
Legislative/Management

SUBELEMENT



Planning & Management Element of the Sunnyvale General Plan



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Preface



Purpose and Scope

The purpose of the Legislative/Management Subelement is to describe the legislative decision-making process and the general management approach of the City organization. That process and that approach are embodied in the City's highly effective Planning and Management System (PAMS).

This subelement also describes the critical roles and challenges of staffing, administrative and support functions in City operations. These functions include services and activities that support the operation of the general City organization, and play an essential role in enhancing the provision of direct municipal services to residents and businesses by the City's operating departments.

Functions covered in this subelement include:

- Policy setting, direction and evaluation;
- Planning and Management System;
- Elections;
- Boards, commissions and volunteer recruitment and selection;
- Intergovernmental relations;
- Continuous improvement activities;
- Human resource management;
- Risk management;
- Building services;
- Equipment management;
- Franchise administration; and
- Information technology.

Since this subelement was originally prepared in 1986, many of the City's administrative and support functions have experienced notable changes. Information Technology especially has undergone significant change over the last twelve years as a result of the explosion in technology innovations, applications and opportunities. Many of these functions will also face significant challenges in the future as the City organization continues to grow and evolve to meet community

needs and to respond to new opportunities and requirements. Throughout this evolution, the PAMS system remains at the core of the City's general management approach to the provision of services.

Most of the goals and policies outlined in the 1986 subelement remain appropriate and relevant twelve years later. Although goals and policies in this document have been updated, the changes are relatively minor.

Preparation Methodology

To update this subelement, City staff for each of the departments or functions covered in this document reviewed and updated the appropriate community conditions that fell under their purview. In reviewing the community conditions, all contributing staff members were asked to:

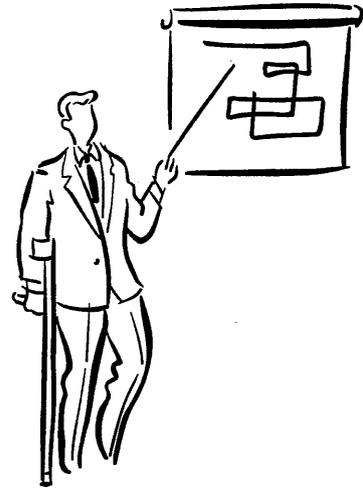
- describe the current nature of their programs and services; and
- identify any significant trends or issues over the next ten to twenty years that may impact the future nature of the program or service.

After revising community conditions, staff reviewed and updated the goals, policies and action statements to reflect:

- the overall purposes of the program or service;
- the policies that will be pursued to achieve the purposes; and
- the actions that will be used to implement the policies.

Staff also reviewed and updated any relevant community condition indicators (measurements that monitor the community conditions). The draft document was reviewed internally and then underwent a public review process. Additional revisions were made as a result of the public review process. Consultant assistance was also utilized. The City Council reviewed the document and adopted it as part of the General Plan on April 27, 1999.

Executive Summary



Overview

While the provision of direct services to its residents and businesses is the primary responsibility of any municipality, no city organization could successfully serve the public without strong and effective support from staff, administrative systems and support functions that are commonly invisible to the general public. These functions maintain the critical organizational “infrastructure” needed by the operating departments to serve the public and, as such, have a major impact on how well a city serves its community.

In this respect the City of Sunnyvale is no different. High quality service to the customer could not be achieved without a service-driven Human Resources Department, which recruits and selects job applicants and maintains competitive compensation and benefits packages that retain experienced employees over the long term. Timely communication among staff and between staff and the public it serves is achieved with the network of computers, software programs, e-mail, Internet access, telephones, cablecasting equipment and training provided and maintained by the Information Technology Department.

The Provision of Equipment and Motorized Vehicles Program in the Public Works Department maintains City vehicles and the heavy operating equipment ranging from lawnmowers to fire engines needed to serve the public. The Building Services Division of the Parks and Recreation Department maintains the buildings that provide a safe, clean and comfortable environment for City staff, customers and public.

There are also staff services such as the Office of the City Attorney and the Human Resource Department’s Risk and Insurance Management Division that protect the City organization from adverse legal and liability impacts. The Office of the City Manager’s Intergovernmental Relations Program promotes the City’s interests by establishing effective working relations with other government agencies. The Office of the City Manager’s Continuous Improvement Program encourages employees to find new ways to make organizational service delivery more efficient and effective.

Staff responsible for franchise administration ensure that those City services or other public services delivered through franchise agreements with the private sector at least meet agreed upon quality and quantity expectations and protect public resources and assets.

Some staff functions do have direct contact with the public. The Volunteer Services Program plays a key role both in the recruitment of advisory body members to participate in the City's policy-making processes and in the placement of volunteers from the public who learn about City operations while contributing their time and talents to enhance City services. The City Clerk manages the City's election process for City ballot measures and Council candidates who aspire to serve the public as its elected leadership. The City Clerk also maintains the City's official records.

Finally, there is the Planning and Management System (PAMS). PAMS is the City's overall approach to policy making and management. It provides the policy foundation and operational framework for the provision of all City services.

Major Findings

Over the twelve years since this subelement was originally prepared, the nature of several of the City's support and administrative services has changed notably. The Community Conditions section of this subelement indicates the following broad impacts and future trends for City services:

- With only minor revision, the Planning and Management System will remain central to the City's decision making and service delivery processes for the foreseeable future.
- Technology advances have made the City organization more accessible and more accountable to the public and will continue to have a major impact on the quality, quantity and cost of service provided by the City.
- The City operates in an increasingly more competitive and complex environment for service delivery.
- Continuous improvement will become increasingly more important to the City organization in order to continue to be successful in this changing environment.
- To meet rising public service provision expectations, City employees will continue to need to be well trained and competitively compensated.
- Increasing diversity in the community, along with growing challenges for families dealing with child care or elder care, and the increased potential for technology for telecommuting or job sharing will require the City to examine and address employee recruitment, workplace structures and systems, and service delivery to remain competitive and responsive to these changes.

The functions covered in this subelement will play key roles in addressing the issues that emerge from these major trends.

Functions Covered in This Subelement

A brief description of the functions covered in this subelement and the major trends and issues that may impact them over the long term are described below.

Planning and Management System

At the heart of the City's approach to governing is the Planning and Management System (PAMS), a fully integrated approach to policy planning, decision making, and service delivery in a results-oriented environment. PAMS coordinates policy making and administration through integration of such tools as long-range policy planning, a performance-based program budget system, a computerized financial information management system, public participation; and a performance evaluation system.

In the PAMS framework, policy issues are initiated by Council, advisory Boards and Commissions, citizens and staff. Each issue is evaluated and reviewed by staff and relevant boards or commissions and presented to Council for consideration. Once high-priority issues have been identified by the Council, the task of studying them and identifying decision options begins.

The City is now in the process of transforming from a performance-based budget to an "outcome-based" budget. This transition, expected to be completed by 2002, will allow City programs to focus better on the broad long-term goals and results to be achieved through municipal service delivery, in addition to the measurement of service operations. Once the transition is completed, the outcome-based system will build on the experience of two decades of performance planning and budgeting that has improved productivity and efficiency.

The City's management performance evaluation process is also undergoing transformation to ensure its alignment with an outcome-based approach. Although details and terminology of the system have evolved over the past two decades, the basic philosophy of PAMS remains essentially unchanged.

Future issues for the Planning and Management System include the challenges of successfully incorporating such trends as outcome management, managed competition, competitive benchmarking, information-sharing, continuous improvement, and new technology. Incorporating these trends means that the application of the PAMS principles will continue to evolve and change with the City's organizational culture in the future.

Continuous Improvement

Sunnyvale has a long-established international reputation for commitment to excellence, innovation and high quality services. However, to avoid reductions of services in a resource-scarce environment, the City must continue to identify new opportunities to improve staff effectiveness, productivity, and morale; eliminate unnecessary operational expenses; and eliminate duplication of effort or unnecessary steps in service provision. To identify such opportunities, the Continuous Improvement Program was launched in July 1996. The program provides support to all staff in utilizing tools and methods to improve organizational performance in quality, cost, service delivery and customer satisfaction. The program's success is measured by bottom-line cost savings, improved quality of service and customer satisfaction.

Future long-term major trends for continuous improvement include managing for competitiveness, reengineering processes and procedures, "best-practices benchmarking" with both public and private sector organizations; technology improvements and utilization, and the changing role of employees in planning, delivering and evaluating services and priorities.

Elections

In accordance with election laws and the City Charter, the City is responsible for conducting a fair and legal election process. The key to achieving a high degree of voter participation includes providing reliable information about the process and the issues to both the candidates and voters. The City facilitates the election process by providing candidates with information concerning local policies, while voters are given objective information regarding candidates and ballot issues. There are now nearly 60,000 registered voters in the City.

Future major issues for election services include maintaining high levels of voter registration, voter communication in an increasingly diverse and busy community, addressing declining voter turnout, and monitoring the impacts of technology on voting processes and participation, such as mail balloting and Internet use.

Boards and Commissions

Sunnyvale has ten boards, commissions and committees, some with final decision-making powers and others purely advisory. These are appointed by the City Council to provide ongoing citizen input in major policy areas. Major board and commission responsibilities include providing ongoing recommendations to the City Council regarding assigned program areas and holding public hearings to solicit community input on current issues related to assigned program areas.

Commissions help identify community issues and needs, and they play an important role as a communications channel between the City and the community. Over the

years the Council has created and eliminated some boards and commissions not identified in the City Charter to better respond to changing community needs.

Trends affecting boards and commissions will be the growing competition for time and attention of citizens who are less able or willing than in the past to commit to full terms of service as policy advisors. It is increasingly difficult to recruit qualified and diverse applicants who can make the long-term commitment to the time and level of effort necessary to provide valuable community input to the policy-making process.

Intergovernmental Relations

The City Council is actively involved in intergovernmental relations. Councilmembers participate in a number of regional, state and national organizations. To enhance Council's effectiveness in intergovernmental areas, staff provides support to the Councilmembers, who together are involved in an average of 30-40 intergovernmental assignments per year. Staff also tracks state and federal legislation, advocating for the City's interests as appropriate.

Trends affecting intergovernmental relations are the devolution of responsibility by the state and federal governments to local government; increasing complexity and cost of governmental regulations; and the growing need to work collaboratively with intergovernmental associations, business organizations, interest groups and the community in general to achieve legislative goals.

In addition, it is likely that these trends will lead to greater competition for limited revenues and other public funding resources, not only among local agencies in the state, but also among states across the nation. This will affect the ability of cities to protect their traditional local authority in the fiscal arena if greater financial authority migrates to the state.

Human Resources

The mission of the Human Resources Department (HR) is to attract and retain a highly motivated, committed, and trained workforce. Some of the major responsibilities of HR include administering the civil service system, employee recruitment and selection, participating in collective bargaining negotiations, ensuring equal employment opportunity, administering the City's salaries and benefits structure, and overseeing Citywide employee training and development.

Major future trends and issues in Human Resources will be the challenges of attracting and retaining a diverse workforce that generally reflects the community and region served by the City, and maintaining a well-trained workforce in the face of exploding technological innovation. The City will need to develop an appropriately competitive and creative compensation system that will attract and

retain skilled employees. In addition, the City must create and maintain a workplace environment that is constructively responsive to ever-changing conditions mandated by new legislation and judicial actions. Employee training and development will become increasingly important, not only to enhance competitiveness, innovation and quality, but also to strengthen employee recruitment, retention, and succession planning efforts.

Office of the City Attorney

The City Attorney is the City's chief legal counsel. The Office represents and advises the City Council, boards and commissions, City officers and staff in all legal matters, actions and proceedings. The City Attorney also prepares ordinances and resolutions, reviews contracts, prosecutes violations of the Charter and City ordinances, and performs other legal functions required by the City Council or imposed by law. In addition, the City Attorney represents the City in general litigation and administrative matters, as necessary.

Future trends and issues impacting the Office of the City Attorney include the increasing complexity of the nature of legal issues facing the City and widespread access to electronically-processed information that will create new jurisdictional issues.

Risk and Insurance Management

The goal of the HR's Risk and Insurance Management program is to minimize losses and the effects of loss on the City and the community. The City's self-insured programs emphasize preventive measures because the first dollar loss falls directly on the City and is not absorbed by an insurance company. This preventive philosophy and the heightened awareness that it brings provide a substantial cost reduction benefit to the citizens of the City of Sunnyvale.

The flexibility and financial soundness of the California Joint Powers Risk Management Authority now allow its members, including Sunnyvale, to modify their coverage to emulate the insurance market and maintain a competitive advantage over commercial insurance markets. It is expected that the advantage of these approaches will continue to work for the City's future risk and insurance management needs.

Trends affecting risk management will be changes in legislation and case law that affect liability, litigation rights and processes, and the growth of risk exposures that derive from both the extent of municipal operations and the increasing complexity and knowledge of causes of risk. The level of effort needed for prevention, safety and health training, and communication in a complex and litigious world will grow.

Building Services

The Building Services Division of the Parks and Recreation Department is responsible for maintaining City-owned and leased buildings by providing custodial, structural and mechanical maintenance. Building Services is also responsible for the maintenance of the City's fixed assets of furniture, appliances and building equipment.

The Building Services Division provides a wide range of maintenance services to preserve City facilities and fixed assets, including providing custodial services to 440,000 square feet of interior space owned or leased by the City; maintaining the City's inventory of freestanding and modular furniture, appliances and building equipment in a safe and functional state; maintaining building fire suppression and security equipment; and maintaining the structural and mechanical integrity of City-owned or leased buildings.

Future trends and issues for Building Services will include facilities master planning and evaluation of alternatives for effective utilization of space, growing applications of new technology, and innovations in service delivery that will require flexibility for facilities management.

City Vehicles and Motorized Equipment

The role of the City Vehicle and Motorized Equipment Program of the Public Works Department is to support City operations with a safe, dependable fleet of vehicles and motorized equipment at the lowest possible cost. Since 1984 the City's vehicle and motorized equipment inventory has grown from 506 units to 610 units, reflecting the growth in service levels in the majority of operating programs.

Future trends and issues for equipment management services include partnership opportunities, managing for competitiveness, reducing City vehicle pollution, employee training, and environmental regulation.

Franchise Administration

A number of private companies use City streets or other City property to provide a variety of services. The City Charter requires such companies to obtain a franchise. Franchise administration includes such activities as contract compliance, complaint administration, and service evaluation. Examples of franchises awarded by the City include some utilities, garbage collection and disposal, and cable television.

Future trends and issues impacting franchise administration include: continuously improving the effectiveness of franchise administration to ensure residents are getting the contracted levels of services; protecting City assets; and ensuring that City residents receive benefit from the private use of public property. In addition, the issues of utility deregulation and the convergence of telecommunications technologies will challenge the City to monitor and respond to these changes.

Information Technology

No other City department covered in this subelement has seen its role in the City organization change as much as the Information Technology Department (formerly called Information Management Services). A general services department, the Information Technology Department (ITD) manages the City's information technology resources.

ITD provides, manages and supports information technology equipment and services to all City departments. In the twelve years since this subelement was drafted, ITD has taken a more proactive role to take full advantage of business reengineering and technological advances. Examples of the ways that IT provides critical support to City departments include communications; computing; and print and copy services.

The key future challenge for IT will be to continue to play a key role in ensuring that the City successfully monitors and applies rapidly evolving technology opportunities. The long-term goal will be addressing new business processes and organizational needs through enhanced communications, computing, office equipment, records management, and document preparation and delivery.

Goals and Policies

GOAL 7.3A Assess community conditions and make appropriate changes to long-range, mid-range and short-range plans.

POLICY 7.3A.1 Utilize the General Plan as the City's principal long-range planning tool; utilize the Resource Allocation Plan and Program Outcomes Statements as the City's principal mid-range planning tool; and utilize the Council Study Calendar as the City's principal short-range planning tool.

POLICY 7.3A.2 Establish Advisory Committees and Boards and Commissions as necessary to assist Council in planning and policy development.

GOAL 7.3B Assure that City policy is established, documented and enacted according to established procedures and legal principles.

POLICY 7.3B.1 Periodically conduct Charter reviews to recommend appropriate changes to the Charter.

POLICY 7.3B.2 Maintain official records of City action and policy in a retrievable manner, according to legal convention.

POLICY 7.3B.3 Prepare and update ordinances to reflect current community issues and concerns in compliance with state and federal laws.

POLICY 7.3B.4 Prepare and update the Legislative Action Policies that support the General Plan and guide Council and staff on intergovernmental matters.

POLICY 7.3B.5 Conduct elections in accordance with the Charter and state laws.

GOAL 7.3C Participate in intergovernmental activities, including national, state and regional groups, in order to represent the City's interests, influence policy and legislation, and enhance awareness.

POLICY 7.3C.1 Represent adopted City policy in intergovernmental activities in accordance with adopted policy guidelines.

GOAL 7.3D Maintain a quality work force, consistent with state and federal laws, City Charter, and adopted policies in order to assure that high quality City services are provided effectively and efficiently.

- POLICY 7.3D.1 Maintain a recruitment and selection process that ensures a highly competent workforce.
- POLICY 7.3D.2 Strive to develop a workforce that reflects the composition of the community labor force.
- POLICY 7.3D.3 Train and develop employees to enhance job performance.
- POLICY 7.3D.4 Assure that employees are provided timely and adequate information so that they can carry out their responsibilities and effectively communicate their concerns and ideas for improving services and conditions.

GOAL 7.3E Provide appropriate facilities and equipment in order to ensure that City employees function in a safe, effective manner.

- POLICY 7.3E.1 Maintain facilities and equipment in a clean, safe, cost-effective manner.

GOAL 7.3F Continually strive to enhance the quality, cost and customer satisfaction of service delivery.

- POLICY 7.3F.1 Provide a work environment that supports all staff in continually seeking ways to enhance the efficiency, effectiveness and quality of City services.

GOAL 7.3G Provide legal services to Council, staff and boards and commissions in order to assure compliance with state and federal laws, City Charter, and Municipal Code and ensure that City programs and policies are effectively implemented.

- POLICY 7.3G.1 Maintain adequate legal counsel to support City activities.

GOAL 7.3H Provide risk management programs, exposure reduction programs and appropriate policies in order to minimize damage and liability exposure.

- POLICY 7.3H.1 Minimize liabilities, risks and damages to the extent possible, pursuant to adopted policies.
- POLICY 7.3H.2 Provide adequate loss protection in a cost-effective way.

GOAL 7.3I Provide, manage and support information technology equipment and services for all City departments in the areas of communications; computing; electronic office equipment; records management; print and copy services; and mail services in response to changing governmental and technology trends in order to facilitate and enhance City operations.

POLICY 7.3I.1 Provide and maintain cost-effective and efficient communications systems to assist City departments in providing valuable services to the City and its citizens and businesses.

POLICY 7.3I.2 Provide, manage and maintain the City's computing resources to facilitate sharing of information.

POLICY 7.3I.3 Provide and maintain appropriate electronic office equipment and services to maximize productivity of staff.

POLICY 7.3I.4 Maintain a cost-effective and efficient records management system that meets legal requirements, assures adequate retrieval capabilities, and provides for appropriate security.

POLICY 7.3I.5 Assure that information resources, databases, and public records developed or maintained by the City are recognized as valuable and sensitive assets, and are managed appropriately and affirmatively for the benefit of the organization and the community.

POLICY 7.3I.6 Provide cost-effective and efficient duplication services to enhance the development and production of printed information.

POLICY 7.3I.7 Provide mail services to City departments to facilitate communication and distribution of materials among departments, City facilities and the public.

POLICY 7.3I.8 Provide training for information technology equipment and services to ensure that City staff can effectively utilize the technologies available.

POLICY 7.3I.9 Provide consulting services to leverage technology in the reengineering of City business processes to realize benefits in cost-effectiveness, efficiency and improved citizen access.

GOAL 7.3J Assure that franchises that make use of public assets for commercial or private purposes are administered to provide public benefit, protect public investment, and provide revenue to the City when possible.

POLICY 7.3J.1 Seek opportunities in partnership with utilities, other local governments, and the Legislature to improve benefits to the community as a result of franchise agreements that allow use of local public rights-of-way.

Community Conditions



The Community Conditions section of the Legislative/Management Subelement distinguishes the major administrative functions and activities that the City carries out in performing its role of providing local government services. These functions include:

- Policy setting, direction and evaluation;
- Sunnyvale Planning and Management System;
- Continuous improvement;
- Human resource management;
- Legal services;
- Resource protection (risk and insurance management, building services and vehicle and motorized equipment management);
- Franchise administration; and
- Information technology.

These functions, along with financial management and community participation, form the legislative and administrative environment in which the City performs its mission.¹ This section describes the aforementioned functions and activities, explores their interrelationships, and identifies key issues or trends that are projected to have long-term impacts on function and how they will affect the City.

It is through the legislative and administrative functions and activities that the City plans and implements programs in accordance with established goals and policies that are directed by City Council. Such programs including Public Safety, Library Services, Parks and Recreation Services, Community Development, Public Works and other City services are covered in other elements of the General Plan. Appendix A is the adopted list of all General Plan elements and subelements.

¹Financial management is addressed in the Fiscal Subelement and community participation is addressed in the Community Participation Subelement. Both are subelements of the Planning and Management Element of the General Plan.

I. Policy Setting, Direction and Evaluation



A. Leadership and Policy Development

Incorporated in 1912 as a General Law city, Sunnyvale operated under the mayor-council form of government. The City experienced only moderate growth from its incorporation to the end of World War II. After World War II, many cities in California began adopting the council-manager form of government, which parallels the corporate structure with the City Council serving as the board of directors and the city manager serving as the chief executive officer of the city. In 1949 the citizens of the City of Sunnyvale adopted a City Charter, which included the council-manager form of government.

The City Charter is the foundation policy document that must be approved by the voters of the community. Serving as the City's constitution, it is a short, relatively simple document. As with any important document, the Charter is reviewed from time to time to consider potential revisions in response to new community or City conditions. Potential Charter amendments are subject to intensive citizen review, and final approval or rejection of Charter revisions is done by a vote of the electorate. Appendix B summarizes major Sunnyvale City Charter measures since the original adoption of City Charter in 1949.

As stipulated in the City Charter, the City Council appoints a city manager to serve as the chief executive officer of the City's operations. The City manager is responsible for the day-to-day functions of the City, hiring and firing employees and making policy recommendations, including the budget, to the Council. Once policies are adopted by the City Council, the city manager has full responsibility for implementing these policies.

The Charter gives the City Council the authority to appoint the city attorney. The city attorney serves as the legal counsel to the Council, boards and commissions and staff, just as a corporate attorney represents the corporation. The legal services provided by the city attorney include the preparation and review of legal documents and the prosecution and defense of the City's interests in litigation. The Charter also authorizes the retention of outside legal counsel for additional assistance.

City Policy

The City Council establishes policy for the City organization through a variety of processes. City legislative policy is contained in the General Plan, the Municipal Code, the Resource Allocation Plan and annual budgets, resolutions and other formal legislative policy documents. The Legislative Policy Manual is maintained to document Council actions that expand on policies contained in the General Plan and Resource Allocation Plan.

The most important function of the Council is its policy development role, as the policies guide current and future City activities and set community standards and priorities. Council develops policy through its agenda-setting process, which allows for public consideration and input on all issues considered by Council except those relating to personnel matters, labor negotiations and litigation.

Like the board of directors of a corporation, the City Council sets policies that determine the nature, extent and level of services and activities the City undertakes. Unlike private corporations, however, the Council is held accountable to the electorate and conducts its business in public. The Council also deals with a wide spectrum of policy issues. This policy role varies from short-term decisions that may affect a specific property to fundamental long-term decisions that can influence the entire community's future. Decisions vary from those having a significant bearing on the safety, health and welfare of the citizenry to decisions about the aesthetics of the community.

Council follows a formal procedure to establish an annual policy study calendar that provides councilmembers, boards and commissions, staff and the public with the opportunity to raise issues for Council consideration. From this annual issues process, Council determines priorities for items that warrant further study and schedules them on the Study Calendar. This process is addressed further in the Planning and Management section.

B. Elections

Sunnyvale's seven councilmembers are elected at large to serve four-year terms for specific numbered seats. Elections of councilmembers are staggered so that every two years, either three or four council seats are voted upon. Under the City Charter, a councilmember is limited to serving no more than two consecutive four-year terms, but would be eligible to run again after a four-year break in service.

The mayor, who presides over the Council and represents the City at official functions, and the vice mayor are selected annually by majority vote of the Council. The mayor and vice mayor serve one-year terms of office, with the term beginning with the meeting at which a general municipal election is certified (usually in

November in odd-numbered years) or the second regularly scheduled meeting in November (in even-numbered years).

The Charter provides for regular and special elections. Elections provide the residents with the regular opportunity to influence City policies and priorities by voting on candidates and issues. Regular City elections are held the first Tuesday after the first Monday in November of odd numbered years. Special elections can be called by the City Council at other times, except for specific times as identified by the Charter. Under state election laws, citizens also have the opportunity to ask for issues to be placed before the electorate through initiative (voters initiating legislation), referendum (seeking repeal of a measure), and recall (voter-initiated removal of local elected officials from office).

Turnout of Sunnyvale's nearly 60,000 registered voters varies with each election, depending on the issues and when the election is held. Voter participation tends to increase when local elections are held in conjunction with State elections. For example: 77% of the registered voters went to the polls when a Charter measure was combined with statewide elections held in November 1988, as compared with only 27% voter turnout in the municipal election of November 1991 and 21% voter turnout in the municipal election of November 1997 (*Table 1*).

Table 1. Voter Turnout – Selected Years, 1979 to 1998

Election	Votes Cast	Registered Voters	% of Voters
1979 General Election	16,096	45,756	35%
1981 General Election	9,405	52,552	19%
1982 Special Election	37,034	52,983	70%
1983 General Election	20,802	55,393	38%
1985 Special Election	7,194	59,631	12%
1985 General Election	10,764	59,497	18%
1987 General Election	12,925	54,460	24%
1989 – No Election*			
1991 General Election	16,160	59,725	27%
1993 General Election	22,103	65,492	38%
1995 General Election	13,672	58,741	24%
1997 General Election	12,237	58,815	21%
1998 Special Election	35,515	57,420	62%
Average	17,659	56,706	31.1%

*non-contested City Council race

The City is responsible for conducting a fair and legal election process, in accordance with the Charter and state laws. Campaigns and fair political practices, however, are largely regulated by the California Fair Political Practices Commission, a state agency. Although Sunnyvale contracts with Santa Clara County for many election services, one of the keys to fully participative elections is providing reliable information to both the candidates and voters about the process and issues.

The city attorney is usually directed by City Council to prepare impartial analyses of all ballot measures. The City gives candidates information about local policies, including access to Council reports, general facts, filing deadlines and election procedures, while voters are provided objective information on candidates and ballot issues. State law gives candidates the opportunity to state their qualifications and platforms. The City Charter requires reporting and publishing campaign donations of \$100 or more in the newspaper on the Saturday prior to the election date.

Selection of Council Officers

By Council policy, the most senior member of the Council who has not previously served as mayor is generally selected as mayor, subject to obtaining at least four affirmative votes of councilmembers. Should two members have equal seniority, the highest vote-getter in the most recent election typically is selected, again, subject to Council approval. If the most senior member does not receive at least four affirmative votes, the next most senior member who has not previously served is likely to be selected mayor, subject to obtaining at least four affirmative votes.

The mayor presides over the selection of vice mayor. Should the action to select the mayor be continued, then the selection of vice mayor is also continued. The selection of vice mayor does not occur until a mayor is affirmed by the Council. The process and criteria for selecting the vice mayor is similar to that of the mayor.

Candidate Statements

The City provides candidates for the City Council with the opportunity to publish a statement of their qualifications in the voter handbook and sample ballot that is produced by the Santa Clara County Registrar of Voters. In addition since 1995, candidates or campaigns for ballot measures may produce a three-minute videotaped candidate/ballot statement that is shown during the month prior to the election on KSUN/Channel 18, the City's government information cable television channel.

The goal of this service is to provide City voters with another source of information about candidates. Participation by campaigns is entirely voluntary, and the pro rata share of the costs associated with producing the statements are paid by the candidate or measure campaigns as required by state law. No video campaign statement will be produced or played on KSUN if full payment has not been received by the City prior to the scheduled production. State law prohibits public resources, including

funding or staff time, from being used for any campaign purposes, whether for candidates or for ballot measures.

Future Trends/Issues in City Elections

Among the major trends that may impact the City's election process in the future include the potential for using mail or electronic voting systems, and the declining trends for voter turnout.

1. Mail/Electronic Voting

In the future the City of Sunnyvale may face changes to the election process, such as the use of mail or electronic ballots, as a result of state or county initiatives. Such innovations are beginning to be experimented with by jurisdictions in other states, and the possibility exists for similar changes to occur in California. With new voting systems, for example, citizens might be able to receive their ballots in the mail, complete and then return them to the City or the County by the mail, in lieu of going to the polls. Another possibility may be the use of on-line voting systems through the Internet through publicly or privately-owned computer terminals.

The use of either mail or electronic ballots could result in less expense for the City and an increase in voter participation. However, any change to the election process must be consistent with State law and the City Charter provisions relating to elections and contain safeguards to prevent fraud and abuse.

2. Voter Turnout

The City currently holds its Council elections in the odd-numbered years. In the twelve City Council elections held since 1979, the average voter turnout has been 31.1% (*see Table 1, page 17*). Ten of the elections were held in odd-numbered years. For those ten elections the average voter turnout was 25.6%. For the one Council election held in an even-numbered year (a special election in 1982), the voter turnout was 70%. In one odd-numbered election year (1989), there was no election held because there were no challengers to the incumbent councilmembers.

While voter turnout has remained relatively low, the number of registered voters has generally climbed, reaching a high of more than 65,000 in 1993. However, as of 1998, the number of registered voters had declined by 12% to about 57,420. Although there were more registered voters in 1997, fewer people voted in the City's 1997 general election than voted in the 1979 general election.

Based on this data, declining voter registration and turnout may emerge as a major issue over the long term. Voting is a fundamental form of citizen participation in government. A continued decline in this form of citizen participation could have a significant impact on City government policies and operations. It could also lead to reduced citizen participation in other areas of City government.

The reasons for the decline in City voter registration and turnout have not been studied. The City may find it beneficial to identify and examine those reasons, determine where there are local issues or broader societal factors contributing to the decline, and then take the actions necessary to encourage long-term increases in both voter registration and turnout.

C. Boards and Commissions

One of the ways members of the community participate in the planning and policy-making process is through service as a board or commission member. Sunnyvale has ten boards, commissions and committees (referred to as boards and commissions) appointed by the City Council to provide ongoing citizen input for major policy areas. Boards and commissions are established either by the City Charter, Council ordinances, or resolutions. Occasionally the City Council creates ad hoc committees and task forces to address citizen input specific issues or projects, but upon completion of their tasks these groups terminate their existence.

Additional information and policies regarding the City's boards and commissions is contained in the Community Participation Subelement.

The authority of various boards and commissions ranges from those with some final decision-making powers, such as the Personnel Board and Planning Commission, to those that are purely advisory. Most board and commission responsibilities include:

- providing ongoing recommendations to the City Council regarding their areas of program area interest;
- holding public hearings to solicit community input on current issues;
- identifying community issues that the advisory body believes should be addressed by City Council;
- advising the City Council on funding allocations for outside community groups, as appropriate;
- providing a channel of communication between the City and the community; and
- participating in the annual Council agenda-setting process.

Five boards and commissions (*Table 2*) are established by the City Charter and as such are permanent unless the Charter is amended. Five other commissions were established by an action of the City Council, and the Council has the authority and flexibility to change the composition and responsibilities of these non-Charter panels (*Table 3, page 22*). Over the years the Council has both created and eliminated boards and commissions established by resolution in response to changing community needs.

Table 2. City of Sunnyvale Charter Boards and Commissions (1999)

Board/ Commission	Number of Members	General Plan Element	Function
Board of Library Trustees	5	Library Subelement	Advisory on library programs and services and access policies. Makes recommendations on co-sponsorship status. Advocates library use to the general public and provides feedback on Library services from the public to the staff.
Heritage Preservation	7	Heritage Commission Subelement	Promotes the restoration, maintenance and operation of heritage resources throughout the City. Reviews and recommends action on all permit applications regarding changes in landmark sites or districts. Also charged with the development and promotion of museums and City archives.
Parks & Recreation Commission	5	Recreation Subelement; Heritage Preservation Subelement	Advisory in all matters pertaining to Parks and Recreation parks program development, and regulations affecting parks and recreation. Makes recommendations on City funding of outside groups, co-sponsorship status, and leisure activities.
Personnel Board Three members representing the community, and two members who are appointed by the City Council from those citizens nominated by City employees.	5	Legislative/ Management Subelement	Advises the City Council and the City Manager on matters relating to personnel policies and procedures and makes recommendations on the adoptions, amendments or repeals of the City Civil Service Rules and Regulations affecting Classified City of Sunnyvale employees. Hears appeals on reclassifications, dismissals, demotions, and other disciplinary actions in the Classified Service with its decisions being final on these matters.
Planning Commission	7	Community Development Element	Reviews and makes recommendations on land use and development; reviews the development and implementation of the City's General Plan and its various elements; makes recommendations regarding zoning, permits, ordinances and other procedures.

Table 3. Sunnyvale Non-Charter Boards and Commissions (1999)

Board/Commission	Number of Members	General Plan Element	Function
Arts Commission	5	Arts Subelement	Advisory in all matters pertaining to the arts in Sunnyvale including the development and promotion of art programs and activities. Also advises the Council on City funding of outside arts group, co-sponsored status and other collaborative programs and services.
Bicycle Advisory Committee	7	Land Use and Transportation; Community Development	Advises on bicycle and pedestrian issues. Makes recommendations regarding the prioritization of bicycle and pedestrian projects as outlined in the 1992 Bicycle Plan.
Board of Building Code Appeals	5	Community Development	The Board reviews matters pertaining to building construction including interpretation of building codes and suitability of materials, handicap accessibility regulations and has final decision-making authority in all appeals related to building construction, including interpretation of building codes. The Board has the full authority to issue administrative fines and take abatement actions.
Child Care Advisory Board	12	Socio-Economic	Advises on issues pertaining to child care.
Housing & Human Services Commission	15	Socio-Economic	Advises on existing and potential programs, policies, and City funding of outside groups. It also reviews Housing Community Development Block Grant programs and priorities. and other issues regarding housing and human services in Sunnyvale.

In addition to the City's boards and commissions there are two other panels to which the City Council appoints citizens to represent the City: the North Valley Private Industry Council (NOVA), and the Advisory Council to the Santa Clara County Council on Aging (*Table 4*).

As lead agency on behalf of the consortium of six north Santa Clara County cities, the Sunnyvale City Council is responsible for appointing the 20-member NOVA Private Industry Council that oversees job training programs in Silicon Valley.

Table 4. Non-City Advisory Boards with Sunnyvale Representation

Board/Commission	Number of Members	General Plan Element	Function
Advisory Council to the Council on Aging (Santa Clara County) <i>*1 representative from Sunnyvale</i>	35	n/a	Makes policy recommendations to the Council on Aging on such issues as housing, medical care, crime and abuse.
Private Industry Council	20	Socio-Economic	Established by federal legislation, the Council is composed of public and private sector membership representing the six consortium cities (Cupertino, Los Altos, Palo Alto, Mountain View, Santa Clara and Sunnyvale). The PIC has equal authority with the City Council in establishing the employment training policies for the NOVA Job Training Consortium.

The Private Industry Council shares equal authority with the Sunnyvale City Council regarding governing policy and operations of the NOVA consortium. This unusual arrangement is an outgrowth of the 1983 federal Job Training Partnership Act. In 1998, Congress approved new legislation that will alter the structure of private industry councils to create "Workforce Investment Boards" or WIBs. This new structure will be implemented during 1999, and the City Council's role may be modified somewhat as a result.

The City also has one Sunnyvale representative seat on the Advisory Council to the Council on Aging, a countywide panel that deals with issues and services affecting older people.

Trends affecting boards and commissions will be the growing competition for time and attention of citizens who are becoming less able or willing than in the past to commit to full terms of service as policy advisors. It is growing increasingly difficult to recruit sufficient numbers of qualified and diverse applicants who can make the long-term commitment to the time and level of effort necessary to provide valuable community input to the policy-making process. In addition, one of the City's goals for boards and commissions is to assure that they are generally representative of the community's demographics. With reduced applicant pools, it becomes more difficult for the City Council to consider diverse representation when it makes appointments.

To address this trend will require study of the factors that make it difficult for citizens to serve on advisory panels and to identify alternatives to address them. Questions to consider would be whether this is a local or a wider phenomenon; the nature and structure of the service itself; effectiveness of recruitment efforts; and the value of the experience to citizens.

D. Intergovernmental Relations

The City has a long history of successfully participating in intergovernmental activities in order to advocate for and protect the City's interests in decisions made by other government agencies.

The City Council annually appoints members of the Council to represent the City on various intergovernmental bodies. The Council's goal is to deal proactively with priority intergovernmental issues to the extent feasible. Over the years, the City has developed an active intergovernmental role that has improved its ability to influence actions by other governmental bodies that affect the City. This active intergovernmental participation has increased the mutual awareness between the City and other agencies, and it has successfully used a collaborative approach that has been effective for achieving results and leveraging the limited resources that are available or appropriate for this purpose.

Councilmembers are active in regional, state and national associations that advocate on behalf of cities, such as the Santa Clara County Cities Association, the League of California Cities (LCC) and the National League of Cities (NLC). Councilmembers often participate as members of policy committees of both the LCC and NLC. These committees shape the policies and priorities of those organizations regarding state and national issues that affect local government. Councilmembers sometimes also participate in league leadership roles, such as board members, policy committee chairs and division presidents.

To enhance Council's effectiveness in intergovernmental activities, staff provides support to the councilmembers who participate on intergovernmental bodies. Overall, councilmembers are involved in an average of 30-40 intergovernmental assignments at any given time.

In addition, Council establishes annual intergovernmental priorities and policy statements. Current state and federal legislation is tracked by staff, and new Council policy positions are established as needed, enabling Council and staff to advocate the City's position to county, state and federal legislators on a timely basis.

The City Council will continue to be active in intergovernmental relations and staff will continue to provide intergovernmental support to councilmembers who serve on various regional, state and federal intergovernmental bodies. The need to work collaboratively with intergovernmental associations, business organizations, interest groups and the community in general to achieve legislative goals will only grow greater as the issues of state and federal policy, resources and mandates continue to become more complex.

Future Trends/Issues in Intergovernmental Relations

There are two major trends that will impact the City's approach to intergovernmental relations in the future. Those trends are:

- the changing intergovernmental relationships between cities and state and national governments;
- protecting local revenue sources; and
- impact of technology policy decisions.

1. Changing Intergovernmental Relationships

Over the years, the relationship between cities and the state and national governments has changed. Direct funding from the federal government has diminished, but the federal government continues to impose mandates on cities. Recently, there has been a concerted effort to turn back responsibility on major issues, such as welfare reform, from the federal government to state and local governments. This trend is likely to continue, requiring ongoing attention by the City to understand the implications of proposed policy changes and to advocate effectively on behalf of the interests of the community.

2. Protecting Local Revenue Sources

Local government financing has become increasingly intertwined with the financing of the State of California government since the passage of Proposition 13, which cut property taxes in 1978. In the early 1990s, the state transferred local revenue sources that were historically used to finance local government to fund the state's budget. This unstable fiscal relationship will continue unless fundamental constitutional reforms are made to protect local revenues. Cities will have to remain diligent in protecting local authority and finances from state appropriation.

3. Impact of technology policy decisions

Related to the need to protect local revenue sources, the growth of technology in the area of electronic commerce will have a major impact in the future. Although this is primarily both a national and state policy issue, local government has a major stake in the outcomes of the policy debates and decisions that will address issues such as internet tax and their relationship to local control, local services, resource allocations, and economic development. Decisions made in Sacramento and Washington regarding technology policy and taxation will have important consequences for local quality of life that is the responsibility of local government.

II. The Planning and Management System



To provide effective and efficient local government, Sunnyvale's Planning and Management System reinforces and strengthens the partnership between elected officials, staff, and the community.

PAMS, the Planning and Management System, is a fully integrated approach to policy setting and service delivery in a results-oriented government environment. PAMS provides the opportunity for Council, citizens and staff to collectively develop and achieve a vision for the City. The system plays a major role in determining where the City is going and how it plans to get there. The focus of PAMS is providing the linkage for policy setting; allocation of resources in the budget; and evaluation of results.

The basic components of the Planning and Management System were under development and in use in Sunnyvale in the late 1970s. By the early 1980s, these components were assembled into an overall integrated system. Refinements have been made continually since that time as experience led to new opportunities for its use and improvement.

Throughout the development of the PAMS, the key emphasis has been on:

- making various governmental systems more rational, linking policy setting, budgeting, implementation, and evaluation of results;
- integrating short-range activities with long-range planning so that resources are available and short-term decisions are made with a long-term consciousness;
- articulating service levels in terms of amount, quality and cost and providing resources to achieve them in ways that are both flexible and accountable; and
- improving the quality, efficiency and effectiveness of services provided by local government.