



## MEMORANDUM

Date: 9/9/2024

To: Grand Lake Board of Trustees  
From: Guy Patterson, Town Manager

Re: **Work Session-Administrative Organization**

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### **Work Session Agenda Item Number Three**

Chapter 2, Article 7 of the Grand Lake Town Code states:

*"...The Town Administrator may propose a plan of administrative organization to the Board within sixty (60) days after his appointment, which, if approved by the Board, shall be adopted by Ordinance. The administrative plan shall provide for such departments and officers as may be deemed necessary for the efficient administration of the Town. All such officers shall be appointed by the Town Administrator, subject to review by the Board, except the Municipal Judge, Town Attorney, Town Clerk, Town Clerk Pro-Tem, Town Treasurer, and Administrative Hearing Officer who shall be appointed by the Board unless otherwise provided..."*

### **BACKGROUND**

The formal study of the separation of the political realm with the functional management realm of government administration originated in Europe in the 1800s. In 1887, Woodrow Wilson wrote *The Study of Administration* which introduced America to the critical examination of not only what personnel were necessary to manage the affairs of a civil society, but what was the role of the actual organization, specifically in relationship to the political arm.

According to Svara, James H. and Kimberly L. Nelson. *"...in a technical sense, the term "city manager," in contrast to "chief administrative officer" (CAO), implies more*

*discretion and independent authority that is set forth in a charter or some other body of [codified law](#), as opposed to duties being assigned on a varying basis by a single superior, such as a mayor...*

The International City/County Managers Association notes that “...as the top appointed official in the city, the city manager is typically responsible for most if not all of the day-to-day administrative operations of the municipality, in addition to other expectations.”

There is a concept in municipal management of a “CEO” style manager. The manager is the CEO of a multimillion-dollar corporation and the elected officials, in this case the Grand Lake Board of Trustees, sit as the Board of Directors. The Board provides high-level, visionary policy direction and the CEO, endowed with latitude to make on-going personnel and administrative decisions, provides the day-to-day leadership to the staff for the effective, efficient and transparent implementation of Board priorities and goals.

A local government essentially has two sides. There is the political side and the administrative side. This memo is to detail several recommended changes to the administrative structure of Grand Lake. Some will be amendments to the Town code, while others will reside outside of code amendments. All are to work together to strengthen the administrative fiber of the organization to meet the needs of today’s Grand Lake.

## **Grand Lake Municipal Code, Chapter 2**

Chapter 2 of the Grand Lake municipal code outlines the administration of the town. It includes the mayor and the board of trustees, but specifically it addresses the other officers of the Town in Articles 6-16.

This chapter is certainly antiquated (possibly 40 years old) and not suited to today’s management needs of Grand Lake. While working within the confines of a statutory town, wholesale amendments to the article are recommended and detailed as follows. (please see attached redline proposed amendments):

- Director of Finance, Road Commissioner, Parks Commissioner, Water Commissioner and police commissioner (2-6-1 to 2-6-3): This section is unnecessary. Finance has been replaced by the Treasurer. Road Commissioner and Parks Commissioner have been replaced by a public works director. Water Commissioner has been replaced by a superintendent. Police commissioner has been replaced by a Marshal (2-12-1). All should be deleted.
- Replace “administrator” with “manager” throughout the Town code.

- Town Manager. 2-7-1 Appointment: Take the appointment of this position from passive to mandatory. Remove the residency requirement which is wholly unfeasible in today's housing market.
- 2-7-2 Functions and duties: (c) The manager does not appoint. That is a board function. The manager hires the heads of departments and causes staff to be hired throughout the organization, specifically through the job descriptions of the department heads.
- 2-7-3 Administrative organization: The proposed amendment to this section clearly delineates the town manager as the chief executive of the town government and provides clarity as to the role. Removed are any requirements that staff, other than those statutorily required to be appointed by the Board, are to be "subject to review" by the Board. The goal is to remove the hiring and management functions of the Town from the political environment and give the manager necessary leeway to make executive decisions to further the effective and efficient organizational implementation of administrative functions. The Board of Trustees can choose to fund these recommendations through their annual budget process instead of directly intervening.
- 2-8-3 Duties of the Clerk: (G) is recommended for deletion as it is antiquated and unnecessary.
- Article 12. Police Department. 2-12-1 Creation- composition: Change town marshal to Chief of police.
- 2-12-3 Appointment, Powers and Duties of Marshal: While the code will still require a police department, it is recommended that the Board consider amending the language from mandatory to passive in terms of the appointment of a Marshal/chief.
- To be clear, the Board could in the future, and after discussion with their legal counsel, decide to do away with the concept of a town police department all together.
- Article 15. Employee Policy Handbook. 2-15-1 Employee Policy Handbook: It is inconceivable that the Town would not mandate an employee handbook to protect themselves from legal actions by current and former employees. Changing the language from passive to mandatory will accomplish this goal.

### **Budget Practices**

The management of a budget of a small community is at the same time the most important function of staff and elected officials and the most mis-understood and ignored. At its core, a budget performs two functions. First, it allows for the collection of data to analyze revenue and expenditure trends over time. Second, and perhaps more importantly, it's a reflection of the priorities of a community. In stark terms, it

reflects clearly what a community values and believes is important. The creation and implementation of a budget is a year-round effort.

### **Budget Calendar**

To that end, it is recommended that the Town adopt a budget calendar to help solidify and guide the process. A reminder that the Grand Lake budget is on a calendar year which means it starts January 1 and ends December 31 compared to the state of Colorado budget which starts on July 1 and ends June 30.

- **January 1:** Initiate fiscal year budget
- **Winter/Spring:** Initiate and conclude prior fiscal year audit.
- **February and March:** The Town issues an annual community survey designed to inform the Board of Trustees as to the demographic composition of their community and the needs and desires of their constituents.
- **April:** Board of Trustees retreat. This is to review the results of the community survey and give direction to staff to investigate Board priorities and return with findings and recommendations. Board also reviews CIP.
- **Late Spring/Summer:** Review and accept audit for prior fiscal year.
- **August:** Staff presents Board with draft budget for upcoming year.
- **September:** Board and staff engage in public “workshop” for budget.
- **November:** Board adopts Budget. The document adopted by the Board will include the budget, fee schedule, salary scale, organizational chart and CIP.
- **December 31:** Conclude fiscal year Budget

### **Budget Capital Improvement Plan (CIP)**

A Capital Improvements Plan (CIP) provides a roadmap for the Town’s expenditures on major investments to critical infrastructure such as buildings, streetscapes, parks, property, and equipment. These plans are usually between the range of five and ten years. It serves as a companion to the Town’s Annual Budget—providing a guide to spending on major improvements and maintaining the long-term fiscal health of the Town. While the CIP maintains a multi-year planning horizon, it is revisited and re-adopted annually and evolves based on community needs and circumstances. Its adoption represents the community recognition of the goals and aspirations of the Town.

It helps policymakers plan the buying of new equipment, building new facilities, improving public areas such as gardens, parks and public playgrounds, scheduling street

and sidewalk repairs or installing improvements like streetlights, benches or accessibility ramps. It helps illustrate and manage the competition for limited resources.

Johnstown, CO has a very simple, usable CIP and it has been attached for your reference. It clearly defines budgetary implications and project types. It is highly recommended the Town of Grand Lake use this for its template.

But a CIP is only one part of the capital planning and budgeting process. Annually, the budget should include specific cost estimates for individual capital projects. These would be produced by staff and would be available for review and discussion at the August draft budget presentation. They would drive the budget process as well as inform the bid process and overall management of the seasonal calendar for accomplishing capital projects. Attached are examples of these individual cost estimates from Forest Lakes Metropolitan District in Bayfield, CO.

The end goal of capital projects management is to get away from the annual budget containing “place holder” numbers for undefined projects. Instead, the Town should strive to plan well ahead and understand fully the fiscal implications of any capital project. It’s one of the most effective tools in a community’s toolbox to define and clarify what it values.

### **Organizational Structure**

Included in your packet is the current organizational structure of Grand Lake. This is derived from available job descriptions and information provided by the Treasurer detailing supervisory authority. Also included is a proposed organizational chart. The proposed chart reflects the following:

- Elevate Grand Lake Center Manager to Director status. Become more aggressive in terms of programming for the facility.
- Add three PT employees to Grand Lake Center sharing with GLFPD through their internship program. This would provide a constant stream of Town employees while making the GLFPD internship program more attractive because those individuals would now have income from parttime employment.
- Turn community engagement into a contract position. This would change position from a Grand Lake Center utilized employee into a contract focused specifically on community engagement. Use displaced expenditures to fund Grand Lake Director and PT employee salaries.
- Put Administrative Assistant & Events under general auspices of Town Manager. This position would effectively be the administrative assistant for all senior staff

as well as the contact for all event related activities within the Town. Currently the position directly reports to the Clerk.

- Put Bookkeeper under Treasurer. Currently this position reports directly to the Town Manager.
- Add Permit Tech/Code Enforcement under Community Development Director. Currently neither a code enforcement position nor permit tech position is necessary fulltime. Combining the two would allow staff the ability to recruit the position on a fulltime basis.
- Add 6 seasonal PT foreign employees shared with local businesses to perform “toilets and trash” duties. This would ensure that during tourist season, the Town looks it’s best with a dedicated staff that does nothing but make sure our parks and public restrooms are top-notch. Working with local businesses to share seasonal employees would benefit both parties. Because of this structure, there may be the ability to reduce the FT employee count within public works and allow them to focus fully on repairs, maintenance and capital improvements.

While there is an anticipated increase overall in salaries, it will be mitigated by combining jobs, contracting services, sharing employees with other entities and more accurately funding current employees by fund. The organizational chart would become part of the annual budget.

### **Recommendations**

- Board consider and adopt amendments to Chapter 2, Article 6-16. Completion date before end of FY-2024.
- Board to adopt budget calendar. Completion date before end of FY-2024.
- Town Manager to re-write all job descriptions. Completion date before end of FY-2024.
- Board to adopt FY-25 budget including fee schedule, salary scale and organizational chart
- Board to adopt CIP. Completion date March, 2025.
- Board to issue town survey. Issue date February 1, 2025.