

City of Houston Organization & Operations

Presented by
HR – Employee/Labor Relations Division



Public Service and How the City Operates

The History, Structure, and Functioning of
The City of Houston Government



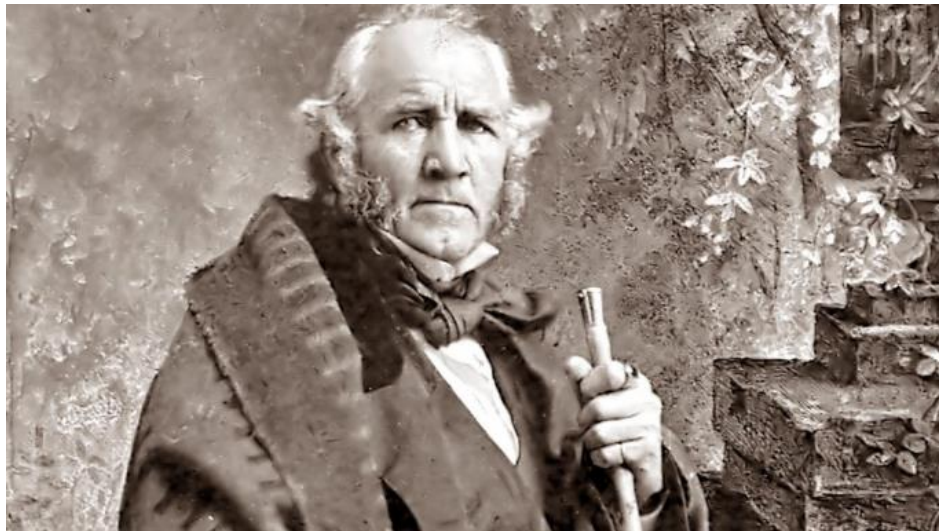
History of the City of Houston

Houston was founded in August 1836 after the Texas War for Independence by brothers **John Kirby Allen** and **Augustus Chapman Allen** who purchased 6,642 acres to create a “great center of government and commerce”



History of the City of Houston

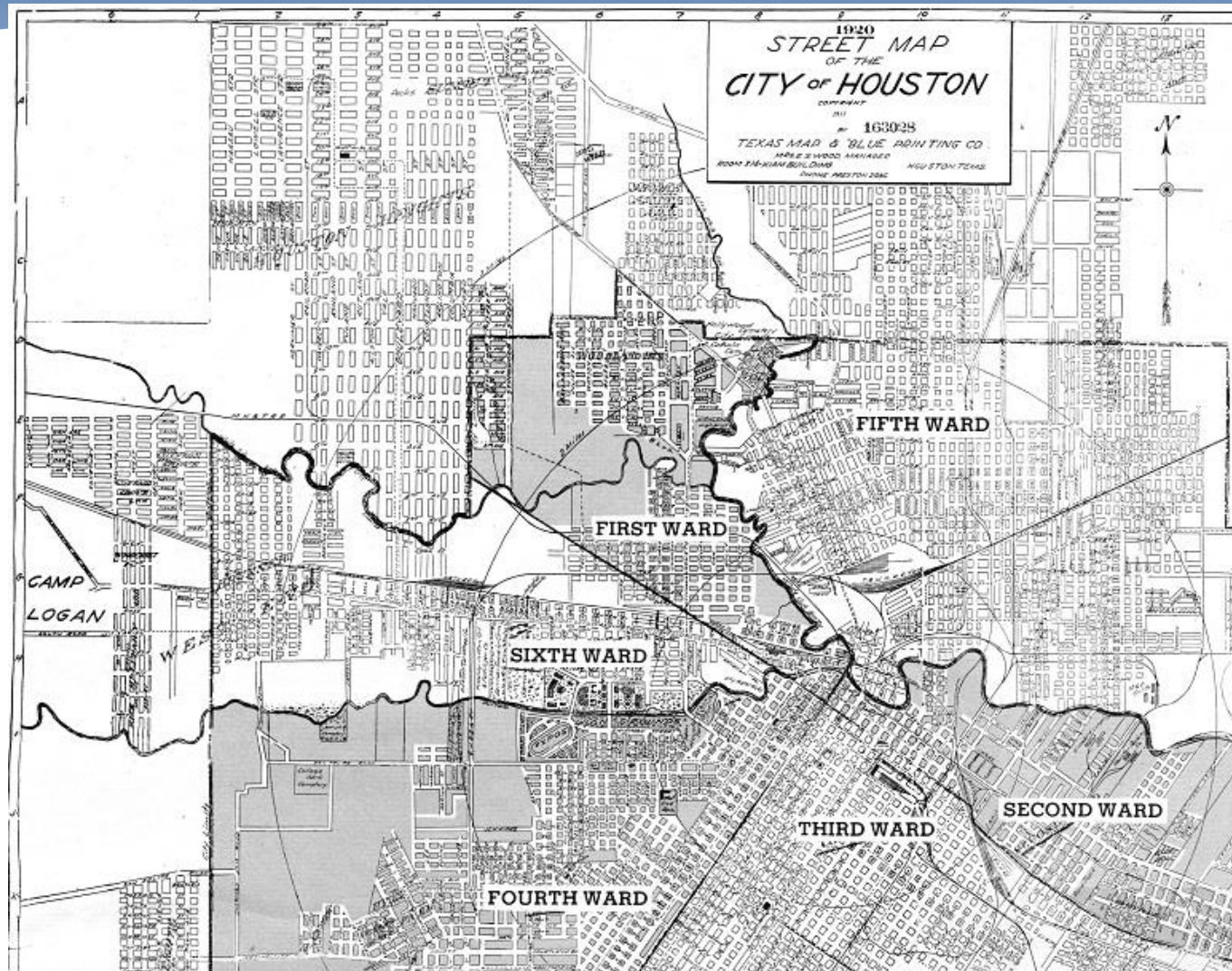
- The City was named after Sam Houston, the Commander-in-Chief of the Texas Republic
- He served as President of the Republic of Texas, Senator from Texas, and Governor of Texas
- Sam Houston is the only person in U.S. history to be the governor of two states, Tennessee and Texas



History of the City of Houston

- The City of Houston was incorporated by the State in June of 1837 with James S. Holman becoming its first mayor
- The new City charter established three wards with a fourth ward added in 1840
- Each ward elected two alderman to serve on City Council
- Streetcar system begun 1874
- Houston's free public schools were established in 1877

History of the City of Houston



The Two Key Events That Triggered Houston's Growth

- Great Storm of 1900 that leveled Galveston
- Oil was discovered at Spindletop near Beaumont in 1901

History of the City of Houston

- The Houston Post began in 1880 (last edition 1995)
- The Houston Chronicle began in 1901
- President Theodore Roosevelt approves \$1 Million to construct the Houston Ship Channel - 1902
- Houston Public Library opens in 1904
- Rice University founded 1912
- The Houston Symphony Orchestra was formed in 1913
- Houston Zoo opens 1922 – Two ostriches purchased by schoolchildren's 1¢ donations

History of the City of Houston

- KTRH Radio – 1922 KPRC Radio - 1925
- Houston ISD was formed in 1924
- Houston Junior College opens in 1927 (HISD)
- Houston's first airport was formed in 1928 (W. T. Carter Field, now Hobby Airport)
- Houston replaced Dallas as the most populous City in Texas in 1930
- Houston Junior College renamed University of Houston, & becomes a 4-year college - 1934

History of the City of Houston

- The Medical Center open in 1945
- Texas Southern University is formed in 1947
- Broadcast television starts in Houston in 1949
(KLEE-TV, then KPRC-TV in July 1950)
- Astrodome was built in 1965
- First female Mayor, Kathryn Whitmire takes office in 1981 – Served 5 terms
- Houston became the 4th largest City in USA in 1984

How does the City Function

The City of Houston is an organization of hired people, and elected and appointed officials, who are bound by laws and rules, and directed by the will of the people to provide necessary and enhanced services for our vibrant City to function and prosper



City Charter

- **Charter** – A written instrument that creates, grants and defines the rights, franchises and privileges of a City from the state
- **Represents a blueprint or framework for how the City operates**
 - Who
 - What
 - When
 - How
- **Establishes basic**
 - Organization
 - Structure
 - Powers
 - Authority
 - Procedures
 - Rules

CHARTER

ARTICLE I. - CORPORATE NAME AND BOUNDARIES AND PLATTING OF PROPERTY

Section 1. - Corporate Name.

SECTION 2. - BOUNDARIES ESTABLISHING CITY LIMITS. [Text omitted].

Section 2-a. - Repealed.

Section 2-b. - Repealed.

SECTION 3. - Platting of property.

ARTICLE II. - CORPORATE AND GENERAL POWERS

Section 1. - Corporate Powers.

Section 2. - General powers.

Sec. 3. - Real Estate, etc., Owned by City.

Sec. 4. - Street Powers.

Sections 4-a and 4b. - Repealed.

Section 5. - To Regulate Street and Electric Railway Companies.

Section 5-A. - Interchange of Service or Common use of Tracks, poles, etc.

Charter Evolvment

- **The City was set up by a charter originally issued in 1837** by the Congress of the Republic of Texas and then reissued and replaced by the Texas State Legislature
- **The City's charter**, which grants broad powers and outlines a general “mission”, **provides the City council with the power to enact ordinances** to “govern” and/or regulate certain functions such as public safety, health, welfare, and education
- **The Texas Home Rule Amendment** gave a City with more than 5,000 inhabitants the power to adopt its own charter if approved by the City's voters, thereby granting the power of self-government
- The state constitution's 1912 “home-rule” City amendment granted Houstonians the power to amend the Charter
- First charter amendment was in 1913

Code of Ordinances

- Rules, regulations, laws, and procedures that provide powers and govern the business and general conduct within the City
- Establishes Operational Jurisdiction for every
 - Official (Mayor, Council Members, etc.)
 - Duty (Ambulance, Fire, Police, etc.)
 - Power (Fees, Condemnation, etc.)
 - Responsibility (Cemeteries, Animals, etc.)
- www.municode.com

Code of Ordinances

(Partial list of chapters)

- Chapter 1 - GENERAL PROVISIONS
- Chapter 2 - ADMINISTRATION
- Chapter 3 - ALCOHOLIC BEVERAGES
- Chapter 4 - AMBULANCES
- Chapter 5 - AMUSEMENTS
- Chapter 6 - ANIMALS AND FOWL
- Chapter 7 - ANTIQUE DEALERS, COMMON MARKETS, SCRAP METAL PROCESSORS, SECONDHAND RESELLERS AND RELATED BUSINESSES
- Chapter 8 - AUTOMOTIVE DEALERS AND AUTO WRECKERS
- Chapter 9 - AVIATION
- Chapter 10 - BUILDINGS AND NEIGHBORHOOD PROTECTION
- Chapter 11 - BURGLAR AND FIRE ALARM PROTECTIVE SERVICES
- Chapter 12 - CONVENTION AND ENTERTAINMENT FACILITIES DEPARTMENT

- Chapter 13 - EMERGENCY MANAGEMENT
- Chapter 14 - CIVIL SERVICE
- Chapter 15 - CONTRACTS
- Chapter 16 - MUNICIPAL COURTS
- Chapter 17 - EQUAL RIGHTS
- Chapter 18 - ETHICS AND FINANCIAL DISCLOSURE
- Chapter 19 - FLOOD PLAIN
- Chapter 20 - FOOD AND DRUGS
- Chapter 21 - HEALTH
- Chapter 22 - STREET VENDORS
- Chapter 23 - LAKE HOUSTON
- Chapter 24 - LIBRARIES
- Chapter 25 - SPECIAL EVENTS
- Chapter 26 - PARKING
- Chapter 27 - MINI-WAREHOUSES

- Chapter 28 - MISCELLANEOUS OFFENSES AND PROVISIONS
- Chapter 29 - MANUFACTURED HOMES AND RECREATIONAL VEHICLES
- Chapter 30 - NOISE AND SOUND LEVEL REGULATION
- Chapter 31 - OIL AND GAS WELLS
- Chapter 32 - PARKS AND RECREATION
- Chapter 33 - PLANNING AND DEVELOPMENT
- Chapter 34 - POLICE AND FIRE PROTECTION
- Chapter 35 - PRISONERS AND PRISON FARM
- Chapter 36 - PUBLIC CHARITIES AND TRUSTS
- Chapter 37 - PUBLIC UTILITIES
- Chapter 38 - RAILROADS

City's Policies and Procedures

- **Executive Orders**
- **Administrative Policies**
- **Mayor's Policies**

City's Policies and Procedures

➤ Executive Orders (Partial list)

Executive Orders

- 1-1 -- Administrative Procedures -- 04.12.2010
- 1-2 -- Directives for Improving Access to City Contracts by MWBE and Non-MWBE Contractors -- 07.01.1995
- 1-3 -- Establishment of Office of Business Opportunity Advisory Board -- 05.31.2012
- 1-4 -- Employee Health Benefits Advisory Committee -- Rescinded 12.18.14
- 1-5 -- Independent Police Oversight Board -- 09.23.2011
- 1-6 -- Veteran's Employment Preference -- 11.16.2010
- 1-7 -- City Contractors' Pay or Play Program -- 01.03.2012
- 1-8 -- Healthy Houston Initiative -- 09.17.2012
- 1-9 -- City of Houston Enterprise Geographic Information System -- 05.01.2007
- 1-10 -- Releases of Housing and Community Development Liens -- 10.15.2010
- 1-11 -- Public Safety Advisory Committee -- 06.06.2011
- 1-12 -- Amended Controlled Substance and Alcohol Abuse -- 09.26.2014 (amended signed 04.14.2016)
- 1-13 -- Employee Payroll Deduction Policy -- 09.24.2010
- 1-14 -- Procurement and Payment Policies -- 03.26.2010
- 1-15 -- Houston Complete Streets and Transportation Plan -- 11.01.2013
- 1-16 -- Rating Proposed Minority and Women Business Enterprise Participation Levels -- 10.18.1995
- 1-17 -- Language Access-- Rescinded 05.16.2014
- 1-18 -- Policy on Use of Social Media -- 01.04.2011
- 1-19 -- Demolition of Privately Owned Buildings -- Rescinded 09.11.2013

City's Policies and Procedures

➤ Administrative Policies (Partial list)

Administrative Policies

SECTION 2 - GENERAL GOVERNMENT

- 2-1 -- **Placing Items on the City Council Agenda** -- 12.04.2012
- 2-2 -- **Motor Vehicle Assignment and Use** -- 12.04.2012
- 2-3 -- **Severe Weather and Other Emergency Conditions** -- 10.12.2015
- 2-4 -- **Electronic Timekeeping Policy** -- 02.22.2012
- 2-5 -- **Authorization and Reimbursement for Local and Out-of-Town Travel and Travel Related Expenses** -- 04.11.2017
- 2-6 -- **Post-Bid Opening Contracting Procedure for Departmental Non-Federally Funded Construction Projects** -- 05.01.1985
- 2-7 -- **Five Year Capital Improvement Plan** -- Rescinded 02.08.2011
- 2-7 -- **Campaign Finance – Limitations Affecting City Contracting, etc.** -- 11.21.2011
- 2-8 -- **Pandemic Preparedness Plan for City of Houston Workforce** -- 06.19.2009
- 2-9 -- **Guidelines for Responding to Requests for Public Information** -- 01.12.2012
- 2-10 -- **City Nonprofit and Local Government Corporations** -- 03.05.2014
- 2-11 -- **Language Access** -- 05.16.2014
- 2-12 -- **Employee Suggestion Program** -- Rescinded 02.02.2015
- 2-13 -- **Notary Public Appointments and Reappointments** -- 12.05.2014
- 2-14 -- **Hazard Communication Program** -- 10.28.2016

City's Policies and Procedures

➤ Mayor's Policies (Partial list)

Mayor's Policies

SECTION 100 - EMPLOYMENT

- 104 -- **Hiring of Relatives** -- 08.22.1983
- 107 -- **Orientation and Training** -- 02.14.1985 (rescinded 12.28.2015)
- 109 -- **Relocation Expenses** -- 12.16.2009
- 110 -- **Seeking Elective Office** -- 02.14.1985
- 111 -- **Temporary Appointments** -- 02.14.1985
- 115 -- **Employee Performance Management Process** -- 07.01.1997

SECTION 200 - PERSONNEL ACTIONS

- 201 -- **Transfers** -- 03.07.1983
- 202 -- **Promotion** -- 01.01.1993
- 203 -- **Demotions** -- 03.07.1983
- 205 -- **Service Awards** -- 02.14.1985

Types of City Government

- **Mayor-Council government**– The oldest form of City government adopted from England's form of municipal government. (Houston)
- **Council-Manager government**– Most executive powers are given to a City manager with the elected council members making ordinances and setting policy. (Dallas)
- **City Commission government** – Combines the legislative and executive functions with each elected commissioner responsible for one or more branches or departments of the governmental entity. (Harris County)

Types of Mayor-Council Government

- **Strong Form** – The mayor has major powers in regard to appointing department heads, setting the budget, and administration of municipal laws and policies
- **Weak Form** – The mayor shares responsibility with City council in regard to appointing department heads, setting the budget, and administration of municipal laws and policies

Strong Mayor-Council Form of Government

➤ The Mayor serves as:

- Head Administrator
- Head Manager (Executive Officer)
- Chief Legislative Officer and Enforcer

➤ Has Major Budgetary Input

➤ Manages Department Performance

➤ Appoints with Council Approval

- Department Heads
- Advisory Boards
- Commissions
- Council Committees

➤ Presides over and sets the agenda for City council, oversees all City operations and sees to it that all laws and ordinances are enforced

City Chain of Command

(May differ slightly depending on the particular department...)



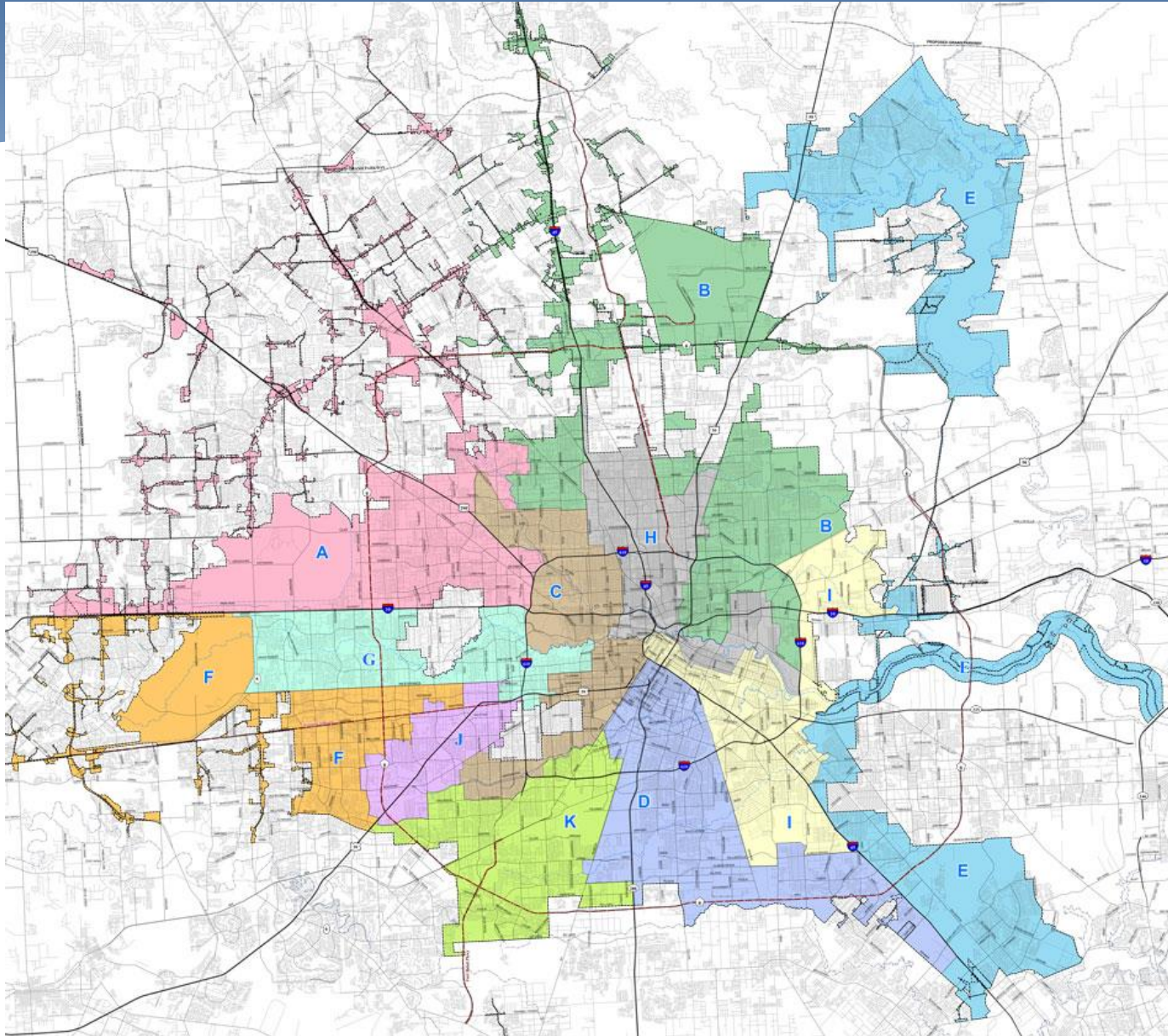
City Council's Role

- The City Council is the elected legislative body that votes on ordinances and resolutions, and approves budgets and mayoral appointments
- Responsible for the:
 - Appropriation and issuance of bonds
 - Approval of contracts
 - Lease or disposal of the City's real estate
 - Levy assessments/taxes against real property
 - Adopt ordinances for eminent domain/derelict property

City Council's Role

- The City Council creates its own rules of procedure
- There are **16 members with 11 representing the district and 5 are at large**
- The Council serve a **maximum of two four-year terms** (as do all elected officials)
- **District Council Members perform constituent service functions on behalf of their district constituents**

City Council Districts



City Controller's Role

- Serves as the City's Chief Financial Officer
- Responsible for ensuring that the assets of the City are properly accounted for and expended in a manner consistent with applicable laws, policies, plans, and procedures
- Conducts internal audits of City departments and federal grant programs
- Elected by public: Independent from Mayor & Council

City Secretary's Role

- Keep, record and preserve City Council minutes and proceedings
- Custodian of City records and documents of City Council proceedings
- Certifies the authenticity of City Council proceedings
- 65 years of service

City Departments



Administration &
Regulatory Affairs

Aviation

City Secretary

Emergency
Management

Emergency Medical
Services

Finance

Fire

Fleet Management

General Services

Houston Health
Department

Housing & Community
Development

Human Resources

Information
Technology

Legal

Library

Municipal Courts

Neighborhoods

Office Of Business
Opportunity

Parks & Recreation

Planning &
Development

Police

Public Works &
Engineering

Solid Waste
Management

Boards & Commissions

- The Boards and Commissions involve residents of the City of Houston who volunteer their time and expertise for the benefit of the community.
- Over 200 Boards & Commissions

Boards and Commissions



Environment



Community Resources



Economic Development



Houston Improvement



Finance



Fundraising



Property



Municipal Court



Municipal Employee Affairs



Transportation



Public Safety



Regulation & Licensing

The City Budget



The City Budget

- The total budget for FY2017 which ran July 1, 2016 through June 30, 2017 is approximately **\$5,007,000,000.**
- The budget is broadly classified into the General Fund, Enterprise Fund Operations, Special Revenue Funds, Internal Service Funds and Service Chargeback Funds

Annual Budget

➤ Fund Types –

- **General Fund** - Largest fund within the City established to finance and account for the general receipts and expenditures. It is used for most basic operating services.
- **Enterprise Funds** - Established to finance and account for the acquisition, operation, and maintenance of governmental facilities and services related to Aviation, Convention & Entertainment Facilities, and Combined Utility System
- **Special Revenue Funds** - Established to account for the proceeds of special revenue sources
- **Internal Service Funds** – Established to provide services to City departments on a cost-reimbursement basis which include health benefits and long-term disability
- **Service Chargeback Funds** – Established to provide services on a cost-reimbursement basis as an administrative convenience
- **Grant Funds** – External funds that are disbursed via an external entity for specific uses in programs or the delivery of services

Revenue and Expenditures

➤ Sources of Revenue

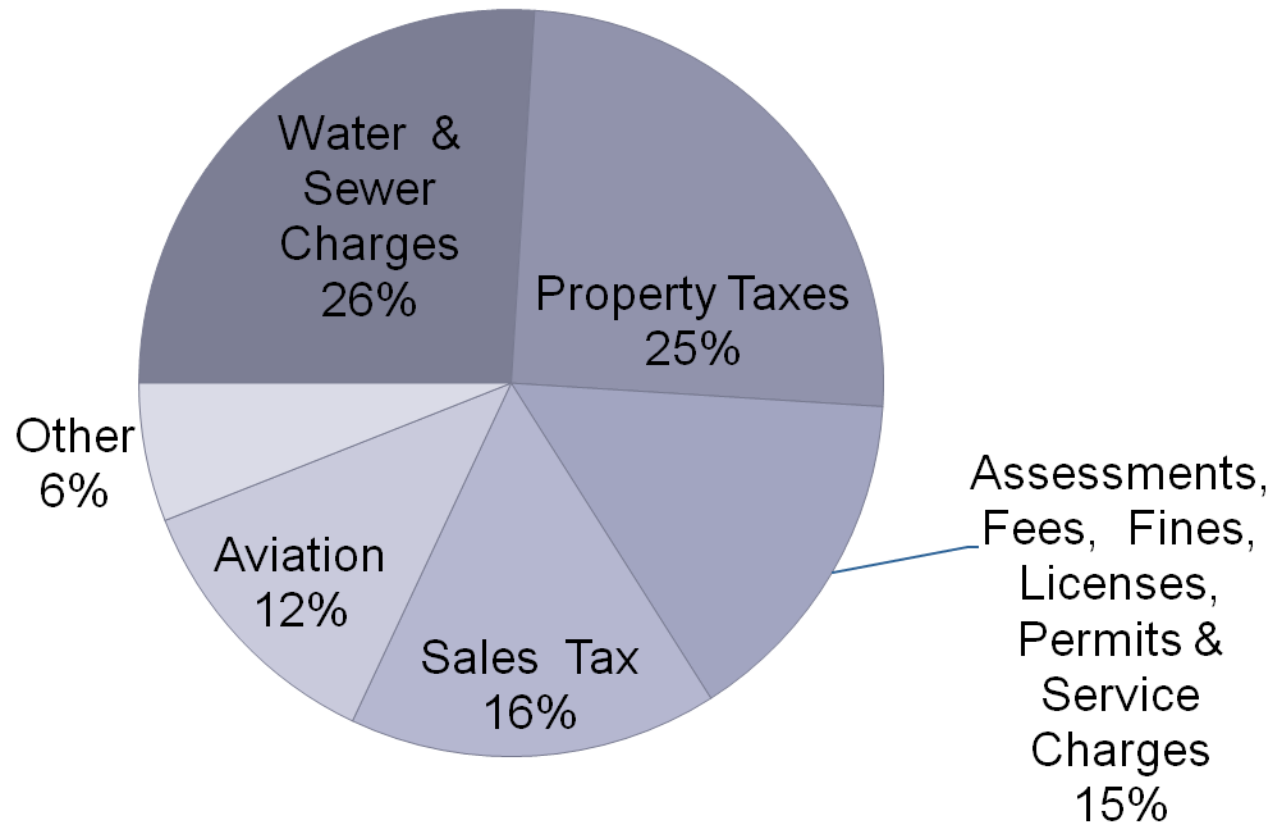
- Taxes
- Fees
- Service Charges
- Fines
- Assessments

➤ Sources of Expenditures

- Salaries
- Benefits
- Supplies
- Equipment
- Leases
- Debt

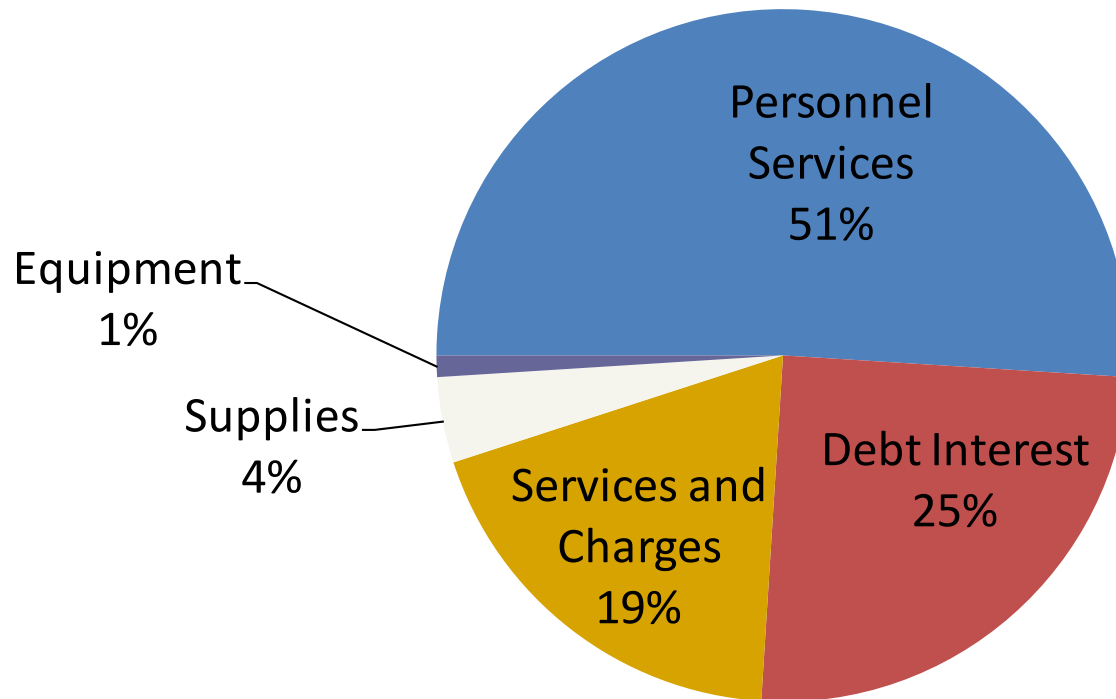
How City Government is Funded

Revenue



City Government Expenditures

Expenses





Houston – Looking Down Main Street from across Buffalo Bayou
Photo taken 1911 or 1912

Civil Service System & Labor Agreements



Civil Service System

- Civil Service System
 - A civil service system generally mean employment in government where such positions filled on merit as result of a competitive examination or screening
 - Civil service protected employees have certain expectations regarding their employment status, including just cause to discipline
 - Civil service system was created in 1913

Civil Service System

- Probationary Employee – an employee who has not completed his first year after original appointment or reappointment in a civil service protected position
- Civil Service employee – all employees, other than probationary employees, embraced within the classification recognized by the commission and not otherwise excepted from civil service by the Charter

Civil Service System

- Non-civil Service Employees – the following classification of employees do not have civil service protection:
 - Probationary employees
 - Appointed officials and department directors
 - Executive level employees
 - Assistant City attorneys and all professional , non-clerical staff of the Legal Department
 - Part-time, temporary, seasonal & emergency employees

Employment Status Terms

- Full time – refers to employees who are scheduled to work 80 hours per pay period
- Part time – refers to employees who scheduled to work less than 80 hours per pay period
- Exempt – the job duties you perform and you will not be paid overtime regardless of hours worked
- Nonexempt – you will be paid overtime or accrue compensatory time for all hours worked in excess of 40 hours in any given workweek

Employment Status Terms

- Promotions - change to a higher classification or pay grade
- Transfers – change to a different division or department
- Demotions - change to a lower classification or pay grade
- Classification - job category within a class of jobs

Example of Job Class

352.1	ASSISTANT CITY AUDITOR I	14	\$30,732	\$62,946	N	B
352.2	ASSISTANT CITY AUDITOR II	19	\$39,728	\$81,952	N	B
352.3	ASSISTANT CITY AUDITOR III	25	\$53,976	\$112,502	E	B
352.4	ASSISTANT CITY AUDITOR IV	27	\$59,384	\$125,476	E	B
352.5	ASSISTANT CITY AUDITOR V	29	\$65,988	\$139,204	E	B

Examples of Classifications

511.9	PARK MAINTENANCE AIDE	4	\$24,960	\$34,944	N	H
513.3	LABORER	4	\$24,960	\$34,944	N	H
511.1	CUSTODIAN	4	\$24,960	\$34,944	N	H
522.1	PAINTER AIDE	4	\$24,960	\$34,944	N	G
872.2	DESKTOP PUBLISHER	14	\$30,732	\$62,946	N	C
771.1	MICROBIOLOGIST I	14	\$30,732	\$62,946	N	B
901.5	LIBRARY ASSISTANT SUPERVISOR	14	\$30,732	\$62,946	N	E
352.1	ASSISTANT CITY AUDITOR I	14	\$30,732	\$62,946	N	B
421.6	TRAINING COORDINATOR	24	\$51,324	\$106,652	E	B
761.3	LABORATORY SUPERVISOR	24	\$51,324	\$106,652	E	B
576.3	SUPERINTENDENT	24	\$51,324	\$106,652	N	B
801.1	PROJECT MANAGER	24	\$51,324	\$106,652	E	B
315.1	CITY SECRETARY	34	\$84,448	\$182,104	E	A
878.0	DIRECTOR OF MAYOR'S OFFICE OF SPECIAL EVENTS (EXE LEV)	34	\$84,448	\$182,104	E	A
457.8	INFORMATION SECURITY OFFICER (ISO)	34	\$84,448	\$182,104	E	A
800.2	PUBLIC WORKS DIRECTOR	39	\$114,244	\$255,112	E	A
640.1	POLICE CHIEF	39	\$114,244	\$255,112	E	A
600.1	CITY ATTORNEY	39	\$114,244	\$255,112	E	A

Labor Union Agreements

- Five (5) labor unions: HPOU, HPPU, HPFFA, IABFF, & **HOPE**
- What is a bargaining unit?
 - The bargaining unit is a group of employees with common interests who are represented by a labor union in their dealings with agency management

Scope of Bargaining Unit

➤ **All Municipal Employees**

➤ Exceptions:

- Department directors
- Elected officials
- City Council staff
- Mayor's Office employees
- Classified members of Police & Fire departments.

Scope of Bargaining Unit

- Note: Municipal employees of the Houston Emergency Center (“HEC”) shall be considered UMs, although within the offices of the mayor.

2015-2018 HOPE MCA Changes

- 3 Year Term: expires June 30, 2018
- Scope of Bargaining Unit
- Economic Terms
 - Minimum Base Pay Rate
 - Three Pay Increases
 - FY2018 ACB trigger for 1% raise

2015-2018 HOPE MCA Changes

- Non-Economic Terms
 - HOPE Leave Pool
 - Departmental Union Representatives
 - Grievance Procedures
 - Employee Concern Resolution Program
 - Employee Performance Evaluation Compliance

Economic Terms

- Bargaining Unit members shall not earn less than twelve dollars (\$12.00) per hour
- Three base pay increases
 - FY2016 – January 2016
 - FY2017 – July 2016
 - FY2018 – July 2017

Economic Terms

- FY2018 – August 2017
 - Bargaining Unit Members may receive an additional 1% ACB if official Fiscal Year 2018 budget adopted by the City Council exceed the agreed combined property tax and sales tax target amount of \$1,920,000,000.00.

Questions?

