

OCTOBER 2007

**CITY OF APALACHICOLA, FLORIDA**  
**ANALYSIS OF THE NEED FOR A CITY MANAGER**

**A. INTRODUCTION**

In their infinite wisdom, the framers of the Apalachicola City Charter added language allowing for a "Commission-Manager" form of government. The Commission-Manager Plan vest authority in an elected City Commission which, in turn, hires an appointed executive. The City Commission is the city's legislative and policy-making body. Acting as a whole, the City Commission is responsible for passing ordinances and orders necessary for governing the city, as well as for setting the direction of city policy.

The City Manager is appointed by the City Commission and serves at the pleasure of the Board. The City Manager is responsible for the overall administration of the city. This responsibility includes implementation of the general policies set by the City Commission in addition to the day-to-day operation of all city functions. The City Manager, with the help of the staff, provides the City Commission with the information needed to fulfill its policy-making role.

The Commission-Manager form of government separates legislative and executive responsibilities in a manner similar to the state and federal government. This system provides "checks and balances" of both policy and administrative branches of government by limiting the power of each.

More than a third of America's communities currently operate under the Commission-Manager form of government. As the issues involved in municipal management have grown more complex, the number of communities which hire professional managers has also increased. In the State of Florida, there are 412 cities, towns and villages of which 245 are the Commission-Manager form. These cities include such small communities as Marineland (pop. 10), Weeki Wachee (pop.12), Bay Lake (pop. 20), Lake Buena Vista (pop. 23) and Indian Creek pop. 33).

**B. DUTIES AND RESPONSIBILITIES OF A CITY MANAGER**

The City Manager shall be responsible to the City Commission for the proper administration of all affairs of the city and shall be empowered:

- a) To see that the laws and ordinances are enforced.
- b) To appoint and remove all subordinate officers and employees of the city.
- c) To exercise control and direct supervision over all departments, employees and contracts under the Apalachicola Board of City Commissioners (Police, Public Safety, Public Works, Streets, Parks, Docks, Cemeteries, Fire Protection, Health, Sanitation, Finance, Records and Audit) and any division of the municipal government under the City Charter, or which may be created by the City Commission, including public utilities owned by the city.

- d) To see that all terms and conditions imposed in favor of the city or its inhabitants in any public utility franchise are faithfully kept and performed.
- e) To attend all meetings of the City Commission and of its committees, with right to take part in the discussions but without having a vote.
- f) To recommend to the commission for adoption such measures as he/she may deem necessary or expedient in the interests of the city.
- g) To keep the City Commission fully advised as to the financial condition and needs of the city and to submit for its consideration an annual budget.
- h) To enforce and administer any zoning regulations established by the City Commission.
- i) To perform such other duties as may be prescribed under the charter or as may be required of him/her by ordinance or resolution of the City Commission.
- j) To be the purchasing agent for the city, by whom all purchases of supplies, shall be made and he/she shall approve all invoices for payment.

### **C. BENEFITS OF HIRING A CITY MANAGER**

Apalachicola's form of government is outdated. It needs to be updated to deal with issues such as growth and development—impact and development fees, employee safety, insurance—liability, health, dental, and life, worker's compensation, emergency services, finance, recreation, animal control, sexual harassment, utilities and other city services. Apalachicola can get by without a City Manager. Many cities do, but they generally waste money they don't even know they are wasting, and they are not operated as efficiently and effectively as they should.

- a) A City Manager will give the Board better control over the administration of policies, because accountability is more centralized. The administrative structure of a Commission-Manager form of government allows all Board members to be equally involved.
- b) A City Manager will provide a central contact point for citizens to resolve complaints.
- c) The City Attorney's role and cost are minimized with a City Manager. Many small cities that say they cannot afford a City Manager often pay a City Attorney \$80 to \$100 per hour to handle many problems that could easily be handled by a City Manager making considerably less in salary.
- d) A City Manager will provide for a more effective use of State and Federal grants in providing and paying for city services. A full-time Professional Manager can attend meetings and interact frequently with State and Federal agencies to become knowledgeable about the availability of State and Federal grant programs. Thus far the only lobbying that is being done is through Baskerville and Donovan, and then only projects that result in engineering fees.
- e) A Professional City Manager will be impartial and his/her allegiance will be to the City Commission and the taxpayers of Apalachicola.
- f) A City Manager will work diligently to promote responsible government spending, and identify ways to provide better, more efficient and more cost effective city services.

g) Cities that have a City Manager such as the City of Quincy (pop. 6,897) in 1999 was awarded the All-American City Award by the National Civic League and the City of Winter Park (pop. 28,620) in 2005 was awarded the Florida City Spirit Award by the Florida League of Cities.

**D. CITY AUDITORS RECOMMENDATION**

“Over the past few years, the City has experienced substantial growth and this growth is expected to continue. This presents the City with many great opportunities, while at the same time confronting the City with many complex issues.

In the past, the Mayor and City Commission could adequately oversee the City’s operation with the City Administrator overseeing much of the city’s day to day operations at the direction of the City Commission. However, because of the city’s more recent significant issues’ relating to growth, environmental, legal and regulatory matters the city regularly encounters now, in our judgment, the city should create and fill a City Manager position. The City Manager position should be filled with someone with adequate experience in municipal administration. Most all the surrounding communities the size of Apalachicola already have a City Manager position staffed. We recommend the city adopt this measure.” *Source: City of Apalachicola, Florida, September 30, 2006, Financial Statements.*

**E. SIZE AND COMPLEXITY**

Below is a list of cities in the State of Florida with populations under 3,000 that has adopted the Commission-Manager form of government.

	CITY	POPULATION	COUNTY
1	Archer	1,452	Alachua
2	Atlantis	2,117	Palm Beach
3	Bay Lake	20	Orange
4	Bell	280	Gilchrist
5	Blountstown	2,658	Calhoun
6	Bowling Green	2,922	Hardee
7	Bunnell	2,133	Flagler
8	Bushnell	2,358	Sumter
9	Chattahoochee	2,371	Gadsden
10	Chiefland	2,012	Levy
11	Cinco Bayou	413	Okaloosa
12	Cross City	2,069	Dixie
13	Davenport	2,127	Polk
14	Dundee	3,000	Polk
15	Dunnellon	1,922	Marion
16	Eagle Lake	2,500	Polk

17	El Portal	2,505	Dade
18	Frostproof	2,977	Polk
19	Golden Beach	1,000	Dade
20	Golf	200	Palm Beach
21	Graceville	3,000	Jackson
22	Grand Ridge	842	Jackson
23	Greenville	847	Madison
24	Gretna	3,000	Gadsden
25	Groveland	2,523	Lake
26	Gulf Stream	710	Palm Beach
27	Hastings	523	St. Johns
28	Havana	1,800	Gadsden
29	Hawthorne	1,373	Alachua
30	Indian Creek	33	Dade
31	Jasper	1,769	Hamilton
32	Jennings	833	Hamilton
33	Jupiter Island	620	Martin
34	Lake Buena Vista	23	Orange
35	Lake Butler	2,140	Union
36	Lee	372	Madison
37	Manalapan	321	Palm Beach
38	Mangonia Park	2,600	Palm Beach
39	Marineland	10	Flagler
40	Midway	1,600	Gadsden
41	Oakland	1,650	Orange
42	Ocean Breeze Park	519	Martin
43	Ocean Ridge	1,670	Palm Beach
44	Orchid	299	Indian River
45	Penney Farms	619	Clay
46	Polk City	1,818	Polk
47	Ponce Inlet	2,767	Volusia
48	Sewall's Point	1,984	Martin
49	Shalimar	718	Okaloosa
50	Sneads	2,143	Jackson
51	South Palm Beach	1,680	Palm Beach
52	St. Marks	325	Wakulla
53	Trenton	1,357	Gilchrist

54	Waldo	1,042	Alachua
55	Weeki Wachee	12	Hernando
56	Wewahitchka	1,974	Gulf
57	White Springs	819	Hamilton
58	Williston	2,197	Levy
59	Windermere	2,365	Orange

*Source: The Florida League of Cities 2004-2005 Membership Directory*

## **F. QUALIFICATIONS OF A CITY MANAGER**

The qualifications of a City Manager usually includes a degree in public administration. With course studies in economics, sociology, statistics, urban planning, political science, finance and management.

## **G. SUGGESTED SALARY RANGE FOR A CITY MANAGER**

Salaries vary, depending on the size of the city, region of the country, and the amount of responsibility. In 2004 the median salary for City Managers was \$88,695 per year. Benefits include health and life insurance, vacations, and pension plans. The suggested salary range to employ a City Manager for the City of Apalachicola is \$65,000 - \$75,000 annually.

## **H. POSITION FUNDING**

The City of Apalachicola received funds from the sale of surplus land outside the city limits. The City purchased Certificate of Deposits with the proceeds from that sale. The annual interest earned from the CD's and other cost saving identified by the City Manager once hired can be used toward the position salary.

## **I. CONCLUSION**

It should be clear that the City of Apalachicola should hire a City Manager to manage the everyday operation of City Government. Even though a City Manager's salary would be an addition to the budget, it is very likely that revenues will increase or expenses will be saved that will more than pay for this added cost. A good manager will save the city money, not cost the city money.

### **RESEARCHED & PREPARED BY:**

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