



Report to the
**City of Oakland,
California
Office of the Mayor**

Strategic Planning Services



January 2009

The PFM Group

Two Logan Square
Suite 1600
Philadelphia, PA 19103

www.pfm.com



The PFM Group

Public Financial Management, Inc.
PFM Asset Management LLC
PFM Advisors

Robert C. Bobb

Director of Strategic Consulting
601 Pennsylvania Avenue, NW (202) 220-3168
Suite 900 South Building (215) 421-0724
Washington, DC 20004 Bobbr@pfm

January 13, 2009

The Honorable Ronald V. Dellums
Mayor, City of Oakland
One Frank Ogawa Plaza, 3rd Floor
Oakland, CA 94612

Dear Mayor Dellums:

Attached, you will find our final report including deliverables due under the contract to provide strategic consulting services to your Office. As you requested, this report includes an organizational review and assessment of the city's executive branch, an assessment of the city's department directors, an examination of national public-private partnerships, and best practices for an office of public-private partnerships in Oakland. In addition, communications guidelines outlining an internal and external communication strategy for the City is included.

My team and I have approached this assignment with great diligence in order to deliver a high-quality product that will be useful to you as you work to make Oakland a better place to live, work, visit, and do business. We believe we have produced a document which meets an important mayoral objective: to develop a seamless executive branch through operationalizing the Strong Mayor form of government. We began our assignment by spending a considerable amount of our time and resources working closely with you and your staff on the budget balancing crisis in the second year of the FY 2007-2009 budget. We developed a model credit card policy based on best industry practices for your review. We assisted your staff in developing responses to the grand jury report on city travel and use of credit card and expense account reporting requirements. These were issues in policy formation which were outside the scope of our initial assignment. Additionally, we conducted internal and external reviews with approximately 175 individuals and organizations. We reviewed not only internal documents and organizational charts, but also articles and documents written on the City and its operations.

As you know, we worked directly with you on this report and reviewed our analysis with you on a weekly basis. We thank you for giving us an opportunity to work directly with you. Rarely do we have an opportunity to work on these types of engagements where the Mayor serves as the Project Manager. We believe our recommendations are reflective of your direction for the City. Throughout the course of this project, we have encountered a shared passion for the City of Oakland and a common desire for its success. We believe our recommendations will support your efforts in bringing these desires to fruition.

It has been our pleasure to work with you. Please do not hesitate to call on us if there are questions or we can provide any additional support.

Sincerely,
Public Financial Management

Robert C. Bobb
Strategic Consulting Director

TABLE OF CONTENTS

<u>Contents</u>	<u>Page</u>
Executive Summary	1
Introduction and Methodology	9
Best Practices for Strong Mayor Form of Government	11
Office of the Mayor	14
Office of Public Private Partnerships	26
Communications Guidelines	34
Office of the City Administrator	40
Community and Economic Development Agency	52
Staff Assessment.....	55
Appendices.....	
A. Documents Reviewed	
B. PowerPoint Presentation of Findings.....	

EXECUTIVE SUMMARY

Oakland is a Strong Mayor form of government in which every executive decision and every order follows from the chief executive, and while others may deliver messages and reinforce orders, they do so under the authority of the Mayor.

The City of Oakland has many assets including a well-respected and innovative leader, experienced professional staff, and a strong and involved City Council. These elements, along with a strong commitment to its citizens and an emphasis on civic engagement, create great potential for the city government. The challenges being faced by the City as well as challenges yet to come make it important for Oakland to take full advantage of the opportunities presently before it. Thus, the organizational review and assessment, initiated by the Mayor, is particularly timely.

The Mayor set a goal to focus the city government and the city's partners on the development and implementation of the Mayor's vision of a Model City. A Model City is "...a coherent, cohesive city, anchored in a vibrant economy, where its citizenry is healthy, well-educated, well-trained, well-informed, capable of effective interactions with the civic, economic, social, and cultural institutions of our community." The Mayor's priorities which support the Model City include:

- *"Public Safety: Provide an effective and uncompromised level of public safety services to Oakland residents and businesses; reduce crime and violence; engage youth in programs and services that prevent violence; and provide re-entry opportunities for ex-offenders. Continue the City's multi-prong strategy (prevention, intervention, enforcement and sustainability), which incorporates the quality of life issues, such as education, health, and economic development.*
- *Sustainable and Healthy Environment: Invest and encourage private investment in clean and renewable energy; protect and support clean environment; and give Oakland residents an opportunity to lead a healthy life, have healthy life options, and make healthy choices.*
- *Economic Development: A long-term strategy that fosters balanced and sustainable economic growth and development for businesses, economic development and workforce development.*
- *Civic Engagement: Create a sense of hope and empowerment among Oaklanders, especially the youth; provide Oaklanders with educational choices through the City Museum and libraries, and partnerships with the School District and other educational establishments.*
- *Public-Private Partnerships: Engage private companies and other governmental agencies in forming public-private partnerships, to raise funds and deliver needed programs and services in an effective, efficient, and all-inclusive manner.*
- *Government Solvency and Transparency: Deliver city services in an open, transparent, effective, and efficient manner; and protect and manage the city's resources in a fiscally responsible and prudent manner."*

Senior leadership, skilled staff, strong communication and sound organizational structures will be needed to assure the City is equipped to implement this vision. In addition, as with other governments at this time, the national economic crisis will require the City to undergo a massive restructuring to maximize efficiency and reduce costs. **The City of Oakland must create a government which is focused, well organized, operates with discipline, and seeks best practices from around the world to improve service delivery to residents.**

This report includes several best practice opportunities for the City. Chief among them is a fully realized Strong Mayor system of government, which means every executive decision and every order follows from the chief executive, and while others may deliver messages and reinforce orders, they do so under the authority of the Mayor. Nearly as important, this report sets the stage for the future with a recommendation to expand the role of the Budget Office to include an Office of Budget, Innovation, and Reform.

Over the course of this project, the PFM Team, working closely with the Mayor, sought to explore those objectives which are key both citywide and at the department level to achieving the Model City. Six key objectives were identified.

OBJECTIVES TO ACHIEVING THE MODEL CITY

1. Operationalizing the Strong Mayor Form of Government

- The organizational review and assessment found that the Strong Mayor form of government has not been fully operationalized in Oakland. The roles and responsibilities of the Mayor, the City Administrator, and the City Council need to be clarified under a Strong Mayor form of government. The ambiguity of roles results in miscommunication and inefficiency.
- Performance evaluations and accountability are not consistently applied, and a renewed focus on high-performing government is needed immediately.
- The Communications Office is reactive rather than proactive, and lacks a comprehensive communications plan.
- Intergovernmental communications efforts need to be improved, including communication around the Mayor's initiatives and the agenda management process.
- The methodology of how groups work together in the grey areas of policy formulation and operation requires constant diligence, plus open communication.

2. Address the Current Personnel Issues

- Vacancies in key leadership positions are adversely affecting the operation of the City.
- Several of these positions are filled by acting or interim personnel. Key vacancies or positions filled by acting or interim staff include the City Administrator, Assistant City Administrator, the Deputy City Administrator, the Fire Chief, and the Director of Community and Economic Development.

- These highly visible vacancies must be addressed as quickly as possible if the Mayor's vision of a Model City is to be realized.
- In line with the Mayor's goal to refocus on economic, business and workforce development, there is a need for expanded economic development and to address the organizational objectives of the Community and Economic Development Agency.

3. *Create a Long-Term Strategy for Financial and Budget Crisis*

- The budget shortfall and structural deficit seen in this fiscal year is the result of an economic downturn, State budget pressures, a lack of long-range financial planning, and poor communication within the City. Specifically, this applies to the amount of detailed budget information that was actually discussed and shared within the executive branch of government when the FY 2007-2009 budget deficit issues were discovered.
- There needs to be a unified and actionable plan for addressing this crisis and ensuring a sound budget in the future.
- Strong financial leadership and a skilled financial team are needed to improve how the City manages its finances.

4. *Public Safety*

- Reducing crime is critical to achieving the Mayor's vision of a Model City. The public safety component of the Model City requires a comprehensive approach aggressively focused on prevention, intervention, enforcement, and sustainability. The City has taken a variety of steps to address this issue, such as a public safety coordinator, and the geographic policing model, which created the three public safety districts allowing a more efficient deployment of police officers as well as effective coordination of city services. The geographic policing model was a major step towards community policing and strategic police deployment.
- Through a Strong Mayor government, public safety should be improved in important, practical ways, such as providing leadership to shift police resources despite inherent bureaucracy.
- The creation of the Public Safety Coordinator is important to the effort of bringing all city services together to achieve a comprehensive crime reduction strategy (e.g. Police, Fire, Human Services, etc.).
- All city departments should demonstrate ownership of their contributions to improving public safety, which should be reflected in their Annual Performance Agreement.
- Crime affects the well being and quality of life of Oakland residents. Crime reduction is and continues to be a high priority

5. *Education*

- A key component of the Model City is a well educated, well trained, and well informed citizenry.
- The State Receivership of the Oakland Unified School District speaks to the seriousness of the District’s financial difficulties, which may not improve during the current national and state financial crisis. The executive and legislative branches have an important role to perform in improving the city’s relationship and partnership with this important community.
- Strong partnerships must continue with all the educational institutions in the City, specifically the public school community, the Peralta Community Colleges, the UC system, career and technical training programs, and other institutions of higher education.

6. *Community Confidence*

- Key to the creation of a Model City is the creation of a “model government” with clear role definitions between legislative and executive branches, and where citizens have a clear understanding of the role and responsibilities of the Mayor.
- While citizens are proud of their Mayor, many feel that he needs to increase his visibility in the community. The Mayor’s vision of a Model City needs to be communicated in simple and understandable terms to the city’s residents or within the government around public safety, economic development, and public private partnerships.

7. *Civic Engagement*

- While the civic engagement process requires the Mayor to increase his visibility in the community, Oakland’s diversity creates both great challenges and great opportunities for civic participation.
- The Mayor’s Community Task Forces should be used as an ongoing tool for engaging the community.

In light of these objectives, the PFM Team worked closely with the Mayor to identify strategies for improving city government in Oakland. After gathering a substantial amount of information and holding numerous discussions with the Mayor and his staff to explore current opportunities, PFM developed a set of recommendations focused on creating a seamless executive branch, with improved information flow and accountability, and a strong emphasis on performance. Major recommendations are highlighted below.

RECOMMENDATIONS

A. *Organizational Restructuring*

- Refocus the Mayor’s Office on policy formation and organization direction.
- Streamline the Mayor’s Office.

- To establish a seamless executive branch of government under the Strong Mayor form of government, the Executive Office of the Mayor should include the Office of the Mayor as well as the Office of the City Administrator.
 - This structure will encourage better communication and information flow between the two offices.
- In line with the Strong Mayor form of government, the Executive Office should focus on order, structure and discipline with key decisions emanating from the Mayor. The City Charter provides a job description for the Mayor including key components to provide for a Strong Mayor form of government.
 - The Mayor is the chief elective officer of the City,
 - The Mayor is not a member of City Council,
 - The Mayor is not subject to the non-interference clause in city operations, and
 - The Mayor has the power to appoint the City Administrator with consent of Council, and remove the City Administrator with notice to Council.
- Both offices should be restructured to maximize organizational capacity and eliminate unnecessary costs, preliminary estimates of the savings from restructuring is \$1.1 million annually for all funds.
 - Certain programs and functions in these offices can be consolidated for improved effectiveness as well as budget savings.
- The Office of the Mayor should strengthen the Office of Public Private Partnerships.
 - This office should continue to seek opportunities to establish and leverage partnerships with the private, non-profit and other public sectors in order to provide more efficient public services to the citizens of the City.
 - In light of the economic downturn and limited budget environment, this office becomes more important given the need to aggressively pursue partnership opportunities.
- A core component of the Mayor's vision of a Model City is economic development. The City should engage in major organizational assessment and process re-engineering in the Community and Economic Development Agency, to re-focus on workforce development, business recruitment and redevelopment.

B. Improving Communication Inside and Outside of City Government

- The Office of the Mayor should develop key leadership teams and a regular schedule of key meetings. Key staff participating in each leadership team would include the Mayor, the City Administrator, Chief of Staff, and Deputy Chief of Staff.
 - These meetings will allow for improved communication, order and structure across government.
 - They will also allow the city's leadership to enforce accountability throughout government.

- The Office of the Mayor should also develop a strong communication team and a clear internal and external communication strategy.
 - Communications should be centralized in the Office of the Mayor.
 - A strong communications team will be both proactive and reactive in implementing a sound communication strategy.
 - The communications team should be responsible for managing the Mayor’s message and his image in the community.
- Members of the leadership team, as part of the Executive Office of the Mayor, should assist in driving the communication of the Mayor’s vision for a Model City inside and outside of city government.
 - A key team is the Labor Management Partnership, chaired by the Mayor and including the Chief of Staff, City Administrator, Human Resources Director, Department Directors, and Assistant City Administrator(s).
- Clear communication of the Mayor’s actions, agenda, and policies, and how they reflect his vision for the City, will help to build community confidence in city government.

C. Establishing and Maintaining Sound Financial and Budgeting Strategies

- This is a critical issue for the City given its projected future budget deficits and the national economy. The City must take all prudent measures to reduce costs and/or increase its revenue base.
 - The City must adopt the approach that all expenditures relating to the City are under consideration for reduction or restructuring.
- The City should create a multi-year financial/strategic plan.
 - This plan should identify specific initiatives to balance the budget over a period of five years.
 - It should also eliminate structural deficits in the city’s budgets.
 - A template of key elements of a multi-year financial/strategic plan is included in the recommendations in the “Office of the Mayor” section.
- The City should also develop a clear labor strategy for each bargaining unit.
 - Personnel costs are the largest line item in virtually every department budget. A sound labor strategy could have substantial budget impacts.
- The focus of the Budget Office should be expanded to include identifying opportunities for innovation and reform in budgeting, finance, and management within the City. This unit should be renamed the Office of Budget, Innovation and Reform.

D. Increasing Focus on Performance and Accountability

- The City should implement new mechanisms for establishing accountability to the Mayor, and managing performance within the city departments.
 - The Mayor should establish Annual Performance Agreements with the City Administrator and the director of each department. These agreements would outline the Mayor’s vision, the specific performance targets for each department, and the support that will be provided to each department director to achieve these targets.
 - The City should institute training on performance standards and accountability at all levels of the organization, utilizing tools such as the 360 degree performance evaluation or annual performance reviews.
- The City should examine the feasibility of implementing new systems and strategies for improving accountability throughout the entire city government.
 - The City should conduct forensic audits of major transactional functions such as payroll, parking meters and permits and inspections.
 - The City should study the feasibility of implementing a CitiStat system, chaired by the Mayor, and develop a strategic plan for a 311 system to improve service delivery and drive performance across city government.
 - The City should conduct an Annual Citizen Survey to engage residents in assessing how well the government is performing for them. This tool can also help to drive performance in the City.

Elements in a Strong Mayor Government Structure

The Strong Mayor form of government was established in Oakland through key charter changes.

- The Mayor is the chief elective officer of the City.
- The Mayor is not a member of City Council.
- The Mayor is not subject to the non-interference clause in city operations.
- The Mayor has the power to appoint the City Administrator with consent of Council, and remove the City Administrator with notice to Council.

As part of establishing a high performing government in a Strong Mayor structure, the following tenets are some of the key elements to ensure success.

- Define an internal organizational structure, hierarchy, and team for the Mayor's Office aligned with the Mayor's vision and priorities
- Work closely with the legislative branch on policy formulation and overall shared vision for the City
- Communicate the vision and priorities internally to city government at all levels and externally to citizens
- Ensure city leaders know their job
- Employ and place his/her team of professionals
- Empower senior city leaders to communicate the Mayor's vision and priorities, and support implementation
- Hire/identify and utilize an experienced team of government professionals dedicated to the citizens
- Implement and enforce a strong performance evaluation system for all direct reports
- Identify advisors and/or professionals to advise the Mayor of any threats
- Develop a strategy to review and report on the financial status of the City on a quarterly basis or as frequently as required
- Embed civic engagement and community outreach in leadership and city operations
- Maintain effective time management practices
- Establish a strong internal and external communication team and strategy

INTRODUCTION AND METHODOLOGY

Introduction

In August 2008, the Mayor of the City of Oakland engaged Public Financial Management, Inc. (PFM) to conduct an assessment of the various departments and agencies within Oakland city government to determine their organizational alignment and reporting structure within the executive branch. The Mayor sought recommendations for developing a more streamlined, seamless and effective executive branch with improved information flow and accountability. As part of this task, PFM was also asked to assess national best practices for encouraging corporate, community and civic involvement in cities.

Specific deliverables included a staffing and organizational plan for the Office of the Mayor and the Office of the City Administrator; an assessment of each department/agency's organizational alignment and reporting processes with a focus on the Community and Economic Development Agency; recommendations for more effective executive branch management, communication and reporting; the development of communication guidelines; evaluation of public private partnerships as a best practice; and recommendations for formalizing this function within city government.

Methodology

To complete this task, PFM collected, reviewed, and analyzed information. A wide variety of research methodologies were employed to ensure a thorough assessment. Key methods are listed as follows.

Individual Interviews

PFM conducted in-person interviews with individuals representing all offices and agencies within the city government. Interviewees included all department directors, all employees of the Mayor's Office, all managerial employees of the City Administrator's Office (CAO), key managers and supervisors within the Community and Economic Development Agency (CEDA), all members of City Council, the City Auditor, and the City Attorney. Interviews were focused on communication and reporting structures within government, the Mayor's vision for the City, and generally what is and is not working well in the city government.

Focus Groups (roundtables and group meetings)

In addition to one-on-one interviews, PFM also conducted several focus groups to better understand what is and is not working well in city government. These sessions included group meetings with representatives of each of the city's bargaining units, the various Chambers of Commerce, local economic developers and business leaders, the Oakland Partnership, the East Bay Community Foundation, the Oakland Builders' Association, and the Neighborhood Crime Prevention Council. These focus groups provided a broader perspective on the workings of government, and revealed several opportunities for economic development and civic engagement.

Document Reviews

PFM reviewed and analyzed material from various sources. Included in this review were department organizational charts, strategic plans, staff performance evaluations, citywide budget documents, the city's Comprehensive Annual Financial Report (CAFR), and various internal and external studies, assessments, and audits. *A full list of documents reviewed can be found in the Appendix.*

Best Practices Research

Best practice research focused on the implementation of the Strong Mayor form of government, city organizational structures and reporting, and the engagement of the business and civic communities in public private partnerships. Best practice cities studied include New York City, Washington, DC, Philadelphia, Atlanta, Houston, Denver, Phoenix, Los Angeles, and San Francisco. Best practices and case studies from national institutions such as the National League of Cities and the International City/County Management Association were also researched, particularly with regard to public private partnerships.

Consultation with Subject Matter Experts

As part of this analysis, PFM also consulted with current and former Chief Operating Officers of major U.S. cities. These subject matter experts provided insight into best practices for the effective management of cities under the Strong Mayor form of government.

Using this wide variety of research methods and working directly with the Mayor, PFM was able to identify the key objectives for the City of Oakland, and developed over 60 recommendations for a more streamlined and effective executive branch.

BEST PRACTICES FOR STRONG MAYOR FORM OF GOVERNMENT

As part of developing a structure for a Strong Mayor form of government, the City Administrator and Managing Director of other cities with Strong Mayor governments were interviewed. These managers emphasized strong communications achieved through a regular, disciplined, structured meeting environment, and a performance-based environment. The following are key practices identified by the city managers, and the staffing and meeting structures used to implement and embed a Strong Mayor approach.

Philadelphia, Pennsylvania

The Managing Director stressed the importance of clearly defined roles and lines of authority. One key to success was a close, non-competitive working relationship between the Mayor's Chief of Staff and the Managing Director. The relationship between a Mayor and City Council is also a contributing factor to the ability to implement the Mayor's priorities most effectively.

In Philadelphia, under Mayor Michael Nutter's administration, there are five Deputy Mayors/Deputy Managing Directors, who report to the city's Managing Director. The Deputy Mayors are responsible for groups of departments as listed below:

Roles of Philadelphia Deputy Mayors/Deputy Managing Directors

Deputy Mayor of Planning & Economic Development*	Deputy Mayor of Public Safety	Deputy Mayor of Health & Opportunity**	Deputy Mayor of Transportation & Public Utilities	Deputy Managing Director for Administration
Licenses and Inspections	Police	Human Services	Streets	Performance Management
Planning Commission	Fire	Recreation	Water	Records
Historical Commission	Emergency Management	Behavioral Health/ Mental Retardation	Philadelphia Reg. Port Authority	Public Property
Redevelopment Activity	First Judicial District	Supportive Housing	Philadelphia Gas Works	Transportation
Housing and Community Development	District Attorney	Fairmount Park	SEPTA (Transit Authority)	Fleet Management
	Prisons	Free Library	Parking Authority	Human Resources
	Re-Entry		Airport	Procurement

* Also serves as Commerce Director

** Also serves as Health Commissioner

A regular team meeting structure is essential for communication and accountability. These meetings are particularly important for role and responsibility clarification and resolution. During the meetings, issues are identified, tasks are assigned, and information is reported. Communicating to a group avoids confusion and duplication of efforts, and also facilitates new ideas and collaboration. The meeting structure for Philadelphia senior leadership follows.

- Cabinet Meeting: Managing Director, 5 Deputy Mayors/Managing Directors, Chief of Staff, City Solicitor, Finance Director, Inspector General, Chief Integrity Officer, Senior Advisor to the Mayor, Senior Advisor to the Mayor on Economic Development, Chief Education Advisor to the Mayor. (Weekly)
- Operations Team: Managing Director, 5 Deputy Mayors/Managing Directors, Chief of Staff, City Solicitor, Budget Director, Managing Director Chief of Staff, Chief Information Officer, Assistant Managing Director for Administration. (Once every two weeks)
- Executive Team: Cabinet, Department and Commission Directors. (Weekly)
- Management Team: Cabinet, Executive Team, Assistant Department Directors, Assistant Commissioners. (Monthly)

Washington, DC

Under former Mayor Anthony Williams' administration, Washington DC had five Deputy Mayors, who reported to the City Administrator (CA). Each Deputy Mayor had a portfolio of agencies and their related issues. For example:

- Deputy Mayor of Public Safety was responsible for all public safety agencies, human services as well as grants, and
- Deputy Mayor of Operations was responsible for agencies and functions of procurement, personnel and transportation.

In addition, the Mayor's Office had a grants office and a communications staff, both of whom reported to the Chief of Staff.

Washington DC, as in Philadelphia, maintained an effective team and meeting structure to ensure the successful flow of information and keep senior city leadership apprised of critical issues.

- Executive Team: City Administrator, Mayor's Chief of Staff, all Deputy Mayors, Attorney General, Mayor's Counsel, legislative and communication staff. (Once every two weeks)
- Cabinet Meeting: Department Directors, Executive Team. Meeting is chaired by the Mayor's Communication Director, and the agenda is set by the Mayor's Chief of Staff. (Monthly)
- City Administrator Meeting: City Administrator, Deputy Mayors, Chief Financial Officer, Mayor's Chief of Staff, Attorney General, Counsel to the Mayor and CA, CA's Chief of Staff, communication staff. (Weekly as brown bag lunch).
- Scheduling Meeting: The Mayor, Mayor's Scheduler, Mayor's Chief of Staff, communication staff. (Weekly)
- Media Briefing (Weekly)

In addition, the Mayor had standing meetings with 1) the Police Chief, 2) labor management council, and 3) Attorney General and the Mayor's legal staff.

Each city used a highly structured meeting schedule and had a strong emphasis on continual communication among senior city leadership. In addition, each city also used performance-based tools for tracking results. These tools ranged from performance agreements in Washington, DC to implementation of a 311 system in Philadelphia. The recommendations in this report provide a meeting structure for Oakland to enhance communications, and propose several methods for establishing and monitoring results at different levels of the organization.

OFFICE OF THE MAYOR

Background

In 1998, the City of Oakland transitioned from the Council-Manager form of government to the Strong Mayor form of government on a trial basis. With this change, the Mayor was removed from City Council and was given the authority to appoint and dismiss the City Administrator. In 2004, after a six year trial period, the voters of Oakland permanently adopted the Strong Mayor form of government. Under this form of government, the Mayor serves as the city's Chief Executive Officer.

Responsibilities as Defined by the City Charter

"The Mayor shall be the chief elective officer of the City, responsible for providing leadership and taking issues to the people and marshalling public interest in and support for municipal activity. The Mayor shall have the following powers, duties, and responsibilities:

- *The Mayor shall be responsible for the submission of an annual budget to the Council which shall be prepared by the City Administrator under the direction of the Mayor and Council.*
- *The Mayor shall, at the time of the submission of the budget, submit a general statement of the conditions of the affairs of the City, the goals of the administration, and recommendations of such measures as he may deem expedient and proper to accomplish such goals.*
- *Recommend to the Council such measures and legislation as he deems necessary and to make such other recommendations to the Council concerning the affairs of the City as he finds desirable.*
- *Encourage programs for the physical, economic, social and cultural development of the City.*
- *Actively promote economic development to broaden and strengthen the commercial and employment base of the City.*
- *Appoint the City Administrator, subject to confirmation by the City Council, remove the City Administrator and give direction to the City Administrator. The Mayor shall advise the Council before removing the City Administrator.*
- *Serve as ceremonial head of the City.*
- *Represent the City in inter-governmental relations as directed by the Council.*
- *Provide community leadership."*

Current Organizational Structure

The Office of the Mayor has 24 full time equivalents, including the Mayor, and an FY 2009 approved budget of \$3.8 million, including the Oaklanders Assistance Center. The administrative functions of the Office of the Mayor are led by the Mayor's Chief of Staff. According to the city's organizational chart, four senior managers report directly to the Chief of Staff.

- Deputy Chief of Staff, generally responsible for staff and Office operations, manages a diverse set of positions including the Education Advisor, the Office Manager, and the Director of the Oaklanders Assistance Center,
- Director of Intergovernmental Affairs oversees the Intergovernmental Affairs (IGA) Team in the Mayor's Office and the related contractors,
- Public Safety Director provides oversight for the Re-Entry Specialist and policy direction for the Mayor's public safety priorities, and
- Communications Director leads the Mayor's communication team.

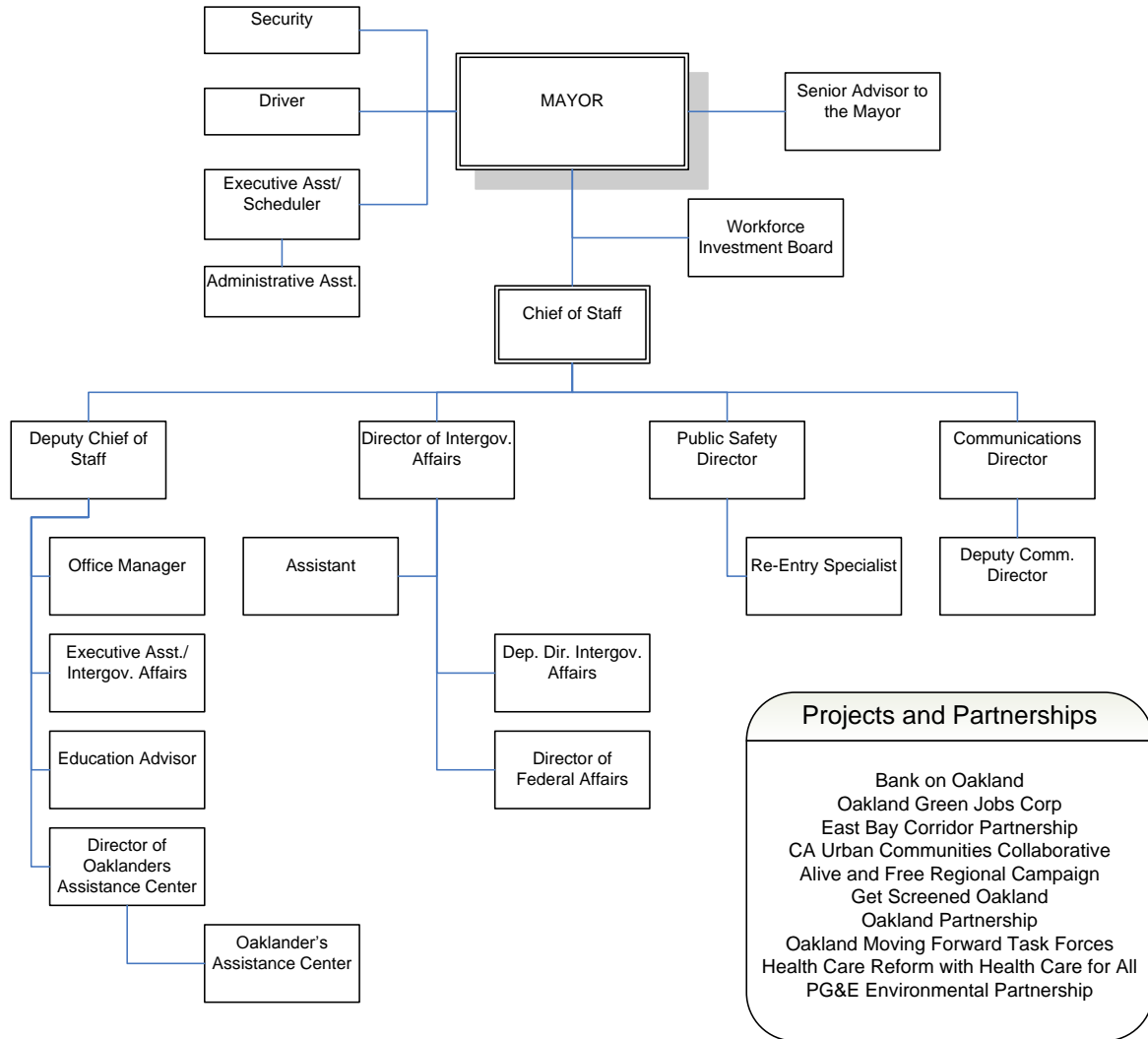
The Mayor's Intergovernmental Affairs (IGA) Team is comprised of the Director of IGA, the Deputy Director of IGA, Director of Federal Affairs, and one assistant. Together, this team facilitates collaboration and cooperation between governments at the city, state, and federal levels. They also manage federal and state intergovernmental affairs consultants.

The Communications Team is made up of the Director of Communications and the Deputy Director of Communications. They work together to manage the Mayor's media and public relations.

The Director of the Oaklanders Assistance Center (OAC) leads a team of six employees that serve as the point of contact for any citizen issue. The Center has a dual purpose, serving as a call center providing customer service to citizens as well as performing community outreach on behalf of the Mayor.

The Mayor's driver, his security personnel, the Executive Assistant/Scheduler, the Chief of Staff, and the Senior Advisor to the Mayor all report directly to the Mayor. The Senior Advisor to the Mayor is a volunteer position.

Mayor's Office – Current Organizational Structure



The Mayor has a number of projects and partnerships for which the Mayor’s staff provides direct or indirect management, leadership, coordination, or support. These projects, listed in the organizational chart, are varied in size, scope, and funding source.

Objectives

Operationalizing the Strong Mayor Form of Government

There is a need for strong leadership across city government, relating to the Mayor, City Council and internal city leadership. The Strong Mayor form of government has not been fully operationalized, and the roles of the Mayor, City Administrator, and City Council are not consistently followed. The methodology of how groups work together in the grey areas of policy formulation and operation requires constant diligence, plus open communication.

Re-Communicate the Mayor's Vision

The Mayor's vision of a Model City needs to be communicated again in simple and understandable terms to the city's residents or within the government around public safety, economic development, and public private partnerships. The City should develop an actionable agenda based on that vision that clearly outlines the steps that will be taken to succeed.

Every city department can contribute directly to the city's overall mission as defined by the Mayor's vision for a Model City. However, the goals and outcomes of the operating departments are not clearly aligned with those of the Mayor's vision. New and existing initiatives should be explicitly connected to one or more components of that vision.

Establish a Seamless Connection between Offices of the Mayor and City Administrator

While the roles of the Mayor and City Administrator are clearly distinct and enumerated in the City Charter, executive leadership and management should be seamless across both offices. The Mayor is the chief executive and has the authority to direct policy. The City Administrator, as chief operating officer, is charged with carrying out that policy. Currently, the Mayor's vision and the operational direction of the Mayor's and City Administrator's Offices are separate and uncoordinated.

Renewed Commitment to Intergovernmental Communications Efforts

The relationship between the executive and legislative branches of government is important and requires active management on a daily basis. Additionally, the direct communication between the Mayor and the City Council is essential. Equally as important is the Mayor's weekly meeting with the President of the City Council, and the Mayor's meetings with each member of Council.

One of the most effective means of managing that relationship is the agenda management process. Currently, that process needs improvement. There is little direct communication on major issues submitted to City Council, and limited communication with intergovernmental affairs staff. The Intergovernmental Affairs Director, Chief of Staff, and the Mayor are not receiving notice of significant issues being considered by Council with sufficient time for review prior to submission.

Public Safety

Reducing crime is critical to achieving the Mayor's vision of a Model City. The public safety component of the Model City requires a comprehensive approach aggressively focused on prevention, intervention, enforcement, and sustainability. The City has taken a variety of steps to address this issue, such as a public safety coordinator, and the geographic policing model, which created the three public safety districts allowing a more efficient deployment of police officers as well as effective coordination of city services. The geographic policing model was a major step towards community policing and strategic police deployment.

Through a Strong Mayor government, public safety should be improved in important, practical ways, such as providing leadership to shift police resources despite inherent bureaucracy. The creation of the Public Safety Coordinator is important to the effort of bringing all city services together to achieve a comprehensive crime reduction strategy (e.g. Police, Fire, Human Services,

etc.). All city departments should demonstrate ownership of their contributions to improving public safety, which should be reflected in their Annual Performance Agreement. Crime affects the well being and quality of life of Oakland residents. Crime reduction is and continues to be a high priority.

Recommendations

Establish the Executive Office of the Mayor

The Executive Office of the Mayor will serve to unite the executive branch under the leadership of the Mayor and the City Administrator. While a physical office is not needed, the Executive Office will provide leadership, direction, and communication about the Mayor's vision and other directives from city leadership.

Create Leadership Teams with New Meeting Schedules

Internal organization is critical and should be an immediate priority of the Office of the Mayor and the City Administrator's Office. The City cannot be externally focused without first being internally organized. Best practice research indicates that a structured, disciplined meeting schedule is essential for effective communication, clarity of roles and responsibilities, and information flow. A strong meeting schedule will be important in establishing the Executive Office of the Mayor, and coordinating efforts between the Mayor's Office and the City Administrator's Office.

The following meeting schedule includes three recommended leadership teams:

- **Mayor's Communication and Scheduling Team:** Includes the Mayor, City Administrator, Chief of Staff, Deputy Chief of Staff, Senior Advisor to the Mayor, Mayor's Scheduler, Assistant City Administrator(s), and Communications Director.
- **Cabinet:** Includes the Mayor, City Administrator, Chief of Staff, Deputy Chief of Staff, Department Directors, Assistant City Administrator(s), and Communications Director.
- **Labor Management Partnership:** Includes the Mayor, Chief of Staff, City Administrator, Human Resources Director, Department Directors, and Assistant City Administrator(s).

Executive Office of the Mayor: Recommended Meetings

Day/Time	Type	Agenda Set by:	Attendees
Every Monday morning	Executive Staff and Scheduling Meeting	Deputy Chief of Staff	Mayor, City Administrator, Chief of Staff, Deputy Chief of Staff, Mayor's Staff, Senior Advisor to the Mayor, Mayor's Executive Assistant, Mayor's Scheduler, Assistant City Administrator(s), Communications Director and Staff
Monday <i>bi-monthly, prior to City Council meeting</i>	Cabinet Meeting <i>To review key issues before coming to Council</i>	Chief of Staff and City Administrator	Mayor, City Administrator, Chief of Staff, Deputy Chief of Staff, Department Directors, Assistant City Administrator(s), Communications Director and Public Information Officer
Wednesday <i>bi-monthly, more frequently as need</i>	Pre-Rules Committee Meeting w/ Pres. of Council <i>To discuss issues of concern</i>	Mayor	Mayor, President of City Council
Wednesday	Post Council Meeting	City Clerk	City Clerk, Assistant City Administrator(s), Deputy Chief of Staff, Assistant to City Administrator(s), Agency Schedulers
Thursday	City Council Rules Committee	Council	City Administrator, Chief of Staff, Deputy Chief of Staff to sit in on this meeting
Monthly or more frequently as needed	Labor Management Partnership Meeting <i>(not to discuss contract negotiation or grievances)</i>	City Administrator	Mayor, Chief of Staff, City Administrator, Human Resources Director, Assistant City Administrator(s), Department Directors
Quarterly <i>Financial and Budget Review</i>		Assistant CAO / CFO	Mayor, City Administrator, Assistant City Administrator(s), Chief of Staff, Deputy Chief of Staff, Budget Director
Monthly <i>OakStat dept'l performance review</i>		Assistant CAO / CFO	Mayor, City Administrator, Assistant City Administrator(s), Chief of Staff, Deputy Chief of Staff, Budget Director, Department Directors as scheduled

Create Multi-Year Financial and Strategic Plan

The City needs to create a multi-year financial and strategic plan that develops the Mayor's vision into a defined set of strategies with actionable agendas. While the City Administrator would drive the development and implementation of the strategic plan, the Mayor should provide overall leadership and direction. This is one example of the close collaboration needed under a Strong Mayor form of government.

The plan must identify specific initiatives to balance the city's budget over a period of at least five years, and should unite budget strategies with policy initiatives to deliver a clear and

sustainable course of action that is directly tied to the Mayor's vision. Ultimately, every financial plan must include specific strategies to address the city's historic structural deficit.

While the recent exercise of reducing annual expenditures to produce a balanced budget was a success, its success is limited to one budget cycle. To create truly sustainable fiscal policy, the City must look beyond the next two years. A successful plan would have the following elements:

- **Review of trends: revenue, expenditures and demography.** Revenue and expenditure trend analysis, in tandem with identification of key economic and demographic patterns driving such trends, will be a core component of a multi-year financial plan. A model should incorporate 3-5 years of historical data, and should be based on a review of longer-term trends for certain revenue streams and expenditure line items for which a further perspective is valuable to identify potential scenarios (e.g. economically sensitive taxes, employee benefits).
- **Review of development incentives.** In many cities, development incentives can be an important component of job creation strategies and economic revitalization. At the same time, the use of such incentives must be tempered by an understanding of any net costs, as well as the impact on longer-term goals of fostering a competitive tax environment and service mix.
- **Review of services currently rendered.** This review should focus on gaining a richer understanding of the multi-year resource requirements associated with the city's strategic priorities. Building on available past city analysis, targeted benchmarking may be used to refine targeted spending levels and/or to help identify areas for potential savings that might be reinvested for fiscal strength and higher priorities.
- **Quantified impact of unfunded mandates.** A high-level summary of current and anticipated state and federal mandates with significant budgetary impact should be developed. This analysis would encompass department-by-department budget reviews, as well as assessments of cross-cutting issues, with detailed fiscal impact estimates for mandates with costs in excess of \$1 million annually. A schedule for these mandates should be produced, and required funding levels (and strategies, as developed) should be incorporated into the city's long-term financial plan.
- **Review of expected debt levels for the period.** An updated debt profile of the City and related issuers should be developed, including detailed review of existing general obligation, appropriation, and revenue debt levels across the plan period. Rating agencies' parameters and commentary should be recognized and debt burden metrics calculated. To this schedule, alternative new issuance assumptions should be modeled, based on future financing scenarios driven by the balancing of identified general capital improvement program (CIP) needs, priority new capital initiatives, and overall budget constraints. Standard market interest rate, cost of issuance, structure, and timing assumptions should be used.
- **Review of the City's capital improvement plan.** A summary analysis of the city's CIP would address:
 - Operating budget (debt service, pay-go) impacts of planned financing levels,
 - Alternative scenarios and general policy impacts (e.g., if the CIP is not fully funded, what type of projects may be deferred, raising what policy concerns), and

- Creative financing options, as applicable.
- **Compare tax levels with other jurisdictions (locally, regionally, and nationally).** To assess long-term tax competitiveness, desirability of tax policy change, and capacity for future tax increases, the plan should assess comparative local, regional, and national tax data.
- **Other items. Building on the above analysis, the plan and model should summarize key budget drivers and associated issues and risks, for example:**
 - Workforce cost trends, such as healthcare and retiree benefit funding pressures
 - Energy cost trends, and areas of impact on the city budget (facilities, fleet)
 - Non-tax revenue impacts, and opportunities for enhanced cost recovery
 - In addition, the plan should also highlight city reserve policies and goals, and the relationship of such contingencies to overall financial requirements on a multi-year basis.
- **Preparation of a budget model.** Develop a budget model that forecasts the city's current budget, and reflects future revenue and expenditure impacts.
- **Identification of ways to eliminate any negative budget gaps.** Gap-closing opportunities can be derived from precedent analysis of key budget drivers, trends, and priorities.

Although a multi-year plan generally outlines financial projections and strategies five or more years into the future, such plans should be performed annually to evaluate the impact of any new developments that could cause the underlying growth assumptions to change or require unanticipated expenditures.

Develop a Labor Strategy

The City is currently negotiating all labor contracts except that of the Oakland Police Officers Association. Despite that fact, there is no indication of a comprehensive labor negotiation strategy in place.

To begin a coordinated labor strategy, the City must:

- Use data from national and regional comparable cities to identify strengths and weaknesses in such areas as:
 - wages, including overtime provisions, longevity, shift differentials, other premiums, and pay for performance;
 - health, disability, pension, legal, and other benefits;
 - holidays, personal leave, sick leave, and other paid time off; and,
 - management and work rule concerns.
- Define the practical impact of existing labor agreements on productivity and managerial flexibility, including the identification of unwritten practices and constraints.
- Assess the city's positioning to succeed with recruitment and retention for key positions, as well as the effectiveness of training and development programs, integrating broader human resources concerns into a sound labor relations strategy.

The City's workforce represents the largest category of spending in any given year. At the same time, employee benefit costs – for both current employees and retirees – are growing at rates that

far exceed those of available resources. While in many ways the ability to reduce these expenditures is limited, there are a number of strategies the City can implement to manage labor costs. The City must balance the requests of each bargaining unit with the long-term availability of resources to develop a sustainable workforce compensation plan. The strategy must be coordinated with a long-term financial plan to clearly understand and document the fiscal obligations. The Mayor must participate in the strategy and must consult with the City Council for its consideration and approval.

Re-Communicate and Repackage the Mayor's Vision with an Actionable Agenda

The Mayor's vision is not embedded within city culture. Of the employees interviewed during the course of this project, very few were familiar enough with the specifics of the Mayor's vision to articulate exactly how their respective department or they individually contribute to it.

The Mayor's vision needs to be communicated again to the public and to each employee. Each priority needs to be backed with an actionable agenda and each department should have a clear role in the implementation of the Mayor's vision. In addition, the Mayor's vision should be communicated and defined to a level where individual staff can understand their contribution to the Model City. The goal is to reinforce and embed the Mayor's vision in the organization's culture. While departments may operate with some autonomy on a day-to-day basis, their decisions should be made based on one overriding set of priorities.

As previously mentioned, the priorities established within the Mayor's vision should be tied to significant outcome measures. Outcome measures serve as the mechanism to determine whether or not an initiative is achieving the outcomes it set out to achieve.

Clearly Define the Role of the Senior Advisor to the Mayor

With the Mayor's emphasis on civic engagement and community/government partnerships, there is a need and opportunity to provide leadership and visibility to related initiatives. This role can be fulfilled by the Senior Advisor to the Mayor whose responsibilities would include:

- **Office of Public Private Partnerships:** The role of Senior Advisor to the Mayor would manage the day to day operations of the Office of Public Private Partnerships to expand and market public private partnerships for the benefit of the City. The Senior Advisor would serve as co-chair of the Advisory Board to the Office of Public Private Partnerships.
- **Office of Protocol and International Affairs:** The Senior Advisor would chair the City of Oakland Office of Protocol and International Affairs, which would welcome diplomats, dignitaries, and other high-level guests to the City. The Office should be established based on best practices and experiences in cities with similar offices, such as Chicago, Los Angeles, and New York City.
- **Oakland Sister Cities:** The Senior Advisor should chair the Oakland Sister City Program. To further develop this program, the City should review best practices from other sister city programs, and identify opportunities for Oakland.

The role should not conflict with the role and authority of any other employee. The Senior Advisor position currently overlaps the role of the Mayor's Chief of Staff to some extent. The

Chief of Staff position needs to be recognized as the single manager of the Executive Office of the Mayor.

Regardless of the final determination made to the role of the Senior Advisor to the Mayor, the role definition must be consistently applied.

Incorporate the Mayor's Task Forces within Departments to Institutionalize the Civic Engagement Process

The Mayor started the community task forces during his transition to office. Some have developed fairly comprehensive reports and some are still active. Each task force should report to a coordinating department director, and together with the department leadership and staff, they should lead the city's civic engagement efforts. Department directors must work with the task forces to help drive the Mayor's civic engagement process. However, the task forces should not be bureaucratized in the departments, but are available for consultation, advice, and to reinforce a robust civic engagement process.

Time Management

The Mayor's schedule and the schedule of meetings must be consistently followed. The Office should maintain the philosophy that it is preferable to do less and do it better than to do more without regard to quality. The Mayor's Office and its staff need to be firmly dedicated to consistency, focus, organization, and discipline.

Expand the Existing Internship Program

Utilizing the skills and ideas of students from nearby colleges and universities, the existing internship should be expanded. By exposing students to the inner workings of city government, the City can increase personnel for limited resources, promote cooperation with the university community, and begin training the next generation of public employees.

Performance Reviews

Performance reviews are essential to ensuring accountability and results. The Mayor should implement outcome-based performance reviews, beginning with department directors, thirty days after receipt of this report. An annual performance agreement and 360 degree performance evaluation method are recommended in the "Staff Assessment" section of this report.

Leverage Technology

Technology resources should be leveraged as part of implementing the recommendations contained in this report, as well as expanded throughout the operations of government. This should begin with a citywide information technology strategic plan, endorsed by the Mayor, and related actionable items.

Recommended Organizational Structure

The Executive Office of the Mayor should be reorganized and focused on policy development and direction. The current organizational structure is focused on project administration, which should be delegated to the operating departments and other city agencies.

Under the proposed structure, the operation of the Mayor's Office will be managed by the Chief of Staff. The Deputy Chief of Staff will report to this position. The Deputy Chief will be responsible for the day to day management of the Mayor's Office and directly supervision of the Director of Intergovernmental Affairs – Federal, the Intergovernmental Relations – State/Local, and other positions. The Mayor's Press Secretary will report directly to the Mayor.

The Director of Intergovernmental Affairs - Federal will be responsible for federal affairs will represent the Office of the Mayor of Oakland in the nation's capital, serving as the city's liaison with the White House, the State of California's Washington Office, and the Port of Oakland and Alameda County federal lobbyists. This position will also manage the city's involvement with Congress, the U.S. Conference of Mayors, the National League of Cities, and other national organizations.

The Intergovernmental Relations – State/Local will be responsible for local and state affairs, and will manage relationships with the Office of the Governor of California and the State legislature. This position should also manage the city's involvement with the Association of Bay Area Governments, the California Municipal League and the Alameda County Conference of Mayors.

Under the new combined Executive Office of the Mayor, the Public Information Office, currently under the Office of the City Administrator, should be consolidated with the Mayor's Communication Team to form the Mayor's Office of Communications. This will provide a single and unified communication and public relations function.

The Oaklanders Assistance Center, currently in the Office of the Mayor, should be consolidated with the Neighborhood Services Division and moved to the Office of Communications within the Office of the Mayor. This consolidation will allow for greater efficiency and better coordination of the city's community outreach and constituent affairs functions.

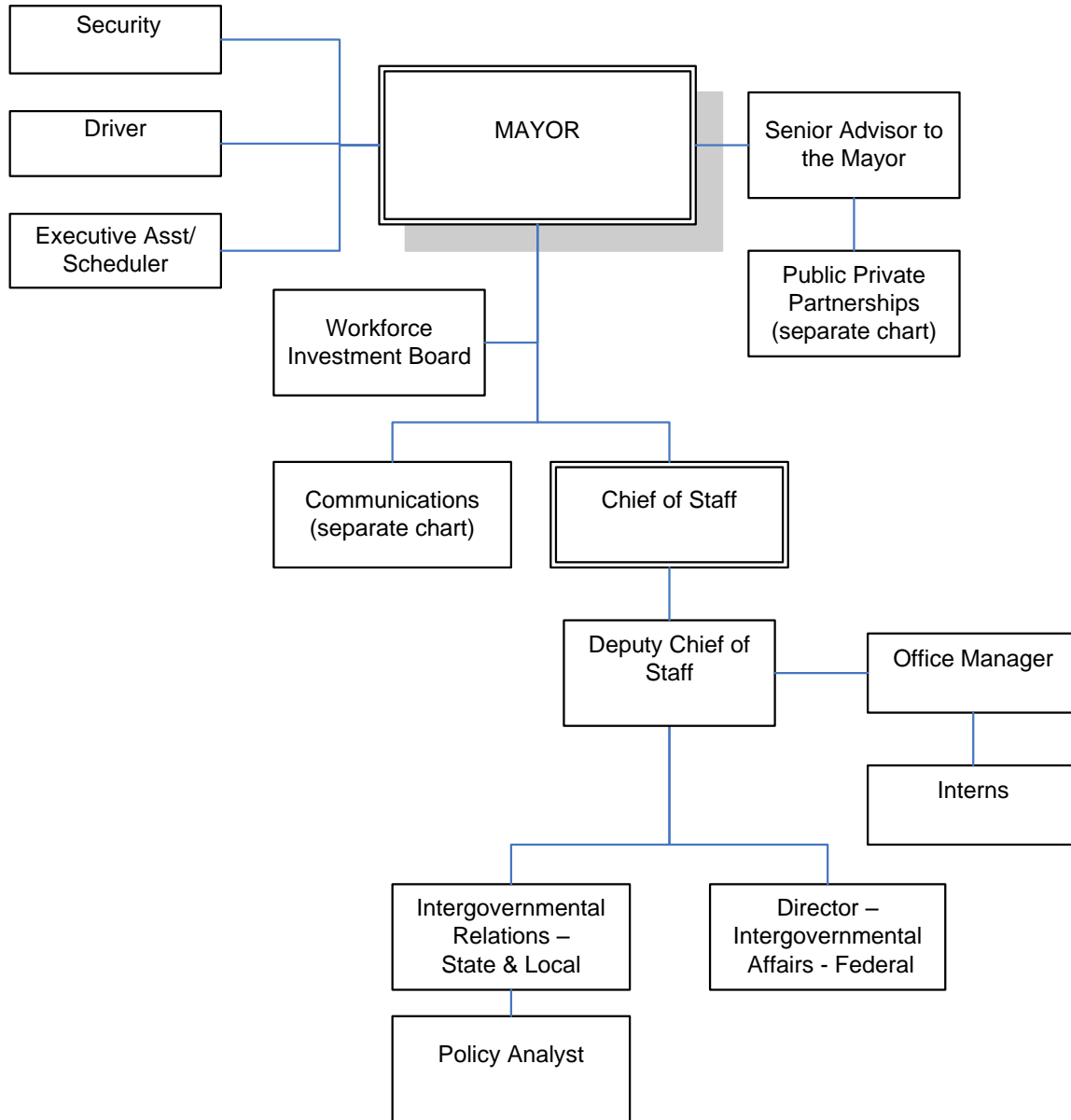
Issue-specific programs and project responsibilities should be transferred out of the Mayor's Office to the departments. For example:

- Get Screened Oakland, Alive and Free and the Health Care Reform program can ultimately be located in the Department of Human Services,
- Bank on Oakland, the Urban Communities Collaborative, the Oakland Job Corps, and the East Bay Corridor Project should ultimately be located in CEDA, and
- The Mayor's Oakland Moving Forward Task Forces should ultimately be integrated into the city departments with which they most closely align.

The overall goal of the reorganization of the Executive Office of the Mayor is for the Office to be policy and direction-focused, rather than having Mayor's Office staff directly involved in managing operational issues that are best aligned with the ongoing work of various departments.

The proposed structure is leaner with clearly defined reporting responsibilities, and focused roles for each employee in the Office.

Proposed Executive Office of the Mayor



OFFICE OF PUBLIC PRIVATE PARTNERSHIPS

Introduction

The use of public-private partnerships has become an increasingly common strategy in public management. More and more, governments are engaging the private and non-profit sectors to tackle critical issues and provide better public services for their citizens at a lower cost. Examples of these partnerships can be seen across the nation in projects that vary from developing shelters for the homeless to contracting for the design, construction, and operation of wastewater treatment facilities. As part of the comprehensive review of city government in Oakland, the City sought an assessment of national best practices in public-private partnerships and recommendations on how this function can be strengthened and formalized within city government. In light of the economic downturn and limited budget environment, this function becomes particularly important, given the need to aggressively pursue partnership opportunities.

Background

The term “public-private partnership” (PPP) is used loosely to describe a number of different ideas. In the context of this report, the term “public-private partnership” refers to any collaboration between the public-sector and private- or non-profit-sector that uses the specific capabilities and resources of the partners to meet a specific public need.

With increasing and diverse demands for government services, the traditional hierarchical model of government is becoming more challenged to address the complicated issues facing governments in the twenty-first century. One alternative to replace this structure is a new model in which public managers engage networks of non-governmental entities to achieve public goals. Experts in public administration refer to this model as “governing by network.” Partnering for public services allows governments to take advantage of specialization in the private- and non-profit sectors. These networks also allow for innovation, flexibility, and increased reach¹.

There are countless instances of PPPs being used to meet a public need or provide public services more efficiently. A few examples include the Chicago Solar Partnership, the Los Angeles Police Department’s use of a private firm to process crime reports, New York City’s Neighborhood Entrepreneurs Program, and Partnership Denver.

Environmental Sustainability – Chicago Solar Partnership

The Chicago Solar Partnership is a collaboration between government, businesses, and civic organizations focused on helping Chicago to meet its goal of obtaining 20% of its energy from renewable resources. With support from the Illinois Solar Energy Association, the U.S. Department of Energy, and a \$12 million commitment from the energy company, Exelon, the City was able to yield close to 2 megawatts of solar installations in the Chicago metropolitan area. This achievement has helped Chicago to reduce its CO₂ emissions by 1,361 metric tons per annum².

¹ Goldsmith, Stephen and William Eggers. *Governing by Network*. Washington, DC: Brookings Institution Press, 2004.

²Chicago Solar Partnership <www.chicagosolarpartnership.org>

Public Safety – Los Angeles Police Department

Through a PPP, the Los Angeles Police Department (LAPD) was able to reduce the cost of taking police reports from as high as \$123 to as low as \$8. The LAPD contracted with a private firm to take and process crime reports over the phone. This freed up numerous officers who would otherwise need to sit at a desk performing this function. The use of this private partner has allowed the LAPD to enhance the law enforcement workforce by 20 percent³.

Civic Engagement – Partnership Denver: Neighbors Building Solutions

Partnership Denver: Neighbors Building Solutions is an initiative led by Mayor John Hickenlooper to build partnerships between the City, neighborhoods, non-profits, and businesses for the purpose of addressing neighborhood concerns. A series of community forums were held to identify issues of greatest concern in the neighborhoods and ideas for addressing these issues. The key issues emerging from these sessions were the need for youth mentoring and the problem of graffiti vandalism. The City then took action to address these issues. The Youth Mentoring Collaborative, a partnership between Denver Human Services, 15 mentoring organizations, and eight resource partners, was a direct result of the Partnership Denver community forums. Also as a result of the forums, the City assembled the Mayor's Graffiti Task Force to engage the community in addressing this concern⁴.

Office of Public Private Partnerships

As evidenced by the examples above, the engagement of the private and non-profit sectors in providing government services can benefit all parties involved. A formal organization dedicated to fostering these partnerships could add significant value to city government by:

- Institutionalizing a focus on leveraging resources for the benefit of the City,
- Encouraging civic participation among residents and businesses,
- Reinforcing partnerships as a best practice within the City,
- Signaling the city's commitment to these partnerships to potential partners, and
- Demonstrating to the citizens a commitment to improvement.

The concept of a formal organization focused on fostering PPPs is not without precedent. Similar structures are currently in place in Washington, DC, New York, NY, Denver, CO, and Fairfax County, VA.

Office of Partnerships and Grant Services, Washington, DC

The mission of Washington, DC's Office of Partnerships and Grant Services is to establish partnerships among public and private organizations and to pursue financial support and technical assistance from public and private sector sources for the purpose of improving the quality of life of residents of the District of Columbia. The core functions of this organization include directing the District government's grant development process, providing technical

³ National Council for Public Private Partnerships. "For the Good of the People: Using Public-Private Partnerships to Meet America's Essential Needs," <<http://www.ncppp.org/presskit/ncpppwhitepaper.pdf>>, 2002.

⁴Partnership Denver <www.denvergov.org/PartnershipDenver>

assistance and training to strengthen local community and non-profit organizations, facilitating public private partnerships, and serving as the District government's sub-grants clearinghouse⁵.

Mayor's Fund to Advance New York City

The Mayor's Fund to Advance New York City is an organization that exists outside of the city government. The Mayor's Fund is a 501(c)(3) not-for-profit organization. Its mission is to promote partnerships between the City and the private sector to develop programs in the arts, parks, education, and health. The Mayor's Fund raises funds from foundations, corporations, and individuals to support public programs while evaluating their effectiveness, and the feasibility of future public funding⁶.

Denver Office of Strategic Partnerships

Housed in Denver's Human Services department, the Denver Office of Strategic Partnerships (DOSP) aims to empower the city's non-profit organizations to improve the quality of life in the City. The office raises funds from individuals, foundations, and corporations to support cooperative initiatives with local non-profit organizations. The DOSP also aims to engage the community in volunteer efforts, addressing community needs while encouraging civic pride and participation. The DOSP Commission, appointed by the Mayor, advises the work of the office. The Commission is currently composed of 16 non-profit, foundation, and business leaders⁷.

Fairfax County Office of Public Private Partnerships

The Fairfax County Office of Public Private Partnerships is a governmental organization focused on helping government leaders join with community and private sector leaders to address issues affecting economics, access, equity, opportunity, and overall quality of life in Fairfax County, Virginia. The organization performs several functions including serving as a liaison between potential partnering entities, creating a clearinghouse for current and future partnerships, and creating a methodology to continuously survey existing relationships across the county⁸.

Recommendation: Office of Public Private Partnerships in Oakland

The City of Oakland can benefit greatly from the institutionalization of an Office of Public Private Partnerships. The Mayor of Oakland has a long career of successful community engagement, partnerships with foundations, and intergovernmental collaboration that would lend to the strength of such an office. The City itself has access to an active business community and a highly engaged citizenry. The corporate and foundation resources available in the San Francisco Bay Area also make the City of Oakland well positioned to benefit from PPPs. The City should institutionalize this best practice in a formal office to be better positioned to take advantage of the resources available.

The Office of Public Private Partnerships in Oakland performs a dual function, engaging the private and non-profit sectors in the various functions of government and leveraging resources in

⁵ Office of Partnerships and Grant Services, Washington, DC <opgd.dc.gov/opgd/site/default.asp>

⁶ Mayor's Fund to Advance New York City <www.nyc.gov/fund>

⁷ Denver Office of Strategic Partnerships <www.denvergov.org/strategicpartnerships>

⁸ Office of Public Private Partnerships – Fairfax County, Virginia <www.fairfaxcounty.gov/partnerships>

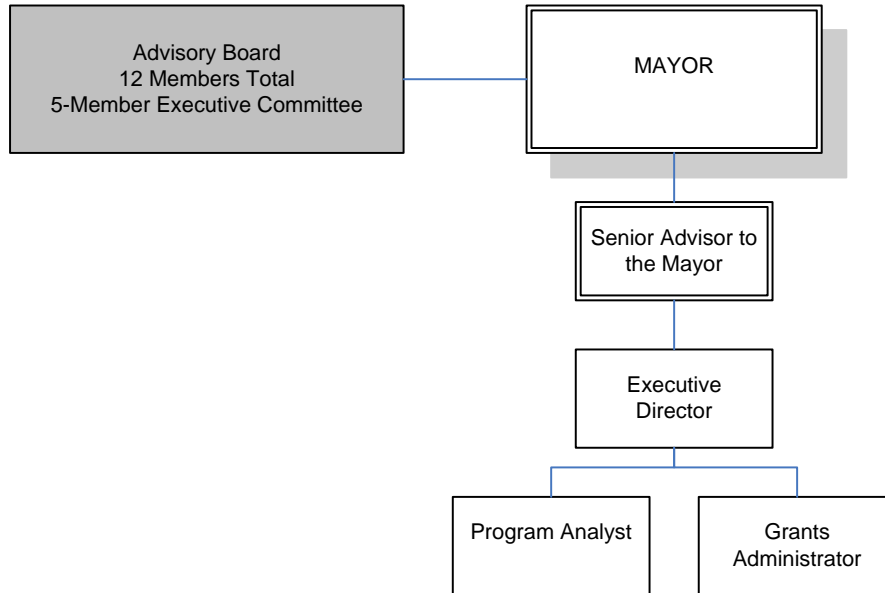
the form of grant funds and corporate sponsorship for public sector projects. The Mayor should appoint an Advisory Board of 12 to 15 members representing the local and regional business, foundation, and non-profit communities. This group would provide intellectual leadership as well as facilitate access to resources available in their respective sectors. The board should be co-chaired by the Senior Advisor to the Mayor and a representative of the philanthropic community. A five-member Executive Team, made up of a subset of the Advisory Board including the co-chairs, should more directly advise the operations of the office.

In formalizing this structure, the Office should have two full-time staff members – an Executive Director and a Program Analyst. Additional positions, such as Grant Administrator or additional Program Analysts should be added as new programs develop, and the Office grows. The Advisory Board and the Senior Advisor to the Mayor are unpaid positions.

The following are options for the formal structure of the Office of Public Private Partnerships. Option 1, which is the recommended option, is the Office of Public Private Partnerships housed in the Office of the Mayor. Option 2 is an Office of Public Private Partnerships that functions as a non-profit organization established outside of city government. This structure would be similar to the Mayor’s Fund in New York City. In this scenario, the City would serve as a fiscal agent, accepting external funding and performing any fiscal duties on the behalf of the organization.

Option 1 (recommended option)

Office of Public Private Partnership within City Government

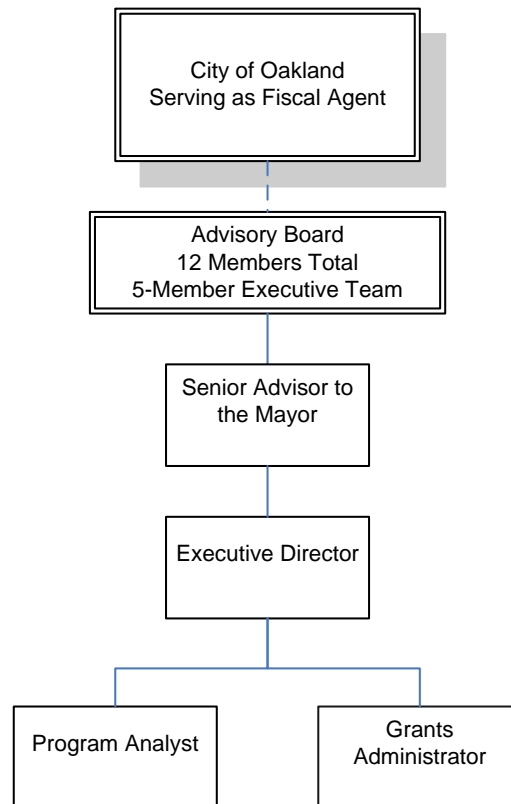


Organizational Structure: Having the Office positioned inside city government will allow for greater control of its operations as well as a more seamless interaction with other city departments. Close coordination with city departments will be critical for identifying partners, and projects for partnership. Under this structure, the Executive Director will report directly to the Senior Advisor to the Mayor. The Senior Advisor will report to the Advisory Board and the Mayor. The Program Analyst will report to the Executive Director. With the growth and development of the Office, any future positions that are created would also report to the Executive Director.

Funding: Under this option, the Office will be funded from the city’s budget. While the Office is expected to be revenue generating, the City will have to bear the start-up costs as well as the risk of insufficient returns. Start-up costs will include staffing and space, as well as preliminary board development events and meetings. It is recommended that this Office works toward becoming self funded, with the City beginning to reduce its cost by at least 50 percent effective with the next budget cycle.

Option 2 (alternative)

Office of Public Private Partnerships as Non-Profit Organization



Organizational Structure: Under this structure, the Office of Public Private Partnerships will be established as a non-profit organization outside of city government. The Senior Advisor to the Mayor will co-chair the Advisory Board along with a representative of the philanthropic community, and the City will serve as the organization’s fiscal agent, assuming responsibility for receiving and disbursing grant funds. The Executive Director will report to the Senior Advisor to the Mayor. Any new positions that are added as the Office grows would report to the Executive Director.

Funding: With this structure, the City will be able to save the start-up costs and avoid adding more employees to the payroll. Under this arrangement, however, the City will have less control over the operation of the organization.

Option 2 is not recommended as it has several key disadvantages.

- This organization would be too removed from city government. This distance may allow room for competing interests to affect the benefit received by the City.
- The organization would lack the influence that it would have within the City. Outside of government, it would be one of many non-profits competing for resources.
- One of the more important factors in the success of this office will be the visible support of the Mayor. The Mayor’s involvement will signal to businesses and residents that the

City is committed to change and ready to make a difference. The distance created by an organization outside of the City would weaken the impression of a direct connection to the Mayor.

With these shortcomings taken into consideration, if policy or financial realities preclude the implementation of the recommended option, the latter alternative would at least allow for an organization that could leverage resources and promote partnerships for the benefit of the City. In the best case scenario, however, the City will be able to create an Office of Public Private Partnerships that reports to the Office of the Mayor.

Next Steps

The following are next steps for the implementation of the recommended option.

1. Determine funding availability.
2. Identify candidates for Advisory Board and Executive Team and begin board development.
3. Mayor should meet with the Executive Team shortly after it is established to come to an agreement on priority initiatives.
4. Focus attention on existing structures and the resources and knowledge they can provide in creating the new Office.
 - East Bay Community Foundation – fundraising experience, foundation connections, and focus on community, social, and economic development
 - Oakland Partnership – established connections to the business community and focus on economic development
5. Mayor should meet with the heads of the city departments to get buy-in for the new formal office and emphasize the value of partnering for public services.

Best Practices for Success in Public Private Partnerships

The following is a list of best practices for a successful organization and productive partnerships. The Government Accountability Office identified the following four key elements in the implementation of PPPs. These elements are important to consider when creating Oakland's Office of Public Private Partnerships.

- Statutory basis - the organization and the partnerships that it fosters must be legally or statutorily permissible in the context that it is operating in
- Stakeholder support - the government must have the support of the local community and other stakeholders in any partnership initiative
- Detailed business plan - detailed business plans addressing market conditions, public and private responsibilities, and project financing will allow for more informed partnership decision-making, and will help to protect the government's interests

- Organizational structure and expertise – the organization must have an established structure that allows for the efficient facilitation of partnership initiatives. Also important is the expertise that the organization’s leadership brings to the table⁹

University of Pennsylvania Professor of Social Sciences, Donald Kettl, identified five important skills that public managers must have to be successful in partnering with non-governmental entities. These skills are goal setting, negotiation, communication, financial management, and bridge building. It is important that the Executive Director of the Oakland Office of Public Private Partnership possess all of these skills¹⁰.

Another best practice referenced by numerous sources is very careful structuring of partnership agreements. Public managers should be sure to include performance standards in agreements with partners for the provision of public services. This will ensure that the partnership does not result in substandard service for customers.

The contract or agreement should also include a provision to protect government information that partners may be allowed access to. Public managers should ensure that data not be used for any other purpose outside of the partnership arrangement. Government information involved in PPPs should be given protections at least equal to those that would have been provided if the information had remained in the government’s hands¹¹.

Summary

Public private partnerships are becoming a common tool for governments to address the needs of their constituents more efficiently or at a lower cost. A formal Office of Public Private Partnerships in Oakland can serve to facilitate these partnerships between the City and private- and non-profit-sector entities, as well as actively seek financial support for public projects. The Office can be positioned inside city government for closer control of operations, but at a higher initial cost, or it can be positioned outside of government for initial savings, but with less control of operations. Using recognized best practices will increase the chances of a successful organization and mutually beneficial partnerships.

⁹ Mihm, J. Christopher. “Public-Private Partnerships: Key Elements of Federal Building and Facility Partnerships.” Government Accountability Office, <<http://www.gao.gov/archive/1999/gg99081t.pdf>> 1999.

¹⁰ Kettl, Donald F. “Managing Indirect Government.” *The Tools of Government: A Guide to the New Governance*. Ed. Lester M. Salamon. New York: Oxford University Press, 2002. 490-510.

¹¹ Center for Democracy & Technology. “Public-Private Partnerships, e-Government, and Privacy,” <www.cdt.org/privacy/guide/protect20061100ppp-privacy.pdf>, 2006.

COMMUNICATIONS REVIEW AND GUIDELINES

Background

Traditionally, communications efforts have been led by the Mayor's Office with support from the City Administrator and individuals within city departments. The number of staff has varied depending on need, budget, and leadership.

Current Organizational Structure

The Communications Office itself currently consists of just two positions: The Communications Director and the Deputy Communications Director, which is currently a vacant position.

However, there are a number of other positions and offices in the Office of the Mayor and the City Administrator's Office that directly contribute to the city's communications efforts. In the City Administrator's Office, one of the Assistant to the City Administrator positions serves as the Office's Public Information Officer. The Information Technology Department is responsible for the administration of the city's website. KTOP, the city's government access television channel, is in the Cultural Arts & Marketing Division of the City Administrator's Office. The Oaklanders Assistance Center is housed in the Mayor's Office, but is not formally engaged with the Communications Office staff. City departments also have staff dedicated to public information, and the Fire Department, Police Department, Department of Parks and Recreation, Public Works Department, and Libraries have Public Information Officers on staff.

Objectives

Streamline the City's Communications Efforts

City communications functions are distributed throughout various offices, and the Communications Office does not have direct managerial authority over all communications efforts. There are no regular meetings dedicated to citywide communications that include all elements, and as a result the Mayor's vision is not consistently communicated. Media relations are effectively confined to the Mayor's Communications Office, community relations are isolated in the Oaklanders Assistance Center, and general public information (i.e. daily internal and external communications related to the operations of the City) is handled within the City Administrator's Office. Communications efforts need to be fully coordinated and processes must be streamlined to effectively establish a single voice for the City of Oakland.

Strengthen the Role of the Communications Director

Similarly, there is no single communications manager that effectively "owns" the city's communications efforts. City communications should be strategic and coordinated to maximize their effectiveness, and without a single manager it becomes increasingly difficult to coordinate and implement the Mayor's communications goals.

The Communications Director, under the leadership of the Mayor and/or Chief of Staff, is generally expected to fill this role. In Oakland, the Communications Director has been required to report through an external communications working group comprised of local volunteer

experts. The team meets weekly, and the Communications Director is asked to submit plans, releases, and announcements to the working group for review.

Once reviewed by the working group, the Director is then required to submit products and ideas to the Mayor's Executive Assistant and then to the Senior Advisor to the Mayor. The Communications Director does not have regular meetings scheduled with the Mayor. The flow of ideas through several "check-in" points is disruptive to the communications process.

The Communications Director must be included in senior-level discussions about mayoral priorities, major policy decisions or significant issues facing the City. The Director should then have the authority to manage all City communications efforts.

Proactive Communications Management

There appears to be little effort to proactively communicate the Mayor's message with one voice. Instead, the Communications Office tends to be reactive to negative press and the negative impacts of ineffective intergovernmental communications. Without a communications strategy in place, proactive efforts are difficult to coordinate and opportunities to deliver the Mayor's message are missed. The Office needs to be both proactive and reactive.

Recommendations

Develop and Implement a Comprehensive, Centralized Communications Plan within the Office of the Mayor

Some of the elements of a comprehensive strategic communications plan have already been developed; however, they have yet to be vetted and implemented by the Mayor's senior staff. The proposed citywide communications strategy produced in the City Administrator's Office is currently the most complete. The strategy proposes a reorganization and centralization of the various city communications functions, and a more focused and strategic approach with the goal of realizing the Mayor's vision of one city, one voice.

The City should build on the framework of the proposed strategy and further develop its six strategic elements, namely:

- Mayor's Press Office
- Public Information
- Media Relations and Social Media
- Emergency and Public Safety Communications
- Employee Communications
- Community Relations

In addition to those key elements, the comprehensive plan should include improved intergovernmental communications strategies. The plan should be developed immediately, and should include the following:

- Situational Analysis, to define the city's strengths, opportunities, weaknesses, and threats

- Crafting of key messages, including the Mayor’s vision and goals for several top priorities
- Defining key target audiences, and specific strategies to deliver the Mayor’s message to each
- Plan of Action and timeline, including:
 - Materials to be developed
 - Website content and launch
 - Media outreach
 - Community outreach
 - Business community outreach
 - Marketing opportunities
 - Partnership opportunities
 - Coordinated emergency communications plan

The following recommendations are intended to guide the Administration in the implementation of a communications strategy and to focus citywide communications efforts to deliver the vision of the Mayor with one voice.

Communications Director Must Have Authority to Coordinate All Communications Efforts

The Communications Office should be the single clearinghouse for all city communications, both internal and external. The Office must be responsible for communicating the Mayor’s vision throughout city government, so that every department director understands their role and can communicate that vision to their staff and to their customers. The Mayor’s vision also needs to be clearly articulated to the public.

The Communications Director, under the direction of the Mayor, the City Administrator, must have final approval on all messages and materials distributed to the public and to city employees. There should be no other approval process, and there should be just one open line of communication from the Office to the Mayor or his Chief of Staff/Deputy Chief of Staff. Messages should not be submitted for approval to any other employee once approved by the Communications Director. If multiple groups need to review messages or communications plans prior to approval, those steps should be complete before materials reach the Communications Director.

Clearly Define Roles of All City Staff in Communications Efforts

A number of city staff and agencies have communications roles. The comprehensive communications plan must identify and define the roles of the Mayor’s Office (including the Communications Office), the City Administrator’s Office, and the departments, as well as the individuals located in each agency. A citywide media relations policy should also be developed and enforced. This policy would outline the protocol and processes city agencies and departments must follow in responding to requests from the news media.

A critical element in defining roles and responsibilities is regular communication through meetings to assign, address, and coordinate responsibilities.

Finally, departmental communications staff should not operate independently. All communications originating from the departments must be vetted with the Mayor and the Communications Director before being made public.

Communications Director Must Coordinate Monthly Meetings of the PIOs across the City

Monthly communications meetings should be led by the Communications Director, and should include at least one individual from each department who is responsible for their department's communications efforts. The meetings should include time to discuss current issues that require attention from the Mayor's Office, and the Communications Director should be responsible for ensuring that the Mayor's vision, goals, and message are communicated to each department. Every message delivered by the City, whether through the Mayor's Office or in one of the departments, needs to be consistent with that of the Mayor. The Communications Director must ensure that city government speaks with one voice.

Consistent Effort to Actively and Effectively Engage the Media

There must be a consistent effort to have the Mayor speak with members of the media more regularly and more productively. Stories develop regardless of the Mayor's participation, and without controlled one-on-one interaction with reporters the Mayor's message can be misrepresented. By participating in the process, the Mayor can begin to repair the Administration's relationship with the media and communicate his message to the community more effectively. The Communications Director must be responsible for managing the Mayor's press schedule and ensuring that direct media engagement becomes a priority.

Communications Office should be a Major Developer of Tools for Civic Engagement

The Communications Office should be a major developer of tools for promoting civic engagement by working with the Mayor, the task forces, and the balance of city government. The Communications Office should develop a package of communication tools that will enhance how the Mayor's vision is shared with the community.

Communications Director must have 24/7 Access to the Mayor, Chief of Staff, and City Administrator

The Communications Director must always have direct access to the Mayor, Chief of Staff, and City Administrator in order to properly respond to emergency situations that may arise. Accordingly, the Communications Director must also be available at all times and prepared to take action if necessary.

The Communications Director must also be invited to regularly participate in strategic planning discussions with the Mayor, Chief of Staff, Deputy Chief of Staff, and senior city staff so that communications impacts are considered as an integral part of the decision-making process for all significant decisions. The Office of the Mayor section of this report contains more detailed recommendations on specific meetings, and a summary of recommended meetings to be attended by the Communications Director is shown below:

Day/Time	Type	Agenda Set by:	Attendees
Every Monday morning	Executive Staff and Scheduling Meeting	Deputy Chief of Staff	Mayor, City Administrator, Chief of Staff, Deputy Chief of Staff, Mayor's Staff, Senior Advisor to the Mayor, Mayor's Executive Assistant, Mayor's Scheduler, Assistant City Administrator(s), Communications Director and Staff
Monday bi-monthly, prior to City Council meeting	Cabinet Meeting <i>To review key issues before coming to Council</i>	Deputy Chief of Staff and City Administrator	Mayor, City Administrator, Chief of Staff, Deputy Chief of Staff, Department Directors, Assistant City Administrator(s), Communications Director and Public Information Officer

Communications Office should Direct the City Website

While the Information Technology Department provides back-end technical support and application development for the city's website, the web site is fundamentally a communications tool. As such, overall site design, architecture and content should be directed and managed by the Communications Office. Any website project staff within the Information Technology Department should be reassigned to the Communications Office.

Communications Office Reorganization

The city's communications network should be centralized under the Communications Office, with no separate operations within the City Administrator's Office. Centralization and focus is necessary to ensure that messages are consistent and that the Communications Office is constantly aware and up to date on all communications issues. Under this proposed reorganization, the Office remains in the Executive Office of the Mayor, and the Communications Director reports to the Mayor.

Current Communications Office staffing is not adequate given the Mayor's vision. However, given current fiscal constraints, the staffing complement should not increase. Resources should be consolidated to be used more effectively, and staff can be added in the future as resources become available.

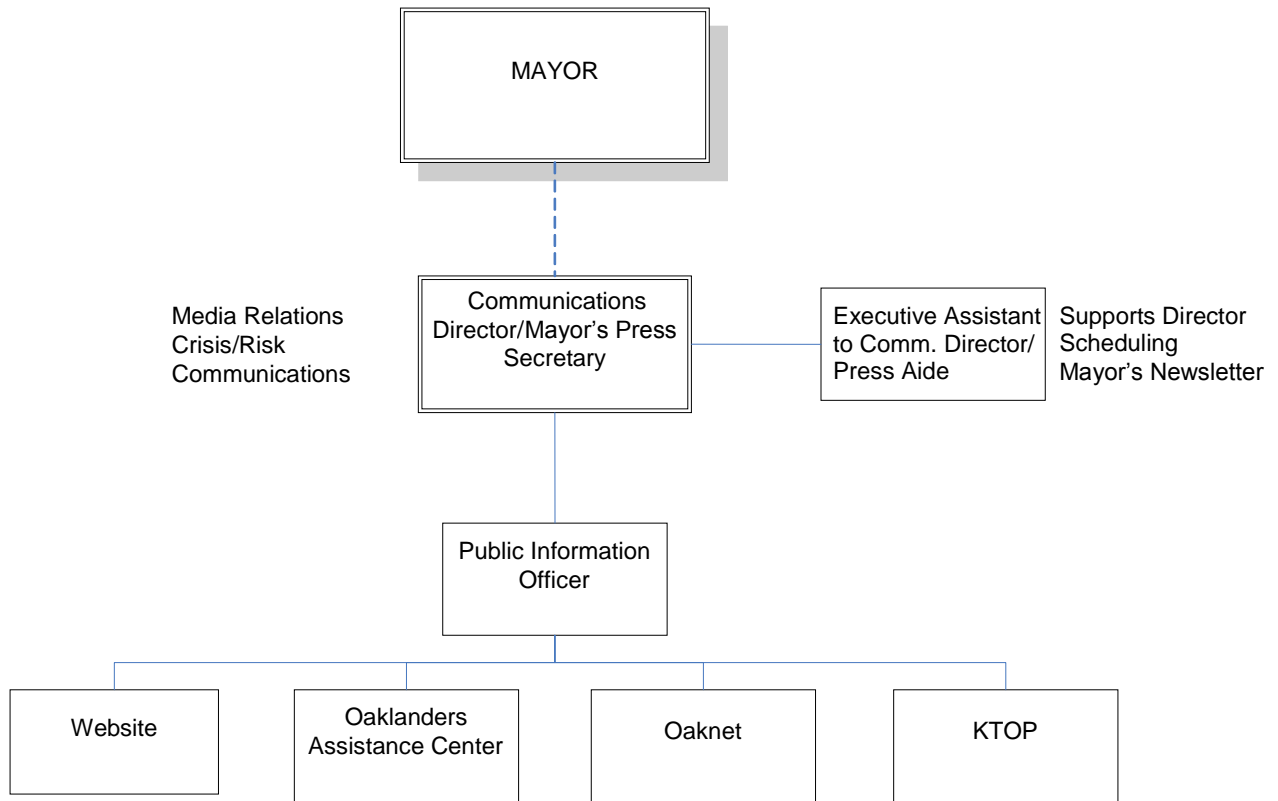
The Communications Director should be responsible for the citywide communications strategy, and is the manager of all communications functions in city government.

The Assistant to the Communications Director/Press Aide should support the Director and be responsible for meeting and event scheduling, and developing the Mayor's newsletter.

The Public Information Officer (PIO) should be the manager for the city's various communications elements, including the website, Oaklanders Assistance Center, and KTOP. In addition, the PIO should coordinate with the individuals in each department that are responsible for communications functions.

The following organization chart shows the proposed reorganization of the office. Note that the Communications Office remains within the Executive Office of the Mayor.

PROPOSED OFFICE OF COMMUNICATIONS ORGANIZATION CHART



OFFICE OF THE CITY ADMINISTRATOR

Background

The Office of the City Administrator is the office of the top non-elected official in the City. The nature of the City Administrator position and its major roles and responsibilities are outlined in the City Charter.

“The Mayor shall appoint a City Administrator, subject to the confirmation by the City Council, who shall be the chief administrative officer of the City. He shall be a person of demonstrated administrative ability with experience in a responsible, important executive capacity and shall be chosen by the Mayor solely on the basis of his executive and administrative qualifications.”

The City Administrator shall be responsible to the Council for the proper and efficient administration of all affairs of the City under his jurisdiction, and shall, subject to the provisions of Article IX of this Charter and except as otherwise provided in this Charter, have the power to appoint, assign, reassign, discipline and remove all directors or heads of departments and all employees under his jurisdiction.”

The City Administrator is the Chief Administrative Officer (CAO) of the City of Oakland. This Office is responsible to the Mayor and the City Council for the proper and efficient administration of all affairs of the City under its jurisdiction. The Office of the City Administrator oversees various administrative programs within the City, and all department directors report directly to the City Administrator. Other responsibilities include enforcing all laws, policies, and ordinances of City Council; attending meetings of the Council, Council Committees and various boards and commissions; making recommendations to Council on measures and ordinances deemed necessary to improve the affairs of the City; controlling and administering the financial affairs of the City; preparing the annual budget under the direction of the Mayor and Council; preparing work plans, specifications, or contracts, for any work that the Council may order; preparing and submitting reports to Council; representing the City in intergovernmental relations; and coordinating all projects, policies, and directives assigned by the Council. These responsibilities are all specified in the Oakland City Charter.

The City Charter also includes a provision for the designation of an Acting City Administrator. Under Section 502 of the City Charter, the City Administrator is to designate two or more of his/her assistants or department directors, in the sequence in which they would serve, to take the role of Acting City Administrator in the temporary absence or disability of the City Administrator. The City has been without a permanent City Administrator since July 2008. The position is now filled by an Acting City Administrator, Daniel Lindheim, who also serves as the Director of the Community and Economic Development Agency (CEDA). The City is currently engaged in recruiting a new full-time City Administrator.

Organizational Structure

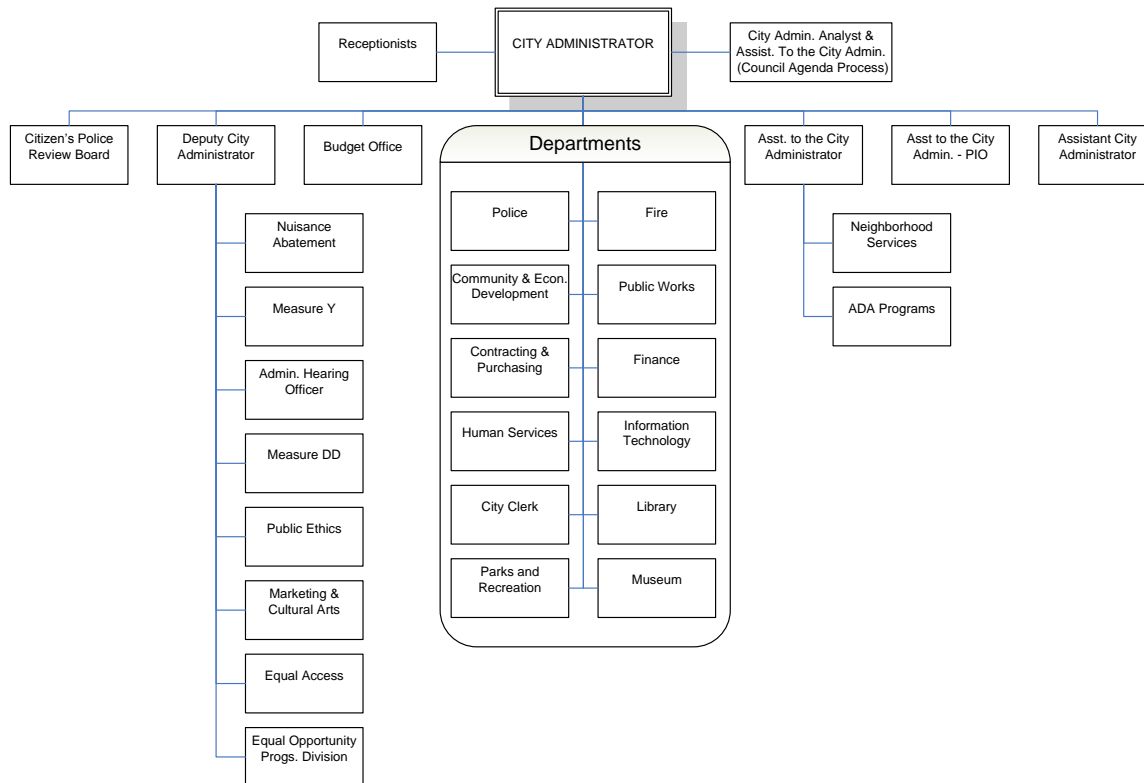
As of the issuance of the FY 2007-2009 budget document, the Office of the City Administrator had a staff of about 84.8 full time equivalents and a FY 2009 approved budget of \$14.3 million.

The staffing figure includes the employees of about 14 programs and divisions, some of which are physically located outside of the City Administrator’s Office. The programs and divisions in the Office of the City Administrator are as follows:

- Neighborhood Services
- Citizens Police Review Board
- Nuisance Abatement
- Administrative Hearings
- Budget Office
- Measure Y (Violence Prevention Act)
- Measure DD (Oakland Trust for Clean Water and Safe Parks)
- Public Ethics
- Marketing, Cultural Arts and Public Arts
- Equal Access
- Equal Opportunity Programs
- Americans with Disabilities Act (ADA) Programs
- Public Information Office

The current organizational structure of the Office of the City Administrator is as follows.

City Administrator – Current Organizational Structure



The highest position in the Office is the City Administrator (or Acting City Administrator). As mentioned previously, the City Administrator is responsible for all of the administrative processes under the office's jurisdiction and for directly managing all department directors. Working directly under the City Administrator are the Assistant City Administrator and the Deputy City Administrator.

According to the position's class specification, the Deputy City Administrator is responsible for working with department directors to coordinate their efforts toward the achievement of their departmental objectives and the objectives of the city government as a whole. The Deputy City Administrator also liaises with department directors and advises the City Administrator and the Assistant City Administrator in the determination of budgetary and program needs, and the coordination of the implementation of approved programs¹². The Office's Deputy City Administrator was retired but has since returned to serve in this position on an interim basis.

According to its class specification, the Assistant City Administrator position is responsible for planning, organizing, coordinating, and directing several major functional areas at the agency or department level. The Assistant City Administrator also provides policy guidance and coordinates the activities of departments and their teams in support of the mission of the City¹³. The Assistant City Administrator position has been vacant since the departure of the City Administrator.

Under this circumstance, the responsibility for the oversight of certain programs has been divided between the Deputy City Administrator and one Assistant to the City Administrator. The programs that are currently overseen by the Deputy City Administrator include: Administrative Hearings, Nuisance Abatement, Measure Y, Measure DD, Public Ethics, Marketing and Cultural Arts, Equal Access, and Equal Opportunity Programs. The Assistant to the City Administrator oversees the Neighborhood Services Program and the Americans with Disabilities Act (ADA) Programs.

Objectives

This report outlines several recommendations that would bring the Office of the City Administrator more in line with the Mayor's vision for the City. Action can be taken in the Office of the City Administrator to help achieve specific objectives of the Mayor. These objectives include:

Operationalizing the Strong Mayor Form of Government

The organizational review and assessment found that the Strong Mayor form of government has not been fully operationalized in Oakland. The roles and responsibilities of the Mayor, the City Administrator, and the City Council need to be clarified under a Strong Mayor form of government. The ambiguity of roles results in miscommunication and inefficiency.

¹² Class Specification – Deputy City Administrator *Note: Draft – not confirmed by Civil Service Board

¹³ Class Specification – Assistant City Administrator *Note: Draft – not confirmed by Civil Service Board

The realignment of structures, roles, and responsibilities in the Office of the City Administrator can create a more streamlined executive branch, and a more operational Strong Mayor form of government.

Creating a Long-Term Strategy for Fiscal Solvency

The budget shortfall and structural deficit seen in this fiscal year indicate the need for an actionable plan for addressing this crisis and ensuring a sound budget in the future. Strong financial leadership and a skilled financial team are needed to improve how the City manages its finances.

Improved structures and the implementation of various mechanisms for managing performance and accountability can help the Office of the City Administrator and the City of Oakland to achieve the objective of fiscal solvency.

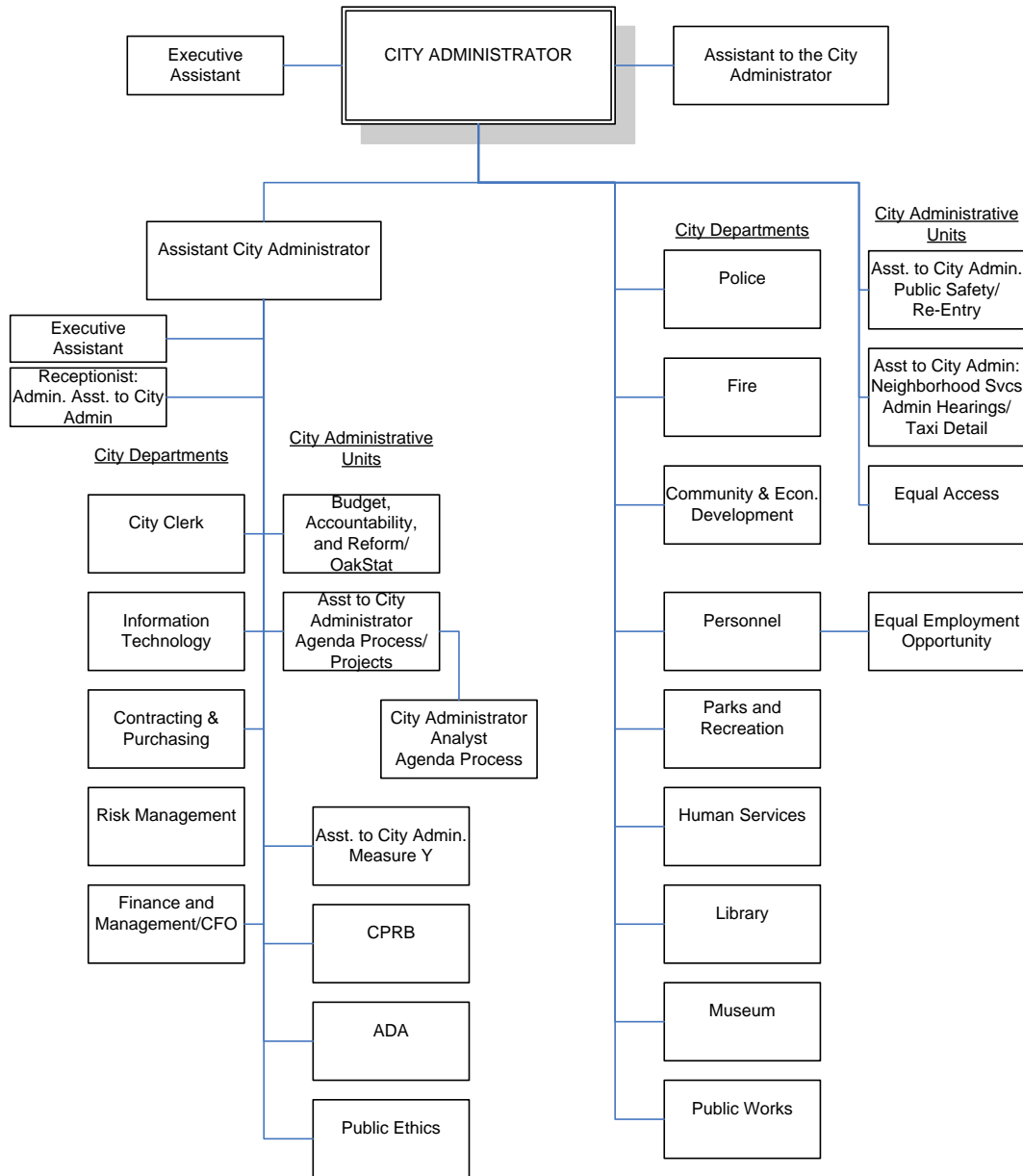
Recommendations – Organizational Structure

Organizational Structure

In order to create a seamless government under the Strong Mayor form of government, it is recommended that the Executive Office of the Mayor would include the Mayor's Office and the Office of the City Administrator. This realignment of the city's executive offices will allow for better communication and improved coordination between the Office of the Mayor and the Office of the City Administrator, and a more effective executive branch overall. Within the new Executive Office of the Mayor, the Office of the City Administrator itself should also be restructured.

Given current fiscal constraints, the Office of the City Administrator should eliminate the Deputy City Administrator position. Most of the city departments should report directly to the City Administrator, while departments related to finance and management functions should report to a single Assistant City Administrator. The proposed organizational structure is depicted in the following organizational chart.

City Administrator – Proposed Organizational Structure



Proposed Organizational Structure

Under this structure, the City Administrator would retain direct responsibility for Public Safety (Police Department and Fire Department), and the Community and Economic Development Agency as well as the Personnel Department, Human Services, Library, Museum, and Public Works. Related to the oversight of Public Safety Coordinator, the City Administrator would also oversee the Re-entry Program (which would be transferred from the Mayor’s Office).

The Equal Employment Opportunity Program should be moved from the Office of the City Administrator to the Department of Personnel and that manager should report directly to the Personnel Director.

The Assistant City Administrator would be chiefly responsible for the city departments related to finance and management. These departments include Information Technology, Contracting and Purchasing, Risk Management, the City Clerk, Budget, and Finance and Management. This position would also oversee ADA Programs, Public Ethics, the Citizens Police Review Board, and Measure Y within the Office of the City Administrator.

The Oaklanders Assistance Center, currently in the Mayor's Office, should be well connected with the Neighborhood Services Division in the Office of the City Administrator. Communication and cooperation between these two programs will help to create a more cohesive and efficient community outreach function within city government.

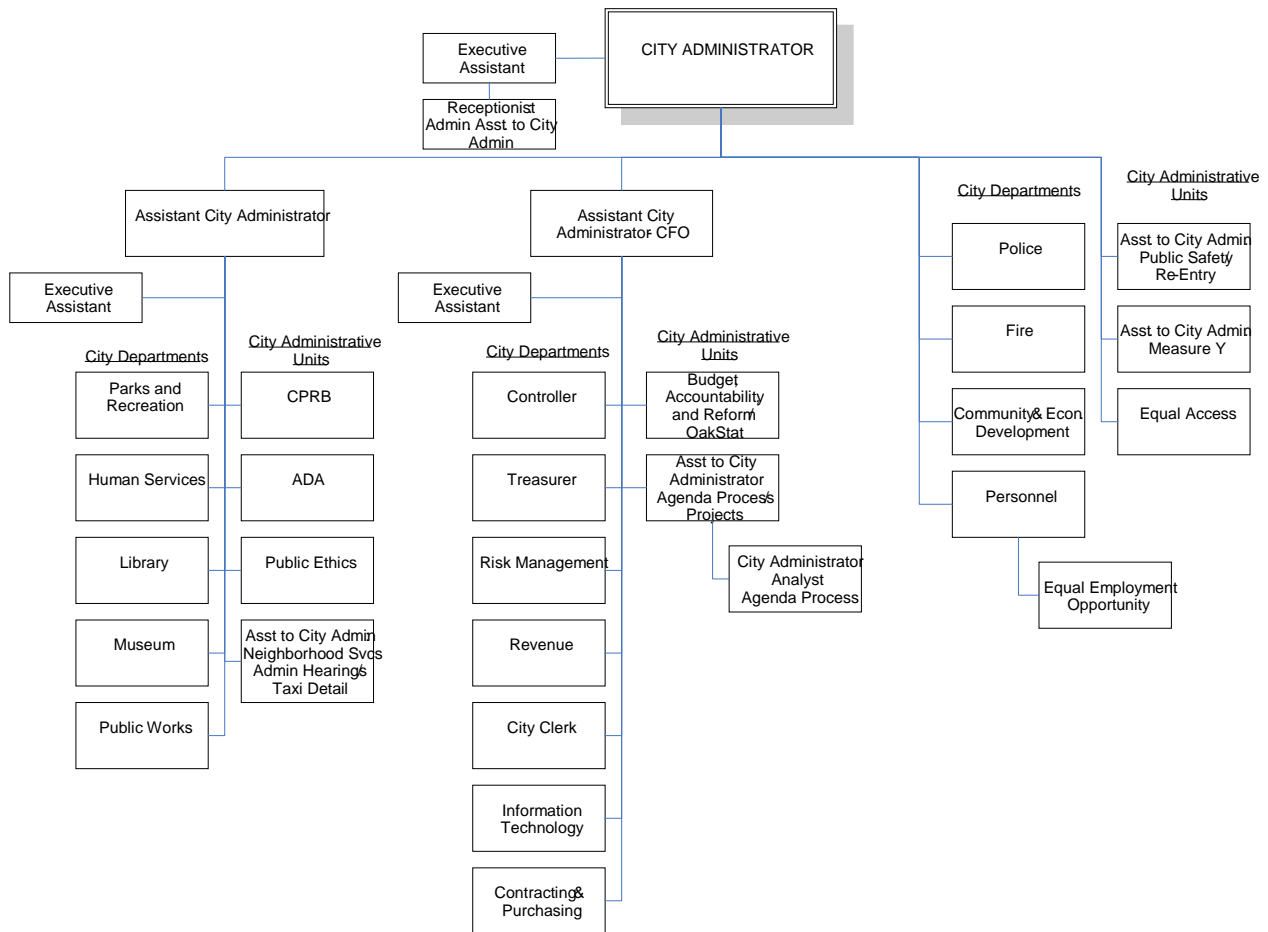
Advantages of Proposed Structure

The proposed organizational structure creates a smaller, more focused office with a single Assistant City Administrator position responsible for the city's financial and management-focused departments. This structure develops a level of expertise on financial matters beyond the operating departments.

Alternative Proposed Structure – Two Assistant City Administrators

As resources become available, the City may wish to add an additional Assistant City Administrator position. The second Assistant City Administrator would be responsible for city operations, including the Department of Public Works, Department of Parks and Recreation, Oakland Public Libraries, Museum, and the Department of Human Services. This design would increase organizational capacity and allow the City Administrator to focus efforts with a smaller number of direct reports.

**City Administrator – Alternative Organizational Structure
(Two Assistant City Administrators)**



Additional Recommendations

In addition to a clear and practical reporting structure, several recommendations are included that, if implemented, would improve the effectiveness of the Office of the City Administrator.

Role of the City Administrator

In administering the affairs of the City, the City Administrator should actively work to maintain the integrity of communication and reporting relationships established in the City Charter. In particular, the relationship between City Council and department staff needs to be managed appropriately. The City Administrator is the city official best positioned to manage this dynamic.

Along with administering the affairs of the City, the City Administrator should be responsible for managing the Mayor's message and how it is communicated inside and outside of the City. As the chief administrator of the City, the City Administrator must assume responsibility for ensuring that the Mayor's priorities are understood and are being implemented throughout the entire organization.

The City Administrator should also be responsible for creating a high-performing city by implementing strong performance standards and performance based budgeting as well as managing the performance evaluation process.

Through direct supervision of CEDA, the City Administrator should help the Agency to drive future investment in the City and foster opportunities to fund future programs and projects. The City Administrator is a central figure in the City and can help to identify inter-agency opportunities and facilitate discussions. This can be achieved through quarterly inter-agency economic development/redevelopment meetings, or regular brown bag lunches hosted by the City Administrator on economic development/redevelopment topics.

The City Administrator and Assistant City Administrator(s) should also be actively involved in the key leadership team meetings established by the Office of the Mayor. These meetings include the weekly Mayor's Executive Staff and Scheduling Meeting, the bi-monthly Cabinet Meeting, the monthly Labor Management Partnership Meeting, Post-Council Meetings, City Council Rules Committee Meetings, and the quarterly Financial and Budget Review Meeting.

Finally, the City Administrator should ensure that performance management, innovation, and reform are institutionalized into the structure of the office. Refocusing existing programs, introducing measure to enhance accountability, and implementing new performance management systems are some of the steps that can be taken toward this end. These recommendations and ideas on how they can be accomplished are discussed next.

Role of the Budget Office

The name and the focus of the Budget Office should be redirected to reflect an emphasis on best practices and new ideas. Under the new name, "Office of Budget, Innovation, and Reform," this Office should be responsible for advancing innovation and reform in city government. The role of the Office should include:

- identifying best practices in budgeting, financial management, and city administration,
- challenging conventional wisdom about the role and operations of government,
- researching new ideas to improve efficiency and provide better services to customers
- exploring ways to reduce costs, and
- developing new performance measures within departments to monitor performance and across city government to assess how well government is serving citizens.

Forensic Audits

Forensic accounting is focused upon both the evidence of financial transactions and reporting as contained within an accounting system, and the legal framework which allows the evidence to be suitable to the purpose of establishing accountability. Forensic audits often include a technical and transactional analysis of processes and procedures, billing practices, deliverables – stated vs. actual, personnel roles and responsibilities and performance - stated vs. actual. Forensic audits will weed out fraud, waste and abuse by analyzing transactions in the books and records of an accounting system and the subsequent effect upon the accounts, inventories, and the presentation thereof.

The Office of the City Administrator should coordinate with the City Auditor to conduct forensic audits of permits and inspections, payroll, public works maintenance, parking meters and other highly transactional functions. The City should engage firms that specialize in conducting forensic audits for this purpose. These audits should be a high priority as a “good housekeeping” seal.

‘OakStat’

The Office of the City Administrator should conduct a study on the implementation of OakStat to help drive performance across the City. OakStat would be Oakland’s equivalent of the CitiStat model implemented in Baltimore, MD. The CitiStat model is a database system that allows municipalities to track and review various aspects of their operations. The goal of this model is to use information technology to improve service delivery in each city department. The system tracks service data within the departments. Key city officials meet with department directors regularly to review this data. The OakStat meetings should be chaired by Mayor and City Administrator and should take place on a monthly basis.

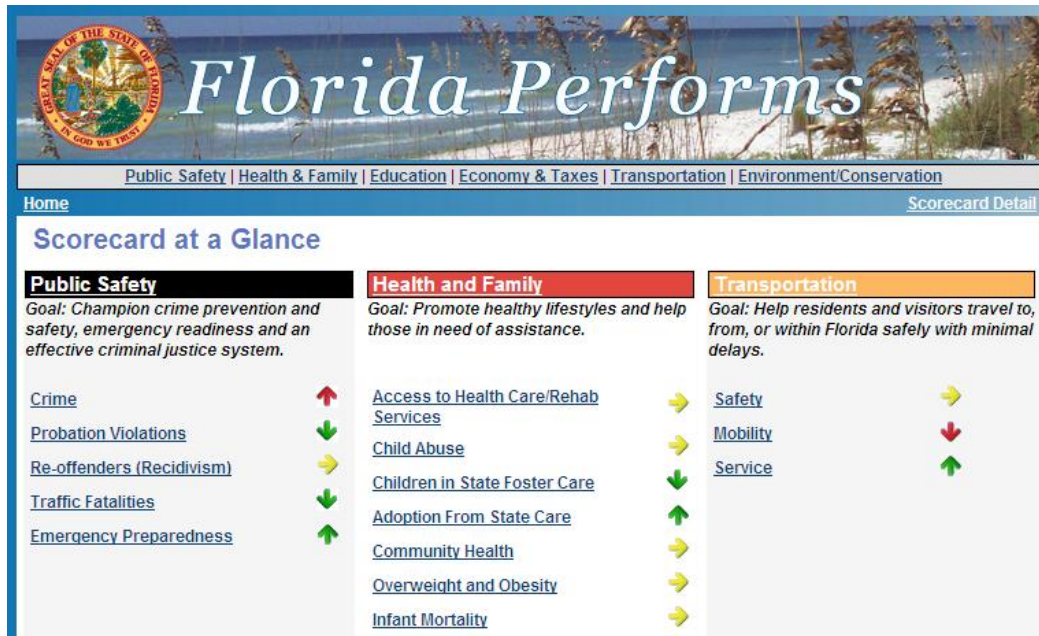
If used effectively, OakStat could greatly improve service delivery to citizens and accountability within city government. The CitiStat model is believed to produce an outstanding return on the investment of its implementation. In Baltimore, the technology used to run CitiStat cost \$20,000 for software and about \$285,000 for staff and space in the first year of operation. According to Harvard University’s John F. Kennedy School of Government, the financial effectiveness of the program has been estimated to have resulted in a total aggregate saving of \$13 million in the first year alone¹⁴. Numerous governments have implemented similar models to manage performance and improve service delivery to citizens. Oakland’s financial crisis requires it to look at every best practice method possible to become more effective and reduce unnecessary costs.

¹⁴ Economy League of Greater Philadelphia. “Best Practices: Baltimore CitiStat,” <<http://economyleague.org/node/183>>, 2007.

Performance Scorecard

An important component of communicating results is a performance scorecard; that is, a report card to citizens describing the results their government is achieving. It is a logical component of the accountability and performance focus of many of the city’s current practices and this report’s recommendations. Some of the advantages of a performance scorecard include increased accountability, focused attention on key priorities, clear and compelling information, and people cannot manage what they do not measure.

The Mayor’s Communications Office and Office of the City Administrator should implement a performance scorecard to track progress towards achieving the Mayor’s vision. Scorecards, also known as performance dashboards, are widely used tools and often are web-based. As a result, the scorecard should ultimately be transferred to the Communications Office after a performance and accountability structure is in place. An example from the State of Florida follows:



311

The Office of the City Administrator should lead a cost-benefit analysis and strategic plan for the full implementation of a 311 system in the City. The City is currently engaged in such a study, but there is not a specific department in charge of this initiative. There is no single champion to drive this study and analysis. Every major initiative or project requires a strong champion and the endorsement of the Mayor and City Administrator. There is no evidence to show that those directives took place to move the project forward. The Office of the City Administrator should champion this undertaking.

The 311 system provides a single, easy-to-remember number that citizens can use to reach the government for non-emergency issues. 311 makes it easier for citizens to connect with the government and for the government to efficiently provide services to its citizens. The system

would allow the City to respond quickly to service requests and ensure that it is adequately meeting the needs of its residents.

A 311 system could also facilitate performance management by recording the amount of time it takes for calls to be responded to and for work orders to be completed. In Baltimore, the 311 call center is connected to the CitiStat program. The 311 system as a best practice is becoming more common in cities across the nation, such as New York, Baltimore, Chicago, Houston, Dallas, and Las Vegas. The City of Oakland should consider whether sufficient resources are available for the implementation of such a system and whether the potential benefits are enough to offset the costs.

Annual Citizen Survey

The Office of the City Administrator should implement an Annual Citizen Survey. Citizen surveys are used widely by local governments to assess resident satisfaction with government service provision. A statistically sound sample of residents is given a set of questions centered on timely issues and the performance of local government. The survey results can be used by staff, elected officials or other stakeholders for planning, program improvement, or policy making. This tool allows governments to better understand what their strengths and weaknesses, and what issues are most important to residents.

The City of Oakland can benefit from the implementation of an Annual Citizen Survey. The survey would not only provide the government with information on what is important to residents, but it also has the potential to engage city residents in the process of government improvement and agenda setting. Engaging the local community is an important priority of the current mayoral administration.

Fleet Reduction Study

The Office of the City Administrator should conduct a study of its fleet operations from both a cost and an environmental perspective. As a best practice, cities across the country are assessing the size and utilization of their fleets as well as alternative means of transportation to determine if there are opportunities for consolidation and/or reductions. Fleet reduction can result in significant cost savings in both the short term and the long term. This process can also have a positive environmental impact in cities, by reducing the amount of carbon emission produced by city vehicles.

The City of Oakland has shown a serious commitment to environmental sustainability. In 2007, the City was recognized for producing more renewable energy than any other city in the nation. A fleet reduction study would be directly in line with this emphasis on sustainability. This initiative would allow for reduced carbon emissions from city vehicles, and would also allow the City to lead by example in encouraging residents to find alternative methods of transportation. Fleet reduction also has the potential to provide much needed budget relief to the City.

Governments such as Philadelphia, Minneapolis, and Washington, DC have achieved significant savings and positive environmental impacts through fleet reduction.

Equal Access Program

The Office of the City Administrator should take an active role in ensuring that the Equal Access Program is fully embraced and implemented across the entire government. In 2001, the City of Oakland became the first city in the country to pass an Equal Access to Services Ordinance. The Equal Access Program is intended to remove language barriers that may limit some residents' access to city services. Reflecting the very diverse, multicultural and multilingual population in Oakland, Equal Access is an important aspect of the Mayor's vision of a Model City. The City of Oakland led the nation in implementing this best practice when the City Council passed the Equal Access Program. Oakland should continue to be a leader in this program.

The small number of multilingual recruits represented in the new firefighter recruit class is an example of the need to fully embrace and aggressively implement the Equal Access Program. Of the 18 individuals in the recruit class, only four were multilingual—one speaking Spanish, one speaking Cantonese, one speaking Vietnamese, and 1 speaking French, German, and Punjabi. Of the 69 new Police Department recruits, only four were multilingual—one speaking Spanish, one speaking Farsi, one speaking Arabic, and one speaking Thai. Also, the Citizen Police Review Board (CPRB) staff in the City Administrator's Office includes no staff persons who speak a language other than English. These examples demonstrate the need for the City to enhance this program. A strong Equal Access Program will allow the City to provide better service delivery to those citizens who speak languages other than English.

COMMUNITY AND ECONOMIC DEVELOPMENT AGENCY

Background

The Community and Economic Development Agency (CEDA) is one of the largest and most diverse organizations in city government. With approximately 450 full time equivalents and eight discrete business areas, CEDA is tasked with a wide breadth of responsibilities ranging from business regulation to marketing to development. The role of the Agency is outlined in the City Charter.

“There is established in the city government a Community and Economic Development Agency which shall be under the supervision and administrative control of the City Administrator. The powers, functions, and duties of said agency shall be those assigned, authorized, and directed by the City Administrator. The management and operation of the Community and Economic Development Agency shall be the responsibility of the Director, subject to the direction of the City Administrator. In the Community and Economic Development Agency there shall be the following divisions: Administration, Planning and Zoning, Building Services, Economic Development, Redevelopment, Engineering, Planning and Design, and Housing and Community Development.”

Objectives

Organizational Alignment and Focus

There is a need to align CEDA’s overall mission and how the Agency, as a whole, fits within city government, with the overall goals of the Mayor. CEDA should develop a plan for stability, moving forward, and effectively use of resources. Some of the related objectives should include:

- organization-wide management strategy,
- clarification of management roles,
- clarification of demarcation line for decision-making,
- renewed direction from the top of the organization,
- agency internal and external communication plan, and
- agency-wide cohesive vision.

Different Functions within the Agency

CEDA has experienced multiple configurations over the past years. As part of these configurations, different functions have been moved in and out of the Agency and/or restructured within the Agency. Under the current configuration, the Agency is split between an entrepreneurial component and a regulatory component.

The different functions have contributed to multiple business functions operating independently within the Agency. In some instances, these functions act as separate departments with distinct goals, funding and procedures, which are not tied to the broader Agency.

The Agency has been unable to achieve the efficiencies of a consolidated organization.

Acting Staff in Senior Management

The Agency has multiple acting staff in upper management positions. The most prominent is the CEDA director, which has been filled on an interim basis since early 2008. Other vacant/acting positions include:

- Interim Director of Administration,
- Manager of Permits and Inspections,
- Principle Engineer and Supervising Engineer in the Planning and Building Division,
- Interim Building Services Manager in the Planning and Building Division,
- 9 – 11 inspector vacancies at various levels in the Planning and Building Division, and
- 17% vacancy in the Department of Engineering and Construction.

Most of the positions have been vacant or acting for some time, unfilled due to a hiring freeze or lack of candidates. Redevelopment, Economic Development, and Housing have few vacancies.

Need for Economic, Business, and Workforce Development

In line with the Mayor’s goal to refocus on economic, business and workforce development, there is a need for expanded economic development and to address the organizational objectives of the Community and Economic Development Agency.

The Agency’s website describes a key focus of “...attracting new businesses and jobs, retaining and expanding existing businesses, facilitating job training and placement, and redeveloping key areas of the City.” Input from both within and outside of city government indicated a need for enhanced economic development.

Recommendations

A core component of the Mayor’s vision of a Model City is economic development. The City should engage in major organizational assessment and process re-engineering in the Community and Economic Development Agency, to re-focus on workforce development, business recruitment and redevelopment. Such an assessment would include an objective, detailed review of the organizational structure, management, leadership practices, staffing skills and requirements, operational and process workflow efficiencies, and overall performance effectiveness. The assessment would review the performance and evaluate against industry trends and best practices utilized to support the activities, roles and assignments of duties, and the systems and technology utilized to support the operation, management, and processes.

In-Depth Organizational Assessment

The City should engage in a major organizational assessment and process re-engineering in the Community and Economic Development Agency. There is no evidence that an assessment was conducted prior to the Agency reorganization, which most recently included the incorporation of Design, Engineering and Construction from the Public Works Agency. The assessment should include:

- Determination as to whether the current structure, staffing and processes make sense in today's market and how they can be improved,
- Review of partnerships (e.g. the Oakland Partnership, a mayoral initiative operated by the Oakland Chamber of Commerce) to support CEDA's goals,
- Plan for renewed focus on workforce development, business recruitment, and redevelopment,
- Review of the Agency's internal and external communications strategies, and
- Provide specific focus on the placement of Design, Engineering and Construction staff within CEDA, reviewing organizational, cultural, and process alignment and determining if this is the best fit for this function within city government.

Senior Leadership

There is an immediate need to fill the acting director position as well as to appoint permanent staff into division leadership positions. Leadership is needed to develop a strategy for the management of this large organization. Clear leadership within CEDA will improve internal and external communications, direction within city government and within the business community, and policy support, particularly with regard to the all of the development functions of the Agency.

Economic Development

Economic development is a core component of the Mayor's vision of a Model City. Oakland's location, great weather and public transportation network are key advantages to build an aggressive strategy to pursue capital markets.

There are those who would like to have the Mayor much more personally involved in marketing and promoting the City. Others suggested that the City Council should be more involved in economic development efforts.

CEDA should utilize Cabinet meetings and the recommended weekly "hot button" issue list to identify opportunities for the Mayor's involvement in city marketing and promotion.

Workforce Development

This is an important component of creating a Model City. The global economy has created a need to develop a competitive workforce. The City should consider creating a Workforce Development Office which becomes an advocate for workforce development citywide. An important mission of this Office is to become aligned with programs administered by community organization in the City, which is focused on job training, employment and re-employment, re-entry, dislocated workers, foreign labor certifications, safety labor laws. This Office would be the city's advocate for assisting persons seeking employment and working closely with others that have a similar mission to avoid duplication of efforts.

STAFF ASSESSMENT

Introduction

A key component of this review is to assess the leadership of each of the city's departments. This assessment focuses on each director's communication and reporting structure within the executive branch as well as his or her department's performance focus, and organizational alignment with the Mayor's vision of a Model City. The goal is to provide objective feedback to the Office of the Mayor to facilitate the creation of a more effective and streamlined executive branch with improved information flow and accountability.

Recommendations

Through interviews with department directors, recommendations related to staff and leadership emerged. While these recommendations are often applicable to staff citywide, it is important to note their impact and importance to department directors.

The following section focuses on recommendations related to staff performance (inclusive of directors, managers, and line staff). Particularly in the current budget environment, attention to both fiscal and personnel performance is needed. The Executive Office of the Mayor and the department directors would benefit significantly from improved communication, executive support, increased accountability, and performance standards.

The implementation of both long-term standards of performance and short-term status checks will improve the working relationship between the Executive Office of the Mayor and each of the department directors by:

- allowing for clear communication of expectations,
- creating a system through which directors will be held accountable for their department's performance, not just at the end of the year, but throughout the year,
- fostering direct and regular support of department directors and departmental initiatives from the Executive Office of the Mayor, and
- allowing the Office of the Mayor to be proactively involved in setting the strategic direction of the City, rather than reactively responding to crises as they arise.

Annual Performance Agreement

The Mayor, the City Administrator and the director of each department should collectively draft and enter into an annual performance agreement. These agreements should clearly and concisely outline the Mayor's vision for the City, the results that are expected of each department to support the Mayor's vision as well as the results of each department to support public safety.

The statement of expectations should include key outcome-based performance measures and targets. These measures should best illustrate the department's results. This will ensure accountability to the Mayor for achieving these targets. To improve communication and address the need for interaction and feedback from the Office of the Mayor, the Mayor and the department director should reach an agreement about the type and amount of support that will be

necessary to ensure the departments to operate effectively and fulfill the Mayor's priorities. Examples would include scheduling periodic check-in meetings or submitting quarterly status reports on the agreement.

At the end of the fiscal year, the Mayor, the City Administrator and the director should convene to evaluate the performance of the department against standards established in the agreements.

A recommended performance agreement template follows.

Hot Button Issues List

In addition to an annual performance review, the Mayor should require department directors to report regularly on the status of affairs in their respective departments. The Mayor should request that every Friday, the department directors circulate to the Mayor and the City Administrator a list of "hot button" issues in their departments. This list should include any issues that should be brought to the attention of the city's top officials.

360 Degree Performance Evaluation

The 360 degree performance evaluation is a human resources management tool, which collects input from many sources of an employee's work environment. It incorporates confidential feedback from everyone with whom the individual interacts (e.g. managers/supervisors, co-workers, subordinates, and customers/general public). The employee also does a self-evaluation. The employee and their supervisor then meet to discuss the feedback.

Initially, this should be implemented at the director level. Staff evaluations of the director should be anonymous to ensure a more accurate, unbiased assessment, and to avoid favoritism.

Maintain and Develop Core Professional Staff

Implementation of the Mayor's vision, priorities, and many of the recommendations in this report requires a strong core, professional staff. Core professional staff must have the ability and opportunity to implement initiatives. They must also be able to communicate both successes and concerns to city leadership.

Methods for staff development vary widely from computer-based courses, attendance at professional seminars, self-study, or mentoring. The first step is to ensure these opportunities are in place to maintain and develop Oakland's core professional staff.

DIRECTOR'S PERFORMANCE AGREEMENT

MAYOR RON DELLUMS
CITY OF OAKLAND

Name _____ Department _____

PART I: MAYOR'S VISION FOR THE MODEL CITY

[Clearly articulate Mayor's Vision for the Model City.]

PART II: RESULTS TO BE ACHIEVED

- [Briefly discuss the results that the director will be responsible for achieving in the coming year.]
- [Briefly discuss the results to improve public safety that the director will be responsible for achieving in the coming year.]

Departmental Performance Targets

[List a few performance targets unique to each director, selected collaboratively by the Director, the Mayor and the City Administrator.]

[Examples:

- X% reduction in response time
- X% decrease in property crimes
- X% increase in completed cases]

Departmental Special Projects

[List the specific "charges" with timelines for special projects for which the Director will be accountable.]

[Examples:

- By October 1, assess the feasibility of a new electronic work order management system
- By the end of the fiscal year, implement community policing in target neighborhoods]

PART III: SUPPORT

[List specific support that the Director needs to be successful in producing the results; identified collaboratively by the Director, the Mayor and the City Administrator.]

[Example:

- The Director will have four 30-minute meetings with the Mayor or his Chief of Staff, or more as necessary, over the course of the year.]

SIGNATURES

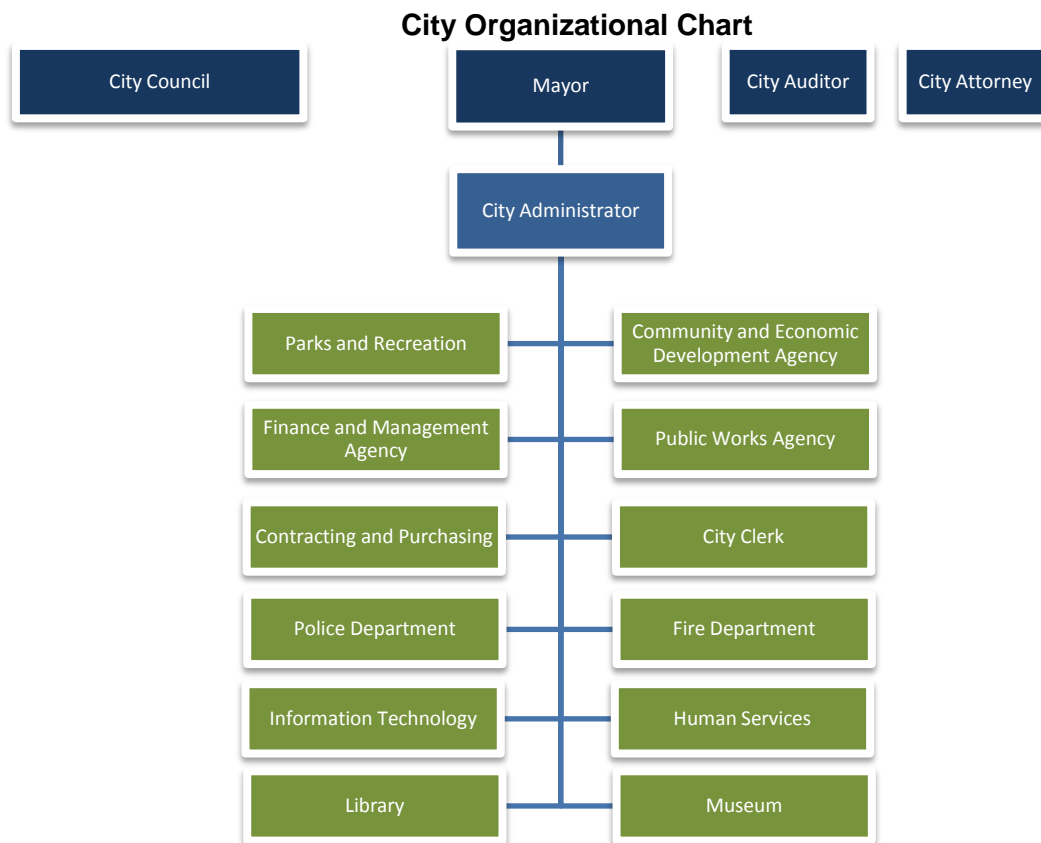
Mayor

Director

City Administrator

Background for Director Assessments

There are 14 departments and agencies in Oakland city government, excluding the City Auditor and City Attorney. These departments are led by eleven directors, two acting or interim directors, and one vacancy. There are key leadership positions without permanent appointments throughout city government, including the City Administrator, the Assistant City Administrator, the Deputy City Administrator, the Fire Chief, the Director of the Community and Economic Development Agency, the Manager of Permits and Inspections, and the Mayor’s Public Safety Director.



During the current mayoral administration, the following key departmental changes were made:

- Information Technology, with 78 employees was moved from the Finance and Management Agency to its own department;
- Contract Compliance and Employment Services from the Finance and Management Agency became its own department, Contracting and Purchasing Department;
- The Design, Engineering, and Construction function was moved from the Public Works Agency to the Community and Economic Development Agency; and
- Homeland Security was moved from the Office of the City Administrator to the Fire Department.

Department directors report to the City Administrator. The City Administrator reports to the Mayor and the City Council.

Department Reviews/Staff Assessments

The following section provides summaries of the key information obtained from each of the department directors, and key senior managers. These snapshots focus on director tenure, the responsibilities of each department, special initiatives, alignment with the Mayor's vision, and performance management.

The recommendations for each director contain suggested results and performance measures which align with the section of the director's performance agreement among the Mayor, the City Administrator, and director. These recommendations can provide a basis for discussion among the Mayor, the City Administrator, and department directors to develop the agreement. The **Results to be Achieved** section should illustrate a clear link between the Mayor's Model City agenda, and the department's work in the upcoming year. The **Department Performance Measures** are key recommended measures which may be: currently tracked by the department, outcome-based, and/or national standards. The performance measures should also directly tie to the Results to be Achieved. The Mayor, the City Administrator, and department directors may identify different key results and measures during the negotiation of the agreement.

Budget Office	
Director:	Sarah Schlenk
# of Employees:	15 positions <i>2 currently vacant</i>
Tenure as Director:	1 year
Tenure with City:	Almost 3 years

The Budget Office performs the budget preparation functions ascribed to the City Administrator by the Oakland City Charter. The Budget Team, led by the Budget Director is composed of 15 members including analysts, accountants, and support staff. The Budget Director served as a Principal Financial Analyst in the Budget Office since December 2005 and was promoted to the Director position in October of 2007.

Department Mission and Responsibilities

Preparing a biennial budget, the mission of the Budget Office is *“to assist the Mayor, City Administrator, and City Council in developing a balanced budget that meets the community’s highest priorities, to promote and ensure the appropriate use of City resources by agencies and departments, and to provide high-quality services to customers.”* The Office has a flat organizational structure, consisting of the Budget Director, an Assistant Budget Director, 7 analysts, 3 accountants, 2 budget and grants administrators, and a Special Assistant.

Specific responsibilities include:

- Budget development and production
- Revenue and expenditure projections, including the Five-Year Financial Forecast
- Mid-year budget and financial analysis, including the quarterly revenue and expenditure reports, and consulting/recommendations to decision-makers
- Review of agenda reports for fiscal impact
- Training to departments (on budget, performance measures, funds transfers, etc.)

Key Initiatives

The initiative of highest priority for the Budget Office is the preparation and production of the biennial budget. Along with this process, the Office also focuses on several short-term projects. Some of the special projects currently underway include:

- Implementation of Public Sector Budgeting (Oracle)
- Expenditure reduction for funds 4400/1720
- Updates of administrative and budget training manuals
- Creation of accounting procedure training manual

Alignment with Mayor’s Vision

To achieve the Mayor’s vision of a Model City, certain key administrative functions are needed as part of basic city operations. One of these is budgeting. Careful budgeting and financial

planning are key elements of a well-functioning city, although the performance of the Office recently has not done justice to this mission.

Performance Focus

The Office identifies its customers as the Mayor, City Council, the City Administrator, city employees and agencies/divisions, and the public. The Office distributes an annual survey to the department directors for feedback on customer service as well as budget processes. A 2008 survey generally showed favorable results, but a rather low return rate of questionnaires (14 completed surveys out of 56).

The Budget Office also tracks its performance using several indicators. Key performance measures include:

- Maximum percentage variance between actual year-end surplus/shortfall and quarterly revenue and expenditure projections
- Average # of days after quarter end when quarterly Revenue & Expense Report is issued to City Council and the public
- Latest date by which current year's financials are interfaced from BRASS to Oracle and available to departments
- Date by which all adopted budget documents are published, distributed, and posted on the website (biennially)
- Latest date of issuance of Proposed Policy, ORA and CIP budgets to the City Council and the public (biennially)
- Date by which the annual Performance Measurement Report is made available to the Council Committee and public
- Percentage of department budget coordinators surveyed who rate budget assistance as "good" or "excellent"

Recommendations

The following recommendations align with the respective sections of establishing an annual performance agreement among the Mayor, the City Administrator, and the director. The recommendations in the **Results** and **Performance Measures** sections should serve as a basis for determining the performance agreement with each department.

Proposed Results to be Achieved

The Budget Office and its leadership should be proactive in line with its core function and the proposed expanded functions related to innovation. An office focused on innovation and reform with regard to the budget and financial management will help to promote a high-performing city government. This transition should be championed by the Budget Director.

In addition, the current fiscal crisis underscores the need for more intensive budgetary and financial analysis resulting in financial and strategic guidance to city leadership. It is essential that the staff have the skills and abilities to accomplish these results.

The Budget Director should lead the transition from the current Budget Office to the proposed Office of Budget, Innovation, and Reform. In addition to preparing the biennial budget document, the role of the new Office should include:

- identifying best practices in budgeting, financial management, and city administration,
- challenging conventional wisdom about the role and operations of government,
- researching new ideas to improve efficiency and provide better services to customers,
- exploring ways to reduce costs, and
- developing new performance measures within departments to monitor performance across city government, and to assess how well government is serving citizens.

Proposed Department Performance Measures

- Accuracy of budget projections compared to actual results
- Accuracy of quarterly revenue and expenditure projections
- Percent of department requests responded to within 24 hours
- Number of initiatives implemented resulting in savings
- Number of best practices introduced to City
- Percent of performance measures in budget where target is not achieved

City Clerk's Office	
Director:	LaTonda Simmons
# of Employees:	11
Tenure as Director:	3 years (May 2005)
Tenure with City:	6 years

The City Clerk is appointed by the City Administrator, subject to confirmation by City Council. The position is responsible for keeping accurate records of ordinances, resolutions, and motions.

Mission and Responsibilities

“The Mission of the Office of the City Clerk is to enable the public to fully participate in the governmental process by providing accurate information and services in a professional manner, enabling the public to make informed decisions affecting the quality lives.”

- Agenda Management – prepares official record, noticing of agenda
- Records Management – legislation, contracts approved by council, file management and micro-imaging, historic records
- Administers oaths
- Oversees elections

Key Initiatives

The Office of the City Clerk moved to an electronic agenda management system, including annotated legislation and links to Council session video. The Office was also able to reduce the number of agenda subscribers after analysis showed that the City lost approximately \$800 per subscriber, and has put much more reliance on web and electronic records access to reduce paperwork. Other key initiatives include:

- Redesigned website, with access to agendas, minutes, reports, legislation, Boards and Commissions information, and passport and domestic partnership information.
- Completion of Phase I of the citywide Records Management program restoration

Alignment with Mayor's Vision

The City Clerk serves as the “portal to transparency.” By allowing citizens to see all deliberations of Council and the results, the Clerk's Office helps to create a more informed citizenry.

Performance Focus

Until very recently, the Clerk's Office did not maintain performance measures. With the establishment of Records Management as a budget program in the FY2007-2009 budget, the following performance measures were created:

- Number of research requests completed within 10 days of request

- Percent of citywide Master Inventory reconciled by fiscal year-end
- Percent of identified expired records destroyed by fiscal year-end
- Percent of boxes properly dispositioned by fiscal year-end

Establishing performance measures is an important first step. However, in the future the Office should develop more objective measures that communicate more than whether or not certain tasks were performed. Measures should communicate more than the completion of work. If goals are always 100 percent met, more aggressive benchmarks can be used to gauge the effectiveness of management decisions.

Recommendation

The following recommendations align with the respective sections of establishing an annual performance agreement among the Mayor, the City Administrator, and the director. The recommendations in the **Results** and **Performance Measures** sections should serve as a basis for determining the performance agreement with each department.

Proposed Results to be Achieved

- High-quality customer service – internal and external
- Prompt completion of agenda packets
- Prompt posting of minutes, legislation, and video
- Prompt retrieval of records

Proposed Department Performance Measures

- Customer satisfaction surveys
- Promptness measures – if goals are “100 percent,” reduce time targets

Department of Contracting and Purchasing	
Director:	Deborah Barnes
# of Employees:	28
Tenure as Director:	1 year
Tenure with City:	10 years

The City of Oakland purchasing and contracting process was decentralized until July 2007, when the Department of Contracting and Purchasing was created. The Department centralized contract administration of services, purchasing of commodities, and contractor compliance and employment services.

Department Mission and Responsibilities

The mission of the Department is to “*support the procurement of materials, equipment, and services essential to providing governmental services for the citizens of Oakland.*”

The Department consists of three divisions: Administration, Contract Compliance and Employment Services, and Purchasing and Contract Administration. Seven staff members report directly to the Director.

Key Initiatives

The centralization of these functions has focused many of the Department’s efforts on process redesign and implementation of centralized systems. This focus is reflected in the Department’s initiatives:

- Phased implementation of Oracle’s Procure to Pay software
- Citywide survey of key customers
- Best practices analysis on consolidating purchasing for goods and services
- Implementation of contract compliance system
- Implementation of system to charge contracting and purchasing costs to departments

Alignment with Mayor’s Vision

The Department supports the Model City goal of business participation. This is done by:

- Working with contractors to employ ex-offenders,
- Creating transparent contracting and procurement processes,
- Providing workshops on how to do business with the City, and
- Enforcing policies which help equitably distribute dollars and strengthen good business practices.

Performance Focus

As a new organization, the Department has recently conducted citywide customer surveys and is working with a consultant to develop teams to effectively centralize and deliver services. While

there are key metrics associated with this transition period, other key performance measures include:

- Total dollars of Local/Small Local Business Enterprise participation in projects monitored
- Number of new (first time) business certifications
- Average number of weeks to process and execute contracts from City Council approval
- Percentage of formal bids completed within 65 days
- Percentage of informal bids completed within 21 days

Recommendations

The following recommendations align with the respective sections of establishing an annual performance agreement among the Mayor, the City Administrator, and the director. The recommendations in the **Results** and **Performance Measures** sections should serve as a basis for determining the performance agreement with each department.

Proposed Results to be Achieved

Given the recent budget shortfall, one of the Department's results should focus on enhancements of fiscal control on contracts and purchase orders.

Proposed Department Performance Measures

- No additional performance measures are recommended.

Finance and Management Agency	
Director:	William Noland
# of Employees:	Approx. 294 FTE
Tenure as Director:	5 years
Tenure with City:	9 years

The Finance and Management Agency is the city agency responsible for financial management, human resources management, and parking management.

Department Mission and Responsibilities

The mission of the Finance and Management Agency is “to provide quality and sound financial and human resource management that support and enhance the effective, responsive, and courteous delivery of services to the citizens of Oakland.” The mission is implemented through the following goals from the Agency’s section of the FY 2007-2009 Adopted Policy Budget.

- Safeguarding the City’s financial and material assets by maintaining strong internal controls, ensuring equity and transparency, adhering to established financial policies and procedures, and complying with legal fiscal reporting requirements
- Providing city agencies and departments with an excellent, skilled, and diverse workforce, through active outreach, recruitment, hiring, and promoting qualified candidates, particularly Oakland residents
- Minimizing the City’s financial risk associated with workplace injuries and claims against the City for harm to persons or property
- Promoting parking opportunities throughout the City by fairly enforcing parking regulations and quickly responding to customer service requests

Key Initiatives and Alignment with Mayor’s Vision

The Agency provides the backbone of the city’s financial structure and is responsible for tracking, monitoring, and reporting on city resources. The City was surprised by a sizable budget deficit in the current fiscal year, indicating a breakdown in the oversight and management of the city’s funds. The underperformance of the Agency and the situation that resulted should be noted and addressed in order to avoid a similar situation in the future.

Performance Focus

Several external audits have been utilized to track the performance of the Finance and Management Agency. Some of the Agency’s internal performance measures include:

- Customer Service Quality Rating
- Revenue Collection Efficiency Ratio
- Gross interest income per dollar as a percentage of benchmark
- Percentage change from prior year in worker’s compensation claims filed
- Number of health and safe work environment trainings conducted

- Percentage of the total number of Position Control documents processed to payroll within 2 working days
- Increase in the number of eligible lists created for hiring into city classifications over prior year
- Percentage of parking revenue collected without adjudication efforts
- Percentage of cases resolved prior to court hearings
- Percentage of meters collected weekly
- Percentage of parking meters working properly

Recommendations

The following recommendations align with the respective sections of establishing an annual performance agreement among the Mayor, the City Administrator, and the director. The recommendations in the **Results** and **Performance Measures** sections should serve as a basis for determining the performance agreement with each department.

Proposed Results to be Achieved

Given the recent budget shortfalls and subsequent budget reductions, the Director should lead the Agency to refocus on strengthened fiscal monitoring and controls. The financial management of an organization is critical, and the Agency did not perform to the best of its ability when tested in difficult times. Implementation and enforcement of spending controls, and careful debt management should be among the results outlined.

The Agency also needs to develop and implement a number of strategies to ensure sustainable funding of city services. These strategies should include a plan for maintaining a structural balance, maintenance of a long-term financial strategic plan (recommended in the Mayor's Office section), and a strategy for tracking, draw downs and financial reporting on grants and federal funds.

In addition, the current fiscal crisis underscores the need for more intensive financial analysis resulting in financial and strategic guidance to city leadership. It is essential that the staff have the skills and abilities to accomplish these results.

Proposed Department Performance Measures

- Maintenance or improvement of the city's bond rating
- Percentage change in fund balance
- Percent reduction of the budget deficit

Oakland Fire Department	
Director:	Daniel Farrell (retiring)
# of Employees:	Approximately 602 FTE
Tenure as Director:	4 years
Tenure with City:	29 years

The Oakland Fire Department was officially formed in 1869. The Department is comprised of Fire Suppression, Fire Prevention, 9-1-1 Dispatch, Emergency Medical Services, and Emergency Response. Homeland Security was moved to the Fire Department from the Office of the City Administrator in FY 2007-2008. The current Fire Chief will be retiring shortly and the City is currently in the process of recruiting a replacement.

Department Mission and Responsibilities

The Oakland Fire Department (OFD) implements comprehensive strategies and training in fire prevention, fire suppression, emergency medical services, and risk mitigation, including human-caused or natural disasters, emergency preparedness, 9-1-1 services, and community based fire services.

The Fire Department is responsible for:

- Providing fire suppression and emergency medical services to the citizens and businesses of Oakland
- Responding to 9-1-1 emergency calls
- Implementing and strengthening the city’s emergency prevention, preparedness, and response in alignment with the National Incident Management System (NIMS) and the National Response Plan (NRP)
- Developing and providing community disaster preparedness training and planning
- Providing training sufficient to meet all city, state, and federal mandates to existing and new recruit personnel
- Managing and directing all fire prevention functions including public education, inspections/investigations, engineering/plan reviews, fire alarm and sprinkler plans, vegetation management, and enforcement of relevant codes and regulations
- Providing emergency response services including airport protection, heavy rescue, confined space rescue, swift water rescue, Homeland Security Department funded urban search and rescue, and response to potential terrorist acts and the use of weapons of mass destruction

Key Initiatives

The Fire Department has shown an emphasis on new technologies, equipment, and systems to improve efficiency. The Department also has a demonstrated focus on education and training. Some key initiatives include:

- Completed the implementation of the new Computer Aid Dispatch (CAD) system within the Integrated Public Safety System
- Implemented new 9-1-1 telephone system including new recording capabilities and monitoring software
- Developed and implemented commercial inspection program
- Identified grant funding of \$275,000 to replace self-contained breathing apparatus (SCBA) equipment
- Created mentoring program for local youth
- Partnered with the Peralta Community College District to provide accredited Fire Services course at the Training Division

Alignment with Mayor's Vision

The operation of the Fire Department is in line with the Mayor's emphasis on public safety, acknowledging that creating a safe environment for residents and businesses is the first step toward developing a healthy city. Also, the Fire Department has demonstrated its alignment with the Mayor's focus on fiscal responsibility. For the last five years, the Department has spent below budget and returned money to the city's general fund.

Performance Focus

The Fire Department tracks performance through a 2007 citizen satisfaction survey, various audits and assessments, and several internal performance measures. Audits and assessments include:

- Measure Y Audit
- Oakland Wildfire Prevention Assessment District Audit
- City Auditor's Measure M Performance Audit
- City Auditor's Measure N Performance Audit

Some internal performance measures include:

- Percentage of sworn personnel that received all mandated training
- Percentage of sworn personnel with full paramedic training
- Percentage of first company arriving to EMS related emergencies within 0-7 minutes, 7-10 minutes, and 10+ minutes

Recommendations

The following recommendations align with the respective sections of establishing an annual performance agreement among the Mayor, the City Administrator, and the director. The recommendations in the **Results** and **Performance Measures** sections should serve as a basis for determining the performance agreement with each department.

Proposed Results to be Achieved

The Fire Department should work to develop innovative ways of reducing costs without cutting direct services or already thin civilian staff. The Department should also focus on developing a strong labor strategy.

Proposed Department Performance Measures

- Response times
- Incidence of fire
- Output measures of fire prevention activity (i.e. alarm and sprinkler plans, vegetation management)

Department of Human Services	
Director:	Andrea Youngdahl
# of Employees:	Approx. 300 FTE
Tenure as Director:	>7 years
Tenure with City:	>7 years

The Department of Human Services (DHS) is faced with a tremendous challenge: Its list of responsibilities continues to grow at a pace that exceeds growth in available resources. The Department is an amalgam of a number of historically independent entities designed to provide services to underserved populations. Originally charged with managing Head Start and advocating for low-income communities, the Department grew to include services for the homeless and seniors.

Department Mission and Responsibilities

The Department’s mission is to *“strengthen children, youth, and their families; empowering seniors and people with disabilities; and fostering safe and healthy communities.”*

The Department of Human Services has five major divisions, each with unique responsibilities:

- **Early Childhood and Family Services.** This division is responsible for oversight and administration of the Head Start program, an early childhood enrichment program designed to cultivate social skills, intellectual development, and school readiness in approximately 1,600 three to five year-old children from low-income households. They also administer the Early Start Program for parents and children from birth to three years of age and the Even Start Family Literacy Program.
- **Children and Youth Services.** This division administers the Summer Food Service Program, Safe Walk to School Program, and the Oakland Youth Commission. The division also directs funding from the Oakland Fund for Children and Youth (OFCY), which was established by Measure K in 1996 and sets aside 2.5 percent of unrestricted General Fund revenue annually to support direct services for children and youth.
- **Aging and Adult Services.** This division runs the Multipurpose Senior Services Program (MSSP), a State-funded care management program for Oakland residents 65 years of age and older receiving Medi-Cal. The program is designed to determine needs and arrange the services required to enable clients to live at home rather than in nursing homes. Similarly, the Linkages program is designed to help disabled Oakland residents 18 years of age and older to live safely at home rather than in assisted-living facilities. The division also manages six senior centers that provide recreational, social, and educational opportunities for Oakland’s senior population. Other services provided by the division include the ASSETS Senior Employment Opportunities Program and Oakland Paratransit for the Elderly and Disabled (OPED).
- **Policy and Planning Services.** This division administers the Measure-Y violence prevention program and Oakland’s Community Action Partnership, which is part of a

national network of government and non-profit agencies designed to target and reduce poverty.

- **Community Housing Services.** CHS runs programs designed to end hunger and homelessness, including Permanent Access to Housing (PATH), emergency food distribution programs, and homeless outreach programs.

Key Initiatives

- Oversaw the human service's implementation of Measure Y as it was passed and responsibility delegated to DHS.
- Partnered in the development of the Family Justice Center – a one-stop shop for victims of domestic violence.
- Developed the Department's "Theory of Change," a framework which describes how DHS programs work together to impact the lives of Oakland citizens.
- Beginning transition to web-based OFCY grant applications through CitySpan.
- Overseeing development of a DHS Performance Management System

Alignment with Mayor's Vision

The Department's focus is on underserved communities and individuals, including children, the impoverished, the homeless, the elderly, and the disabled. Part of the Department's strategy is to eliminate barriers to success and healthy living and to promote self-sustainability. The ultimate goal of DHS is to make Oakland a healthy and equitable city.

Performance Focus

The Department maintains a database of Performance Management Accountability Reports. Measures are monitored on a quarterly basis for individual programs, and actual results are compared to targets. There are a number of measure categories, including

- Opportunity
- Accessibility
- Quality
- Impact
- Affordability

Most measures are output-focused (clients served, meals provided, beds provided, number of home visits, etc.). Some outcome measures are used, such as:

- Percent of clients satisfied with service
- Percent of people retaining employment after six months of placement
- Percent of clients/participants showing improvement (as shown by test scores, surveys, etc.)

Recommendations

The following recommendations align with the respective sections of establishing an annual performance agreement among the Mayor, the City Administrator, and the director. The recommendations in the **Results** and **Performance Measures** sections should serve as a basis for determining the performance agreement with each department.

Proposed Results to be Achieved

- Improved cognitive and social skills among Early Head Start and Head Start children.
- Head Start children should outpace their non-Head Start peers when introduced to the public school system.
- Successful job and housing placement for homeless individuals.
- Participation in programs offered at senior centers, and end-user satisfaction with service.
- Successful delivery of meals to children in need through summer food program.
- Successful arrangement of services enabling seniors and disabled individuals to live comfortably at home.

Proposed Department Performance Measures

- Backlogs and Department response times for those seeking assistance.
- Shortages in slots for programs offered by the Department.
- Health indicators – both citywide and among those serviced by the Department.
- Literacy rates
- Child Observation Record (COR) test results (letter recognition, logic and math, book knowledge)
- Comprehensive Adult Student Assessment System (CASAS) scores
- School-readiness tests and post-instruction grade advancement (school records)
- Successful employment of ex-offenders through Measure Y
- Recidivism rates
- Percentages of homeless individuals seeking housing/emergency beds serviced

Department of Information Technology	
Director:	Bob Glaze
# of Employees:	98
Tenure as Director:	4 years (1 year as interim)
Tenure with City:	38 years

The Department of Information Technology (DIT) was created in 2007 to provide increased focus and singular leadership of a department to serve all city departments. Information technology was also an independent department in 2004. From 2004 – 2007, the Office of Information Technology was part of the Finance and Management Agency.

Department Mission and Responsibilities

DIT provides and supports all technology services for Oakland city government. As stated in DIT’s mission: *“The Department of Information Technology is committed to providing the timely delivery of strategic, responsive, cost-effective technology solutions and quality services to meet the goals defined by the Mayor, City Council and Oakland’s citizens.”* The Department is organized around six key services, including desktop support, network engineering and telecommunications, server maintenance and support, application development and database administration, administrative and reprographic services, and customer and project support.

The applications and services DIT supports include, but are not limited to:

- Repair and maintenance of all desktop computers and server operations
- All public safety systems
- General city applications, including finance, human resources and email applications
- Website development and support
- Print shop
- Radio system
- Telecommunications including all telephones, burglar and fire alarms, etc.
- Photocopiers through a citywide contract

Key Initiatives

Led by a director with extensive experience in Oakland city government and information technology, the Department has undertaken initiatives to become more customer focused both inside and outside of city government. In addition, DIT has undertaken a number of initiatives on staff development, process improvement, and organizational assessments. These management initiatives include:

- Staff volunteerism to set up computer lab at local recreation center
- Internal department SWOT analysis
- Customer-driven focus, illustrated by project reviews, performance reviews with department “customers”
- Strong focus on performance measures
- Service level agreements

- Director to director meetings on IT needs
- Help desk system, including Red Tickets to flag old requests without action
- DIT staff Liaisons (a.k.a. ambassadors) with departments for assistance and follow up
- DIT newsletter to customers

Alignment with Mayor's Vision

In 2000, Information Technology developed a citywide IT strategy and vision to re-engineer and re-architect the city's IT infrastructure aligned with twelve priority objectives established by the Mayor and Council. In 2005, this plan was updated and again in 2008 to reflect current projects.

The Mayor's Model City vision does not contain a specific technology vision, but most if not all the initiatives require, need or could benefit from technology support. As part of standard services, DIT supports all technology aspects of the Mayor's Office. As a result, DIT also supports mayoral and Model City initiatives. For example, DIT provided data and support for Model City program which encompassed 100 city blocks. In addition, the Department identifies projects in line with the Mayor's community outreach efforts, such as providing technical support for job fairs, and arranging the donation of computers to the community for classroom training.

The Director requests feedback from the Mayor on initiatives which may potentially be controversial.

Performance Focus

The Department uses a variety of tools to track its performance. These include customer satisfaction surveys, an annual poll of customers, help desk system, work order tracking system, and regular reporting, shared with customers, on the status of major projects. Key performance information from the Department includes:

- Customer satisfaction surveys
- System availability
- Project status
- Help desk tickets

Generally, reporting focused on project status rather than department outputs or outcomes. As with all departments, performance measures are included as part of the budget. Periodic reporting (e.g. quarterly reports) on DIT measure results was not provided.

Recommendations

The following recommendations align with the respective sections of establishing an annual performance agreement among the Mayor, the City Administrator, and the director. The recommendations in the **Results** and **Performance Measures** sections should serve as a basis for determining the performance agreement with each department.

Proposed Results to be Achieved

- High quality customer service
- Support for Model City initiatives

Proposed Department Performance Measures

There are a large number of performance measures related to information technology. The following list includes potential areas of measurement.

- Percent of unscheduled downtime
- Percent of customer satisfaction service ratings above (*selected level*)
- Number of users
- Number of help desk calls resolved
- Percent of DIT budget spent on (*key expenditure*)

Oakland Museum of California	
Director:	Lori Fogarty
# of Employees:	115
Tenure as Director:	2 years
Tenure with City:	2 years

The Oakland Museum of California is considered both a city department as well as a foundation with approximately half of its budget from the City and half from the Oakland Museum of California Foundation. The City funds custodian, security, maintenance, and some education support. The Foundation funding supports staff for development, membership, fund raising, the museum store, and admissions.

Department Mission and Responsibilities

Founded in 1969, the Museum’s mission is to: “*connect communities to the cultural and environmental heritage of California.*” Because of the dual sponsors, the Museum has developed two sets of policies and reporting to manage the different requirements between the City and the Foundation, particularly around funding of staff positions. A management operations agreement is in place to define the roles and policies between the City and the Foundation.

Museum services and staff are divided into six areas:

- Art
- History
- Natural Sciences
- Education
- Marketing and Communication
- Professional Services

The Museum Director reports to the City Administrator and the Museum’s Board of Trustees. Ten staff report directly to the Director.

Key Initiatives

While providing overall guidance and direction, the Director’s primary efforts include the capital renovation project, fundraising, exhibitions, and Board and city interaction. This is reflected in the key initiatives.

- Capital renovation project to upgrade facilities (Cost: \$53 million)
- Reaccreditation process
- Increase visitors from 150,000 – 200,000 to 300,000 – 350,000
- Maintain focus on community involvement and education programs

Alignment with Mayor’s Vision

The Museum is focused on reflecting the diverse California experience and engaging the local community in that effort. In representing the Mayor’s vision, the Museum characterizes its vision as the “Model City/Model Museum.” The “Model City/Model Museum” theme leverages common characteristics, such as input from community groups, a strong volunteer network, and many partnerships.

In line with the Mayor’s vision, the Museum is a public – private partnership. This partnership, through the Foundation, provides funding for operations, as well as raising \$28 million for the capital renovation.

The Museum is planning a major national marketing campaign to tell the Museum’s and Oakland’s story.

Performance Focus

The Museum’s five-year strategic plan identifies goals and their supporting objectives in eight key areas. These include governance, facilities, education and community engagement, and financial sustainability among other areas. In addition, an annual operating plan identifies timelines, budget impacts, and staffing for each goal and objective. Key performance information from the Department includes, but is not limited to:

- Amount of private contributions and other revenues
- Percent of renovation complete
- Museum attendance
- Number of new, temporary exhibits
- Number of students visiting on school tours

Recommendations

The following recommendations align with the respective sections of establishing an annual performance agreement among the Mayor, the City Administrator, and the director. The recommendations in the **Results** and **Performance Measures** sections should serve as a basis for determining the performance agreement with each department.

Proposed Results to be Achieved:

- Enhanced community engagement
- Increased education opportunities

Proposed Department Performance Measures:

The Museum has already outlined key measures as part of their strategic plan. These include performance measures related to completion of capital projects, fundraising, visitor satisfaction, total attendance, number of exhibitions, and number of school tours.

Office of Parks and Recreation	
Director:	Audree Jones-Taylor
# of Employees:	247.12 FTE
Tenure as Director:	4+
Tenure with City:	4+

Formerly separate entities, the Parks and Recreation Departments merged in 1969 to form the current Office of Parks and Recreation (OPR). OPR is supported by the Parks and Recreation Advisory Commission (PRAC) and the non-profit group Friends of Oakland Parks and Recreation.

Department Mission and Responsibilities

The OPR’s mission is to offer quality services, activities, and programs open to all Oakland residents and visitors. The Department supports the following goals:

- Reduce crime and ensure public safety for every Oakland neighborhood
- Ensure that all Oakland children through seniors have an opportunity to be successful
- Improve efficiency and responsiveness to Oakland residents

OPR is responsible for the city’s parks, playgrounds, recreation centers, and open spaces. It is also responsible for the recreational, athletic, and cultural programs.

Facilities are maintained by the Department of Public Works, but OPR authorizes maintenance and development. Facilities include:

- 25 recreation centers
- 2 specialized arts centers
- 7 swimming pools
- 44 ball fields
- 44 tennis courts
- 140 parks and open spaces
- 3 golf courses
- Nature center

Programming is all done by the Office of Parks and Recreation. Programs include:

- A variety of youth and adult sports
- Aquatics and boating programs
- “Radical Roving” program
- Nature programs
- Many special events
- Cultural arts programs

Key Initiatives

In 2007, the Department held a Vision Planning Retreat, in which department leaders expressed their vision for the Department and formed strategies to meet their goals. The Department has been aggressively updating old technology. Other recent initiatives include:

- Reopened the Lake Chabot Golf Course
- Parks for Peace Project
- Developing an RFP for city stables concessionaire
- Actively and aggressively seeking to increase revenue
- Implementing transition/reconciliation from RecWare to Oracle General Ledger and Accounts Receivable
- Implementing transition to a Point of Sale (POS) system
- Expanded Radical Roving program to include Project Resolve, which includes plans to establish receiving centers in public safety districts. The centers will serve as alternatives to incarceration, places for late-night recreational activities, and the resolution of misdemeanors, warrants, and community service.

Alignment with Mayor's Vision

Part of the Mayor's vision includes the development of a healthy citizenry, and OPR provides recreational and athletic activities for the city's youth and adults to help meet that goal. OPR also provides safe places for citizens to enjoy activities, and encourages safe and healthy alternatives to illegal and dangerous activity. The Department is also engaged in community development and environmental education outreach.

Performance Focus

OPR maintains some performance measures and targets. However, this is an area that could be improved. Most measures are *outputs* and *inputs* rather than *outcomes*. While inputs and outputs are helpful in measuring the productivity of a Department, focusing on outcomes helps to determine whether results are actually being achieved. Current measures include:

- Number of athletic teams (softball and volleyball specifically mentioned with goal for increase)
- Number of people trained in safe powerboat operating skills
- Attendance in registered programs using RecWare attendance figures
- Hours of field usage per year

Recommendations

The following recommendations align with the respective sections of establishing an annual performance agreement among the Mayor, the City Administrator, and the director. The recommendations in the **Results** and **Performance Measures** sections should serve as a basis for determining the performance agreement with each department.

Proposed Results to be Achieved

The Department seeks to enhance the city's human and social capital by providing recreational, cultural, athletic, and educational programs for all Oakland residents.

Proposed Department Performance Measures

- Rates of participation in programs
- Customer satisfaction
- Percentage of programs and facilities available within a prescribed distance of residents' homes
- Cost recovery goals/percent of program subsidized
- Fitness tests and other health indicators
- Parent surveys

Oakland Police Department	
Director:	Wayne Tucker
# of Employees:	Authorized for 803 sworn; 400 civilians
Tenure as Director:	3 years
Tenure with City:	3 years

The Oakland Police Department (OPD) was established in 1853, one year after the City became incorporated. The Department is comprised of four bureaus: Field Operations, Investigations, Services, and Administration.

Department Mission and Responsibilities

The mission of the OPD is *“to provide competent, effective, public safety services to all persons – with the highest regard for human dignity – through efficient, professional, and ethical law enforcement and crime prevention practices.”*

The Police Department is responsible for:

- Reducing crime and quality of life offenses through a community-oriented problem solving philosophy with targeted crime reduction strategies
- Providing effective and efficient investigation of adult and juvenile crimes
- Educating Oakland residents on crime prevention
- Improving traffic safety and community safety through enforcement of traffic codes, removal of traffic hazards, and public education
- Collaborating with the Department of Human Services, Alameda County judges, the District Attorney’s Office, and the Alameda County Probation Department to establish a process to place juvenile offenders into a Measure Y program or Juvenile Hall and monitor referrals and outcomes for these offenders

Key Initiatives

The Oakland Police Department has shown an emphasis on external assessments and studies to identify problems and strategic planning initiatives to address them. Key initiatives include:

- Police Chief’s *Vision and Plan of Action to Reduce Crime and Improve Accountability*
- Study conducted by Harnett Associates, *Crime Fighting in Oakland – An Assessment of the Oakland Police Department*
- Strategic Plan and Strategic Plan Timeline
- Overtime management studies and reports

Alignment with Mayor’s Vision

The operation of the Oakland Police Department is directly aligned with the Mayor’s emphasis on public safety. The Mayor’s concept of public safety as a top priority acknowledged that

creating a safe environment for residents and businesses is the first step toward developing a healthy city. The Police Department has also shown alignment with the Mayor's vision of a Model City through outlining a strategy for community policing. The city's vision of community policing promotes partnerships between the police and the community to reduce crime and the fear of crime.

Performance Focus

The OPD has been the subject of several compliance audits and external reviews. These assessments have provided an indication of the performance of the Department and identified areas that need more attention. The Department also utilizes several internal performance measures to determine its efficiency and effectiveness. Some of the Department's internal performance measures include:

- Various crime prevalence indicators (violent crimes, property crimes, etc.)
- Various efficiency indicators (i.e. response times, case completion, etc.)
- Various output measures (arrests, crime reports, maps, etc.)
- Percentage of employees receiving adequate training
- Reduction in employee vehicle collisions
- Number of force complaints and bias complaints
- Monthly case loads for investigators
- Percentage of identifications made through fingerprints or DNA

Recommendations

The following recommendations align with the respective sections of establishing an annual performance agreement among the Mayor, the City Administrator, and the director. The recommendations in the **Results** and **Performance Measures** sections should serve as a basis for determining the performance agreement with each department.

Proposed Results to be Achieved

In identifying results for OPD, the Mayor, the Chief of Police and the City Administrator should focus on both citywide outcomes, such as crime rates, as well as key internal measures critical to success, such as overtime usage and response time.

Proposed Department Performance Measures

- No additional performance measures are recommended beyond current OPD measures.

Oakland Public Libraries	
Director:	Carmen Martinez
# of Employees:	424
Tenure as Director:	8 years
Tenure with City:	8 years

The Oakland Public Library has been a municipal entity since 1878 when the Oakland Library Association was transferred to the City, a move made possible by the Rogers Free Library Act. Since then, the Library has grown to include 15 branch libraries, the African American History Museum, and a variety of education programs aimed at promoting literacy.

Department Mission and Responsibilities

The Library’s mission is to: *“inform, inspire and delight our diverse community as a resource for information, knowledge, and artistic and literary expression, providing the best in traditional services, new technologies, and innovative programs.”*

The Oakland Public Library (OPL) consists of the Main Library, 15 branch libraries, the Tool Lending Library, and the new African-American Museum and Library. The libraries carry over 1.4 million book volumes in addition to thousands of multimedia and e-book collections. In addition to traditional library functions, OPL also offers:

- *Second Start*, an adult literacy program
- Free computer classes to the public
- Homework assistance programs
- Free legal services through *Lawyers in the Library*
- Free tax assistance during tax season

Key Initiatives

- Introduced *Millenium*, an integrated and web-based library system replacing the outdated catalog
- Produced “Welcome to OPL” DVD in several languages targeting immigrant populations in Oakland
- Initiated new strategic plan

Alignment with Mayor’s Vision

With its focus on servicing and educating people from a variety of backgrounds, OPL contributes to a more *cohesive* city – one that engages and includes all citizens and promotes equal access. This is evidenced by the translation of the *Millenium* catalog into Chinese and Spanish and the “Welcome to OPL” DVD produced by the Library with KTOP, as well as the extensive renovations made to the African American Museum and Library. OPL also has an Asian branch, and a branch dedicated to the Spanish-speaking community.

Through its more traditional library services as well as more innovative programs such as the Tool Library, OPL is focused on cultivating a healthy, well-educated, well-informed, and well-trained citizenry.

Performance Focus

Performance measures (selected performance measure's at request of City Council's Life Enrichment Committee) include:

- Number of items checked out
- Number of patron visits
- Number of patrons who have logged into internet workstations
- Number of people who attended exhibits, programs, and tours
- Percentage of literacy students who met one personal literacy goal
- Number of instructional hours provided to students
- Number of Oakland school children visiting the Library for programs
- Number of children seeking afterschool homework assistance
- Number of patrons who used the electronic databases
- Number of reference questions from OUSD students

Recommendations

The following recommendations align with the respective sections of establishing an annual performance agreement among the Mayor, the City Administrator, and the director. The recommendations in the **Results** and **Performance Measures** sections should serve as a basis for determining the performance agreement with each department.

Proposed Results to be Achieved

- Improved literacy
- High-quality customer service – prompt and easily accessible
- Measured impacts on users

Proposed Department Performance Measures

- Annual Library visits per capita
- Library registration as a percentage of population
- Number of annual additions to catalog by media type
- Staff turnover rates
- Fill rates
- Document delivery waiting times (filled within 7 days/30 days etc.)
- Promptness of acquisition/processing of acquisitions
- Percentages of program participants completing programs
- Responses to user surveys demonstrating positive impacts on user behavior (outcomes)

Public Works Agency	
Director:	Raul Godinez
# of Employees:	692 FTE
Tenure as Director:	4 years
Tenure with City:	7 years

The Public Works Agency (PWA) has three major divisions: Administration, Department of Facilities and Environment, and Department of Infrastructure and Operations. Design, Engineering, and Construction was formerly part of PWA, but this function was moved to the Community and Economic Development Agency in July of 2007.

Department Mission and Responsibilities

PWA’s mission is to provide for *“the management and maintenance of the city’s infrastructure, including streets, trees, sidewalks and pathways, parks, creeks, sewers and storm drains, buildings and structures, vehicles and equipment, street lights, and traffic signals. In addition the Agency manages community volunteer programs for beautification and clean-up projects, residential garbage and recycling, graffiti abatement, and facilitates environmental compliance.”*

The Agency is responsible for:

- Monitoring, managing, and maintaining electrical and alternative energy apparatuses and programs throughout the City
- Providing environmental site assessment, compliance, and remediation services to the City and the Oakland Redevelopment Agency
- Providing for the facilities management, maintenance, and the safe design of buildings, structures, and auxiliary equipment in compliance with all building and health codes, Americans with Disabilities Act, and safety regulations
- Facilitating vehicle and equipment procurement, management, and maintenance for the City
- Maintaining and enhancing the cleanliness, health, and appearance of city streets and neighborhoods
- Providing maintenance of all parks, public grounds, open space, landscaped street medians, and streetscapes in the City
- Providing recycling and waste management services
- Facilitating the cleaning and repair of sanitary and storm sewer structures
- Facilitating safe vehicular and pedestrian passage throughout the city limits
- Facilitating all aspects of tree maintenance and abatement of hazardous tree conditions for trees growing on the city’s public right-of-way

Key Initiatives

The Director of the PWA emphasizes the involvement of staff at all levels in identifying and implementing agency initiatives. There is also a focus on using technology to improve efficiency. Some of the Agency’s key programs include:

- Rapid Results Initiatives – engaging supervisors and management to develop team-based minor projects focused on one or more key strategic initiatives that could be completed in 90 to 100 days
- “Deliverables” Initiative – engaging leadership team to develop operational or policy improvement deliverables in line with key strategic initiatives
- Staff development and training program
- Implementation of Cityworks, infrastructure work management technology

Alignment with Mayor’s Vision

PWA’s department-wide strategy is to focus on four principles: relationships, customer service, visibility, and volunteerism. Each of these principles has related deliverables. These principles are important factors in contributing to the Mayor’s vision.

Performance Focus

PWA utilizes a variety of output and efficiency indicators to measure its performance. These indicators include response times, completion times for service requests, amounts of recycled material collected, etc. The Director has also indicated an interest in shifting from a performance focus on outputs to a focus on outcomes. The Department has also been the subject of various external evaluations and audits.

Recommendations

The following recommendations align with the respective sections of establishing an annual performance agreement among the Mayor, the City Administrator, and the director. The recommendations in the **Results** and **Performance Measures** sections should serve as a basis for determining the performance agreement with each department.

Proposed Results to be Achieved

The Agency’s performance agreement results should be focused not only on their core functions, but also their broader contributions to the Mayor’s priorities, such as public safety, economic development and community outreach. This Agency’s work is particularly important to an economic development strategy of promoting Oakland.

Proposed Department Performance Measures

The Agency’s current measures around response time and completion time for service calls should be among the targets outlined in the performance agreement.

APPENDICES

APPENDICES

A. Documents Reviewed

B. PowerPoint Presentation of Findings

DOCUMENTS REVIEWED

- Alameda County Auditor-Controller Agency, “Manual of Accounting Policies and Procedures.” May 2008
- Alameda County Board of Supervisors, “2007-8 Alameda County Civil Grand Jury Final Report.” June 2008
- Alameda County General Services Agency, “Purchasing Card Policies and Procedures Manual.” February 2008
- American Public Works Association, “APWA Accreditation Materials.” August 2006
- ARM Tech, “Insurance Program Assessment - Executive Summary.” 2008
- Berkeley Policy Associates, “Measure Y Evaluation: Interim Outcome Report on Violence Prevention Programs.” April 2008
- California Professional Firefighters & Office of the California State Fire Marshall, “Candidate Physical Ability Test Transportability Study for Alameda County.” July 2001
- CEDA, California Multi-Agency, “Capital Improvement Program (CIP) Benchmarking Study.” 2007
- CEDA, “Consolidated Annual Performance and Evaluation Report: July 1, 2007-June 30, 2008.” September 2008
- CEDA, “Consolidated Plan for Housing and Community Development, Annual Action Plan: July 1, 2008-June 30, 2009.” May 2008
- CEDA, “Consolidated Plan for Housing and Community Development: July 1, 2005-June 30, 2010.” May 2005
- CEDA, “Downtown Oakland Marketing Materials.” 2006
- CEDA, “Procedures Manual for Major Development Projects.” September 2008
- Chief Wayne Tucker, “Vision and Plan of Action to Reduce Crime and Improve Accountability.” March 2006
- City of Oakland, “FY 2007-2009 Adopted Budget Policy.” 2008
- City of Oakland, “2007 Mayor's Accomplishments Document.” August 2008
- City of Oakland, “City of Oakland Measure Y Ordinance.”
- City of Oakland Department of Human Services, “Dept. of Human Services 2006-2007 Annual Report.” 2006-2007
- City of Oakland Redevelopment Agency, “Oakland Coliseum Redevelopment Area Materials.”
- Cultural Arts and Marketing, “Cultural Arts & Marketing Division 1st Quarter Work Plan FY 2008-9.”
- East Bay Community Foundation, “East Bay Community Assessment, 2008 Update.” 2008
- Endymion, “City of Oakland Operational Continuity Assessment Project - Tactical Plan Report.” June 2003



- Endymion, “City of Oakland Operational Continuity Assessment Project - Risk Assessment Report.” May 2003
- Endymion, “City of Oakland Operational Continuity Assessment Project - Recovery and Loss Prevention Strategy Report.” June 2003
- Etico Solutions, Inc, “Oakland Police Department Patrol Staffing Study.” Spring 2007
- Harnett Associates, “Crime Fighting in Oakland: An Assessment of the Oakland Police Department.” December 2006
- Kim Gilhuly, Evaluation Consultant, “Oakland Neighborhood Crime Prevention Councils Assessment and Evaluation - Preliminary Results (DRAFT).” August 2008
- Larry Reid and Public Safety Committee, “Report and Recommendations to Improve Community Policing.” April 2005
- Macias Gini & O'Connell, “MGO Financial Audit.” June 2007
- Macias Gini & O'Connell, “MGO Measure Y Audit.” June 2007
- Macias Gini & O'Connell, “MGO Wildfire Prevention Assessment District Audit.” June 2007
- Maximus, Inc., “Equipment Services Fleet Customer Survey (PWA).” August 2003
- Oakland Metropolitan Chamber of Commerce, “Taking Stock of Oakland's Economy.” April 2007
- Oakland Museum of California, “Fulfilling Our Promise: Strategic Plan 2007-2012.” March 2007
- Oakland Museum of California, “Oakland Museum of California 2007-8 Operating Plan and Year-End Progress Report.” 2008
- Oakland Parks Coalition, “A Community Report Card on the State of Oakland Parks (PWA).” December 2007
- Oakland Partnership, “Collaborative Economic Development Strategy for Oakland.” May 2008
- Oakland Partnership, “Oakland Partnership August 12, 2008 Status Report.” August 2008
- Oakland Police Department, “Oakland Police Department, Strategic Plan 2007-2010.” 2007
- Oakland Public Library, “Feasibility Study of the Adaptive Reuse of the Kaiser Arena as a New Main Library.” June 2006
- Office of Information Technology, City of Oakland, “Technology Vision 2000: City Council Work Session.” May 2000
- Office of Information Technology, City of Oakland, “Technology Vision 2005 Update.” August 2005
- Office of the City Attorney, “Legal Opinion - Powers of the Measure Y Oversight Committee.” January 2008
- Office of the City Attorney, “Legal Opinion - Hold Over of Measure Y Oversight Committee Member Terms.” January 2008



- Office of the City Attorney, “Legal Opinion - Use of Measure Y Funds to Recruit Measure Y Officers.” February 2008
- Office of the City Auditor, “Measure M Performance Audit.” June 2008
- Office of the City Auditor, “Measure N Performance Audit.” June 2008
- Office of the City Auditor, “Summary of the Results of the Employee Survey: Performance Audit of the Public Works Agency.” August 2008
- Pamela Calloway, Special Assistant for Workforce, “Report on Workforce and Economic Development.” March 2007
- PFM, “Police Department Overtime Assessment.” April 2005
- RAND Infrastructure, Safety, and Environment, “Community Policing and Violence Prevention in Oakland: Measure Y in Action.” 2007
- Standard & Poor's, “Oakland Joint Powers Financing Authority, California; General Obligation.” March 2008
- Superior Court of the State of California, County of Alameda, “Marleen L. Sacks v. the City of Oakland.”
- U.S. District Court, Northern District of California, “OPD Negotiated Settlement Agreement.” February 2004
- Vitaly Troyan, PE, Interim City Engineer, “Community and Economic Development- Public Works Reorganization.” June 2008
- “Management/Operations Agreement between Oakland Museum of California, Inc., and City of Oakland”
- “CPRB Staff Strategic Plan - 1/1/08 - 6/30/08”
- “MOU between City of Oakland and Oakland Police Management Association FY 07-10”
- “MOU between City of Oakland and Oakland Police Officers Association FY 07-10”



POWERPOINT PRESENTATION OF FINDINGS



City of Oakland

Office of the Mayor
Strategic Planning Services

Public Financial Management, Inc.
January 13, 2009



1. Organizational Review and Assessment
 - A. Citywide Findings
 - B. Office of the Mayor
 - C. Office of Public Private Partnerships
 - D. Communications Guidelines
 - E. Office of the City Administrator
 - F. Community and Economic Development Agency
2. Staff Assessment – Department Directors

Assignment

- Staffing and Organizational Plan for the Executive Office of the Mayor: Mayor's Office and City Administrator's Office
- Assessment of Departments' Organizational Alignment and Reporting
- Guidelines for Executive Branch Management, Communication and Reporting
- Best Practices for Public Private Partnership Office
- Internal and External Communications Guidelines

- Documents Reviewed:
 - Organizational charts for all City departments
 - Staff performance evaluations (where available)
 - Department strategic plans
 - City’s budget documents
 - Comprehensive Annual Financial Report (CAFR)
 - City credit card policy
 - City Other Post Employment Benefits (OPEB) study and new Request for Proposals
 - PFM overtime assessment for police department
 - Riders case
 - Consent decree
 - Geographic Policing Review
 - Arbitration award for Police Officers
 - East Bay Community Foundation Community Assessment Report
 - Oakland Partnership Strategic Plan

- Best practices research in comparison cities
 - Strong Mayor form of government
 - Philadelphia, Washington, DC, New York
 - City organizational structure and reporting
 - Philadelphia, Atlanta, Houston, Phoenix, Washington, DC, San Francisco, Los Angeles
 - Offices of Public Private Partnerships (PPP)
 - New York, Denver, Washington, DC, Fairfax County
 - Literature review on best practices in PPP
 - Internet review of PPP case studies:
 - National League of Cities
 - International City/County Management Association (ICMA)
 - National Association of Counties
 - U.S. Conference of Mayors

**1-A. Organizational Review and Assessment:
Citywide Findings**

Background: Strong Mayor Form of Government

- Key components making Oakland a Strong Mayor form of government:
 - Mayor is the chief elective officer of the City.
 - Mayor is not a member of City Council. There is a clear separation of the Executive and Legislative Branches of Oakland City Government.
 - Mayor is not subject to the Charter Non-interference Clause. The Mayor can direct any and all employees under his direct authority.
 - Mayor appoints the City Administrator, subject to confirmation by the City Council.
 - Mayor can remove the City Administrator, but notifies the City Council in advance. This requires only a notice and not City Council approval.
 - Mayor is responsible for the fiscal health of the City, despite the fact that the City Council approves the biennial budget.

Tenets of Success for a Strong Mayor Structure

- Define an internal organizational structure, hierarchy and team for the Mayor's Office aligned with the Mayor's vision and priorities
- Work closely with the legislative branch on policy formulation and over-all shared vision for the City
- Communicate the vision and priorities internally to city government at all levels and externally to citizens
- Ensure city leaders know their job
- Employ and place his/her team of professionals
- Empower senior city leaders to communicate the Mayor's vision and priorities, and support implementation
- Hire/identify and utilize an experienced team of government professionals dedicated to the citizens
- Implement and enforce a strong performance evaluation system for all direct reports

Tenets of Success for a Strong Mayor Structure

- Identify advisors and/or professionals to advise the Mayor of any threats political or otherwise
- Develop a strategy to review and report on the financial status of the City on a quarterly basis or as frequently as required
- Embed civic engagement and community outreach in leadership and city operations
- Maintain good time management practices
- Establish a strong internal and external communication team and strategy

Mayor’s Vision for a Model City

“A Model City is a coherent, cohesive city, anchored in a vibrant economy, where its citizenry is healthy, well-educated, well-trained, well-informed, capable of effective interactions with the civic, economic, social, and cultural institutions of our community.”

The Mayor’s Priorities

<p style="text-align: center;"><i>Public Safety</i></p> <p>Provide an effective and uncompromised level of public safety services to Oakland residents and businesses; reduce crime and violence; engage youth in programs and services that prevent violence; and provide re-entry opportunities for ex-offenders. Continue the City’s multi-prong strategy (prevention, intervention, enforcement and sustainability), which incorporates the quality of life issues, such as education, health, and economic development.</p>	<p style="text-align: center;"><i>Sustainable and Healthy Environment</i></p> <p>Invest and encourage private investment in clean and renewable energy; protect and support clean environment; and give Oakland residents an opportunity to lead a healthy life, have healthy life options, and make healthy choices.</p>
<p style="text-align: center;"><i>Economic Development</i></p> <p>A long-term strategy that fosters balanced and sustainable economic growth and development for businesses, economic development and workforce development.</p>	<p style="text-align: center;"><i>Civic Engagement</i></p> <p>Create a sense of hope and empowerment among Oaklanders, especially the youth; provide Oaklanders with educational choices through the City Museum and libraries, and partnerships with the School District and other educational establishments.</p>
<p style="text-align: center;"><i>Public-Private Partnerships</i></p> <p>Engage private companies and other governmental agencies in forming public-private partnerships, to raise funds and deliver needed programs and services in an effective, efficient, and all-inclusive manner.</p>	<p style="text-align: center;"><i>Government Solvency and Transparency</i></p> <p>Deliver city services in an open, transparent, effective, and efficient manner; and protect and manage the City’s resources in a fiscally responsible and prudent manner.</p>



Objectives to Achieving the Model City

- 1) Operationalize the Strong Mayor form of government
- 2) Address the current personnel issues
- 3) Create a long-term strategy for financial and budget crisis
- 4) Public safety
- 5) Education
- 6) Community confidence
- 7) Civic engagement

Achieving the Model City: Operationalize the Strong Mayor Form of Government

- The organizational review and assessment found that the Strong Mayor form of government has not been fully operationalized in Oakland. The roles and responsibilities of the Mayor, the City Administrator, and the City Council need to be clarified under a Strong Mayor form of government. The ambiguity of roles results in miscommunication and inefficiency.
- Performance evaluations and accountability are not consistently applied, and a renewed focus on high-performing government is needed immediately.
- The Communications Office is reactive rather than proactive, and lacks a comprehensive communications plan.
- Intergovernmental communications efforts need to be improved, including communication around the Mayor's initiatives and the agenda management process.
- The methodology of how groups work together in the grey areas of policy formulation and operation requires constant diligence, plus open communication.

Achieving the Model City: Address Current Personnel Issues

- Vacancies in key leadership positions are adversely affecting the operation of the City.
- Several of these positions are filled by acting or interim personnel. Key vacancies or positions filled by acting or interim staff include the City Administrator, Assistant City Administrator, the Deputy City Administrator, the Fire Chief, and the Director of Community and Economic Development.
- These highly visible vacancies must be addressed as quickly as possible if the Mayor's vision of a Model City is to be realized.
- In line with the Mayor's goal to refocus on economic, business and workforce development, there is a need for expanded economic development and to address the organizational objectives of the Community and Economic Development Agency.

Achieving the Model City: Create a Long-Term Strategy for Financial and Budget Crisis

- The budget shortfall and structural deficit seen in this fiscal year is the result of an economic downturn, State budget pressures, a lack of long-range financial planning, and poor communication within the City. Specifically, this applies to the amount of detailed budget information that was actually discussed and shared within the executive branch of government when the FY 2007-2009 budget deficit issues were discovered.
- There needs to be a unified and actionable plan for addressing this crisis and ensuring a sound budget in the future.
- Strong financial leadership and a skilled financial team are needed to improve how the City manages its finances.

Achieving the Model City: Public Safety

- Reducing crime is critical to achieving the Mayor's vision of a Model City. The public safety component of the Model City requires a comprehensive approach aggressively focused on prevention, intervention, enforcement, and sustainability. The City has taken a variety of steps to address this issue, such as a public safety coordinator, and the geographic policing model, which created the three public safety districts allowing a more efficient deployment of police officers as well as effective coordination of city services. The geographic policing model was a major step towards community policing and strategic police deployment.
- Through a Strong Mayor government, public safety should be improved in important, practical ways, such as providing leadership to shift police resources despite inherent bureaucracy.
- The creation of the Public Safety Coordinator is important to the effort of bringing all city services together to achieve a comprehensive crime reduction strategy (e.g. Police, Fire, Human Services, etc.).

Achieving the Model City: Public Safety (cont.)

- All city departments should demonstrate ownership of their contributions to improving public safety, which should be reflected in their Annual Performance Agreement.
- Crime affects the well being and quality of life of Oakland residents. Crime reduction is and continues to be a high priority.

Achieving the Model City: Education

- A key component of the Model City is a well educated, well trained, and well informed citizenry.
- The State Receivership of the Oakland Unified School District speaks to the seriousness of the District's financial difficulties, which may not improve during the current national and state financial crisis. The executive and legislative branches have an important role to perform in improving the city's relationship and partnership with this important community.
- Strong partnerships must continue with all the educational institutions in the City, specifically the public school community, the Peralta Community Colleges, the UC system, career and technical training programs, and other institutions of higher education.

Achieving the Model City: Community Confidence and Civic Engagement

- Key to the creation of a Model City is the creation of a “model government” with clear role definitions between legislative and executive branches, and where citizens have a clear understanding of the role and responsibilities of the Mayor.
- While citizens are proud of their Mayor, many feel that he needs to increase his visibility in the community. The Mayor’s vision of a Model City needs to be communicated in simple and understandable terms to the city’s residents or within the government around public safety, economic development, and public private partnerships
- While the civic engagement process requires the Mayor to increase his visibility in the community, Oakland’s diversity creates both great challenges and great opportunities for civic participation.
- The Mayor’s Community Task Forces should be used as an ongoing tool for engaging the community.

Major Recommendations

- 1) Organizational restructuring
- 2) Improving communication inside and outside of city government
- 3) Establishing and maintaining sound financial and budgeting strategies
- 4) Increasing focus on performance and accountability

Recommendations:

Organizational Restructuring

- Refocus the Mayor's Office on policy formation and organization direction.
- Streamline the Mayor's Office.
- To establish a seamless executive branch of government under the Strong Mayor form of government, the Executive Office of the Mayor should include the Office of the Mayor as well as the Office of the City Administrator.
 - This structure will encourage better communication and information flow between the two offices.
- In line with the Strong Mayor form of government, the Executive Office should focus on order, structure and discipline with key decisions emanating from the Mayor. The City Charter provides a job description for the Mayor including key components to provide for a Strong Mayor form of government.
 - The Mayor is the chief elective officer of the City,
 - The Mayor is not a member of City Council,
 - The Mayor is not subject to the non-interference clause in city operations, and
 - The Mayor has the power to appoint the City Administrator with consent of Council, and remove the City Administrator with notice to Council.

Recommendations:

Organizational Restructuring

- Both offices should be restructured to maximize organizational capacity and eliminate unnecessary costs, preliminary estimates of the savings from restructuring is \$1.1 million annually for all funds.
 - Certain programs and functions in these offices can be consolidated for improved effectiveness as well as budget savings.
- The Office of the Mayor should strengthen the Office of Public Private Partnerships.
 - This office should continue to seek opportunities to establish and leverage partnerships with the private, non-profit and other public sectors in order to provide more efficient public services to the citizens of the City.
 - In light of the economic downturn and limited budget environment, this office becomes more important given the need to aggressively pursue partnership opportunities.
- A core component of the Mayor's vision of a Model City is economic development. The City should engage in major organizational assessment and process re-engineering in the Community and Economic Development Agency, to re-focus on workforce development, business recruitment and redevelopment.

Recommendations:

Improved Communication Inside and Outside of City Government

- The Office of the Mayor should develop key leadership teams and a regular schedule of key meetings. Key staff participating in each leadership team would include the Mayor, the City Administrator, Chief of Staff, and Deputy Chief of Staff.
 - These meetings will allow for improved communication, order and structure across government.
 - They will also allow the city's leadership to enforce accountability throughout government.
- The Office of the Mayor should also develop a strong communication team and a clear internal and external communication strategy.
 - Communications should be centralized in the Office of the Mayor.
 - A strong communications team will be both proactive and reactive in implementing a sound communication strategy.
 - The communications team should be responsible for managing the Mayor's message and his image in the community.

Recommendations: Improved Communication (cont.)

- Members of the leadership team, as part of the Executive Office of the Mayor, should assist in driving the communication of the Mayor's vision for a Model City inside and outside of city government.
 - A key team is the Labor Management Partnership, chaired by the Mayor and including the Chief of Staff, City Administrator, Human Resources Director, Department Directors, and Assistant City Administrator(s).
- Clear communication of the Mayor's actions, agenda, and policies, and how they reflect his vision for the City, will help to build community confidence in city government.

Recommendations:

Establishing and Maintaining Sound Financial and Budgeting Strategies

- This is a critical issue for the City given its projected future budget deficits and the national economy. The City must take all prudent measures to reduce costs and/or increase its revenue base.
 - The City must adopt the approach that all expenditures relating to the City are under consideration for reduction or restructuring.
- The City should create a multi-year financial/strategic plan.
 - This plan should identify specific initiatives to balance the budget over a period of five years.
 - It should also eliminate structural deficits in the city's budgets.
 - A template of key elements of a multi-year financial/strategic plan is included in the recommendations in the "Office of the Mayor" section.
- The City should also develop a clear labor strategy for each bargaining unit.
 - Personnel costs are the largest line item in virtually every department budget. A sound labor strategy could have substantial budget impacts.
- The focus of the Budget Office should be expanded to include identifying opportunities for innovation and reform in budgeting, finance, and management within the City. This unit should be renamed the Office of Budget, Innovation and Reform.

Recommendations:

Increasing the Focus on Performance and Accountability

- The City should implement new mechanisms for establishing accountability to the Mayor, and managing performance within the city departments.
 - The Mayor should establish Annual Performance Agreements with the City Administrator and the director of each department. These agreements would outline the Mayor's vision, the specific performance targets for each department, and the support that will be provided to each department director to achieve these targets.
 - The City should institute training on performance standards and accountability at all levels of the organization, utilizing tools such as the 360 degree performance evaluation or annual performance reviews.
- The City should examine the feasibility of implementing new systems and strategies for improving accountability throughout the entire city government.
 - The City should conduct forensic audits of major transactional functions such as payroll, parking meters and permits and inspections.
 - The City should study the feasibility of implementing a CitiStat system, chaired by the Mayor, and develop a strategic plan for a 311 system to improve service delivery and drive performance across city government.
 - The City should conduct an Annual Citizen Survey to engage residents in assessing how well the government is performing for them. This tool can also help to drive performance in the City.

**1-B. Organizational Review and Assessment:
Executive Office of the Mayor:
Mayor's Office**

“The Mayor shall be the chief elective officer of the City, responsible for providing leadership and taking issues to the people and marshalling public interest in and support for municipal activity. The Mayor shall have the following powers, duties, and responsibilities:

- The Mayor shall be responsible for the submission of an annual budget to the Council which shall be prepared by the City Administrator under the direction of the Mayor and Council. The Mayor shall, at the time of the submission of the budget, submit a general statement of the conditions of the affairs of the City, the goals of the administration, and recommendations of such measures as he may deem expedient and proper to accomplish such goals.
- Recommend to the Council such measures and legislation as he deems necessary and to make such other recommendations to the Council concerning the affairs of the City as he finds desirable.
- Encourage programs for the physical, economic, social and cultural development of the City.
- Actively promote economic development to broaden and strengthen the commercial and employment base of the City.
- Appoint the City Administrator, subject to confirmation by the City Council, remove the City Administrator and give direction to the City Administrator. The Mayor shall advise the Council before removing the City Administrator.
- Serve as ceremonial head of the City.
- Represent the City in inter-governmental relations as directed by the Council.
- Provide community leadership.”

- Oakland City Charter

Objectives

- Operationalizing the Strong Mayor form of government
- Re-communicating the Mayor's vision
- Establishing a seamless connection between the Office of the Mayor and the Office of the City Administrator
- Renewing commitment to intergovernmental communications efforts
- Public safety

Recommendations

- Office of the Mayor and the Office of the City Administrator should be included in a newly created Executive Office of the Mayor in order to produce a more streamlined and efficient executive branch of government
- Create leadership teams with new meeting schedules
- Create multi-year financial/strategic plan
 - The plan must identify specific initiatives to balance the City’s budget over a period of at least five years. A successful plan will deliver a clear and sustainable course of action that is tied to the Mayor’s vision
 - The plan must eliminate financial deficits in all years
 - The plan should be developed by outside, objective financial experts, supervised by the Assistant City Administrator / CFO
- Create a labor strategy
 - Given the current budget situation and large role of labor unions in City government, a strategy for each bargaining unit, coordinated with the budget and multi-year financial plan, is needed
- The Mayor’s vision must be communicated again and should include an actionable agenda
 - Goal is to reinforce and embed the vision in the organization’s culture

Recommendations

- Chief of Staff should be the single manager of the Mayor's Office
 - Should also manage relationships, especially with City Council
 - Chief of Staff must be recognized as the voice of the Mayor when the Mayor is not present, on non-operational / non-organizational matters
- Incorporate the Mayor's Task Forces within the departments to institutionalize the civic engagement process
 - Department Directors would be responsible for coordinating with Task Forces
 - Department Directors must work with the Mayor's task forces to help drive the Mayor's civic engagement process
- Specialized, issue-specific programs should ultimately be managed outside of the Mayor's Office in the departments or in the Office of Public-Private Partnerships
- Performance reviews
 - Departments and offices should deliver outcome-based performance reports on a regular basis and should be held accountable for their performance
 - Mayor must continue to reinforce the power of the task forces in the civic engagement process

Recommendations

- Renewed commitment to time management
 - The Mayor’s schedule and the schedule of meetings should be consistently followed
 - Maintain philosophy that it is preferable to do less things and do them better than to do more things without regard to quality
- Expand the existing internship program administered by the Mayor’s Office
 - Utilizing the skills and ideas of students from nearby colleges and universities
 - Allowing students to be exposed to the workings of city government
 - Begin training the next generation of public employees
- Leverage technology
 - Citywide information technology strategic plan with actionable agenda should be developed

Executive Office of the Mayor: Role of the Senior Advisor to the Mayor

- Clearly define the role of the Senior Advisor to the Mayor
 - Role of Senior Advisor to the Mayor is to oversee the day to day operations of the Office of Public Private Partnerships in order to expand and market public private partnerships for the benefit of the City; Senior Advisor is to serve as co-chair of the Advisory Board to the Office of Public Private Partnerships
 - Senior Advisor to the Mayor should chair the City of Oakland Sister Cities Program
 - Oakland should confirm its membership in the Sister Cities International (SCI) organization
 - The City should develop a white paper which identifies current Sister Cities programs and describes Oakland's relationships with those cities
 - Senior Advisor to the Mayor should chair the New Office of Protocol and International Affairs
 - The City should conduct its own research on how to set up an Office of Protocol and International Affairs; this office should be funded by the private sector; Los Angeles County, Kansas City Missouri, and the City and County of San Francisco are examples of jurisdictions with Offices of Protocol
 - Role of Senior Advisor to the Mayor cannot conflict with role and authority of any other City employee
 - Role definition must be consistently applied

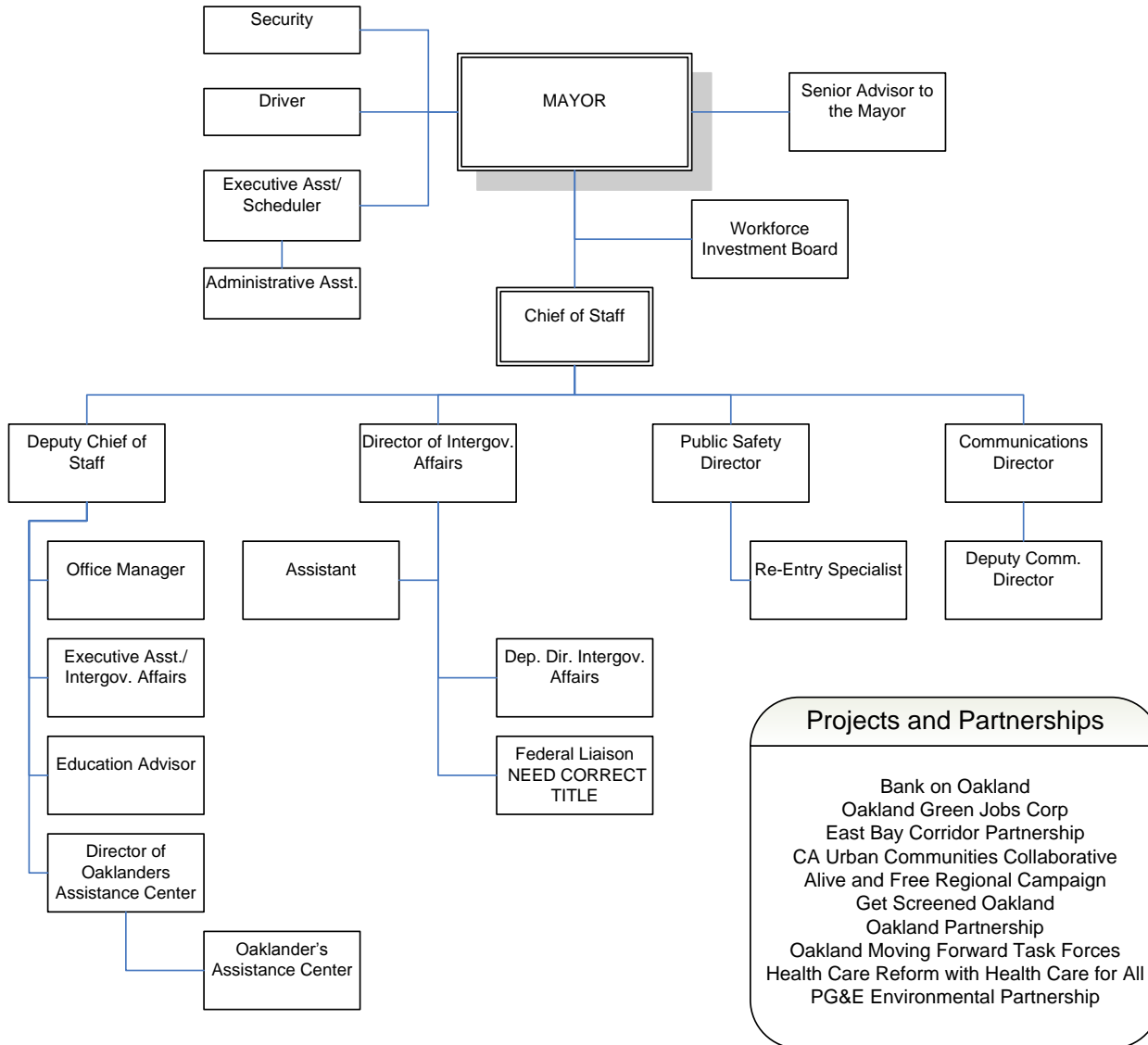
Executive Office of the Mayor: Leadership Teams

- Mayor's Communication and Scheduling Team: Mayor, City Administrator, Chief of Staff, Deputy Chief of Staff, Senior Advisor to the Mayor, Mayor's Scheduler, Assistant City Administrator(s), Communications Director
- Cabinet: Mayor, City Administrator, Chief of Staff, Deputy Chief of Staff, Department Directors, Assistant City Administrator(s), Communications Director
- Labor Management Partnership: Mayor, Chief of Staff, City Administrator, Human Resources Director, Department Directors, Assistant City Administrator(s)

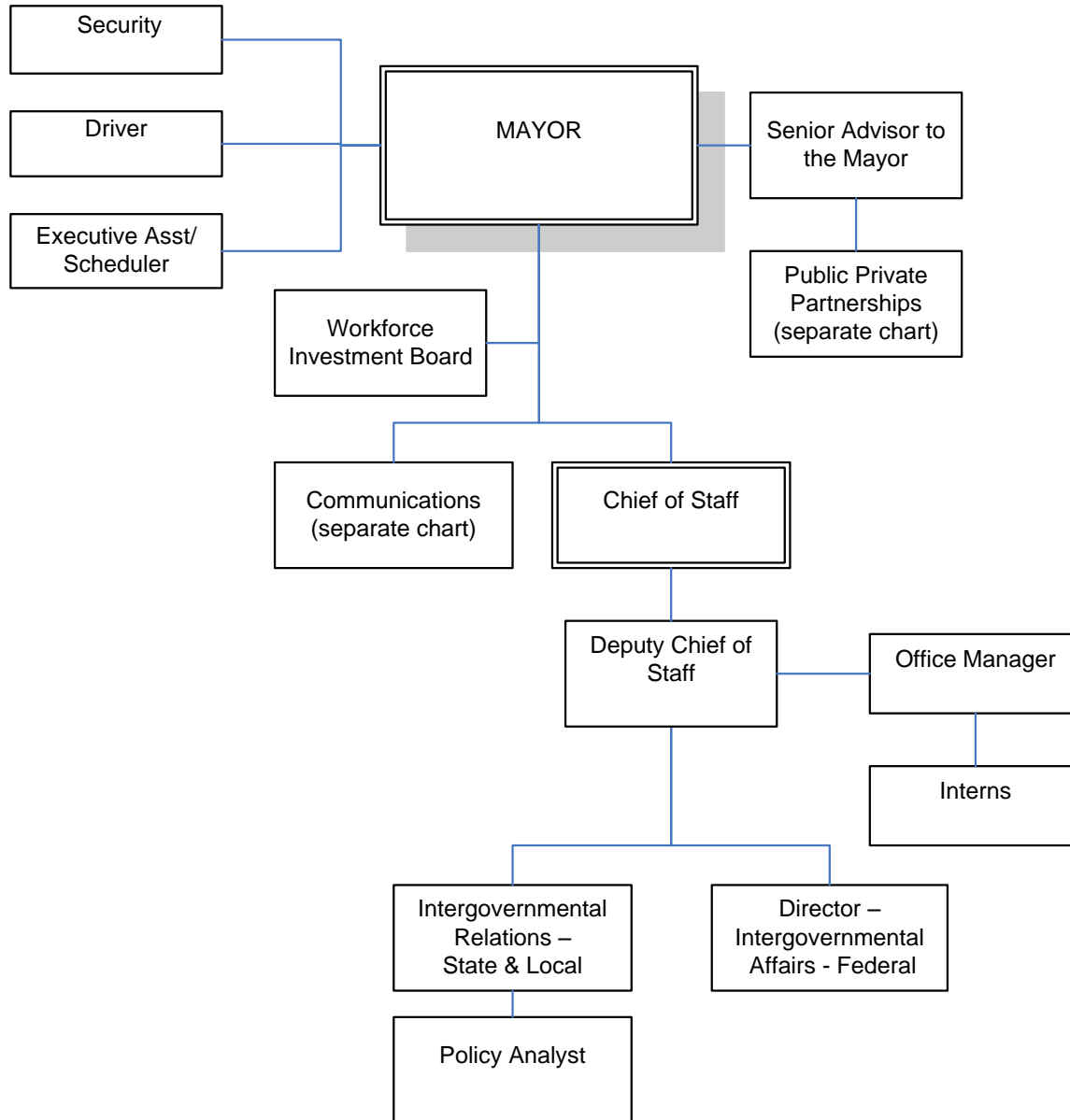
Executive Office of the Mayor: Key Meetings

Day/Time	Type	Agenda Set by:	Attendees
Every Monday morning	Executive Staff and Scheduling Meeting	Chief of Staff	Mayor, City Administrator, Chief of Staff, Deputy Chief of Staff, Mayor's Staff, Senior Advisor to the Mayor, Mayor's Executive Assistant, Mayor's Scheduler, Assistant City Administrator(s), Communications Director and Staff
Monday <i>bi-monthly, prior to City Council meeting</i>	Cabinet Meeting <i>To review key issues before coming to Council</i>	Chief of Staff and City Administrator	Mayor, City Administrator, Chief of Staff, Deputy Chief of Staff, Department Directors, Assistant City Administrator(s), Communications Director and Public Information Officer
Wednesday <i>bi-monthly, more frequently as need</i>	Pre-Rules Committee Meeting w/ Pres. of Council <i>To discuss issues of concern</i>	Mayor	Mayor, President of City Council
Wednesday	Post Council Meeting	City Clerk	City Clerk, Assistant City Administrator(s), Deputy Chief of Staff, Assistants to City Administrator, Agency Schedulers
Thursday	City Council Rules Committee	Council	City Administrator, Chief of Staff, Deputy Chief of Staff to sit in on this meeting
Monthly <i>or more frequently as needed</i>	Labor Management Partnership Meeting <i>(not to discuss contract negotiation or grievances)</i>	City Administrator	Mayor, City Administrator, Department Directors
<i>Quarterly Financial and Budget Review</i>		Assistant CAO / CFO	Mayor, City Administrator, Assistant City Administrator(s), Chief of Staff, Deputy Chief of Staff, Budget Director
<i>Monthly OakStat dept'l performance review</i>		Assistant CAO / CFO	Mayor, City Administrator, Assistant City Administrator(s), Chief of Staff, Deputy Chief of Staff, Budget Director, Department Directors as scheduled

Current Mayor's Office



Proposed Executive Office of the Mayor



Staff Responsibilities

Intergovernmental Relations- State & Local:

- Association of Bay Area Governments
- Governor's Office
- State Legislature
- California Municipal League
- Alameda County Conference of Mayors

Intergovernmental Affairs- Federal:

- National League of Cities
- US Conference of Mayors
- US Congress
- Liaison with the Port of Oakland and Alameda County federal lobbyists
- Liaison with the State of CA's Washington Office
- Liaison with the White House

Proposed Executive Office of the Mayor

- Issue-specific programs and partnerships should ultimately be moved out of the Mayor's Office and into the departments with which they are most closely aligned. For example:
 - Get Screened Oakland, Alive and Free and the Health Care Reform program can ultimately be located in the Department of Human Services
 - Bank on Oakland, the Urban Communities Collaborative, the Oakland Job Corps. and the East Bay Corridor Project should ultimately be located in CEDA
 - The Mayor's Oakland Moving Forward Task Forces should ultimately be integrated into the City departments they most closely align with

Advantages to Proposed Structure

- Overall goal is to make the Mayor's Office policy- and direction-focused, rather than having the Mayor's Office directly involved in managing operational issues that are best aligned with various departments
- Lean structure with clearly defined roles
- Transferred responsibility of issue-specific programs and projects to departments
- Clearly defined supervisory and reporting responsibilities
- Focuses the Mayor's Office on policy, direction, and communications
- Focuses Mayor's senior level staff on policy work rather than project management
- More focused role of the Chief of Staff, and Deputy Chief of Staff

**1-C. Organizational Review and Assessment:
Executive Office of the Mayor:
Office of Public Private Partnerships**

Background

- Increasingly, public managers are employing a new model of governance. Under this model, public managers engage networks of non-governmental entities to achieve public goals. Experts in public administration refer to this model as “governing by network¹”
- Partnering for public services allows governments to take advantage of specialization in the private- and non-profit sectors. These networks also allow for innovation, flexibility, and increased reach²
- Public Private Partnership – A collaboration between the public-sector and private- or non-profit-sector that utilizes the specific capabilities and resources of the partners to meet a specific public need³

1. Stephen Goldsmith and William Eggers, *Governing by Network*, 2004.
2. *Ibid.*
3. National Council for Public Private Partnerships, “For the Good of the People: Using Public-Private Partnerships to Meet America’s Essential Needs,” 2002.

Benefit of an Office of Public Private Partnerships

- Institutionalizes a focus on leveraging resources for the benefit of the City
- Encourages civic participation among residents and businesses
- Reinforces partnerships as a best practice within the City
- Signals the City's commitment to these partnerships to potential partners
- Demonstrates to the citizens a commitment to improvement
- Aggressively pursues philanthropic grants
- Pursues unprecedented public multi-jurisdictional collaboration
- Enhances the civic engagement process

Comparable Partnership Offices

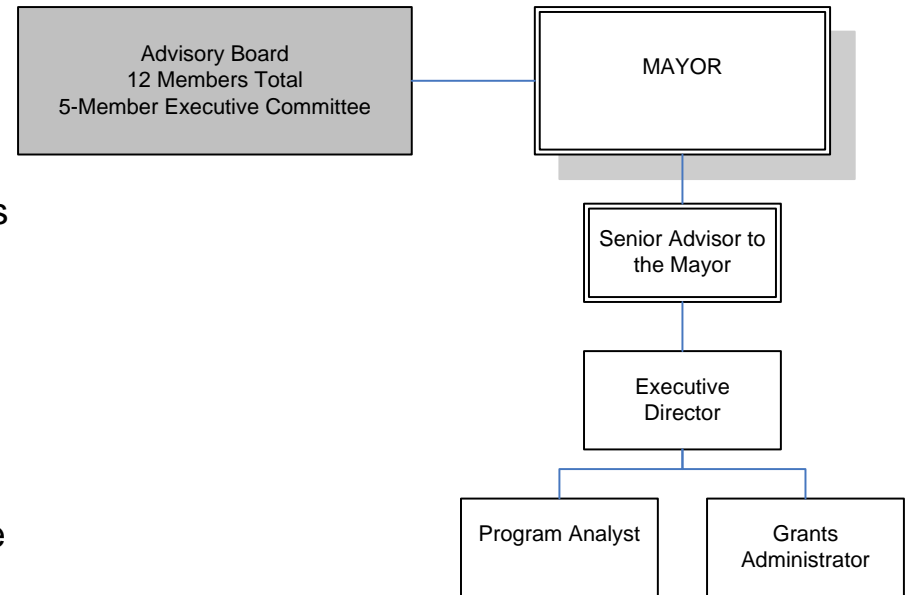
- **Office of Partnerships and Grant Services, Washington, DC** - The mission of this office is to establish partnerships between public and private organizations and to pursue financial support and technical assistance from public and private sector sources for the purpose of improving the quality of life of residents of the District of Columbia
- **Mayor's Fund to Advance New York City** – This organization exists outside of the city government as a 501(c)(3) not-for-profit organization. Its mission is to promote partnerships between the City and the private sector to develop programs in the arts, parks, education and health
- **Denver Office of Strategic Partnerships** – Through fundraising from individuals, foundations and corporations, this office aims to empower the City's non-profit organizations to improve the quality of life in the City
- **Fairfax County Office of Public Private Partnerships** – This office focused on helping government leaders join with community and private sector leaders to address issues affecting economics, access, equity, opportunity and overall quality of life in Fairfax County, Virginia

Proposed Office in Oakland

OPTION 1

Office of Public Private Partnerships **within the Office of the Mayor**

- 12-member Advisory Board with 5-member Executive Committee appointed by the Mayor
- Executive Director manages operations and reports to Senior Advisor to the Mayor
- Senior Advisor to the Mayor co-chairs the Advisory Board along with a member of the philanthropic community
- Grants Administrator and Program Analyst report to Executive Director
- The goal of this office is to reduce the City's share of the cost by 50% in FY 2009-10 and be self funded within the next two years
- City to provide seed funding



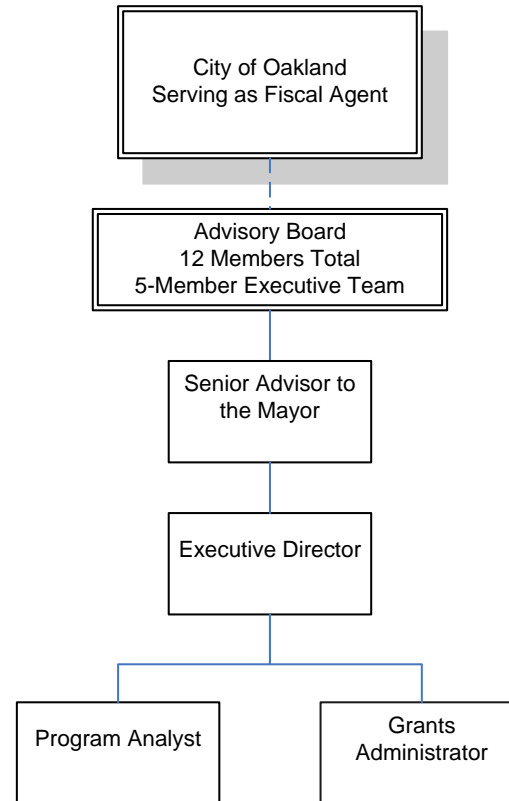
* Non city paid position

Proposed Office in Oakland

OPTION 2

Office of Public Private Partnerships as a non-profit outside of the City

- City serves as fiscal agent
- 12-member Advisory Board with 5-member Executive Team appointed by the Mayor
- Executive Director manages operations and reports to Senior Advisor to the Mayor
- Senior Advisor to the Mayor co-chairs the Advisory Board along with a member of the philanthropic community
- Grants Administrator and Program Analysts can be added as the office grows



Advantages/Disadvantages

Option 1 is the preferred option

- Advantages
 - Option 1 allows a closer connection to city government
 - Organization would have more influence under Option 1
 - Option 1 would better signal the involvement of the Mayor
- Disadvantages
 - City would bear start-up costs under Option 1

Next Steps

1. Determine funding availability
2. Identify candidates for Advisory Board and Executive Team and begin board development
3. Mayor should meet with the Executive Team shortly after it is established to come to an agreement on priority initiatives
4. Pay special attention to existing structures and the resources and knowledge they can provide in creating the new office
 - East Bay Community Foundation – fundraising experience, foundation connections and focus on community, social and economic development
 - Oakland Partnership – established connections to the business community and focus on economic development
5. Mayor should meet with the directors of the City departments to get buy-in for the new office and emphasize the value of partnering for public services

Best Practices in Public Private Partnerships

- Government Accountability Office's key elements to creating successful Public Private Partnerships:
 - Legal or statutory basis
 - Stakeholder support
 - Detailed business plan
 - Organizational structure and expertise
- Qualities of a Strong Executive Director:
 - Goal setting
 - Negotiation
 - Communication
 - Financial management
 - Bridge building
- Other key considerations:
 - Careful structuring of partnership agreements
 - Proper controls for the protection of government information

**1-D. Organizational Review and Assessment:
Executive Office of the Mayor:
Communications Guidelines**

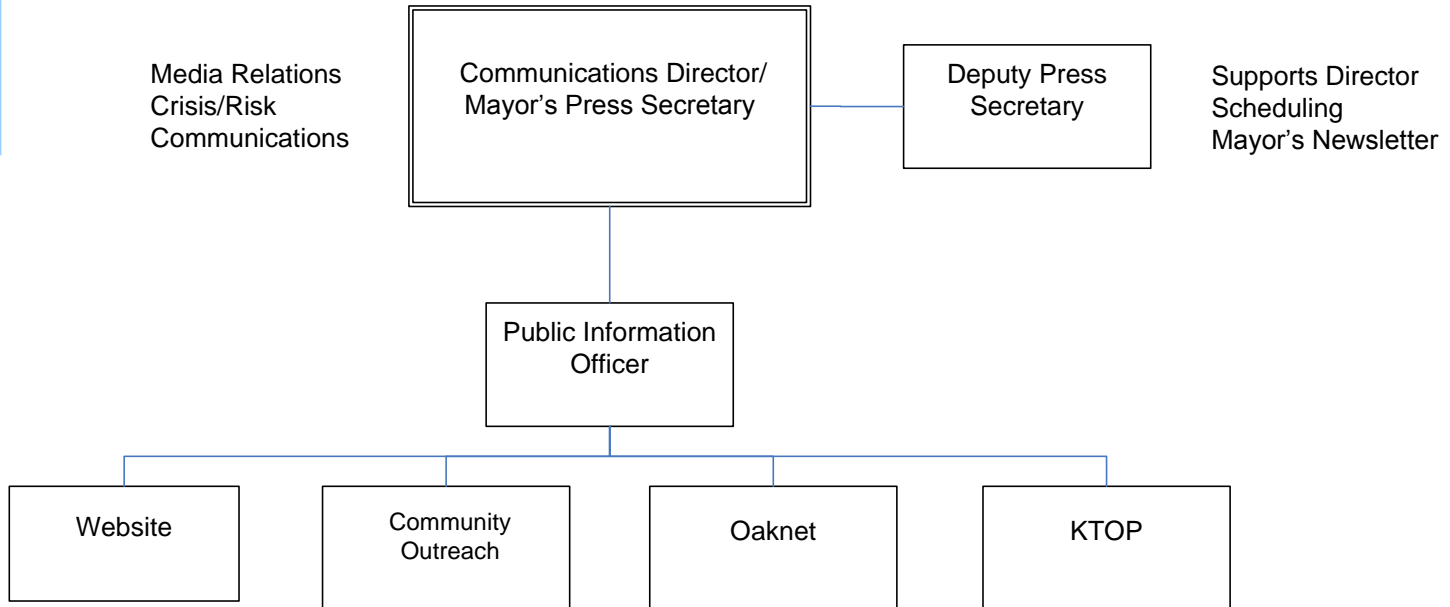
Objectives

- Streamline the City's communications efforts
- Strengthen the role of the Communications Director
- Proactive communications management

Recommendations

- Develop and implement a comprehensive, centralized communications plan within the Office of the Mayor
- Communications Director must have authority to coordinate all communications efforts
- Clearly define roles of all City staff in communications efforts
- Communications Director must coordinate monthly meetings of the PIOs across the City
- Consistent effort to actively and effectively engage the media
- Communications Office should be a major developer of tools for civic engagement
- The Director of Communications must have a 24/7 access to the Mayor, Chief of Staff, and City Administrator
- Communications Office reorganization
 - One Communications Office, no separate operation within City Administrator's Office

Proposed Communications Office Structure



**1-E. Organizational Review and Assessment:
Executive Office of the Mayor:
Office of the City Administrator**

Executive Office of the Mayor: Office of the City Administrator

- “The Mayor shall appoint a City Administrator, subject to the confirmation by the City Council, who shall be the chief administrative officer of the City. He shall be a person of demonstrated administrative ability with experience in a responsible, important executive capacity and shall be chosen by the Mayor solely on the basis of his executive and administrative qualifications.
- The City Administrator shall be responsible to the Council for the proper and efficient administration of all affairs of the City under his jurisdiction, and shall, subject to the provisions of Article IX of this Charter and except as otherwise provided in this Charter, have the power to appoint, assign, reassign, discipline and remove all directors or heads of departments and all employees under his jurisdiction.”
 - Oakland City Charter

Objectives

- Operationalizing the Strong Mayor form of government
- Creating a long-term strategy for fiscal solvency

Recommendations

- In addition to administering the operations of the City, the City Administrator should:
 - Have direct responsibility for managing the Mayor’s message and how it is communicated inside and outside the City
 - Be responsible for creating a high-performing City by implementing strong performance standards and performance based budgeting as well as managing the performance evaluation process
 - Effectively manage public safety by engaging in direct supervision of all first responder services – police, fire and emergency medical services
 - Engage in direct supervision of CEDA, helping the agency to drive future investment in the City and foster opportunities to fund future programs and projects
- Budget Office should be responsible for advancing innovation and reform in City government ...Re-name to The Office of Budget, Innovation and Reform
 - Seeking out best practices, challenging conventional wisdom, researching new ideas, exploring ways to reduce costs, and developing new performance measures

Recommendations

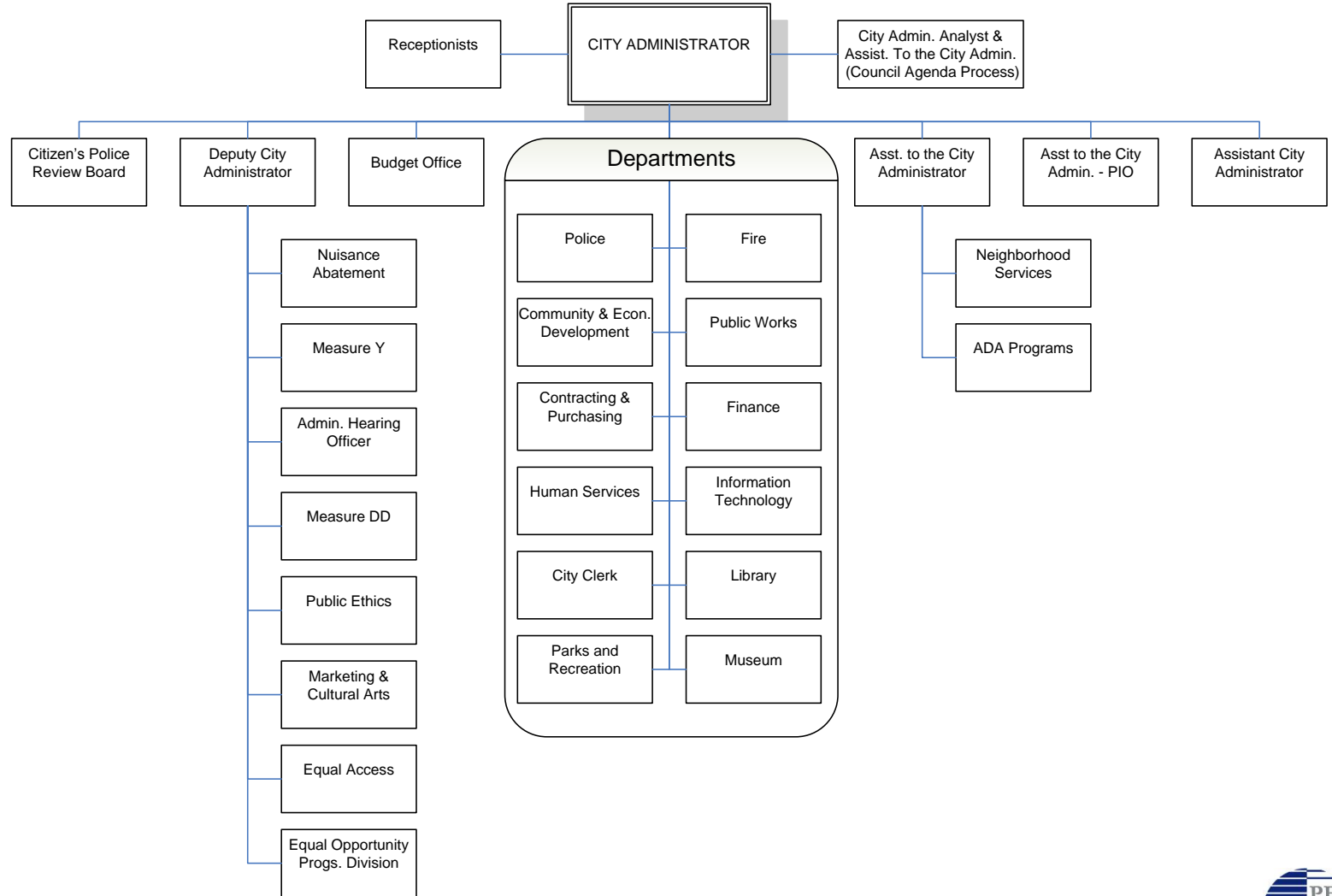
- Office should coordinate with the City Auditor to conduct forensic audits of permits and inspections, payroll, public works maintenance, parking meters and other transactional functions
 - The City should engage firms that specialize in conducting forensic audits for this purpose
 - Forensic audits will weed out fraud, waste and abuse. These audits should be a high priority as a “good housekeeping” seal
- ‘OakStat’
 - Office should conduct a study on the implementation of ‘OakStat’ to help drive performance across the City
 - Meetings should be chaired by Mayor and City Administrator
- Performance Scorecard
 - Mayor’s Communication Office and Office of the City Administrator should implement a performance scorecard to track progress toward achieving the Mayor’s vision
- 311 System
 - Office should develop a cost-benefit analysis and strategic plan for the full implementation of a 311 system in the City

Recommendations

- Office should implement an Annual Citizen Survey
 - Allow citizens to provide feedback on how government is functioning for them
- Office should conduct a study of its fleet operations from both a cost and environmental perspective
- The Neighborhood Services Division should work cooperatively with the Oaklanders Assistance Center
- Office should take active role in ensuring that Equal Access is embraced across city government

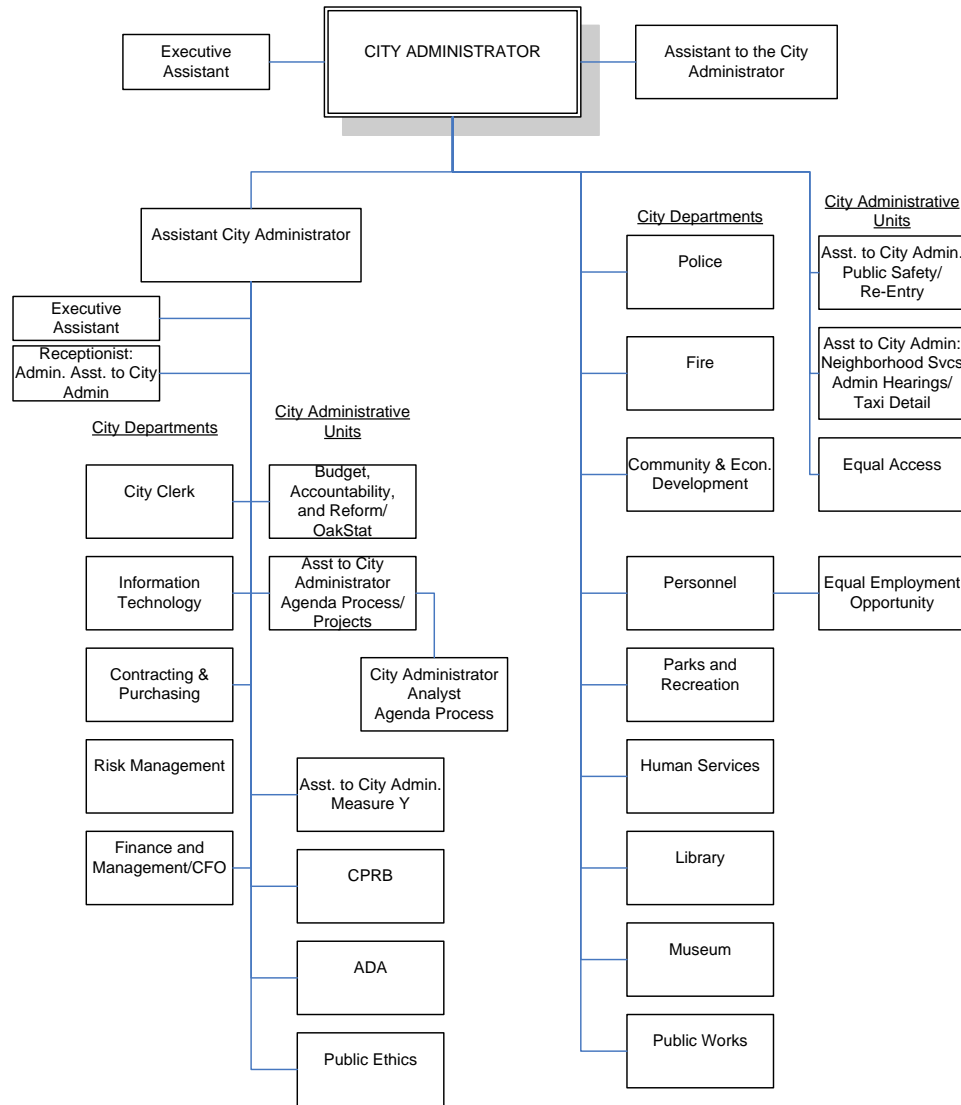


Current Organizational Structure: City Administrator's Office





Recommendation - Executive Office of the Mayor: City Administrator's Office



Advantages to Proposed Structure

- More streamlined
- More focused
- Single Assistant City Administrator position responsible for the City's finance and management focused departments

**1-F. Organizational Review and Assessment:
Community and Economic Development Agency**

Objectives

- Organizational alignment and focus
- Different functions within the Agency
- Acting staff in senior management
- Need for economic, business, and workforce development

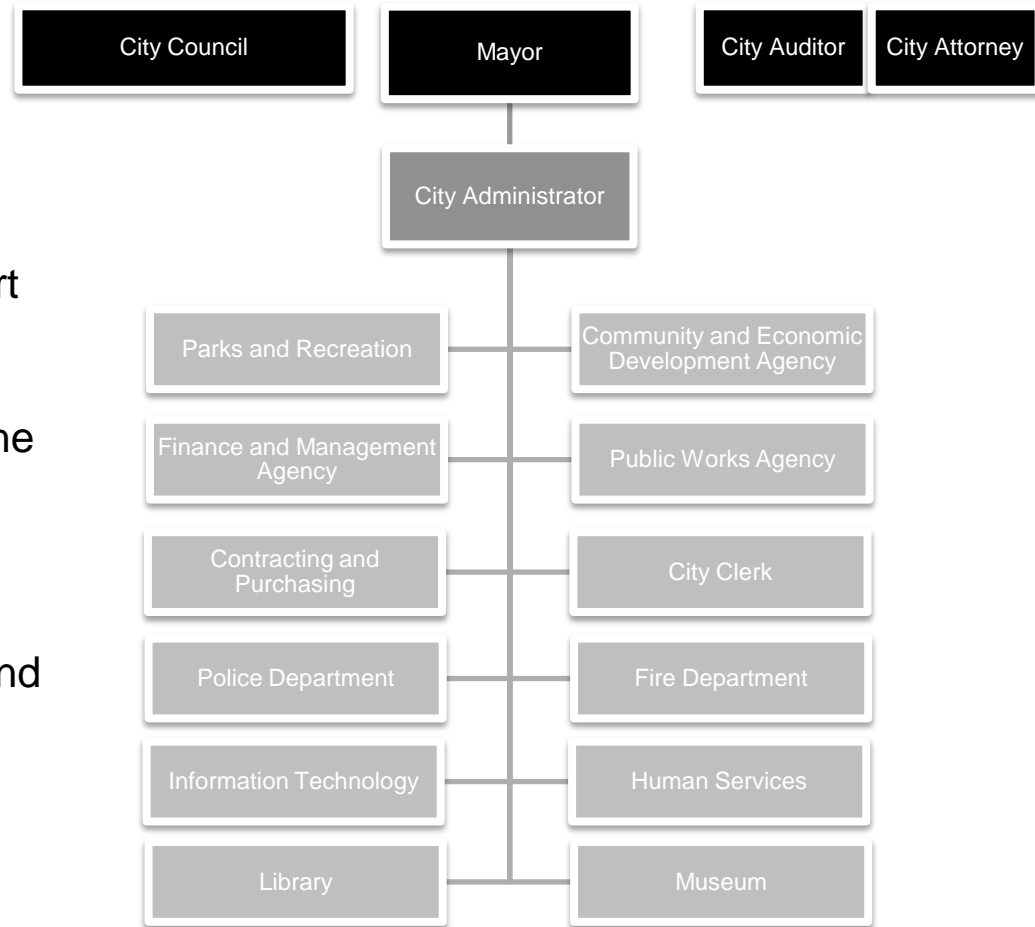
Recommendations

- In-depth organizational assessment
- Fill senior leadership positions
- Focus on economic and business development
- Focus on workforce development

2. Staff Assessment - Department Directors

Background

- There are 14 departments and agencies in the City of Oakland
- Department directors report to the City Administrator, and the City Administrator reports to the Mayor and the City Council
- PFM conducted a review and assessment of the directors of departments and agencies within Oakland City government



General Recommendations

- Annual Performance Agreement:
 - The Mayor, City Administrator and each Director should enter into a signed agreement at the beginning of each fiscal year
 - This agreement should clearly outline:
 - Mayor’s vision for the City
 - Results to be achieved in the coming year
 - Results to improve public safety in the coming year
 - Performance measures to measure results to be achieved by the department that year (determined collectively with Director and City Administrator)
 - Support necessary from the Mayor for the Director to be successful (determined collectively with the Director and the City Administrator)
 - At the end of the fiscal year, the Mayor, City Administrator and Director should convene to evaluate the performance of the department against the standards established in the agreement

General Recommendations

DIRECTOR'S PERFORMANCE AGREEMENT

MAYOR RON DELLUMS
CITY OF OAKLAND

Name _____ Department _____

PART I: MAYOR'S VISION FOR THE MODEL CITY

[Clearly articulate Mayor's Vision for the Model City]

PART II: RESULTS TO BE ACHIEVED

[Briefly discuss the results that the director will be responsible for achieving in the coming year.]

Departmental Performance Targets

[List a few performance targets unique to each director, selected collaboratively by the Director and the Mayor.]

[Examples:

- X% reduction in response time
- X% decrease in property crimes
- X% increase in completed cases]

Departmental Special Projects

[List the specific "charges" with timelines for special projects for which the Director will be accountable.]

[Examples:

- By October 1, assess the feasibility of a new electronic work order management system
- By the end of the fiscal year, implement community policing in target neighborhoods]

PART III: SUPPORT

[List specific support that the Director needs to be successful in accomplishing the results; identified collaboratively by Director and Mayor.]

[Example:

- The Director will have four 30-minute meetings with the Mayor or his Chief of Staff, or more as necessary, over the course of the year]

SIGNATURES

Mayor

Director

City Administrator

General Recommendations

- Regular Reporting Requirements:
 - In addition to an annual performance review, the Mayor should require Directors to report regularly on the status of affairs in their respective departments
 - A brief list of “hot button” issues should be sent from the Directors to the Mayor and the City Administrator each Friday
 - This list should include any issues that should be brought to the attention of the City’s top officials
- Departments should implement annual ‘360 degree’ evaluations
 - Director evaluates himself/herself
 - Staff also evaluate the Director
- Maintain and develop core professional staff
 - Implementation of the Executive Office and many of these recommendations requires strong core professional staff
 - Core professional staff must have ability/opportunity to implement initiatives and communicate successes and concerns to City leadership

Summary of Department Assessment

Department	Director	Tenure w/ City	Tenure as Director	Number of Employees*
City Clerk	La Tonda Simmons	3 years	6 years	11
Contracting & Purchasing	Deborah Barnes	10 years	1 year	28
Finance and Management Agency	William Noland	9 years	5 years	294
Human Services	Andrea Youngdahl	7 years	7 years	300
Information Technology	Robert Glaze	38 years	4 years	98
Museum	Lori Fogarty	2 years	2 years	115
Parks and Recreation	Audree Jones-Taylor	4 years	4 years	247
Police Department	Wayne Tucker	3 years	3 years	1180
Public Library	Carmen Martinez	8 years	8 years	234
Public Works Agency	Raul Godinez	7 years	4 years	692

* Based on Fiscal Year 2007-2008 budget reports