

MINUTES OF THE REGULAR MEETING OF THE NAPLES CITY COUNCIL HELD IN THE COUNCIL CHAMBERS,
NAPLES FLORIDA, ON WEDNESDAY, JUNE 18, 1980, AT 9:12 A.M.

Present: R. B. Anderson
Mayor

Harry Rothchild
Randolph I. Thornton
Edward A. Twerdahl
Kenneth A. Wood
Councilmen

Absent: C. C. Holland
Wade H. Schroeder
Councilmen

Also present: George M. Patterson, City Manager
David W. Rynders (left 10:15 a.m.)
Roger Barry, Community Development Director
Edward C. Smith, Assistant to the City Manager
Franklin Jones, Finance Director
John McCord, City Engineer

Reverend William Spink
Harold Yegge
Clayton Bigg
J. E. Weghorst
Charles Andrews
Sam Aronoff
Rick Barber
Colette Dyches
Mr. & Mrs. Richard Grant
Ethel Steinman
Fred Allen
Judith Chirgwin
Steve Briggs
Mr. & Mrs. Howard Nusbaum
Standish Wellings
Lyle Richardson
Scott Foster

News Media: Ed Warner, TV-9
David Henry, Miami Herald
Rick O'Reilly, WRGI
James Moses, Naples Daily News
Frank Rinella, Fort Myers News Press
Paul Stanford, TV-9

Other interested citizens and visitors

Mayor Anderson called the meeting to order at 9:12 a.m.; whereupon Reverend William Spink of the Covenant Presbyterian Church delivered the Invocation, followed by the Pledge of Allegiance to the Flag.

AGENDA ITEM 3. APPROVAL OF MINUTES

Mayor Anderson called Council's attention to the minutes of the Regular Meeting of June 4, 1980; whereupon Mr. Wood moved approval of the minutes as presented, seconded by Mr. Twerdahl and carried by consensus.

AGENDA ITEM 4. Community Development Department/Naples Planning Advisory Board:

AGENDA ITEM 4-a. PUBLIC HEARING and recommendation of Naples Planning Advisory Board to approve a request for vacation of a utility easement on a portion of the Big Cypress Golf and Country Club property, to facilitate construction of Moorings Park Retirement Center located on the East side of Goodlette Road, north of Burning Tree Drive. Petitioner: Big Cypress Golf and Country Club, Inc.

Mayor Anderson opened the Public Hearing at 9:15 a.m.; whereupon Fred Allen representing the petitioner, spoke in support of the petition. There being no one else to speak for or against, the Mayor closed the Public Hearing at 9:19 a.m.; whereupon Mr. Thornton moved to accept the recommendation of the Planning Advisory Board and the City Attorney to approve this request but to withhold further action until a resolution is prepared after petitioner has complied with the various conditions noted, seconded by Mr. Wood and carried on roll call vote, 5-0.

AGENDA ITEM 4-b. Naples Planning Advisory Board recommendation to approve a 5 foot fence, with landscaping, for Special Exception Petition No. 79-14 - Request for 6 foot high fence in front yard setback area located at 112 Tenth Ave. South. Petitioner: Judith S. Chirgwin.

City Attorney Rynders read the below titled resolution by title for consideration by Council.

A RESOLUTION GRANTING A SPECIAL EXCEPTION TO CONSTRUCT A SIX (6) FOOT HIGH FENCE IN THE REQUIRED FRONT YARD AT 112 TENTH AVENUE SOUTH, NAPLES, MORE PARTICULARLY DESCRIBED HEREIN, SUBJECT TO THE CONDITION SET FORTH HEREIN; AND PROVIDING AN EFFECTIVE DATE.

Mayor Anderson opened the Public Hearing at 9:21 a.m.; whereupon Judith Chirgwin, petitioner, addressed Council in support of her petition. Steve Briggs, vice-president of the Old Naples Association, and Howard Nusbaum spoke against the petition. Harold Yegge, Chairman of the Planning Advisory Board, noted the Board's approval of a five foot fence rather than the requested six foot high fence. Standish Wellings spoke in support of the petition. There being no one else to speak for or against, the Mayor closed the Public Hearing at 10:00 a.m. Mr. Wood moved that action on this item be postponed, seconded by Mr. Thornton. Mr. Rothchild and Mr. Twerdahl indicated their feeling that the whole beach area near the pier needed a special study. Mr. Thornton suggested amending the motion to "postpone action and refer the matter back to the Planning Advisory Board for their consideration in conjunction with considering the homes in the beach/pier area and their special need for fences higher than allowed in the present Code". Mr. Wood accepted the amendment which was then re-seconded by Mr. Thornton and carried on roll call vote, 5-0.

AGENDA ITEM 4-c. Annual Review and Status Report on Comprehensive Plan by Planning Advisory Board.

Roger Barry, Community Development Director, noted the fact that neither the staff nor the Planning Advisory Board had any recommendations for changing or amending the Comprehensive Plan at this time. He noted the Status Report prepared by the staff, a copy of which is on file in the City Clerk's office. After a brief discussion by Council, it was the consensus to accept the recommendations of the staff and the Planning Advisory Board that no further action was necessary at this time.

Let the record show that City Attorney Rynders left the Council Chambers at 10:15 a.m.

AGENDA ITEM 5. PUBLIC HEARING: Second reading of ordinance.

An ordinance amending Section 8-2.2 and Section 8-2.3 of the Code of Ordinances of the City of Naples, Florida, relating to designation of floodplain areas and construction requirements in flood hazard areas; and providing an effective date. Purpose: To adopt a revised map designating floodplain areas and to amend present floodplain management regulations to comply therewith.

City Manager Patterson read the above captioned ordinance by title for Council's consideration on Second Reading; whereupon Mayor Anderson opened the Public Hearing at 10:22 a.m. There being no one to speak for or against, the Mayor closed the Public Hearing at 10:23 a.m.; whereupon Mr. Twerdahl moved adoption of Ordinance 3552 on Second Reading, seconded by Mr. Wood and carried on roll call vote, 5-0.

AGENDA ITEM 6. First reading of ordinance.

An ordinance authorizing the borrowing of \$80,000.00 from the First National Bank and Trust Company of Naples, to be used for the purpose of constructing a water main and extension of the city water system to provide water service to Water System Improvement Assessment District No. 1 (commonly known as the Avion Park Subdivision), in accordance with the provisions of the Charter of the City of Naples, and to be secured by the proceeds from special assessments made against property owners in said district; providing for the security and rights of said bank, its successors or assigns; authorizing the execution of a note as provided herein; and providing an effective date. Purpose: to authorize the borrowing of \$80,000.00 for construction of water improvements in the Avion Park Subdivision and to provide for payment thereof to be secured by the proceeds from special assessments. Requested by Finance Director.

City Manager Patterson read the above referenced ordinance by title for consideration by Council on First Reading; whereupon Mr. Twerdahl moved approval of this ordinance on First Reading, seconded by Mr. Rothchild and carried on roll call vote, 5-0.

AGENDA ITEM 7. Renewal of annual agreement with E. W. Siver & Associates, Inc., for insurance consulting services. Requested by Finance Director.

City Manager Patterson noted the hourly rates with a maximum fee of \$5,400.00. Mr. Rothchild pointed out that some of the information obtained from this firm at a fee in the past was information the City should have been able to obtain directly from the insurance company to which the City Manager responded that that was an unusual year and the City wanted an objective response. Mr. Rothchild stated that he had discussed the matter with Franklin Jones, Finance Director, and he was satisfied that Mr. Jones would keep it in mind. City Manager Patterson then read the below titled resolution by title for consideration by Council.

A RESOLUTION AUTHORIZING THE MAYOR AND CITY CLERK TO EXECUTE AN AGREEMENT BETWEEN THE CITY OF NAPLES AND E. W. SIVER & ASSOCIATES, INC., RELATING TO PROFESSIONAL RISK MANAGEMENT AND INSURANCE CONSULTANT SERVICES; AUTHORIZING THE CITY MANAGER TO ISSUE PURCHASE ORDERS IN ACCORDANCE THEREWITH; AND PROVIDING AN EFFECTIVE DATE.

Mr. Twerdahl moved adoption of Resolution 3553, seconded by Mr. Wood and carried on roll call vote, 5-0.

AGENDA ITEM 8. Ratification of contract between the City of Naples and the International Association of Fire Fighters, Local 2147. Requested by City Manager.

City Manager Patterson read the below captioned resolution by title for consideration by Council.

A RESOLUTION RATIFYING AND CONFIRMING THE CONTRACT BETWEEN THE CITY OF NAPLES AND INTERNATIONAL ASSOCIATION OF FIREFIGHTERS LOCAL 2174, DATED JUNE 10, 1980; AND PROVIDING AN EFFECTIVE DATE.

Mr. Wood moved adoption of Resolution 3554, seconded by Mr. Twerdahl and carried on roll call vote, 5-0.

AGENDA ITEM 9. A resolution appointing two members of the Fire Department to serve on the Board of Trustees of the City of Naples Firemen's Retirement Trust Fund; and providing an effective date. Pursuant to election.

City Manager Patterson read the above referenced resolution by title for Council's consideration appointing Wayne Martin and Kenneth Rodgers; whereupon Mr. Thornton moved adoption of Resolution 3555, seconded by Mr. Wood and carried on roll call vote, 5-0.

AGENDA ITEM 10. A resolution appointing two members of the Police Department to serve on the Board of Trustees of the City of Naples Police Officers' Retirement Trust Fund; and providing an effective date. Pursuant to election.

City Manager Patterson read the above titled resolution by title for consideration by Council appointing Larry Ward and Gene Brown; whereupon Mr. Thornton moved adoption of Resolution 3556, seconded by Mr. Wood and carried on roll call vote, 5-0.

Let the record show that Mayor Anderson recessed the meeting at 10:40 a.m. and reconvened it at 10:55 a.m. with the same members of Council present.

AGENDA ITEM 11. Request by J. E. Weghorst, 381 Ninth Avenue South, to appear before City Council to outline objections to public use of vacant lots at Fifth and Sixth Avenue South and the beach.

Mr. Weghorst addressed Council noting the use of the lots mentioned and others without the benefit of toilet facilities. He suggested that the City place some portable toilet facilities in the vicinity and possibly at other places where they were lacking to aid in the prevention of people abusing the property. Mayor Anderson referred the matter to the City Manager. Steve Briggs, vice-president of the Old Naples Association, read a letter to the editor from the Naples Daily News June 17, 1980 issue and Mr. Rothchild asked that it be made a part of the record (Attachment #1).

AGENDA ITEM 12. Purchasing:

AGENDA ITEM 12-a. Annual Bid - Safety Shoes

City Manager Patterson read the below referenced resolution by title for Council's consideration.

A RESOLUTION AWARDED BID FOR THE CITY'S ANNUAL REQUIREMENT FOR SAFETY SHOES; AUTHORIZING THE CITY MANAGER TO ISSUE A PURCHASE ORDER THEREFOR; AND PROVIDING AN EFFECTIVE DATE.

Mr. Wood moved adoption of Resolution 3557, seconded by Mr. Twerdahl and carried on roll call vote, 5-0.

NAPLES DAILY NEWS

6/12/80

Letter

Another Dismal

Sunday At Seagate

Editor, Naples Daily News:

Sunday June 8, 1980 — not much different from any other weekend here in the Seagate community. Just the usual heavy traffic heading toward the beach. They come in Jeeps, pickups, dune buggies, campers, sports cars and clunkers. Most of them squealing and burning rubber all the way.

By late afternoon on this Sunday, when their bellies couldn't hold any more foam, arguments broke out and someone called for police. Minutes later sirens blasted their way to the beach. There were about four county sheriff cars, one state trooper, one fire truck and one ambulance. With all this backup, I felt it safe to follow them down and see if our beach house was still intact.

The officers politely and professionally stopped the fight that had broken out and made the "visitors" pick up the mess they had made and asked them to leave the area. Most all of the trouble-makers appeared in no condition to walk so they drove away. I couldn't believe half a dozen officers put these specimens back on the streets to possibly endanger innocent people.

While I talked with the driver of the ambulance, one of the pickups loaded with "empties," squealed away from the scene and zig-zagged down Seagate Drive spilling most along the way.

Week after week these same groups and others congregate amongst their empty bottles, cans and human waste. The developer that permits this action does not provide bathroom facilities! This area should be for normal people too. In the past we have been harassed in many ways: Cussed at, threatened, hit by bottles, robbed, vandalized, hit, chased, sued and even had parts of our beach house ripped down and used for fire wood.

Naples is still a nice area to work and live in. I hope we can keep it that way.

D. Van Stockum



City of Naples

735 EIGHTH STREET, SOUTH - NAPLES, FLORIDA 33940

TO: HONORABLE MAYOR AND MEMBERS OF CITY COUNCIL

FROM: GEORGE M. PATTERSON, CITY MANAGER

SUBJECT: FIRE PUMPER, BID NO. 80-29

DATE: JUNE 13, 1980

At the May 21, 1980, City Council meeting, approval was granted to accept bids informally for a Class "A" Fire Pumper to replace the 1961 Dodge Pumper presently out of service. The Purchasing Division, in conjunction with the Fire Department, has contacted five (5) major manufactures of fire trucks and received bids from three (3) of these. The other two (2) did not have a suitable unit they could deliver in a relatively short period of time. After reviewing bids with the Purchasing Division and the Fire Department, our recommendation for award is to the second low bidder - Southern Municipal Fire Apparatus and Equipment Company of Macon, Georgia. Our reasons for this award are three-fold. First, we checked with the Golden Gate Fire Department who purchased a F.M.C. fire truck some years ago and they have informed us they did have a problem with the type of tank provided by the low bidder. The coating used on the inside of the tank to prevent rust came off and clogged the pump and discharge outlets. Although this might not happen to us, in our opinion if it happened once it could happen again. Second, the unit bid by second low bidder has a 10 year warranty on the tank as opposed to a 1 year tank warranty on low bidder's unit. The cost of replacing a tank of this size would definitely cost more than the \$1,739.00 difference in the two bids. Third, the second low bidder has exceeded the specifications in many cases, a list of the additional equipment provided is attached hereto. It would definitely be in the best interests of our operation to have these additional features.

Based on careful examination of proposals and specifications submitted, we feel it is in the best interests of the City to award this bid to Southern Municipal Fire Apparatus & Equipment Company. The total amount of this unit is \$64,859.00 with a delivery of 10 calendar days.

Honorable Mayor and Members of City Council

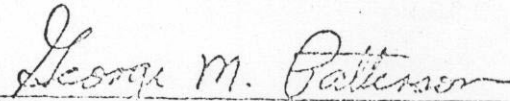
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June 13, 1980

Attached are brief outlines of the three (3) proposals submitted.

\$35,000.00 is budgeted in the 1979/80 Capital Improvement Program for this equipment. The additional \$29,859.00 will be appropriated from the unappropriated balance.

Respectfully submitted,



George M. Patterson,
City Manager

Attachments



collier county public schools

OFFICE OF THE SCHOOL BOARD
COLLIER COUNTY, FLORIDA

3710 Estey Avenue
Naples, Florida 33940
(813) 774-3460

RECEIVED JUN 11 1980

June 9, 1980

Honorable Roland B. Anderson
Mayor, City of Naples
735 - 8th. Street South
Naples, Florida 33940

Dear Mayor Anderson:

This is to acknowledge, with thanks, receipt of your May 22nd. letter expressing City Council's concern over fees charged to the PAL Football Program for use of school facilities. For the Council's review, the following is a breakdown of those items billed to PAL by the Collier County Public School System during the past season:

1. Transportation for fall	\$1,059.50
2. Custodial hours (146 hours)	1,314.00
3. Cafeteria Rentals	
(a) East Naples Middle School 12/13	25.00
(b) Tommy Barfield Elementary School 12/17	43.00
Total	<u>\$2,441.50</u>

Note: No charge for field use or lights.

In addition to the PAL charges, your letter mentioned extensive use of City facilities by the District's High School tennis, baseball and softball teams. We would like to respond to each of these items and, hopefully, clarify this matter. The Naples High School Tennis Team has, for years, utilized the Cambier Park tennis courts. The members of the team (most of whom are city residents) have paid the required fee for membership at the facility and have always been treated in a gracious fashion by Mr. Boys and the other members. I

June 9, 1980
Page two
Honorable Roland B. Anderson

am sure you are aware that we do have facilities on campus to accommodate the team. Regarding baseball and softball, the decided preference of our students is to play games on the City's excellent Fleischmann Park ball fields, being able to play in the cool of the evenings and also being able to attract spectators is obviously an attraction. We can, however, also accommodate these teams on our school facilities.

In order to place trade-offs in perspective, I am sure Council is aware that school facilities have been open to City residents for many years. Literally hundreds of city youth play soccer, baseball, basketball, and even football on our fields at Lake Park Elementary School, Gulfview Middle School, and Seagate Elementary School--all at no cost to the residents. In addition to the foregoing, the PAL teams have practiced on school property for many years without ever being charged.

We clearly realize that all our facilities, as well as those of the City, are owned by the same individuals, i.e., the taxpayers. We have tried to be fair to everyone regarding the use of these facilities, but when special fields, transportation, and meeting areas are required, we feel it only proper that we are reimbursed for those precious K-12 funds that were expended for activities outside the scope of our educational responsibilities.

We have always enjoyed great support for our educational program by City Council, and we sincerely hope that we can continue to count on your help and assistance.

Respectfully,
for the Board



Lamar Gable
Chairman

LG:hba

copy: Members of City Council
Members of School Board

MUNICIPAL LEADERSHIP ISSUES:

Current Trends and Implications

Carl H. Neu, Jr.
City Councilman; Lakewood, Colo.*
President, Neu and Company

Lyle J. Sumek
Associate Professor, Graduate
School of Public Affairs,
University of Colorado
President, Sumek Associates

Once upon a time, being a mayor, council member, or city official was prestigious, honorable and, in many cases, fun. Times are changing. Municipal government is becoming more complex and many forces, such as tax limitation movements, the expanding presence of federal and state agencies in local issues and priorities, rising citizen expectations, and the growth of professional management cadres in municipal government, are focusing sharp attention on the role and performance of city councils and city administrative staffs. The traditionally tranquil environment in which city governments operate is becoming tumultuous and the issues faced by city councils and staffs require teamwork, quality leadership performance, and a reexamination of roles and relationships necessary to govern and manage a city. In short, the mettle of municipal leadership and the quality of its performance are being tested by many forces — all of which focus attention upon us as elected officials and the administrative staffs we select to run the daily operations of our cities.

Many of these forces are of our own creation and others come from the constituencies we represent and serve. The remainder come from the diminishing of local government prerogatives vis-a-vis those of the state and federal governments. As we enter the 1980's, we must take these forces into consideration. They have the potential of enhancing and constraining the policy-making and managerial performance each of us will deliver as elected officials or members of a city's management team. To ignore these forces and assume that the role of, and demands placed upon, a municipal official are not changing is to court disaster and further citizen disillusionment with government at all levels.

Twenty trends or forces affecting municipal government are listed below. They represent the observations of the authors from their combined perspectives as city officials, educators, and consultants to municipal government and establish, to a great extent, the nature of the context or environment in which each of us will operate during the 80's. All of these forces can be influenced — the extent of that influence and the effect it will produce (positive or negative) depend upon the quality of our response to these forces.

Behind each of the forces lie five primary "shaping realities" which will continue to be evident throughout the 1980's:

1. The rising professionalism and education of city staffs and managerial teams.
2. Continued limitations on financial resources available to municipalities brought about by efforts to impose limitations on local taxes as well as the erosion of municipal purchasing power caused by uncurbed inflation.
3. The continued, and relentless, intrusion of state and federal governments into matters that used to be the sole prerogative of local government.
4. The growing technical and legal complexity of issues and problems with which local governments must deal and resolve. This complexity has surpassed the limits of traditional wisdom and intuition and causes elected officials to depend more and more upon the expertise of their professional staffs and outside experts.
5. A continued popular desire to hold public officials accountable for their actions while systematically reducing their power to act.

The degree to which each of these trends exists within a given community will vary from city to city. But all will have a definite influence over the quality of municipal leadership effectiveness experienced during the 1980's.

The twenty forces or trends listed below can be grouped into three distinct categories:

1. Those forces that emerge from within the governing body (elected officials) of the city. These forces reflect the governing body's level of maturity as a decision-making and policy-formulating group.
2. Those forces that emerge from the working relationships that exist between the governing body and the city's professional managerial and administrative staff, i.e., city manager, department heads, etc.
3. Those forces that emerge from the community at-large which include constituents, other levels of government, and intergovernmental relationships.

These categories can be envisioned as being located at the three corners of a triangle with the forces all pressing toward and shaping the center — the quality of municipal government performance.

FORCES WITHIN THE GOVERNING BODY

Leadership Voids. Elected officials are responsible for the performance of local government. They also are responsible for defining the vision of what the city should be and for selecting the goals, performance objectives, and strategies necessary to bring that vision about. In reality, however, many municipalities drift from one council agenda to the next

*Mr. Neu served on Lakewood City Council from February, 1975 to January, 1980.

without paying attention to those factors or issues shaping the destiny of the city. As a result, leadership voids emerge within the city — voids which will be filled by "non-elected powers" within the community or which precipitate crises and a resultant lack of confidence in government.

Leadership voids are vacuums that always will be filled. If the governing body abdicates its leadership responsibilities, the city's staff, special interest groups, or other groups will fill the void by default.

Frequently, governing bodies feel they are in control. They are — Of the issues that have a half life of one week. But the long-range issues are neglected and the leadership void comes into existence because the city has no sense of purpose, long-range goals, and problem-prevention strategies. Leadership is visionary — it reaches out to strategic proportions. Ironically, most significant leadership issues do not appear on council agendas; they appear on study session or retreat agendas.

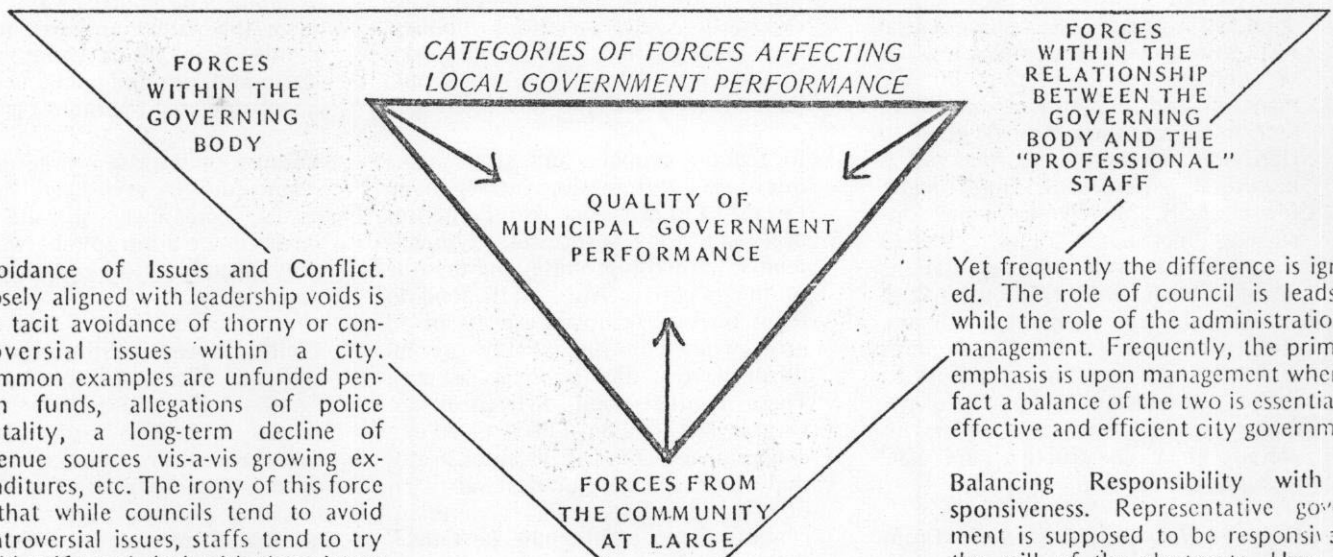
government seek to avoid conflict because they don't know how to manage it toward productive outcomes. Conflict can be highly creative if one seeks to use it to expand the alternatives available to communities in dealing with issues and controversy. Efforts at compromise or being all things to all people are politically popular in many cases but in reality can be camouflage for avoidance or failure to come to grips with the issue in a meaningful way.

Lack of Skill Development (Training) of Councils. Councils in most cases demand far less professionalism and skills of themselves than they do from their city staffs. Many councils devote little or no time to developing their decision-making, group-process, and conflict-management skills. This can be a result of an unwillingness to commit time or money to the development of their own professional skills. The consequences of insufficient attention to the development of policy-formulation, decision-making, conflict-management, communications, and related skills essential to effective governmental leadership and performance are a focus on the legalistic aspects of government and a public

strategies to fulfill these needs. This leads to minimal community-wide goal setting and a failure to distinguish between goals and means. A lack of strategic planning leads to focusing on the "here and now" and the tacit belief that there is no tomorrow, or if there is, it is someone else's problem.

Failure to Distinguish the "How" from the "What". As mentioned earlier, many councils focus on the content of governing and not on the process of governing. Yet "how" things are done frequently is as important, if not more important, than "what" is done. Often, councils make the "right" decision but they and the general community feel badly about how the decision was made. Failure to consider the "how" can lead to high levels of frustration within council, staff, and community.

Confusion of Leadership with Management. Leadership instills vision, a sense of purpose, and a set of effectiveness standards. Management focuses upon implementation techniques and efficiency. The two are not synonymous.



Avoidance of Issues and Conflict. Closely aligned with leadership voids is the tacit avoidance of thorny or controversial issues within a city. Common examples are unfunded pension funds, allegations of police brutality, a long-term decline of revenue sources vis-a-vis growing expenditures, etc. The irony of this force is that while councils tend to avoid controversial issues, staffs tend to try to identify and deal with these issues but are frustrated by council's lack of leadership.

In those cases where councils address controversial or thorny issues, one frequently sees a lack of closure with the issue being endlessly debated until it drifts off the agenda, unresolved.

Conflict occurs when two or more parties believe that what each wants is incompatible with what the other(s) wants. This is natural. Yet many in

image of insensitivity and ineptitude. Some councils are the "best show in town", or the "Monday night fight", because they never have developed the skills essential to the process of governing and providing municipal leadership.

Lack of Strategic Planning. Many municipalities live and plan from year to year with inadequate attention to the long-term needs of the community and the establishing of objectives and

Yet frequently the difference is ignored. The role of council is leadership while the role of the administration is management. Frequently, the primary emphasis is upon management when in fact a balance of the two is essential to effective and efficient city government

Balancing Responsibility with Responsiveness. Representative government is supposed to be responsive to the will of the electorate. However, some popular demands can be detrimental to a city's long-range interests and giving in to these demands could be irresponsible.

Frequent examples are street widening projects, parks, landfills, transfer stations, and industrial areas. No one wants them in their neighborhood, yet they are obviously a need in most cities.

(Continued on next page.)

FORCES WITHIN THE RELATIONSHIP BETWEEN THE GOVERNING BODY AND THE "PROFESSIONAL" STAFF

Imbalances in Professionalism and Skills. This is an age of professionalism in municipal administration. Most city managers, department heads, and individuals in a city's management and supervisory ranks have professional degrees and consider themselves professionals. They continually engage in a series of professional development activities. As a result, the skills and performance of administrators is outdistancing that of most councils which, by contrast, tend to maintain their "amateur status". This imbalance leads to inevitable conflicts between councils and administrators and impairs their ability to operate as a team with a common purpose and perspective.

Confusion About Roles. Traditionally, councils are to establish policy which the staff is to implement. In reality, the distinction frequently is blurred because some councils tend to pay a great deal of attention to administrative details. This frequently results in the council unwittingly assuming an administrative role, establishing special relationships with city employees, and diminishing the authority of the manager and department heads. In fact, much attention must be given to clarifying and maintaining roles within municipal government. Surprisingly, few councils and city staffs have discussed, "negotiated", and clarified their respective roles and expectations of each other. Role relationships are established, not mandated, in any productive team effort. This requires discussion and a deliberate effort to define and understand the roles of the mayor, council, staff, and others involved in a constructive and harmonious relationship.

Council Not Buffering Staff From Political Attacks. Inevitably, some programs or city activities will evoke intense citizen response and controversy. When this occurs, some council members have a tendency to let staff "take the heat" rather than acknowledge that council is the accountable body for city performance and programs. If this happens too often, staffs may seek to establish their own political power bases within the community or they may resort to second guessing council on potentially politically sensitive issues. The result can be a lack of

staff confidence in council and cynicism about the calibre of leadership it provides to the city.

Increased Staff Stress and Turnover. Failure to address the trends listed above is taking its toll on professional staffs both in terms of personal stress and turnover. While this is true in other institutions as well, it is a growing course of concern to many professionals in city government. The resolution of the problem rests primarily with the elected officials of a city. Appointed personnel have limited control over the political circumstances influencing the quality of a city's government.

Polarization of Council and Staff. Closely related to the previous trend is an increasing polarization of council and staff with an "us-them" relationship rather than a "we" relationship. When this occurs, the trust levels and quality of communications between staff and council diminish.

This polarization can come from unresolved differences between council and staff on their respective performance expectations, interpretations of policy, and perceptions on what decisions should be made and how they should be made for the city's "best interests".

In reality, councils and staffs make decisions differently. Staffs tend toward authoritarian and consensus decision-making processes. Councils tend toward compromises and the rule of the majority. Also, staffs tend to focus on the technical aspects of an issue while councils quickly are influenced by the political aspects. These conflicts and differences are natural, but they must be resolved in a cooperative manner that demonstrates that both parties understand each other's viewpoints and are mutually committed to making the best decisions possible.

Implementation Gaps. An implementation gap is defined as the difference between the outcome council desires and the actual results achieved by staff. As programs progress from the definition of need to an action plan or policy to an accomplished outcome, a variety of factors come into play that ultimately will determine the quality of the end result. Councils and managers need to pay more attention to the process of how decisions are made

and how outcomes are achieved through the efforts and commitment of people within the overall running of the city.

Common causes of implementation gaps are unrealistic expectations on the part of council, inadequate human and monetary resources, poorly defined and unclear policy statements, and staff resistance to policy direction.

FORCES FROM THE COMMUNITY AT-LARGE

Rising Influence of Interest Groups. One-issue interest groups are increasingly evident and they can have a disproportionate influence on council members and staffs, sometimes to the detriment of the city's long-range interests. Interest groups can force councils to forego a community-wide perspective and put the city's staff in a difficult position of having to balance council's policy directives with parochial citizen demands. The ability of councils to determine how representative each interest group is of the total community is of paramount importance in countering this interest group influence. Some cities are developing imaginative ways to determine the nature and extent of community opinions on various issues because petitions and public hearings can be manipulated by interest groups.

Because of the rise in interest groups, many councils and staffs find themselves increasingly in the role of mediator or arbitrator between divergent special interest groups within the community.

Conflict Between Citizen Expectations and the City's Ability to Perform. Conflicts are resulting from dwindling resources clashing with rising citizen expectations. Proposition 13 sent a lot of messages to elected officials, but the most persistent message seems to be the citizen saying, "Cut my responsibilities for paying for government, but don't cut my demands for the services it provides." Numerous polls have indicated that citizens still expect the same or more services from government but they don't want to pay for them, particularly through sales and property taxes.

Emerging Value Conflicts. Future shock has come to local government, particularly as value conflicts grow within a community. Growth-related

(Continued on page 8.)

MUNICIPAL LEADERSHIP: Current Trends and Implications
(Continued from page 4.)

issues frequently highlight these conflicts within communities. Other value conflicts involve neighborhood integration, economic development, welfare, transportation systems, etc. Value conflicts and an attentive disintegration of a common will within cities will make the role of elected officials progressively more difficult and frustrating.

Credibility Gaps. The credibility of elected and government officials is on the wane. The public has little trust in many institutions and particularly in government. This will make it difficult to convince many citizens of the seriousness of issues facing their communities and the feasibility or desirability of programs and policies developed by local government. Also, city governments are caught in the wake of peoples' disenchantment with federal and state government. Finally, one must admit that the behavior of some governing bodies and their perceived inability or unwillingness to provide strong leadership contributes to these credibility gaps. One needs only to look at public opinion polls on peoples' attitudes toward Congress, state legislatures, and "politicians" to realize that these credibility gaps are real.

Regionalism. The need for intergovernmental cooperation to deal with regional problems will continue to become ever more self-evident and, in many cases, will be forced upon local government by federal and state governments. More and more, issues faced by local government are transcending individual jurisdictions necessitating intergovernmental cooperation. There is a definite lack of a clear direction on where this trend is going, because many intergovernmental efforts at cooperation lack clear policies and goals.

Atrophy of Local Government Authority. Federal and state mandates and revenue sharing mechanisms portend a continued decline of the role of local government vis-a-vis state and federal government in influencing and deciding what programs and services will be provided at the municipal level. With growing restrictions on the ability of local government to raise funds from property and sales taxes, more and more monies will be filtered through the state capital or Washington with the usual strings attached. This trend will be extremely difficult to reverse because the methods of taxation available to local government

are too visible, disliked, and vulnerable to public attack. Whoever invented withholding taxes was a genius. He made the primary method of federal and state taxation comparatively painless. Therefore, the old adage, "He who has the gold makes the rules," has a corollary: "He who taxes painlessly gets most of the gold."

Decline in Quality People Seeking Election. Some argue that this trend is not true. However, it is a definite perception many people have and it seems to have the potential of a self-fulfilling prophesy within a community, particularly if a sense of frustration or impotence sets in among citizens. Many people are "buying out" of the local government process because they believe they can't influence it anymore than they can influence state or federal government. A good indicator that this perception is valid is the trend in voter turnout at elections.

These twenty forces or trends are opportunities for introspection and represent challenges to improve the quality of the leadership skills and decision-making processes of local government officials. Currently, most councils and staffs react to these trends, or just ignore them, rather than purposefully seek to gain a position of influence and control over them.

To deal effectively with the effects of these trends, a council must make a choice about the type of governing process and leadership it will provide. The choices are:

1. To provide mature and insightful policy leadership that focuses upon establishing and achieving clearly defined performance goals for the community. This choice requires high levels of productive council-staff interaction, developing a vision of the community's desired future, making decisions that reflect the welfare and interests of the entire community, and the ability to deal with issues in a forthright manner.

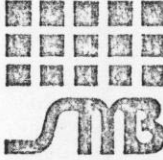
or

2. To be responsive to specific interests that emerge without real regard for establishing definitive goals for the city. This choice focuses more on administrative detail, avoiding controversial issues to preserve harmony, rationalizing council's actions to the citizenry, and reacting to pressure forces brought to bear on council.


The first choice postures a council to be effective policy makers and emphasizes developing and maintaining those practical decision-making processes and productive council-staff relationships essential to effective governing. The second choice represents a more comfortable way to "run a city", but it also reduces the governing process to its lowest common denominator because it fosters fragmented decision-making (reacting to the "here and now") and a disregard for many of those community needs that transcend the present council's term of office. This approach has more hindsight than

(Continued on next page.)

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MUNICIPAL LEADERSHIP: Current Trends and Implications
(Continued from page 8.)

foresight and doesn't pay much attention to the long-run consequences of the council's short-run decisions.

In reality, councils, being both human and political creatures, straddle both choices. However, those councils desiring to place primary emphasis upon the first choice quickly realize that they must do the following:

- * develop those skills necessary for group effectiveness and conflict resolution.
- * establish trust within council and between council and the city's staff.
- * make a value commitment to focusing upon and planning for the future.
- * accept accountability for the city's overall performance.
- * engage in activities leading to personal development and growth.
- * identify and deal with (constructively) those factors and behaviors that contribute to implementation gaps within a city.

In short, the council must commit the time and resources necessary to that professional development prerequisite to its being effective at the governing process. The governing process reflects "how" well a council performs, not what content issues or agenda items it addresses. Most councils become buried in these content issues and leave the process to chance. Yet, the process questions are more important because they ultimately determine the quality of a council's performance and the leadership it provides.

In reality, there is a great deal more to the process of governing and providing leadership than just getting elected. Leadership and governing are skills that must be developed and maintained with the same dedication and discipline that one demands of any professional. The differences between a professional and a nonprofessional are attitude, skill, disciplines, and results. The citizens of the 80's will expect and demand a professional ap-

proach to municipal leadership and performance.

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MUNICIPAL ORDINANCE ENFORCEMENT - How Do We Do It? (Continued from page 7.)

establishment of such Boards by all municipalities. Senator John Vogt has introduced a similar bill in the Senate, SB 373. He stated that he was introducing such legislation to create such a Board because various municipal ordinances relating to code enforcement were being given a low priority by the state attorneys' offices.

We call this Committee's attention to the following language in Section 1 of Article V of the Constitution: "Commissions established by law, or administrative officers may be granted quasi-judicial power in matters connected with the functions of their offices."

The aforementioned language appears to contemplate the establishment by general law of administrative bodies which may be granted quasi-judicial power. Many state agencies have been authorized to impose fines for non-compliance with laws. On the question of Code Enforcement Boards, we call the Committee's attention to Report No. 80-3 of February 1980, by the Florida Advisory Council on Intergovernment Relations.

The above suggested solution is only touching the tip of the iceberg, and a much more in-depth study should be made of the subject matter discussed at this meeting.

At the conclusion of the presentation, the Committee asked that the League supply them with factual information supporting the position that the current system is not working. Each city is requested to send to the League Office any facts, figures and comments on the enforcement of municipal ordinances under the present judicial system.

FOOTNOTES

1. Charles S. Rhyne, *Municipal Law (National Institute of Municipal Law Officers,*

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Washin 'on, D.C.), 1957, p. 1.

2. *Ibid.*, pp. 245-46.

3. Editorial, "The Mirror-Mirror Weekly," October 10, 1979.

4. Editorial Comment, "Fort Lauderdale News," September 13, 1979.