

REPORT TO THE RICHMOND CITY COUNCIL

RESTRUCTURING AND REIMAGINING CITY COUNCIL

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Executive Summary

The Performance Management Group (PMG) within the L. Douglas Wilder School of Government and Public Affairs at Virginia Commonwealth University was engaged by Richmond City Council to perform a study entitled “Reimagining Council Agencies to Improve Government: A Reorganization Study.” This effort was requested to assist City Council in identifying themes and providing recommendations as part of its efforts to improve efficiency and effectiveness in City Council operations.

Interviews were conducted with the nine Council Members and 22 staff members in various Council offices. A review was completed of the job descriptions for staff members who report to City Council as well as an examination of relevant documents, policies, and samples of City Council work products. From this research, several themes were identified and are listed below:

- Need for increased teamwork on Council
- Insufficient sharing of information equally among Council Members in a timely manner
- Inconsistent and poorly defined expectations for the liaisons
- Meeting management challenges
- Insufficient staff participation in legislative development
- Standing Committees are not perceived to be responsive to the will of Council
- Council Chief of Staff position is not clearly defined

Based on those themes, five distinct areas were identified in which efficiency and effectiveness in the operations of the Richmond City Council could be improved. Those five areas include the reimagining of the:

1. Nature of Local Government
2. Role of Staff Members
3. Flow of Information
4. Legislative Process
5. Constituent Experience

Based on analysis, numerous specific recommendations were identified with the following high priority recommendations presented for immediate consideration. A list of all of the recommendations are in Appendix A and it is expected that City Council will review all the recommendations and confirm the priority order which will then shape the strategic planning process.

1. It is recommended Council Members retain the ability to initiate legislative proposals, but that Council Member liaisons should be relieved of the duty of

researching and producing papers. Legislative concepts should be routed to the Council Chief of Staff's office where they are then organized and assigned to the appropriate policy analyst for development.

2. It is recommended drafting of pending legislation should proceed in an open way that focuses on collaboration, decreases opportunities for redundancy and perceived competition, and enhances the transparent flow of information to the entirety of Council.
3. It is recommended the mission statement be revised to include a statement describing Council's duty to work as a cohesive unit to serve the residents of Richmond by efficiently advancing their interests through the legislative process.
4. It is recommended Council create a prioritization of concerns on an annual basis that will give clear direction to the Office of the Council Chief of Staff, the Office of the City Attorney, the Office of the City Auditor, the Office of the Assessor, and the Office of the City Clerk regarding the emphasis that should be placed on various issues and the order in which they should be taken up by Council.
5. It is recommended Council be continually informed about the content of discussions between the Council Chief of Staff and Council leadership. It is recommended that while any Council Member should be able to make requests of the Council Chief of Staff, the dedication of staff time to any particular effort should be based on the will of Council rather than on the requests of any individual Council Member. The Council Chief of Staff must be understood to report to Council as a body, not only to Council leadership.
6. It is recommended that Council's Rules of Procedure be amended so that resolutions may only be entertained by Council when they speak to local issues over which Richmond City Government has jurisdiction. When areas of concern arise over which City Council would like jurisdiction that has not been granted authority by State Government, those concerns should be included in the annual legislative agenda that is passed along to appropriate representatives in other tiers of government.
7. It is recommended the Council Chief of Staff work to develop improved relationships with aspects of the City Administration that are available to support recruitment, retention, definition of employment expectations, and professional development of needed staff members.
8. It is recommended a robust orientation program be developed for newly elected officials that includes a careful review of legal and regulatory obligations, Council

Rules of Procedure, introduction to each of the departments that fall under its jurisdiction, and a discussion of the nature of the relationship between elected officials, the Council Chief of Staff, and other staff members.

9. It is recommended the job description for the liaison positions be clear and consistent and outline the appropriate tasks to which they may be assigned. The job description should fully represent the responsibilities, expectations, and authority of the liaisons. While each liaison will continue to serve at the pleasure of his/her Council Member, the expectations for job performance and annual review should be consistent across all offices.
10. It is recommended the Council Liaisons should meet on a regular basis, not to share all details regarding the individual Council Member's intentions, but to share ideas, find areas of agreement and redundancy, and better understand the likelihood of generating consensus around certain issues when possible.

Project Background

The Performance Management Group within the L. Douglas Wilder School of Government and Public Affairs at Virginia Commonwealth University was engaged by Richmond City Council to perform a study entitled "Reimagining Council Agencies to Improve Government: A Reorganization Study." This effort was requested to assist City Council in its efforts to improve efficiency and effectiveness in its work. One deliverable of this project included assistance in the process of hiring a new Council Chief of Staff. These two inter-related efforts create the opportunity to think carefully about how City Council offices are currently operating, what the desired role of the Chief of Staff is, and how a new Chief of Staff, other Council appointed department heads, staff in each of the relevant departments, and members of Council can best interact to increase the efficiency and efficacy of those areas of local government that fall under the purview of City Council.

During the assessment, aspects of the City Charter were identified that potentially contribute to inefficiencies within City Hall operations. Addressing those issues is beyond the scope of this effort but potential recommendations are provided in this report. Additional analysis will be required to fully understand and address those issues.

The goal of this study is to reimagine how Richmond's City Council operates with a focus on increasing its efficiency and effectiveness. Much of what Council is currently doing is excellent. This assessment found both elected officials and city employees to be caring, concerned, well intentioned, and dedicated individuals. The sense of community service that pervades the attitudes of the stakeholders interviewed is impressive.

At the same time, significant level of frustration amongst the stakeholders was noted. Many communicated a perceived lack of shared vision, poorly defined professional relationships,

inequity in the management of important information, redundancy of effort, and deficiencies in staffing levels. In response to these concerns, this report is organized into five conceptual areas of potential reimagination for the:

1. Nature of Local Government
2. Role of Staff Members
3. Flow of Information
4. Legislative Process
5. Constituent Experience

In this report, the most significant opportunities for positive change were identified in each of these conceptual areas and specific recommendations provided that are designed to increase efficiency and effectiveness. Some of these recommendations may be relatively simple and easy to implement. Others may require significant “reimagination” of how Council performs its work.

Scope of Work and Methodology

The services of PMG were secured to study efficiency and effectiveness in City Council offices. PMG was not contracted to engage in the evaluation of employee performance specifically, but rather to examine the structures that exist in these offices and to make recommendations for improvement. The assessment was primarily based on a study of how the Richmond City Council and associated departments currently operate, although an effort was made to examine analogous processes in other local governing bodies as a source of comparison or contrast. The research included the following:

- Interviews with all nine Council Members
- Interviews with 22 relevant staff members
- Survey feedback from additional staff members
- Document review, including the City Charter and the Council Rules of Procedure
- Sample agenda and Council workflow review
- Staff member job description review
- Standing Committee Annual Work Plans review was not conducted as the plans were not provided and this process no longer appears to be consistently followed by the Standing Committees
- Previous studies report review

As a result of this research and analysis, themes were identified to focus on developing recommendations for improving the efficiency and effectiveness of Council operations. Those resulting recommendations were then organized into five interrelated areas.

Major Themes

During the research, seven themes emerged as concerns shared by multiple individuals regarding processes likely affecting on efficiency and effectiveness. Although each of them is important, the first three stand out not only because they were the most common concerns raised by those interviewed, but because they are likely to have the greatest impact on Council efficiency. Those themes are:

- **Need for increased teamwork on Council:** A majority of assessment participants indicated that a perceived environment of competition among Council Members when drafting pending legislation results in a reported lack of cohesive effort and significant duplication of effort.
- **Insufficient sharing of information equally among Council Members in a timely manner:** Many individuals communicated agendas are not sufficiently set prior to meetings and that last-minute information is often added on the day of meetings without sufficient detail. It was reported that certain members of Council, including its leadership (President and Vice President), are privy to conversations and information the content of which may not be made readily available to other members of Council.
- **Inconsistent and poorly defined expectations for the liaisons:** Feedback from the interview participants indicates the liaison positions are over-worked. The cause may be due to a lack of clearly defined employment expectations uniformly applied all the Council Member liaisons.

In addition to the significant themes list above, the following themes were also identified from the research completed:

- **Meeting management challenges:** In both the general Council meetings and Standing Committee meetings, agendas are reportedly too malleable, time limits on comments are not observed, and extraneous discussion is often entertained that distracts from the intended business items.
- **Insufficient staff participation in legislative development:** Potentially related to the lack of clarity and consistency among the liaison positions, papers are reportedly developed by individual Council offices without sufficient staff input or oversight. This model may result in a lack of relevant expertise to draw upon when developing legislation, a redundancy of effort, and increased challenges in managing staffing assignments. This may be exacerbated by the fact that the analyst positions of all types are possibly under-utilized and understaffed.

- **Standing Committees are not perceived to be responsive to the will of Council:** Inconsistency was reported regarding the performance of standing committees, with some working well and others working less effectively. The most significant concerns related to the committees is that they often take up issues at the request of the committee chairpersons rather than as directed by Council, and that they either allow Council directed action to die in committee due to excessive continuances or that they refer too many issues back to Council without recommendation.
- **Council Chief of Staff Position is not clearly defined:** The Council Chief of Staff needs to be an active leader who works with Council to develop and implement strategic efforts, not just a provider of administrative support.

Reimagining the Nature of Local Government

Revamp Council Mission Statement

Although often overlooked in the national discourse, local government is the most directly impactful on individual residents' lives. Decisions made at the local level are rapidly translated into actions that change the day-to-day experience of individuals in ways that are often far more immediately noticeable to residents than those made at higher levels of government. It is often stated that "potholes don't have political parties," and that quip is of immense value when taken seriously. National, state, and local government all have different areas of focus and admit to different structures. An attempt to apply the appropriate structure of one level of government onto another is likely to create an inefficient mismatch between expectations and outcomes.

The current Council mission statement and vision statements are:

"The mission of Richmond City Council is to represent citizens in creating and amending local laws, providing government policy and oversight, and approving the city budget."

"Richmond City Council is committed to creating a vibrant community that is great place to live, work, learn, play, visit, and raise a family."

What is missing in the current Council mission statement is a recognition that, on the local level, all Council Members have a shared desire and duty to serve the local populace and that this can best be achieved by including a concept of teamwork in the mission statement. This statement reads more as a job description than as a statement of purpose or mission.

While representation of citizens is clearly an important part of what City Council does, there is nothing in this statement that indicates the goals towards which Council is striving in its own work or the methods by which individual Council Members will achieve those

goals. The vision statement does mention the desire to create a vibrant community, but it is important to note that the mission statement is not a mission statement for the city. It is a mission statement for Council. How does Council see itself as part of the process of creating a vibrant community? Research suggests that many of the existing challenges in how Council performs its work stem from a perceived difference of opinion of the nature of local government itself.

RECOMMENDATION

It is recommended the mission statement be revised to include a statement describing Council's duty to work as a cohesive unit to serve the residents of Richmond by efficiently advancing their interests through the legislative process.

Develop a Shared Vision of Council Priorities

One major challenge to efficiency in any organization is the lack of focus on a defined goal. Research indicates that Council performs primarily in a reactive manner to issues brought to its attention and that disparate issues are often brought forward without a clear understanding of how they advance a common sense of priorities. Efficiency could be significantly improved if the Council Chief of Staff and their staff understood which requests for work take priority over others, so that staff effort might more consistently be directed toward high priority initiatives first. This prioritization of effort must come from the governing body as a whole.

RECOMMENDATION

It is recommended Council create a prioritization of concerns on an annual basis that will give clear direction to the Office of the Council Chief of Staff, the Office of the City Attorney, the Office of the City Auditor, the Office of the Assessor, and the Office of the City Clerk regarding the emphasis that should be placed on various issues and the order in which they should be taken up by Council.

Better Define the Roles, Responsibilities, and Authority of Council Leadership in the Rules of Procedure

In the Council's Rules of Procedure, Section I.A-B documents the following:

- A. President of the Council. The President of the Council shall preside over the meetings of the Council and shall rule on interpretations of the rules of parliamentary procedure and these rules, subject to an appeal thereof to Council. The President of the Council shall have the same powers and duties as the other Members, with a vote, but no veto power. The President of the Council shall act as the presiding officer of Council and shall perform such other duties not inconsistent with the President's office as may be imposed by the Council or these Rules. The

President of the Council shall serve for a term of two years as required by section 4.03 of the Charter.

- B. Vice President of the Council. The Council shall elect, by a majority vote, a Member as Vice President of the Council for a term of two years. The Vice President of the Council, in the absence or disability of the President of the Council or upon request by the President of the Council, shall be invested with all the rights and duties of the President of the Council.

What is clear in this statement is that Council leadership has the responsibility to manage the work of Council during its meetings. To satisfy this responsibility, Council leadership must work closely with the Council Chief of Staff in developing priorities, agendas, and other working papers that will come to Council as a body. Procedures rule states that Council leadership “shall have the same powers and duties as the other Members.” Therefore, Council leadership should not exert an increased influence over the activities of the Council Chief of Staff resulting from having increased access to information provided by the Council Chief of Staff. Otherwise, it will likely result in the alienation of other Council Members from the process of governance and decrease the efficiency of the legislative effort.

RECOMMENDATION

It is recommended Council be continually informed about the content of discussions between the Council Chief of Staff and Council leadership. It is further recommended that while any Council Member should be able to make requests of the Council Chief of Staff, the dedication of staff time to any particular effort should be based on the will of Council rather than on the requests of any individual Council Member. The Council Chief of Staff must be understood to report to Council as a body, not only to Council leadership.

Avoid Expending Time and Effort on Issues That Do Not Fall Within the Jurisdiction of Council

Although it can be attractive for elected bodies to share opinions on wide ranging matters, the jurisdiction of local government is tightly constrained in well-defined ways. Richmond City Council operates in a Dillon Rule State, which means that it is not free to exercise authority on any matter for which the State Government has not previously granted it powers to act. Realization of this fact provides a basis for City Council to avoid using its time and staffing resources to comment on issues beyond its legitimate control.

Entertaining resolutions regarding state, national, or international issues has the effect of distracting Council from items of business over which it can have influence and risks fracturing the cohesiveness of Council. For these reasons, Council should restrict its attention to matters of local import.

RECOMMENDATION

It is recommended that Council's Rules of Procedure be amended so that resolutions may only be entertained by Council when they speak to local issues over which Richmond City Government has jurisdiction. When areas of concern arise over which City Council would like jurisdiction that has not been granted authority by State Government, those concerns should be included in the annual legislative agenda that is passed along to appropriate representatives in other tiers of government.

Increase Support from Human Resources in Hiring and Succession Planning Efforts

One artifact from the change in the form of government that took place in Richmond in 2005-2006 is that the Human Resources department (HR) acts as part of the administration, but it is essential to the operations of City Council. It became clear during the interviews that many individuals believe that City Council Offices could benefit from increased support from HR. It is uncertain how this can be remedied given the current form of government, but this could be part of what an effective Council Chief of Staff might consider moving forward.

As will be seen in the next section of recommendations (i.e., Reimagining the Roles of Staff Members), additional positions should be added to Council offices and that some job descriptions should be made more precise.

RECOMMENDATION

It is recommended the Council Chief of Staff work to develop improved relationships with aspects of the City Administration that are available to support recruitment, retention, definition of employment expectations, and professional development of needed staff members.

Provide Structured Orientation for New Council Members

One common thread that runs throughout the previously delineated recommendations is the need for all Council Members to develop a more consistent understanding of their roles and the roles of the staff members with whom they interact. While a lack of a robust onboarding experience impacts staff at many levels, a lack of orientation for new Council Members also results in a disrupted workflow. As one specific example, Council Members often seem unaware of the limitations on their actions that are created by governing within a Dillon Rule state.

RECOMMENDATION

It is recommended a robust orientation program be developed for newly elected officials that includes a careful review of legal and regulatory obligations, Council Rules of Procedure, introduction to each of the departments that fall under its jurisdiction, and a discussion of the nature of the relationship between elected officials, the Council Chief of Staff, and other staff members.

Recommended Changes to the City Charter

Three additional areas of potential “reimagination” of the nature of local government exist, but they all are likely to fall outside of the scope of this study since they would require adjustments to the City Charter.

Amend City Charter to Better Clarify the Division of Authority Between the Administration and Council.

A study of the City Charter indicates areas of confusion regarding how departments within the administration interact with City Council. Issues of reporting, oversight, and responsibility to provide support are insufficiently defined or seem contradictory.

Amend the City Charter to Allow for Staggered Terms in Order to Provide a Greater Level of Consistency Across Electoral Cycles.

Under the current structure, all of Council is elected simultaneously, and this creates the potential for long-term priorities to change decisively and immediately. While adjustments to priorities should take place after each election cycle, the current structure inhibits consistent efforts over extended periods of time. Staggered terms could create greater consistency by smoothing out potentially large shifts in Council priorities.

Reimagining the Roles of Staff Members

Redefine the Role of the Liaisons

One message that was delivered with extreme regularity is that the position of Council Liaison is perceived to be poorly and inconsistently defined. Liaisons seem to be assigned whatever tasks their Council Members request, often times veering into political activity or personal support. This reality reduces institutional efficiency by distracting the liaisons from the most essential work that they could be doing, and it potentially diverts city resources to inappropriate political activity.

A review of both the Liaison job description (*Position AY04U*¹) and that of the Chief of Staff (EC07E) found potentially duplicate job responsibilities that should be clarified and scoped appropriately.

¹ Source of position information: <https://www.governmentjobs.com/careers/richmond/classspecs?>

Liaison:

As assigned, incumbents serve as liaisons to other City departments, the public, outside agencies, consultants, attorneys, and professional associations.

Chief of Staff:

The incumbent may also serve as a liaison between the Council, the Mayor's Office, the Chief Administrative Officer, Deputy Chief Administrative Officers, City agency heads, other governmental entities, community organizations, and others as assigned to the Council Chief of Staff by Council.

The review of the Liaison job description also identified a potential opportunity to clarify the wording of the duties of the Liaison as “prepares necessary delivery” is unclear as to what it relates to regarding “delivery.”

RECOMMENDATION

It is recommended the job description for the liaison positions be clear and consistent and outline the appropriate tasks to which they may be assigned. The job description should fully represent the responsibilities, expectations, and authority of the liaisons. While each liaison will continue to serve at the pleasure of his/her Council Member, the expectations for job performance and annual review should be consistent across all offices.

Convene Regular Liaison Group Meetings to Reduce Redundancy and Accurately Identify High Priorities

Given the method by which legislation is currently developed by Council Members, there is significant motivation for each Council Member to retain information for as long as possible and to emerge as the sole or primary, patron of any particular legislative initiative. This system generates inefficient redundancy when several Council Members simultaneously desire to work on similar initiatives. Since each Council Member is unaware of what other Council Member's initiatives and priorities might be, it is often the case either that extensive effort is invested in duplicate efforts, or extensive effort is expended in areas that are unlikely to proceed once they are debated by Council.

It is likely these issues can be somewhat ameliorated by increased communication and cooperation among Council Members when an identity of interests exists. In order to promote this type of cooperative work, better lines of communication among Council Members' offices would be helpful.

RECOMMENDATION

It is recommended the Council Liaisons should meet on a regular basis, not to share all details regarding the individual Council Member's intentions, but to share ideas, find areas of agreement and redundancy, and better understand the likelihood of generating consensus around certain issues when possible.

Define the Chain of Command and Eliminate Council's Direct Management of Staff Reporting to the Council Chief of Staff

Under the current system of confidential work, as defined in Sections 1.2.E and 3.7 of the Operational Policies and Procedures Manual, by Council Members' offices as patrons of specific legislation, it is not uncommon for Council Members or their liaisons to task city staff members, such as policy analysts or staff in the City Attorney's office, with specific projects. This practice undermines the authority of the Council Chief of Staff and leads to situations in which individual staff members are unsure how to prioritize the work that they have been given. To increase efficiency, the work of staff should be coordinated based on current workload and Council priorities. This cannot happen when Council Members assign staff work directly. Each staff member must know to whom they report and what is expected of them.

RECOMMENDATION

It is recommended Council Members should not have the authority to request effort directly from staff members but work through the Council Chief of Staff to initiate staff work based on an office-wide perspective of current workload and strategic goals.

Increase Staff Support

Based on the foregoing discussion, much of the work currently performed by liaisons should properly be assigned to analysts. To achieve this goal, these positions must be fully staffed with sufficiently experienced individuals.

In order to be effective and support the proposed recommendations, the staffing model for the Council Chief of Staff must be able to effectively support the organization. The table below shows the current and proposed staffing model while Appendix G shows the proposed staffing levels based on a 2006 study by the Matrix Consulting Group, the 2017 Operational Policies & Procedures Manual, the current staffing model along with a proposed staffing model. Once the Chief of Staff position is filled, that person should revisit the staffing model to ensure it supports to desired services delivery targets.

	Policy Analysts	Budget / Fiscal Analysts	Management / Project Analysts	Public Information	Public Relations	Executive Assistant
Current	2	2	2	1	1 PT	1
Proposed	3	3	1	1	1 PT	1+

Figure 1: Current and proposed staffing model of Council Chief of Staff Office

RECOMMENDATION

It is recommended additional resources should be allocated to hire additional policy analysts in order to generate sufficient capacity to complete assigned tasks in a timely manner. The

number and areas of expertise of these positions should be determined by the Council Chief of Staff.

Improve Onboarding Process with More Robust Orientation, Clarification of Employment Responsibilities, and Chains of Command

As mentioned earlier, one common theme that was voiced by several interviewees was that staff feel they do not receive sufficient support from Human Resources. Specifically, concern was voiced regarding the lack of a clear onboarding process in many positions, a lack of orientation, and a failure to clarify the chain of command and the appropriate limits of direct staff response to individual Council Member requests.

RECOMMENDATION

It is recommended staff members should receive a more robust orientation process when they commence employment so that they better understand the nature of the organization, their specific employment expectations, and the chain of command to which they will be held accountable.

Assign Response to FOIA to the Clerk's Office

Several Council Members and other staffers expressed frustration at what they perceive as a lack of adequate response from the Public Information office. While there is no reason to believe that staff in that office are failing in their duties, there does seem to be a mismatch of expectations. There is consensus that additional effort in support of website development, social media management, and press release orchestration would be helpful. To advance those areas of effort, some other tasks could be reassigned.

A review of the job descriptions for the City Clerk show the FOIA requests were expected to be handled by this office. It is unclear why this function was transferred to the Public Information Office as there is no reference to it under the job description for the Public Information Manager, Senior (Council Agency) (Position AI15U). The following is an excerpt from the City Clerk job description (Position EC01E): "Responds to written/verbal internal and external requests for information, including FOIA, and provides final decision on responses."

RECOMMENDATION

It is recommended Sections 6.1.D of the Operational Policies and Procedures Manual be updated to reflect FOIA requests should be handled by the Clerk's office to liberate staff time in the Public Information office that might then be allocated to general communications.

Perform Annual Reviews of Appointees

As Council appointees, the Council Chief of Staff, City Attorney, City Auditor, City Assessor of Real Estate, City Clerk, and Inspector General all report directly to Council. However,

over the past several years no routine performance evaluations have been undertaken. Without those evaluations, it is not possible to determine how well those offices are satisfying the expectations of Council, and whether efficiencies could be achieved by re-allocating effort.

RECOMMENDATION

It is recommended annual performance reviews should be done by Council for all appointed offices.

Ensure the Council Chief of Staff Represents the Needs of all Appointed Officers Both to City Council and to the Administration

It would be inefficient for Council to monitor the needs of each of the offices of its appointees. However, it would increase efficiency if Council were aware of requests that come from those offices, especially as they relate to the budget process. A unified voice from City Council to the Mayor's Office, early in the budgeting process as detailed in Section 2.1.B of the Operational Policies & Procedures Manual, could effectively coordinate budget requests and their rationale. This task can best be achieved by the Council Chief of Staff.

RECOMMENDATION

It is recommended that while each of the appointees should ultimately report to Council, the Council Chief of Staff can serve as an effective representative of their collective needs and should take the lead in developing budgetary or other resource requests to the Administration and with the oversight of City Council.

It is recommended Section 2.1.D of the Operational Policies & Procedures Manual be updated to establish the role of the Chief of Staff as the coordinator of the budgeting planning process for the Council and the Council Offices as well as for the review and analysis of the outcome indicators at the end of each fiscal year.

Reimagining the Flow of Information

Improve the Timely Flow of Information

One of the most effective ways to increase efficiency in how City Council operates is to ensure that all Council Members have the information that they need to make decisions in an educated and timely manner. Feedback from participants suggest current practice does not always support this goal. Many individuals communicated that agenda items are often added on the day of meetings, that background information regarding certain items is shared with some Council Members and not always with others (often only with Council leadership), and that legislative efforts are often kept confidential in an effort to retain control over the item. While these behaviors might have political advantages in a

competitive environment, they also radically reduce the efficiency with which business items can be handled.

There is no operational efficiency gained by holding items to be placed on the docket until they are officially read into the record at a meeting. Council Members are always free to create their own press releases on their own schedules if they wish to highlight their role in developing new initiatives but holding information in abeyance prior to a meeting serves only to bring those political machinations into Council meetings. On this basis, a series of recommendations are being presented to improve transparency, avoid the use of City resources for individual political purposes, and allow all Council Members the opportunity to effectively prepare for meetings.

RECOMMENDATIONS

It is recommended Rule IV(E) of the Council Rules of Procedure be amended so that all agenda items must be shared with all Council Members five days prior to meetings, including new papers that will be read into the record as part of the "Introduction of Ordinances and Resolutions" section of the Council agenda.

It is recommended that expedited votes should only be allowed in emergency circumstances, and that consideration should be given to increasing the requirement for this action from its current two-thirds majority as outlined in Rule V(B) to a three-quarters majority.

It is recommended a new policy be adopted in the Council Chief of Staff's manual that any written communication from the Council Chief of Staff to any Council Member must be accessible to all other Council Members. Confidential written communication from the Council Chief of Staff to a select subset of Council Members should not be allowed.

It is recommended minutes should be kept regarding formal meetings between the Council Chief of Staff and the President/Vice President of Council and provided to all other Council Members in a timely manner. The content of decisions made by the Council Chief of Staff and Council leadership should be made available to all Council Members.

It is recommended quarterly reports from the Council Chief of Staff should be provided to all Council Members regarding the status of past, current, and future efforts and initiatives.

It is recommended the Council Chief of Staff manual should be amended to eliminate confidentiality to specific patrons in favor of more open communication among Council Members. All Council Members should have access to information regarding the efforts engaged in by the Council Chief of Staff and his/her staff members.

It is recommended the Council Chief of Staff must be aware of all legislative efforts that are underway and must oversee the expenditure of staff time. Council Members should not assign

tasks directly to City staff including policy analysts. Requests for staff involvement should be directed to the Council Chief of Staff who will then have the responsibility to manage the workflow.

It is recommended the Council Chief of Staff should meet regularly with all of the council liaisons as a group to update them on ongoing efforts.

It is recommended the Council Chief of Staff's office should generate a dashboard and annual report that communicates the current status of the effort of the Council Offices toward the completion of strategic goals and annual priorities set by City Council.

Reimagining the Legislative Process

Enforce Reasonable Discussion Time Limits

There can be no question that Council Members must have ample time to express their opinions during open debate on scheduled items of business. Likewise, members of the public must be given a fair opportunity to express opinions during public comment. However, to maintain efficiency and equity and to provide greater reliability in scheduling of public participation, it is reasonable to enforce realistic time limits on discussion in an impartial way that allows for better adherence to the timely completion of the agenda.

RECOMMENDATIONS

It is recommended Rule IV(G) of Council Rules of Procedure, which discusses citizen comment, be amended to limit comments from members of the public to three minutes if speaking as an individual, or five minutes if representing a group. A system of time keeping should be established to aid the President of Council in enforcing this time limit. Council may subsequently ask questions of the presenter if they wish but should be mindful of the need to adhere closely to the pre-defined agenda and apply time limits evenly.

It is recommended Rule IV(J) of Council Rules of Procedure be amended to separate activity that requires a public hearing from other items of business. Public comment should then only be invited on items requiring a public hearing, and public input should not be entertained on other items of business unless requested by a Council Member.

It is recommended the section of Rule IV(J) of Council Rules of Procedure that speaks to Council Member order and limits on discussion be more routinely enforced by the President of Council.

It is recommended Rule IV(E) of Council Rules of Procedure be amended to stipulate that a motion to call the question may be made by any Council Member after each Member has been given the opportunity to speak and discussion has continued for at least 30 minutes.

Change the Procedure by Which Legislative Initiatives are Developed and Presented to Council

By far, the most impactful change that Council could make to increase efficiency and effectiveness is also likely to be the most controversial. The current patron system of legislative development encourages each Council Member's office to work in isolation, maintain secrecy, and rely upon liaisons rather than policy analysts to develop new initiatives. This is a patently inefficient system that does not likely advance institutional effectiveness.

Significant increases in efficiency could be made, without sacrificing Council Member ownership over specific issues, if Council Members introduced concepts for legislation to the Council Chief of Staff in a forum of Council's choosing without already having developed the legislation in question. Each Council Member would still, under the new system, be able to claim credit for an idea or initiative, but the Council Chief of Staff would then be in the position to gauge the intensity of Council interest in the matter as a means of determining priority or urgency and assign the development of the concept to an appropriate staff member. This system would serve not only to verify that staff time is spent to advance Council priorities, but it would also bring the most relevant talent to bear, and it would prevent staff from having to work simultaneously on similar legislative initiatives from different Council Members in isolation from one another, thus avoiding redundancy of effort.

An additional advantage to a new system of introducing legislation is that the Council Chief of Staff would be able to monitor the legislative effort and manage the workflow. Legislative initiatives would, under the new system, only be routed to the legal department for review after the concept is substantially formed and the necessary preliminary work has been completed.

Under a new system of legislative development, individual Council Members will still be able to request that items of interest to them are given the opportunity for discussion, but it would also be possible for the Council Chief of Staff to identify initiatives that are "non-starters." By vetting concepts in advance of their introduction into the agenda, Council will be better able to manage agendas in an efficient manner.

RECOMMENDATIONS

It is recommended Council Members retain the ability to initiate legislative proposals, but that Council Member liaisons should be relieved of the duty of researching and producing papers. Legislative concepts should be routed to the Council Chief of Staff's office where they are then organized and assigned to the appropriate policy analyst for development.

It is recommended the Council Chief of Staff be vested with the authority to usher legislative initiatives through the process by assigning tasks to relevant staff members, and that those

initiatives must be fully vetted and developed by the policy analysts prior to referral to the legal department for review.

It is recommended the most critical area where increased staffing to achieve efficiency and effectiveness is likely to be necessary is in the policy analyst area, especially budget analysts.

It is recommended the job description for the City Attorney (Position EC09E) be updated to reflect the following: This class provides strategic direction and management oversight to the City Attorney's Office and ensures implementation of City Council and the Mayor goals, policies, and performance expectations.

Tighten and Standardize the Work of the Standing Committees

Research revealed that the current structure of Standing Committees has great value, but that efficiencies could be gained by more tightly controlling the agendas of the committees and requiring decisive action within specified time periods. Section VI of Council Rules of Procedure outline clearly what the Standing Committees are charged to do, and the process outlined in that section of the Rules is adequate, if applied consistently.

RECOMMENDATIONS

It is recommended the Standing Committees should serve the will of Council and must limit their work only to those items assigned according to the Rules of Procedure. Committee chairpersons should not have the authority to alter the agendas of those meetings without direction from Council.

It is recommended Papers should not be allowed to “die in committee” based on repeated 60-day continuances. As stipulated in the Council Rules of Procedure Rule VI(C) and Rule VI(D), a failure to act within 60 days should invariably result in the matter being forwarded to Council.

Improve Council Involvement in the Budget Cycle

One area in which Council activity seems to be largely reactive is the annual budget process. This is also an area where tension between City Council and the Mayor's administration appears to be most acute. Efficiencies could be gained if Council were to take a more pre-emptive and participatory role in budget development. Also, the primary conduit of communication between City Council and its appointed offices on the one hand, and the City Administration on the other hand, should be the Council Chief of Staff.

To enhance Council's influence over budget development, Council should direct the Council Chief of Staff to develop annual budget requests at the outset of the budget cycle. This requires organizing requests from Council appointees and communicating Council priorities to the Administration. Council, as a body, should provide aspirational direction to

the Administration at the outset of the budget development cycle and this task can best be undertaken by the Council Chief of Staff who will be able to represent Council with a unified voice. To effectuate this process, Council must be brought into the process much earlier than is currently taking place.

RECOMMENDATIONS

It is recommended a specified Council Meeting should be convened at the beginning of the budget cycle during which Council will develop a consensus regarding budget priorities that will then be communicated to the Mayor's office.

It is recommended Council Members should be briefed, in closed meetings and in pairs, by the Council Chief of Staff regarding the development of the annual budget prior to open discussion of the budget in Council meetings so that detailed questions can be discussed, and the budget document fully reviewed prior to the Council meetings in which the budget will be approved.

Reimagining the Constituent Experience

Provide Easily Accessible Portal for Constituent Access to City Council Information

One source of inefficiency with regard to the constituent experience is that each Council Member's office is currently responsible for running its own website and social networking plan. The quality and amount of resources dedicated to these efforts varies across offices and creates inconsistent user experiences. Significant efficiencies could be gained if Council Members' websites were managed by staff members with relevant expertise and greater consistency in web presence were maintained. Section 6.4 of the Operational Policies and Procedures Manual should be updated to reflect that City Council should have a website representing Council as whole where constituent information is posted, and in addition, each Council Member is given a sub-page that is easily linked to the general Council website, upon which the Council Member is entitled to control content. The content on that unified City Council website would be limited to Council business, and no public dollars would be spent on campaigning. It would still be necessary for each Council Member to develop their own campaign website if desired.

In addition to a single point of entry website that would cover all Council Members, and a similarly managed social networking presence should be provided by staff. While staff should not be tasked with making posts to Facebook or Twitter for individual Council Members, Council as a whole should be provided with a social networking presence and should receive technical support from staff in the Council Member's efforts to generate social media posts. Again, a clear line must be maintained between posts regarding the public business of Council and campaign related efforts.

Finally, with the same distinctions in place regarding Council business and electioneering, the Public Information office should provide support to each Council Member in the promulgation of press releases and other forms of mass communication.

RECOMMENDATIONS

It is recommended staff should create and manage a unified website that includes separate pages for each Council Member, the content of which is controlled by the Council Members within appropriate parameters.

It is recommended staff should generate a unified social media plan that represents Council to the public, and that it should provide assistance to Council Members who wish to learn how to make individual posts.

It is recommended the Public Information office should provide greater support for Council Member communications with constituents.

Additional Recommendation

Efficiency is best served when all parties to the discussion are given the opportunity to be informed equally about pending business so that each is able to discharge the duty of their office, and when redundancy of legislative effort is reduced.

Processes should be put in place that enhance the ability of the governing body to work cohesively as a dynamic body that debates issues, considers viable alternatives, and ultimately takes action to achieve the desired ends. Unanimity is not necessary and is often inappropriate in a complex organization like the City of Richmond, where different interests can often come into conflict with one another, and the needs of a diverse constituency requires the careful balancing of priorities. City Council is a political entity, and political differences must be given a fair hearing. However, excessive politicization of issues is often counter-productive as the goal of a local governing body should always be to serve the interests of its residents.

RECOMMENDATION

It is recommended drafting of pending legislation should proceed in an open way that focuses on collaboration, decreases opportunities for redundancy and perceived competition, and enhances the transparent flow of information to the entirety of Council.

Appendix A: Summary List of Recommendations in Priority Order

1. It is recommended Council Members retain the ability to initiate legislative proposals, but that Council Member liaisons should be relieved of the duty of researching and producing papers. Legislative concepts should be routed to the Council Chief of Staff's office where they are then organized and assigned to the appropriate policy analyst for development.
2. It is recommended drafting of pending legislation should proceed in an open way that focuses on collaboration, decreases opportunities for redundancy and perceived competition, and enhances the transparent flow of information to the entirety of Council.
3. It is recommended the mission statement be revised to include a statement describing Council's duty to work as a cohesive unit to serve the residents of Richmond by efficiently advancing their interests through the legislative process.
4. It is recommended Council create a prioritization of concerns on an annual basis that will give clear direction to the Office of the Council Chief of Staff, the Office of the City Attorney, the Office of the City Auditor, the Office of the Assessor, and the Office of the City Clerk regarding the emphasis that should be placed on various issues and the order in which they should be taken up by Council.
5. It is recommended Council be continually informed about the content of discussions between the Council Chief of Staff and Council leadership. It is further recommended that while any Council Member should be able to make requests of the Council Chief of Staff, the dedication of staff time to any particular effort should be based on the will of Council rather than on the requests of any individual Council Member. The Council Chief of Staff must be understood to report to Council as a body, not only to Council leadership.
6. It is recommended that Council's Rules of Procedure be amended so that resolutions may only be entertained by Council when they speak to local issues over which Richmond City Government has jurisdiction. When areas of concern arise over which City Council would like jurisdiction that has not been granted authority by State Government, those concerns should be included in the annual legislative agenda that is passed along to appropriate representatives in other tiers of government.
7. It is recommended the Council Chief of Staff work to develop improved relationships with aspects of the City Administration that are available to support recruitment,

retention, definition of employment expectations, and professional development of needed staff members.

8. It is recommended a robust orientation program be developed for newly elected officials that includes a careful review of legal and regulatory obligations, Council Rules of Procedure, introduction to each of the departments that fall under its jurisdiction, and a discussion of the nature of the relationship between elected officials, the Council Chief of Staff, and other staff members.
9. It is recommended the job description for the liaison positions be clear and consistent and outline the appropriate tasks to which they may be assigned. The job description should fully represent the responsibilities, expectations, and authority of the liaisons. While each liaison will continue to serve at the pleasure of his/her Council Member, the expectations for job performance and annual review should be consistent across all offices.
10. It is recommended the Council Liaisons should meet on a regular basis, not to share all details regarding the individual Council Member's intentions, but to share ideas, find areas of agreement and redundancy, and better understand the likelihood of generating consensus around certain issues when possible.
11. It is recommended Council Members should not have the authority to request effort directly from staff members but work through the Council Chief of Staff to initiate staff work based on an office-wide perspective of current workload and strategic goals.
12. It is recommended additional resources should be allocated to hire additional policy analysts in order to generate sufficient capacity to complete assigned tasks in a timely manner. The number and areas of expertise of these positions should be determined by the Council Chief of Staff.
13. It is recommended staff members should receive a more robust orientation process when they commence employment so that they better understand the nature of the organization, their specific employment expectations, and the chain of command to which they will be held accountable.
14. It is recommended FOIA requests should be handled by the Clerk's office to liberate staff time in the Public Information office that might then be allocated to general communications.
15. It is recommended annual performance reviews should be done by Council for all appointed offices.

16. It is recommended that while each of the appointees should ultimately report to Council, the Council Chief of Staff can serve as an effective representative of their collective needs and should take the lead in developing budgetary or other resource requests to the Administration and with the oversight of City Council.
17. It is recommended Section 2.1.D of the Operational Policies & Procedures Manual be updated to establish the role of the Chief of Staff as the coordinator of the budgeting planning process for the Council and the Council Offices as well as for the review and analysis of the outcome indicators at the end of each fiscal year.
18. It is recommended Rule IV(E) of the Council Rules of Procedure be amended so that all agenda items must be shared with all Council Members five days prior to meetings, including new papers that will be read into the record as part of the "Introduction of Ordinances and Resolutions" section of the Council agenda.
19. It is recommended that expedited votes should only be allowed in emergency circumstances, and that consideration should be given to increasing the requirement for this action from its current two-thirds majority as outlined in Rule V(B) to a three-quarters majority.
20. It is recommended a new policy be adopted in the Council Chief of Staff's manual that any written communication from the Council Chief of Staff to any Council Member must be accessible to all other Council Members. Confidential written communication from the Council Chief of Staff to a select subset of Council Members should not be allowed.
21. It is recommended minutes should be kept regarding formal meetings between the Council Chief of Staff and the President/Vice President of Council and provided to all other Council Members in a timely manner. The content of decisions made by the Council Chief of Staff and Council leadership should be made available to all Council Members.
22. It is recommended quarterly reports from the Council Chief of Staff should be provided to all Council Members regarding the status of past, current, and future efforts and initiatives.
23. It is recommended the Council Chief of Staff manual should be amended to eliminate confidentiality to specific patrons in favor of more open communication among Council Members. All Council Members should have access to information regarding the efforts engaged in by the Council Chief of Staff and his/her staff members.
24. It is recommended the Council Chief of Staff must be aware of all legislative efforts that are underway and must oversee the expenditure of staff time. Council Members

should not assign tasks directly to City staff including policy analysts. Requests for staff involvement should be directed to the Council Chief of Staff who will then have the responsibility to manage the workflow.

25. It is recommended the Council Chief of Staff should meet regularly with all of the council liaisons as a group to update them on ongoing efforts.
26. It is recommended the Council Chief of Staff's office should generate a dashboard and annual report that communicates the current status of the effort of the Council Offices toward the completion of strategic goals and annual priorities set by City Council.
27. It is recommended Rule IV(G) of Council Rules of Procedure, which discusses citizen comment, be amended to limit comments from members of the public to three minutes if speaking as an individual, or five minutes if representing a group. A system of time keeping should be established to aid the President of Council in enforcing this time limit. Council may subsequently ask questions of the presenter if they wish but should be mindful of the need to adhere closely to the pre-defined agenda and apply time limits evenly.
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29. It is recommended the section of Rule IV(J) of Council Rules of Procedure that speaks to Council Member order and limits on discussion be more routinely enforced by the President of Council.
30. It is recommended Rule IV(E) of Council Rules of Procedure be amended to stipulate that a motion to call the question may be made by any Council Member after each member has been given the opportunity to speak and discussion has continued for at least 30 minutes.
31. It is recommended the Council Chief of Staff be vested with the authority to usher legislative initiatives through the process by assigning tasks to relevant staff members, and that those initiatives must be fully vetted and developed by the policy analysts prior to referral to the legal department for review.
32. It is recommended the most critical area where increased staffing to achieve efficiency and effectiveness is likely to be necessary is in the policy analyst area, especially budget analysts.

33. It is recommended the Standing Committees should serve the will of Council and must limit their work only to those items assigned according to the Rules of Procedure. Committee chairpersons should not have the authority to alter the agendas of those meetings without direction from Council.
34. It is recommended Papers should not be allowed to “die in committee” based on repeated 60-day continuances. As stipulated in the Council Rules of Procedure Rule VI(C) and Rule VI(D), a failure to act within 60 days should invariably result in the matter being forwarded to Council.
35. It is recommended a specified council meeting should be convened at the beginning of the budget cycle during which Council will develop a consensus regarding budget priorities that will then be communicated to the Mayor’s office.
36. It is recommended Council Members should be briefed, in closed meetings and in pairs, by the Council Chief of Staff regarding the development of the annual budget prior to open discussion of the budget in Council meetings so that detailed questions can be discussed, and the budget document fully reviewed prior to the Council meetings in which the budget will be approved.
37. It is recommended staff should create and manage a unified website that includes separate pages for each Council Member, the content of which is controlled by the Council Members within appropriate parameters.
38. It is recommended staff should generate a unified social media plan that represents Council to the public, and that it should provide assistance to Council Members who wish to learn how to make individual posts.
39. It is recommended the Public Information office should provide greater support for Council Member communications with constituents.
40. Amend City Charter to Better Clarify the Division of Authority Between the Administration and Council.
41. Amend the City Charter to Allow for Staggered Terms in Order to Provide a Greater Level of Consistency Across Electoral Cycles.

Appendix B: Summary List of Recommendations by Category

Council Process Improvement Recommendations

1. It is recommended Council Members retain the ability to initiate legislative proposals, but that Council Member liaisons should be relieved of the duty of researching and producing papers. Legislative concepts should be routed to the Council Chief of Staff's office where they are then organized and assigned to the appropriate policy analyst for development.
2. It is recommended drafting of pending legislation should proceed in an open way that focuses on collaboration, decreases opportunities for redundancy and perceived competition, and enhances the transparent flow of information to the entirety of Council.
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24. It is recommended the Council Chief of Staff must be aware of all legislative efforts that are underway and must oversee the expenditure of staff time. Council

Council Process Improvement Recommendations

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Recommendations to Improve Council Efficiency and Effectiveness

3. It is recommended the mission statement be revised to include a statement describing Council’s duty to work as a cohesive unit to serve the residents of Richmond by efficiently advancing their interests through the legislative process.
4. It is recommended Council create a prioritization of concerns on an annual basis that will give clear direction to the Office of the Council Chief of Staff, the Office of the City Attorney, the Office of the City Auditor, the Office of the Assessor, and the Office of the City Clerk regarding the emphasis that should be placed on various issues and the order in which they should be taken up by Council.
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Recommendations to Improve Council Efficiency and Effectiveness

6. It is recommended that Council's Rules of Procedure be amended so that resolutions may only be entertained by Council when they speak to local issues over which Richmond City Government has jurisdiction. When areas of concern arise over which City Council would like jurisdiction that has not been granted authority by State Government, those concerns should be included in the annual legislative agenda that is passed along to appropriate representatives in other tiers of government.
9. It is recommended the job description for the liaison positions be clear and consistent and outline the appropriate tasks to which they may be assigned. The job description should fully represent the responsibilities, expectations, and authority of the liaisons. While each liaison will continue to serve at the pleasure of his/her Council Member, the expectations for job performance and annual review should be consistent across all offices.
10. It is recommended the Council Liaisons should meet on a regular basis, not to share all details regarding the individual Council Member's intentions, but to share ideas, find areas of agreement and redundancy, and better understand the likelihood of generating consensus around certain issues when possible.
25. It is recommended the Council Chief of Staff should meet regularly with all of the council liaisons as a group to update them on ongoing efforts.
26. It is recommended the Council Chief of Staff's office should generate a dashboard and annual report that communicates the current status of the effort of the Council Offices toward the completion of strategic goals and annual priorities set by City Council.
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31. It is recommended the Council Chief of Staff be vested with the authority to usher legislative initiatives through the process by assigning tasks to relevant staff members, and that those initiatives must be fully vetted and developed by the policy analysts prior to referral to the legal department for review.
37. It is recommended staff should create and manage a unified website that includes separate pages for each Council Member, the content of which is controlled by the Council Members within appropriate parameters.
38. It is recommended staff should generate a unified social media plan that represents Council to the public, and that it should provide assistance to Council Members who wish to learn how to make individual posts.

Recommended Policy Amendments

18. It is recommended Rule IV(E) of the Council Rules of Procedure be amended so that all agenda items must be shared with all Council Members five days prior to meetings, including new papers that will be read into the record as part of the "Introduction of Ordinances and Resolutions" section of the Council agenda.
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30. It is recommended Rule IV(E) of Council Rules of Procedure be amended to stipulate that a motion to call the question may be made by any Council Member after each member has been given the opportunity to speak and discussion has continued for at least 30 minutes.

Recommended New Policies

20. It is recommended a new policy be adopted in the Council Chief of Staff's manual that any written communication from the Council Chief of Staff to any Council Member must be accessible to all other Council Members. Confidential written communication from the Council Chief of Staff to a select subset of Council Members should not be allowed.

Recommended Staffing Levels and Skills

12. It is recommended additional resources should be allocated to hire additional policy analysts in order to generate sufficient capacity to complete assigned tasks in a timely manner. The number and areas of expertise of these positions should be determined by the Council Chief of Staff.
32. It is recommended the most critical area where increased staffing to achieve efficiency and effectiveness is likely to be necessary is in the policy analyst area, especially budget analysts.

Recommended Role of Council Offices

7. It is recommended the Council Chief of Staff work to develop improved relationships with aspects of the City Administration that are available to support recruitment, retention, definition of employment expectations, and professional development of needed staff members.
11. It is recommended Council Members should not have the authority to request effort directly from staff members but work through the Council Chief of Staff to initiate staff work based on an office-wide perspective of current workload and strategic goals.
14. It is recommended FOIA requests should be handled by the Clerk's office to liberate staff time in the Public Information office that might then be allocated to general communications.
16. It is recommended that while each of the appointees should ultimately report to Council, the Council Chief of Staff can serve as an effective representative of their collective needs and should take the lead in developing budgetary or other resource requests to the Administration and with the oversight of City Council.
17. It is recommended Section 2.1.D of the Operational Policies & Procedures Manual be updated to establish the role of the Chief of Staff as the coordinator of the budgeting planning process for the Council and the Council Offices as well as for the review and analysis of the outcome indicators at the end of each fiscal year.
39. It is recommended the Public Information office should provide greater support for Council Member communications with constituents.

Recommended Changes to the City Charter

40. Amend City Charter to Better Clarify the Division of Authority Between the Administration and Council.
41. Amend the City Charter to Allow for Staggered Terms in Order to Provide a Greater Level of Consistency Across Electoral Cycles.

Appendix C: Interview Participants

Participant	Job Title
Addison, Andreas	Council Member
Anderson, Samson	Council Budget Analyst
Ashley, Bonnie	Deputy City Attorney
Bond, Aaron	Liaison (Nye)
Brown, Haskell	Interim City Attorney
Coleman, Shantae	Council Management Analyst
Davis, Joyce	Interim City Council Chief of Staff
Floyd, Tavares	Liaison (Robertson)
Gilbert, Danielle	HR Liaison
Hernandez, Lily	Deputy City Auditor
Hundley, Jason	Communications and Marketing Analyst
Jones, Michael	Council Member
Jordan, Katherine	Council Member
Lambert, Ann-Frances	Council Member
Lassiter, Louis	City Auditor
Lynch, Stephanie	Council Member
Newbille, Cynthia	Council Member
Nye, Kristen	Council Member
Osuna, James	Inspector General
Patterson, Samuel	Liaison (Newbille)
Philipsen, Sven	Liaison (Jordan)
Reid, Candice	City Clerk
Robertson, Ellen	Council Member
Robins, Amy	Liaison (Lynch)
Shaw, Deborah	Council Project Analyst
Skinner, Steven	Public Information
Stokes, Kiya	Liaison (Lambert)
Taylor, Steven	Council Policy Analyst
Thaxton, Dominique	Liaison (Jones)
Trammell, Reva	Council Member
Warren, RJ	Deputy City Clerk

Appendix D: Job Descriptions Reviewed

City Attorney's Office:

- Executive Assistant, Principal
- City Attorney (Interim)-
- Management Analyst, Senior
- Deputy City Attorney
- Senior Assistant City Attorney
- Assistant City Attorney
- Senior Paralegal
- Paralegal
- Legal Secretary

City Auditor Department:

- City Auditor
- Deputy Director, Senior
- Internal Auditors
- Management Analyst

City Clerk's Office:

- Council Management Analyst, Associate
- City Clerk
- Deputy City Clerk
- Council Management Analyst
- Assistant City Clerk
- Assistant City Clerk, Senior

City Council Office:

- Council Liaison

Council Chief of Staff Office

- Council Chief of Staff
- Deputy Department Director (Deputy Council Chief of Staff)
- Public Information Manager, Senior
- Management Analyst, Principal
- Council Public Relations Specialist
- Management Analyst, Senior (Council Agency-HR Liaison)
- Management Analyst
- Executive Assistant

Inspector General's Office:

- Inspector General
- Internal Audit Manager
- Management Analyst

Appendix E: SWOT Analysis Based on Interviews

Strengths	Weaknesses	Opportunities	Threats
Liaisons are committed to supporting the Council Members and the needs of City.	The job functions of the Liaison are often determined by the Council Member and can be overwhelming. Oversight/awareness of liaison activities by the Council Chief of Staff is limited.	Establish regular meetings with Council Chief of Staff with Mayor and CAO to increase awareness of activities.	Limited interaction with the City Administration results in inconsistent sharing of information.
The procedures established for the Committees	The Council Members do not work collaboratively exacerbated by a potential competition amongst members when drafting pending legislation. There is no shared vision between the Members. Lines are often blurred between doing the work of Council and campaigning.		General Assembly approval is required to make changes to City Charter resulting in a lack of agility.
CART Process for developing legislation	Committees are reported to be inefficient, reactive instead of strategic and do not allows follow established procedures (e.g., discussion time limits).	The Chief Administrative Officer wants to be aware of Council initiatives but the relationship is not reciprocal.	
Decisions are made at the appropriate level	Limited and inconsistent on-boarding/orientation of new Council Members and staff.		The role of the City Attorney's office representing both Council and the Mayor potentially creates a conflict of interest.
Process for handling Council requests for audit support	The Council is reactive rather than proactive when it comes to the development of the budget.	The Chief of Staff should build upon the relationship with the City's contracted	

Strengths	Weaknesses	Opportunities	Threats
		lobbyist to increase communication and collaboration.	
Ability to adapt existing processes when needed (e.g., COVID)	Internal communication (e.g., meeting agendas) are often distributed late or not shared with all Council Members.	The Mayor has access to a studio for creating social media content which the Council Members would likely benefit from if access were allowed.	
	Inconsistent communication between Council leadership and Council.		
	Inconsistent annual review processes for staff.		
	Council meeting management practices are not consistent.		
	Liaison pay range is not competitive with other localities.		
	Lack of established policies and procedures results in duplicate efforts. No central repository for City policies and procedures.		
	Roles of Council President, VP and Committee Chair not well defined.		
	Not having a dedicated FOIA office resulting in the Public Information group focusing on FOIA requests instead of intended role.		
	Lack of a consistent usage of consent agenda for Committees meetings.		
	Chief of Staff personnel are not permitted to communicate with other City departments without permission from Council, e.g., Zoning.		

Appendix F: Recommended Staffing Levels from Previous Study and Council Operational Policies & Procedures Manual

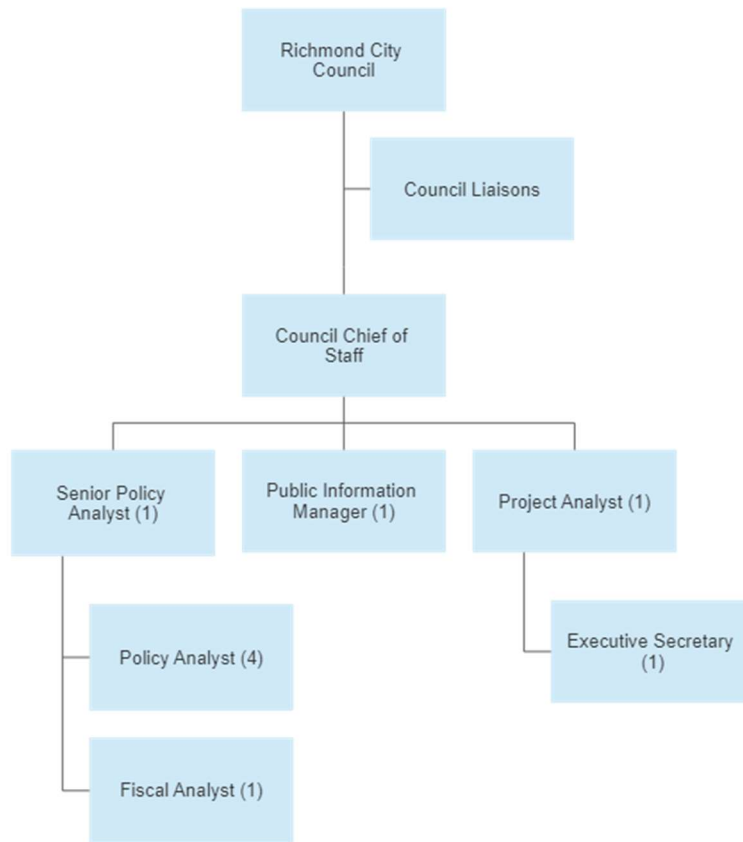


Figure 2: 2006 Matrix Consulting Group Legislative Staffing Model

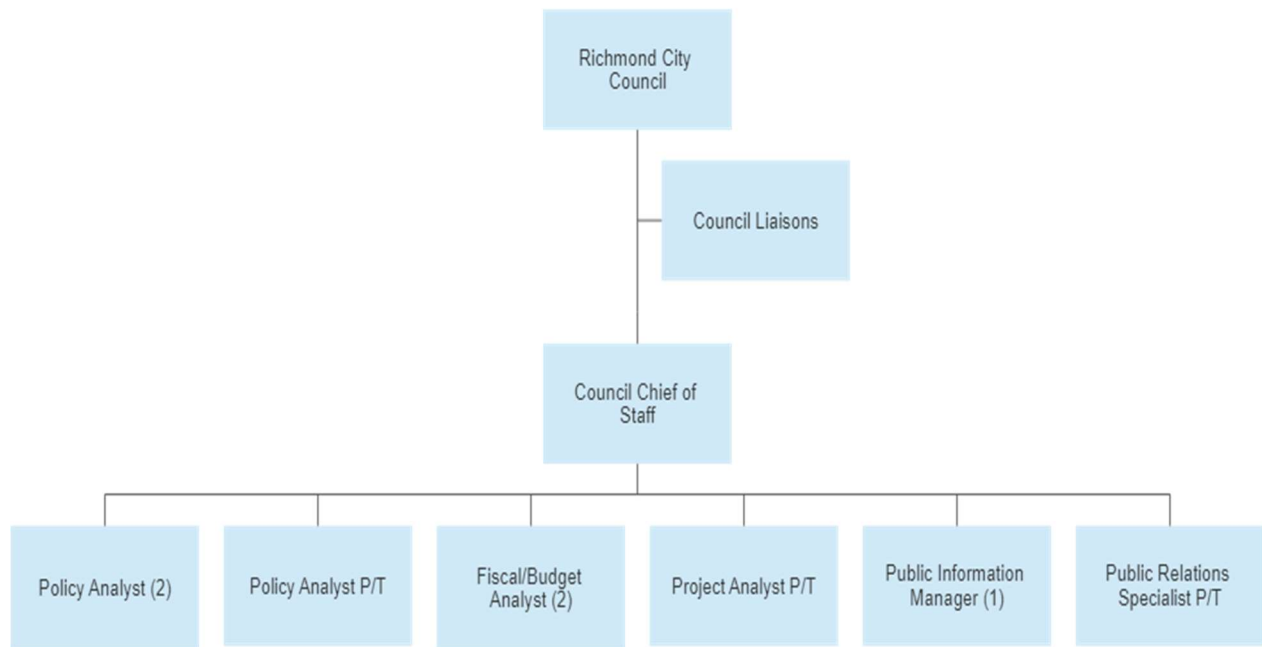


Figure 3: 2017 Operational Policies and Procedures Manual Staffing Model

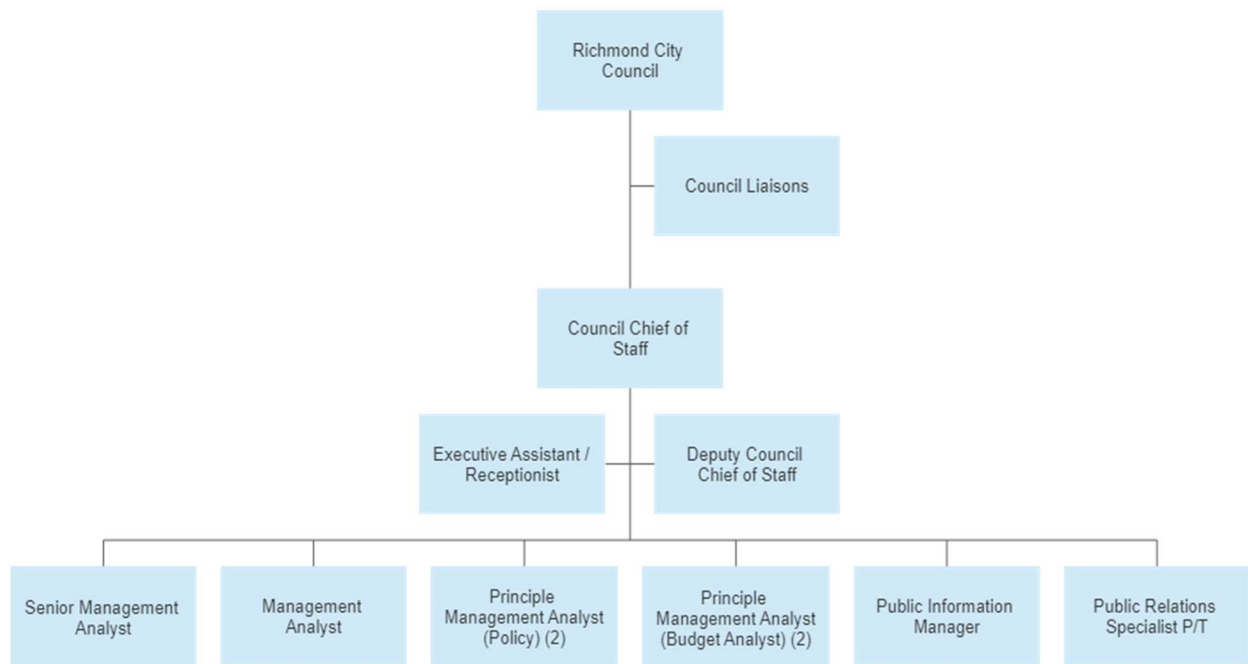


Figure 4: Current Office of Chief of Staff Staffing Model

	Policy Analysts	Budget / Fiscal Analysts	Management / Project Analysts	Public Information	Public Relations	Executive Assistant(s)
2017 Operational Policies and Procedures Manual	3 (1 PT)	2	1 PT	1	1 PT	
2006 Matrix Consulting Study	5 (1 Senior)	1	1	1		1
Current	2	2	2	1	1 PT	1
Proposed	3	3	1	1	1 PT	1+

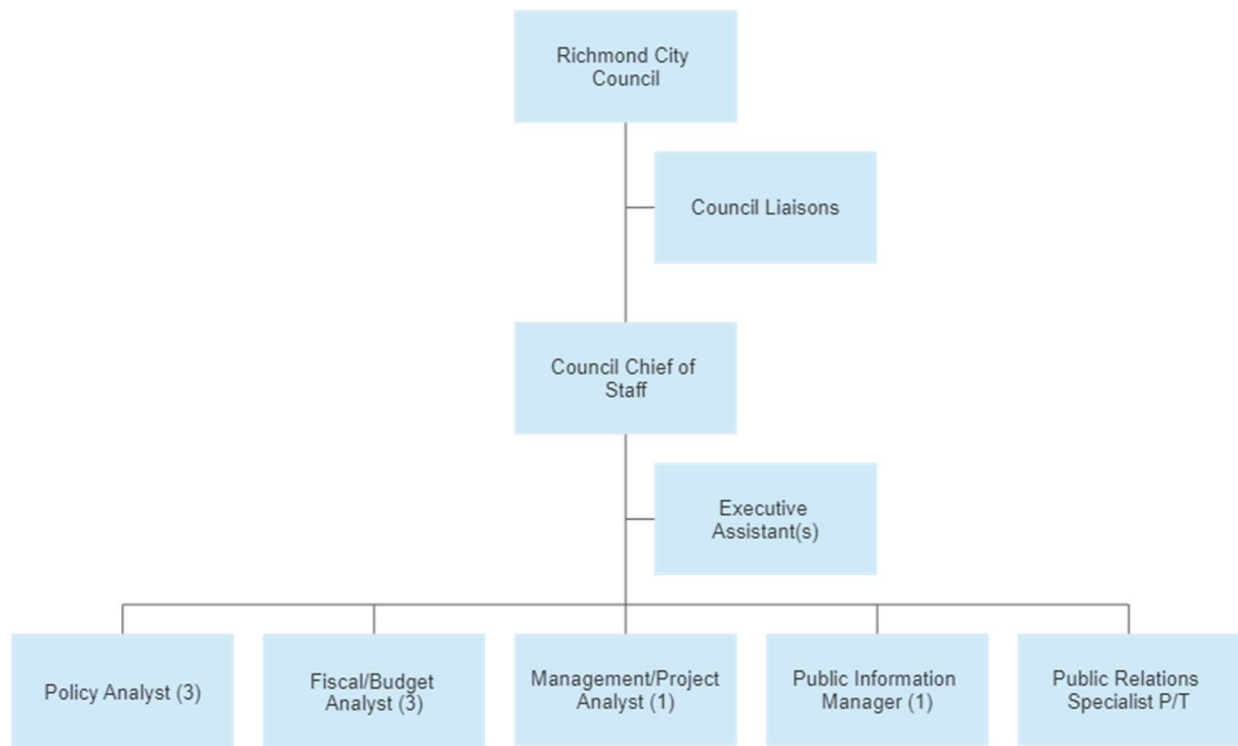


Figure 5: Proposed Office of Chief of Staff Staffing Model