

THE CITY-MANAGER FORM OF GOVERNMENT AND ITS APPLICATION TO THE

CITY OF ROANOKE, VIRGINIA

BY

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PREFACE

The purpose of this thesis is to discuss the city-manager plan of government in general and to point out specifically how the plan is applied to the city of Roanoke, Virginia. It is hoped that the results arrived at may be of assistance to future students of municipal government in the department of business administration.

The research was carried on by means of a study of books, pamphlets, magazine articles, newspapers, city charters, and reports of city managers, as well as interviews and correspondence.

I wish especially to express my gratitude for the assistance and encouragement given me by Prof. R. Lee Humbert and Dr. C. M. Newman, of the Virginia Polytechnic Institute, Blacksburg, Virginia, in the preparation of this paper. I also wish to thank Prof. T. A. Allen, of the Virginia Polytechnic Institute, Blacksburg, Virginia; [REDACTED]

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S. L. G.

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THE CITY-MANAGER PLAN IN GENERAL

THE CITY-MANAGER PLAN IN GENERAL

A Brief History of the City-Manager Plan

Staunton, Virginia, has the distinction of being the birthplace of the city-manager form of government. In 1907 the people of Staunton became dissatisfied with their existing system of government, the mayor and council form. It was then that several progressive councilmen conceived the idea that running a government is very much like running a large corporation, and decided that a plan of government modeled after the organization of a private business should prove very satisfactory. Consequently, a special committee of the council was appointed to draw up plans, and on January 13, 1908, the following ordinance providing for this new type of government was adopted:

"BE IT ORDAINED by the Council of the City of Staunton, Va.:

- "1. That there be appointed by the two branches of the Council in joint session as soon as possible after the adoption of this resolution and thereafter annually at the regular election of City Officers in July of each year an officer to be known and designated as 'General Manager.'
- "2. The General Manager (except in the case of the first appointment under this resolution, which shall be until the next election of City Officers in July, 1908) shall hold office for the term of one year and until his successor is duly appointed and qualified, unless sooner removed by the Council at its pleasure.
- "3. The General Manager shall be paid an annual salary of-----Dollars, and he shall have the right to employ one clerk at a salary of ----- Dollars per annum, to be paid by the City, the amounts to be hereafter fixed by the Council.
- "4. The General Manager shall devote his entire time to the duties of his office, and shall have entire charge and control of all the executive work of the city in its various departments, and have entire charge and control of the heads of departments and employees of the City. He shall make all contracts for labor and supplies and in general perform all of the administrative [duties] and work now performed by the several standing committees of the Council, except the Finance, Ordinance, School and Auditing Committees. The General Manager shall discharge other duties as may from time to time be required of him by the Council.

"5. The General Manager, before entering upon the duties of his office shall execute a bond before the Clerk of the Council in the penalty of \$5,000 with good and sufficient surety, conditioned for the faithful performance of the duties of his office."¹

Mr. Charles E. Ashburner was employed as the first city manager of Staunton, and the plan began to function satisfactorily. Since Mr. Ashburner left there in 1911, he has served as city manager in several cities, notably in Stockton, California, at a salary of \$20,000.

In 1911 the Board of Trade of Lockport, New York, had introduced in the New York legislature a bill authorizing commission government with a city manager in cities of the third class, but this bill failed of passage. The publicity, however, aroused much interest in the manager form of government and led to its adoption in many cities later on.

The city-manager plan was first adopted by charter in 1912 by Sumter, South Carolina; Clark, South Dakota; and Fredericksburg, Virginia. Sumter advertised for a city manager, and this procedure started a custom which is followed by many cities of today.

Dayton, Ohio, which adopted the city-manager plan in 1914 after a disastrous flood, was the first city to make this plan famous. Mr. H. M. Waite, then city engineer of Cincinnati, Ohio, was offered the position of city manager at a salary of \$12,500 a year and accepted it. The plan was so successful in Dayton that it attracted nation-wide attention, and it has served as a model for other cities. Dayton still has the city-manager form of government and her citizens seem to be satisfied.

In 1915 ten other cities instituted the plan, and by 1922 there were 240 operating under the system, and at the end of 1932, 445. Before 1922, with

¹Day, Willard F., "Twenty Years of Council-Manager Government in Staunton," Virginia Municipal Review, volume v, March 1928.

the exception of Dayton, Ohio; Norfolk, Virginia; and Grand Rapids, Michigan; the cities adopting the plan had populations of less than 100,000. Some of the large cities which have adopted the plan since 1932 are: Oakland, California; Fall River, Massachusetts; Flint, Michigan; Kansas City, Missouri; Rochester, New York; Cincinnati, Ohio; Oklahoma City, Oklahoma; Dallas, Texas; and Fort Worth, Texas. At the end of 1932, thirty-six states, four Canadian provinces, Ireland, and Porto Rico had city-manager cities.¹

What the City-Manager Plan Is

The city-manager form of government is so simple that it may be easily understood by any intelligent person who is willing to spend a short time in studying it. It resembles very much the organization of an up-to-date corporation: the voters represent the stockholders, the city council the board of directors, and the manager the general manager of a concern. The voters elect the council members, who in turn appoint the city manager and have the power to remove him at any time. The city manager, a qualified executive and not a politician, appoints and dismisses all heads of departments, and in addition, subject to any civil service rulings which may be in effect in his particular city, is responsible for the appointment and dismissal of all other officers and employees in the administrative division of the city government. The council has nothing to do with these appointments and removals, and is not allowed to give orders to any of the administrative employees except through the medium of the city manager.

The following chart illustrates very clearly the set-up of the organization. It can easily be seen that responsibility is so centralized that due credit or blame may fall upon the proper person.

¹ See City Manager Yearbook 1933 published by the International City Managers' Association, pages 325-334, for a complete list of city-manager cities.

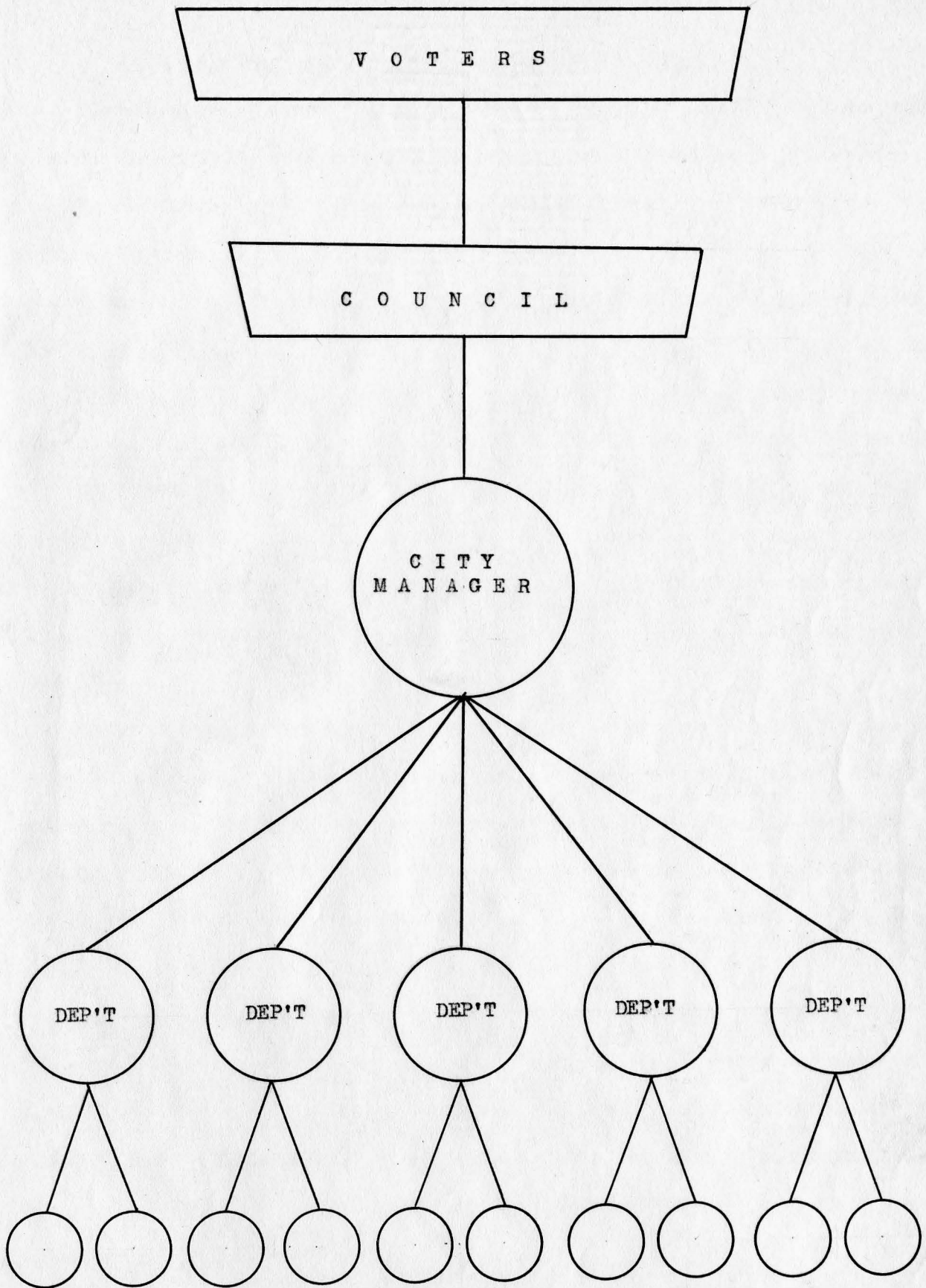


Chart No. 1
The City-Manager Plan
(From "The Story of the City Manager Plan,
National Municipal League, New York, 1932)

Some Advantages and Disadvantages of the City-Manager Plan

The chief advantage of the city-manager form of government over any other form is the complete separation of administrative and legislative functions. The council determines the policies, and the city manager is responsible for carrying them out. The council members may be perfectly good legislators, but they do not usually have the proper training or experience to equip them with the ability to execute. It is not necessary that council members possess expert knowledge of city administration in order to determine correct policies, but the carrying out of such policies is a different matter. There is no reason why the citizens should not be well pleased with the separation of policy-forming and policy execution, for they elect the council members to represent them in forming policies which they wish. The city manager is not permitted to levy a tax, award a contract, or grant a franchise, under the ideal city-manager plan.

Centralized responsibility ranks second in importance as an advantage. Councils are usually forbidden by charter to interfere with appointments or removals, or to deal with the administrative force except through the city manager. Therefore if the administrative duties are not performed satisfactorily, the citizens know that the city manager is to blame, and through their representatives, the council, may have him removed from office.

A third point of superiority is that the city manager is appointed by the council rather than elected by the people. The council members are able to investigate the character, ability, and experience of the prospective city manager and to determine if he is well qualified for the leading position of their city. The voters as a whole would not take this trouble, and as a result an unfit manager might be elected.

The last point suggests a fourth advantage: that of eliminating politics

and the corruption which sometimes goes with it. In the older forms of city government, the city's chief officer was elected because of his political strength rather than his ability, and his appointments were made on a patronage basis. The city manager makes his appointments on the basis of merit, because he wants to run the city as efficiently as possible so that he will be able to hold his present position and have a chance for promotion to a larger city. A city manager's chance for advancement depends wholly upon his present record for efficient administration. Whenever an executive is elected, men who are popular politically but who are ill qualified seek the position just because it has a good salary attached. It has been suggested that the same would be true of councilmen who are elected, but this is not the case because the salary of a councilman is usually very meager, and such a position would not be sought for financial reasons.

Fifth, a better executive is usually obtained under the city-manager plan because he does not have to be a resident of the city which he is to serve. Consequently, the council is able to search far and wide for one who is competent. If, however, the council makes a mistake and selects someone who proves to be unworthy, it may discharge him at once and appoint another in his place.

Sixth, the short ballot is used; that is, only the council members are elected (under the ideal city-manager plan), and the people are able to learn more about the qualifications of each candidate than they would if quite a number of officers were elected. When a long ballot is used, the people as a whole are unwilling to take the necessary time and trouble to find out anything about the candidates, and therefore are likely to vote for whomever some politician recommends.

Last, the simplicity of the plan, which makes it easily understood by the voters, is not a negligible advantage.

One argument often advanced against the plan is that local men are not required to be appointed as city managers. Opponents of the city-manager plan say that in each town or city there ought to be someone who is qualified for the position of manager, and that he should be given a chance. It is possible, however, that no such individual is available, and those who are might be so deeply involved in local politics that they would destroy one of the main purposes of the plan. The criticism that an outsider is likely to be out of touch with local sentiment is not a very weighty one. The council, which is composed of local men and women elected by the citizens, formulates all the policies, and the manager merely carries out those policies. The problems of all cities are very similar from an administrative standpoint; hence, it is not necessary for the manager to be in close touch with the community prior to accepting office. In fact, if he comes from out of town, he is not involved in local politics and has no obligations which might lead him to grant favors or special privileges.

The fact that politics are eliminated under the city-manager plan is often stated as a disadvantage. It is said that politics are necessary for public leadership. In order to meet this need for public leadership, however, some cities have provided for the election of a mayor. The mayor's work under the city-manager, in addition to acting as presiding officer at meetings of the council, consists of "making speeches, interpreting the work of the government to the citizens, and assuming a leadership of policy which is vitally important but which is distinctly not the manager's function."¹

¹Answers to Your Questions, National Municipal League, New York.

It is also said that the council members are likely to lose interest because they do not have administrative power. This seems improbable, because the council members, who usually have additional professions and can devote but a small portion of their time to city government, have enough legislative duties to keep up their interest.

Another argument against the plan is that if the members of the council are politicians they can appoint a manager who will carry out their wishes. This statement is quite true, but after all, the voters choose the councilmen, and it is their own fault if they elect politicians.

Some opponents state that if the manager is incompetent the city-manager plan is no better than any other form of municipal government; however, the council has the privilege of removing the city manager at any time and replacing him with an efficient one.

Why Some Cities Have Dropped the City-Manager Plan

The fact that up to 1930 only seventeen cities out of all those which had adopted the city-manager plan had abandoned this system by popular vote shows that the plan is very successful. Professor Arthur W. Bromage of the University of Michigan made a study of the reasons for the abandonment of the manager charters in those seventeen cities. He classifies the cities dropping the plan into three groups:¹

1. Those cities in which defects of the charters or disadvantages inherent in the plan itself led to its failure.
2. Those cities in which extraneous circumstances were largely responsible for the failure of the plan.

¹Bromage, Arthur W., "Why Some Cities Have Abandoned Manager Charters," National Municipal Review, Vol. XIX, Nos. 9 and 11, Sept. and Nov., 1930.

3. Those cities in which the plan was given only a short trial under political conditions.

Included in group 1 are Denton, Texas; Waltham, Massachusetts; Santa Barbara, California; Albion, Michigan; and Wheeling, West Virginia. Denton probably abandoned the plan because by charter the manager was to be designated as mayor; thus the city had no political leader elected by them. In Waltham, criticisms that the plan was autocratic, that the council was not representative of the wards, and that there was too much secret work led to its downfall. In Santa Barbara, too much appointive power was left in the hands of the council. The mayors of Albion were not willing to leave the administrative functions to the managers; also the city of Albion paid low managerial salaries. The council of Wheeling, which appointed a manager that allowed it to do as it wished, was responsible for the dissatisfaction among the people and caused a reversion to the mayor-council form of government.

Group 2 includes Collinsville, Oklahoma; Tampa, Florida; Fort Myers, Florida; Lake City, Florida; St. Cloud, Florida; Dearborn, Michigan; Missionary Ridge, Tennessee; and Michigan City, Indiana. Economic depression after the Florida boom seems to be responsible for the abandonment of the city-manager plan in the Florida cities; at such a period, the people are naturally dissatisfied and are willing to allow politicians to lead them into a change in government. Economic depression also seems to be the cause of the plan's failure in Collinsville, Oklahoma. Dearborn, Michigan, and Missionary Ridge, Tennessee consolidated with Fordson and Chattanooga respectively and thereby lost the city-manager system. Michigan City had to give up the manager form of government because the supreme court of Indiana held that the state council-manager law was unconstitutional.

The cities in group 3 really did not give the city-manager form of government a fair chance in that they tried it for such short periods. Hot Springs, Arkansas, used the plan for four years; Lawton, Oklahoma, about two years; Nashville, Tennessee, about two years; and Akron, Ohio, almost four years. Opponents of the plan were able to see that it was abolished because there was no organized body of supporters to protect it.

Cleveland, Ohio, abandoned the city-manager form of government in 1931, after it had been in operation there for over six years. Local politics was probably responsible for the overthrowing of the system.

The City Manager

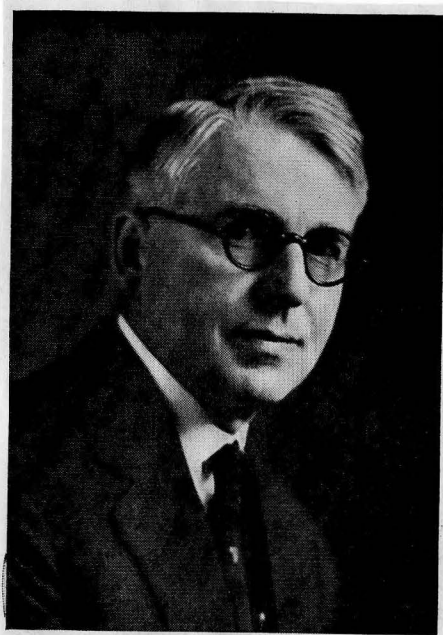
It is very interesting to make a study of the data on city managers as presented in 1927 by Professor Leonard D. White in his book entitled The City Manager.¹ According to this discussion, the ages of managers range from 21 to 70, with 35 to 39 being the most popular ages. Quite a large number of city managers have held engineering positions; of 709 men whose occupations prior to their becoming managers were known, 65.1 per cent had been engineers, 14.5 business men, and 10.3 former city officials. Salaries range from \$25,000 a year to as low as \$1,500 in small towns. In 1926, there were twenty positions open to managers with pay ranging from \$10,000 to \$25,000 a year.

Contrary to ordinary expectations, since a manager may hold office for an indefinite term, the length of time a city manager holds office is very short, the average being two years, two months, and nine days. The comparatively short term of managers is explained by the fact that many who have entered the profession have not had the proper qualifications and have thus got out of their own free will or been thrown out; others have been promoted to larger cities;

¹White, Leonard D., The City Manager, pages 128-140, The University of Chicago Press, Chicago, Illinois, 1927.

and still others have been employed by business concerns at larger salaries.

Although the outsider is supposed to have as much chance of becoming the city manager of other cities as the local man, it is interesting to note that local men have generally been given the preference, especially after first appointments.



City Manager John N. Edy of Dallas

THE CITY-MANAGER PLAN OF ROANOKE, VIRGINIA

THE CITY-MANAGER PLAN OF ROANOKE, VIRGINIA

Brief History of Government in Roanoke¹

The government of Roanoke began on February 28, 1874, when Big Lick became incorporated as a town, and a mayor was elected. In 1881, the name of the town was changed to Roanoke, and a new charter drawn up. In 1884, the legislature recognized Roanoke as a city, and another charter was adopted. The early government of Roanoke was quite simple; up to 1882, all the legislative-executive power was vested in the mayor and the council, which was composed of six members who were elected at large. In 1882, the charter adopted conferred on the council additional powers which were previously exercised directly by the legislature. The charter adopted in 1884 provided that the municipal officers of the city should consist of a mayor, a treasurer, twelve councilmen, a clerk of the hustings court, an attorney for the commonwealth, a sergeant, a commissioner of revenue, one justice of the peace from each ward, and one constable for the city. The mayor and the councilmen were to be elected for two years; four councilmen were to be elected from each of the three wards into which the city had been divided. In 1892, this charter was replaced by a new one. Two additional wards were added, and the city limits extended, but there were no important changes in the distribution of the municipal powers. In 1896, still another charter was adopted, but very few changes were made. After the adoption of the new state constitution in 1902, which provides that each city council must be composed of two branches (unless permission is obtained from the general assembly), an ordinance was passed which reduced the number of wards to

¹Roanoke World-News, section 3, pages 1, 11 and 12, January 29, 1934.

four, and made the basis of representation in the common council one representative to each 1,200 population or major fraction and in the board of aldermen one representative to each 1,800 or major fraction. On this basis, twenty-two councilmen and fourteen aldermen were elected.

About 1915 some of the people of Roanoke began to become dissatisfied with their system of government and expressed their desire to adopt the commission, a modified commission, or the city-manager form. The matter was taken up by the Chamber of Commerce, and at a citizens' meeting which was called, a committee composed of eight public-spirited citizens was appointed to secure from the legislature the proposed forms of government and to present these forms to the voters.

On May 6, 1918, the voters of Roanoke approved the city-manager form, and the new system went into effect September 21, 1918. Under this plan, five council members were elected, one from each ward, and the council appointed a city manager. The charter which was adopted in 1924, and under which the city now operates, provides that the councilmen are to be elected at large. The present government is discussed in detail in the following pages.

Since Roanoke's government began in 1874, the town has grown very rapidly; in 1881, the population was only about 600 or 700, but by 1884 it had increased to 5,276. In 1900, the population was 21,496; in 1920, 50,842; and in 1930, 69,206.



MUNICIPAL BUILDING

Legislative Division: City Council¹

The council is the legislative organ of the city. It is composed of five members who are elected at large for a term of four years, and any qualified voter of the city is eligible for election. The clerk of the corporation court notifies all who have been elected, and they are required to take oaths (prescribed by law for state officers) which are administered by the judge of a court in the city. Each councilman, except the president who receives \$1,200, is paid \$1,000 a year; these salaries are paid in monthly installments. The council elects one of its members as president, and another as vice-president. No councilman is allowed to hold any position or office of trust or profit under the city government.

The council exercises all the legislative powers of the city, some of the most important of which are: the raising of taxes, the imposing of special assessments, the purchasing of real or personal property, the making of public improvements, the preserving of public peace, and the preserving of health, subject to the provisions of the constitution of Virginia, the laws of the state and the charter of the city. The council enacts all ordinances and resolutions concerning the municipality, and may act only by ordinance or resolution except when dealing with questions of parliamentary procedure. A majority of all members constitute a quorum to do business, and for an ordinance or resolution to be passed, at least three of the councilmen must vote in the affirmative. The ordinances and resolutions enacted by the council become effective thirty days after date of passage, except emergency measures which become effective

¹ See sections 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 15, 17, 21 and 65 of the Charter of the City of Roanoke, Virginia.

on the date stated in them. The ordinances and resolutions are recorded in a journal and signed by the presiding officer and clerk. Ordinances of a general or permanent nature are required by charter to be published in one of the city newspapers.

The council elects the city manager, the city clerk and city auditor) (one individual performs the duties of both offices at the present time), (a city attorney, and a civil and police justice. It also appoints members of boards and commissions that are needed, but is prohibited from interfering with the appointments made by the city manager. The council fixes by ordinance the salaries of all officers and employees of the city, and prescribes their powers and duties.)

The council is required by charter to hold at least one regular meeting a week except during the months of June, July, and August, during which only two meetings a month have to be held. Any member of the city council or the city manager may call a special meeting at any time. All meetings of the council are open to the public "except where the public interest may require executive sessions."

President of Council and Mayor

The president of the council, who is also ex-officio mayor, presides over the meetings of the council; in case of his absence, the vice-president presides. The president and mayor acts as head of the city for all ceremonial purposes, and is recognized by the governor for military purposes and the courts for the purpose of serving civil process, but he does not have the other powers or functions of a mayor that are provided by the general laws of the state. In case of public danger or emergency, he may, with the approval of the council, assume command of the police to maintain order, and for this purpose may deputize

special policemen if they are needed.

City Clerk¹

The city clerk is elected by the council for a term of two years. He attends all meetings of the council and keeps a record of the proceedings. He is custodian of numerous books and papers, and keeps the city seal which he affixes to certain documents when directed to do so by the council. He sees to the publication of all documents, reports, ordinances, etc. which are required by charter to be published.

Administrative Division

City Manager²

The city manager, who is the administrative head of the city government, is appointed by the city council and remains in office as long as the council wishes; of course, he may resign of his own accord. He is chosen solely upon his qualifications as an administrator, "without regard to his political beliefs," and he need not be a resident of Roanoke.

The manager is the council's agency for enforcing all laws and ordinances. He attends meetings of the council, and although he may take part in discussions, he has no vote. He has the privilege of recommending to the council certain measures which he thinks advisable, and quite often the council adopts his suggestions. He must make reports to the council from time to time regarding the city's financial condition and other matters on which the council desires information.

The manager is in charge of all administrative departments of the city, and appoints and removes members of the various departments without any interference on the part of the council. It is his duty to direct the heads of the

¹See section 24 of the Charter of the City of Roanoke, Virginia.

²Ibid, sections 30 and 21.

departments and to see that each department is run efficiently. He also prepares the city budget and submits it to the council for approval. In general, he performs such duties for the city as the manager of a business concern performs for his company.

Engineering Department¹

The engineering department of the city of Roanoke is under the direction of the city engineer who is responsible to the city manager. The department is in charge of public construction and the current operation and maintenance of public properties such as public buildings, sewers, alleys and bridges. Any public improvement costing more than a thousand dollars, except in cases of emergency, is required by charter to be executed by contract, the contracts being awarded to the lowest responsible bidder, after bids have been advertised for. The city manager, however, has power to reject any or all of the bids. The council may authorize the work to be done by direct employment of labor and the purchase of the needed materials directly by the city, if the probable cost estimated for the improvement is lower than the bid of the lowest responsible bidder, and in the opinion of the city manager the cost of the work will not exceed the estimate. Separate accounts, however, are kept of all direct labor.

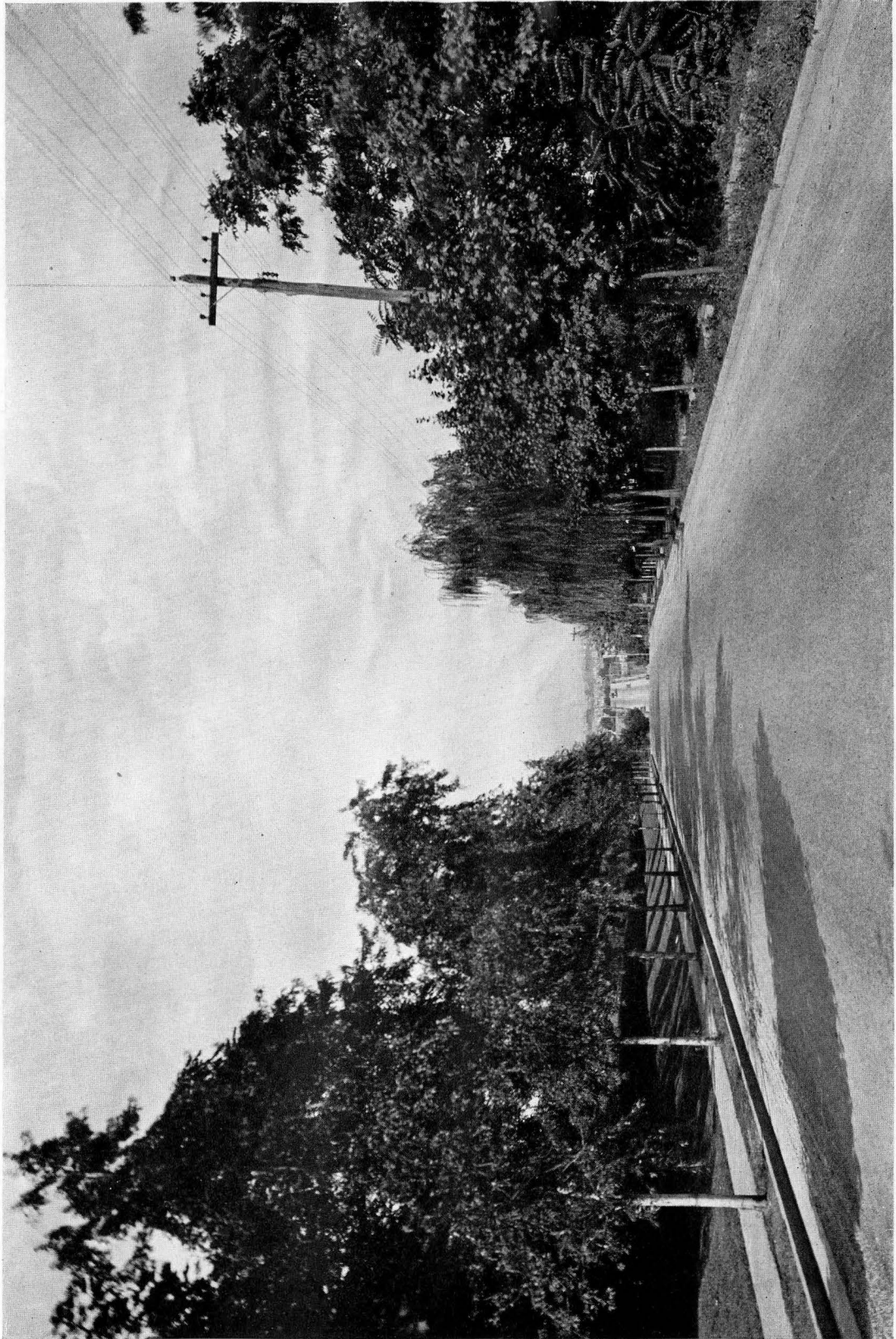
Some of the most important work done by the engineering department in recent years, in addition to the building and maintenance of streets, gutters, curbs, sidewalks, sewers and storm drains, is the construction of the Jefferson

¹Reference is to reports of the city engineer to the city manager, given in Annual Reports of the City of Roanoke for the years 1928, 1929, 1930 and 1932, and sections 40 and 41 of the Charter of the City of Roanoke, Virginia.

Street bridge, the building of a municipal airport, the completion of a map of Roanoke and environs, the placing of signs on all thoroughfares leading from the business section to the city limits, and the making of a set of maps (which give in combination with a card index the ownership, size, and location of each lot and parcel of land within the city) for the appraisal of real estate.

Relief work for the city of Roanoke is under the supervision of the engineering department. It was started early in the year 1932 and was at first paid for through the family welfare organization but later from the funds of the Reconstruction Finance Corporation.

The city engineer, in his report to the city manager for the year 1932, lists certain work which he considers very desirable and financially possible in the near future; included are: the renumbering of houses in the city; the elimination of duplicate street names; street improvement; the establishing of two rain gauge stations, one at the Municipal Building and the other at No. 9 Engine House; the making of plans for future planting and development of all city parks, a plan indicating the type of trees to be planted on all streets, and a complete plan for the development of the municipal airport. Some of the projects which he recommends for future consideration when funds are available are: extensive and systematic tree planting in streets and parks; extension of the official survey throughout the city, or at least a complete survey of certain portions of the southeast and new annexed territory; the erecting of additional street signs; the paving of alleys in the down-town section and on steep grades in the residential sections; and the purchasing of certain narrow strips of land along the Roanoke River for parkway development.



*SOUTHERN ENTRANCE TO CITY
Avenham Avenue, South Roanoke*

Police Department¹

The police force of Roanoke at the end of 1932 was composed of eighty-two members, as follows: a superintendent of police, a captain of detectives, a chief of identification, a clerk, three lieutenants, three sergeants, three signal operators, three patrol chauffeurs, five detectives, six motorcycle officers, fifty-three patrolmen, one electrician, and one electrician helper. In 1924 there were only seventy-four men on the force, the difference being that then there were only forty-four patrolmen, eight motorcycle officers, and no electrician.

The superintendent of police has immediate direction and control of the force, but he works under the supervision of the city manager. If for any reason the superintendent is absent from his duties, the manager designates some other member of the force to act for him. Each patrolman appointed by the city manager must have been a resident of Roanoke for at least six months prior to his appointment, and each member of the force is required to take an oath before the city clerk that he will faithfully perform his duties.

All officers and privates of the police force have authority to enforce the criminal laws of the state and the ordinances and regulations of the city, and must arrest offenders. They are to preserve good order in the city and protect the inhabitants and their property from violence. The policemen have no authority in civil matters, but execute any warrant of arrest placed in their hands by a justice of the city. The superintendent of police or the ranking officer on duty at the police station, in the absence of the civil and police justice or his assistant, has the power to admit to bail persons

¹Reference is to reports of the superintendent of police to the city manager, given in Annual Reports of the City of Roanoke for the years 1928, 1929, 1930, and 1932, and section 31 of the Charter of the City of Roanoke.

arrested on a misdemeanor charge and brought to the police station.

Some of the charges on which arrests are made by the police force are: assault, adultery, robbery, attempted robbery, murder, attempted murder, manslaughter, begging, gambling, drunkenness, vagrancy, resisting arrest, and violations of the traffic ordinance. The total number of arrests in 1932 for violations of city ordinances was 10,330; of state law, 1,342; as compared with 9,959 and 1,224 respectively in 1928: thus it is apparent disregard for law is increasing. The total number of arrests for all violations in 1932 comprised 16% of the white population and 17.8 of the colored. Of the nine cases of murder, five were committed by negroes.

The total number of motor vehicle accidents reported in the city during 1932 was 665, with five deaths and 219 injured; for 1928, there were 1,401, with 274 injuries and five deaths. Although there has been a decrease in the number of accidents, Roanoke still needs more strict traffic regulations. The down-town streets of Roanoke are rather narrow, and in order to accommodate all traffic, rigid regulations should be enforced. By ordinance, parking is prohibited at certain points, limited to twenty minutes on some streets during week-days, and limited to three hours in many streets. Traffic lights on the main streets are operated on the wave system for a speed of about fifteen miles an hour.

The number of people accommodated with lodging in the jail as "guests" in 1932 was 3,264 as compared with 626 in 1928. This large increase is due to the depression, as a great many who wander about the country looking for work have no place to stay.

Two outstanding features of Roanoke's police department are a Bertillon measurement department and a pension fund. Moreover, the fact that Roanoke was chosen as the place for one of the twelve zone schools for the training

of policemen and police officers of the state is very beneficial to the city police force. In the school that was conducted for a period of six weeks in 1932, a large number of men of all ranks enrolled. This fact indicates that the majority of policemen are interested in improving themselves so that they may give better service.

The personnel of the police department should be increased in order to give better protection to the citizens of Roanoke. The International Association of Chiefs of Police recommends one police officer to every 500 inhabitants; according to that recommendation, Roanoke should have about 140 policemen.

Fire Department¹

The fire department force of Roanoke at the end of 1932 consisted of ninety-nine members, as follows: a chief, an assistant chief and captain of No. 1 ladder company, a master mechanic, a superintendent of fire alarm, ten captains, eleven lieutenants, nine engineers, one secretary, three telephone operators, and sixty privates.

The fire chief is in charge of the fire force, but he is responsible to the city manager. In case of an emergency, the manager may appoint additional firemen and officers for temporary work.

The members of the fire force may exercise the powers of police officers while going to, attending and returning from any fire or fire alarm. The chief of the fire department has the authority to direct that any building on fire or other neighboring buildings which might cause the fire to spread be pulled down or destroyed.

Officers and members of the fire force make periodical inspections in

¹Reference is to reports of the fire chief to the city manager, given in Annual Reports of the City of Roanoke for the years 1928, 1929, 1930, and 1932, and section 32 of the Charter of the City of Roanoke.

the first zone and in factories, stores, churches, schools, garages, etc., and in private homes when requests are made. These inspections are for the purpose of preventing any accumulation of rubbish and inflammable material and of discovering any condition which might cause a fire. Property owners, citizens and the members of the fire department are benefited by the inspections; the latter become familiar with the construction of different buildings in their districts and are able to give better service in case of a fire.

There are nine fire stations in Roanoke; all are two-story brick buildings and are located in different sections of the city. The equipment seems to be inadequate, for the fire chief, in his report to the city manager in 1932, recommended that additional equipment be bought. He also recommended that additional men be added to the department so as to put the members on a two-platoon basis. There should be as much and as good equipment bought as needed, and the force should contain the necessary number of men, for fire protection is very important for any city.

The number of fires in Roanoke has been increasing in recent years, but on the whole, Roanoke has a very good fire record. There have been no conflagrations. The number of fire alarms, the amount of fire losses, etc. for a period of twenty-three years are given in the following table.

Table No. 1

ROANOKE'S FIRE LOSSES FOR TWENTY-THREE YEARS

Year	Alarms Number	Value Involved In Fires	Loss	Exposure Loss	Percentage of Fires Confined To Buildings
1909	171	\$ 1,521,700.00	\$ 129,945.00	\$ 1,116.00	86
1910	163	1,168,860.00	46,868.00	6,559.00	98
1911	180	626,610.00	22,531.00	1,890.00	96
1912	276	2,201,005.00	54,125.00	657.00	98
1913	291	1,843,255.00	89,216.00	1,746.00	97
1914	237	1,441,120.00	77,541.00	6,264.00	99
1915	267	1,521,280.00	82,151.00	5,809.00	96
1916	298	1,508,395.00	84,141.00	100
1917	312	2,172,976.00	159,151.11	100
1918	290	1,538,187.87	50,936.66	919.14	99
1919	244	3,626,184.00	143,971.24	5,670.24	99
1920	381	9,082,052.47	144,607.87	15,673.60	99 8/10
1921	384	5,347,162.10	202,825.85	550.46	98
1922	399	6,647,326.77	93,278.41	603.00	98
1923	297	6,560,626.69	123,715.07	2,158.80	96
1924	514	4,601,377.64	89,124.77	1,600.00	99 8/10
1925	527	5,362,579.46	139,920.03	1,785.00	98
1926	502	6,007,464.93	77,737.43	795.00	99 1/2
1927	513	5,576,125.00	136,014.32	3,746.60	99
1928	671	5,404,622.00	218,419.02	2,337.70	99 8/10
1929	634	6,000,000.00	282,615.00	2,285.00	99 8/10
1930	753	3,492,017.00	577,748.52	28,708.67	98 8/10
1931	692	9,108,117.00	215,351.80	145.00	99 2/3
1932	709	6,023,026.85	141,342.49	474.50	99 2/3

Health Department¹

The health department of Roanoke is under the direction of a health officer who is responsible to the city manager. In this department are a statistician and clerk, a bacteriologist, a quarantine nurse, a dairy and food inspector, an assistant dairy and food inspector, two sanitary inspectors, a child welfare nurse and a clinic nurse.

As indicative of the excellent work done by this department, it may be noted that in 1932 four records were made which had never before been equalled in the twenty-one years that accurate statistics had been kept in the health department; these were: the lowest infant mortality rate, the lowest tuberculosis death rate, the lowest infantile diarrhea death rate, and the lowest total death rate. These rates for 1932 are as follows: infant mortality per 1,000 live births, 64; tuberculosis death rate per 100,000 population, 34; infantile diarrhea death rate per 100,000 population, 11; and total death rate per 1,000 population 11. For 1912, the corresponding figures were: infant mortality, 165; tuberculosis, 174; infantile diarrhea, 150; and total death rate, 13.9.

The health officer is in charge of the activities of the health department and devotes his full time to promoting health in the city. He administers toxoid against smallpox, gives Schick tests, vaccines, etc. both in the city schools and in the office, aids in sanitary inspections, and performs many other services for the health welfare of the city. He submits to the city manager annually a detailed report of activities for the year.

The statistician and clerk to the health department keeps a record of the contagious diseases reported, a record of births and infant mortality, and a record of deaths according to age and causes of death.

¹Reference is chiefly to reports of the health officer to the city manager, given in Annual Reports of the City of Roanoke for the years 1928, 1929, 1930 and 1932.

The bacteriologist makes various tests and reports the results to the health officer; bacteriological examinations of market milk and bacteriological and chemical examinations of water are made; also diagnostic tests of tuberculosis, diphtheria and gonorrhoea, and analyses of direct smears, blood cultures, etc. are made.

The quarantine nurse visits homes in which there are contagious diseases and sees that the families are quarantined; she also spends part of her time in helping the health officer in schools to vaccinate and administer toxoid.

The dairy and food inspector of the department visits the various grades of dairies and creameries and makes inspections; the assistant dairy and food inspector visits candy kitchens, soda fountains, restaurants, meat shops, groceries, bakeries, etc. to see that the health laws of the city are observed.

The sanitary inspectors inspect yards, vacant lots, alleys, dry closets, cess pools, sewers, stables, etc., and give notice to the owners if the places do not come up to certain sanitary standards. If the notices are disobeyed, the cases are taken up in court.

The child welfare nurse visits homes in the city and gives advice and care to expectant mothers, and care to infants and children of pre-school age; she accompanies these patients to the doctor, clinic or hospital whenever necessary. She also spends three hours each week at the well-baby clinic, and is in charge of the venereal disease clinic.

The venereal disease clinic was added to the activities of the health department on February 1, 1932, and three clinics a week have been held since. Previous this work was done by the out-patient department of the Roanoke Hospital. During the year 1932, the number of visits to this clinic increased from 220 visits in February to 1137 visits in December; the total number of visits for the year was 10,287.

Among the more important recommendations for improving health conditions in Roanoke which the health officer gives in his report to the city manager for 1932 are: adoption of a modern sanitary code, employment of a maternity nurse, establishment of a well-baby center, enlargement of school playgrounds and parks, erection of at least three municipal outdoor swimming pools, establishment of a place of quarantine for persons infected with venereal diseases as required by state law, erection of a modern sanitary enclosed market, and employment of a full-time school physician.

In a contest sponsored by the United States Chamber of Commerce in June 1933, Roanoke ranked only nineteenth among cities of its size in the United States so far as health conditions were concerned. Thus, despite the excellent work done by the health department, there remains much room for improvement.

Financial Division

The financial is the most important division of a city government, for without income and expenditures the various activities of the government could not be carried on. It is therefore of the utmost importance that the revenues of a city be carefully anticipated and budgeted, and that honest, efficient men who understand fully their duties be employed in the financial division.

Officers

The financial officers of Roanoke's government are an auditor, a treasurer, and a commissioner of revenue.

Auditor¹

The city auditor (whose office at the present time is combined with that of the city clerk) is appointed by the council for a term of two years. His

¹See sections 35 and 46 of the Charter of the City of Roanoke

chief duties are keeping all accounts and financial records of the city, supervising all officers and employees of the city who are in any way connected with the handling of city funds, prescribing the system and regulations for reporting and accounting for all city revenue, and drawing warrants on the treasury for all money that is paid out of city funds. Before any obligation involving the expenditure of money may be entered into, he must certify that the necessary amount is in the fund of the treasury from which it is to be taken. The auditor is required by charter to present to the council a monthly statement which gives a detailed account of all money received and all money ordered to be paid, and also a detailed annual financial report which includes balance sheets and their schedules, statements of receipts and disbursements, etc.

Treasurer¹

The city treasurer is elected by the qualified voters of the city for a period of four years, and gives bond for the faithful performance of his duties. He collects and receives all city taxes, levies, assessments, license taxes, rents, school funds, etc.; in fact, all revenues except those which the council makes it the duty of some other officer to collect. He acts as custodian of public money of the city, and keeps the money in the banks and trust companies designated by the council.

Commissioner of Revenue²

The commissioner of revenue is also elected by the qualified voters of the city for a period of four years and gives bond for the faithful performance of his duties. He is in charge of the assessment of property and licenses,

¹See section 37 of the Charter of the City of Roanoke

²Ibid, section 38

and makes reports to the council regarding the assessments. He has power to administer oaths as required by the council in the assessment of taxes of the city.

Receipts

The sources of revenue for the city of Roanoke may be listed as follows:

1. Taxes (property taxes, license taxes, poll taxes, etc.)
2. Special assessments
3. Fines and fees
4. Rents from public property
5. Earnings of the different departments for services rendered
6. Temporary loans
7. Interest on city funds
8. Donations
9. Miscellaneous (all other)

The sources for which provision is made in the charter of the city are discussed below.

Taxes¹

By far the most important regular source of income for Roanoke is that of taxes, and especially property taxes. The council of the city levies property taxes in the amount that is needed to meet all just demands against the city, subject of course to the constitution and laws of the state and of the United States, and to the charter provision that the tax must not exceed two dollars and twenty-five cents on one hundred dollars of assessed value of the property. The council bases its estimate of the amount needed on the budget submitted by the city manager. The council may require the sale of any real estate or goods and chattels in the city for the non-payment of taxes.

¹See sections 2 (1), 51, 52 and 53 of the Charter of the City of Roanoke.

The following table gives the property tax collections of the city of Roanoke over a period of five years:

Table No. 2¹

TAX COLLECTIONS OF ROANOKE FOR A FIVE-YEAR PERIOD

Year	Original levy	Uncollected during year in which levy was made	Uncollected, February 29, 1932	Percentage of original levy uncollected, February 29, 1932
1927	\$1,696,487.00	\$424,402.10	\$ 25,438.00	.015
1928	1,706,051.00	446,724.00	69,272.00	.040
1929	1,717,741.00	453,206.00	102,500.00	.059
1930	1,751,668.00	504,906.00	194,595.00	.111
1931	1,839,141.00	516,471.00	497,309.00	.270

License taxes are imposed by ordinance on businesses, trades, professions, etc., in the city, but the rates are not very high, and therefore this source of income is not so important to the city.

Special Assessments²

For certain improvements which benefit an individual or group of individuals more than the public as a whole, it is only fair that the cost be borne partly by the individuals benefited. The money for such improvements is raised by special assessments against those benefited; however, for improvements to a part of a street which forms the roadway, assessments may be made only with the consent in writing of a majority of the owners of property affected. If the assessments are not paid, the council may require the sale of the property in order to secure the amount due.

¹"Roanoke's Fine Fiscal Position," Virginia Municipal Review, volume ix, page 77, April, 1932.

²See sections 2 (2), 50 and 51 of the Charter of the City of Roanoke.

Temporary Loans¹

Although temporary loans are not revenue in the real meaning of the word, in that they have to be repaid, they may be considered as such, for they do furnish the city with funds which may be used for a limited time. It is sometimes necessary for a city to resort to temporary loans in order to meet current expenses. The council of the city of Roanoke is given authority by charter to secure temporary loans in anticipation of taxes, but there is a debt limit of \$300,000. The loans are evidenced by bonds or notes which must be paid within one year and out of the current revenue of the city.

The sources of revenue of Roanoke for 1932 are classified by the city auditor in his report to the council as follows:

1. Public taxation (property taxes, capitation taxes, dog taxes, etc.)
2. General Government (sale of blue prints, interest on deposits, elections, and civil and police justice)
3. Public Safety (police fines, court fines, pound fines, police department, fire department, automobile permits, bail fees, building inspection, etc.)
4. Public Charities and Corrections (almshouse)
5. Sanitation (garbage removal)
6. Highways (street repairs, highway maintenance)
7. Public Education and Recreation (public parks, library, and recreation)
8. Public Utilities and Investments (Public Market, West End Market, public scales, rents, and airport)
9. Municipal Indebtedness (temporary loans)
10. All Other (excess fees, police and fire pensions, workmen's compensation, and donations)

The following chart illustrates the Roanoke dollar as received in 1932.

¹ See section 49 of the Charter of the City of Roanoke.

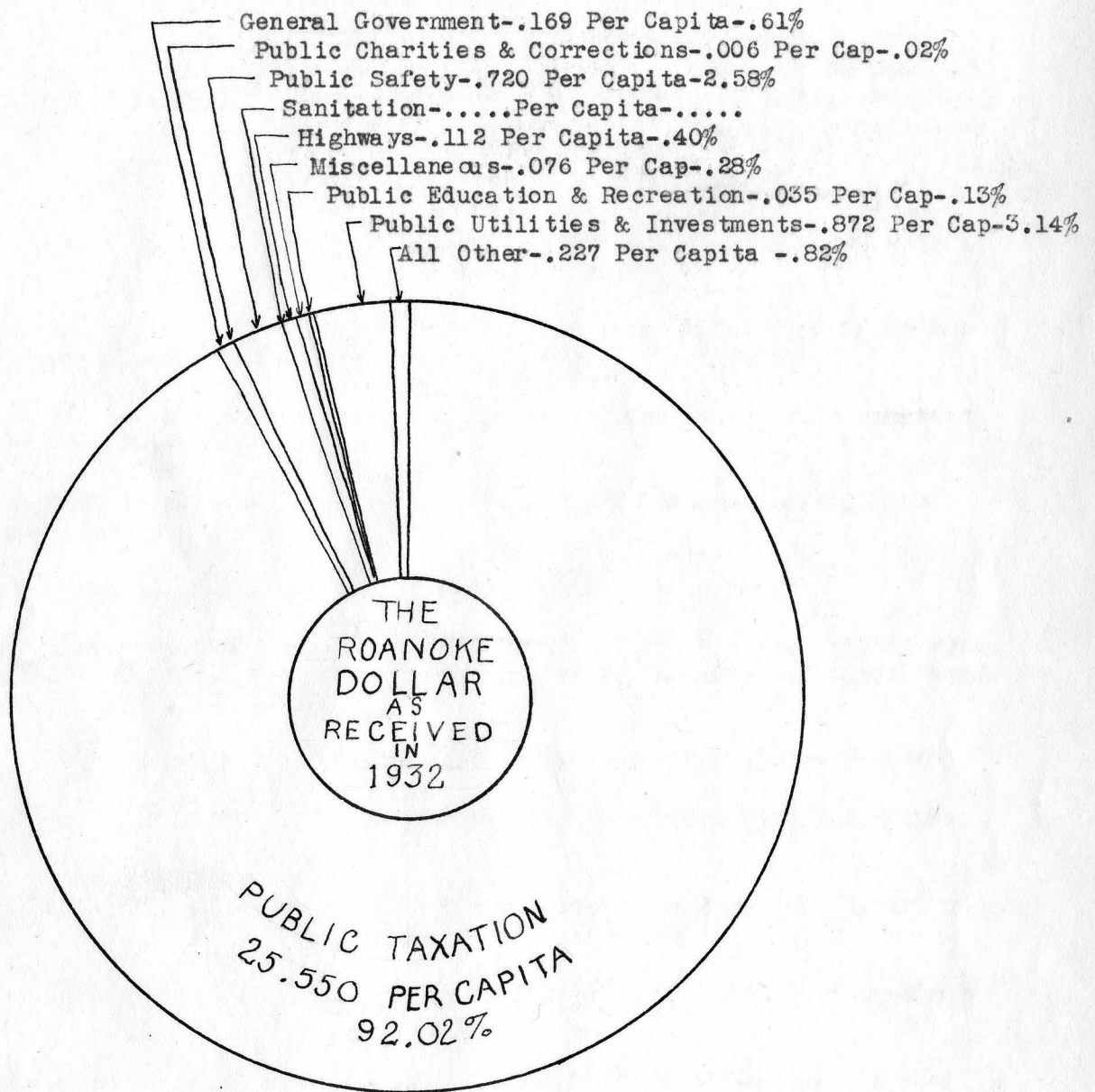


Chart No. 2
 (From Annual Reports of the City of Roanoke, Virginia, 1932)

Disbursements

The disbursements of the city of Roanoke may be classified as follows:

1. General Government (city manager, engineering department, city clerk and auditor, city treasurer, legal department, judges, court officers and expense, assessment of taxes, collection of taxes, city hall, elections, stationery and printing, city council, convention and league, coroner, city planning and zoning, civil and police justice, assessing and collecting dog tax, and collecting delinquent taxes)
2. Public Charities and Corrections (almshouse, outside poor, hospitals, organized charities, insane, jail, and juvenile court)
3. Public Safety (police department, fire department, fire hydrants, street lighting, building inspection, and military and armories)
4. Public Health (physician, quarantine and detention, city cemetery, and health department)
5. Sanitation (street cleaning and watering, garbage removal, and sewer maintenance)
6. Highways (street repairs, bridge repairs, and crusher)
7. Miscellaneous (city stables, tools and equipment, live stock, refunds and rebates, special service, allowances and gifts, damages and costs, workmen's compensation, and garage)
8. Public Education and Recreation (parks, library, and recreation)
9. Public Utilities and Investments (Public Market, West End Market, water site, and airport)
10. Municipal Indebtedness (interest on bonds and temporary loans, refund on taxes, sinking fund appropriation, bonds, and notes)
11. All Other (soldiers' pensions, police pensions, and fire pensions)

The following chart illustrates the distribution of the Roanoke dollar as spent in 1932.

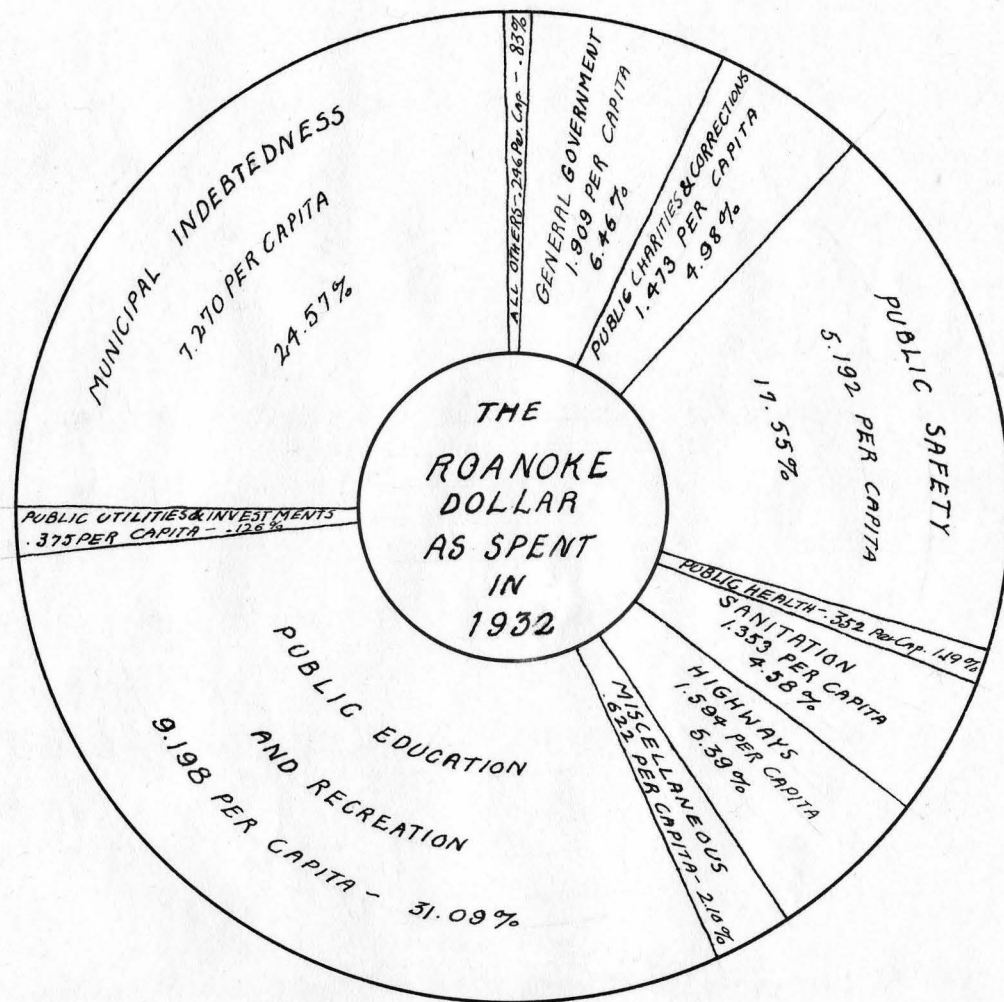


Chart No. 3
 (From Annual Reports of the City of Roanoke, Virginia, 1932)

Bonds¹

Public improvements of a permanent nature are usually financed by the issuance of long-term bonds. The council of the city of Roanoke is given power by charter to issue certificates of debt or bonds for the making of any public improvement. Before these bonds or certificates may be issued, however, it is necessary for an ordinance to be adopted by a majority vote of all members of the council and endorsed by a majority of the freehold voters who vote on it. The certificates or bonds must be redeemable within a period of thirty-four years, and the total debt of the city at any time must not exceed eighteen per cent of the assessed value of real estate within the city limits subject to taxation, except when bonds are issued for an undertaking from which the city is to receive a revenue. Each bond which is issued states for what purpose it is to be used, and the proceeds are employed exclusively for such objects. The council has the power to issue bonds to be used in refunding any bonds of the city, but the refunding bonds are limited to a period of thirty years.

The following table gives a list of the bonds of Roanoke at the end of 1932.

¹ See sections 12, 47 and 48 of the Charter of the City of Roanoke

Table No. 3¹

BONDED DEBT
DECEMBER 31, 1932

Series and Purpose of Issue	Date of Issue	Date of Maturity	Rate of Interest	Amount Outstanding
City Improvements:				
Refunding.....	July 1, 1903	July 1, 1933	4%	\$ 53,000.00
Refunding Bridge.....	July 1, 1905	July 1, 1935	4%	24,000.00
Street Improvements.....	Jan. 1, 1906	Jan. 1, 1936	4%	275,000.00
Sewer Improvements.....	Jan. 1, 1906	Jan. 1, 1936	4%	100,000.00
Fire Improvements.....	Jan. 1, 1906	Jan. 1, 1936	4%	25,000.00
Refunding.....	July 1, 1906	July 1, 1936	4%	414,000.00
Street Improvements.....	May 1, 1910	May 1, 1940	4%	285,000.00
Sewer Improvements.....	May 1, 1910	May 1, 1940	4%	75,000.00
Fire Improvements.....	May 1, 1910	May 1, 1940	4%	40,000.00
Park--Elmwood.....	May 1, 1911	May 1, 1941	5%	120,000.00
Municipal Building.....	May 1, 1911	May 1, 1941	4%	230,000.00
Municipal Building.....	May 1, 1914	May 1, 1944	4%	150,000.00
Fire Improvements.....	July 1, 1917	July 1, 1947	4%	35,000.00
Market Improvements.....	Mar. 1, 1918	Mar. 1, 1948	4%	200,000.00
Street Improvements--Series "F".....	Jan. 1, 1920	Jan. 1, 1950	4%	500,000.00
Sewer and Drainage--Series "O".....	Jan. 1, 1920	Jan. 1, 1950	4%	250,000.00
Street Improvements--Series "J".....	Apr. 1, 1922	Apr. 1, 1952	4%	200,000.00
Fire Improvements--Series "L".....	Apr. 1, 1922	Apr. 1, 1952	4%	60,000.00
Bridge Improvements--Series "N".....	July 1, 1924	July 1, 1954	4%	525,000.00
Sewer and Drainage--Series "O".....	July 1, 1924	July 1, 1954	4%	350,000.00
Street Improvements--Series "P".....	July 1, 1924	July 1, 1954	4%	139,000.00*
Detention Home--Series "Q".....	July 1, 1924	July 1, 1954	4%	40,000.00
Street Improvements--Series "S".....	July 1, 1927	July 1, 1947	4%	354,000.00**
Fire Improvements--Series "T".....	July 1, 1927	July 1, 1957	4%	100,000.00
Sewer Improvements--Series "U".....	July 1, 1927	July 1, 1957	4%	50,000.00
Street Improvements--Series "V".....	Jan. 1, 1931	Jan. 1, 1950	4%	450,000.00***
Sewer Improvements--Series "W".....	Jan. 1, 1931	Jan. 1, 1961	4%	300,000.00
Total City Improvements.....				\$5,344,000.00
School Improvements				
Schools.....	May 1, 1910	May 1, 1940	4%	\$ 100,000.00
Schools.....	Apr. 1, 1916	Apr. 1, 1946	4%	300,000.00
Schools--Series "I".....	Jan. 1, 1920	Jan. 1, 1950	4%	200,000.00
Schools--Series "K".....	Apr. 1, 1922	Apr. 1, 1952	4%	1,000,000.00
Schools--Series "M".....	July 1, 1924	July 1, 1954	4%	300,000.00
Schools--Series "R".....	July 1, 1927	July 1, 1957	4%	750,000.00
				\$2,650,000.00

*Street Improvement Bonds due serially, maturing \$23,000.00 annually from July 1, 1926, to July 1, 1937, inclusive, and \$24,000.00 due July 1, 1938.

**Street Improvement Bonds due serially, maturing \$23,000.00 annually from July 1, 1931, to July 1, 1946, inclusive, and \$32,000.00 due July 1, 1947.

***Street Improvement Bonds due serially, maturing \$26,000.00 annually from January 1, 1929 inclusive, and \$34,000.00 due January 1, 1950.

¹Annual Reports of the City of Roanoke, Virginia, December 31, 1932, page 83.

Sinking Fund¹

The city of Roanoke has a sinking fund which is used in the payment of the debt of the city. There is set aside annually from the resources of the city a sum equal to one per cent of the total debt not payable within one year. If no part of the debt is due or payable, the funds are invested in the bonds or certificates of debt of the city, of the state of Virginia or some other state, or the United States. The sinking fund is managed by a sinking fund commission which is composed of the president of the council, the city treasurer, and the city auditor. This commission reports from time to time to the council the condition of the fund.

At the end of 1932, the amount of cash in the sinking fund was \$162,058.57, the amount invested in bonds of the city, \$1,025,000.00, and the amount invested in bonds of the state of Virginia, \$42,000.00, making a total of \$1,229,058.57.

Budget²

One of the most important tasks of the city manager is the preparation annually of a budget for the succeeding year. The budget, which is based upon detailed estimates furnished by the several officers of the city government, must be presented to the council at least thirty days before the end of the fiscal year. The charter of the city provides that the budget must contain the following information: a statement of appropriations recommended for the ensuing year, as well as statements of appropriations made for the current and

¹Reference is to section 46 of the Charter of the City of Roanoke, and to Annual Reports of the City of Roanoke, Virginia, December 31, 1932, page 81.

²See section 35 of the Charter of the City of Roanoke.

last year; a statement of taxes needed and of the estimated revenues from all other sources for the coming year, as well as statements of taxes and other revenue received for the current and last year; a statement showing the condition of the various appropriations; explanations regarding estimates for the ensuing year; a work program showing projects to be begun and those to be completed during the next year and each of several years following; a statement showing the financial condition of the city; and any other information which the council may require.

Annual Appropriation¹

The council prepares an annual appropriation ordinance, which is based on the budget submitted by the city manager, and passes on it as soon as practicable. The council then levies taxes to meet the demands against the city. Unencumbered balances of appropriations for the previous year revert to the funds from which appropriated and are subject to further appropriation.

¹See sections 34 and 36 of the Charter of the City of Roanoke.

Table No. 4

COMPARATIVE STATEMENT OF RECEIPTS AND DISBURSEMENTS OF ROANOKE
FOR A PERIOD OF TWENTY-SIX YEARS

Year	Receipts		Disbursements	
	Ordinary	Extraordinary	Ordinary	Extraordinary
1907	\$ 368,714.82	\$ 183,791.93	\$ 271,378.71	\$ 314,958.71
1908	411,422.10	66,685.44	304,462.87	129,817.87
1909	421,548.73	16,798.84	308,602.36	120,540.90
1910	508,594.27	355,976.27	423,526.36	218,391.50
1911	542,946.09	176,300.65	439,705.76	392,135.55
1912	574,349.78	9,081.53	455,402.44	142,619.63
1913	492,383.43	210,325.59	467,157.07	154,209.44
1914	617,735.01	11,909.74	504,597.57	153,529.52
1915	508,651.83	175,484.85	465,774.58	253,127.78
1916	600,005.40	137,626.09	493,676.33	168,858.19
1917	683,727.08	6,676.31	530,804.46	154,872.68
1918	705,402.37	76,957.61	569,708.20	128,429.05
1919	753,758.13	46,402.39	683,318.43	140,956.07
1920	1,174,538.30	358,820.83	928,239.61	460,414.72
1921	1,342,103.10	774,766.17	1,259,015.83	695,135.32
1922	1,447,673.30	1,304,137.30	1,258,112.74	751,080.94
1923	1,589,916.58	36,407.88	1,379,438.76	592,450.77
1924	1,648,532.35	1,551,031.85	1,556,114.06	644,609.59
1925	1,720,942.20	51,499.32	1,714,402.92	927,351.18
1926	1,853,521.77	25,394.69	1,733,792.56	443,988.32
1927	2,063,228.67	1,490,061.03	1,958,790.88	457,832.07
1928	2,138,106.85	341,036.40	2,025,221.15	1,527,517.60
1929	2,328,639.07	26,930.15	2,348,992.47	210,444.29
1930	2,468,259.91	7,628.22	2,677,708.85	74,517.31
1931	2,585,331.86	839,277.22	2,624,524.33	568,526.55
1932	2,418,884.51	17,561.15	2,573,745.81	287,585.89

Other Divisions

Public Schools¹

Although the public school system of Roanoke is largely governed by state laws (it is desirable that it should be, for a certain degree of uniformity is needed in all schools within a state), a limited amount of local control is allowed. This control is exercised by a school board, which is elected by the council, and on which the city manager serves as an ex-officio member. The manager has the same powers and duties as the regular members of the board. In general, the board of education sees that the schools are run efficiently and properly; its duties and powers are prescribed by state laws and are the same as those provided in the state code for all school boards within the state except that all real estate purchased for the purpose of public education is the property of the city of Roanoke.

The school board is required by charter to present to the council and to the city auditor a detailed statement of all money received by it or placed to its credit, and before any money may be expended by the board, the account must be submitted to the city auditor for audit. After the account has been audited, a warrant, which states the purpose for which the amount is to be paid, is drawn on the city treasurer; this warrant is signed by the chairman of the board and countersigned by the clerk. The board is also required to submit annually to the city manager, for his information in preparing the annual budget, a detailed estimate of the amount of money needed for the running of the public schools for the coming year, and also an estimate of the amount which will probably be received by the board from sources other than appropriations by the council.

¹Reference is to sections 55 and 56 of the Charter of the City of Roanoke, and to Roanoke Industrial Survey, volume 1, pages VI 30-34.

For the fiscal year ending on June 30, 1927, the total receipts of the ordinary school fund were \$630,854.23; the two main items of the fund were the city appropriation of \$500,000 and the state fund contribution of \$107,381.28. Total disbursements for the year were \$819,895.66, of which \$519,112.46 was paid to teachers. There were 410 day teachers in the sixteen schools of the city, and 434 on the total school staff which consists of principals, supervisors, teachers and assistants. The total enrollment of all schools in the city was 14,045.

There are evening classes, some of which take up high-school subjects, conducted to meet the needs of adults who are interested in receiving the training. The fact that a large number of adults are enrolled in these classes indicates that it is worth while to hold them.

Roanoke needs more elementary and junior high schools, for some of the pupils who live in the suburbs have long distances to walk to school.

Public Library¹

A public library may well be considered a necessity of a city, for it is essential to educational and cultural progress. A public library is available to all classes of people at a minimum cost, and is especially beneficial during a period of depression, such as the present, when many people have much leisure but very little money.

The library system of Roanoke is under the direction of a board of directors appointed by the city council. The head librarian is required to make an annual report to the board, who in turn presents it to the council.

The public library of Roanoke was established in 1921 with only about

¹Reference is chiefly to reports of the librarian to the board of directors, given in Annual Reports of the City of Roanoke for the years 1928, 1929, 1930, and 1932.

6,000 books; at that time, however, there were comparatively few people who made use of the library facilities. At the end of 1932, there was a total of 47,608 books, 33,013 at the Main Library and 14,696 in the three branches. The record of the number of visitors to the library each day showed an average of approximately 400 per day. For 1932, the library service cost the city thirty-five cents per capita, five cents less than in 1931.

The library was asked by the council to reduce its operating expenses for the year 1932, and it did; at the end of the year an accumulated surplus of about \$11,000.00 was turned into the general funds of the city. At times it may be necessary for a city to curtail the operating expenses of public libraries, but if possible the city should find some other means of economizing. All money spent by a city in operating libraries is well expended, because the citizens can use them as a means of enjoyment as well as mental improvement.

Roanoke needs very badly a new library building, for the one now used is much too small to properly accommodate the number of visitors, and there is not enough shelving space to take care of new volumes that should be added to the present collection of books.

Public Utilities

Privately Owned

Practically all public utilities of Roanoke are privately owned, but they give splendid service to the city and have the good will of the citizens. The Roanoke Railway and Electric Company, which is the largest company, furnishes the city with street car service and electric light power; the Chesapeake and Potomac Telephone Company, which is a part of the Bell Telephone Company system but which operates independently, telephone service; the Roanoke Water Works Company, the water supply; and the Safety Motor Transit Corporation, bus service.

Municipally Owned

The city of Roanoke operates two markets, the Public Market and the West End Market. These markets are beneficial to both residents of the city, who are able to secure fresh country produce direct from the producer at a reduced price, and to the producer, who may have no other means of selling his products. The clerk of market submits an annual report to the city clerk and auditor, giving the amount of rents from meat stalls, rents from store rooms, curbage receipts, receipts from city scales, etc.

Roanoke also has a municipal airport which is located just outside the city. The lease on this airport expires in June, 1934, and it is not known at present whether the city will renew it.

Sanitary and Street Cleaning Department¹

The sanitary and street cleaning department is concerned with the collection and disposal of garbage, ashes and trash, the incineration of dead animals, and the cleaning of streets. This department is under the direction of a superintendent who makes an annual report to the city manager.

The garbage of Roanoke is collected daily in the business section of the city, once a week from October to May and twice a week from the first of May to the first of October in the residential section, and is incinerated. Trash is collected daily in the business section, and ashes, trash, cans, etc. are collected once a week in the residential section; these are hauled to the city dump. A city ordinance requires the separation of non-combustible matter from trash and the use of covers on garbage and trash cans, but this law is very hard to enforce.

¹Reference is to reports of the superintendent of the sanitary and street cleaning department to the city manager, given in Annual Reports of the City of Roanoke for the years 1928, 1929, 1930, and 1932, and to Roanoke Industrial Survey, pages VI 40-42.

The streets of Roanoke are cleaned by the use of motor sweepers, rotary brooms, and gutter brooms, and the sweepings are hauled to the city dump in trucks. The business sections are swept every night, and the residential sections about twice weekly.

Building and Plumbing Department¹

The building and plumbing department is under the direction of a building and plumbing inspector who makes an annual report to the city manager. It has for its purpose the protection of the public against dangers that might be caused by defective construction of buildings, poor construction and operation of elevators, fire hazards, defective wiring, etc. This department, the health department and the fire department cooperate to insure safety to the public. Several inspections are made by the building and plumbing department in conjunction with the health department, and also by the building and plumbing department and the fire department.

The building and plumbing department gives permits for the construction of residences, apartments, filling stations, stores, etc., and for repairs and additions to buildings. Frequent building, plumbing, elevator and fire escape inspections are made. When necessary, this department sees that parts of buildings are razed, that chimneys are rebuilt, signs erected, cloth signs removed, signs repaired, sidewalk vault doors repaired, sidewalk cellar doors repaired, and fume ventilators installed. The department also issues cards to journeymen plumbers, certificates to master plumbers, and certificates to cleaning plants, and cards to picture machine operators.

¹Reference is to reports of the building and plumbing inspector to the city manager, given in Annual Reports of the City of Roanoke for the years 1928, 1929, 1930 and 1932.

In 1932, the department made 1,355 inspections, and granted 305 permits for construction, repairs, and additions.

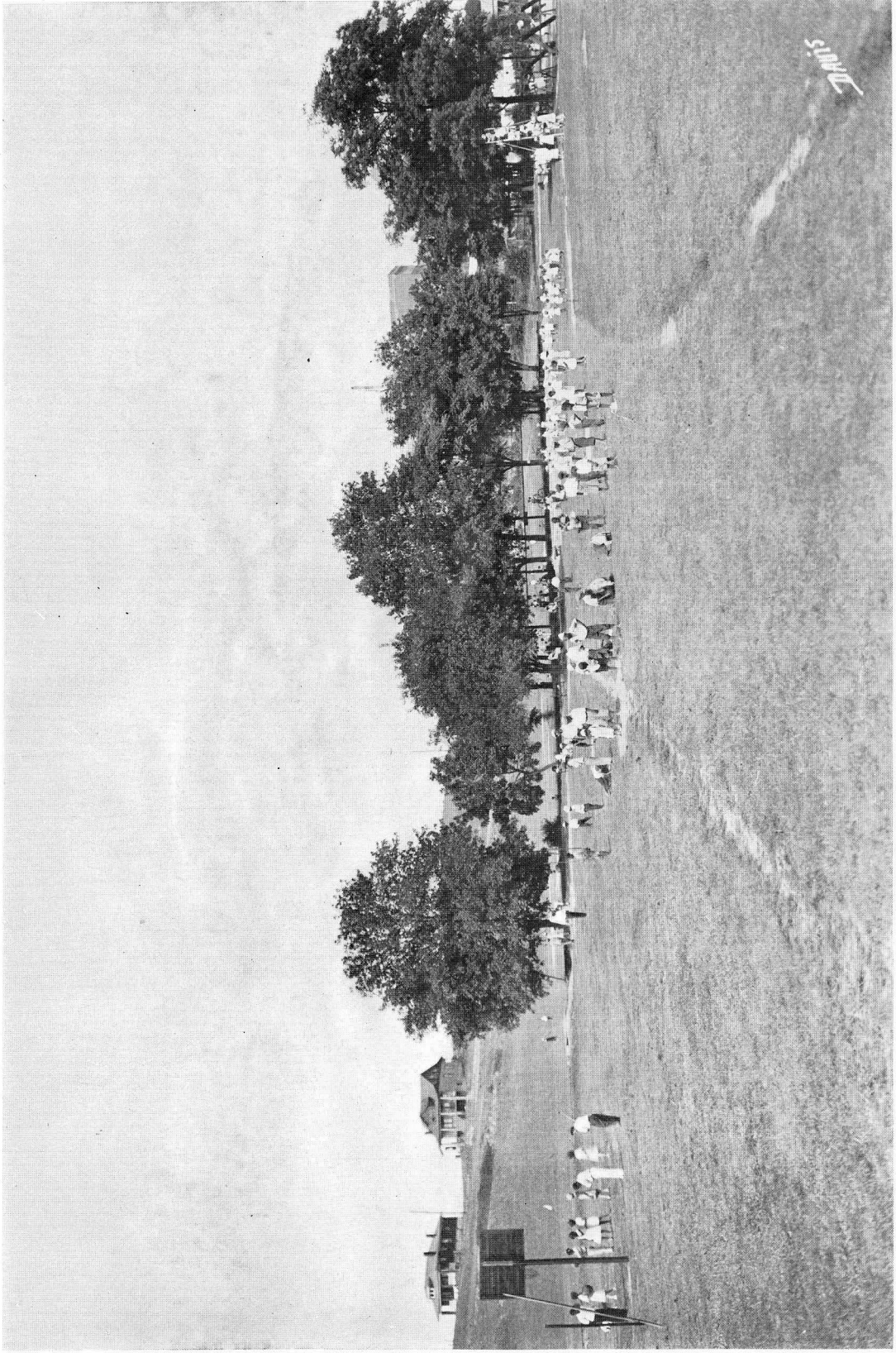
Recreation Department¹

The recreation department of Roanoke, which was established in January 1930, has for its purpose the furnishing of wholesome recreation, free of charge, to all classes of people in the city. This organization marks a decided step forward in progress for the city. Every city needs such a department to direct the leisure-time activities of the boys and girls as well as the grown-ups, in order that better health and morals may be promoted in the city. The use of leisure time has a great deal to do with the character of people, and if wholesome recreation is provided by the city, the citizens are safeguarded against harmful amusements.

A full-time director of playgrounds and recreation is in charge of the activities of the department, and the director submits an annual report to the city manager. Some of the activities which are sponsored by the department are: basketball leagues and tournaments, marbles tournaments, baseball leagues, picnics, handicraft projects, pageant clubs, dramatic clubs, music clubs, pet shows, circuses, tennis, football, and horseshoe pitching. It conducts training classes in which are taught handicraft, game leadership, drama, etc. The net number participating in all the activities of the department for 1932 was 17,221.

Roanoke needs additional parks and playgrounds in order to accommodate all sections of the city.

¹Reference is to reports of the playgrounds and recreation director to the city manager, given in Annual Reports of the City of Roanoke for the years 1928, 1929, 1930 and 1932.



WASHINGTON PARK—COLORED PLAYGROUND

City Planning and Zoning Commissions¹

One of the most important steps taken by the council of Roanoke was the appointment of a planning commission on August 16, 1926, and of a zoning commission on September 2, 1927. Every city needs such commissions, for it is the duty of the city government to provide for its citizens well-planned physical improvements that will add to the convenience and appearance of the city. It is not practicable, however, to completely make over an old city, and thereby secure an ideal arrangement, but there are many improvements that can be made.

The planning commission was composed of five energetic citizens of Roanoke who had the welfare of Roanoke at heart and who gladly gave their services without compensation. The zoning commission consisted of the same members with the addition of the city manager and the city engineer. The combined commissions had as their chief duty the preparation of a comprehensive plan for the city. In drawing up this plan, the commissions tried to visualize the future needs of the city and to make the plan very elastic so as to be able to cope with the conditions of the future. The commissions very wisely chose as the city planning engineers Mr. John Nolen and his associates; Mr. Nolen has the reputation of being one of the most efficient city planning engineers in this country. The city plan prepared for Roanoke by these commissions consisted of the following plans:

1. A Comprehensive City Plan (a general plan upon which all recommendations are based)
2. A Major Streets and Highways Plan
3. A Parks and Recreation Areas Plan

¹Reference is chiefly to the Comprehensive City Plan, Roanoke, Virginia, 1928, prepared under the direction of the city planning and zoning commissions.

4. A Regional Plan (a plan for all of Roanoke County, with special emphasis on the region within five miles of the city limits)

5. A Zone Plan

The principal planning recommendations of the commissions are given below:

1. The development of a thoroughfare system
2. The development of highway entrances to the city
3. The acquisition of a site and the development of an airport
4. The construction of certain public buildings
5. The elimination of certain grade crossings
6. The development of the recreation system
7. The determination of future sites and the expansion of present grounds of schools
8. The development of the park system
9. The development of additional facilities to meet future needs for automobile parking in business districts
10. The passing of a zoning ordinance
11. The appointment of an advisory finance commission
12. The selection of a site and the development of a stadium
13. The appointment of a civic art commission to advise on matters relating to aesthetic development of the city
14. The provision of adequate athletic facilities for the high school
15. The construction of additional bridges over railroads and streams
16. The selection of a new location and the development of fair grounds
17. The preparation of a program for improving sanitary conditions and appearance of streams

The recommendations which are outlined above have been acted upon as follows:

1. (2) The Lynchburg road is now being widened and an underpass is being

constructed. The Williamson Road has been straightened and dangerous curves eliminated.

2. (3) The city of Roanoke leased a temporary airport site of about one hundred and thirty acres north of the city for a period of five years. This site, however, was not in accordance with the recommendation of the city plan. This lease expires in June, 1934, and it is not known as yet whether the city will renew the lease.

3. (4) A new federal building and postoffice was completed in 1931.

4. (6) A director of playgrounds and recreation was appointed by the city manager in 1929.

5. (8) Wasena Park, an area of approximately twenty-eight acres, was recently donated to the city by a prominent citizen. This park is a particularly valuable addition to the park system of Roanoke because it is located in a section of the city in which there is no other park.

6. (10) A zoning ordinance for the city was adopted by the council on December 30, 1932. This ordinance specifies what properties shall be considered as business, residential and industrial areas, defines the classes and limits the heights of buildings, and sets forth as its purpose the promotion of health, safety, morals and general welfare of the public.

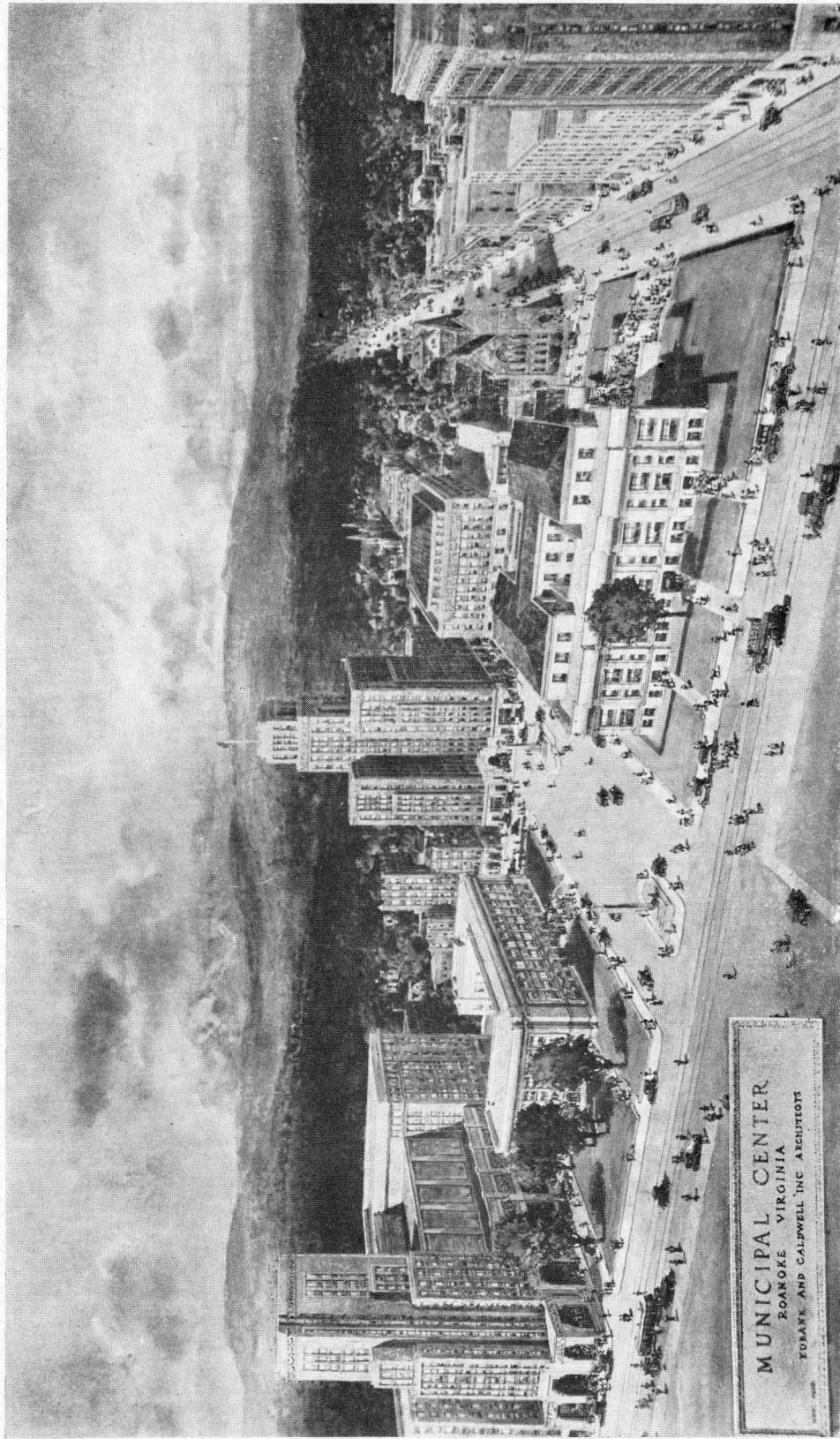
A board of zoning appeals, consisting of five members, was also appointed by the council on December 30, 1932. The board has the power to adopt any rules and regulations which it feels are necessary to carry out the provisions of the zoning ordinance. The board hears and decides appeals by any person aggrieved, or by any officer, department, board or bureau of the city affected by any decision of an administrative official in enforcing the zoning ordinance. It also has the power to make special exceptions to the terms of the ordinance in special cases, if the exception will not be contrary to public interest.

7. (11) A citizens' advisory committee, consisting of nine members, was appointed by the council on March 9, 1929, to prepare a long-term budget program for the city.

8. (15) At the present time, Franklin Road bridge is being rebuilt over Roanoke River.

9. (16) Banks of Roanoke River and Tinker Creek have recently been cleaned and improved.

The city planning and zoning commissions resigned on October 26, 1932, not because they felt that their work was complete, the chairman of the commissions says, but because they felt that the personnel should be changed from time to time, and that perhaps younger individuals should be trained to continue the work which was begun by the commissions.



ROANOKE'S PROPOSED MUNICIPAL CENTER

Legal and Judicial Division

Courts

Although the city has comparatively little control over the administration of justice, in that there are national, state and county laws to be enforced, in addition to the local ordinances, and special federal and state officers as well as local officers are engaged in the enforcement of these laws, the city is so vitally concerned that no discussion of city government would be complete without some treatment of the courts. It is my purpose, however, to confine myself as closely as possible to the courts of the city.

Hustings Court¹

The hustings is both a law and equity court. It has jurisdiction of all chancery and civil cases, except cases at law to recover personal property not of greater value than \$20, and of all indictments for felonies, and of presentments, informations and indictments for misdemeanors within the city limits and concurrent jurisdiction with the circuit court for those occurring within one mile of the city limits. It also has appellate jurisdiction of all cases appealed from an inferior court. Civil and criminal cases may be appealed from this court to the Court of Appeals, except that in matters pecuniary, the amount involved must not be less than \$300.

The judge of this court is chosen for a period of eight years by a joint vote of the two houses of the General Assembly; he must have held a judicial station in the United States or have practiced law in some state previous to his election. He receives a salary of \$3000 yearly, which is paid out of the state treasury, the state treasury being reimbursed for one-half the amount from the city treasury; the city may increase the salary of the judge, provided

¹ See sections 3468, 3469, 5890, 5908, 5910, 6336, and 6337 of the Virginia Code of 1930, and section 99 of the Constitution of Virginia.

the city bears the additional amount.

Monthly terms of this court must be held except in July and August, during which the judge may omit the terms if he so desires.

Law and Chancery Court¹

The law and chancery court has the same jurisdiction as that of the hustings court except that the following matters are exclusively under the jurisdiction of the hustings court: "the probate and recording of wills; the appointment, qualification and removal of fiduciaries and the settlement of their accounts; the docketing of judgments, the recording in the mode prescribed by law to be recorded; the appointment and removal of the members of the electoral board; all questions, powers and duties pertaining to the appointment and removal of justices of the peace; and all questions, powers and duties pertaining to the appointment and removal of all other officers and officials." Cases are often transferred from this court to the hustings court, and vice versa, upon the proper procedure.

The judge of this court is elected in the same manner and for the same length of time, receives the same salary and must have the same qualifications as the judge of the hustings court.

The terms of this court begin the first Monday of each month and last as long as the business requires; the judge has the privilege of omitting the term in August.

Civil and Police Court²

The civil and police court has jurisdiction over misdemeanors, which are minor offenses violating a city ordinance or a state law, committed within the

¹See sections 5910a, 5947, and 5949 of the Virginia Code of 1930.

²Ibid, sections 3101 and 3106, and sections 8 and 27 of the Charter of the City of Roanoke.

city limits and one mile beyond. The justice of this court is elected for a term of two years by the council of the city, and is paid a salary out of the city treasury. This court is open for business every day in the year except Sundays and holidays. Appeals may be made from the decision of the justice to a corporation court.

Juvenile and Domestic Relations Court¹

The juvenile and domestic relations court of Roanoke has jurisdiction over all cases, except murder and manslaughter, involving children under eighteen years of age, and such cases involving those over eighteen years of age in which one member of a family commits an offense against another member; in prosecutions for felonies other than murder or manslaughter, however, the justice acts only as an examining magistrate. Some of the charges brought against children in this court are: grand larceny, petit larceny, running away, violating city ordinances, violating traffic ordinances, and being drunk. Some of the charges brought against adults are: non-support, desertion, neglect of children, and assault. The justice of this court is elected by the council of the city for a period of six years, and is paid out of the city treasury a regular salary. Any aggrieved party may appeal from the final order of this court to a corporation court.

Legal Officers

The following legal officers serve the city of Roanoke: city attorney, commonwealth attorney, clerk of courts, city sergeant, constable, and issuing justice.

¹See sections 1945, 1947, 1950, and 1951e of the Virginia Code of 1930.

City Attorney¹

The city attorney is elected by the city council and serves for a period of two years. It is necessary for him to have practiced law in the state of Virginia for at least five years and in the city of Roanoke for at least two years. He is the legal adviser, attorney and counsel for the city, the school board, all officers of the city, and all departments in matters relating to their official duties. He prosecutes all suits for the city and the school board, and defends all actions against them. He also prepares all contracts, bonds, and other instruments in writing for the city and school board. In addition, he acts as prosecuting attorney in case of violation of the city ordinances.

Commonwealth Attorney²

The commonwealth attorney is elected by the qualified voters of the city for a term of four years. He acts as attorney for the commonwealth in both the circuit and corporation courts, and is paid out of the state treasury certain fees for particular services.

Clerk of Courts³

The clerk of courts is elected by the qualified voters of the city for a period of eight years, and is paid out of the city treasury. He serves as clerk for both the hustings and the law and chancery court.

¹See sections 9 and 26 of the Charter of the City of Roanoke.

²See section 3508 of the Virginia Code of 1930, and section 18 of the Charter of the City of Roanoke.

³See section 5956 of the Virginia Code of 1930, and section 18 of the Charter of the City of Roanoke.

City Sergeant¹

The city sergeant is elected by the qualified voters of the city for a term of four years. He is a conservator of peace with duties prescribed by law, and receives certain fees for different services performed. The sergeant attends the corporation courts and executes their orders.

High Constable²

The high constable is elected by the qualified voters of the city for a term of four years. He is a conservator of peace with duties prescribed by law, and receives certain fees for different services performed.

Issuing Justice³

The issuing justice is elected by the qualified voters of the city for a term of four years. He is also a conservator of peace with duties prescribed by law; he does not receive any fees for his services, however, but is paid a regular salary out of the city treasury.

¹See sections 2992, 2993, and 3508 of the Virginia Code of 1930, and section 18 of the Charter of the City of Roanoke.

²See section 3508 of the Virginia Code of 1930 and sections 18 and 30 of the Charter of the City of Roanoke.

³See sections 18 and 29 of the Charter of the City of Roanoke.

General Comments

In the departmental organization of Roanoke, there does not seem to be any orderly division of functions. The word "department" is apparently used in more than one sense. The charter gives the council power to create administrative departments, to define their functions, and to provide for heads of departments. According to Mr. P. H. Tucker, city clerk and auditor, "The City has not created any administrative departments. All administrative departments are under the City Manager;" and "the departments operating under the City Manager are as follows: Engineering Department, C. L. Watkins, City Engineer; Police Department, J. L. Manning, Superintendent; Fire Department, W. M. Mullins, Chief; Health Department, Dr. C. B. Ransome, Health Officer." In the annual reports of the city, however, there are reports submitted by other so-called departments; namely, building and plumbing, sanitary and street cleaning, and recreation. There may be definitely defined departments in the city of Roanoke, but the annual reports do not show clearly what they are.

All related activities of the city should be placed in one department, at whose head is an individual responsible to the city manager; each division of the department should be in charge of an individual who is responsible to the head of the department and also to the city manager. The departments of the city should be so clearly defined and their lines of responsibility so definitely related that anyone picking up an annual report of the city will be able to understand what they are.

I would suggest for Roanoke a departmental organization as follows:

1. Department of Public Welfare (Division of Health, Division of Recreation, Division of Public Library, and Division of Legal Aid)
2. Department of Police
3. Department of Fire

4. Department of Public Service (Division of Engineering, Division of Public Utilities, Division of Building and Plumbing Inspection, Division of Planning and Zoning, and Division of Waste Disposal)

5. Department of Law (Division of Legislation, Division of Litigation, and Division of Advice and Opinion)

6. Department of Finance (Division of Accounting, Division of Treasury, and Division of Purchasing)

The organization suggested above corresponds rather closely to that used in a large number of city-manager cities which have provided for departments in their charters, with the exception that the department of police, the department of fire, and the division of building inspection are usually grouped as divisions under a department called "Department of Public Safety." It does not seem to me, however, that they are related closely enough to be placed in one department. The fire department and the police department are of sufficient importance to warrant independent organized departments, and the division of building inspection may be placed appropriately under the department of public service.

The recent agitation in Roanoke caused by the discovery of the state auditor that there was a shortage in the city funds, which led to the arrest of a former city treasurer and his deputy, the arrest of a delinquent tax collector, and the discharge of the city market clerk, leads one to think that there is something radically wrong with the accounting system of Roanoke. Under a very efficient system, it does not seem that such a catastrophe could occur.

Following the arrest of the former city treasurer and his deputy, the council ordered a complete audit of every department of the city which receives and disburses funds. The audit is being conducted by a private auditing company, under the supervision of the state auditor, and a shortage of \$57,044 has been found in the treasurer's office. Arrest of the treasurer and deputy

was based largely upon the fact that the state auditor found two batches of checks in the treasurer's office, one consisting of personal checks of the two officers, and the other, of checks given by citizens, apparently in payment of taxes. Each year the records of the treasurer's office are audited by outside auditors, but the auditors in the past few years have evidently not investigated the undeposited checks.

The audit being conducted at the present time is to include recommendations for keeping records, and the citizens of Roanoke want a system which is both "fool-proof" and "burglar-proof." The auditors have already made some recommendations, and as a result an ordinance providing for improvements was passed by the council during the latter part of March. The chief provisions of this ordinance are: (1) every employee of the city who receives money for the city must make a daily report of the items received to the city auditor and the city treasurer, and the amount collected must be delivered to the city treasurer. No checks that are received by any officer may be cashed by him, nor may he cash any checks out of public money received; (2) every bank account of the city must be entitled "City of Roanoke, Virginia," with "appropriate legend" to indicate the particular fund; (3) the treasurer must deposit each day the total amount received by him during the previous day; (4) all checks drawn on the city's bank account must be signed by the city treasurer and countersigned by the auditor. Earlier in the month of March, the auditors recommended that all taxes be kept in the hands of the city treasurer, as they saw no reason why delinquent taxes should be turned over to another office. At the end of their audit, the auditors will probably make other valuable recommendations for an efficient accounting system, and it is hoped that Roanoke will soon have a system which is "fool-proof" and "burglar-proof."

Another ground for criticism of the city government may be found in the fact that estimates of anticipated income and expenditures do not seem to be very accurate, for the city sometimes has to borrow for current expenses; this should not be necessary except in emergencies. Of course, the present depression might be considered an emergency. The inaccurate estimates of income appear to result from the inability to collect taxes, but during periods of depression, makers of budgets should take into consideration the fact that taxes will be hard to collect, and make allowances for defaults.

Recently loans have had to be made to meet the monthly teachers' payroll. At times during the past year there has been serious discussion of curtailing the public school year because of insufficient funds to meet the necessary expenses. It would be very unwise to reduce the school year, even temporarily, for the education of boys and girls who are to be the future leaders of government is very important to a city. Such a step should not be taken if there is any other possible means of economizing.

Furthermore, inadequate contributions are made annually to the sinking fund for the payment of the city debt; 1% of the total debt is not enough, for the city should cover currently the requirements of the sinking fund.

The annual financial reports of the city are not very clean, for they do not go sufficiently into detail. For example, in the statements of disbursements for any particular department, salaries are grouped together instead of being itemized individually. One cannot even learn from the reports the salary of the city manager. A similar lack of definiteness may be found in the statements of receipts from various sources. For instance, in connection with parks and recreation, no indication is given as to how the city derives income from these sources.

Finally, too many of the city officers are now either elected by the qualified voters of the city or appointed by the council. The city manager should be given more appointive power; he should certainly appoint the financial officers, for he must work with them constantly and have their wholehearted cooperation in order to manage the city efficiently.

Nevertheless, in spite of the faults of the present government in the city of Roanoke, it has many merits, and the people as a whole seem to be satisfied. After all, the satisfaction of the citizens is the most important factor in any city government.

CONCLUSION

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It cannot be said that the city-manager form of government is the very best type of municipal government; neither can it be said that the form is a guarantee of good government. The real effectiveness of any type of municipal government depends largely upon the citizens of the town or city and those who are chosen to run the government. If the main provisions of the city-manager plan are honestly carried out, however, it furnishes a good framework upon which to base a very efficient government. President Woodrow Wilson said of the plan: "I regard the manager plan of municipal government as a marked advance over any plan hitherto tried in this country, from the standpoint of both efficiency and democracy."¹

I can think of no better way in which to conclude this paper than with the words of Professor Leonard D. White, of the University of Chicago, who is an authority on city government: "The city managers have made a fine record in the last twenty years, but it would be going some to say that the plan is the last word. The last word implies a long time, and not even a university professor would dare predict so far ahead. The city managers themselves would be the last to say that the plan is the last word....If therefore for the moment we assume that the manager plan will at least hold its own for a while, we must expect it to evolve and change as the years bring new experience or confirm old beliefs."²

¹National Municipal League, *The Story of the City-Manager Plan*, page 37, National Municipal League, New York, 1932.

²White, Leonard D., "Is the Manager Plan the Last Word?", *Proceedings Nineteenth Annual Meeting of the Governmental Research Association*, pages 19 and 20.

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