ul>
<div>30</div> <div>Tuesday</div> <ul style="list-style-type: none"> <li>Ⓢ (8:00 AM - 5:00 PM) Policy Cmte In Sacto</li> </ul>	<div>4</div> <div>Saturday</div> <ul style="list-style-type: none"> <li>Ⓢ (10:00 AM - 11:00 AM) Myr few words@ 14th &amp; Redwood ( Evergreen Cemetery)</li> <li>Ⓢ (2:00 PM - 3:00 PM) Indian Sisters Art Show</li> <li>Ⓢ (5:30 PM - 8:30 PM) Myr stop by Riv Cmty Hospital ( Foundation Fall Gala)</li> <li>Ⓢ (8:00 PM - 9:00 PM) Singh Twins @ Riv Art Mus</li> </ul>

# **Attachment “C”**

of business in council meetings and may help develop meeting agendas. A new role added to this set is that of representative and promoter. This role builds on the other traditional ones and includes those contacts that the chief elected official, as titular head, has with other local governments and with state and federal government agencies. Contacts with external agencies are closely related to the general activity of promoting the jurisdiction and creating a positive image.

The next three roles involved active coordination and communication—active in the sense that the mayor or chairperson must recognize and choose to fill them; these roles are not built into the position.<sup>3</sup> In this set of roles, we are likely to see the differences between the approach and effectiveness of an activist mayor or chairperson and a passive one. The first role in this set, formerly the educator role, has been expanded and renamed the role of articulator and mobilizer. As already noted, it is difficult in practice to distinguish between efforts to educate and efforts to convince or win support. A key aspect of this role is raising awareness by articulating issues and promoting understanding of problems, but these activities are also usually undertaken with the intent of prompting action. The role of liaison with the manager continues to be very important in this conceptual framework but has been broadened to recognize the active partnership that may exist between the mayor or chairperson and the manager. The role of team leader has also expanded and now includes networking; thus the role is now that of team relations and network builder. Effective mayors not only unify the council and establish a positive tone but are also likely to develop networks of communication and support that extend outside governmental affairs as well. One aspect of this role is helping others accomplish their goals.

The final three roles are essentially the same as before, but each has been broadened somewhat. In the role of goal setter, there is general as well as specific leadership, as when the mayor or chairperson creates a sense of direction or a climate for change. Consensus building is connected with this role, too, since consensus appears to be reached in terms of common goals. The role of delegator and organizer is the same, with the addition of defending the

values of council-manager government. The mayor or chairperson who is effective in this role adjusts relationships not only internally but also externally. He or she can then provide a buffer between governmental officials and the public and help orient staff to citizens in a more positive way. The final role is that of policy initiator (formerly advocate). This change distinguishes the mayor or chairperson who develops programs and policies to address problems. Advocacy of policies shaped by others (including the mayor or chairperson) is included in the role of articulator and mobilizer; the policy initiator has a substantial impact on the shaping of the governmental policy agenda.

In sum, the case studies in this volume have clarified the roles, as originally described in Chapter One, and offer a wider range of activities to illustrate them. The revised list of roles now includes only ten and eliminates external relations as a separate role category. Virtually all the roles have been broadened to capture a wider range of interactions and more active involvement of other officials and persons, organizations, and agencies outside of government. Of course, these roles are mutually reinforcing. Success in one enhances success in the others. Furthermore, they are played concurrently.

### *Types of Leadership*

There is variation in the nature and scope of leadership even among the effective mayors who are the subjects of the preceding cases. The distinction between the coordinator and the director, based on previous research, is further substantiated by most of the cases. Both types create an atmosphere that promotes cohesion and communication among officials and strengthens the capacity of the council to identify problems and make decisions. The coordinators—Rhea, DuPuy, Taylor, and possibly Gene Roberts of Chattanooga (Chap-ter Ten)—are not strongly associated with a policy agenda of their own, even though they contribute to fashioning and acting on agendas. The directors—Halter, MacIlwaine, Mears, and Melvin—do have their "own" policy agendas, although these reflect to a greater or lesser extent, the views of other officials. This is a subtle distinction in the sense that neither type is a solitary leader, and both types

# **Attachment “D”**

## Key Leadership Issues and the Future of Council-Manager Government

Mayors and chairpersons can provide effective leadership in council-manager cities and counties; and in many (although not in most) cities and counties, they do. As the case studies in the preceding chapters demonstrate, the type of leadership provided matches a facilitative rather than a controlling, power-based model. This approach is well suited to the characteristics of the council-manager form of government and can work in the commission form. It is potentially useful in elected-executive forms as well. Knowledge and insights from the case studies encourage us to review and revise the ways we think about the office (see Chapter One) and permit us to refine our conceptualization of this position and of the facilitative leadership model.

Changes in council-manager governments, however, and the special circumstances of very large cities raise questions about the relationship between political leadership and the future of council-manager government. In this regard, there are three issues to be explored.

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The first issue concerns the style of the mayor or chairperson and the perception of leadership on the part of the media and the public. The type we have labeled the *comprehensive leader* or *director* receives recognition for leadership, whereas the *coordinator* does not necessarily get any more credit for leadership than a less effective mayor does. This is a problem that results partly from not defining leadership properly and from overlooking leadership of a facilitative nature. Nevertheless, it is also partly a reflection of the chief elected official's inability to communicate effectively with the public about where the city is headed. Insofar as it causes other officials or community leaders to bypass the chief elected officer, or even to recommend structural change to strengthen leadership, the failure to project a sense of purpose can limit the effectiveness of the chief elected official, produce distrust of the manager (who may appear to have more influence than is actually the case), and decrease the legitimacy of the government.

The second issue concerns whether structural change is needed to increase the leadership of elected officials—either modest adjustments in the mayor's position or changes that alter the form of government itself. Some take the position that only major structural change to expand the mayor's or chairperson's power over the manager will strengthen democratic leadership. The case studies have provided evidence that this approach is not necessary.

The third issue concerns whether changes in conditions in cities and in characteristics of city councils have altered the viability of the facilitative model of leadership. Once again, structural change is implicit in this issue. If the leadership style that is natural to the council-manager form is not viable, one must raise questions about the future of the form itself.

In dealing with all these issues, the argument will be made that it is a mistake to seek a quick structural "fix" by adding powers to the office of the chief elected official or changing the form of government. If structural change is not the answer to increased leadership, then alternative approaches are needed to enhance the leadership of the mayor or chairperson and make it more commonplace. Recommendations will be offered for strengthening mayors and chairpersons by increasing the likelihood and effectiveness of facilitative leadership in council-manager jurisdictions.

### Leadership of Chief Elected Officials in Council-Manager Jurisdictions: Evidence from Case Studies

The case studies presented in the previous chapters advance the conceptualization of the chief elected official's office and illuminate some aspects of the position not previously observed. These portraits of effective leaders in a variety of jurisdictions expand our repertoire of role models for council-manager jurisdictions and vividly depict how mayors and chairpersons can make unique contributions as political leaders in their governments. Observations and a summary of key points from the case studies are organized here in terms of the overall contributions, roles, types of leadership, relationships, and resources of effective leaders.

#### *Overall Contributions of Effective Leaders*

What stands out most dramatically in the cases is the totality of positive effects that mayors and chairpersons can have on their communities. The parts of their leadership (their performance in specific roles) are important and will be sketched in the next section, but the whole of their leadership exceeds the sum of its parts. The activity of Mayor Mears of Decatur (Chapter Two) in the development of a hotel and convention center provides a good illustration of how specific roles are interwoven to provide general leadership on an important issue. He was a goal setter in developing support among community leaders for the project; a team leader in securing and holding on to the support of council members; a liaison with the city manager, whose activities complemented those of the mayor; a cheerleader in generating public support; a negotiator in dealings with property owners; and a representative of the city in contacts with various outside interests and agencies. Throughout, he coordinated his efforts with those of other key actors, who also made important contributions to the success of the effort, particularly the mayor pro tempore and the city manager. This example illustrates how effective mayors and chairpersons can take advantage of their strategic position and tap into the features of council-manager government to provide multifaceted leadership. In so do-

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ing, they expand the capacity of their governments to deal with the aspirations and needs of their communities.

The case studies demonstrate these broad contributions more clearly than previous studies based on surveys. The contributions include the political and moral leadership that can be offered by the mayor or chairperson. As noted in the Preface, mayors and chairpersons as political leaders are operating at the interface between government and the community. Drawing on all their roles, they are engaged in shaping the governmental agenda (with varying mixtures of their own original ideas and ideas drawn from others), involving individuals and groups, mobilizing support, and establishing new relationships inside and outside the community. They can bring forth a commitment to the support of local governmental activities by convincing individuals and groups, as Mayor Taylor of Roanoke was adept at doing (Chapter Six), "what a difference it would make to the community." Other elected officials, the manager, and the staff also contribute to these activities. The potential for political leadership of mayors and chairpersons is unique, however, because they can weave communication channels together.

The mayor or chairperson, as the titular head of government, can also make a special contribution that bears on the legitimacy of the council-manager form, not simply by occupying the office but through actions that create widespread public recognition that the administrative structure is both an efficient mechanism for delivering services and a responsive and accountable part of a democratic local government.<sup>1</sup> Paula MacIlwaine (Chapter Three), as chairperson, helped reshape attitudes and promote acceptance of professionalism in a county government. Gary Halter, Jim Melvin, and Noel Taylor, among others, all gave explicit attention to monitoring and strengthening the values of the council-manager form of government and thereby strengthened the base of their own leadership in cooperative relationships with other officials.

#### *Leadership Roles*

The cases contribute to a fuller understanding and an expanded definition of the roles that mayors and chairpersons can fill. Exam-



ples presented here correspond to the eleven roles listed in Chapter One.

Performing ceremonial tasks can be a tremendous asset if that role is used by the mayor to build public trust and support for other activities. Many of these officials were adept at linking ceremonial activities with substantive concerns and policy positions of the government. For example, Carla DuPuy (Chapter Five) dramatized the need for new approaches to solid waste and county recycling programs by climbing into a garbage can at a "pseudoevent." Betty Jo Rhea (Chapter Seven) was able to use these occasions to communicate on a personal level about what the city was doing. Michael Mears built his leadership partly by showing up and being highly visible as a representative of the city. Noel Taylor was adept at instilling civic pride by using ceremonial events for celebration. As Gary Halter (Chapter Eight) points out, however, ceremonial activities can also be a trap that consumes a lot of time and energy at the expense of other aspects of the job; mayors and chairpersons must be selective. Some mayors lessen the burden by actively involving other members of the council in ceremonial tasks and delegating many appearances to them.<sup>2</sup>

The spokesperson role is closely related to the ceremonial role, since the mayor or chairperson, in appearances before groups, is often disseminating information about the work of local government. The mayor personalizes communication about local government through contacts with a wide range of people. The cases clearly indicate that the mayor or chairperson is engaged in two-way communication, which the term *spokesperson* does not fully capture. Noel Taylor's accessibility affected the way people in the city related to government. Gary Halter saw himself as a "complaint center," receiving a large number of comments from citizens about their problems and concerns. (Halter also points out the importance of avoiding the dual trap of either inviting ever more complaints or becoming the person who tries to resolve them by channeling them directly to the manager or the appropriate staff member.) Mayors and chairpersons are a visible point of contact and represent an important link between government and citizens. Indeed, linkage is the essential aspect of this role. One means of formalizing the

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spokesperson role (and possibly the roles of educator and goal setter) is the "state of the city" address (see Chapters Six and Seven).

The mayor or chairperson, as presiding officer, is responsible for ensuring the orderly conduct of council meetings. Some, like Jim Melvin, are able to use this role to exert influence over the way issues are handled and how (and when) they are resolved. Carla DuPuy selected issues on which she would provide direction to the board. By extension, like Betty Jo Rhea, the mayor or chairperson may work with the manager in developing meeting agendas.

As educator, the mayor or chairperson can raise public consciousness about an issue. The ability to articulate issues is an important aid in education. Effective mayors have the ability to frame, explain, and communicate an issue in a way that it is recognized by other officials and the public; for example, consider John Crowley's articulation of the fiscal crisis in Pasadena, discussed in the Preface. Carla DuPuy viewed her job as one of raising the community's attention. Her approach demonstrates that active leaders merge educational efforts with efforts to build support for action. Articulation and mobilization, although conceptually distinct, are often blended. Mayors and chairpersons are key actors in generating support for public projects. They are often cheerleaders for their jurisdictions, as when they recruit new business.

The role of liaison with the manager is illuminated by all the cases. The nature of this relationship is important to the manager's performance because, as Wheeland (Chapter Seven) observes with regard to Mayor Rhea, the manager's effectiveness increases when the right mayor or chairperson is in place. A number of the cases demonstrate that the mayor or chairperson not only can improve communication between the council and the manager but also can engage in active partnership with the manager. For example, Mayor Mears and city manager Curtis Branscome had a complementary relationship. The mayor was the optimist, espousing arguments to support initiatives, whereas the manager was the pessimist, providing "reality checks" and making sure that plans were workable. In other situations, the roles might be reversed. Bob Herbert, city manager of Roanoke (Chapter Six) illustrates a more active role in initiating proposals, with the mayor determining by means of this support whether a project would be successful. Other chief elected

officials, like Jim Melvin and Carla DuPuy, worked with their managers in a give-and-take manner.

Team building is advanced by explicit group-development measures (such as those used by Jim Melvin), by a general style that promotes a sense of cohesion and common purpose (compare Carla DuPuy, Betty Jo Rhea, and Noel Taylor, among others), and by an emphasis on collaborative decision making (see Michael Mears's style of settling disputes). One approach used by at least two officials (Carla DuPuy and Paula MacIlwaine) is the skillful use of questions to guide discussion toward agreement, as when DuPuy would ask, "What do we need to do to make this work?" Rhea recognized the importance of fairness to all council members in arranging compromises.

The cases make it clear that team building extends beyond working with the council, to building a broader network of support and interaction. Rhea made use of an extensive information network consisting of organizations at the local, state, and national levels. MacIlwaine broadened the boundaries of the team to include other elected county officials—the county engineer, the auditor, the county prosecutor, and the sheriff—and incorporated them into planning and decision making. She also built a network of support among business and labor leaders, party officials, local governmental officials, nonprofit service and cultural organizations, and other citizens by including them in a strategic planning process.

Goal setting was accomplished by some leaders through attention to matters that required action (Melvin), retreats for the council (Halter), or the fostering of community-based strategic planning (Rhea, Taylor, MacIlwaine.) The chief elected official may focus on specific goals or foster a general orientation: a climate for positive change (Taylor), a sense of direction (Rhea), or a common commitment to problem solving (DuPuy). For the facilitative mayor, goal setting is a collaborative process. Mears helped other council members get things accomplished. DuPuy would draw on information and ideas from a variety of sources inside and outside of government, until a plan was developed that most participants could claim parts of as their own. Taylor used his annual "state of the city" address to make recommendations derived from the public,

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the city staff, and his own ideas about what would move the city ahead.

Delegating or organizing involves assigning tasks, to ensure that coordination is maintained. The chief elected official monitors the governmental process and makes adjustments, as necessary. For example, Carla DuPuy selected the issues to which she would pay attention partly on the basis of what was left over. By so doing, she empowered other commissioners to pursue their areas of interest and avoided competition over who would take the lead. She also ensured that important concerns, like solid-waste disposal, were not neglected.

The mayor or chairperson can also take steps to reinforce the values and division of functions in a council-manager government, by instituting an evaluation process for the manager, setting goals for improved staff productivity, and seeking to improve the sensitivity of staff to citizens, as Jim Melvin did. This role involves active support for the council-manager form, including acting as a political buffer between the manager and unwarranted outside attacks (see Chapter Eight).

As policy advocate, the mayor or chairperson initiates programs and policies to address problems in the community. Examples include creating a foundation for industrial development (Halter), a hotel and convention center (Mears), a regional waste-treatment facility (Melvin), and welfare reforms (MacIlwaine). If active in this role, the chief elected official is instrumental in shaping the policy agenda. The agenda can have the clear stamp of the mayor or chairperson but still be drawn from the council and other sources (Mears, Melvin), or it can be derived primarily from the mayor or the chairperson's personal preferences (Halter, MacIlwaine).

Mayors and chairpersons are usually actively engaged in external relations. The activities that fall into this category are diverse and cover many of the roles already discussed. Promotion of the city is closely linked with the ceremonial role (Betty Jo Rhea). In the council-manager form, mayors and chairpersons are uniquely situated to take the initiative in relations with other governments because they act as official representatives. Building working relationships with other governments involves networking (Rhea). Some policy initiatives (such as the countywide tax-sharing program

promoted by MacIlwaine, or the founding of a new megaregional organization by DuPuy) involve intergovernmental relations. Rather than separate external relations into a separate role, it is more useful to add an external-relations aspect to other roles, where this aspect would be relevant. These points also suggest that the activity of the mayor or chairperson, as official representative and promoter, should be recognized as a distinct role.

### Revision of Roles

The evidence from the case studies greatly enriches our description of the eleven roles already identified in Chapter One. The cases also point to some shortcomings and limitations in the list of roles. Here is a revised list:

#### *Traditional and "Automatic" Roles*

1. Ceremonial figure: giving speeches, offering greetings, cutting ribbons
2. Link to the public: acting as spokesperson for the council; announcing and explaining positions taken by the council; receiving comments and complaints from citizens; making government more accessible to citizens; conducting media relations
3. Presiding officer: facilitating discussion and resolution of business in council meetings; helping determine agenda for meetings
4. Representative and promoter: acting as liaison with local, state, and federal governments; promoting intergovernmental cooperation; acting as a representative of the council before outside agencies; promoting the city or county; creating a positive image; attracting development

#### *Active Coordinating and Communicating Roles*

5. Articulator and mobilizer: educating the council, manager, and/or public; articulating issues; promoting understanding of problems; instilling awareness of the need for action; building support for projects

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6. Liaison and partner with the manager: being the council's liaison with the city manager; increasing communication and understanding between the council and the manager; building teamwork and sharing tasks with the manager in a complementary way
7. Team relations and network builder: unifying the council; establishing a positive tone for the council; developing a network of communication and support inside and outside government; helping others accomplish their goals; actively involving the community in governmental affairs

#### *Policy and Organizing Roles*

8. Goal setter: setting goals and objectives; identifying problems; lining up majorities on the council; building consensus; creating a sense of direction and a climate for change
9. Delegator/organizer: assigning tasks for coordinated effort; helping the council and the manager maintain their roles; helping council members recognize their responsibilities; defining and adjusting the relationship between the council and the manager; defending the values of council-manager government
10. Policy initiator: developing programs and policies to address problems; shaping the policy agenda

The first four roles have been labeled *traditional* or *"automatic."* These roles are built into the office; all mayors and chairpersons play them unless they make an effort to avoid them. Obviously, mayors (and chairpersons, perhaps to a slightly lesser extent) are asked to perform ceremonial tasks. As noted earlier, these may be either an opportunity or (if accepted with no constraints) a curse. The second role has been broadened from "spokesperson," to recognize the general role played by the mayor or chairperson as a link to the public. Beyond announcing and explaining positions taken by the council, the chief elected official, by virtue of the nature of the office, receives a large volume of comments and complaints from citizens and has extensive dealings with the media. Thus this official makes government more accessible to citizens. As presiding officer, the mayor or chairpersons foster discussion and resolution

of business in council meetings and may help develop meeting agendas. A new role added to this set is that of representative and promoter. This role builds on the other traditional ones and includes those contacts that the chief elected official, as titular head, has with other local governments and with state and federal government agencies. Contacts with external agencies are closely related to the general activity of promoting the jurisdiction and creating a positive image.

The next three roles involved active coordination and communication—active in the sense that the mayor or chairperson must recognize and choose to fill them; these roles are not built into the position.<sup>3</sup> In this set of roles, we are likely to see the differences between the approach and effectiveness of an activist mayor or chairperson and a passive one. The first role in this set, formerly the educator role, has been expanded and renamed the role of articulator and mobilizer. As already noted, it is difficult in practice to distinguish between efforts to educate and efforts to convince or win support. A key aspect of this role is raising awareness by articulating issues and promoting understanding of problems, but these activities are also usually undertaken with the intent of prompting action. The role of liaison with the manager continues to be very important in this conceptual framework but has been broadened to recognize the active partnership that may exist between the mayor or chairperson and the manager. The role of team leader has also expanded and now includes networking; thus the role is now that of team relations and network builder. Effective mayors not only unify the council and establish a positive tone but are also likely to develop networks of communication and support that extend outside government. These mayors actively involve the community in governmental affairs as well. One aspect of this role is helping others accomplish their goals.

The final three roles are essentially the same as before, but each has been broadened somewhat. In the role of goal setter, there is general as well as specific leadership, as when the mayor or chairperson creates a sense of direction or a climate for change. Consensus building is connected with this role, too, since consensus appears to be reached in terms of common goals. The role of delegator and organizer is the same, with the addition of defending the

values of council-manager government. The mayor or chairperson who is effective in this role adjusts relationships not only internally but also externally. He or she can then provide a buffer between governmental officials and the public and help orient staff to citizens in a more positive way. The final role is that of policy initiator (formerly advocate). This change distinguishes the mayor or chairperson who develops programs and policies to address problems. Advocacy of policies shaped by others (including the mayor or chairperson) is included in the role of articulator and mobilizer; the policy initiator has a substantial impact on the shaping of the governmental policy agenda.

In sum, the case studies in this volume have clarified the roles, as originally described in Chapter One, and offer a wider range of activities to illustrate them. The revised list of roles now includes only ten and eliminates external relations as a separate role category. Virtually all the roles have been broadened to capture a wider range of interactions and more active involvement of other officials and persons, organizations, and agencies outside of government. Of course, these roles are mutually reinforcing. Success in one enhances success in the others. Furthermore, they are played concurrently.

### *Types of Leadership*

There is variation in the nature and scope of leadership even among the effective mayors who are the subjects of the preceding cases. The distinction between the coordinator and the director, based on previous research, is further substantiated by most of the cases. Both types create an atmosphere that promotes cohesion and communication among officials and strengthens the capacity of the council to identify problems and make decisions. The coordinators—Rhea, DuPuy, Taylor, and possibly Gene Roberts of Chattanooga (Chapter Ten)—are not strongly associated with a policy agenda of their own, even though they contribute to fashioning and acting on agendas. The directors—Halter, MacIlwaine, Mears, and Melvin—do have their "own" policy agendas, although these reflect to a greater or lesser extent, the views of other officials. This is a subtle distinction in the sense that neither type is a solitary leader, and both types

have broad goals for their cities. The coordinators are also associated with selected policy initiatives, as pointed out in the Preface. The distinction is captured, however, by Winner's observation (Chapter Six) that Mayor Taylor believed that he knew what was best for Roanoke and did want to be progressive, but without any specific agenda. Wheeland (Chapter Seven) points out Mayor Rhea's concern about policies, but he also says that Rhea does not attempt to develop them and have them adopted by public officials and community leaders. Rhea's policy leadership is more general, according to Wheeland. Mead, in Chapter Five, notes that Carla DuPuy espoused no particular issues and had no preestablished agenda.

It is difficult to classify Gene Roberts as a commission mayor. He was viewed as proactive and innovative, and yet he received low marks as goal setter and policy advocate. (Only 9 percent of the respondents saw these as major roles that he filled.) His strongest area of performance was in forming consensus as a team builder.

The chairpersons and mayors who are coordinators have been highly effective at developing a sense of cohesion and purpose in their cities or counties. The spirit of cooperation they have helped instill did not exist before they took office. Part of their leadership has been to shape the policy-making process. They are not themselves active policy initiators, however. They have raised issues, and they have advanced policies, but they are more process-oriented than policy-oriented.

The directorial mayors and chairpersons have created agendas in the sense that they have originated agendas (at least in part) and put their imprint on them, and they are recognized by other officials and by the public for this contribution. These officials have fully developed all aspects of the office. They provide traditional, coordinate, organizing, and policy leadership. Because of the scope and extent of their activity, they are perceived as leaders by the public and the media. This becomes an important resource in itself. By incorporating policy and organizing in their facilitative leadership, these officials provide a focal point for their governments.

Differences between the coordinators and the directors in these case studies are somewhat muted because the coordinators

engage in some of the policy and organizing roles. They are strong at goal setting, and they promote understanding of roles and a constructive division of labor between the council and the manager. They also have been responsible for some policy initiatives and are seen as contributors to policy formation. Rhea is probably typical of this group: among all the roles she performs, she received the lowest rating from other officials for developing programs and policies, but that rating was moderately good, rather than below average or poor.

### *Relationships*

The cases illuminate the mayor's or chairperson's key relationships with the council, the manager, and the community. With regard to the council, a mayor may fill a vacuum by proposing policy ideas, and the council may then be receptive to the mayor's lead. In other situations, the mayor or chairperson works to fashion an agenda from a fragmented council or helps the council develop its own agenda. It would appear that the latter condition is becoming more common. The San Diego case (Chapter Nine) raises a question: Should the mayor be given power over the council, in order to bring the council into line with his or her agenda? The other case studies indicate that with team building, active involvement, and patient listening, it is possible for the mayor or chairperson to pull council members together into a functioning group, not necessarily agreeing with each other on all substantive matters but agreeing to support a process of making decisions. If no one on the council is able to promote sufficient cohesion, then the local government is hamstrung, and the remedies recommended by Sparrow in Chapter Nine may be necessary.

In relationships with the manager, the case studies indicate (again with the exception of San Diego) that strength and effectiveness in the mayor's or chairperson's office support rather than weaken the manager. The chief elected official helps promote communication between the council and the manager and shields the manager from interference. As noted in the discussion of the liaison role, mayors or chairpersons and managers, in many cases, have

developed partnerships in which each side complemented the other in active joint leadership.

In relationships with the community, the mayor or chairperson helps link citizens with local government. Several leaders featured in the case studies took active steps to involve citizens in decision making. By such actions, a chief elected official makes government more accessible and increases citizens' input. With strong moral leadership, the mayor or chairperson contributes to the legitimacy of the council-manager form and strengthens the position of the manager. Some mayors used analogies, such as "parish" or "family," to suggest the close relationship between citizens and government.

Effective mayors and chairpersons extended external relations to key community groups, economic interests, governmental officials, and other organizations, agencies, and governments from which the local government needed support or resources. The ability to establish and broaden networks was a key attribute of these chief elected officials. Again, there is no clear distinction between the coordinators and the directors in their adeptness at handling these relationships.

### Resources

The resources needed to fill the mayor's office, as suggested in previous research, fall into the categories of formal and informal resources that determine the *nature* of the office and resources that define *performance* in the office. The cases indicate that facilitative leadership does not depend on a position of superior power. There are resources available in the council-manager form, and within the incumbent as a person, to develop leadership in the areas of coordination and policy guidance. The strategic location occupied by the chief elected official provides the foundation for effective leadership. Mayors and chairpersons with a clear conception of the job—its possibilities, interdependencies, and limitations—are more likely to be able to take advantage of this resource.

Willingness and ability to commit time can give the mayor or chairperson a relative advantage over other officials (examples include DuPuy, Mears, Melvin, Rhea, and Taylor), but this does not

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mean that the amount of time per se determines effectiveness. Halter contrasts the way he used his own time with the approach of the mayor in the neighboring city of Bryan. That mayor also spent a substantial amount of time on the job, but it was largely taken up by the time-consuming traps that Halter sought to avoid.<sup>4</sup> Jonathan Howes, former mayor of Chapel Hill, North Carolina, has observed that over his years in office, a number of council members began spending more time in their positions than he did as mayor.<sup>5</sup> Highly active council members may increase the difficulty the mayor has in coordinating their efforts. Mayors cannot become leaders by dint of the time spent on the job alone, yet a minimal commitment appears to constitute the *sine qua non* of success. It is not the amount of time per se that is important but what use is made of it and how it is converted to other resources, like knowledge or networks.

The importance of personal qualities in determining the inclination of individuals to seek leadership and their ability to exercise it is confirmed by the cases. Energy, resourcefulness, contacts, connections, the ability to communicate, a clear sense of purpose, and the ability to keep sight of broad goals while making specific choices are important for leadership in any setting. Effective leaders have a positive attitude and are able to convey that orientation to others. These qualities must be channeled into appropriate role behavior, however. In council-manager governments, the foundational roles—performing ceremonial tasks, presiding, linking the government to the public, representing, promoting, articulating, mobilizing, serving as a liaison, and building teams and networks—support goal setting, organizing, and policy initiation. A highly committed, assertive, impatient mayor or chairperson can jump into the higher-level roles without developing the others, but he or she runs the risk of having only short-term success or being isolated from the council.

Information is a key resource. Through self-education, the chief elected official stays on top of issues. A high level of knowledge strengthens the mayor or chairperson in interactions with the rest of the council, staff, and citizens and is a source of influence in working with others. Mayor Rhea made good use of her trips to

other cities, learning about practices that could be considered at home.

The cases illustrate the importance of the strategic location of the chief elected official. He or she is in a favorable position to secure and channel information and build relationships. A resource most clearly manifested by Carla DuPuy and Paula MacIlwaine was close contact with staff. Knowing staff personally and communicating with them informally were assets, in terms of information and sympathetic responses to ideas. The chief elected official must clearly show that these ties to staff will not lead to any bypassing of the manager or to any attempts to take individual action to remedy problems; doing so will jeopardize working relationships with the manager and/or the council.

Another resource is integrity. It undergirds the trust that other officials have in the mayor or chairperson. One of Mayor Taylor's assets was that he was considered to be both above reproach and clearly concerned about the public interest, rather than about self-interest. Similarly, Mayor Rhea was viewed as an "honest broker" who could be counted on for fairness in working out compromises with the council.

To be effective as a coordinator or director, the mayor or chairperson needs certain interpersonal skills for leadership. The mayor or chairperson must be effective at working with others and must accept certain responsibilities to them. Inclusiveness, sharing of information, facilitation of the expression of divergent views, and ability to resolve differences are important traits for the mayor or chairperson to have in his or her dealings with the council. The relationship with the manager requires tact, respect, the ability to share authority, and trust in the manager's commitment to advancing the goals of the city and achieving the highest performance from government as a whole.

Finally, mayors and chairpersons need to be flexible and capable of shifting the emphases they place on their different roles. The chief elected official acts as a stabilizer who attends to those areas where contributions are needed at a given time. As a consequence, the mayor or chairperson may shift in the extent to which he or she is central to decisions, visible to the public, and assertive of his or her own point of view, depending on conditions. Despite this flex-

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ibility, however, one constant should be a clear sense of purpose, which is conveyed by the mayor or chairperson to all participants in the governmental process.

Here is a summary of the factors that contribute to the effective performance of a mayor or chairperson:

### *Resources Derived from Position*

- Strategic location for securing and channeling information and building relationships
- Access to information
- Support of and interaction with the city or county manager
- Staff support necessary for filling demands of the ceremonial role
- Powers and duties that enhance visibility and support the delegator role of the mayor or chairperson but do not isolate him or her from other members of the governing board, as such powers as veto or staff-appointment authority would do

### *Informal Resources*

- Support of key groups in the community
- Contacts and connections; desire to expand network
- Media attention and support

### *Personal Resources, Attributes, and Characteristics*

- Clear conception of the office
- Understanding of how to fill roles appropriately and of how to use traditional and coordinating/communicating roles as the foundation for goal setting, organizing, and policy initiation
- Clear sense of purpose
- Time to devote to the office (with efficient use of time, avoidance of traps, and conversion of time to other resources, such as knowledge and network building)
- Energy
- Positive attitude
- Resourcefulness
- Integrity and fairness
- Commitment to full involvement of members of the governing

board through inclusiveness, sharing of information, support for the expression of divergent views, and acceptance of the initiative of other members

- Respect for authority and prerogatives of the city or county manager
- Skills*
- Ability to communicate (particularly active listening and effective speaking)
- Ability to set goals and priorities and keep sight of broad goals while making specific choices
- Ability to enlist and motivate others
- Ability to resolve conflicts and differences
- Flexibility (ability to shift the emphasis placed on different roles)

There is considerable interaction among these factors. As we have seen, the position itself, with no unilateral powers over other officials, permits the mayor or chairperson to establish positive relationships with those officials—but only if he or she has a good appreciation of the potential of the office and possesses skills of facilitative leadership. This array of factors indicates that personal attributes and skills are more numerous and important than either formal or informal resources.

### *Constraints*

Mayors and chairpersons depend on internal and external support to be effective. Inside the government, the council's response is critical. Externally, the chief elected official needs to be able to draw on the support of key groups, sources of influence, and shapers of values. Durning (Chapter Two) points out that although Mayor Mears benefited from the backing of the council and influential groups, internal and external support, by their very nature, may become constraints on the mayor's leadership. Clearly, the permission of the council is needed in order for mayors and chairpersons to work on their own agendas. The check of the council also compels the mayor to act in a facilitative way and adopt roles that stress

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teamwork. The chief elected official cannot act alone or compel the council's support, and so there must be reciprocity between him or her and the council, both in goals and in style. Furthermore, the issues and policies pursued by the mayor or chairperson are likely to be limited to those that have the support of the governing coalition in the community. It is a powerful asset for the chief elected official to be able to tap into support for consensus goals in the community. Moreover, the effective mayor or chairperson can be more successful in accomplishing these goals than the governing coalition can be, acting on its own or through a poorly led council. The reverse side, however, is that the chief elected official will have difficulty seeking to move beyond or to change those goals.

Durning suggests that more attention be given to the relationship between the roles and resources of mayors and chairpersons and the context in which certain values, goals, and leadership roles and styles are permitted, required, or constrained. This is an important area for further inquiry. It is clear that all the directorial chief elected officials were drawn from or represented the views of the most influential groups in the community, although it would appear that some (for example, MacIwaine) helped shape or reconfigure the governing coalition. They not only acted on but also helped identify goals. For example, Halter appeared to give the council a sense of purpose, to a greater extent than he received permission from it, partly because he discreetly helped get supporters elected to the council. Melvin, by contrast with his predecessors and successors, defined his relationship with the council, rather than simply accepting a definition from the council, as did Mears. The cases suggest that the *interaction* between the chief elected official and the internal and external sources of support should be examined, and that researchers should be open to the possibility that the influences run in both directions.

### Recap: The Facilitative Model of Leadership

The mayors and chairpersons profiled in the case studies are practitioners of facilitative leadership. The leadership they provide, the roles they fill, the relationships they establish, the resources they use, and the constraints under which they operate are grounded in



a facilitative model. Their experience indicates that one can conceive of leadership in government as collaborative and as focused on the accomplishment of common goals. In the alternative innovative-entrepreneurial model, leadership is competitive and focused on individual goals. The former model presumes that relationships among officials are essentially cooperative—a condition commonly produced by the integrated authority of the council-manager form. The latter is appropriate to a setting in which relationships are conflictual—a condition typically produced by the separation of powers in the mayor-council or county executive forms of government.<sup>6</sup>

From the case studies, the facilitative model in local government can be elaborated more fully than before. The characteristics of the facilitative leader can be divided into three categories: the leader's attitude toward other officials, the kinds of interaction the leader fosters, and the leader's approach to goal setting:

#### *Attitude Toward Other Officials*

- The leader does not attempt to control or diminish the contributions of other officials.
- The leader empowers others by drawing out their contributions and helping them accomplish their goals.
- The leader values and maintains mutual respect and trust.

#### *Kinds of Interaction Fostered*

- The leader promotes open and honest communication among officials.
- The leader seeks to manage conflict and resolve differences in a way that advances the mutual interests of all officials.
- The leader is willing to share leadership and form partnerships.
- The leader fosters understanding of distinct roles and coordinated effort among officials.

#### *Approach to Goal Setting*

- The leader fosters the creation of a shared vision, incorporating his or her own goals and the goals of others.
- The leader promotes commitment to the shared vision.

- The leader focuses the attention and efforts of officials on accomplishing the shared vision.

This kind of leader is committed to helping other officials accomplish their goals. He or she promotes open communication among officials. His or her approach to managing conflict stresses collaboration, in which the interests of the leader and others are mutually satisfied, as opposed to competition (assertion of one's own preferences over those of others), accommodation (sacrificing of one's own interests to those of others), compromising (splitting the difference among interests), or avoiding (ignoring conflict) (see Thomas and Kilmann, 1974). The leader shares leadership and seeks to coordinate efforts among officials. Finally, the leader seeks to create a shared vision that incorporates his or her own goals and the goals of others, promoting commitment to the vision and focusing everyone's effort on accomplishing it.

Described in this way, the practice of facilitative leadership is not confined to a particular official. Other members of the council and the manager can and frequently do use the same style in their own behavior. The connection of this style with the chief elected official is stressed here for two reasons: first, it is the approach to leadership that best suits the nature of the office in the council-manager form of government; and second, without effective facilitative leadership from the mayor or chairperson, it is more difficult for other officials to sustain a collaborative approach to achieving goals on their own. Consequently, the facilitative model is integrally (but not exclusively) linked to the chief elected official.

#### **Issues: Leadership Type and the Visibility of the Mayor**

The distinction between the coordinator and the director may have a bearing on public perception of the mayor's or chairperson's effectiveness. If the key coordinator roles of team builder, liaison, and broker of information are stressed, with little initiation of policy, leadership may be relatively invisible.<sup>7</sup> The assessment of Gene Roberts's leadership appears to have been lowered by his working behind the scenes and allowing others to take credit for ideas that he initiated. A low profile and, in the council-manager govern-

ments, a harmonious working relationship with the manager may be interpreted to mean that the mayor or chairperson makes no particular contribution.

Similarly, if members of the council are highly independent, the mayor or chairperson may appear to be insignificant. The chief elected official will have difficulty countering this perception if the council members often move in separate directions. The mayor's or chairperson's job can become a lot like herding cats. Helping the council members move in the same direction and function effectively as a group is an accomplishment, but one that may not be recognized by the media and citizens.

In the four case studies of coordinative leaders presented in this volume, there appears to be broad appreciation of the chief elected official's leadership contributions. If the mayor or chairperson is not associated with an agenda, however, there is a greater chance that he or she may be perceived as weak and ineffective. Take the example of the mayor of Sacramento who served in from 1984-1992. A newspaper review of the positive and negative assessments of her performance captures the difficulty of pinning down what constitutes leadership (DeBare, 1991, p. A6): "Complaints about her leadership ability have plagued Mayor Rubin since she first took office. The mayor has always retorted that it is a question of style, not ability. As a feminist. . . she would rather work quietly and cooperatively with her colleagues than twist arms or pound tables."<sup>3</sup> This could be an example of a coordinator mayor who is not being recognized for her contributions; as one critic put it, the agenda was set by others, not by the mayor. As we have seen, however, coordinative mayors and chairpersons are not the primary initiators of local governmental agendas. But other information in the article raises questions about whether the mayor has in fact been an effective coordinator: the mayor "failed to emerge as a consensus-builder and leader," and the council had difficulty handling some decisions and was characterized by some as "floundering." Critics also charged that the city missed opportunities because the mayor failed to take the lead and often played a sideline role. Simply on the basis of this analysis, it would appear that the mayor does not have all the attributes or accomplishments of a coordinator, much less those of a director. The failure to build consensus and the

inability to strengthen the council as a decision-making body would indicate that the mayor is not an effective coordinator, despite whatever her intentions might have been. Anyway, even a coordinator should have the ability to fill the vacuum and take the lead when other members of the council do not. A basic part of the problem with this mayor's performance appears to be that her critics did not identify a coherent overall agenda during her tenure. This does not mean that a mayor or chairperson should be expected to come up with all the initiatives, or that the chief elected official should be incapable of supporting the ideas of others and letting them take the lead. Still, the mayor or chairperson should be able to communicate what goals the local government is pursuing and how they all fit together. Doing so will not guarantee that the chief elected official will be recognized as a leader by the media, but failing to do so invites the justifiable charge of a leadership void.

Weak leadership becomes an issue, as opposed to a public relations problem for the mayor or chairperson, when it creates dissatisfaction with local government and causes persons or groups to bypass the mayor or chairperson because of his or her perceived ineffectiveness. Lack of an agenda—the chief elected official's and/or the council's—impedes the council's ability to act decisively and coherently. It can even fuel efforts to change the form of government, in order to "strengthen" leadership. Coordinator mayors and chairpersons, who help to shape a consensus incorporating the ideas of the council and the community, need to be certain that they are communicating underlying purposes and strategies to the public.

### Structure and Leadership

In most cities (over 60 percent) and some counties, the method of selecting the chief elected official has been changed from selection by the governing board to direct election by voters. The primary reason is to make the mayor or chairperson a more effective leader and to strengthen the link between voters and local government. In some places, proposals have been considered to make more substantial changes and give the mayor or chairperson special powers. In San Jose, for example, the mayor develops the budget to be pre-

sent to the city council. Some mayors have proposed changing the city charter to permit the mayor to nominate the city manager to the council. The possibility of changing to the mayor-council or county executive form is being given more attention in some large jurisdictions. Change in the form of government is rare, but it happened in 1993 in St. Petersburg and West Palm Beach, Florida.

#### *Modest Changes in the Mayor's or Chairperson's Position*

In the council-manager form, the most common revision affecting the chief elected official is direct election of the mayor or chairperson. Expanded power to make appointments, as well as other new responsibilities, have also been considered. These changes are modest, but they generated considerable debate among present-day urban reformers who were involved in the most recent revision of the model city and county charters, completed in 1989 by the National Civic League. Starting in 1899, the model charter has expressed the current thinking of municipal reformers about what constitutes the best provisions for local governmental charters. In a departure from previous model charters, the seventh revision (National Civic League, 1989) provides for direct election of the mayor as an option equal to election from within the council and specifies additional responsibilities for the mayor. The introduction to the seventh revision indicates that each community should consider which method would be "most conducive to the development of strong political leadership" (pp. xvi-xvii). The commentary notes, however, that "in many cities, particularly the larger ones, it is believed that this method [direct election] increases the potential for mayoral leadership by giving the mayor a city-wide popular support base" (p. 25). Protasel (1988) offers indirect evidence that this is the case by showing that abandonment of the council-manager form is less common in cities with direct election of the mayor.

The mayor's or chairperson's role is further enhanced over that prescribed in earlier revisions by the chief elected official's being given authority or responsibilities in three areas: the mayor or chairperson should (1) appoint members of citizen advisory boards and commissions with the consent of the council, (2) represent the city

or county in intergovernmental relationships, and (3) present an annual "state of the city (or county)" message (for counties, see National Civic League, 1990). These expanded responsibilities are recommended for mayors and chairpersons in all cities and counties, regardless of how they are selected. The new charter attempts to crystallize a new leadership position in the council-manager form of government. The authority to appoint members of advisory boards, and the responsibilities of representing the city in external relations and preparing a summary statement of the city's conditions, needs, and direction, are designed to enhance the mayor's leadership role without diminishing the authority of the council or the manager. There is the clear intent to make the office a source of coordination among officials in city government and a guiding force in policy development. The recommendation that the mayor or chairperson be directly elected when the council is elected from districts reflects the hope that the mayor will exert a centralizing and coalescing impact on council members with diverse perspectives.

The case studies presented in this volume do not resolve the debate over the superiority of direct election versus selection from within the council, but they do shed some light on this structural question, on which reformers have differed. It is reasonable to assume that direct election enhances the leadership potential of the mayor or chairperson. A chief elected official would not have to so literally secure the permission of the council for a style or program, since he or she would be chosen independently of the council. Furthermore, by directly mobilizing popular support through the electoral process, the mayor or chairperson may have somewhat greater freedom to develop goals that go beyond the prevailing consensus. Moreover, when the mayor or chairperson uses the electoral process to demonstrate broad popularity that cuts across racial, economic, and political lines (consider Mayor Taylor of Roanoke), the chief elected official has a unique source of influence. Still, among the three directorial mayors featured here, two were initially chosen by their councils, rather than by voters, as was the chairperson categorized as a director. By contrast, two of the three coordinative leaders were elected. The relationship between method of selection and mayoral leadership is a complex one; direct election will not in itself make the chief elected official an effective policy initiator.

The cases also offer insights into two other recommendations of the National Civic League. First, several mayors have made good use of an annual "state of the city" address, including Mayor Rhea, who initiated the practice in her city in 1987. It provides a vehicle for education and goal setting and for reinforcing team building by giving expression to the goals of the council. Second, the activity of the mayor or chairperson in intergovernmental relations (Crowley's efforts in the California legislature, DuPuy's formation of the Carolinas Counties Coalition, MacIlwaine's plan for revenue sharing) or interorganizational relations (Mears's negotiations with MARTA) has been an important element in the strong leadership provided by many of the facilitative mayors and chairpersons.

There is no direct information from the case studies on the impact of giving appointment power to the mayor or chairperson, but it seems unlikely that this power in itself would substantially alter the influence of the chief elected official. What is important is whether the mayor or chairperson uses the responsibilities of the office in a facilitative leadership style, to engage all officials in effective decision making.

The case studies do not offer any information about the impact of giving the mayor or chairperson veto power. Melvin opposed the idea because he felt it would divide the mayor from the council; Protasel (1989) offers a similar argument.

The voting status of the mayor is emphasized by Wheeland, in Chapter Seven. In his opinion, the fact that Mayor Rhea could both preside at council meetings and vote as a regular member contributed to her acceptance by other council members.<sup>9</sup> All the other mayors and chairpersons featured in the case studies (including Roberts, under the commission form) were voting members of their governing board.

#### *Substantial Changes in the Mayor's or Chairperson's Position*

Sparrow's study of San Diego (Chapter Nine) questions whether there is an outer limit of change beyond which facilitative leadership is no longer appropriate as the dominant model of leadership. He feels that this limit has been reached in San Diego. Part of the reason is

the emergence, during Wilson's tenure, of full-time council members with independent staffs. The council is now fragmented, with each member operating as an "independent department head." The mayor cannot reclaim control over other elected officials. Charter change, in Sparrow's opinion, is now required; for officials and voters to know what they can expect from the mayor, the powers of the mayor's office need to be institutionalized.

The claim that council-manager government cannot work in very large, complex cities (and counties) is not a new one (see Banfield and Wilson, 1963). The emergence, in many of the other case study cities, of mayors who use a collaborative style to overcome dissension and drift suggests that the facilitative model can be effective in very large cities if the right kind of leader appears. Furthermore, structural change is not necessarily a more likely path to increased governmental effectiveness.

The creation of executive mayors (or executive chairpersons) in this form is likely to produce other changes, which may have negative consequences. If the powers assigned to the mayor separate the mayor from the council and subordinate the manager to the chief elected official, then separation of powers enters the governmental process. The emergence of mayor-centered systems of governance in council-manager cities is likely to produce greater conflict between the council and the mayor and to create ambiguity in the lines of authority between each set of elected officials and the manager. The advantages of cooperative relationships between elected and professional leaders are jeopardized. The professional independence of the manager may be compromised, and the potential for more independent leadership from the mayor is likely to be offset by increased resistance from the council. Strengthening the powers of the mayor with respect to the council could also have the effect of diminishing the influence of more representative, district-based councils that include larger numbers of minority-group members (Blodgett, 1994). It is certainly more difficult to achieve consensus in socially and ethnically diverse councils, but decreasing the significance of the council in local government is not the only answer.

There could well be a net loss in leadership if the council is weakened and the professionalism of the manager is constrained in

favor of formal powers for the mayor or chairperson or a change in the form of government. Since these case studies indicate that the chief elected official can be effective even when the council is divided, one could argue that it is more productive to promote the facilitative leadership of the mayor or chairperson than to change the structure substantially and make it more difficult for such leadership to emerge.

A recent assessment of the contributions of Mayor Emanuel Cleaver of Kansas City provides support for this argument (Enos, 1993). Cleaver has been identified in that assessment as a policy leader with an "aggressive economic-development agenda." In addition, he has "taken on a healing role" and "mend[ed] fences" on the city council. The mayor has been able to foster "cooperation on a panel once plagued by infighting." In the words of a community leader, "The council is a team now, and the mayor is the quarterback." Finding a facilitative leader to bring cohesion and a sense of purpose to a council-manager city may be easier and more efficacious than changing the powers of the mayor's office or changing the form of government.

#### *Facilitative Leadership in Mayor-Council Cities*

The Chattanooga case (Chapter Ten) indicates that the facilitative style practiced in the commission form can be sustained by the same mayor after a charter change to adopt the mayor-council form. Gene Roberts was still seen as a team leader by one-third of the officials interviewed and was seen as an educator more often than he had been under the commission form. The dynamics of interaction in governments with separation of powers can easily push the chief elected official into adopting a power-oriented leadership style, but Roberts managed to maintain a facilitative style.

Indeed, the facilitative approach may have relevance to both the mayor-council form and the county executive form. Obviously, mayors and county executives do not have direct control over a wide range of participants in the political process (members of governing boards, citizens, interest groups, officials in other local governments). Even their own organizations are likely to include some staff with independent authority (especially in counties), and the

literature on leadership in the private sector argues for the facilitative model, rather than for reliance on formal power, even though the chief executive officer in a corporation does have formal power on which to draw.

There is evidence that Roberts's experience is neither unique nor simply due to his having begun his tenure under the commission form. For example, Mayor Ed Rendell of Philadelphia has been called "one of the more adept facilitators in office at the moment" (Gurwitt, 1993, p. 40). He has been able to overcome a long period of dissension "by carefully sharing both the spotlight and his thinking" with other elected officials and by sharing his power to achieve consensus. Another example appears to be Edward H. McNamara, elected in 1986 as county executive in Wayne County, Michigan. Emphasizing a team approach, he reorganized county government, made management changes, took measures to control health and child-care costs for indigents, and fostered economic development (Shubart, 1992). Recognized in 1992 by *City & State* as one of the top local government executives, he credited the team approach in county government for the accomplishments that had been achieved. Of course, both these strong executives have formal powers as well. An observer in Philadelphia comments that Rendell has used the powers of his office to offset the resistance of employee unions to budget cuts; if the power of the mayor were fragmented, "there would be too many discordant voices without anyone in charge" (Gurwitt, 1993, p. 41).

Nevertheless, recognizing the value of the facilitative approach and avoiding the divisive consequences of attempts to impose control are positive alternatives for "strong" mayors and county executives. One mayor in a strong mayor-council city has concluded that mayors like himself may be more effective if they stress cooperation with other participants in local government. Michael B. Keys (1990), mayor of Elyria, Ohio, interviewed six other strong mayors and reports these findings:<sup>10</sup>

- Effective city government is characterized more by cooperation than by conflict.
- The mayor should serve a team-building function, working to build consensus in the council.

- The mayor should blend direction to the council in some areas with facilitation of the council's decision making in other areas.

Keys's conclusion is that an executive mayor both wishes and is able to be a facilitator with the council in certain areas. To do so, an elected chief executive needs to understand this alternative approach to leadership and to have training in the necessary skills.

#### Change and the Viability of Facilitative Leadership

The College Station case (Chapter Eight) raises questions about the impact of change on the viability of facilitative leadership, even in small cities. The council in College Station has become more diverse and contentious as narrowly focused neighborhood advocates and business representatives have replaced the university employees who had dominated the council. A strong leadership role for the mayor had previously been expected, but meeting this expectation was simplified by the fact that the mayor was giving expression to values shared by most members of the council. A collaborative style of leadership, which had been "natural" for working with a homogeneous council, no longer worked as well.

Similar changes are occurring throughout the country. Council members are more diverse in their characteristics and seek to speak for a wider range of interests (Svara, 1991). More activist in their orientation, they are more frequently inclined to pursue independent political agendas. More are inclined to see council membership as the start of a political career (Ehrenhalt, 1991). By contrast with more homogeneous councils, made up of people who view council membership as community service, councils today include larger numbers of independent members from diverse backgrounds, with varied and sometimes narrow agendas. Such councils are not likely to accept the leadership of the mayor or chairperson passively.

Facilitative leadership is still appropriate in these situations, but a mayor or chairperson, to be effective, will have to find new ways to foster stronger working relationships and fashion a common sense of purpose and direction. The mayors and chairpersons in many of these case studies provided leadership that transformed

relationships in precisely this kind of situation. This was certainly true of DuPuy, Mears, and MacIlwaine. Mayors Rhea and Taylor helped establish a new level of communication among officials and with the public. Such contributions are particularly important in periods when a city and its political climate are changing.

Changes that are occurring on councils and in communities where the diversity of the population is increasing do not undermine the viability of facilitative leadership, although they certainly strain it. Chief elected officials probably face greater difficulty in getting the "permission" of councils to be effective leaders. Mayors and chairpersons must rise to this new challenge by raising the level of their performance as facilitative leaders. Gurwitt (1993) concludes his assessment of whether governmental structure can produce effective political leaders with this advice: "The most important challenge isn't to write charters for them; it is to nurture them in the first place" (p. 41).

#### Recommendations for Strengthening Leadership

Efforts to improve performance should start with the campaign for office—among the electorate, or within the council. A newly elected chief should also pay attention to the way he or she moves into the position during the transition process. All mayors and chairpersons need to examine key aspects of the council process: promoting trust and cooperation, goal setting, council procedures, and working relationships.

#### Selection of Mayors and Chairpersons

When a mayor or chairperson is directly elected, the campaign and the coverage in the media will typically highlight some but not all of the information that voters need in order to choose an effective facilitative leader. Campaign activities are akin to the ceremonial and promotional aspects of the job; platforms and proposals offer insights into the extent to which the candidate will bring policy initiative to the office. It is important to determine what the candidate wants to accomplish and what kind of agenda the candidate has. Two evaluative questions about the policy agenda are the fol-

lowing: How well does the agenda match the needs of the community and the local government? How realistic is it, in terms of the nature of the mayor's or chairperson's office?

The interpersonal qualities of the candidate are likely to be less evident, unless voters and reporters specifically look for them. How will the candidate work with other officials to accomplish goals? How well is the candidate listening to other candidates and to incumbent members of the council as they talk about their own ideas for local government? What is the nature and extent of the candidate's networks? What is his or her record in working with others on collaborative efforts? Candidates often receive support for projecting themselves as solitary leaders, singlehandedly tackling problems and charting a new course for the future, but facilitative leadership will be strengthened by people who can work with and through others.

The task of assessing the less obvious personal qualities of the candidate will be easier for the members of a governing body who choose the mayor or chairperson from within their own ranks, particularly if they have had experience in working with the prospective chief elected official.<sup>11</sup> Nevertheless, a mayor or chairperson selected from within the council does not have the opportunity to generate popular support for policy initiatives in an election. Consequently, he or she may have greater difficulty securing support for an agenda from other officials.

### *Transition to Office*

Our common view of the transition process is that the newly elected official must take charge, hit the ground running, and do as much as possible to put his or her stamp on government before opponents regroup and obstruct the new official's plans. This advice, although applicable to conflict situations and the transition of an elected executive, is typically inappropriate for council-manager governments. The key goal of the new mayor or chairperson is to strengthen teamwork and develop a common sense of direction and purpose. In other words, the new mayor or chairperson seeks to put facilitative leadership into practice *as soon as the election is over*.

The government has a direction, set by the previous council,

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and the administrative organization continues to operate under the city or county manager. This is still an important time, however, for taking stock and setting in motion actions that will lead to change. Rapid change—for its own sake, or to take advantage of a closing "window of opportunity"—is not required. Since the mayor or chairperson and the council can initiate shifts in policy or direct the manager to alter administrative practice at any time, they can concentrate initially on establishing goals and assessing the need for change.

On occasion, the mayor or chairperson comes into office with the feeling that the manager should be changed. Of course, removing the manager is an action taken by the entire council, not just by the mayor or chairperson. But, unless there is evidence of wrongdoing that cannot be ignored, there are two major reasons why the mayor or chairperson should not move quickly to line up a majority of the council for terminating the manager's tenure.<sup>12</sup> First, the new mayor or chairperson should realize that he or she has not been in a good position to judge the competence or responsiveness of the manager. Those with no experience on the council may feel that the manager is "in charge" and therefore must be removed in order for them to change priorities or programs. This perception from a distance is usually erroneous; the manager has probably been doing what the council wanted. A mayor or chairperson who served on the council may be concerned that the manager was so close to the former chief elected official that an effective working relationship with the new mayor or chairperson will be impossible. An incumbent may even have been able to manipulate events, to make it appear that the manager was supporting him or her in the campaign. This apparent closeness may be the impression that the former mayor or chairperson wanted to create, rather than excessive loyalty to the previous incumbent on the manager's part. Second, as several of the cases demonstrate, the performance of the manager is affected by the abilities of the mayor or chairperson. Shortcomings could have been produced in part by the weakness of the previous incumbent in promoting effective teamwork. Stronger leadership by the mayor or chairperson, as we have seen, can enhance the performance of both the manager and the council.

The mayor or chairperson and new council members should

assume that the manager will perform in a professionally responsible way, to assist them in taking office and to help them achieve their goals in office. In most cities and counties, this assumption is warranted. In the atypical situation, in which the manager is perceived to be wedded to the previous mayor or council and hostile to newcomers, the reality usually is that the manager is just as intent on working for the new council and will demonstrate that, if given the chance. Therefore, making a change would be unnecessary, costly, and disruptive of a smooth transition. When the manager's performance is objectively judged to be unsatisfactory, after a period of joint work the council can make a change, with neither the appearance nor the reality of claiming the spoils of electoral victory.<sup>13</sup>

### *Promoting Trust and Cooperation*

The foundation for building effective relationships is a clear understanding of the mayor or chairperson's role in the governmental process. Although it is the exception rather than the rule, some mayors and chairpersons—both new and experienced—produce tension with the other members of the council or the manager because of a poor understanding of their own role. For example, the mayor who says, "I'm in charge" and seeks to make unilateral changes in policy or practice (outside his or her own office) is going to strain relationships. The manager is put into a difficult position, since he or she is obligated to defend two principles: that the whole council makes policy, and that the manager is the chief executive officer. The support of the council may also be jeopardized.

The mayor or chairperson should lead the council and the manager in a collective effort to determine how they can all work together effectively and ensure a high level of performance in the government. The chief elected official should pay attention to process and promote awareness of the need for change when it is warranted. This will often entail the use of special kinds of meetings, at which the council is not addressing an agenda of specific actions. These may take the form of periodic work sessions, a retreat, or a combination of the two.

If the groundwork is properly laid, a council retreat can be

a useful vehicle for accomplishing a number of tasks (Jenne, 1988). It is important that the entire council accept the idea of having a retreat and agree to participate. The council does not need to leave town, but the retreat should be so structured as to make it different from a normal council meeting. There should be sufficient time, usually one or two days, to discuss a range of issues fully. Arrangements should be made to have an outside facilitator guide the council through its discussion. This is an open meeting, but media representatives, if they attend, should be encouraged to respect the spirit of the session. The purpose is an open-ended exploration of where the city is going and how officials work together, and officials are encouraged to try out ideas. Comments should not be reported in the detail that would be expected of debate that precedes an official action of the council at a regular meeting, nor should they be taken out of context. Whatever method is used to organize the discussion, attention should be given to goal setting and to relations between and among the mayor or chairperson, the council, and the manager.

### *Goal and Priority Setting*

The goal-setting process starts with a review of conditions and trends in the city or county, drawing on information prepared by the manager and staff. This background information is helpful for ensuring that goals address real conditions, rather than superficial symptoms of deeper problems. This information may also reveal problems that have not been recognized. Goals are the long-term improvements that the council would like to accomplish. When agreement is reached, goals provide a framework for identifying the policies and programs that should be undertaken in the short term (the next year or two). It is important to establish priorities among these policies and projects, as a guide to the manager and staff about where to place emphasis and how to allocate scarce resources.

As we have seen, effective mayors and chairpersons differ in the degree to which they seek to have their own policy agendas accepted by their councils. Some place more emphasis on creating a common commitment to goal setting and help all officials work through the process of generating and sorting out proposals, in-



cluding their own. Others advocate a comprehensive set of initiatives. These officials can provide important policy leadership, as long as they recognize that they cannot impose their ideas on the council or exclude council members from policy development. Either approach can work well if the mayor or chairperson pays close attention to whether other members of the council are coming forth with ideas of their own.

In addition to policy initiatives, the council should consider whether improvements in administration (service delivery) or management (productivity) are needed. If so, council members should confer with the manager to set clear goals and expectations about the nature of change, and they should review the manager's proposed timetable for accomplishing it.

### *Council Procedures*

It is useful for officials to examine the council's work methods and procedures periodically. Are the timing and frequency of meetings appropriate? Is there dissatisfaction with the length of meetings or with how smoothly they run? As presiding officer, the chief elected official will guide the council in the conduct of its business and should look at how well the process is organized. The mayor or chairperson and the manager should review how well prepared the chief elected official is to handle items that will be covered in a meeting, and whether more careful briefing is required. With more careful preparation, meetings may become shorter and more productive. The mayor or chairperson should encourage the council to discuss mutual expectations of the mayor, council members, and the manager and staff regarding preparation and the conduct of meetings. (It is useful to cover these topics, along with policy goals, at the council retreat.) Other matters that should be addressed include appointment of board and commission members, committee assignments, and the council's relations with the public.

### *Working Relationships*

In addition to procedures, the working relationship between the mayor or chairperson and the manager and between the council and

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the manager should be examined. How the mayor or chairperson and the manager will work together should be clearly understood and accepted. The council's and the chief elected official's mutual expectations should be reviewed. It is important for everyone to recognize that the mayor or chairperson monitors and adjusts relationships to ensure effective interaction. For example, this may entail talking to an individual council member who is getting involved in dealing with the staff. If council members are dissatisfied with the amount and kind of information that is being provided to them in advance of meetings, the mayor can work with the manager to adjust it. It is particularly important to ensure that a regular process has been established for the council's appraisal of the performance of the city or county manager.

In sum, the mayor or chairperson must take responsibility for carefully examining how the city or county does its business (the *process* of government) and where the city or county is going (the *purpose* of government). Using extensive consultation with the council and the manager, and in regular contact with a wide range of groups in the community, the mayor or chairperson can guide officials through a process of constructive change.

### *Conclusion*

Mayors and chairpersons can be important leaders in council-manager communities, and there are many who are because they use a facilitative style of leadership. The material presented here offers a description of the roles these officials fill, the resources they use, and the impact they have. The case studies provide detailed portraits of a select group of successful chief elected officials. From these studies, it has been possible to refine the conceptualization of the job of the mayor or chairperson and to fully elaborate a facilitative leadership model for the public sector. Although this leadership approach is not confined to council-manager governments or to the chief elected official, it is particularly well suited to the office of mayor or chairperson in this form of government.

Cities and counties are at a critical juncture in the choice of methods to enhance the leadership of the chief elected official. They can seek to increase the ability of this official to be a facilitative

leader, who will operate within the normal confines of the council-manager form, or they can separate the mayor or chairperson from the council by giving this official some formal power in policy making, administration, and/or management. The experience in mayor-council cities (the experience of Chattanooga notwithstanding) is for the mayor to seek ever more formal power in order to exert greater control over the council.

Effective mayors and chairpersons do not need to overshadow the rest of the council or supplant the city manager. The cases illustrate how the mayor or chairperson can have a positive impact on the level of the council's involvement in goal setting and policy making. Evidence from a survey of cities in North Carolina and Ohio indicates that high mayoral leadership increases the council's attention to long-range concerns, makes the council more proactive, and improves the council's ability to make decisions. Furthermore, the council is more actively engaged in the formation of mission and the setting of policy as the mayor's leadership expands. The leadership of the mayor or chairperson offsets a tendency for the council to be essentially reactive and restricted to simply reviewing proposals that come from the manager.

The manager's involvement is not negatively affected by the level of the mayor's leadership. Referring again to the survey of cities, we can see that there is a higher level of positive interaction when elected leaders are stronger. Strong facilitative leadership can be provided, along with that of the city manager. The working relationship is strengthened as leadership by the mayor or chairperson expands, particularly the relationship between the chief elected official and the manager. As noted in Chapter One, survey data indicate that mayors who are ranked lower in leadership are also perceived to be too involved in administrative activities. It appears that effective leaders instill a sense of purpose and set broad goals, whereas mayors or chairpersons with limited horizons are preoccupied with the here-and-now and inclined to meddle in administrative details.

Therefore, there is no evidence to support the presumption that a high level of leadership necessarily causes the mayor to take over executive functions or leads to conflict with the manager, nor is structural change to expand the powers of the chief elected official

the only path to strengthening elected leadership. The combination of political and professional leadership is a unique strength of the council-manager form of government. A key to ensuring that the council and the manager will work together effectively and move in a positive direction is facilitative leadership by the mayor or chairperson. The case studies indicate that the mayor or chairperson can focus the council's attention on important goals and lead the council and the manager to accomplish them. With increasing diversity on governing boards and in American communities, strong facilitative leadership may be the prerequisite of effective governmental performance in the 1990s and beyond.

#### Notes

1. Professor Larry Keller of Cleveland State University stressed this point in his paper on the "moral leadership" of Mayor Murray Seasongood of Cincinnati, presented at the 1991 conference on facilitative leadership for which the papers that became the chapters in this volume were prepared.
2. For example, Mayor James Eason of Hampton, Virginia, whose leadership was described in a paper for the conference (see note 1) by Assistant City Manager Elizabeth A. Walker, takes the position that the mayor should share this task with all other members of the council and should not take on a much heavier burden of commitment than other members do.
3. There is room for confusion here, since the first four roles also involve communication, coordination, or both, and can be filled more or less actively. For example, one mayor may actively seek out the media and be forthcoming with information, whereas another may avoid the media as much as possible. The roles are essentially built into the position, and the mayor or chairperson is prompted to fill them by general expectations, demands, and charter provisions.
4. Mayor Eason of Hampton refuses to spend inordinately more time than other council members and seeks to delegate ceremonial tasks to other members of the council whenever possible.
5. Jonathan Howes, director of the Center for Urban and Re-



# CITY OF RIVERSIDE

"People Serving  
People"

September 18, 2003

Committee Members  
City of Riverside Charter Review Committee  
3900 Main Street  
Riverside, CA 92522

Subject: **Legal Issues Raised at August 28, 2003 Meeting; Our File No. CA 02-2919**

Dear Members of the Committee:

The following will address those issues raised at your meeting of August 28, 2003.

**1. Section 404 - Vacancy in an Elected Office.**

Section 404 of the Riverside City Charter addresses vacancies in an elected office and prescribes the manner for filling the vacancy. The particular question presented is whether Section 404 has ever been applied to hold a position vacant and might this happen in the future. Based upon our research, the last application of Section 404 was on January 5, 1993, when the City Council declared the office of City Council member for Ward 4 vacant because of the election of councilmember Bob Buster as Riverside County Supervisor for the First District. Consistent with the Charter, the City Council filled the Ward 4 vacancy within 60 days after such office was declared vacant.

While we are unaware of a past instance in which the City Council failed to fill a vacancy by appointment within 60 days after such office was declared vacant, the Charter would require under such circumstances that the City Council cause an election to be held forthwith to fill such vacancy. The City Council would have to consolidate the election with a statewide election or call a special election.

**2. Section 411 - Citizen Participation.**

Section 411 provides that each citizen of the City of Riverside shall have the right to present comments at any regular city council meeting or meeting of a standing committee of the City Council. The committee specifically requested an overview of the law relating to time limitations on public comment in general and at public hearings.

**8-1**

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**OFFICE OF THE CITY ATTORNEY**

3900 MAIN STREET • RIVERSIDE, CALIFORNIA 92522 • (909) 826-5567  
FAX: (909) 826-5540 • [www.riverside-ca.org](http://www.riverside-ca.org)

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The public has a right to address the City Council at any meeting on any subject that is within the City Council's subject matter jurisdiction. *California Government Code* section 54954.3(a). The right to express one's views in a public place is fundamental; however, it is not absolute and is subject to valid regulation. It is clear that city councils have authority to limit speech through the imposition of agendas and rules of order and decorum. White vs. City of Norwalk, 900 F.2d 1421 (9<sup>th</sup> Cir. 1990); Nevens v. City of Chino, 223 Cal.App.2d 775 (1965). However, the regulations on public comment must be reasonable. Accordingly, city councils have the authority to impose reasonable restrictions upon public comment at council meetings if such restrictions are not too broad and do not constitute "prior restraints." *Id.* A city council may prohibit a member of the public from speaking on a matter not within the city council's subject matter jurisdiction. 78 Op.Cal. Att'y Gen. 224 (1995).

Furthermore, a city council may regulate the total amount of time on particular issues for each individual speaker, subject to the requirements of due process. *California Government Code* section 54954.3(b). See also, 75 Op. Cal. Att'y Gen. 89 (1992) (upholding time limit). Many cities place a time limit on comments by the public, unless it is otherwise prohibited by law to ensure all members of the public have an opportunity to speak and the city council is able to complete its business. Time limits of three to five minutes are customary. City Council Resolution No. 20261, adopted on September 3, 2002, limit an individual's remarks to three minutes.

It should be noted that a city council may not prohibit public criticism of the policies, procedures, programs, or services of an agency or its acts or omissions. *California Government Code* section 54954.3. When a citizen is given the right to speak at a city council meeting, his or her speech is considered political speech. Perry Educational Association v. Perry Local Educators Association, 460 U.S. 37 (1983). As such, a speaker may not be stopped from speaking because the moderator disagrees with the viewpoint he or she is expressing. *Id.*

Some actions must be preceded by a public hearing; they may be legislative (such as a general plan amendment or zone change) or quasi-judicial (such as a conditional use permit or subdivision map). A public hearing must be properly and timely noticed. See, *California Government Code* section 65945.7. All considerations of due process apply - a meaningful opportunity to prepare and be heard before an impartial decision maker must be accorded.

Quasi-judicial or "administrative" actions are governed by the due process requirements of the 14<sup>th</sup> Amendment to the United States Constitution. That Amendment says a governmental regulation may not deprive a person of life, liberty or property without due process of law. The procedure employed must be fair and accord those with an interest in the matter a meaningful opportunity to prepare and be heard. Formal rules of evidence are not required. Public hearings

are not required unless specified by state law or local ordinance. The decision maker must be fair and impartial. *See, Clark v. City of Hermosa Beach*, 48 Cal.App.4th 1152 (1996). Examples of quasi-judicial actions include issuance of discretionary land use permits, business licenses, rent control hearings on applications for rent increases or decreases, and other similar actions in which a property interest is at stake and the body is charged with applying legal standards to a specific factual situation.

With respect to public testimony at public hearings, Resolution No. 20261 limits presentations other than quasi-judicial hearings to no more than three minutes. Depending upon the circumstances, more or less time may be authorized by the majority of the city council. For quasi-judicial hearings, presentations are limited as follows: an appellant or applicant may be allowed one ten minute presentation and an additional five minutes for surrebuttal. A designated representative of an organization in opposition thereof may be allowed a ten minute presentation. The city council reserves the right to determine the total amount of time for testimony on any particular hearing matter and/or for each individual speaker.

### 3. Section 603 - Manager Pro Tempore.

The question posed by the Committee is whether the term "Manager Pro Tempore" should be changed to "Acting City Manager"? Section 603 provides that the City Manager shall appoint, subject to the approval of the City Council, one of the other officers or department heads to serve as Manager Pro Tempore during any temporary absence or disability of the City Manager. The simple answer to the Committee's question is that the term should not be changed. The reason for not changing the term "Manager Pro Tempore" is the legal significance which attaches to that term as distinguished from "Acting City Manager". The City Charter and the Riverside Municipal Code allow the City Manager to administer the administrative branch of the City government and to delegate the performance of ministerial tasks. There are, however, certain duties and responsibilities which are non-delegable.

For example, Section 601 of the City Charter states that "the City Manager may approve or disapprove all proposed appointments and removals of subordinate employees by department heads or officers, and such appointments and removals by department heads or officers shall be subject to the approval the City Manager." This express statutory authority under the City Charter is non-delegable and the City Manager, and the City Manager alone, has the authority to approve and disapprove all appointments and removals absent an amendment to the City Charter.

Furthermore, Section 603 of the City Charter provides for the appointment of a manager pro tempore by the City Manager subject to approval by the City Council during temporary absence or disability of the City Manager. This express provision would be the only exception to

the authority enunciated in Section 601 or other non-delegable duties. Consequently, the manager pro tempore appointed by the City Manager whose appointment is approved by the City Council, may perform all delegable and non-delegable duties of the City Manager. Conversely, the Acting City Manager is appointed by the City Manager and such appointment is not subject to the approval of the City Council. The Acting City Manager may perform all delegable duties (assuming they have been delegated by the City Manager), as well as all ministerial duties and responsibilities of the City Manager. Given the legal distinction between these two terms, we do not believe that the term "manager pro tempore" should be changed.

**4. Section 807 - Human Resources Board.**

An issue was raised as to the scope of the duties and responsibilities of the Human Resources Board. Section 807 creates a Human Resources Board with the powers and duties to recommend to the City Council, the adoption, amendment or repeal of personnel rules and regulations. The Human Resources Board also acts in an advisory capacity to the City Council in matters concerning personnel administration. In addition to assisting in the development, review and revision of personnel policies and procedures, the Human Resources Board has been delegated the responsibility to hear certain employee grievances. Section 3 of City Council Resolution No. 15079, known as the Employer - Employee Relations Resolution, sets forth a detailed procedure for employee grievances. As a practical matter, most employee grievances are resolved informally or through a formal grievance procedure negotiated as part of a Memorandum of Understanding between the City and the recognized bargaining unit. As such, the Human Resources Board hears only those personnel grievances filed by management/confidential employees who are unrepresented and are not part of a recognized bargaining unit. Based upon our research, the Human Resources Board has not heard a personnel grievance in nearly ten years.

**5. Residency Requirements.**

Lastly, an issue was raised as to whether the Charter may prescribe residency requirements for council appointees and/or durational residency requirements for council members. Sections 600 and 700 of the City Charter provide for the appointment of the City Manager, City Attorney and City Clerk by the City Council. Eligibility to hold such offices are defined in the Charter but such requirements do not include residence within the City of Riverside. Article XI, section 10 (b) of the Constitution of the State of California, provides that "a city or county, including any chartered city or chartered county or public district, may not require that its employees be residents of such city, county or district; except that such employees may be required to reside within a reasonable and specific distance of their place of employment or other designated location." Consequently, the Riverside City Charter could not be amended to

Committee Members  
September 18, 2003  
Page 5

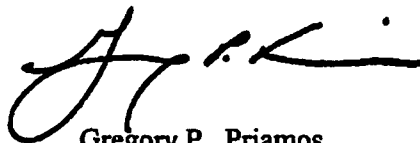
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require that its council appointees be residents of the City of Riverside.

A related issue is whether the Riverside City Charter may be amended to provide for a durational residency requirement for City Council members. This issue has been addressed by the California Supreme Court in the decision of Johnson v. Hamilton, 15 Cal.3d 461 (1975). In Johnson, a candidate for city council challenged the constitutionality of two provisions of the Long Beach City Charter. The Charter required a one year residence in the City preceding the election or appointment to any board or commission of the City and, a six month's residence in the council district for which the candidate is nominated, prior to filing his or her declaration of candidacy for council. The Court struck down both provisions of the Charter and held that there is no state interest of a compelling nature which justified the restrictions in question, and specifically rejected the contentions that the residence requirements were necessary for the education of the candidate regarding the issues and of the electorate regarding the candidate. Accordingly, the Court held that any durational residence requirements for local office in excess of the a 30 day pre-filing period was violative of the equal protection clause of the 14<sup>th</sup> Amendment. Consequently, the Riverside City Charter may not be amended to require durational residency requirements in excess of 30 day pre-filing residency.

Should you have any questions regarding the issues raised in this letter, I will be available at the meeting of September 25, 2003, to discuss same.

Very truly yours,



Gregory P. Priamos  
City Attorney

c: George A. Carvalho, City Manager  
Colleen Nicol, City Clerk

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**CHARTER REVIEW COMMITTEE  
UPCOMING AGENDAS**

**September 25, 2003**

- Interview with Mayor Loveridge
- Interview with Councilmember Pearson
- Vote of confidence for Chair and Vice-Chair
- Report on legal questions raised

**October 9, 2003**

- Interview with Councilmember Beaty
- Interview with Councilmember Defenbaugh

**October 23, 2003 (La Sierra High School)**

- Community Forum

**November 13, 2003**

- Interview with Councilmember Moore
- Interview with Councilmember Adkison

**December 11, 2003 (4 hours)**

- Elections
  - District vs at-large elections vs hybrid
  - Run-off elections vs instant run-off voting
  - Mail ballot elections
- Form of Government
  - Mayoral Power
  - Mayor and City Council compensation
  - Part time vs full time Mayor and Councilmembers

**January 8, 2004**

- Interview with Councilmember Hart

Charter review.calendar



# CHARTER REVIEW COMMITTEE MEETING SCHEDULE

## August 2003 through July 2004

DATE	TIME	LOCATION
September 25, 2003	5:00-7:00 p.m.	Mayor's Ceremonial Room
October 9, 2003	5:00-7:00 p.m.	Mayor's Ceremonial Room
<b>October 23, 2003 – Community Forum</b>	7:00-8:30 p.m.	La Sierra High School Performing Arts Center
November 13, 2003	5:00-7:00 p.m.	Mayor's Ceremonial Room
November 27, 2003	<b>NO MEETING</b>	<b>THANKSGIVING DAY</b>
December 11, 2003	3:00-7:00 p.m.	Lakeside Room, Fairmount Park Boathouse, 2601 Fair- mount Boulevard
December 25, 2003	<b>NO MEETING</b>	<b>CHRISTMAS DAY</b>
January 8, 2004	5:00-6:30 p.m.	Mayor's Ceremonial Room
January 22, 2004	5:00-6:30 p.m.	Mayor's Ceremonial Room
February 12, 2004	5:00-6:30 p.m.	Mayor's Ceremonial Room
February 26, 2004	5:00-6:30 p.m.	Mayor's Ceremonial Room
March 11, 2004	5:00-6:30 p.m.	Mayor's Ceremonial Room
March 25, 2004	5:00-6:30 p.m.	Mayor's Ceremonial Room
April 8, 2004	5:00-6:30 p.m.	Mayor's Ceremonial Room
April 22, 2004	5:00-6:30 p.m.	Mayor's Ceremonial Room
May 13, 2004	5:00-6:30 p.m.	Mayor's Ceremonial Room
May 27, 2004	5:00-6:30 p.m.	Mayor's Ceremonial Room
June 10, 2004	5:00-6:30 p.m.	Mayor's Ceremonial Room
June 24, 2004	5:00-6:30 p.m.	Mayor's Ceremonial Room
July 8, 2004	5:00-6:30 p.m.	Mayor's Ceremonial Room
July 22, 2004	5:00-6:30 p.m.	Mayor's Ceremonial Room

## THE PRESS-ENTERPRISE

**DAVID  
CORNWALL**  
PUBLISHER

**MARIA  
DE VARENNE**  
EDITOR

**GALE  
HAMMONS**  
EDITORIAL PAGE  
EDITOR

PUBLISHERS OF  
THE PRESS SINCE 1878  
THE ENTERPRISE SINCE 1885  
THE PRESS-ENTERPRISE SINCE 1932

**HARRY HAMMOND**  
PRESIDENT 1937-1948

**HOWARD H HAYS SR.**  
PRESIDENT 1948-1969

**HOWARD H HAYS JR.  
ARTHUR A. CULVER**  
CO-PUBLISHERS  
1963-1983

**HOWARD H HAYS JR.**  
PUBLISHER 1983-1988

**WILLIAM D. RICH**  
PUBLISHER 1989-1993

**MARCIA McQUERN**  
PUBLISHER 1994-2002

### *Grassroots public service*

**L**ast spring a city charter review in Riverside was a hot topic at council meetings. Two council members with visions of a hands-on council, Frank

Schiavone and Ed Addison were striking sparks off the mayor and city manager. Out of that contention came the proposal for a sweeping review of the way the city operates. In an election year, the charter suddenly looked as though it could become a battleground.

That has not happened, which is constructive. The issue is instead in the hands of a citizens' committee of 17 appointees. In the dog days of summer, at times when most people are at dinner, committee members have been meeting in a City Hall conference room. Last week they outnumbered spectators two-to-one. But the panel

went about its chore with civil diligence.

People spend a lot of time deriding politics and politicians. But as with a jury when it's sworn in and suddenly feels the weight of its collective responsibility, government at the grassroots is reassuring to watch.

At last week's meeting, members worried about accommodating citizens at meetings. Later on in this process, which may go six-to-nine months, there may be sharp debates, even arguments about things like logos. But the tone that's being set now - of taking public service seriously - sends a positive signal to the entire city.



# City of Riverside Memorandum

**To: CHARTER REVIEW COMMITTEE**

**DATE:** September 25, 2003

**From: Sharon Cooley, Communications Officer**

**ITEM NO:** 9

**SUBJECT:** Charter Review Committee: Community Forum promotional schedule

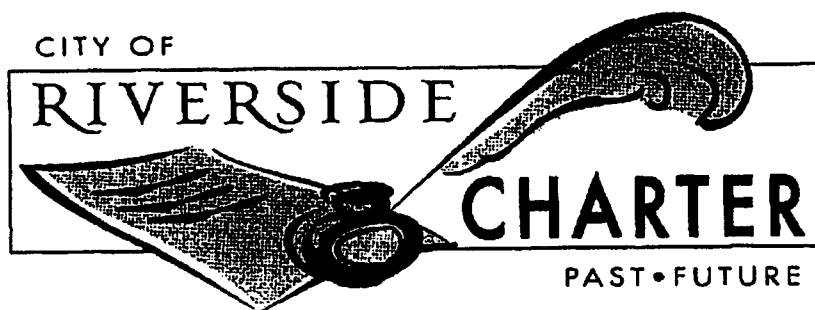
Attached please find a Promotional Campaign/Timeline for educating the public about the activities of the Charter Review Committee, in general, and the October 23 Community Forum, in particular.

Also being prepared is a suggested script, which members can use as a guide when promoting the Committee's activities to local service clubs, school groups, chambers of commerce divisional groups, and so on. It is important that committee members attempt to cover as many of the meetings as possible, so a coordinated schedule might be a good idea.

Forthcoming materials are:

- Biographical sketches with photographs (in production)
- Fliers/posters for October 23
- Webpage with "citizens' guide to the Charter", biographical sketches, meeting schedule, special events, citizen input interface, and link to the Charter

Please don't hesitate to contact me should you have any questions. I can be reached at (909) 826-5997.



## Charter Review Committee

### Promotional Campaign/Timeline

WHEN	WHAT	WHO	STATUS
August 2003	Logo for promotional materials	MJ Abraham	Adopted
September 2003	Biographical sketch	Sharon Cooley	Nds some additions
September 2003	Schedule of meetings published in Riverside Report	Sharon Cooley	Complete
September 2003	Web site link up	Sharon Cooley	Anticipated Oct 1
September 2003	Cable access channel banner. Ch. 32	Sharon Cooley	Complete
September 2003	Press release	Sharon Cooley	Submitted every two weeks
September 2003	Oct 23 Community Forum campaign launch	ALL	Everybody needs to help get the word out. Collateral material to be distributed in Oct 3 agenda mailing or available from Sharon on Oct 1
	Oct 23 Save the date cards mailing (see mailing lists below)	Sharon Cooley	Sched for Oct 3
	Oct 23 Flier/poster posting	Sharon Cooley	Sched for Oct 8
All October	COC Division meetings	Committee	See attached. Committee member will need to call Chamber to get on schedule
All October	Service club/community of faith/PTA visits		See attached. Committee member will need to call club/org to get on schedule
September 25	Mayor's Night Out	Sharon Cooley	Mayor announcing
October (early)	PSA/Press	Sharon Cooley	Under development
October 7, 2003	City Council agenda to announce Oct 23 forum, nothing else—committee report will come at a later date in time	Sharon/Eric or Ben	Sharon to prepare staff report/Eric or Ben to present
October 9, 2003	GRCC: Good Morning Riverside announcement	Eric or Ben	Need to check with Chamber
October 23, 2003	Community Forum		

## Available Mailing Lists

	<u># In List</u>
Boards and Commissions:	200
Mayor's list	200
Office of Neighborhoods'	
neighborhood leaders database:	150
Schools:	80
Communities of Faith:	400
Email: Chambers of Commerce (?)	
Email: Human Relations' dbase	
Email: General Plan committee (CAC)	

## Flier/Poster Posting Sites

City Hall and other city building lobbies  
 Community Centers through Park and Rec  
 Police Storefronts  
 Fire Stations  
 Libraries  
 Riverside Downtown Partnership for downtown merchant windows  
 Arlington BID  
 Other shopping centers  
 Schools, through appropriate channels

## Meeting Visits

Service Clubs  
 Chambers of Commerce Division meetings/GMR  
 PTA  
 Girl Scout troop meetings  
 Neighborhood group meetings  
 Other:

## Meeting Schedule

**Chambers of Commerce Divisional Meetings** (Call Chambers for location and to get on schedule.)

Arlington: 2<sup>nd</sup> Monday, 7:30 a.m.:  
 Downtown, 1<sup>st</sup> Thursday, 7:30 a.m.:  
 EastHills, 2<sup>nd</sup> Friday, 7:30 a.m.:  
 Hunter Park, 4<sup>th</sup> Wednesday, 7:30 a.m.:  
 La Sierra, 1<sup>st</sup> Monday, 7:30 a.m.:  
 Magnolia Center, 3<sup>rd</sup> Friday, 7:30 a.m.:  
 Good Morning Riverside:

October 13 - Ray & Dale  
 October 2 - Ray & Dale  
 October 10  
 October 22  
 October 6 - MVP - Barry Johnson  
 October 17 - Ray & Laurie  
 October 9 -

## Service Clubs

Riverside Sunrise Rotary, Marriott, Fridays at 7:00 a.m. Sharon Cooley, Damon Castillo are members

Arlington Rotary Club, Cal Baptist University, 343-4211, Tuesdays at 7:00 a.m.

Riverside East Rotary, Canyon Crest Country Club, Wednesdays at 7:00 a.m.

Magnolia Center Rotary Club, Tava Lanes, 788-9625, Thursdays at 12:00

Riverside Rotary Club, Mission Inn, 369-1724, Wednesdays at 12:00

Soroptimist, Chambers of Commerce, 2<sup>nd</sup> and 4<sup>th</sup> Tuesdays at 12:00, Gayle Webb,  
[gwebb@co.riverside.ca.us](mailto:gwebb@co.riverside.ca.us)