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A STUDY OF THE CITY MANAGER FORM
OF GOVERNMENT IN MICHIGAN

Thesis for the Degree of B. S.

M. C. Peterson

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A STUDY OF THE CITY MANAGER FORM OF GOVERNMENT IN MICHIGAN

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BY

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THESIS

PREFACE

The writer desires to acknowledge his indebtedness to the City Managers of the state who have been the source of much of the information contained in this study. I am especially grateful to Mr. Fred R. Harris, City Manager of Jackson, and to Mr. Forval E. Strom and Mr. George E. Harvey of Escanaba, Michigan.

M.C.P.

East Lansing, May, 1928.

I.

THE CITY MANAGER PLAN.

It might be well perhaps, before entering in upon the study of the city manager plan in Michigan, to examine to some extent this newest form of city government. Indeed, it is well to understand the principle of operation of the machine before the machine itself can be fully appreciated.

The city manager plan is not much more than twenty years old. It might be said that it is as yet in its infancy. However, it has grown tremendously during the last eight or ten years and is finding favor in the public eye more and more as each day passes. There are at present 346 cities in the United States with this type of government. Canada is well represented with 16. Hence, it may be seen that the idea has found good ground and is growing and bearing fruit.

Municipal efficiency depends upon the divorce of politics from municipal affairs. It is this very situation which has brought about the origin of the city manager plan. As will be noted later on in this study, the reason for change of government in the majority of cases, is an attempt to bring about a dissolution of the above mentioned combination. The public has finally reached the point of realization, that efficiency can be had in city government as well as in private institutions.

It is no wonder that this opposition has arisen against the older forms of government. Most of the latter

have become "political schemes" of graft and corruption. Public funds have been wasted in an attempt to further the interests of these political machines. Waste and extravagance have been prevalent on every hand. Taxes have reached unprecedented heights and yet the people have failed to see any results in the way of public improvements. No study has been made of city needs, present or future, and as the result the municipality has become dwarfed in its forgotten and unimproved community.

It is this state of affairs, then, which has brought about the so-called city manager plan. In an attempt to isolate themselves as far as possible from the conditions mentioned above, the voters have adopted this very new type of government. Its success in smaller cities is already established. It has been tried and is in operation in many of our larger cities, namely, Cleveland, Rochester, Cincinnati, Kansas City, Sacramento and several others. According to all reports it appears to flourish as well in the larger cities as in the smaller ones. There is no doubt but that this plan is the answer to the old riddle.

The City Manager plan is in its essential details a duplication of the plan of organization in business corporations. The voters have the status of stockholders and elect their board of directors which, in this case, is the city council. The latter then elect one of their own number as chairman and who is also the Mayor of the city. The council passes all ordinances, levies taxes, approves the

budget and makes appropriations necessary to carry it out and determines as well the city's general policies.

The members of this council may be recalled by the people for failure to perform their duties or for acts of legislation inconsistent with the wishes of the people.

The council, or board of directors, select a general manager who is a trained executive and he becomes the administrative head of the city. He is responsible to the council for the execution of the policies laid down for him by the council and in the performance of his duties. All details of city administration are left to his discretion. He employs and discharges all heads of city departments and approves the appointment of all subordinate employees.

The council acts as a check on the manager. He is responsible to them for all his acts and decisions and must comply with their commands. If he fails to do this he is subject to instant correction or even discharge.

This, then, is the general idea of the city manager plan. With the foregoing observations in mind as to the operation of the plan we shall proceed with the study.

WHERE THE PLAN STARTED.

The city which receives the credit for being the first in the country to adopt the city manager plan is Staunton, Virginia. This is a municipality of 10,000 population and lies in about the central part of the state.

In the year 1908, the council of that city conceived the idea that a city should be run as any other business enterprise. In carrying out this idea, a committee was appointed to study Galveston's commission plan, to endeavor to find a solution for their problem. The committee found, however, that they could not proceed very far due to the reason that the constitution of Virginia prohibited the adoption of such a government. Balked at their first attempt, the committee decided to revise their present system of administrative organization to correspond with that of a private corporation. As a result the council created the office of "general manager" which in reality corresponds to the present city manager.

Mr. C. E. Ashburner, who is now the manager of Stockton, California, was the first man to serve Staunton. His duties and powers were exactly as have been outlined in the foregoing plan of this type of government.

In the ordinance adopted by the Council of the City of Staunton on January 15, 1908, we find the managers duties as outlined in Article IV.

"The General Manager shall devote his entire time to the duties of his office, and shall have entire charge and

control of all the executive work of the city in its various departments and employees of the city. He shall make all contracts for labor and supplies and in general perform all of the administrative work now performed by the several standing committees of the council, except the finance, ordinance, school and auditing committee. The General Manager shall discharge other duties as may from time to time be required of him by the Council."

In defining the duties of the city manager, the charters under which our present city manager cities are working, are very much like that adopted by the Staunton Council in 1908. The work that they saw fit to delegate to the manager is, with slight exceptions, the same today.

That the people of Staunton were well satisfied with the new form of government may be ascertained from the fact that in 1920, after the State Legislature had made it possible, the city adopted a genuine city manager charter. At the same time they provided for a single council whereas they had previously had a two-chamber council.

Since the adoption of the plan in 1908, Staunton has had but three managers. This is a very conservative number when one considers the twenty year period. Mr. Ashburner served as manager for three years, resigning after that period due to the difficulties under which he labored, namely, a two-chamber council.

In the summer of 1912, Sumter, South Carolina, a city of 8,000 inhabitants, adopted a new charter which was in its

every detail a city manager charter. This was, therefore, the first city to have the city manager government.

It was but a short time after this that other communities began to fall in line. The system had had a trial period of four or five years and had seemingly stood the test. Students of municipal government had been studying the plan and its operation and were sold on the idea. Hence, the number of city manager municipalities increased rapidly and, as has already been stated, is becoming larger each year. There were fifteen cities added to the list last year which is indeed a goodly number.

Altho there are certain ones of the old political group who endeavor to turn back to the older form of government the progressive voters are reluctant to do so. For the second time in as many years, the voters of Cleveland have shown their faith in this form of government by defeating those who would return to the aldermanic type. The following is an editorial which appeared in the issue of May 3rd, of the Engineering News-Record.

"Cleveland Stands Fast. Once more the voters of Cleveland have declared for a continuance of their council-manager charter instead of going back to the mayor and ward-councilmen plan. As this is the second recent defeat of those who wish to abandon the manager plan, it may be assumed that it will be accepted for the present. By adopting the plan a few years ago and standing by it after a short trial Cleveland has given its answer to the claim that a manager may do for a

small city but would be a failure in a large one. Cincinnati is contributing its practical experience to the same ends, and so are lesser but still respectable-sized cities. The city manager plan is proving a success in the larger as in the smaller cities. The test of performance as well as repeated popular approval warrants the expectation that it will raise the level of municipal administration."

The city manager plan is here to stay and the success that it is having in both the large and small cities proves that it is all that its supporters claim it to be.

EARLY HISTORY OF MICHIGAN.

The actual settlement of Michigan for the purpose of colonisation dates from the founding of Detroit by LaMette Cadillac on the 24th of July 1701. According to the treaty signed between Great Britain and France, the latter surrendered Michigan and Canada to Great Britain on September the 8th, 1760. Michigan formally passed into the possession of the United States on the 1st of July 1796, and became a part of the Northwest Territory.

After Ohio, Indiana and Illinois were admitted into the Union, between the years 1802 - 1818, what remained of the Northwest Territory, reaching from the lakes to the Mississippi and from the northern boundary of the three states above mentioned to the British line in the north, fell under the government of Michigan. The western boundary of the state was fixed as a line running through the center of Lake Michigan. The territory west of this line was attached "for judicial purposes."

The ordinances of 1787 and 1789 were adopted as its charter and Detroit was made the seat of government. The territory was governed from 1805 to 1825 by a governor and three judges all of whom were appointed by the president of the United States.

In March 1825, congress vested the legislative power in a governor and council composed of nine persons. These latter were selected by the president from a group of eighteen

men elected by the people of the territory. In 1835 a constitution was adopted and which was accepted by congress in June 1836. Michigan was formally declared a state by act of congress in January 1837.

On March 16, 1847, an act was approved by congress which moved the seat of government of the state from Detroit to Lansing. This was made permanent by the constitution of 1850.

THE FIRST CITY IN MICHIGAN TO BE INCORPORATED.

Detroit was the first city in Michigan to be incorporated. The date of its incorporation was in January 1802. The bases of the city were established in September 1806. On October 24, 1815, the act of 1802 was repealed and the city was incorporated by the name of "The City of Detroit", the trustees to be the body politic by the name of "The Board of Trustees of the City of Detroit". On August 5, 1824, the city of Detroit was continued and the body politic was to be known by the name of "The Mayor, Recorder, Aldermen and Freeman of the City of Detroit." Since that time it has been re-incorporated and has had much territory added to it.

Detroit is not only the oldest city in Michigan and the first to be incorporated, but it is also the largest one in our state. Moreover, its present population rates it as the fourth largest city of the United States.

INTRODUCTION OF CITY MANAGEMENT IN MICHIGAN.

The city manager form of government had its inception in Michigan in the city of Big Rapids. This place is best known perhaps for its Ferris Institute which was founded by the late Senator Ferris. The city is located in the central part of the lower Peninsula and has a population of about 4,558 according to the 1920 Census.

That Michigan has the honor of having within its boundaries a city which was a pioneer in this movement may be ascertained from the fact that there were but 17 cities in the United States with this type of government before Big Rapids adopted it. Just a few months later Cadillac with a population of 9,750 fell in line. There were in all three Michigan cities which adopted the plan in 1914, Manistee being the last one. It will be seen by observing the map on page that these three cities are within close proximity of each other. It is a well known fact that the cities having city management are always grouped together. This also will be brought out by again referring to the above map.

Due to inefficiency and politics in the city administration which was composed of a Mayor and council, the taxpayers of Big Rapids determined to adopt the city manager plan by a vote of 409 to 222. The plan went into effect on February 2, 1914, and has therefore been in operation for a little over fourteen years.

Mr. C. E. Chappell was the first City Manager and entered the office on May 4, 1914, at a salary of \$800.00.

He remained in the position until February 1, 1915, and served therefore less than a year. Following him there were two other men whose terms were respectively one and two years.

The present Manager is Dan Vincent who has been in office since July 1918. During this time he has received an increase in salary of \$300, and is at present receiving \$1500.00 per year.

That Big Rapids is in favor of the plan is proven by their sanction of it for fourteen years. Evidently they are in no hurry to revert back to the old system. They have the honor of being the first city in the state to adopt the plan and they will no doubt stay with it.

CITY MANAGER GOVERNMENT IN MICHIGAN.

The State of Michigan has the honor of having more municipalities with the city manager form of government than any other state in the Union. There is a total of 42 cities within our boundaries which come in this class. This number covers more than a third of the incorporated cities of the state.

The following table will give some idea as to how the states range in the number of cities with this type of government. The states given have two-thirds of the total number in the United States.

TABLE I.

Michigan	42
Florida	37
California	31
Texas	28
Virginia	24
Oklahoma	23
Ohio	18
Pennsylvania	17
Kansas	15
North Carolina	15

It is difficult to say just why Michigan should head this list of states. The plan originated in the east and one

would be inclined to think that it would have more success in its own territory. However, the plan spread first to Ohio and then to Michigan. It was in a large part due to the remarkable results attained in Dayton, Ohio, that it spread to our own state.

In the year 1909, the State Legislature passed the Home Rule Act #279 which made it possible for cities to change their charters if they were obsolete or to adopt such others as they best saw fit. Hence, Michigan cities have not been handicapped and suppressed as was the case of Staunton, Virginia. This too, perhaps, is a logical reason why Michigan should have so many city-manager cities. They have had the privilege of adopting their own charters and have taken advantage of the fact. Since the above act was passed, sixty-seven of the one hundred twenty-six cities of the state have made use of this privilege. The majority of these changes, as has already been noted, have been to city manager charters.

CHARTER OR ORDINANCE.

Some cities instead of adopting new charters, merely pass an ordinance creating the council manager form. This has been true of many of the municipalities in the country. Michigan, however, has but three cities with an ordinance rather than a charter. These are given in the chart below which gives the yearly growth of the city manager municipalities in the State of Michigan.

TABLE II.
YEARLY GROWTH OF CITY MANAGER CITIES.

YEAR	CHARTER	ORDINANCE	TOTAL
1914	5		
1915	2		
1916	2	1	
1917	4		
1918	5		
1919	3	1	
1920	3		
1921	4		
1922	3		
1923	1		
1924	2	1	
1925	1		
1926	3		
1927	3		
TOTAL	59	3	42

CITIES ABANDONING THE PLAN.

The City of Albion which adopted the city manager plan in 1916, voted in April of this year to abandon the plan. They chose instead a commission form of government.

That the plan has not met with success in Albion is evidenced by the fact that during its stay of eleven years

they have had six city managers. This is indeed a poor showing. Certainly there must have been some difficulty somewhere.

According to the questionnaire which the writer received from the present city manager, the city made the change because of politics. Up until last year when political agitation was again started, the plan had proven a success. This perturbation was, however, carried on and the outcome was as has already been noted.

Albion is the first city in the state to drop the new plan after once having tried it. It is the first municipality to cast aside a new government which was just placed in operation here in Michigan fourteen years ago.

In the following pages is given a list of the city manager cities together with the name of the present manager his date of appointment and his salary. In the same list will be found the date of adoption of the plan and whether by charter or ordinance, and also the number of previous managers.

[illegible]

MICHIGAN

City	1930 Pop.	Plan	Effect	In Mchs.	No. of Mchs.	Name of Manager	Office		Salary
							Served	Appt.	
Albion	8,854	C		Jan. '16	6	Leon A. Sears	1	Jan. '26	\$ 3,120
Alma	7,842	C		May '19	2	F. W. Hartmann	1	May '27	4,800
Alpena	11,101	C		Apr. '16	4	George R. Nielsen	1		
Bay City	47,254	C		Apr. '21	4	George L. Lusk	1	Jan. '28	5,000
Benton Harbor	12,255	C		July '21	1	Guy M. Tyler	1	Oct. '21	3,600
Big Rapids	4,558	C		Feb. '14	4	Dan H. Vincent	1	July '18	1,500
Birmingham	3,694	C		Feb. '18	3	James W. Parry	1	May '27	5,000
Cadillac	9,750	C		Mar. '14	3	George Johnston	1	Jan. '18	4,000
Crystal Falls	5,394	C		Apr. '17	1	J. H. Sanders	1	Apr. '18	3,600
Dearborn	2,470	C		Sep. '27	1	Robert Erley	1	Sep. '27	6,000
Escanaba	13,103	C		Mar. '23	2	Theodore F. Kessler	1	May '26	5,500
Ferdale	18,000	C		Apr. '24	1	Carl H. Peterson	2	May '24	6,600
Gladstone	4,953	C		Mar. '27	2	F. R. Beuchner	2	May '24	4,500
Grand Haven	7,206	C		Apr. '16	3	Paul R. Taylor	1	July '20	4,500
Grand Rapids	137,634	C		May '17	2	Fred H. Locke	1	May '18	8,000
Gr. Pte. Shores	630	C		Aug. '16	4	Arthur H. Bennett	1	Feb. '23	3,000
Iron River	4,295	C		Apr. '26	1	Peter Walraven	1	May '26	3,600
Tremont	15,739	C		Apr. '25	1	W. M. Rich	4	May '25	8,000
Jackson	48,374	C		Jan. '15	8	Fred R. Harris	2	Apr. '26	8,500
Kalamazoo	48,487	C		June '18	4	Albert T. Busschen	1	Mar. '27	6,000

MICHIGAN

City	1920 Pop.	Plan	Effect	In Mths.	No. of Mems.	Name of Manager	Titles Served	Appt.	Salary
Ann Arbor (Lapeer Mountain)	2,000	C	Feb. '24	2	2	G. Walter Seiler	1	May '25	\$ 4,000
Lapeer	4,723	C	Apr. '19	2	2	Charles Hubbard	1	Apr. '20	2,300
Marysville	941	C	Jan. '20	2	2	Everett B. Lane	1	Mar. '22	2,300
Manistee	9,694	C	May '14	4	4	Otto Danrow	1	Oct. '27	2,000
Manistiquie	6,290	C	Mar. '26	2	2	Wesley B. Orr	1	Aug. '27	4,000
Mt. Pleasant	4,819	C	Mar. '21	2	2	W. K. Willman	1	Apr. '24	3,800
Muskegon	26,570	C	Jan. '20	1	1	I. R. Ellison	3	Jan. '20	6,600
Muskegon Hghts.	9,514	C	May '22	3	3	T. J. Peddler	1	May '25	4,500
Oak Park (Ferndale)	---	C	May '27	1	1	Glendon J. Nowitt	1	Sep. '27	3,600
Onaway	2,789	C	Apr. '22	2	2	Buel A. Devine	1	Jan. '23	2,100
Otsego	3,200	C	May '18	4	4	Ellsworth Eldred	1	Dec. '23	2,000
Petoskey	5,064	C	Feb. '16	6	6	P. T. Mitchell	1	June '25	5,000
Pleasant Ridge (Detroit)	2,000	C	June '19	2	2	A. J. Berst	1	Jan. '26	2,600
Plymouth	2,857	C	Apr. '18	3	3	William Weltner	1	Apr. '27	3,600
Pontiac	34,273	C	Sep. '20	2	2	Clifford W. Ham	2	Apr. '24	10,000
Portland	1,899	C	Jan. '19	1	1	F. L. Jenkins	1	Jan. '19	1,800
Roseville	7,000	C	Apr. '26	2	2	Max Ham de Greya	1	Oct. '26	4,000
Royal Oak	6,006	C	Dec. '17	4	4	R. J. Whitney	1	Jan. '26	6,000
St. Johns	3,925	C	Jan. '19	2	2	Theo. H. Townsend	1	July '19	2,800

MICHIGAN

City	1920 Pop.	Plan	In Effect	No. of Mfrs.	Name of Manager	Cities Served	Appt.	Salary
Sault Ste. Marie	12,096	0	Dec. '17	3	Henry A. Sherman	1	June '20	\$ 6,000
Stambaugh	2,263	0	Apr. '24	1	Charles A. Nelson	1	Apr. '24	2,800
Sturgis	5,995	0	Apr. '21	4	Lloyd C. Waterstreet	1	May '27	2,800
Three Rivers	5,200	0	Apr. '18	3	Samuel C. Chaplin	2	Oct. '27	2,500



- | | | |
|------------------|------------------------|--------------------|
| 1. Alma | 15. Grosse Pte. Shores | 29. Onaway |
| 2. Alpena | 16. Iron River | 30. Otsego |
| 3. Bay City | 17. Ironwood | 31. Petoskey |
| 4. Benton Harbor | 18. Jackson | 32. Pleasant Ridge |
| 5. Big Rapids | 19. Kalamazoo | 33. Plymouth |
| 6. Birmingham | 20. Kingsford | 34. Pontiac |
| 7. Cadillac | 21. Lapeer | 35. Portland |
| 8. Crystal Falls | 22. Marysville | 36. Roseville |
| 9. Dearborn | 23. Manistee | 37. Royal Oak |
| 10. Escanaba | 24. Manistique | 38. St. Johns |
| 11. Ferndale | 25. Mt. Pleasant | 39. S. S. Marie |
| 12. Gladstone | 26. Muskegon | 40. Stambaugh |
| 13. Grand Haven | 27. Muskegon Hts. | 41. Sturgis |
| 14. Grand Rapids | 28. Oak Park | 42. Three Rivers |

The average term of office in Michigan of the city manager has been slightly over three years. This does not seem to speak very well for the plan since proponents of city management claim there is not the frequent change of the executive head as in the older forms of government. However, by noting carefully the terms of the more recent men in office it will be observed that the time has increased greatly. It is not at all unfrequent now to find managers remaining in the same city from four to six years. The reason for this is perhaps the fact that both the councils and the managers are realising more and more the relations which exist between them. It is time also that the manager movement itself is becoming more stabilised.

In the following table is given the results as obtained from data for 35 cities.

TABLE III.

LENGTH OF TERMS OF MANAGERS.

<u>TERMS IN YEARS</u>	<u>NUMBER OF CASES</u>
0 - 1	11
1 - 2	8
2 - 3	15
3 - 4	9
4 - 5	7
5 - 6	4
6 - 7	2

TABLE III.LENGTH OF TERMS OF MANAGERS.

<u>TERMS IN YEARS</u>	<u>NUMBER OF CASES</u>
7 - 8	1
8 - 9	2
9 - 10	1
10 - 11	2
TOTAL	62

The above chart does not include the terms of such men who supplied for but a few months during a vacancy. Cases of this kind have been quite numerous.

Cadillac with a city manager appointed in January 1918, and Crystal Falls with one appointed in April of the same year have the distinction of having retained the same managers longer than any other cities in the state. Both of these men have been in office now more than ten years. This is to be sure, a fine record.

REASONS FOR CHANGING TO THE CITY MANAGER PLAN.

In an attempt to discover just what reasons motivated the cities in changing from their previous type of government to city management, a questionnaire was sent to each of the cities requesting their cause or causes for the change. The results of these findings are the basis for the following paragraphs.

The reason given for the change in the thirty-five questionnaires examined, was the same in practically every case. That is, the fundamental motive in each case was the same except for the way in which it was stated. This chief reason was as one manager put it, "More efficient method of administration with less politics". To indicate how much alike the reasons were two more cases will be cited. One was "efficiency in government" and the other, "too much politics".

As the writer pointed out in the beginning of this paper, the people are now demanding efficiency in government. The questionnaires proved this. From every city, whether it be big or small, the apparent lack of efficiency was the reason for discarding the old type of government and setting up in its place city management.

It was not all surprising to find "politics" given as a reason. That and inefficiency go hand in hand. It is an undeniable fact that where politics is prevalent there one will also find inefficiency. They are but cause and effect. Politics is the "root of all evil" in city government and has been the chief reason for waste, extravagance, and misuse of public funds from time immemorial. It was not unexpected therefore to find both of these given as reasons for adopting city management. These same grounds held not only for Michigan but for every municipality no matter what its geographical position. Politics and inefficiency in government have hastened the growth of the city manager type of government.

RESULT OF CHANGE TO CITY MANAGER.

The question which now naturally arises is, "has the new government done away with these evils?" On these same questionnaires which were sent out, the results of city management were requested. Without a single exception they were unanimous in their approval of city management, and in every case was the result as they had expected.

One of the questionnaires contained the following statement as to the results obtained under this form of government, "Lower taxes, more public improvements, less ward politics, and greater efficiency in public affairs." The results given on the rest of the questionnaires were in accord with the above quotation. There is no doubt but that the city manager form of government can do these things and it has done it. This is evidenced by such statements as that just given and from the many more obtainable. City management has been given the job of cleaning up on politics and placing city government on a businesslike basis and has succeeded!

CHARTERS.

City Manager charters are in most respects very much alike. In fact the majority of them are patterned after the "Model Charter" as prepared by the National Municipal League. This model has been in circulation since 1915, and

has been used, therefore, rather extensively. There are now more than four hundred cities which have adopted, by ordinance or charter, the city manager plan described in it.

The writer has in this study, had access to twenty-one charters from as many Michigan cities. A study of all of these revealed the fact that in their major provisions they are all alike. The real difference enters of course, with respect to the size of the city. However, disregarding size or population the charter of the small town is in many respects similar to that of the large city.

THE COUNCIL.

The charters are unanimous in stating that the council is the policy forming group and shall have no part what-so-ever in administration. Their authority and power lies in legislation and determining the city's policies. They adopt or reject the budget as prepared by the manager, make appropriations and determine the salaries and wages.

Many of the charters state that neither the council as a body nor any member thereof shall attempt to influence the manager or usurp his powers. They have no right to dictate to him, according to the strictest interpretation of the city manager plan, and the charter

emphasizes the same point. Administration is not within their power.

THE CITY MANAGER.

The City Manager is the chief executive of the city. He is the administrative head and is responsible for the execution of all the policies laid down by the council. He supervises all work, has charge of the purchasing and prepares the budget. In all this he is responsible to no one but the council.

RECALL.

With the exception of the charter of Otsego, all those examined made provisions for the recall of any of the elective officers. This is characteristic of the city manager plan. It is especially helpful in removing a councilman who is not up to standard or who is retarding the efforts of the council.

INITIATIVE AND REFERENDUM.

Another typical provision to be found in the charters of this plan is that one which grants to people the right to present to the council any legislation which they wish enacted. And then on the other hand, we also

find the provision for presenting to the people, for their approval, any measures which have been enacted by the council. Both of these stipulations are contained in the Michigan charters.

CIVIL SERVICE.

Several of the charters examined made provision for civil service. This is, however, true of only the larger cities. There is need for a service of this kind where the positions to be filled are many and varied.

Labor conditions have been greatly improved in many of the cities which have adopted the city manager plan. The eight hour day is always in line with this plan and wages are reasonable. With a manager at the head it is much easier to secure a promotion since politics are eliminated.

CHARTER DIFFERENCES.

In the following pages there will be found some interesting data which has been assembled from the charters studied.

CODE.

A - Attorney,
AM - Assistant Manager,
As - Assessor,
Au - Auditor,
C - Clerk,
Cm - Councilmen,
Co - Comptroller,
Com - Commissioners,
J - Justice of the Peace,
M - Mayor,
Ma - Manager.

ELECTIVE OFFICERS		APPOINTIVE	
		COUNCIL	MANAGER
Bay City	:M, Com'rs.	:Ma, C, T, Co, As, A	:Minor Official
Crystal Falls	:M, Com'rs, J.	:Ma, C, T, As, A	: " "
Dearborn	:M, Com'rs, C, T, J.	:Ma, As,	: " "
Escanaba	:Cln, J.	:Ma, C, As.	:T, A, M.
Gladstone	:Com'rs, J.	:Ma, C, As.	:T, A, Am,
Grand Rapids	:M, Com'rs.	:Ma, C, T, As, A.	:Minor
Iron River	:M, Com'rs, J.	:Ma, C, T, As, A.	: " "
Ironwood	:Com'rs.	:Ma, C, T, As.	: " "
Jackson	:M, Com'rs, J.	:Ma, C, T, As, A	: " "
Kalamazoo	:Com'rs.	:Ma, C, As, A.	: " "
Muskegon	:Com'rs. J.	:Ma, C, T, As, A	: " "
Muskegon Hgts	:M, Cln, T, As, J.	:Ma, C, A.	: " "
Oak Park	:M, Com'rs, C, T.	:Ma, As, A.	: " "
*Otsago	:Com'rs.	:Ma, C, T, A.	: " "
*Plymouth	:Com'rs.	:Ma, T, As, A.	:C. " "
Pontiac	:Com'rs.	:Ma, C, Co, A,	: " "
Portland	:M, Com'rs, C.	:Ma, T, As,	: " "
Royal Oak	:M, Com'rs.	:Ma, C, T, As, A.	: " "
Sault Ste.	:M, Com'rs, J.	:Ma, C, T, As, A.	: " "
Marie	:	:	:
Stamburgh	:M, Com'rs, J.	:Ma, C, T, As, A.	: " "
Sturgis	:Com'rs. J.	:Ma, C, T, As, A.	: " "

*Mayor appoints with confirmation of Council.

SALARIES PER YEAR

	No. on Council	Mayer	Councilmen	Term of Councilmen
Bay City	5	\$ 750	\$ 500	2
Crystal Falls	2	200	150	3
Dearborn	4	500	360	2
Escanaba	5	120	120	4
Gladstone	5	120	120	3
Grand Rapids	7	1,500	1,200	2
Iron River	5	75	75	3
Ironwood	5	120	120	4
Jackson	4	750	500	4
Kalamazoo	7	500	360	2
Muskegon	7	500	360	4
Muskegon Hghts.	6	450	300	2
Oak Park	4	25	25	2
Otsego	3	100	100	3
Plymouth	5	60	60	2
Pontiac	7	300	300	3
Portland	2	125	100	6
Royal Oak	6	500	300	2
Sault Ste. Marie	4	300	200	4
Stambaugh	4	75	75	4
Sturgis	5	100	100	5

HISTORY OF ESCANABA.

Escanaba - which translated from the Chippewa, means Flat-Rock - is the judicial seat of Delta County and is located on Little Bay de Noyet which is itself a reservoir for greater Green Bay. The latter opens into the beautiful Lake Michigan. If one should describe its location by means of reference points - using cities as such - it may be said that Escanaba is 326 miles north of Chicago, 357 miles east of Minneapolis and 166 miles west of Sault Ste. Marie.

Because of its natural isolation from the rest of the state, the Upper Peninsula of Michigan was not settled as early as the lower portion. True enough LaSalle and Hennepin, and notably Father Marquette were in this territory as early as 1660, yet there is no record of even an Indian village until the year 1800. It is said that there was no white man permanently settled near what is now Escanaba until the year 1850. The location of this settlement was at the north of the Escanaba river which empties into the bay about four miles to the northward. It was on these banks that the first saw mill was built which helped to build up the great lumber industry of that territory.

To the south of Escanaba, a distance of about seven miles, another saw mill was placed in operation in 1846. This was at Ford River, a stream emptying into Green Bay. Although both of these towns grew up before Escanaba, their existence was short and today they are mere villages

whereas Escanaba has grown and prospered.

The county of Delta was first mapped out in 1845, but owing to its meager population it was attached to Mackinac County for judicial and other executive purposes. It is said that it received its name from its resemblance to the estuary of the river Nile.

In the year 1852 the first building, a log affair, was built at Escanaba or as it was then known, Sand Point. Even to this day it is spoken of as the Sandy City due to the abundance of sand in the locality. In 1863 there were three more dwellings added to the one already there. This was necessitated by the great influx of railroad men. It was in the same year that construction was begun on the first ore dock.

Escanaba owes much of its growth to the railroad and ore docks. It has and undoubtedly will always be a railroad center. In 1764 the branch line of the Chicago and Northwestern railway was completed up to Negaunee. From this time on the county developed tremendously. Up to this time of the opening up of the railroad, this part of the country was accessible only by stage or steam boat from Green Bay, so it can easily be seen that it was now in direct connection with the rest of the world.

The opening up of the railroad meant the inauguration of the first ore dock. The first season saw a total of 31,072 tons of iron ore pass through the harbor. In 1886 this had increased to 1,107,129 tons. Escanaba was known at

one time as the "Iron Port of the World". It has the distinction then also of having the world's largest ore docks. However, with the development of Duluth and Superior it must now be content with third place. The ore shipping is as yet one of its chief industries.

In 1866 Escanaba, with a population of 1200, was incorporated as a village. In the same year the first school was opened. It was also at this time that the first school tax was imposed. This amounted to \$160 and provided "for the salaries of the teachers".

From this time on Escanaba progressed rapidly and in the year 1883 it was incorporated as a city. In 1891 it was reincorporated. Its growth since then has been phenomenal. Its stand today is the largest city of the Upper Peninsula. Its population as given in the 1920 census was 15,103. However, from a careful estimate made during the last year it has been said that its inhabitants now number about 15,000.

As has already been said it is first of all a railroad center and ore shipping port. The lumber industry has also contributed greatly to its growth. There are of course many minor industries which together furnish employment for a good many people.

The city has a total area of about eight square miles. Its streets are well paved and lighted. It has a good sized business district and some very fine residence sections. For recreational purposes it is equipped with

fine parks. Its educational system is composed of a splendid group of school buildings.

Escanaba owns her own water, gas and light plants. Since adopting the city manager plan these have been put on a sound basis and are now bringing the city a profit besides paying off the bonds which were issued for their purchase. The city has also a modern Disposal Plant of the Actuated Sludge type.

Escanaba is a modern American city and prides itself in being a clean, healthy and ideal place in which to live. The city is well deserving of the name "The Metropolis of the Upper Peninsula".

EARLY GOVERNMENT.

From its incorporation up to 1922, Escanaba existed under the Council-Mayor type of government. Elections were held each spring at which time a Mayor, City Clerk, City Treasurer, Justice of the Peace, Councilmen and Supervisors were elected. The term of the justice of the peace was four years and that of the aldermen two years. The Mayor, Clerk, Treasurer and Justice were chosen from the City at large. The aldermen and supervisors were elected from the wards, there being two of each for each ward. The Council therefore consisted of a Mayor, Clerk and 14 Aldermen, as the city was divided into seven wards.

As has been the experience of other cities, politics and inefficiency caused a great deal of the agitation in

Escanaba. Money was being spent on every hand and there was nothing to show for it. Taxes increased tremendously and yet there were no public improvements. Bonds were issued to retire other bonds. The city was forced to borrow far ahead of the regular tax collection date in order to tide it through. Soon, however, it began to approach the sore stage of the credit capacity. Something had to be done. The business men and the entire population began to demand a change of affairs. The climax of all this was the last election under the Alderman form of government. This election was turned into a farce by allowing a man to run for the office of Mayor who was absolutely incapable of handling the position. He was nominated, however, merely as a direct snarl at the only opposing candidate. The result of the election was quite a surprise as the undesirable very nearly beat his opponent.

Due to agitation from the business men and the Chamber of Commerce, the 1920 City Council decided to take steps towards adopting a new form of government. The question of a charter revision was submitted to the people at the spring election, April 4, 1921, and was carried by a vote of 1705 to 595. At this same election the members of the Charter Revision Commission, a group of nine men, were elected.

This was not the first time that an attempt had been made toward a change in government. As early as in 1911 action had been taken in this direction. A commission

was elected in that year to revise the Charter.

Subsequently the latter was revised in 1913, providing for a purely commission form of government. This was not a very successful attempt as it was defeated in the election.

The Charter Revision Commission of 1921 began work on the twelfth of April and completed the new charter on June 20, 1921. The charter was submitted to Governor A. J. Grosbeck and after an examination by him, was approved on July 5, 1921. At a special election on August 29, 1921, the new charter was adopted by the people by a vote of 1851 to 341.

In presenting the charter to the voters the Commission gave the following reasons urging its adoption.

To the Voters of Escanaba, Michigan:

Pursuant to your direction and our election we have drafted a proposed charter for the City of Escanaba. This charter has been prepared for your consideration in the firm belief that the people of Escanaba are ready for and are demanding the adoption of a charter reconstructing the form of city government in this city. We do not claim that this proposed charter will be a panacea for all evils or shortcomings which have developed in the present type of city government, because of the changed conditions brought about by the development and growth of the city. We do believe, however, that if the charter is adopted and the council-manager plan of city government put into effect, the city of

Escanaba will have advanced far towards the goal that is desired. A special election for the purpose of voting on this charter will be held Monday, August 29th, 1921.

We suggest the following as a few of many reasons for the adoption of the charter:

- 1. It secures Home Rule for Escanaba.**
- 2. It establishes a simple, direct and business like form of government.**
- 3. It makes elective officers responsive to public opinion by means of the initiative and referendum.**
- 4. It provides for non-partisan ballot, which combines both primaries and elections in one.**
- 5. It prohibits candidates from soliciting office and reduces to a minimum the danger of electing officers by improper methods.**
- 6. It reduces the frequency of city elections and affords capable men the opportunity to hold office during good behavior, thus tending to the development of trained public servants.**
- 7. It furnishes, through the recall, a simple method of removing inefficient or corrupt officials.**
- 8. It requires public hearings upon money appropriations.**
- 9. It secures full publicity of official acts yet eliminates wasteful methods of legal advertising.**
- 10. It creates a purchasing department which will effect great saving in the purchase of supplies.**

11. It permits public work to be done by direct labor, as well as by contract, when the public advantage is thereby served.

12. It fully safeguards the city in franchise matters.

13. It provides a means of avoiding much unnecessary tearing up of streets for service connections.

14. It permits the city council to legalize the eight hour day upon public work, when consistent with public welfare.

15. It authorizes the city council to provide for civil service and pensions for city employees, as demanded for public good.

16. It recognizes the people as the sole source of governmental power, and imposes upon every citizen in the community the duty and responsibility of actively interesting himself in the affairs of his city.

If upon trial it is found necessary to change any part of this charter it may easily be done by amendments, adopted by a safe and convenient method.

We unanimously urge adoption of this charter, in the interest of a better and greater Escanaba.

Escanaba City Charter Commission of 1921.

By J. F. Carey, Chairman,
 F. Maurice Fernstrom,
 A. H. Meloche,
 R. R. Finley,
 Geo. F. McEwen,
 John A. Semer,
 M. K. Bissell,
 C. M. Cuthbert,
 Norval E. Strom,

Commission.

THE ESCANABA CHARTER.

The new charter as drawn up by the Commission is of the same type as those reviewed earlier in the paper. It provides for a Council of five citizens to be elected by the people. The charter has outlined their duties as follows:

"The Council shall constitute the legislative and governing body of said city possessing all the powers herein provided for, with power and authority to pass such ordinances and adopt such resolutions as they shall deem proper in order to exercise any or all the powers possessed by said city".*

The term of office of the Councilman is four years. However, there are never more than three men elected at one time. Hence, there are several of the old council who hold over into the new. The salary paid the commissions is Five Dollars per meeting.

The Commission elects one of their own number as Mayor. His term is two years or to the next election. He has no more authority than the councilmen and is merely the chairman of the council.

The commissioners and justices of the peace are the only elective officers. The council appoints the City Manager, City Clerk and City Assessor. They may also provide "for the appointment by the Manager of Assistant Managers who may be assigned by the Manager to act as heads

*Sec. I, Chapter II, Charter.

of departments.*

According to R. T. Crane of the University of Michigan, Escanaba is the first city to establish a city-manager corps in place of a single manager. He says further:-

"A Number of cities have provided for an assistant-manager in the sense of a deputy or vice-manager. The Escanaba plan is different. By the charter the manager is head of all departments, until otherwise provided, as is the case in many municipalities. But when it is necessary to relieve the manager of some portion of his task, other cities have set up one or more department heads in addition to the manager. These new department heads in such cities mark a notable change from the prior situation; the headships of the departments are henceforth divorced from the manager's office. Escanaba on the contrary, keeps the headship of every department where it started - in the manager's office. It does so by assigning the direct management of a department when necessary to relieve the manager, to an assistant manager, and as many assistant managers may be employed as the council shall determine."

*Sec. VIII, Chapter XI, City Charter.

**Nov. 1922, National Municipal Review.

THE MANAGER.

The charter states that the Manager "shall be the administrative officer of the city". He is responsible to the Council for proper administration of the affairs of the city. His major appointments are those of City Treasurer and City Attorney.

The requirements which the Manager must fulfill are very simple. These are found in Section XIV, Chapter II of the Charter.

"He shall be chosen by the Council solely on the basis of his administrative and executive qualifications and shall, during his term of office, reside in the city of Escanaba, provided however, he shall be a citizen of the United States of America."

The Charter provides for Initiative and Referendum and for Recall of any elective officer. This of course is found in the majority of the newer charters.

ADMINISTRATIVE CODE.

Escanaba was the first city to adopt an ordinance setting up a complete administrative code. That is no initial organization was set up in the charter. It was left entirely to the council to do this and so the Code was adopted which is more flexible and can be changed readily. When these provisions are contained in a charter they may be

altered only through considerable difficulties since the Charter must be amended. However, since it is contained in an ordinance the change may be made any time and without a great deal of trouble.

REPRESENTATION ON BOARD OF SUPERVISORS.

The city's representation on the County Board of Supervisors is composed of nine men. This group is made up of the five councilmen, the City Assessor and three members appointed by the Council.

Since the councilmen are elected for a term of four years and seldom make a change in appointment of Supervisors, it gives them added prestige on the Board as they become better acquainted with their duties and are in a position to decide these questions better than men who are not so familiar with the work.

ASSESSOR.

One of the big improvements over the old ordinance form is the fact that a full time assessor is employed. He carries on indefinitely or as long as the council approves of his work and can therefore place values on property, which are fair and can maintain them. This was impossible under the old system.

THE PLAN IN OPERATION.

The first election under the new charter was held in April 1922. There were 19 candidates seeking office as councilmen. Of this number seven were from the business or professional ranks and the other twelve were ostensibly labor candidates. There were several in this latter group who had formerly been Alderman. The five men who were elected all came from the first group mentioned. Of the five, three were business men, one was an engineer and one a Dentist. Three of these commissioners served for four years and two for two years. However, all those elected thereafter have served for four years.

This council, before choosing a Manager, made a careful study of the field in which they were working in order that they might choose the correct man. After considering a goodly number of applications they appointed Fred R. Harris who was then connected with the Michigan Public Utilities. He accepted the position at a very substantial salary, and with the prospect of a raise after the first year. He served the city from 1923 to 1926.

The new plan had been in operation but a few months when the change was apparent, and at the end of the first year it had been proven a success. It was at once evident that the people were getting a dollar's service for each dollar spent. The city's main thoroughfares which had been in need of repair for many years were at last paved.

Along with the new pavements came ornamental street lighting. Sewer, gas and water mains were extended to properties which had long since given up hopes of ever getting these services. In short, improvements were noticeable on every hand.

The offices of the city utilities had been housed in a building in the business district. These were moved to the City Hall and the building downtown was rented. In other words all available space at the City Hall was made use of as soon as changes could be made. There was no need of using two buildings when one was sufficient. And at the same time the rent that the business building would bring in was well worth while.

The City Police Force also came in for its share of renovation. Up to this time it had been composed of old and decrepit officers, many of them had long since passed the age of usefulness. The Chief was not disturbed but was given orders to clean house and show results. This he did by hiring younger men and enforcing the law where it had never been enforced before.

The new Council also gave some thought to the Fire Department. In order to decrease the insurance rate several more men were added, a new fire engine of the pumper type was installed and several minor improvements made.

Among other improvements was the rebuilding of all the electric lines within the city and the electrification of the Water Plant. Thus the results which have been obtained

under the city manager plan have been many and varied.

Outside of these many improvements the undesirable element of politics has been eliminated. The men are elected at large and there are no ward preferences. One of the talking points of the council-manager form is that it encourages business and professional men to run for office. This was true of Escanaba. As has already been pointed out the first council to be elected under the new charter was composed of business and professional men. The following councils have also been made up of the same type of men. Not since the first election have any representatives of the labor class attempted to run for office as commissioner. Since the government is placed on a business basis, a successful business man is the proper one for the council.

The present Manager at Escanaba is Theodore F. Kessler who was appointed in April 1926. Under the former Manager he was the City Engineer and Assistant Manager. It is often said that "a prophet is not without honor except in his own country", and yet Mr. Kessler is an Escanaba boy and is therefore the Manager of his home town. The Council which appointed him had many other applications but exhibited their good faith in Mr. Kessler by offering him the position. So far he has proven that he can handle the job.

The success of the city manager plan in Escanaba can be summed up in the statement given in the Escanaba Daily Press, May 31, 1924, which is as follows:-

"Had Escanaba adopted a council manager form of government and established its present chamber of commerce ten years ago no city in the northwest would have been able today to approach this town in business progress and prosperity" was the statement made a few days ago by a keen student of business and public affairs.

Unquestionably there is a world of truth in that statement. The progress made by this city after three years of work by an actually functioning, efficient chamber of commerce and two years of operation under a council-manager government, is the marvel of nearby cities and a fact not always fully appreciated by actual residents of Escanaba. An analysis of Escanaba's progress proves beyond any question of doubt that it was the banding together of a large group of peopful, serious-minded citizens in the chamber of commerce that paved the way of the adoption and made possible the efficient functioning of a form of government that in two years has allowed Escanaba to take greater steps forward than in any previous ten year period in the history of the city.

Work and progress that should have been undertaken ten years ago are now being actually accomplished and the Escanaba of 1932, in the very nature of things, cannot fail to approach some of the hopes that believers in Escanaba's future have long held.

The spirit of pride in their city's accomplishments, being built up through the chamber of commerce and the city government, among the people, is gaining force with each passing month and cannot but prove a force that will build

a bigger and better Escanaba.

Escanaba, with each month, is moving steadily ahead and each month is as piling up a debt to the chamber of commerce and the council manager government that the Escanaba of the future will be mighty glad to discharge.

OPERATION OF THE CITY MANAGER PLAN IN ESCANABA.

VOTERS

**BOARD OF
EDUCATION**

**JUSTICES
OF PEACE**

COUNCIL

SUPERVISORS

CLERK

ASSESSOR

LIBRARY BOARD

CITY MANAGER

**DEPT DEPT DEPT DEPT DEPT DEPT DEPT DEPT DEPT DEPT
OF OF OF OF OF OF OF OF OF OF
LAW ENGR. WELFARE FINANCE FIRE HEALTH POLICE PURCHASING TREASURER WORKS UTILITIES OF PARKS**

V.

THE CITY MANAGER.

A study of the council manager form of government would not be complete without giving some thought to the manager himself. A corporation may have a well trained group of men on its board of directors but this will be of no avail if the general manager is not alert and active in handling his job. The same thing applies to the city manager plan. A good council can do nothing without an efficient manager. He is an important cog in the entire machine and if he is incompetent the entire organization is a failure. In fact much of the success of the city manager plan depends on him.

In order that success will be achieved on every hand certain qualifications have been set forth for the city manager. The charters of some cities prescribe certain requirements for the office of manager. Then there are others which have no specifications what-so-ever. The following table is the result of a study of the requirements given in the 21 Michigan charters which the writer has had at his disposal.

TABLE IV.CITY MANAGER QUALIFICATIONS

Need not be a resident	14
Competence required in some degree	11
No interest in municipal contracts	7

TABLE IV.

CITY MANAGER QUALIFICATIONS

Political belief not to be considered	3
Must be citizen of United States	5
Age limit	2
Engineer preferred	1
No requirements	3

This is a true cross-section of the city manager charters of the entire United States. Joseph A. Cohen made an analysis of qualifications required in 167 council manager charters and his results were comparable with those given above.* It is interesting to note that Pontiac and Royal Oak were the only two cities of the entire 21 which had age limits. These were respectively 30 and 25 years.

PERSONAL QUALIFICATIONS.

There are certain qualifications which are never mentioned in charters but at the same time are indeed necessary. There is no doubt but that a city manager should possess the same qualities that any other executive is required to have and perhaps a few more added for good measure. He must have personality, executive ability, open-mindedness, leadership and the ability to think in fundamentals. It is necessary that he have tact, the ability to get along with his people and still do his duty. Along with these other necessities he must have a character beyond reproach.

*Nat'l. M. Review, Chapter XIII, pg. 592.

The latter is very necessary inasmuch as a lack of it will mean that those employed by him, together with the taxpayers will not have any respect for him. The moment he loses the latter, in that same moment does his efficiency cease.

Every profession has its requirements for the members of its own group and the city managers profession is no exception. Following is their list of qualifications:

1. Character,
2. Personality,
3. Executive ability,
4. Open-mindedness and ability to work with others,
5. General knowledge of business and a good understanding of the objectives of municipal government and methods of city administration.
6. Experience.

In an article on this subject Harry W. Hefner, Assistant Professor of Psychology of Syracuse University gave the following as his result of an analysis of the work of the manager in an effort to see what qualifications were necessary.*

1. High general intelligence for abstract subject,
2. Pleasing personality,
3. Leadership,
4. Liking for all kinds of persons.

*The Qualifications of a City Manager, Oct. 1924, National Municipal Review.

5. Intellectual sympathy,
6. Liking for responsibility,
7. Ability to stand criticisms,
8. Ability to persuade others,
9. High ethical standard,
10. Technical training.

It will be noticed that these two sets of requirements are much alike. In fact both of them stress the same points. The latter list is especially good since it has been made by a man who has first made a study of the job itself and then applied the qualifications as the science of Psychology has directed him.

TECHNICAL TRAINING.

Much has been said of the advantage or disadvantage of having a technical training. The writer is of the opinion that the latter is a distinct advantage. The prevalence of engineers with the profession is in itself a proof of this. City Manager C. O. Sherrell of Cincinnati, has made the following statement:*

"In my opinion there is no better material from which to produce the best type of City Manager than from the Civil Engineers. Such a large part of municipal activities are of an engineering nature, that engineering training is almost essential for the City Manager in order that he may

*Proceedings of the A.S.C.E. March, 1928.

be able readily to "speak the language" of his Department Heads. Then, too, engineering training is essentially designed to get results; to make prompt decisions; to make plans looking forward to the future, and to carry them out in the present; to measure the value of expenditures in terms of useful work done; and to inculcate leadership in the handling of men."

The organization of the managers known as the "City Managers' Association" was founded in December, 1914. There were eight men present at the founding and it is interesting to note what their former occupations were. Of the eight men, six were engineers, one was a clerk of a district court and the other a business man. It will be noticed therefore that the engineer found his place in the game.

Let us examine the profession as it is today. In the book "The New City Profession" by Leonard D. White, the former occupations of 865 managers are given. Under the heading of "Engineering and Allied Activities" we find listed 393 names. These figures again show the prevalence of the engineer.

Actual experience of city managers as given in the Fifth Yearbook is as follows:

TABLE V.

Engineers	52 (48%)
Business	32
Public Utilities	7
Clerical	7
Public Works	4
Chamber of Commerce	3
Newspaper	2

Let us take an inventory of the managers within our own state. In the following table are given the former occupations of fourteen of our city managers.

TABLE VI.

Engineers	7
Business	1
Public Utilities	1
Clerical	2
Public Works	2
Contractor	1

Seven out of the fourteen or 50% are engineers. All of this serves to prove that the engineering profession seems to be the preferred field from which to take city managers, and this is not at all surprising when it is

appreciated that fully 75% of municipal problems are engineering problems.

A city manager must be primarily an executive, his previous training and experience are worth nothing without that qualification. Unquestionably an engineer is very much better fitted for such a position than a man with any other training.

A non-technical man can cope with the problems of organization, finance and social service, but he cannot work into the technical questions which form so large a part of his work, and must take some one's word for everything in that line. An engineer - and again I speak of engineering in its broader sense - has a grasp of the technical question involved, must have a good idea of organization if his experience has been at all broad, and must have a knowledge of the general principles of finance and accounting if he has been in responsible charge of work. The only field in which he is entirely new is that of social service, and the fact is indisputable that greater advances have been made along social lines in cities managed by engineers within a few years than had been made in them during the preceding twenty. Certainly, other things being equal, the man with a technical training is to be preferred as city manager.

All things, therefore, seem to point to the fact that the engineer is the best suited for the position of city manager. He above all others has the qualifications which make him the ideal city manager.

Not only has the engineer himself proven this, but the councils of many cities have shown whom they believe to be best suited for the position by choosing the engineer. Although there may be nothing in their charters to advise them, they seem to feel that they can rely on an engineer and so select him without any hesitancy.

If we should find any fault with the engineer as a city manager, and we seldom do, it might be the fact that he has a tendency to be partial to his own profession. In other words he slights certain of the city departments and favors the engineering end of the organization. This of course, should not be done and the manager who does so, places himself in a position where the heads of the other departments may refuse to cooperate with him. As the manager it is his duty to be impartial and to manage all departments alike. He must be interested in the various branches and to be that it is necessary for him to be unbiased.

As a rule an engineer has had a good deal of training as a leader. He needs to carry this ability with him as it is a needed asset. It is imperative that he be the leader in all municipal affairs. He must therefore, have faith in himself and assume full leadership. There is no one else to do it but himself. To be successful he must have initiative. In cities having a population of 20,000 or less, it is not unusual to find the engineer serving in a dual capacity, that of city manager and engineer. This situation is very common. It is understood of course, that the manager is not

directly engaged in the work of the department but is merely the chief engineer. In states requiring registered engineers he may be such a one and can have as his assistants junior or non-registered engineers. The latter then would be in direct charge of the work.

In an arrangement of this kind the city manager is saving the city the salary of a city engineer. His duties in this position would not be such as to handicap him in his executive or managerial duties. The time that it would be necessary for him to give to the department would not be enough to allow him to slight his other work.

It has been shown that the engineer is the best suited of any man to assume the responsibility of a city manager. The question now arises as to what can be done to further help him fit himself for the profession.

If an engineering student is aiming to fit himself for the position he should substitute some of the technical work for that which is of an administrative type. He should expose himself to the cultural subjects together with those of finance and business administration. Only by doing the latter can he hope to be in a position to assume managerial responsibility.

For the man who is already engaged in engineering it is best that he obtain work in city engineering and utility departments. He will then receive the necessary training along the lines which come under the administration of the manager. He will also acquire an understanding of city

government. After being engaged in this line of work for some time he will be in a position to make application to fill a managerial vacancy.

It need hardly be said that experience is the main factor. Especially in the consideration of prospects for larger cities does this enter in. A man cannot step into the managers position, at least in a large city, without first having had a good deal of experience.

The openings in this field for the younger man are in the smaller cities and towns. A large number of towns from 3,000 and up are taking up the city manager plan, and a man who handles the problems of such a place successfully can look forward to rapid promotion to larger cities.

There is a lack of men of experience in this line, and a man who has been under the load and obtained results is sure of abundant opportunity to advance.

The young man who desires to get into this field must take a broad view of engineering; he must keep in touch with many things outside the strictly technical field; he should find out whether or not he can handle men; and he should broaden his knowledge in every possible way along the line of municipal government.

Then when an opening as a city manager for a small town presents itself he will be in a position to apply.

This is the most promising field for engineers at the present time and has unlimited possibilities. A young engineer cannot do better than take up as a life work the

profession of public administration. It entails many sacrifices, because ones time is never his own; it means unjust and unfair criticism, but the public is learning to appreciate honest and efficient service; and the pleasure of untangling some awfulness in local misgovernment, and making it into an efficient machine for rendering service, is worth every sacrifice made.

DUTIES OF CITY MANAGER.

The powers and duties of the manager are practically the same in every city. Almost all of the 21 Michigan charters examined state their duties in the same manner. The only difference, perhaps, enters because of the size of the city. In the charter of the small city one sentence gives the entire information whereas the duties are outlined in several sentences in the charter of the larger municipality.

The majority of the charters state that "The Manager shall be the chief administrative officer of the city", or as has already been said he has all the duties of a manager of a corporation. He takes his orders from one source, namely, the council. He has the privilege and should make suggestions, and recommendations. However, he should not attempt to dominate the commissioners. It is their job to formulate all policies and order the work done. The manager in his capacity must carry the work through and see to it that all policies are made effective. He is the

administrative head and as such is responsible for the execution of all plans.

That the position is an important one is not to be doubted. There is an erroneous amount of responsibility on the one man. He is on duty 24 hours of the day and during 7 days of the week. He is the recipient of suggestions and grief from all sides. It is necessary for him to retain his position as head of the entire city and yet he must not forget that he is the servant of the smallest tax payer.

APPOINTMENTS.

Along with his executive duties, the manager has authority to make certain appointments. These vary in all the cities. Some managers have authority to appoint only the minor department heads. In other places he may have the power to appoint both the clerk and the treasurer. The greater number of the 21 Michigan charters, which the writer examined state that such offices as the city clerk, treasurer, and assessor and in some cases the health officer and Attorney shall be appointed by the Commission. This leaves only the minor appointments for the Manager.

There is a decided disadvantage in the case where the council makes all the major appointments. Politics will enable the commissioners to have considerable influence over such appointees and in so doing will handicap the manager. Instead of having full administrative power as he should, he

will be unable to control these more important offices and his efficiency as an executive will be greatly hampered.

If, however, the council has the city welfare at heart and are staunch supporters of the city manager plan they will not let these matters come between themselves and the manager. If the latter is wide awake and appreciates his responsibility they will cooperate with him rather than hinder him. His success is also theirs.

VI.

THREE PLANS OF CITY GOVERNMENT.

There are at present three plans of city government, namely, Mayor-Council, Commission and the City Manager plans. The first two named are the oldest. The Commission plan has been in effect for some time altho not as long as the Mayor-Council. The latter is as old as the first city itself.

Any plan of city government, no matter what its name may be should accomplish two things. In the first place it should be composed of an efficient organisation, capable of satisfying the public and responsive to their demands, and then in return for this prompt and efficient service the property owner should not be required to pay exorbitant taxes. It is due to the inability to obtain these two factors that our city government has been continually changing. For years we have been trying to hit on a plan which would give good Government. It seems that with the present city manager plan we have come the nearest the goal of any time. After some of the finer points of this type of government have been ironed out, it may be that we will have found the answer to the old question. So far it seems to be well adapted to the smaller cities.

MAYOR-COUNCIL PLAN.

Under the Mayor-Council plan the people elect a council, mayor, city clerk, treasurer, assessor and the rest of the mayor city officers. The council is elected by wards on a partisan ticket. The mayor has full power to appoint the minor officials. The council also has power to appoint various officials. They also make and pass the ordinance or city laws and the mayor has the power to veto these laws.

The advantages claimed for this type of government may be listed as follows:

1. The people elect practically all of the major city officers.
2. The manager is usually a well known citizen and therefore becomes the leader.
3. All the districts are equally represented on the council.
4. Keeps national political parties intact.

Following are the disadvantages:

1. Long ballot means that it is impossible for the voter to know all of the candidates. He usually votes the entire ticket according to his party affiliations.
2. The Mayor is elected because of his popularity and without thought as to his fitness for the position.
3. Division of city into wards or districts brings men into the council who are not the correct type or who,

because of lower class, continually fight those from the better section of the city and hence cause dissension in the council.

4. As in the case of the mayor, the major city offices are filled with men who are incapable of the position.

THE COMMISSION PLAN.

The commission plan came into existence in Galveston, Texas in 1901. The plan seemed a good one and between 1901 and 1914 about 500 cities adopted it. It seemed to be more free from politics than the mayor-council type and hence people were willing to try it out.

Under this plan the people elect, at large, a commission of five men who are responsible for all legislation and administration of the city. The various departments are divided between the commission, each one being the executive head of one of them. The commission acts as a whole in legislation and in appointments and appropriations.

This plan has also its good points as well as the bad ones. Following are the advantages:

1. A short ballot makes it a simple matter for the people to know those for whom they are voting.

2. A commission of a few is responsible to the people for the entire government.

3. It is much easier for a small group to work than a large one.

4. Commissioners are elected at large and hence ward politics are abolished.

5. National politics should not be an issue in city elections and in this plan they are eliminated.

6. The commissioner is responsible for both the tax rate and the results.

Following are the disadvantages of this plan:

1. Instead of one administrative head there are five of them.

2. Each commissioner is directly interested in his own department.

3. No attention is paid to the fitness of the commissioner for the position as head of a department.

4. There is danger of three commissioners combining to obtain more than their share for their respective departments.

THE CITY MANAGER PLAN.

Under the city manager plan the people elect from the city at large, a council or commission. This is usually composed of from three to nine members depending on the size of the city. As has already been stated the council passes all ordinances, levies taxes, approves the budget and determines all the city's policies. They then choose the city manager who is the city's chief executive and whose duty it is to see that the council's recommendations are carried out.

Following are the advantages of this type of government.

1. The government is in the hands of a single commission which is fully responsible to the people.
2. The council is concerned only with passing ordinances and determining the city's policies.
3. All the administrative work is under one executive.
4. The manager holds his position as long as he gets results.
5. The manager is a trained executive.
6. The short ballot is used in this plan.
7. There are no ward politics due to election of commissioners from the city at large.

The disadvantages are:

1. The people do not elect the chief executive.
2. The council may delegate too much authority to the manager.
3. There is too small a group of men on the council to represent the entire community.

Because of its many advantages it is not so difficult to overlook the weak points of the city manager plan. As Benjamin Franklin once said, "No system of government has ever been so evilly designed by its founders that it would not under good hands, work well enough."

There is more truth than poetry in that statement. Any type of government is exactly as the men who are at the

head of it. If it were possible to get business men to run for the job of aldermen, the Mayor-Council plan would perhaps be as efficient as the council manager. However, due to its corrupt practices and because the men who have been councilmen are not of the bigger type, business and professional men have been reluctant to take positions on councils.

The reason that the city manager plan has remedied this is due to the fact that it is based on business principles and therefore has an appeal to the business man. It operates along his line and so there is an incentive for him to take part in the government of his city. And so, instead of only politicians, we find that the leading men of the city are eager to fall in line and serve their city. This has accounted for the success of the city manager plan.

In an appearance before the Ingham County League of Women Voters, Fred R. Harris, City Manager of Jackson, made the following statement.

"The council-manager form of government is nearer to the people and promotes a more responsive government. Although the great American Public is never satisfied with the tax rate, no matter how low, the council manager government comes as near as it is humanly possible to giving the tax payers what they think they want. It does certainly give more nearly a dollar's worth for each dollar paid in taxes than the aldermanic form, the city commission form or the city council form".*

*Lansing Capital News, May 15, 1928.

Perhaps the best that can be said for this popular type of government is contained in the following abstract from the Thomasville (Ga.) Enterprise:

The City Manager form of government is popular. It is not the panacea of all ills, it does not do away with politics, nor can it make dollars grow on trees. It is merely a wise and careful administration of financial affairs.

The last sentence of the above statement is perhaps the key to the entire situation. It contains the secret of the success of the city manager plan. Business methods applied to city government, a small group for council, and one efficient executive head. That is the formula of the city manager plan. That is the reason that today there are 42 cities in Michigan which have forsaken the old political path for the road of efficiency and service.

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