

34-371

Proposed City Charter 1952

SAVE

IMPORTANT

2-102

Tuesday, August 14, 1951

Tellers' Report -
approved

It was moved by Councilman Patterson, seconded by Councilman Hair, and duly carried, that the following resolution be, and the same is hereby adopted.

WHEREAS; a Special Municipal Election was held in the City of Riverside on Tuesday, August 7, 1951, for the purpose of electing a Board of fifteen Freeholders to perform the duty of preparing and proposing a new Municipal Charter for the City of Riverside, and for the purpose of submitting to the qualified electors of the City of Riverside, the question and proposition "Shall a Board of Freeholders be elected to frame a proposed new Charter?" as designated in Ordinance No. 1623; and

WHEREAS it appears from the report of the Tellers appointed to canvass the returns of the said Special Municipal Election, which report is hereinabove recorded, that the following named persons were the fifteen persons receiving the greatest number of votes cast by the qualified and registered electors of the City of Riverside voting at the said Special Municipal Election for all candidates for the office of member of the said Board of fifteen Freeholders,

NOW THEREFORE BE IT RESOLVED, that the said report be, and the same is hereby approved, and that Eugene Best, Robert H. Westbrook, William H. Bonnett, Philip L. Boyd, Howard Boylan, Harry McCarroll, Donald W. Bohr, Joseph S. Long, Glenn W. Gurtner, T. Chauncey Flaherty, Earl W. Porter, James M. Wortz, Charles H. Johnson, Thelma H. Goodspeed and Leonard Joseph Difani, be, and they are each hereby declared duly elected as Members of the said Board of fifteen Freeholders; and

BE IT FURTHER RESOLVED, the question and proposition "Shall a Board of Freeholders be elected to frame a proposed new Charter?" having received 5498 affirmative votes against 445 negative votes, constituting a majority of all the votes cast at said Special Municipal Election on said question and proposition, be, and the same is hereby declared carried and adopted.

This motion carried by the following vote:

Ayes: Councilmen Rawlings, Fowler, Backstrand, Patterson, Dales, Hair, and Crouch.

Noes: None.

Absent: None.

Tree removal
and curb and
gutter -
authorized -
Fairmount
Blvd. -
(request of
E. L. Yeager
Co.)

Upon motion of Councilman Rawlings, seconded by Councilman Patterson, and duly carried, IT WAS ORDERED that, pursuant to the request of E. L. Yeager Company, as contained in a communication dated August 14, 1951, this day received and filed, the project involving the removal of seven large Pepper trees by the Street Department, located on the south side of Fairmount Boulevard across from the City of Riverside old tennis courts and park, which are in the way of curb and gutter installation, and the installation of curb and gutter on the south side of Fairmount Boulevard extending westerly to Locust Street, and on the easterly side of Locust Street southerly, to the foot of the hill, by E. L. Yeager Company, be, and the same is hereby approved and authorized, under the supervision of the Street Department, the expense of the removal of the trees and the installation of curb and gutter in front of park property to be charged against the Motor Vehicle Act Traffic Safety Fund.

This motion carried by the following vote:

Ayes: Councilmen Rawlings, Fowler, Backstrand, Patterson, Dales, Hair, and Crouch.

Noes: None.

Absent: None.

Motion to
rescind for-
mer action -

It was moved by Councilman Patterson, seconded by Councilman Crouch, that the minute order appearing in Book 34 of Council Minutes at page 489, authorizing the City Attorney to prepare the

REPORT OF COMMITTEE ON BOARDS AND COMMISSIONS OTHER THAN PUBLIC UTILITIES.

Attached herewith is Article VII, Appointive Boards and Commissions, as revised by Mr. Harry C. Williams following our conference with him Thursday evening, April 10. We had previously met and studied and discussed his first draft of Article VII of which he had furnished us with five copies.

Sections 706 and 707. There is no provision for a Planning Commission in the present charter but we feel that there should be, and therefore have included it in this Article. It was agreed at our first committee meeting that decisions by the Planning Commission, following hearings held before it, should be final, except that within ten days a petition could be presented to the City Council requesting a hearing before the Council, and that the City Council could grant or deny such a request. This would do away with the present ordinance provision which makes hearings before the City Council compulsory. However, Mr. Williams feels that this should be governed by ordinance, rather than by Charter provision. It is therefore not included in these sections.

Sections 708 and 709, Personnel Board, we did not consider, since there is a separate committee on Personnel.

Section 710. The Board of Library Trustees is the only appointive board to be administrative, but Mr. Williams pointed out that its functions are entirely different than those of any other board and it should be administrative rather than advisory. The provisions of this section seem to conform to most of the recommendations made by our present librarian, Mr. Lake, and to charter provisions of other cities.

Mr. Lake has suggested that a provision be made similar to the first paragraph of Section 711, whereby certain agencies, such as the county, might be accorded temporary membership on the commission. He also suggests that the board be given greater power of expenditure. They now spend as they see fit, income not budgeted for, such as income from the schools or the county, not foreseen at budget time.

Mr. Lake's first suggestion could be complied with easily, but in regard to his suggestion in the matter of expenditures, Mr. Williams points out that the board of library trustees is not accountable to the people, but to the City Council, and that the City Council should have the power to approve expenditures.

Section 711. The present Riverside city charter provides for a Board of Park Commissioners. A recreation committee, advisory to the park board has been created by ordinance, and there is in addition a council committee called the recreation and education committee. In that the parks department and the recreation department must work together, since there is an overlapping of their interests, it is usual for city charters to provide for a joint commission.

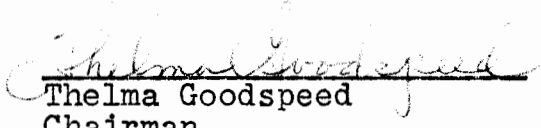
It has been suggested that this be designated a Parks and Recreation Commission, rather than Recreation and Parks, and that there be a provision for street trees. Mr. Williams concurs with both suggestions and would give the commission control and jurisdiction over parkways and street trees.

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REPORT OF COMMITTEE ON BOARDS AND COMMISSIONS OTHER THAN PUBLIC
UTILITIES.

A Board of Health is provided in the present city Charter, but since the city contracts with the county health department, there is no need for such a board and it has been non-existent for a number of years.

The present Charter also provides a Board of Police and Fire Commissioners, but Mr. Williams tells us that such boards are obsolete, that they went out with the long-ago commission form of city government and are now generally frowned upon. Our study of other city charters shows this to be true, so we have made no provision for such a commission.

The Board of Education is set up in a separate Article, Article XII, and accordingly was not under consideration by this committee.


Thelma Goodspeed

Chairman

Committee on Boards and Commissions
Other than Public Utilities,
Board of Freeholders.

Council-Manager Form of City Government

The President of the Board of Freeholders for the City of Riverside has asked that a committee appointed by him under the chairmanship of Mr. Glenn W. Gurtner, including Messrs. Philip L. Boyd, Donald W. Bohr, Howard Boylan, and Harry McCarroll, make a report to him on the City Manager type of municipal government, but to confine such report to a discussion of the method of application of the system, the mechanics as to how it is set up, etc.

The President of the Board did not wish at this time any conclusions of the Committee as to the merits of the system or the advisability of including such system in the new charter. It is difficult, however, for the Committee to make a report which would be informative without in some manner bringing forward its merits and demerits. The Committee, however, believes that a discussion of the City Manager form of government, with a sketch of its historical background, some statistical material to show to what extent it has been adopted in the United States, and to what extent it has been abandoned after having been adopted, together with some of the techniques used and some comments upon the varying provisions, would be responsive to the President's request, and we are, therefore, submitting the following material in the hope that it will be of use. Most of it will be excerpts from the very extensive literature bearing on the system.

Chapter 21 of a book published by Henry Holt and Company within the last few months, we believe, will give the Freeholders the basic ideas underlying the City Manager form of government, how it differs from other forms, the extent to which it is used, and some very pertinent comments as to the varying provisions of the charters of cities which have adopted it. We are, therefore, going to quote the entire chapter from this book as a start of our discussion.

(See following pages)

"Urban Forms of Government and Administrative Organization"

Which is more important, the organization or the men who operate it? The controversy is an ancient one and not likely to be resolved in the near future. But the truth is that both are important, if effective government is to be secured. The most streamlined modern form of government is useless unless able personnel are available to make it work, and the best personnel are hopelessly hamstrung by poor governmental structure. In other words, forms of government are operated by human beings. For this reason if for no other, no two cities have exactly the same form of government in practice, even though outwardly their organization seems identical. Thus, in one case, a library board may be the vehicle for obtaining more participation on the part of the general public in library affairs; in another, it may result in representation of professional interests; and in a third, a small clique may use it to perpetuate their power and special advantage.

Organization of urban government varies with the internal structure of a city and its adaption by particular individuals. It also varies with the existence or absence of near-by general or special-purpose units of local government and the system of state-local relations in each of the several states. Kansas City may have the same form of government, outwardly, as Cincinnati, and St. Louis the same as San Francisco. But the fact that the two Missouri cities have virtually no control over their local police, because of state assumption of this field, changes in practice the effect of the formal organization of each of these cities. It alters, for example, the role of the city council and mayor or manager. Therefore, in examining the internal forms of government of cities in this chapter, we shall pay attention to the environment in which such forms are placed.

THE BEGINNING OF REFORM, 1890-1900

At the beginning of the era of great urban growth, toward the end of the nineteenth century, most of the larger cities of the country had what amounted to a weak-mayor-council form of government. The weak-mayor-council system arose because of several factors. There was some more-or-less conscious imitation of the national and state governments with their President and Congress, governor and legislature, and municipalities were organized with a mayor and council. Some councils were of two houses, others of one, but as in the case of the President and the governor, the mayor was not a member of the legislative body, the city council. Instead he was chief executive, at least in theory. He possessed a veto power over measures passed by the council, although that body generally could pass measures over the veto by a two-thirds or three-fourths vote.

Certain organizational arrangements departed from the practice of the national government, although they were in harmony with the structure of many states. Jacksonian democracy and a distrust of city government encouraged the use of these devices. For example, the mayor appointed some municipal officials, but the council selected others. Several department heads were usually elected directly, such as the treasurer, city clerk, and city attorney. Numerous boards and commissions were to be found whose members were sometimes elected directly, sometimes appointed by mayor or council, and at other times held an ex-officio status.

Some forms of corruption are always present in so widespread a political institution as city government. Yet in the last half of the nineteenth century, city government became more corrupt than it ever had been previously or has been since. The weak-mayor-council plan did not help to reveal corruption in city government. Quite the reverse. Since no person or group could be held responsible for the entire operations of the city, there was a definite lack of responsibility. A large amount of overlapping of authority and plain confusion prevailed. Behind it all the corrupt politicians could carry on their activities safe in the knowledge that they would in all probability not be exposed before the public.

Extensive corruption cannot indefinitely be hidden from a watchful citizenry, and in the last decade or two of the century a growing movement of reform developed. The deplorable condition of civic dishonesty was gradually made evident. City government and scandals virtually went hand in hand. The wrath of the citizens was directed not only at the men who were in charge of city affairs, but also at the form of government that contributed to the inability of the citizen to watch his government carefully. By 1894 there were enough local civic groups leading the fight for better government to organize the National Municipal League. In the ensuing decades, down to now, the League has remained the principal group pushing for better city government. Immediately upon its establishment, the League became interested in forms of city government as a means of curing municipal ills. The search for a better form of city government spread widely. Articles, pamphlets, books, speeches, conventions—all these techniques were used to popularize the need for some structural improvement.

Strong-Mayor-Council Plan

As the 1890's wore on, more and more authorities on city government became convinced that a strong independent executive system, to be known as the strong-mayor-council plan, was the most desirable form that was available. In A Municipal Program in 1900 the National Municipal League endorsed this system. With some modifications it is the predominant form of government in large cities today, but it is by no means confined to them.

The strong-mayor-council plan vested executive and administrative powers in the mayor and conferred rather complete legislative powers upon the council. Boards and commissions and independently elected officers were to be held to a minimum, and preferably abolished outright. Thus a separation-of-powers system similar to that of the national government, with a short ballot, was favored for cities.

Commission Plan

About the same time another form of city government was developed. A tidal wave brought disaster and destruction to the city of Galveston, Texas, in 1900. Because of its ineffectiveness in handling the crisis, the local government lost public confidence. The next year a new form of government, to become known as the commission form, was established by special state law upon petition of a group of Galveston's citizens. The core of the plan as developed there and elsewhere was the provision of a city council or commission with three to seven members. In this group the legislative powers were vested. The members individually became heads of the various city

departments. Thus one commission member became mayor, another head of the department of public works, another head of public safety, and so on. The commission plan followed the strong-mayor-council idea to the extent that it provided a short ballot. No series of independently elected officials or boards and commissions were to be found. But it departed from the strong-mayor-council plan in that it denied the separation of powers. No longer was the mayor separately elected and vested with a partial veto over the council's activities. No longer was the council to confine its activities largely to legislation. As a group the commission was the governing body. As individuals the members of the group constituted the mayor and the department heads.

The commission plan was later adapted and widely publicized by a group of citizens from Des Moines, Iowa. Known as the Des Moines Plan, the commission idea (plus the initiative, referendum, recall, merit system, and nonpartisan elections) was adopted in hundreds of cities. It is still to be found in many medium-sized and some small cities.

Council-Manager Plan

The National Municipal League never officially endorsed the commission form of municipal government, although many League members individually promoted its adoption in various localities. The organization was not slow to fall into line behind the council-manager plan, however, once it was adopted by a few municipalities. Richard S. Childs, an ardent advocate of the short ballot and a strong supporter of the National Municipal League, is generally credited with being the father of the council-manager government. In 1912 the South Carolina legislature, by special act, provided the plan for the small city of Sumter, adapting the idea from suggestions that originally came from Childs. When Dayton and Springfield, Ohio, adopted the plan by means of home-rule charters the next year, publicity about the system began to spread. The National Municipal League endorsed the idea in its first Model City Charter and has been the principal sponsor of the plan ever since.

There was nothing new or revolutionary about the council-manager plan. School systems had long followed the idea of an appointive chief executive, the school superintendent, as had businesses and labor unions. The council-manager system provided for a council as the ordinance-enacting body, and a manager appointed at the pleasure of the council to be chief executive and administrator. The principle of the short ballot was thus followed, no separation of powers was provided, but administrative specialization was permitted, from the manager on through all the department heads down to every employee of the city.

Already the council-manager plan has outdistanced the commission system and it is conceivable that within the next few decades it will outnumber the strong- and weak-mayor-council cities combined. In the meantime, more and more cities are adopting the council-manager and strong-mayor-council plans every year, but the rate of adoption of the former is much greater.

THE COMMISSION PLAN

The commission plan is probably the form of government that has been most faithfully copied in its "ideal" or theoretical form without many local adaptations. In over half the cases the only elective officers of commission cities have been the members of the city commission. The number of departments has generally been limited to the number of commissioners,

and special-purpose boards and commissions or separately appointed department heads have been held to a minimum. There have been exceptions, of course; Highland Park, Michigan, elects a clerk, comptroller, treasurer, and assessor, and St. Paul, Minnesota, has an independently elected comptroller who wields very strong independent control over fiscal and personnel matters. But more usual in their commission organization are such cities as Newark, Jersey City, and Trenton, New Jersey; Omaha, Nebraska; Spokane, Washington; Memphis, Tennessee; and Birmingham, Alabama. Other large cities having the commission plan include Salt Lake City, New Orleans, and Portland, Oregon.

Advantages

The main features of the commission plan have already been outlined. The plan was said to have certain advantages, among which were the following: (1) The short ballot was to enable the voters to concentrate their attention upon a few candidates for a few offices, and to encourage men of better quality to put themselves forth for public office. Therefore a better council would result. (2) The concentration in one group of men (the commission or council) of all legislative power together with all administrative power in their individual capacities was to result in centering responsibility. No longer could disputes arise between mayor and council; the mayor's independent position was gone. No longer were there many semi-independent officers, commissions, or boards to divide both administrative and legislative authority. (3) The election of a small number of councilmen, all at large, would give better representation of the interests of the city as a whole than the election of a large number of councilmen by wards.

Disadvantages

The commission plan was not long in operation before certain shortcomings became evident. First there was a glaring lack of criticism within the municipal organization. Traditionally the function of criticism has been lodged in the council primarily, as it surveys administrative operations. In addition, the chief executive tends to scrutinize the various administrative departments and helps supervise and coordinate their activities. In the commission system, there was no independent council, since each councilman was individually head of one of the several departments of the city. It was only natural to find that a councilman was reluctant to criticize other departments for fear that his own might also be subject to scrutiny. A gentlemen's agreement was reached whereby each councilman was given exclusive charge of his own department. Such an agreement frequently held with appropriations as well, and as a result some commission cities came to be known for their spend-thrift policies. "If you'll vote for my proposed budget, I'll vote for yours" was the philosophy.

Not only did the commission system fail to provide adequate criticism and budgetary methods, but it made difficult the securing of adequately trained personnel at top administrative levels. If the voters elected a representative body--the city council--representativeness was no guarantee that all council members would be able department heads. Qualified department heads are best chosen by means of appointment, not election. Commission cities found themselves saddled with men who might have been capable enough as general representatives of the people, but who had little or no training for the specific tasks of particular departments. In such a situation there was very little

room for the trained expert. No employee in an administrative post could hope to aspire to the headship of his department without standing the uncertainties of election to the city council. Most commissioners demanded that they personally be in charge of day-to-day operations of the departments, and the general public could see little reason to employ two people to head each of them, the commissioner for general supervision and an experienced, professional administrator to head up the actual operations. Therefore the departments fell under amateur and outright political direction. Many qualified employees and potential employees turned outside city government to find satisfying jobs because of this.

Although the councils in commission cities were generally small (between three and seven members), centering of responsibility did not result. Responsibility was constantly shifted from the council as a whole to the individual commissioners. Questions of rival jurisdiction among departments were not uncommon. The mayor, who was merely one of the commissioners designated as such, had very little power to coordinate the operations of the city as a whole. Certainly it would have been unjust in most cases to hold him responsible on the basis of his legal authority.

In medium-sized and large cities, councils under the commission plan were too small to be representative of the diverse elements within the city. Yet to increase the council beyond five or seven might have multiplied unduly the number of departments for the best administrative results. In those cases where a council of five or seven did represent a few diverse interests, the effect upon administration was undoubtedly unfortunate, since the policy in one department might be one of economy, while the policies in other departments might be the reverse.

Decline of the Plan

Political corruption and bossism thrived in many commission cities, but perhaps Jersey City and Memphis were the two best-known examples. Seeing this and realizing many of the defects of the plan, the reformers soon became disillusioned with the commission form and turned elsewhere for the ideal governmental structure. The number of commission cities probably reached its height in the early 1920's. Since then there has been a steady abandonment of the plan, and few new adoptions. Less than 15 percent of cities with over 5,000 inhabitants retained this form in 1950 (see Table 16). While this percentage will probably continue to decline slowly in the next few decades, it should not be forgotten that the commission plan was in most cases an improvement over the weak-mayor-council system that it frequently replaced. It was a simple form in comparison.

WEAK-MAYOR AND STRONG-MAYOR-COUNCIL FORMS

Since the nineteenth century the traditional form of government for American cities has been some variety of the mayor-council plan. Over 57 per cent of cities with over 5,000 inhabitants still retain the system, and only in the population grouping of from 10,000 to 500,000 have the commission or council-manager plans made great headway. The largest cities apparently will retain this form indefinitely, along with a substantial proportion of cities of other sizes. Hence, analysis of the variations of this form is important.

For purposes of analysis, it has sometimes been useful to separate the so-called weak-mayor-council plan from the strong-mayor-council plan, but in the United States the mayor-council cities range all the way from the

very-weak-mayor-council variety to the very-strong-mayor-council type. The greatest number of mayor-council cities probably lies somewhere in between the "strong" and "weak" categories.

TABLE 16

FORMS OF CITY GOVERNMENT BY POPULATION GROUPS IN PERCENT, 1950

Population Group	Number of Cities	Mayor-Council	Commission	Council-Manager	Representative Town Meeting	Town Meeting
Over 500,000	13	100.0				
250-500,000	23	39.1	34.8	26.1		
100-250,000	55	43.6	23.6	32.8		
50-100,000	106	34.9	31.1	34.0		
25-50,000	212	49.0	17.9	30.7	1.9	0.5
10-25,000	662	50.6	18.1	26.4	2.6	2.3
5-10,000	962	66.6	9.4	20.3	0.5	3.2
All over 5,000	2,033	57.2	14.9	24.3	1.3	2.3

Source: International City Managers Association, Municipal Year Book, 1950, p. 39.

Weak-Mayor-Council Form

Authorities on city government are generally agreed that on the average the weak-mayor-council system produces the worst results. This is not to say that every city having a weak-mayor-council form is badly or corruptly run. In several respects Los Angeles has very excellent city government while hampered by a weak-mayor form. In contrast to this city of 2,000,000 is Minneapolis, with over 500,000 inhabitants, which has had poor results from the weak-mayor plan.

Los Angeles and Minneapolis, however, have for years been noted for the relatively poor quality of their municipal leadership—one of the cardinal weaknesses of the weak-mayor system. Responsibility is not centralized. There are numerous independently elected officials and many boards and commissions. The council is limited in defining city policy, and the mayor does not have administrative control over the various city departments. In such a situation no one can exercise policy leadership effectively for the city as a whole. There is no person who can authoritatively speak for the entire city. If the mayor does try to perform such a service, departments can disregard his suggestions without penalty. Lack of coordination abounds. Thus a city may develop a fine park system through excellent leadership on the park board, while other programs lag badly.

Since there is no provision for coordination, central budgeting, personnel controls, and purchasing frequently are nonexistent. Each department may order its own typewriters, its own telephone service, or its own pencils. Mimeograph machines in one office will be standing idle while those in another office are used by an overtime shift. Every board or commission will have or at least seek a special provision in the city charter or state law that specifies the taxes to be levied for its work. There is no budget

flexibility as a result. Because weak-mayor-council government is usually indecisive, uncoordinated, and inefficient, corruption has abounded.

When confronted with all these defects, the defenders of this form of government point with pride to its alleged democratic features. Many people are directly elected and others serve on boards and commissions. Thus, it is claimed, direct participation in and control of government by many people is furthered. Power is dispersed and thus autocracy made improbable. More believable than these statements, perhaps, is the defense made of the plan by special interests that benefit from the lack of any over-all review of the city government or its needs. From the viewpoint of the special interests, such as those especially concerned with the schools, parks, and libraries, there are many advantages to the weak-mayor-council system, since it is often true that such functions have a preferred position by their isolation from over-all control.

What is advantageous in a form of government, of course, depends upon the ends one is trying to achieve and the means that seem appropriate to employ. If the objective be maximum service of all kinds to the city as a whole, however, it is evident that the weak-mayor-council plan does not contribute to the attainment of it. Nor can it be said without severe qualification that the plan leads toward more democracy because of enlarged participation and greater control. There are many ways to participate in government, and holding public office is just one of them. With an unduly long ballot, democracy is thwarted because the electorate cannot possibly become well informed about the candidates or the issues confronting it. Potential voter participation may be great in terms of the number of elective offices, but actual voter participation may be small and voting less intelligent. Where the voter cannot place responsibility easily, he cannot effectively help control the organization. This has certainly been true of weak-mayor-council cities as a group. As we have seen, there has been much inefficiency and quite a bit of corruption in cities using this form. For the most part voters have been helpless to bring about permanent change in these conditions except by altering the form of government.

Strong-Mayor-Council Form

Because of the many defects that have shown up in practice in the weak-mayor-council plan, cities have sought to rectify the evils of the system by strengthening the hands of the mayor and the council and making their positions similar to those of the President and Congress. In addition, there have been some commission and a few council-manager cities that have abandoned their plans in favor of the strong-mayor-council type of organization. The strong-mayor-council plan is seldom found in its "ideal" or "pure" state—a mayor and council as the only elective officials and no administrative or quasi-legislative special boards or commissions. There are many cities, however, in which both the mayor and council are relatively strong in regard to their respective functions, although they must share power with various elected boards and officials. The mayor of New York City is such a person, even though the five borough presidents and the comptroller are elected. The council is not as strong as the "pure" plan envisions, because of the existence of the Board of Estimate, almost a second house of the city's legislative system. Cleveland, Seattle, Boston, and St. Louis have other varieties of the independent-executive system. The moral is plain: formal administrative organization does not determine the exact power that a mayor or council wields in actual practice. Structure is only one element to be considered along with

the personal leadership qualities of the councilmen and mayor, the status of political parties and pressure groups, and, in general, the many other special characteristics of each city and its people.

Advantages. In comparison with the commission and weak-mayor-council plans, the strong-mayor system has many advantages. Notable is its provision for a full-fledged executive, directly elected by the voters, with important supervisory powers over all, or nearly all, city departments. Neither the commission nor the weak-mayor plans has a strong central executive. The benefits deriving from such a person in an organization are leadership in both policy and administration, a large measure of coordination in administration, and more understandable, more responsible, and more responsive government. To be sure, optimum conditions seldom prevail in any form of government, certainly not very often in the strong-mayor plan. Some mayors cannot, will not, or do not give the leadership to city affairs that is possible with the strong-mayor system. Nevertheless, the potentialities of the office are there and can be utilized, if the right man is elected mayor. A natural leader finds that he can accomplish things in a strong-mayor-council city, while in a commission city or a weak-mayor city very capable leaders can be elected mayor and yet be quite thwarted in terms of accomplishment. The careers of DeLesseps S. Morrison and Hubert H. Humphrey as mayors of New Orleans (commission) and Minneapolis (weak-mayor) illustrate the odds against which the leaders must struggle if proper organization does not facilitate their tasks.

A second major advantage of the strong-mayor-council plan is the vesting of most legislative power in the city council. Independent boards and commissions are not present to share in policy formation or to compete with the council in trying to secure control over certain functions. It is true that the mayor is an important policy leader in the usual strong-mayor city, and if the city is of large size, the department heads and perhaps the bureau heads will be essentially policy people. No form of government under modern conditions can confine all policy functions to the council. Subject only to the mayor's veto and leadership and the limits of their time and ability, the councilmen have no serious competitors in the policy-formation field. They can control or change such policies in any way they see fit without fear of trampling on the powers of some other agency.

Thirdly, the strong-mayor-council plan is more conducive to the establishment of a thoroughgoing merit system than either the commission or weak-mayor plans. By its very nature, the independent-executive plan emphasizes central controls: the mayor is given responsibility for the entire administrative operation; he soon finds he needs a group of central house-keeping controls to help him carry out this task; the executive budget system and central purchasing are two helpful devices that improve the mayor's position; but a merit system is essential, particularly in large cities. Along with the merit system goes professionalism, of course, and the mayor usually finds that even at the political level of department head his appointee must not only be politically acceptable but also professionally trained. Since there are no or very few semi-independent agencies in strong-mayor-council cities, a truly city-wide merit system can be developed.

Commission-plan cities have had a large degree of success in instituting the merit system and even weak-mayor-council cities have had some success. However, neither have anywhere nearly approached the strong-mayor cities on

the score of an executive budget system. Using the executive budget idea as a tool of control, mayors have found that it gives them more power of detailed supervision over the various administrative agencies than perhaps any other single device. Budget directors are commonly second only to the mayor in importance in the administrative hierarchy. Coordination is secured through budgeting, and with it come numerous benefits such as a well-balanced plan of municipal services, elimination of duplication, and good esprit de corps.

Shortcomings. Critics of the strong-mayor-council plan point out two major defects--fatal ones in the estimation of the defenders of the council-manager system. First is the problem of how to resolve any conflict that arises between mayor and council--in the nature of the system, probably a problem without solution. If the mayor is to retain his position of leadership, he must continue to be independently elected, and his powers of veto and general administration are likewise essential to vigorous leadership. As long as the mayor cannot be removed by the council and is not selected by it, and as long as the mayor has the veto power, he can hold out against the council, providing he has enough votes in that body to support his veto. How frequently the mayor and council tend to fall out, and how important the matters at stake are, has never been determined for strong-mayor-council cities as a whole. Minor conflicts probably occur everywhere, and major fights are common, especially in the larger cities. It can be argued that some advantage accrues to the city in the process, such as education of the voters by the publicizing of the issues in controversy. It can also be argued that the voters at the next election can always resolve the issue. These are small comforts to cities in the throes of a bitter mayor-council dispute--it would be helpful if some way of resolving the issue could be worked out more promptly and constructively.

The second major defect in the eyes of the critics is the quality of chief administrators--the mayors--under the strong-mayor-council plan. Just because a man is elected is no assurance that he is a capable administrator. Certainly it is desirable to have capable administrators, but defenders of the mayor-council plan point out that administration is not the major responsibility of the chief executive, especially in the large cities. The executive's first job is to supply policy leadership--a task essentially political in character. Administration is important, of course, but the enterprising city or mayor can devise methods of securing expert administrative assistance to release the time and energies of the mayor. For example, a deputy mayor or a chief administrative officer can be appointed by the mayor much as a manager would be appointed by the council in manager cities. The mayor, an elected official, could thus give policy leadership and an expert, politically acceptable, could provide administrative direction. This system is in effect in some degree in many cities, such as Louisville, New York, and San Francisco.

The crucial question in regard to the mayor's qualities is therefore not one of administrative competence, but one of political leadership abilities. While the results on this score are not entirely reassuring, no other form of government has done better in providing political leadership, and probably no other form has done as well. Obviously there are many other factors that determine the quality of political leadership besides the form of government, but to the extent that form plays a part, the evidence is not unfavorable to the strong-mayor-council plan.

COUNCIL-MANAGER FORMS

Today nearly a quarter of all United States cities over 5,000 have the council-manager form of government (see Table 16). As we saw earlier, in theory the council-manager plan is extremely simple—the council appoints a manager who, in turn, appoints and supervises all department heads. Some council-manager cities follow the "pure" plan fairly faithfully, but the majority make a number of exceptions to the rule of the manager appointing and supervising all department heads. Cincinnati and Kansas City exemplify this very well. Council-manager cities could very easily be grouped into weak- and strong-manager types, like weak- and strong-mayor-council cities. At one extreme are the many cities that superimpose a chief administrative officer (appointed by the council) on several elective officers and a number of special-function boards or commissions, all having considerable power. In such cases, the chief administrative officer may not even have the power of appointment of department heads, although he usually administers an executive budget. The International City Managers Association does not classify many of these cities as council-manager cities because their adoption of the plan is not sufficiently complete. (Despite this limitation of the classification system, it is the most reliable available.) At the other extreme are those cities that have the "pure" council-manager plan as put forth by its main theorists. Naturally, most council-manager cities fall somewhere between the extremes.

The number of cities with council-manager government has grown amazingly in the thirty-five to forty years since the initial trial. And the growth has been accompanied by a large amount of publicity about the many benefits that a city secures when it changes to the plan. That most authorities on municipal government are very favorable to the plan has also bolstered the case for it. The advantages are impressive, and it is only fair to say that the council-manager plan has been the most promising experiment in municipal government organization in the country's history.

Although defenders of the plan have become so enthusiastic about its virtues, admitting no shortcomings, the council-manager plan does not represent the millennium in organization. Like all human institutions, it does have defects. They are not numerous, but they revolve about rather important considerations.

Defects

Briefly, the main charge is the lack of facility for leadership in the council-manager system and the undesirable consequences that may result if leadership is provided by the manager instead of the mayor. There seems little reason to doubt that the strong-mayor-council system gives more formal recognition to the need for policy leadership than does the council-manager plan. The mayor is elected by the voters independently of the council, and, to the extent that substantive issues are introduced into the campaign, it is the mayor's program that is the center of attention. There is no comparable official in the council-manager plan. All the councilmen are elected on the same basis, and the president of the council (usually called the mayor) is chosen at the council's first meeting after the election. The mayor in a council-manager city seldom assumes the importance of the mayor in an independent-executive plan. With the exception that he presides over the council, his position is little different from that of any other councilman. He cannot force the issue during council meetings if the other councilmen are not willing. He has no veto power, and in most instances, no appointment

power--or very little. Unless he attains his status as a leader through extralegal means, such as being head of a political party, little positive leadership can be expected of him. Furthermore, except in the very largest cities, councilmen serve part-time, and part-time personnel are not in a very strong position to be active leaders of municipal affairs. It takes a full-time official, like the mayor in a strong-mayor system or the manager (not the mayor) in a council-manager plan, to come forth with a rounded set of policy suggestions.

Much is made these days of the interrelationships of policy and administration; the two are definitely interdependent and inseparable. Given the nature of modern administration, the most probable place--some would say the only possible place--for policy leadership to come is from the chief executive. No other single person has his hands on so many facets of municipal policy, day in and day out. By the very fact that he deals daily with department heads and must of necessity take an over-all view of city affairs, he is thrust into a central position in matters of policy. This line of reasoning is cogent, and there is growing evidence that it is the mayors in strong-mayor cities and the managers in council-manager communities who take the initiative in policy questions. Again there are exceptions to this rule, depending particularly on the status of political party leadership in the area and the personal strength of individuals on the council and the chief executive. Thus Cincinnati has had rather good leadership from the mayor as well as from the manager, but that city has been blessed with capable men in both these positions and also--and of crucial importance-- with strong political parties in municipal elections.

There is a wide difference, however, in the leadership of a popularly elected mayor and the leadership of a professional chief administrator. Both receive many of their ideas from their department heads and their own past experience, but the manager is likely to rely much more on technical considerations and much less on political considerations than the mayor. Since the mayor campaigns for office, he is likely to publicize before the people the policy questions he considers essential. During election campaigns in a council-manager city, the manager tries to remain aloof.

There is some evidence that some managers in smaller communities resort to frequent secret meetings with the council in order to work out policy questions for the municipality. By resorting to this, the council-manager system is developing the defect of the commission system--a very real lack of internal criticism of policy.

Advantages

There is much to be said for the council-manager plan. No plan has introduced the professional into city administration as much as the council-manager system has. Manager cities are noted for their merit systems. Frequently their department heads, and of course the chief executive, are highly trained individuals. This professionalism and stress on the merit system have given manager cities a high esprit de corps; usually--and this is outstanding--employees are proud to be working for the city under the council-manager plan. The manager himself, as far as administrative management details are concerned, is a more capable individual than the mayor in a strong-mayor system.

One of the chief defects of the strong-mayor cities is completely missing in the council-manager plan: there is no lack of cooperation between the council and the executive. If a breach occurs, the manager can resign and apply for a similar position in some other city, or the council can fire him. There is no veto power, no independent executive to do battle with the council. There is no possibility of deadlock, and active government should therefore be promoted.

The remainder of the characteristics of the council-manager plan are much like those of the strong-mayor-council cities. There is a strong council with most of the legislative power; a strong central executive; almost always a well-functioning budget system; and most other management controls, such as central purchasing, planning, and reporting.

It is difficult for a political scientist to make a choice between the strong-mayor-council and the council-manager plans. Both provide excellent city government, given the right conditions. Large cities seem to prefer the strong-mayor plan, and this is understandable, given their need for strong policy leadership. Small cities and most medium-sized ones are probably best off with the manager plan. Cities in the 250,000-to-500,000-population class are in an intermediate position, while cities of over 500,000 find that the strong-mayor plan has definite advantages. Again we can only say that the results obtained from a given form of government depend on many other matters than its mere formal organizational details. Bossism and corruption can exist under any form. The character and experience of the entire community and the individuals within it must be taken into account.

ADMINISTRATIVE ORGANIZATION

Once the broad outline of city government organization is established many questions of the details of administrative organization remain. These details are important because they help to determine whether a city will have effective government, government that can meet the services required by the people under modern conditions. It is popular to refer to "principles" of organization that determine good practice. Unfortunately, the science of administration is not advanced to the point that such "principles" are available for application to any and all situations. Widely different systems of administrative organization seem to have success under an equally widely varied set of conditions. There may be guideposts along the way, but the road is not a one-way, direct route. There are many alternative routes to the destination, none of which has complete superiority over all the rest.

Hierarchy

Generally the best administrative practice calls for every employee to be responsible to someone else, and ultimately, and largely through intermediaries, all to be responsible to the chief executive. Thus, there is established a chain of command extending from the chief administrator through his department heads on through to each employee. Theoretically, for best results there should be no exceptions to this rule, if maximum benefits are to be secured in the governmental unit concerned. Actually, there are usually several exceptions, innumerable ones in the weak-mayor-council form. To the extent that there are agencies or officials outside the usual hierarchy, the city suffers from the benefits that it would otherwise reap from a hierarchical organization.

These benefits are reputed to be many, and undoubtedly most of them are very real. The basic advantage of hierarchical organization is that by means of it a certain degree of responsibility is assured. There are no agencies having a semi-independent status and over which no one is watching. If something goes wrong in city administration, the chief executive can be held to account in the first instance, and the specific department or agency under him in the second place. The fact of responsibility in turn has important consequences. It is quite possible that an employee will do better work if he feels that someone is likely to check up on him. He will have to justify his every move and decision and as a result will be less arbitrary. Furthermore, responsibility to a central executive ultimately means less isolation and more cooperation among departments. A feeling that all city departments and agencies are, after all, serving the same ends is promoted. A wise chief executive will see to it that the agencies and individuals encouraging cooperation are rewarded, while those tending to pull away from the common effort fare less well.

Hierarchy facilitates coordination. It makes for less expensive, more efficient government. At the same time it aids democratic goals by making the entire administrative organization more understandable and more easily controlled. With all these advantages, one is sometimes at a loss to understand why more cities have not followed hierarchical lines more faithfully. Why have there been so many exceptions to the rule, city after city? The answer is to be found largely in the history of each individual city. Usually special interests are at work, be they pressure groups, employees with vested rights, or citizens with desires to promote particular ends. Frequently plain inertia is at work; change cannot be secured because "it has always been this way." Since administrative organization serves individual human beings and groups and not general abstract ends, one should never expect to find "principles" of public administration copied faithfully in every detail.

Span of Control

Once every employee and agency is ultimately responsible to the chief executive, a second consideration becomes highly important. To it we may assign the term span of control. By this we mean that any human being is limited in his abilities; he does not have unlimited faculties of supervision and comprehension, and his time obviously is also limited. The psychologists have been able to measure abilities, and they have discovered that, while there are individual differences, there is a point of diminishing returns for any human being. For the administrator, there is a point past which his control over the units he is supervising is greatly reduced. For purposes of the span of control, that "point" is vaguely defined as so many agencies or units or, on occasion, so many individuals. Thus in a large administrative undertaking such as the larger cities in the United States, it has been found that the chief executive can work at maximum efficiency if he has only eight to fifteen agencies reporting to him. If he tries to supervise any more than this number, he not only cannot exercise much detailed control, but he becomes a bottleneck, holding up administrative action until he can get around to processing the papers on his desk or finding enough hours to hold conferences with his aides.

The chief advantage of observing the span of control is to expedite the business of the unit of government. It is likely that no one person will be assigned more than he can actually carry out. This will make for less over-

time work, a higher esprit de corps, and more general efficiency. Despite these facts very few large cities confine the number of departments reporting to the mayor or manager to fifteen or less. The resistance to consolidation of agencies and departments is great. Each small group wants to think of itself as important enough to require separate status as a department, reporting only to the chief executive or, better yet, not being required to report. For example, to combine police and fire protection services into one department may dissatisfy both units. Each feels it will lose in prestige and that perhaps the council will not appropriate as much money to a mere division as it does to a full-fledged department. Pressure groups will be present supporting the claims of both agencies for departmental status. If the executive or council insists on reducing the number of agencies reporting to the chief executive, he or it may find that important political opposition has been created. It is one thing to talk of the span of control and quite another thing to organize an actual city government in accordance with it.

The preceding discussion has been in terms of the chief executive. The same considerations apply to department and bureau heads--in fact, to anyone who has a supervisory position. We do not mean that no person should have more than fifteen individuals reporting to him--there is no magic in the number 15--for the extent of a man's effective span of control depends in large part upon the kind of task that is being done. A supervisor of clerks who are doing routine processing can have a hundred or more employees under his direction and not be overburdened. In contrast, a head of a large department in a large city may want to stay within the confines of fifteen units reporting to him, especially if there is a large measure of discretion in the carrying out of the tasks assigned to his agency.

Single-Headed Control

Given a hierarchical organization and the proper number of units and individuals reporting to each agency head, a question arises as to what form the agency head is to take. Is it to be a board or commission of two or more persons, or is it to be a single-headed department? For the most part authorities in this country favor the single-headed department, although some specialists such as those in public welfare, public health, and public library work make a strong argument to the contrary. The case for the single head is rather easily put. If responsibility is to be fixed, there should be but a single individual that is administrative head of the city and of each department and subagency. If a board of two or more is in charge, there can be a shifting of responsibility for action or inaction amongst its members. Nor can the chief executive control a board or commission as easily as he can a single head. If unit-wide coordination is to be secured and if active and positive government is wanted, single-headed departments should be the rule.

The demand for single-headed departments and agencies has seemed justified on the basis of American experience. Commission-plan cities, without a central chief executive and operating in most instances with what amounts to a plural-headed executive, have shown the need for a single mayor or manager with full powers over administration. In many cities, departments headed by boards have had a record of remaining aloof from city administration, preferring to further their special interests even at the expense of the interest of the city as a whole. Park boards, library boards, and others have become citadels for the defense of particular functions, unyielding to uniform over-all consideration of a city's needs.

The advocates of boards or commissions can also make a case for their cause. They insist that a board can be more representative than a single individual. A board can represent two or more parties, men and women, different economic or occupational groups, even different departments of the city government. A board thus gives a larger number of the city's citizens a chance to participate actively in the administrative process. Since participation is one element of democratic government, it is reasoned that boards promote democracy. In cases where important policy discretion must be given to administrators, it is argued that a board is the logical vehicle to head a department, since it is more deliberative than a single individual. In such cases it becomes a special small city council concerned with a particular function. It may hold hearings and conduct investigations and in general sample public opinion before making a decision. And it usually executes its decisions through an appointed superintendent or secretary.

The defenders of single-headed departments reply that a distinction needs to be drawn between advisory boards and administrative boards. The former can satisfy the need for more citizen participation and adequate representation of various elements in the administrative branch of government. At the same time they do not have the evils of administrative boards such as the possibility of shifting responsibility or of weakening the control of the chief executive over the administrative structure and operations. As long as there are vigorous pressure groups present in our politics, we cannot expect the demand for administrative boards or commissions to subside easily. Undoubtedly many boards have performed their tasks admirably, but the question as to how they fit into the city government as a whole may go unnoticed.

Staff and Line Agencies

A fourth step in erecting an adequate administrative organization is the separation of line agencies from staff agencies. Two benefits are secured by this process: greater efficiency and economy, and enlarged over-all control of the administrative machine by the chief executive. A staff agency is a housekeeping agency. It engages in activities that are not the end of government but only the means--personnel administration, budgeting, central purchasing, accounting, care of buildings and grounds, planning. These activities are in contrast to the ends of government, the purpose for which governments are established--fire protection, health services, water supply, and public housing. Agencies administering such services are called line agencies.

Before cities made a distinction between staff and line agencies, each department performed all the needed services of both types. The police department recruited policemen, ordered its supplies, and kept track of its funds as well as protecting persons and property. Such a procedure was highly wasteful, since every department might, for example, purchase expensive equipment for which it had no full-time need, or it might not have an adequate bookkeeping standard for its public accounts. Furthermore, the chief executive had little control over most of the departments, since in large cities he did not have time to check on what each department was doing in all particulars. By establishing over-all controls on personnel, budgeting, purchasing, and the like, the chief executive found that his supervision over departments was more effective while city costs declined for the housekeeping type of activity.

Except in weak-mayor-council cities, there are today few critics of the separation of staff from line agencies. The most important questions in dispute are the extent to which central staff agencies should actually control line departments, whether each department should have a personnel and budget officer, and to whom such individuals should be responsible. Large cities need to decentralize some of their personnel and budget controls, but this should not obscure the fact that the first need is for a large measure of centralization in one staff agency.

Grouping of Departments

There is no single infallible guide to the grouping of departments and agencies and the functions they perform. Many alternative arrangements suggest themselves, and different cities have made good records with quite different systems. One guiding consideration, it is said, is the grouping of departments and their activities in accordance with major purposes, each department as far as possible performing a single major purpose. To state this objective is much easier than to apply it, as is obvious from only a brief knowledge of the activities and departments of any city. Like other aspects of administration, the grouping of activities depends on the goals and ends one is trying to achieve and the human beings with whom one must deal.

Most of the discussion of administrative organization has been at the interdepartmental level. Intradepartmental organization is for the most part a small replica of the larger sphere, and the same problems of single head, hierarchy, span of control, staff and line, and grouping of functions and subagencies are present.

While the above chapter shows the number of cities by population groups which have adopted the Council-manager system and shows also the number of cities having other types of government, and while it does show in a brief way the rapid growth, yet a few added statistics may be of use to the freeholders.

The first city to adopt the Council-manager type of government was Sumter, South Carolina, in 1912. By 1920, 158 cities had adopted the plan; by 1925, 297; by 1930, 388; by 1935, 451; by 1940, 500; and according to the latest report by the International City Managers Association there were as of March 1, 1951, 977 cities and 16 counties in the United States and Canada which are utilizing the plan in one form or another. In California, as of March 1, 1951, there were 80 cities and 3 counties employing this form of government. The population claimed to be living under this form of government in the United States as of March 1, 1951, approximated 24,000,000. Thirty-six cities which adopted the plan have abandoned it. The reasons for such abandonment are covered in pamphlets and material issued from time to time by the National Municipal League.

One pamphlet which is available at the Riverside Public Library was published in 1949 and is entitled, "Manager Plan Abandonment," with a subtitle, "Why Thirty-Six Communities Shelved Council-Manager Government." In this pamphlet there are listed four main reasons and "Other reasons." The four main reasons claimed by the National Municipal League for Manager plan abandonments are (1) defective charters; (2) economic factors; (3) political conditions; (4) old charters, new conditions. The reason each city abandoned the plan is given special treatment in this booklet. Some of the most important cities abandoning were Cleveland, Ohio; Houston, Texas; Akron, Ohio; Trenton, New Jersey; Fall River, Massachusetts; Tampa, Florida; Binghamton, New York; and Lima, Ohio. While the above mentioned pamphlet discusses in detail the abandonment by the most important cities and must be read in full to obtain understanding of why abandonments are made, yet some quotations from it may be of use here.

One of the cities abandoning and which should be added to the list above was Santa Barbara, California, which went into the plan in 1918 and withdrew eight years later, in 1926. While there is considerable material devoted to why Santa Barbara withdrew, both in the above mentioned pamphlet and in other literature, one remark is quoted by a leading opponent to the plan in Santa Barbara as follows:

"The elimination of politics from City government did not take place. In the effort to put business into government the machinery of the City administration was pushed away from the people. In the last analysis, the Council and not the Manager was the City government. That meant that all of the politics which the Manager system was supposed to drive out was retained in obnoxious form. We demonstrated to our own satisfaction, at least, that there is nothing in the title of Manager that puts magic into City government."

Running all through the literature on Council-manager form of government is the fact that there are practically no two cities that adopt exactly the same type of setup. Most cities that have Council-manager governments have mayors, but the mayor becomes simply the presiding officer or president of the Council under the so-called "pure Council-manager governments." The types of charters and forms of administrative setup run all the way from what may be termed "weak Council-manager forms" to the very strong or pure Council-manager

forms. In the weak Council-manager forms, there will be quite a number of City officials elected and reporting direct to the Council, the Manager having only certain City departments under his control. Such systems are in effect in the cities of Cincinnati and Kansas City. At the other pole are a large number of cities which have the strong Council-manager form in which the Council has only legislative and policy forming functions where there are no City officials elected excepting the Council, and where all officials report to and are controlled by the City Manager. In between are all sorts of plans.

Some of the mechanics and methods of operation of the Council-manager system are discussed at length in a volume entitled, "The Technique of Municipal Administration," issued in 1947 by the International City Managers Association. This is a 600-page book and is typical of the approach to the subject of City Management by the International City Managers Association. This Association, to which almost all of the City Managers in the United States belong, has research departments, cost comparison departments, departments concerning ethics, and employment departments. It has developed methods of comparisons of government procedures which should be highly useful whether the cities have a Council-manager form of government or not. A part of Chapter 2 of the above mentioned book entitled, "Relation of Administrator to Council" contains some pertinent material on mechanics. It is quoted below.

"RELATION OF ADMINISTRATOR TO COUNCIL

"One of the functions of the chief administrator is to act as the chief representative of the administrative organization in its relations with the council, with other governments, and with the public. 'External Relations,' 'Public Relations,' and 'Public Reporting' are discussed in the last three chapters of this volume. This chapter on relations with the council is given prior treatment because its purpose is not only to suggest means by which these relations may be made productive and cooperative but also to clarify the definition of administration offered in Chapter 1 by a further exploration of the relationship between legislation and administration.

"Although this text has been designed and prepared primarily for the city's chief administrator, regardless of his title or of the form of government, this one chapter departs somewhat from the general approach because the relationships discussed are those on a council-manager city. The reason for this specific approach is twofold. First, this text is concerned with problems of administration and of management in city government. Under the council-manager plan--and only under this plan--the chief administrator is purely an administrative officer, with no political or ceremonial responsibilities. Hence the relationship between legislation and administration can be more clearly discerned if this discussion is built around the city manager's relations with the council. Second, any attempt to discuss the relationships between the council and the chief administrator in terms that would apply equally well to all forms of government would require such broad generalizations and so many qualifications that it would be more confusing than helpful.

"The specific application of this chapter to the council-manager form does not mean that it has no application to other forms of government. To the extent that a mayor or commissioner is chief administrator as well as a legislative and ceremonial leader, many of the observations and suggestions in this chapter can be applied to mayor-council and commission governed cities.

"Unique Aspects of Council-Manager Relationship"

"The city manager is appointed by the council and holds office at its pleasure. This is the distinguishing feature of the council-manager plan. It makes the relationship between the council and the city manager more direct, flexible, and simple than the relationship between the council and an elected administrator. The directness, flexibility, and simplicity of the relationship are due to the fact that the chief executive is directly under the control of the council.

"The council-manager plan is founded on the willingness of the council to act only as a collective deliberative body. As a deliberative body, it works by meeting periodically to make the more general and far-reaching decisions in municipal affairs. As a collective body, it does not permit its members to deal individually with its departments, but it appoints a city manager as its chief administrative officer, it calls on him for advice and information, and it depends on him to make the specific day-to-day decisions that are necessary to put its program into effect.

"The fact that the council has control over the tenure of the city manager enables it to have a chief administrative official whom it can trust completely and treat as its confidential agent. Thus, it can make free use of his initiative and enterprise without detracting from its own authority and responsibility in municipal affairs.

"The administrative relationship between the council and the city manager is a problem quite distinct from (1) their legal relationship and (2) their political relationship. It is misleading to think in terms of one of these relationships while discussing another.

"The legal relationship of the council and the city manager may be prescribed by state statute, city charter, and ordinance. Legal provisions, in more or less specific terms, usually grant the council, the city manager, and various administrative officials certain rights and powers, or distribute certain duties among them. Thus they set up a formal framework within which the council and administrative officials are obliged to work in order to justify their authority and to avoid the penalties provided by law. The influence on administration and administrative relationships of legal provisions, insofar as they may be enforced by legal processes, is largely a negative one; they restrain action, but they have little to do with getting things done.

"A charter may assign certain duties to certain officials or agencies; for example, giving the chief of police the power to enforce traffic regulations, the city manager the power to make appointments, and the council the power to let certain contracts. Some such provisions are essential with respect to the relationship between the government and its citizens; they give officials the right to do their job without restraint by the courts, and set limitations on their actions. But they do little or nothing to indicate the administrative relationships that should be developed within the city government as a going organization. Thus the police chief must not be independent of the city manager and the council in his regulation of traffic; the city manager cannot appoint policemen without having funds appropriated by the council to pay their salaries, and should not do so without consulting with the police chief who is to supervise them; and the council should not let a contract for the opening and paving of a new street without getting the advice of the city manager on the specifications to be included in the contract, the effect of the street on traffic regulation, and innumerable related problems. - 20 -

"The principles that must guide the council and the manager in working out their relationships are not legal powers or rights. It may be necessary for the city manager to consult with the council while making decisions that are within his legal powers, and it is usually necessary for the council to depend to a great extent on the advice of the city manager in exercising its legal powers. In discussing administrative relationships it is only misleading to think in legal terminology.

"The administrative relationship between the council and the city manager is also quite different from their political relationship. The political relationship between a legislative body and a chief executive involves the allocation of power and responsibility. Under the council-manager plan, this relationship is drastically simplified: the council, being elected by the people and having the power to appoint and dismiss the city manager, has exclusive power and responsibility. (As a matter of practice, the council can either follow or disregard the principles of the council-manager plan, regardless of the affirmation of those principles by charter provisions; thus the political and legal relationships between council and manager are quite distinct.) The council manager plan is a plan of unification, not of separation, of powers. By putting a city manager in office and keeping him there, the council assumes full political responsibility for the conduct of the municipal government, both for the policies that are followed and the way in which they are administered. The council may rely to a great extent on the advice of the city manager in determining its policies, and it may give him a free hand in administering those policies; if it does so, it does not surrender its political power or evade its political responsibility. To point out this fact, however, tells little or nothing about the administrative relationship between the council and the city manager.

"One of the principal purposes of those who devised the council-manager plan was to remove as many as possible of the restrictions imposed on municipal administration by legal technicalities and political considerations. The council and the city manager will always have to take law and politics into consideration as limitations within which they must proceed; but they should work out their administrative relationship according to tested principles of organization, with the primary and positive purpose of making the city government a more democratic and effective instrument for furthering the welfare and happiness of the community. To do so, they will have to avoid legal and political pitfalls while following the general procedure that will best enable the council to determine policies intelligently and the city manager to put those policies into effect.

"The Division of Work

"Difficulties of Detailed Distinction

"It is the theory of the council-manager plan that the council determines the policies of the municipal government while the city manager administers those policies. To understand the distinction between the role of the council and that of the city manager, it is important to remember that policy is determined by the council and administered by the city manager; in other words, both the council and the city manager deal with municipal policy. This is not to say that the council deals only with policy and the city manager only with administration--a distinction which it is quite impossible to make. No one can divide the subject matter of municipal government into two categories, policy and administration, in order to assign them as exclusive provinces to the council and city manager respectively.

"In solving the more important problems of municipal government, the city manager and the council must work together on the same subject matter, each making his own contribution. For example, perhaps the most important problem facing a city government each year is its budget. The city manager prepares the budget; the council studies it and revises it if it wishes, then adopts it; the city manager then puts the budget into effect. Another example is the question of regulatory ordinances. The city manager may recommend such ordinances or furnish the council the information on which such ordinances may be based; members of the council may individually propose ordinances, discuss those introduced by other members, whether or not at the suggestion of administrative officials, and by majority vote adopt those that are satisfactory; after adoption the ordinances are enforced by the city manager and his subordinates. As another example, there is the problem of garbage collection. The city manager may plan and propose a system of garbage collection, and he may manage the system that has been adopted, but the council must approve any general scheme that is adopted, and its members may propose, modify, reject, or adopt any system they wish.

"Because the work of the council is so intimately connected with the work of the city manager, it is impossible to make generally applicable rules specifying what subjects shall be left entirely to the discretion of the city manager by the council. A rule, for example, that says that purchases amounting to more than a certain sum must be awarded by contract by the council, while smaller purchases may be made by the manager on his own authority, may determine the formal routine by which purchases are made, but it will have very little to do with the fundamental relationship between the council and city manager. One council may follow the city manager's recommendations in awarding large contracts and give him a free hand in his minor purchases, while--under exactly the same rule--another council may ignore the manager in awarding contracts and insist that he consult with the council before making even petty purchases.

"It is even more difficult to devise a rule suitable to cities of all sizes. In a very small city, the extension of a sewer or the purchase of a fire truck may involve important questions of municipal policy that deserve careful attention by the council. In a very large city, such work is merely routine business to be handled by the city manager or his administrative subordinates.

"Differences in Function

"There is, however, a clear and fundamental difference between the function of the council and the function of the city manager. To determine policy, the council must consider and make decisions on the main problems of the municipality, regardless of whether solutions are proposed by its own members, by administrative officials, or by private citizens. In doing so, it may take into consideration any facts that it considers pertinent, and give the city manager, by collective action, orders setting forth the general objectives that it wishes to attain. It is not the function of its members to attempt to administer personally the policies that it determines, or to influence the administrative officials charged with the execution of those policies.

"To administer policy, the city manager serves the council by providing it with advice and information on the conduct of municipal affairs, and by putting into effect its decisions through the use of municipal funds and

personnel. As the servant of the council, he should not attempt to guide or control the selection of council members by the voters, or to bring political influence in any form to bear on the decisions of the council."

The system to be adopted by any city, will depend upon local conditions and the beliefs and ideas of those who prepare the charter. There is a very wide choice in the type of City-manager governments which may be adopted. Most of the literature on the subject is produced either directly by or through the activities of the National Municipal League or the International City Managers Association. These agencies are extremely articulate and both are strongly in favor of the Council-manager form of government. Opposition to the plan is difficult to find and it is not very specific when it is found. Some opposition may be found in a pamphlet entitled, "Albuquerque and the City Manager Plan, 1917-1948," published by the Division of Research, Department of Government, University of New Mexico, in April 1951. Copy of this pamphlet can be seen at the Riverside Public Library.

It is believed that the above excerpts from the literature, statistics, and quotations may be of some assistance to the Board of Freeholders. The Committee comes to no conclusions for no recommendations were asked from it at this time.

HOWARD BOYLAN

9/24/51

The Municipal Year Book, available in the Riverside Public Library, gives a long list of publications bearing on the Council-manager form of city government. Many of these publications are not in the Riverside Library but could be obtained. Mr. Albert Lake, head of the Library, has compiled a list of material bearing on the City Manager or Council-manager type of government which is available in the Riverside Public Library. This list is shown below.

City Manager
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8/20/51

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Readers' Open Form:

Why Freeholders Favor Electing Councilmen at Large

Editor Press and Enterprise: In reference to the recent tentative decision of the Board of Freeholders to provide in the new charter that councilmen be elected at large rather than by wards, I would like to set out some of the reasons which brought them to that conclusion.

This decision was a particularly difficult one to make and I realize that the reasons may not be fully convincing to everyone, and that there are honest differences of opinion.

Many of the freeholders had fixed ideas on the subject when they were elected, but after several months' study, contact with other cities, some of which elect their councilmen at large, and some by wards, and consultation with experts on municipal government, the majority of the board has come to the conclusion that the election of councilmen at large rather than by wards is best for the City of Riverside.

In the first place, it was felt that the present system is not working too satisfactorily, and the people are somewhat dissatisfied with the results. Election of councilmen at large should eliminate log rolling, trading for reciprocal favors and petty disputes between sections of the city.

Careful consideration was also given to the fact that under the council-manager plan of government the functions of a councilman are legislative and policy-making, and not administrative, and that the people will not be coming to "their councilman" for decisions concerning purely local matters. The experience of other cities has shown that under the council-manager form of government much better results are obtained when councilmen are elected at large.

It is also felt that a better class of men will be elected if they are not restricted by residential requirements, and that more good men will be available as candidates. Councilmen, when elected, will be more inclined to have the interest of the city as a whole at heart, and not the interest only of one section.

Each section of the city and each minority group will have seven councilmen representing them rather than only one who might be a voice on the council, but without power, except for trading favors with other councilmen.

A study of ward boundaries was made, and the conclusion reached that if the ward system were retained the problem of resigning ward boundaries was almost insuperable. One of the present wards has 1874 voters, and one has 4161. If the boundaries were realigned to make the voting population approximately equal, then all geographic entity is lost. If so-called minority groups or geographic entities were to each have a councilman, the council would be so large as to be utterly impractical. There seems to be no way to insure representation of each group or neighborhood, and the problem of groups with divergent interests will still exist within each ward.

It has been argued that geographic representation is working well in federal and state legislative bodies, but the situation is entirely different, and of course there are abuses in those bodies of trading, log rolling, pork barrel legislation, etc., that we can hope to avoid in the smaller unit of government such as a city.

Many other cities comparable to Riverside have found that election at large works satisfactorily, and that so-called minority groups and areas are seemingly well satisfied. Examples of this are found in Merced, Palo Alto, Petaluma, Sunnyvale, Santa Monica, Santa Cruz, Torrance and Vallejo. Riverside is not geographically different from many of the foregoing cities.

We elect our School Board at large, and no complaints have been made that the board does not treat all areas fairly.

It has been said that the campaign costs will be higher, but the board feels that a good man will not necessarily have a large campaign expense. Of course, campaign costs of one not well known or popular will be high under either system, but election at large will compel candidates to go to all sections of the city for their votes, which we feel is as it should be.

It has been said that election at large is conducive to machine politics, but we feel that this can take place only in large cities where there are large groups of illiterate voters, and of course the council-manager form of city government tends to eliminate machine politics.

The argument has been raised that there is only one newspaper in Riverside which seeks to con-

trol votes and mold public opinion. In addition to the daily papers there are weekly newspapers, all of which are decidedly outspoken in their policies.

So far no evidence has come to the Board of Freeholders that any newspaper has sought to control policies either on the board of freeholders or in the city government. Our citizens are intelligent, alert and not controlled in any sense of the word.

We do not know of any city comparable to Riverside in size that has more than one prominent newspaper except possibly Sacramento. Many cities larger than Riverside are served by only one newspaper, notably Oakland, San Jose, San Diego, Fresno and Glendale.

Many of our citizens feel that all groups should have a chance to express themselves, and the board feels that this desirable end can best be accomplished by election of councilmen at large. Single-shotting, or voting for only one candidate when there are seven to be elected, is a means by which any group of sufficient size can elect at least one councilman. This practice is made possible by the election of councilmen at large, and can well work to the advantage of so-called minority groups.

Some of the proponents of the ward system feel that by retaining wards elected officials can be kept closer to the voters and the voters can elect men whom they know personally from their own neighborhood. It is assumed that any neighborhood which has a man worthy of the job can get him elected. If he is not worthy he should not sit on the council.

If candidates must seek votes from the entire city the voters will be well acquainted with seven councilmen rather than only one.

The foregoing reasons are those which largely influenced the board in making its decision. We are pleased to have constructive criticism, and advice in the work which we are doing.

The public is invited to listen in on our meetings and public hearings will be held from time to time. The final decision will not be made on these matters for some time yet, and the advice of any of our citizens is appreciated.

EUGENE BEST.
President of the Board
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EUGENE BEST.
President of the Board
of Freeholders.

RIVERSIDE CHAMBER OF COMMERCE

3624 Main Street
Riverside, California

September 15, 1950

TO ALL CHARTER REVISION COMMITTEE MEMBERS:

Following are the reports of the Sub-Committees. Please study these so that when the full Committee is called, we may take final action.

The meeting will probably be held next week.

Eugene Best
EUGENE BEST, Chairman
Charter Revision Committee

ELECTIONS SUB-COMMITTEE

Joseph S. Long Chairman
J. Harold Backstrand
Eleanor B. Little

It was the opinion of the Committee that revision of the Charter on the subject of Elections might be desirable, but not imperative. The Committee is of the opinion that if the Charter is revised, the subject of Elections should be most carefully considered, but that the revision of the Charter on the subject of Elections should depend on the desirability or necessity of revising the Charter as a whole.

In considering the second matter assigned for study, the Committee recommends that if the Charter is revised, the following changes be made:

- ✓ 1. That Section 234 dealing with The Recall as amended in 1934 be eliminated and that Recall Elections be conducted in conformity with the election laws of the State.
2. That Section 190 be changed to eliminate therefrom the provisions relating to the election of Board of Education Members in municipal elections and that the Board of Education conduct its own elections for Board Members as it now conducts its own elections on bond issues. The territory embraced within the boundaries of the Riverside City School District includes much territory outside the limits of the City of Riverside. The boundary lines of this outside area do not conform to the boundary lines of the various County voting precincts as established by the Board of Supervisors of Riverside County, and considerable confusion results in the establishment by the City Council of special voting precincts therein for the election of Members of the Board of Education.
3. That Section 195 be changed to provide that the compensation for election officers shall be fixed by the City Council.
- ✓ 4. That the Charter be revised to provide that municipal elections be held in the spring of the odd-numbered years, the primary election to be held the first Tuesday in April and the general election to be held the first Tuesday in June. The officers elected in the general election would take office the first of July at the beginning of the fiscal year.

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The Committee feels that there are many difficulties involved, and little economy accomplished, by endeavoring to revise the Charter to make it practical to consolidate municipal, primary and general elections with State and County elections. Your Committee also feels that if such consolidation were practical, the major issues of the State and County elections would be of prime importance, and insufficient attention would be paid to the issues of the municipal elections. It also feels that the City of Riverside has grown in size to a point where its elections are of sufficient importance to deserve the undivided attention of the electorate.

If municipal elections were held in the spring of the odd-numbered years, such elections would be important in themselves and would take place at a time of the year when most voters are at home. Should this change in municipal elections be effected, it is the further recommendation of the Committee that the Charter be carefully and completely revised to definitely establish the procedure to be followed in conducting municipal elections.

TECHNICAL LANGUAGE SUB-COMMITTEE

William A. Wood, Chairman
 Mrs. Mary McFarland Hall
 James Wortz

It was the consensus that the present Charter needed revision. It is believed that this report accurately reflects the broad general outlines of opinions presented. The following, then, are the broad outlines of a few of the many defects pointed out and discussed:

1. There appears to be a conflict between the provisions of the City Charter and State statutes governing damage suits versus the City.
2. There is confusion in the provisions governing nomination of City officers.
3. There is variance and lack of definition of "qualified elector" (Art. III, Chapt. 1, Sec. 7) concerning qualifications of Council members and "qualified and registered electors" in Art. XXI, Sec. 232, dealing with the Initiative — furthermore, "voters" appears to be more favored in modern usage than "electors".
4. The tax dates specified in the Charter are "upside down", when viewed in the light of the entire structure of tax dates.
5. So far as Article VIII (Dept. of Public Utilities) is concerned, Sec. 95 seems to conflict with Sec. 137; Sec. 145 creates confusion re the division of duty to make inventories between the Board of Public Utilities and the City Auditor; there is a possible conflict between Sec. 95 where the "city auditor...shall exercise a general superintendence" and Sec. 145 where "the city auditor...shall have entire charge of" apparently similar or overlapping responsibilities; the condemnation provisions of Sec. 139 seem to conflict with like provisions of the Code of Civil Procedure; the provisions of Sec. 153 re sale of public utilities conflicts with state statutes on like subject; under the provisions of Section 147, it is not clear whether utility receipts can be used (a) to satisfy tort liability, or (b) to pay for public liability insurance and what effect Sec. 151 has upon the problem; and the one to five year provisions of Sec. 140 seem too short in light of past experience.
6. Mayor Evans challenged the philosophy embodied in the Charter which makes the Council paramount and reduces the responsibilities of the Mayor to those of a mere chairman.
7. So far as school board and school elections are concerned, the second paragraph of Sec. 190 and Sec. 191 makes consolidation of school elections with general elections impossible (some thought this a good thing); and attention was called to the fact that even though outlying districts are many times larger than the districts within the city, there is no provision for outlying districts to be represented on the school board.
8. The two-week interval between the state and county general election and the municipal general election is not sufficient to enable maximum use to be made of the County Clerk's records.
9. There was disagreement as to whether or not the provision of Sec. 88 as to "ex-officio assessor" was obsolete — the consensus seemed to be that the designation should be retained.
10. Sec. 11 directly and Sec. 193 indirectly provide that ordinances shall be published "at least once", yet general election law requires two publications — should the two be harmonized to bring general election law and city election procedure into line?
11. \$5.00 per diem (Sec. 195) no longer is adequate to obtain top grade election officers.
12. Sec. 82, which is openly violated, should either be enforced or taken out of the Charter.
13. It is no longer widely followed practice to have the Chief of Police collect license fees.

Persons present apparently entertained the belief that the above list was partial only, and that many more glaring conflicts and/or omissions and defects could be enumerated.

The question was also raised as to which Charter provisions should ideally be general and which should ideally be specific. General Chairman Eugene Best called attention to the fact that the specific powers set forth in section 16 were intended to constitute grant of power, but that in truth and fact, through changes in

the State Constitution and statutes, etc., the enumerations of Sec. 16 now have deteriorated into a limitation upon our municipal powers. The suggestion was advanced that Chapter 2, Sec. 16 should be revised so that the general provisions of the state statutes can be made available to the Riverside situation.

There is likelihood that Article XI re the Judicial department will conflict with now state legislation concerning inferior courts and that it would be wise to eliminate this specific in favor of the new statewide general provisions. It seemed to be the consensus also that the specific provisions of Article XIV re elections should be abolished in order that full advantage might be taken of the general election laws. Article XVI re "Claims and Demands" should receive serious study and probably should be revised and made as uniform with like state and county provisions as possible. Article XIX, "Streets and Sewers", is a specific provision that conflicts with general state provision in definition and other details. It might be best to adopt as much of the statewide general provisions as possible and eliminate much of the specific detail set forth in Article XIX.

POLICE AND FIRE COMMISSION SUB-COMMITTEE

Roy Haglund, Chairman
John Reed
F. Clyde Warren

The feeling is that there is not sufficient reason to call an election of a Board of Freeholders to revise the Charter in respect to this Commission alone. However, there appear to be some technical matters which could be improved upon, should a duly elected body give consideration to desirable changes in the Charter as a whole.

✓ The feeling is expressed that the Chiefs of the two departments should be responsible primarily to the Commission, rather than as they are at present, responsible both to the Council and to the Commission. The Council should be responsible for general policies and over-all supervision and the Commission should be allowed a broader latitude of control within these policies.

Provision for auxiliary policemen and the giving of police powers to night watchmen, should be provided for with contingencies covered wherein disability occurs while on duty.

The merits of these and other technical changes could well be the subject of an intensive investigation by a sub-committee and a Board of Freeholders, if one is elected.

CITY MANAGER SUB-COMMITTEE

Glenn W. Gurtner, Chairman
James Wortz, Secretary
J. Earl Collins
J. M. Ivory

✓ The sub-committee has gone into the matter as thoroughly as the limited time permitted. The sub-committee approached the matter without any pre-conceived point of view and was surprised to find almost complete unanimity of lay and professional opinion in favor of the Council-Manager form of government. The Construction and Civic Development Department of the United States Chamber of Commerce has issued two reports on the basis of questionnaires addressed to the local Chambers of Commerce where the Manager plan is in operation. These reports are overwhelmingly favorable to such plan. Sixty-nine California cities have adopted the Council-Manager form. Only ten have a population greater than Riverside.

The sub-committee recommends revision of the City Charter: (a) To adopt a City Manager-Council municipal structure, and (b) To provide for the election of councilmen at large.

Reasons for Recommending the City Manager-Council Form of Government. The Committee found that at the present time there were four types of government structure in use in American cities. They are: 1) Council-Manager form; 2) Strong Mayor-Council form; 3) Commission form; 4) Weak Mayor-Council form.

The weak Mayor form presently in use in Riverside has been in recent years discarded by city after city. It was most in vogue during the 19th century when a theory was current that democracy was best served by directly electing as many officials as possible.

The central idea of the Council-Manager plan is a far reaching attempt to resolve the conflict between democracy and efficiency. Democracy is preserved in the popular election of a small council on a short ballot. Efficiency is achieved by

the employment of a manager professionally trained for the technical job of administration.

The chief characteristics of the Council-Manager plan are: 1) A small council usually elected at large. 2) The Council hires a professionally trained City Manager who is subject to dismissal by the Council at any time; 3) All legislative and policy making powers, including the decision as to how much money shall be spent, are centered in the Council; 4) Responsibility for administration is given to a Manager who has power to appoint and dismiss department heads and other administrative employees subject to Civil Service provisions. The Manager also drafts the budget for presentation to the Council.

Although the Council may fire the Manager at will, it may not interfere with his appointments or dismissals; neither may the Council go over his head to give orders direct to employees.

The Council-Manager plan surpasses the three other forms of municipal government because it remedies their inherent defects.

a) The plan provides better executives. Appointment on the basis of experience and ability pays off; b) The plan tends to eliminate the spoils system. To protect his own record and to advance in his profession the City Manager must hire on merit; c) The plan is understood by the voter. Other forms of government compel the voter to choose executives as well as policy makers. Under the Manager plan the voters elect only the Councilmen; d) The plan centralizes responsibility in the Council. The voter knows whom to blame for bad government and knows what to do about it at the polls; e) The plan gives a coordinated administration headed by an experienced man not dependent on politics. The old forms usually divide administrative responsibility among untrained executives whose political interests tempt them to act like prima donas rather than as a team. On the other hand most public schools systems (which were designed to keep the schools clear of politics), and most business and other enterprises have the same set up as the Manager plan. The voters, stockholders, or members choose a Board to determine policies, and to hire a competent executive to do the work. If the executive makes good he keeps his job and gets a raise. If he fails, he is out.

The Committee found that the adoption of the City-Manager plan brought about conspicuous changes in municipal government. Restated briefly, those changes are:

- 1) The adoption of the City Manager plan was advocated by groups either within or without the governing body which wanted to get the city government to devote itself more effectively to accomplishing its purpose.
- 2) By comparison with preceding forms of government the City Manager form brought a diminution of partisan or factional influence over government.
- 3) City Managers generally improved the organization left them by preceding forms of government. They brought to their jobs a scientific, or at least a business-like, attitude and brought about far more co-ordination in their governments than had existed before.
- 4) City Managers furthered long range planning, and brought about conspicuous improvements in personnel administration, as well as provided more adequate financial information so that the Council could more intelligently determine fiscal policy.
- 5) The establishment of the City Manager plan increased the prestige of the Council, and brought about a greater degree of separation between politics and administration, while increasing the control of the elected governing body over all aspects of municipal affairs.

On the whole the principal accomplishment of the City Manager plan was not to reduce total expenditures of the city government or to reduce the total tax levy. It was, on the other hand, to reduce unit costs, and to increase efficiency.

From the point of view of a measurement of the City Manager plan in terms of traditional statistical methods, the foregoing may be disappointing, but there is no statistical method for evaluating the status of a City before and after a change in form of government.

Reasons for Recommendation of the Election of Councilmen at Large. The sub-committee noted that as incident to the successful operation of the City Manager type of government Charters have been revised to require election of councilmen at large.

Election of council members by wards sometimes tends to prevent real majority rule. A majority in each of the majority of wards is not necessarily a majority of the City electorate. Petty issues of the various factions of the City come to predominate over those that concern the whole city and leaders who have city wide views and followings are swallowed up in the number of representatives who are ward-minded, rather than city-minded.

Of all U. S. Cities over 5,000 in population more than 56% elect all councilmen at

at large, while about 16% use the combination system. The trend is overwhelmingly toward elections at large.

For the foregoing reasons the sub-committee recommends that the City Charter be revised to provide for a City Manager form of government.

ELECTION OF COUNCILMEN SUB-COMMITTEE

Mrs. E. M. Bonnett, Chairman
Donald Stevning
C. W. Mitchell

The general opinion, as expressed by the letters received, is that council members should represent their districts, and also be elected by them. However, several constructive opinions were also received suggesting compromises on method of elections and number of members.

This committee feels that this question is so closely tied into other revision problems, such as type of government and number of council districts and number of council men, that specific recommendations could not be made without more detailed study in cooperation with other allied sub-committees.

As a further step, this committee recommends that this subject deserves study by a Board of Freeholders.

BOARD OF PUBLIC UTILITIES SUB-COMMITTEE

T. E. Gore, Chairman
Mrs. E. M. Bonnett
Roy Haglund

Apparently there are a number of points which might be considered as possible subjects for Charter Revision. The principal one of these has to do with the placing of salaries and wages of the Light and Water Departments under full control of the Board of Public Utilities.

It is true that under the present system there has not been the desired cooperation between the Board and Council in the matter of salary and wage adjustments. However, our Committee feels that it is not in a position, at this time, to recommend a change, as much as we dislike the difficulty that has developed under the present Charter provisions. We feel that it would be quite difficult to defend an entirely new position in the matter without more conclusive data on the subject.

If the Charter is to be rewritten, a few minor technical changes, to which the present officials agree, can be made.

J. Harold Backstrand, Chairman
J. Earl Collins
John Reed

The present City Charter states, "The boundaries of the said wards may at any time hereafter be changed by ordinance passed by the Mayor and Council; provided that such change shall not be made more than once in every two years and shall be made at least ninety days before any general municipal election".

After a general discussion it was agreed that the charter does need revision as regards ward boundaries. It was suggested that the changes be somewhat as follows:

1. That it shall be mandatory, after every 10-year Federal Census, for the council to study population changes within each ward;
2. That if the population in any ward is 20% greater than any other ward, the ward boundaries must be realigned so that all wards are within 20% of each other so far as total population within each ward;
3. That such realignment must be made within one year following the final reported census figures.
4. That such realignment must be completed one hundred twenty days prior to any general municipal election;
5. That no member of the council whose residence following a boundary change may be included within a different ward from that which he was elected shall lose his office by reason of such change.

The committee's reasons for these recommendations are: 1. City growth is bound to bring about population changes within wards; 2. No one or two councilmen should be semi-responsible for too large a proportion of the city's population; 3. Although the charter now provides that the council may realign the boundaries at least every two years actually no changes have been made in nearly twenty years. This is the reason to make it mandatory, if percentage-wise any ward or wards become more heavily populated; 4. By using the Federal Census an unbiased report is being used for making any required changes; 5. There was some discussion in regard to the percentage figure to be used. Whether 20% is too large or too small was open to question. Nevertheless the committee was in agreement that a percentage figure should be published, figures which, if the subject is pursued further, may help as a guide.

Jim Witz

ATTACHED IS THE INFORMATION OATHERED FROM THE FIRST MEETING OF THE
SUB-COMMITTEE ON "ELECTION OF COUNCILMEN AND MAYOR".

In order to make a complete and comprehensive report to the Board of Freeholders, it will be necessary to provide answers to some specific questions. Please be prepared to answer the questions listed below at the next meeting of the Sub-Committee. Your conclusions and supporting arguments should be in writing to enable the Secretary to have an accurate and complete report.

1. Do you prefer election of Councilmen by Wards?
If so, how would you re-align the Ward Boundaries?
2. Do you prefer election of Councilmen At-Large?
3. Do you prefer a combination of the Ward and At-Large methods of election for Councilmen? State your plan.
4. Should the Mayor be Elected At-Large?
5. Should the Mayor be elected by the Council from its members?
6. Should the Mayor have a Veto-Power regardless of how he is elected?

Dr. Charles Johnson, Chairman
Council and Mayor Elections
Committee.

SUMMARY

Of Council and Mayor Elections Committee Meeting held January 3, 1952
7:00 P.M.

PRESENT:

Dr. Charles Johnson, Chairman; Donald Bohr, Philip Boyd,
T. C. Flaherty, Glenn Gurtner, Joseph Long, Mrs. Thelma Goodspeed;
Eugene Best, President of the Board of Freeholders and ex-officio
member of the committee.

I. It was generally agreed that:

- a. If wards are retained, boundaries would have to be changed.
- b. Tenure of office of Councilmen should be four years.
- c. Councilmen should receive \$50. per month for expenses, plus traveling expenses on trips out of the City.
- d. A vacancy in the Council should be filled by appointment by the Council, for the unexpired term.

II. It was decided that Mr. Boyd should draft letters to be sent to a list of attorneys to be furnished by Mr. Best;

- a. To attorneys in Cities in California where Councilmen are elected at large asking the following questions:
 1. Does the election of Councilmen at Large attract better candidates than election by wards or districts?
Does it satisfy minority groups?
Does it receive popular support from outlying areas not locally represented on the Council?
 2. Do you think that the Mayor in Council-Manager form of government should have veto power?
- b. To attorneys in Cities in California where Councilmen are elected by Wards, asking the same questions, but changing the wording of the first question to:
 1. Do you think the election of Councilmen at Large would attract better candidates . . . etc.

III.

Ward Representation.

It was agreed that the biggest stumbling block in retaining wards would be re-alignment of boundaries. It was generally agreed that the boundaries should be formed geographically rather than on a basis of population, but no one volunteered a clear cut plan for such boundaries.

Four Methods of Ward Representation were discussed.

1. Candidates must reside in the ward which elects them, as at present.
2. Candidates must reside in the City, but not necessarily in the ward which elects them.
3. Candidates must reside in the Ward and be nominated by Ward, but elected at large.
4. Boundaries would be revised determining four wards rather than the present seven. Candidates for these four wards must reside in the Ward which elects them. Three other Councilmen would be elected at large; Candidates could reside in any area of the City.

Two suggestions were made for dividing the City into Four Wards, or Districts;

- a. The North side of the City, South side of the City, each to be divided by a line between the Arlington area and the downtown area.
- b. North and South sides of Jurupa divided by Market and Magnolia.

IV.

ARGUMENTS FOR AND AGAINST ELECTION AT LARGE.

Two members of the Committee said they had been approached by people who argued against election at large. The other committee members had not been so approached. Mr. Bohr listed the arguments he had heard against election at large, and gave answers to each such argument, both attached herewith.

Mr. Gurtner said that he could invariably trace the source of the anti-at-large statements directed to him, as being tied in with the "City Hall". Both Mr. Bohr and Mr. Gurtner express the feeling that the Freeholders should devise a Charter which they think is right, and be defeated, rather than to devise a Charter that "is what we think the people would go for."

FOR. The Following opinions were among those expressed by Committee Members as reasons in favor of election at large:

1. More good men would be available as candidates.
2. Even though seven men were elected from just one district, such as Roubidoux, they could do more for a district such as Casa Blanca than a man from the Casa Blanca district might do.
3. Under the Council-Manager form a council elected at large would determine policies best for the City as a whole.
4. At large would forestall retention of a Councilman on a basis of sentiment. It was argued that a "weak sister" elected by a ward is sometimes kept on for several terms because the people in the ward think he is a "good fellow" and no one will want to run against him.
5. Good men will always represent the minority, thus election at large would not mean that the minority would not get consideration.
6. Election of Councilmen at large would eliminate the task of setting up ward boundary lines; the only way in which it would be possible to devise wards which would have within their boundaries a unified interest and which would be homogenous in intent, would be to have as many as 15 to 18 wards, resulting in a large council; otherwise there is bound to be conflict within wards.

AGAINST.

The following questions were raised:

1. Election at large would probably mean that there would be areas where there are minority groups, which would not be directly represented. If you disregard these minority groups, would it tend to drive them together ending in the overthrow of a good man?
2. Would electing at large attract the best men as candidates? And if it did, under the first impetus of a New Charter, would it necessarily continue to?
3. Would there be too much organization, ticket backing?

V.

THE MAYOR.

Two suggestions were considered in regard to the Mayor.

1. That the Mayor be appointed by the Council of which he is a member.
2. That the Mayor be elected as such by the people, at large.

These suggestions were on the basis of a Council elected at large.

It seemed to be agreed that if the Councilmen are elected by wards, the Mayor should be elected at large.

A Mayor elected at large would serve as an official greeter, and would lend prestige.

Veto Power:

It was suggested that the Mayor be given veto power, but no vote. The veto power would enable him to prevent spur-of-the-moment decisions. Fear was expressed that the veto power might give the Mayor unnecessary power, build up too much authority for a Council-Manager form of government. It is for this reason that the question about veto power for the Mayor is being asked in Mr. Boyd's letter. (See, II. A-2.)

The major purpose of electing a Mayor at large would be as an answer to the argument that the political leadership in the Council-Manager form of government is weak. An elected Mayor could look out for the development of the City and head up administrative thought. He could campaign on such a platform, and would have the chance to develop policy. Some feeling was expressed, however, that an elected Mayor would be out of keeping with the Council-Manager form of government, and that there would be conflict between the Mayor and the Council.

VI.

MISCELLANEOUS.

1. It was suggested that a complete new Council be elected should the Charter be accepted by the people. This would not prevent present Councilmen from being candidates.
2. No decision was made as to a definite number of Councilmen, but the consensus seemed to be that seven would be a good number; or six plus the Mayor (if Mayor elected)
3. It was pointed out that there is no so-called minority representative on any of the City's Commissions. The reply: "Interesting, but not conclusive, because the minority don't usually want to be on the Commissions."
4. Campaign costs were discussed, but it was agreed that there is no way of controlling them; it depends on how bad a candidate wants to get elected.

The meeting was adjourned shortly before 10:00 P.M. The date for the next meeting of the Committee will be determined following the next meeting of the Board of Freeholders on January 10, 1952.

Respectfully submitted,

/s/ Thelma Goodspeed
Mrs. Thelma Goodspeed

ELECTION OF COUNCIL AT-LARGE"

for
Riverside Board of Freeholders.
by
Don Bohr.

I. Advantages: (Considered only briefly)

1. Absence of log rolling.
2. Eliminates artificial boundary lines and consequent petty disputes between sections of the City.
3. Permits the best men to hold office, regardless of where they chance to reside.
4. Eliminates the "forced" election of weak, undesirable, or unintelligent men. . . . as in the case where no one desirable happens to live within an arbitrarily designated Ward.
5. Unifies the City.
6. Other Cities comparable to Riverside have found At-Large most satisfactory.
 - a. Merced, Palo Alto, Petaluma, Sunnyvale, Santa Monica, Santa Cruz, Torrance, Vallejo.

II. Disadvantages, sometimes voiced:

1. Lack of representation from certain areas.
2. Riverside geographically different.
3. Wards have worked well here in Riverside.
4. Only one newspaper in City ... Wants control of Government.
5. Machine Politics more easily organized.
6. Costs more for Councilman to conduct election campaign.
7. Voters of City are against "At-Large", and threaten to defeat whole Charter revision.

III. Answer Disadvantages, one-by-one:

1. Lack of representation from certain areas.
 - a. Board of Freeholders elected At-Large ... certainly each of us consider whole City, not merely home neighborhood.
 - (1). Four live within rock-throwing distance near Sixth and Rubidoux Drive.
 - (2). Eight Freeholders live in Magnolia Center Area.
 - (3). No one from Arlington or so-called East Side.
Has anyone said we are not giving these residents a fair break?
 - b. School Board is elected At-Large.
 - (1). This arrangement has been most successful, yet only two or three wards have representation.
 - (2). All wards seem to be equally happy with school facilities and allocations.
2. Riverside geographically different:
 - a. Area of Riverside only 40 square miles, with approximately 1/3 of this in southeast practically desert.
 - b. All Cities have equally distinct neighborhoods same as Riverside.
 - c. For instance, City of Torrance, is long and narrow, same as Riverside, has equal area per capita (22,000 people, 20 square miles) -. . . . At-Large is working beautifully.
 - d. Also City of Vallejo, has same area per capita as Riverside, (Vallejo, 23,000 people, 20 square miles) . . . At-Large is most successful.
3. Wards working well here in Riverside.
 - a. Strictly conjecture ... Many think we have excessive log rolling and reciprocal favors, working to detriment of City as a Whole.

- b. Some good men precluded from holding office. . . because there is already one Councilman, good or bad, living in same ward.
 - c. Evidently, the People are dissatisfied with present system, or why else the overwhelming 12 to 1 vote for revision.
4. Only one newspaper in City... and It wants control of Government.
- a. Not only untrue . . . but an insult to intelligence of our so-called minority groups.
 - b. Past experience has shown that . . . our minority groups are free-thinkers . . . not merely pawns to be controlled by our one paper.
 - c. Facts are . . . No City in California, as small as Riverside, has more-than-one daily newspaper . . . Sacramento is possible exception.
 - (1). Many larger Cities have only one paper . . . such as Oakland, San Jose, San Diego, Fresno, Glendale.
5. Machine Politics more easily organized:
- a. Machine Politics do not occur in smaller cities, only in larger metropolitan Cities with illiterate voters, etc..
 - b. Machine Politics discouraged by very essence of Council-Manager form of government . . . "Spoils" tend to be eliminated.
 - c. Machine Politics fostered when 'good' men refuse to (or are afraid to) run for public office . . . Could be the case in Riverside now.
6. Costs more for Councilman to conduct election campaign:
- a. Not necessarily so . . . at least, a controversial matter.
 - b. The better the man running, the less he must campaign . . . and, At-Large encourages good men to run.
 - c. Councilmanic elections are generally 'Popularity Contests', and obviously unpopular people must conduct expensive campaigns to become popular . . . whether Wards or At-Large.
 - d. Cost of any election campaign is dependent upon the individual.
7. Voters of the City are against At-Large; Threaten to defeat charter.
- a. The thinking of only a few . . . Mostly small pressure groups or lobbyists for archaic Ward system.
 - b. This statement is made generally by misinformed people . . . or those with specific selfish interests.
 - c. Idle threats . . . The people want a change, practically any change, otherwise, again, why 12 to 1 for revision?
 - d. It is not fitting for Freeholders to 'prostitute their principles' for what they think might be politically feasible.
 - (1). Our job is to draft a Charter consisting of what our convictions show to be best for Riverside . . not one that certain small pressure groups promise to endorse.

QUESTION FOR THOUGHT:

In the event that we do not elect Councilmen At-Large, who - - - among us, or anywhere else - - - can consider himself competent to split the City into proper, homogeneous, artificial Wards???

SUMMARY: Of Council and Mayor Elections Committee Meeting held January 16, 1952 - 7:30 P.M.

PRESENT: Dr. Charles Johnson, Chairman; Philip Boyd, Donald Bohr, Joseph Long, Glenn Gurtner, Mrs. Thelma Goodspeed; James Wortz, Secretary of the Board of Freeholders, and ex-officio member of the committee; and Harry McCarroll, a visiting member of the Board of Freeholders.

AGENDA: On the Agenda were six questions to be answered, as presented by Chairman Johnson at the January 10 meeting of the Board of Freeholders.

Mrs. Goodspeed presented her replies to the questions in written form as follows:

1. Do you prefer election of Councilmen by wards?
If so, how would you re-align the Ward Boundaries?

ANSWER: I thought I preferred election of councilmen by wards, but my answer now is NO. After careful consideration of all of the factors, and a thorough study of all the information available, I have decided that it would be inadvisable to elect councilmen by wards.

To the argument of the "minority" that they would not have representation unless the council is elected by wards, I would reply that they would fare much better under a council elected at large than they would under a council elected by wards.

Their "minority" ward councilman would be only one of seven; he could have six other councilmen (or say five, if there should be two like-minded "minority" ward councilmen) with contradictory views, pulling against him. With each councilman ward-minded, what chance would the "minority" have? A voice, but what action would such "minority" achieve?

To my mind, a "minority" area would be much better served by a group of councilmen who were elected at large and who would be responsible to the city as a whole rather than to individual wards. Each member of such a council would be responsible to each area which is now a ward. A "minority" area would have seven men responsible to its people instead of just one.

2. Do you prefer election of Councilmen-At-Large?

ANSWER: Answered by (1) above.

3. Do you prefer a combination of the Ward and At-Large methods of election for Councilmen? State your plan.

ANSWER: No.

ANSWER: I would like to see the Mayor elected at large - IF he could be paid a salary. I think he should devote a great deal more time to his job than the councilmen, if he is the type of man an elected Mayor might be expected to be.

He should represent the city at all ceremonial functions of desirable social or patriotic character, and at all meetings where the city should be represented officially. He should be the man in the spotlight in city government, and spend more time investigating conditions, responding to the appeals of his people and studying policy matters, than the councilmen.

5. Should the Mayor be elected by the Council from its members?

ANSWER: Unless he is paid a salary, as above (4), I think he should be selected by the council of which he is a member.

6. Should the Mayor have a Veto-Power regardless of how he is elected?

ANSWER: No. If he is elected at large, I would like to see him with a vote in case of a tie; and a Veto-Power which could be over-ridden by five votes of a six-member council. If he is chosen by the council, I think it should be a seven-member council, and that he should have a Vote but not Veto-Power.

Mr. Long said that if he had written his thoughts on paper they would have been substantially the same as those of Mrs. Goodspeed. He said that he too had at first thought it might be necessary to stay with wards, but that after more thought he favored election at large. He was not in favor of a compromise. He would elect the Mayor at large and pay him more than the councilmen, but not enough to attract candidates interested only in the income. Such a mayor should head political thought and develop political leadership. He thought that if the councilmen are paid \$50 per month for expenses as previously proposed, the Mayor should get \$150 or \$200 per month salary, enough for compensation in some degree. The Mayor could develop long range plans for capital improvement, something Riverside has never had. He said a Mayor would not be running as a voting member if running for election as a Mayor. If the council is to select a mayor from its membership, then the mayor would have been running under such a plan, not as a Mayor, but as a member of the council. He preferred a Mayor as a leader, rather than a council split by a majority block. He believes in independent office. A Mayor would be in a position for powerful suggestions. He would want such an elected Mayor to have Veto-Power. He would want seven councilmen in addition to the Mayor, and require a vote of five to override the Mayor's Veto. Veto-Power would serve as a check on the council, slowing down an abrupt action of the council. He pointed out that Riverside has had Veto-Power for 20 years and said

He didn't know of a time it had reacted as other than beneficial to the City. He said the council had never failed to override a veto when it was best to do so. He also pointed out that election of councilmen and mayor at large would do away with the need for a primary election. One election would, in his opinion, accomplish more and save considerable expense. Instead of the divided interest of two elections, the people would focus on one.

Mr. Gurtner said he agreed with Mrs. Goodspeed and Mr. Long, but he wondered if an elected Mayor might conflict with the city manager, or dominate the city council to too great an extent. He said that if a Mayor is elected at large, the charter should specify what he can do. He said he could visualize an elected-at-large Mayor as gaining favor for a charter providing the council-manager form of city government. That it could be said that such a mayor might serve as a check on a manager. He raised the question of whether or not good men would run for the council if a Mayor was to be elected at large. Mr. Long said he didn't believe that would be a deterrent.

Mr. Boyd said he had not yet come to a conclusion. He believed election of councilmen at large would be best, the theory is ideal, but he wondered whether or not the best men would be attracted the run for election at large. He wondered if some good men who might be induced to run for election by their own neighbors might not hesitate to run for election by the entire city. He said that he felt that there might be greater danger of a political group under a boss system getting control under election at large; that a single force can develop more power under election at large than in election by wards. As to electing a Mayor at-large, he said he thought it would be more important in a town of 50,000 or more than in a smaller one; that the city of 50,000 pretty nearly has to have a man who is the contact man, the greeter, and that he didn't think such a Mayor could be well selected from among the councilmen, that the qualifications would be different; that election at large of a Mayor would probably secure a man best qualified as Mayor. He felt that care should be taken to guard against permitting a Mayor to become influential with the city manager. As to the Veto-Power, he said he thought it could be used for bad as well as for good, that it might depend on what sort of man the Mayor was. He noted that the Vallejo attorney in his reply to the letter sent out by the committee had said that he favored election at large, that it brought out better candidates, that the minority is satisfied, and that the Mayor has the Veto-Power, has used it once, and that it is a good thing. Mr. Boyd concluded that he tentatively favors election at large of both councilmen and mayor.

Mr. Bohr definitely favors election at large of councilmen, but as to the Mayor he said he is stymied at the moment. He didn't like the idea of electing a mayor on a political platform. He said events of the day had made him thank God that Riverside has a Veto-Power, but he wasn't sure whether or not he would want to provide one for the mayor in a new charter.

Mr. Wortz said he is definitely in favor of election of councilmen at large, but that he rather favors a Mayor selected by the councilmen from its membership. He said he envisions a Mayor as largely a figurehead, and feels that any check set up is going to be an interference with efficiency. He said that Oakland has got along for years with a Mayor selected from within its council; but Oakland is now about to elect its Mayor and pay him a substantial salary.

Mr. McCarroll, asked his opinion as a visiting Freeholder, said that he agreed in part with Mr. Long. He said he didn't think it would be bad to have a Mayor elected at large, and with Veto-Power; that every business has some check on it. He said he couldn't see anything wrong with the compromise of nominating by the wards in a primary election, followed by election at large in a general election; he thought it would create more interest. Mr. Boyd said that it might be a compromise we will have to take, but that it wouldn't be his first choice. It was at this point that Mr. Long objected to two elections and additional expense, as well as divided interest.

Dr. Johnson said that under the above compromise plan, the councilmen would in effect be elected more by ward than at large, because if they didn't give the ward which nominated them in the primary a good representation, the ward would not renominate them; thus they would feel a responsibility to the ward and would be ward-minded. He said that election by ward would cut down the number of good men available as there might be two or more good men residing within one ward. He said that he thought a political force could with good talkers swing one ward at a time, as easily as the city at large. As to a Mayor elected at large, he said a mayor running on a platform and elected, wouldn't have much chance to carry his platform out, since he would not be a member of the council nor an administrator. He asked what would prevent a councilman from taking a strong stand in matters of policy - the same as a Mayor might.

Mr. Boyd, Mr. Wortz, and Mrs. Goodspeed expressed the belief that the Board of Freeholders should not work a year and then determine what they wanted in the way of a charter, regardless of whether they feel it would be acceptable to the people. "If we throw this opportunity down, it will be a long time before there will be another charter revision group in Riverside," said Mr. Boyd.

TO SUMMARIZE: The committee seemed to conclude that it is tentatively in favor of election of councilmen at large; the majority favored a titular head who could put the brakes on, a mayor elected at large with veto power; it was generally agreed that should a mayor be selected from within the council, he should not have veto power.

s/ Mrs. Thelma Goodspeed

Mrs. Thelma Goodspeed
Committee Secretary

ARY OF GOVERNMENT IN CALIFORNIA CITIES

(Compiled by Don Behr and subject to human error)

(All the below are Council-Mg'r.)	Mayor Voted Term Veto	Number of Council at Total Large Term	1949 Salary of Council	Other Elected Offices	Utilities Owned and/or Operated	Popu- lation (1950) x/ 1000
City						
Long Beach	S3N	9 9 3	2400	DL	AG+SWX	244
Sacramento	S2N	9 9 2	1200	None	AWP*X	136
San Diego	E4N	7* 7 4	600	L	SWX	321
Berkeley	E4N	9* 9 4	240	D	None	113
Glendale	S2N	5 5 4	720	TK	AEW	95
Pasadena	SN	7 0 4	600	None	AEIWS	104
Phoenix, Ariz.	E2N	7* 7 2	3000	None	BRSWX	85?
San Jose	S2N	7 7 4	300	D	AX*	95
Stockton	S1N	9 9 4	300	None	ASP*X	72
Alameda	S2N	5 5 4	480	DT	E	63
Alhambra	S1N	5 5 4	600	DTKL	WS	51
Bakersfield	S2N	7 0 4	600	None	S	36
Burbank	S2N	5 5 4	720	TK	EW	78
Riverside (Has Mayor-Council)	E4V	7 0 4	432	DTK	AESW	47
Compton	E2N	5* 5 4	900	TKL	W	47
Lodi	S2N	5 5 4	600	None	ESWX*	14
Lynwood	SV	5 5 4	120	TK	W	26
Merced	S2N	5 5 4	240	TK None	X	15
Monterey	E2N	5* 5 4	None	D	P	16
Ontario	S2N	5 5 4	300	TK	SWX	?
Redwood City	S2N	7 7 4	240	None	PSW	25
Richmond	S1N	9 9 6	600	None	P*	99
Salinas	S2N	5 5 4	300	None	SW	14
San Buenaventura	S2N	7 7 4	None	None	ABSW	17
San Leandro	S2N	5 5 4	None	TAK	S	27
San Mateo	SN	5 5 4	None	TK	S	42
Santa Cruz	S1N	7 7 4	300	None	APW	22
Santa Rosa	S2N	5 5 4	None	T	S	18
South Pasadena	S4N	5 5 4	600	TK	WS*	17
Vallejo	E4V	7 7 4	600	D	B+W	23
Oxnard	S2	5 5 4	300	TKL	SW	22
Tulare	S4	5 5 4	120	DT	ASWX	12
Torrance	S	5 5 4	None	TK	AEW	22
Santa Monica	SN	7 7 4	600	None		53

S-Selected
E-Elected
N-No Veto
V-Has Veto

*Includes
Mayor, who
may vote
all issues

D-Auditor
T-Treas.
K-Clerk
A-Atty.

A-Auditorium
B-Bus
E-Electricity
G-Gas
I-Incinerator
P-Port facilities
S-Sanitation (Sewerage)
W-Water
X-Airport
*-Owned, not operated

Note: Some of Cities above, where Council is elected At-Large, may nominate from districts as in Compton.

These are Cities with MAYOR-COUNCIL Gov't., together with population & 1000

Key: AL - Council elected At-Large, some may be nominated from wards.
W - Council elected by wards only.

Beverly Hills	29 W	Monrovia	20 AL	Hawthorne	16 AL
Anaheim	15 AL	National City	21 AL	Hayward	14 AL
Brawley	12 AL	Redlands	18AL	Hermosa Beach	12 AL
Burlingame	20 AL	San Marino	11 AL	Manhattan Beach	17 AL
El Centro	12 AL	San Rafael	14 AL	Montebello	22 AL
Eureka	23 AL	Santa Maria	10 AL	Monterey Park	20 AL
San Bernardino	63 W	Santa Paula	11 AL	Orange	10 AL
Pomona	35 AL	Santa Clara	12 AL	Piedmont	10 AL
San Gabriel	20 AL	Whittier	24 AL	Redding	10 AL
Santa Ana	46 W	Antioch	11 AL	Watsonville	12 W
Fullerton	14 AL	Arcadia	23 AL	Pacific Grove	10 AL
Santa Barbara	45 W	Azusa	11 AL	So.Sa	9 AL
Maywood	13 AL	Coalinga	8 AL	Roseville	9 AL
				Modesto	1
					to 18 AL
					Hanford
					10 AL

247 1173

MINUTES


SUMMARY OF THE ELECTION OF OTHER CITY OFFICIALS COMMITTEE
MEETINGS HELD.

Meetings of our committee were held on January 30 at 4:00 o'clock P. M., with all members present with the exception of Robert H. Westbrook who was out of the State on business; and February 6, at 4:00 o'clock P. M. at which all members of our committee were present.

The meetings were held at the office of Mr. Howard Boylan, in the California Electric Power Company Building at which time letters which we had received from various communities throughout the State were read and discussed thoroughly.

The statistical information which had been developed by Mr. Howard Boylan, who had been requested to secure this information for this committee by the Chairman, was also discussed.

Copies of all the letters and the statistical information are hereby submitted to the Board of Freeholders with these minutes.


Harry McCarrell,
Chairman
City Officials Committee.

HM:fd

Enclosure.

Record of 110 cities having Manager-Council forms of
Government in the United States as to Elected Officials
from 25,000 to 250,000 population.

RECAP

	Approx. <u>\$</u>
88 Elect. None	80
(One Only))	
3 Auditor only)	
1 Attorney only)	
1 Treasurer only)	6
2 Police Chief only)	
(Two Only)	
2 Auditor & Attorney)	
6 Assessor & Treasurer)	
2 Treasurer & Clerk)	
1 Attorney & Treasurer)	12
2 Auditor & Treasurer)	
(Three Only)	
1 Assessor, Attorney & Treasurer	1
(Four)	
<u>1</u> Auditor, Attorney, Treasurer & Clerk	<u>1</u>
110	100%
14 Treasurers - 8 Auditors - 7 Assessors - 6 Attorneys -	
3 Clerks - 2 Police Chiefs	

H. Boylan
2/6/52

City	None	Assessor	Controller	Auditor	Attorney	Treasurer	Clerk or Recorder	Police Chief
<u>100,000 - 250,000</u>								
Cambridge, Mass	x							
Charlotte, N. C.	x							
Dayton, Ohio	x							
Flint, Mich.	x							
Ft. Worth, Texas	x		x					
Grand Rapids, Mich.								
Hartford, Conn.	x			x				
Long Beach, Calif.								
Lovell, Mass.	x							
Miami, Florida	x							
North Folk, Virginia		x						
Oklahoma City, Okla.	x					x		
Richmond, Virginia	x							
Sacramento, Calif.	x							
San Diego, Calif.					x			
Wichita, Kansas	x							
Yonkers, N. Y.	x							
<u>50,000 - 100,000</u>								
Asheville, N. C.	x							
Amarillo, Texas	x							
Austin, Texas	x							
Beaumont, Texas	x							
Berkeley, Calif.				x				
Cleveland Mts., Ohio	x							
Columbus, Ga.	x							
Corpus Christi, Texas	x							
Covington, Ky.	x							
Durham, N. C.	x							
Glendale, Calif.								
Greenstorough, N. C.	x							
Hamilton, Ohio	x							
Kalamazoo, Mich.	x							
Madison, Wisconsin	x							

<u>City</u>	<u>None</u>	<u>Assessor</u>	<u>Controller</u>	<u>Auditor</u>	<u>Attorney</u>	<u>Treasurer</u>	<u>Clerk or Recorder</u>	<u>Police Chief</u>
<u>50,000 - 100,000 (Cont'd)</u>								
New Rockville, N. Y.	x							
Niagara, N. Y.	x							
Pasadena, Calif.	x							
Phoenix, Ariz.	x							
Pontiac, Mich.	x							
Portland, Maine	x							
Portsmouth, Virginia		x				x		
Roanoke, Virginia		x				x		
Saginaw, Mich.	x							
St. Petersburg, Fla.	x							
San Jose, Calif.				x				
Santa Monica, Calif.	x							
Schenectady, N. Y.	x							
Springfield, Ohio	x							
Stockton, Calif.	x							
Waco, Texas	x							
Wheeling, W. Va.	x							
Winston-Salem, N.C.	x							
<u>25,000 - 50,000</u>								
Abilene, Texas	x							
Alameda, Calif.				x		x		
Albuquerque, Mex.	x							
Alexandria, Virginia		x			x	x		
Alhambra, Calif.				x	x	x		
Auburn, N. Y.	x						x	
Bakersfield, Calif.	x							
Banger, Maine	x							
Bay City, Mich.	x							
Beloit, Wisconsin	x							
Burbank, Calif.						x		
Clarksburg, W. Va.	x						x	
Clifton, N. J.	x							
Colorado Springs, Colo.	x							
Dubuque, Iowa	x							
E. Cleveland, Ohio	x							
Elmira, N. J.	x							

City Mayor Auditor Attorney Treasurer Clerk or Recorder Police Chief

25,000 - 50,000 (Cont'd)

And, Oklahoma	x					
Fargo, N. D.	x					
Hackensack, N. J.	x					
High Point, N. C.	x					
Hutchinson, Kansas	x					
Jackson, Mich.		x				
Johnson City, Tenn.	x					
Kenosha, Wis.	x					
Lexington, Ky.	x					
Lower Marion Twp, Pa.		x				
Lubbock, Texas	x					
Lynchburg, Va.						
Meridian, Miss.	x					
Miami Beach, Fla.	x					
Muskegon, Mich.	x					
Muskogee, Okla.	x					
New London, Conn.	x					
Newburgh, N.Y.	x					
Newport, Ky.						
Newport News, Va.	x					
Paducah, Ky.	x					
Pensacola, Fla.	x					
Petersburg, Va.						
Port Arthur, Texas	x					
Port Huron, Mich.	x					
Portsmouth, Ohio		x				
Raleigh, N. C.	x					
Rocky Mount, N.C.	x					
Rome, Ga.	x					
Royal Oak, Mich.	x					
Salem, Oregon						
San Angelo, Texas						
Spartanburg, S.C.						
Superior, Wisconsin	x					
Teaneck, N. J.	x					
Tucson, Ariz.	x					
Tyler, Texas	x					

x

x

x

x

x

x

x

x

<u>City</u>	<u>Mayor</u>	<u>Assessor</u>	<u>Controller</u>	<u>Auditor</u>	<u>Attorney</u>	<u>Treasurer</u>	<u>Clerk of Recorder</u>	<u>Police Chief</u>
University City, Mo.	x							
Eastertown, N. Y.	x							
West Hartford, Conn.	x							
N. Palm Beach, Fla.								x
Wichita Falls, Texas	x							
Wilmington, N. C.	x							
	88	7	1	7	6	14	3	2

FINAL REPORT OF THE CITIZENS ADVISORY COMMITTEE ON MUNICIPAL AFFAIRS

CITY OF ALAMEDA 1951

FINANCE OFFICE:

a. Organization, particularly in government must be regarded as a tool. To the extent that a superior tool can increase the production of a skilled worker, so also can superior, more closely knit organization increase the production of an administrator. In the City of Alameda the organization of financial administration is divided between two elective officials and the City Manager. Such a system makes the Manager's job very difficult for it forces him into the unwarranted position of being responsible for city administration without having control of one of his most vital tools. The public's job is also made more difficult because responsibility is so dispersed under the present arrangement that it is almost impossible to clearly indicate the individual responsible for any action in municipal financial administration.

It is obvious that a responsible officer cannot accept explicitly and depend upon, the work of another over whom he has no control. A manager cannot be held responsible, for example, for financial planning and management, if all the components of that work are not performed by persons responsible to him.

Letters have been received from many other cities in California which have municipal finance organized into a single office and the following advantages for such an arrangement are cited:

1. Improved public service. Residents as well as officials get the correct answer to any question on fiscal matters (taxes, licenses, assessments, penalties, delinquencies, refunds, etc.) in a single office.
2. Prompt implementation of orders and policy from council through the manager. Much of a manager's time (usually the most expensive a city buys) is wasted in "coordinating" work. Tight organization is an automatic coordinator.
3. Precise, continuing responsibility- In the case of error or omission, management does not have to accept the answer, - "I do not know; that is not my job".
4. Internal audit. The valuable accounting device of internal audit is simple to install and maintain in centralized organization and conversely difficult in decentralized situations.

b. Therefore, the Citizens' Advisory Committee recommends that the Charter be amended to abolish the elective offices of Auditor and Assessor, and Treasurer and Tax Collector and to establish a Finance Office headed by a Finance Officer who would be appointed by and responsible to the City Manager and who would supervise the municipal financial functions of accounting, assessing, purchasing, treasury management, property control, aid in budget preparation and analysis; and that immediate steps should be taken preparing the city administration for the establishment of a Finance Office.

PUBLIC UTILITIES:

The public utilities in the form of the Bureau of Electricity of the City of Alameda is well administered and the Board of Public Utilities and the Staff of the Bureau of Electricity are to be commended upon the service they have given the citizens of Alameda. However, it is believed that efficiency and economy can be increased if certain of the functions, which the Bureau of Electricity is now carrying on, are transferred to central agencies that would have general supervision over these functions.

PUBLIC UTILITIES BOARD

a. The study of the public utilities of the City of Alameda reveals that the Bureau of Electricity is the second largest revenue producer which the city possesses. It also has the character of a successfully operating business and is not of the same nature as other services operated by the City. It is believed that the placing of the management of this business in conjunction with other city services under central administration might lead to deficiencies in the services and revenues which are of such a benefit to the public of Alameda. Those capital reserves which are now guaranteed by the Charter to the public utilities, might under the pressure of apparent need be taken from this institution for use elsewhere; thus operating to the disadvantage of the Utility and the people of Alameda. Because of the high level of service traditionally maintained by the administration of the Public Utilities Board we believe that it should continue in its present administrative capacity.

b. It is recommended that no change be made in the powers of the Public Utilities Board with the exceptions stated elsewhere in this Report.

REORGANIZATION

a. The staff of the Bureau of Electricity has informed the Committee that the Utility presently is being administered by a staff already organized in general accordance with the P.A.S. recommendations. The Committee believes that the organization presently maintained is satisfactory and commends the Board of Public Utility's action in centralizing the functions of the Secretary and General Manager in one office. The Committee does believe that there is an ambiguity in having a non-existent Public Utilities Department with only one bureau.

b. It is recommended that no changes be made in the organization of the Bureau of Electricity with the exceptions stated elsewhere in this Report.

PERSONNEL SERVICES:

a. The Committee has concluded from the data studied that there is a continuing difficulty in administration resulting from the duplicate personnel administration performed by the Bureau of Electricity and the Civil Service Board. This duplication has tended to create indecisions in general city policy and the dual administration has been a potential source of bad employee morale. It is believed that a government must have centralized control over personnel transactions if it is to give efficient service to a harmoniously working staff.

b. Therefore, the Citizens' Advisory Committee recommends that the Charter be amended to place the personnel administration of the Board of Public Utilities under the supervision of the proposed Personnel Office.

ADVERTISING POWER SALES PROMOTION:

a. Available information reveals that approximately \$13,000 a year is spent on electrical power sales promotion. The Committee does not feel that such an expense is unreasonable or out of line with practices in similar utilities.

b. It is recommended that no change be made.

AUTOMOBILE EQUIPMENT.

a. The maintenance and control of automotive equipment by duplicate facilities in the Bureau of Electricity and other city departments is felt to be uneconomical, and tends toward

inefficiency in organizational administration. The duties now being performed for the maintenance of utility automotive equipment can be done by a centralized agency with greater ease and economy.

b. Therefore, the Citizens' Advisory Committee recommends that the maintenance of Utility automotive equipment, presently controlled by the Public Utilities Board, be transferred to the Maintenance Division of the Proposed Public Works Department, for the maintenance of all city equipment.

MINUTES

PUBLIC RELATIONS COMMITTEE

February 13, 1952

The Public Relations Committee of the Riverside Board of Freeholders met in the office of its Chairman on Tuesday morning, February 13, 1952 at 10:30 A.M.

Present were Mrs. Thelma Goodspeed, Donald Bohr, Philip L. Boyd and ex officio member President Eugene Best.

After extended discussion the Committee approved a letter which had been prepared by Mr. Best for circulation through the local press and radio and transmittal in reply to several communications which had been received expressing opposition to the election of Councilman at large.

The Committee considered several written recommendations presented by Mrs. Goodspeed:

1. It was agreed to announce through publicity release that Riverside citizens are welcome to attend the regular sessions of the Board of Freeholders to observe and listen, except at public hearings.
2. It was agreed to endeavor to place in the newspaper in ample time before each meeting an agenda to be considered on the following Thursday.
3. It was agreed to recommend to the Board that at our regular Thursday meeting in the second week of each month that the period following 8:30 P.M. be emphasized as a public hearing, at which time citizens and organizations could present their views. It was further suggested that Dr. Cottrell might well be invited for these monthly hearings.
4. It was agreed that preparation of a printed pamphlet to explain the proposed City Charter be deferred until a date later in the spring.
5. The Committee determined to report to the next Board of Freeholders meeting once more requesting that all public appearances be reported to the Public Relations Chairman with a description of audience reaction and that speaking engagements be cleared through the Public Relations Committee in order that records can be made and centrally controlled.

Mrs. Goodspeed described an active interest when she spoke before the Soroptimists on February 11th. Questions concerning the abandonment of the Ward system and future public hearings were addressed to the speaker.

Future engagements for Mrs. Goodspeed include the Womens' Club on February 26th and the University Women of Riverside on April 21st. Mr. Boyd reported that April 24th was held by the Kiwanis Club for a Board of Freeholders Program.

The Committee Chairman suggested that a speaker's bureau of four or five should be organized and prepared to make public appearances upon request.

It was reported that the City Manager's division of the League of California cities would bring approximately 150 delegates to the Mission Inn on February 20-21-22nd. The Committee agreed that we recommend to the Board of Freeholders an invitation to some distinguished representatives of the City Manager group to meet with us on Thursday evening, February 21st in order that we may have the benefit of their counsel and the publicity which their participation should arouse.

There being no further business the meeting was adjourned.

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
THURSDAY, JUNE 19, 1952, 7:30 P.M.

MEMBERS PRESENT:

Eugene Best, Donald H. Bohr, William Bonnett, Philip Boyd, Howard Boylan, Leonard Difani, Thelma Goodspeed, Joseph S. Long, Glenn Gurtner, Harry McCarroll, Earl Porter, James M. Wortz.

MEMBERS ABSENT:

Dr. Charles Johnson, Robert H. Westbrook, T. C. Flaherty.

OTHERS PRESENT:

Consultant Harry C. Williams, Colonel Halverson.

MINUTES APPROVED:

The minutes of the meetings of June 4th and June 12th were approved as written. It was moved by Mr. Boyd, seconded and carried that the minutes of June 17th be approved, subject to later correction, if necessary.

REMARKS BY COLONEL

HALVERSON:

President Best acknowledged Colonel Halverson's presence and invited him to further present his views, stating that the Board had almost finished its work and it was not contemplated that any larger changes could be made at this time.

Colonel Halverson stated he would like to see the charter go through, but wanted to point out vulnerable spots while there was still time to correct them. He questioned whether administrative and policy making matters were clearly segregated and delegated. He thought the charter should provide only for broad general grants of authority and that other matters, such as means of protecting public funds, etc, should be in the administrative code. He complained that the proposed charter imposed serious limitations on the city manager particularly with reference to the almost complete autonomy of the Board of Public Utilities. He criticized the provision allowing purchases of equipment by the Utilities Commission without going through central purchasing. He expressed concern over the provisions of Section 1110 governing contracts on public works, feeling that such contracts should be up to the City Manager. He cited many examples of local negligence in complying with contract specifications, which had been seemingly overlooked by city inspectors and the job approved and then remedied later at city expense. He stated he suspected prospective bidders have attempted to transfer the authority for making contracts from the City Manager to the Council feeling that such a board would be more amenable to pressure.

The President thanked the Colonel for his comments, stating that in regard to contracts, the City Manager has no contracting power, but in practice would sit in with the Council and would probably open the bids and submit them to the Council with his recommendations. Mr. Bohr stated he could not see any precedent for the City Manager approving bids. He felt it was a safeguard to have the decision lie with seven men rather than with one. President Best asked whether the Board wished to take any action on Colonel Halverson's remarks. Mr. McCarroll expressed appreciation for the Colonel's time and opinions and stated that inasmuch as the Freeholders had gone into all of these matters in considerable detail, no changes should be made at this late date.

SECTION 410 DISCUSSED: Mrs. Goodspeed raised a question as to Section 410 -- last paragraph, asking whether "at the demand of any member" would include the mayor and whether it was the intent of this language to include the mayor. Mr. Williams stated that technically it meant members of the City Council only, but would depend on the rules of order for the City Council. He thinks the presiding officer (mayor) could call for a roll.

SECTION 1202 DISCUSSED: There was considerable discussion of Section 1202 concerning election of members of the Board of Education. Mr. Long stated that he thought that it should be made clear that the Board of Education and not the City Clerk had the responsibility for conducting the election. He does not want any question as to who should call the election.

Mr. Williams stated he was not sure that this could be done in the charter since the primary election will be governed by the Education Code. At Mr. Williams' suggestion, Mr. Long moved that this section be changed by inserting after the word "education" in the last line of page 27 of the new revision, the words "shall provide for the holding of such elections".

SECTION 1402 AMENDED: Mr. Williams stated that he had been approached by representatives of the Southern California Edison Company and the Southern California Gas Company regarding the term of franchises. After considerable discussion, it was moved by Mr. Boyland, seconded by Mr. Difani and carried that the term contained in this section be increased from twenty-five years to thirty-five years.

REPORT OF VISIT TO
MUSEUM BOARD:

Mr. Long reported that he, Mrs. Goodspeed and Mr. Bohr had visited the Museum Board and that the members of the board, although

they would like to have the board a charter board, were favorably influenced by the Freeholders presentation of the admission of the charter, and the majority of their members were in favor of it.

ADOPTION OF CHARTER: After some discussion, it was moved by Mrs. Goodspeed, seconded by Mr. Long and Mr. Boyd that the Board of Freeholders approve the tentative charter as now written, adopt it and recommend it to the City Council.

Roll call showed the following:

Best	Aye
Boyd	Aye
Bohr	Aye
Boylan	Aye
Bonnett	Aye
Difani	No
Flaherty	Absent
Goodspeed	Aye
Gurtner	Aye
Johnson	Absent
Long	Aye
McCarroll	Aye
Porter	Aye
Westbrook	Absent
Wortz	Aye

Mr. Difani wished to explain his "no" vote, stating that he thought the charter and the work done by the Board was a satisfactory job and he would be glad to support it except for the provisions of the section governing elections of councilmen at large, but in view of his own feelings and because he feels it is not practical for Riverside, he can not recommend it.

APPROVAL OF CERTIFICATE
TO CHARTER:

Mr. Williams suggested that a motion be made approving the certificate attached to the charter draft calling attention to the fact that if this certificate is adopted, the Board of Freeholders is requesting the Council to mail out copies of the tentative draft to the electors. It was moved by Mrs. Goodspeed, seconded by Mr. Long that the Board of Freeholders approve the certificate as it appears on the proposed draft and that the same be signed by a majority of the Board of Freeholders. The motion was unanimously carried. Mr. Best stated that Mr. Flaherty had indicated he would be willing to sign the certificate.

MOTION TO DEPOSIT

RECORDS WITH CITY CLERK: It was moved by Mrs. Goodspeed, seconded by Mr. McCarroll and carried that the Secretary be instructed to deposit all records of the Board of Freeholders with the City Clerk for safekeeping.

MOTION TO PAY BILLS:

It was moved by Mr. Bohr, seconded by Mr. McCarroll and unanimously carried that the bill of Virginia Stephens for stenographic services in the sum of \$92.19 and the bill of Rubidoux Printing Company for printing drafts of the charter be approved and ordered paid.

ACKNOWLEDGMENTS:

It was moved by Mr. Gurtner, seconded by the entire Board and unanimously carried that the Board acknowledge the helpful cooperation of Al Perrin and Mrs. Betty Fielder, the press representatives to the Board of Freeholders meetings. The Secretary was instructed to prepare a formal resolution to this effect. It was moved by Mr. Bohr, seconded by Mr. Boyland and carried that the Board of Freeholders express its appreciation to Eugene Best for his services as president and to James M. Wortz for his services as secretary to the Board of Freeholders.

It was moved by Mr. Boyd, seconded by Mr. Boylan and carried that the following resolution be adopted:

" WHEREAS, HARRY C. WILLIAMS has devoted many hours of conscientious effort in assisting the Riverside Board of Freeholders in the preparation of their charter proposal, and;

WHEREAS, he has proven to be not only an able draftsman, but a courteous and patient associate in long and tedious deliberations,

NOW, THEREFORE, BE IT RESOLVED that the Riverside Board of Freeholders hereby expresses its sincere appreciation to Harry C. Williams for his capable services and extends to him its best wishes for the successful development of his professional career as an authority in the field of municipal government, and;

BE IT FURTHER RESOLVED that the Riverside Board of Freeholders does wholeheartedly recommend Harry C. Williams as an expert and consultant in the preparation of municipal charters, and;

BE IT FURTHER RESOLVED that the president and secretary of this Board be authorized to sign and present a copy of this resolution to Mr. Harry C. Williams. "

President Best stated that the report of the Board of Freeholders would be presented to the City Council on Tuesday, June 24th, 1952, at 11:00 o'clock A.M., and the meeting was adjourned to that date.

The meeting adjourned at 9:35 P.M.

JAMES M. WORTZ
Secretary

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
TUESDAY, JUNE 17, 1958, 7:30 P. M.

Wm. Bonnett

MEMBERS PRESENT:

Eugene East, Donald W. Bohr, Philip Boyd, Howard Boylan, Leonard Difani, E. C. Flaherty, Thelma Goodspeed, Joseph E. Long, Glenn Gurtner, Harry McCarroll, Earl Porter, Robert H. Westbrook, James E. Sartz.

MEMBERS ABSENT:

Dr. Charles Johnson

OTHERS PRESENT:

Glen Grouch, Harry Hager, City Librarian Albert Lake, and other members of the public.

Consultant Harry C. Williams, Mayor Evans, Colonel Halverson, Councilman

MINUTES APPROVED:

The minutes of the meeting of May 22nd were approved without change.

PUBLIC MEETING:

President East announced that the time having come for the Board of Freeholders to hold its public meeting, suggestions, comments and criticisms from members of the public would be welcome.

Colonel Halverson, former County Director of Civilian Defense, stated that he had only had four days opportunity to examine the tentative charter, and that he was greatly disappointed in it. He felt the Board of Freeholders should continue to have public meetings so that objections could be presented after the members of the public had had a proper opportunity to examine the document. Colonel Halverson had written up lengthy comments on various provisions of the Charter. He summarized these in a talk before the Board, and was requested to file such comments in detail with the Secretary not later than June 19th. Colonel Halverson's comments can be summarized as follows:

The principle of electing councilmen at large is sound, but the practical result is that the councilmen all live in the same district. The ward system makes for a more representative government, and the Board of Freeholders should compromise by "providing that all councilmen continue to be elected from their respective wards, but the total vote from the respective wards shall govern, rather than the total city vote". The Secretary of the Board of Freeholders confesses that he is unable to analyze this statement.

Colonel Halverson thought that the City Council should have a "reporting service" reporting directly to the Council. His idea seemed to be that the department heads

should report directly to the Council rather than to the Council through the City Manager.

Colonel Halverson was of the opinion that the tentative Charter gave entirely too much power to the Board of Public Utilities. He also felt that the section governing contracts on public works delegated administrative detail to the Council, and hence violated the principal of separation of policy making and administrative functions.

President Best thanked Colonel Halverson for his comments, stating that as to each of his objection, the question had been previously raised before the Board, and decisions had been reached and action taken only after such thought, research and discussion.

Mayor Evans raised the question of the provisions of Section 413 and Section 603 (b) requiring publishing or posting of ordinances. He stated that some of the City Hall people had gotten the idea from the sixth line of Section 603 (b) "publishing or posting" that the Charter may provide that posting of ordinances was acceptable. Mr. Best replied that Section 414 covers specific ordinances which are excepted from publication. Mayor Evans said that it is the general feeling among the City officials that publishing of every ordinance would be a waste of money, saying "For example we have had 104 ordinances before us during the calendar year 1951, of which 65 were amendments to 616, which is known as the zoning ordinance. Many of the ordinances are of no interest to the general public, and we feel that the publishing of every ordinance would be a considerable and unnecessary expense, and that it should be left to the Council to publish such ordinances as may be deemed necessary, but do not freeze this into the Charter. We have had 602 ordinances before us just this year, about 1/3 of which have been amendments to vehicle ordinances, such as placing of signs, etc., in which no one is interested."

Apparently we are in error by not publishing, but we are operating under the continuous advice of City Attorneys over the last forty years. Let the Council, if it pleases, adopt a policy as to what ordinances, other than those specifically delineated, should be published."

Mr. Williams stated that he thinks without looking into the matter too thoroughly, that Riverside has been using ordinances for many things that could be done without ordinances under the proposed charter. He said that whether this is so or not, when the City Council acts in a legislative capacity, its acts should be published, whether it costs something or not. This is almost universal provision of charters throughout the State as concerns Sixth Class Cities. Los Angeles publishes even before the ordinances are adopted. The County Board of Supervisors also publishes every ordinance. Mr. Williams said he felt that many matters now handled by ordinance can be done through resolutions.

Most vehicle matters, for example, can be done this way.

Mr. Harry Hager raised the point of clarification of the term "vote of majority" in Sections 900 and 1805, asking why it did not state therein "vote of 2/3 majority vote."

Mr. Best replied that it is almost the universal custom that when it comes to the question of voting bonds or incurring city indebtedness, a 2/3 majority is required, and generally to amend the Constitution. Most other matters are carried by a majority vote.

Mr. Williams remarked that it only takes a majority to amend the entire Charter.

Councilman Glen Crouch discussed the question of election at large, supporting his views with a diagram of the City of Phoenix submitted on March 17, 1952. He stated that the absence of South side representatives has been one of the chief talking points against election of councilmen at large. He pointed out that in the case of Phoenix, compared with the 17-9/10 square miles contained in the Phoenix City Limits, councilmen residence area contains only 1-5/10 miles. This is what he believes will happen in Riverside. He said he did not know whether the Board had solicited Phoenix, but apparently not. Mr. Crouch stated that the idea behind election at large was to anticipate a higher type of individual to run for council office, and that the councilmen elected at large would be freed from pressures by neighborhood elements inasmuch as he would "sit a little higher in the City Government" so to speak, and would not be on an intimate relationship with his constituents. Mr. Crouch stated that he did not feel this would be best for Riverside, and urged a compromise from the standpoint of nominating from wards and electing at large. He stated he would not vote for the Charter if the council election is left as is. He said he also did not approve of eliminating the Mayor's veto, saying that his experience in office had been that the Mayor's veto had saved the Council from having to rescind matters.

Mr. Boyd replied to Mr. Crouch, explaining the provision of suspensory power in the Mayor. Mr. Crouch said he understood this provision, but did not feel it was sufficient.

The Secretary then read a letter from Mr. F. E. Pinkerton and Mr. Best's reply thereto.

Mr. John Philbrick spoke, stating that he had been concerned over the provision for election of councilmen at large, and asked the Board if they would be in favor of election

at large of State Senators, assemblymen and Federal representatives. Mr. Long replied to Mr. Philbrick in a concise and well-phrased statement, pointing out that election at large of our State and Federal representatives was necessitated by the inability of the citizens to contact personally the representatives, whereas in local government the element of distance is not involved, the citizens can be in direct contact with the candidates, and therefore the comparison does not apply.

Miss Florence Backus opened a discussion on the possibility of submitting to a separate vote the proposal for election of councilmen at large, so as not to risk the defeat of the entire charter because of this provision.

Mr. Arthur Whitfield stated that he would also like to see this portion balloted as a separate measure.

Mr. Worts replied that it had been the feeling of the Board that if we were to start out on that premise, we would have had to submit two separate charters, because taking one section out where there are inter-related sections, would destroy the continuity which is essential throughout the charter.

Mr. Flaherty stated that he thought the charter was an excellent document with the exception of the council at large provision, and asked whether it was legally possible to submit this issue to a separate vote. Mr. Best said he could see a good many practical difficulties involved; wards would have to be set up on a different principle, etc.

Mr. Harry Williams said he did not think it would be legal to vote on the alternative - in other words, to present a question along with the charter as to which way it goes. He felt that those opposed to this one provision only should take the position that they would try to put the charter in force and as soon as it is in force, exercise the privilege of amendment which is relatively easy to exercise, and which is available to the voters. This could be presented in the form of an amendment to the charter when it is adopted. That way there would be a true expression of the feeling of the people.

TENTATIVE DRAFT OF LETTER
TO COUNCIL APPROVED:

The Secretary read the draft of the letter transmitting the proposed Charter to the Council. It was moved by Mr. Porter, seconded by Mr. Westbrook and carried that the letter be approved.

SECTION 1116 AMENDED:

Mr. Best stated that he had been requested to raise before the Board of Freeholders the question of whether Section 1116 calling for an annual audit by a certified public accountant should not be modified to allow the audit to be made by a licensed public accountant, as well as certified public accountants. He pointed out that there were some 50 or 60 licensed public accountants in Riverside, but not more than 15 certified public accountants. Mayor Evans urged that the audit be limited to certified public accountants. Mr. Boyd thought that the section should be changed in order to allow the Council to determine the requirements of the accountant. Mr. Boylan concurred. Mayor Evans stated that leaving matters to the Council had not always produced the best man for the job.

It was moved by Mr. Boylan, seconded by Mr. Bonnett that the word "certified" in Section 1116 be changed to "qualified". Roll call vote showed the following:

Best	Aye	Gurthor	No
Bohr	Aye	Long	Aye
Bonnett	Aye	Johnson	Absent
Boyd	Aye	McCarroll	Aye
Boylan	Aye	Porter	No
Difani	Aye	Westbrook	No
Flaherty	Aye	Wertz	No
Goodspeed	No		

Nine "ayes", five "noes", one absent. President Best declared the motion carried.

Mr. Williams made the following recommendations as to changes in the proposed charter:

TITLE: The title should be "Proposed Charter of the City of Riverside."

SECTION 103 AMENDED:

Section 103 was amended by striking the word "present" in and first and second lines, and inserting after the word "employees" in the second line "at the time this charter takes effect."

Two commas were added in Section 400.

SECTION 404 REVISED:

Section 404 was revised by striking out of the third sentence the phrase "and as occasion requires he may inform the people of any major

change in policy or program" and inserting in lieu thereof the words "and of informing the people of any major change in policy or program." The words "consistent with his office" in the last line of the first paragraph of Section 404 were also stricken.

In the last sentence of the second paragraph, the words "in addition to his regular duties as a councilman" were inserted at the beginning of the sentence.

SECTION 408 REVISED:

Section 408 was revised by deleting the word "three" in the second line of the first sentence, and inserting in lieu thereof the word "four", and inserting the words "and to the Mayor" after the word "member".

SECTION 409 REVISED:

Section 409 was revised by striking out the word "three" in the last sentence and inserting in lieu thereof the word "four".

SECTION 412 REVISED:

The fourth paragraph of Section 412 was revised by striking out the word "a" in the first line and inserting the word "the" in lieu thereof.

SECTION 417 REVISED:

Section 417 was revised by inserting the words "right of" in the second sentence before the word "acquisition".

SECTION 418 REVISED:

The second paragraph of Section 418 was revised by inserting a comma after the word "services" and inserting the word "if" between the words "items" and "included".

SECTION 500 REVISED:

Section 500 was revised by striking out from the second sentence of the first paragraph the words "and other qualified persons known by the Council to be available" by inserting in the third sentence before the words "persons" the word "available."

SECTION 501 REVISED:

Section 501 was revised by deleting the comma after "department heads" in the next to the last line of sub-section (a) and putting a comma after the word "officers".

Sub-section (a) was changed by striking the words "For the preceding fiscal year" and inserting in lieu thereof the words "For such fiscal year".

SECTION 503 (b) CHANGED:

Section 503 (b) was changed by deleting the words "or posted".

SECTION 505 CHANGED:

A minor change was made in sub-section (c) of Section 505 by changing "the charter" to read "this charter".

SECTION 608 REVISED:

where the word appears in the third and fourth paragraphs of this section.

Section 608 was revised by putting a comma after the word "commission"

SECTION 707 AMENDED:

beginning of the Section and inserting in lieu thereof "duty", so that the phrase shall read "the Planning Commission shall have the power and duty to".

Section 707 was amended by striking the words "be required" at the

SECTION 709 (d) REVISED:

"Council" and deleting the words "and City Manager".

Section 709 (d) was revised by placing a period after the word

SECTION 711 REVISED:

"community".

Sub-section (a) of Section 711 was changed by deleting the word

SECTION 1104 REVISED:

was changed to June 30 instead of August 31st.

After considerable discussion, the date for adoption of the budget

SECTION 1106 AMENDED:

phrase "which system shall be consistent with all other provisions of this Charter."

Section 1106 was amended by adding after the word "agencies" the

SECTION 1110 REVISED:

word "paragraph" and substituting the word "Section".

The last line of this section on page 26 was changed by striking the

SECTION 1502 CHANGED:

was stricken to conform to the singular "person".

The "s" at the end of the word "circumstances" in the first clause

SECTION 710 DISCUSSED:

the Library Board, questioning whether such gifts would be required to go into the City Treasury under the provisions of this section. Mr. Best and Mr. Williams agreed that the language of the instrument of conveyance would be the determining factor on this point.

Mrs. Goodspeed led a discussion of the provisions governing gifts to

SECTION 604 (d) DISCUSSED:

requirements covering purchase orders as set forth in this section. Mr. Williams explained the probable procedure under this section, stating that as long as the Library Board remained within the budget, there would not be any problem of clearing such orders.

Mr. Albert Lake, City Librarian, requested clarification of the

program for the meeting of June 19th which will be a formal presentation of resolutions and winding up of affairs.

Mr. Best outlined briefly the

The meeting adjourned at 10:30 P.M.

JAMES E. CURTIS
Secretary

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
THURSDAY, June 12, 1952, 7:30 P.M.

MEMBERS PRESENT:

Best, Bohr, Boyd, Boylan, Difani,
Flaherty, Goodspeed, Gurtner, Long,
Johnson, McCarroll, Porter, Wortz. *Bonni*

MEMBERS ABSENT:

Bonnett, Westbrook.

OTHERS PRESENT:

Mr. Ruel Johnson and 25-30 members of
his Citizens Committee.

PUBLIC RELATIONS
COMMITTEE REPORT:

The Freeholders assigned to visit
the various boards and commissions
who had completed their assignments reported.

Mr. Porter reported for the group
visiting with the Planning Commission, stating that Mr. Daly had
renewed his plea that the Planning Commission be left alone, and
in particular that the City Attorney and City Engineer be made
voting members in order to have a quorum. He stated that the other
members of the Commission, except Mr. Daly, seemed to be satisfied
with the Freeholders' provisions. Mr. Gurtner felt that the Planning
Commission was unhappy, stating that Mr. Daly, Mayor Evans and the
City Engineer wanted the Planning Commission taken out of the Charter
and handled by ordinance. Mr. Boyd reported that he had discussed
the Planning Commission with Henry Goll, a former chairman, and for
years the City Attorney had never attended meetings of the Planning
Commission and consequently it was not essential that he be a
voting member.

Mr. Long reported on the visit to
the Parks and Recreation Committee, stating that the Park Board
is well satisfied with the provisions included in the Charter
covering the Park and Recreation Commission.

Messrs. Porter, Gurtner and Bonnett
reported that the Fire and Police Commission, being omitted in
the Charter, had nothing official to say, but were obviously dis-
pleased.

Mr. Flaherty reported that he, Mr.
Porter and Mr. Bonnett had visited with the Board of Education,
and according to Mr. Flaherty, by strange coincidence there was no
complaint.

Mrs. Goodspeed, Mr. Bohr and Mr.
McCarroll reported on their visit to the Library Board, stating
that they had a very pleasant and satisfactory meeting, and that
the only problem was the possible one of whether the Library
Trustees could accept gifts without subjecting their administration
to the control of the City Council.

Mr. Worts reported on the visit to the Auditorium Board, stating that they were a Board created by ordinance and were perfectly content to remain so. Mr. Boyd reported that the Utilities Commission and Museum Board not having met since our last meeting, would be visited in the future.

CITIZENS COMMITTEE PRESENT:

Mr. Huel Johnson, Chairman of the newly formed Citizens Committee, presented his committee, stating that it had been formed to study the proposed new charter, and having studied, and being in favor of it, was prepared to actively support the charter at the election. He stated that the committee's investigation had disclosed that there were points in the proposed charter which were highly controversial, and he requested a brief outline of the controversial points and the reasons for the Board's decisions on such points. President Best, in a scholarly and masterful dissertation, pointed out that the primary objections were not aimed at the Council-Manager form of government, but that the main point of controversy had been the election of the council at large, and that probably the fringe objectors, made up of certain members of the City Council and municipal administration, and certain City employees, and general opponents, would undoubtedly rally around the election of councilmen at large and use that as the focal point of their opposition.

Mr. Flaherty and Mr. Difani reported to the Citizens Committee that they were opposed to the Charter as prepared by the rest of the Freeholders. Mr. Flaherty stated that in his opinion the ward system was the only method of retaining representation for minority groups. Mr. Difani stated that he would not sign any proposed charter.

The Secretary read a letter from Dr. Cottrell consenting favorably upon the proposed Charter.

Several members of the Citizens Committee requested Mrs. Goodspeed to repeat her analysis of election at large as given before the Women's Club. Mrs. Goodspeed gave an excellent summary of the advantages of election at large.

President Best outlined to the Citizens Committee the time table for the proposed charter; namely, presentation to the City Council on June 24th, publication with the newspapers once within 15 days thereafter, and presentation to the vote of the people within 60 days thereafter, pointing out that the Freeholders had set September 16th, the date of the City primary election, as the date for the vote. That if adopted, the Charter would be presented to the Legislature in January, and would then go into effect for the purpose of electing councilmen and Mayor on the 10th Tuesday following legislative approval.

Mr. Johnson of the Citizens Committee then replied to the Board of Freeholders, thanking them for their work, and the Citizens Committee retired.

The Board then returned to routine business. The Secretary was instructed to send a copy of Dr. Cottrell's letter to Consultant Williams and request that he give consideration to increasing the period between the election of councilmen and their taking office.

SECTIONS 400, 104 and 403
CONSIDERED:

Dr. Cottrell's comments regarding the short time between election and taking office of councilmen were read, and it was moved by Mr. Boyd that these sections be amended to change the first Tuesday to the second Tuesday, subject to the approval of Mr. Williams. No action was taken. The Secretary was instructed to contact Mr. Williams and to request him to report at the next meeting.

LETTERS RE MUSEUM BOARD:

The Secretary read a letter from the Board of Museums and a letter from the Pioneer Historical Society of Riverside urging that the Museum Board be set up in the Charter with language and provisions similar to the Library Board. The Secretary was instructed to reply to both letters that the Board of Freeholders was of the opinion that the Museum Board should not be frozen in the Charter but should be controlled by ordinance.

TECHNICAL CHANGES:

Mrs. Goodspeed read a list of minor technical changes.

SECTION 1305 REVISED:

It was moved by Mr. Porter, seconded by Mr. Gurtner and carried that Section 1305 should be recast to put the last clause first.

A comma was added after the word "agencies" in Section 601 in the sixth line.

APPROVAL OF BILLS:

A statement of Mr. Harry C. Williams of the firm of Burke, Williams and Sorenson was presented for the sum of \$2,200.00 fee for services rendered in preparation of the Riverside City Charter, \$104.20 costs advanced, and a bill of the Tink Tack Letter Shop for mimeographing in the sum of \$127.21 was read, together with a letter from Mr. Williams addressed to the Board of Freeholders outlining the services rendered by him. It was moved by Mr. Porter, seconded by Dr. Johnson and carried that these bills be paid as presented.

Mr. McGerrall reported that Councilman Crouch had suggested the adding to Section 1110 covering contracts on public works a provision requiring that a contractors' bond be held in effect for a period of one year after acceptance of the work. No action was taken on this.

There being no further business, the meeting adjourned at 10:45 P.M.

JAMES H. WORTZ
Secretary

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
WEDNESDAY, JUNE 4, 1952, 2:00 P.M.

MEMBERS PRESENT:

Eugene Best, Donald W. Bohr, Philip
Boyd, T. C. Flaherty, Thelma Godspeed,
Joseph S. Long, Glenn Gurtner, Harry
McCarroll, Earl Porter, James Worts. *Bennett*

MEMBERS ABSENT:

Howard Boylan, Leonard Difani, Dr. Charles
Johnson, Robert H. Westbrook.

OTHERS PRESENT:

City Councilmen Patterson, Dales, Backstrand,
Rawlings, City Clerk Winfield Waite, City
Auditor Pierson, City Treasurer Fred Smith,
City Attorney Albert Ford, Mayor Evans,
Consultant Harry Williams.

MEETING WITH COUNCIL AND
ELECTED OFFICIALS:

President Best welcomed the members of
the City Council and elected officials,
outlining to them the work of the Board of Freeholders. He pointed
out that the Board had consulted, studied, met and worked and had
produced the best charter in its power to draft. He stated that it
was obvious to all members of the Board of Freeholders that no charter
could be drawn which would be satisfactory to everyone; that the
Board of Freeholders had therefore concentrated on drafting what,
in its collective mind, was the best form of municipal government
for the City of Riverside. He stated that the Council under the
proposed new charter had been considerably strengthened, and the
position of councilmen invested with substantially more dignity and
solidarity than under the present charter. He pointed out that
the charter had been cut down from some 85 large pages with fine
print to some 35 small pages with large print, and that the language
of the revised draft has been synchronized with standard language
used throughout the State of California, which alleviates the
possibility of dispute, and as to which the courts have already in
many cases interpreted the language.

Mr. Best pointed out that the Board
of Freeholders had been reluctant to make changes in those portions
of the present charter covering City government and administration
which were efficiently and successfully operated under the old
charter, but the incorporation in the revised draft of a new and
different theory of government required many changes in order to
make the whole charter consistent. He stated that in certain cir-
cumstances some compromise had been made; for example, the Park
Board and the Utilities Board and the Library Board were made more
than just advisory bodies. Mr. Best then invited comments from the

elected officials and City Council as to their reactions and suggestions.

Auditor Pierson and Mayor Evans discussed tentative Charter Section 1304 covering public utility revenues. Mr. Pierson thought that Sub-section (a) dealing with retirement of employees was unnecessary since the State laws require a separate levy. Mayor Evans thought that the section should remain unchanged since the State system might not be continued in effect.

SECTION 1304 (a) AMENDED: It was moved by Mr. Long, seconded by Mr. Gurtner and carried that Section 1304 (a) be amended to insert the word "any" after the word "including" in the second line.

GENERAL DISCUSSION
CONTINUED:

Mr. Lochran Daly of the Planning Commission being present, renewed his plea to the Board of Freeholders that the City Engineer and City Attorney be made voting members of the Planning Commission. He again urged that the language of the State Planning Act providing for not more than 9, and not less than 5 members of the Planning Commission be incorporated in the City Charter.

The question of tax limits as fixed by the Charter was generally discussed.

The provisions regarding the Library were discussed, and Mr. Boyd raised the question as to whether there should be incorporated a provision that the Library Trustees should have the right to accept gifts without making them subject to the administration and control of the City Council. City Attorney Ford thought that such a provision would not be essential since the same result can be obtained by limitations on the gift.

SECTION 610, NEPOTISM,
CRITICIZED BY MAYOR:

Mayor Evans urged that Section 610 prohibiting nepotism be stricken from the draft submitted for adoption, stating that relatives of City officials have in the past made excellent records with the City, and in his opinion, the practice should be encouraged. It was moved by Mr. Long that Section 610 be taken under advisement. No action was taken. (see later motion below).

POLICE AND FIRE COMMISSIONS
DISCUSSED:

Councilman Backstrand raised the question as to whether the Charter contained any provision covering the Fire and Police Commissions, and was informed by President Best that these commissions were not continued under the Charter, and the Fire and Police Departments would report to the City Manager, and through him to the Council.

INCONSISTENCY BETWEEN SECTIONS
1113 and 1115 POINTED OUT:

City Attorney Ford pointed out a possible inconsistency between Section 1113 covering presentation of demands and Section 1115 covering actions against the City, in that the first numbered section requires the demand to be presented to the Controller and the last numbered section requires the claim to be presented to the City Clerk. He suggested that it might be well to restate these sections so as to clarify the procedure. Consultant Williams agreed that Attorney Ford's criticism was meritorious and he would take the matter under advisement.

SECTION TO DELETE SECTION
610:

The City Council and elected officials left at 3:10 P.M. and the Board settled down to its regular work.

It was moved by Mr. Flaherty, and seconded by Mr. Bohr that Section 610 be deleted and Section 611 renumbered 610. Roll call vote showed the following:

Best	Aye	Gurtner	No
Bohr	Aye	Long	No
Bennett	Aye	Johnson	Absent
Boyd	No	McGarrell	No
Baylan	Absent	Porter	No
Difani	Absent	Westbrook	Absent
Flaherty	Aye	Wertz	No
Goodspeed	No		

7 Noes, 4 ayes. President Best declared the motion lost.

REMAINING WORK TO BE DONE:

namely:

Consultant Williams outlined the steps remaining to be done,

1. Drafting of report to the Council.
2. Running off several sets of the printed charter with the certificate included.
3. The signature of the certificate by the members of the Board.

SECTION 604 (d) DISCUSSED:

Section 604 (d) dealing with the audit of purchase orders before issuance was discussed as to whether such language was practical and whether the duties imposed on the Auditor were in proper order for smooth administration. It was the consensus of opinion from the discussion that no change should be made in this section.

FREEHOLDER LONG REPORTS ON
CHANGES IN SET TYPE

Mr. Long distributed to the members of the Freeholders, City Council and elected officials printed and bound drafts of the proposed charter inscribed with their respective names. He pointed out that in arranging for this printing, he had reworded the language of Section 103, changing the order of the words without changing the meaning. He also pointed out that in Section 402 the word "may" had been changed to "shall" in order to coincide with the rest of the section. It was moved by Mr. Boyd, seconded by Mr. Bonnett and carried that these changes be approved.

PUBLIC RELATIONS COMMITTEE
ASSIGNMENTS:

Mr. Boyd, Chairman of the Public Relations Committee, reported that in order to assure that every board and commission had an opportunity to be heard, the Public Relations Committee was placing printed copies of the charter in the hands of every member of such board or commission, and that the following Freeholders would attend the respective boards, consult with them, and report at the next meeting:

<u>Board</u>	<u>Meeting Time</u>	<u>Freeholders Assigned</u>
Planning Commission	1:45 P.M. June 5th	Porter, Gurtner, Best
Parks and Recreation	9:00 A.M. June 9th	Long, McCarroll, Wortz
Utilities Commission	9:00 A.M. June 13th	Flaherty, Long, Best, Boylan
Fire & Police Commission	2:00 P.M. June 9th	Porter, Gurtner, Bonnett
Library Board	4:30 P.M. June 10th	Bohr, McCarroll and Goodspeed
Board of Education	4:00 P.M. June 10th	Bonnett, Flaherty, Porter
Auditorium Board	7:30 P.M. June 10th	Wortz, Boyd

Mr. Williams discussed the problem of the Board of Education and its boundary questions, pointing out that since State law is involved in this matter, no provision of the charter can alleviate the situation.

There being no further business to come before the meeting, the meeting adjourned.

JAMES H. WORTZ
Secretary

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
THURSDAY, MAY 22, 1952, 7:30 P.M.

MEMBERS PRESENT:

EUGENE BEST, DONALD W. Bohr, Howard Boylan, William Bonnett, Thelma Goodspeed, Joseph S. Long, Dr. Charles Johnson, Harry McCarroll, Earl Porter, Robert Westbrook, James. M. Wortz.

MEMBERS ABSENT:

Philip Boyd, Leonard Difani, T. C. Flaherty, Glenn Gurtner.

OTHERS PRESENT:

Consultant Willaims, Mayor Evans, Mr. O. B. Ormiston.

PROCEDURE AND PUBLIC RELATIONS:

The Public Relations Committee composed of Mrs. Goodspeed,

Mr. Bohr and Mr. Boyd reported that it had met at a special session on the afternoon of May 22nd. The Committee outlined the following recommended procedures:

1. The Executive Committee to call on the City Council on Tuesday to extend to the Council an invitation to come before the Board of Free holders on Thursday, May 29th.

2. The elected officials to be invited to attend at the same time.

3. Mr. Boyd, Chairman of the Public Relations Committee, will appoint members of the Board of Freeholders to attend meetings of the various boards and commissions and extend to them an invitation to be present.

4. June 5th-tentative meeting with the Citizens Committee.

5. June 12th-public hearing.

6. June 19th-closed meeting of Freeholders to consider final draft.

7. June 24th-present report to the City Council.

It was moved by Mr. Wortz, seconded by Mr. Long and carried that the report of the Public Relations Committee be accepted.

TENTATIVE DRAFT PROOF-READ AND
TYPOGRAPHICAL AND PUNCTUATION CHANGES
CORRECTED:

President Best and Mrs.
Goodspeed reported that

they had proofread the printed draft of the tentative charter. Mr. Long reported that he also had read proof on this draft. The typographical and punctuation changes discovered by the proof-readers were called to the attention of the Board and proper notations made in the individual copies.

SECTION 402 AMENDED:

Mr. Best pointed out that there
were certain ambiguities between

Sections 103 and 402 as concerns the compensation of the Mayor. The matter was generally discussed with some suggestions from Consultant Williams. It was then moved by Mr. Long, seconded by Mr. Porter, that the last phrase of Section 402, commencing with the word "which" be stricken.

SECTION 103 AMENDED:

In order to further clarify the
ambiguity pointed out by Mr. Best,

it was moved by Mr. Westbrook, seconded by Mr. Long and carried that Section 103 be amended so that the section would read: "The present employees and the present occupants of offices provided for in this charter shall continue to perform the duties of their respective employments and offices . . .". The balance of the section remaining unchanged.

SECTION 500 AMENDED:

Mr. Porter raised the question that
the prohibition contained in

Section 500 against a councilman being appointed City Manager within one year after serving as councilman did not, in its terms, apply to the Mayor. It was moved by Mr. Porter, seconded by Mr. Boylan and carried that the last sentence of Section 500 be amended to make the prohibition therein applying to members of the City Council apply equally to the Mayor.

SECTION 501 AMENDED:

Mr. Williams pointed out that there
was an ambiguity between Sections

501 and Section 607. He suggested that Section 501 be changed by adding the words "or officers" in two places after the words "department heads" in the last sentence of Section 501 (a).

LITTLE HATCH ACT DISCUSSED:

Section 51 of the present City
Charter, which contains a Little

Hatch Act was discussed. It was determined that this section should not be carried over into the new charter, since practical experience has shown that the prohibition against employees participating in political campaigns is universally violated. Mr. Williams pointed out that suitable restrictions could be included in the Civil Service enabling ordinance.

MOTION TO AMEND SECTION
417 LOST:

It was moved by Mr. Boylan that the words "or airports" be added at the end of Section 417 in order to cover the possible acquisition and improvement of the presently privately owned Arlington Airport. The motion was not seconded. It was moved by Mr. Porter, seconded by Mr. Bohr, that Section 417 be not changed.

It was moved by Mr. Westbrook that the motion be amended to except airports. Dr. Johnson called for a point of order, stating that Mr. Westbrook's motion completely emasculated the previous motion. President Best ruled Mr. Westbrook out of order.

A roll call vote on the original motion to leave Section 417 unchanged showed the following:

Best	No	Goodspeed	No
Bohr	Aye	Gurtner	Absent
Bonnett	No	Long	Aye
Boyd	Absent	Johnson	No
Boylan	No	McCarroll	No
Difani	Absent	Porter	Aye
Flaherty	Absent	Westbrook	No
		Wortz	Aye

7 Nos, 4 Ayes, 4 absent. President Best declared the motion lost.

SECTION 417 AMENDED:

It was moved by Mr. Boylan, seconded by Mr. Westbrook, that Section 417 be amended by inserting the words "airports or to" in the last sentence so that the full clause will read: "This section shall not apply to airports or to any franchise." Roll call showed the following:

Best	Aye	Gurtner	Absent
Bohr	Aye	Long	No
Bonnett	Aye	Johnson	Aye
Boyd	Absent	McCarroll	No
Boylan	Aye	Porter	No
Difani	Absent	Westbrook	Aye
Flaherty	Absent	Wortz	Aye
Goodspeed	Aye		

8 Ayes, 3 Nos, 4 absent. President Best declared the motion carried.

DISCUSSION AS TO PRINTING
OF TENTATIVE DRAFT:

The Board discussed at some length the printing of the tentative draft, the number of copies to be printed at this time and the format.

Several different points of view and ideas were considered and discussed.

It was moved by Mr. Wortz, seconded by Mr. Porter and carried that the matter of the printing, binding, format and distribution be left in the hands of Mr. Long.

SECTION 601 AMENDED:

Mr. Williams pointed out that a technical amendment should be made to Section 601 by adding at the end of the next to last sentence, the words "subject to the provisions of the Charter."

SECTION 1116 AMENDED:

After some discussion, Section 1116 dealing with independent audit be amended to strike out the word "qualified" in the first sentence, and insert the word "certified" so that the phrase reads "certified public accountant."

There being no further business to come before the meeting, the meeting adjourned.

JAMES M. WORTZ
Secretary

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
THURSDAY, MAY 22, 1952, 7:30 P.M.

MEMBERS PRESENT:

Eugene Best, Donald W. Bohr, Howard Boylan, William Bonnett, Mrs. Thelma Goodspeed, Joseph S. Long, Dr. Charles Johnson, Harry McCarroll, Earl Porter, Robert H. Westbrook, James M. Wortz.

MEMBERS ABSENT:

Philip Boyd, Leonard Difani, T.C. Flaherty, Glenn Gurtner.

OTHERS PRESENT:

Consultant Williams, Mayor Evans, Mr. O.B. Ormiston.

PROCEDURE AND PUBLIC RELATIONS:

The Public Relations Committee, composed of Mrs. Goodspeed,

Mr. Bohr and Mr. Boyd reported that it had met at a special session on the afternoon of May 22nd. The Committee outlined the following recommended procedures:

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TYPOGRAPHICAL AND PUNCTUATION CHANGES
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In order to further clarify the ambiguity pointed out by Mr. Best,

it was moved by Mr. Westbrook, seconded by Mr. Long and carried that Section 103 be amended so that the section would read: "The present employees and the present occupants of offices provided for in this charter shall continue to perform the duties of their respective employments and offices . . . ". The balance of the section remaining unchanged.

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Mr. Porter raised the question that the prohibition contained in

Section 500 against a councilman being appointed City Manager within one year after serving as councilman did not, in its terms, apply to the Mayor. It was moved by Mr. Porter, seconded by Mr. Boylan and carried that the last sentence of Section 500 be amended to make the prohibition therein applying to members of the City Council apply equally to the Mayor.

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Mr. Williams pointed out that there was an ambiguity between Sections

501 and Section 607. He suggested that Section 501 be changed by adding the words "or officers" in two places after the words "department heads" in the last sentence of Section 501 (a).

LITTLE HATCH ACT DISCUSSED:

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A roll call vote on the original motion to leave Section 417 unchanged showed the following:

Best	No	Goodspeed	No
Bohr	Aye	Gurtner	Absent
Bonnett	No	Long	Aye
Boyd	Absent	Johnson	No
Boylan	No	McCarroll	No
Difani	Absent	Porter	Aye
Flaherty	Absent	Westbrook	No
		Wortz	Aye

7 Nos, 4 Ayes, 4 absent. President Best declared the motion lost.

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Bonnett	Aye	Johnson	Aye
Boyd	Absent	McCarroll	No
Boylan	Aye	Porter	No
Difani	Absent	Westbrook	Aye
Flaherty	Absent	Wortz	Aye
Goodspeed	Aye		

8 Ayes, 3 Nos, 4 absent. President Best declared the motion carried.

DISCUSSION AS TO PRINTING
OF TENTATIVE DRAFT:

The Board discussed at some length the printing of the tentative draft, the number of copies to be printed at this time and the format.

Several different points of view and ideas were considered and discussed.

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Mr. Williams pointed out that a technical amendment should be made to Section 601 by adding at the end of the next to last sentence, the words "subject to the provisions of the Charter."

SECTION 1116 AMENDED:

After some discussion, Section 1116 dealing with independent audit be amended to strike out the word "qualified" in the first sentence, and insert the word "certified" so that the phrase reads "certified public accountant."

There being no further business to come before the meeting, the meeting adjourned.

JAMES M. WORTZ
Secretary

MEETING OF THE BOARD OF FIRE HOLDERS
OF THE CITY OF RIVERSIDE
CITY COUNCIL CHAMBERS
THURSDAY, MAY 8, 1952, 7:30 P.M.

MEMBERS PRESENT:

Donald Bohr, William Bonnett,
Philip Boyd, Howard Boylan, Mrs.
Thelma Goodspeed, Glenn Gurtner,
Joseph S. Long, Harry McCarroll,
Earl Porter, Robert H. Westbrook,
James M. Wortz.

MEMBERS ABSENT:

Eugene Best, Leonard Difani, T.C.
Flaherty, Dr. Charles Johnson.

OTHERS PRESENT:

Mayor Evans, Norman Giddings, Mr.
Lorenzen, Consultant Williams.

Vice-President Joseph Long presided

in the absence of President Best.

ARTICLE XIV TENTATIVELY
APPROVED AS CHANGED:

Article XIV dealing with the
granting of franchises was read
section by section. Mr. Earl Porter reported for the committee
studying franchises that there were two methods of handling
franchises available to the Freeholders; one, a requirement that
all franchises require vote of the people; and the other a provi-
sion that certain franchises could be granted by the Council after
notice and public hearing.

After reading Article XIV sec-
tion by section, the entire article was approved with the addition
of the words "or at any adjournment thereof" after the word "hear-
ing" in the first line of the second paragraph of Section 1401.

ARTICLE XV TENTATIVELY
APPROVED:

Article XV, Sections 1500 to
1502, inclusive, was read Sec-
tion by section and tentatively approved.

SECTION 1304 DEALING WITH THE
USE OF PUBLIC UTILITIES WAS
TAKEN UP FOR FURTHER DISCUSSION:

Consultant Williams questioned the
sufficiency of Section 1304 (c) so
far as it set no limits on the amount to be paid in or for princi-
pal in any one year. Mr. Wortz commented that any amount over
the minimum would require Council approval. Mr. Long thought that
Section 1304 (e) could be revised to incorporate the idea that

the contingency reserve fund should be available for replacement or emergency repairs in excess of \$5,000.00 by Council approval, but for such replacements or repairs costing less than \$5,000.00 the Board of Public Utilities should be given discretion to act without Council approval. Mrs. Goodspeed suggested that in any revision, Sections (d) and (e) should be reversed in order. Mr. Boylan pointed out that Section (e) provides a cash fund for emergencies only and that normal repairs would be paid under sub-section (a). He stated that at the present time there is more than 10% reserve in the contingent fund so that there would not be any additions to such fund for a year or two. Mr. Westbrook commented that the City was not able to use the depreciation reserve properly at the present time because of limitations in the existing Charter.

SECTION 1304 TENTATIVELY
APPROVED:

It was moved by Mr. Westbrook, seconded by Mr. McCarroll, that Section 1304 as revised by Mr. Boylan's committee under date of May 8, 1952 be approved in toto with the addition of the following language in paragraph (e) at the end of the second sentence: "As to any amount in excess of \$5,000.00 for any one project, and the Board of Public Utilities as to any amount up to and including \$5,000.00." Mr. Williams was requested to insert this language in the revised draft, changing it as necessary to contain the content of the above quotation, but to fit with the language of the Charter.

PUBLIC MEETING:

At 8:30 P.M. the Board opened the meeting to the public and called for comments and suggestions from any members present. Mr. Lorenzen who has appeared before the Board previously, renewed his plea that the Charter contain a clause requiring the City Council to keep in effect an ordinance allowing subdividers to recover in full costs advanced by them for the extension of utilities. Vice-President Long pointed out to Mr. Lorenzen that this is a matter which should be handled by ordinance according to the circumstances apparent to the City Council at the time, but should not be frozen into the Charter. Mayor Evans stated that he was in sympathy with Mr. Lorenzen's ideas, but also believed the matter should properly be handled by ordinance.

SECTION 1305 TENTATIVELY
APPROVED:

Section 1305 was read and tentatively approved.

ARTICLE XIII TENTATIVELY
APPROVED IN TOTO:

The Board considered all of Article XIII, Sections 1300 to 1305, inclusive, and tentatively approved the entire article as revised.

BOARD ACTION ON SECTION
417 REVERSED:

Mr. Bohr asked that the Board reconsider Section 417 which had been disapproved at the meeting of May 1st. The matter was again discussed in detail. Several members of the Board expressed

in detail. Several members of the Board expressed themselves as not convinced that it should be disapproved completely, but others thought that with minor revisions it could be made satisfactory. It was pointed out that the section as it now stands could operate as a serious limitation to the City in purchasing or furnishing water. It was moved by Mr. Bohr, seconded by Mr. Bonnett and carried, that the previous disapproval of Section 417 be rescinded and that Section 417 be approved with the addition of the words "or acquisition of the service or commodity" after the word "furnishing" in the last line.

Vice-President Long announced that with the completion of the previous motion, the Board had now section by section tentatively approved the complete Charter.

**FUTURE PROGRAM
DISCUSSED:**

The Board then took up a general discussion of the procedure to be followed from now on. Mr. Boyd suggested that work should be commenced on a report to the City Council. Mr. Boyd referred to a letter received from Mr. Richard Steves, and was informed that Assistant City Attorney Dougherty had advised that the general powers of the City were sufficient to answer Mr. Steve's comments.

Mr. Boyd outlined the following problems which he thought should be investigated before final action:

1. Is the Charter sufficiently flexible to eliminate the problems of Board members dealing with City contracts. This type of problem is now plaguing the City of Los Angeles.

2. The City Boards, public officials and elective officers should be given drafts of the Charter as soon as possible and invited to go over it.

Mr. Long said that he and Mr. Best had the same idea, namely, that the Board should sit down and go over the complete Charter. Mr. Boylan stated that Mr. Burnell Phillips wanted to talk to the Board about Section 1110.

Mr. Boyd expressed his and the Board's thanks to Mr. Boylan for the hours of research and study made by him in connection with the public utilities report.

There being no further business, the meeting adjourned.

JAMES M. WORTZ
Secretary

RIVERSIDE BOARD OF PHEROSOLDERS MEETING
CITY COUNCIL CHAMBERS
THURSDAY, MAY 1, 1952, 7:30 P.M.

MEMBERS PRESENT:

Eugene Best, Donald W. Bohr, William
Bennett, Philip Boyd, Edward Boylan,
Mrs. Thelma Goodspeed, Glenn Gurtner,
Joseph S. Long, Harry McCarroll,
Earl Porter, Robert H. Westbrook,
James W. Wertz.

MEMBERS ABSENT:

Leonard Difani, F.D. Flaherty, Dr.
Charles Johnson.

OTHERS PRESENT:

Mr. Willard Babcock, Mr. Archie
Shamel, Mr. Ellis Findig, members
of the Park and Recreation Board, Mr. Eddie Coman, Librarian, V.C.W.,
Consultant Williams.

Mr. Williams presented certain sections
of the Charter which had been amended
by the Board and revised by him to incorporate such amendments.
In order that the record of action on such amendments be clear, the
Sections were read and adopted or amended as hereinbelow indicated.

SECTION 400 APPROVED:
AS AMENDED:

Section 400 was read and approved with
the following changes:

1. The last line of Section 400,
paragraph 1, with the exception of the first three words, was stricken
out.

2. The following words were added
at the end of the first sentence of paragraph three "and he shall
serve until his successor qualifies."

SECTION 402 TENTATIVELY
APPROVED:

Section 402 as revised by Mr. Williams
under date of 5/1/52 was read and

tentatively approved.

SECTION 403 TENTATIVELY
APPROVED:

Section 403 as revised under date of
5/1/52 was read and tentatively approved.

SECTION 404 TENTATIVELY
APPROVED:

Section 404 as revised under the date of
5/1/52 was read and tentatively approved.

SECTION 406 APPROVED
AS REVISED:

Section 406 as approved March 27, 1952
was revised to insert the following ;

second line, insert the words "the Mayor nor."

Insert the words "Mayor, the".

third line from the end of the paragraph, insert the words "the Mayor nor."

tentatively approved.

SECTION 408 APPROVED
AS REVISED:

with the following additions:

seventh line, insert the words

in the tenth line.

tentatively approved.

SECTION 410 APPROVED
AS REVISED:

inserting at the end of the fourth line, the words "or adjourned regular meeting."

paragraph, insert the words "the Mayor and".

tentatively approved.

SECTION 412 TENTATIVELY
APPROVED:

tentatively approved.

SECTION 417 AS REVISED
MAY 1, 1952 DISAPPROVED:

Freeholders argued in favor of the Section and Mayor Evans argued against it. The Section deals with a limitation on contracts or leases for a period longer than five years. Mr. Westbrook felt that the five year period was too short a limitation. It was moved by Mr. Boylan,

1. After the word "neither" in the

2. At the end of the sixth line,

3. After the word "neither" in the paragraph, insert the words "the Mayor

As so revised, the Section was

Section 408 as tentatively approved March 27, 1952 was revised and approved

1. After the word "members" in the "and the Mayor."

2. Strike the words "from a member"

As so revised, the Section was

Section 410 as tentatively approved on March 27, 1952, was revised by

At the beginning of the second

As so revised, the section was

Section 412 as revised by Mr. Williams under date of May 1, 1952 was

Section 417 was read and discussed. Mr. Donald Schur of the Board of

seconded by Mr. McCarroll that Section 417 be eliminated from the Charter. A roll call was taken showing the following votes:

Best	Aye ✓
Bohr	No
Bonnett	Aye
Boyd	Aye
Boylan	Aye
Difani	Absent
Flaherty	Absent
Goodspeed	Aye
Gurtner	Aye
Long	Aye
Johnson	Absent
McCarroll	Aye
Porter	No ✓
Westbrook	Aye
Wortz	No ✓

Nine ayes, three nos, three absent.

President Best declared the motion carried. Consultant Williams then raised the question of whether the Board of Freeholders might desire a longer time limit than the five years specified in the Section. President Best appointed Mr. Bohr and Mr. Westbrook a committee to meet and bring in a recommendation.

**SECTION 418 TENTATIVELY
APPROVED:**

Section 418 was read and tentatively approved.

**SECTION 800 DEALING WITH
MERIT SYSTEM, TENTATIVELY
APPROVED:**

Section 800, as revised May 1, 1952 was read, discussed and explained by Consultant Williams, who pointed out that the language of the Section was taken from the State of California Civil Service Enabling Act. He pointed out that the language of the second sentence was required to avoid the possibility of any employee forcing a particular system upon the City. After discussion, it was moved by Mr. Wortz, seconded by Mr. Gurtner and carried that Section 800 be approved with the deletion of the word "mere" at the beginning of the sixth line.

**SECTION 709 APPROVED AS
AMENDED:**

Section 709 as revised April 17, 1952 was read and discussed. It was moved by Mr. Long, seconded by Mr. Boylan and carried that Section 709 be tentatively approved with the following changes:

1. Strike the word "appeals" from the first line of paragraph (c) and insert the word "Grievances."

2. Insert after the word "the" being the third word in the second line of paragraph (d), the following: "conditions of employment and the."

As so changed, the Section was tentatively approved.

SECTION 706 TENTATIVELY APPROVED:

It was moved by Mr. Porter, seconded by Mr. McCarroll and carried that Mr. Williams' draft of Section 706 as it appears on the revision of April 17, 1952 be approved without any deletions.

ARTICLE XIII DISCUSSED:

Article XIII dealing with the Board of Public Utilities as drafted by Mr. Williams after consultation with the committee studying the Department of Utilities, was read and discussed. Section 1300, 1301, 1302 (a) were read without comment and without change. It was determined to read the entire article so as to get the whole plan in mind before adopting any section.

Section 1302 (b) was read and discussed. The Board was not satisfied with the language of 1302 (b) and Consultant Williams was requested to redraft this section.

Section 1302 (c) was read and it was determined that the words "or less frequent" in lines 1 and 4 should be stricken from the sub-paragraph.

Section 1302 (d), (e), (f), (g), and (h) were read without comment.

Section 1303 was read and it was determined to strike out the word "audited" at the beginning of the last line, and insert the word "made" in lieu thereof.

Section 1304 was read and discussed. Section (e) was changed by striking out the word "total" in the third line and inserting the words "original book" and by striking out all of the last sentence after the words "emergency repair", and inserting in lieu thereof the words "regardless of size and cost." At the suggestion of Mr. Boylan this section was held over for additional discussion.

CONSULTANT WILLIAMS TO BE PRESENT AT EACH REMAINING MEETING:

Mr. Best pointed out that time with which the work of the Board of Freeholders

must be completed is rapidly drawing to a close. After some discussion it was determined that Mr. Williams should meet with the Board at each meeting during the month of May in order to expedite completion of our work.

There being no further business to come before the meeting, an adjournment was taken.

JAMES M. WORTZ
Secretary

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
THURSDAY, APRIL 24, 1952, 7:30 P.M.

MEMBERS PRESENT:

Eugene Best, Donald W. Bohr, William Bennett, Philip Boyd, Howard Boylan, Mrs. Thelma Goodspeed, Joseph S. Long, Dr. Charles Johnson, Harry McCarroll, Earl Porter, James M. Worts.

MEMBERS ABSENT:

Leonard Difani, Glenn Surtner, Robert H. Westbrook.

OTHERS PRESENT:

Mayor Evans, Mr. Clay Freeman and Mr. Albert Webb, members of the Board of Public Utilities, several members of the public, including a Mr. Lorenson.

PUBLIC RELATIONS
COMMITTEE REPORT:

Mr. Boyd reported on the Public appearances scheduled by various members of the Board of Freeholders. He reported that he had addressed the Riverside Kiwanis Club at its meeting on Thursday, and that his address had been well received, with much interest shown. He reported that Mr. Long was due to address the Methodist Church meeting on April 28th and Mr. Worts was to address the Arlington Lions' Club on May 7th.

PRESIDENT'S REPORT ON
PROGRESS:

Mr. Best announced that the time remaining to the Freeholders is short. The Board of Freeholders should complete its work at least one month ahead of the July deadline in order to allow sufficient time for the final proof-reading and checking of the finished product.

REPORT OF THE COMMITTEE
ON PUBLIC UTILITIES:

The report of the committee headed by Mr. Boylan was read by the Secretary. This report outlined the studies made by the committee including a review of literature and statistics, the examination of charters having both Council-Manager forms of government and Public Utilities, consultation with Dr. Cottrell and consultations with members of the Board of Public Utilities and City officials closely connected with operations of the utilities.

The committee voted four to one to recommend an advisory board having certain broad powers which would not interfere with administrative functions of the City Manager, nor bring the Board into conflict over policy matters. The report pointed out that the committee members favoring this type of board had reached their conclusion partly because of investigation of the practices in other cities, and partly because experts in municipal government almost unanimously favor either no board or an advisory board, but mostly because

of their own realization that by creating a fully administrative board the City Manager would be in the unenviable position of being controlled by two separate bosses, with no definite line of authority and responsibility. Mr. Flaherty, a member of the committee, announced himself as strongly in favor of a purely administrative board.

Mr. Best reported on a meeting with Mr. Harvey Lynn and Mr. Eric Bateman, both members of the Board of Utilities, who favored an administrative board. It was pointed out that the minutes of Board of Public Utilities meetings show that they meet twice monthly, and that their agenda of work to be handled at meetings is quite lengthy. Mr. Freeman, a member of the Board of Utilities, explained that the second meeting in the month was not primarily a policy determining meeting, but was to approve and disapprove bills. He thought that it would be satisfactory for the City Manager to manage the utility, for personnel of the utility to be governed by City personnel regulations, and for a centralized purchasing system.

After considerable discussion between the members of the Board of Freeholders, the Mayor, and members of the Board of Public Utilities present, Mr. Boyd summarized the situation, saying that it appeared to him that essentially all the Public Utilities Board desired was the right to have a voice in long range planning and extensions of the utilities system. He suggested that all personality be forgotten, and that everyone concentrate on the best form of municipal government, bearing in mind that ultimate power must remain in the City Manager and the Council.

Mr. Best reported that both Mr. Bateman and Mr. Lynn felt that the Public Utilities Board should be given the right to say what funds should be transferred from the Utilities Funds to the General Fund of the City.

Mr. Flaherty stated that since 1929 the Public Utilities Board has been composed of exceptionally public spirited citizens, far more able than the average councilman. He felt that the Board should have continuity and administrative functions, pointing out that managers come and go. He suggested leaving the Board as it is, making the Manager a member of it.

Mr. Clay Freeman stated that in his opinion the present Board of Utilities has all of the power that it needs. He stated that he was confused by the statements made by the Board of Freeholders because his experience indicates that the City Council presently controls the Board of Public Utilities. He stated that he had been a member of the Utilities Board for eight years, that during that period there had not been more than three occasions when any member of the Council appeared before the Board, either to complain, or to support its actions, but that the Council had quite regularly accepted the recommendations of the Utilities Board. In his thinking the Utilities Board functioned as a far sighted planning organization, but the ultimate decision on any question is with the Council.

Mayor Evans pointed out that the present Board is actually advisory in character because all of its actions are dependent, in one form or another, upon approval by the City Council.

Mr. Howard Boylan suggested that after hearing an outline of the actual powers exercised by the present Board of Public Utilities, Consultant Williams could draw charter provisions around the recommendations of the committee and such charter provisions would not be much different from the present actual duties of the Public Utilities Board.

Mr. Boylan concurred in this thought but pointed out that the chain of authority must be direct.

The Board then discussed the question of finance as it affects the Department of Utilities. Mr. Freeman pointed out that the Utilities Department was using standard depreciation rates and schedules, and transferring funds to the General Fund of the City.

Mr. Worts pointed out that the chief difference between the existing Charter and the committee's recommendation is that under the existing Charter transfers to the General Fund can only be made with the consent of the Utility Board, whereas the committee recommendation provided that the excess over certain specified deductions must be transferred to the General Fund. Mr. Freeman pointed out that in the past the Board of Utilities has transferred funds, with certain strings attached. He cited a transfer of \$50,000.00 for sewer purposes as an example.

Mayor Evans pointed out that if the Utilities Board attempted to exercise the broad powers granted it in the existing Charter, it would so antagonize the City Council that the entire Utilities Board would be unseated. Mr. Freeman asked for liberality on the question of utilities contracts without bids. He pointed out that the Board has no axe to grind, and like the Board of Freeholders, is doing the best it can for the City. He felt that the escape clause of tentative Charter Section 1110 is not a happy solution to the present problem of contracts.

Mr. Flaherty suggested that the question of contracts without bids might properly be handled by ordinance. President Best felt that the Council might, by resolution, except certain classes of work in the Utilities Department. Mr. Long pointed out that this was the essence of Mr. Boylan's committee report of March 26th.

SECTION 1110 AMENDED:

It was moved by Mr. Worts, seconded by Mr. Flaherty that the last sentence of Mr. Boylan's committee report dated March 26, 1952 be added to

Section 1110 as previously tentatively approved by the Board. That sentence reads as follows:"

"Projects for the extension and development of the utilities and the purchases of supplies and equipment for such extension and development and for maintenance of said utilities, may be excepted from the requirement of this paragraph, provided the City Council so determines by at least five affirmative votes."

COMMITTEE TO MEET

WITH CONSULTANT WILLIAMS:

Mr. Best pointed out that the Board of Freeholders and the Board of Public Utilities had profited greatly from the open discussion of the utilities situation, and that it was apparent that the members of the Board of Freeholders were not too divided on the question, and that it was probable that Consultant Williams could draft language covering the utilities department which would embody the ideas of all members of the Board. He suggested that a committee meet with Mr. Williams in advance of our next meeting, in order to draft satisfactory language. The Secretary was instructed to arrange for Mr. Williams to come to Riverside the following Saturday to meet with representatives of the Board of Freeholders and iron out the language problem.

REQUEST FROM MEMBER
OF PUBLIC:

Mr. Lorenzen requested a provision be incorporated in the Charter providing for the recovery by a subdivider of the cost of extensions of sewer and water mains over more than a five year period. Chairman Best pointed out that this is not a proper subject for the Charter, but should be handled by ordinance.

SECTION 603 (a) BE
AMENDED

It was moved by Mr. Long, seconded by Mr. Boylan and carried that Section 603 (a) be amended to specifically authorize a deputy City Clerk to attend City Council meetings in the absence of the Clerk.

There being no further business to come before the meeting, an adjournment was taken.

JAMES M. WORTH
Secretary

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
THURSDAY, APRIL 17, 1952, 7:30 P.M.

MEMBERS PRESENT:

Eugene Best, Donald W. Bohr, William Bonnett, Philip Boyd, Howard Boylan, Mrs. Thelma Goodspeed, Joseph S. Long, Dr. Charles Johnson, Harry McCarroll, Earl Porter, James M. Wortz.

MEMBERS ABSENT:

Leonard Difani, T.C. Flaherty, Glenn Gurtner, Robert H. Westbrook.

OTHERS PRESENT:

Miss Rickard, Moderator of the American Association of University Women, Consultant Harry C. Williams, Mayor W.C. Evans, Mr. Lockran Daly.

MAYOR TO BE ELECTED
AT LARGE:

Mrs. Goodspeed presented in writing her personal recommendations embodying

the substance of her ideas as previously expressed to the Board, in which she personally favored the election of 6 councilmen at large, election of the Mayor at large, granting of a veto, and a suspensory veto power to the Mayor. Mr. Williams outlined that the Board had three choices: First, the method as presently tentatively included in the Charter requiring the election of 7 councilmen, with the Council to choose the Mayor; second, to elect 6 councilmen, plus a Mayor, who is a member of the City Council; third, to elect 7 councilmen and a Mayor who presides over the City Council but is not a member and hence does not vote.

A letter from Mr. Ross Miller was read, setting forth his comments on the office of Mayor and the powers to be given to that office. Mayor Evans commented on the powers which should be given to the office of Mayor.

It was moved by Mrs. Goodspeed, seconded by Mr. Boylan and carried, that the Charter provide for election of the Mayor at large by the public.

MOTION TO MAKE MAYOR A
MEMBER OF THE COUNCIL LOST
ON ROLL CALL VOTE:

It was moved by Mrs. Goodspeed, seconded by Mr. Porter, that the

Mayor be made a member of the City Council. A roll call vote was had with the following results:

Best	No
Bohr	Yes
Bonnett	No
Boyd	No
Boylan	Yes

Difani	Absent
Flaherty	Absent
Goodspeed	Yes
Gurtner	Absent
Long	No
Johnson	No
McCarroll	No
Porter	Yes
Westbrook	Absent
Wortz	No

Seven nos, four ayes, four absent. The President declared the motion lost.

COUNCIL TO HAVE
SEVEN MEMBERS:

It was moved by Mr. Boyd, seconded by Mr. Boylan and carried that the Charter provide for a Council of seven members.

SUSPENSORY VETO POWER
OF MAYOR DISCUSSED AND
CONSULTANT DIRECTED TO
PREPARE LANGUAGE:

The question of the veto power of the Mayor was discussed. Three proposals were considered; the draft of a suspensory veto power as contained in Mr. Williams' charter revision of April 17th; the report of the committee appointed to study this problem, and the individual report of Mrs. Goodspeed.

It was moved by Mr. Boyd, seconded by Mrs. Goodspeed and carried that Consultant Harry Williams be requested to bring in a draft of a charter provision giving the Mayor power to require reconsideration of any ordinance or resolution, provided that such request for reconsideration be made before conclusion of the meeting at which the ordinance or resolution was passed.

SECTION 706 AMENDED TO MAKE
CITY ATTORNEY AND CITY
ENGINEER VOTING MEMBERS OF
PLANNING COMMISSION:

There was considerable discussion as to the advisability of making the City Attorney and City Engineer official and voting members of the Planning Commission. It was moved by Mr. Boylan, seconded by Mr. McCarroll and carried that Section 706 be amended to make the City Attorney and City Engineer voting members of the Planning Commission. This action was taken on the strong recommendation of Mr. Daly.

SECTION 709 CONSIDERED:

Section 709 dealing with Personnel matters was read. The report of Mr. Bohr's committee on personnel was read and discussed. Mr. Williams reported that his draft of Section 709 was prepared on the assumption that the City might not have a Civil Service system.

There was considerable discussion concerning the amount of detail as to Civil Service or Merit System which should be placed in the Charter. The various members of the Board expressed themselves, and the consensus of opinion was that only the enabling provisions should be placed in the Charter, and that all details should be left to ordinance.

SECTION 709 APPROVED
IN PRINCIPLE AND TO BE RECAST
BY THE DRAFTSMAN;

It was moved by Mr. Bohr, seconded by Dr. Johnson and carried that the

Charter provide that the City Council set up a merit system of employment of City employees, and that Mr. Williams be requested to draft the proper language, and Section 709 as written be tentatively approved.

SECTION 711 AS AMENDED
TENTATIVELY APPROVED;

Section 711 as prepared by Mr. Williams was amended in the following

particulars:

1. The words "Recreation and Parks" whenever occurring in the section to be reversed so as to read "Parks and Recreation."
2. The second sentence of the first paragraph to be deleted.
3. The words "parkways and street trees" to be added at the end of Paragraph (a).

As so amended, this section was tentatively approved.

MOTION TO MAKE CITY ATTORNEY
AND CITY ENGINEER NONVOTING
MEMBERS OF PLANNING COMMISSION
POSTPONED;

It was moved by Mr. Porter that the previous action of the Board in

this regard be rescinded, and that the City Engineer and City Attorney be nonvoting members of the Planning Commission. Several interested members of the Planning Commission and others having already left the meeting, action on this was deferred to the next meeting.

the meeting adjourned.

There being no further business,

JAMES M. WORTZ
Secretary.

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
THURSDAY, APRIL 15, 1952, 7:30 P.M.

MEMBER PRESENT:

Eugene Best, Donald W. Bohr, William Bonnett, Philip Boyd, Howard Boylen, Mrs. Thelma Goodspeed, Glenn Gurner, Joseph B. Long, Dr. Charles Johnson, Harry MacFarrell, Earl Porter, Robert B. Westbrook, James H. Worts.

MEETING AGENDA:

Leonard Difoni, T.C. Fisherty.

MINUTES OF MARCH
27th APPROVED:

The meeting was called to order at 7:30 o'clock P.M. and the first order of business was the approval of the minutes of the meeting of March 27th.

PUBLIC RELATIONS REPORT:

The various members of the Board of Freeholders reported on public relations being conducted by them. Mr. Long reported that he is to speak before the Riverside Hi-Twelve Club. Mr. Worts reported that he had addressed the Legal Secretaries Association. Mr. Best is scheduled to speak before the Rotary Club on April 18th. Mrs. Goodspeed, Mr. Boyd, Mr. Best and Mr. Long are scheduled to appear before the A.A.O.V. at their next meeting.

SUSPENSORY VETO
DISCUSSION:

Mrs. Goodspeed reported that after a thorough study of the office of Mayor, she was in favor of electing six councilmen at large, electing the Mayor at large and giving the Mayor a veto and suspensory veto power. Mrs. Goodspeed reported that Consultant Williams recommends election of the Mayor at large, and that Judge Louis Burke concurs in this recommendation. Dr. Johnson expressed himself as in favor of election at large. Mr. Long likes the policy making expressions of intent as found in the San Leandro charter. It was generally conceded that definite action on the thorny problem of Mayor, and on the suspensory veto provision should be deferred until the next meeting, so that these matters could be discussed with Mr. Williams.

PUBLIC UTILITIES
COMMITTED RIGHTS STUDY
AND PROGRESS:

Mr. Boylen, Chairman of the Committee appointed to study the problem of the Utilities Department, reported that his committee had been gathering together statistical information and he expected it would be in a position to bring in its report on schedule.

ARTICLE VII UNDER
CONSIDERATION:

Article VII, being a draft of the article on appointive boards and commissions having been prepared by Mr. Williams, and submitted by Mrs. Goodspeed with the report of her committee, was up for discussion. Mrs. Goodspeed pointed out that the recommendations of her committee included the provision that "in addition the City Council can create by ordinance additional boards and commissions that may be desired,"

advisory,

President Best invited members of the public present to express their opinions on the subject of boards and commissions.

Mr. Albert Lake, City Librarian, raised the question of expenditure of money, stating that the Library Board never knows from one year to the next just what its receipts will be. He inquired whether under the Charter revision the Council would be able to provide for an increase in the Library budget by means of anticipated revenues.

Mr. Best pointed out that there is a provision in the revised draft for making additional appropriations of unexpended funds or additional revenues.

Mr. Lake pointed out that the Library Board receives considerable income from non-City sources. Mrs. Goodspeed informed the Board that Mr. Lake had submitted a very fine 10 page report to the Committee on the Library Board.

Mrs. B'Kilson inquired as to the provisions to be made for the Recreation and Park Department, and this section was read for her. She replied that it seemed to be very similar to present provisions which had been based on verbal understanding with no formal written authority. Mr. Werts pointed out that the proposed section covering parks and recreation was similar to Section 1014 of the Santa Monica Charter. Mrs. Goodspeed pointed out that there would be a section added to the sections on Park and Recreation Boards to show that the Park and Recreation Board has jurisdiction over parkways and street trees in order to prevent these falling under control of the Street Department. The Park and Recreation Commission will be an advisory board.

ARTICLE VII READ SECTION
BY SECTION:

by the Secretary and action taken on all controversial matters at this time.

Chairman Best announced that Article VII would be read section by section

SECTION 700 TENTATIVELY
APPROVED:

Section 700 was read and tentatively approved.

SECTION 701 TENTATIVELY
APPROVED:

Section 701 was read and tentatively approved.

SECTION 702 TENTATIVELY
APPROVED:

Section 702 was read and tentatively approved.

SECTION 703 TENTATIVELY
APPROVED:

Section 703 was read and tentatively approved.

SECTION 704 TENTATIVELY
APPROVED:

Section 704 was read and discussed. Mr. Worts felt that many of the

provisions of this Section were superfluous. Mayor Evans inquired as to whether the City Manager's Office would maintain the records of Boards referred to in Section 704, and was informed that this Section specifically required that the Clerk's office should keep such records. Mr. Boyd raised the question of whether or not it was normal for the power to subpoena witnesses to be given to boards of the character under discussion. Mr. Worts pointed out that the language of Section 704 is similar to Section 1004 of the Compton Charter and Section 1004 of the Santa Monica Charter, except that Santa Monica does not give power to compel presentation and production of evidence. Mr. Best felt that the Park Board was probably the only Board which would have need of such powers.

tentatively approved.

After discussion, Section 704 was

SECTION 705 TENTATIVELY
APPROVED:

Section 705 was read and tentatively approved.

SECTION 706 DISCUSSED
AND HELD OPEN:

Section 706 dealing with the Planning Commission was read and discussed.

Mrs. Goodspeed pointed out that this section was changed after the first committee meeting after the committee had been advised that it was not customary to have the City Attorney and City Engineer as ex-officio members of the Planning Commission.

Mr. D.L. Daly of the Planning Commission said that he felt that it was essential that the City Engineer and City Attorney be voting members of the Commission, to insure their presence and to make it easier to obtain a quorum. Mr. Daly also felt that the Mayor or the City Manager should be a voting member of the Planning Commission in order to insure representation of the Planning Commission's viewpoint on the City Council. Mr. Best explained that the City Manager would attend all meetings and participate in discussion, although he would have no vote, referring to Section 502 of the Charter draft. Mr. Long pointed out that the Charter of Compton provides for a Planning

Mr. Snyder, member of the Central Labor Council, reported on the investigation being made by the Labor Council as to the reaction of labor groups in other cities as concerns the method of election of councilmen. Mr. Snyder stated that the Labor Council itself had not taken an official stand on the election of councilmen at large, but of the 18 labor groups in as many different cities having election at large, all had reported as being in favor of this method, with no reported opposition.

REPORT OF PERSONNEL
COMMITTEE:

Mr. Donald Behr read the report of the Personnel Committee, consisting of Messrs. Bennett, McCaig, Porter, Boyd and Behr. He outlined their research and contacts in other cities and discussions with present city employees and with municipal administration experts, and recommended that a personnel provision be included in the proposed charter in very broad language, the details being left to ordinance. The committee made two proposals:

1. That the Charter provide that the City Manager establish an efficiency system of city employment and appoint a clerk to handle the administrative details.
2. That the Charter make it the duty of either the City Manager or Council to appoint a Personnel Board to hear appeals and to act in an advisory capacity to the Council on personnel matters.

The committee reported that these two propositions are all that are necessary to be included in the Charter.

There followed a considerable discussion as to whether or not a Personnel Board should have final authority in matters of appeal. Mr. John Cantler, a member of the public, stated that if the Board had no final authority, the employee should have reference to a higher echelon for ruling. Dr. Johnson replied that he understood the purpose of a Personnel Board to be as a balance and check on department heads and a higher authority to hear appeals. Mr. Best stated that as he analyzed the present Charter draft, the Personnel Board does not have final decision, but its recommendation is advisory only. Mr. Boyd recommended that Mr. Williams be asked to redraft Section 706 and Section 709 to include the establishment of a merit system, and to eliminate sub-paragraph (e), so that it would be clear that the Personnel Board when functioning as an appeal board, is limited to making recommendations to the City Council. He pointed out that as a practical application, if the Manager or any department head disregarded the findings of the Personnel Board, confusion and trouble in municipal government would result.

Mr. Best suggested that Sections 708 and 709 be passed until the next Board meeting. Mr. Correll, a member of the public, stated that if the Charter was to establish a Personnel Board, it should have authority or should be omitted. Mr. Best replied that the Council could invest the Personnel Board with authority.

SECTION 710 TENTATIVELY
APPROVED:

Section 710 dealing with the Board of Library Trustees was read and discussed. Mr. Lake, City Librarian participated in the discussion and contributed several valuable suggestions. It appeared from the discussion and an examination of the charter provisions that most of Mr. Lake's points were covered in the draft as prepared by Mr. Williams, and the section was tentatively approved. Mr. Lake questioned whether the Charter should require that membership on the Board of Library Trustees be limited to electors of the City of Riverside, pointing out that some funds are received from the County and it is conceivable that the County would want some control over library administration. The point was discussed generally but no action taken.

Mr. Daly discussed the matter of cooperation and coordination of other municipal activities with the work of the Planning Commission, pointing out that as an example the School Board has been known to select school sites without consulting the Planning Commission, and that such sites have in many cases disrupted the master planning being developed by the Planning Commission. Mr. Westbrook felt that Mr. Daly had a good point and that the Charter should require cooperation with the Planning Commission. However, no action was taken.

There being no further business to come before the meeting, the meeting adjourned.

JAMES H. WORTZ
Secretary

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
THURSDAY, APRIL 3, 1952

MEMBERS PRESENT:

Eugene Best, Donald W. Bohr, William Bennett, Philip Boyd, Howard Boylan, Mrs. Thelma Goodspeed, Glenn Gurtner, Joseph S. Long, Dr. Charles Johnson, Harry McCarroll, Earl Porter, Robert H. Westbrook, James M. Wortz.

MEMBERS ABSENT:

Leonard Difani, T.C. Flaherty.

OTHERS PRESENT:

Mr. Harry C. Williams, Charter Consultant.

REVISIONS APPROVED:

Mr. Williams presented revisions of certain sections of Article IV to include the revisions previously adopted by the Board.

REVISION OF SECTION
400 APPROVED:

It was moved by Mrs. Goodspeed, seconded by Mr. McCarroll and carried that Section 400 as revised be approved with the following changes:

(1) The word "three" at the end of the first line of the second paragraph should be stricken out and the word "four" inserted.

(2) The word "four" at the end of the third line of the second paragraph should be stricken out and the word "three" inserted.

REVISION OF SECTION
402 APPROVED:

Section 402 having been approved by the Board on March 27th, the mimeographed revision was approved.

SECTION 404 APPROVED SUBJECT
TO REPORT OF COMMITTEE:

It was moved by Mr. Bohr, seconded by Mr. Porter that Section 404, dealing with the selection, powers and duties of the Mayor be approved as written, subject to the possible addition of suspensory veto provisions. Mr. Williams reported that the purpose of a suspensory veto is to avoid hasty action, and such a brake is given by the State law, which provides that an ordinance cannot be passed at the first reading, and does not take effect until 30 days thereafter, except in the event of emergency ordinances.

Chairman Best appointed Mr. Long, Mr. Westbrook and Mr. Gurtner a committee to investigate the problem and make suggestions as to a suspensory veto. The committee was instructed to report at the next meeting.

SECTION 414 TENTATIVELY
APPROVED AS AMENDED:

414 be approved with the following sentence added at the end: "Maps, charts and diagrams also may be adopted by reference in the same manner."

It was moved by Mr. Boyd, seconded by Mrs. Goodspeed and carried that Section

MR. LONG PRESENT AND
IN ACCORD:

but offered no comment on the controversial matter of the office and duties of the Mayor.

Mr. Long requested that the minutes specifically show that he was present,

SECTION 1110 TENTATIVELY
APPROVED:

stated that he was in accord with Mr. Boyd's ideas. It was moved by Mr. Porter, seconded and carried that Mr. Boyd's revision of Section 1110 be approved.

Mr. Boyd read his version of a revision of Section 1110. Mr. Boylan

ARTICLE XII DISCUSSED:

the Board of Education. He stated that it would be perfectly proper to omit any reference to the Board of Education in a charter, and that such omission would allow the Board of Education to operate under the State law. He pointed out that the Education Code is antiquated and contains language which is subject to different interpretations, and that it is therefore desirable to refer to the Board of Education in the Charter in order to eliminate these uncertainties. He stated that the purpose of Article XII is to insure that adoption of a new charter will not affect or change boundaries of the present School District. This is required because the Riverside City School District is partially outside the City limits, and to turn over School District operations entirely to the State law might require re-districting the boundaries.

Mr. Williams presented new material consisting of Article XII dealing with

XII separates School District elections from the general City elections, placing the School District elections in November. It was reported to the Board that the Board of Education is in accord with the proposed change in election dates because a November date will mean that experienced Board members, rather than new Board members, are present when teachers' contracts are up for renewal.

He pointed out further that Article

The Secretary was instructed to send copies of Article XII to the Board of Education and to the Superintendent of Schools and to invite their study and comments before this material is adopted.

SECTION 602 AMENDED:

602 dealing with the powers of the City Attorney, and that the word

Mr. Boyd and Mr. Bonnett suggested that the Board reconsider Section

"may" be inserted in the last line of the first paragraph so that the last phrase shall read: "shall have power and may be required to." This insert was made without objection.

COMMITTEE REPORTS:

The Committee on Personnel and the Committee on Other Boards and Commissions announced that they would attempt to file reports at the meeting of April 15th, and the Committee on Public Utilities was requested to attempt to file a report by April 24th.

Mr. Williams announced that he would send new material covering franchises.

There being no further business to come before the meeting, the meeting adjourned.

JAMES M. WORTZ
Secretary

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
THURSDAY, MARCH 27, 1952

MEMBERS PRESENT:

Eugene Best, Donald W. Bohr, William Bonnett, Philip Boyd, Mrs. Thelma Goodspeed, Glenn Gurtner, Joseph S. Long, Harry McCarroll, Earl Porter, Robert H. Westbrook, James M. Wortz.

MEMBERS ABSENT:

Howard Boylan, Leonard Difani, T.C. Flaherty, Dr. Charles Johnson.

OTHERS PRESENT:

Tom Gore and Lewis Alabaster, ^{W.W. Grubbs} representing the Kiwanis Club. ¹ rep-¹

PUBLIC RELATIONS COMMITTEE REPORT:

Mr. Joseph Long reported concerning his talk before the employees of the Public Utilities Department, and Mr. Donald Bohr reported on a talk at the Knights of Pythias Hall.

COMMITTEE REPORT ON THE EFFECT OF SECTION 1110 ON THE PUBLIC UTILITIES DEPARTMENT:

The Committee, composed of Howard Boylan, Chairman, Harry McCarroll and Joseph S. Long submitted a written report recommending that the first paragraph of Section 1110 be re-written to embody language which would not handicap the Utilities Department in extension and development of its lines. There was considerable discussion as to the proposed amendment, and the Secretary was instructed to cause copies of the proposed draft to be mailed to each Freeholder in time for study before next week's meeting.

COMMITTEE APPOINTMENTS:

President Best announced that after consultation with the Executive Committee, he had made the following committee appointments:

Committee on Public Utilities: Howard Boylan, Chairman, R.H. Westbrook, James M. Wortz, Joseph S. Long and T.C. Flaherty.

Committee on Other Boards and Commissions:

Mrs. Thelma Goodspeed, Chairman, Dr. Charles Johnson, Glenn Gurtner and Leonard Difani.

Committee on Personnel:

Donald Bohr, Chairman, Harry McCarroll, Earl Porter, Philip Boyd and William Bonnett.

NO MEETING TO BE HELD
APRIL 10TH:

It was pointed out that Thursday, April 10th is Maundy Thursday, and that several members of the Board have previous commitments and would be unable to attend. This being the date scheduled for our public meeting, it seemed advisable to change the meeting date so as to have as many members of the Board of Freeholders present as possible. It was moved by Mr. Long, seconded by Mr. Bonnett and carried that the meeting of April 10th be omitted, and that the Board hold two meetings during the following week; one meeting on Tuesday, April 15th, and the regular meeting on Thursday, April 17th.

REVERSAL OF TENTATIVE
DECISION RE MAYOR:

A letter from Mr. Williams addressed to the Board of Freeholders expressing concern over the Board's decision to have an elected Mayor with a veto power, was read in full. Most members of the Board reported that they had had an opportunity to study a copy of this letter in advance of the meeting time. Mr. Long stated that he had been committed to the principle of an elected mayor who would be an official head for policy matters, with some check on the powers of the council. However, he said that he was deeply impressed with Mr. Williams' letter, and on reflection he thought that the original plan as suggested by Mr. Williams of council elected at large choosing the mayor among its own members would be a better solution, and he favored going back to Mr. Williams' basic suggestion. He stated that he thought that the San Leandro idea which the Board had been working on is good, and the end desirable, but that he is now uncertain as to the correctness of the San Leandro approach, and thought it better to stick with established and tried precedents until a better solution can be discovered.

Mrs. Goodspeed reported that she was much impressed with Mr. Williams' letter, and favored going back to his original suggestion, but with some strengthening of the provisions covering matters of policy. Mr. Long thought that the policy provisions could be included if we do away with the elected mayor and veto power.

Mr. Boyd raised the question of suspensory veto, but the Board determined to adopt a "wait and see" policy. Mr. Boyd thought that suspensory veto was not inconsistent with Mr. Williams' basic premises if a straight majority would be sufficient to override the veto.

Mr. Long thought that Section 404 of Mr. Williams' draft was all right, but would like to add 404 (b) of his own draft, or so much thereof as was not inconsistent.

It was moved by Mr. Porter, seconded by Mrs. Goodspeed and carried, that the Board tentatively approve Section 404 of Mr. Williams' draft with the addition of the third paragraph of Section 404 (b) as taken from Mr. Long's draft.

SECTION 405 TENTATIVELY
APPROVED:

Section 405 of Mr. Williams' draft
was read and tentatively approved.

SECTION 406 TENTATIVELY
APPROVED:

It was moved by Mr. Boyd, seconded by
Mr. McCarroll and carried that Section

406 be tentatively approved.

SECTION 407 TENTATIVELY
APPROVED:

It was moved by Mr. Porter, seconded by
Mrs. Goodspeed and carried that Section

407 be tentatively approved.

SECTION 408 TENTATIVELY
APPROVED:

It was moved by Mr. Bohr, seconded by
Mr. Porter and carried that Section

408 be tentatively approved.

SECTION 409 TENTATIVELY
APPROVED:

It was moved by Mr. Wortz, seconded by
Mr. Long and carried that Section

409 be tentatively approved.

SECTION 410 APPROVED AS
AMENDED:

It was moved by Mr. Wortz, seconded by
Mrs. Goodspeed and carried that

Section 410 be approved with the addition at the end of the fourth
line of the words "or adjourned regular meeting."

SECTION 411 TENTATIVELY
APPROVED:

It was moved by Mr. Gurtner, seconded by
Mr. Bonnett and carried that Section

411 be tentatively approved.

SECTION 412 APPROVED AS
CORRECTED:

It was moved by Mr. Long, seconded by
Mr. McCarroll and carried that Section

412 be approved with the following changes:

(1) The word "three" should be changed
to "four" in the second line of the third paragraph.

(2) The word "four" should be changed
to "five" in the last line of the fourth paragraph.

SECTION 413 TENTATIVELY
APPROVED AS CHANGED:

It was moved by Mr. Long, seconded by
Mrs. Goodspeed and carried that Section

413 be approved with the following changes:

(1) The words "the official" at the end of line 2 should be stricken out and the following inserted after the word "newspaper" in line 3, "of general circulation within the City."

SECTION 414 TENTATIVELY APPROVED:

It was moved by Mr. Gurtner, seconded by Mr. Boyd and carried that Section 414 be approved as written, but that Mr. Williams be requested to recast the Section to provide that in legal advertisements maps could be referred to by reference without the expense of making cuts and publishing such maps.

SECTION 415 TENTATIVELY APPROVED:

It was moved by Mr. Porter, seconded by Mr. Long and carried that Section 415 be tentatively approved.

SECTION 416 APPROVED AS CHANGED:

It was moved by Mr. Boyd, seconded by Mr. McCarroll and carried that Section 416 be approved, but that the last sentence thereof be stricken.

SECTION 417 TENTATIVELY DISAPPROVED:

It was moved by Mrs. Goodspeed, seconded by Mr. Boyd and carried that Section 417 be tentatively disapproved as being inconsistent with the previous actions of the Board.

SECTION 402 CHANGED:

Section 402 as tentatively approved on January 18, 1952 was changed by making the following changes in the second paragraph thereof:

(1) The words "City Clerk shall" in the first line of the second paragraph were deleted, and the words "Mayor may" inserted in lieu thereof.

(2) All of the paragraph after the words "City Clerk" in the third line were stricken out, and as so changed the Section was tentatively approved by motion made by Mr. Gurtner, seconded by Mr. Long and duly carried.

THREE YEAR ELIGIBILITY REQUIREMENT FOR ATTORNEY, CLERK, TREASURER AND CONTROLLER ELIMINATED:

It was pointed out by Mrs. Goodspeed and Mr. Gurtner that inasmuch as Controller appointments of the City Attorney, City Clerk, Treasurer/were all

made by the City Council or with the approval of the City Council, there would be no need to write into the Charter an eligibility requirement, since the Council could adequately determine this matter in each individual instance. It was thereupon moved by Mrs. Goodspeed, seconded by Mr. Gurtner, that the three year eligibility requirement be eliminated. Roll call showed as follows:

Best	Aye
Bohr	Aye
Bonnett	Aye
Boyd	Aye
Boylan	Absent
Difani	Absent
Flaherty	Absent
Goodspeed	Aye
Gurtner	Aye
Long	No
Johnson	Absent
McCarroll	Aye
Porter	No
Westbrook	Aye
Wortz	Aye

Nine ayes, 2 nos, 4 absent.

**SECTION 1111 TENTATIVELY
APPROVED:**

It was moved by Mr. Porter, seconded
by Mr. Gurtner and carried that

Section 1111 be tentatively approved.

**SECTION 1112 TENTATIVELY
APPROVED:**

It was moved by Mr. Gurtner, seconded
by Mr. Long and carried that Section

1112 be tentatively approved.

**SECTION 1113 TENTATIVELY
APPROVED:**

It was moved by Mr. Bonnett, seconded
by Mr. McCarroll and carried that

Section 1113 be tentatively approved.

**SECTION 1114 TENTATIVELY
APPROVED:**

It was moved by Mr. Porter, seconded
by Mr. Long and carried that Section

1114 be tentatively approved.

**SECTION 1115 TENTATIVELY
APPROVED:**

It was moved by Mr. Porter, seconded
by Mr. Long and carried that Section

1115 be tentatively approved.

**SECTION 1116 TENTATIVELY
APPROVED:**

Section 1116 be tentatively approved.

It was moved by Mr. Long, seconded
by Mrs. Goodspeed and carried that

**REPORT OF PERSONNEL
COMMITTEE DUE:**

The first report of the Committee on
Personnel was requested by April 15th.

There being no further business to
come before the meeting, an adjournment was taken at 10:15 P.M.

**JAMES M. WORTZ
Secretary**

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
THURSDAY, MARCH 20, 1952, 7:30 P.M.

MEMBERS PRESENT:

Eugene Best, William Bonnett, Philip Boyd, Howard Boylan, Leonard Difani, Mrs. Thelma Goodspeed, Glenn Gurtner, Joseph S. Long, Dr. Charles Johnson, Harry McCarroll, Earl Porter, James M. Wertz.

MEMBERS ABSENT:

Donald W. Bohr, T.C. Flaherty, Robert H. Westbrook.

OTHERS PRESENT:

Mr. Harry C. Williams, Consultant,
Mr. Albert Ford, City Attorney.

PUBLIC RELATIONS
COMMITTEE REPORT:

Mr. Best reported on a debate conducted before the Realty Board, in which Mr. Best and Mr. Marvin Bledsoe debated the merits of election of councilmen at large. Mr. Best reported that he gathered the impression that a majority of the audience favored election at large. Mr. Bonnett reported on a forum held by the Exchange Club and participated in by Mr. Bonnett, Mr. Joseph Long, Mr. Glenn Gurtner and Mr. Howard Boylan. Mrs. Goodspeed reported on a radio interview in which she had participated.

SECTION 104 AMENDED TO

APPLY TO ELECTION OF MAYOR: Mr. Williams advised that since the Board had tentatively determined to elect the Mayor at large, the words "the Mayor and" should be inserted in the second line of Section 104 after the words "electing". It was moved by Dr. Johnson, seconded by Mr. Bonnett and carried that this amendment be made.

SECTION 601 TENTATIVELY
ADOPTED:

was approved as written.

Section 601 was read, and upon motion of Mr. Wertz, seconded by Mr. McCarroll,

SECTION 602 TENTATIVELY
APPROVED WITH CHANGES:

eligibility provision.

Section 602 was discussed, and Mr. Williams was requested to add a three-year

Section 602 (b) was eliminated, and the sub-sections (c), (d), (e), (f) and (g) were re-lettered to correspond. With these changes Section 602 was tentatively approved.

**SECTION 603 TENTATIVELY
APPROVED AS CHANGED:**

Mr. Williams was instructed to add a three year eligibility provision to

Section 603. Section 603 (f) was eliminated, and sub-sections (g) and (h) were re-lettered accordingly.

Section 603 as changed was tentatively approved.

**SECTION 604 TENTATIVELY
APPROVED AS CHANGED:**

Mr. Williams was instructed to add a three year eligibility provision to

Section 604, and as so changed Section 604 was tentatively adopted.

**MOTION TO ELIMINATE THREE
YEAR ELIGIBILITY REQUIREMENT
AS TO TREASURER, CONTROLLER
AND CLERK. MOTION FAILED ON
ROLL CALL VOTE:**

It was moved by Mr. Porter, seconded by Mr. Wortz, that the three year eligibility requirement for the City Treasurer, Controller and Clerk be eliminated from the tentative draft. It was then moved and seconded that action on this motion be delayed for a period of one week. A roll call was requested. Roll call was as follows:

Best	No
Bohr	Absent
Bonnett	Aye
Boyd	Aye
Boylan	Aye
Difani	Aye
Flaherty	Absent
Goodspeed	No
Gurtner	No
Long	No
Johnson	Aye
McCarroll	Aye
Porter	No
Westbrook	Absent
Wortz	No

Six ayes, six nos, three absent.

The President declared that the motion was lost.

To clarify the vote, it was moved by Mrs. Goodspeed, seconded by Mr. Wortz, that the three year eligibility requirement for City Treasurer, Controller and Clerk be eliminated. Roll call was as follows:

Best	No
Bohr	Absent

Bonnett	No
Boyd	Aye
Difani	No
Flaherty	Absent
Gurtner	Aye
Goodspeed	Aye
Long	No
Johnson	No
McCarroll	No
Porter	No
Westbrook	Absent
Wortz	Aye

Boylow - Aye

Five ayes, seven nos, three absent.

The President declared the motion lost.

SECTION 605 TENTATIVELY
APPROVED WITH CHANGES:

Section 605 was tentatively approved with the following changes:

1. After the word "treasurer" in line 1, insert "appointed by the City Manager with the approval of the City Council."
2. In Section 605 (a) change the first word from "collect" to "receive."
3. Mr. Williams was instructed to add a three year eligibility requirement.

With these changes the section was tentatively approved.

SECTION 607 TENTATIVELY
APPROVED:

Section 607 was changed by striking out the words "and the City Clerk" on the second line, and by striking out the words "Civil Service" in the fifth and sixth lines.

SECTION 1001 AMENDED:

Section 1001, tentatively approved on February 21st, was amended at the suggestion of Mr. Williams to insert in the second line of the second paragraph after the word "first" the words "mayor and the first".

PARKING METER INCOME
DISCUSSED:

Mr. Gurtner raised the question as to whether the Charter should provide that parking meter income should reimburse the general fund for an amount equivalent to taxes lost on lots owned by the City and used for parking. It was determined to hold this matter in abeyance and proceed to a consideration of the other matters pending.

Mr. Williams reported that Mr. Louis Burke recommended against any charter provision limiting the power of the Council to execute leases in excess of five years. Mr. Bohr being absent, no action was taken on this matter other than general discussion.

The Board then proceeded to take up Mr. Long's revision of Article IV.

Section 400 of Mr. Long's draft covering elective officers was changed by inserting the word "elected" after the word "candidates" in the fourth line of the second paragraph, and by inserting the word "offices" after the word "Elective" in the first line of the third paragraph. As so changed, Section 400 of Mr. Long's draft was tentatively approved.

SECTION 401 OF MR. LONG'S
DRAFT TENTATIVELY
APPROVED:

Section 401 of Mr. Long's draft was read and tentatively approved.

SECTION 402 OF MR. LONG'S
DRAFT TENTATIVELY APPROVED:

Section 402 of Mr. Long's draft, being the same as Mr. Williams' draft, was tentatively approved.

It was moved by Mr. Long, seconded by Mr. Boyd and carried that the second paragraph of Section 402 as drafted by Mr. Williams be approved, changing the words "City Clerk" in the first line to the word "Mayor" and by changing the word "salary" in the fourth line to the word "compensation" and adding the following: "This section shall not preclude the first City Council elected hereunder from originally fixing the compensation of the Mayor."

SECTION 403 OF MR. LONG'S
DRAFT TENTATIVELY APPROVED:

Section 403 of Mr. Long's draft was tentatively approved with the insertion of the word "attended" after the word "meeting" in the fourth line of the second paragraph.

DISCUSSION OF VETO POWER:

Mr. Williams pointed out that Mr. Long's proposed addition to Section 412 should be redrafted so as to limit its effect to legislative acts and not to policy matters. Mr. Long agreed with this suggestion.

The Board then engaged in a considerable discussion concerning the veto power, its purposes, effect, and the number of votes to be required to override it. Mr. Williams pointed out that the tentative plan as now embodied in the proposed charter draft, and providing for an elected mayor with a veto power, was a departure from any of the charters used in other cities. He stated that this provision is, so far as precedent goes, experimental in doctrine, and not tested by experience in any other municipality. He pointed out that veto power is lodged in a mayor

in the accepted forms of draftsmanship only when that mayor is given administrative or executive powers. We have created a mayor with policy functions but no administrative or executive authority, and consequently, the granting to him of veto power over actions of the Council, will create a conflict not only between the Mayor and the Council, but between the Mayor and the Manager. Mr. Williams thought that if a veto power is given, it should not require more than a majority of the whole Council to override it. Mr. Long thought it reasonable to require one more vote than the majority. Mayor Evans, who was also present, suggested that the Council provide for over-riding the veto by a 2/3rds vote of those present.

Mr. Boyd suggested that Mr. Howard Boylan had information on this subject which he would like to present.

COMMITTEE APPOINTED TO
REPORT ON SECTION 1110:

The Board again discussed Section 1110 dealing with contracts on public works and the limitation as to the maximum amount which can be done without competitive bids.

The President appointed Mr. Boylan as Chairman and Mr. Harry McCarroll and Mr. Joseph S. Long as members of a committee to investigate and report on the language of Section 1110 as it affects the work of the Public Utilities Department. The section was tentatively approved subject to the committee report.

PROGRESS OF BOARD OF
FREEHOLDERS:

Mr. Best raised the question of the amount of work remaining to be done, and whether we are progressing fast enough. Mr. Williams reported that we have several lengthy paragraphs ahead, and several important decisions to make, and that progress is not as rapid as it should be.

Mr. Boyd suggested that matters had been previously expedited by the use of committees appointed to study, assemble information and report on particular problems. After a general discussion, Mr. Best announced that the Executive Committee, composed of Mr. Best, Mr. Long and Mr. Wertz, would meet and appoint committees to study and report on the following three problems:

1. Personnel..
2. Public Utilities.
3. Boards and commissions other than Public Utilities.

BILLS APPROVED:

A Bill of \$12.00 to the Mission Inn and a bill of \$7.80 to Stockwell and Binney were approved for payment.

There being no further business to come before the meeting, an adjournment was taken at 10:15 P.M.

JAMES M. WORTZ, Secretary

**RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
TUESDAY, APRIL 15, 1952, 7:30 P.M.**

MEMBERS PRESENT:

Eugene Best, Donald W. Bohr, William Bonnett, Philip Boyd, Howard Boylan, Mrs. Thelma Goodspeed, Glenn Gurtner, Joseph S. Long, Dr. Charles Johnson, Harry McCarroll, Earl Porter, Robert H. Westbrook, James H. Worts.

MEMBERS ABSENT:

Leonard Difani, T.G. Flaherty.

MINUTES OF MARCH 27TH APPROVED:

The meeting was called to order at 7:30 o'clock P.M. and the first order of business was the approval of the minutes of the meeting of March 27th.

PUBLIC RELATIONS REPORT:

The various members of the Board of Freeholders reported on public relations being conducted by them. Mr. Long reported that he is to speak before the Riverside High Twelve Club. Mr. Worts reported that he had addressed the Legal Secretaries Association. Mr. Best is scheduled to speak before the Rotary Club on April 16th. Mrs. Goodspeed, Mr. Boyd, Mr. Best and Mr. Long are scheduled to appear before the A.A.U.W. at their next meeting.

SUSPENSORY VETO DISCUSSED:

Mrs. Goodspeed reported that after a thorough study of the office of Mayor, she was in favor of electing six councilmen at large, electing the Mayor at large, and giving the Mayor a veto and suspensory veto power. Mrs. Goodspeed reported that Consultant Williams recommends election of the Mayor at large, and that Judge Louis Burke concurs in this recommendation. Dr. Johnson expressed himself as in favor of election at large. Mr. Long likes the policy making expressions of intent as found in the San Leandro Charter. It was generally conceded that definite action on the thorny problem of Mayor, and on the suspensory veto provision should be deferred until the next meeting, so that these matters could be discussed with Mr. Williams.

PUBLIC UTILITIES COMMITTEE

REPORTS STUDY AND PROGRESS: Mr. Boylan, Chairman of the committee appointed to study the problem of the Utilities Department, reported that his committee had been gathering together statistical information and he expected it would be able to bring in its report on schedule.

**ARTICLE VII UNDER
CONSIDERATION:**

Article VII, being a draft of the article on appointive boards and commissions having been prepared by Mr. Williams, and submitted by Mrs. Goodspeed with the report of her committee, was up for discussion. Mrs. Goodspeed pointed out that the recommendations of her committee included the provision that "in addition the City Council can create by ordinance additional boards and commissions that may be desired."

President Best invited members of the public present to express their opinions on the subject of boards and commissions.

Mr. Albert Lake, City Librarian, raised the question of expenditure of money, stating that the Library Board never knows from one year to the next just what its receipts will be. He inquired whether under the Charter revision the Council would be able to provide for an increase in the Library budget by reason of unanticipated revenues.

Mr. Best pointed out that there is a provision in the revised draft for making additional appropriations of unexpended funds or additional revenues.

Mr. Lake pointed out that the Library Board receives considerable income from non-City sources. Mrs. Goodspeed informed the Board that Mr. Lake had submitted a very fine 10 page report to the Committee on the Library Board.

Mrs. D'Eliseu inquired as to the provisions to be made for the Recreation and Park Department, and this section was read for her. She replied that it seemed to be very similar to present provisions, which had been based on verbal understanding with no formal written authority. Mr. Wertz pointed out that the proposed section covering parks and recreation was similar to Section 1014 of the Santa Monica Charter. Mrs. Goodspeed pointed out that there would be a section added to the sections on Park and Recreation Boards to show that the Park and Recreation Board has jurisdiction over parkways and street trees in order to prevent these falling under control of the Street Department. The Park and Recreation Commission will be an advisory board.

**ARTICLE VII READ
SECTION BY SECTION:**

Chairman Best announced that Article VII would be read section by section by the Secretary and action taken on all noncontroversial matters at this time.

**SECTION 700 TENTATIVELY
APPROVED:**

Section 700 was read and tentatively approved.

**SECTION 701 TENTATIVELY
APPROVED:**

Section 701 was read and tentatively approved.

**SECTION 702 TENTATIVELY
APPROVED:**

Section 702 was read and tentatively approved.

**SECTION 703 TENTATIVELY
APPROVED:**

Section 703 was read and tentatively approved.

**SECTION 704 TENTATIVELY
APPROVED:**

Section 704 was read and discussed.

Mr. Werts felt that many of the provisions of this Section were superfluous. Mayor Evans inquired as to whether the City Manager's Office would maintain the records of Boards referred to in Section 704, and was informed that this Section specifically requires that the Clerk's Office should keep such records. Mr. Boyd raised the question of whether or not it was normal for the power to subpoena witnesses to be given to boards of the character under discussion. Mr. Werts pointed out that the language of Section 704 is similar to Section 1004 of the Compton Charter and Section 1004 of the Santa Monica Charter, except that Santa Monica does not give power to compel presentation and production of evidence. Mr. Best felt that the Park Board was probably the only Board which would have need of such powers.

After discussion, Section 704 was tentatively approved.

**SECTION 705 TENTATIVELY
APPROVED:**

Section 705 was read and tentatively approved.

**SECTION 706 DISCUSSED
AND HELD OPEN:**

Section 706 dealing with the Planning Commission was read and discussed.

Mrs. Goodspeed pointed out that this section was changed after the first committee meeting after the committee had been advised that it was not customary to have the City Attorney and City Engineer as ex-officio members of the Planning Commission.

Mr. D.E. Daly of the Planning Commission said that he felt that it was essential that the City Engineer and City Attorney be voting members of the Commission, to insure their presence and to make it easier to obtain a quorum. Mr. Daly also felt that the Mayor or the City Manager should be a voting member of the Planning Commission in order to insure representation of the Planning Commission's viewpoint on the City Council. Mr. Best explained that the City Manager would attend all meetings and participate in discussion, although he would have no vote, referring to Section 502 of the Charter draft. Mr. Long pointed out that the Charter of Compton provides for a Planning Commission of five members. Mr. Best pointed out that the State Planning Commission Act provides for nine members, six to be appointed, and three ex-officio members composed of the City Attorney, City Engineer and Mayor. Mrs. Goodspeed reported that Mr. Williams advised that very few charters have city officials such as the City Engineer, Attorney and

Mayor as acting voting members. Mr. Fleming, a member of the Planning Commission, stated that the present City Attorney, Engineer and Mayor had been of tremendous help in the work of the Planning Commission and he did not feel they would have the same interest or be regular in attendance if they were not allowed to vote. Mr. Worts pointed out that such officials were employees of the City and could be required to attend such meetings as apart of their job. Further discussion was then deferred to the next meeting.

SECTION 707 TENTATIVELY

APPROVED:

Section 707 was read. Mr. Daly suggested that the words "land use" be used instead of the word "zoning" in the last word of Paragraph (). The Board was in accord with this suggestion and as so changed, the section was tentatively approved.

Mr. Daly raised the question as to the requirement that meetings of the Planning Commission be public. He felt that when the Commission was considering long range planning and other matters affecting no individual or group, work could be better done in private. The consensus of the feeling of the Board of Freeholders as reflected in the discussion which ensued was that the requirement of public meetings did not necessarily mean that all decisions and deliberations would be open to the public, but that any meeting at which action was taken should be open.

Mr. Porter requested clarification on whether the decisions of the Planning Commission should be final and if this should be included in the Charter. Mrs. Goodspeed replied that this could better be contained in an ordinance, and that Mr. Williams, the Charter consultant, felt this provision should not be frozen into a charter.

PUBLIC MEETING:

It being the time regularly set for a public meeting and for reception of suggestions and opinions from members of the public, President Best reviewed the work which had been done and invited comments. A member of the public, Mr. Bridges, suggested that the Board consider the Santa Ana and San Bernardino forms of administrative government, stating that he had always felt that these two cities represented the acme of efficient government. Mr. Bohr stated that the City Administrator of Santa Ana had spoken to the Board and had recommended the City Manager form of government. Mr. Worts stated that the City of San Bernardino was presently engaged in revising its charter.

Mr. Snyder, a member of the Central Labor Council, reported on the investigation being made by the Labor Council as to the reaction of labor groups in other cities as concerns the method of election of councilmen. Mr. Snyder stated that the Labor Council itself had not taken an official stand on the election of councilmen at large, but of the 18 labor groups in as many different cities having election at large, all had reported as being in favor of this method, with noreported oppositio

**REPORT OF PERSONNEL
COMMITTEE:**

Mr. Donald Bohr read the report of the Personnel Committee, consisting of Messrs. Bonnett, McCarroll, Porter, Boyd and Bohr. He outlined their research and contacts in other cities and discussions with present city employees and with municipal administration experts, and recommended that a personnel provision be included in the proposed charter in very broad language, the details being left to ordinance. The committee made two proposals:

1. That the Charter provide that the City Manager establish an efficiency system of City employment and appoint a Clerk to handle the administrative details.
2. That the Charter make it the duty of either the City Manager or Council to appoint a Personnel Board to hear appeals and to act in an advisory capacity to the Council on personnel matters.

The committee reported that these two propositions are all that are necessary to be included in the Charter.

There followed a considerable discussion as to whether or not a Personnel Board should have final authority in matters of appeal. Mr. John Ganzler, a member of the public, stated that if the Board had no final authority, the employee should have reference to a higher echelon for ruling. Dr. Johnson replied that he understood the purpose of a Personnel Board to be as a balance and check on department heads and a higher authority to hear appeals. Mr. Best stated that as he analyzed the present Charter draft, the Personnel Board does not have final decision, but its recommendation is advisory only. Mr. Boyd recommended that Mr. Williams be asked to redraft Section 708 and Section 709 to include the establishment of a merit system, and to eliminate sub-paragraph (a), so that it would be clear that the Personnel Board when functioning as an appeal board, is limited to making recommendations to the City Council. He pointed out that as a practical application, if the Manager or any department head disregarded the findings of the Personnel Board, confusion and trouble in municipal government would result.

Mr. Best suggested that Sections 708 and 709 be passed until the next Board meeting. Mr. Correll, a member of the public, stated that if the Charter was to establish a Personnel Board, it should have authority or should be omitted. Mr. Best replied that the Council could invest the Personnel Board with authority.

**SECTION 710 TENTATIVELY
APPROVED:**

Section 710 dealing with the Board of Library Trustees was read and discussed. Mr. Lake, City Librarian participated in the discussion and contributed several valuable suggestions. It appeared from the discussion and an examination of the charter provisions that most of Mr. Lake's points were covered in the draft as prepared by Mr. Williams, and the section was tentatively approved. Mr. Lake questioned whether the Charter should require that membership on the Board of Library Trustees be limited to electors of the City of Riverside, pointing out that some funds are received from the County and it is conceivable that the County would want some control over library administration. The point was discussed generally but no action taken.

Mr. Daly discussed the matter of cooperation and coordination of other municipal activities with the work of the Planning Commission, pointing out that as an example the School Board has been known to select school sites without consulting the Planning Commission, and that such sites have in many cases disrupted the master planning being developed by the Planning Commission. Mr. Westbrook felt that Mr. Daly had a good point and that the Charter should require cooperation with the Planning Commission. However, no action was taken.

There being no further business to come before the meeting, the meeting adjourned.

JAMES M. WORTZ
Secretary

Mr. Long pointed out that he was endeavoring to provide for policy leadership on the part of the Mayor; that he did not intend to create a conflict between the Mayor and the Manager.

It was moved by Mr. Porter, seconded by Mrs. Goodspeed and carried that Mr. Long's revision of Sections 401, 402, 403 and 404 be submitted to Mr. Williams as tentatively approved by the Board of Freeholders, subject to subh objections, comments and revisions as he may have.

REPORT OF PUBLIC
RELATIONS COMMITTEE:

on the reaction to his talk.

Mr. McCarroll, who had a speaking engagement before the meeting, reported

DISCUSSION OF WARD
BOUNDARIES:

Mr. Porter submitted maps and drawings of a proposed scheme of ward boundaries which he had worked out, pointing out that his districts were divided by natural boundaries. Mrs. Goodspeed pointed out that these districts would be subject to the same objections as the present wards, and that minorities in such districts would not be represented. Mr. Best thanked Mr. Porter for his time and work on the project.

MINUTES:

The minutes of the meeting of February 28th were approved as written.

DISCUSSION OF
MEETING TIMES:

There was a general discussion of the hours of meeting, Mr. Westbrook favoring 7:30 to 9:30 and Dr. Johnson favoring 7:00 to 10:00. No action was taken.

There being no further business to come before the meeting, the meeting adjourned.

JAMES M. WORTZ
Secretary.

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
THURSDAY, MARCH 13, 1952, 7:30 P.M.

MEMBERS PRESENT:

Eugene Best, Donald W. Bohr, William
Bennett, Philip Boyd, Mrs. Thelma
Goodspeed, Glenn Gurtner, Joseph S.
Long, Dr. Charles Johnson, Harry McCarroll,
Earl Porter, Robert H. Westbrook,
James M. Worts.

MEMBERS ABSENT:

Howard Boylan, Leonard Difani, T.C.
Flaherty.

OTHERS PRESENT:

Mr. Burnell Phillips of the Central
Labor Council, City Attorney Albert Ford,
Miss Kirkwood of the Magnolia Center News,
and others.

P.M. and proceeded immediately to a
tentative draft of the charter.

The meeting was called to order at 7:30
discussion of Article VI of the

SECTION 600 TENTATIVELY
APPROVED:

Section 600 was read and tentatively
approved.

SECTION 601 TENTATIVELY
APPROVED:

in Line 2 to "officers."

Section 601 was read and tentatively
approved, changing the word "offices"

SECTION 602 (b) HELD OVER;
REMAINING SECTIONS OF 602
TENTATIVELY APPROVED:

question of whether under the Municipal Court arrangement, prosecution
of criminal cases arising from charter and ordinance violations should
be vested in the City Attorney. Mr. Albert Ford, present City Attorney,
reported that at the present time the District Attorney is handling
all such violations.

Section 602 (b) was held over for con-
sultation with Mr. Williams on the

read and tentatively approved.

The other sections of Section 602 were

ELIGIBILITY REQUIREMENTS OF CITY ATTORNEY
CITY CLERK, CITY TREASURER AND
CITY CONTROLLER:

be instructed to revise the eligibility requirements of the City Attor-
ney, City Controller, City Treasurer and City Clerk to incorporate the
same eligibility requirements in the proposed charter as are contained
in the present charter, with the exception that the eligibility require-
ments for Controller be the same as for the present City Auditor.

It was moved by Mr. Long, seconded by
Mr. Bennett and carried that Mr. Williams

SECTION 603 TENTATIVELY APPROVED
AS CHANGED:

Board felt that the general provisions covering the point as contained in Section 601 were sufficient.

Section 603 was tentatively approved, striking out Subdivision (h). The

SECTION 604 TENTATIVELY
APPROVED:

Section 604 was read, discussed and tentatively approved.

SECTION 605 HELD OVER:

sultation with Mr. Williams on the question of the meaning of Sub-Paragraph (a). The Board was not clear as to whether the intent is to have the Treasurer be the actual collector of fees for such things as bicycle licenses, dog licenses, building permits, etc.

Section 605 was read and discussed in detail and held over for con-

SECTION 606 TENTATIVELY
APPROVED:

Section 606 was read, discussed and tentatively approved.

SECTION 607 HELD OVER:

in Line 2, and the words "Civil Service" in Lines 5 and 6 were stricken out. Section 607 was held over for further discussion.

Section 607 was read and discussed. The words "and the City Clerk"

SECTIONS 608, 609, 610
and 611 TENTATIVELY APPROVED:

Sections 608, 609, 610 and 611 were read and tentatively approved.

which had been announced as the time for a public hearing and for suggestions and comments from members of the public, Mr. Boyd brought in various persons who had been waiting in the hall, and the following proceedings were had:

The time then being 8:30 P. M.

MR. BOYD: I just found these gentlemen all standing out in the hall, thinking the public portion of our meeting didn't start until 8:30.

MR. BEST: Gentlemen, we are glad to have you here. A large part of our work is routine work, going over language and somewhat technical work, but we have set aside the second Thursday at 8:30 at which time we would like to hear from the public as to their reaction as to what we may have done up to date. As you know, the newspaper has reported a number of tentative decisions we have made

A number of our members have made public appearances at which they have attempted to justify our decisions. The results of our work when we get through must please the public. We would like to hear from you as we go along.

MR. PHILLIPS: I'm Secretary to the Central Labor Council. At the present time we are running a re-valuation of the pros and cons of the proposition to elect councilmen at large or under the present system by wards. This week we wrote to 12 different cities where we have Labor Councils that have the election at large. When we get the results of that survey, which will be at your next open meeting, we will come up with the results of that survey.

MR. BEST: We have tried ourselves to get surveys of different cities. We have a banker on the Board who has written to bankers- we have attorneys who have written attorneys. We have found in general the sentiment seems to favor election at large.

MISS KIRKWOOD: I would like to read a letter on the same subject, if it is permissible. I might mention that in my small paper I had a piece about electing councilmen at large. I am very much against it and the sentiment in Magnolia Center, as far as I am able to ascertain, is against it, and I had a letter from one of the directors of the Magnolia Center Association. I would like to read it. Or perhaps it might be better to wait until Mr. Phillips has his letters and we might make one day of it.

MR. BEST: Is it long?

MISS KIRKWOOD: No.

MR. BEST: I am sure we would be glad to hear it.

MISS KIRKWOOD: 'The Magnolia Center News. Dear Miss Kirkwood: I read with great interest your editorial with reference to the election of councilmen at large, and I wholeheartedly agree with the sentiments expressed in your editorial. As a Magnolia Center businessman and a director of the Magnolia Center Association for the past several years, I have found it necessary on many occasions to consult Glen Crouch, and fully appreciate that Mr. Crouch is a resident of Magnolia Center and fully appreciates our problems here. A councilman from University Heights could

of our problems in Magnolia Center. The United States Senate and the House of Representatives would not consider electing either senators or representatives at large. I feel sure that if the Board of Freeholders would put this question to the various groups in Riverside, they would find a decided difference of opinion.' Whitfield M. Case.

MISS KIRKWOOD:

My editorial was kind of blistering and ugly. I think Mr. Porter read it. I would be glad to leave a copy of the paper for your notes.

MR. BEST:

We are glad to get comments from those who disagree with us.

MR. BOYD:

I might add a word there, being inspired by her words that the service clubs should give an opinion. I would like to call attention to our speaking engagements. We are trying to carry our message to the responsible civic groups in town. (Here he listed the speaking engagements). These we have as far as April 26th, which would indicate if we fill in the intervening period we will have an opportunity to present our stories to hundreds of Citizens of Riverside, and we still welcome any invitations that might be directed our way. My experience in attending these meetings is that they are sincerely interested in the work we are doing, anxious to know more about it, and frequently satisfied with our conclusions. The realization that we, ourselves, have changed our minds during our study of the charter and other charters makes many of them feel that their prejudices which are created by first impressions can be eliminated by more thorough knowledge of city government, and when we have opportunity to tell them that our consideration of electing councilmen at large is not anything extreme or unusual - they are surprised when we tell them that most of the towns in California - I think in excess of 30 - do select councilmen at large, and have become satisfied with it, then it seems to surprise them and bring them into a little greater agreement. We have occasion to tell them that instead of having one they may have seven interested in their affairs. A defeated

minority group is not represented by their councilman under the ward system; they realize they would have a more equal representation. Under the City Manager form of government many of the small protests for local city aggravations will be directed to the City Manager, and the administration side rather than the policy-forming side of city government. You find again that the balance of selection of councilmen at large and ultimately a more satisfactory reaction among the people. You don't find minority groups that are losing representation. Nor does it prevent them from continuing to have someone elected who lives near them. Again I say, a study and experience, will, I believe, remove some of the early objections to that. We have the responsibility of trying to bring something in our report in July that is as carefully done as we can prepare it.

ARTICLE VI, WITH THE EXCEPTION
OF SECTIONS 602 (b), 605 and
607 TENTATIVELY APPROVED:

Article VI as corrected, excepting only Sections 602 (b), 605 and 607 be tentatively approved.

It was moved by Mr. Long, seconded by Mr. Gurtner and carried that

The Board then took up a new discussion of Article IV. Mr. Long submitted to the Board a revision of his previous suggestions. Mr. Long's revision was taken up section by section.

MR. LONG'S REVISION OF ARTICLE
IV TENTATIVELY APPROVED IN
PRINCIPLE:

Section 401 of Mr. Long's revision, the word "elector" was changed to "voter".

There was some considerable discussion of Mr. Long's revision. In discussing

It was moved by Mr. Porter that the words "out of the city" be added to Section 402 after the words "official duty." This motion was lost for want of a second.

Section 403 was read and discussed. Dr. Johnson questioned whether Section 403 was mandatory. Mr. Best interpreted this section as mandatory. Mr. Long stated that the word "meeting" in Section 403 should be followed by the word "attended", stating that this wording is taken from Mr. Williams' draft.

Section 404 was read, and it was pointed out that this modified considerably last week's draft.

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
THURSDAY, MARCH 6, 1952, 7:30 P.M.

MEMBERS PRESENT:

Eugene Best, Donald W. Bohr, William
Bennett, Philip Boyd, Howard Boylan,
Leonard Difani, Mrs. Thelma Goodspeed,
Joseph S. Long, Dr. Charles Johnson,
Harry McCarroll, Earl Porter, Robert
H. Westbrook, James M. Wortz

MEMBERS ABSENT:

T.C. Flaherty, Glenn Gurtner.

OTHERS PRESENT:

Mr. Archie Coffin, representing the
Kiwanis Club, Dr. C.C. Mixer, former
councilman of Muskegon Heights,
Michigan, Mr. Harry C. Williams,
consultant.

PUBLIC RELATIONS COMMITTEE
REPORT:

He stated that he and Mr. Long had met with Burnell Phillips and others
representing organized labor and explained to them the work of the
Freeholders. He felt that the meeting had been successful and the
contacts established had been favorable. He reported that members of
the Board of Freeholders have the following speaking engagements now
scheduled:

Rubidoux Exchange Club, March 13th	-	Harry McCarroll
Arlington Lions Club, March 12th	-	James M. Wortz
K.I.T.O., March 19th	-	Thelma Woodspeed
University Women, April 26th	-	Thelma Goodspeed
Exchange Forum - Exchange Club,		
March 20th to be held by four members of the Board of		
Freeholders who belong to the Exchange Club.		

Mr. Boyd called the Board's attention
to Mrs. Goodspeed's reply to the published letter of Glen Crouch.

COMMENTS BY MEMBERS OF PUBLIC:

Dr. C.C. Mixer, a former councilman
of Muskegon Heights, Michigan, stated
that he was interested in the activities of the Freeholders; that he
had been a councilman at Muskegon Heights under both the ward and
election at large method of election. That the change from the ward
system to election at large at Muskegon Heights, and also in the City
of Muskegon, had both been made almost without opposition, and by a
landslide election. He stated that Muskegon Heights had formerly had
a compromise method of three councilmen elected at large and three
elected by wards, and that it is now changed to election at large.

He felt that election at large had been entirely satisfactory in that minority groups seemed to feel well satisfied. He stated that the City of Muskegon is geographically arranged much like Riverside, in that it is long and narrow, and that all areas of the City of Muskegon seem to be satisfied with representation by election at large.

POWERS OF MAYOR DISCUSSED
AND HELD OVER:

Mr. Long reported on the proposed amendment to the San Leandro charter defining the duties and responsibilities of the Mayor. He presented a tentative redraft of certain portions of our proposed charter incorporating the San Leandro ideas therein.

Mr. Williams led a general discussion as to the proposed amendment in which its intent and effect were explored. The consensus of the Board was that the proposed amendment as suggested by Mr. Long interjected a new concept and a new thought which would require investigation and study by the members of the Board, and action on this portion was continued for further study.

SECTION 1107 APPROVED
AS AMENDED:

Section 1107 was considered in detail. It was determined that Section (c) should be rewritten to omit the specific subjects mentioned therein other than libraries so that Section (c) would cover libraries only. A motion was made and carried to approve Section 1107 with this revision.

SECTION 1109 TENTATIVELY
APPROVED:

After discussion and reading of Section 1109, it was moved by Mr. Westbrook, seconded by Mr. McCarrell and carried that Section 1109 be tentatively approved.

SECTION 1110 TENTATIVELY
APPROVED AS AMENDED:

A revision of the first paragraph of Section 1110 was read by Mr. Williams. The revised language as read by Mr. Williams was tentatively approved subject to a limitation of \$2,000.00 on work, labor and materials to be used and performed without calling for bids. A motion for approval was made by Mr. Long, seconded by Mr. Boylan and carried.

Paragraph 2 of Section 1110 was tentatively approved as it appears in the mimeographed material.

Paragraph 3 of Section 1110 was tentatively approved as it appears in the mimeographed material. The motion to approve Paragraphs 2 and 3 of Section 1110 was made

by Mr. Long, seconded by Mr. Boylan and duly carried.

It was moved by Dr. Johnson, seconded by Mr. Long and duly carried that Paragraph 4 of Section 1110 be approved with the insertion of the figure "5" in the blank portion thereof.

**SECTION 225 of PRESENT CHARTER
REFERRED TO MR. WILLIAMS FOR
INCLUSION:**

Section 225 of the present Riverside City Charter was read and

discussed and referred to Mr. Williams for inclusion in the proposed charter in appropriate language.

**AGENDA FOR MEETING OF
MARCH 13, 1952:**

It was pointed out that the meeting of March 13th will be a public meeting

and all matters upon which the public desires to be heard will be open for discussion.

The Board determined that if time allows, the Board will take up Article VI of the material submitted by Mr. Williams and will endeavor to dispose of such portions thereof as can be considered in the time available.

There being no further business to come before the meeting, the meeting adjourned at 9:45 P.M.

**JAMES M. WORTZ
Secretary**

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
THURSDAY, FEBRUARY 28, 1952, 7:30 P.M.

MEMBERS PRESENT:

Donald W. Bohr, William Bennett,
Philip Boyd, T.C. Flaherty, Mrs.
Thelma Goodspeed, Glenn Gurtner,
Joseph S. Long, Harry McCarroll,
Earl Porter, James M. Wortz.

MEMBERS ABSENT:

Eugene Best, Howard Boylan, Leonard
Difani, Dr. Charles Johnson, Robert
H. Westbrook.

OTHERS PRESENT:

Mr. and Mrs. Gerald Brown, Mr. Brown
being a representative of the Riverside
Kiwanis Club.

MINUTES:

Minutes of the meeting of February
14th were approved.

SUMMARY OF COMMITTEE
REPORT:

The meeting was called to order at
7:30 P.M. by Mr. Joseph S. Long in
the absence of President Eugene Best.

Mr. Long announced that in accordance
with its previous determination, the Board would consider the diff-
icult question of which city offices other than Council should be
elective, and which appointive.

Mr. Harry McCarroll read a recent
communication received by him concerning offices in the City of
San Diego. Mr. Boyd suggested that before taking up the question
of elective or appointive city offices, it would be helpful to
have Mr. McCarroll give a resume of the findings of his committee
concerning offices in other cities. Mr. McCarroll summarized his
committee report as follows:

The following figures represent the study
of 110 cities having a Manager-Council form
of government and a population range between
25,000 and 250,000.

	<u>Approx. %</u>
88 Elect. None (One Only)	80
3 Auditor only }	30
1 Attorney only }	
1 Treasurer " }	6
2 Police Chief only }	

Approximate %

(Two Only)
2 Auditor & Attorney }
6 Assessor & Treasurer }
2 Treasurer & Clerk }
1 Attorney & Treasurer } 12
2 Auditor & Treasurer }

(Three Only)
1 Assessor, Attorney & Treasurer 1

(Four)
1 Auditor, Attorney, Treasurer & Clerk 1

110

100%

CITY ATTORNEY TO BE
APPOINTED BY COUNCIL:

It was moved by Mr. Flaherty,
seconded by Mr. Gurtner and duly
carried that the City Attorney be appointed by the City Council.

CITY CLERK TO BE APPOINTED
BY COUNCIL:

It was moved by Mr. Boyd, seconded
by Mrs. Goodspeed, that the City
Clerk be appointed by the City Manager. Mr. Porter then moved that
the motion be amended by striking out the word "Manager" and sub-
stituting the word "Council". The motion was seconded by Mr. Flaherty.
After discussion, with the consent of the maker and seconder of the
original motion, the word "Council" was substituted in place of the
words "City Manager", and as so changed the motion was carried.

TREASURER AND CONTROLLER TO BE
APPOINTED BY THE MANAGER WITH THE
APPROVAL OF THE COUNCIL:

It was moved by Mr. Flaherty, seconded
by Mr. Porter, that the Treasurer and
Controller be appointed by the City Council.

It was then moved by Mr. Wortz, seconded
by Mr. Boyd that the original motion be amended to provide that the
Treasurer and Controller be appointed by the Manager with the approval
of the Council. The motion was carried and the original motion was
amended accordingly.

The Board then proceeded to vote on
the amended motion, which, as amended, was to provide that the Treas-
urer and Controller be appointed by the City Manager with the ap-
proval of the City Council.

The motion was carried by a voice vote. Mr. Flaherty requested a roll call on the motion with the following results:

Best	Absent	
Bohr	Aye	
Bonnett	Aye	
Boyd	Aye	
Boylan	Absent	
Difani	Absent	Ayes - 9
Flaherty	No	Nos - 1
Goodspeed	Aye	Absent-5
Gurtner	Aye	
Long	Aye	
Johnson	Absent	
McCarroll	Aye	
Porter	Aye	
Westbrook	Absent	
Wortz	Aye	

MAYOR TO BE ELECTED
AT LARGE:

It was moved by Mr. Porter, seconded by Mrs. Goodspeed and carried that

the Mayor be elected at large.

COMMENTS RE ABOVE
DECISIONS:

Mr. Gurtner announced that he had discussed with Mr. Boylan, who was

absent, the decisions to be taken up at this meeting; that all of the above decisions were in accordance with Mr. Boylan's personal beliefs. Mrs. Goodspeed announced that she had discussed the same problems with Dr. Johnson, and that he was in accord with all of the decisions reached, except the decision on the question of the election of the Mayor, and that he had expressed no opinion on this point.

POWERS OF MAYOR TO BE
HELD OVER:

Mr. Long stated that the powers and duties of the Mayor should be

held over until the Board has available a copy of the San Leandro amendment. There were no objections and the matter was carried over.

DISCUSSION RE TAX RATE AND
BONDED DEBT LIMIT:

The Board entered into a general discussion of Mr. Long's figures

concerning maximum tax rates and the bonded debt limits. No action was taken.

LETTER OF R.A. STEVES:

A letter was received from Mr. Richard Steves, Vice President

of the Citizens National Trust and Savings Bank, suggesting that

the Board assure itself that any proposed charter will give to the City Council sufficient powers to enter into negotiations and commitments concerning the acquisition of water and water rights now being lost to the city by purchase of water stock presently appurtenant to agricultural lands when such lands are changed to subdivisions. The Secretary was instructed to refer the matter to the City Attorney and Deputy City Attorney for an opinion, and also to raise the question with Mr. Williams, Charter consultant.

PUBLIC RELATIONS
COMMITTEE REPORT:

Mr. Boyd and Mrs. Goodspeed gave a brief report on the activities of the Public Relations Committee.

There being no further business,
the meeting adjourned at 9:45 P.M.

JAMES M. WORTZ
Secretary

CITY OF RIVERSIDE

Detail Tax Rates for the following years

Charter Section	Levy	1951/52	1950/51	1949/50	1948/49	1947/48	1946/47	1945/46	1944/45
211 General		.58½	.65½	.63 3/4	.98	1.35	1.34½	1.03 3/4	1.10 3/4
129 Library		.15 3/4	.13	.13	.18	.13 3/4	.11	.10	.12½
22/6 Advertising & Immigration		.01	.00½	.01	.00½	.00½	.01	.01	.01
State Employees									
Law Retirement		.28 3/4	.26	.26½	.40½	.40½	.37 3/4	.34	--
City Planning		.01½	.01¼	.01 3/4	--	--	.05	--	--
Auditorium Bond and Interest		.01½	.01½	.01½	.02½	.02 3/4	.03	.03½	.03½
211 Fire Improvement-Bond & Interest		.00½	.00½	.00½	.00½	.00½	.003/4	.00½	.003/4
City Hall Bond and Interest		--	--	--	.01	.01½	.01½	.01½	.01½
		<u>1.07</u>	<u>1.08</u>	<u>1.08</u>	<u>1.61</u>	<u>1.94</u>	<u>1.94</u>	<u>1.54</u>	<u>1.30</u>

Present rates fixed max tax rate per fund 1.35
 Library limitation - min .05 - max .20
 adv. 1¢
 Employee retirement - state law
 Planning - state law
 Bonds 100,000 Bonded indebtedness No limitation
 Bonded indebtedness Most cities put 15% limit

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
THURSDAY, FEBRUARY 21, 1952, 7:30 P.M.

MEMBERS PRESENT:

Donald W. Bohr, William Bonnett,
Philip Boyd, Mrs. Thelma Goodspeed,
Glenn Gurtner, Dr. Charles Johnson,
Harry McCarroll, Earl Porter, James
M. Wortz.

MEMBERS ABSENT:

Eugene Best, Howard Boylan, Leonard
Difani, T.C. Flaherty, Joseph S. Long,
Robert H. Westbrook.

OTHERS PRESENT:

City Attorney Albert Ford, Mrs. Dorothy
Boyd, Mr. Whitfield, City Manager
Coffee of Redondo Beach, City Manager
Kline of Monterey, Carl Thornton,
City Administrator of Santa Ana.

MINUTES:

Minutes of the meeting of February
7th were approved.

CHAIRMAN PRO TEM:

The meeting was called to order at
7:30 P.M. by Mr. Philip Boyd,
Chairman Pro Tempore in the absence

of President Eugene Best and Vice President Joseph Long.

COMMUNICATIONS:

Letters from Mr. Richard Weedon and
Mr. F.E. Pinkerton expressing oppo-
sition to the principle of election of councilmen at large were read.
Mr. Bohr's published answer to a published letter of Mr. Pinkerton
was discussed.

WARD BOUNDARIES REPORT:

Mr. Gurtner suggested that it might
be advisable to have Mr. Long reduce
to writing the study which he had made concerning the impracticability
of revising ward boundaries to establish numerical voting equality.
The matter was discussed but no action taken.

The meeting then proceeded to a study
of the tentative material furnished by Mr. Williams. Mr. Williams
called the attention of the Board to the fact that he had substituted
a revision of Sections 500 to 503, inclusive, incorporating the provisions
as approved by the Board at its meeting of January 31st. He pointed
out that Section 501 (a) as revised used the term "merit system" and

suggested that this section be marked so that this terminology can be corrected in the event the term "merit system" is not used in later sections of the Charter.

STATEMENT OF INTENT:

Mr. Boyd reported that Ross Miller, City Manager of Modesto, had recommended that the Charter contain a statement of intent with reference to the powers and duties of the Mayor and City Manager, similar to the Statement of Intent as incorporated in the Charters of the Cities of San Leandro and Modesto.

AGENDA FOR FEBRUARY 28TH:

The Board tentatively scheduled the following matters to be discussed in detail at the meeting of February 28th:

1. Elective City officers other than Council.
2. Appointive City officers.

The Secretary was instructed to advise Mr. Williams of any decisions reached on February 28th so that such decisions could be incorporated in the material to be furnished by him.

ARTICLE IX TENTATIVELY APPROVED: The Board considered Article IX and after a reading, Article IX was tentatively approved.

SECTIONS 1000 and 1001
TENTATIVELY APPROVED:

The Board took under consideration Article IX and after a reading, Sections 1000 and 1001 were tentatively approved.

SECTION 1002 TENTATIVELY
APPROVED:

It was moved by Mr. Porter, seconded by Mrs. Goodspeed and carried that Section 1002 be tentatively approved.

SECTION 1003 TENTATIVELY
APPROVED:

It was moved by Mr. Gurtner, seconded by Dr. Johnson and carried that Section 1003 be tentatively approved.

SECTION 1007 HELD OVER:

The Board considered Section 1107, but determined not to take action until having another report from Mr. Long as to tax rates and limits presently existing. The Secretary was instructed to request Mr. Long to have this information available for the meeting of March 6th.

SECTION 1108 TENTATIVELY
APPROVED:

After discussion and reading of Section 1108, this section was tentatively approved.

SECTION 1109 HELD OVER:

Section 1109 dealing with the bonded debt limits was held over to March 6th for the purpose of allowing Mr. Long to report on present fiscal matters.

SECTION 1110 HELD OVER:

Section 1110 dealing with contracts on public works was read in detail.

The language of Paragraph 1 was changed to strike out the words on line 6 "the official" and inserting in lieu thereof the word "a" and inserting after the word "newspaper", "of general circulation published in the County of Riverside". Section 1110 was held over pending further consideration of whether the \$3,000.00 limit should be revised to make specific references to labor and materials.

QUESTION AND ANSWER PERIOD:

Messrs. Coffee, Kline and Thornton, members of the City Managers con-

vention now meeting at the Mission Inn, kindly volunteered to answer questions put to them by members of the Board of Freeholders. Mr. Thornton explained the Santa Ana situation, stating that Santa Ana is presently considering drafting of a new charter. Mr. Kline answered several questions concerning the distinctions, if any, between the terms "civil service" and "merit system". Mr. Coffee reported that in the City of Redondo Beach councilmen are elected from wards, and that in his opinion the system was entirely unsatisfactory.

The meeting adjourned at 9:45 P.M.

JAMES M. WORTZ
Secretary

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
THURSDAY, FEBRUARY 14, 1952, 7:30 P.M.

MEMBERS PRESENT:

Eugene Best, Donald W. Bohr, William Bennett, Howard Boylan, Leonard Difani, T.C. Flaherty, Mrs. Thelma Goodspeed, Glenn Gurtner, Joseph S. Long, Dr. Charles Johnson, Harry McCarroll, Earl Porter, Robert H. Westbrook, James M. Wertz.

MEMBERS ABSENT:

Philip Boyd.

OTHERS PRESENT:

Dr. E.W. Cottrell, Mr. Harry C. Williams, Consultant, Mayor Evans, Mr. Richard Weedon, Mr. A.R. Grissom, representing City Employees Local No. 395, and others.

MINUTES:

Minutes of the meeting of January 31st were approved.

COMMUNICATIONS:

President Best read a letter received from the Eastside Neighborhood Council protesting the proposed election of councilmen at large. The Secretary read a letter received from the Chamber of Commerce inviting the members of the Board of Freeholders to be guests of the Chamber of Commerce at a breakfast meeting to be held at 7:30 A.M. on Thursday, February 21st, which meeting would be attended by Mr. Ross Miller, City Manager of the City of Modesto.

The Secretary read for the information of the Board the letter which had been addressed to Dr. Cottrell asking his suggestions as to certain problems.

COMMENTS OF DR. COTTRELL:

Dr. Cottrell lead the discussion as to the 7 problems which had been submitted to him by the Board of Freeholders, which comments are summarized under the questions as submitted.

1. Should the Mayor be selected from the Council or elected at large, and should he have veto power?

Dr. Cottrell stated that many cities with the Council-Manager form of government have an elected mayor, and the set up has worked fairly well. He named San Diego, Oakland, Stockton and San Francisco as examples. He stated that under the Council-Manager form of government, the Manager heads the administrative side of municipal functions, and the Mayor is primarily the head of the ceremonial side. Dr. Cottrell pointed out that if selected from the Council, the Mayor is simply a member of the Council and should have no veto.

He thought that giving the Mayor veto power was of little importance one way or the other. His personal preference was for no veto, although if the Mayor is elected, there is more justification for use of a veto power. He pointed out that the veto power can be either absolute or suspensory, the term "suspensory" meaning that by requiring the Council to re-pass the vetoed proposition with one more vote, the Mayor has an opportunity to prevent hasty action.

The Mayor should have the right to sit with various boards, but not to vote on them, and should have no administrative duties.

2. What other city officers should be elected?

Dr. Cottrell's recommendation was that the Mayor and Council only be elected. He pointed out that the Clerk is a council employee, although most charters allow the Manager to appoint him.

The Treasurer is merely a glorified clerk, and is the public officer least entitled to be an elected officer.

The attorney is, by most charters, appointed by the Manager.

The auditor, under a modern budget set up, is primarily a bookkeeper, and public protection does not require that he be an elected officer.

Dr. Cottrell thought it was of little importance as to whether the appointive officers should be appointed by the Manager or the Council. He said that many charters provide that the Clerk and Auditor should be appointed by the Council, and the other appointive officers by the Manager.

3. Auditing.

Dr. Cottrell was strongly in favor of a progressive audit as being an effective way of keeping a close check on fiscal matters.

4. In whom should the appointive power be vested?

Dr. Cottrell said that the majority of charters vested appointive power of department heads in the City Manager. The Mayor does not have appointive powers. The real question is whether the Council should confirm appointments, and most charters grant to the Council the power of confirming appointments.

5. The mechanics of administrative code.

Dr. Cottrell stated that an administrative code is no function of the Freeholders, although the charter could provide that such a code be adopted. He suggested that a minimum of nine months be allowed within which to adopt a code.

6. What degree of power should be given to the various city boards?

Dr. Cottrell thought that city boards should be advisory to the department heads; that department heads should be appointed by the Manager and the Boards by the Council. He thought that operating boards and commissions should be regulated by budgets which should be fitted into and made a part of the general City Budget.

CENTRALIZED PURCHASING:

Dr. Cottrell expressed himself as being in favor of centralized purchasing, and commented that in other cities the purchasing agent has worked out agreements with various departments, such as the hospitals and libraries, under which specialized technical buying is done directly by the department.

PERSONNEL BOARDS:

Mr. A.R. Grissom, representing City Employees Local No. 395 asked that his organization be given notice of any hearing dealing with Civil Service or Personnel Boards.

REPORT OF PUBLIC RELATIONS COMMITTEE:

Mr. Donald Bohr, a member of the Committee, reporting for Philip Boyd, Chairman, read the Report of the Public Relations Committee, certain portions of which Report were adopted and put into effect by resolutions of the Board of Freeholders as follows:

PUBLIC HEARINGS SECOND THURSDAY OF EACH MONTH:

The Public Relations Committee reported that the second Thursday of each month at 8:30 P.M. should be designated as a public hearing, at which time members of the public should be particularly invited to express their opinions and suggestions.

Upon motion made by Mr. Porter, seconded by Mr. Long, it was carried that the Second Thursday of each month at 8:30 P.M. be designated as the time for public hearings.

WEEKLY AGENDA:

The Public Relations Committee recommended that a weekly agenda of matters to come before the next meeting be published in advance of the meeting. The Board of Freeholders was in accord with this recommendation, but because of conflict in publication dates of the various newspapers, no formal action was taken.

REPORTS TO BE FILED WITH THE PUBLIC RELATIONS COMMITTEE:

The Public Relations Committee recommended that all members of the Board of Freeholders having speaking engagements file a report with the Public Relations Committee. It was moved by Mr. Gurtner, seconded

by Mr. Flaherty and carried that each member of the Board fulfilling any public speaking engagement clear with the Public Relations Committee chairman prior to the engagement, and file a report and description of audience reaction afterwards.

**INVITATION TO CITY MANAGERS
ASSOCIATION:**

The Public Relations Committee reported that the City Managers Division of the League of California Cities would be meeting at the Mission Inn on February 21st, and recommended that the Board invite members of that group to meet with the Board on that date. Mr. Wortz, Mr. Best and Mayor Evans agreed to collaborate in an endeavor to obtain representation at our meeting of February 21st.

There being no further business to come before the meeting, the meeting adjourned.

JAMES M. WORTZ
Secretary

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
THURSDAY, FEBRUARY 7, 1952, 7:30 P.M.

MEMBERS PRESENT:

Eugene Best, William Bonnett, Philip Boyd, Howard Boylan, Mrs. Thelma Goodspeed, Glenn Gurtner, Joseph S. Long, Harry McCarroll, Earl Porter, Robert M. Westbrook, James M. Wortz

MEMBERS ABSENT:

Donald W. Bohr, Leonard Difani, T.C. Flaherty, Dr. Charles Johnson

OTHERS PRESENT:

Mr. Kenneth Dawson and Mr. Frank Coffee, representing the Kiwanis Club.

MINUTES:

Minutes of the meeting of January 24th were approved with the following

corrections:

1. On page 5 the spelling of the word "singleshotting" was corrected.
2. A change was made by Mr. Boyd in his report; this change being made by the addition of typed slips recasting the paragraph involved.

CRITICISM OF ELECTION
OF COUNCIL AT LARGE:

A letter from Dick Weedon addressed to Mr. Best, President of the Board of

Freeholders, expressing disapproval and considerable concern over the proposed election of councilmen at large, was read and discussed. Discussion centered around the problem of public relations, and how to inform the general public of the research done by the Board and the reasons for its decisions.

Mr. Westbrook raised the question of how to educate the public as the Board progresses. Mr. Boyd suggested that it might be advisable to invite Mr. Weedon to attend the next meeting.

Mr. Best suggested that Messrs. Best and Boyd collaborate on an answer to Mr. Weedon which would explain to him the reasons for the decision reached.

Mr. Boylan thought that the Board will, of necessity, be required to educate the general public with some kind of printed brochure.

Mr. Gurtner suggested that a list of the advantages and disadvantages as to the major decisions made by the

Board be printed and distributed.

Mr. Boylan and Mr. Long thought that such a list would be a good suggestion, but was premature at this time.

REPORT OF COMMITTEE ON ELECTION
OR APPOINTMENT OF OTHER CITY
OFFICIALS:

Mr. Harry McCarroll and Mr. Howard Boylan reported for the Subcommittee appointed to study the method of election or appointment of City officials other than the Council and Mayor.

Mr. McCarroll read excerpts from letters received in answer to his inquiries addressed to bankers in eleven different cities. Mr. Boylan summarized statistical information as to the method of treatment of such offices in other cities, and reported that his research was negative to the extent that he found no satisfactory reasons for election of other city officials.

Mr. Best raised the question of whether the Auditor should not be elected to act as a guardian of expenditures.

After a general discussion, it was agreed that the question of appointment or election of other City officials be held open without action until the Board can have the benefit of comments of Dr. Cottrell.

SUGGESTION RE UTILITIES

DEPARTMENT AND PARKING LOTS:

Mr. Gurtner suggested that consideration of the Freeholders be directed to the question of whether the Charter should provide for a minimum and maximum of earnings of the Utilities Department which could be devoted to general fund purposes. He also raised the question of whether a percentage of parking meter income should be turned over to the general fund to replace the income from valuable properties taken off the tax rolls by being devoted to parking lots. These items, dealing with portions of the Charter not presently under study, were deferred for future consideration.

REPORT OF COMMITTEE APPOINTED TO
INVESTIGATE TAX RATES:

Mr. Long reported that he had investigated the tax structure presently embodied in the Riverside City Charter and presently in effect. He found that the maximum tax rate under the old Charter is \$1.35, but that in only one year in the last eight had that maximum ever been raised in practice. He reported that because of the recent increases in assessed valuations, the present rate is between 50¢ and 60¢, and it was his opinion that the maximum tax rate of \$1.00 as found in other city charters could now safely be inserted in a proposed charter.

APPROVAL OF BILLS:

The Secretary reported that he was in receipt of two bills from Stockwell and Binney for three ring binders purchased to hold charter material for the Board, these bills being respectively for \$1.20 and \$.95, and that an additional bill for three binders would shortly be forthcoming. Upon motion duly made and carried, it was moved that the bills to Stockwell and Binney be paid.

SUGGESTED QUESTIONS FOR DOCTOR COTTRELL:

The Secretary reported that at the conclusion of the meeting he intended to write Dr. Cottrell, requesting that he be prepared to give the Board his comments on problems now under discussion, and asked for suggestions in preparing such a list. The following matters were suggested as being those upon which the Board would desire to have Dr. Cottrell comment:

1. Should the Mayor be selected from the Council or elected at large, and should he have veto power?
2. What other city offices should be elective? The thinking on this point revolves around how to safeguard disbursement of funds if all offices are appointive.
3. What is the most feasible way of handling an audit? Should there be a single annual audit, or a progressive audit?
4. In whom should the appointive power be vested; in the Manager, the Council, or both?
5. What are the mechanics of setting up an Administrative Code, and is that any function of the Freeholders?
6. What degree of power should be given to the various city boards?
7. What methods of public relations can be utilized to sell the proposed charter to the public? We recognize that a charter which embodies, as our proposed Charter undoubtedly will, major changes, cannot be adequately publicized in the comparatively short period of time between the report of the Board of Freeholders and the charter election. There must be some interim program of public education. Suggestions as to the timing and type of public reports most suitable will be appreciated.

There being no further business to come before the meeting, an adjournment was taken at 9:40 P.M.

JAMES M. WORTZ
Secretary

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
THURSDAY, JANUARY 31, 1952, 7:30 P.M.

MEMBERS PRESENT:

Eugene Best, Donald W. Bohr, Philip Boyd,
Howard Boylan, Leonard Difani, Mrs.
Thelma Goodspeed, Joseph S. Long, Harry
McCarroll, Earl Porter, Robert H. West-
brook, James M. Worts. *William Bennett*

MEMBERS ABSENT:

~~William Bennett~~, T.G. Flaherty, Dr.
Charles Johnson.

OTHERS PRESENT:

Mr. Harry G. Williams

MINUTES:

The minutes of the meeting of January
23rd being unduly long, their approval
was deferred to the following meeting in order that time for study
could be afforded.

The meeting was called to order and
presided over by Vice President Joseph Long. President Best arrived
during the course of the meeting, but Mr. Long continued to preside
as Chairman.

ARTICLE I TENTATIVELY
APPROVED:

Mr. Williams submitted revised Sections
103 and 104 which were discussed by the
Board. It was moved by Mrs. Goodspeed, seconded by Mr. Westbrook and
carried, that Article I, including revised Sections 103 and 104 be
tentatively approved as submitted.

ARTICLE IV HELD OVER:

At the suggestion of Mr. Williams,
the Board concurring fully, Article
IV, which involves major decisions, was set aside and passed over
without action.

The Board then proceeded to a discus-
sion of Article V.

SECTION 500 TENTATIVELY
APPROVED AS CHANGED:

Section 500 was changed by striking out
the word "or" in the eighth line of
Paragraph One and substituting the word "and", and by deleting the
first sentence of Paragraph Two and inserting the following: "The
City Manager need not be a resident of the City at the time of his
appointment, but". It was moved by Mr. Bohr, seconded by Mr. Boylan
and carried that Section 500 be tentatively adopted as changed.

500 be tentatively adopted as changed.

SECTION 501 TENTATIVELY
APPROVED AS CHANGED:

It was moved by Mr. Worth, seconded by Mr. Porter and carried that Section 501 (e) be deleted and that in place thereof, Section 704 (a) of the Santa Monica Charter be substituted, using the words "merit system" instead of "civil service" as found in that section.

Section 501 (f) was changed to delete the word "enforce" at the beginning of the sentence and insert in lieu thereof the words "to see that" and to add at the end of the sentence the words "are enforced."

It was moved by Mr. Difani, seconded by Mr. Westbrook and carried that Section 501, with a new section (a) and the change in section (f) be tentatively approved.

SECTION 502 TENTATIVELY
APPROVED:

502 be tentatively approved.

It was moved by Mr. Westbrook, seconded by Mr. McGarrell and carried that Section

SECTION 503 TENTATIVELY
APPROVED:

503 be tentatively approved.

It was moved by Mr. Porter, seconded by Mr. Westbrook and carried that Section

ARTICLE V TENTATIVELY
APPROVED:

V as amended, be tentatively approved.

It was moved by President Best, seconded by Mr. Boylan and carried that Article

ARTICLE VI HELD OVER:

held over for later determination, and that the Board take up ARTICLE XI.

It was agreed by the Board without formal action that Article VI will be

Vice-President Long announced that in the interest of expediting matters, Sections which were read and received no comment would be considered tentatively approved.

SECTION 1100 TENTATIVELY
APPROVED:

Section 1100 was read and tentatively approved.

SECTION 1101 TENTATIVELY
APPROVED AS CHANGED:

Section 1101 was changed by deleting at the end of the second and beginning of the third line the following words: "The City Manager shall obtain from"

and inserting after the word "as" on the second line, the words "the City Manager", and inserting after the words "Department Head" in the third line, the following: "shall furnish the City Manager."

It was moved by Mr. Difani, seconded by Mr. Porter and carried that Section 1101 as changed be tentatively approved.

SECTION 1102 TENTATIVELY APPROVED:

of the first paragraph, and

Section 1102 was changed by deleting the word "official" in the last line and inserting the words "of general circulation within the City."

It was moved by Mr. Worts, seconded by Mr. McCarroll and carried that Section 1102 as amended be tentatively approved.

SECTIONS 1103 and 1104 TENTATIVELY APPROVED:

of the word "public" at the end of the third line from the end of Section 1104.

Sections 1103 and 1104 were read and tentatively approved with the addition

SECTION 1105 TENTATIVELY APPROVED AS CHANGED:

Section 1105 as amended by the inclusion of Paragraph Two of Section 1506 of the Santa Monica Charter, using the word "funds" instead of "revenue" be tentatively approved.

It was moved by Mr. Difani, seconded by Mr. McCarroll and carried that

SECTION 1106 TENTATIVELY APPROVED AS ADDED:

of the first sentence of Section 1507 of the Santa Monica Charter. This Section was tentatively approved.

A new paragraph 1106 was added at this point, such paragraph to be a copy

SECTION 1107 HELD OPEN:

can make a study of present tax limits as set forth in the current Riverside City Charter.

Section 1107 dealing with limitation on taxes was held open until the Board

ADVICE OF DR. COTTRELL TO BE SOUGHT:

decisions, and had under consideration other decisions on important issues. It was his suggestion that a meeting be sought with Dr. Cottrell and his advice and opinions on certain major problems now under consideration be obtained before a decision is made.

Vice-President Long announced that the Board had now made several tentative

It was moved by Mrs. Goodspeed, seconded by Mr. Boyd, that the Secretary be instructed to contact

Dr. Cottrell, and if possible, arrange for him to be present and meet with the Board on Thursday, February 14th at the regular meeting of the Board. The motion was duly carried.

APPOINTMENTS TO PUBLIC
RELATIONS COMMITTEE:

Mr. Boyd reported that after consultation with the President, he was naming Mrs. Goodspeed and Mr. Bohr as the two other members of the Public Relations Committee.

Mr. Worts suggested that speaking engagements by members of the Board of Freeholders on charter matters be cleared with the Public Relations Committee, and that after the public appearance has been made, each Freeholder report to the Public Relations Committee the public reaction on matters discussed.

There being no further business to come before the meeting, an adjournment was taken at 9:45 P.M.

JAMES M. WORTS
Secretary

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
THURSDAY, JANUARY 24, 1952, 7:30 PM

MEMBERS PRESENT:

Eugene Best, Donald W. Bohr, William Bonnett, Philip Boyd, Howard Boylan, T. C. Flaherty, Mrs. Thelma Goodspeed, Glenn Gurtner, Joseph S. Long, Dr. Charles Johnson, Harry McCarroll, Earl Porter, James M. Wortz.

MEMBERS ABSENT:

Leonard Difani, Robert H. Westbrook

REPORT OF PHILIP L.

BOYD, CHAIRMAN OF THE

PUBLIC RELATIONS COMMITTEE: Mr. Boyd, who had been appointed Chairman of the Public Relations Committee, with instructions to study the problem of public relations, reported in detail on his conclusions as to our public appearances. Mr. Boyd reported that his conclusion is that public appearances by members of the Board of Freeholders should now be made, the purpose being to inform the public of the work which is being done as a prelude to the selling of the charter to the voters, and as a test of public reaction to suggestions. Mr. Boyd's report was well considered, and it was suggested that his oral report be reduced to writing and incorporated in the Minutes. Mr. Boyd's report follows:

REPORT OF PHILIP L. BOYD, Chairman of the Public Relations Committee Presented to the Riverside Board of Freeholders Thursday Evening, January 24, 1952.

It is recommended that the purpose of our Public Relations be: First, to build confidence in the Board and its work; Second, to discover the Riverside citizens' reaction to our tentative decisions.

Our effort should be first to obtain a thorough Press coverage; second, contacts through informal speaking engagements and discussions before community organizations such as service clubs, chambers of commerce, labor organizations, women's clubs, neighborhood center groups, city employees, school teachers, parents and advanced pupils.

We should encourage attendance at our regular meetings and hold occasional public hearings to attract and dissolve unfavorable criticism.

All members of the Board might well adhere strictly to the policy of not criticising officials or acts of the present administration. By taking the public into our confidence early in our deliberations, we hope to avoid false rumors and the expansion of any resistance movement.

To review the material which might be used by Board members in the public contact and appearances, the following outline is suggested. It is by no means complete nor adequate, and only suggested as a possible guide:

INTRODUCTION - BACKGROUND HISTORY

A petition was circulated by the Junior Chamber of Commerce, with support from the Senior Chamber of Commerce, the Labor Council and other civic minded organizations in the spring of 1951.

The selection of 15 of 34 candidates at a special election in July, 1951.

The organization meeting held August 23, 1951, selected Mr. Eugene Best as President of the Board, a man of experience in city government, former city attorney previously involved in Charter amendment. Joe Long, Vice president, former Mayor of Riverside, title company executive, a man of extensive civic experience. James Wortz, secretary, leading attorney and an active member of the Chamber of Commerce committee which reported on Charter revision.

Other members cover a broad field of experience, and include an auditor, banker, merchant, doctor, orange grower, real estate broker, printer, insurance broker, manufacturer, woman reporter, all good citizens working well together.

THE TASK

By charter revision to provide the best modern charter for a progressive growing community. The revision of an old charter which was first adopted in 1907, revised in 1929 and amended in 1934 and 1949, until it now constitutes approximately 85 pages of old and much obsolete material.

PROFESSIONAL ADVICE

To obtain the best results it seemed wise to consider the employment of professional advisors. Interviews were held with Louis Burke, counsel for the League of California Cities and recognized as an outstanding expert in Municipal Law, and with Dr. E.W. Cottrell, former head of the Department of Political Science at Stanford University, and now a Director of the Haynes Foundation, devoted to the improvement of government. Dr. Cottrell is a national authority on City Charters, having been involved in drafting the Model Charter recommended by the National Municipal League. Also a conference was held with Harry C. Williams, a law partner of Louis Burke, often associated with him in the consultation with California Boards of Freeholders.

After careful consideration it was agreed to secure the advisory services of Dr. Cottrell who was available without fee, and to employ Harry C. Williams' legal services to prepare the Charter

Drafts. Funds for this employment and other necessary expenses were obtained by a substantial appropriation unanimously supported by the present City Council.

TENTATIVE DECISIONS

During the period when the charter is being drafted and controversial matters discussed it was determined that all decisions would be tentative subject to alteration and final approval before the complete draft is recommended.

FORM OF GOVERNMENT

One necessary basic early tentative decision was the selection of the form of government which effects the wording in most sections of the proposed charter. Municipalities in the United States have selected three types, which include the weak mayor-Council plan (now used in Riverside), the strong Mayor-Council plan, and the Council-Manager plan. Some modifications of these plans are in use, including Commissions with strong independent authority.

INVESTIGATION AND RESEARCH

Many city charters were available for study. Freeholder Howard Boylan prepared for our information a very complete analysis of the three forms of government, with explanations of the arguments advanced for and against each type. Conferences were held with Mr. McMillan, City Manager of Pasadena, Mr. Campbell, City Manager of San Diego. On November 27th in the City Council chambers we held a public hearing which was attended by more than 100 interested citizens representing many organizations. A wide support of the Council-Manager plan was apparent.

DISCUSSIONS

Many hours were spent discussing the various forms of government. The merits of the Council-Manager

Many hours were spent discussing the various forms of government. In 1950, 34% of all cities of from 50,000 to 100,000 population in the United States had the Council-Manager form of government, and the movement is spreading very rapidly. There are 83 towns and cities in California employing this type of government. The number throughout the nation is increasing at the rate of about 70 per year. Of all incorporated cities we find that over one-third now have adopted Council-Manager government.

In making our tentative decision that we recommend Council-Manager government for Riverside, we were impressed that it is considered to be an "attempt to resolve the apparent conflict between democracy and efficiency. Democracy is preserved in the popular

election of a council, -- efficiency is achieved by the employment of a manager professionally trained for the technical job of administration. Briefly, the main features of the Council-Manager government are: "A council determines all municipal policies which are not set forth in the charter itself, adopts ordinances, votes appropriations, and is required to appoint a chief executive officer called a City Manager. The Council is the governing body of the city, and the City Manager is its agent in carrying out the policies which it determines."

On December 11th the Board determined by unanimous vote of those present that it would select the Council-Manager form of government for its preliminary charter draft.

DRAFTING CHARTER

Mr. Harry C. Williams presented on January 17th the first pages of a proposed charter. These first paragraphs included non-controversial matter common to most charters.

COMMITTEE STUDIES

Major early decision required that the Board divide into two committees to study and report.

Dr. Charles Johnson serves as chairman of the committee to study and present suggestions concerning the best method of the election of a city council and its mayor, and the authority of a mayor.

Mr. Harry McCarroll serves as chairman of a committee to study and prepare suggestions for the best method of selecting other city officials.

PLANS FOR THE FUTURE

Meetings will probably be held each Thursday night at 7:30 p.m. in the City Council Chambers. Any sincerely interested citizens are welcome. Any organization representatives or individuals desiring to appear before the Board may make arrangements by phoning either President Best or Secretary Wortz.

IMPORTANT ADDITIONAL MAJOR DECISIONS

Other important major decisions will include functions of Commissions, civil service or merit system, election regulations and dates, tax limitations, etc.

CONCLUSIONS

The Riverside Board of Freeholders is charged with the responsibility of reporting to the City Council within a year of their election -before July 8, 1952. We hope to have available for every Riverside voter a copy of the proposed new City Charter. The

election for its adoption could be held next fall, and take effect upon approval by the State Legislature in January, 1953.

Riverside, as it enters its next period of growth, deserves well organized city government to serve its citizens economically and efficiently - A government that will attract capable office holders, and proper direction for municipal operations for this city in which we have established our businesses and our family residences.

DISCUSSION OF PUBLIC
RELATIONS COMMITTEE
REPORT:

There was a general discussion of Mr. Boyd's report, and it appeared to be the consensus of opinion that any member of the Board of Freeholders accepting a public speaking engagement or other public appearance, should first clear with the Public Relations Committee, and after the event, should report to the Committee the number present and the public reaction to the matters discussed. No formal action was taken.

PUBLIC APPEARANCES
AT BOARD MEETINGS:

There was a general discussion of the previous action of the Board of Freeholders in setting aside the first 15 minutes of each meeting as the time to hear from any members of the public desiring to present their views, and then closing the meeting to the public. The feeling expressed by the majority of the Board members is that members of the public may be present during the entire deliberations of the Board.

CONTINUED DISCUSSION OF
THE REPORT OF DR. JOHNSON'S
SUBCOMMITTEE:

The Board engaged in a general discussion concerning the previously submitted report of Dr. Johnson's Subcommittee on the method of election of councilmen. Mr. Flaherty stated that he was against election of councilmen at large for two reasons: First, that the Districts were entitled to representation in the Council; and Second, that election at large increased the danger of control of an election by a relatively few people, primarily by use of the device of "singleshooting". Dr. Johnson read to the Board excerpts from replies to the letters written to selected cities, inquiring as to their reactions to the matters under study by Dr. Johnson's subcommittee.

Joseph Long reported that he had endeavored to make a study of the possibility of realigning ward boundaries. In so doing, he had taken a map of the City of Riverside, and had attempted to equalize ward populations by a re-drawing of boundaries. He had found that there is no way of realigning boundaries to equalize population or to equalize registered voting strength in the various wards without destroying the community of interest which exists in the present wards. Any realignment would result in strong minority groups in each ward, which had nothing in

common with the other portions of the ward. He concluded that any ward system would require that we rely upon geographical boundaries, irrespective of the number of voters per ward.

Dr. Johnson reported on a summary of the advantages and disadvantages of election of councilmen at large.

Each member of the Board then separately expressed his conclusions, and the reasons compelling him to the decision reached. All members of the Board who were present, with the exception of Mr. Flaherty, were in favor of the election of councilmen at large.

MOTION TO RECOMMEND
ELECTION OF SEVEN
COUNCILMEN AT LARGE:

It was moved by Dr. Johnson, seconded by Mr. Boylan and carried, that the Board of Freeholders incorporate in the tentative Charter a provision calling for the election of seven councilmen at large.

DISCUSSION ON METHOD
OF SELECTING MAYOR:

There was a general discussion on the method of selecting or electing the Mayor. The general feeling expressed by members present was that this problem should be held in abeyance until the report of Mr. McCarroll's subcommittee. No action was taken.

APPROVAL OF MINUTES:

The minutes of the previous meeting were approved after the date of the reported meeting had been corrected from January 18th to January 17th.

There being no further business to come before the Board, the meeting adjourned at 9:42 P.M.

JAMES M. WORTZ
Secretary.

**RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
THURSDAY, JANUARY 17, 1952, 7:30 P.M.**

MEMBERS PRESENT:

Eugene Best, Donald W. Behr, William Bonnett,
Philip Boyd, Mrs. Thelma Goodspeed, Glenn
Gurtner, Joseph S. Long, Harry McCarroll,
Earl Porter, James M. Worts.

MEMBERS ABSENT:

Howard Boylan, Leonard Difani, T.C. Flaherty,
Dr. Charles Johnson, Robert H. Westbrook.

OTHERS PRESENT:

Consultant Harry C. Williams, Mayor W.C. Evans.

MINUTES:

Minutes of the previous meeting were approved
as written.

TENTATIVE DECISIONS:

It was moved by Mrs. Goodspeed, seconded by
Mr. McCarroll, at the suggestion of Mr. Williams,
that all decisions on the contents of the proposed charter prior to
approval of final draft were to be tentative.

COMMITTEES:

Mr. Williams suggested that there were two
methods of procedure; the first being to
flag major problems as they arise, setting them aside and proceed to
other less controversial matters, and the second being to endeavor to
list in advance major problems and defer action upon them.

There was a general discussion concerning
the committees presently operating. The majority of Freeholders seemed
to feel that the committees are doing a necessary piece of work and
are handling their subjects adequately and well. The majority agreed
with the suggestion that committees be appointed three or four weeks
in advance of when their reports would be required.

TABLE OF CONTENTS:

Mr. Williams reported that among the material
which he had submitted to the Freeholders
for study was a table of contents. That this table of contents was
not intended to be final, or necessarily to be the table of contents
used in Riverside, but was submitted primarily as an indication of the
order in which the tentative material for study would be submitted by
him. He stated that the table of contents used in the Charter of the
City of Arcadia was in essence the basis for the table of contents
submitted, which had been recast. He suggested that each member of the
Board adopt for himself a uniform marking system, so that as sections
were considered and changed, each member could keep a reliable notation
as to what action was taken on the various sections.

ARTICLE I:

Article I was read section by section. Sections 100, 101 and 102 were read without changing. There was considerable discussion on Section 103 as submitted. Mr. Boyd felt that certain changes in language should be made in order to eliminate possible misunderstanding by City employees. Mayor Evans suggested certain changes in wording. Mr. Boyd suggested a separate treatment of officers and employees in the section.

Section 104 was considered and the suggestion was made that Section 104 be recast to incorporate the thought of Section 306 in the Charter of Santa Monica.

Sections 103 and 104 are to be redrafted by Mr. Williams and submitted with the next tentative draft.

ARTICLE I TENTATIVELY
APPROVED AS CHANGED:

It was moved by Mr. Porter, seconded by Mr. Gurtner and carried that Article I be tentatively approved with the exceptions of Sections 103 and 104 which are to be recast in line with the thoughts indicated in the discussion.

ARTICLE II TENTATIVELY
APPROVED:

After reading and discussing Article II, it was moved by Mr. Gurtner, seconded by Mr. Porter and carried that Article II be tentatively approved as submitted.

ARTICLE III TENTATIVELY
APPROVED:

It was moved by Mr. Porter, seconded by Mrs. Goodspeed and carried that Article III be tentatively approved as submitted.

PUBLIC RELATIONS:

There was a general discussion as to the matter of public relations and as to whether members of the Board should be released from the previous restriction upon public utterances. The expressed opinion of the majority present was that the members of the Board should be free to make public appearances and statements regarding the work which the Board is doing.

Mrs. Goodspeed felt that a public relations committee, with Mr. Boyd as Chairman, should be appointed. Mr. Bohr felt that all public speeches by members of the Board should first be cleared with Mr. Boyd. Mr. Boyd stated that if he were designated as Chairman of such a committee, he would desire some time to study the entire problem before being in a position to make recommendations to the Board.

It was moved by Mrs. Goodspeed, seconded by Mr. Bohr and Mr. Gurtner, that a public relations committee be appointed with Mr. Boyd as Chairman. The motion was duly carried.

Mr. Best, as President of the Board, thereupon appointed Mr. Boyd as Chairman, instructing him to appoint two members of the committee; this committee to study the matter of public relations and report on the proper method of handling the same.

CONSIDERATION OF
ARTICLE IV:

Article IV was read section by section. Section 400 dealing with elective officers, being a major problem, was passed without action. Section 401 dealing with eligibility of officers was also held open. The suggestion was made that other requirements be added and that the section be recast to embody the terms of the present Riverside Charter.

Section 402 was tentatively approved, subject to a change in amount of out of pocket expenses.

There being no further business to come before the meeting, the meeting adjourned at 10:10 P.M.

JAMES M. WORTZ
Secretary

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
THURSDAY, JANUARY 10, 1951, 7:00 P.M.

MEMBERS PRESENT:

Eugene Best, Donald W. Bohr, William Bonnett, Philip Boyd, Leonard Difani, Mrs. Thelma Goodspeed, Glenn Gurtner, Joseph S. Long, Dr. Charles Johnson, Harry McCarrell, Earl Porter, Robert H. Westbrook, James M. Wortz.

MEMBERS ABSENT:

Howard Boylan, T.C. Flaherty.

MEMBERS OF THE PUBLIC
PRESENT:

Carl Hamborg, representing the Kiwanis Club.

MINUTES:

Mr. Boyd suggested that the approval of the minutes of the previous meeting be regularly taken up at the conclusion of the meeting in order to allow members of the Board to study and analyze them before voting on their approval.

Minutes of the previous meeting were approved as presented.

MR. HARRY C. WILLIAMS:

Mr. Harry C. Williams of the firm of Burke, Williams and Burke was present at the express invitation of the Board of Freeholders to outline the method in which he thought charter draftsmanship should proceed.

Mr. Williams stated that it was his belief that to decide in advance that certain committees were required for the study of certain subjects was inadvisable, and that committees of the Board of Freeholders should be appointed as and when needed, but should not be formed on arbitrary advance assignment. The reason for this is that all conclusions of committees have to be sold to the balance of the Board; consequently, the entire matter is again gone into before the Board as a whole. It is advisable, therefore, wherever possible, to take up various problems before the Board as a whole.

Mr. Williams outlined the following procedures as a suggested method of operation for the Board of Freeholders:

a. It should be clearly understood that all decisions prior to the final draft are purely tentative and subject to revision and reversal at any time.

b. Ear-mark and set aside for future determination all major problems as they come before the Board.

c. Proceed with a determination of the non-controversial, routine portions, and those parts of the charter as to which there is substantial agreement.

He reported that experience has shown that many of the major problems will have been automatically solved by the time the non-controversial and less difficult parts of the charter have been studied.

Mr. Williams suggested that the following major items can well be deferred while the Board considers less controversial matters:

- a. Ward system, and size of Council.
- b. Method of election of Mayor.
- c. Civil Service.
- d. Elected City officials.
- e. Administrative Boards.
- f. Any other items of major controversy.

PROCEDURE:

Mr. Williams recommended that the members of the Board be supplied with 3-ring notebooks in which to keep the material which would be prepared and furnished by his office. He will supply a draft of three articles of the Charter, together with an abstract and table of contents, which draft will be tentative in character, and will not necessarily be the recommended form for Riverside, but will be supplied with the idea that progress is faster if written material is available to crystallize thinking. As major problems are discovered during the discussion on the draft, they will be flagged and set aside for later solution. At the end of an evening's study on the tentative draft, Mr. Williams will return to Los Angeles with his notes. He will then revise the first three articles to conform with the notes and suggestions, and will return the revised draft to the Board, along with a tentative draft of the next three articles. This procedure will be followed until a tentative complete draft has been worked up. This tentative draft of the complete charter will then be modified and worked over to incorporate the solutions reached on major problems.

MEETINGS:

Mr. Williams suggested that there was considerable latitude available as to the time of meetings at which Mr. Williams is present, and should be at two or three weekly intervals, and should be evening meetings of not less than two hours in length. The intervening meetings can be used by the Board to hear experts on many of the major problems.

DISCUSSION OF MEETING TIME:

After a general discussion, it appeared that Thursday at 7:30 P.M. was the time which met with the convenience of most members of the Board.

**REPORT OF DR. JOHNSON'S
SUBCOMMITTEE:**

method of
on the/election of Council and Mayor. Mr. Behr, a member of that Committee, submitted a tabulation of the various cities throughout the State, which tabulation showed in detail the number of councilmen, the method of election of council and mayor, the term of the council, the presence or absence of veto power in the mayor, the administrative boards set up by charter, and other pertinent information.

Dr. Johnson reported that his subcommittee meeting was scheduled for a meeting on Wednesday, January 16th, but that such meeting was so close to the Board Meeting of January 17th that the subcommittee members could not type in final shape for presentation to the Board their report on such meeting.

Mr. Boyd raised the question of whether Dr. Cottrell should be asked to be present when Dr. Johnson's subcommittee brings in its report. There was considerable discussion, but no formal action by the Board on Mr. Boyd's recommendation.

The time within which Dr. Johnson's subcommittee's report should be completed was extended by reason of the inability to draft and complete a finished report by the meeting of the Board on January 17th.

EMPLOYMENT OF MR. WILLIAMS: The Secretary was instructed to read the formal offer of Mr. Harry C. Williams as embodied in a letter received by the Board of Freeholders. After reading this letter, and after some questioning of Mr. Williams as to its contents, it was moved by Mr. Porter, seconded by Mrs. Goodspeed and unanimously adopted by the members present that Mr. Williams' offer be accepted; that in addition thereto the Board authorize payment to Mr. Williams of mileage at the rate of six cents per mile for mileage incurred by Mr. Williams in attending Board meetings.

There being no further business to come before the meeting, the meeting adjourned at 9:45 P.M.

JAMES M. WORTZ
Secretary

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
TUESDAY, DECEMBER 18, 1951, 4:00 P.M.

MEMBERS PRESENT:

Eugene Best, Donald W. Bohr, William Bonnett, Mrs. Thelma Goodspeed, Joseph S. Long, Dr. Charles Johnson, Harry McCarroll, Earl Porter, James M. Warts.

MEMBERS ABSENT:

Philip Boyd, Howard Boylan, Leonard Difani, T.C. Flaherty, Glenn Gurtner, Robert H. Westbrook.

MEMBERS OF THE PUBLIC:

George Heeds, Jr. and Stanley Wilson, representing Kiwanis Club, and Mrs. Edna Leighton.

MINUTES:

Minutes of the previous meeting were approved as presented.

RECALL PROVISIONS:

Mrs. Edna Leighton, a member of the public, spoke on the subject of recall. Mrs. Leighton felt that the method of recall as contained in the present City Charter was satisfactory. She expressed the opinion that any method of recall which allowed circulation of petitions on the public streets was too easy because the general public will sign petitions without realizing their import. She felt that any changes from the present system would be expensive to the City and would allow recall for frivolous reasons. She asked that if any modification be desirable, that the present provisions be retained with an additional provision allowing petitions to be placed in any fire station.

Chairman Best responded to Mrs. Leighton, stating that the Board was appreciative of her interest and suggestions, and that it had also been suggested to the Board of Freeholders that the State law on initiative referendum and recall be followed in the Riverside City Charter.

REPORT OF COMMITTEE ON
EMPLOYMENT OF CONSULTANT:

Chairman Best reported for the Committee, stating that the Committee had a very successful conference with Mr. Louis Burke, who had informed them that although he was now on the Superior Court bench, he was very interested in the work of the Board of Freeholders. He recommended Mr. Williams, his former associate, very highly, stating that while Mr. Williams had not heretofore had contacts directly with freeholders, he had done much of the office work in connection with charter draftsmanship. Mr. Williams is interested in getting into that portion of the work dealing directly with the Board of Freeholders. The Committee then met with Mr. Williams and was favorably impressed. Mr. Best reported that they had discussed the consultant's charge of somewhere between

\$1500. and \$2500., and that for this fee Mr. Williams would attend meetings, would do the draftsmanship, and would furnish the same type of work which Mr. Burke had offered to do. The Committee reported that Mr. Burke had **volunteered** to consult with Mr. Williams on the Riverside Charter problems.

The Committee reported that they had then met with Dr. Cottrell and outlined the tentative plan of employing Mr. Williams, and that this plan met with Dr. Cottrell's approval. Dr. Cottrell stated to the Committee that he would be pleased to act as an additional consultant, and would approve and consent on the final draft of the Charter. He further indicated that he would be **available** to meet with the Board of Freeholders when requested on the same basis as he had previously outlined.

COMMITTEES:

Chairman Best stated that there were certain other major decisions to be made by the Board of Freeholders, and that it was his intention to divide the **entire** Board into two committees and ask them to prepare written reports and recommendations. He stated that there were at least three major problems which would require a decision within a relatively short **time**. He outlined these problems as:

1. Method of election of councilmen and mayor.
2. Election or appointment of other City officials.
3. The place in the Charter to be occupied by Boards and Commissions, except the Public Utilities Commission, which is of sufficient importance to be a matter of separate study.

NOTION TO AUTHORIZE COMMITTEES:

It was moved by Mr. Joseph Long, seconded by Mr. Bonnett and unanimously carried that the President be authorized to appoint subcommittees to study the foregoing problems.

COMMITTEE ON METHOD OF ELECTION OF COUNCIL AND MAYOR:

Thereupon the following members of the Board of Freeholders were appointed as a subcommittee to study the method of election of Council and Mayor.

Dr. Charles Johnson, Chairman
Mr. Donald W. Bohr
Mrs. Thelma Goodspeed
Mr. T.C. Flaherty
Mr. Glenn Gurtner
Mr. Philip Boyd
Mr. Eugene Best -Ex officio member.
Mr. James Werts -Ex officio member.
Mr. Joseph Long

COMMITTEE ON ELECTION OR
APPOINTMENT OF OTHER CITY
OFFICIALS:

The Chairman appointed the following members of a subcommittee to study the method of election or appointment of other City officials:

Mr. Harry McGarroll, Chairman
Mr. Howard Boylan
Mr. Robert H. Westbrooke
Mr. Earl Porter
Mr. William Bonnett
Mr. Eugene Best -ex officio member
Mr. James Worts -ex officio member

JANUARY 10TH MEETING:

It was moved by Mr. Porter, seconded by Mr. McGarroll and duly carried that the next meeting of the Board of Freeholders be set for Thursday, January 10th, at 7:00 P.M. in the City Council Chambers, and that the Secretary be instructed to write to Mr. Williams advising him of the favorable report, and requesting him to meet with the Board of Freeholders on that date. The Secretary was further instructed to arrange for use of the City Council Chambers at that time.

LETTER TO THE BOARD
OF REVENUE:

The Secretary was directed to write to Mr. Lewis Alabaster, Chairman of the Board of Education, advising him that the question of exemption of sales taxes on purchases of the Board of Education would be given consideration by the Board of Freeholders, but that the present feeling of the Board is that the matter is not sufficiently basic to be incorporated in the City Charter but should be handled by ordinance or by municipal code.

There being no further business to come before the meeting, the meeting adjourned at 4:45 P.M.

JAMES M. WORTS
Secretary.

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
TUESDAY, DECEMBER 11, 1951, 4:00 P.M.

MEMBERS PRESENT:

Eugene Best, William Bonnett, Philip Boyd, Howard Boylan, T.C. Flaherty, Mrs. Thelma Goodspeed, Glenn Gurtner, Joseph S. Long, Dr. Charles Johnson, Harry McCarroll, Earl Porter, Robert H. Westbrook, James M. Wertz.

MEMBERS ABSENT:

Donald W. Behr, Leonard Difani.

MINUTES:

Minutes of the previous meeting were approved as corrected.

MEMBERS OF THE PUBLIC:

Mayor William C. Evans, Cliff Moore and N.L. McFarland of the Kiwanis Club.

COUNCIL-MANAGER FORM
OF GOVERNMENT:

The President announced that this meeting had before it as its first order of business a tentative vote on the type of municipal government to be incorporated in the proposed charter. It was moved by Howard Boylan, seconded by Joseph Long, that the Board of Freeholders propose a charter which includes the principle of the Council-Manager form of government. In discussing the motion, Mr. Flaherty stated that he felt the Strong Mayor-Council form would be best for Riverside, explaining that by this he included the appointment of an administrative assistant. Dr. Johnson felt that this plan had merit, but would be too expensive in that it would require two fairly highly paid city officials. Mr. Best stated that in working out details, it is entirely possible that modifications might be made which could incorporate some features of this type of government in the charter. He stated that the motion as made was broad enough not to preclude any change or compromise on the elective officers or the methods of election, but that it did preclude the idea of a Strong Mayor form of government.

A vote by roll call was taken. Members voting in favor of the motion were Eugene Best, William Bonnett, Philip Boyd, Howard Boylan, T.C. Flaherty, Thelma Goodspeed, Glenn Gurtner, Joseph S. Long, Dr. Charles Johnson, Harry McCarroll, Earl Porter, Robert H. Westbrook, James M. Wertz. Members opposed: None.

CONSULTANT:

Mr. Best announced that the Secretary had corresponded with Dr. Cottrell, and had received a reply, copies of which had been distributed. Mrs. Goodspeed stated that she felt Dr. Cottrell's suggestions were very unsatisfactory. Mr. Best stated that he was very disappointed that we could not get Mr. Burke, but that there were two alternatives to investigate: One, Mr. Williams in Burke's office, and a Mr. O'Flaherty, whose firm had discussed with him the possibility of making a survey for the city.

There was a general discussion on the merits and demerits of Dr. Cottrell's suggestions, Mrs. Goodspeed stating that under Dr. Cottrell's plan we would not have any guidance as we went along, whereas under the plan outlined by Mr. Burke, he would have been present at each preliminary discussion to thrash things out.

Mayor Evans requested that the Board exhaust every effort to get the services of Louis Burke's office to bring the work of the Freeholders to the ultimate conclusion of drafting a charter, as it is essential that the Board have someone with a general and complete knowledge of the going conditions today in the various cities, and that Burke's office has operated for both types of cities, Strong Mayor and Council-Manager.

Mr. Best said he felt that the charter, when it is written, must be put together by one man, and the charter will not be workable unless one man takes it and coordinates each part. The Freeholders will have to employ an attorney, or someone on the Board will have to do it.

Mr. Boyd said that it was his recollection from Dr. Cottrell's meeting with the Board, that he was prepared to furnish the same type of service as Mr. Burke, without cost, because of his fortunate association with the Haynes Foundation. He said he felt the Board is under obligation to have a further talk with Dr. Cottrell before it makes any other contacts, and suggested that some members of the Board call upon him sometime between now and the first of the year to reach a better understanding as to just what we can expect, and what he is available to do. This may lead to the conclusion that he is not available for the type of work the Board will require, and it will then be free to approach someone else.

A general discussion followed on just what Dr. Cottrell had stated he would do. Mr. Gurtner said he thought he had said the Board would have to hire someone to write the final draft. Mr. Bonnett thought that he had said he was not prepared to put it into legal form. Mr. Porter felt from reading Dr. Cottrell's letter that he was prepared to prepare the final draft, and also to guide the Board during their preliminary deliberations in plenary sessions, as he indicated in his letter, and he felt that his plan seemed comparable to that of Mr. Burke.

COMMITTEE TO

INVESTIGATE CONSULTANTS: It was moved by Mr. Boyd, seconded by Dr. Johnson and duly carried, that the President be authorized to appoint a committee of three to call on Dr. Cottrell, Mr. Williams, Louis Burke, Mr. O'Flaherty and any others of their

choice. Mr. Best appointed Eugene Best, Howard Boylan and Philip Boyd, requesting that if possible, they make their investigation before the next meeting.

MEETING TIME: There was a general discussion concerning a change of meeting times, and the possibility of evening meetings. No action was taken, and the President announced that the Board would meet Tuesday, December 18th at the usual time and place in the hopes that the previously appointed committee would have a report and recommendations at that time.

GENERAL DISCUSSION: There was a general discussion on the problems now to be resolved by the Freeholders, such as ward boundaries, election of councilmen, election of city officials, etc. Mr. Porter read a list of questions incorporating the major problems to be determined before drafting of the charter could be started. The President asked that this list be submitted to the Executive Committee so that mimeographed or typed copies might be made for use of the Board.

There being no further business to come before the Board, the meeting adjourned at 4:55 P.M.

JAMES M. WORTZ
Secretary.

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
TUESDAY, DECEMBER 4, 1951, 4:00 P.M.

MEMBERS PRESENT:

Eugene Best, Donald W. Bohr, William Bonnett, Philip Boyd, Howard Boylan, Mrs. Thelma Goodspeed, Joseph S. Long, Dr. Charles Johnson, Harry McCarroll, Earl Porter, Robert H. Westbrook, James M. Worts.

MEMBERS ABSENT:

Leonard Difani, T.C. Flaherty, Glenn Gurtner.

MINUTES:

Minutes of the previous meeting were approved as corrected.

Fred Phillips

MEMBERS OF THE PUBLIC:

John Gurney, Philip-Boyd and Tom Gore were present as representatives of the Riverside Kiwanis Club.

KIWANIS CLUB
APPRECIATION:

The Secretary was instructed to write a letter to the Riverside Kiwanis Club expressing the appreciation of the Board of Freeholders for the opportunity afforded to the members of the Board to meet with Mr. O.W. Campbell, the City Manager of San Diego.

TIME SET FOR VOTE:

After some discussion it was moved by Dr. Johnson, seconded by Mrs. Goodspeed, and carried that the Board of Freeholders at the next meeting on December 11th would vote on the type of government to be incorporated in the proposed charter.

The Secretary was instructed to notify in writing all members of the Board of Freeholders not present at this meeting that a vote would be taken on December 11th.

MEETING WITH
CONSULTANT:

The Secretary was instructed to contact Dr. Cottrell and ascertain whether or not he could be present at a meeting of the Board of Freeholders to be held on December 18th, the time of the meeting to be scheduled for Dr. Cottrell's convenience.

REAPPORTIONMENT:

The Board entered into a general discussion concerning the problem of the method of electing councilmen and the question of reapportionment of ward boundaries. The discussion was exploratory in nature, and opinions were expressed, but no conclusion reached.

INDEPENDENT BOARDS:

The Board discussed in general terms the degree of autonomy and independence to be given to the various City boards, with particular emphasis upon the Utility Department. Mr. Tom Gore, a former member of the Utility Board, was requested to express an opinion. Mr. Gore thought that the Utilities

Board should have a considerable measure of independent authority, expressing the belief that experience has shown that the members of the Utilities Commission on the whole are better caliber men than those elected to the City Council, and by reason of this fact, the Utilities Department has benefited through its independence.

Mr. Gore individually, and on behalf of the Kiwanis Club, which he represented, complimented the Board of Freeholders on its work.

BILLS: Upon motion duly made and carried, the following bills were ordered paid:

Lightning Letter Service	\$ 3.43
Mission Inn	7.80
Virginia H. Stephens	
Stenographic services and	
monies advanced	124.54

There being no further business to come before the meeting, the meeting adjourned.

JAMES M. WORTZ
Secretary

MINUTES OF BOARD OF FREEHOLDERS
PUBLIC MEETING
NOVEMBER 27, 1951, 8:00 P.M.
CITY COUNCIL CHAMBERS

MEMBERS PRESENT:

Eugene Best, Donald W. Bohr, Philip Boyd, Leonard Difani, T.C. Flaherty, Mrs. Thelma Goodspeed, Joseph S. Long, Dr. Charles Johnson, Harry McCarroll, Earl Porter, Robert H. Westbrook, Howard Boylan, James M. Wortz

MEMBERS ABSENT:

William Bonnett, Glenn Gurtner

President Best called the meeting to order at 8:00 P. M.

MINUTES:

Minutes of the preceding meeting were approved as written.

Kiwanis Meeting:

MR. BEST stated that he would like to remind the Freeholders of the Kiwanis Club luncheon on Thursday, November 29th, at which Mr. O. W. Campbell, present City Manager of San Diego, would be the speaker, and to which Board of Freeholders are invited. He stated that there would be an opportunity after the meeting for the Freeholders to talk to Mr. Campbell and discuss some of the problems on which the Freeholders are working.

MR. BEST then welcomed the public to the meeting, expressing the pleasure of the Freeholders at the reception to the invitation to the public, as there had been some doubt as to whether there would be few or many.

MR. BEST then outlined briefly the work and studies of the Board of Freeholders, and gave a brief history of the previous charters of the City of Riverside. The original charter was written in 1907, and the City operated under that charter until 1929, at which time a new charter was written by a Board of elected freeholders. This charter was amended in 1934 in some particulars, such as the provisions concerning the Police and Fire Commissions, and has been amended in minor particulars since. We have been operating since 1929 on this amended charter. Since that time there have been many changes and progress made in municipal government.

MR. BEST explained that numerous experts on municipal government have addressed the Freeholders and that the Freeholders have studied many representative charters of other cities. He further stated that the Board of Freeholders have made no decisions as yet, and before it does so, the Board desires to

get the expression of the wishes and thinking of the people of the City who are interested, and who have some knowledge of these matters. "We want to know what your wishes are, as we are elected to represent the people of the City of Riverside to draft a charter which will be satisfactory to the people. This meeting is called as one phase of the effort on our part to get the viewpoint of the City officials, Mayor, City Council, etc., and of those interested in City government."

MR. BEST stated that there were one or two very broad decisions which the Freeholders would have to make before details could be decided: First, Whether or not the City Charter under which we are now operating would, with perhaps some amendments, be satisfactory, and Second, If not, what kind of new charter should be written." We have two choices before us: (1) The so-called "Manager-Council" form of government, and (2) the "Strong Mayor-Council" form of government. By "Strong Mayor" is meant a Mayor having strong powers. In the Council-Manager form of government, there shall be elected a City Council, who may or may not choose one of their number to be Mayor, or the mayor may be elected at large in the city, but City Council shall employ a City Manager, a man who is an expert in city government. The City Manager has the right and duty to appoint most department heads and subordinate officials, who work through him. He has the management of all city departments under his control. If the council does not like his decisions, he can be fired by the council. Therefore, he must operate as the council wants. The advantages of this type of government are that the city council is relieved of administrative functions and becomes only legislative and political, making for freedom from petty administrative details. There are many variations of this form of government and many modifications providing for election of certain city officials, boards, commissions, etc.

The alternative form, the Strong Mayor-Council form of government, implies that the Mayor is elected by the people at large. Council is also elected. The mayor has administrative functions of government under his control, council has legislative functions. The mayor has power of appointment of all department heads and is responsible for all operations. This is similar to what we now have, but we have more of a "Weak Mayor" form, as our Mayor has no real power without consent of council under present charter.

MR. BEST stated that future decisions will have to be based upon the decision as to the basic type of government, and that details as to what should be incorporated in the charter would have to be postponed for the present, and we are chiefly interested tonight in the feelings of the people as to whether they prefer the City Manager or Mayor-Council form of government. Mr. BEST then invited the people to express their opinions.

MR. HAL SHAWLEE, Secretary of the Riverside Chamber of Commerce, read a letter stating that it was the unanimous opinion of the members of the Riverside Chamber of Commerce that the new City Charter should be based upon the City Manager form of government.

MR. JIM SMUTZ, a member of the Junior Chamber of Commerce, but speaking on his own behalf, said he would like to remind the Board of Freeholders that they were assembled as a result of some activity of the Junior Chamber some year and a half ago, with the assistance of the Central Labor Council, Riverside Chamber of Commerce, and some thirty other organizations, who caused a vote to be had on whether the charter should be revised. Since the vote was some 12 to 1 in favor of such revision, he felt it was obviously the desire of the people for a major revision. He stated that in his own opinion, the City Manager type of government is the most efficient, offers the most effective service, and he would like to see the Freeholders present to the people a charter of the City Manager type. He stated that the Board of Freeholders had on file the resolution of the Junior Chamber calling for the City Manager form of government.

MR. ARTHUR WHITFIELD stated that he had been one of the original circulators of the petitions calling for charter reform, and said that if the City Manager form of government were not adopted, a good many people would be heartily disappointed.

MR. BOB WILLSEY, President of the Central Labor Council, A.F.L., stated that his organization had requested that a Manager-Council form of government be adopted. He stated that they had had considerable discussion in the Central Labor Council, and had received unanimous concurrence from affiliated A.F.L. organizations that Manager-Council form should be chosen for Riverside.

MR. JOSEPH D. PARK, representing the Casa Blanca Welfare Association and American Legion Post stated that in the discussions in his area, it had been decided that the City Manager form of government would be acceptable. MR. PARK said he wanted to know what type the Freeholders wanted. MR. BEST replied that if the Board came to a conclusion, it would be made public.

MR. BEST said there is one question which is going to trouble the Board of Freeholders considerably, which is the question of wards, ward boundaries and ward election of councilmen. The City is now divided into 7 wards and councilmen are elected from each ward. Many experts have advised the Board that it is preferable to have councilmen elected at large. Perhaps a ward system is preferable for this City because of the geographical locations involved. It has been suggested that councilmen be compelled to reside in the respective wards, but be elected at large, or be nominated from the wards but elected at large. The objection raised is that under present system councilmen are concerned chiefly with their own wards, which would not be so if elected from city at large.

MR. JOHN SOTELO, representing the Eastside Neighborhood Council and the Ysmael Villegas American Legion Post, stated that the groups he represented feel that they would like the City, if possible, to retain the same system it has used in the past, as they feel they would get more representation than if councilmen were elected at large.

Minority groups would be better protected if councilmen elected from their areas. MR. BEST asked if the people of the district would be satisfied to have councilmen nominated from their own ward but elected by the people at large.

MR. PARK stated that ward representation is the only way they would get true representation.

MR. WHITFIELD stated that when circulating petitions and talking with voters, he had found a good deal of opposition to electing councilman at large. The majority seem to be of the opinion that they should be elected from the wards.

FORREST CHASE, representing the Communications Workers of America, stated his groups feel that the City Manager (pure Manager form as outlined) form of government would be best for the City of Riverside. They feel that councilmen elected at large would have interest of the City in mind rather than the interest of their particular ward.

MR. BEST stated that the Board has also been considering the matter of Civil Service appointments, merit system, etc. MR. CHASE said he feels that examinations should be set up and very definite qualifications required.

MR. BEST explained that many charters provide that there shall be a Personnel Board which will conduct examinations and recommend appointments for positions, from which the respective department heads can choose, which is called the "Merit System", and differs somewhat from the Civil Service plan. He asked the A.F.L. representative how his organizations felt on this matter, and MR. WILLSEY stated that they would discuss this problem in the future.

JOHN READ, President of the Junior Chamber of Commerce reiterated for the benefit of the public, that the Board of Freeholders had on file the resolution of the Junior Chamber calling for adoption of the City Manager form.

MR. BEST outlined another problem confronting the Freeholders; that of whether the charter should provide for election of certain of the City officials. Many of the Manager forms of government eliminate entirely the election of any officers of the city except the Council and the Mayor, and make all appointments come under the duties of the City Manager. Many people feel that certain city officials should continue to be elected.

MAYOR WILLIAM G. EVANS, as a member of the City Council, but speaking for himself, said it would be well to consider very seriously before abandoning the election of all administrative officers, in the light of the peculiarity of certain of their duties, and the fact that they should be direct representatives of the people. The Clerk of the City, for example, has duties probably more manifold than in any like size city in this area, since he is secretary, not only of the Council, but of many Boards operating in

the city. He stated that skilled people in the field of City government, i. e., League of California Cities, feel that many things recommend election of City Auditor. The Treasurer, as Banker for the City, has practically no duty to the Council except for responsibility for proper handling of city's funds. He operates advantageously in his office here. Mayor Evans stated he believes majority of informed people favor retention of elected officers as we have them generally today.

It must be realized that the general management is actually delegated to a central authority, who is responsible to the Board of Directors, such as the Council, in the City Manager form. He stated that the present City Charter doesnot preclude the appointment of a City Manager, which could be accomplished by a simple majority vote, but that it would be impossible for him to function as there are contradictions in present city charter which would make it impossible for an appointed manager to operate under it. He recommended that the new charter should be short and loosely written, as many items adopted by reference as possible. He advised against the locking into the charter of the City Manager plan, which would be as unwise as what we have now. Thought the plan which best recommended itself as to election of councilmen, is the selection of the councilmen within the wards by geographical location, particularly in this City of 40 square miles, and then elect them at large, making them responsible to the electorate of the city as a whole. If the Mayor is to be retained, and is representative of the city at large, and is vested with the powers that he was divested of in an election held some years ago, then the matter of the councilmen elections is not too much of a problem.

MR. HAL GUSTAVESON, who had worked on problems of municipal government and studies same intensively, stated that he had lived for 19 years under the City Manager form of government in a city of 400,000 population, and he strongly recommended this form of government. He stated that he had lived under two different plans of election of councilmen; one calling for election of 7 councilmen; 5 from the various wards, who must live in the respective ward, and 2 councilmen elected by people at large. Under this plan Mayor was elected for a term of 2 years. MR. GUSTAVESON said he is opposed to election of councilmen by ward as it tends to go back to a strong mayor form of government. In larger cities they elect aldermen from the wards. They do not have interest of people of the City as a whole, but cater to small pressure groups. Should be from wards but elected at large. In Oakland, they do elect Auditor. Auditor should be elected. There should be somebody who can say "No" to the City Manager. City Clerk should be elected by people.

There was some discussion between MR. DIFANI and MR. GUSTAVESON, MR. DIFANI inquiring as to whether MR. GUSTAVESON did not feel this city with its wide-spread districts, should not have election by councilmen from wards. MR. GUSTAVESON said he felt they should be elected at large to represent the city as a whole. People from the different districts can contact councilman from their district and he will represent them in a particular problem.

MR. PARK asked MR. GUSTAVESON if where he had lived there was more than one newspaper to present both sides of picture.

MR. SMUTZ said the problem is what is best for the city. It would be a poor thing for all the councilmen to come from one area, such as uptown. City as a whole is more important than one ward. Thinks most effective solution combination of two plans; must reside in ward but elected by city at large.

MR. PARK stated that for entire last 4 years his area has had no representation at all. No action taken by city government to help or alleviate in any way. Any improvements been through people themselves. Wards are too large, in that a man could still live in one ward and not know the problems.

MR. MILLS said that referring to a recent election in Sixth Ward as an example, they had a candidate running who carried practically every precinct until he got to Casa Blanca. Casa Blanca actually elected councilman for 6th Ward.

MR. BEST asked for suggestions as to management of Board of Public Utilities. Presently managed by board appointed by Mayor, subject to approval of the council, who serve without pay. Administration of this department is frozen in present charter. We have a number of boards and commissions in the City appointed by Mayor and Council who serve without pay, recreation, parks, auditorium, etc.

MR. CORRELL, an employee of the Utilities Department stated rank and file of employees feel that Board should be maintained and be even more independent from the Council than it is at the present time.

MR. A. R. GRISSON, President, Local 395, and former President Light and Water Department Association, stated for his Association that they request retention of the Board of Utilities. Concerning the City Manager system, he did not personally believe any one man should have that much power, as it means too strongly toward dictatorship, and we should retain as much freedom as we can possibly get. As to election by wards, we should maintain ward system. We should create more wards and give the people a right to vote for their friends.

MR. WHITFIELD explained to MR. GRISSON that all the City Manager does is to carry out the policy of the City Council. Asked if it would not be possible when ballot is drawn up on charter, to have question of election of councilmen a separate measure.

MR. BEST replied that this would be highly impractical as charter when drafted will have to be voted on as a unit. Quoted: "O'er forms of government let fools contest. What e're is best administered is best."

MR. LORENZEN discussed the problem of extension of water or sewer service, etc., stating that as it now stands, property owner must do so at his own expense, and there is no recovery. If other owners wish to hook on to line later, city collects fee, and original owner bears the brunt of the expense. Inquired whether this could not be a part of the charter, or should be an ordinance. Feels it should be part of charter as ordinance certain councilmen or mayor could cancel it.

MR. EVANS of Diehl and Company inquired as to whether Board is considering revision of present accounting system in charter work, as present City government is saddled by antique accounting system. In the Charter they would have a wonderful opportunity to bring our accounting system up to contemporary industrial standards.

MR. BEST replied that an Administrative Code might be adopted to go along with the charter which would be subject to change as more modern methods needed, and the accounting system might be so covered rather than frozen into charter.

MR. M.O. WONDSTROM, of the Riverside Chamber of Mines stated that we had a large number to choose from in election of Freeholders, and it is the opinion of his group that a fine selection was made, and they will be happy to rest in the decision of the Board as they feel it will represent the people fairly and efficiently.

MR. BEST announced that first 15 minutes of the regular meetings of the Board of Freeholders was open to members of the public, and invited anyone who had suggestions or criticisms to present them at such time, stating the hour and place of the weekly meetings.

MR. MILLS stated that in his 23 years of service as a City Official, he had learned the difference between business and government - difference is politics. "No matter what you put in the City Charter it will not be perfect and you will not have perfect people handling it."

MR. COX, from Arlington, stated that he did not care what kind of government we have, so long as we have action. Riverside is passing up excellent opportunities for industrial expansion, without which we cannot provide for population growth.

JAMES M. WORTZ
Secretary

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
TUESDAY, NOVEMBER 20, 1951, 4:00 P.M.

MEMBERS PRESENT:

Eugene Best, Donald W. Bohr, William Bonnett, Philip Boyd, Mrs. Thelma Goodspeed, Glenn Gurtner, Joseph S. Long, Dr. Charles Johnson, Harry McGarrell, Earl Porter, Robert H. Westbrook, James M. Worts, Howard Boylan.

MEMBERS ABSENT:

Leonard Difani, T.C. Flaherty.

MINUTES:

Minutes of the previous meeting were approved as written.

REPORT ON CHARTER CONSULTANTS:

Mr. Boyd reported that Mr. Louis Burke, who had appeared before the Freeholders and had submitted a proposition under which he would act as Charter Consultant for a specified fee, had been appointed Superior Court Judge and was no longer available. Mr. Boyd further reported that Allen Grimes, who had submitted to the Board of Freeholders a proposition under which he would act as Charter Consultant, had been appointed City Attorney of the City of Modesto, and was probably no longer available.

BUDGET:

Mr. Earl Porter reported on estimated costs of printing and distributing drafts of the proposed charter.

EMPLOYMENT OF CONSULTANT:

After some discussion, Mr. Boylan moved that the Board of Freeholders employ Professor E.W. Cottrell as Charter Consultant and ask the City Council for an appropriation of \$5,000. to cover the costs of drafting and printing the Charter. Mr. Bohr seconded the motion on the contingent basis that the presentation to the City Council be a request for \$1,000. to pay the expenses of Professor Cottrell and \$4,000. for printing, advertising and other costs. Mr. Boylan, with the consent of his second, amended the motion to eliminate the provision requesting the City Council for funds and so as to read that the Board of Freeholders obtain Professor Cottrell as consultant. The amended motion was seconded by Mr. Porter and unanimously adopted by the Board of Freeholders. President Best announced that he would arrange to have Professor Cottrell meet with the Board or a committee to work out the details of the services to be performed and the timing.

REQUEST FOR APPROPRIATION:

It was moved by Howard Boylan, seconded by Donald Bohr, that the Board of Freeholders request the City Council for an appropriation of \$5,000. to cover preparation, printing and mailing of the Charter, secretarial and other miscellaneous expenses. Mr. Porter moved to amend the motion by substituting the figures \$3,000. in the place of \$5,000. The amendment was seconded by Dr. Johnson. Upon vote being taken, the amendment was lost. After discussion, a vote was

taken on the original motion and President Best declared the motion carried. It was moved by Mr. Porter, duly seconded and carried that the President be authorized to appoint a committee to wait upon the Council and present the request for funds. President Best appointed Mr. Howard Boylan, Mr. Philip Boyd as a committee to appear before the City Council to present the request for appropriations.

PUBLIC MEETING NOVEMBER 27TH:

President Best reported on the progress of the plans for the public meeting on November 27th, outlining the points which he had advised the newspapers would be open for comment by members of the public. Mr. Boyd suggested that consideration be given to the inserting of a paid advertisement in the Riverside Daily Press. Thereupon it was moved by Mrs. Goodspeed and seconded by Mr. Boylan that an ad be placed in the Friday's addition of the Riverside Daily Press on the first page of the second section. After some discussion as to the kind of ad, the motion was withdrawn, and it was then moved by Mrs. Goodspeed, seconded by Dr. Johnson that a two-inch two column advertisement be placed on the first page of the second section of the Friday's Press, giving notice of a public hearing on November 27th at 8:00 P.M. at the City Council Chambers. Thereupon a motion to amend the original motion by changing the date of publication from Friday to Monday was made, seconded and carried. Thereupon a vote was taken on the original motion and President Best declared the motion carried. President Best appointed Robert Westbrook and Joseph Long to prepare copy for the advertisement.

KIWANIS CLUB MEETING:

Mr. Boyd announced that the Kiwanis Club meeting of Thursday, November 29th would be addressed by Mr. O.W. Campbell, former Pacific Coast representative of the Public Administration Services and presently City Manager of San Diego, who would speak on public administration. Mr. Boyd announced that the entire Board of Freeholders were requested to attend the meeting as the guests of the Kiwanis Club.

There being no further business to come before the meeting, the meeting adjourned at 5:35 P.M.

JAMES M. WORTZ
Secretary

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
TUESDAY, NOVEMBER 13, 1951, 4:00 P.M.

MEMBERS PRESENT:

Eugene Best, Donald W. Bohr, William Bonnett, Philip Boyd, Joseph S. Long, Harry McGarroll, Earl Porter, Robert H. Westbrook, James M. Wertz.

MEMBERS ABSENT:

Howard Boylan, Leonard Difani, T.C. Fisherty, Mrs. Thelma Goodspeed, Glenn Gurtner, Dr. Charles Johnson.

OTHERS PRESENT:

Mayor William G. Evans, Councilmen E.T. Patterson, Glen Crouch, E.V. Dales, Harold Backstrand, Eollie Hair, H.H. Fowler, City Clerk W.G. Waite, City Auditor H.W. Pierson, City Treasurer Fred Smith.

No members of the public present.

MINUTES:

Minutes of the previous meeting were approved as written.

COMMITTEE OF THE WHOLE: The Board of Freeholders resolved into a Committee of the Whole for the purpose of hearing the comments and recommendations of the elected City officials of the City of Riverside. President Best outlined the work of the Freeholders to date, and called for comments and suggestions from the elected officials.

Councilman Backstrand asked about the method of election of councilmen. President Best replied that in theory the Council-Manager form of government called for election at large, but that there were three possibilities: (1) nominated from the ward and elected at large; (2) election at large; (3) ward system.

Councilman Crouch expressed the opinion that a nomination from the ward would give the voters a feeling that they were actually represented. Mayor Evans stated that a drawback of the election at large system is that one ward could conceivably elect the entire council. He suggested requiring residence in the ward, but election at large.

Councilman Patterson expressed the opinion that the present charter with an elected mayor having veto power and the vote of six members required to over-ride it, was a satisfactory form.

Councilman Hair thought that the present charter was adequate and no change should be made. He reported that he had heard of some trouble in Phoenix, where councilmen were elected at large.

Mayor Evans commented that the present charter has no chain of responsibility or command, and that the elected officials are required to do too much work for the results obtained. Councilman Patterson felt that elected administrative officers, being subject only to the voters, had more freedom of action, and that the tendency under a Manager form of government was to allow the Manager to assume too much authority. Mayor Evans reported that a professional administrator is needed in a city of this size. He recommended having a centralized department of public works under a professional administrator, and said that when this result was achieved, we would in effect, have a City Manager.

Auditor Pierson felt that the Auditor should be elected, and his powers and authority left as presently provided in the Charter.

Mayor Evans recommended election of Treasurer, Clerk and Auditor exactly as in the present charter. Treasurer Smith thought it would be best for the City to have an elected Treasurer. Councilman Rair thought no change should be made from the present Charter.

Auditor Pierson recommended that the new charter not provide for civil service. City Clerk Waite stated that members of the public had come to him stating that they wanted the Treasurer, Auditor and Clerk to be elected and not appointed. Auditor Pierson felt that the City Boards as presently constituted, were satisfactory, and representative, and do not have too much authority. He thought the Board of Public Utilities was sufficient as it is, but could possibly be subject to a little more control from the elected officers. He reported that each department head does his own purchasing and employing, and there is no centralized personall or purchasing.

Councilman Fowler thought that some minor changes should be made, but that the present Charter set up was completely satisfactory, and offered to write out and submit to the Board of Freeholders the minor changes that he recommended.

Councilman Backstrand felt that in any new charter there should be a direct chain of responsibility.

Councilman Grouch thought that the employees did not feel a sufficient incentive for advancement because of the step salary plan now in effect.

There being no further business to come before the meeting, the meeting adjourned at 5:35 P.M.

JAMES M. WORTZ
Secretary

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
TUESDAY, NOVEMBER 6, 1951, 4:00 P.M.

MEMBERS PRESENT:

Eugene Best, Donald W. Bohr, William Bennett, Philip Boyd, Leonard Difani, T. C. Flaherty, Mrs. Thelma Goodspeed, Glenn Gurtner, Joseph S. Long, Dr. Charles Johnson, Harry McCarroll, Earl Porter, Robert H. Westbrook, Howard Boylan, James M. Worts.

MEMBERS ABSENT:

None

OTHERS PRESENT:

Mr. E. W. Cottrell

MINUTES:

Minutes of the previous meeting were approved as read.

PUBLIC APPEARANCES:

A registered letter was received from Mr. Harry F. Kane, Chairman of the Riverside County Council Independent Progressive Party, requesting that the Freeholders incorporate in the recommendation to the electors, the Bill of Rights embodied in the first ten amendments to the Constitution. The secretary was instructed to acknowledge receipt of this letter and assure Mr. Kane that his suggestions would receive serious consideration.

COMMITTEE OF THE WHOLE: The Board of Freeholders resolved into a committee of the whole for the purpose of hearing Mr. E. W. Cottrell, a consultant of the Haynes Foundation. Mr. Cottrell outlined the following points in a general discussion with the Board:

1. MODUS OPERANDI OF FREEHOLDERS: Generally the Board of Freeholders looks over other charters, picking the best features of each and deciding in general terms the frame work to be embodied in the charter.

2. WHICH FORM OF CHARTER: Mr. Cottrell recommended that the charter be kept as short as possible and that all matters possible be handled by ordinance or by administrative code.

3. TIME: The time when the charter is submitted to the electors is of special importance. Even though a charter may be lost, if presented along with a national election, it will stand more chance of being passed than at a special election. Voting at special elections is extremely light and on charters and charter provisions will be mostly negative. Small groups, each of whom dislike one or more portions, can add together and snowball a negative vote at a special election.

4. CHARTERS TO LOOK AT: San Diego is the old national municipal model charter revised to fit California. Santa Monica is a good charter and is fairly successful. Long Beach is not a good model. They have had nineteen managers in twenty years.

5. ELECTED OFFICIALS: It is a good idea for the Freeholders to consult with elective city officials, both from the standpoint of getting their points of view and from the standpoint of informing them of the reasons for changes to be made. It is also essential to hold a public hearing, also participation of the public will be almost nil.

6. SEPARATE BOARDS: Separate boards can be maintained but should not have separate administrative authority. They should be under the mayor or the city manager, dependent on the form of city government adopted.

7. GENERAL MATTERS: The average city manager's term is a little longer than that of the average mayor. The Freeholders should seek enough funds to have the charter printed for the voters. Boston is a good example of the strong mayor form of government. Los Angeles has a weak mayor form. It is wise to have the charter provide a restriction upon the amount of public utility earnings turned over to the general fund.

8. PUBLIC HEARING: It was moved by Mrs. Goodspeed and seconded by Dr. Johnson and carried that the 28th day of November, at the hour of 8:00 o'clock P. M. at the City Council Chambers, be fixed as the time and place for a public hearing and that a notice thereof be sent to all organizations listed with the Chamber of Commerce.

9. AVAILABILITY OF MR. COTTRELL: The services of Mr. Cottrell will be made available by the Haynes Foundation without charge, except for out-of-pocket expenses for travel, lodging and stenographic services.

There being no further business to come before the Board, the meeting adjourned at 5:40 P. M.

James M. Worts
Secretary

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
TUESDAY, OCTOBER 30, 1951, 4:00 P.M.

MEMBERS PRESENT:

Eugene Best, Donald W. Bohr, Philip Boyd, Howard Boylan, T.C. Flaherty, Mrs. Thelma Goodspeed, Joseph S. Long, Dr. Charles Johnson, Harry McCarroll, Earl Porter, James M. Worts.

MEMBERS ABSENT:

William Bonnett, Leonard Difani, Glenn Gurtner, Robert H. Westbrook.

OTHERS PRESENT:

Arthur Evans, President of the Riverside Chamber of Commerce.

MINUTES:

Minutes of the previous meeting were approved as read.

PUBLIC APPEARANCES:

Mr. Arthur Evans, President of the Riverside Chamber of Commerce, presented a recommendation from the Riverside Chamber of Commerce adopted by a unanimous vote of the old Board of Directors and concurred in by a unanimous vote of the new Board of Directors of the Riverside Chamber of Commerce to the effect that any new city charter should incorporate the Council-Manager form of government.

Mr. Evans stated that the Riverside Chamber of Commerce, when requested by the Board of Freeholders to express an opinion, had three choices available, one, to ignore the request, two, to refuse to take sides or express an opinion, and three, to make a recommendation. Mr. Evans stated that the question put to the Board of Directors of the Chamber of Commerce was whether the Board had considered the various forms of government and were sufficiently informed to desire to express an opinion. The Board had unanimously answered in the affirmative and had thereupon made the recommendation heretofore presented. Mr. Evans informed the Board of Freeholders that Mr. Howard Boylan, one of our own members, is the new President of the Riverside Chamber of Commerce.

NOVEMBER 6TH MEETING: Mr. Eugene Best presented a report on a meeting between himself, as President of the Board of Freeholders, Mr. Worts, as Secretary, and Dr. Cottrell, at which Dr. Cottrell was invited to appear before the Board at the meeting of November 6th, and had accepted the invitation.

STATISTICAL SURVEY:

Mr. Best reported that he had been called upon by a Mr. O'Flaherty, a representative of the company which is presently negotiating with the City Council to make a job survey of the City of Riverside. Mr. O'Flaherty informed Mr. Best that he did

not think that a survey would yield very much information that could be used by the Board of Freeholders.

COMMITTEE OF THE WHOLE: The Board of Freeholders then resolved itself into a Committee of the Whole for the purpose of discussing the information assembled on the different basic forms of municipal government, and on whether the Board felt itself sufficiently informed to vote on the form of government to be recommended by the Freeholders.

The Board almost uniformly felt that it was not yet ready to vote on this critical matter.

Mr. McCarroll raised the point that as yet we have heard only the favorable side of the Council-Manager form.

Dr. Johnson raised the question of whether a public hearing should be held before an official vote was taken. Mr. Boyd felt that it might be better to seek funds from the City Council before voting. Mrs. Goodspeed, Mr. Boylan, and other members of the Board all felt it wise to postpone action.

There was some discussion as to the sources of information as to disadvantages of the Mayor-Council form of government. The Board considered contacting either officially or through individual members, the Mayor of Santa Monica, public officials of San Diego, and contacting other local cities which might have had difficulty with the Council-Manager form.

Mr. Best reported that prior to 1929 Riverside had had a strong mayor form of government, but the charter was changed after an unfortunate experience.

The Secretary was instructed to write to 8 or 10 cities inquiring as to the expenses incurred by the Freeholders in such cities.

INVITATION TO ELECTED OFFICIALS: It was regularly moved and carried that the Secretary be instructed to address a letter to the City Council and the elected officials of the City of Riverside, inviting them to attend a meeting of the Board of Freeholders on November 13th to express their opinions or give their objections as to the basic form of municipal government which would best fit the City of Riverside.

There being no further business to come before the meeting, the meeting adjourned.

JAMES M. WORTZ
Secretary

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
TUESDAY, OCTOBER 23, 1951, 4:00 P.M.

MEMBERS PRESENT: Eugene Best, Donald W. Bohr, Philip Boyd, Howard Boylan, Mrs. Thelma Goodspeed, Glenn Gurtner, Dr. Charles Johnson, Harry McCarroll, Earl Porter, Robert H. Westbrook, James M. Wortz.

MEMBERS ABSENT: William Bonnett, Leonard Difani, T.C. Flaherty, Joseph S. Long.

OTHERS PRESENT: Mr. Arthur Littleworth and Mr. John B. Read, representing the Junior Chamber of Commerce, Mr. Harry F. Caine, member of the public.

MINUTES: Minutes of the previous meeting were approved as read.

PUBLIC APPEARANCES: Mr. John B. Read, President of the Riverside Junior Chamber of Commerce, introduced Mr. Arthur Littleworth, and then presented a resolution of the Riverside Junior Chamber of Commerce urging that the Board of Freeholders incorporate a Council-Manager form of government in the proposed charter. Motion was duly made and carried that the resolution be read and filed with the Secretary.

Mr. Harry F. Caine of 4550 Walnut Street, Riverside, appeared before the Board of Freeholders with the request that a reaffirmation of the American Bill of Rights be incorporated in any proposed charter. Mr. Caine appeared as a member of the Riverside County Independent Progressive Party. He was requested to file his suggestions and the reasons therefor in writing with the Secretary.

COMMITTEE OF THE WHOLE: The Board of Freeholders resolved into a Committee of the Whole for the purpose of hearing Mr. Donald McMillan, City Manager of the City of Pasadena.

Mr. McMillan stated that he had operated under the Strong Mayor-Council form of government in cities of the Fifth and Sixth class in California, under the Strong Mayor type of government in Denver, and under the City Manager plan of government in the cities of Ventura and Pasadena.

He stated that the municipal government is actually the biggest business from a dollars and cents standpoint in any city, and that effective Administration required a separation of the policy making and administrative sections of the government.

He compared a typical City Manager-Council plan of municipal government with the internal organization of a corporation such as the Standard Oil Company.

Mr. McMillan recommended that in any City Manager plan of operation, the Manager should have no tenure, but should serve at the pleasure of the majority of the Council, giving as a reason that a situation could develop where municipal administration was stalled because only a majority of the council could withhold support of the Manager, yet the requirement of a greater than a majority to discharge him, could leave him in office but completely powerless. Mr. McMillan recommended that separate boards for the various departments be delegated, but have advisory power only and not administrative authority. He gave as an example that the Fire and Police Departments should be under the control of the legislative body, rather than under an independent board.

Mr. McMillan gave examples of the different methods of treatment of municipal utility departments, ranging from complete subjugation to the Council-Manager, to a charter provision setting a maximum of the gross receipts from the utility that can be diverted to general funds of the City.

Mr. McMillan stated that the average length of a Council meeting in the City of Pasadena was 35 to 40 minutes.

He recommended the election of council at large, with staggered terms, but with the council nominated from the wards. He recommended the use of a merit system, rather than civil service system, the difference being in the method of separating an employee from his job.

He further recommended that the City Council be the only elective officers, and that all other municipal officers be appointed by the Council, or by the City Manager with the consent of the Council.

There being no further business, the meeting adjourned at 5:50 P.M.

JAMES M. WORTZ
Secretary

City of Riverside

BOARD OF FREEHOLDERS MEETING - - - - - COUNCIL CHAMBERS
TUESDAY, OCTOBER 23, 1951 - 4:00 P.M.

A G E N D A

1. APPROVAL - Minutes of previous meeting.
2. RECEPTION OF COMMENTS FROM ANY MEMBER OF
THE PUBLIC PRESENT - Junior Chamber of Commerce.
3. GENERAL DISCUSSION with Mr. McMillan, City Manager of the
City of Pasadena.

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
TUESDAY, OCTOBER 9, 1951, 4:05 P.M.

MEMBERS PRESENT: Eugene Best, Donald W. Bohr, Philip Boyd, T.C. Flaherty, Mrs. Thelma Goodspeed, Glenn Gurtner, Joseph S. Long, Dr. Charles Johnson, Harry McCarroll, Earl Porter, Robert H. Westbrook, James M. Wortz.

MEMBERS ABSENT: William Bonnett, Howard Boylan, Leonard Difani.

OTHERS PRESENT: Mr. Louis Burke.

MINUTES: Minutes of the previous meeting were approved as corrected.

PUBLIC APPEARANCES: None.

COMMITTEE OF THE WHOLE: The Board of Freeholders resolved into a Committee of the Whole for the purpose of hearing Mr. Louis Burke, charter consultant.

Mr. Burke distinguished between the functions, duties and responsibilities of a draftsman and a consultant, pointing out that a charter consultant is what the name implies, namely, an expert who can furnish advice and information as to the experiences of other communities on any given charter problem. His main function is to insure that the details of a charter are consistent with constitutional provisions and with the basic form of government as adopted by the freeholders.

Mr. Burke stated that he would not be interested in acting as draftsman, but that he would be interested in acting as consultant, on terms to be agreed upon, and subject to the right to withdraw or resign if at any time the Board of Freeholders insisted on including provisions which, in his opinion, would make the charter completely unworkable. He stated that the consultant would endeavor to frame a charter upon whatever basic governmental form was adopted by the Freeholders, but a consultant would refuse to be connected with a charter if the Freeholders insisted on including variations which would doom the basic plan to failure.

Mr. Burke outlines a proposed plan of operation if he were employed, under which a basic charter would be drafted by him after six three-hour sessions with the Board of Freeholders, such sessions to be at intervals not shorter than two weeks.

After outlining his proposals, together with the cost of the same, Mr. Burke was requested to put his proposal in writing in detail, so that the Board of Freeholders might be able to give the same further consideration.

The balance of the meeting was consumed by a general discussion between the Board of Freeholders and Mr. Burke concerning problems of charter preparation and the methods of handling the same in other communities.

RESOLUTION RE

ADMINISTRATIVE SURVEY: It was moved by Mr. Boyd, duly seconded and carried that the Secretary be instructed to write a letter to Mr. Glen Crouch expressing the appreciation of the Freeholders for the offer of the City Council to institute a general administrative survey of the City of Riverside. The Secretary was instructed to inform Mr. Crouch that such a survey, at the present status of our deliberations, would not be of substantial benefit to the Board of Freeholders, but might better be deferred to some future time when the main questions of policy had been resolved by the Freeholders and detailed analysis was needed.

There being no further business to come before the meeting, the meeting adjourned at 5:40 P.M.

JAMES M. WORTZ
Secretary

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
TUESDAY, OCTOBER 2, 1951, 4:05 P.M.

MEMBERS PRESENT:

Eugene Beet, Donald W. Bohr, Howard Boylan,
Philip Boyd, Leonard Difani, T.G. Flaherty,
Glenn Gurtner, Joseph S. Long, Dr. Charles
Johnson, Earl Porter, Robert H. Westbrook,
James M. Werts.

MEMBERS ABSENT:

William Bonnett, ~~Mrs. Thelma Goodspeed,~~
Harry McCarroll.

MINUTES:

Minutes of the previous meeting were unan-
imously approved as written.

PUBLIC APPEARANCES:

Mr. Dale Kiler, member of the public, appeared
before the Board of Freeholders with a suggest-
ion that in drafting the Charter all contro-
versial sections be set apart for separate vote by the public at the time
of the Charter election. Mr. Kiler was assured that his suggestion would
be given serious consideration.

PUBLIC MEETINGS:

A general discussion was initiated by Mr.
Difani dealing with the question of whether
the meetings of October 9th and October 23rd should be open to the
public. It was pointed out that the action on this question as contained
in the Minutes of the September 25th meeting was an announcement by the
President that the first part of each meeting would be devoted to hear-
ing from members of the public, and that thereafter the Board would meet
as a committee of the whole. Thereupon, it was moved by Mr. Flaherty,
seconded by Mr. Porter and duly carried, that the meetings of October
9th and 23rd be closed to the public, except for the 15 minute period
at the commencement thereof when public comments would be invited.

EXCERPT FROM ROSTER OF
PUBLIC OFFICIALS:

Mr. Difani submitted to each member of the
Board an excerpt from the State of California
1951 Roster of Public Officials indicating that of 305 cities listed
in the Roster, 90 had a Council-Manager form of Government, broken down
according to population as follows:

1 to 5,000	4
5 to 10,000	10
10 to 20,000	25
20 to 30,000	13
30 to 40,000	2
40 to 50,000	2
50 to 100,000	7
100,000 and up	7

METHOD OF SELECTION OF
COUNCILMEN

The question of the method of selection of councilmen came up for an informal discussion without action. Various members of the Board of Freeholders expressed opinions on the question of election of Councilmen at large, election by the ward system, or some combination of the two. It was the suggestion of Mr. Philip Boyd that this matter was of sufficient importance to be set aside for special consideration and investigation.

INFORMATION FROM CITY
BOARDS AND DEPARTMENTS:

There was a general discussion as to the power and advisability of members of the Board of Freeholders going to various City Boards and Departments directly in order to get information which would be of value to the Freeholders in their deliberations. There was a general discussion on this point without definite Board action being taken.

DISCUSSION OF BOYLAN
REPORT:

There was a continued discussion on the interesting questions raised by the report of Howard Boylan given at the September 25th meeting.

There being no further business to come before the meeting, an adjournment was taken at 5:12 P.M.

JAMES M. WORTZ
Secretary

City of Riverside

BOARD OF FREEHOLDERS MEETING - - - - - COUNCIL CHAMBERS
TUESDAY, OCTOBER 2, 1951 -4:00 P.M.

A G E N D A

1. APPROVAL - Minutes of previous meeting.
2. RECEPTION OF COMMENTS FROM ANY MEMBER OF THE PUBLIC PRESENT.
3. CONTINUED DISCUSSION of report of Committee on Mechanics of
City Manager Set Up.

FUTURE AGENDA

October 9, 1951 - Louis Burke, Charter Consultant to appear
before the Board of Freeholders.

October 16, 1951 - Open

October 23, 1951 - Mr. McMillan, City Manager of the City of
Pasadena to appear before the Board of Freeholders.

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
TUESDAY, SEPTEMBER 25, 1951, 4:05 P.M.

MEMBERS PRESENT:

Eugene Best, Joseph S. Long, T.C. Flaherty,
Dr. Charles Johnson, Harry McCarroll, Mrs.
Thelma Goodspeed, Donald H. Bohr, Earl Porter,
Philip Boyd, Howard Boylan, Robert H. Westbrook,
James H. Worts.

MEMBERS ABSENT:

William Bonnett, Glenn Gurtner, Leonard
Difani.

MINUTES:

The Minutes of the previous meeting were
approved as read.

COMMITTEE OF THE WHOLE: After a general discussion concerning the
advisability of public or private hearings
and the limitations upon freedom of discussion incident to public
hearings, the Chairman announced that the first part of each meeting
would be devoted to hearing from any members of the public desirous
of being heard. Thereafter at each meeting the Board of Freeholders
will resolve itself into a committee of the whole for the purpose
of receiving and discussing committee reports and transacting other
business. The presence of members of the public and reporters will
not be permitted during such time as the Board is sitting as a com-
mittee of the whole.

CHARTER DRAFTSMANSHIP: The matter of the mechanics of charter
draftsmanship was taken up for discussion.
It is apparent that some assistance will be needed in drafting and
correlating the different portions of the charter. In order for the
Board to determine the type of assistance needed, the Secretary was
instructed to write to Mr. Louis Burke, former counsel for the League
of California Cities, and request him to appear before the Board at
either the meeting of October 2nd or October 9th and discuss with
the Board the functions of a charter consultant and the costs of the
same. A letter of application was read from Mr. Allen Grimes offering
to do this work for a total fee of \$1500. plus not to exceed \$500.
in mileage and other expenses.

COMMITTEE ADDITIONS: Mrs. Thelma Goodspeed was added as an additional
member of the Subcommittee on Elections.

COMMITTEE REPORTS: The Board was unanimously of the opinion that
committee reports should be in writing,
filed with the Secretary so that the Board of Freeholders can leave
a permanent record of its work.

**PROPOSED CITY MANAGER
HEARING**

The Secretary was instructed to endeavor to arrange for Mr. McMillan, City Manager of the City of Pasadena, to appear before the Board to answer questions as to the operation of a City Manager-Council type of government.

**INTERIM REPORT ON MECHANICS
OF CITY MANAGER GOVERNMENT:**

Howard Boylan, for the Committee on Mechanics of City Manager Set Up presented an analysis and summary of current writings dealing with the forms of municipal government and administrative organization now in current use, togetherwith a bibliography of books and articles on the subject.

There being no further business, the meeting adjourned at 5:05 P.M.

JAMES M. WORTZ
Secretary

City of Riverside

BOARD OF FREEHOLDERS MEETING - - - - - COUNCIL CHAMBERS
TUESDAY, SEPTEMBER 25, 1951 - 4:00 P.M.

A G E N D A

1. APPROVAL - Minutes of previous meeting.
2. RECEPTION OF COMMENTS from any member of the public present.
3. MECHANICS OF CHARTER DRAFTSMANSHIP - Is professional assistance necessary or advisable?
4. COMMITTEE REPORTS -Form: Written, oral, or both.
5. SET SCHEDULE FOR FUTURE COMMITTEE REPORTS.
6. INTERIM REPORT - Howard Boylan for Committee on mechanics of City Manager set up.

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
TUESDAY, SEPTEMBER 18, 1951, 4:00 O'CLOCK P.M.

MEMBERS PRESENT:

Eugene Best, Joseph S. Long, Glenn Gurtner, T.O. Flaherty, Dr. Charles Johnson, Harry McCarroll, Mrs. Thelma Goodspeed, Donald H. Bohr, Leonard Difani, Earl Porter, Howard Boylan, Philip Boyd, Robert H. Westbrook, James M. Werts.

MEMBERS ABSENT:

William Bonnett.

MINUTES:

Minutes of the previous meeting were unanimously approved as read.

PUBLIC APPEARANCES:

After a general discussion concerning the advisability of public appearances on matters relating to charter study prior to completion of study, it was moved by Mr. Long and seconded by Mr. Bohr that until further determination by the Board, all members refrain from public statements on matters of policy. The motion was unanimously adopted.

CHAMBER OF COMMERCE REQUEST:

A representative of the Chamber of Commerce appeared and requested the Board of Freeholders to be present at a Chamber of Commerce breakfast meeting Thursday, September 20th.

After a general discussion it was determined that such members as were inclined should attend as individuals, but should not make any statements regarding work of the Board.

PROPOSED PRESENT DAY CLUB MEETING:

The matter of a proposed meeting of the Present Day Club on charter revision was taken up for discussion. It was the consensus of opinion that in view of the previous action on public appearances, the Present Day Club be informed of the Resolution, and that Mr. Eugene Best, as President of the Board of Freeholders, shall make certain that the Present Day Club meeting is so conducted as not to put any member of the Board of Freeholders in a position of having to make a public appearance and statement on charter matters.

APPEARANCES BEFORE THE BOARD OF FREEHOLDERS:

There was a general discussion as to the desirability of inviting individuals and representatives of interested groups to appear before the Board of Freeholders with suggestions. Mr. Difani suggested that it be generally made known to the public through the medium of the press that all members of the public would be welcome to present their ideas before the Board. Mr. Boyd suggested that letters be addressed to organizations known to be interested, including, but not limited to those groups which had been interested in circulating a petition

for freeholder election, and that similar letters be addressed from time to time to other individuals or groups whom the Board, or members thereof might feel would be interested, or have information as to any particular problem under consideration, such letters to recognize the interest of the addressee, to request written suggestions or verbal presentation before the Board, and to suggest that the Secretary be contacted as to definite times for Board appearance. Upon motion made by Mrs. Goodspeed and seconded by Dr. Johnson, Mr. Boyd's plan was adopted as the plan of the Freeholders.

REPORT OF COMMITTEE ON MECHANICS
OF CITY MANAGER SET UP:

Mr. Glenn Gartner reported for the Subcommittee, giving a short analysis of the charters of Merced, Redondo Beach, Sunnyvale, Petaluma, Torrance, Vallejo, Compton, Santa Cruz and Glendale.

It was moved by Mr. Difani and seconded by Mrs. Goodspeed that this Committee continue its work and make reports at such time as it may have information assembled.

REPORT OF SUBCOMMITTEE ON
JOB ANALYSIS SURVEY:

Mr. Bohr reported for the Subcommittee that he had met with representatives of the Board of Utilities and the City Council, and that the plans under discussion originated with the Board of Public Utilities, which was desirous of making a job classification and wage survey in its own department; that the City Council had taken up the idea and were considering making a formal survey of all City departments, and a general administrative survey of all departments of government. He further stated that the City Council had requested the Board of Freeholders to express an opinion as to whether such a survey would be of value to the Board of Freeholders in its work on charter revision. After some discussion, a motion was made by Mr. Porter, seconded by Mr. Difani and unanimously adopted, to advise the City Council that in the opinion of the Board of Freeholders such a survey would not contribute the information the Board is now seeking, and would not be of value to the Board of Freeholders at this time.

CITY LIBRARY FACILITIES:

It was reported to the Board of Freeholders that Mr. Lake, the City Librarian, had set aside a section of the City Library for use of the Freeholders, and was assembling therein such books and documents as might be useful to the Board of Freeholders in its work.

SUBCOMMITTEES APPOINTED:

The following Subcommittees were appointed with the understanding that the members so designated would pay particular attention in the ensuing discussions as to the problems to be covered by the respective subcommittees:

Election of Councilmen and
Ward Boundaries

- Mr. Flaherty, Mrs. Goodspeed,
Mr. Difani.

Department of Education

- Mr. Porter, Mr. Worts

Elections

- Mr. Long.

**Initiative Referendum and
Recall -**

Mr. Behr, Mr. Worts.

Public Library -

Mr. Boylan, Mr. Difani.

Department of Public Utilities -

**Mr. Boylan, Mr. Difani,
Mr. Westbrook, Mr. Worts.**

Health Department -

Mr. McCarroll.

Police and Fire Commission -

Dr. Johnson, Mr. Difani.

Personnel Board -

Mr. McCarroll, Mr. Porter.

Parks -

Mr. Westbrook.

There being no further business the meeting adjourned at 6:10 P.M.

**JAMES M. WORTZ,
Secretary**

City of Riverside

BOARD OF FREEHOLDERS MEETING

COUNCIL CHAMBERS

TUESDAY, SEPTEMBER 18, 1951 - 4:00 P.M.

A G E N D A

1. APPROVAL - Minutes of previous meeting.
2. PUBLIC STATEMENTS - Discussion of public statements by Freeholders.
3. REQUEST OF CHAMBER OF COMMERCE - That Board of Freeholders attend breakfast meeting, Thursday, September 19th.
4. PROPOSED - Present Day Club meeting.
5. LABOR COUNCIL - Advice and suggestions.
6. SUB-COMMITTEES TO BE APPOINTED:
 - a. Election of Councilmen.
 - b. Ward boundaries (See Redlands charter)
 - c. Department of Education
 - d. Elections.
 - e. Initiative Referendum and Recall.
 - f. Public Library
 - g. Department of Public Utilities
 - h. Health Department
 - i. Police and Fire Commission
 - j. Personnel Board.
7. COMMITTEE REPORTS.

RIVERSIDE BOARD OF FREEHOLDERS MEETING
CITY COUNCIL CHAMBERS
THURSDAY, AUGUST 23, 1951, 4:00 P.M.

MEMBERS PRESENT:

Eugene Best, Joseph S. Long, William Bonnett, Glenn Gurtner, T. C. Flaherty, Dr. Charles Johnson, Harry McCarroll, Mrs. Thelma Goodspeed, Donald H. Bohr, Leonard Difani, Earl Porter, James W. Worts.

MEMBERS ABSENT:

Philip Boyd, Howard Boylan, Robert H. Westbrook.

OTHERS PRESENT:

Mayor William C. Evans, Councilman Glen Crouch, Councilman Patterson, Mr. Hal Shawlee and others.

ORGANIZATION:

The meeting, although noticed for 4:00 o'clock P. M. did not formally get under way until

4:30 P. M.

The meeting was opened by Mr. Eugene Best, who stated that he had taken the initiative of calling an organization meeting. There was a general discussion concerning the organization, and those present agreed that for the time being, at least until need for additional officers developed, there should be a President, Vice-President and Secretary, which three officers should also serve as an Executive Committee.

ELECTION OF OFFICERS:

Mr. Joseph S. Long, by acclamation was appointed Temporary Chairman, whereupon the following regular officers were duly elected to the office set after the name of each:

Eugene Best	President
Joseph S. Long	Vice-President
James M. Worts	Secretary

Mayor William C. Evans, on behalf of the Mayor and Council, offered to see that the Board of Freeholders was adequately equipped and that the necessary financial aid was furnished. As a temporary expedient he offered the use of his office for minor secretarial work.

ASSEMBLING INFORMATION:

The Secretary was instructed to write to selected cities requesting 15 copies of their charters and critical comment on the merits and difficulties of the form of municipal government in use by them.

MODEL CHARTER:

The Secretary was instructed to obtain several copies of the Model City Charter from the National Municipal League, and to contact the League California Cities to ascertain what aid and assistance will be available from that source.

Mr. Glenn Gurtner suggested that copies of the Chamber of Commerce study on charter revision be furnished to each freeholder before the next meeting. Mr. Shawlee, Secretary of the Chamber of Commerce, volunteered to have the Chamber of Commerce send a copy of the report to each freeholder.

BOARD APPEARANCE:

Mr. Glenn Gurtner suggested that the Board might desire to hear from the City Manager of Pasadena, and offered to make the necessary contact when desired.

BOARD OF UTILITIES-JOB SURVEY: Councilman Crouch advised that the City Council is arranging for a professional survey of job classifications of the Board of Utilities aimed at establishing uniform wage scales, and asked if the Board of Freeholders desired to have such survey amplified to furnish information which might be of use to the Board of Freeholders. After a general discussion, it was the consensus of opinion that such aid might be premature at the present time, but that the Board of Freeholders should keep itself advised of the status of this matter.

During the absence of President Eugene Best, Vice-President Joseph S. Long appointed members Philip Boyd, Donald H. Bohr and Harry McCarroll to attend a special meeting between the Council and the Public Utilities Commission concerning this survey.

FUTURE MEETINGS:

After a general discussion, motion was made and carried that the next meeting of the Board of Freeholders be set for Tuesday, September 18, 1951, at 4:00 o'clock P. M. at the City Council Chambers, and that thereafter the Board meet regularly each Tuesday at the same time and place until changed.

QUORUM:

A general discussion ensued as to whether, for its special purposes, the Board of Freeholders should fix a minimum quorum for the transaction of business. It was pointed out that the Board of Freeholders would soon be broken up into subcommittees for detailed study, and that a majority of the Board could at any time change or alter its previous action, and that nothing would be gained by fixing a quorum other than a simple majority. No action was taken on this.

There being no further business, a motion was made to adjourn sine die to September 18th at 4:00 o'clock P. M.

JAMES M. WORTZ
Secretary