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EPACCI, City Start Up Committee

Final Report

On

THE ADMINISTRATIVE TRANSITION TO THE NEW CITY

prepared for:

The New East Palo Alto City Council

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# THE ADMINISTRATIVE TRANSITION TO THE NEW CITY

## Introduction

Because a newly elected City Council will have the legal power to ensure responsive and effective government for East Palo Alto Citizens, the City Start Up Committee was charged to assist in securing a smooth transition to cityhood for the new City and in getting us off to the best possible advantage. The City Start Up Committee is a subcommittee of the East Palo Alto Citizens Committee on Incorporation (EPACCI).

This report was developed from information provided by Local Citizens, Local Agencies, and Officials in neighboring Cities. We were driven by the great undercurrent of concern as to whether the new City Council would produce effective solutions to the issues we raise in this report. Our policy recommendations focus on problem recognition and prioritization. Hopefully, these recommendations will stimulate our new City Officials to cause the delivery of better services through informed leadership.

## Overview

Customarily, City Council action on many matters of administrative transition are routinely accomplished at its first meeting, and serious penalties would accrue if actions on these matters were delayed. There are other necessary action issues where the best solutions are less clear cut, and substantially more careful and longer deliberation cycles may be needed. This report, therefore, first considers those routine legal issues that the new City Council must pass at its initial meeting on July 1, 1983. The earlier Recommendations address Issues and Tasks (such as City Image and Liability Insurance protection, for example) which are suggestive of more urgent priority placement. Although the second and all following Recommendations list Issues and Tasks to which priority can be more leisurely assigned by the New City Council, the commitment to their consideration should in no way be lessened by our ordering. Overall, Recommendations speak to: City Government Organizational Structure; group participation and conflict-resolution training for Council, Board, and Commission members; Community talent search procedures; Board and Commission membership size; and, Fiscal Fund Management.

The recommended City Organizational Structure Model satisfies the California legal requirement for an effective governance system; but, of equal importance to East Palo Alto resi-

dents, this organizational model introduces strategies that may prove particularly advantageous in that they provide for responsible, coherent, and efficient economic development while maximizing the participation of East Palo Alto citizens in the decision making process. We are convinced that Economic Development and informed Citizen Participation are key parameters in this Community's redevelopment equation. As for the area of Public Safety, we conclude that the concept of local control over our own police force is one that runs deep in the thoughts of East Palo Alto Residents. Although, Public Safety service levels suggested by the SRI report and the Angus-McDonald report seem adequate we feel that in the interest of providing equivalent service levels at lower cost in the short run, the concept of the One-Officer car deserves further investigation.

SAMPLE AGENDA\*

The First Meeting Of The City Council Of East Palo Alto

1. Call To Order
2. Invocation
3. Presentation of Colors and Pledge of Allegiance and certification
4. Roll Call
5. Oath of office and presentation of Certificate of Election
6. Selection of Mayor, Vice-Mayor
7. Ceremonial
8. Appointment of City Manager/Clerk
9. Appointment of City Treasurer
10. Appointment of City Attorney
11. Ordinance providing for County Ordinances to remain in effect.
12. Ordinance zoning all properties within the City on a temporary basis.
13. Ordinance imposing a moratorium on all grading, building, and subdivision permits.
14. Resolution requiring the posting of Ordinances and Resolutions.
15. Resolution establishing public places for the posting of
16. Ordinances and Public Notices.
17. Resolution declaring withdrawal from County Road districts.
18. Motion That all agreements approved at this meeting are subject of the approval of the City Attorney.
19. Resolution containing the General Services Agreement with San Mateo County.
20. Resolution authorizing assumption of Liability amendment to General Services Agreement.
21. Resolution authorizing agreement for preservation of rights under section 34333, Government Code.
22. Resolution authorizing agreement for enforcement of State Laws and City Ordinances.
23. Resolution requesting California Highway Patrol to continue to provide traffic enforcement.
24. Resolution appointing certain County officers to serve as City officers.
25. Resolution approving Uniform Mutual Assistance agreement relating to Fire Protection and Rescue services.
26. Resolution approving agreement with County relating to watershed Fire Protection.
27. Uniform Sales and Use Tax Ordinance.
28. Resolution authorizing agreement with State Board of Equalization providing for all functions incident to administration and operation of local Sales and Use Taxes.
29. Ordinance providing for a Special Gas Tax Street Improvement Fund.

} continued w/ interest  
at next Club

\*SOURCE: Victor James Jr., PhD

**SAMPLE AGENDA\*(cont'd.)**

**The First Meeting Of The City Council Of East Palo Alto**

29. Ordinance designating time and place of City Council meetings.
30. Resolution adopting the form of the City Seal.
31. City Insurance.
32. Other Business.
33. From the floor.
34. Adjournment.

**\*SOURCE: Victor James Jr., PhD**

## RECOMMENDATIONS

### Issues Demanding Immediate Attention

- 1) Liability Insurance Protection
- 2) Hire professional AD agency to improve City Image
  - negativism due to bitter election campaign
  - negativism due to history
  - negativism due to physical image
- 3) Ravenswood Highschool Site
  - A most important community resource which must be retained.
- 4) Dumbarton Distribution Center
  - resulting University avenue traffic
  - possible Flooding in University Village, Flood Park
  - possible noise and pest pollution
- 5) Rental Issues.
- 6) Cable TV
- 7) Nairobi Shopping Center

### Tasks Demanding Immediate Attention

- 1) Search for City Manager
  - procedure for identifying Community priorities
  - design selection procedure that relates to Community priorities.
  - process for search and selection.
- 2) Suggested procedure for accomplishing Citizen Participation
  - Develop a list of available talent (institutions, etc.)
  - Publish a catalog of task listings, containing task descriptions, time commitments, and names of contact person(s).
  - establish interview process to evaluate volunteer quality.
  - confirm appointments.

### Issues requiring attention, but for which priority must be established by the new City Council.

- 1) Crime and Drugs
- 2) Youth and Senior Recreational programs
- 3) Re-acquisition of lost EPA territory.
- 4) Community Health
- 5) Economic Development
- 6) Human Services
- 7) Employment

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## RECOMMENDATIONS (Cont'd.)

Tasks requiring attention, but for which priority must be established by the new City Council.

- 1) Participation in current negotiations related to CATV
- 2) Policy to "hire East Palo Alto," where equivalence occurs
- 3) Definition of a "desirable business profile" for EPA.  
-guidelines to encourage the desirable and discourage undesirable business.
- 4) Public officials Bonds and Faithful Performance Bonds

### Recommendations That Are neither Task nor Issue Ordered

- 1) We recommend the City Governmental Organization Structure as outlined in figures 1, 2, and 3. In general we recommend that the following objectives be accomplished for any model selected:
  - a) The model's format should contain the legally required appointed officers—City Manager, City Clerk, City Attorney, and City Treasurer.
  - b) Combine the positions of Manager, Clerk, and Finance Director.
  - c) The four Departments should be: General Government, Community Development, Human Services, and Public Safety
- 2) To facilitate a high priority for Community Development, The Director of Community Development should hold the title of Assistant City Manager.
- 3) To concentrate sufficient administrative power in an area of primary Economic importance and, to foster maximum coordination between the Planning and Public Works function the line of authority from the Assistant City Manager's Office should extend directly to the Planning and Public Works Departments.
- 4) To assure maximum efficiency in the implementation of Fiscal priorities, the City Manager should also wear the hat of Budget Director. This Position may need the support of an Administrative Assistant/Budget Analyst.
- 5) The selected City Manager should have demonstrated a history of effective capital budget management including the use of Financial Modeling, Cost-Revenue Studies, Fund Balance Monitoring, and Internal and External Audits; also Community Development skills.

6) Fund Management can be a major tactic towards increasing the City's Investment Revenues.,

7) While a good working number for the size of the appointed commissions is three to five, we feel the advisory boards can contain from four to ten members.



# CITY GENERAL ORGANIZATION

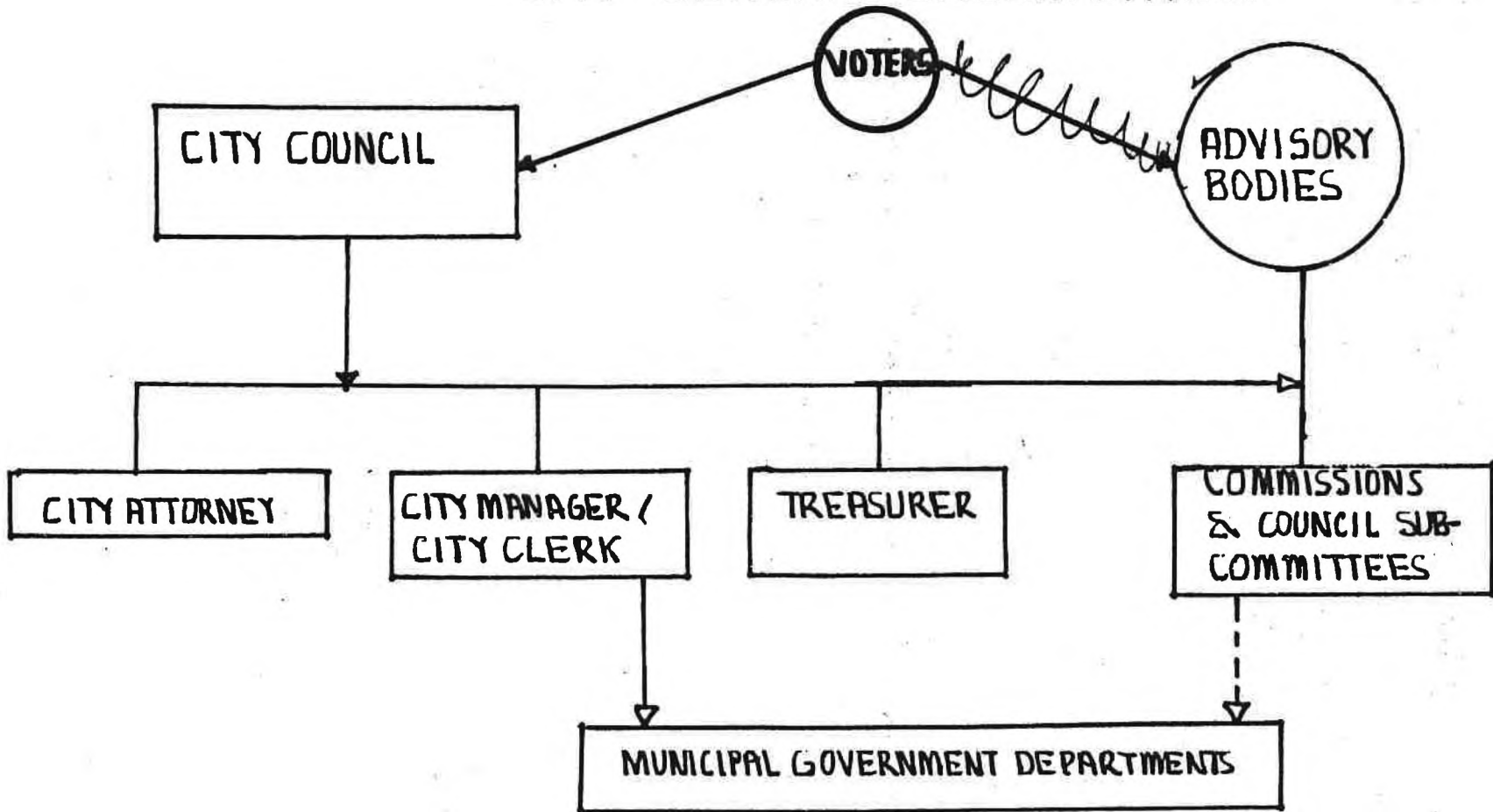


FIGURE 1

# CITY

## GENERAL ~~MUNICIPAL~~ GOVERNMENT DEPARTMENTS

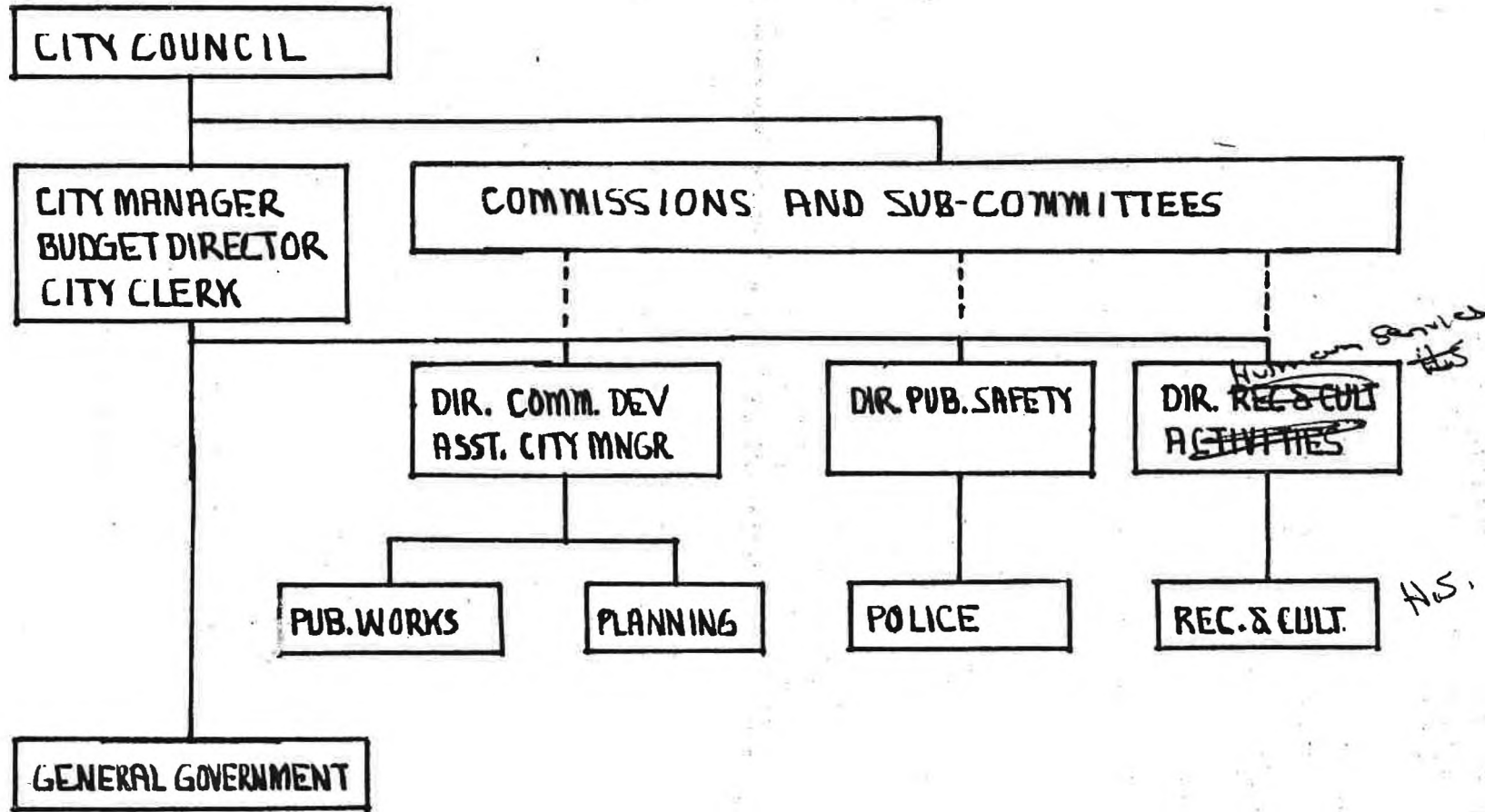
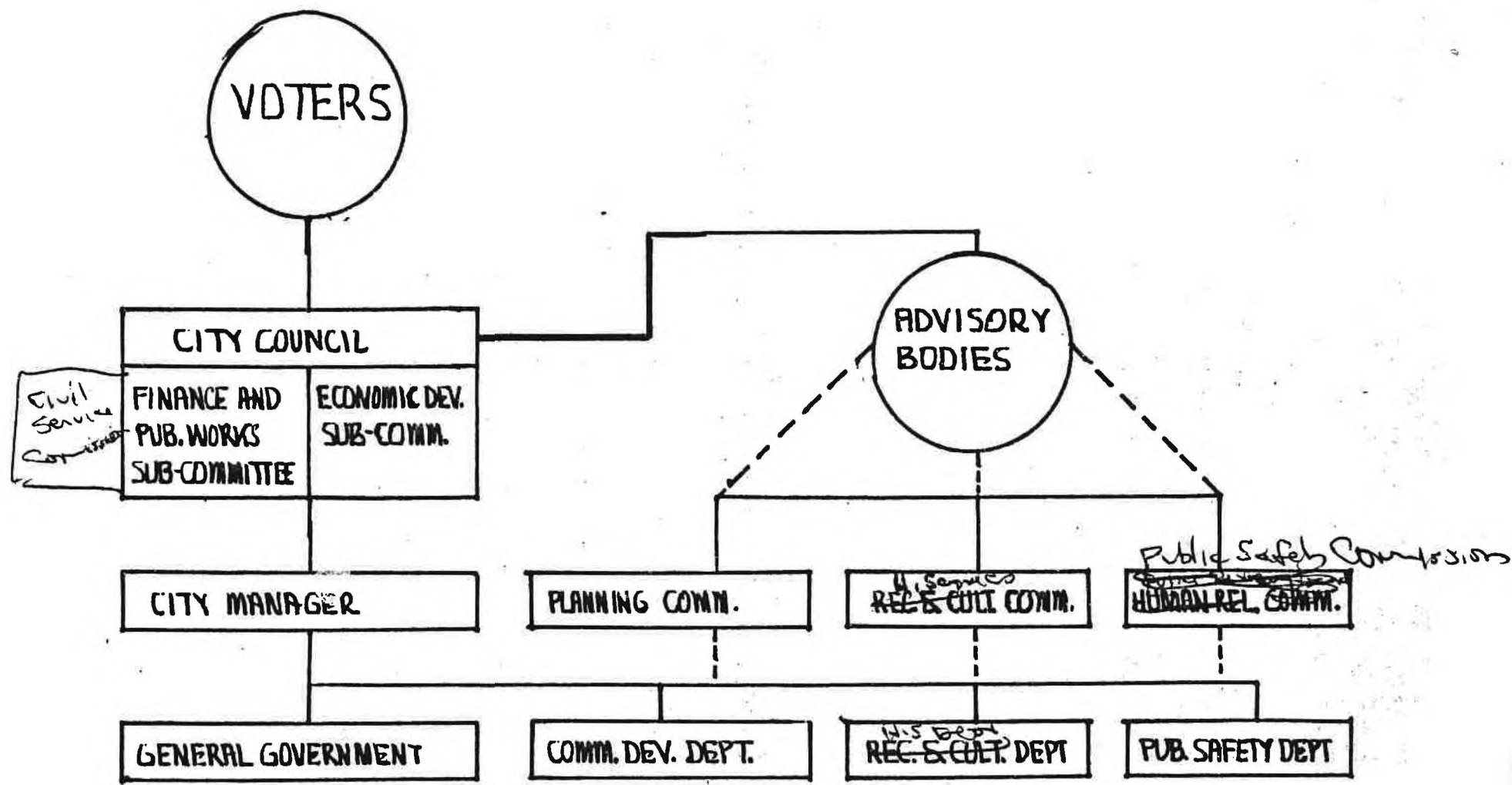


FIGURE 2

*City*  
**MUNICIPAL COMMISSIONS & SUB-COMMITTEES**



**FIGURE 3**

## RECOMMENDATIONS on CITIZEN PARTICIPATION for NEW CITY

The following recommendations suggest a citizen participation structure that could increase City Government accountability and also train citizens for informed participation in their own government. It is hoped that each of the Advisory Committees will give citizens an opportunity to become informed in depth in a key area of community concern. Not only will advisory committee members then become a knowledge resource for commissions and for the City Council, but they will also become a talent pool from which to draw commission and Council members.

These recommendations also include the suggestion of a training program in roles and responsibilities, in effective group participation, conflict resolution, and other leadership skills.

The recommendations are divided into three sections: proposed commissions and committees, including purpose, meeting frequency, and staffing; proposed timeline for phasing in committees; proposed process for selecting and training committee members.

### A. Citizen Participation Structures.

We propose that the City create three types of citizen participation groups: Transition Committees, Commissions, Community Plan Advisory Committees.

#### 1. Transition Committees.

Each of the following three transition committees would include from three to ten citizens who would assist in important aspects of the early City start-up procedures.

- a. Citizen Participation Committee. This group advertises openings on commissions and committees, then collects and organizes applications from interested citizens. Later it assists in designing and presenting a training program for appointed members of commissions and committees. Finally, it evaluates progress of citizen participation efforts.
- b. Key City Personnel Screening Committee. This group assists in developing selection criteria for key City staff (City Manager, assistant CM, Public Safety Director, Planning Director, Human Services Director), and screens applicants for these positions.
- c. Police Screening Committee. This group, probably during Spring 1984, assists in developing selection criteria for police officer candidates, and screens applicants for these positions.

2. Commissions.

Each of the following three commissions would include five commissioners appointed by the City Council, would meet bi-weekly (public safety might be able to meet only monthly), would be staffed by the appropriate City department head, and would begin service in Winter 1984 when staff was ready to organize their work.

- a. Planning Commission. This commission would serve the normally required role of "planning agency". In this role it would recommend land use, construction, and other related policy to the City Council. It would also make findings and recommendations on specific development proposals. It should exercise leadership in developing community participation in the planning process.
- b. Human Services Commission. This commission would provide leadership in the human services field. In this role it would recommend policy to be included in the human service components of the Comprehensive Community Plan. It would also make findings and recommend actions to the City Council on specific appeal or complaint matters relating to tenant/landlord problems, employment or housing discrimination, or other deviations from adopted City policy. It should exercise leadership in developing community participation in identifying and resolving human service problems.
- c. Public Safety Commission. This commission would provide citizen review of police operations and would show leadership in community crime prevention programs. It would recommend policy on public safety to the City Council. It would assist in developing support for and participation in crime prevention programs. It would make findings and recommend actions to the City Council on specific police actions.

3. Community Plan Advisory Committees.

Each "AC" would include from three to ten citizens appointed by the City Council who would participate in development of a specific component of the Comprehensive Community Plan. This work would include advising City staff of issues and options seen by community members, and would include making recommendations to the Commissions who would be approving the Plan before final City Council approval. On adoption of the Plan, the AC structure would be reevaluated and possibly reorganized. This initial cycle of plan approval would probably run from AC start-up in Spring 1984 through early 1985.

Following are the proposed AC's:

- |   |   |  |
|---|---|--|
| <p>a. Planning area:</p> <ul style="list-style-type: none"> <li>Economic Development</li> <li>Housing</li> <li>Recreation Space</li> <li>Public Works including transportation/traffic</li> </ul> | <p>b. Human Services area:</p> <ul style="list-style-type: none"> <li>Community Health</li> <li>Seniors/handicapped</li> <li>Recreation/Cultural</li> <li>Youth including day care and education</li> </ul> | <p>c. Public Safety area:</p> <ul style="list-style-type: none"> <li>Neighborhood coordinator for crime prevention program.</li> </ul> |
|---|---|--|

In considering these recommended commissions and committees the Council must weigh the desirability of maximizing quality citizen participation against the desirability of minimizing burdens on new City staff. To assist in this evaluation we present a brief summary of committee positions to be filled and staff nights required by the recommended structure.

	<u>Planning</u>	<u>Human Services</u>	<u>Public Safety</u>	<u>total</u>
Commission openings	5	5	5	15
Committee openings	12-28	12-28	6-14	30 - 70
Staff nights/month				
Commissions: professional	2	2	1	5
clerical	2	2	1	5
Committees: professional	4	4	1	9

B. Timeline for Phasing in Commissions and Committees.

In general commissions and committees would be phased in as City staff is available to work with them. The chart on the following page summarizes an approximate phasing schedule.

C. Selection and Training of Commissions and Committees.

We propose that the Citizen Participation Committee described in "A 1 a." on the first page of this report take the lead in assisting the new City with selection and training of citizens participating in <sup>commissions</sup> ~~boards~~ and committees.

We propose the following steps:

1. The City Council, through the Citizen Participation Committee, develop, publish and advertise a listing of all commission and committee openings. Each listing would include a description of responsibilities, and desirable candidate qualifications. The publication would include an application form allowing applicants to indicate up to three preferences for position.
2. Copy and organize applications for each position, then submit the package to the City Council, who with City staff assistance will make appointments.
3. During Fall, as shown on timeline, the Committee would assist in the design of a training program.

Timeline for Phasing In Commissions and Committees

