

Mayoral Models in Municipalities: Reading Materials prepared for Work-group of the City Charter Commission for September 17, 2009

Carr, Jered and Mohankumar, Shanthi. "Beyond Ideal Types of Municipal Structure: Adapted Cities in Michigan". Paper presented at the annual meeting of the Midwest Political Science Association, Palmer House Hotel, Chicago, IL, Apr 12, 2007.
The American Review of Public Administration, Vol. 39, No. 3, 304-321 (2009)

Abstract: Increasingly, scholars of local governments are calling attention to a new era of municipal reform and to the convergence of the mayor-council and council-manager forms of governments. A major conclusion of this literature is that these two familiar ideal types no longer adequately describe the structure of most American cities. This article contributes to this question by examining the charters of 263 Michigan cities. We use the adapted cities framework advanced by H. George Frederickson, Gary Johnson, and Curtis Wood to examine the patterns of adaptation to Michigan's mayor-council and council-manager cities. We find that the governance structure in most Michigan cities is not accurately described by either of the ideal types. Mayor-council cities are especially likely to use charter provisions that deviate significantly from conventional depictions of the form.

<http://arp.sagepub.com/cgi/content/abstract/39/3/304>

Reference and citation here:

<http://ww.nlc.org/articles/articleItems/NCW9709/formsOfMunicipalGovernment.aspx>

DeSantis, Victor S. and Tari Renner. "City Government Structures: an Attempt at Classification" *State and Local Government Review*, vol. 34, no. 2, (Spring 2002).

Abstract: this paper presents an overview of five forms of five general forms of municipal government most common in the United States today: the mayor-council, council-manager, commission, town meeting, and representative town meeting forms. Although each of these forms retains distinct structural characteristics, recent research reports a general convergence of the different forms over the past several decades that is especially apparent between the mayor-council and council-manager systems.

<http://www.cviog.uga.edu/publications/slgr/2002/2b.pdf>

Frederickson H. George, and Gary A. Johnson; Curtis H. Wood. The Adapted City: Institutional Dynamics and Structural Change M.E. Sharpe, August 2003.
Urban Affairs Review, vol. 36, no. 6, 872-884 (2001)

Abstract: Almost all U.S. cities are established by state charter as either mayor-council or council-manager cities. For decades, these two legal-statutory categories have been used by researchers as dichotomous variables in descriptions of city government form and in statistical equations. This study indicates that the mayor-council and council-manager categories, although legally based, mask several important empirical characteristics of U.S. city government. Using a large data set, the authors indicate that the structures of U.S. cities are surprisingly dynamic.

Cities tend to change their structures incrementally. Over time, cities with mayor-council statutory platforms will incrementally adapt many of the characteristics of council-manager form cities to improve their management and productivity capabilities. Over time, cities with council-manager statutory platforms will adopt features of mayor-council form cities to increase their political responsiveness, leadership, and accounting capabilities. Because each of the two legal forms of cities adopts primary features of the other, these cities now constitute a third form of the U.S. city—the adapted city.

<http://uar.sagepub.com/cgi/content/abstract/36/6/872>

“Mayoral Leadership and Integrated Governance” Center for the Study of Education Policy, Illinois State University, (April 2009)

Introduction: “The past two decades have seen an emerging trend in urban school governance: mayors taking the reins of school district leadership. So far, mayors in the nation’s largest cities have been most likely to seek or be given this new role. Chicago and Boston have been working under this new governance model for more than ten years and Philadelphia for more than five years; New York has recently joined the trend, along with Cleveland, the District of Columbia, and Los Angeles. Still other cities, such as Milwaukee, are seriously exploring the concept at this time....This report summarizes the recent research and policy literature regarding mayoral control of urban schools, outlining potential benefits and limitations of this governance approach. The report outlines the basic elements of a mayoral reform plan and sample performance indicators for success. Finally, the report references the special case of mid-size cities, which face similar challenges to large metropolitan centers, but often with fewer resources. It is at this level that a future wave of mayoral school governance may be expected. “

Available here:

http://www.coe.ilstu.edu/eafdept/centerforedpolicy/documents/MayoralSchoolLeadershipandIntegratedGovernance_USETHIS_002.pdf

Lapuente, Victor. "A Tale of Two Cities: Bureaucratization in Mayor-Council and Council-Manager Municipalities" Paper presented at the annual meeting of the MPSA Annual National Conference, Palmer House Hotel, Hilton, Chicago, IL, (Apr 03, 2008).

Abstract: The paper presents a New Political Economy theoretical model which predicts under which circumstances self-interested politicians will bureaucratize their public administrations. In particular, the more concentration of powers a polity has, the less credible politicians’ promises to public employees will be and, to overcome that problem, politicians will bureaucratize their administrations. The model is tested with data on US municipalities, where two main types of local governments coexist: mayor-council and council-manager. Results show that municipal governments with more concentration of powers (mayor-council) tend to develop higher levels of bureaucratization (more numerous and more active Civil Service Commissions) than municipalities with more separation of powers (council-manager).

Available here: http://www.allacademic.com/meta/p268959_index.html

Mullin, Megan, et al. “City Caesars? Institutional Structure and Mayoral Success in Three California Cities” *Urban Affairs Review*, Vol. 40, No. 1, 19-43, (2004).

Abstract: Recently, voters in many large cities have approved charter reforms that strengthen the power of the

executive, suggesting that big city residents and mayors themselves view the formal authority of the office as an important influence on whether a mayor will be successful in solving urban problems. This article employs qualitative data from three California cities to specify how structural characteristics interact with personal factors to facilitate mayoral leadership. The authors find that city structure does not directly determine a mayor's goals and leadership style, but it does create constraints and opportunities that influence whether a mayor's personal strategies will succeed.

Available for purchase here: <http://uar.sagepub.com/cgi/content/abstract/40/1/19>

Orr, Marion and Darrell M. West. "Citizens' Views on Urban Revitalization" *Urban Affairs Review*, Vol. 37, No. 3, 397-419 (2002)

Abstract: Renaissance cities have been widely discussed in the literature on urban development. However, despite scholarly interest in this subject, there has been little systematic research on how citizens feel about so-called "hot" cities and the factors that go into citizen conclusions that a city is doing well. In this paper, we use data from a survey of residents of Providence, Rhode Island and review the political and economic history of the area to assess what affects public opinion about city success, quality of life, and downtown improvement. Our analysis demonstrates that on dimensions such as moving in the right direction, satisfaction with specific services such as police protection is important to public assessments. In other areas, though, such as quality of life, factors such as race relations, street repairs, and political leadership matter more. We conclude with suggestions about what cities that wish to be seen as having "turned the corner" must do in order to bring citizens around to that viewpoint.

Available for purchase here: <http://uar.sagepub.com/cgi/content/abstract/37/3/397>

Schragger, Richard C. "Can Strong Mayors Empower Weak Cities? On the Power of Local Executives in a Federal System" *Yale Law Journal*, Vol. 115, (September 2006).

Abstract: This Essay considers the historic weakness of the American mayoralty and recent reform efforts designed to strengthen it. The mayoralty's weakness has two grounds. First, the office's lack of power is a product of elite skepticism of urban democracy. That skepticism manifested itself in Progressive Era reforms that almost entirely eliminated the mayor's office in favor of a city council and professional city manager; the mayoralty continues to be a ceremonial office in most small- and medium-sized cities. Second, the mayoralty's weakness is a result of a federal system that devalues city—and, by extension, mayoral—power. American-style federalism privileges regional governments rather than local ones; states, not cities, are the salient sites for constitutionally protected "local" governance. This structural fact has political consequences. The city's limited capacity to make effective policy reinforces the parochialism of its leaders; their parochialism, in turn, reinforces the city's subordinate status. The challenge for urban reformers is to alter this "constitutional" weakness of the mayoralty. [Schragger] argue[s] that the strong mayoralty is a potential instrument for democratic self-government to the extent that it is able to amass power on behalf of the city.

Available here: <http://www.yalelawjournal.org/pdf/115-9/Schragger.pdf>

Svara, James H. "The Shifting Boundary Between Elected Officials and City Managers in Large Council-Manager Cities" *Public Administration Review*, vol. 59, no. 1 (January-February 1999).

Excerpt: Council-manager governments in the United States have been an important venue for observing the general relationship between politics and administration. Although the roles of the mayor and council members, on the one hand, and the city manager and staff, on the other, have sometimes been viewed as strictly separate, officials have blended democracy and professionalism in ways that maintain distinct but shared roles. It is possible, however, that changing conditions in local government may create pressures that alter official roles and the relative contributions of officials. This is particularly likely in large cities about which the question has perennially been asked whether the council-manager form of government is viable. Although the council-manager form has been most commonly used in moderately small to moderately large cities, only in recent decades have many cities that use council-manager government grown into "large" cities.(1) Now over two-fifths of cities exceeding 200,000 in population use the council-manager form. This study focuses on these 31 cities.

Available for purchase here: <http://www.questia.com/googleScholar.qst?docId=5001233636>

Additional websites:

United States Council of Mayors, Swift, Nick "Mayors play the central role in U.S. Municipal government" accessed here:

http://www.citymayors.com/usa/usa_locgov.html

The Urban Institute

<http://www.urban.org/government/index.cfm>

National League of Cities

<http://www.nlc.org/>

U.S. Conference of Mayors

<http://www.usmayors.org/>