City of Madison

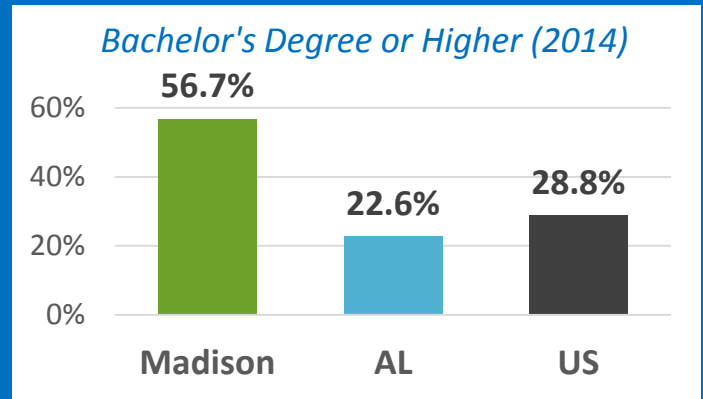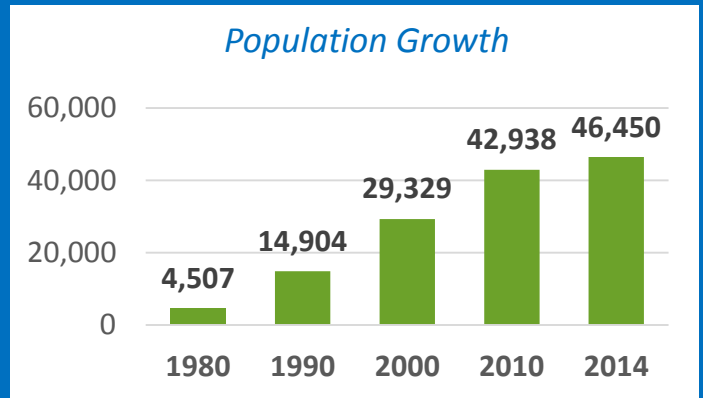## Madison Governance Committee
Madison 2025

There is no more critical question in a democracy, than the fundamental issue of how citizens choose to govern themselves...

- Senator Tom Butler

Our City

- **Prior to 1988:** Commission—Mayor

- **1988 to Present:** Mayor—Council

- **Tremendous growth** over the past 30+ years

- **Highly educated** citizens expect excellence (why most move to Madison)

- Current growth trends **expected to continue**, but **limited by bordering city-limits**

- **Significant pressure on public services** due to growth (Madison and other municipalities)

- **Heavily reliant on sales tax** to provide quality of life and community services

- **Continuous turnover of elected leaders** with each election cycle (7 election cycles = 31 different Council Members & 8 Mayors w/ 1 or 2 terms)

Population Growth

Year	Population
1980	4,507
1990	14,904
2000	29,329
2010	42,938
2014	46,450

Bachelor's Degree or Higher (2014)

	Percent
Madison	56.7%
AL	22.6%
US	28.8%

Madison relies on its elected leaders for continued prosperity, with complete dependence on their individual skills, experience, and knowledge for the future success of the City.

Problem Statement

As the City of Madison has experienced tremendous growth, accompanied with routine changes in leadership and direction with every election cycle, **Madison's future demands the optimal form of municipal government to benefit the citizens and allow the City to be best positioned for continued development and growth to ensure our viability and sustainability through 2025 and beyond**.

…Just as Madison demands excellence with high-performing schools, we should expect the same from our City government.

City Administration Task Force

Chair:

John Allen

Members:

Tom Butler

Bob Drolet

Bob Lott

Kris McBride

Cynthia McCollum

Al Sullivan

Taron Thorpe

Sally Warden

Ray White

Mary Lynne Wright

Our Charter:

- **Established by Madison City Council on 10 Aug 15**
- **In Scope:**
  - Conduct research in good faith, relying on each member's experience, knowledge, and understanding to arrive at a recommendation for the City Council
  - Research and evaluate Mayor—Council and City Manager—Mayor—Council forms of government
  - Report results to the City Council
- **Out of Scope:**
  - Influencing public opinion with its findings
  - How to best implement recommendations

- *Accomplished leaders w/ small, medium and large organization experience*
- *Four former elected/appointed officials (three w/ Madison City)*
- *None have served as a City Mayor, City Manager, or City Administrator*

Methodology & Approach

Madison City Council directed a seven-week study to be completed by 10 Oct 2015

Over 500 man-hours during the seven-week course of evaluation:

- **Researched various communities & met with leaders:**
  - **Anniston:** City Manager—Mayor—Council
  - **Auburn:** City Manager—Mayor—Council (Doug Watson, PhD)
  - **Daphne:** Mayor—Council
  - **Decatur:** Mayor—Council
  - **Fairhope:** Mayor—Council
  - **Hoover:** Mayor/City Administrator—Council
  - **Mountain Brook:** City Manager—Mayor—Council
  - **Vestavia Hills:** City Manager—Mayor—Council
  - **AL League of Municipalities:** Former Executive Director (Perry Roquemore)

- **Met with current & former Madison leaders:**
  - **Former Mayors:** Finley, Kirkindall, Wells
  - **Former Council Members:** Jacobson, Warden, McCollum, Curtis, Vannoy
  - **Economic Planning and Development:** Amy Sturdivant
  - **Former City Attorney:** Woody Sanderson
  - **Former City Administrator:** Taylor Edge
  - **Assistant School Superintendent:** Robby Parker

- **Cities that have gone to a City Manager Gov't are satisfied...**

- **Cities that have hired a City Administrator are satisfied…**

- **Cities that stayed in a Council-Mayor form are satisfied...**

Everyone interviewed offered that the form of government is not the key, but the willingness of the individuals to work together as the important point.

Presented findings at public forum every Wednesday, 4-6 PM

Researched various articles, books, and concepts on municipal city management and collaborated on findings

Forms of City Government Studied

Mayor—Council

- **Per State statute, Mayor is elected separately from Council w/ significant administrative and budgetary authority**
- **Mayoral powers vary, but generally serves as head of the executive branch:**
  - Performs many of the same functions as a CEO of a private organization
  - Oversees the day-to-day operations and municipal employees
  - Pays the bills and executes municipal contracts
  - Leads and participates in all community requirements, both internal and external to the City
- **The second most common form of government**
  - 34% of cities surveyed by International City/County Management Association (ICMA)
  - Found mostly in older, larger cities, or in very small cities, popular in the Mid-Atlantic and Midwest

Mayor/City Administrator—Council

- **Same characteristics as Mayor—Council except City Administrator appointed to support Mayor and oversee general administration of the daily operations**
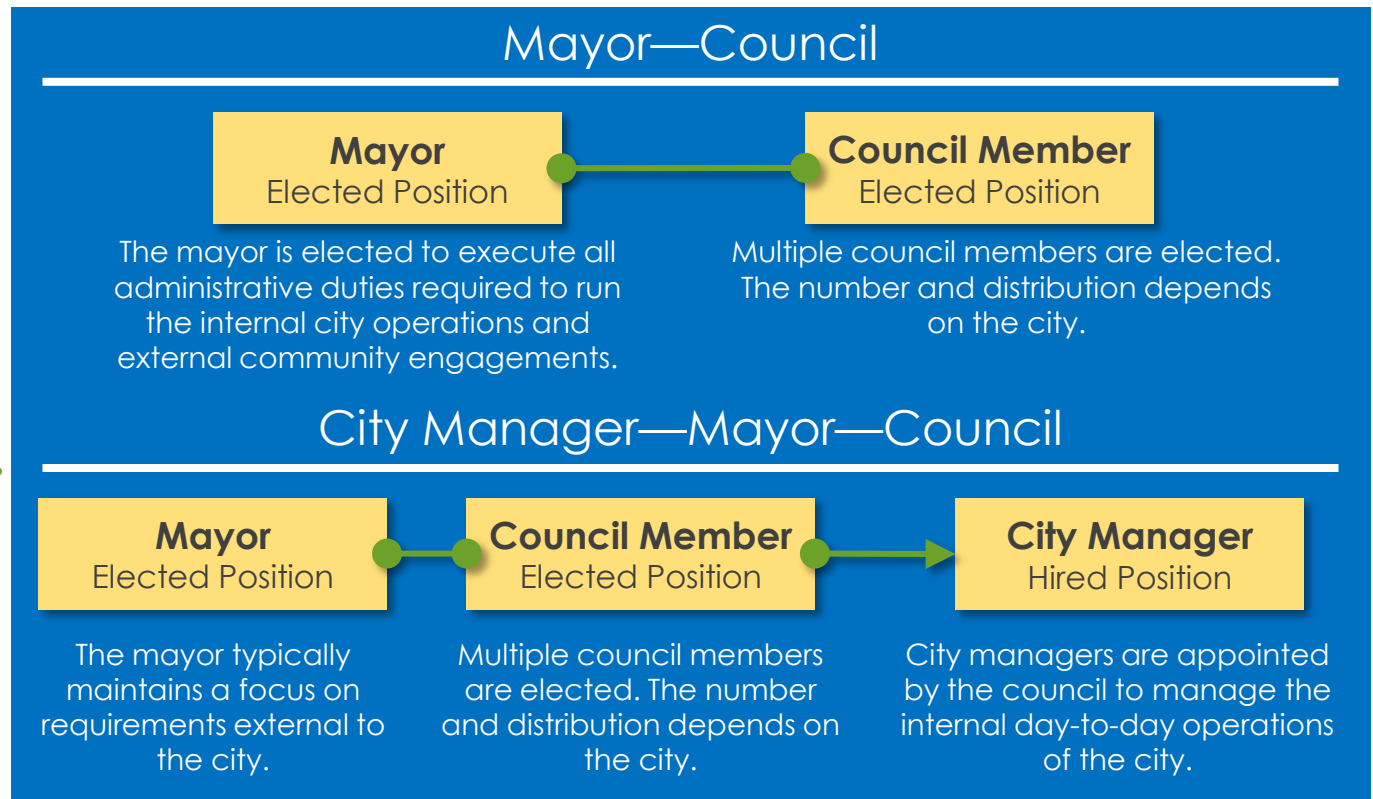- **Does not set policy or budget requirements**

City Manager—Mayor—Council

- **City Manager is appointed by the Council as the administrative manager of the City, referred to as the chief executive officer (CEO) or chief administrative officer (CAO)**
- **City Manager executes city administrative operations, Council oversees to ensure functionality**
- **City Manager plans and executes:**
  - Oversees the day-to-day operations, general administration and municipal employees
  - Sets the budget and pays the bills
  - Energies are focused on the internal operations of the city
- **Mayor's focus and energies are external to the City daily operations**
- **The most common form of government**
  - Grew from 48% usage in 1996 to 55% in 2006
  - Most popular in cities w/ pop. > 10,000; mainly Southeast and Pacific coast areas

Forms of City Government Studied (continued)

The City Council

- **In both cases, the Council is the legislative branch of the City…**
  - Manages finances and property of the city
  - Establishes policies, passes ordinances, sets tax levels
  - Determines types of municipal services
  - Authority over all legislative aspects of the municipal government

Essentially…

Mayor—Council

Mayor
Elected Position

Council Member
Elected Position

The mayor is elected to execute all administrative duties required to run the internal city operations and external community engagements.

Multiple council members are elected. The number and distribution depends on the city.

City Manager—Mayor—Council

Mayor
Elected Position

Council Member
Elected Position

City Manager
Hired Position

The mayor typically maintains a focus on requirements external to the city.

Multiple council members are elected. The number and distribution depends on the city.

City managers are appointed by the council to manage the internal day-to-day operations of the city.

Risk…a dysfunctional City Manager—Mayor—Council relationship can be changed by the Council, a dysfunctional Mayor—Council relationship must wait for the next four-year election cycle

Assessment Areas Defined

Continuity & Stability:

- **Ability to conduct comprehensive long-term planning**
- **Stability for decision-making to span numerous election cycles**
  - *Long-Range plan w/ sustained momentum to realize that vision*
  - *Continuity and sustained direction for Dept Heads and City Staff*
  - *Near-Term actions while staying true to the Long-Range plan*

Public Administration Experience/Expertise:

- **Experienced in managing municipal processes and handling daily administration**
- **Expertise in providing municipal services, operations and budgeting**

Day-to-Day Operations:

- **Accomplish the daily internal and external requirements of city administration**
  - *<u>Internal Focus:</u> guide and direct the daily City operations for efficient delivery of services*
  - *<u>External Focus:</u> serve as the face of the City at public events, business meetings, and all venues for representing the interests of the City and building relationships*

Supervisory Span of Control:

- **Ability to adequately lead, manage, direct and mentor Dept Heads and City Staff**
  - *Supervise an appropriate number of subordinates and operations (not overstretched)*
  - *Ensure professional growth/development guidance and support to subordinates*

Continuity & Stability

Public Admin

Day-to-Day Operations

Span of Control
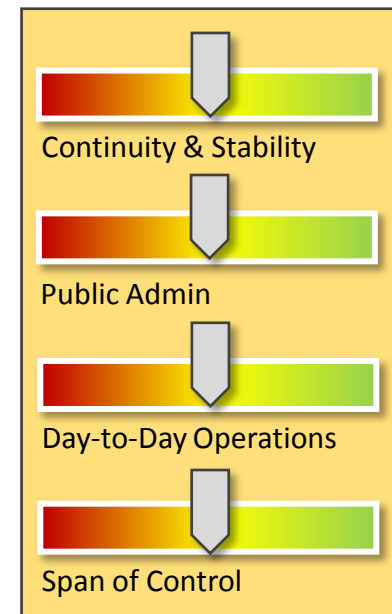
Mayor—Council

Key Points:

- **Mayor and Council Members elected by the citizens of Madison**
- **Mayor serves as CEO of Madison and is singularly responsible to:**
    - Formulate the budget and pass to the Council
    - Recommend policy to the Council
    - Oversee the day-to-day operations of the city
    - Appoint and remove Department Heads
    - Serve as the "Face of the City" within Madison community events
    - Serve as Madison's official representation and business, community, and planning meetings, events, and relationship building opportunities
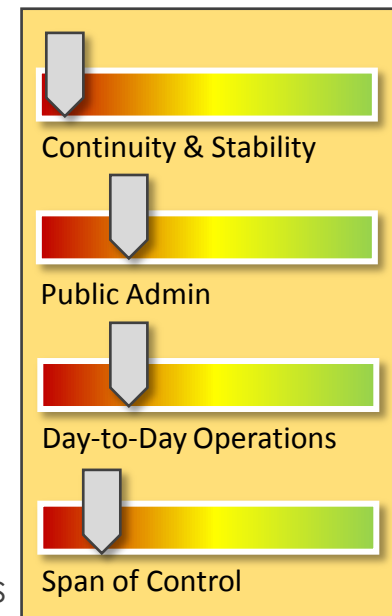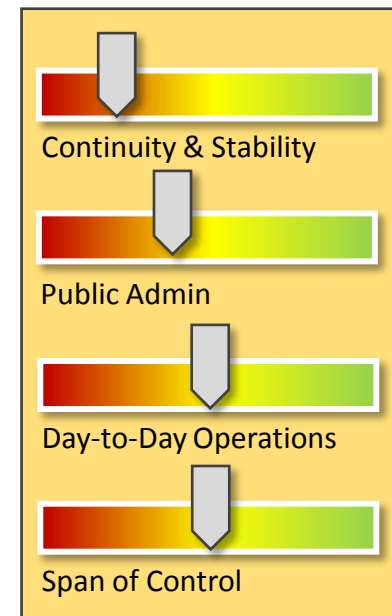
Considerations:

- **All officials are accountable to the citizens of Madison every election cycle and will seek office based on past accomplishments and future potential**
- **The Office of Mayor:**
    - Represents a potential vulnerability as single point of failure
    - Tremendous responsibility vested in one person, but equally impactful with a cooperative or non-cooperative City Council
    - May or may not focus on mundane daily operations
    - May or may not have skill sets to manage a growing City
- **Elected officials may or may not focus on elections, resulting in focus being placed on near term progress over longer term strategies for the City**

Continuity & Stability

Public Admin

Day-to-Day Operations

Span of Control

Mayor/City Administrator—Council

Key Points:

- **The employment of a City Administrator is accomplished under the Mayor—Council form of Government**

- **Mayor role in this form of Government is same as Mayor—Council, except for the select duties delegated from Mayor to Administrator**

- **City Administrator:**

    - Appointed by the Mayor, approved by the Council

    - City Administrator answers directly to the Mayor in the execution of his/her daily duties and responsibilities
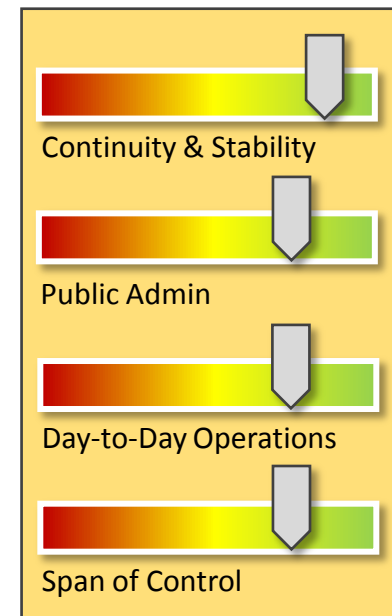
Considerations:

- **City Administrator is not accountable to the voters, but the Mayor is**

- **Role and specific responsibilities vary based on intent of each Mayor**

- **City Administrator does not necessarily provide long-term continuity**

    - Temporary delegation of select duties; not division of labor

    - Serves at the pleasure of each Mayor

    - Duties and implementation can vary greatly between each Mayor and may be modified throughout the administration

- **Mayor's selection of a professionally trained City Administrator brings short-term expert skills in public administration to the city for areas delegated by Mayor**

Continuity & Stability

Public Admin

Day-to-Day Operations

Span of Control

City Manager—Mayor—Council

Key Points:

- **City Council is responsible for the hiring and firing of the City Manager**
- **City Manager is typically responsible to:**
  - Provide expertise in management and delivery of public services
  - Perform as a professional and expert in budgeting and money management
  - Oversee the day-to-day operations of the city
  - Appoint and remove Department Heads
- **Mayor is typically responsible to:**
  - Serve as the "Face of the City" for community events
  - Serve as official representative at business, community, and planning meetings, events, and relationship building opportunities

Considerations:

- **Provides division of labor and ability for City Manager and Mayor each to focus internally and externally, respectively**
- **Council's selection of a professionally trained City Manager brings long-term expert skills in public administration to the city**
- **City Manager:**
  - Not accountable to the voters, but City Council is (job is to administer, not govern)
  - Focused on effective and efficient delivery of public services
  - Not vulnerable to political process or election cycle, takes politics out of city admin
  - Accountable to the City Council, reducing gridlock and conflict

Continuity & Stability

Public Admin

Day-to-Day Operations

Span of Control

Assessment for Madison City Government

Recommendation

It is the considered opinion and recommendation of the Madison Governance Committee that City Manager—Mayor—Council form of municipal Government is best for our community.

- The City of Madison will benefit significantly from **continuity in City Government** necessary for a rapidly growing and vibrant city

- The City of Madison will benefit from an organizational structure that can **simultaneously lead and manage the current and future** direction of the City and the City Departments

- The City of Madison will benefit from appropriate **experience and expertise** to properly administer and execute public services

- The City of Madison will benefit from sustained leadership and the ability to manage both **near term growth and long range planning**

- Provides a team to manage **both internal & external** requirements

The City of Madison can move from "good to great" with a professional team, leading and managing the City, capable of engaging on local and regional concerns from a position of knowledge and strength.

Why we need Continuity, Division of Labor and Expertise in our Madison Government

- **To ensure future "Smart Growth" for the City of Madison:**
  - **Approximately 1,000 remaining buildable acres**
  - **Need a sustained look beyond the near-term effects & accomplishments**
  - **Future planned growth to the west of Madison and all Key Development Areas defined by the 2012 Madison Growth Plan must be considered**

- **To be a member of a "Team-of-Teams" for positive synergy & collaboration:**
  - **Partnerships increasingly become more important to ensure our viability and sustainability through 2025 and beyond**
    - *Municipal Partners*
    - *Corporate Partners*
    - *Education Partners*
    - *Civic Organization Partners*
  - **Key parties and leadership within the City of Madison, surrounding communities and beyond**

"It is not often that a man can make opportunities….but he can put himself in such shape that when or if the opportunities come he is ready."

- Theodore Roosevelt

Final Thoughts

- **All three options afforded to municipalities in the State of Alabama are completely feasible and legal**

- **The success or failure of implementing any option rests heavily on our community leadership and informed citizenry engagement in the future of our city**

It is our hope and desire to provide some insight, information, and analysis to the City Council of the City of Madison and elevate the public discussion of our City Government to a level of civic discourse worthy of a free people.

- Chairman John Allen

Madison Governance Committee