



City of Mount Dora
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Mount Dora, FL 32757
352-735-7126
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CHARTER REVIEW COMMITTEE
City Hall Board Room
510 N. Baker Street, Mount Dora, FL
May 9, 2024, 3:00 p.m.

AGENDA

I. CALL TO ORDER

II. ROLL CALL WITH DETERMINATION OF QUORUM

III. APPROVAL OF MINUTES

A. May 2, 2024 Minutes

IV. PUBLIC PARTICIPATION

V. NEW BUSINESS

- A. Presentation by FCCMA Senior Advisor Ken Parker: Forms of Government
- B. Review Article I-Establishment of Entity
- C. Review Article II-Legislature

VI. ANNOUNCEMENT OF NEXT SCHEDULED MEETING DATE

VII. ADJOURNMENT

NOTICE: For purposes of Section 286.011, *Florida Statutes*, two (2) or more members of the City Council may be present at this meeting and this meeting may be considered a City Council meeting although no decision of the City Council will be made at this meeting and the City Council shall comply with the requirements of controlling State law in every respect.

NOTICE: In accordance with the Americans with Disabilities Act ("ADA") and Florida Statutes, Section 286.26, persons with disabilities needing a reasonable accommodation to participate in a public hearing or meeting should contact the City of Mount Dora's ADA Coordinator at least 48 hours prior to the proceeding. The ADA Coordinator may be contacted by phone at 352-735-7126, or by email at clerk@cityofmounddora.com.

If hearing impaired, telephone the Florida Relay Service numbers (800) 955-8771 (TDD) or (800) 955- 8770 (Voice) for assistance.

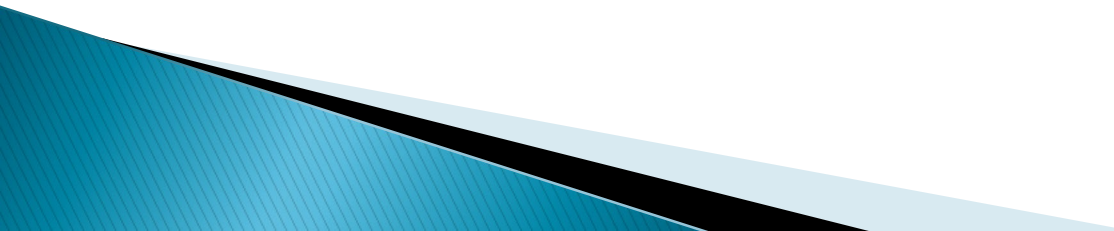
Charter Presentation

May 9, 2024

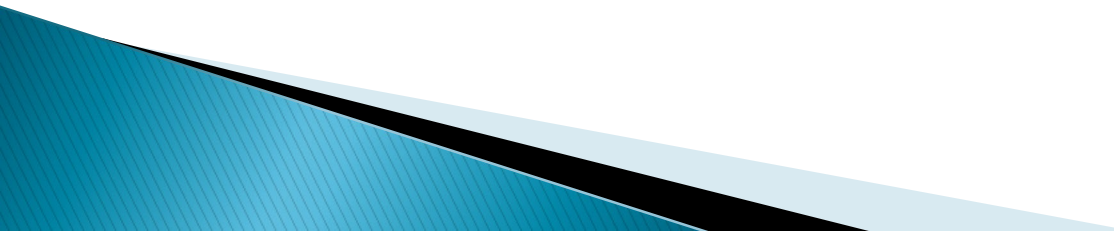
Forms of Government

- ▶ There are 4 basic forms of government in the United States.
 - Strong Mayor Form of Government
 - Weak Mayor Form of Government
 - Council–Manager Form of Government
 - Commission Form of Government

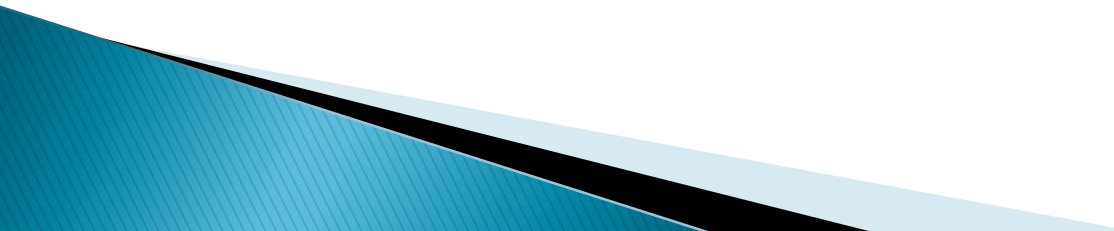
Forms of Government

- ▶ Characteristics of Strong Mayor Form of Government
 - Presidential in Model
 - Concentrates Executive Power and Authority in One Individual
 - The Mayor Appoints all Department Heads–Some Charters do require advice and consent by the City Council.
 - The Mayor usually retains veto authority over Council actions. Council may over ride Mayor veto. Charter defines the percentage to over ride a veto.
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Forms of Government

- ▶ Strong Mayor Form of Government
 - Direct Control over the day-to-day operation of the City
 - Often there is a Split Policy Agenda
 - Appoints the City Administrator who is responsible of carrying out the Mayor's Policies. City Administrator is responsible to the Mayor only
 - Council retains all legislative authority
 - Mayor proposes a budget and Council approves the budget. Mayor is responsible for administering the budget. Council has oversight responsibility
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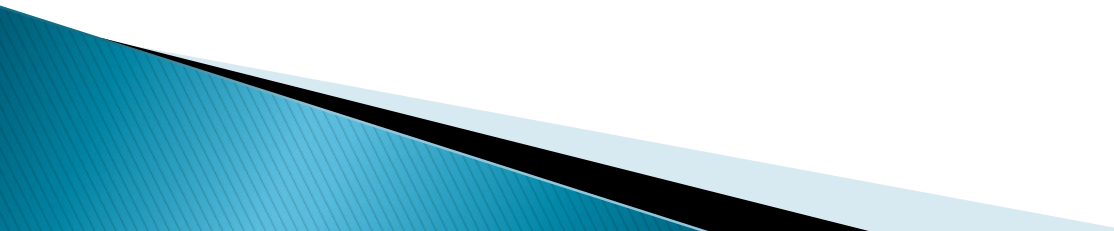
Forms of Government

- ▶ Strong Mayor Form of Government
 - Council Agenda and Priorities often do not agree with the Agenda and Priorities of the Mayor
 - Council selects its own presiding officer
 - Charter outlines in detail the powers and authority of both the Mayor and Council
 - This form of government tends to be more political
 - This form of government is often seen in larger cities. However, there are a number of large cities in the US who have other forms of government
 - Approximately 28% of cities in Florida operate under this form of government
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Forms of Government

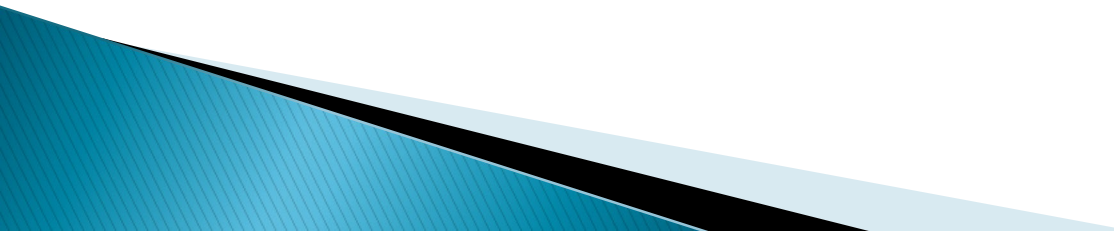
- ▶ Weak Mayor–Council Form of Government
 - Mayor is directly elected but power and authority are restricted
 - Mayor may or may not be the chair of the Council. Normally, the Council selects its own chair.
 - The Mayor is responsible for the day-to-day operations of the City
 - The Council retains far more authority over the daily operations of the City
 - The Council maintains control of the budget
 - All legislative authority is retained by the Council
 - Can be a conflict between the Mayor and Council over policy direction and issues
 - Slightly more than 1% of cities in Florida operate under this form of government

Forms of Government

- ▶ Commission Form of Government
 - Distinctly American
 - First Commission Form of Government was Galveston, Texas. (Galveston does not currently operate under Commission Form of Government)
 - Commissioners serve as elected department heads or areas of governance
 - The Commission form is very administrative inefficient
 - Conflicts of interest are common because Commissioners often prioritize their own Department needs ahead of the overall city needs
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Forms of Government

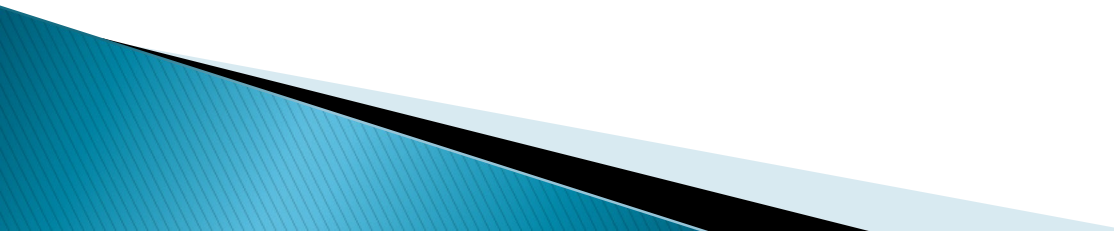
▶ Commission Form of Government

- Legislative authority is vested in the Commission
 - Commissioners come together to form the governing body
 - Tends to in very small cities. Today less than .1% of cities in Florida operate under the Commission Form of Government
 - Each Commissioner is responsible of the daily operation of their individual department or area
 - Each Commissioners runs on an agenda for their specific department
 - Tends to be very political
 - Mayor or chair is more ceremonial with no real power
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Forms of Government

- ▶ Council–Manager Form of Government
 - Distinctly American
 - First created in the early 1900s, in response to political machine scandals (example–KC Bosses James & Tom Pendergast–saloons, gambling & prostitution)
 - In the SE, Virginia, South Carolina and North Carolina were among the first with “professional manager” positions. Stanton, Virginia is often recognized as the first city in the nation to adopt the Council–Manager Plan. In Florida Approximately 69% of the cities have Council–Manager Form of Government in their charters

Form of Government

- ▶ Goal of Council Manager Form of Government
 - Supporters wanted to separate political pressures from the day-to-day administration of cities and counties
 - Focus on merit-based employment & professional service delivery
 - Patterned after business model: with voters as stockholders; Mayor and Council as board of directors setting the policy; CM as CEO responsible for day-to-day administration
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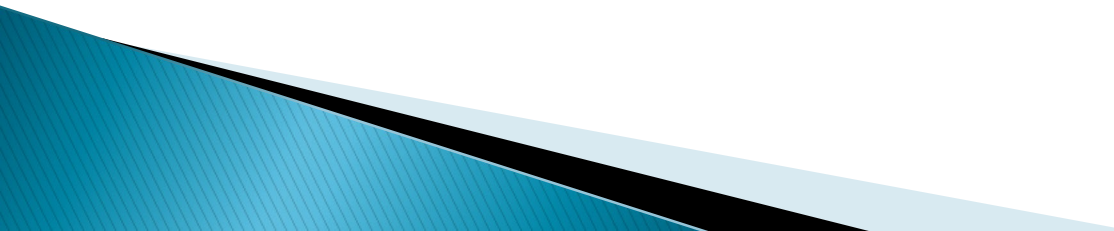
Form of Government

▶ Council-Manager Details

- City Charter defines the role of the legislative body (council)
 - City Charter defines powers and duties of the appointed manager
 - The City Council appoints a professional manager to manage the day-to-day operation of the City and to implement City Council Policy, Priorities, Ordinances and Resolutions. Often the Charter will outline the qualifications that the Council will use in appointing a manager
 - The Manager is responsible to the City Council for implementation of Council Policies, Ordinances and Resolutions
 - The Manager is responsible to the City Council and can be removed at any time by the City Council, for cause and without cause
 - Additional policies related to both roles are then written into city policies that are adopted by the council—examples could include—finance and procurement policies; investment policies; guidelines for conducting public meetings & citizen boards.
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Form of Government

► Role of the Mayor and Council

- Unified form of government meaning that the Mayor and City Council are responsible for developing the vision for the City and establishing the Policy direction for the City
 - Establishment of Policy is a Shared responsibility with the Mayor & Council. The Manager and staff are advisors to the Mayor and Council on Policy offering Policy Options and Recommendations
 - Mayor is presiding Officer of City Council & ensures civility and structure during meetings
 - Mayor & Council approve the annual budget, set the tax levies; approve all local ordinances, such as planning and zoning, stormwater, impact fees, etc. and establish annual policy priorities/goals for completion by the Manager
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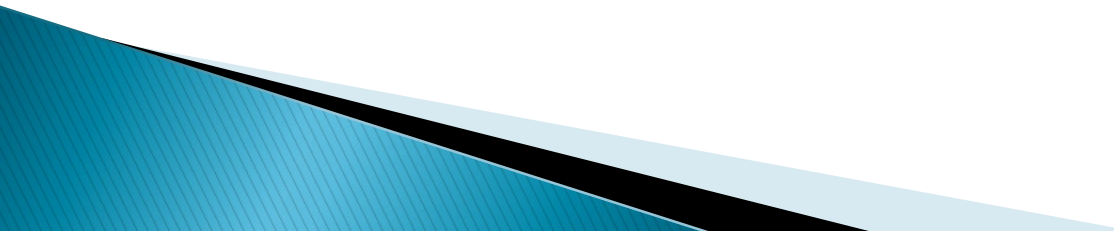
Form of Government

▶ Additional Council Roles

- Council is the local legislative body; state law requires appropriation of funds and most city charter contain fiscal, fiduciary, legislative and oversight responsibilities by Council
 - Council works toward their decisions in publicly-noticed meetings (Open Meeting Laws) – including workshops, public hearings and legislative meetings
 - Council also works with other elected officials (local, state & federal) to support the established priorities and goals of the City
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Form of Government

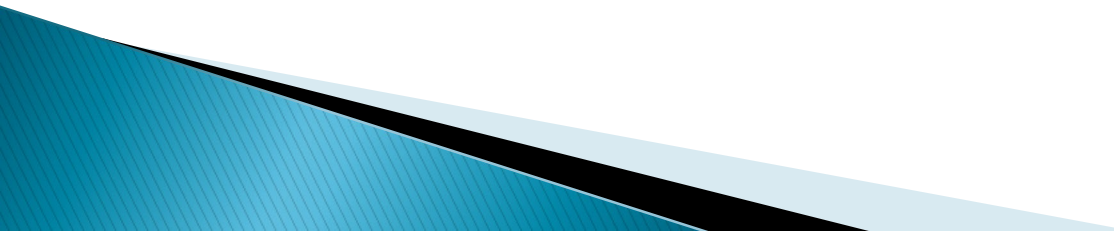
▶ City Manager's Role

- Manager is responsible for day-to-day administration with personnel authority for staff (Note-Clerk & City Attorney are often separate Charter Officers appointed by Council)
 - Manager prepares the budget to present to City Council reflecting Council priorities
 - Manager has expenditure authority after the budget adopted (limits set by Council)
 - Manager prepares agenda material with recommendations/research for council
 - Manager provides updates on council priorities
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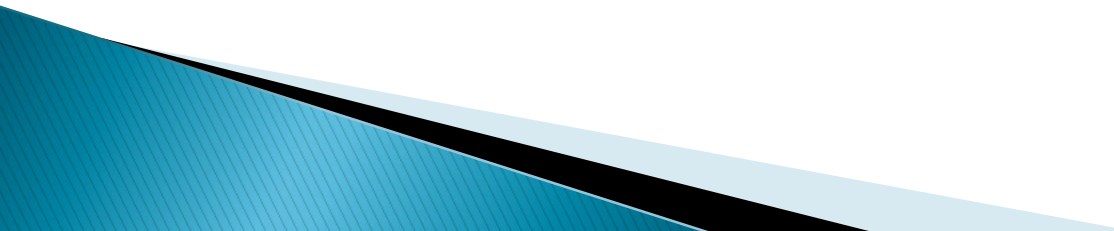
Form of Government

- ▶ Key Steps in Council–City Manager Partnership
 - The International City–County Management Association (ICMA) recommends that City Councils discuss expectations and performance measurements with their City Manager annually
 - Attainable Goals (example–financially feasible), should be set for the Manager
 - The ICMA Code of Ethics ensures that managers remain non–political
 - Communication is the key: regular discussion times (individual meetings, workshops, etc) with mayor and council on priorities
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Orientations and Retreats

- ▶ Many councils find it helpful to hold annual retreats for priorities/goal setting, long-range planning and to review specific strategies with the manager as required
 - ▶ Newly-elected council members should have orientation time with the manager on priorities, issues, strategies and roles/responsibilities of Council and key staff
 - ▶ Which is being covered today with the Council, manager and FCCMA senior advisors
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Additional Resources

- ▶ The Model City Charter published by the National Civic League—an excellent guide
 - ▶ Florida League of Cities for newly elected officials, annual conferences, and advanced sessions for elected officials
 - ▶ Senior Advisors (retired city and county managers) available to work with cities on form of government questions. Senior Advisors may be requested through FCCMA.
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Election of the Mayor

- ▶ There are three basic methods that Cities use to elect the Mayor
 - Direct Election of the Mayor
 - Elected by the Governing Body
 - Rotation Amongst the Members of the Governing Body

Election of the Mayor

- ▶ Under the Strong Mayor and Weak Mayor Form of Government, the Mayor is directly elected
- ▶ Under the Council–Manager Form of Government, the Mayor is a member of the governing body
 - The Direct election method under the Council–Manager Form of Government designates one of the Council seats as the Mayor’s position. The Mayor runs city–wide. The Charter outlines responsibilities of the Mayor. More Cities are using this method of selecting the Mayor
 - Elected by the City Council was the traditional method of electing the Mayor when it was formed. The Mayor’s primary role is chairing the meeting, signing documents, etc.
 - Rotation Method is used by some cities. It means that the Mayor’s position is rotated annually amongst the membership allowing each Council Member the opportunity to be Mayor. The Mayor’s primary role is chairing the meeting, signing documents, etc.

Electing City Council Members

- ▶ There are three distinct ways of electing Council Members
 - Single Member Districts
 - Council seats are organized into districts of equal population
 - A member of Council is elected to represent each district
 - Only those voters in that district can vote for their representative
 - One of the pitfalls of a single member district is that the elected official may have a district perspective, not a city-wide perspective
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Electing City Council Members

- ▶ Three distinct ways of electing Council Members
 - At Large
 - The number of Council seats is determined by Charter
 - No requirement to live in a specific area of the City
 - Voted on by all the voters
 - All members have to have a city-wide perspective
 - One of the pitfalls is that all members could live in only one area
 - A second pitfall is it potentially limits minority participation

Electing City Council Members

- ▶ Three distinct ways of electing Council Members
 - Hybrid
 - City is divided in Council Districts based on population
 - In order to run for office, a person must reside in the district
 - The candidates run city wide
 - Guarantees representation of all areas of the city rather than a potential concentration of elected officials from one specific area of the city
 - Council Members must have a city-wide perspective