

City of Culver City

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Staff Report

File #: 16-279, Version: 1 Item #: A-1.

CC - FOUR-FIFTHS VOTE REQUIREMENT (Budget Amendment Only) - (1) Pursuant to Culver City Municipal Code Section 3.07.075(E)(3), Waiver of Formal Competitive Bidding Procedures; (2) Approve a Five-Year Professional Services Agreement with South Bay Regional Public Communications Authority (SBRPCA) to Provide Dispatch, Vehicle Build, and Radio Maintenance Services to the Police and Fire Departments in an Amount Not-to-Exceed \$12,732,387.00; and (3) Approval of a Budget Amendment to Appropriate \$229,000 from the General Fund Reserve to Other Contractual Services.

Meeting Date: October 10, 2016

Contact Person/Dept: Lt. Jason Sims/ Police Department

Phone Number: (310) 253-6321

Fiscal Impact: Yes [X] No [] General Fund: Yes [X] No []

Public Hearing: [] Action Item: [X] Attachments: [X]

Commission Action Required: Yes [] No [X]

Public Notification: (E-Mail) Meetings and Agendas - City Council (09/23/2016; and 10/04/16); Public Notifications (09/23/2016); (Publication) Culver City News (09/29/2016); Posted on the City's website (09/23/2016);

Department Approval: Chief Scott Bixby (09/28/2016)

RECOMMENDATION

Staff recommends the City Council: (1) pursuant to Culver City Municipal Code (CCMC) Section 3.07.075(E)(3) waive the formal bid requirements; and (2) approve a five-year professional services agreement with the South Bay Regional Public Communications Authority (SBRPCA) to provide dispatch, vehicle build, and radio maintenance services to both the Police and Fire Departments.

BACKGROUND

The Culver City Police/Fire Communications Center ("Communications Center") handles 911 emergency dispatching for both the Police and Fire Departments. Managed by the Police Department, the Communications Center has been in existence since the 1960's and is currently budgeted for 12 fulltime Safety Services Communications Operators ("Dispatchers"). The center's

FY 2015/16 actual costs were \$1,615,227.00.

In 2014, the Fire Department completed an arduous Center for Public Safety Excellence (CPSE) accreditation process. During the process, some concerns were raised regarding the staffing levels of the Communications Center and the training of the Dispatchers. The evaluators recommended an assessment of the Communications Center be completed by an outside organization to identify areas in need of improvement and make related recommendations. As a result, in February of 2015, the Culver City Police and Fire Departments contracted with The Association of Public-Safety Communications Officials (APCO) to conduct an assessment of the Culver City Police/Fire Communications Center.

As cited on its website, APCO International is the world's oldest and largest organization of public safety communications professionals and supports the largest U.S. membership base of any public safety association. It serves the needs of public safety communications practitioners worldwide - and the welfare of the general public as a whole - by providing complete expertise, professional development, technical assistance, advocacy and outreach. (Sourced from https://www.apcointl.org/index.php)

The goal of the APCO assessment was to evaluate the Communications Center's policies, procedures, planning, customer service, training, governance, and organizational structure. The assessment revealed several areas that could benefit from improvement, which are summarized below:

Staffing - The Communications Center current staffing levels allow for 2 to 3 on-duty Dispatchers at any given time. Although these levels are adequate to handle routine operations, they are not sufficient to handle simultaneous emergency events. The high level of competence at which our Dispatchers generally perform their duties cannot make up for a shortage of resources. During times in which the Communications Center receives a high volume of 911 calls and/or during an emergency event, the lack of personnel impairs the City's ability to provide the highest level of customer service, and also could have a significant impact on public safety. Additionally, the low staffing levels make it difficult for our Dispatchers to take breaks or to have lunch away from the center, as being short one person for any period of time would leave the Center even further understaffed. This creates a situation that is less than ideal especially given the fact that Dispatchers work a 12-hour shift.

Supervision - The assessors determined that the Communications Center's supervision is inadequate. Although the Culver City Police/Fire Communications Center is in operation 24 hours per day, 7 days per week (24/7), only one sergeant is assigned to supervise the Center's operations. That sergeant is on duty Monday through Thursday, 6:00 AM to 4:00 PM. In addition, the sergeant assigned to the Communications Center is also responsible for the issuance of citywide event permits and the assignment of sworn personnel to work those events. Based on the sergeant's work schedule and other assigned responsibilities, the Communications Center is without direct supervision the majority of the time. This is does not meet industry standards and quality control best practices.

Policies and Procedures - Although there are policies and procedures in place, the assessors found they are insufficient and do not meet industry standards. The Culver City Police Department Policy Manual contains 14 pages of policies and procedures specific to Dispatchers, with another 502

pages of general police policies, some of which apply to Dispatchers and the Communications Center.

Training - The assessors found that the Communications Center's training program does not meet industry standards, as it lacks formal structure and documentation. Most Dispatchers have attended a 120 hour POST basic dispatcher course. In addition, they all receive periodic and ongoing training to ensure that their skills are kept current. However, one of the most notable omissions is the lack of any Emergency Medical Dispatching (EMD) training. EMD trained dispatchers are able to offer lifesaving first aid instructions to 911 callers while they await the arrival of Emergency Medical Services (EMS) personnel, a practice that drastically improves service to the community and can help save lives.

Facilities and Equipment - The Communications Center is currently located on the basement floor of the Police Department, making it susceptible to leaks should there be a plumbing issue on the upper floors. Also, being that this floor is below ground level, the Center has no windows; not ideal for a job that requires long hours indoors. Additionally, all of the dispatching equipment in the Center is over eight years old, antiquated, and in need of replacement.

APCO Recommendation

Given the significant financial investment needed in terms of personnel and improvements to bring the Communications Center up to date in order to meet industry standards and best practices, the assessors suggested consolidation as a reasonable option that should be explored.

Based on APCO's recommendation, the Police and Fire Departments reached out to South Bay Regional Public Communications Authority (SBRPCA), also known as the Regional Communications Center (RCC), to explore the possibility of contracting for dispatch services.

South Bay Regional Public Communications Authority

As cited on its website, the RCC has provided police and fire 9-1-1 dispatching since 1977. The RCC processes approximately 250,000 police and fire incidents annually in the Southern California region commonly referred to as the "South Bay." The RCC is a joint powers authority currently owned by the Cities of Gardena, Hawthorne and Manhattan Beach while also providing communications services to the cities of El Segundo and Hermosa Beach under contract.

The RCC's Board of Directors, consisting of one City Council member from each of the owner cities, maintains authority over the annual budget approval process. Policy management of the RCC is relegated to the Executive Committee consisting of the City Managers from each of the member cities. Day-to-day operations are managed by the Executive Director, who is appointed by the Executive Committee. A User Committee, consisting of police and fire chiefs from the member cities, provides direction relative to the needs of the organization. Police officers and fire fighters from the member cities make up the Police and Fire Task Forces, which provide feedback and recommendations to facilitate an optimum level of service and safety for citizens, police officers, and firefighters.

The RCC is currently budgeted for 66 full-time positions. A technical services staff of seven provides radio communication installations, as well as light bars, mobile camera and computer systems and all necessary equipment for full-service, emergency vehicles. These technical services are also provided to the following outside agencies: El Camino College Campus Police Department, Gardena

Public Works Department, Hermosa Beach Public Works Department, L.A. Impact, Manhattan Beach Public Works Department and the Redondo Beach Fire Department. (Sourced from http://www.rcc911.org/).

The RCC practices a call taker and dispatcher method of dispatching: call takers answer 911 calls, ask preliminary questions, and then transfer the call to the appropriate police and/or fire dispatcher. This system of dispatching is considered to be an industry best practice, as it is the most efficient dispatching method. This procedure still allows for call takers, who are also dispatchers, to immediately dispatch resources to a location if necessary; something that is common practice at the RCC. A current industry recognized measure of effectiveness for dispatch centers is the percentage of 911 calls that are answered within ten seconds of receiving the first ring. The RCC currently operates at a 97% answering rate, meaning that 97% of all 911 calls received are answered within ten seconds of receiving the first ring, whereas the Culver City Communications Center currently operates at a 94% rate. Another standard that is recognized in the dispatching industry is a one minute processing time for Fire and EMS calls. This standard requires a one minute or less processing time for 90% or more of all Fire and EMS calls. The RCC currently meets this standard whereas the Culver City Communications Center currently does not.

RCC Proposal

After several meetings between RCC management and Culver City Police and Fire Department staff, the RCC provided a proposal for services. The proposal includes an estimated annual cost of \$2,262,798 with possible annual increases of up to 5% based on the Consumer Price Index for urban areas for Los Angeles County and an average of the previous 3 years' annual budget. The RCC used a formula that includes the total estimated annual calls for service generated by the Culver City Police and Fire Departments and the personnel, administrative, equipment, and annual depreciation costs associated with providing emergency dispatch and support services.

Below is a summary of the services that would be provided by the RCC:

- Standard 911 answering and dispatching
- Emergency medical dispatching (EMD)
- Enhanced 911 for cellular phone service, which gives the location of any caller using a smart phone
- Next generation 911, which allows for text and video notifications (will go live 2017)
- Automatic vehicle location services (AVL), which tracks police and fire vehicles using GPS
- Mobile data computer and in-car camera support
- The complete build out of all Police and Fire vehicles (light bars, radios, technical equipment, etc.)
 - Note: The Police and Fire Departments currently use the City's maintenance yard to build our vehicles at an estimated annual cost of \$43,285 (labor only)
- Technical support for all mobile (in-car radios) and handheld radios
- Use of the RCC facility as a command post or EOC
- A full time 24/7 Culver City dedicated police dispatcher
- Two full time 24/7 fire dispatchers (shared between the three other fire agencies)
- 24/7 supervision of the communications center

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Additional 24/7 support from seven other dispatchers

Impact on current Culver City Dispatchers

The City recently concluded the meet and confer process with the bargaining unit that represents the Dispatchers. An agreement was reached that will provide the current Culver City Dispatchers with one of the following opportunities: 1) transition to the RCC as a full-time dispatcher; 2) continue employment with Culver City in another job capacity; and 3) receive an early retirement incentive.

For those Dispatchers choosing to transition to the RCC, after completing the application, interview, and background process, they would be offered to continue employment with RCC at a comparable level of compensation. RCC Dispatchers enjoy a robust salary and benefit package that includes a CalPERS retirement plan and pay that is among the highest in Los Angeles County. Additionally, RCC Dispatchers work in a state of the art facility and have the ability to promote to supervisory and management level positions. As previously mentioned, those Dispatchers who are unable or unwilling to transfer to RCC will be given priority to transfer to a vacant, budgeted position with Culver City subject to meeting minimum qualifications or have an option of receiving an early retirement incentive.

Transition Costs

There would be some one-time costs associated with joining the RCC. The Police and Fire Departments currently use software called New World for Computer Aided Dispatching (CAD) and Records Management (RMS). The RCC uses Tiburon software for CAD and RMS services. In order for the RCC to provide dispatch services for the Police and Fire Departments, the Tiburon CAD software would need to be utilized. There would be a one-time cost of approximately \$20,000 to integrate the Tiburon CAD software with the New World RMS. Additionally, there would be a onetime cost of approximately \$4,000 to install, activate, and license the automated vehicle locator (AVL) software and equipment. A GIS map of the City of Culver City would need to be created and integrated with the RCC's current GIS mapping system at an approximate cost of \$45,000 (note, this cost may be mitigated by the use of the City's GIS maps and mapping staff). approximately \$5.000 in software and hardware to make a connection with the RCC's dispatching equipment and the Fire Department's station alerting system. A point-to-point internet connection for data transfers would also need to be established between the RCC and the Police and Fire Departments using an internet provider at an approximate one-time cost of \$5,000 (approximately \$2,000 annual service charge). The City is currently planning on running fiber optic cable throughout Culver City, which may reduce the annual internet cost in the future. Additionally, a microwave connection will need to be established between the RCC and the Police and Fire Departments as both an additional method of transferring data and as a redundancy; with a one-time cost of approximately \$100,000. As with any major project of this size and complexity, there undoubtedly will be some unforeseen expenses. As a precaution, staff would ask for contingency funding in the amount of \$50,000. Below is a summary of one-time estimated costs associated with making the transfer of emergency dispatch services to the RCC:

- Tiburon CAD and New World RMS integration- \$20,000
- Automatic vehicle locator- \$4,000
- GIS mapping-\$45,000
- Fire station alerting connection- \$5,000
- Internet connection for data transfers- \$5,000

- Microwave connection for data transfers and redundancy- \$100,000
- Contingency funds- \$50,000
 - Total estimated one-time cost.....\$229,000

As mentioned above, the Police and Fire Departments currently use New World CAD and RMS software. The annual maintenance fee charged by New World is \$160,000. The RCC is currently working with its owner and contract cities to purchase new CAD and RMS software. If the City were to join the RCC, we would be required to use the new CAD software and we would have the option of using the new RMS software. As it is in the current RCC quote, any future annual CAD costs is already included in the City's annual fee paid to the RCC. The City would have the option of adopting the RCC's RMS software. The RMS costs would be billed separately by the Hawthorne Police Department, who administrates and hosts the system, based on usage. Since a vendor has not yet been selected by the RCC, it is difficult to estimate what the RMS software will cost. However, based on what comparable cities' currently pay we estimate it would be approximately \$120,000 annually, a savings of approximately \$40,000 a year, with a one-time purchase fee that would be split between the five user cities.

Other Options

In an effort to review and consider all feasible options, Police and Fire Department staff also researched what would be required to bring the Culver City Communications Center up to industry standard. The findings of that research are summarized below:

Facilities and Equipment- The estimated initial cost to bring the Communications Center's equipment up to industry standard is approximately **\$796,609**. This figure includes:

- Purchase and installation of six 911 answering points, five fixed positions and one portable command post position-\$222,619
- New mapping software- \$75,000
- Relocation of the Communications Center to a space on the top floor of the Police Department with windows-\$204,995
 - o Fortify windows and doors-\$54,995
 - Air conditioning upgrade-\$70,000
 - Data cable runs-\$50.000
 - Flooring, paint, supervisor work stations- \$30,000
- Design and installation of five dispatching positions and chairs-\$82,000
- Computer equipment replacement \$7,000

Every five years, the California Governor's Office of Emergency Services awards dispatch centers throughout the state with Customer Premise Equipment (CPE) funding to perform equipment upgrades. Culver City last used these funds in 2007 and currently has \$330,000 available for equipment upgrades to the Communications Center and another \$30,000 available specifically for mapping software. Subtracting the \$360,000 total in CPE funds from the total estimated cost of \$796,609 to upgrade the Communications Center, the City would be responsible for a one-time upgrade cost of \$436,609. This cost estimate does not include the expense of ongoing maintenance and equipment replacement.

Training- A tremendous amount of resources and effort would be needed to develop and implement a formal structured initial training program for new Dispatchers. As a comparison, Culver City Police Department currently has one lieutenant and one sergeant who work together to oversee a field training program for new police officers. The field training program consists of seven or more training officers. New police officers are assigned to several different training officers over a six to eight month period. Training officers use proprietary software that contains very specific training goals to evaluate new officers daily, and document their performance. The initial purchase price of this software was \$10,000 with an annual maintenance fee of \$500. The Emergency Medical Dispatching (EMD) training is a two-day course at a cost of \$400 per person. The overtime cost associated with staffing the two days to cover shifts would be approximately \$1,163 (12 hours @\$48.47 X 2). There are no travel costs involved as the training can be done either on site with an outside trainer or online. A medical director will also be needed to oversee the EMD program in a consultation capacity at an annual cost of approximately \$25,000.

Policies and Procedures- It's difficult to estimate the staff hours and resources required to bring the policies and procedures up to industry standard. As mentioned above, the Culver City Police Department Policy Manual contains 14 pages of policies and procedures specific to dispatch. As a comparison, the RCC has over 400 pages of policies and procedures, all of which is specific to emergency dispatch.

Supervision- Based on quality control best practices and the recommendations made by APCO, an efficient Communications Center operating at industry standards requires direct 24/7 supervision and a manager with years of experience in the field who is well versed in industry best practices. In order to accomplish this goal, it would be necessary to increase the Police Department's staff and hire four civilian Communications Supervisors and one civilian Communications Manager. Communications Supervisors would directly supervise the Dispatchers, while also assisting with dispatch duties as needed. The Communications Manager position would act as the Police and Fire Departments' resident expert on all emergency dispatch related issues, stay abreast of changing trends and laws that affect the professional field, ensure the City is compliant with relevant policies and procedures, and oversee and manage all aspects of the Communications Center's operations. Estimated costs related to this proposed staffing are included below.

Staffing- As previously stated, it would be necessary to hire additional personnel to bring the Communications Center up to industry standard. Based on APCO's recommendations, the Communications Center should be staffed with three to five Dispatchers and one Communications Supervisor at all times. In order to accomplish these staffing goals, it would be necessary to hire an additional four Dispatchers to fully staff each shift. This would allow the Dispatchers to take breaks and lunch away from the Communications Center, giving them much needed time to destress away from their work station.

The total cost (salary and benefits) of a Dispatcher is \$116,280. The estimated total cost of a Communications Supervisor and Communications Manager Positions are \$133,722 and \$153,780 respectively. The total estimated initial annual cost for the proposed increases in staffing would be \$1,153,788.

It would cost approximately \$45,000 to hire and train (initial training only) each of these nine new employees for a total cost of \$405,000. Although filling the aforementioned nine new positions would be a one-time cost, there would be an ongoing cost associated with continuing to staff all of the 21

positions associated with the center as we lose people through attrition (approximately one position a year on average). The estimated ongoing training costs per employee to remain at industry standard would be approximately **\$2,690** per year or **\$56,490** annually for all 21 positions. That would include an average of three days of ongoing training a year per employee, \$525 for travel and per diem, \$420 for hotel (\$140.00 a night), and \$1,745 (12 hours @ \$48.47 X 3) to cover three shifts.

In summary, the total estimated one-time cost associated with bringing the Communications Center up to industry standard is as follows:

- Facility and equipment upgrades-\$436,609 (after subtracting the \$360,000 in CPE funds)
- EMD training for existing Dispatchers (12) and overtime backfill- \$18,756
- Medical Director-\$25,000
- Training and evaluation software-\$10,000
- Hiring and training costs for 9 new employees- \$405,000
 - Total estimated one-time cost.....\$895,365

Total estimated increase in ongoing annual costs associated with bringing the Communications Center up to industry standard:

- Proposed increase in staffing- \$1,153,788
- Average approximate annual hiring and initial training costs (1 employee a year on average)- \$45,000
- Annual ongoing training- \$56,490
- Medical Director annual cost-\$25,000
- Computer and equipment replacement-\$7,000
 - Total ongoing increase in staffing and equipment costs.....\$1,287,278

Adding the ongoing cost of the proposed staffing equipment increases (\$1,287,278) to the current actual cost to operate our Communications Center (\$1,615,227) we arrive at a total of **\$2,902,505** in ongoing annual costs.

DISCUSSION:

Police and Fire Department staff analyzed and discussed in great detail the two above described options: bringing the Communications Center up to industry standards versus joining the RCC. Police and Fire staff recognizes, and does not take lightly the fact that our current Dispatchers would be significantly impacted by the decision to join the RCC.

Bringing the Communications Center up to industry standards would allow the City to improve the working conditions of current staff while maintaining control of the Communication Center's operations. However, doing so would cost the City approximately \$895,365 in one-time upgrades and an additional \$1,287,278 (\$2,182,643 total) annually in personnel and equipment costs. Additionally, there would be a tremendous amount of work hours involved with physically relocating

the center, upgrading all the equipment, hiring and training nine new employees, creating new policies and procedures, managing the center moving forward, etc.

Although the current Dispatchers generally do an outstanding job, especially considering the limitations, it is clear that the RCC would be able to offer significantly improved public safety services to the Culver City community. Improved services to the community include the utilization of a modern 911 dispatching system and other technologies such as text/video 911, dispatchers who can provide medical pre-arrival instructions, and additional personnel and resources to better handle surge capacity and 911 processing times. Joining the RCC is also more cost effective. estimated one-time cost to join the RCC would be approximately \$229,000, which is \$666,365 less than the estimated one-time cost to bring our Communications Center up to industry standard (\$895,365). As stated above, the annual price quoted by the RCC is \$2,262,798, which is \$639,707 less than the estimated ongoing cost to bring our center up to industry standard (\$2,902,505); that figure does not take into consideration the estimated \$43,285 in annual savings with vehicle builds and the estimated \$40,000 in annual savings in CAD and RMS costs in future years. Although there would be a significant amount of work hours involved in facilitating the move to the RCC, those hours would be minimal in comparison to the work hours that would be involved with not only managing the upgrade of the existing Communications Center, but also in managing and administering it moving forward.

Based on the facts described in the report, both the Police and Fire Departments believe that it is in the best interest of the City of Culver City and its residents that the City Council approve a five-year professional services agreement with the South Bay Regional Public Communications Authority (RCC) to provide emergency dispatch, vehicle build, and radio maintenance services to both the Police and Fire Departments.

In general, CCMC Section 3.07.085 exempts professional services from the formal competitive bid process. However, pursuant to CCMC Section 3.07.050, where the same consultant has been utilized for a period of five years, the formal bidding procedures shall apply unless waived by the City Council. Based on the foregoing, City staff is requesting the City Council waive this requirement for the reasons stated above, in accordance with CCMC Section 3.07.075.E.3.

FISCAL ANALYSIS

A budget amendment requires a four-fifths vote.

Option# 1: Contract with RCC

If City Council determined to approve staff recommendation to contract with RCC, there would be a one-time cost of \$229,000, summarized below:

- Tiburon CAD and New World RMS integration- \$20,000
- Automatic vehicle locator- \$4,000
- GIS mapping-\$45,000
- Fire station alerting connection- \$5,000
- Internet connection for data transfers- \$5,000

- Microwave connection for data transfers and redundancy-\$100,000
- Contingency funds- \$50,000

\$229,000 is requested to be appropriated from the General Fund Reserve to IT Equipment - Software (10140200.732160).

The RCC proposal includes a 5% maximum contract increase per year.

Year 1	\$ 2,491,798 (\$2,262,798 + \$229,000 one-time costs)
Year 2 (not-to-exceed)	\$ 2,375,938
Year 3 (not-to-exceed)	\$ 2,494,735
Year 4 (not-to-exceed)	\$ 2,619,472
Year 5 (not-to-exceed)	\$ 2,750,445
Five-Year Total (not-to-exceed)	\$12,732,387

The \$2,262,798 annual cost for Year 1 is approximately \$650,000 higher than the \$1,615,227 actual costs for Fiscal Year 2015/16, or approximately \$55,000 higher per month. It is estimated the migration to the RCC will go 'live' in February, meaning there would be five months of the higher costs incurred in Fiscal Year 2016/17. Therefore, \$275,000 is requested to be appropriated from the General Fund Reserve to the Other Contractual Services account (10140200.619800). Additionally, all remaining appropriations in the Communications Center at the time of cut-over to the RCC will be transferred into the Other Contractual Services account. Future budgets will incorporate the annual contract costs.

The above annual contract costs do not include the one-time cost and annual costs for the new RMS system RCC anticipates purchasing. Staff will request budget approval from the City Council at a later date.

Option# 2: Upgrade Communication Center to Industry Standard

If City Council determined to upgrade the Communication Center to Industry Standard, there would be a one-time cost of \$895,365 summarized below:

- Facility and equipment upgrades-\$436,609 (after subtracting the \$360,000 in CPE funds)
- EMD training for existing Dispatchers (12) and overtime backfill- \$18,756
- Medical Director-\$25,000
- Training and evaluation software-\$10,000
- Hiring and training costs for 9 new employees- \$405,000

The annual costs include a 2% annual cost increase.

\$ 3,797,870 (\$2,902,505 + \$895,365 one-time costs)
\$ 2,960,555
\$ 3,019,766
\$ 3,080,162

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Year 5 \$ 3,141,765 Five-Year Total \$16,000,118

ATTACHMENTS

South Bay Regional Public Communications Authority proposal

MOTION

That the City Council:

- 1. Pursuant CCMC Section 3.07.075(E)(3), waive the formal bid requirements; and
- 2. Approve a five-year professional services agreement with South Bay Regional Public Communications Authority to provide emergency dispatch, vehicle build, and radio maintenance services to both the Police and Fire Departments in an aggregate amount not -to-exceed \$12,732,387.00; and
- 3. Approve a budget amendment to transfer \$229,000 from the General Fund Reserve to IT Equipment Software (10140200.732160) and \$275,000 from the General Fund Reserve to Other Contractual Services (10140200.619800). (A budget amendment requires a four-fifths vote.)
- 4. Authorize the City Attorney to review/prepare the necessary documents; and
- 5. Authorize the City Manager to execute such documents on behalf of the City.