

**MILWAUKIE CITY COUNCIL
WORK SESSION
OCTOBER 4, 1999**

The meeting came to order at 5:30 p.m. in the Milwaukie City Hall second floor conference room.

Council present: Mayor Tomei and Councilors Kappa, King, Lancaster, and Marshall.

Staff Present: City Manager Dan Bartlett; Assistant City Managers Richards and Bennett; Neighborhood Services Manager Gregory; Information Specialist Wheeler; and City Attorney Ramis.

Information Sharing

1. The group discussed Chief Brent Collier's upcoming retirement.
2. **Mayor Tomei** said she would provide the Council with a brief description of the Portland State Legacy Program sessions she recently attended including working with the media.
3. **Councilor Marshall** suggested the Downtown/Riverfront parkway design include a putting course.
4. **Councilor Kappa** discussed the feasibility of a shadow Council to encourage leadership and youth participation in local government. Current leaders need to find out what it takes to make the processes and voting relevant to youth. He recommended discussing the idea at the October 9 Mission/Vision work shop. Several Councilors who attended the National League of Cities Leadership Conference met the City of Tualatin's young Councilor who became involved by serving on that city's parks and recreation commission.

Mayor Tomei said she was beginning to work with middle and high school government classes and would work on involvement.

Councilor King had some concerns about getting involved in a new program while there were still other incomplete projects.

Councilor Marshall supported opening the boards and commissions to interested youth.

Bartlett recommended shorter terms if the City Council decided to make youth appointments.

Councilor Lancaster supported moving forward with the plan while being conscious of demands on staff time.

5. **Councilor Marshall** said while it seemed this Council struggled with communication, he believed this group was much more open.

The group discussed the location of a work station and filing cabinets for the Neighborhood District Associations (NDA), and **Mayor Tomei** indicated she would like to have the Council office available for meetings.

Ledding Library Work Plan

Library Board members present: Sue Trotter, Chair, Pat Healy, Anna O'Guinn, Ed Zumwalt; and Senior Librarian Cynthia Sturgis.

Trotter reported that the Ledding Library developed a long-range plan that was adopted by the City Council in 1992. Many issues raised at that time have been resolved, and the current concern is the ability to link the Library with the downtown/riverfront plan and the work of the Futures Committee. Technology has changed the ways in which services are delivered including computer use, videos, and talking books.

The Board requested Council authorization to proceed with a ten-year plan based on community needs. Key long-range issues included:

1. Service priorities with consideration for and responsiveness to community needs, development plans for Milwaukie's downtown and riverfront, and technological changes pertaining to the dissemination of information;
2. Staff needs and training consistent with service priorities, increased community use, and technological changes;
3. Facility needs consistent with service priorities, increased community use, technological changes, and downtown/riverfront development;
4. Partner with private and other public services; and
5. Adequate, stable funding with consideration of taxes and grants; foundations, public and private partnerships, and private donations.

The Board proposed a one-year timeline that included access to Futures Committee information to maximize efforts. Based on the proposed schedule, the planning document would be written in September and brought forward for Council approval in October 2000.

Trotter recommended that Long-Range Planning Executive Committee members include the Library management team, Board members, Friends organization, Neighborhood District Associations (NDA), North Clackamas 12 School District, and the Milwaukie Downtown Development Association (MDDA). The Board

also recommended including home schooling parents, students, and seniors. The 1992 Plan addressed internal issues, while current undertaking would look at the Library's relationship to the larger community and its delivery service role as technology advances.

Trotter reviewed the proposed \$9,941.50 budget. It included staff time, \$3,500; meeting arrangements and travel, \$315; consultant, \$5,000; copying, \$6; printing, \$1,050; phone, \$4.50; and postage, \$66. She discussed possible funding options.

Councilor Kappa believed board members would benefit from attending annual conference and asked who normally attended.

Sturgis responded that staff normally goes to the three-day state conference, and there are also one-day county network sessions. Some Board members have attended in the past using citywide training funds.

Councilor Kappa believed the Library was one of the key downtown anchors and critical to the City's long-range planning process. He recommended funding the planning process from contingency.

Mayor Tomei supported the planning process but was concerned about funding it from contingency.

Councilor Lancaster felt the bigger issue was for the City to identify adequate, stable, long-term funding. He suggested the group look into a foundation.

Zumwalt had discussed the foundation concept with Bartlett. He also expressed concern with giving too much control to the Futures Committee.

Richards said all the Futures Committee participants want a stable funding source and are looking at options that work well for all community libraries. The Committee has a common goal of continuing to reflect their communities. Locating stable funding for community needs and maintaining each member's unique identities is the main concern.

Trotter commented there were several viable funding sources in addition to public dollars. The Board wants to move toward diversification and identify those patrons who wish to support the Library to a greater extent than through their taxes. There are also possible partnerships with the private sector. The tax issue will require a lot of dialogue.

Richards indicated there would be taxing information forthcoming from the Futures Committee and suggested an expanded timeline to incorporate that data into Milwaukie's long-range plan. Based on that, the Board's consultant expenses could be significantly less.

Bartlett suggested a \$5,000 appropriation in this fiscal year with a budget request in 2000 - 2001.

Trotter agreed the Board would want to maximize the Futures Committee consultant's information prior to working specifically on the Ledding Library.

Councilor Marshall said it was clear from last year's budget that some long-range planning related to the building itself needed to take place. He recommended developing a "wish list" of needs for the next few years to build a 2000 - 2001 budget request and include the consultant costs. The City Council needs to deal with the issue of bond measures on the November 2000 ballot. He also supported the foundation concept.

Councilor Lancaster was concerned about lengthening the planning process. The current positive economic period may not last into the future. He recommended looking to independent funding to support the Library rather than depending on tax dollars.

Richards stressed the importance of going out to the community and gathering information rather than assuming what the patrons want.

Trotter felt the outreach process would give the community a sense of ownership in its facility. Initial costs would include mailings, refreshments, and senior librarian time to help facilitate the work groups.

Councilor Kappa felt it was important to provide training.

Trotter was open to training sessions, but she would like to see the content first.

Bartlett suggested the LNIB training sessions, and, if Board members were interested in participating in out-of-town session, these could be funded from the citywide training budget. He suggested a strategic plan covering the five elements identified by the Board. The first elements could be done this fiscal year and the balance budgeted next year.

Councilor Kappa was very interested in seeing how the downtown/riverfront plan and the Library long-range plan might fit together. The Library is an existing downtown attractor.

Trotter agreed that libraries can make important connections with retail.

The group was in consensus that the Board move forward with the foundation concept.

Richards summarized the direction: prepare a supplement budget to transfer \$5,000 from contingency; begin to work on the plan; and coordinate with Futures Committee to maximize efforts.

Strategic Direction Review

Bartlett reviewed the simplified document format and told Council he would provide this update at least quarterly. He reviewed the goals and the current status of the objectives.

Councilor King asked if there were an increase in code abatement income.

Bartlett replied that the account is mostly being drawn down.

Councilor Marshall was hearing positive feedback from the community on code enforcement. The recurring issue, however, is downtown parking. He did not feel the citizens should subsidize the downtown businesses by providing parking. Businesses should either pay, or parking meters should be installed.

The group discussed downtown parking and possible solutions that would be amenable to all parties.

Bartlett suggested it was time for another downtown parking study and commented that business owners feel that meters would kill retail activity.

Mayor Tomei believed it was necessary to make businesses understand that employees need to find an alternative to on street parking and not use space that should be provided for retail.

Bartlett suggested a chart showing the cost of parking enforcement and recovery from parking fines.

Councilor Lancaster questioned the City having the enforcement role and suggested that the downtown businesses should be responsible. Enforcement should be targeted, and the City should get a return on its investment. It is important for the City to spend its money wisely, and businesses need to step forward and match the City's efforts.

Councilor Kappa agreed that the downtown businesses should take care of their own parking issues by monitoring and making sure rules are enforced. He suggested that the Milwaukie Downtown Development Association (MDDA) as the responsible party.

Bartlett suggested an allocation and movement study be prepared and then discuss transferring authority to the MDDA.

Councilor Lancaster asked if there was sufficient documentation from the previous studies, and **Mayor Tomei** suggested that the demographics have changed from retail to office.

The group discussed available parking for Reliable Credit employees, and **Bartlett** said the business plans to purchase parking permits.

He continued with the goal status report and noted that the downtown/riverfront plan was 90 days beyond the original schedule. The group discussed attendance at the September Town Hall and were relatively pleased with the number and variety of attendees. The McLoughlin Boulevard seam problem is proving difficult. There seems to be more acceptance of the pedestrian underpass design if it is very wide, lighted, and open.

The group discussed Crandall's attending each of the Neighborhood District Association (NDA) meetings, and **Bartlett** said he would get a cost for 30 minute presentations.

There was a lot of public interest in the Jr. High School Site, and **Bartlett** said work would begin on that property after the overarching planning concepts were established.

The group discussed the objective of developing a plan to relocate the Kellogg Treatment Plant and getting the support of the Clackamas County Commissioners. The Council agreed to the goal of having the facility completely gone in ten years.

The group discussed the neighborhood grant program. **Bartlett** noted the Grant Committee did not have a quorum at its last meeting, so staff approved those applications with timelines. Gregory distributed the funds based on his approval. He discussed moving unused dollars to dedicated funds.

The Council was anxious to have its laptops, and **Bartlett** said he would work with IST to move it up on the priority list.

City Vision and Mission

The group discussed the rough draft of the notes from the Council September 18 work session on building Mission and Vision Statements.

Bartlett discussed the upcoming work session with Neighborhood District Association (NDA) leadership and board and commission members. He suggested giving these groups a full month to review the draft document and with Council adoption at the second meeting in November.

Councilor Lancaster recommended concise, general statements.

The group agreed to provide a copy of the draft statements to each participant along with a copy of the September 18 work session notes at each table.

Councilor Marshall thought the term "happy residents" was ambiguous and that there needed to be care taken with using "affordability." In general, when listing a group in a document, "citizens" should be first.

City Manager Performance Criteria

Bartlett gave a brief overview of the material included in the staff report.

Councilor Lancaster had prepared a three-page document that included seven key performance criteria, and he itemized the associated activities that could be used as performance measures. The standards are high, and he believed the document would be a good basis for performance reviews of not only the City Manager but also other department managers. He recommended a modified 360-degree evaluation that included a cross section of citizens to provide a good snapshot of everyone's perception of the City Manager's performance. He was very pleased with Bartlett's goal update and the amount of information it covered. Those being evaluated need to be given feedback. **Councilor Lancaster's** material also included a code of ethics consisting of nine items he felt were appropriate.

He reviewed the scoring system and the potential for tying pay to performance. There are many problems in making this type of compensation work especially within a public entity. **Councilor Lancaster** had also prepared a 110-item questionnaire.

Bartlett felt a 360-degree evaluation was a very good tool. The document used in his last evaluation is nationally used and offers good criteria that identify both strengths and weaknesses in the chief executive officer's day-to-day ability to

operate a city. A skilled 360 consultant can solicit a lot of comments. A third party interview of each Councilor can help individuals concentrate. He supported using Neighborhood District Association (NDA) chairs, businesses, and peers. He suggested beginning to look for a consultant in March 2000.

Bartlett reviewed the code of ethics he signed when becoming a City Manager and the role of the Oregon City/County Management Association in upholding the Code.

Councilor Marshall liked the idea of an evaluation and developing criteria based on how the City Council wishes to see the City Manager lead the citizenry. He did not agree, however, that performance should be tied to compensation. He proposed that the City Manager's compensation be set out by this Council for the rest of the members' terms.

Bartlett said it was essential for him to know on what he should focus. The best evaluations are those in which a third party brings all others through the process, meets with the City Council, prioritizes the most important plans, and sets the critical goals. This creates a strong statement and directs the City Manager on what is to be accomplished. He suggested that public comment be taken on the performance criteria; through City Council concurrence, use this document as the vehicle; and prepare to hire a consultant in March.

Councilor King asked the probable annual cost of hiring such a consultant.

Bartlett said it would probably cost between \$2,500 and \$5,000, and the group discussed the policy question of whether the in depth evaluation should be done on an annual basis or less frequently.

Mayor Tomei had some philosophical issues about what she wished to accomplish. She was concerned it might be a needless exercise and did not believe it needed to be done annually. It is up to the City Council to deal with any issues that may arise about the City Manager, and she did not need a consultant to tell her every year that Bartlett was doing a good job. She felt this might be a situation of Council's reacting to some public comments.

Councilor Lancaster agreed that the consultant might need to be hired every two to three years. He was firm in his belief that the City Council needed to evaluate its City Manager to ensure that everything was being done to be responsive the citizen expectations.

Mayor Tomei felt the quarterly report, audit, and budget meetings helped ensure this and was concerned about turning the City Manager evaluation into a huge exercise with no real purpose.

Councilor Kappa appreciated Councilor Lancaster's work which, in his opinion, was the best evaluation process he has seen. He recommended trying the process to determine its effectiveness. He did have concerns about citizens evaluating the City Council's employees because that was one of the obligations of the governing body.

The group agreed to go through the process in Spring 2000.

Councilor Lancaster felt the City Council might be missing a valuable perspective if it did not include the NDA leadership in the evaluation process.

Councilor Marshall suggested the 360-degree evaluation every other year instead of annually. He agreed with Councilor Lancaster that comments from businesses and the NDA leadership would be valuable. In his opinion, an evaluation is a check on how the city manager is doing in relationship to Council's direction. He also appreciated Councilor Lancaster's work which set high standards. He liked the City of Tigard process that asked three or four succinct questions.

Bartlett discussed the City's subordinate appraisal and suggested a form similar to this year's in order to make a comparison.

The group discussed the feasibility of an elected official evaluation, and **Councilor Lancaster** was in favor of doing that process twice annually.

Bartlett summarized that the City Council agreed to a modified 360-degree evaluation this spring with the process just outlined and at that time using this year's form for continuity.

Councilor Lancaster said the questionnaire was the measurement instrument based on the seven performance criteria. He agreed to follow the modified form the following year. He believed incorporating pay for performance into the public sector might be problematic and was willing to walk away from it because of performance-based budgeting. He discussed salaries tied to the consumer price index.

Mayor Tomei asked if there were any citizen comments, and there were none.

Councilor Kappa felt it was important to provide future Councils with documentation of the process.

Bartlett said Councilor Lancaster's work generally defined the criteria, and the evaluation would be the same as this year's. After the RFP process, Council could select the consultant in March and complete the process by the second regular session in June.

Councilor Marshall suggested evaluating the Council at the same time with input from each other, staff, and the NDAs.

Bartlett said he would provide copies of the elected officials evaluation form.

Councilor Lancaster commented that the City Manager's contract includes unique language that protects the City Manager from inappropriate behavior by the City Council, a sunset provision on severance pay, and final decision-making authority. The group agreed to review contract language prior to renewal.

Ramis referred to contract language and the issue of resignation. He suggested Council rules controlling that situation to reinforce that the City Council employs the City Manager as a group not as individuals. This language protects the Manager.

Councilor Marshall suggested the option of letting the citizens adopt Council rules as a Charter amendment.

Councilor Kappa had no problem with the code of ethics, but he cautioned against restricting personal rights. Elected officials do not give up the right to use the political process when serving constituents. He did not want any gags that would restrict personal rights.

Ramis advised that any rules would have to be constitutional.


Councilor Marshall suggested the City Council consider an audit of the police department when the new chief starts to give an overall picture of police personnel duties. He also wanted a discussion of future bond measures and scheduling a general citywide town hall.

Councilor Kappa recommended a town hall to discuss any bond measures that might come out of the Crandall study.

Councilor Marshall referred to the proposed fee resolution for consideration at the next night's Council meeting and asked why the City set fees to recoup only 60% of the cost.

Bennett said the amount was based on existing Council policy.

The work session ended at 8:45 p.m.



Pat DuVal, Recorder



******MEMORANDUM******

October 1, 1999

To: Mayor and City Council

From: Barb Kwapich *BK*

Re: Work Session October 4, 1999 Item 4.

Please add the attached item to your Work Session packet:

Discussion Topics, Item 4, City Vision and Mission.



Date: Friday, October 01, 1999

To: Mayor and City Council

Through: Charlene Richards, Assistant City Manager

From: Michelle Gregory, Neighborhood Services Manager; Alice
 Rouyer, Planning Director; Pat DuVal, City Recorder

Herewith is Vision and Mission statements that incorporate the iterations of staff per council direction, the work accomplished in the 9/18/99 work session and the values expressed in the community via the neighborhoods, boards and commissions through their visioning efforts over that past two years.

City of Milwaukie - Draft Vision

In the year 2020, Milwaukie has preserved the best from its past and cultivated the opportunities in its future by carrying the values of its citizens forward and remaining a strong partner in the region. Happy residents and inspired visitors enjoy a dynamic downtown that connects to a uniquely accessible riverfront. Our neighborhoods are peaceful enclaves of safety and affordability. Our strong community-based planning ethic perfects how we live, work, play and travel to and from our land amid the Willamette-Johnson Creek watershed. Our children are thriving and proud of the place we have made. We balance economic vitality, human health and respect for the natural environment by achieving success in these areas:

PUBLIC SAFETY

A sense of safety, security, and mobility throughout the community
Collaboration between police and community, schools, and other agencies
Lowest crime rate in the metro area through prevention
Immediate and effective emergency response

NATURAL ENVIRONMENT

Milwaukie is known as a place of trees, protected waterways, wetlands, and wildlife habitat with a network of parks, trails, and open spaces
The community values clean air, water, and peaceful (quiet) surroundings

TRANSPORTATION

Milwaukie has a system that allows for safe, efficient, and effective mobility for everyone by offering choices such as rail, waterways, transit, streets, sidewalks, and pathways.
Is efficient, effective and preserves neighborhood livability
Ensure regional connections

CULTURAL RESOURCES

Provide an opportunity for the community to pursue artistic, intellectual, and historical endeavors

BUILT ENVIRONMENT

Preserves and enhances the character and quality of our neighborhoods, businesses and industrial areas through careful review of new development and property maintenance
Provides the opportunity for a variety of housing choices

ECONOMIC DEVELOPMENT

Ensures a diverse and stable economic base that provides living wage jobs, dependable revenue sources, supports and participates

in the development of business partnerships, capitalizes on its strategic location while establishing regional significance and becoming a destination location

COMMUNITY BUILDING AND COMMUNICATION

Keeps a mutual commitment from City leadership, staff, citizens, businesses, and other partners to build community leadership that encourages civic responsibility, reflects the diversity of its citizens, draws on the talents of individuals, and anticipates the needs of future generations

INFRASTRUCTURE

Sustains basic City services that offer adequate and well-maintained supply and capacity for current and future users at a fair cost to all those who benefit

FISCAL AND ORGANIZATIONAL ACCOUNTABILITY

Shows value in everything we do by developing and communicating realistic performance expectations and demonstrating the return on the taxpayers' investment through specific accountability systems

Provides effective public service that is reliable and supported by professional, caring, and responsive staff who are trusted in the community

Draft Mission Statement
(Options)

The criteria used to develop these statements were: statement embodies a community identity, reflects the common good and common expectations, provides a framework for civility, is short and memorable to Citizens, is a reference check for Staff in implementation of their direction from Council.

Milwaukie: Creating a Quality Small Town Community.

Milwaukie: Growing a 21st Century Small Town.

Milwaukie: Creating a Dynamic 21st Century Small Town.

Milwaukie: A 21st Century Small Town Growing with Grace.

MILWAUKIE CITY COUNCIL
WORK SESSION
TEAMBUILDING, MISSION, AND VISION
SEPTEMBER 18, 1999

The meeting came to order at 9:00 a.m. in the City Council Chambers in Milwaukie City Hall.

Council present: Mayor Tomei and Councilors King, Lancaster, and Marshall.

Staff Present: City Manager Bartlett, Assistant City Managers Bennett and Richards, Neighborhood Services Manager Gregory, and Planning Director Rouyer.

Facilitator: Mike Swanson.

The desired outcomes of the work session were identified as:

- having a better understanding of roles and responsibilities,
- beginning the next generation of the Mission and Vision Statements, and
- providing direction to staff on language for Council adoption of the Statements in November.

Councilmember Interests:

Mayor Tomei said it was important to her to set up a communication system and have some mutual understandings about Council and staff roles. It was important to check with each other periodically to find out if people were understanding and remembering their roles as policy setters and policy administrators.

Councilor King hoped to have a glimmer of what this Council's Vision is, in order to move forward together.

Councilor Lancaster wanted almost complete Mission and Vision Statements at the end of the day. Although the product may not be completely finished at the end of the session, he wanted a solid framework with a defined evolutionary process.

Councilor Marshall believed the Council could have fairly complete Mission and Vision Statements based on the strategic planning material and the neighborhood visions. He also wanted to examine the structure of Councilors' roles in representing citizens and interfacing with staff. He felt Council needed to spend more time on the visionary work and less time on administrative activities that could be taken over by citizen advisory groups.

Councilor King felt the City was at a crossroads, and it should not be a regional player at the expense of the local community.

Gregory hoped to see people motivated to work together at the end of the day.

Bartlett felt the group needed a common understanding of what roles are appropriate and how staff direction is given. Councilors sometimes make suggestions or criticize staff without fully understanding the situation, and, as a result, relationships suffer. Consistent messages help everyone in the organization focus on the important goals.

Richards said the Council Mission and Vision Statements will help her and her staff by providing a general sense of organizational direction.

Swanson agreed that a Mission and Vision was critical to focussing a group on success.

Rouyer was looking for a trusting Council/Staff relationship.

Councilor King felt frustrated because there did not seem to be a clearly-defined process for a Councilor to present his or her idea.

Councilor Marshall sensed a frustration from Councilors that they were not able to act in a hands-on manner with staff and citizens.

Swanson agreed that many elected officials have found it difficult to transition from being an active, hands-on citizen to becoming a policy maker that deals with the future and makes visionary decisions. The other issue is who gives staff direction.

Councilor King wanted to be told when she was over-stepping her bounds and be given a chance to respond.

Mayor Tomei agreed that many of these contacts are done innocently, so Councilors need to know when what he or she has done is inappropriate.

Bennett pointed out that, when a Councilor talks to an employee, the employee usually goes out and does what the elected official says to do. From this perspective, it is important for the Council to act as a cohesive unit. Employees perceive Council as very powerful.

Councilor Marshall could not imagine giving anyone below the department head level direction. Bartlett should be notified of any suggestions or questions from Council to find out what is in the realm of possibility.

Swanson said the issue is identifying the line between policy and administration.

Councilor Marshall would not, on the other hand, expect staff to go to Bartlett every time professional judgement needed to be exercised.

Councilor Lancaster discussed notifying staff of code enforcement complaints.

Bennett said Council should not expect service outside the normal process or that exceeds that given to a normal citizen. That, of course, is not always the case. The issue is the actual administration of day-to-day organizational activities.

Gregory added that a Council suggestion amplifies the employee's sense of duty, and he or she gives it higher priority.

Bartlett commented that code enforcement, for instance, was a quality control issue, and it is important that the community does not get the sense that Council singles out individuals.

Swanson said both staff and Council need to exercise good judgement. When Council calls, it is to find a solution not to issue a reprimand.

Gregory added it was important for communication to move toward exploration and problem solving.

Richards said good judgement on all sides is essential to determine if an issue is one of policy or operation. Be conscious of due process and consider how others might be impacted.

Mayor Tomei felt frustrated that she, as a policy maker, had less access and less opportunity to be heard.

Councilor Marshall said, in a sense, Councilors gave up certain rights when they were sworn into office. He discussed making decisions for the good of the City and supporting decisions that the Council makes as a whole.

Councilor King pointed out that Councilors can express their positions and opinions prior to the vote, and she did not feel that was giving up individual rights.

Bartlett added that elected officials give up an advocacy role and move into the role of setting direction for the entire community.

Gregory commented that people who become City employees also give up their advocacy roles.

Swanson added that it was important to try to understand each other's roles because there are few rules. He summarized the important points: check-in with each other on a regular basis and identify the lines or boundaries that are best expressed and defined as use of good judgement.

The group said these things were addressed in the recently adopted Communications Agreement; however, it was not enforced.

Councilor Lancaster added that, when a group adopts a written agreement, it is incumbent upon each member to openly point out any apparent violations.

Swanson commented that this had to do with enforcing appropriate behaviors. Although the situations may be awkward initially, discussions about behavior will likely become easier.

Councilor King suggested not televising discussions about the communications agreement and personal issues. **Mayor Tomei** agreed that these discussions would be in an open meeting but not necessarily televised. She suggested communication issues be discussed on a regular monthly basis.

Swanson heard the group agreeing to a check-in process with more substantive checks on substantive issues such as achieving goals.

The group discussed the presiding officer's role and how redundant discussions might be reduced while respecting individual communication styles. It is important for the chair to distance him/herself from debates and intellectual discussions in order to keep the process moving. Mayor Tomei is in the position of having to integrate the roles of a voting Council member while acting as the presiding officer. The group agreed to give the Mayor feedback during the real-time process by saying something like, "I'm ready to move on."

Swanson discussed Councilor Marshall's comments relating to time commitments and suggested Council look at the Mission and Vision to evaluate the demands placed on individuals. He referred to a piece Councilor Lancaster provided and noted the Council's most important role was one of leadership and doing the right thing at the right time all the time.

Swanson pointed out a successful Mission Statement succinctly states the organization's reason for existing and gets to the core of what an entity is supposed to be doing. It must also be a brief and memorable statement. The Vision Statement is more challenging to craft because of the variety of services and customer bases within a City. He asked the Council how it defined itself and the City.

Councilor Marshall said the basic premise is that the city is an entity that provides for the common good those things which cannot be done by the individual.

Councilor Lancaster added a City provides services for a body of people. Governments exist to pool funds and provide basic services that people feel entitled to but cannot procure as individuals. Services should be provided on a stable basis at a reasonable price with excellent customer service.

Councilor King said a city also provides a fundamental framework for civility among its citizens.

Councilor Marshall said the city is an identity and provides institutions, schools, public safety, and code enforcement. Citizens have certain expectations. The Mission Statement should provide for a certain identity and states how services will be provided. The city functions for the common good of all and provides things that citizens cannot achieve individually.

Councilor Lancaster added that by becoming an incorporated agency, one creates an identity.

Bennett commented that cities make identity decisions all the time -- streets, trees, and density, for example.

Gregory said the Mission and Vision provides an avenue to move a city forward in fulfilling its destiny.

Councilor Marshall felt that services provided help shape the identity. If people identify with having a safe city, the goal may be to have, for example, three police officers per thousand.

Councilor King suggested the Mission contain language about being ongoing and adaptive to make changes to protect livability. She wanted reference to environmental sustainability, citizen accountability, and good communications.

Councilor Marshall wanted to keep it short.

Councilor Lancaster felt it was important to have a good system of accountability, so citizens will trust their government. He also suggested reference to hiring and retaining qualified staff as part of the Vision.

Mayor Tomei felt safety should be acknowledged.

Swanson said the Mission needs to be to the point so that it can be clearly expressed to the person on the street by Councilors, citizens, and any employee.

He suggested giving staff the list of comments and direct them to develop a memorable statement.

Bartlett pointed out the Neighborhood Visions clearly point to a small town identity.

Swanson said regional avenues can be used to support the small town concept. There is already a common thread: common good, services at a reasonable cost, and small town identity.

Councilor Marshall suggested "*Growing a 21st Century Small Town*" as the Mission Statement.

The group agreed that all of the concepts were on the table and directed staff to develop several options.

Councilor King suggested citizens develop a slogan.

Councilor Marshall believed the Mission Statement, if brief, could be the slogan. The Mission should be succinct and the Vision expands upon that.

Councilor Lancaster suggested, "*Creating a quality, small town community.*"

The group agreed it wanted to convey the concept of dynamism and denote a movement toward the future.

Gregory asked the life cycle of a mission statement, and **Swanson** recommended annual reviews.

Councilor Marshall felt the basic Mission Statement should have a 20-year life and be constructed on a basic concept that the community can buy into. The current statement does not reflect the Milwaukie community.

The group went on to a discussion of the Vision Statement.

Swanson pointed out that developing a Vision Statement for a full-service City like Milwaukie can be a very difficult process and recommended a two-page version similar to the one developed by the neighborhoods. He further suggested that Council verbalize the concepts and direct staff to prepare the draft final product.

Roads

- All of the city streets are up to an identified standard that is accepted by the community
- Meet all stakeholders' needs
- Traffic engineering concepts
- Funding responsibilities
- Sidewalk policy
- Roads are safe
- Safe pedestrian crossings

Environment

- Habitat preservation for existing species and encourage others to return
- Clean water and air
- Noise, water, and light pollution protection
- Runoff and water going to streams
- Density issues noise and light
- Preserve the trees
- Conservation
- Maintain telemetry system
- Support watershed councils

Sewer

- Get rid of Kellogg Treatment Plant -- soon
- Long-term contract for sewage treatment
- Consider consumption based services
- Tax sewage the comes through the City of Milwaukie.

Housing

- Maintain diverse stock of land use and housing types
- Planned quality development
- Maintain some of the large lot areas in the community including parks and open spaces as environmental and historic resource
- Design review
- Code Enforcement
- Affordable housing

Citizen Involvement and Communication

- Maintain Pilot
- Encourage and facilitate; develop neighborhood leaders
- Youth involvement on boards and commissions
- Empower citizens
- Two-way communication

IDEAS:

Mayor Tomei

- public safety
- roads
- water and sewer
- housing
- cultural resources
- downtown and riverfront
- neighborhood associations
- multi-modal transportation
- design review

Councilor King

- environmental sustainability and stewardship
- connectivity
- citizen involvement and communication
- clear enforceable codes
- parks and open spaces
- youth involvement
- ethics

Councilor Marshall

- land use
- business and taxes
- urban forestry
- good work environment for City employees

Councilor Lancaster

- responsiveness to citizen needs
- strive for customer satisfaction
- stable economic base

Gregory

- fiscal responsibility

Rouyer

- livable, walkable neighborhoods

Bennett

- partnering with other public and private entities

DETAILS

Public safety

- Fully-implemented community policing
- School safety officer and gang prevention for at-risk youth
- Collaboration between department and community
- Adequate police force
- Lowest crime rate in the metropolitan area

Codes

- Provide enough people to enforce codes
- Logical and enforceable regulations

Taxes

- Reasonable and realistic
- Educate the public
- People need to feel taxes are being used wisely and fairly

Businesses

- Clean and non-polluting that provide a living wage
- Appropriate placement of businesses
- Attract people to spend their money in Milwaukie
- Design review – no ugly businesses
- Clear expectations when facilitating businesses moving into the City

Park and Open Space

- Yes!
- All remaining undeveloped property in the City
- How do we partner and cooperate with other districts
- Go beyond Parks District standards for Milwaukie
- Meet established standard/say what is right for Milwaukie neighborhoods
- Network of connections between parks and open spaces – multimodal access
- Ensure that areas Milwaukie will annex in the future meet standards
- Parks SDC -- set realistic fees

Cultural Resources

- Maintain and increase number of concerts
- Plan for performing arts and cultural activities at the Milwaukie Jr. High School site that have a regional draw
- Maintain and preserve historical resources
- Underscore the importance of local cultural resources; and recognize and encourage local talent

Youth

- Involve in government and boards and commissions
- Youth activities and facilities
- Partner with the School District
- Encourage and educate youth for civic responsibility
- Educate through participation

Identity

- Small town
- Maintain unique small town feel as the City evolves
- Quality, well-planned change

Riverfront

- Sewage plant gone
- Unique to Milwaukie
- Public/private partnerships
- Regional draw
- Significance while maintaining identity
- Identity for all citizens
- Inspiring

Downtown

- Vibrant, livable, retail with ground floor offices and residential upstairs
- Encourage local businesses
- Connected to the riverfront
- Offer both day and night time uses
- Identity – Where is Milwaukie?
- Relocate the transit center
- Downtown traffic

Response to Citizen Needs

- Exceptional customer service
- What government is and does – expectations higher than for private sector
- Educate the public so they can have manageable expectations
- Set reasonable expectations so they can be met and exceeded
- Under promise and over perform
- Address and identify unmet needs and communicate to the right agency or responsible party

Stable Economic Base

- Diverse industry
- Encourage businesses
- Satisfy citizens so they will approve bonds
- Tax savvy citizens

Urban Forestry

- Exceed Tree City USA standards
- Plant new trees and preserve what is already here
- Trees at the entrances to Milwaukie
- Educate property owners

Multimodal Transportation

- Encourage transportation other than autos – water taxi
- Encourage non-combustion engine transportation
- Create connections
- Better bus service

- Move transit center
- Encourage bike and pedestrian paths
- Connecting trails throughout the region

Ethics

- Council and staff will consistently act in an ethical manner
- Citizens perceive the City Council and staff as good stewards who act responsibly -- Boards and Commissions, too
- Operate under a code of ethics
- Do business honestly and fairly
- Support staff, so each can act according to their professional code of ethics
- Maintain highest standards of professional ethics

Library

- Maintain a library that is community focused
- Stable funding
- Adequate facilities
- Sustain progressive programs to keep up with and be ahead of technologies
- Encourage diversity

Employer

- Support staff in its professional growth
- Salaries and benefits that encourage retention
- Challenge
- Personal satisfaction
- Highly-skilled and well-trained employees
- Mutual dedication
- Balanced needs -- employer/employee/personal
- Recognition

Neighborhood Associations

- Supported and supportive
- Active
- Provide leadership training and resources to sustain quality leadership
- Accessible
- Educational resource
- Communicate with Council

Financial

- Long-term and stable
- Diversity
- Equitable
- Living within our means
- Make budget comprehensible to the public

- Clear and concise accountability
- Fees instead of higher property taxes
- Tied to the Vision

Design review

- Consistent with downtown redevelopment
- Protect existing neighborhood characteristics

Partnering

- We need to work with others to achieve Council goals
- Need to be actively and continuously engaged by attending regional meetings and being aware of others' plans

Accountability

- Performance-based budget
- Action plans that are directed toward Council goals – each employee has a piece of it

Next Steps:

1. Draft prepared by the October 4, 1999, Council work session
2. Meeting with Neighborhood District Associations and Boards and Commissions on October 9, 1999
3. Adopt Mission and Vision at the regular Council session on November 2, 1999

Summary:

1. Periodically step into other people's shoes.
2. Discuss behavior in a "safe place."
3. Mission to act as a slogan and make sense of what the community is all about.
4. Involve Rob in the process.
5. Examine the Council/citizen role.
6. Walk out of the room motivated to work together and be more trusting.
7. Discuss attendance at Council meetings.
8. Examine the structure of the Council's role regarding citizen and staff interface. How does the City Council give input.
9. More time on vision -- less time on detail.
10. **Councilor Marshall:** Change all boards to commissions, so they can make more decisions and become liaisons to the larger community. He felt as if he had lost connection with the community. Empower the NDAs and the boards and commissions. Let them make the decisions after the City Council sets the parameters. The Council needs to use its time to be leaders and set policy -- work with other regional players. It is also a question of preparing citizens for upcoming leadership roles -- who will be the next Councilors?

2. **Richards** discussed the employee team approach that the City of Milwaukie uses in special problem solving cases.

Swanson added that people are attracted to solving a problem with well-defined expectations of what it should look like in the end.

3. Better use of Council time and create more meaningful use of citizen involvement -- Council does not feel its time is always spent productively -- but in some instances it might be helpful if Council monitored itself more.

Richards discussed completing the Mission and Vision Statements and pushing the action plans down. Staff can only assist if the Council has given a charge and provides a main focus.

Councilor Marshall said he was talking about a paradigm shift that allowed people to have power over their own decision. Look at a total restructuring of how the town functions. Milwaukie can create its own model and have a more democratic process.

Mayor Tomei was in favor of a more democratic and involved community, but she was concerned with how decision-making power might be allocated.

Gregory reminded the group that it was important to keep the neighborhood groups and boards and commissions informed and involved with any changes such as those being discussed.

The work session ended at 4:20 p.m.

Pat DuVal, Recorder

Councilor Lancaster saw the merit in this. If people take ownership, they need to have the ability to make decisions. Set the parameters so they feed into and support the larger goals. The Council would retain the oversight responsibilities.

Bartlett added that the City Council needs to remember that it does have certain fiduciary decisions it must make.

Mayor Tomei felt the idea should be explored in more detail and was concerned about some of the decisions that might be made. She added that the current Planning Commission was very powerful and has taken on many responsibilities.

Councilor Marshall suggested that perhaps the Planning Commission applicants underwent greater Council scrutiny and that it is Council responsibility to make sure that each board and commission has quality members.

Bartlett said state statute recognizes the Planning Commission decisions, so the City Council is protected. There is also an outlet for remand. He suggested looking at the boards and commissions for redundancies and noted that perhaps the Citizens Utility Advisory Board (CUAB) tasks could be done by the Budget Committee.

Councilor Lancaster suggested looking into a contingency plan for developing leaders as Councilor replacements.

Interests

1. Continuity of leadership -- develop a cadre of people who can step into leadership roles.

Swanson suggested more use of ad hoc committees that are given a specific charge, to be completed in a specified amount of time, and sunsetted. This is a leadership cadre.

Councilor King noted that boards and commissions need specific goals and performance evaluations. If the City Council cannot articulate the board's responsibilities, then it is probably not needed.

Gregory thought the ad hoc committee approach might better fit people's current lifestyles. Four year appointments is quite a commitment for some. She also agreed this would offer a learning and leadership development opportunity.

MISSION

Suggested Statements:

- ❖ "Creating a quality, small-town community."
- ❖ "Growing a 21st Century small town."

Important Elements

- Citizen involvement
- Common good of all that cannot be achieved individually
- Future
- Services for a body of people that can't be provided individually
- Reliable, stable, quality services at a reasonable cost/price
- Fundamental framework for stability
- Identity -- small town
- Avenue to protect destiny together
- Mission is ongoing, growing, flexible
- Accountability (Vision)
- Environmental sustainability (Vision)
- Safety
- Citizen accountability

INTERESTS

1. Better use of Council time/Councilor time/citizen time
2. Council attention to interaction with community around us
3. Continuity of leadership
4. Leadership training
5. Broaden involvement

SOLUTIONS

1. Ad hoc, sunsetted, substantive advisory groups/committees
2. Make all boards commissions

VISION

Public Safety

- Fully-implemented community policing
- Link with schools, at-risk kids, gangs, and education community
- Collaboration between police and community
- Number of officers per capita
- Lowest crime rate in the metro area

Roads

- Maintain in a community-acceptable manner
- Adequate funding
- Traffic planning
- Safe crossings, streets, sidewalks
- Stakeholder needs -- sidewalks, curbs

Environment

- Habitat preservation -- existing species
- Clean air and water
- Traffic
- Runoff
- Noise
- Lights
- Tree preservation

Water

- Clean
- Adequate supply
- Fish friendly
- Conservation
- Affordable
- Stable, long-term source
- Support watershed councils
- Maintain City's telemetry system

Sewer

- Remove sewage treatment plant (soon)
- Long term contract on future service
- Affordability
- Consumption-based revenue neutral

Land Use

- Maintain diverse stock of land use and housing types
- Planned, quality development
- Maintain large lots/natural resource/parks/wetlands/open spaces
- Historic resources

Citizen Involvement/Communication

- Maintain Pilot
- Encourage and facilitate; train and develop neighborhood leaders and leadership
- Empowerment
- Youth representatives on boards and commissions
- Buy-in/win-win/two-way communication

Housing

- Historic preservation
- Redevelopment
- Code enforcement
- Neighborhood design review
- Range of market types

Safety (see Public Safety)**Codes**

- Resources to enforce
- Logical and consistent
- Fewest possible to accomplish purpose

Taxes

- Reasonable and realistic
- Perception of fairness and that taxpayers are receiving value

Businesses

- Variety
- Clean, non-polluting
- Provide employees with living wage
- Appropriate locations
- Attract people to spend here
- Attract businesses/facilitate/develop good partnerships

♥ Parks and Open Spaces

- YES!
- Meet established standard number of acres/1000
- Parks SDC
- Connectivity/network between parks and open spaces
- Parks District/City jurisdictional cooperation
- How do we partner with larger district and get what we want?
- How do we meet our own established standards?

Cultural Resources

- Increase number of concerts
- Milwaukie performing arts facilities with a regional draw
- Maintain/preserve historical facilities
- Encourage local artists and talent

Youth Involvement

- Include in boards and commissions
- Shadow program
- Facilities and activities
- Partner with schools
- Encourage and build civic responsibility
- Educate by participation
- Cultivate sense in youth that they are a part of the community and can affect what happens

Identity

- Small town
- Encourage unique features and talent
- Change -- anchor identity gives consistency
- Maintain unique small town feel while evolving and facilitate change in that direction
- Quality, well-planned change

Riverfront

- Sewer plant gone
- Public/private partnerships
- Unique to Milwaukie
- Regional draw, significance while maintaining identity
- Identity for all citizens/feel for -- inspired by

Downtown

- Should answer: "Where is Milwaukie?"
- Traffic flow
- Vibrant, livable, retail on ground floor, offices/living above
- 24-hour downtown
- Unique retail
- Encourage local businesses
- Enhance small town Milwaukie identity
- Relocate transit center

Response to Citizen Needs

- Exceptional customer service
- Set reasonable, manageable expectations -- then meet or exceed them
- Identify or address unmet needs/assess

Urban Forestry

- Milwaukie seen as a place of trees -- encourage planting and preservation
- Exceed Tree City USA standards

Multimodal Transportation

- Encourage other than auto use -- non-combustion engines
- Better bus service
- More transit center
- Encourage bike and pedestrian
- Plan to divert traffic flow from neighborhoods
- Regional connectivity

Ethics

- Council and city staff act in ethical manner
- Also boards and commissions
- Code of ethics
- Support staff in professional, ethical development

Libraries

- Community focus
- Stable funding
- Adequate facilities
- Citizen enrichment
- Encourage diversity
- Keeps pace with technological change
- Best practices growth opportunities

Customer Satisfaction (see Response to Citizen Needs)

Employer -- Milwaukie is a good place to work

- Support staff in professional growth and ethics
- Personal satisfaction
- Maintain salary and benefits
- Meet challenges for retention
- Mutual dedication
- Balance individual and professional needs
- Employee recognition
- Hire highly trained and highly skilled people

Neighborhood Associations

- Active
- Supportive and supported
- Committed
- Unique/recognize leadership training opportunity
- Accessible
- Educational resources
- Communication conduit

Design Review

- Compatibility with existing neighborhoods and businesses
- Consistent with downtown redevelopment

Partnering with Other Local Governments and the Private Sector

- Actively and continuously engaged

Accountability

- Performance-based budgeting
- Performance evaluations based on Mission, Vision, and Goals

ASSESSMENT

1. How Council gives input/hands on its desires
2. Who directs staff?
3. Feel differently regarding different people
4. Are trying to work on Council goals and difficult when one member gives direction

WHAT IS THE LINE?

1. When one councilor calls, that is one councilor and not the full Council.
2. If the call is to a second level manager, he/she needs to call Dan and let him know.
3. Judgement.
4. When a councilor calls employee, sense of duty heightened even if not intended to do so.
5. Councilor calls are for solutions -- not discipline.
6. Forms of communication
 - Housekeeping
 - Direction
 - New ways of doing things
7. When elected, councilor gives up a certain amount of freedom/advocacy role for ability to influence. Trade-off.

MANAGEABLE RESULTS

1. Periodic check-in about roles, responsibilities, and communication
2. Vision/Mission -- develop a solid rough draft
3. Examine structure of Council role regarding interface with citizens, staff, and government. More time on the Vision and less time on the detail. How does Council give input?
4. Walk out of the room motivated to work together.
5. Roles and responsibilities -- who directs staff?
6. Trust

OTHER/RELATED**Jeff:**

1. Make all boards into commissions with ability to make some decisions.
2. Give City Council time to interact with community and region.
3. Time is limited. How do we best spend it?

VISION STATEMENT

Maintain a quality local government in partnership with its residents that ensures Milwaukie is a city that provides reliable and quality services at an affordable price.



Achieve high levels of trust and ownership from the community while encouraging and receiving significant and ongoing resident participation. Be a city that reflects and demonstrates the values of all its citizens.

MISSION STATEMENT



Maintain Milwaukie as a good place to live, work, and raise families. A place that is clean, safe and responsive to the needs of its residents.

Be a city that continuously builds trust in city government by making all processes as open as possible. Employ city staff that communicates effectively at every level and continuously educates the community while inviting and facilitating participation.

Preserve Milwaukie's unique historical identity and develop cultural resources while identifying and establishing regional significance. Cultivate the city to become a destination location.

Show value in everything we do by developing realistic performance expectations. Demonstrating the return on taxpayer's investment while providing exceptional customer service.

VISION

STATEMENT

1. Maintain and enhance Milwaukie as a great place to live, work and raise families. A place that is well planned, environmentally sensitive, clean, safe and responsive to the needs of its residents.



2. Preserve Milwaukie's unique historical identity through distinctive neighborhoods with an integrated system of open spaces, parks, bicycle and footpaths, with a variety of recreational and cultural opportunities.

3. Provide well-maintained streets with a transportation system that is efficient, effective and preserves neighborhood livability.

4. A community with a stable economic base that provides dependable revenue sources, continuously develops business partners, capitalizes on its strategic location while establishing regional significance and become a destination location.

5. Be a city that reflects and demonstrates the values of all its citizens with high levels of trust and ownership, strong community leadership, as well as significant and ongoing resident participation.

MISSION

STATEMENT

Maintain a quality local government in partnership with its residents that ensures Milwaukie is a city that provides stable, reliable and quality services at an affordable price.



Show value in everything we do by developing and communicating realistic performance expectations, demonstrating the return on taxpayer's investment through specific accountability systems and employ city staff that will provide exceptional customer service.

*Drafts of Vision and Mission*Vision**(DRAFT #1)**

Milwaukie is a place that is growing with grace. It seeks a future that preserves the best from its past, while facing the problems of the present by being heard in the region as well as it is listening. Our strong community-planning ethic enables us to live, work, play and travel to and from our land amid the Willamette-Johnson Creek watershed by welcoming and reflecting the interests of many stakeholders. Community members have access to responsive, protective, empowering and entertaining goods, services, and cultural attractions that are provided by a mix of committed individuals, businesses, government agencies, non-profit and faith-based organizations. Our policies and our actions balance economic stability and human health with respect for the natural environment. New development projects are individually well designed and on the whole compliment the character of the community. Our public spaces are properly maintained and our streetscapes and pedestrian paths are inviting and safe. The neighborhoods are peaceful enclaves of attractive, affordable homes that are served by excellent schools, neighbors and local businesses care for and respect each other. They are connected to each other and to our historic downtown along the Willamette River by a transportation system, a communications system, and a parks and open space network that can be used safely by people of all ages and incomes - with or without cars. Our basic city services reflect our common needs and come at a fair cost to all those who benefit from them. We are represented by elected and appointed officials whose actions consider the breadth of our citizenry. Our children are thriving, and proud of the place we have made.

(DRAFT #2)

In the year 2020, Milwaukie is a vibrant community with a sense of place, an appreciation for its history and a vision for the future. The city is defined by a dynamic downtown, economic opportunity, accessible riverfront, safe and livable neighborhoods, protected creeks and wetlands, and a network of parks and trails. In partnership with its citizens, city government is responsive to the values of its residents with the goal to preserve this vision for future generations.

- 1) *Citizen Involvement/Youth Involvement*
- 2) *Environmental Preservation*
- 3) *Dynamic Downtown connected to a restored riverfront*
- 4) *Liveable, walkable neighborhoods*
- 5) *A network of parks connected by a system of pedestrian and bicycle trails*
- 6) *Safety and crime prevention*

- 7) *Economic development and opportunity in existing commercial and industrial districts*
- 8) *Efficient and caring delivery of city services*
- 9) *Strong community planning ethic*
- 10) *Balanced policies and actions*
- 11) *Inviting and safe public spaces*

Subsequent comments to Drafts #2 for consideration:

Adequate employment opportunities
Excellent schools and well-educated citizens
Healthy arts, culture, entertainment
Strong community leadership

(DRAFT #3)

In the year 2020, Milwaukie is a place that has grown with grace. It has preserved the best from its past, faced the problems of its present and cultivated the opportunities in its future by being heard in the region as well as it has listened. Happy residents and inspired visitors enjoy a dynamic downtown that connects to a uniquely accessible riverfront. Our neighborhoods are pleasant, affordable and safe. Our strong community-based planning ethic perfects how we live, work, play and travel to and from our land amid the Willamette-Johnson Creek watershed by welcoming and reflecting the interests of many stakeholders. Our children are thriving and proud of the place we have made.

We work together to balance economic vitality, human health and respect for the natural environment by:

- Providing easy access to goods, services, jobs and cultural resources that come from a mix of committed residents, local businesses, government agencies, non-profit and faith-based organizations.
- Siting new development projects that are individually well designed, and on the whole, enhance the character and quality of our existing residential, business and industrial areas.
- Sustaining neighborhoods as peaceful enclaves of attractive, affordable homes that are served by excellent schools, convenient businesses and caring neighbors.
- Developing our share of a regional parks and open spaces network in tandem with a transportation system that is accessible by everyone in the community - with or without cars.
- Supporting basic city services that reflect our common needs, acknowledge our specific concerns and function at a fair cost to all those who benefit from them.

- Electing, appointing and communicating with officials whose decisions balance the values of our citizens with the impact their decisions may have on future generations.

Mission

(DRAFT # 1)

Our government is one piece of the whole Milwaukie community. It is an evolving organization of what its full diversity of citizens expect it to be (and not to be); its elected representatives seek it to be; its parent governing bodies enable it to be; and its paid employees can realistically make so. It provides responsive, quality services with cost efficiency. Milwaukie staff people acknowledge, interpret and support the community's effort to understand issues, solve problems, alleviate threats and seize upon opportunities. The organization is trusted by and affected by Milwaukians. Over time, with the best tools the people can afford and whatever other resources we can garner through responsible partnerships, it achieves desired community goals.

(DRAFT #2)

Our government is one piece of the whole community that works to sustain Milwaukie as a good place to live, work, play and raise a family. It is an evolving organization of:

- what its full diversity of citizens expect it to be;
- its elected and appointed representatives seek it to be;
- its parent governing bodies enable it to be;
- and its paid employees can realistically make so.

The City government provides responsive, quality services that maintain a clean, safe environment with cost efficiency. Milwaukie staff people acknowledge, interpret and support the community's effort to understand issues, solve problems, alleviate threats and seize upon opportunities toward progress. The organization is trusted by and affected by Milwaukians. Over time, with the best tools the people can afford and whatever other resources we can garner through responsible partnerships, it helps to achieve desired community goals.

**CITY OF MILWAUKIE
CITY COUNCIL WORK SESSION AGENDA
OCTOBER 4, 1999**

MILWAUKIE CITY HALL

Second Floor Conference Room
10722 SE Main Street

WORK SESSION – 5:30 p.m.

Discussion Items:

	<u>Time</u>	<u>Topic</u>	<u>Presenter</u>
1.	5:30 p.m.	Dinner and Information Sharing	Group
2.	6:00 p.m.	Leading Library Work Plan	Sue Trotter, Board Chair
3.	7:00 p.m.	Strategic Direction Review	Group
4.	7:30 p.m.	City Vision and Mission	Group
5..	8:00 p.m.	City Manager Performance Criteria	Group



The Council may vote in work session on non-legislative issues.

At the end of the work session, the Council may hold an Executive Session under the authority of Oregon Revised Statutes 192.660 as needed.

*For assistance/service per the Americans with Disabilities Act (ADA)
dial TDD 786-7555.*

The Council requests that all pagers and cell phones be either set on silent mode or turned off during the meeting.



To: Honorable Mayor and City Council
Through: Dan Bartlett, City Manager 
From: Charlene Richards, Assistant City Manager 
Subject: Library Board Work Session – Long Range Plan
Date: September 24, 1999

Action Requested

Give direction to the Library Board regarding their proposed Work Plan to develop a Long-Range Plan for the Ledding Library and to staff regarding the allocation of funds to finance development of the plan

Background

See attached memorandum from Sue Trotter, Chair of the Ledding Library Board. Staff will be meeting with the Library Board at their Monday, September 27, 1999 board meeting to discuss progress of the Library Futures Committee including the results of a patron survey. Staff and the Library Board will discuss how the long-range plan for the Ledding Library and the efforts of the Library Futures Committee can be coordinated to provide relevant information for the Library Board long-range plan through the work of the Library Futures Committee.

Concurrence

City staff believes that there are ways to produce the Ledding Library long-range plan in concert with, using the information from and without duplicating the efforts of the Library Futures Committee. It appears that the current schedule with slight modification could allow for coordination with the draft work plan of the Library Futures Committee. The Library Futures Committee is in the process of hiring a consultant and will soon have an updated work plan.

WS. 2 2

Fiscal Impact

There are no additional funds available in Library appropriations for fiscal year 1999-2000 to accommodate the cost estimates of the long-range plan.

Work Load Impacts

The three senior librarians will provide additional staffing, including attendance at meetings, during this project. Currently, one senior librarian attends board meetings and provides staff support. If all three senior librarians attend meetings when the library is open to the public, the Board recommends that librarians be given additional hours to cover the professional services that otherwise would be available to the public. The Assistant City Manager – Community Services will make efforts to reallocate her time in order to provide additional assistance to this project.

Alternatives

1. The project could be delayed until after the beginning of fiscal year 2000-2001 to request funding from next fiscal year. If the project is delayed, information that is developed will not be available for use until preparation of the fiscal year 2002–2003 capital improvement plan and budget. The current schedule will provide information for development of the fiscal year 2001-2002 capital improvement plan and budget.
2. The project could be approved with the request that the expenses be taken from the current approved budget. The result would be reallocation of funding from the materials budget that the Council approved for fiscal year 1999-2000. The current Library budget was augmented at the time of adoption, in response to the Library Board request to maintain current library service levels including the materials budget.

Attachments: Memo from Sue Trotter, Chair, Ledding Library Board
 Ledding Library of Milwaukie, Long Range Plan, Key Issues
 Ledding Library of Milwaukie, Long Range Plan, Proposed
 Time Line
 Ledding Library of Milwaukie, Long Range Plan,
 Recommended Committee Members
 Ledding Library of Milwaukie, Long Range Plan, Budget
 Considerations

October 4, 1999

To: Mayor Tomei
Councilor Kappa
Councilor King
Councilor Lancaster
Councilor Marshall

From: Sue Trotter, Chair
Ledding Library Board

Subject: Long Range Planning

The Ledding Library is designated by ordinance as the public library for the city of Milwaukie. The library is part of Milwaukie's history and its future. The library dates back to 1889 and has received contributions from many citizens including the Leddings, the Rowes and Clark King. Milwaukie's Ledding Library is a downtown magnet attracting increasing numbers of people of all ages to the heart of our city.

A long-range plan for the library was adopted in 1992 and dealt with service issues identified at that time. The goals and activities associated with those issues have guided funding priorities and the work of the librarians since its adoption. Because of increasing community use, the impact of technology on the dissemination of information and the priority given by the Council to the development of the downtown/riverfront area, the Ledding Library Board believes that it is time to develop a new long-range plan.

Attached is a list of proposed key issues to be addressed by the plan. This list was developed after reviewing the following documents: the 1992 Ledding Library long-range plan; issues identified by a SWOT (strengths, weaknesses, opportunities and threats) survey completed by library staff and board members; Milwaukie's Vision Statement adopted in 1995; Milwaukie City Council Goals for 1999-2004. Also attached are a proposed time-line for developing the plan, recommended committee members and a proposed budget.

The Ledding Library Board asks your approval of this work plan. I look forward to discussing it further with you.

Cc: Charlene Richards
Cynthia Sturgis
Ledding Library Board Members

LEDDING LIBRARY OF MILWAUKIE

**LONG RANGE PLAN
KEY ISSUES**

1. Service priorities with consideration for and responsiveness to:
 - a. community needs and expectations;
 - b. development plans for Milwaukie's downtown and riverfront;
 - c. technological changes pertaining to the dissemination of information.

2. Staff needs and training consistent with:
 - a. service priorities;
 - b. growing use of the library by the community;
 - c. technological changes.

3. Facility needs consistent with:
 - a. service priorities;
 - b. growing use of the library by the community;
 - c. technological changes;
 - d. Milwaukie's downtown and riverfront development.

4. Partnering with other public and private services.

5. Adequate and stable funding with consideration of:
 - a. taxes and public grants;
 - b. foundation grants;
 - c. public and private partnerships;
 - d. private donations.

LEDDING LIBRARY OF MILWAUKIE

**LONG RANGE PLAN
PROPOSED TIME LINE**

June, 1999

Planning for long range planning.

October, 1999

Obtain Council approval of work plan; form committee.

November, 1999

Educate committee members; gather information, study the information.

April, 2000

Executive committee reviews findings; prioritizes library roles; writes mission statement.

June, 2000

Determine goals based on mission statement and gathered information; develop activities and tasks to achieve goals.

September, 2000

Write the planning document.

October, 2000

Obtain formal approval of the planning document; present and promote the planning document.

LEDDING LIBRARY OF MILWAUKIE
LONG RANGE PLAN
RECOMMENDED COMMITTEE MEMBERS

Executive Committee

Library Management Team
Library Board Members
Representative from the Friends of Ledding Library
Representatives from the Neighborhood Associations
Representatives from North Clackamas 12 School District
Representatives from the Milwaukie Downtown Development Association (MDDA)

Subcommittee Participants

Executive Committee Members
Home schooling parents
Students
Senior services representatives

Consultants

State Library personnel
Technology expert
Taxation expert

LEDDING LIBRARY OF MILWAUKIE**LONG RANGE PLAN
BUDGET CONSIDERATIONS**

The following estimates of expenses for the Long Range Plan process are not included in the library's current operating budget. Mileage and per diem expenses were computed using the City of Milwaukie mileage at \$.31/mile and per diem rates 6/6/13.

Staff time -substitutes at \$16.83/hr x 4 hrs/wk x 52 weeks	\$3500.00
Planning committee:	
Meeting arrangements (coffee, etc.)	\$ 100.00
Travel (550 miles; 10 meals)	\$ 215.00
Consultants (40 hrs. @ \$125)	\$5000.00
Copying (200 sheets @ \$.03)	\$ 6.00
Printing (150 documents @ \$7)	\$1050.00
Phone (30 min. @ .15)	\$ 4.50
Postage (200 mailings @ .33)	\$ 66.00
TOTAL	\$9941.50



*** M E M O R A N D U M ***

September 24, 1999

To: Mayor and City Council *DB*
From: Dan Bartlett, City Manager
Re: 1999-2004 Strategic Direction Review

Action Requested

Staff would ask that Council review the attached Goals Status Report.

Background

Council met with Boards and Commissions and Neighborhood Officers in February and March of 1999. Council also reviewed departmental input and citizen surveys to develop a set of City Council goals for the City of Milwaukie. These Goals provide direction to the organization. They help focus the activities of the organization.

The attached Goals Status Report is designed to provide Council with an understanding of activities and accomplishments to date on Council's Goals. Staff will be prepared to amplify these summary statements with details at your work session.

cc: File -- cm2248/hd



1999-2004 Strategic Direction City Council Goals Status Report

Goals/Objectives	Assigned to:	Current Status	Next Steps/Projection
<p>Goal: Support community environmental sustainability (livability) through review of zoning and subdivision ordinances; establishing a design review process; implementing an urban forestry program; and acquiring open space and trails property while it is available.</p>		<p>↑ = Ahead of Schedule ↓ = Behind Schedule ↔ = On Track ∅ = Not Started</p>	
<p>Objectives</p>			
<p>♦ Modify Zoning and Subdivision Ordinance to enhance neighborhood livability.</p>	<p>Martha Bennett Alice Rouyer</p>	<p>∅</p>	<p>Project is projected to start in early 2000 (February or March)</p>
<p>♦ Develop and Adopt Neighborhood Design Review Ordinance, including a Design Review Board or Committee</p>	<p>Martha Bennett Alice Rouyer</p>	<p>∅</p>	<p>Project is projected to start in early 2000 in conjunction with work on zoning and subdivision ordinances.</p>
<p>♦ Adopt and Implement Urban Forestry Ordinance and Management Plan, becoming a Tree City USA within two years.</p>	<p>Martha Bennett Alice Rouyer</p>	<p>↔</p>	<p>The project will follow the schedule outlined at the August 30, 1999 Council work session. The Planning Commission will hold work sessions in September and October. The Council will hold work sessions in November, with public outreach in December and Council adoption in January 2000. Staff is planning an Arbor Week celebration in April 2000, with the goal of being named Tree City USA for 2000 (in April 2001).</p>
<p>♦ Acquire Open Space, Park and</p>	<p>Charlene Richards</p>	<p>↑</p>	<p>Staff is processing several land acquisition projects under</p>

Goals/Objectives	Assigned to:	Current Status	Next Steps/Projection
Trail Properties NOW while it is available.			the POST program. A work session to update Council and receive further direction is scheduled for 9/20/99. Staff will present the recommendations at a public hearing on October 5, 1999 and be prepared for adoption of the target area and confidential tax lot map at that meeting or at the October 19, 1999 meeting depending on public comment and Council direction.
♦ Increase Code Enforcement Activity	Charlene Richards Michelle Gregory	↔	Increased staff time for code compliance, enforcement and abatement has been in place since March of this year. Compliance rate is 99%. Enforcement and abatement activities are getting the attention they need to be done properly Downtown parking enforcement has been contracted to a part-time temporary employee to free up staff time for this effort. Approximate cost \$16k/annually.
Goal: Continue efforts toward development of the downtown and riverfront through a planning process, acquisition of key properties, and construction of key public projects to support a long-term public private partnership			
Objectives			
♦ Develop and adopt Downtown Plan	Dan Bartlett	↓ Currently about 90 days beyond original schedule due to 30 days delay in agreement and purchase order signing and to allow time to obtain adequate citizen input on options	Town Hall meetings scheduled for September 22, and October 27. Costing and narrowing of options expected. October through November expect effort to move toward detail plan elements. \$235K Budget is 32% expended.
♦ Develop and adopt Riverfront	Dan Bartlett	↓ Activity scheduled	Delayed until narrowing of seam options.

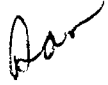
Goals/Objectives	Assigned to:	Current Status	Next Steps/Projection
Plan		for next quarter.	
◆ Develop and adopt Streetscape Plan	Martha Bennett Alice Rouyer	⇓ Activity scheduled for next quarter.	Delayed until narrowing of seam options and completion of land use framework plan
◆ Develop and adopt Downtown Design Standards	Martha Bennett Alice Rouyer	⇓ Activity scheduled for next quarter.	Delayed until narrowing of seam options and completion of land use framework plan
◆ Develop and adopt Downtown Development Plan	Martha Bennett Alice Rouyer	⇓ Activity scheduled for next quarter.	Delayed until narrowing of seam options.
◆ Develop Milwaukie Junior High School Re-use and Site Plan	Dan Bartlett	⇑ Project advanced from starting in 2000 to beginning in Fall 1999.	Site visit of property conducted with Architect. Community process to be activated.
◆ Develop a Plan to relocate Kellogg WasteWater Treatment Plant within 10 years.	Dan Bartlett	↔	Meetings continuing with Oak Lodge and Water Environmental Services Staff. County Commissioners work session resulted in at least one Commissioner supporting 10-year relocation.
◆ Initiate Implementing Actions for All Plans	Dan Bartlett Martha Bennett	∅	Action Plans to be developed as Master Plans are completed.
Goal: Encourage board, commission and neighborhood goals that are consistent with council goals which includes continued funding of neighborhood grants; creating a Citizen Involvement Board; encouraging more youth involvement; and supporting neighborhood visions.			
Objectives			
◆ Continue Grant Funding for Neighborhoods, including	Charlene Richards Michelle Gregory	↔	Grant program refinement is currently before Council for consideration. Increased allocations have not been

Goals/Objectives	Assigned to:	Current Status	Next Steps/Projection
increasing allocations by \$1,000 up to a total of \$10,000 per year per neighborhood.			adopted as part of the FY 99/00 budget.
♦ Develop Action Plans and Funding Proposals to support Neighborhood Visions.	Charlene Richards Michelle Gregory	∅	Report of current City efforts supportive of neighborhood visions has been distributed to neighborhoods for review and comment toward development of new action plans and funding proposals.
♦ Develop and adopt a Citizen Involvement Board Ordinance.	Dan Bartlett Pat DuVal	∅	Examples from other Cities being obtained.
♦ Develop and implement programs, which encourage more Citizen and Youth Involvement in City matters.	Dan Bartlett Pat DuVal	∅	Examples from National League of Cities Training has been shared by Councilor Kappa. Councilor King has made various suggestions. Staff doing research of other cities examples. Note: NS is partnering with MHS Tech Cadre on website development proposal. Riverfront outreach has heavily involved Tech Cadre and a kiosk has been placed at the high school.
♦ Review and Update Board and Commission Responsibilities.	Dan Bartlett Pat DuVal	↔	Council direction to draft proposals received from Council. Grant review process suggestions reviewed with Council at 9/20 Work Session.



*** M E M O R A N D U M ***

September 24, 1999

To: Mayor and City Council
From: Dan Bartlett, City Manager 
Re: City Manager Performance Criteria

Action Requested

I would recommend that Council adopt the criteria included in the Source and Reference: Performance Evaluation, Municipal Chief Executive. If this were not acceptable then I would suggest the form developed by the City of Temple Terrace.

Background

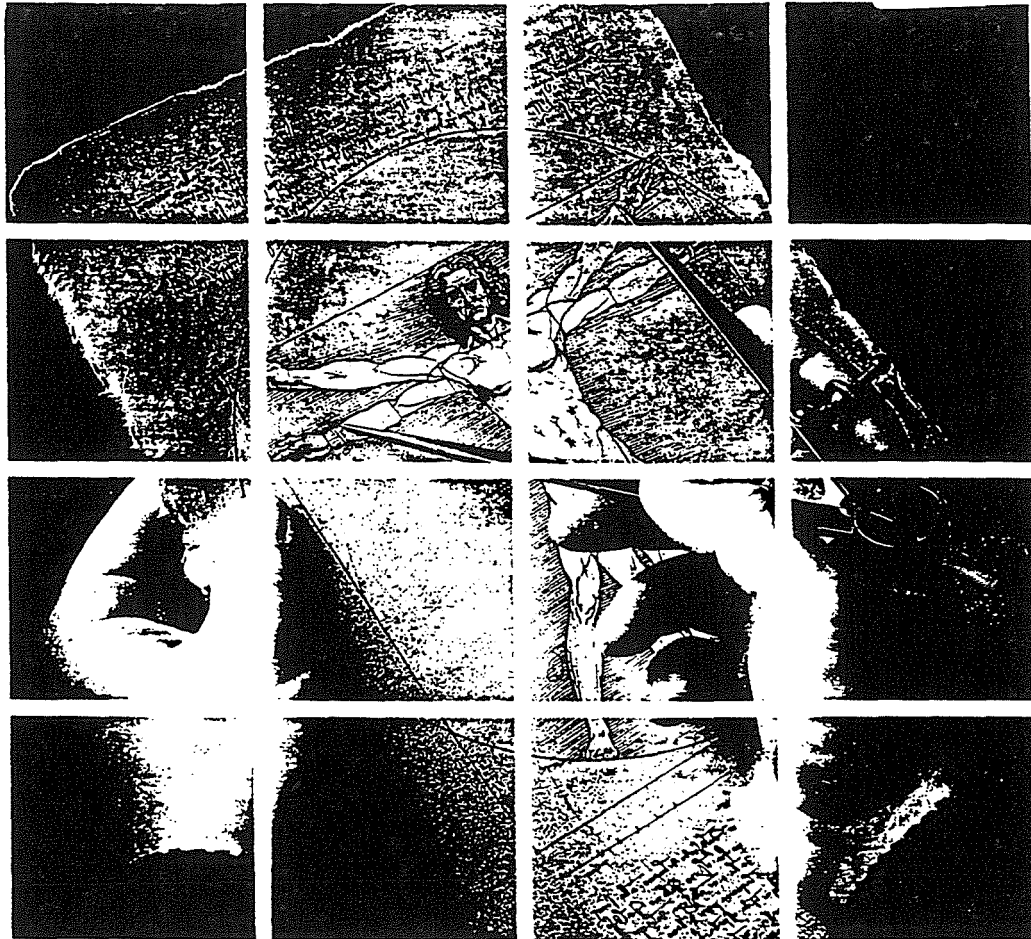
Council has had several discussions about the best method to evaluate me. I would suggest that next year Council follows the process in the attached article, *Evaluating a City's Top Manager*, Western City, February 1990. This would build on the process used this year. A consultant would go beyond my direct reports and do a modified 360 evaluation, checking with many elements of the community.

To provide continuity to the process used this year; I would suggest using the same form. Department Heads have used this form and are familiar with it. It has been developed based on multiple cities inputs. It has been field tested by a number of cities.

I have included a number of reading materials and other resources to help frame this discussion. These include:

- *Evaluating a City's Top Manager*, Western City, February 1990.
- Source and Reference: Performance Evaluation, Municipal Chief Executive
- Various Performance Evaluation Articles
- List of Possible Facilitators
- Tigard Letter
- Temple Terrace Form

cc: File -- cm2249hd



Evaluating A City's Top Manager

By Larry L. Rhinehart and Sharon Brunner

The most critical communication to take place in a city is the performance evaluation of the city's top manager by its City Council. Yet, this area of communication is usually of limited value. The Council may feel awkward in the role of group appraiser, and individual Council Members may have had little actual performance evaluation experience.

City Councils go through the motions of a performance evaluation in a number of ways:

- Having the City Administrator/Manager fill out his/her own performance evaluation, then reviewing it;
- Counting up completed projects that can be easily measured;
- Going by a "gut feeling" of performance and communicating an overall performance rating.

These methods aren't wrong; they just don't provide a complete picture of the job the City Administrator or Manager is

Larry L. Rhinehart is the Mayor of Montclair, and Sharon Brunner is the Director of Public Sector for THC Associates, a management consulting firm.

doing. Thus, the communication and motivation that can be gained from an effective performance appraisal are lost.

The City Council and the City Administrator of the City of Montclair had become frustrated with the process that was utilized for the performance appraisal of its top administrator. Both the Council and the Administrator felt they were not receiving the maximum benefit from the performance review process which, they felt, could be affecting the success of the organization.

The Mayor and City Administrator G. Michael Milhiser were asked to bring a progressive approach to the evaluation process and, recognizing the weaknesses in the previously used process, came to

Continued

the conclusion that a new format would bring the needed congruence to the appraisal process.

Because of the complexity of operating a city today, the elected body must be able to communicate effectively its expectations of the performance of the City Administrator. When this is done, it is easier for the City Administrator to lead the organization in the direction that will fulfill the expectations of the City Council.

To mitigate past frustrations with the process of evaluating the City Administrator, two ingredients were used to help enhance the process: Hiring a professional consultant to help develop a format with which all five Members of the City Council would be satisfied and separating the performance appraisal from any salary adjustment.

The salary adjustment was separated from the performance appraisal, because it was felt that some members of the Council had been reluctant to give the highest

and best evaluation of the City Administrator because they felt that it would necessitate a larger salary adjustment. We believe keeping pay and evaluation separate results in a more accurate assessment of the Administrator's performance.

The city engaged the services of a human resource consulting firm which had discussed compensation, classification and performance appraisal issues with the city over the last few years. After discussion with both the Mayor and City Administrator, she proposed the following process:

1.

A meeting between the consultant and the entire Council to discuss overall performance appraisal concepts and parameters, and specific goals and objectives;

2.

A meeting between the consultant and each Council Member to obtain confidential comments in both a structured and candid format, based upon an agreed-upon rating scale;

3.

The preparation of a summary document by the consultant, based on the Council Members' comments and ratings;

4.

A meeting between the consultant and the entire Council to review their composite ratings and comments to ensure a high comfort level with the information to be shared with the City Administrator;

5.

A meeting led by the Mayor involving the Council, the City Administrator and the consultant to conduct the formal performance evaluation review; and

6.

A plan for next year's review.

nity relations; communication and leadership; and performance relative to goals as defined by the City Council.


The consultant also documented recurring City Council comments and presented them as strengths and areas needing improvement. This important information provides a forum for Council Members to express their opinions comfortably in all areas and for the Administrator to receive the benefit of learning their candid views. After all, any City Administrator or Manager knows that he or she serves multiple bosses with varying opinions of his/her performance.

The Administrator commented freely on the Council's assessments, which resulted in a very candid and helpful exchange.

The key to the success of this process is to provide City Council Members with the opportunity to discuss the City Administrator's or Manager's performance candidly within the defined areas. It is critical that the facilitator be able to conduct a confidential meeting that keeps the conversation on track. For example, it is important that the discussion focus on the current year. The facilitator needs to obtain information on the "why" behind the Council Members' ratings so they can be understood. Just recording a "2" or "3" rating with no examples does not provide sufficient information to spark the insight needed to develop a comprehensive summary document.

Sometimes individual Council Members do not feel comfortable sharing either positive or negative feedback face-to-face with the City Administrator/Manager or even with other Council Members. Thus, much-needed information goes unsaid and two-way communication does not occur.

The participation of a third-part facilitator clearly allows the expectations of both the Council and Administrator to be defined more clearly. This is not a panacea that will preclude conflicts between elected officials and City Administrators/Managers, but it certainly provides a mechanism for open discussion of differences that may develop throughout the year.



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The City Council and the City Administrator welcomed the newly-proposed approach, and the process began. Two major categories were appraised: "performance factors" and "strengths and areas needing improvement".

The Administrator was rated on such "performance factors," as judgement/problem solving; interpersonal/commu-

INSTRUCTIONS

PERFORMANCE EVALUATION

MUNICIPAL CHIEF EXECUTIVE

INTRODUCTION

A periodic performance evaluation of the municipal chief executive can result in substantial increases in municipal productivity. The evaluation process itself enhances communication with the governing body and strengthens the management team.

A positive or constructive evaluation will instill confidence in the CEO and motivate that individual to a higher level of performance. The evaluation can identify real or perceived problems and give the team an opportunity for corrective action before the problems cause serious discord.

The evaluation process deserves a great deal of thought and caution. A "gripe" session will discourage the CEO. If the evaluation focuses on unimportant issues, the CEO could easily be redirected toward fruitless pursuits. The evaluation session must reflect the thinking of the entire governing body. If the opinions of one member dominate the agenda, the will of the majority could easily be sacrificed.

A carefully constructed evaluation process can be a very positive tool in your community; it must be taken seriously and used wisely.

FREQUENCY OF EVALUATION

A comprehensive performance evaluation should take place at least annually, and brief interim updates are recommended. The annual evaluation should be scheduled well in advance to permit preparation time and to avoid having an evaluation scheduled due to a single problem.

The timing of the evaluation should take into consideration the annual fluctuations in the workload. Ample time should be scheduled for each step in the evalua-

tion process. Hurried sessions will not encourage communications, team building or the identification of problems.

It is best to schedule the discussion portion of the process on a day when the governing body will not be distracted by other meetings. Many municipalities find that a "retreat" setting, away from the baggage of city hall, achieves better results.

THE EVALUATION PROCESS

Performance evaluations of municipal executives often fall short of achieving useful results because they are too limited in scope, and often focus only on several current problems. These evaluations are counterproductive and must be avoided.

We recommend a four step evaluation process, although each municipality should consider, and if necessary, redefine the process to fit their specialized needs.

As a first step, a preliminary meeting of the governing body and CEO is required to define the process as well as the time, date and location of each subsequent meeting. The evaluation forms should be distributed at this time and any necessary corrections made at this meeting. This preliminary meeting is likely to require several hours.

Secondly, each participant (including the CEO) should carefully review the form and "pencil in" a preliminary evaluation. At least a week should be scheduled for this individual review.

The third, and most important step, is the evaluation discussion. During this session the group leader (usu-

ally the Mayor) will lead the group through a discussion of the evaluation form. The leader must insure that each participant has a fair opportunity to comment on each item on the form and to keep the discussion constructive. The evaluation discussion is likely to last 4-8 hours.

At the end of the session, all participants will submit their corrected forms to the discussion leader who will then provide copies to each participant and any missing members of the governing body.

At the completion of the evaluation discussion, the CEO is charged with preparing a draft action plan for each objective established by a majority of the governing body.

A final meeting is held for a discussion of the CEO's proposed action plan and to iron out any remaining problems. If pay is tied in some manner to the evaluation, this is a good opportunity to resolve that matter. A critique of the evaluation process itself is also useful. This final meeting will generally last several hours, or longer if there are numerous or complex problems.

DON'T FORGET

- Involve the CEO in each stage of the process.
- Commit to honest, open and constructive communication.
- No participant should be permitted to dominate the discussion.
- Don't hold back; bring out all your problems and concerns.
- Do not use this process as the only opportunity for open communication with the CEO; regular meetings must be scheduled for that purpose.
- Keep the news media fully informed of the process even if the details are to remain confidential.
- Don't let problem areas dominate the discussions; positive feedback is essential to a productive relationship.
- Remember that most serious problems are the responsibility of the management team and not just the CEO. A joint effort will be required for an effective solution.

SCHEDULE

Serious misunderstandings can be avoided if the governing body will agree in advance to a specific schedule for the evaluation process. Here is a brief checklist:

	DATE	TIME	LOCATION
Preliminary meeting to define the process	_____	_____	_____
Evaluation discussion	_____	_____	_____
Discussion leader to distribute copies of the completed evaluation forms	_____	_____	_____
CEO completes draft action plan and distributes copies	_____	_____	_____
Wrap-up meeting	_____	_____	_____

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our systems. Comments and reorders should be directed to Source & Reference at P.O. Box 33968, Denver, Colorado 80233.

PERFORMANCE EVALUATION

MUNICIPAL CHIEF EXECUTIVE

PLANNING - ability to anticipate and analyze problems; maps effective solutions.

unacceptable poor acceptable good excellent

Comment: _____

ORGANIZING - ability to arrange work and efficiently apply resources.

unacceptable poor acceptable good excellent

Comment: _____

SUPERVISION - builds and motivates a team, provides direction, monitors and adjusts performance as necessary.

unacceptable poor acceptable good excellent

Comment: _____

DELEGATION - effectively assigns work to others and builds their skills.

unacceptable poor acceptable good excellent

Comment: _____

TIMING, i.e. opportunist - makes decisions when sufficient information is available, implements action when conditions are ripe for success.

unacceptable poor acceptable good excellent

Comment: _____

FINANCIAL MANAGEMENT - accurately and concisely reports (and projects) the financial condition; management practices and policies are designed to maintain (or achieve) a sound long range financial condition - uses debt cautiously, plans for the long term replacement and maintenance of equipment and infrastructure.

unacceptable poor acceptable good excellent

Comment: _____

FORGES COMPROMISES - has the ability to resolve the numerous conflicts inherent in municipal government - is a good negotiator.

unacceptable poor acceptable good excellent

Comment: _____

ANALYTICAL - in making decisions considers the best available facts, projections and scientific evidence. To the extent that resources permit, insures that these tools are available.

unacceptable poor acceptable good excellent

Comment: _____

SENSITIVITY - listens and understands the positions and circumstances of others; communicates that understanding.

unacceptable poor acceptable good excellent

Comment: _____

COMMUNICATIONS WITH GOVERNING BODY - accurately interprets the direction given by the governing body; keeps you well informed with concise oral and written communication.

- unacceptable poor acceptable good excellent

Comment: _____

COMMUNICATIONS WITH THE PUBLIC - is open and available to the public, takes their concerns and problems seriously, recognizes the public's right and need to be well informed; is visible in the community.

- unacceptable poor acceptable good excellent

Comment: _____

COMMUNICATIONS WITH EMPLOYEES - provides sufficient information to keep the employees productive, motivated and part of the team; understands their concerns.

- unacceptable poor acceptable good excellent

Comment: _____

CREATIVITY - ability to reach for effective, and when necessary, inventive solutions.

- unacceptable poor acceptable good excellent

Comment: _____

HONEST—FAIR - consistently open and straightforward; impartial.

- unacceptable poor acceptable good excellent

Comment: _____

ADAPTABLE - responds positively to a changing world and changing local conditions; does not cling to the status quo for its own sake.

- unacceptable poor acceptable good excellent

Comment: _____

RESILIENT - energy and motivation maintained in spite of constant demands; handles stress well.

- unacceptable poor acceptable good excellent

Comment: _____

HUMOR - maintains and shares an appropriate sense of humor to lighten the load.

- unacceptable poor acceptable good excellent

Comment: _____

HIRING - recognizes the value of excellent employees and uses all reasonable efforts to insure that the best available individuals are recruited and hired.

- unacceptable poor acceptable good excellent

Comment: _____

RISK MANAGEMENT - implements effective programs to limit liability and loss.

- unacceptable poor acceptable good excellent

Comment: _____

Performance Evaluation: Evaluate or Not? That is Not the Question

Lyle J. Sumek

Evaluation is a fact of life. We are always evaluating, whether it be performance of a symphony, a sporting event, a meal, another person's behavior, or daily experiences. It is easier to evaluate an object than it is to evaluate a person who is likely to react to our comments. When evaluating a person, we also find it easier to comment *about* them to others than *to* them directly. In response to this difficult task, mayors and councilmembers have often relied on informal comments regarding the manager's performance—using their own methods of conveying their desired message to the manager. A local government manager's performance evaluation can take place in a variety of settings that might include the Rotary Club, a local bar while analyzing that evening's council meeting, at community events, or through informal comments made to city employees. *The basic question regarding manager performance evaluation is: What degree of formality is desired?*

Unfortunately, no single best method has been identified for conducting an evaluation of the local government manager. This article attempts to:

- Present some simple concepts on local government manager performance evaluation processes
- Define the elements of a manager evaluation
- Reflect on the realities of the manager evaluation in the 1980s, both from the manager's perspective and from the local council's perspective
- Outline key learning points and guidelines for improving the performance evaluation process for local government managers

The thoughts and comments offered here represent an accumulation of experiences and observations, compiled in the author's experience as a designer of performance evaluation

processes, as a facilitator of these processes, and as a counselor to mayors, city councils, and local government managers.

Performance Evaluation: Basic Definition

The evaluation process comprises three basic stages: (1) reflection on past performance, (2) identification of goals and direction for the next year, and (3) development of action plans for implementing those goals and for overall performance improvement.

Management literature defines performance evaluation in a variety of ways. From this author's perspective, performance evaluation as related to the local government manager is defined as:

Assessment of a manager's performance in completing assigned tasks and implementing planned programs and services; assessment of a manager's behaviors against defined standards of performance; identification of future work objectives and tasks; and development of specific action plans for future implementation of goals and for more effective management of the local government organization.

The specific reasons for conducting performance evaluations may vary among local communities. Several general purposes include the following:

- To energize the local government manager's performance
- To modify and change the individual behavior of the manager
- To recognize and reinforce positive accomplishments during the past year
- To identify and learn from setbacks and crises in order to prevent them in the future
- To strengthen the working relationships

- among the mayor, council, and manager
- To exchange feedback, observations, and feelings regarding the manager's performance during the past year
- To establish the upcoming year's goals and direction for the locality, for management, and for the individual
- To develop and commit to action plans for accomplishing goals and improving performance

The performance evaluation should be seen as a team effort by the mayor, the council, and the manager.

Observations and Realities

Local government managers have always struggled with the issue of performance evaluation. In the service-oriented municipal environment of the 1980s, gaining insights into the differing perspectives and barriers affecting performance evaluations is important.

The Manager's Perspective

Local government managers show little agreement on the issue of performance evaluations. Some myths concerning performance evaluations are reflected in the following comments:

- "I am evaluated every day I come to work. If they do not like my performance, they may fire me."
- "The council is going to change soon, so why bother doing the evaluation now?"
- "My nerves are raw from bad experiences at the last several council meetings, so why do I want to relive those bad experiences again?"
- "One councilmember is pushing for evaluation. I wonder if he is out to fire me. Maybe I should not proceed."
- "Never get a council together when you do not know what is going to happen, because other managers have done that and ended up getting fired as a result of the process."
- "Do individual councilmembers have their own hidden agendas, and will my evaluation become a politicized process for expressing personal agendas?"

These comments reflect many managers' personal concerns regarding the performance evaluation process. Every manager has either heard about or experienced firsthand bad performance evaluation processes. In one city, a councilmember collected negative comments about a city manager in a "black book." When he reached page 20, he called for the evaluation process. The result? The manager was fired.

In spite of horror stories such as these, a

good process has the potential to be a significant learning experience for the local manager. The goal is to enhance the manager's capacity to manage the organization and accomplish positive results in the community.

The Council's Perspective

City or town councilmembers have differing perspectives and concerns regarding the desirability of and the most effective process for conducting performance evaluations. These may include:

- Preference for one-on-one versus group evaluation, which provides an opportunity to push personal agendas, avoid group norms or achievement of consensus, circumvent the open meeting law, or level with the manager outside the group. One primary reason for preferring a one-on-one is that some individuals may distrust their fellow councilmembers.
- Dislike for evaluating others due to lack of experience in conducting performance evaluations, uncertainty of outcome, or negative experience with past processes because of unclear standards and processes for conducting the evaluation and "personal attacks."
- Time-consuming delays on evaluations due to the difficulty of getting responses, completing forms, and attending meetings.
- Uncomfortable feelings that the manager evaluation actually reflects the *council's* performance—an evaluation of the policy team (mayor, council, manager, and top management staff)—which may be threatening to some councilmembers.
- Questionable accuracy of the available data—much of the feedback on the manager's performance comes from the negative "20 percent" who are against everything the local government does—those individuals who call the city, write letters to the editor, and complain at council meetings.
- Concern that a positive relationship with the manager may result in council's focusing only on the manager's positive accomplishments.
- Belief that evaluations are simply a forum for political rhetoric—insincere comments and political posturing.
- Professional domination—the manager will emphasize his or her accomplishments, leaving councilmembers with minimal opportunity for dialogue.

Examples of some myths from the council perspective concerning performance evaluations include:

- "No big deal. We are simple people in a simple business, and the evaluation process

“ The evaluation of a local government manager differs in many ways from that of a corporate executive or manager in the private sector. ”

- is going to have minimal impact on our daily operations.”
- “The only reason we are doing the performance evaluation is because the manager wants more money.”
- “The performance evaluation provides an opportunity to anticipate issues and to provide a firm direction for the manager.”
- “I have done evaluations in my own business, and I am the expert on how they should be done.”

These diverse attitudes about evaluation make it necessary for the council to understand why it is doing the performance evaluation, and to determine what is its desired end result.

Barriers to Effective Performance Evaluations

In response to pressures for increased productivity, many localities have developed rather sophisticated, formal performance evaluation systems for managers, while others have relied on informal discussions. Common barriers to effective performance evaluations include:

- Focus on past performance with little emphasis on future direction
- Emphasis on complex numerical evaluation rather than on substantive data
- Vague job standards and undefined role expectations
- Failure to establish a strong link between manager performance, the evaluation system, and compensation
- Form structure that does not allow for personal comments, observations, or development of action plans for improvement
- No means for continuous monitoring of performance—resulting in focusing only on the negative or most recent observations
- Complexity of task and vague terminology
- Minimal commitment and support by the mayor, council, and manager in implementing the performance evaluation system.

Unique Factors

The evaluation of a local government manager differs in many ways from that of a corporate executive or manager in the private sector. Some unique features of the local government manager evaluation include:

1. *Role of Media.* In most states, local manager evaluations are conducted as open meetings. Many newspapers want a “report card” on the manager’s performance and focus only on the negative aspects, not on major accomplishments.
2. *“Everything is Personal.”* The manager is a personification of the local government

organization; negative comments about the community thus reflect personally on him or her.

3. *Ability of Council to Perform Group Evaluation.* The dynamics of the local council affect its ability to perform as a group. If the council is experiencing severe personal conflicts, operating off hidden agendas, or overreacting to citizen feedback, these factors are likely to negatively affect the evaluation.
4. *Council Leadership.* Council’s willingness and ability to focus key issues, develop processes for addressing those issues, and build consensus among members of the council are key to meaningful manager evaluation.
5. *Credibility.* The performance evaluation of the local manager will be widely shared and will affect the personal credibility of the manager in managing the local organization, in interacting with the community, and in assisting in policy leadership with the mayor and council.
6. *Family and Personal Impact.* As the manager’s performance evaluation is shared within the community, an impact will be made on spouse and children.
7. *Timing.* Depending upon the election and budget cycles, evaluations may best be done at the council’s mid-term, or at the “legacy phase,” after the election and prior to the next council election.

In spite of these observations, the need for more formal evaluations of local managers is indicated. The degree of formality of this process depends on the council’s needs or desires.

Decision-making

The decision-making part of the performance evaluation process is often the most difficult to execute. An overriding question the local manager needs to address is: How formal do I want the performance evaluation process to be? This section attempts to increase understanding of this dilemma. The following questions are provided to stimulate thoughts about the development of positive approaches to the evaluation process. Managers who are facing a performance evaluation in the future are encouraged to respond to the following questionnaire (figure 1) to gain insights into their own evaluation process.

The responses to these questions will influence and help determine the type of performance evaluation process that will take place. Answering the following questions may also be helpful:

1. Why do you want to be evaluated?

2. What do you want the results of the evaluation to be?

This section is aimed at helping the manager focus his or her own perspective on the evaluation process.

Learning Points and Guidelines

Learning Point #1: Local Government Manager Role

Manager Role: A Common Frame of Reference. An expanded sense of partnership exists today among the mayor/council, manager/staff, and the community. Recognition is growing that this interdependence is important to effectively translate the intentions of the mayor and council into action by employees and volunteers. An effective community is one in which the governance, management, and service delivery processes are linked, and the mayor and council's goals as policy leaders are translated into actions by employees.

The **governance process** is aimed at providing overall direction for locality. The key players are the policy leaders—primarily the mayor and the council. They share their responsibilities with various boards, commissions, and key managers. The primary functions of the governance process are:

- Setting a tone that guides management and service delivery
- Focusing the future vision of the community—long-term horizon
- Translating this vision into specific target issues that need to be addressed during the life cycle
- Determining policy direction and guidelines for the community

In addition, policy leaders have the responsibility of sensing community values and obtaining feedback on local government performance. A comparison is made between the desired outcomes and the actions of the local government.

The **management process** focuses on designing mechanisms for translating the vision and target issues into action. The key players are the local manager in conjunction with other managers and supervisors within the government organization. The primary functions of the managers are:

- To develop an organizational philosophy that reflects values and beliefs on how the local government should be managed and operated on a daily basis
- To develop specific programs for achieving

consistency between values and actions

- To anticipate issues
- To resolve problems hampering management and service delivery
- To build the capacity of the organization

In addition, the manager has the responsibility to interpret the directives of the policy leaders and translate them into guidelines for employees.

Figure 1—Performance Evaluation Questionnaire

Questions to Ask Oneself About Council	Yes	Maybe	No
1. From my perspective, does the council have the ability to provide a meaningful evaluation?			
2. Is the council committed to completing the evaluation process?			
3. Does the council have the capacity to provide complete feedback to me?			
4. Does the council have the ability to handle conflict in a positive, nonpersonal manner?			
5. Does the council have a team relationship rather than an adversarial relationship with me as their manager?			
Questions to Ask Oneself as Local Government Manager	Yes	Maybe	No
1. Do I really want to be evaluated?			
2. Do I really want direct feedback from the council?			
3. Am I going to be nondefensive in listening, and understanding council comments?			
4. Do the potential positive impacts outweigh the negatives for me, my family, and the local government?			
5. Am I approaching the evaluation as a learning and planning process?			
Questions About the Evaluation Process	Yes	Maybe	No
1. Do I want my performance evaluation linked to compensation?			
2. Is there a good time to do the performance evaluation and, if so, when?			
3. Is council willing to spend the amount of time necessary to complete the evaluation?			
4. Has the council established organizational goals that can be linked to my performance evaluation?			
5. Is there a good place to do the performance evaluation outside of the formal council meeting? (Setting: _____)			

Performance Objectives. Performance objectives link the goals of council with the personal goals of the manager. Prior to the time period for which the manager will be evaluated, specific performance objectives should be developed. Evaluating the performance objectives involves determining what results have been produced (figure 2).

Performance Standards. Performance standards make up the criteria for evaluating daily activities and behavior. This assessment requires explicit definition of the manager's role, which in turn results in guidelines for appraising the behavioral element of performance.

Role Boundaries

- Negotiated boundaries within which the manager can perform
- Definition of specific role expectations and decision space

Performance Standards

The performance standards are the basic criteria for appraising an individual's performance, and they will vary from community to community. Some sample performance standards are:

1. Organizes community programs to make most effective use of available resources; develops appropriate linkages with citizen and advocacy groups; keeps council well informed of program progress; monitors results and makes changes necessary to ensure effective outcome.
2. Projects an active and positive image of the community in all public presentations; works well with representatives of the media to provide factual and informative stories about community programs; develops and maintains effective relationships with community groups such as the JayCees, the Rotary, the Chamber of Commerce, the League of Women Voters, and the NAACP to promote community projects.

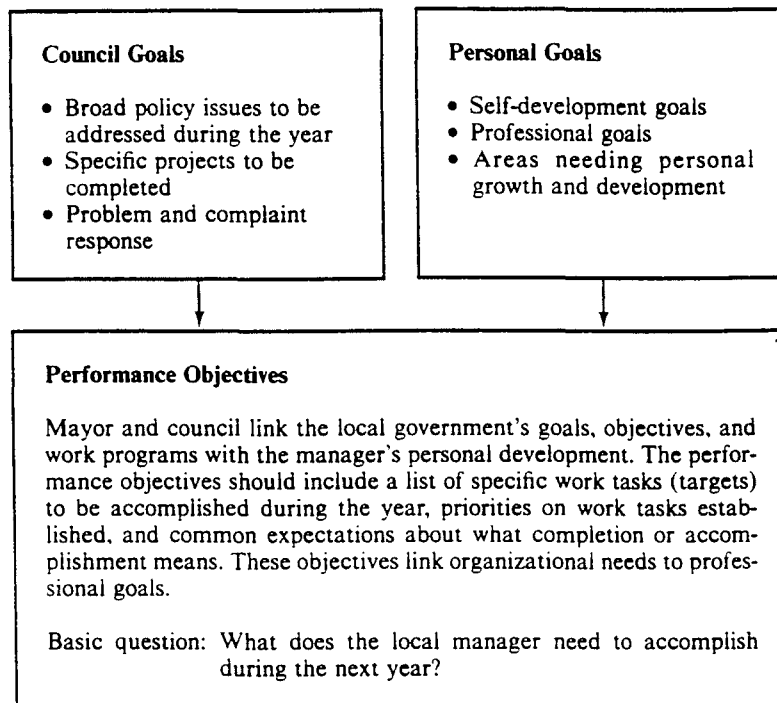
Basic question: How did the manager accomplish the performance objectives (complete work tasks)?

These become the major standards by which the past year's evaluation can be judged. Many localities already have developed a great deal of the process; however, it is important to capture key information in a formal manner and use it constructively in the evaluation process.

Learning Point #3: Adjust the Form to the Individual Local Council

It is important to design the form to fit the

Figure 2



assessment needs of each local organization. The simplest evaluation form provides the following information:

- I. Reviewing the past year
 - A. What has the manager accomplished during the past year?
 - B. What are the manager's nonaccomplishments or learning opportunities?
- II. Goals for the next year
 - A. What goals do you want to see the manager accomplish for the local community
 - B. What goals do you want to see the manager accomplish as an individual?

This form allows for numerical rating, but it also requires that individuals write down specific thoughts and observations in narrative format.

On the other hand, a more sophisticated performance evaluation form may include three parts:

- I. Past year's performance
 - A. Performance objectives: Assessment
 - What has the manager accomplished during the past year?
 - What are the manager's nonaccomplishments or learning opportunities?

“ Defining specific expectations for . . . performance should be done ideally at the time the manager is hired. **”**

B. Performance standards: Assessment of how the manager performed the job

The performance standards, again, need to be developed by the individual local government. The performance appraisal process is the application of performance standards to past performance. In appraising a manager, the basic levels of performance are:

- *Below expectations* is that level of performance consistently falling below the requirements of the job and indicating the need for improvement. It does not mean that every aspect of the employee's performance is below adequate standards but that, in general, the employee does not meet minimum expectations and requirements.
- *Meets expectations* is that level of performance considered adequate to meet the requirements of the job. Some day-to-day variation is to be expected and may range, on occasion, from poor to very good. For the most part, however, "meets expectations" represents satisfactory performance neither consistently below nor superior to what is necessary to do the job.
- *Exceeds expectations* is reserved for the employee who consistently surpasses standards of adequate performance. Individuals who consistently do a good job should be rated "meets expectations," not "exceeds expectations." An occasional instance of superior performance is not sufficient justification for an "exceeds expectations" rating. "Exceeds expectations" perfor-

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mance requires that the employee has consistently exceeded the supervisor's expectations for adequate or "meets expectations" performance.

- II. Definition of goals
 - A. What goals do you want to see the manager accomplish for the local community?
 - B. What goals do you want to see the manager accomplish as an individual?

III. Development of specific action plans—
Commitment by the manager

This process involves the identification of specific steps to be taken that satisfy developmental needs and clarify roles, issues, and concerns. Steps should be specific to ensure that the manager and the council have the same understanding.

The choice of a simple or a sophisticated form depends on the needs of the organization. Two variations have been presented—one that is almost totally narrative and one that allows only for numerical ratings. This author believes that a form with only numerical ratings results in council's focusing on numbers rather than on substantive comments. On the other hand, if the manager's compensation is linked to his or her performance evaluation, narrative statements are more subjective and are not easily quantified.

Learning Point #4: Adjust the Process to the Council

The process needs to be adjusted to fit the specific idiosyncrasies of the situation; however, some basic steps are recommended to ensure a comprehensive evaluation.

Step One: Review of Previous Year

- Establish goals and targets
- Define role boundaries and decision space
- Outline the evaluation process

Step Two: Record Observations

Encourage councilmembers to have a file for comments and observations regarding the manager's performance, so that at the end of the year they have positive and negative feedback for the entire year, instead of just for the past month.

Step Three: Process Agreement

The mayor and council (in conjunction with the manager) develop a process and agree on the steps for the evaluation.

Step Four: Homework

The councilmembers complete their evaluations and return them to the mayor, who

compiles the results and focuses key issues for discussion. The mayor should also contact individual councilmembers at this time to clarify the meaning of specific comments. This is also the time to "test" the issues in a preliminary evaluation session.

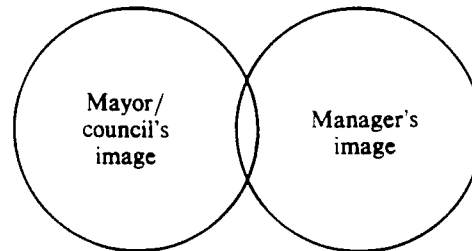
Step Five: Evaluation Session

During this phase of the process, the mayor and council meet with the manager to discuss:

- Performance appraisal
- Performance objectives
- Performance plans

More than one session may be necessary to adequately address all the issues.

Both the mayor/council team and the local manager may enter the session with different perceptions of what took place during the evaluation period. Since that is the case, even though they have had similar experiences, each will put his or her interpretation into the events.



Step Six: Manager Response

The local manager prepares "My Action Plan" (MAP) for the next year. This plan responds to the council's comments and suggested goals for the next year. It also provides a written document for future evaluation.

The performance evaluation is an opportunity for the mayor, council, and local manager to focus on and discuss various aspects of work performance. The evaluation process helps to open the eyes of the manager and the council and lays a foundation for the future. It should be kept as simple as possible while still meeting the needs of the local government organization. **PM**

LAYING THE GROUNDWORK FOR EVALUATION

Linda Hopper

The scene is an all too familiar one: a bright and energetic manager is fired with little notice from the council. Both sides are embarrassed, and they should be. It didn't have to happen. If both the manager and the councilmembers had followed a common procedure, the firing might have been avoided. If the manager and councilmembers had met periodically to discuss the manager's performance, the councilmembers' expectations, and how each side defines success, they might have found an alternative to termination.

When most people interview for a job they are careful to find out the key requirements of the position, the benefits and compensation, and relevant information about staff relations. Local government managers are sure to ask about the political climate, the special needs of the area, and its financial condition. Interviewers are seldom asked to provide critical information that affects a person's success on the job, however, and the answers may not be ascertained until the manager learns that he or she has been fired. Most people unfortunately never ask:

- What criteria will be used to evaluate my success?
- How will these criteria be selected?
- How often will the criteria be updated?
- What measures will be used to determine success?
- How often will I be evaluated?
- Who will conduct the evaluation, and what process will be used?

Without this information, managers are vulnerable to the whims of individuals who may use unfair or unethical means to evaluate performance. In addition, without answers to these vital questions, managers often work in a vacuum where they don't know something is amiss until it is too late to take corrective action.

Linda Hopper is director of ICMA's Training Institute, Washington, D.C.

Why does this happen? Why do managers and councilmembers allow this situation to exist? First, some managers and councils simply aren't in the habit of taking time out to review performance. If things are going well, we normally just assume that everyone understands the current situation. After all, why rock the boat? Second, if things aren't going well, we often deal with conflict by ignoring it and hoping it will resolve itself. When it doesn't, we confront, sometimes in anger and frustration. Third, some people are embarrassed and threatened by the process of evaluation, may view it as a critical process, and tend to shy away from giving news that might not be well received.

Mac D. Manning reported the status of the governing body's evaluation of the city manager in his national survey and research project for the Hugo Wall Center for Urban Studies at Wichita State University.¹ Manning's research indicates the following:

- 65.5 percent of the respondents conduct an annual formal evaluation.
- 12.7 percent of the respondents who conduct evaluations are reviewed every six months.
- 95.2 percent of the respondents indicated that the governing body conducts the evaluation.
- 65.5 percent of the respondents complete a specifically designed form to evaluate the manager, and 76.1 percent of those use the form during the review process.
- 83 percent of the respondents indicated that the evaluation process was initiated by the manager (16.4 percent indicated that the governing body initiated).
- 51.4 percent of the respondents had employment contracts, and only 33.6 percent required an annual evaluation.

¹ The discussion is based upon an unpublished applied research project conducted by Mac D. Manning, Jr. for the Hugo Wall Center for Urban Studies at Wichita State University, May 1986. Dr. Sam J. Yeager, faculty advisor. A total of 386 cities or 48.25 percent of the sample responded to Mr. Manning's survey. Mr. Manning is the city administrator for Valley Center, Kansas.

- 56.3 percent reported that the city's goal-setting mechanism was a part of the evaluation process of the manager.

The respondents to Manning's survey reported that the following performance areas were used in their evaluations:

	Percentage of Evaluations
• Supervision	72.2
• Personnel	60.0
• Department performance	52.2
• Leadership	76.3
• Fiscal management	77.1
• Council relations	75.9
• Council communication	71.0
• Execution of policy	71.4
• Program development	58.0
• Decision making	66.1
• Goal achievement	64.5
• Citizen relations	72.2
• Media relations	56.7
• Intergovernmental relations	57.6

Manning also found that a manager is far more likely to be evaluated if the employment contract specifically required a formal review. Of those managers who have a contract but no evaluation clause, only 50 percent are evaluated; only 47.4 percent of managers without contracts receive an annual review. Clearly, the presence of a contractual agreement makes it far more likely that the manager will be given structured feedback by the council.

Manning recommends that the manager and the governing body develop the following items before initiating a formal evaluation process:

1. An accurate job description for the manager
2. An organizational mission statement for the governing body
3. A goal-setting process that is integrated with the mission statement and the operating budget
4. A work plan that guides the implementation of the goals and provides a way to measure accomplishments
5. A method to submit an annual report to the governing body so that progress toward goals is documented

The situation obviously has improved over the years, but a large percentage of managers are not receiving the kind of structured feedback they need to develop the best working relationship with their council. We need a new way to look at the topic of performance evaluation so that councilmembers and man-

agers can exercise their responsibility to each other and the public. It is, after all, the public that suffers when a manager is terminated. The city, county, or municipality is most directly affected when a manager is fired. Evaluation is not a frill. Performance evaluation is what professionals do to ensure that they are performing professionally.

The Center for Creative Leadership lists 10 reasons why executives fail:²

1. Specific performance problems with business
2. Insensitivity to others: an abrasive, intimidating, bullying style
3. Cold, aloof, arrogant
4. Betrayal of trust
5. Overmanaging—failing to delegate or build a team
6. Overly ambitious—thinking of the next job, playing politics
7. Failing to staff effectively
8. Unable to think strategically
9. Unable to adapt to a boss with a different style
10. Overdependent on an advocate or mentor

Note that the number one reason for failure is specific performance problems; of the 10 listed, 3 flaws relate to communication and 3 deal with management or delegation failures. All of these "failures" can be avoided if people define expectations, establish realistic performance measures, and regularly discuss performance in an atmosphere of trust.

“If things are going well, we normally just assume that everyone understands the current situation.”

What can managers and councilmembers do to establish and foster a performance evaluation system if one is not in place? Here are some suggestions.

- Work out performance indicators together. Define what it takes to be successful in the job. Determine how success can be and should be measured.
- Make sure that performance indicators are realistic and within the control of the manager. Evaluate only those things that are relevant to the job and avoid evaluating nebulous and hard-to-measure factors.

² McCall, Morgan W., and Michael M. Lombardo, *Off the Track: Why and How Successful Executives Get Derailed*, Technical Report Number 21, January 1983, Center for Creative Leadership, Greensboro, North Carolina, page 6.

- Establish at least two times a year when the council provides structured feedback to the manager with opportunity for the manager to respond.
- Make a commitment to open and honest communication so that conflict can be dealt with as it occurs. Resist the natural "flight" impulse and deal with disagreements as they occur.
- Never "stockpile" grievances and dump them all at once. Discuss issues as they arise.
- Separate the person from the problem. Know what is caused by internal and external factors.
- Define timeframes for corrective action to ensure that the process is fair and just.
- Continue to meet informally to discuss performance and expectations. Continuous feedback improves communication and helps to avoid misunderstandings.

“If things aren't going well, we often deal with conflict by ignoring it and hoping it will resolve itself.”

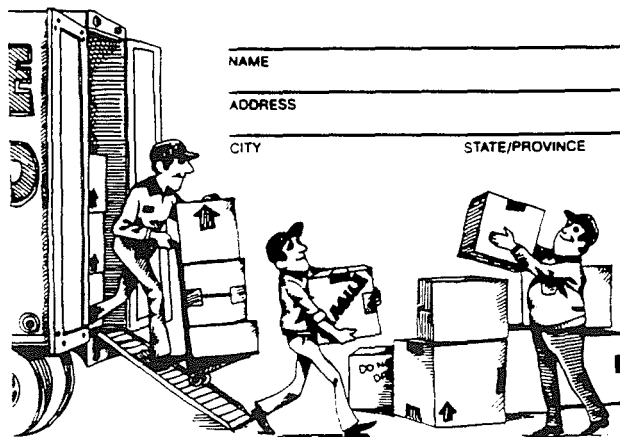
The manager has the responsibility to document his or her own performance and to provide the council with periodic updates. Although some people believe it is wrong to promote themselves, it is impossible for councilmembers to know what you have done and how well you have done it if you do not tell them.

Establishing a formal annual review requires that the manager and councilmembers first agree on its importance. Next, the man-

ager and council must agree on the criteria that will be evaluated, how the criteria will be measured, and who will conduct the evaluation. Keep in mind that the qualitative aspects of the review, not the quantitative elements, are the most important. Managers should be careful not to tie themselves to overly empirical systems that equate bean-counting to effective management of complex systems. The evaluation process, ideally, is a way to establish more effective and open communication. A good system thus is reciprocal, with all involved discussing how they help or hinder each other's performance. If the evaluation process makes you feel manipulated or controlled, it's time to revisit what you're doing. At the end of the review, you should feel that you know more about what you're doing right as well as those areas that you need to improve. You should feel a greater sense of understanding of your evaluators' expectations and goals. And you should have a clear picture of your goals and priorities for the next rating period.

Professional development requires regular and systematic feedback. Managers who don't receive a regular review are missing an opportunity to learn more about themselves and their councilmembers' expectations. Finally, an annual review coupled with a good employment contract form the basis of a package that enhances the professionalism of our field. Managers deserve the same executive treatment other CEOs and CAOs experience. Performance evaluation is only one way to improve the daily council-manager relationship, but it is a mechanism that deserves attention from the almost 40 percent who are not exploring it as an option. **PM**

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COMMENTARY: Manager Evaluation

Cumberland, Maryland

The process of city manager performance by the elected officials of a municipality is one of the most vital yet least understood interrelationships between appointed and elected officials.

The annual, formal review of manager/CAO performance must be part of an ongoing dialogue between employer and employee, tied to compensation, be conducted in strict confidence, and follow some guidelines as to expected goals and objectives.

In the case of my previous managerial experience in Connecticut, the board of selectmen annually sat down among themselves and, following a written outline, rated my previous 12 months' performance and developed a new list of goals and objectives. The only problem that arose was the confusion and lack of understanding of what merit-based pay and performance evaluations represented for the manager's position vis-à-vis the rank-and-file union employees. To their credit, the elected officials then met face to face with me to discuss the evaluation and their rationale and provided a written summary of their comments and recommendations for future evaluations and individual performance.

In my new position, my employment contract includes a stipulation that an annual performance review of the CAO be conducted by the mayor and city council. Again, it is understood that I will provide some guidelines and a format for the elected officials to utilize, and the results of said evaluation are tied to merit pay and the continuation of my employment agreement with the city.

I don't believe there is any one ideal evaluation process or set of guidelines. Those things should be discussed and agreed to jointly by the CAO and elected officials as to frequency of evaluation (at least every six months or annually), timing during the fiscal year, confidentiality, and precedent for application throughout the management hierarchy of the municipality. Both sides have to be-

lieve in the concept of performance evaluation, invest the time necessary to do it "right," and be committed enough that both negative and positive comments and feedback (the manager should be able to critique the council as an operating unit) will not hurt the effectiveness nor the routineness of the evaluations. **PM**

—Jay A. Gsell
City Administrator
Cumberland, Maryland

Saratoga, California

Two years ago I changed jobs. In Rolling Hills Estates, I had had a formal evaluation by the council for 12 years and found it to be a positive, helpful experience for the most part. Naturally I was interested in continuing with such an evaluation in my new city, Saratoga. What I tried to do and what has happened in the past two years has been interesting.

In addition to my personal experience, the city managers of Santa Clara County, including County Executive Sally Reed, spent a half-day session discussing the topic of evaluating the manager several months ago. Our conclusions were recorded by our group's president, Arne Croce, city manager of Los Altos.

My personal experience revolved around two issues—the appropriateness of the evaluation document being used and the participation level of the manager during the actual evaluation session. I brought with me the form used in Rolling Hills Estates and offered it for use for my first annual evaluation in 1986. Council used it but didn't think it was so hot, while my previous council thought it was just fine. This year I redesigned the form, stealing ideas from other cities and from the discussions among our managers group. While the councilmembers like this one better, they still have problems relating to some of the categories. They unfortu-

nately haven't offered to come up with something better, even though that would be preferred. What they want to focus on are goals for accomplishment and how well I did accomplishing those. Process and public relations are just as important to almost all council people I have worked for, however. To overemphasize task orientation in evaluation is not good, and probably unworkable.

The 1986 evaluation session was done mostly without my participation. I was called in at the end, my performance was summarized, and a week or so later I got a letter from the mayor summarizing my evaluation. This year I pushed very hard to participate during the entire process, hearing the detailed comments of each member of the council rather than a summary by the mayor. Councilmembers reluctantly agreed to this approach but were worried how it would work, since not all the council saw eye to eye on the things we are doing or the way we are doing them. Conversely, my only bad evaluation experience had been during a two-year period in Rolling Hills Estates when the mayor had insisted on shutting me out of the process.

Not surprisingly, once the councilmembers got into their individual evaluations, which were shared with me and the others on the council, they felt very comfortable with the process. Afterward they agreed it was much better than what they had done in 1986. They felt all of us had a clear understanding of what my performance goals were going to be for the next year and how I planned to meet their expectations. **PM**

—Harry R. Peacock
City Manager
Saratoga, California

Massachusetts

Times change. And the way managers are evaluated also needs to change. This creates an important new responsibility for councils as well as managers themselves.

By analogy, try to think of a board of directors in the private sector evaluating a CEO. Without a doubt, the private-sector CEO would gain praise or blame for the firm's effectiveness in managing technology in manufacturing, banking, or corporate R&D functions.

ICMA members now face similar challenges and responsibilities. Managers and councils need to look at how their communities are dealing with various kinds of technologies. These include (among others):

- Computer-based systems
- Telecommunications
- Public works technologies
- Firefighting and law enforcement technologies

New technologies continue to emerge rapidly. Councils should expect their managers to stay on top of these new technologies on a continuous basis.

The management of technology needs to tie into other elements of local government administration. For example:

- Do you as manager encourage departments to take the initiative in searching out technologies to improve their own services? How does this get incorporated into the evaluation of departmental personnel?
- Do you as manager solicit and evaluate recommendations for implementing new technologies? And are these incorporated specifically into the government's long-term capital budget?
- Do you have a communitywide process for coordinating investment in technology in order to maximize its benefit to all?
- How do you manage the implementation of technology?
- Do you have an ongoing process for evaluating the implementation of technology?
- Do you keep current with contemporary technologies related to urban management?

The management of technology can be a vexing issue for local governments, large or small. Nevertheless, technology is a fact of life today whose impact on management and services in local government will continue to grow. The process of evaluation in which councils and managers share now needs to incorporate the increasingly important role of technology. **PM**

—Sheldon S. Cohen
Associate Director
Massachusetts Municipal
Association
Boston, Massachusetts

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Potential Professional Facilitators for Council Retreats

Prepared by the Association of Washington Cities
1997

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former city, county manager

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Organization Development Specialist
WSU-Spokane
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Fax: (509) 358-7900
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Rhonda Hilyer

Agreement Dynamics, Inc.
PO Box 33640
Seattle, WA 98133
(206) 546-8048
(Seattle, Redmond, Bellevue)

Marvin Himmel

1673 McKinley St
Eugene, OR 97402
(541) 686-1412
(Steilacoom, University Place, Kelso, Pasco, Chelan)

Jay Howell

1523 Thorndyke Avenue W
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Seattle, WA 98101
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(Shoreline, Blaine, Mountlake Terrace, Toppenish, trainer for AWC)

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Redmond, WA 98052
(425) 881-6336
(Redmond, Multnomah Health Dept, DOE Senior Management)

Art O'Neal

Art O'Neal & Associates
127 W. 17th Avenue
Olympia, WA 98501
(360) 943-1207
(Thurston County, Int'l Association of Fire Chiefs)

Organizational Resource Group

Kathleen Burgess/Patrick Mackin

6644 Arnesen Lane
Olympia, WA 98512
(360) 352-5104

Paradigm Management Solutions, Inc.

James T. Murphy
1191 S.W. Campus Drive, Ste. 192
Federal Way, WA 98023
(253)838-4122, Toll Free: (888)838-4122
Fax (253) 838-4223 E-mail: pmsi@paradigmmgmt.com

Services are listed on Web site: <http://www.paradigmmgmt.com>

Michael Pendleton

34225 Bridgeview NE
Kingston, WA 98346
(253) 638-1179
(Mercer Island, Olympia, Bothell, Federal Way)

Christopher J. Roach

966 NW Sequoia
Corvallis, OR 97330
(503) 754-5521
(Ellensburg, Ellensburg Chamber of Commerce)

Joyce Stewart

HCR 670
Chelan, WA 98816
(509) 682-2267
FAX: (509) 664-9005
(Leavenworth, East Wenatchee, Dayton, U.S. Forest Service)
former mayor and city administrator

Lyle Sumek

1250 South Highway 17-92, Suite 140
Longwood, FL 82750
(407) 660-6600

Nancy Truitt-Pierce

The Washington Firm
2 Nickerson Street, Courtyard Suite
Seattle, WA 98109
(206) 284-4800
(Bothell, Mill Creek, Burien, Snohomish County)

Deborah Waters

Waters Consulting
2430 Stargroom Road
Bellingham, WA 98226
(360) 671-7486
(Bellingham)

Irv York

P.O. Box 298
Anacortes, WA 98221
(206) 293-5845
(Anacortes)

December 26, 1996

Dan Bartlett, City Manager
City of Milwaukie
10722 SE Main Street
Milwaukie, OR 97222



Dear Dan:

Thank you for sending me a copy of the evaluation materials used by your City Council to perform your review. When I requested your form, I promised to send you a copy of the new form adopted in Tigard.

Unfortunately, after I gathered eight different forms, some Council members balked at the idea of using any form at all. Instead, my review was limited to discussion of three questions:

1. What are the things that I accomplished in the past year?
2. What did I want to accomplish in the past year, but either didn't or couldn't?
3. What issues need to be addressed in the coming year?

Based upon the self-assessment, we had a good discussion and developed some goals for the next year.

I apologize for not reporting my progress earlier.

Best wishes to you for a happy and joyous New Year!

Sincerely,

A handwritten signature in cursive script that reads "Bill".

William A. Monahan
City Manager

WAM\jh

i:\adm\bill\122696-2.doc

CITY OF TEMPLE TERRACE

CITY MANAGER EVALUATION

Purpose of Performance Evaluation

While a performance evaluation is meant to critique the City Manager's performance and what has been accomplished during a given period of time, it is also a communications tool and a learning process whereby the Mayor and City Council and the City Manager can learn more about each other's expectations and where strengths and weaknesses exist in the relationship. Annual evaluations should identify any major differences in direction, miscommunication, or problems before they become critical to the operations of the City of Temple Terrace.

Form/Format

There are no perfect evaluation forms or processes and many systems and approaches are used. A performance evaluation should be a thoughtful, effective, sensitive, and positive process.

This evaluation form consists of seven categories totaling 35 questions related to the City Manager's performance. Each question should receive a numerical score from 1 to 5, with a 1 being weak and a 5 being strong. A comment section is included after each category.

Upon completion, the evaluation should be forwarded to the Mayor for compilation and review with the City Manager.

Relationship With Mayor and City Council

- 1. Maintains effective communications, verbal and written, to keep Councilmembers informed of items and events they want and need to be aware of to effectively represent the City.
- 2. Provides information to all Councilmembers on an equal basis.
- 3. Maintains personal availability to Councilmembers.
- 4. Maintains reporting system to Councilmembers of the administration's and staff's current and planned activities.
- 5. Plans, organizes, and presents materials for consideration in a clear, comprehensive, and timely manner to enable Councilmembers to make sound decisions.
- 6. Effectively communicates with Councilmembers about their concerns and delegates, or follows through, to see that City departments implement appropriate actions.

Comments: _____

Relationship With Employees

- 1. Maintains positive employee-employer relations and guides people so they work toward common objectives.
- 2. Effectively selects, trains, and organizes employees.
- 3. Addresses personnel problems and takes appropriate action when warranted.
- 4. Maintains an atmosphere in which employees enjoy working for the City.

Comments: _____

Public Relations

1. Ensures that City employees who have public contact demonstrate a perception, attitude, and feeling of helpfulness, courtesy, and sensitivity.
2. Maintains to the public a City image that represents service, vitality, and professionalism.
3. Effectively handles citizen disputes or complaints.
4. Maintains sufficient visibility, identity, and availability in the community.
5. Effectively represents the City Council's positions and policies giving sufficient credit to Councilmembers and assisting in promoting Councilmembers' visibility in the community.

Comments: _____

Financial Management

_____ 1. Plans, organizes, prepares, and presents the annual budget with adequate documentation and support information to enable Councilmembers to make informed fiscal policy decisions.

_____ 2. Controls costs by economically using manpower, materials, and equipment.

_____ 3. Provides a system of reports to Councilmembers with sufficient information on the City's current financial status.

_____ 4. Plans, organizes, and administers the adopted budget within approved revenues and expenditures.

Comments: _____

Intergovernmental Relations

 1. Positively and effectively represents the City and its interests with other governmental jurisdictions or agencies.

 2. Maintains effective communications and relationships with other governmental jurisdictions.

 3. Keeps Councilmembers advised of new and pending legislation and development.

Comments: _____

Personal Characteristics

_____ 1. IMAGINATION: Does the Manager show initiative, creativity in dealing with issues or problems and create effective solutions?

_____ 2. OBJECTIVITY: Is the Manager open to City Council's new ideas and suggestions for change with a rational, impersonal viewpoint based on facts and qualified opinions?

_____ 3. DRIVE: Is the Manager energetic and willing to spend the time necessary to do a good job and get the job done?

_____ 4. DECISIVENESS: Is the Manager able to reach timely decisions and initiate action without being compulsive?

_____ 5. ATTITUDE: Is the Manager enthusiastic, cooperative, interested, and flexible when it comes to performing duties?

_____ 6. FIRMNESS: Does the Manager have courage of convictions, being firm when convinced but not stubborn?

_____ 7. COMMUNICATIONS: Does the Manager exhibit the proper skills to be easy to talk to; listen to what is being said; respond in a thoughtful, clear, and pointed manner?

Comments: _____

Organizational Management
Program Development and Follow-Through

1. Plans and organizes on-going service delivery systems to assure efficient and effective services to citizens.
2. Plans, organizes, and follows through on work assigned by the City Council so that it is completed with dispatch and efficiency.
3. Plans and organizes work involved in researching City Council's program suggestions and reporting the results of the analyses.
4. Maintains knowledge of current and innovative trends, technologies, and systems provided by local government and incorporates that knowledge into program research and recommendations.
5. Plans and organizes responses to public requests and complaints or areas of concern that are brought to the Manager's attention.
6. Anticipates and recognizes future needs and problems and plans accordingly.
7. Plans and organizes for maximum utilization and maintenance of City-owned facilities and equipment.

Comments: _____

