



JAMES PRICHARD
CHAIRMAN

HEATHER STAVENS
VICE CHAIRMAN

TOWN OF ELLINGTON

Ad Hoc Government Study Committee

55 MAIN STREET - PO BOX 187
ELLINGTON, CONNECTICUT 06029-0187

DENNIS CLAVET
SANFORD COHEN
MICHAEL FRANCIS
MARY PERCOSKI
JOHN RIDZON

Ad Hoc Government Study Committee
Special Meeting Minutes
June 30, 2020
Town Hall Meeting Hall

MEMBERS PRESENT: James Prichard, Sanford Cohen, John Ridzon, Michael Francis, Heather Stavens, Present via Zoom conferencing: Mary Percoski

MEMBERS ABSENT: Dennis Clavet

OTHERS PRESENT: Lori Spielman, First Selectman; Rebecca Einsiedel, Recording Secretary; Jamelle Elliott.

I. CALL TO ORDER

Chairman Prichard called the meeting to order at 6:00 p.m.

II. Citizens' Forum [non-agenda items]: No citizens came forward.

III. Approval of Minutes – June 16, 2020

MOVED (FRANCIS), SECONDED (STAVENS) AND PASSED [AYE; PRICHARD/RIDZON/ FRANCIS/STAVENS/PERCOSKI; ABSTAIN; COHEN] TO APPROVE THE MINUTES OF THE JUNE 16, 2020 SPECIAL MEETING.

IV. UNFINISHED BUSINESS

- Review of notes and research provided by First Selectman Spielman

Ms. Spielman began the discussion in regard to Mr. Prichard's previous request for information from the 1990's when Donald Landmann was First Selectman. She provided the Committee with copies of the report dated June 10, 1993 [ATTACHED]. For comparison she also provided a copy of the Town of Vernon's 2019-2020 Budget Request Detail [ATTACHED]. Mr. Cohen asked Ms. Spielman for a full list of what her duties are now and Ms. Spielman stated she will provide that to the Committee for the next meeting. Ms. Stavens commented on the pink highlighted area on the Town of Vernon's 2019-2020 Budget Request Detail handout, Ms. Spielman stated she has three staff members currently doing the job of the seven positions Vernon has.

Discussion continued about the recommendations from 1993 in regard to the term of the First Selectman and Board of Selectmen being extended from two to four years, with half of the Board of Selectmen serving two years. Ms. Stavens stated this recommendation was made to the Charter Revision Committee previously and it didn't go through. Ms. Spielman noted that she will look into what the surrounding towns do in regards to staggering the terms of the Board of Selectmen members and provide that information at the next meeting. Mary Percoski joined the meeting via Zoom (at 6:12 PM)

- Discuss Comparison of a Town Administrator and Town Manager

Ms. Spielman stated that the handout she provided from the report in 1993 shows the difference between a Town Manager and a Town Administrator. The Town Manager typically would not have a Board of Finance and there would be a nine member council board in addition to a Board of Selectmen. With a Town Administrator there would still be a Board of Selectmen and a Board of Finance. Discussion continued that the Committee really would like to have a comparison sheet of a Town Manager and Town Administrator to better determine what would be best. Mr. Prichard stated this information is what is missing from the last time the Town looked into this.

Ms. Spielman asked members to reference the handout provided labeled "Salary Survey-Fiscal Year 2019/2020" [ATTACHED]. She said that she will make another spreadsheet that shows comparable population towns for the next meeting. Ms. Spielman then provided a handout of the detailed minutes from the January 21, 1993 meeting [ATTACHED] where former First Selectman Mary Miller was a guest speaker.

Ms. Spielman addressed Mr. Francis's question from the last meeting between a Town Manager, Town Administrator or a four year term First Selectman. Mr. Cohen stated that it is his understanding if the Town were to go with a Town Administrator, they would make recommendations and get approval from the First Selectman to then be brought to the Board of Selectmen; the Board would know what is going on and have a say. A Town Manager would have more control over decisions being made. Mr. Prichard asked who the Chief of Police would be with either of these scenarios. Ms. Spielman will find out and let the committee know. Mr. Cohen asked Ms. Spielman if there is a list of duties that she would potentially like to pass along to the Town Administrator if one was implemented. She will update the draft she has from years ago and provide it at the next meeting.

Ms. Spielman stated that she is very involved in attending meetings with all of the Connecticut Town Officials in Hartford at Capital Region Council of Governments (CRCOG) twice a month, currently via Zoom, and shared how wonderful it is to be able to collaborate and discuss what is working for them, especially during this difficult time. She said CRCOG is also a great resource for accessing information for laws, discussions and information, some of which they have provided for this study group.

V. NEW BUSINESS

There was no new business.

VI. REVIEW ACTION ITEMS

Ms. Spielman will provide a detailed list of her current duties and what a potential Town Administrator or Manager would be responsible for if one was to be implemented and present to the committee at the next meeting. Ms. Spielman will also provide information regarding what the surrounding towns have for Board of Selectmen and First Selectman length of office terms. Ms. Spielman will also look into who the Chief of Police would be if the Town were to hire a Town Administrator or Town Manager. Mr. Prichard asked if there were any surrounding towns that have recently changed their form of Government and Ms. Spielman commented that East Windsor just did and Stafford is looking into it. It was suggested that the Committee invite Mr. Michael Purcaro, Town Administrator of Vernon and Board of Education Chairman of Ellington Public Schools and Mr. John Elsesser, Town Manager of Coventry to be guest speakers at the upcoming meetings.

VII. ADJOURNMENT

MOVED (FRANCIS), SECONDED (PRICHARD), AND PASSED UNANIMOUSLY TO ADJOURN THE MEETING AT 6:46 PM.

Submitted by: _____

Rebecca Einsiedel

Rebecca Einsiedel
Recording Secretary

**TOWN OF VERNON 2019-2020
BUDGET REQUEST DETAIL**

		DEPARTMENT'S REQUEST	MAYOR'S RECOMMEND	TOWN COUNCIL APPROVED
10112120	EXECUTIVE & ADMINISTRATIVE			
51010	REGULAR WAGES			
①	MAYOR - ELECTED	30,831	30,831	30,831
	TOWN ADMINISTRATOR, E8-X <i>70742 165 667</i>	134,836	134,836	134,836
	ASSISTANT TOWN ADMINISTRATOR, E7-B4	120,000	120,000	120,000
	EXECUTIVE ASSISTANT TO MAYOR, E3-B	75,075	75,075	75,075
	ADMINISTRATIVE ASSISTANT, N5-8	46,982	46,982	46,982
	ADMINISTRATIVE ASSISTANT/GRANT & PROJECT COORDINATOR, N6-8	61,354	61,354	61,354
	RECEPTIONIST, N2-8	36,708	36,708	36,708
	ADMINISTRATIVE ASSISTANT, N5-2	38,241	38,241	38,241
	HR SPECIALIST, N7 - 5	56,017	56,017	56,017
	Total Object	600,044	600,044	600,044
51020	OVERTIME WAGES			
	OVERTIME WAGES	3,500	3,500	3,500
	Total Object	3,500	3,500	3,500
51030	PART-TIME WAGES			
	PART-TIME WAGES - INCLUDES FEES FOR RECORDING SECRETARIES	4,300	4,300	4,300
	Total Object	4,300	4,300	4,300
51060	LONGEVITY			
	RECEPTIONIST	300	300	300
	PROJECT COORDINATOR	200	200	200
	EXECUTIVE ADMINISTRATIVE ASSISTANT	200	200	200
	Total Object	700	700	700
51075	TRAVEL PAY			
	TRAVEL PAY FOR TOWN ADMINISTRATOR	4,800	4,800	4,800
	Total Object	4,800	4,800	4,800
52320	EDUCATIONAL ALLOWANCES			
	ADMINISTRATOR CONTRACT, PERSONNEL RULES & PROFESSIONAL UNION	5,000	5,000	5,000
	Total Object	5,000	5,000	5,000
53010	CLERICAL FEES			
	CLERICAL FEES	4,100	4,100	4,100
	Total Object	4,100	4,100	4,100
53020	RECORDING SECRETARY FEES			
	RECORDING SECRETARY FEES -NON EMPLOYEE P & Z, IWC, CC, EDC, EIDB, COMMISSION	4,100	4,100	4,100
	Total Object	4,100	4,100	4,100
53800	OTHER FEES			
	DRUG TESTING, BACKGROUND CHECKS, CDL PHYSICALS, ETC.	8,000	8,000	8,000
	Total Object	8,000	8,000	8,000
54334	TELE-COMMUNICATION REPAIRS			
	TELE-COMMUNICATION REPAIRS	3,000	3,000	3,000
	Total Object	3,000	3,000	3,000
54490	COPIER RENTAL/LEASE			
	COPIER / PRINTER RENTALS	7,000	7,000	7,000
	Total Object	7,000	7,000	7,000
54492	OTHER RENTALS			
	POSTAGE MACHINE	3,200	3,200	3,200
	Total Object	3,200	3,200	3,200

*we have
3 people*

Salary Survey - Fiscal Year
2019/2020

Survey_MunicipalPosition	TownName	Population	Government Type	PositionTitle	ReportsTo	ActualSalary
Chief Appointed Official	Andover	3248	Selectman-Town Meeting	Town Administrator	Chief Appointed Official	\$ 75,000.00
Chief Appointed Official	Avon	18352	Council-Manager	Town Manager	Elected Legislative Bodies	\$ 170,020.00
Chief Appointed Official	Berlin	20505	Council-Manager	Town Manager	Mayor	\$ 130,000.00
Chief Appointed Official	Bloomfield	21406	Council-Manager	Town Manager	Other	\$ 160,000.00
Chief Appointed Official	Bolton	4916	Selectman-Town Meeting	Administrative Officer	First Selectman	\$ 110,000.00
Chief Appointed Official	Bridgeport	146579	Mayor-Council	Chief Administrative Officer	Mayor	\$ 130,106.00
Chief Appointed Official	Canton	10298	Selectman-Town Meeting	Chief Administrative Officer	First Selectman	\$ 148,149.00
Chief Appointed Official	Cheshire	29330	Council-Manager		Elected Legislative Bodies	\$ 142,500.00
Chief Appointed Official	Columbia	5418	Selectman-Town Meeting	Town Administrator	First Selectman	\$ 106,110.00
Chief Appointed Official	Coventry	12439	Council-Manager	Town Manager	Elected Legislative Bodies	\$ 151,980.00
Chief Appointed Official	Cromwell	13956	Council-Manager	Town Manager	Elected Legislative Bodies	\$ 150,000.00
Chief Appointed Official	Danbury	85246	Mayor-Council	Chief of Staff to the Mayor	Mayor	\$ 93,550.00
Chief Appointed Official	Darien	21887	Representative town meeting	Town Administrator	First Selectman	\$ 177,645.82
Chief Appointed Official	Derby	12581	Mayor-Council	Director of Operations/Chief of Staff	Mayor	\$ 75,000.00
Chief Appointed Official	East Hampton	12901	Council-Manager	Town Manager	Chief Appointed Official	\$ 140,000.00
Chief Appointed Official	Enfield	44585	Council-Manager	Town Manager	Mayor	\$ 169,950.00
Chief Appointed Official	Fairfield	62105	Representative town meeting	Chief of Staff	First Selectman	\$ 49,684.00
Chief Appointed Official	Farmington	25572	Council-Manager	Town Manager	Other "Elected" Position	\$ 173,225.00
Chief Appointed Official	Glastonbury	34575	Council-Manager	Town Manager	Elected Legislative Bodies	\$ 188,150.50
Chief Appointed Official	Granby	11357	Council-Manager	Chief Appointed Official	First Selectman	\$ 140,400.00
Chief Appointed Official	Greenwich	62855	Representative town meeting	Town Administrator	First Selectman	\$ 207,683.00
Chief Appointed Official	Groton (T)	39075	Council-Manager	Town Manager	Elected Legislative Bodies	\$ 171,510.00

Chief Appointed Official	Hamden	61284 Mayor-Council	Chief of Staff	Mayor	\$ 100,000.00
Chief Appointed Official	Hartford	123400 Mayor-Council	Chief Operating Officer	Mayor	\$ 128,000.00
Chief Appointed Official	Hebron	9507 Selectman-Town Meeting	Town Manager	Elected Legislative Bodies	\$ 131,347.00
Chief Appointed Official	Killingly	17172 Council-Manager	Town Manager	Elected Legislative Bodies	\$ 145,000.00
Chief Appointed Official	Manchester	57932 Council-Manager	General Manager	Mayor	\$ 184,767.67
Chief Appointed Official	Mansfield	25912 Council-Manager	Town Manager	Mayor	\$ 148,000.00
Chief Appointed Official	Meriden	59927 Council-Manager	City Manager	Elected Legislative Bodies	\$ 160,000.00
Chief Appointed Official	Milford	54508 Mayor-Council	Chief Appointed Official	Mayor	\$ 64,025.00
Chief Appointed Official	New Britain	72710 Mayor-Council	Chief of Staff	Mayor	\$ 90,012.00
Chief Appointed Official	New Canaan	20376 Mayor-Council	Chief Administrative Officer	Chief Appointed Official	\$ 151,000.00
Chief Appointed Official	New Haven	131014 Mayor-Council	Chief Administrative Officer	Mayor	\$ 125,000.00
Chief Appointed Official	Newington	30404 Council-Manager	Town Manager	Elected Legislative Bodies	\$ 143,233.50
Chief Appointed Official	North Branford	14208 Council-Manager	Town Manager	Elected Legislative Bodies	\$ 126,449.00
Chief Appointed Official	North Stonington	5270 Selectman-Town Meeting	Administration and Finance Officer	First Selectman	\$ 75,000.00
Chief Appointed Official	Norwich	39470 Council-Manager	City Manager	Mayor	\$ 159,181.20
Chief Appointed Official	Plainville	17705 Council-Manager	Town Manager	Elected Legislative Bodies	\$ 151,526.00
Chief Appointed Official	Putnam	9357 Selectman-Town Meeting	Town Administrator	Mayor	\$ 125,000.00
Chief Appointed Official	Rocky Hill	20105 Council-Manager	Town Manager	Mayor	\$ 170,775.00
Chief Appointed Official	Simsbury	24952 Council-Manager	Town Manager	First Selectman	\$ 158,489.00
Chief Appointed Official	South Windsor	25937 Council-Manager	Town Manager	Mayor	\$ 160,000.00
Chief Appointed Official	Southington	43863 Council-Manager	Town Manager	Chief Appointed Official	\$ 172,789.00
Chief Appointed Official	Stonington	18593 Selectman-Town Meeting	Director of Administrative Services	First Selectman	\$ 99,731.41
Chief Appointed Official	Tolland	14722 Council-Manager	Town Manager	Elected Legislative Bodies	\$ 137,500.00
Chief Appointed Official	Trumbull	36154 Mayor-Council	CAO	First Selectman	\$ 65,022.88
Chief Appointed Official	Vernon	29289 Mayor-Council	Town Administrator	Mayor	\$ 136,184.05



TOWN OF ELLINGTON

55 MAIN STREET • P.O. BOX 187
ELLINGTON, CONNECTICUT 06029

AD HOC COMMITTEE

RE: BEST FORM OF GOVERNMENT OF ELLINGTON

January 21, 1993

Town Hall - Meeting Hall

MINUTES

MEMBERS PRESENT: Susan Gibson, John Halloran, William Hogan, Stephen Olander, Robert Pagani and Robert Wambolt

MEMBERS ABSENT: Joseph Myers and Francis Prichard

CALL TO ORDER: The meeting was called to order at 7:33 p.m. by William Hogan.

The minutes of the January 7, 1993 meeting were accepted without change by a 5-0 vote with Susan Gibson abstaining.

Mrs. Selma Lerner was recognized and spoke of her concern about how to get coordination and efficiency of operation between general town government and the Board of Education. She questioned if it could be legislated by a charter revision or a town ordinance. She was informed by several members of the committee that her concern was also felt by members of this committee and that a change could not be forced or legislated. Such a change would have to be by agreement between the two parties.

Mary Miller, former First Selectman of Ellington for ten years, was the guest speaker for the evening. Mary Miller presented a document that she prepared in January, 1989, concerning the duties and responsibilities of the First Selectman as she saw them. This document was in response to the Thompson study on town salaries. The recommendation of this document was that "serious consideration be given to insuring that the office of First Selectman be properly staffed and funded in order to carry out the administrative functions outlined above."

The significant increase in hours worked starting in FY 86-87 was in part due to administrative duties of the WPCA (then conducted by First Selectman), the significant growth occurring in town in the late 80's and the CRRA landfill. There was clear recognition by Mary and others that the Ellington First Selectman's job was full time rather than part time.

Points raised by Mary Miller during her presentation included:

- Feels that academic training in administration is an important asset for the position. Town Managers bring this academic training. In her role at CRCOG, Mary has seen the sharing of ideas between Town Managers that bring progressive ideas to government for better efficiency.
- Feels that the current First Selectman job is two full time jobs--one political and one administrative.
- There is likely to be a lack of people to run for a part time office at part time pay with full time hours.
- There was a lack of time for details on projects and not enough resources under the First Selectman to delegate work to.
- On-the-job training and academic skills are both necessary.
- The Chief Administrative Officer of the town must stay abreast of new laws (examples were sexual harassment and ADA).
- X - There was a lack of time to seek out grant funds from state and federal governments.
- X - There was a lack of time to attend meetings within the Hartford region on regional issues which directly or indirectly impact Ellington.
- Elected officials are always concerned with the political spin on issues whereas a Chief Administrative Officer focuses on administrative issues.
- The town should look at various consultant fees expended. An on-board Administrative Officer may reduce consultant costs.
- The initial expenditure of a Town Manager or Administrator may appear great, but may save the town large dollars in excess of salary over the long term.
- An Administrator may be able to convince Selectmen and Board of Education to compromise in the best interest of the town to secure consolidation of functions and reduce the overall cost of town government.
- Department Heads would have more respect for an Administrator than the First Selectman because they would view an Administrator to be outside of the political arena.



MARY A. MILLER
First Selectman

STATE OF CONNECTICUT • COUNTY OF TOLLAND
INCORPORATED 1786

TOWN OF ELLINGTON

55 MAIN STREET • P.O. BOX 187
ELLINGTON, CONNECTICUT 06029

MICHAEL A. GALLO
Deputy First Selectman

CLIFFORD L. AUETER
PHYLLIS M. CAHILL
WINFIELD C. COACHMAN, SR.
WILLIAM P. McMILLEN
PAUL R. VACHON

Date: January 16, 1989

To: Board of Selectmen

From: Mary Miller, First Selectman

Subject: Followup on Outstanding Implementation of "A Classification and Compensation Study of Town Employees"-
Adopted by the Board of Selectmen June 27, 1988

1. THE SALARY FOR THE FIRST SELECTMAN SHOULD BE STUDIED. AS PART OF THIS STUDY, THE ADMINISTRATIVE FUNCTIONS OF THIS POSITION SHOULD BE EXAMINED.

• Excerpts from the Study:

We interviewed the First Selectwoman but did not write a job class description. The duties of the position are delineated in town charter and state statute. It is our observation however, that the position is treated as part-time for compensation purposes, but functions full-time by administrative need. The First Selectwoman works as the chief administrative officer of the town, and carries the additional responsibilities of a chief elected official. The daily coordination of town government, combined with increasing involvement in regional planning, requires intense involvement in, and awareness of, town programs and needs. In our compensation consideration of this position, we treat it as a full-time chief administrative officer, which we believe is necessary and in the best interest of the town.

CHIEF ADMINISTRATIVE OFFICER

According to Section 701 of the Town Charter, the First Selectman is the Chief Administrative Officer of the Town and as such is directly responsible to the Board of Selectmen for the administration of all departments, agencies and officers.

Section 508 of the Town Charter describes the relationship of the First Selectman to the Administrative Services:

No member of the Board of Selectmen, except the First Selectman, shall give orders, either publicly or privately, to any administrative officer or employee as defined by Sections 703 and 901 of this charter, except that a properly constituted meeting of the Board of Selectmen may call before it any employee or officer for the purpose of information or investigation.

Therefore, according to the Classification Plan, the First Selectman provides "general administrative direction" for twelve department heads and "general supervision" for two support staff positions. (see attachment "A" - Administrative Organizational Chart")

GENERAL ADMINISTRATIVE DIRECTION:

The First Selectman has total responsibility for all town operations. Department Heads receive general assignments, perform tasks independently and report work accomplished to the First Selectman. The First Selectman reviews work for effectiveness and conformance with laws, regulations and town policies such as administrative directives of the First Selectman, policy directives of the Board of Selectmen and other policy directives of appropriate boards and/or commissions.

DAILY COORDINATION OF TOWN GOVERNMENT:

Again in accordance with Section 701 of the Town Charter, the First Selectman shall be an ex-officio member of all other town boards, commissions and agencies.

- ° Six elected boards plus Registrars of Voters
- ° Fourteen appointed boards, commissions and agencies
- ° Three regional agencies
- ° Four ad hoc committees
- ° Three public safety agencies
- ° Five other appointed officers (Town Attorney, Town Engineer, Town Insurance Agent, Open Burning Official, Municipal Agent for the Elderly)

As the government is currently organized, the First Selectman also serves as Chief of Police, Welfare Officer, Civil Preparedness Director and Water Pollution Control Authority Administrator, the last two positions having direct administrative responsibilities. (see attachment "B" - Townwide Organizational Chart)

Handicapped Discrimination Program Coordinator

CHIEF ELECTED OFFICIAL:

As the town's Chief Elected Official, the First Selectman is responsible for seeing that all laws and ordinances governing the town are faithfully executed as stipulated in Section 702 of the Town Charter.

RESPONSIBILITIES FOR REGIONAL PLANNING:

The First Selectman currently represents the town on the following agencies:

- ° Capitol Region Council of Governments Policy Board
- ° Environment 2000 Advisory Board to the Commissioner of the State of Connecticut Department of Environmental Protection
- ° Low Level Radioactive Waste Advisory Committee

DESCRIPTION OF DUTIES:

- ° Serves as chief executive and chief administrative officer of the town.
- ° Is directly responsible to the Board of Selectmen for the administration of all departments, agencies and officers.
- ° Presides over the Board of Selectmen meetings and is responsible for preparing the agenda. Is a full voting and participating member of the Board of Selectmen. Reports periodically to the Board of Selectmen on the conditions and affairs of the town including the financial condition of the town.
- ° Enters into contracts or agreements on behalf of the town, when authorized by the Board of Selectmen.
- ° Prepares annual Board of Selectmen budget recommendation for Board of Selectmen consideration.
- ° Exercises responsibilities for execution of the budget and expenditures and accounting as outlined in the Town Charter, sections 1007 and 1009 respectively.
- ° Recommends employees to be included in the Classified Service.
- ° Administers the Town of Ellington Personnel Rules and Regulations on behalf of the Board of Selectmen.
- ° Recommends pay plans to the Board of Selectmen.
- ° Has collective bargaining responsibilities, according to Charter section 1005.
- ° Is responsible for the formulation and approval of policy and of operational guidelines for the conduct of emergency operations throughout the community. Is in charge of all emergency operations. Is responsible for ensuring that information and direction are given to the general public and that contact is maintained with higher levels of government. Is also responsible for

the overall management of the departments and agencies of town government to oversee that administrative and logistical support is provided to the general public and to emergency workers.

- ° May appoint, when deemed necessary and upon approval of the Board of Selectmen, a Personnel Policies Board whose responsibilities shall be to: advise the Board of Selectmen on problems concerning personnel and administration; make any investigation which it may consider desirable concerning the administration of personnel in the town service; and at least annually, submit to the Board of Selectmen a report on progress of the merit system program during the past year, with its findings, conclusions, and recommendations for improving the merit system of the town; and administer the appeal process established by the Board of Selectmen.
- ° Serves as ceremonial head of the town and chief spokesperson.

HOURS WORKED BY THE FIRST SELECTMAN FOR THE PAST SEVEN YEARS:

° 6-26-88 to 1-1-89 (28 weeks)	1415.00 hrs.
° FY 1987-88	2611.75 hrs.
° FY 1986-87	2187.25 hrs.
° FY 1985-86	2035.00 hrs.
° FY 1984-85	1896.00 hrs.
° FY 1983-84	2094.50 hrs.**
° FY 1982-83	1840.50 hrs.

* Estimated breakdown of 1415 hours

840 Regular Office Hours	60%
200 Weekends/Evenings	14%
375 Evening Meetings/Ceremonial	26%

** 54 work weeks

RECOMMENDATION:

Serious consideration be given to insuring that the office of First Selectman be properly staffed and funded in order to carry out the administrative functions outlined above.

Currently there is no other position in the organizational chart which can assume the responsibilities of the office of First Selectman.



STATE OF CONNECTICUT • COUNTY OF TOLLAND
INCORPORATED 1786

TOWN OF ELLINGTON

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PAUL R. VACHON
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CLIFFORD L. AUCTIONER
JOHN S. GIULIANO
THEODORE C. GRAZIANI
ROBERT K. PAGANI
DONALD M. WEEKES

DONALD V. LANDMANN
First Selectman

AD HOC COMMITTEE
RE: BEST FORM OF GOVERNMENT FOR ELLINGTON
February 4, 1993
Town Hall - Meeting Hall

MINUTES

MEMBERS PRESENT: Susan Gibson, John Halloran, William Harford, William Hogan, Joseph Myers, Stephen Olander, Robert Pagani, Francis Prichard and Robert Wambolt

MEMBERS ABSENT: None

CALL TO ORDER: The meeting was called to order at 7:33 p.m. by William Hogan.

APPROVAL OF MINUTES:

The minutes of the January 21, 1993 meeting were accepted without change by a 7-0 vote with William Harford abstaining and Joseph Myers not in attendance as of the vote.

PRESENTATION:

Mr. John Guinan, Administrative Officer of the Town of Bolton, was the guest speaker for the evening. Mr. Guinan presented to the committee several handouts including a profile of Bolton, a memorandum on suggested duties of the administrative officer of Bolton and the job description of his position.

Numerous points were raised by Mr. Guinan including the following:

- ~ In Bolton, the Board of Selectmen is the legislative body. The town meeting is only used for adopting budgets and for appropriating funds. Ordinances and acceptance of roads, as two examples, are determined by the Board of Selectmen.
- ~ Mr. Guinan has 3 customers: (1) the public, (2) town employees including boards and commissions, and (3) the Board of Selectmen.
- ~ The First Selectman is considered part time with a salary of only \$8,000. His recognized office hours are Monday evening, but is available more frequently to Mr. Guinan and citizens as needed.

- ~ Duties of Mr. Guinan include the hiring and firing of non-elected employees, establishing personnel policies and salary grids, and representing the town at formal government functions and meetings.
- ~ He takes great pride in serving the Board of Selectmen. He does not run the town, but rather makes sure the Board is informed so that they can make policy decisions.
- ~ He maintains daily contact with the First Selectman.
- ~ Concerning his relationship with the Board, he has stayed out of the politics and the Board lets him stay out. He has no favorites on the five-member Board; each is treated the same.
- ~ The Board lets John take the lead in many areas such as purchasing, hiring and firing. On hiring, he has changed previous practices and now hires the best candidate versus from within the town. Resistance from the Board has decreased with this new direction. On firing, it is entirely John's duty. He knows how to follow the rules in accomplishing this task.
- ~ The current First Selectman always works through John. He does not directly deal with department heads.
- ~ John was elected as First Selectman for four years in East Granby.
- ~ An advantage of an administrator versus a first selectman is that the administrator brings professional skills to the job to handle day-to-day operations. Mistakes will eventually happen if a first selectman is not knowledgeable in administrative procedures.
- ~ A disadvantage is that a manager or administrator can become too powerful. In his opinion, managers or administrators should not run the town.
- ~ John has a two-year contract that does not run concurrently with the Selectmen's terms.
- ~ He has gained knowledge of funding sources and other resources to aid the town because of his contacts and experience. As a first selectman, he felt it took him two years to become familiar with this. Any new first selectman would also take several years.

February 4, 1993

- ~ John has a good working relationship with the Board of Education. Property insurance for the Board of Education and the Town is bid together as well as some purchases are done jointly. His dream is to some day merge business offices of the Board of Education and the Town.
- ~ The duties of the Administrative Officer are spelled out in a proposed ordinance and not in the Bolton Charter.
- ~ John recommends that an administrator have a degree in public administration.
- ~ John believes that Ellington is heading in the right direction in seeking a change.

The committee voted 8-0 to pay the \$150 bill from the Institute of Public Services.

The meeting was adjourned at 8:50 p.m.

Respectfully submitted

William D. Hogan
William Hogan

WH/aml



STATE OF CONNECTICUT • COUNTY OF TOLLAND
INCORPORATED 1786

TOWN OF ELLINGTON

55 MAIN STREET • P.O. BOX 187
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PAUL R. VACHON
Deputy First Selectman

DONALD V. LANDMANN
First Selectman

CLIFFORD L. AUCTION
JOHN S. GIULIANO
THEODORE C. GRAZIANI
ROBERT K. PAGANI
DONALD M. WEEKES

RECEIVED
JUN 14 1993

June 10, 1993

TOWN OF ELLINGTON
SELECTMEN'S OFFICE

Mr. Donald V. Landmann
First Selectman
55 Main Street
Ellington, CT 06029

Dear Mr. Landmann:

The Ad Hoc Committee on Best Form of Government for Ellington is pleased to present to you the recommendations and deliberations of the committee's many months of work in the form of a summary report titled, "Alternative Form of Government for the Town of Ellington."

The goal of this committee was to evaluate alternative forms of government that would provide the best means by which Ellington's government would be responsive to its people, skilled in management and administration and cost efficient in its operation. We believe the recommendation of this report meets this goal and are ready to discuss the report with you and the Board of Selectmen.

Very truly yours,

William Hogan
William Hogan
Chairman

Susan Gibson
Susan Gibson

John H. Halloran
John Halloran

William Harford
William Harford

Joseph Myers, Jr.
Joseph Myers, Jr.

Stephen Olander
Stephen Olander

Robert Pagani
Robert Pagani

Francis Pritchard, Jr.
Francis Pritchard, Jr.

Robert Wambolt
Robert Wambolt

THE AD HOC COMMITTEE ON THE BEST FORM OF GOVERNMENT
FOR THE TOWN OF ELLINGTON

WH/cm

ALTERNATIVE FORM OF GOVERNMENT FOR THE

TOWN OF ELLINGTON

A Summary Report to the Board of Selectmen from the Ad
Hoc Committee on the Best Form of Government for
Ellington

June 3, 1993

TABLE OF CONTENTS

- Transmittal Letter from Ad Hoc Committee to Board of Selectmen
- Summary Report
- Appendix A - Example of Duties of a Town Administrator
- Appendix B - List of Speakers
- Appendix C - Minutes of Meetings
- Appendix D - Documents Reviewed by the Ad Hoc Committee
- Appendix E - Additional Suggestions of the Ad Hoc Committee

SUMMARY REPORT TO BOARD OF SELECTMEN
FROM AD HOC COMMITTEE ON
BEST FORM OF GOVERNMENT FOR ELLINGTON

INTRODUCTION:

The Ad Hoc Committee has met on twelve separate occasions to deliberate the wisdom of retaining the current form of government or altering the form to lead Ellington into the 21st century. Concern has been expressed that the current form (not individuals) may not be adequate to lead Ellington in an ever increasing complex government.

Three major alternatives were deliberated as follows:

- Board of Selectmen, Board of Finance, Town Meeting (the current system).
- Addition of a Town Administrator to the current system with other minor changes.
- Creation of Town Manager, Town Council form with no Town Meeting and no Board of Finance.

While recognizing there are other variations to each of these alternatives, these three were focused on as representing the most common forms of government in Connecticut.

During five separate meetings, speakers came before the committee to offer their personal experiences and their opinions on the pros and cons of each alternative under consideration. Each was careful in presenting a balanced view of all three alternatives and took extra care not to persuade the committee to consider one alternative the best for Ellington. The best alternative for Ellington must be decided by this committee, the Board of Selectmen and ultimately the citizens of Ellington.

Speakers included Don Landmann, current First Selectman; Mary Miller, former First Selectman; Joseph Baker, Town Planner and Nicholas DiCorleto, Finance Officer; John Guinan, Town Administrator of Bolton and Professor George Hill from the Institute of Public Service at the University of Connecticut.

PHILOSOPHY:

Throughout the deliberations, the committee was guided by the philosophy that Ellington needs and deserves efficiency in its government. Efficiency is a means of achieving cost control or cost savings without sacrificing the services it provides to its citizens. The chief administrative officer would best serve

Ellington if that individual were professionally trained in government, management and administrative skills, would be able to attend and represent Ellington at regional meetings both day and evening, and could share ideas through networking with other chief administrative officers.

EVALUATION OF ALTERNATIVES:

Through the speakers and written materials reviewed by the committee, the following pros and cons were developed for each alternative as they relate to Ellington:

Current format:

- Pro: - Lower direct salary cost
- Less layering of government
- Most sensitive to the voting public
- First Selectman's job retains all current powers and prestige
- Con: - Limited number of people able and willing to run for elected office
- No guarantee that First Selectman is skilled in administration, personnel and management
- Lack of continuity can be possible in chief elected officer's position

Town Administrator:

- Pro: - First Selectman's job retains all current powers and prestige
- Continuity of administration
- Professional training of administrator
- Availability for daytime meetings in region
- Non-political approach in dealing with the public and in oversight of Department Heads
- Assumed savings from efficiency and avoided costs due to administrator's skills that would be greater than salary increases

- Can bring an opportunity for increased cohesiveness between general town government and Board of Education
 - Less reliance on consultants for cost savings
 - Knowledge of and ability to seek additional grants
 - Degree of professionalism respected by general town government and Board of Education
- Con: - Additional administrative staff
- Increase in cumulative staff salaries for First Selectman and Administrator compared to full time First Selectman

Town Manager:

- Pro: - Continuity of administration
- Professional training of administrator
 - Availability for daytime meetings in region
 - Less political approach in public dealings
 - Assumed savings from efficiency and avoided costs due to administrative skills that would be greater than salary increases
 - Less reliance on consultants for cost savings
 - Knowledge of and ability to seek additional grants
- Con: - Increase in staff salaries for Town Manager compared to true full time First Selectman
- Concentration of power in fewer individuals
 - Less sensitivity to citizens
 - Most drastic change from current form
 - Greater potential for conflicts
 - Potential for assumption of policy setting by manager

SELECTION OF PREFERRED ALTERNATIVE:

Considering all of the pros and cons above, numerous subtleties to each and a serious concern that Ellington may not be as fortunate with future First Selectman as in the recent past, the Ad Hoc Committee has voted unanimously (8-0) that a change is necessary to put Ellington in the best position for its future. The recommendation from the committee is the hiring of a Town Administrator along with recognition of the First Selectman as a true part time position. This would also include a commensurate reduction in the salary of the First Selectman.

The Board of Selectmen and Board of Finance with a Town Meeting would be retained. The Administrator would be responsible for day to day operations within town hall including responsibility for supervision over Department Heads. Policies would still be set by the Board of Selectmen and then carried out by the Administrator. The Administrator would report directly to the Board of Selectmen.

The appointment of the Administrator would be similar to other town hall positions serving for an indeterminate period at the discretion of the Board of Selectmen. It is envisioned that the Administrator would serve through changes in administration thereby bringing continuity to town government.

IMPLEMENTATION:

Two means of implementation are available to the Board of Selectmen. Under the current Charter, Section 504, the Board of Selectmen can create a new position and establish it through the adoption of a town ordinance. The other change recommended, relating to the salary of the First Selectman, can also be concluded under the current Charter. The second alternative is to develop the recommendations through a Charter revision. This alternative could entail additional time required before it could be implemented. It is estimated that this method would not have an Administrator hired until 1996, whereas the Administrator could be hired in 1994 through an ordinance. It is recommended that the position be created by ordinance.

A listing of the steps necessary to implement the recommendation is as follows:

1. Endorsement of the recommendation including the method of implementation.
2. Personnel Committee of the Board of Selectmen develop a job description and salary range for the Town Administrator and recommend a revised salary for the First Selectman. Assistance to the Personnel Committee in this task is offered by the Ad Hoc Committee.

3. Development of the ordinance (Section 504 of Charter).
4. Public Hearing and publication of ordinance (Section 505 of Charter).
5. Special Town Meeting, Annual Town Meeting or Referendum (Sections 602, 603 and 606 of Charter).
6. Interview candidates and recommend hiring to Board of Selectmen.
7. Board of Selectmen hire best candidate.

It is suggested that the interview team be represented by a variety of boards and commissions, including the Board of Education, as a means of developing cohesiveness through the position of Town Administrator.

The recommendations of this committee should not be viewed as a criticism of current town employees or the current administration. Rather, the recommendations result from an open, honest assessment of all available alternatives that will benefit not individuals, but the entire Town of Ellington. Throughout the deliberation the best interest of the Town of Ellington was the driving factor.

sumrepor.bfg

APPENDIX A

EXAMPLE OF DUTIES OF A TOWN ADMINISTRATOR

General Purpose:

Under the direction of the First Selectman and the Board of Selectmen, provides for the administration and management of the affairs of the town and directs the operations and services of the town departments. Provides technical and administrative support to the Board of Selectmen.

General Duties

Researches information used in developing policies and procedures and makes specific recommendations for action. Assists First Selectman in implementing ordinances and administrative policies adopted by Board of Selectmen. Participates in short term and long range planning for town services. Prepares reports, correspondence, news releases and replies to citizens' requests for information. Conducts special studies and prepares reports for First Selectman and Board of Selectmen. Represents town before local, state, federal and regional governmental agencies. Responds to inquiries and requests from the public, town staff and board members. Provides daily supervision and coordination of department heads. Develops grant proposals.

Qualifications:

A Master's Degree in Public Administration or closely related field and four years of increasingly responsible experience in governmental administration or a Bachelor's Degree in Public Administration or closely related field and six years of increasingly responsible experience in governmental administration. Thorough knowledge of the principles and practices of local governmental administration and budgetary procedures.

APPENDIX B

LIST OF SPEAKERS BEFORE THE AD HOC COMMITTEE

11/19/92	Donald V. Landmann, current First Selectman of Ellington
12/10/92	Joseph Baker, Ellington Town Planner and Nicholas DiCorleto, Ellington Finance Officer
1/7/93	Professor George Hill, Institute of Public Service, University of Connecticut
1/21/93	Mary Miller, former First Selectman of Ellington
2/4/93	John Guinan, Administrative Officer, Town of Bolton

APPENDIX C

MINUTES OF THE AD HOC COMMITTEE ON BEST FORM
OF GOVERNMENT FOR ELLINGTON

Meeting Number

Date

1	11/5/92
2	11/19/92
3	12/3/92
4	12/10/92
5	1/7/93
6	1/21/93
7	2/4/93
8	4/1/93
9	4/15/93
10	5/5/93
11	5/20/93
12	6/3/93



STATE OF CONNECTICUT • COUNTY OF TOLLAND
INCORPORATED 1786

TOWN OF ELLINGTON

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PAUL R. VACHON
Deputy First Selectman

CLIFFORD L. AUCTIONER
JOHN S. GIULIANO
THEODORE C. GRAZIANI
ROBERT K. PAGANI
DONALD M. WEEKES

DONALD V. LANDMANN
First Selectman

AD HOC COMMITTEE
RE: BEST FORM OF GOVERNMENT FOR ELLINGTON
June 3, 1993
Town Hall - Meeting Room

MINUTES

Members Present: William Hogan, Robert Wambolt, John Halloran,
Stephen Olander, William Harford, Susan
Gibson, Joseph Myers and Francis Prichard

Members Absent: Robert Pagani

Call to Order: The meeting was called to order at 7:33
p.m.

Approval of Minutes: The Minutes of the May 20, 1993, meeting were
approved 7-0 without change with Robert Wambolt abstaining.

Francis Prichard left at 7:38 p.m. to attend another meeting. The
prime purpose of the meeting was to discuss, amend if necessary,
and vote on approving the final summary report.

A motion was made by John Halloran and seconded by Robert Wambolt
to approve the summary report titled "Alternative Form of
Government for the Town of Ellington" dated June 3, 1993. All
members had received a proposed final report prior to the meeting.
The motion was approved unanimously by a 7-0 vote.

All members with the exception of Stephen Olander requested that
complete copies of the report be prepared for them.

A motion was made by Stephen Olander and seconded by Joseph Myers
that the chairman prepare, sign and submit the minutes of this
final meeting without approval of the committee. The motion was
approved 7-0.

The meeting was adjourned at 7:44 p.m.

Submitted by

William Hogan



STATE OF CONNECTICUT • COUNTY OF TOLLAND
INCORPORATED 1786

TOWN OF ELLINGTON

55 MAIN STREET • P.O. BOX 187
ELLINGTON, CONNECTICUT 06029

AD HOC COMMITTEE
RE: BEST FORM OF GOVERNMENT
May 20, 1993
Town Hall - Commission Room

MINUTES

MEMBERS PRESENT: Susan Gibson (7:45), John Halloran, William Harford (7:45), William Hogan, Joseph Myers, Francis Prichard, Stephen Olander and Robert Pagani

MEMBERS ABSENT: Robert Wambolt

The meeting was called to order at 7:38 p.m.

The minutes of the May 5, 1993 meeting were approved without change by a 4-0 vote with Stephen Olander and Robert Pagani abstaining. Susan Gibson and William Harford had not yet arrived.

A motion was made by John Halloran and seconded by Joseph Myers that the Ad Hoc Committee RE: Best Form of Government for Ellington recommend to the Board of Selectmen the creation of a Town Administrator position. The motion was voted favorably by a unanimous vote.

John Halloran presented to the committee a prepared handout on two additional subjects that he felt should be presented to the Board of Selectmen. A consensus was reached by the committee that this document should be included as an appendix to the final report.

Discussion of the second draft of the Summary Report followed. It was suggested that under the Town Administrator and Town Manager alternatives that two additional pro comments be added as follows: less use of consultants resulting in cost savings and knowledge of and ability to seek additional grants. On page 4 step number 5 after "Special Town Meeting" add "Referendum or Annual Town Meeting" and add appropriate references to the charter.

Discussion of Appendix A - Example of Duties of a Town Administrator - resulted in the suggestion to add under qualifications "a Bachelor's Degree and six years of increasingly responsible experience" and change "working" to "thorough".

The meeting was adjourned at 8:50 p.m.

Submitted by William Hogan

/cm
5/28/93



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ROBERT K. PAGANI
DONALD M. WEEKES

DONALD V. LANDMANN
First Selectman

AD HOC COMMITTEE
RE: BEST FORM OF GOVERNMENT OF ELLINGTON
May 5, 1993
Town Hall - Meeting Hall

MINUTES

MEMBERS PRESENT: Susan Gibson, John Halloran, William Harford,
William Hogan, Joseph Myers, Francis Prichard
and Robert Wambolt

MEMBERS ABSENT: Stephen Olander and Robert Pagani

CALL TO ORDER: The meeting was called to order at 7:44 p.m.

APPROVAL OF MINUTES:

The minutes of the April 15, 1993 meeting were approved without change by a 6-0 vote with Susan Gibson abstaining.

The prime purpose of the meeting was to review the outline of the report and the draft report. The outline was accepted without any comments.

Page 3 comments:

- Under Town Administrator - Pro - add: "more cohesiveness between general town government and Board of Education" and "degree of professionalism respected by both general town government and Board of Education"
- Under Town Administrator - Con - delete: "less accessibility of citizen to an elected official"
- Under Town Manager - Con - add: "potential for assumption of policy setting by manager" and "greater potential for conflicts"

Page 4 comments:

Remove references to Finance Officer as most duties of Finance Officer are spelled out in detail in the Charter, Sections 905 and 1003.

Page 5 comments:

Implementation steps were discussed and will be revised in next draft of the report.

An additional appendix was recommended to include a listing of example job duties of a Town Administrator.

The meeting was adjourned at 9:15 p.m.

Submitted by William Hogan
William Hogan

/cm
5/14/93



STATE OF CONNECTICUT • COUNTY OF TOLLAND
INCORPORATED 1786

TOWN OF ELLINGTON

55 MAIN STREET • P.O. BOX 187
ELLINGTON, CONNECTICUT 06029

AD HOC COMMITTEE
BEST FORM OF GOVERNMENT FOR ELLINGTON
April 15, 1993
Town Hall - Meeting Room.

MINUTES

MEMBERS PRESENT: John Halloran, William Harford (8:00 p.m.),
William Hogan, Joseph Myers (8:00 p.m.)
Stephen Olander, Robert Pagani, Francis
Prichard and Robert Wambolt

MEMBERS ABSENT: Susan Gibson

CALL TO ORDER: The meeting was called to order at 7:32 p.m.

APPROVAL OF MINUTES:

The minutes of the February 4, 1993 meeting were approved without change by a 7-0 vote.

The minutes of the April 1, 1993 minutes were approved without change by a 4-0 vote with John Halloran, William Hogan and Robert Wambolt abstaining.

The meeting was the third attempt to secure Jean Zurbrigen, Town Manager of South Windsor, as a speaker. Again, due to a conflict, she was not available. A discussion was held concerning the lack of available time remaining in the committee's schedule. A motion was made and passed unanimously to bypass a Town Manager speaker.

Discussion started on the third major alternative under consideration of this committee, a Town Manager, Town Council with budget responsibilities.

This alternative was felt to have the following negative points for Ellington:

- Lack of support and acceptance by town citizens; won't pass a charter revision.
- Would be giving up control of government to fewer elected officials.
- Would create more town problems, such as, political squabbling. Towns with town managers are frequently in the papers concerning political in-fighting.

April 15, 1993

- Political squabbling is difficult to resolve.
- Concentrates power to fewer people.

The most positive point is that a town manager would bring in a professional, educated person as the leader. It was felt that any changes in Ellington need to be subtle changes. A town manager would be too strong a step.

With a town administrator, the Board of Selectmen would still be in charge. Bob Pagani does not feel that the Board of Finance can be eliminated. The town administrator would not be a "dictator" but would rather be responsive to the Board of Selectmen.

The committee needs to give further consideration to recommending a charter change versus establishing a new position by ordinance.

Bob Pagani recommended strongly that the committee's report should be short and direct. Details can possibly be added as appendixes.

The format of the report was then discussed. It was recommended that sections of the report cover:

- Reasons for recommending a town administrator
- Role of the administrator to the Board of Selectmen
- Reduction of duties for the Finance Officer with likely reclassification of job duties
- Means of implementation
- Tenure of Town Administrator - appointed alternate years from elections.

Additional points that need to come across in the report includes a concern over costs, commensurate reduction in salaries for First Selectman and Finance Officer, hiring and firing of town employees still to be responsibility of Board of Selectmen, town administrator to be responsible for supervision of department heads as authorized by the Board of Selectmen.

It was agreed to eliminate the April 29, 1993 meeting and meet instead on May 6, 1993. Bill Hogan agreed to produce a draft report for review and editing at the May 6 meeting.

The meeting was adjourned at 8:43 p.m.

Submitted by William Hogan



STATE OF CONNECTICUT • COUNTY OF TOLLAND
INCORPORATED 1786

TOWN OF ELLINGTON

55 MAIN STREET • P.O. BOX 187
ELLINGTON, CONNECTICUT 06029

AD HOC COMMITTEE
RE: BEST FORM OF GOVERNMENT FOR ELLINGTON
April 1, 193
Town Hall - Meeting Hall

MINUTES

MEMBERS PRESENT: Susan Gibson, William Harford, Joseph Myers,
Stephen Olander, Robert Pagani and Francis
Prichard

MEMBERS ABSENT: John Halloran, William Hogan and Robert
Wambolt

CALL TO ORDER: The meeting was called to order at 7:40 p.m.
by Robert Pagani

Ms. Gibson was in favor of a Town Administrator for the Town of Ellington. A non-qualified or non-committed individual may be voted in as a First Selectman. A Town Administrator would be trained and educated in business and would be qualified to handle grants, etc. In the long run it may be a cost saving to hire a Town Administrator.

Mr. Olander felt that a Town Administrator would provide continuity as the term would be indefinite rather than serving a two-year term as the First Selectman now does. He also felt hiring a Town Administrator may be risky if the individual hired is not qualified to do the job or develops and personality conflicts. The individual would act as liaison to Board of Selectman and Board of Education. Taxpayers/voters may feel hiring a Town Administrator is just another layer of management. Town Administrator who were invited to speak to the committee seemed capable of doing their jobs. Questions were raised: If Town Administrator was hired, would the individual also be able to attend Hartford meetings? Would the First Selectman's position still be part-time? Cost would be a big factor.

Mr. Prichard felt that perhaps in the future two people may not be needed. He felt perhaps the Financial Administrator's position be eliminated and instead have an Assistant to the First Selectman.

Mr. Harford felt the Financial Administrator's position be eliminated and cut the First Selectman's salary to \$15,000. Add the difference to an Administrator's position and offer \$65,000 for a Town Administrator's position, who would be responsible for the Finance Department, handling grant applications, etc.

Mr. Myers felt that the government is changing now and a person is needed now to manage the change.

April 1, 1993

He stated that the Town of Hebron has a Finance Officer with a Board of Finance and Chief Administrative Officer. (Ellington is a \$20 million town operation).

Mr. Olander added that \$13 million went to the Board of Education and \$7 million went to the Board of Selectmen.

Mr. Myers felt that the Board of Selectmen needed guidance and is in favor of immediate action.

Mr. Pagani remarked that if the town changed to an Administrator, keeping the Board of Selectmen and Board of Finance the advantages would be:

1. Continuity of administration
2. Professional training of Administrator
3. Availability for daytime meeting
4. Non-political approach in public dealings and in oversight of Department Heads

If the present system remains in place:

1. Lower cost - even if the First Selectman becomes full time
2. Less layering of government
3. More sensitive to voting public
4. Chief elected official's job retains power and prestige

The meeting was adjourned at 8:35 p.m.

Submitted by



RKP /cm



STATE OF CONNECTICUT • COUNTY OF TOLLAND
INCORPORATED 1786

TOWN OF ELLINGTON

55 MAIN STREET • P.O. BOX 187
ELLINGTON, CONNECTICUT 06029

AD HOC COMMITTEE
RE: BEST FORM OF GOVERNMENT OF ELLINGTON
January 21, 1993
Town Hall - Meeting Hall

MINUTES

MEMBERS PRESENT: Susan Gibson, John Halloran, William Hogan,
Stephen Olander, Robert Pagani and Robert
Wambolt

MEMBERS ABSENT: Joseph Myers and Francis Prichard

CALL TO ORDER: The meeting was called to order at 7:33 p.m.
by William Hogan.

The minutes of the January 7, 1993 meeting were accepted without
change by a 5-0 vote with Susan Gibson abstaining.

Mrs. Selma Lerner was recognized and spoke of her concern about how
to get coordination and efficiency of operation between general
town government and the Board of Education. She questioned if it
could be legislated by a charter revision or a town ordinance. She
was informed by several members of the committee that her concern
was also felt by members of this committee and that a change could
not be forced or legislated. Such a change would have to be by
agreement between the two parties.

Mary Miller, former First Selectman of Ellington for ten years, was
the guest speaker for the evening. Mary Miller presented a
document that she prepared in January, 1989, concerning the duties
and responsibilities of the First Selectman as she saw them. This
document was in response to the Thompson study on town salaries.
The recommendation of this document was that "serious consideration
be given to insuring that the office of First Selectman be properly
staffed and funded in order to carry out the administrative
functions outlined above."

The significant increase in hours worked starting in FY 86-87 was
in part due to administrative duties of the WPCA (then conducted by
First Selectman), the significant growth occurring in town in the
late 80's and the CRRRA landfill. There was clear recognition by
Mary and others that the Ellington First Selectman's job was full
time rather than part time.

Points raised by Mary Miller during her presentation included:

- Feels that academic training in administration is an important asset for the position. Town Managers bring this academic training. In her role at CRCOG, Mary has seen the sharing of ideas between Town Managers that bring progressive ideas to government for better efficiency.
- Feels that the current First Selectman job is two full time jobs--one political and one administrative.
- There is likely to be a lack of people to run for a part time office at part time pay with full time hours.
- There was a lack of time for details on projects and not enough resources under the First Selectman to delegate work to.
- On-the-job training and academic skills are both necessary.
- The Chief Administrative Officer of the town must stay abreast of new laws (examples were sexual harassment and ADA).
- There was a lack of time to seek out grant funds from state and federal governments.
- There was a lack of time to attend meetings within the Hartford region on regional issues which directly or indirectly impact Ellington.
- Elected officials are always concerned with the political spin on issues whereas a Chief Administrative Officer focuses on administrative issues.
- The town should look at various consultant fees expended. An on-board Administrative Officer may reduce consultant costs.
- The initial expenditure of a Town Manager or Administrator may appear great, but may save the town large dollars in excess of salary over the long term.
- An Administrator may be able to convince Selectmen and Board of Education to compromise in the best interest of the town to secure consolidation of functions and reduce the overall cost of town government.
- Department Heads would have more respect for an Administrator than the First Selectman because they would view an Administrator to be outside of the political arena.

BEST FORM OF GOVERNMENT

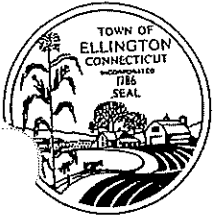
- 3 -

January 21, 1993

The meeting was adjourned at 9:45 p.m.

Respectfully submitted William Degan

/cm
1/29/93



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DONALD V. LANDMANN
First Selectman

AD HOC COMMITTEE
BEST FORM OF GOVERNMENT FOR ELLINGTON
January 7, 1993
Town Hall - Meeting Hall

MINUTES

MEMBERS PRESENT: John Halloran, William Hogan, Joseph Myers,
Stephen Olander, Robert Pagani, Francis
Prichard and Robert Wambolt

MEMBERS ABSENT: Susan Gibson

CALL TO ORDER: The meeting was called to order at 7:30 p.m

The minutes of the December 10, 1992 meeting were accepted without change by a 5-0 vote with Robert Wambolt and Francis Prichard abstaining.

Professor George Hill from the Institute of Public Service at U-Conn was the guest speaker for the night. He introduced the Institute and its purpose and related his personal work experience. The following points were made by Professor Hill during his presentation:

- There is no one best form of government for all towns, but rather the best form for an individual town is determined by local concerns and issues and other local factors.
- All towns looking at charter revisions are searching for improved efficiency because of fiscal concerns. Towns are searching for better ways to organize their government to improve deliverance of services.
- Charter rule in Connecticut has only been effectively allowed since 1957. Any charter prior to that was adopted by a Special Act of the legislature. The Home Rule Act of 1957 allowed a simple majority to adopt and amend a charter.
- Approximately 100 towns in Connecticut have the Selectmen/Board of Finance/Town Meeting as the form of government.
- Approximately 70 towns (generally the much smaller towns below 10,000) are still functioning under the powers authorized by the General Statutes and do not have a local charter.

- In 1971 Mansfield adopted a first time charter switching from the Board of Selectmen under the General Statutes to a Manager/Town Council/Mayor form of government. The prime reason for change was the town didn't have enough control and power to effectively negotiate with the state institutes in Mansfield. Mansfield has kept the town meeting for annual budget adoption and for large funding authorizations making Mansfield a hybrid form of government. The mayor is the policy leader.
- There are two political theories relating the forms of government. The first is separation of powers and decentralization of responsibilities, while the second is centralization of powers and responsibilities.
- Separations of powers and decentralization of responsibilities is best found in the Board of Selectmen (Administration) and Town Meeting (Legislative Body) form of government. Each has different powers. This keeps powers away from a strong Chief Administrative Officer. But with separation of powers goes separation of political responsibilities. Too many positions filled by elections can lead to too much separation of powers. Hence, a strength of one form of government can also be a weakness. Separation of powers can be so strong that delays can occur and it takes forever to get something done.
- Centralization of powers and responsibilities is best found in the Mayor/Council form. This has strong centralization of government with a strong Chief Executive. The location of political responsibility is known. Things can be done quicker. However, this form of government needs a viable two party system to provide checks and balances.
- The person makes the office. The charter can only provide the form of government. The quality of people in the office makes the difference. Towns should look to securing quality people as the first way to improve government.
- Within each major form of government there can be many variations or hybrids that satisfy local concerns.
- Ellington's selectmen today have the power to create new positions. One could be an Administrator or Assistant to the First Selectman or a Finance Director. This does not need to be a charter matter.
- The theory of a Manager is the person would be trained in public administration, unconnected to political parties, unbiased in recommendations on policy and professional. Typically managers are highly qualified people and bring in professionalism.

- However, the theory of a Manager can break down. Managers can get into policy because the council can abdicate its powers in setting policy to the manager. This makes a manager more like an elected mayor.
- One criticism of the Manager form is that it adds another layer of government and is not as responsive to voters.
- If a Manager form was selected, Professor Hill advises against any form of "fair play" language in the charter concerning dismissal of the Manager.
- Annual evaluations of managers is now common.
- With a Town Manager and Council form of government, it is not common to have a Board of Finance. The Council is typically nine members and has legislative authority including establishing the budget.
- If an Administrative Officer is selected, it makes sense to continue with the Board of Finance.
- Under a Manager, the administrative staff of the town is appointed by the Manager. There must be strong civil service protection to provide best professional administrative staff.
- State statute will allow a four-year term for selectmen but it would need to be adopted under a charter revision.
- If an Assistant to the First Selectman or Administrative Officer were selected, it is important that the position not be a political appointment with the office of First Selectmen but a position that would bring continuity even with a change in First Selectman. This must be understood by both political parties that the position is a continuous position through changes in election.

Following Professor Hill's presentation, there was a discussion of additional speakers. It was agreed that four more speakers would be heard as follows: January 21 Mary Miller, February 4 Bob Dotson, February 18 John Guinan (Bolton administrator) if possible and March 4 Jean Zurbrigen. After these speakers the committee would start deliberations.

The meeting was adjourned at 9:50 p.m.

Submitted by

William Hogan
William Hogan



STATE OF CONNECTICUT • COUNTY OF TOLLAND
INCORPORATED 1786

TOWN OF ELLINGTON

55 MAIN STREET • P.O. BOX 187
ELLINGTON, CONNECTICUT 06029

AD HOC COMMITTEE
BEST FORM OF GOVERNMENT FOR ELLINGTON
December 10, 1992
Town Hall - Commission Room

MINUTES

MEMBERS PRESENT: Susan Gibson, John Halloran, William Hogan,
Joseph Myers, Stephen Olander and Robert
Pagani

MEMBERS ABSENT: Francis Prichard and Robert Wambolt

CALL TO ORDER: The meeting was called to order at 7:38 p.m.
by William Hogan.

The minutes of the December 3, 1992, meeting were accepted without
change by a 3-0 vote with Joseph Myers, Susan Gibson and Robert
Pagani abstaining.

Town Planner, Joe Baker, and Finance Officer, Nick DiCorleto, were
present to discuss their experiences and opinions.

Joe Baker has worked for municipalities with both a Town Manager
and Mayor/Council. He believes there are trade-offs with a First
Selectman form--you may not always have a professional manager but
you most likely would have a person sensitive to public concerns.
He prefers the First Selectman form because the selectman serves
the public first. The low salary is the drawback to the current
system. Higher pay would attract more qualified people. Good
administrators in key departments are critical with the First
Selectman form.

Nick DiCorleto has also worked under various forms of government.
He believes an advantage to the First Selectman form is that
projects move faster than under the Town Manager form. The First
Selectman can initiate and expedite projects quicker because he is
closer to the administrators, whereas a Town Manager is likely to
check out the opinions of the council before initiating projects.
The First Selectman form works well if the town department heads or
administrators treat the First Selectman as the Chief
Administrative Officer. He recommends that any new First Selectman
take courses for training at the U-Conn Institute of Public
Service.

AD HOC BEST FORM OF GOVERNMENT

-3-

December 10, 1992

The meeting was adjourned at 8:30 p.m.

Respectfully submitted William D. Hogan

/cm
12/31/92



DONALD V. LANDMANN
First Selectman

STATE OF CONNECTICUT • COUNTY OF TOLLAND
INCORPORATED 1786

TOWN OF ELLINGTON

55 MAIN STREET • P.O. BOX 187
ELLINGTON, CONNECTICUT 06029
TEL 875-0787 FAX 875-0788

PAUL R. VACHON
Deputy First Selectman

CLIFFORD L. AUCTER
JOHN S. GIULIANO
THEODORE C. GRAZIANI
ROBERT K. PAGANI
DONALD M. WEEKES

AD HOC COMMITTEE
RE BEST FORM OF GOVERNMENT FOR ELLINGTON
December 3, 1992
Town Hall - Meeting Hall

MINUTES

MEMBERS PRESENT: John Halloran, William Hogan, Stephen Olander,
Francis Prichard and Robert Wambolt

MEMBERS ABSENT: Susan Gibson, Joseph Myers and Robert Pagani

CALL TO ORDER: The meeting was called to order at 7:35 p.m.
by William Hogan.

The minutes of the November 19, 1992 meeting were accepted without change by a 4-0 vote with William Hogan abstaining.

Mr. Wambolt summarized the presentation by Mr. Landmann at the November 19, 1992 meeting. The principal recommendation of Mr. Landmann was that the First Selectman position should be considered a full-time position versus its current part-time position and be for a term of four years versus its current two years. A four-year term would provide better continuity.

Mr. Wambolt noted that there is little competition for the position of First Selectman due to the time requirements demanded by the job versus the rate of pay. Few people can afford to take the position.

After a general discussion of the Town Administrator alternative, Mr. Halloran noted that the best combination may be a truly part-time First Selectman responsible for policy and direction in conjunction with a full-time Town Administrator responsible for day-to-day operations. There was little support for the Town Manager alternative because of the difficulty of removing a Town Manager and the power a Town Manager can assume with lengthy terms of office.

In considering alternate forms of government, this committee should be seriously considering the potential to improve the efficiency of government. An example of two health insurance programs with town employees and Board of Education employees was given as being inefficient. There were other examples of inefficiency or duplication of functions between general town government and Board

December 3, 1992

of Education. Mr. Halloran noted that Board of Education is governed by State statutes and that this committee cannot legislate changes on the Board of Education. In order to make changes, cooperation between town government and Board of Education would be necessary. Any alternate form of government should provide for the means or opportunities of building trust that may improve cooperation and allow for reduction in duplication.

Mr. Hogan provided copies of Connecticut General Statutes, Section 7-193 which delineates the required provisions for organization of government for municipalities under a charter. A review of this statute raised the question if a First Selectman can have a term of office of four years. Mr. Hogan agreed to investigate this.

Mr. Halloran noted that if Selectmen's term of office were to be four years, the individual terms should be staggered such as the other town boards are.

D. Hogan It was agreed by all that this committee should invite Mr. Robert Dawson, Town Administrator of Vernon, and Mrs. Jean Zurbrigen, Town Manager of South Windsor to future meetings.

The meeting was adjourned at 8:30 p.m.

Respectfully submitted

William Hogan

/cm

12/7/92



TOWN OF ELLINGTON

55 MAIN STREET • P.O. BOX 187
ELLINGTON, CONNECTICUT 06029
TEL 875-0787 FAX 875-0788

PAUL R. VACHON
Deputy First Selectman

CLIFFORD L. AUCTIONER
JOHN S. GIULIANO
THEODORE C. GRAZIANI
ROBERT K. PAGANI
DONALD M. WEEKES

DONALD V. LANDMANN
First Selectman

AD HOC COMMITTEE RE
BEST FORM OF GOVERNMENT
FOR ELLINGTON
Thursday, November 19, 1992
Town Hall

The meeting was called to order at 7:35 p.m. by Temporary Chairman Robert Pagani.

MEMBERS PRESENT: Susan Gibson, John Halloran, Stephen Olander, Robert Pagani,
Francis Prichard and Robert Wambolt

MEMBERS ABSENT: William Hogan and Joseph Myers

OTHERS PRESENT: First Selectman, Donald Landmann

The minutes of the November 5 meeting were accepted without change.

Mr. Landmann was asked to describe his job and problems he has encountered.

He stated that he worked a 4 1/2 day week at the office plus evening meetings.
His salary this year was frozen at \$30,000.

The past 18 months have been very busy with the problems of the nuclear waste
dump and the CRRA landfill in addition to normal matters.

Mr. Landmann feels that the office has become a full-time job and should be
compensated in line with the Thompson report.

Mr. Halloran said that compensation should not be a consideration in this
committee's report. It should be left up to a Charter Revision Commission to
follow this committee.

Mr. Landmann added that a four-year term for the First Selectmen would help
attract more people because it would add some stability to the job.

Mr. Wambolt agreed and said that Ellington has been lucky to attract effective
administrators in the past but that might not always be true.

Mr. Halloran said that few people could afford to spend the time needed to do the
job for the money now offered. He added that this is one reason to look at a
different form of government with a full-time administrator/manager.

Mr. Prichard cautioned that state statutes might not permit four year terms for
Selectmen and that should be checked.

November 19, 1992

Mr. Prichard asked who does the applications for grants: state and federal?

Mr. Landmann stated that the Finance Officer does the majority of the work along with the First Selectman and the Town Planner. This also adds to the time needed to run the First Selectman's Office.

Mr. Pagani asked about the size of the Board of Selectmen: Was it workable?

Mr. Landmann said no change was needed.

Mr. Olander asked what were the biggest problems needing attention at this time?

Mr. Landmann said that the duplication in fiscal matters between General Government and the Board of Education should be resolved with one financial officer responsible for all town monies. One financial reporting method should be used.

Mr. Halloran added that savings in areas of insurance could be realized.

Mr. Wambolt agreed and added that this was one area stressed by Professor Hill in reorganizing Mansfield's government.

Mr. Landmann also noted that dealing with state agencies was very time-consuming and not always successful for the town. The quasi-state agencies, CRRA for example, were impossible to deal with and some kind of help, possibly relief from the legislature, was imperative for Ellington to get a fair deal.

Mr. Landmann concluded by saying that despite all the problems he really enjoyed the job and his dealings with townspeople.

The committee discussed future advisors and asked that town administrators from Vernon, South Windsor, Tolland and towns the same size as Ellington be invited. Mr. Pagani will contact former First Selectman, Mary Miller, and invite her to meet with us. Mr. Wambolt stated that Professor Hill would appear at the meeting to be held January 7.

The meeting adjourned at 9:00 p.m.

Respectfully submitted



RP/aml



STATE OF CONNECTICUT • COUNTY OF TOLLAND
INCORPORATED 1786

TOWN OF ELLINGTON

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DONALD M. WEEKES

DONALD V. LANDMANN
First Selectman

AD HOC BEST FORM OF GOVERNMENT
November 5, 1992
Town Hall - Commission Room

MINUTES

MEMBERS PRESENT: Margaret Dawson, John Halloran, Joseph Myers,
Stephen Olander, Robert Pagani, Francis
Prichard and Robert Wambolt

MEMBERS ABSENT: Susan Gibson and William Hogan

OTHERS PRESENT: Reporters from the Hartford Courant and
Journal Inquirer

The meeting was called to order by Selectman Robert Pagani at 7:37
p.m.

Mr. Wambolt nominated Mr. Hogan for permanent Chairman of the
committee. Mr. Myers seconded the nomination.

Mr. Wambolt noted that he had discussed his action with Mr. Hogan
and that Mr. Hogan had approved.

No further nominations were offered. Mr. Hogan was approved
unanimously.

Mr. Wambolt nominated Mr. Pagani for temporary Chairman in Mr.
Hogan's absence. Mr. Halloran seconded the nomination. Mr. Pagani
was appointed unanimously.

MOVED (WAMBOLT), SECONDED (MYERS) AND PASSED UNANIMOUSLY
TO SUBMIT A REQUEST TO THE BOARD OF SELECTMEN THAT \$5,000
BE APPROPRIATED FOR THE AD HOC RE BEST FORM OF GOVERNMENT
FOR ELLINGTON FOR ANY EXPENSES INCURRED.

MOVED (HALLORAN), SECONDED (WAMBOLT) AND PASSED
UNANIMOUSLY THAT THE AD HOC RE BEST FORM OF GOVERNMENT
FOR ELLINGTON WILL SCHEDULE MEETINGS ON ALTERNATE
THURSDAYS WITH ADJUSTMENTS FOR HOLIDAYS.

Mr. Wambolt suggested that the commission seek input from town
boards and commissions early in the process.

Mr. Olander asked that the public be included.

November 5, 1992

Mr. Wambolt agreed but noted that the governments people were closest to any problems that might exist.

Mr. Prichard suggested sending a letter to all town agencies.

Mr. Pagani requested that all town workers, elected and appointed, be included.

A meeting date for the above people was set for December 10, 1992.

Mr. Prichard requested that Mr. Pagani conduct a search for a recording secretary for the commission. Mr. Pagani agreed and suggested that perhaps a young adult, i.e., a high school student might be asked.

Mr. Halloran asked that the First Selectman, Donald Landmann, be requested to attend the November 19, 1992 meeting. Mr. Pagani agreed to ask Mr. Landmann.

Mr. Wambolt stressed that continuity in town government should be stressed by the commission.

Mr. Wambolt will request Professor Hill to attend one of the meetings in January. Professor Hill will be paid for his time.

Mr. Halloran wants to look at the need for the Board of Finance. Mr. Wambolt felt the Board of Finance is necessary by state statute and is still needed by the town. Mr. Pagani felt that giving the Board of Finance duties to the Board of Selectmen would be too time consuming for Board of Selectmen members.

ADJOURNMENT:

MOVED (WAMBOLT), SECONDED (HALLORAN) AND PASSED
UNANIMOUSLY TO ADJOURN THE MEETING OF THE AD HOC RE BEST
FORM OF GOVERNMENT FOR ELLINGTON AT 8:17 P.M.

Respectfully submitted by


Robert Pagani

/cm
11/6/92

APPENDIX D

DOCUMENTS REVIEWED BY THE AD HOC COMMITTEE ON BEST FORM OF GOVERNMENT FOR ELLINGTON

- Job Description - Town of Simsbury Administrative Assistant, dated 6/91
- Profile - Town of Bolton, dated 2/93
- Duties of Administrative Officer, Town of Bolton, relating to suggested Charter Revision, dated 9/92
- Job Description - Town of Bolton Administrative Officer, dated 2/91
- Administrative Functions of Ellington First Selectman, dated 1/89
- Forms of Town and City Government in Connecticut, dated 10/78
- Alternative Organizational Structures of Local Governments, undated
- Professional Development - A Local Government Investment, dated 7/90
- Section 7-193. Required provisions. Organization of Government from Connecticut General Statutes
- Proposed Charter, Town of Hebron, dated 9/88 with position of Chief Administrative Officer

TITLE: Administrative AssistantDATE: 6/91DEPARTMENT: Office of the First SelectmanGRADE: A-5Position Definition:

Assists the First Selectman in administering and managing the affairs of the Town, and in directing the operations and services of the departments. Coordinates a variety of special projects, and provides technical and administrative support of a complex and confidential nature.

General Duties:

Receives oral directions from the First Selectman. Researches information used in developing policies and procedures, and makes specific recommendations for action. Assists the First Selectman in the implementation of ordinances and administrative policies adopted by the Board of Selectmen. Participates in short term and long range planning for Town services. Assists in the preparation of the annual budget, the annual newsletter, and the annual report. Monitors budget of First Selectman's Office and provides budget analyses as required. Prepares reports, correspondence, news releases and replies to citizen's requests for information. Conducts special studies and prepares reports for the First Selectman and the Board of Selectmen. Communicates with local, state, federal and regional governmental agencies. Responds to inquiries and requests from the public, Town staff, and board members, based on knowledge of programs and operations, and serves as their liaison with the First Selectman. Responds to requests for procedural assistance from departments and advises Town staff on work methods. Chairs or participates on temporary or special committees to develop or review administrative policies and procedures. Provides daily supervision and coordination of work assignments of secretarial and clerical staff. Directs analysis of methods and procedures, and development of systems of operations. Monitors pending action items to insure timely and proper response from the Town.

Additional Duties:

Screens and responds to priority mail in absence of First Selectman. Transmits directives of First Selectman to Town staff and follows up to assure compliance and timely completion of assignments. Serves as advisor in development, coordination and implementation of computer system improvements. Represents First Selectman at civic, cultural, or regional meetings.

Supervised By:

Receives general supervision from the First Selectman.

Qualifications Profile:

The skills and knowledge required would generally be acquired with a Master's degree in Public Administration, or some closely related field, and two (2) years of increasingly responsible experience in governmental administration or administrative/technical experience in a quasi-governmental or non-profit agency. Working knowledge of the principles and practices of local governmental administration, and of budgetary procedures. Ability to carry out duties with a high degree of independence. Ability to conduct research, analyze data, draw conclusions and make recommendations. Ability to organize and present reports orally and in writing. Ability to supervise assignments and personnel. Knowledge of data and word processing equipment to secure more effective and efficient operations. Ability to establish and maintain effective working relationships with Town officials, employees, and the general public.

Note:

This description is illustrative of tasks and responsibilities and is not meant to be inclusive of every task and responsibility.

Profile - Town of Bolton

Government Organization - Board of Selectmen/Board of Finance/Town Meeting. Adopted Charter in 1976 (revised 1981) with Board of Selectmen acting as both the governing and legislative body.

General Government Employees - (25) full time
(25) regular part time

1990 Population - 4,575

1992-1993 Budget - Board of Education \$5,543,289.00
Town \$2,733,287.00

Grand List (10/1/92) - \$259,564,992.00 (1989 revaluation)

Road Miles - 39.7 (December 1992)

History of Position

12/79 - 04/82 Alan Bergren (Current Town Manager, East Hampton.)
10/82 - 08/88 Karen Levine (Current Assistant Town Manager, Avon.)
11/88 - 07/91 Helen Kemp (Current Law Student, Boston, MA.)
11/91 - date John Guinan

Proposed FY94 Salary

\$38,200.00 - Administrative Officer
\$ 8,000.00 - First Selectman

MEMORANDUM

DATE: September 22, 1992

TO: Robert R. Morra, First Selectman

FROM: John C. Guinan, Administrative Officer

SUBJECT: Duties of Administrative Officer, Re: Charter revision (Rev 1)

Suggested Wording and duties:

- Sec. 1. Appointment - An Administrative Officer shall be hired by and report to the Board of Selectmen.
- Sec. 2. General Powers - The Administrative Officer shall be directly responsible to the Board of Selectmen and shall have responsibility and authority for the administration of all departments, agencies and non-elected officers of the Town.
- Sec. 3. Duties - The Administrative Officer, in accordance with policies established by the Board of Selectmen shall:
- (a) Coordination of Administration - Coordinate the administration of the officers, boards, commissions, agencies, committees and authorities of the Town appointed by the Board of Selectmen except those functions expressly reserved or delegated to such bodies by law.
 - (b) Execution of Laws - Execute and carry out ordinances, resolutions, regulations, policies and other action voted by the Board of Selectmen or the Town Meeting.
 - (c) Records and Accounts - Supervise maintenance and custody of all records and accounts except those of the Board of Education.
 - (d) Contracts - Contract on behalf of the Town for any services or materials required by any officer, board, commission, agency, or authority of the Town, except the Board of Education. The Administrative Officer shall not contract to expend any money or incur any liability in excess of the amount appropriated for an officer, department, board, commission, agency, or authority during any budget year without Board of Selectmen and Board of Finance approval.

- (e) Purchasing Agent - Be the purchasing agent of the Town. All services, supplies, materials, equipment and other commodities required by any office, department, agency, board, commission or authority of the Town, shall be purchased through him. The Board of Selectmen shall establish bidding and purchasing policies, except for purchases made by the Board of Education.
- (f) Reports to the Board of Selectmen - Keep the Board of Selectmen fully advised as to the financial and general condition of the Town. The Administrative Officer shall attend its meetings and may participate in its discussion but without a right to vote.

Sec. 4. Annual Budget Duties

- (a) Preparation of Budget - The Administrative Officer shall prepare a preliminary Annual Budget request to include all estimated Town expenditures including grant agencies, except the expenditures of the Board of Education. The head of each department, office, agency, board, commission, authority and grant agency supported wholly or in part from Town funds, or for which a specific Town appropriation is made, shall file with the Administrative Officer on forms provided by the Administrative Officer a detailed estimate of the expenditures to be made by each office, department, agency, board, commission, authority or grant agency and the estimated revenue, other than tax revenues, to be collected by each in the ensuing fiscal year.

Sec. 5. Appointments by Administrative Officer - The Administrative Officer shall appoint or hire, and may remove or discharge all appointed officers as allowed in Chapter 8 and employees of the Town who receive compensation from the Town for their services except employees of the Board of Education.

Sec. 6. Absence of Administrative Officer - In case of disability or temporary absence of the Administrative Officer or vacancy in the office of the Administrative Officer, the Board of Selectmen may designate an acting Administrative Officer.

Sec. 7. Labor Agreements - The Administrative Officer or his designee shall negotiate labor agreements for employees under the jurisdiction of the Selectmen's budget. All labor agreements or last best offers in case of binding arbitration shall be approved by the Board of Selectmen and follow procedures required by the General Statutes.



Town of Bolton

222 BOLTON CENTER ROAD • BOLTON, CT 06043

BOARD OF SELECTMEN
(203) 649-8066

ADMINISTRATIVE OFFICER

General Duties

The following is a list of functions and duties expected of the Administrative Officer to the Board of Selectmen in the administration and coordination of the general governmental functions of the Town of Bolton. The list is not exclusive and shall include any such duties as the Board of Selectmen may from time to time determine.

Description

Direct, administer and coordinate all operational, administrative and financial functions of the Town of Bolton in accordance with the policies, goals and objectives established by the Board of Selectmen.

With Board approval, establish and maintain an organizational structure which will implement policies, planning, construction, maintenance and operation of all Town facilities and programs. Manage all programs so as to assure timeliness and accuracy. Negotiate problems in a tactful manner.

Analyze policy in an accurate, clearly understandable manner and present same to the Board. Review and analyze Board policy proposals, and implement according to a reasonable schedule, meeting external constraints consistently and reporting on progress. Responsibilities involve all operational activities, including staffing, recruiting and selection of personnel, performance reviews, resolving employee complaints, maintaining harmonious relations, accurate records, procedures, proper compensation and attention to confidentiality and decorum in accordance with procedures established by the Board of Selectmen.

Develop grant proposals, work with Town and State bodies as well as interested private parties to develop supporting funds for ongoing projects and also for projects in the planning stage. Identify sources of revenue in a timely and creative manner. Prepare and submit feasibility studies to the Board and define implementation strategies. Prepare applicable budgets, determining staffing and operating expense needs and submit to the Board in an accurate and timely manner.

Interact with Government and other agencies to provide technical assistance, guidance or exchange of interests. Work with community groups to discuss Town matters and to effectively participate in cultural, educational and related community activities to assure a fully professional and favorable image of the Town. Perform other varied duties as the occasion warrants.

Desirable Knowledge, Skills and Abilities

Considerable knowledge of the principles and practices of local government administration. Good working knowledge of budgetary procedures. Ability to establish and maintain effective working relationships with Town Officials, employees and the general public. Ability to effectively administer the assigned programs and activities. Demonstrated ability to research, organize and present reports orally and in writing. Must understand and apply applicable home rule, Freedom of Information and statutory requirements and procedures.

Qualifications

Graduation from a recognized college or university with a masters' degree in public administration, public policy, political science or related field and five years of progressively responsible diversified experienced in State and/or local government; OR, a bachelor's degree from a recognized college or university and seven years of progressively responsible diversified experience in State and/or local government.

Terms of Employment

This is a 40 hour per week professional position. Incumbent must work uncompensated additional hours including attendance at relevant evening meetings of various Boards and Commissions and when necessary, work outside of regular Office hours. Incumbent serves at the will and pleasure of the Board of Selectmen. Town residency preferred.

Salary Range

Specific annual increases granted to individual employees are recommended and set by the Board of Selectmen and are based upon a comprehensive annual, employee evaluation, budgetary considerations and the principles of merit and equity. The salary range for this position is currently: \$26,500 - \$41,400.

Position revised: February 21, 1991



MARY A. MILLER
First Selectman

TOWN OF ELLINGTON

55 MAIN STREET • P.O. BOX 187
ELLINGTON, CONNECTICUT 06029

MICHAEL A. GALLO
Deputy First Selectman

CLIFFORD L. AUETER
PHYLLIS M. CAHILL
WINFIELD C. COACHMAN, SR.
WILLIAM P. McMILLEN
PAUL R. VACHON

Date: January 16, 1989
To: Board of Selectmen
From: Mary Miller, First Selectman
Subject: Followup on Outstanding Implementation of "A Classification and Compensation Study of Town Employees"-
Adopted by the Board of Selectmen June 27, 1988

1. THE SALARY FOR THE FIRST SELECTMAN SHOULD BE STUDIED. AS PART OF THIS STUDY, THE ADMINISTRATIVE FUNCTIONS OF THIS POSITION SHOULD BE EXAMINED.

• Excerpts from the Study:

We interviewed the First Selectwoman but did not write a job class description. The duties of the position are delineated in town charter and state statute. It is our observation however, that the position is treated as part-time for compensation purposes, but functions full-time by administrative need. The First Selectwoman works as the chief administrative officer of the town, and carries the additional responsibilities of a chief elected official. The daily coordination of town government, combined with increasing involvement in regional planning, requires intense involvement in, and awareness of, town programs and needs. In our compensation consideration of this position, we treat it as a full-time chief administrative officer, which we believe is necessary and in the best interest of the town.

CHIEF ADMINISTRATIVE OFFICER

According to Section 701 of the Town Charter, the First Selectman is the Chief Administrative Officer of the Town and as such is directly responsible to the Board of Selectmen for the administration of all departments, agencies and officers.

Section 508 of the Town Charter describes the relationship of the First Selectman to the Administrative Services:

No member of the Board of Selectmen, except the First Selectman, shall give orders, either publicly or privately, to any administrative officer or employee as defined by Sections 703 and 901 of this charter, except that a properly constituted meeting of the Board of Selectmen may call before it any employee or officer for the purpose of information or investigation.

Therefore, according to the Classification Plan, the First Selectman provides "general administrative direction" for twelve department heads and "general supervision" for two support staff positions. (see attachment "A" - Administrative Organizational Chart")

GENERAL ADMINISTRATIVE DIRECTION:

The First Selectman has total responsibility for all town operations. Department Heads receive general assignments, perform tasks independently and report work accomplished to the First Selectman. The First Selectman reviews work for effectiveness and conformance with laws, regulations and town policies such as administrative directives of the First Selectman, policy directives of the Board of Selectmen and other policy directives of appropriate boards and/or commissions.

DAILY COORDINATION OF TOWN GOVERNMENT:

Again in accordance with Section 701 of the Town Charter, the First Selectman shall be an ex-officio member of all other town boards, commissions and agencies.

- ° Six elected boards plus Registrars of Voters
- ° Fourteen appointed boards, commissions and agencies
- ° Three regional agencies
- ° Four ad hoc committees
- ° Three public safety agencies
- ° Five other appointed officers (Town Attorney, Town Engineer, Town Insurance Agent, Open Burning Official, Municipal Agent for the Elderly)

As the government is currently organized, the First Selectman also serves as Chief of Police, Welfare Officer, Civil Preparedness Director and Water Pollution Control Authority Administrator, the last two positions having direct administrative responsibilities. (see attachment "B" - Townwide Organizational Chart)

Handicapped Discrimination Program Coordinator

CHIEF ELECTED OFFICIAL:

As the town's Chief Elected Official, the First Selectman is responsible for seeing that all laws and ordinances governing the town are faithfully executed as stipulated in Section 702 of the Town Charter.

RESPONSIBILITIES FOR REGIONAL PLANNING:

The First Selectman currently represents the town on the following agencies:

- Capitol Region Council of Governments Policy Board
- Environment 2000 Advisory Board to the Commissioner of the State of Connecticut Department of Environmental Protection
- Low Level Radioactive Waste Advisory Committee

DESCRIPTION OF DUTIES:

- Serves as chief executive and chief administrative officer of the town.
- Is directly responsible to the Board of Selectmen for the administration of all departments, agencies and officers.
- Presides over the Board of Selectmen meetings and is responsible for preparing the agenda. Is a full voting and participating member of the Board of Selectmen. Reports periodically to the Board of Selectmen on the conditions and affairs of the town including the financial condition of the town.
- Enters into contracts or agreements on behalf of the town, when authorized by the Board of Selectmen.
- Prepares annual Board of Selectmen budget recommendation for Board of Selectmen consideration.
- Exercises responsibilities for execution of the budget and expenditures and accounting as outlined in the Town Charter, sections 1007 and 1009 respectively.
- Recommends employees to be included in the Classified Service.
- Administers the Town of Ellington Personnel Rules and Regulations on behalf of the Board of Selectmen.
- Recommends pay plans to the Board of Selectmen.
- Has collective bargaining responsibilities, according to Charter section 1005.
- Is responsible for the formulation and approval of policy and of operational guidelines for the conduct of emergency operations throughout the community. Is in charge of all emergency operations. Is responsible for ensuring that information and direction are given to the general public and that contact is maintained with higher levels of government. Is also responsible for

the overall management of the departments and agencies of town government to oversee that administrative and logistical support is provided to the general public and to emergency workers.

- ° May appoint, when deemed necessary and upon approval of the Board of Selectmen, a Personnel Policies Board whose responsibilities shall be to: advise the Board of Selectmen on problems concerning personnel and administration; make any investigation which it may consider desirable concerning the administration of personnel in the town service; and at least annually, submit to the Board of Selectmen a report on progress of the merit system program during the past year, with its findings, conclusions, and recommendations for improving the merit system of the town; and administer the appeal process established by the Board of Selectmen.
- ° Serves as ceremonial head of the town and chief spokesperson.

HOURS WORKED BY THE FIRST SELECTMAN FOR THE PAST SEVEN YEARS:

° 6-26-88 to 1-1-89 (28 weeks)	1415.00 hrs.
° FY 1987-88	2611.75 hrs.
° FY 1986-87	2187.25 hrs.
° FY 1985-86	2035.00 hrs.
° FY 1984-85	1896.00 hrs.
° FY 1983-84	2094.50 hrs.**
° FY 1982-83	1840.50 hrs.

* Estimated breakdown of 1415 hours

840 Regular Office Hours	60%
200 Weekends/Evenings	14%
375 Evening Meetings/Ceremonial	26%

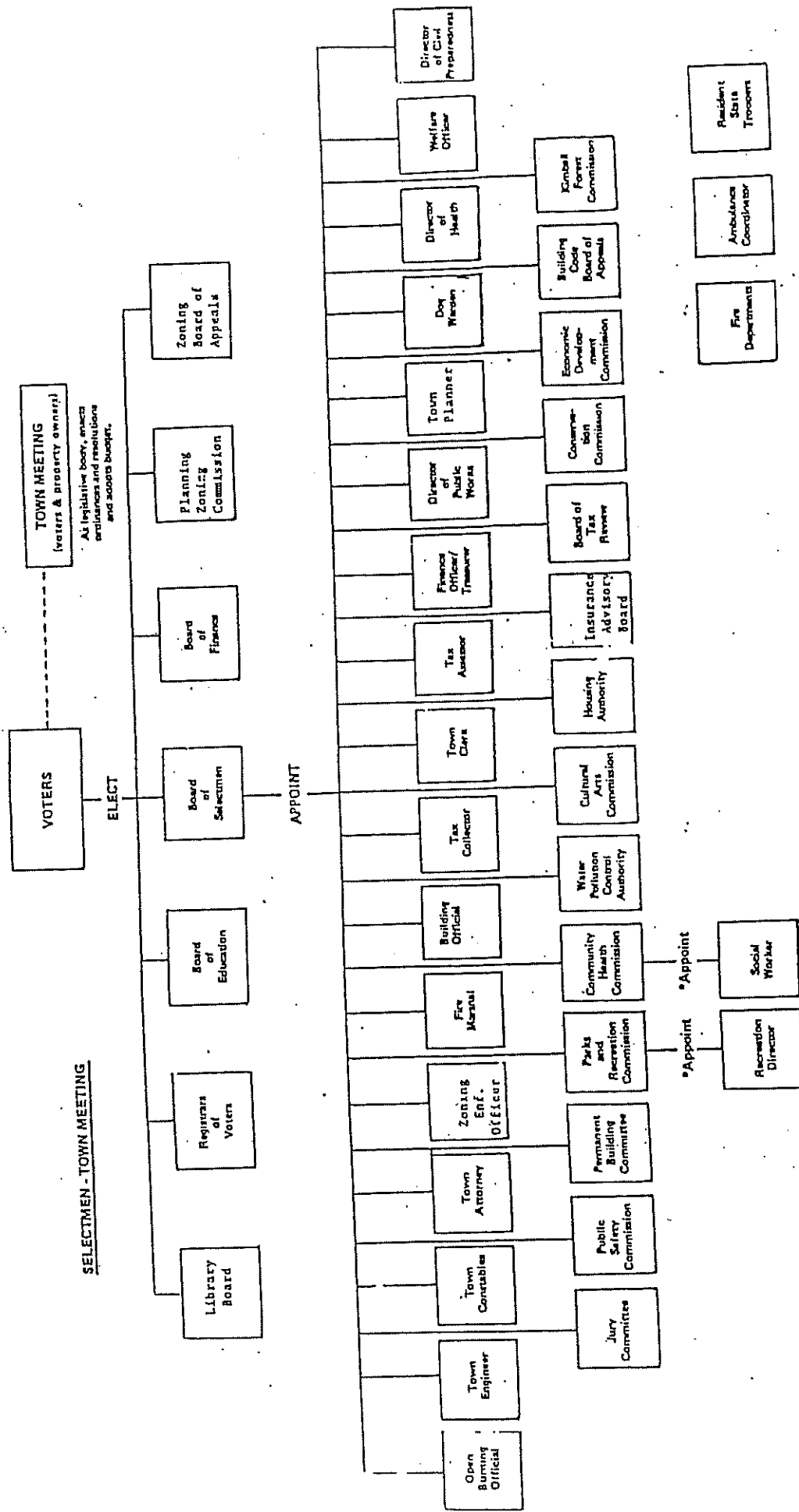
** 54 work weeks

RECOMMENDATION:

Serious consideration be given to insuring that the office of First Selectman be properly staffed and funded in order to carry out the administrative functions outlined above.

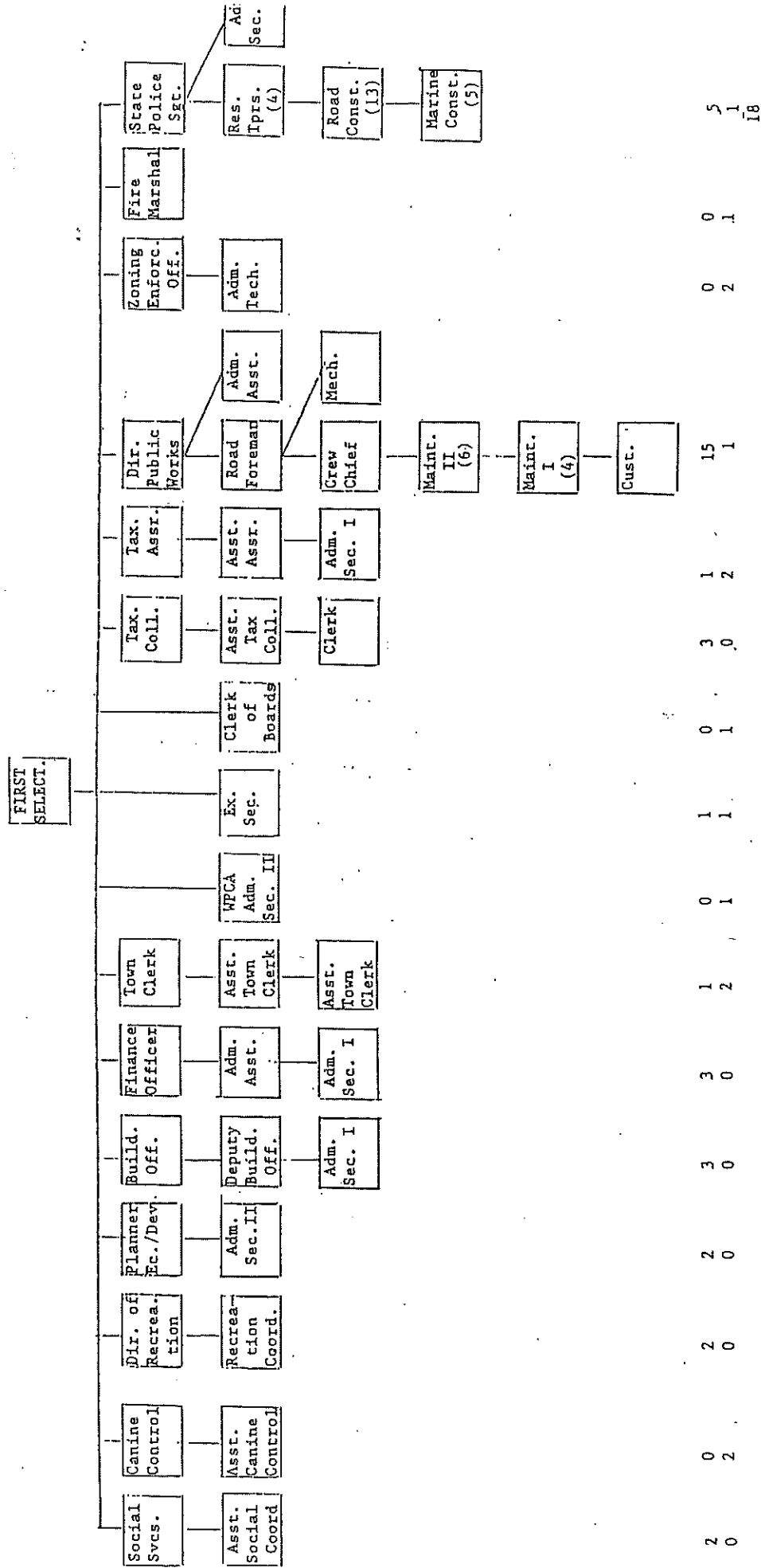
Currently there is no other position in the organizational chart which can assume the responsibilities of the office of First Selectman.

Organization Chart



* with the approval of Board of Selectmen

ORGANIZATIONAL CHART
FOR
TOWN ADMINISTRATION



FORMS OF TOWN AND CITY GOVERNMENT IN CONNECTICUT

by
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Foreword

In developing and improving systems of administration to meet the challenges of community growth and change, some decisions concerning the basic structure of governmental organization must be made. Public officials and citizens alike interested in a clear understanding of the alternatives of form available to them will find this publication of assistance. Those who are seeking a clear comprehension of the principal systems of governmental organization and the variations that exist within them will also find this booklet helpful. Others concerned with the advantages and weaknesses of the various forms will find this publication a good place to start their investigation.

This booklet is intentionally Connecticut oriented with trends in new charters and charter revisions since 1957 given special emphasis. Basic characteristics of the three principal forms discussed are supported by specific references to charter provisions in individual communities. This method of presentation supported by diagrams and tables will provide students and teachers of Connecticut local government with insights valuable to any study of comparative local government within the geographical limits of the state of Connecticut. It will also help charter commission members and citizens interested in charter development and improvement to a better understanding of the variety of patterns of local government organization which exist under the basic forms of selectmen-town meeting, council-manager, and mayor-council.

Credit is due here for the contribution to our understanding of current trends in Connecticut local government structure made by the author through this publication. The author is grateful to the Municipal Consulting Service of the Connecticut Public Expenditure Council for supplying information on charter adoptions. However, the responsibility for accuracy of fact and appropriateness of conjecture remains with the author and the Institute. Readers are cautioned to keep in mind that organizational patterns in local government in Connecticut, as elsewhere, are not static. References to specific charter provisions in individual Connecticut communities, while useful to the purposes of this booklet, may not always be current. Persons interested in any of these specific references should validate their current status by reference to local charters and ordinances.

Beldon H. Schaffer, Director
Institute of Public Service

March, 1978

Connecticut Municipal Government

There are 169 towns in Connecticut. These incorporated municipalities cover the entire area of the state. They range in population from 550 in Union to 148,000 in Bridgeport.¹ They range in size from 5.3 square miles in Derby to 64.4 square miles in New Milford.² They are empowered by the state to give to their residents the full range of services usually provided by municipal governments. There are no county governments in Connecticut, and the towns are the only multi-purpose local governments.

Twenty of these 169 towns are called cities. Of these twenty, eighteen are consolidated towns and cities — Ansonia, Bridgeport, Bristol, Danbury, Derby, Hartford, Meriden, Middletown, Naugatuck, New Britain, New Haven, New London, Norwalk, Norwich, Shelton, Stamford, Torrington, and Waterbury. The two other towns that are called cities, Milford and West Haven, chose that title when they adopted their home rule charters.

The term "consolidated town and city" derives from a past merger of the town government with a separately incorporated city within its boundaries. Usually the city government absorbed the functions of the town government without significant change in the structure of the city government. All of these consolidations, except Danbury's, were accomplished by special acts of the General Assembly enacted prior to home rule. It should also be mentioned in this connection that there is another consolidated town and city in Connecticut which is called a town, namely Vernon. There, the city of Rockville, town of Vernon, and Vernon Fire District were merged into one government under a new mayor-council charter which was written by a local charter and consolidation commission authorized by a special act of the General Assembly.

¹State Department of Health Population Estimates, July 1, 1977.

²Connecticut State Register and Manual, 1977, pp. 332-561.

Contents

1. Connecticut Municipal Government	1
Home Rule	2
What is Form of Government	3
2. Selectmen-Town Meeting	7
Selectmen-Town Meeting Form Under the General Statutes	7
Selectmen-Town Meeting Form Under Home Rule Charters	16
3. Council-Manager	19
4. Mayor-Council	25
Mayor-Council Cities	27
Mayor-Council Towns	29
5. 172 Towns and Cities by Form of Government	34

There are still three unconsolidated cities in Connecticut — the city of Putnam in the town of Putnam, the city of Groton in the town of Groton, and the city of Willimantic in the town of Windham. These incorporated cities encompass more densely populated urban areas within their towns and provide for their residents more extensive urban services than are needed in the surrounding rural area. The only major governmental function that the cities do not have is education which by state law is a town function.

The title "city" in Connecticut is largely a result of history — the history of the city as a center of industry and commerce and of urban living and governed by a mayor and a board of aldermen, a history which they have in common with other cities across America. The title city certainly does not derive solely from population in Connecticut. The smallest consolidated town and city in Connecticut is Derby, population 12,300. There are fifty-three towns which are more populous. Although the other nineteen consolidated towns and cities are over 20,000 in population, there are also twenty-six towns with populations over 20,000. And of the eighteen municipalities with populations over 50,000, twelve are called cities and six are called towns.

Nor can towns and cities be differentiated on the basis of form of government. While most of the cities have mayor-council government in the traditional style of large American cities, some of the larger towns have adopted this form as well. Although the council-manager form prevails among the larger towns, three cities use this form. Nor is the selectmen-town meeting form strictly the province of small towns; two of the largest towns (Greenwich, 63,800 and Fairfield, 59,000) still use it.

In the final analysis, if a distinction of any significance is to be made between towns and cities in Connecticut, it must be made on the basis of governmental powers granted by the state. All towns in Connecticut have the power of home rule, the power to write and adopt their own charter. The home rule law (Chapter 99 of the General Statutes) does grant some powers not available to non-charter towns under the General Statutes. Further, the General Assembly in enacting special act charters prior to home rule may have granted some additional powers to these towns and cities; but special act charters were enacted for towns as well as cities. The distinction based on governmental powers, therefore, is between the towns and cities with charters and the towns still operating under the General Statutes.

Home rule

In 1957 the Connecticut legislature adopted a statutory home rule law which allows any town or city to write and adopt its own charter and which allows amendment of existing charters through a relatively

simple procedure. Prior to home rule, any changes in municipal organization from what was provided by the general statutes could only be made by special act of the legislature. In 1957 special act charters were in effect in twenty-seven towns and consolidated towns and cities and in four unconsolidated cities; and rather extensive special legislation had been enacted for several other towns. Twenty years later at the close of 1977, eighty-nine towns and consolidated towns and cities and the three unconsolidated cities were operating under charters; and over 85 percent of the state's population was living in municipalities with charters.

Charter adoption under home rule has had a significant impact on municipal government organization in Connecticut. Prior to home rule the breakdown between forms of government was — mayor-council, 20; council-manager, 10; and selectmen-town meeting under the General Statutes, 139. Twenty-six mayor-council, 20 council-manager, and 18 selectmen-town meeting charters have been written, bringing the totals under each form to 44 mayor-council (a 120 percent increase), 30 council-manager (a 200 percent increase), and 98 selectmen-town meeting (a 29 percent decrease).

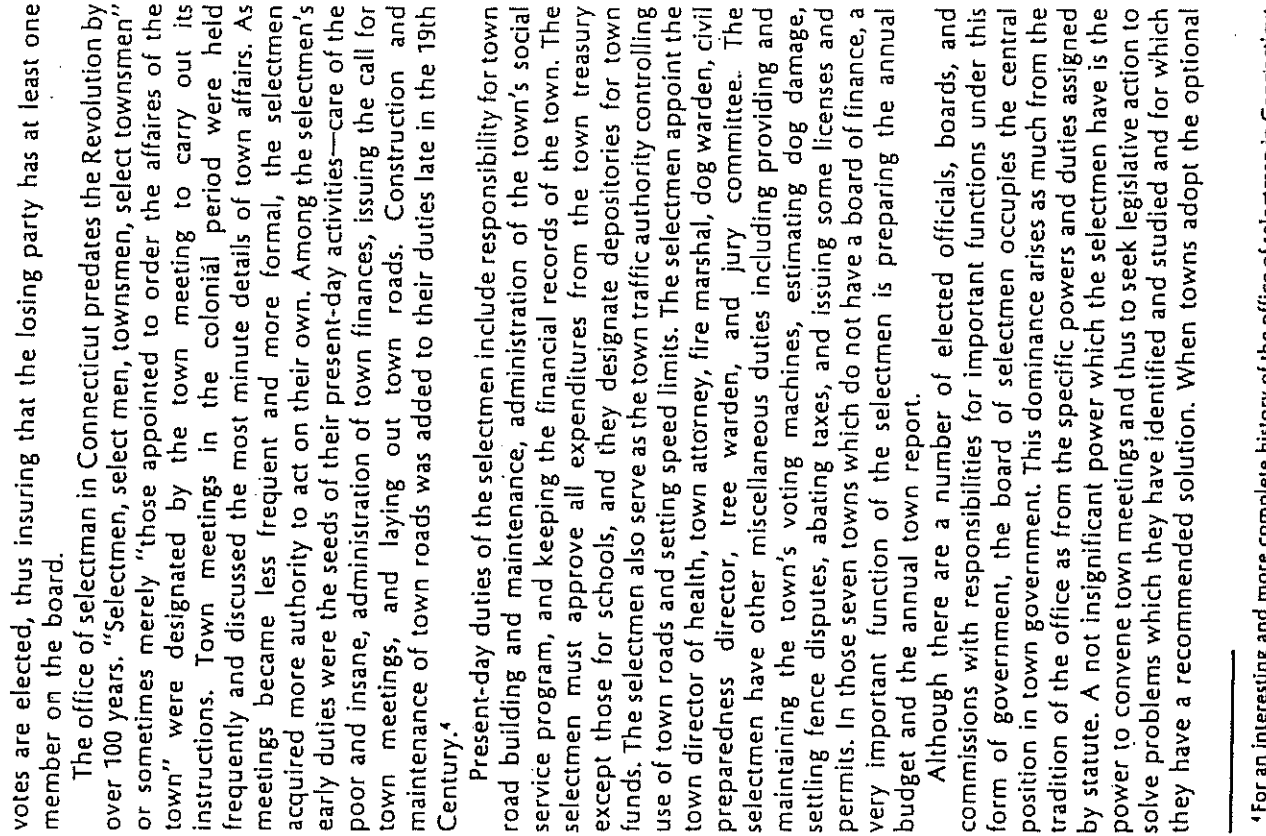
The impact of home rule charter adoption on municipal government organization is even more startling when population is taken into account. At the present time of the 81 towns and cities over 10,000 population, all but ten have charters. Of these 71 chartered municipalities, 62 (87 percent) use either the mayor-council or council-manager form of government. Looking at the state as a whole, one-half of the state's population is living in mayor-council towns or cities, one-fourth in selectmen-town meeting towns, and one-fourth in council-manager towns or cities.

What is form of government?

Form of government refers to the nature of the chief executive and of the legislative body in a municipality. Although the forms have generally recognized basic characteristics, classification of a municipality as having a certain form does not reveal all there is to know about the total structure of its government. As will be seen in the later discussion, there is considerable variation among Connecticut municipalities within each form.

Three forms of government have been identified by political scientists writing about municipal government — mayor-council, council-manager, and commission. Connecticut towns and cities use both the mayor-council and council-manager forms; the commission form is not found in Connecticut. Connecticut's third form, and its most popular form, is selectmen-town meeting, the traditional governmental organization of New England towns.

Other boards which may be elected under this form include: planning commission, zoning commission, zoning board of appeals, and library board.



⁴For an interesting and more complete history of the office of selectman in Connecticut see Max R. White's, "Historical Background of the Office of Selectman in Connecticut," in *Handbook for Connecticut Selectmen*, Institute of Public Service, The University of Connecticut, Storrs, 1973 Edition, pp. 1-2.

provisions of the statutes to establish a board of finance, initiate planning and zoning, begin a sewer program, appoint a conservation commission, organize a police or fire department, or establish a merit system for town employees, these actions often have been initiated by the selectmen. The board of selectmen has an overall view of the town government—its problems and concerns—in contrast to other officials who have very specifically stated duties and responsibilities.

All of the major powers and duties are given to the board of selectmen; only a few administrative duties are specifically given to the first selectman. But the first selectman is clearly the principal selectman. The first selectman is paid more than the other board members and undoubtedly gives more time to the office.⁵ For more than half of the first selectmen in these towns the position is a full-time job, and they are in fact the chief executive. They are the road superintendent and director of public works, the social services director, the town accountant and fiscal officer, and the coordinator of all the activities of the town government. No first selectman, however, works without the assistance of the other board members. The board usually meets at regular intervals, as often as once a week, to discuss problems of day-to-day administration and to make policy decisions.

Town meeting

The town meeting is the legislative body of the town in selectmen-town meeting towns. All persons who have been admitted as electors in the town and all persons over eighteen years of age who own real estate listed on the town grand list at a value of \$1,000 or more may vote in the town meeting (7-6).⁶ Among the most important functions of the town meeting are adopting the budget and making appropriations, approving certain additional appropriations, levying taxes, authorizing the town to borrow money, determining the manner of using state aid for highways, building and repairing school buildings, and enacting ordinances.⁷

At least one town meeting, the annual town meeting, must be held each year (7-1). This meeting is traditionally held in October. The statute which mandates that the fiscal year of all towns and cities shall be July 1-June 30 requires an annual budget meeting in the spring (7-388).

⁵ *Compensation of Municipal Officials in Connecticut, 1976-77*, Connecticut Public Expenditure Council, Hartford.

⁶ Statutory citations in parentheses refer to sections of The General Statutes of Connecticut. Revised to 1977.

⁷ See *The Connecticut Town Meeting*, Institute of Public Service, The University of Connecticut, Storrs, 1973.

Special town meetings may be called by the selectmen at any time. A special meeting must be called within ten days after the selectmen receive a petition signed by twenty qualified voters (7-1). A town may adopt an ordinance requiring fifty signatures before a special meeting must be called (7-2). At least five days notice must be given before a meeting (7-3).

The "warning" of each town meeting, signed by a majority of the selectmen, specifies the items which will be discussed and voted on at the meeting. The meeting may act only on items which are listed on the warning (7-3). At each meeting someone present is elected moderator (7-7). The town clerk is clerk of the meeting and records all votes taken. If the town clerk is absent, the meeting elects a clerk pro tempore (7-21). All questions arising in town meetings are decided in accordance with standard parliamentary procedure, and towns may adopt an ordinance establishing rules of order for town meetings (7-7).

Boards of finance

All but seven of the eighty selectmen-town meeting towns operating under the general statutes have a board of finance. A board of finance may be established by vote of town meeting (7-340). A board of finance under the General Statutes has six members, elected at the biennial town election for over-lapping six-year terms (9-202). The board chooses one of its members chairman and selects a clerk.

Boards of finance have assumed an increasingly significant role in Connecticut municipal government since the first board was created by a special act of the General Assembly in 1869. The first legislation of general application which provided for organization of boards of finance was enacted by the General Assembly in 1917. Sixty-seven boards of finance have been established by adopting provisions of the General Statutes and six boards were established under special acts of the General Assembly.⁸

Boards of finance originated with the need for a town agency which would consider the financial aspects of the town government as a whole rather than from the point of view of any particular office or department, would restrain wasteful and extravagant expenditures, and would exercise care in seeing that the budget was properly balanced.⁹ Under the general statutes the board of finance is responsible for the administrative tasks involved in budget preparation—requesting and

⁸ *Information Relative to the Assessment and Collection of Taxes*, State Tax Department, 1974. The six towns with special act boards are Darien, Greenwich, North Stonington, Ridgely, Stonington, and Waterford.

⁹ Patricia Stuart, *Handbook for Connecticut Boards of Finance*, Institute of Public Service, The University of Connecticut, 1971.

receiving budget estimates from all town agencies, evaluating those requests, compiling the total budget, and presenting it to the annual budget town meeting. The town meeting may not appropriate more than the board of finance has recommended for any purpose, and no appropriation can be made for any purpose not recommended by the board.

The board of finance is also responsible for setting up the town's accounting system and for preparing the annual town report. The board of finance must approve additional appropriations needed by any town agency or department after the budget has been adopted (7-348). The board also must approve transfer of any unexpended balance from one appropriation to another within the general town budget, and appropriations may not be used for any other purpose without board approval (7-347). These latter provisions do not apply to the board of education portion of the budget.

Boards of education

A major town function, one which commands a significant portion of the town budget, is operation of the public school system. The governing body of the town school system is the town board of education. The board hires the school superintendent, the teachers, and other school personnel; sets policy for the schools; prepares the school budget; and supervises expenditures.

School districts, which are coterminous with towns, do not have the power to levy taxes. The school budget is submitted to the town board of finance, which may make changes in it, and is presented to the town meeting as a part of the total annual town budget. The town meeting may reduce the budget and may not appropriate more than the board of finance has recommended. After the school budget is adopted and appropriations are made, the board of education may transfer appropriations from one account to another within its budget.

Twenty selectmen-town meeting towns do not have town boards of education. They are members of regional school districts which, under direction of a regional board of education, operate both elementary and secondary schools. An additional twenty-four selectmen-town meeting towns belong to regional school districts which operate only secondary schools. Members of regional boards of education are chosen by each of the towns of the district. Expenditures of the district are apportioned among the member towns and funds are raised by each town as part of its property tax levy.

Elected officials

A characteristic of the selectmen-town meeting form of government is election of a number of town officials. In addition to the board of selectmen, a board of finance members already mentioned, the

following are elected at the biennial town election—

Town clerk
Tax collector
Town treasurer
Agency of the town deposit fund
Board of education members
Board of tax review members
Library directors
Constables¹⁰
Board of assessors members¹⁰

Members and alternate members of a planning commission, zoning commission, combined planning and zoning commission, and zoning board of appeals, and members of a police commission and a fire commission may also be elected at the town election. In addition, some town officials are also elected at the biennial state election; they are registrars of voters, justices of the peace, and a judge of probate.

The biennial town election is held on the first Tuesday after the first Monday in November in odd-numbered years in most towns.¹¹ Officials elected in November, with the exception of the town clerk, take office on the second Tuesday following their election or on a date, not more than seventy days following the election, specified by special act, charter, or local legislative action. Town clerks elected in November take office the following January 1. All officials elected at May town elections take office the following July 1. Registrars of voters take office on the Wednesday after the first Monday of January following their election (9-189a), and justices of the peace on the first Monday of January following their election (9-184).

The general statutes restrict dual office holding by town officials. A selectman may not also hold the office of town clerk, town treasurer, judge of probate for his town, or registrar of voters. The town treasurer may not also hold the office of tax collector. A registrar of voters may not simultaneously be a town clerk. A town clerk may not be a registrar of voters. An assessor may not be a member of the board of tax review. Board of finance members may not hold any salaried town office unless permitted to do so by special act (9-210).

¹⁰ The town may vote to appoint one to seven constables and one to five assessors. Fifty three towns have elected three-member boards of assessors; twenty-seven have single appointed assessor.

¹¹ Thirteen towns and the city of Groton use the optional to Monday in May of odd-numbered years.

Term of Office and Method of Election of Town Officials Chosen at the Biennial Town Election Under the General Statutes

Official	Total Number Elected	Term of Office	Number Elected at Each Election
Board of Selectmen			
First Selectman	1	2 years	1
Selectmen	2	2 years	2
Board of Finance	6	6 years	2
Town Clerk	1	2 or 4 years	1
Town Treasurer	1	2 years	1
Tax Collector	1	2 years	1
Agent, Town Deposit Fund	1	2 years	1
Board of Assessors	3	4 years	1 or 2
Board of Tax Review	3	4 years	1 or 2
Board of Education	3 to 12	4 or 6 years	—
Constables	1 to 7	2 years	1 to 7
Library Directors	Any number divisible by 3	6 years	1/3 of members
Planning Commission	5	Method of selection and term of office determined by local ordinance	
Alternates	3		
Zoning Commission	5 to 9		
Alternates	3		
Planning and Zoning Commission	5 to 10		
Alternates	3	Determined by ordinance	
Zoning Board of Appeals	5		
Alternates	3		
Board of Police Commissioners	5	4 years	2 or 3
Board of Fire Commissioners	Determined by ordinance		

Representative town meeting

Six towns which have the selectman-town meeting form of government have substituted a representative town meeting for the meeting of all voters in the town. A special act established the first RTM in Greenwich in 1933. Representative town meetings were subsequently organized under special acts in Darien, Fairfield, Waterford, and Westport, and Branford established an RTM under home rule in 1958.

Fairfield and Westport now have charters and Darien and Greenwich have special legislation so extensive as to have the effect of a charter. Branford and Waterford operate essentially under the general statutes except for the RTM.

The representative town meeting exercises all of the functions of the town meeting. Its actions are usually subject to petition for referendum. Regular meetings of the RTM are usually specified and at these meetings voters or non-resident property owners may speak, but voting is restricted to elected members of the RTM.

Town meeting representatives are elected at the biennial town election and are chosen from districts. The number of representatives that each district has is based on the number of registered voters in the district. The basis of representation, number of districts, and total number of RTM members in each town in 1977 was:

	Basis of Representation	Number of Districts	Total Number of Members
Darien	100 voters	6	100
Greenwich	155 voters	12	230
Westport	400 voters	8	40
Waterford	200 voters	4	35
Fairfield	700 voters	14	50
Branford	—	5	30

In Branford the number of members of the RTM is set at 30 and this number is apportioned among the five districts on the basis of the number of registered voters. The number of town meeting representatives is usually reapportioned before every town election. In Darien, Fairfield, Greenwich, and Westport nomination of candidates for RTM members is by petition and their election is non-partisan. In Waterford and Branford nominations are made by political parties.

A moderator is elected by the representative town meeting to serve for two years in Greenwich, for no specific term in Branford, and for one year in the other towns. The town clerk serves as clerk of the meeting in all towns except Branford, where the meeting elects a clerk from its membership. The date for the annual representative town meeting is specified in all towns. In Fairfield and Westport dates for the annual budget meeting are also specified. In Darien, in addition to the annual meeting in October, regular meetings must be held on specified dates in January, March, and June. In Fairfield regular monthly meetings are required. In Waterford in addition to the annual meeting, meetings must be held on the first Monday in February, April, June, and August.

SELECTMEN-TOWN MEETING FORM UNDER HOME RULE CHARTERS

Eighteen towns have adopted home rule charters continuing the selectmen-town meeting form of government but making some changes in the general statute provisions for this form. These towns are: Berlin, Bethel, Branford, Columbia, Durham, Fairfield, Haddam, Guilford, Madison, Marlborough, Middlefield, North Haven, Old Saybrook, Somers, Weston, Westport, Wilton, and Woodbridge. These towns range in population from 3,400 to 59,000 and, consequently, the complexity of their governments varies widely. Some of the areas in which structural changes might be expected are: (1) shortening the ballot, making some elective positions appointive; (2) strengthening the first selectman's position and allowing him or her to make appointments; (3) organizing the administrative branch into departments with department heads appointed by the first selectman or by the board of selectmen; (4) giving ordinance-making power to the board of selectmen; (5) increasing the size of the board of selectmen; and (6) substituting a representative town meeting for the open town meeting. All of these changes have been made by these eighteen towns to one degree or another.

The most obvious way to shorten the ballot in selectmen-town meeting towns is to make the elected administrative positions—assessor, tax collector, town treasurer, and town clerk—appointive. Four towns made no changes in elected positions. Nine charters provide for a single, appointed assessor. Four provide for appointment of the tax collector, three for appointment of the town treasurer, and two for appointment of the town clerk. In addition, the library board is appointed in two towns, constables in two, and the board of finance in one.

None of these towns, except Westport, has significantly increased the appointment power of the first selectman and only Westport and Fairfield have provided for extensive organization of administrative departments. However, several of these charters designate the first selectman as chief executive officer of the town with responsibility to coordinate town boards and officials and execute policies of the board and of the town meeting. Virtually all of the first selectmen in these towns serve full-time.

Perhaps the most significant change made under these charters is giving ordinance-making power to the board of selectmen. Although the town meeting remains as the principal legislative body and its functions are not diminished in the charter, the board of selectmen is given power to initiate and adopt ordinances in Bethel, Columbia, Guilford, and Somers and Weston. A typical procedure for

ordinance enactment by the board of selectmen is: after a public hearing on a proposed ordinance which has been initiated by it or by petition, the board of selectmen may (1) reject it. Provision is made for a town meeting, (2) enact it or (3) reject it. Provision is made for a petition to be filed requesting a special town meeting to consider the action of the selectmen on the ordinance.

The number of members of the board of selectmen has been increased in three towns—in Madison and Wilton to five members and in Woodbridge to six members. All of the boards of selectmen which have been given ordinance-making power are three-member boards.

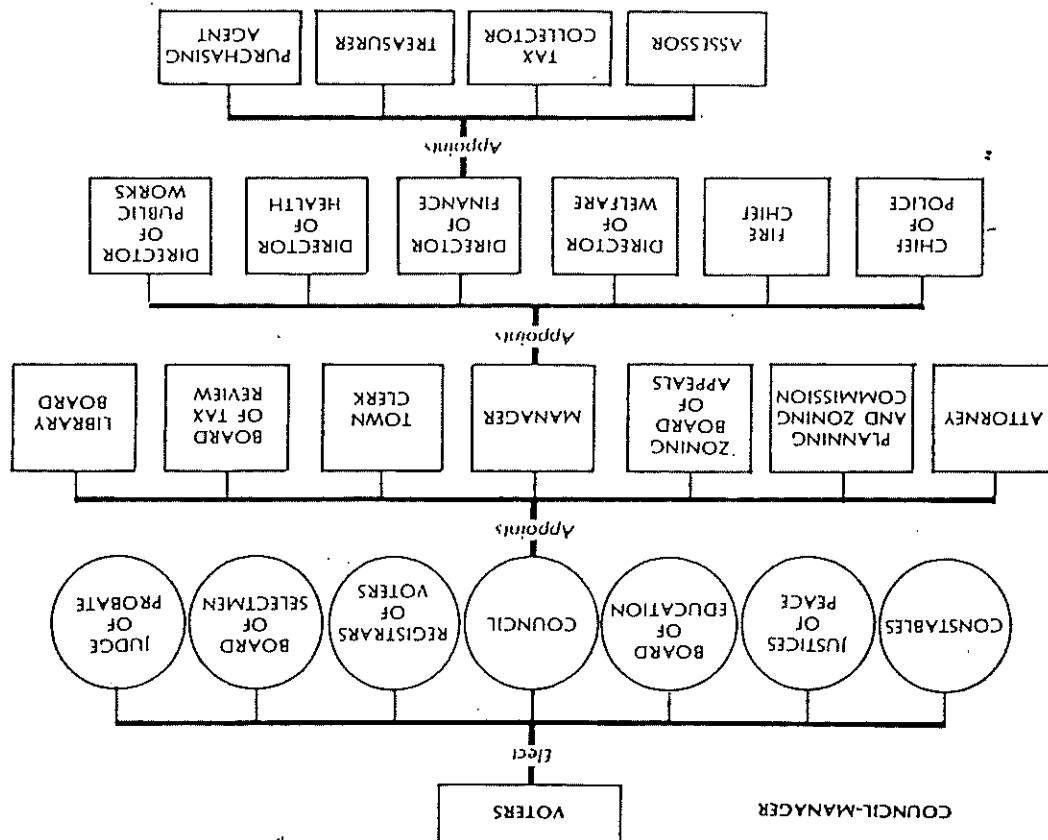
Council-manager

Thirty towns and cities in Connecticut have the council-manager form of government. All of these council-manager governments are established by special charter. The charters of Bloomfield, Farmington, Groton, Hartford, Manchester, New London, Norwich, Stratford, West Hartford, Wethersfield, and Windsor were originally enacted as special acts of the General Assembly and adopted by local referendum prior to home rule. The council-manager charters of Avon, Cheshire, Coventry, East Hampton, Enfield, Glastonbury, Granby, Killingly, Mansfield, Monroe, Newington, North Branford, Plainville, Rocky Hill, Southington, South Windsor, Tolland, Watertown, and Winchester were written and adopted under home rule.

West Hartford was the first town or city in Connecticut to adopt council-manager government; its special charter was enacted by the General Assembly in 1920. Stratford adopted this form of government in 1921, and New London established it in 1923. All of the other council-manager charters have been adopted since 1945.

The council-manager form of government provides for a powerful representative legislative body—the council—which not only determines policy and enacts local legislation but also appoints and may remove the chief executive—the town or city manager—who is a professional administrator. Council-manager charters usually provide that the manager be chosen by the council on the basis of executive and administrative qualifications as evidenced by training and experience in government administration. They also usually provide that applicants for the position of manager need not be residents of the town or city at the time of application thus insuring the broadest possible recruitment of trained professionals. The council may also remove the manager at any time that it feels he is no longer in accord with its policies.

Council-manager municipalities may also have mayors. In Hartford, Newington, and Rocky Hill a mayor is elected as a separate



office on the ballot, in the others the mayor or chairman of the council is chosen by the council from among its members. The duties of these mayors or chairmen are to preside over council meetings and to represent the town or city on ceremonial occasions; they do not ordinarily have any administrative responsibilities.

The council

The council under council-manager charters is small, and its members are usually elected on an at-large basis for two-year terms. In 18 of the 30 council-manager towns and cities in Connecticut the council has nine members. There are three councils with five members, seven with seven members, and two with eleven members. In 24 council-manager towns and cities council members are elected at-large. In six towns, some or all of the councilors are elected from districts as follows: Cheshire, 1 from each of 4 districts, 5 at-large (total 9); Southington, 3 from each of 3 districts (9); Farmington, 3 from each of 2 districts, 1 at-large (7); Enfield, 1 from each of 4 districts, 7 at-large (11); Stratford, one from each of 10 districts, 1 at-large (11); and Killingly, 5 districts, 9 members variously apportioned among the districts. Nomination of candidates for council member is by political parties and the election is partisan. By limiting the number of candidates a party may nominate bipartisan membership on the council is provided.

The council is not always called "council." In Avon, Granby, East Hampton, Tolland, and Winchester it is a board of selectmen and in Manchester, a board of directors.

Legislative power to enact ordinances, adopt the budget and make appropriations, determine policy for the town government, and provide political leadership is centered in the council. The council meets regularly, often twice a month, in public meetings. In addition, special public hearings on proposed ordinances and on the budget are held. Most councils meet in council chambers where seats are provided for the public and for the press. Council meetings follow a formal procedure of motions and debate, presided over by the mayor or chairperson and based on an agenda prepared in advance. The agenda may provide a time for the public to address the council and present opinions. Minutes of all council meetings are kept by the clerk of the council.

The council may appoint some administrative officials and often appoints a number of policy-making boards and commissions. The council appoints the town attorney in all but one of these towns and cities; in Newington the mayor makes this appointment. It appoints the town clerk and the town treasurer under seven charters. In 18 of these towns and cities the council appoints the planning and zoning commission or commissions, in 14 the zoning board of appeals, and in

16 the board of tax review. Other boards, commissions, and committees which the charter may direct the council to appoint include board of health, board of welfare, library board, housing authority, recreation committee, conservation commission, economic development commission, and redevelopment agency.

The manager

The town or city manager under council-manager charters is appointed by the council on the basis of training and experience as a professional administrator. The manager is the chief executive and administrative head of the municipal government. The manager serves at the pleasure of the council.

In contrast to first selectman and to many mayors under mayor-council charters, the town or city manager is a truly strong executive. Under these charters the administrative branch is organized into integrated departments charged with specific functions. The manager has authority to appoint and remove department heads. Also there are fewer elected administrative officials under these charters and ordinarily departments are not headed by independent boards or commissions. A typical statement of the duties of the manager is this one from the Killingly charter:

The manager shall be directly responsible to the council for the administration of all departments, agencies and offices in charge of persons or boards appointed by him and shall supervise and direct the same. He shall see that all laws and ordinances governing the town are faithfully executed; shall make periodic reports to the council; shall attend its meetings with full rights of participation in its discussions but without a right to vote and may attend meetings of the board of education and other town boards and commissions, but shall have no power to vote on any question under any circumstance; shall prepare and cause to be printed, as soon as possible after the close of the fiscal year, an annual town report; shall recommend to the council such measures as he may deem necessary or expedient; shall keep the council fully advised as to the financial condition of the town; shall prepare and submit to the council an annual budget...; and shall exercise such other powers and perform such other duties as may be required of him by ordinance or resolution of the council...

An important responsibility of the manager is preparation of the annual budget for all administrative agencies of the town, except the schools. Most council-manager towns and cities do not have a board of finance, so the manager has full responsibility for analyzing all requests for funds from administrative agencies and for compiling the revenue and expenditure program for the year. Budget preparation usually includes setting forth all programs which departments and agencies will undertake during the coming year as well as cost estimates for

achieving these programs. Council responsibility on the budget includes holding one or more public hearings on it, evaluating proposed programs and costs and making its changes and recommendations, adopting the budget or presenting it to the budget town meeting for approval, making appropriations, and setting the property tax rate.

Use of town meeting

Seventeen of the 30 council-manager towns continue to use the town meeting. In all 17 an annual budget town meeting is required, and in Bloomfield, Glastonbury, North Branford, Plainville, and Watertown this is the only use of the town meeting. In Coventry, Killingly, Granby and Monroe town meetings must also approve certain supplemental appropriations, issuance of bonds, and sale of town-owned real estate. In Avon, Farmington, Mansfield and Windsor in addition to all of these purposes town meetings may be called on petition of the voters to overrule ordinances passed by the council. In East Hampton the town meeting functions as it does under the General Statutes although the board of selectmen has power to enact ordinances. In Winchester special town meetings may be called by the selectmen or by petition, and in Tolland by the selectmen.

Groton is the only town in the state which has both a council and a Representative Town Meeting. Its RTM consists of 45 members elected from districts on the basis of the number of registered voters in the district. The RTM meets once a month in regular meetings. It has power of final approval of the budget, may initiate ordinances to the council, and may by a two-thirds vote veto ordinances passed by the council.

Selectmen's chief administrative officer

East Hampton and Granby have adopted charters which have many features of the council-manager form but retain some features of the selectmen-town meeting form. The purpose of these charters is to bridge these two forms and provide professional, full-time administration of the functions which are the statutory responsibility of the selectmen without providing a more formal administrative structure. In fact, the East Hampton charter after establishing the chief administrative officer position and the five-member board of selectmen provides for continuation of existing officials, boards, and commissions as established by the General Statutes, special acts and town ordinances.

In both towns the board of selectmen is enlarged to five members and is given power to enact ordinances subject to overrule by a special town meeting. It appoints the chief administrative officer (CAO) who has responsibility for day-to-day administration of the functions which

are under the jurisdiction of the selectmen. The CAO is appointed for an indefinite term and is chosen on the basis of administrative experience and qualifications. The board retains supervision of administration, and appointments made by the CAO are subject to approval by the board. In Granby the CAO appoints, with board approval, the town clerk, assessor, and tax collector in addition to officials usually appointed by the selectmen.

Mayor-council

Twenty cities and twenty-four towns in Connecticut are governed by charters providing for the mayor-council form of government. Of the twenty cities, fifteen—Ansonia, Bridgeport, Bristol, Danbury, Derby, Meriden,¹² Middletown, Naugatuck, New Britain, New Haven, Norwalk, Shelton, Stamford, Torrington, and Waterbury—are consolidated towns and cities resulting from the past merger of a town government and a city government. Milford and West Haven are designated cities in their charters. Putnam, Groton, and Willimantic are unconsolidated cities functioning as separate governmental units within the territorial limits of the towns of Putnam, Groton, and Windham, respectively. The towns using the mayor-council form of government are Bolton, Brookfield, Clinton, Cromwell, East Hartford, East Haven, East Lyme, Ellington, Hamden, Ledyard, Montville, Newtown, New Canaan, New Milford, Orange, Plymouth, Prospect, Seymour, Simsbury, Southbury, Trumbull, Vernon, Wallingford, and Wolcott.

Although titles of offices may vary, the governments of these forty-four towns and cities share the basic characteristics of the mayor-council form of government. They have an elected chief executive who usually devotes full time to the position, who has extensive appointment power and control of the administrative branch of the government, and who is not elected as a member of the legislative body. They have a representative legislative body which is often elected by wards or districts and which exercises all of the major legislative functions. Finally, if they have retained the town or city meeting, its

¹²The city of Meriden has adopted a council-manager charter which becomes effective December, 1979. A twenty-member council, elected for four-year overlapping terms, 12 from districts and eight at-large, will appoint the manager and will appoint all department heads, other officers, and full-time employees. Council, board of education, and city and town clerk will be elected.

functions are usually limited to budget approval and items which commonly require voter approval, such as issuance of bonds and sale of municipal property.

MAYOR-COUNCIL CITIES

Consolidated towns and cities

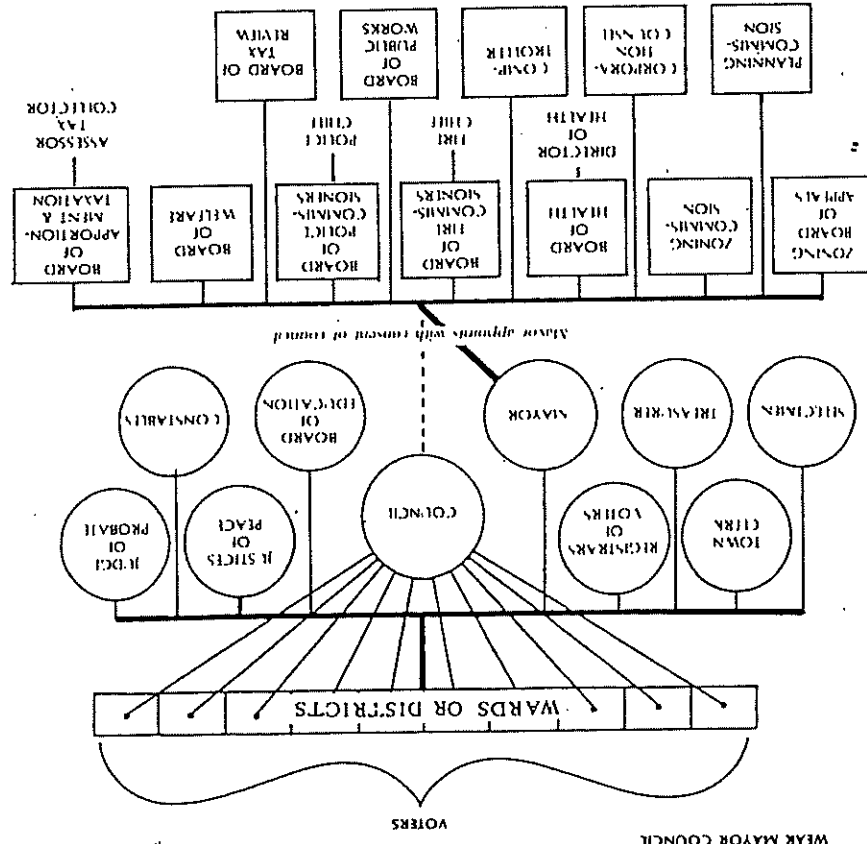
The mayor-council governments in the fifteen consolidated towns and cities are the truly urban governments of Connecticut, akin to the governments of most of the major cities of the United States. They were organized as cities in the latter half of the nineteenth century when mistrust of centralized authority and skepticism of government and politicians were prevalent. The result is that they have weak mayor-council governments in which governing power is dissipated among ward councilmen representing district interests, a mayor who lacks authority to control administrative departments, and many administrative boards and commissions and elected administrative officials.

The council. Typically, the city council or common council is large and its members are elected from wards or councilmanic districts. It is both a legislative and an executive body participating in the appointment of administrative officials. The title board of aldermen, which is historically associated with the mayor-council form, is used in only five Connecticut cities, Ansonia, Derby, New Haven, Shelton, and Waterbury.

Nine of these fifteen councils are large, having 15, 20, 30 or 40 members. Six of these large councils are elected from wards or districts. At the other extreme of size are four councils with only six members, of which two have at-large members and two have district members. There is one council with nine at-large members and one with twelve at-large members.

None of the councils has extensive appointment power by charter and none appoints any administrative officials directly. However, as is typical of weak mayor-council governments, some administrative officials are elected. In all fifteen the clerk is elected, in fourteen the treasurer is elected, and in four the tax collector is elected.

The mayor. In weak mayor-council governments the mayor is not considered weak because he or she lacks policy-making and political power, but because there is lack of power to control and direct administration. Under seven of these fifteen charters all of the mayor's appointments of department heads and other administrative officials must be approved by the council. Also, it is common for major departments to be headed by a board or commission appointed by the mayor with council approval for overlapping terms. These bodies have responsibility for administration of the department and for appoint-



ment of its employees. There are ten boards of police commissioners, nine boards of fire commissioners, nine boards of welfare, eight boards of health, and ten parks commissions.

The Budget. An important administrative tool which is denied the mayor in most of these cities is determining policy for administrative services through development of the annual budget. In fact, this important policy-making tool is also denied the council in most of these cities. Fourteen have a board of apportionment and taxation or a board of finance which is the budget-making authority. Of the three elected boards, two prepare the budget, approve it, and make appropriations and one acts on the mayor's budget and makes recommendations to the legislative body. Seven appointed boards have the power to adopt the budget and make appropriations and six of these also prepare the budget. In only four cities does the mayor compile the budget and in only three does the legislative body have power to adopt and make appropriations.

Milford and West Haven

Although the mayor-council charters of Milford and West Haven are more recent than the consolidated town and city charters, they do share some of their weak-mayor characteristics. In Milford the fifteen-member board of aldermen is elected from five voting districts. The mayor has power to appoint some department heads and other administrative personnel including the assessor, treasurer, tax collector, city attorney, and the directors of finance, health, public works, recreation and welfare; but his appointments to numerous boards and commissions, including police and fire commissions, board of health, sewer commission, recreation commission and library board must be approved by the board of aldermen. In Milford the mayor does prepare the budget and submits it to the board of finance which holds public hearings and makes recommendations to the board of aldermen.

In West Haven the thirteen member council includes three at-large members and ten elected from districts; and the town and city clerk, treasurer, and tax collector are elected. The mayor appoints administrative officials including a board of health, board of police commissioners, and board of finance. The board of finance assists the mayor in budget preparation, but the mayor submits the budget to the council which adopts it and appropriates.

Unconsolidated cities

The mayor-council governments of three unconsolidated cities, Groton, Putnam, and Willimantic, are not significantly different from those of the consolidated cities and towns. Of course, the populations of these cities is considerably smaller and consequently the scope of government is less.

The city of Groton elects a mayor, six at-large councilors, a city clerk and a city treasurer. The mayor appoints, with approval of the council, all department heads and other officers and employees of the city. Department heads include the city attorney, auditor, directors of finance, public works, public utilities, and health, chief of police, fire chief, and four utilities commissioners. The mayor compiles the budget and submits it to the council for its recommendations. The budget is adopted by the annual city budget meeting. The council may call special city meetings and must call a special meeting when petitioned to do so by 20 qualified electors.

In the city of Putnam elected officials are the mayor, eight council members elected by wards, one council member elected at-large, the tax collector, and the city treasurer. The council appoints the city clerk, health officer and fire chief. The mayor appoints, with consent of the council, six members of the board of finance, four members of the board of health, and four police commissioners. The board of finance prepares the budget and the annual city budget meeting adopts the budget and appropriates.

Under the mayor-council charter in Willimantic, which will be in effect only until November, 1979,¹³ the council consists of four members elected by wards and three elected at-large. Other elected officials are the city clerk, the tax collector, treasurer, and sheriff. With consent of the council, the mayor appoints a board of finance, heads of the police, fire, street, and water departments, city engineer, and building inspector. The board of finance prepares the budget, and the annual city budget meeting approves the budget and appropriates.

MAYOR-COUNCIL TOWNS

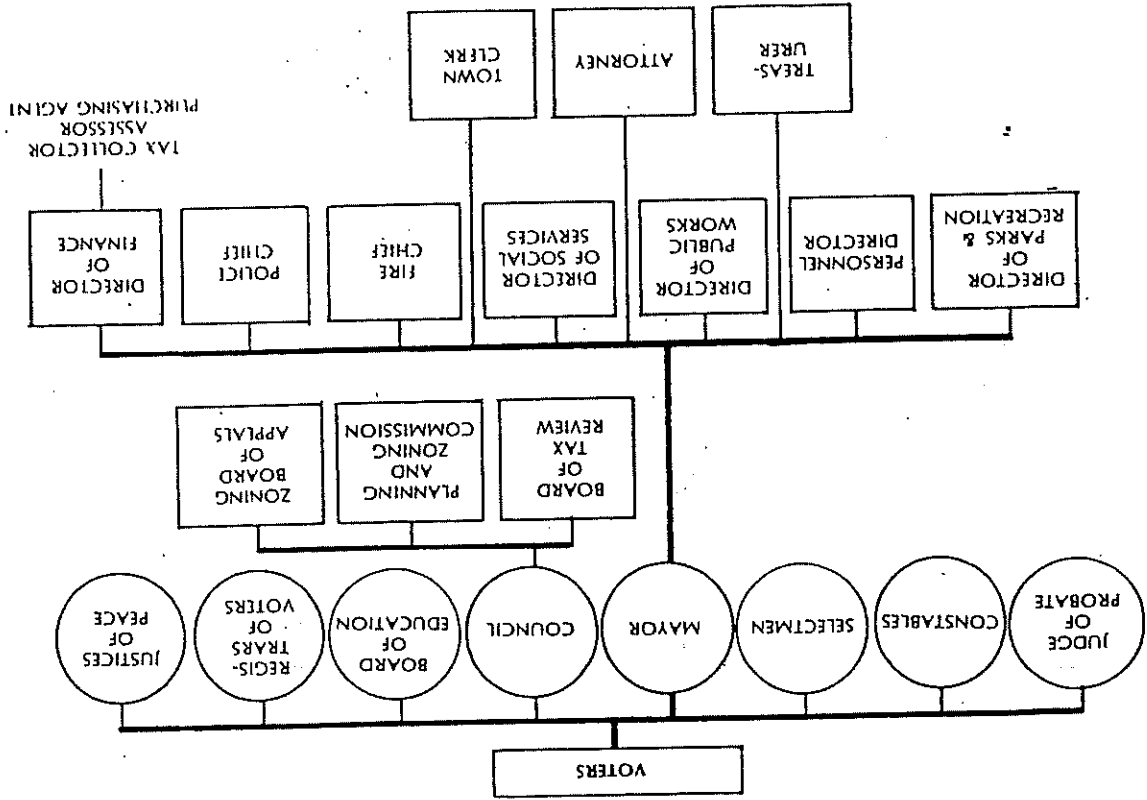
The twenty-four towns which have the mayor-council form of government divide into two groups—(1) the ten which use the titles mayor and council and which have a governmental structure which is virtually the same as the mayor-council cities and (2) the fourteen towns which use the titles first selectman and board of selectmen and carry over much of the selectman-town meeting form of government.

With mayor and council

The ten towns in this group are: East Hartford, East Haven, Hamden, Ledyard, Prospect, Plymouth, Trumbull, Vernon, Wallingford, and Wolcott. These governments display more characteristics of the strong mayor-council form of government than do the cities previously

¹³In November, 1977, the city of Willimantic adopted a council¹⁴ which will go into effect following the 1979 city election.

¹⁴er charter which



discussed. Their councils are smaller, more are elected at-large, there are fewer elected officials, and the council does not usually participate in appointment of administrators.

The council. Among these ten towns the smallest council has five members and the largest has twenty-one. Of the six councils which are elected entirely at-large, four (East Hartford, Ledyard, Prospect, and Wallingford) have nine members; East Haven has 13 members; and Vernon, 12. In the three towns in which all members of the council are elected from districts, Plymouth has five members, Trumbull, 21, and Wolcott, nine. Hamden has four at-large and nine district members.

The councils in these towns do not participate with the mayor in appointment of administrative officials, and appoint only a few officials on their own. However, they do appoint members of a number of regulatory or appeals boards and commissions and advisory committees, such as the planning and zoning commission, zoning board of appeals, board of tax review, building code appeals board, and various housing and redevelopment agencies.

The ballot is quite short in East Hartford, East Haven, Hamden, Ledyard, Vernon, and Wallingford including only those positions usually elected in Connecticut municipalities. In Plymouth, Prospect, Trumbull, and Wolcott, town clerks, tax collectors, treasurers, and members of the board of tax review and zoning board of appeals are also elected.

The mayor. The administrative branch of the government, headed by the mayor in these towns (actually, the title is first selectman in Trumbull), is organized into major service departments. Department heads are appointed by the mayor and serve at his pleasure. Only in Vernon are the mayor's appointments of department heads subject to confirmation by the council. However, some administrative departments are headed by boards. In East Haven there are a police commission, fire commission, boards of health, and park and recreation commission, appointed by the mayor, which head these departments and appoint the chief or director. Hamden has police and fire commissions. Plymouth has a fire commission; and Trumbull has a police commission.

The budget. The mayor is the budget-making authority in all of these towns. The mayor receives departmental and agency expenditure requests, including the requests of the board of education, and compiles the budget for the council in eight towns and for the board of finance in two towns. In the board of finance towns, the board reviews the budget, holds public hearings on it and sends it with its recommendations to the council. In five towns the council adopts the budget and makes appropriations. In the other five, there is an annual budget town meeting to give final approval and make appropriations.

With first selectman and board of selectmen

The fourteen towns which have the mayor-council form of government but use the titles first selectman and board of selectmen are: Bolton, Brookfield, Clinton, Cromwell, East Lyme, Ellington, Montville, New Canaan, New Milford, Newtown, Orange, Seymour, Simsbury, and Southbury. It is quite likely that these towns did not intend to change their form of government when they adopted their charters. However, they so strengthened the administrative role of the first selectman and the legislative and policy-making roles of the board of selectmen and so diminished the role of the town meeting that they made a significant move away from the traditional selectmen-town meeting form. These towns represent an important transition which has been made possible by home rule and local charter drafting to meet local needs. They indicate on the one hand a strong desire to remain with the traditional and on the other hand recognition of the need for a stronger executive and for a smaller, more deliberative policy-making body in a growing community.

Before describing the general characteristics of the governments of the towns in this group, special mention must be made of Newtown and New Canaan, because they are unique. They are the only municipalities in the state which have a plural executive serving with a council. Newtown and New Canaan have large representative legislative bodies, councils, with 18 and 12 members, respectively, and at the head of the administrative branch a three-member board of selectmen. The first selectman is designated chief executive officer and serves full-time. Appointments of administrative officials and boards and commissions are made by the board of selectmen and the council does not make appointments. The council is the only legislative body except that there is an annual budget town meeting in Newtown. Members of the council in New Canaan are elected from the town at-large for four-year overlapping terms, six being elected at each biennial election. Terms are two years in Newtown, and members are elected by districts, six from each of three voting districts.

Board of selectmen. The board of selectmen is the major legislative body in these towns and use of the town meeting is limited to certain specified actions. The board does not have direct administrative duties as it does under the General Statutes.

The number of members of the board of selectmen ranges from three to twelve, including the first selectman; six or seven members are the most common sizes. The first selectman is a voting member of the board in all but one of these towns. In all the first selectman presides over board meetings. The members of the board are elected at-large. The board usually appoints members of a number of major boards and commissions.

First selectman. The first selectman usually has power to appoint administrative officials, department heads, and some boards and commissions, but in five of these towns some or all of his appointments must be approved by the board of selectmen, and in three all appointments are made by the board. However, the first selectman is recognized as the single administrative head of the town government and has day-to-day responsibility for administration. It is common in these towns for some officials to continue to be elected and in most no significant attempt has been made to shorten the ballot.

The budget. While one town in this group has eliminated the board of finance and the town meeting from the budget-making process, the others have retained both and follow generally the budget procedure prescribed by the General Statutes for towns with board of finance.

172 TOWNS AND CITIES BY FORM OF GOVERNMENT As of October, 1978

Mayor-council (44)

Ansonia (c)	East Lyme (c)	New Canaan (c)	Simsbury (c)
Bolton (c)	Ellington (c)	New Haven (c)	Southbury (c)
Bridgeport (c)	Groton (city) (c)*	New Milford (c)	Stamford (c)
Bristol (c)	Hamden (c)*	Newtown (c)*	Torrington (c)
Brookfield (c)	Ledyard (c)	Nonwalk (c)	Trumbull (c)
Clinton (c)	Meriden (c)	Orange (c)	Vernon (c)*
Cromwell (c)	Middletown (c)	Plymouth (c)	Wallingford (c)*
Danbury (c)*	Milford (c)	Prospect (c)*	Waterbury (c)
Derby (c)	Monville (c)*	Putnam (city) (c)	West Haven (c)
East Hartford (c)*	Naugatuck (c)	Seymour (c)	Willimantic (city) (c)
East Haven (c)	New Britain (c)	Shelton (c)	Wolcott (c)*

Council-manager (30)

Avon (c)	Granby (c) (CAO)	New London (c)	Tolland (c)*
Bloomfield (c)*	Groton (town) (c)*	North Branford (c)*	Watertown (c)*
Cheshire (c)*	Hartford (c)*	Norwich (c)*	West Hartford (c)*
Coventry (c) (CAO)*	Killingly (c)*	Plainville (c)	Wethersfield (c)*
East Hampton (c) (CAO)	Manchester (c)*	Rocky Hill (c)*	Winchester (c)*
Enfield (c)*	Mansfield (c)*	Southington (c)	Windsor (c)*
Farmington (c)*	Monroe (c)	South Windsor (c)*	
Glastonbury (c)	Newington (c)*	Stratford (c)*	

Selectmen-town meeting (98)

Andover	Eastford*	Middlebury	Sherman*
Ashford	East Granby	Middlefield (c)	Somers (c)
Barkhamsted	East Haddam	Morris	Sprague
Beacon Falls	Easton	New Fairfield	Stafford
Berlin (c)	East Windsor	New Hartford	Sterling
Bethany	Essex	Norfolk	Stonington
Bethlehem	Fairfield (RTM) (c)	North Canaan*	Suffield
Bozrah	Franklin*	North Haven (c)	Thomaston
Branford (RTM) (c)	Goshen	North Stonington	Thompson
Bridgewater	Greenwich (RTM)	Old Lyme	Union*
Brooklyn	Griswold	Old Saybrook (c)	Voluntown*
Burlington	Guilford (c)	Oxford	Warren
Canaan	Haddam (c)	Plainfield	Washington
Canterbury	Hampton*	Pomfret	Waterford (RTM)
Canton	Harland	Portland	Westbrook
Chaplin	Harwinton	Preston	Weston (c)
Chester	Hebron	Putnam (Town)	Westport (RTM) (c)
Colchester	Kent	Redding	Willington
Colébrook	Killingworth	Ridgefield	Wilton (c)
Columbia (c)*	Lebanon	Roxbury	Windham
Cornwall	Lisbon	Salem	Windsor Locks
Darien (RTM)	Litchfield	Salisbury	Woodbridge (c)
Deep River	Lyme	Scotland*	Woodbury
Durham (c)	Madison (c)	Sharon	Woodstock
	Marlborough (c)		

(c)—Has special charter; total 92

*—Does not have board of finance; total 42

ALTERNATIVE ORGANIZATIONAL STRUCTURES OF LOCAL GOVERNMENTS

Introduction

In developing and improving systems of municipal administration to meet the challenges of community growth and change, an understanding of the various types of local government organizations is necessary.

This series of articles, on the three main forms of local government, should provide the reader with information as to the alternative organizational structures for their local governments.

Included in the analysis of each type of local government organization will be a discussion of the advantages and disadvantages of each. There is no one best form of local government for a town or city. Each town and city is different, with different cultural, political, economic and historical roots. Each community should evaluate its local government needs based on these values.

Hopefully, public officials and citizens who desire a clearer understanding of their local government needs will find these articles of assistance.

Council - Manager

The Council

The council-manager form of government provides for a powerful representative legislative body - the council - which not only determines policy and enacts local legislation but also appoints and may remove the chief executive - the town or city manager - who is a professional administrator. The council may remove the manager at any time that it feels he or she is no longer in accord with its policies.

Council-manager municipalities may also have mayors whose duties are to preside over council meetings and to represent the town or city at ceremonial occasions.

The council under council-manager charters is small, and its members are usually elected on an at-large basis for two-year terms. In the majority of council-manager towns and cities in Connecticut the council has nine members.

The council has the legislative power to enact ordinances, adopt the budget and make appropriations, determine policy for the town government, and provide political leadership.

The Manager

The town or city manager under council-manager charters is appointed by the council on the basis of training and experience as a professional administrator. The manager is the chief executive and administrative head of the municipal government. The manager serves at the pleasure of the council.

In contrast to first selectmen and to many mayors under mayor-council charters, the town or city manager is truly a

strong executive. Under these charters the administrative branch is organized into integrated departments charged with specific functions. The manager has authority to appoint and remove department heads. Also, there are fewer elected administrative officials under these charters, and ordinarily departments are not headed by independent boards or commissions.

An important responsibility of the manager is preparation of the annual budget for all administrative agencies of the town, except the schools. Most council-manager towns and cities do not have a board of finance, so the manager has full responsibility for analyzing all requests for funds from administrative agencies and for compiling the revenue and expenditure program for the year. Council responsibility on the budget includes holding one or more public hearings on it, evaluating proposed programs and costs and making its changes and recommendations, adopting the budget or presenting it to the budget town meeting for approval, making appropriations, and setting the property tax rate.

Advantages

The council-manager form of government provides a municipality with professional public administration competence. This structure centralizes authority for effective administration in the manager's office. The council has the responsibility of setting policy with the professional manager to administer the policy. Political favoritism in local government is minimized and employees are hired by merit. Hopefully, decisions are made not by political expediency, but through the recommendation of an unbiased professional administrator.

Disadvantages

Some have criticized the council-manager plan as undemocratic in that all administrative responsibility is lodged in a chief executive (manager) who is not responsible to the voters. It is claimed that managers are not responsive to taxpayer complaints and it is just another layer of government removed from the people. Managers might not know of the social and political history of the town and might make decisions which are not supported by historical precedent. Also, a problem may arise in conducting and developing effective policy leadership.

Mayor-Council

The Mayor

Under the mayor-council form of government the chief executive, who heads the administrative branch of the municipal government, is elected directly by the voters. There is a legislative body which is often elected from wards or districts. Mayor-council governments are often characterized as either "weak mayor" or "strong mayor" based on his or her appointive power to direct the policy and programs of administrative agencies. In weak mayor-council governments, key administrative officials may be elected or may be appointed by the legislative body or by other elected boards or commissions. Also, the mayor's appointments may be subject to approval by the legislative body and administrative departments may be headed by independent boards or commissions. An independent board may have power to prepare the budget. In strong mayor-council governments the chief executive has clear authority to appoint and remove heads of all major administrative departments and agencies, there are fewer elected administrative officials, the mayor is responsible for preparation of the budget for presentation to the legislative body, and he or she may have the power to veto ordinances passed by the council. Another feature of a strong mayor government is the mayor is responsible for the development of overall city policy.

The Council

Typically, the city council or common council is large and its members are elected at large from wards or councilmanic

districts. The council is the legislative body with the authority to enact ordinances, resolutions and approve budgets. While the mayor may propose new policies or programs, the council has the final legislative say.

The council does not have extensive appointment power by charter and does not appoint any administrative official directly. However, as is typical of weak mayor-council governments, some administrative officials are elected.

Advantages - Strong Mayor

This form of government provides centralization of responsibility and administration in the office of the mayor. It provides a structural separation of policy making and administrative authority. The mayor is responsible for community leadership. One person is in charge of the operating departments. If problems arise, the mayor has to assume full responsibility. Decision-making should be efficient and the voters know who is responsible. The chief executive is directly answerable to the voters.

Disadvantages - Strong Mayor

Since all power is centralized in one office, there are limited checks and balances on the mayor. There is the distinct possibility of competition or conflict between the mayor and the council. Inaction can often result in cities where such conflict becomes serious. Although voters can vote the mayor out if difficulties arise, in one-party towns or cities the mayor can be re-elected even though he or she had a poor record of administration. The mayor may have political debts to pay and

may appoint department heads for political reasons rather than for professional competence. There is little professional expertise to deal with the day-to-day administration of the town or city.

Advantages - Weak Mayor

Decentralized administration provides checks and balances on the chief executive. No one person is in control. There is input to the decision making process by many different boards or agencies. These boards and agencies elected by the voters provide a check on the mayor.

Disadvantages - Weak Mayor

In weak mayor governments governing power is dissipated among councilmen representing district interests. The mayor lacks authority to control administrative departments. Boards and agencies elected directly by the voters may have their own political and administrative agenda. Lack of centralized decision-making can result in delay and postponing the addressing of major issues.

Selectmen - Town Meeting Form of Government

The selectmen-town meeting form of government is the town organization which is traditional in Connecticut and the one which state law provides for all towns unless a special charter is adopted. Many towns have also adopted home rule charters that provide for a selectmen-town meeting form of government. An elected, three-member board of selectmen heads the administrative branch of the town government, and the open town meeting in which all registered voters and certain non-resident taxpayers participate is the legislative body. Most of these towns have an elected board of finance which is the budget making authority and supervises town financial matters. Each also has an elected board of education which governs the public school system. Also, under this form of government a number of important administrative officials - the town clerk, tax collector, town treasurer, and board of assessors - are usually elected as are a number of policy-making and review boards and commissions. The Town of Berlin calls itself a mayor form of government but it is in fact a selectmen-town meeting form of government. In Berlin, the mayor and two deputy mayors are similar to a board of selectmen.

The Selectmen

The board of selectmen has the overall responsibility for town government in contrast to other officials who have very specifically stated duties and responsibilities.

The first selectman on the three-person board of selectmen is the principal selectman. He is considered the chief executive

of the town. The first selectman is paid more than the other board members and gives more time to the office. For more than half of the first selectmen in Connecticut towns the position is a full-time job, and they are in fact the chief executive.

Duties of the selectmen include responsibility for town road building and maintenance, administration of the town's social service program, and keeping the financial records of the town. The selectmen must approve all expenditures from the town treasurer except those for schools, and they designate depositories for town funds. The selectmen also serve as the town traffic authority controlling use of town roads and setting speed limits. The selectmen appoint the town director of health, town attorney, fire marshal, dog warden, civic preparedness director, tree warden, and jury committee.

The board of selectmen occupies the central position in town government. This dominance arises as much from the tradition of the office as from the specific powers and duties assigned by statute. A not insignificant power which the selectmen have is the power to convene town meetings and thus to seek legislative action to solve problems which they have identified and studied.

Town Meeting

The town meeting is the legislative body of the town in selectmen-town meeting towns. The most important functions of the town meeting are adopting the budget and making appropriations, approving certain additional appropriations, levying taxes, authorizing the town to borrow money, determining

the manner of using state aid for highways, building and repairing school buildings, and enacting ordinances.

Advantages

There are many different boards and agencies that are elected by the voters and they have their own political and administrative power. No one person or agency is in control. Since the voters vote for many officials such as selectmen, board of finance, planning and zoning, treasurer, tax collector, etc., there are checks and balances on any one board or agency trying to ram through decisions. Also, the historical background of this form of government is important. Traditionalists point to the fact that for over two hundred years this form of government has been good enough for our ancestors and should be good enough for us today.

Disadvantages

Since power is decentralized among various boards and commissions, the selectmen-town meeting form of government has been criticized for its lack of decision-making. Things don't get done quickly. Too many boards and agencies have a say in the decision. No one agency is responsible to the voters. Blame can be shifted when things go wrong. Others criticize this form of government as not responsive to new program or social needs.

Professional Development

A Local Government Investment

By Linda C. Winner

Baseball great Yogi Berra once said, "The future ain't what it used to be." And neither is local government management. As Roger Kemp at Rutgers University cautions, "Forces of change are now in motion that will require cities to change in order to meet the public's rightful expectations for effective governing."

Few jobs are more vital to meeting these expectations than those of local government managers. They play a vital role in determining whether our institutions of government will serve us well or whether they will squander our talents and resources. Yet no matter how well-prepared local government managers are by formal training and experience, they currently face volatile, turbulent and ambiguous conditions.

New attitudes and skills will be required by three broad trends that are shaping the local manager's working environment: rapid technological change; the growing diversity of the work force in terms of age, gender and race; and the "globalization" of communication, economies and human resources.

In the face of all this change and the accompanying demands on local managers to adapt, professional development activities have become increasingly necessary. One type of professional development program that has proven valuable is the management development institute.

Unlike the typical conference, seminar or workshop, a management development institute assumes that participants know "the basics" and do not need to focus on narrowly defined technical skills. Its longer course length (two weeks to

four weeks) gives participants the chance to concentrate fully on the experience, while its residential nature gives managers the opportunity to step away from the work site and spend time learning from one another. In times of stressful change and with an evolving workforce, management development becomes as essential as specialized training which, in fact, becomes quickly outdated with constant technological advances.

The skills a management development institute teaches depend on the design and emphases of the program. Skills such as developing peer relationships, carrying out negotiations, motivating subordinates, resolving conflicts, establishing information networks, making decisions in conditions of extreme ambiguity and allocating resources can be discussed and practiced through a variety of methods including case studies, videos, small group discussion, simulations and lectures.

Certain attitudes and values are becoming increasingly valuable to effective local government management, including intellectual curiosity, respect for the individual and for the value of diversity, self-awareness and self-direction, and concern for the consequences of one's actions upon others. Although these traits are developed during many years, time spent in a management development institute environment that encourages self-examination and related discussions contributes to their refinement.

One of the most valuable aspects of these programs is the time created for introspection and planning. Managers

are encouraged to examine their current ideas and methods in a new light, to articulate their assumptions and to learn from the experience and example of others. Education and effectiveness truly begin when we see there is more than one way to do things.

Experienced local government managers especially value the opportunity to step back and reflect on their personal commitment to public service. They use terms like "renewed, recommitted, re-invigorated" to refer to their experiences. They also benefit from the lasting peer relationships developed during these programs, relationships that continue as a useful, continuing source of ideas and assistance. Several programs also include time for managers to evaluate their physical and psychological well-being and to develop plans for fitness and stress management.

Many programs are available from which to select. The recommendation and insights of someone who has attended a particular program can be invaluable in decoding "brochure-talk." Programs vary in length, emphasis, methods and cost. Fees for most programs include room and board as well as the instructional costs and materials. Scholarships like the Virginia Local Government Management Association's scholarships to the University of Virginia's Senior Executive Institute are occasionally available. In selecting a program, however, the most important considerations are the learning goals of the potential participant. What does this manager need at this time to be even more effective? Several programs are listed in the box at right.

University and college schools of business, like the R. B. Pamplin College of Business at Virginia Polytechnical Institute & State University and the Darden Business School at the University of Virginia, also conduct executive development programs. Also, the International City Management Association is an excellent source of information about programs for local government managers.

If one truly wants to be serious about good local government, investing in continuing professional development for managers is no longer a luxury item; it is a necessity. Every local governing board should ask its senior managers, "What are you planning to do this year to increase your effectiveness as a manager," and then provide encouragement and support for the plans that result.

About the Author

Linda Winner directs the Division of Leadership Development at the Center for Public Service, University of Virginia and is an assistant professor on the university's general academic faculty. She holds a doctoral degree from the University of North Carolina at

A Professional Development Sampler

Executive Education Program University of Michigan

Focus: senior-level executives; sharpening functional skills, broadening knowledge base and interacting with peers and faculty

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Contact: Linda C. Winner, Center for Public Service, University of Virginia, 2015 Ivy Road - Fourth Floor, Charlottesville, VA 22903-1795

Management Excellence Program University of Virginia

Focus: senior department heads, division heads and senior staff from local governments; leadership skills and team building.

6 days; Sept. 9-14, Dec. 2-6, 1990 and Jan. 27-Feb. 1, 1991

Fee: \$1,500

Contact: Linda C. Winner, Center for Public Service, University of Virginia, 2015 Ivy Road - Fourth Floor, Charlottesville, VA 22903-1795

Toward Understanding Human Behavior and Motivation Menninger Center

Focus: the human aspects of management

6 days; Sept. 9-14, Oct. 21-26, Dec. 2-7, 1990

Fee: \$3,500

Contact: Jerry Johnson, Menninger Center, P. O. Box 828, Topeka, KA 66601

Leadership Development Program University of Maryland

Focus: mid- to upper-level managers; managerial skills and behaviors

6 days; offered 15 times a year

Fee: \$3,500

Contact: Jim Ziegler, Center for Professional Development, University of Maryland, University Boulevard at Adelphi Road, College Park, MD 20742-1668

Managing in a Cutback Environment Virginia Commonwealth University

Focus: middle managers in Virginia state government

4 days; July 29-Aug. 2, 1990

Fee: \$275

Contact: Annie Lewis, Center for Public Affairs, Virginia Commonwealth University, Richmond, VA 23284-2513

Leadership for a Democratic Society Federal Executive Institute

Focus: the active leadership role expected of career senior managers and the democratic values and beliefs that underpin that leadership.

4 weeks; offered nine times throughout the year

Fee: \$6,000

Contact: The Federal Executive Institute, 1301 Emmet St., Charlottesville, VA 22901

Public Executive Institute University of Texas

Focus: state and local government managers and some private-sector and foundation representatives; leadership, public/private interaction, communication, innovation and workforce diversity.

10 days to 2 weeks; offered late January/early February

Fee: \$1,500 (does not cover room)

Contact: Terrill Blodgett, LBJ School of Public Affairs, University of Texas, Drawer Y, University Station, Austin, TX 78713-7450

Management Development Program Georgia State University

Focus: lectures and workshops on finance, accounting, marketing, interpersonal management skills and the decision sciences

6 days; Sept. 9-14 and Dec. 2-7, 1990

Fee: \$2,000 for early registration; otherwise \$2,100

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Managers

*An important part
of successful
local governments*

Jack D. Edwards (r), who has served on James City County's Board of Supervisors for 18 years, often works closely with James City County Administrator David B. Norman.



By Jack D. Edwards

Emotions had run high since it was first suggested that the city build a sewer line in the Long Reach section to replace failing septic systems. There was aggressive lobbying by both those who wanted the new system and those who thought it would be a waste of money, especially for those who had to connect. Any decision was bound to antagonize some important citizens. At the council meeting, members proved to be sharply divided in their assessment of the need for the new sewer line. As the discussion became more spirited, one member turned to the city manager and asked for a recommendation. The manager, who had not been heavily involved in the controversy, said, "This is a matter of policy for the council to decide; I stand ready to swing into action as soon as a decision has been made."

What is wrong with this picture? There may be several good answers but the most obvious is the stance of the manager. Managers should be an essential part of the effort to find solutions, not hired hands who manage the work after the tough decisions are made. They must be involved closely in all parts of the decision-making process. Rarely does a local government perform well without an effective manager.

In the brief sketch above, the manager did not play an important role during the various stages of policymaking. Instead, the manager restricted herself to guiding the implementation phase. This is a role

that is sometimes supported by the rhetoric of both elected officials and managers. In practice it does not work that way.

The relationship between managers (city and town managers and county administrators) and elected governing bodies (councils and boards) has been analyzed by many observers. But because of the key role they play in local governance, managers and their continuing development are important to the local elected official.

The Public Manager and Administration

Any public policy, to be effective, depends on the vigor and competence with which it is implemented. The elected council or board has some responsibility to ensure the quality of implementation. This includes a continuing concern that the local government staff has enough resources to perform well. The council should maintain a general overview of the administrative organization to make sure that available resources are used most effectively. Sometimes elected officials need to monitor the administration of particular policies to verify that implementation is consistent with the overall goals of the council.

Even given those obligations of elected officials, it is the manager who has the overwhelming proportion of the burden to see that the administrative part of the

government is functioning well. This includes both general administrative capability and execution of particular policy decisions.

A major part of a manager's responsibility is maintaining an organization that can carry out effectively whatever policy is chosen. This includes some of the basic functions that characterize every local government. There must be a personnel officer or agency to ensure that the government hires and retains the most competent candidates to work there. Typically a financial department establishes rules for spending, makes sure that current appropriations are within those rules, analyzes fiscal trends and oversees a mechanism for raising revenue. And if it is to do its job, a local government must have other basic capabilities such as planning expertise and legal advice.

With those basic capabilities in place, the manager can mold substantive units that will deliver public services. These would include traditional municipal functions such as public safety (police, fire protection and emergency medical services). Some are traditional services that are changing dramatically, such as disposal of solid waste. Others are services that have grown greatly in importance, such as recreation.

Except in smaller communities, managers are not likely to be closely involved in any of these activities, at least on a continuing basis. But they must be knowledgeable about all of them in order

to blend the parts into an effective whole. In addition, the council or board relies on the manager to translate many of the specifics into general propositions that help elected officials to fulfill their broad responsibility for the effectiveness of policies.

The Public Manager and Policy

Although local officials vary a good deal in the way they structure relationships between manager and council, the manager is a key factor in the development of policy in almost every community.

The first task of the manager and staff is to help the council assess the needs of the community. In some cases the need is clear: If there are bulging classrooms or oversubscribed recreation programs, the request for services is clear. In other cases, the need is more arguable: Does the city require a new storm drainage system and, if so, when?

In a broader sense, what do the residents of the community want in services? What do they want the government to tackle or to stay away from? This is part of the reason for having an elected council, of course; it is assumed that the council will represent a variety of interests and thereby reflect majority policy wishes. Yet the council by itself is not likely to do a satisfactory job of appraising the needs of the community. It must be aided by managers who are backed by the vantage point of their positions and the command of effective organizations.

Learning the wishes of citizens is not an easy task. The manager can be valuable in developing a process that will help the council to obtain the preferences of citizens more systematically.

A second policy task is to develop possible solutions to the demonstrated needs. Even those who agree that there is a problem are likely to see a variety of possible solutions. Managers usually have access to several kinds of information critical for proposing solutions. The manager understands the characteristics of the problem as it exists. Each has a staff with a variety of skills. The manager has an opportunity to learn about plans that have been tried elsewhere as well as their degree of success. All of this is invaluable in developing policy options.

Given managers' roles in assessing problems and constructing possible solutions, their recommendations to governing bodies are extremely important. They are major players in the policy-making process.

Qualities of a Public Manager

The prerequisites for being a success-

reflecting the intense challenge of the manager's job. Some may be specific to a particular locality, but most are required everywhere.

One requisite is breadth in interests and abilities. Managers direct administrative organizations with all their organizational and human problems. Their work with governing bodies, quite different from directing staff personnel, constitutes one of their most critical tasks. They also keep their hands on the pulse of their communities, gauging what citizens want and need and what they are willing to pay for. Managers' leadership must be both fairly specific and very general.

Breadth of interest is necessary but not enough; managers must also have a substantial understanding of the many broad areas that fall within their responsibility. Some of this is knowledge of the many facets of the manager's job, including planning, organization, finance and personnel. Along with this is the more general but equally important un-

"Any public policy, to be effective, depends on the vigor and competence with which it is implemented."

derstanding of the way humans behave and how to deal with them.

A third necessity for managerial success is willingness to take risks. In the shrinking world of risk-taking in the American economy, the positions of public managers stand out. Almost every day they put their futures on the line in order to provide leadership for moving government in the direction they think is desirable.

A fourth essential for successful managers is some vision of what they want for their communities. Visions vary greatly. Some are substantive while others are procedural. Some involve a great deal of change while others stress maintenance of quality. Whatever the vision is, if it is compatible with the community it will help both the council and the staff to do their jobs.

Breadth, understanding, risk-taking,

highly successful. Maintaining these qualities is a tall order. They are targets; only the very best managers rank high in all of them.

Developing and Maintaining Good Managers

How can elected officials promote these characteristics? In some respects, they can't. Good intelligence is a necessary prerequisite for many of these skills; no one has figured out a way to improve basic intelligence. Some qualities, such as good judgment and common sense, may grow through experience but surely cannot be developed through instruction. By contrast, many of the more particular skills can be taught. Managers come out of a variety of academic programs that help to prepare them for the challenges of a manager's job. Good training is only one factor in hiring, of course, but it is an important one.

Sometimes as elected officials we forget that managers need renewal as much as they need the initial training. They don't need recertification in basic skills, but it is critical for them to be exposed to new ideas and the people who are trying them. Sometimes this means an academic course or workshop. More often it means a brief opportunity to get away from daily responsibilities so that a manager can look at the needs of the community with a clearer perspective. An essential part of this experience is the opportunity to be with peers who are struggling with similar problems. What is being tried elsewhere? What is working?

A good public manager is a critical part of a successful local government. Hiring a strong manager is essential for any locality. It is equally important that local elected officials enable managers to maintain and sharpen their abilities while they work. Helping them do so may be one of the best investments that a local government can make.

About the Author

Jack Edwards is a professor of government at the College of William and Mary and has been a member of the James City County Board of Supervisors since 1972. He is also the 1989-90 president of the Virginia Municipal League.

Plumbers and Poets Local Governments Need Both

By Susan C. Paddock

Today's business magazines are filled with articles on the importance of leadership and concern about the lack of leadership in American business and government. Leadership is a current buzzword in training sessions and popular management books. It is not to be confused with management. Leadership is the key to an effective organization, we are told, and in contrast, management is the path to decline.

A Wall Street Journal message entitled "Let's Get Rid of Management" stated, "People don't want to be managed. They want to be led. Whoever heard of a world manager? World leader, yes. Educational leader. Political leader. . . . Labor leader. Business leader. They lead. They don't manage."

The idea that management differs from leadership is not new. A 1970s article in Harvard Business Review said, "Managers and leaders are very different kinds of people. Managers tend to adopt impersonal if not passive attitudes towards goals. Leaders think about goals. They are active instead of reactive, shaping ideas instead of responding to them. . . . Managers accept the situation as currently defined and work within the boundaries . . . while leaders see the situation in relationship to a larger context."

It is easy to conclude after reading this that you would not seek to be a manager, much less admit to being one. But the distinction between the two kinds of people is not clear.

Bear Bryant, former Alabama football coach, the "winningest" coach in college football, was as much a manager as a leader. On his television talk show he sounded very much like a leader. He told how he inspired his players with such a desire to win that they could out-play bigger teams. ("My boys will out-quick 'em.") He talked about his players with affection. ("I love my boys, and they know it.") But Bryant had an almost fanatical concern with details as small as how the players moved their feet. He gave continuous feedback to his boys about what they were doing right or wrong. That part of Bryant was clearly management, yet he was also a leader.

Even if we say that management and leadership are not the same, it is not clear that one approach is "better" than the other. Often it is said that "leaders do

the right thing; managers do things the right way." Even if this is correct, do we really want only leaders?

For our communities we really want the *right things* done the *right way*. A "manager," for lack of a better word,

"Once community leaders have identified their strengths in leadership and management, it is necessary to assure that both perspectives should be represented. . . ."

without any sense of vision, any ability to motivate others or any skill at communicating to diverse groups is simply an overseer of a set of specific tasks. A "leader" will be just a dreamer without the ability to identify and manage people and things, to establish regular ways for the organization to function effectively and securely, or when necessary, to give attention to details.

Local governments face increasing challenges to use limited resources in creative and expanding ways but with economy and discipline. To do this, we need to encourage the creation of manager-leader teams whose members recognize their own strengths and weaknesses. These teams must turn willingly to one another for support, advice and counsel in thinking about the local government's future or the challenges of using personnel and equipment efficiently. The teams should have both plumbers and poets: plumbers to maintain the municipal services which operate well today and poets who will think about where we are going in the next decade and how we will get there.

How do we do this? First, we recognize that bringing together differing approaches to municipal management strengthens our communities. If we listen, we often can learn more from the people who disagree with us than from

those with whom we agree. If we can accept differences, we must then examine ourselves, honestly identifying our own strengths and weaknesses as managers or leaders.

If you could only devote time to one issue, would you rather assure that current streets and roads are safe and in good repair or plan for the community's transportation system in the next century? If you are a now-oriented, detail person, your strengths are in management; if you prefer to think about the future and the long view, your preference is for leadership.

Once community leaders have identified their strengths in leadership and management, it is necessary to assure that both perspectives should be represented on committees, task forces or other working groups of the locality. For example, appointment of a new police chief or a public works director provides an opportunity to assure a balanced approach to community problem-solving. If the current staff of the police department or the public works department do an outstanding job in handling details, then perhaps the new chief or director should be a big-picture person. On the other hand, if routine police work is being done poorly or potholes are not being filled, a manager is probably needed at the head of the unit.

Finally, the process by which consensus will be achieved between the differing perspectives is important. The now-orientation of managers and the tomorrow-orientation of leaders can create a strong division of opinions as to what a municipality should be doing, how it should be doing it and how those activities will be financed. Consensus, not majority rule, is important for the best of both worlds to be used in decision-making. "I can live with that," the operative words in consensus, mean that people are willing to agree to the issue at hand because they believe that in the long run their point of view will be considered.

The city of Utopia, for example, convened a task force to examine solid waste disposal. It was committed to work by consensus. All agreed that trash collection and disposal were current problems and even greater problems in the future. Members of the task force with a management perspective discussed the

importance of identifying landfill sites, revenue sources and staffing and labor considerations. Others with a leadership perspective were more interested in recycling, the need for changing community values regarding recycling and changing revenue flows. Both groups had "correct" answers, and they were not mutually exclusive.

They engaged in a structured analysis to reach agreement. They relied on the manager types in the group to identify costs, processes and personnel concerns. They called upon the leader types to focus on larger, state and national trends and on the requirements of the change process.

The outcome of the discussion was a refuse disposal process which incorporated both current and future concerns. Management would monitor costs and operational concerns. Leaders would create support for a community-wide recycling program. Managers would assure that the current system continued to work efficiently, while leaders would rally the community to accept wholeheartedly both the challenges and the rewards of recycling. There were, incidentally, managers among the elected officials and leaders among the career administrators.

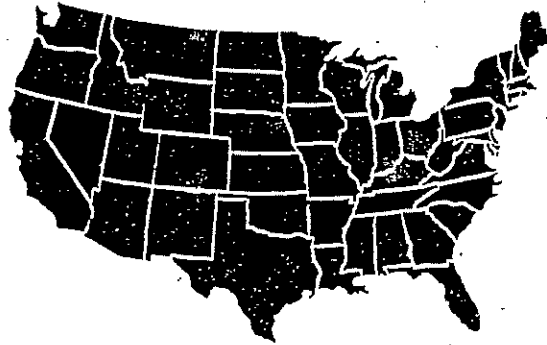
The best run local governments then have both "plumbers" and "poets." They have leadership teams composed of both managers and leaders. They are opportunity-oriented without ignoring the very real problems of today.

About the Author

Susan C. Paddock is an assistant professor in the Department of Governmental Affairs at the University of Wisconsin in Madison.

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Mayors & Managers

A Relationship in Evolution

By Jessie M. Rattley

Changes taking place in local governments across the nation are creating an evolution in the relationship between mayors and managers. As the issues facing local governments change, as problems become more and more complex and as local governmental systems evolve, the role of the manager and the mayor often seem to become one.

Perception and reality, however, are very different. In a sense, both the manager and the mayor are actors on the stage of local government, which is not quite as simple as it may seem. Both officials have a dual role to play, and while not truly actors, both have to understand their own role as well as that of the other players, including that of the council.

Just exactly what is a manager? According to Eugene Lewis in his 1973 book "The Urban Political System," "The manager is a professional administrative generalist charged with the supervision of all of the executive functions of government." A professional who is hired by the council, the manager has no political identification and is normally expected not to be tied to the locality by previous residence or other past connection. The International City Management Association functions as a professional base for the manager, and the manager's loyalty is to the profession, not to a particular local political system. Managers serve at the pleasure of the council that contracts for their services. The traditional concept is that the manager is not responsible for creating public policy.

Looking at the other side of the equation, just exactly what is a mayor? In traditional council-manager governments, the mayor is chair of the council and the ceremonial leader of the local government. He or she is elected by the public to serve as a member of council and is then elected by the other members

of council to serve as mayor. While mayors chair all council meetings, they have no more institutionalized power or authority than any other council member.

Both of these definitions may have been accurate several years ago, but a number of changes have served to make them obsolete today. In 1990, a manager is still an administrative generalist responsible to the council, but anyone who sincerely believes the manager is not

"... mutual respect has to be a cornerstone of any relationship between a manager and a mayor."

significantly involved in creating public policy or in leading the community is not looking at the facts. Likewise, anyone who thinks the mayor is merely a ceremonial figure has obviously never been a mayor.

What has happened during the last several years to change these traditional definitions? What forces are present in our local communities that have blurred the lines of responsibility? And how have managers and mayors modified their behaviors as a result of these changes?

First, many mayors today in council-manager local governments are elected directly by the people and not by their counterparts on council. In the past few years, four of the seven Hampton Roads cities have adopted direct election of the

mayor, and Newport News is now attempting to do so. This has not increased the mayors' charter responsibilities, but it has altered their political accountability and the perception of the power they wield in the eyes of the public. To put it bluntly, many mayors are being held responsible for actions or decisions for which they have no control. Mayors are frequently called upon to justify municipal decisions when, in fact, the manager and his professional staff are solely responsible for the decision.

An excellent example of this occurred during the Labor Day weekend in Virginia Beach when an annual gathering of young people at the oceanfront got out-of-hand and the police and National Guard were employed to restore order. This unfortunate event made headlines across the country, and reporters sought out Virginia Beach's mayor to justify the tactics used by the police and to comment on the behavior of the young people. While the mayor did not send the police onto Atlantic Avenue, she was the spokesperson for the city and in many respects will be judged by the action of others. Behind the scenes and in a less visible role was the Virginia Beach city manager who along with the police chief actually made the decision to use force to restore order.

This type of situation is compounded by the news media who are often only interested in speaking with the mayor. As the major networks and newspapers are located in large cities that usually are governed by a strong mayor, the national media is frequently unaware of the significance of the city manager.

One way to avoid putting undue pressure on the mayor during circumstances such as these is to have the manager present during the news conference. When questions relate to operational decisions, the mayor is then able to yield

to the manager to account for his actions personally.

Let me emphasize that it was the authority of the city manager to deploy law enforcement officials to Atlantic Avenue, and he legally exercised his responsibilities. The mayor, on the other hand, had no legal authority to direct actual police operations but did fulfill her role as spokesperson for the city. The point is that the city manager needed to be sensitive to the political realities from the mayor's point of view and she needed to be supportive of the manager's decisions. In other words, each official had to respect the position into which the other was placed:

The mayor has a tough decision to make when a very public issue is unfolding. He or she may opt to be out front and take a public leadership role, but in doing so, the mayor must be willing to accept the consequences. Mayors need to be fully aware of the limits of their power and authority, or they run the very real risk of making the situation worse. They can heighten public expectations or set themselves up as the acknowledged leader, but they should be prepared to pay the price.

Second, mutual respect has to be a cornerstone of any relationship between a manager and a mayor. Mayors have to be free to question the actions of managers in private but maintain respect for their role in public. Managers have to feel free, to exercise their charter authority but do so in a way that would not question the integrity of the mayor. In essence, the two people, each playing different roles, must work as a team in support of each other. Fortunately, the mayor and manager in Virginia Beach have a very sound relationship based on mutual respect, and they worked well together throughout the Labor Day weekend.

If mutual respect is lacking between these two officials it can often be masked from public view. However, such a problem cannot be hidden during a crisis situation, which is exactly the time when respect and understanding are essential.

Third, managers and mayors must be aware of the personalities of each other. They need to learn what the special issues are in the minds of their counterparts and to accommodate them. In order to do this, they both must be good listeners and understand the particular nuances of the other.

The relationship between mayors and managers is very much like a good marriage. They are partners in a team effort. They have to work together, but they have to have their own space. They have to respect each other, but they have to have the freedom to disagree and speak their minds. They are not always going to be best friends, but they have to have enough faith in each other to be able to

disagree on some things and still work together. It takes a strong personal and professional relationship to operate this way, and both parties must strive, formally and informally, to make it work.

Fourth, because the mayor of any locality is viewed as its political leader and because the manager is the chief executive, they will spend a great deal of time together and will often be seen publicly with one another. Groundbreakings, ribbon cuttings, regional meetings and state legislative committee hearings are all places where these two officials will be seen together. Their role in representing the locality creates a special relationship that will by definition be somewhat different than the relationship between the manager and other council members.

Council members must work to understand the special nature of this relationship. The mayor can help the manager in this area by being the gentle leader that keeps the political machinery moving forward while not interfering with administrative decision-making.

At the same time, the manager works for all of the members of council and is responsible to them equally. A manager must make time for all council members and be sensitive to their needs, while the mayor must respect protocol and not

interfere in the development and maintenance of this relationship. It is difficult for managers to balance their visibility with the mayor vis-a-vis other council members, and the mayor must be aware of this situation and take steps to reduce its impact on the manager.

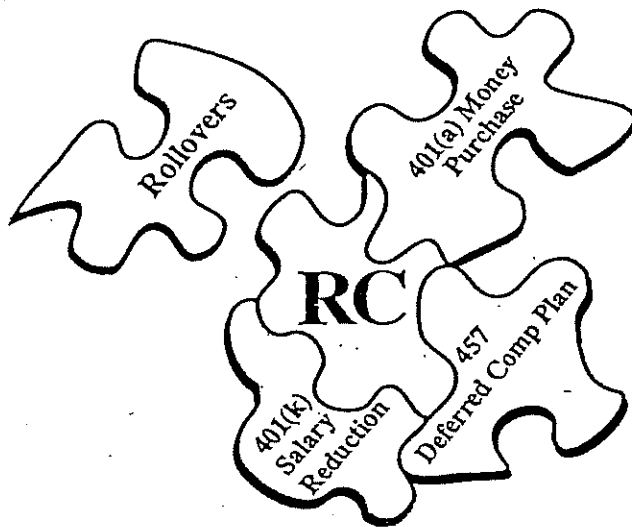
Each member of city council is unique and has a distinct personality. Some individual traits are easy to deal with; others are not. In many instances today, bigotry and prejudice, whether directed toward women, blacks, Hispanics, gays or any other minority, is alive and well. These people may be very difficult to deal with as individuals, yet may not openly display these traits when council meets.

Groups such as a city council have a collective personality which provides an artificial protection to their members. Both managers and mayors must be aware of this collective personality and be able to separate it from the individual one.

Trust and mutual respect are key ingredients in this equation. The mayor must establish trust with colleagues on city council by ensuring that they are fully informed. The council must also trust the manager, and the mayor is in a position to help foster the proper environment. The mayor should not dominate the

continued next page

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manager's schedule and should encourage every opportunity for the manager to be seen with other council members. Mayors should also be overly cautious in ensuring that information is shared equally among all members.

When a difficult issue is on the agenda, the manager and the mayor should work out in advance how it will be presented to council. Mayors can enhance the visibility of managers by allowing them to make presentations, and managers may offer silent support of mayors by presenting the issue in a light favorable to the chief elected official.

A good example of this was the joint distribution by the cities of Newport News and Hampton of the assets of their regional redevelopment and housing authority. In this instance, the two city managers and their respective staffs worked out the details of the actual proposal, but the two mayors were also involved in the negotiations. Consequently, the mayors often knew more about the status of negotiations than other council members. However, both managers were responsible for keeping their respective council members fully informed and up-to-date on the status of discussions. Professional staff worked out a deal, explained it to council and then stepped into the background while the mayors

made the public announcement outlining the details of the formula to distribute the authority's assets. In this instance, each official played a specific role and was supportive of the effort.

This example also reflects a second theme in the evolving relationship between mayors and managers: the need to provide good government. As I mentioned, the managers worked out the details of the distribution formula, but the mayors were personally involved in the

"Today, perhaps more than ever, mayors and managers have to be a team with a unified game plan."

negotiations. There is some blurring of the traditional lines of authority here, but the process recognizes new realities.

While the council-manager form of government is still one of the most effective and efficient ways to provide professional administration in America's municipalities, the mayor's participation is greater because of heightened public accountability. The line blurs in the direction of managers as well, however, as they are moving toward a stronger position relative to the creation of public policy.

As an illustration, while the policy to distribute the assets of the regional redevelopment and housing authority was made by the councils, the managers provided recommendations on how to accomplish this and on how to use the funds. In doing so, the managers recommended public policies for council's consideration and adoption.

The budget process, in particular, illustrates the manager's role in shaping public policy. Today's local government budget, which even in a mid-sized city totals hundreds of millions of dollars, is a public policy statement setting forth how the local government's resources will be allocated during the fiscal year.

It is the responsibility of the manager to prepare revenue estimates and submit a recommended balanced budget to the council for review, modification and adoption. Very often, the council will make only relatively minor adjustments to a manager's budget before adopting it. When they do this, they have effectively ratified the manager's public policy decisions.

The capital budgeting process presents an even more compelling argu-

ment for the manager's role in shaping public policy. This long-term spending plan sets forth priorities about road building, sewer construction, storm water collection systems, public facilities, schools and other large-ticket items. Because of the nature of the document, the capital budget often directs growth and development policy. To the extent that the council does not change the recommended budget, the manager makes policy.

All public policy decisions are not so pro-active and obvious. It's quite easy to see how a manager professionally sets policy through the budget process, but what about those issues which never reach the council? A manager in Virginia sets the council meeting agenda and decides which issues will go before council and which will not. When managers decide not to take a particular item to council, they create a public policy that the locality will not become involved in a particular endeavor. When managers exercise their charter authority to make certain decisions without council approval or to execute contracts without direct authorization, public policy is made.

In this complex day and age, where council members are part-time legislators with backgrounds often unrelated to government and service delivery, it is wise for the manager to help direct public policy formulation. Certainly, the politicians should establish priorities, but the professional administrative generalist should be allowed to shape policy that allows for the effective, efficient and non-political provision of services. Managers know how to administer municipal affairs, and mayors should help them do so by playing a background and supportive role and by helping to insure that other council members do the same.

As local problems grow more and more complex, the need for professional administrators becomes increasingly obvious. Mayors and managers must work together, respect each other and strive to be of service to every citizen they represent. Professionalism in government is important and respected, but the political process is what gives local government life.

Today, perhaps more than ever, mayors and managers have to be a team with a unified game plan. They have to be aware of outside forces placing pressure on the administration, support each other and work to bring our respective towns and cities together as true communities.

About the Author

Jessie Rattley served the city of Newport News as mayor from 1986 to 1990 and prior to that served four terms on council. She is also a past president of both the Virginia Municipal League and the National League of Cities.

Calendar

July

- July 25-27 Center for Public Service, Senior Executive Institute Alumni Program, Charlottesville
- July 26 Virginia Chapter/International Personnel Management Assn., Classification and Compensation Roundtable, Richmond
- July 26-28 National Association of Government Archives and Records Administrators, Annual Meeting, Boston
- July 28-Aug. 1 National Institute of Governmental Purchasing, 45th Annual Conference and Products Exposition, Atlanta

August

- Aug. 1-3 Institute for Municipal Officials, Richmond
- Aug. 7 Seventh Annual National Night Out
- Aug. 12-17 American Public Power Assn., Senior Executive Program, Madison, WI
- Aug. 18-22 International Association of Fire Chiefs, Orlando, FL
- Aug. 19-21 39th Annual Local Government Officials Conference, Charlottesville

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(1967, P.A. 417, S. 1; P.A. 81-451, S. 8, 10; P.A. 85-253, S. 7, 10.)

History: P.A. 81-451 added provisions concerning new taxes, formerly in Sec. 7-192, effective October 1, 1982; P.A. 85-253 amended section to refer to amendment of charters and home rule ordinances rather than to their revision.

Cited. 188 C. 276, 279. Cited. 193 C. 1, 4. Cited. 195 C. 524, 532. Cited 196 C. 623, 630.

A town is not prohibited from adopting age requirements for local elective officers by Sec. 7-192a. 31 CS 447.

Sec. 7-193. Required provisions. Organization of government. (a) Any charter adopted or amended under the provisions of this chapter shall conform to the following requirements:

(1) The municipality shall have a legislative body, which may be: (A) A town meeting; (B) a representative town meeting; (C) a board of selectmen, council, board of directors, board of aldermen or board of burgesses; or (D) a combination of a town meeting or representative town meeting and one of the bodies listed in subparagraph (C). In any combination, the body having the greater number of members shall have the power to adopt the annual budget and shall have such other powers as the charter prescribes, and the body having the lesser number of members shall have the power to adopt, amend and repeal ordinances, subject to any limitations imposed by the general statutes or by the charter. The number of members in any elective legislative body, the terms of office of such members and the method by which they are elected shall be prescribed by the charter.

(2) The municipality shall have a chief executive officer, who may be one of the following: (A) The first selectman; (B) a chief administrative officer appointed by the board of selectmen; (C) a mayor elected by the electors of the municipality; (D) a warden elected by the electors of the borough; (E) a town, city or borough manager appointed by the board of selectmen, the council, the board of directors, the board of aldermen or the board of burgesses; (F) a chief administrative officer appointed by the mayor. Any municipality having a manager as its chief executive officer may also have a mayor who shall be the presiding officer of its legislative body, shall be the ceremonial head of such municipality and shall have such other powers and duties as the charter prescribes. The powers, duties and term of office of the chief executive officer shall be those prescribed by the general statutes and he shall have such other powers and duties as the charter prescribes.

(b) Every municipality shall have all municipal officers, departments, boards, commissions and agencies which are required by the general statutes or by the charter. Each municipality may have any municipal officers, departments, boards, commissions and agencies which are specifically allowed by the general statutes or which are necessary to carry out any municipal powers, duties or responsibilities under the general statutes. All such officers, departments, boards, commissions and agencies shall be elected, appointed and organized in the manner provided by the general statutes, except as otherwise provided by the charter or by ordinances or resolutions adopted pursuant to such charter. Any municipality may, by charter or by ordinances or resolutions adopted pursuant to such charter, alter the method of election, appointment or organization of any or all of such officers, departments, boards, commissions or agencies, including combining or separating the duties of each, unless specifically prohibited from making such alteration by the constitution or the general statutes.

(1957, P.A. 465, S. 7; P.A. 76-296, S. 1; P.A. 81-451, S. 9, 10; P.A. 85-253, S. 8, 10; P.A. 86-230.)

History: P.A. 76-296 included among those things prescribed by statute, the term of office of municipality's chief executive officer; P.A. 81-451 substituted "municipality" for "town, city, borough", effective October 1, 1982; P.A. 85-253 applied provisions to charter amendments; P.A. 86-230 changed the manner of subdividing the section and expanded the new Subdiv. (b) by clarifying that a municipality may alter the method of election, appointment or organization of its officers, departments, boards, commissions or agencies.

See Sec. 9-167a re minority representation.

Cited. 170 C. 62. Cited. 188 C. 276, 279. Cited. 193 C. 1, 4. Cited. 195 C. 524, 531. Cited. 196 C. 623, 630.

Cited. 41 CS 295, 3
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Cited. 192 C. 399,
Subsec. (b):
Cited. 35 CS 645, 6

Sec. 7-194.
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History: 1961 acts
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Subdiv. (13):
Cited. 180 C. 243
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See 156 C. 304, 3
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Cited. 36 CS 74,
Subdiv. (17):
See 174 C. 282, 2
181 C. 114, 122-125
Cited. 36 CS 74,
Subdiv. (20):
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Subdiv. (21):
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SUMMARY

Chapter I. Incorporation and General Powers

- Sec. 101 — Incorporation
- Sec. 102 — Rights and Obligations
- Sec. 103 — General Grant of Power
- Sec. 104 — Effect of the Charter
- Sec. 105 — Definitions

Chapter II. Elections

- Sec. 201 — General
- Sec. 202 — State and Federal Officers
- Sec. 203 — Town Officers — General Election
- Sec. 204 — The Regional Board of Education
- Sec. 205 — Eligibility
- Sec. 206 — Minority Representation
- Sec. 207 — Breaking a Tie
- Sec. 208 — Vacancies — Elective Office
- Sec. 209 — Voting Districts
- Sec. 210 — Board of Admission for Electors

Chapter III. The Town Meeting

- Sec. 301 — General
- Sec. 302 — Town Meeting Procedure
- Sec. 303 — Annual Town Budget Meeting
- Sec. 304 — Special Town Meeting
- Sec. 305 — Petitioned Town Meetings
- Sec. 306 — Panel of Moderators

Chapter IV. Board of Selectmen

- Sec. 401 — Number of Selectmen
- Sec. 402 — General Powers of Duties
- Sec. 403 — Procedure
- Sec. 404 — Public Hearing on and Publication of Ordinances
- Sec. 405 — Public Emergencies
- Sec. 406 — Emergency Ordinances
- Sec. 407 — Coordination
- Sec. 408 — Oath of Officers
- Sec. 409 — Power of Overrule — Ordinances Adopted by the Board of Selectmen
- Sec. 410 — Removal for Cause
- Sec. 411 — Removal for Failure to Serve

Chapter V. The Chief Administrative Officer

- Sec. 501 — General
- Sec. 502 — Duties

Chapter VI. Appointed Officers, Boards, Commissions, Committees and Agencies

- Sec. 601 — General
- Sec. 602 — Eligibility
- Sec. 603 — Vacancies

- Sec. 604 — Minority Representation
- Sec. 605 — Terms of Office
- Sec. 606 — Appointed Town Boards
- Sec. 607 — Alternates
- Sec. 608 — Rules of Procedure

Chapter VII. Administrative Officers

- Sec. 701 — General
- Sec. 702 — Administrative Positions
- Sec. 703 — Additional Officers and Employees

Chapter VIII. Finance and Taxation

- Sec. 801 — Fiscal Year
- Sec. 802 — Duties on the Budget
- Sec. 803 — The Annual Town Budget Meeting
- Sec. 804 — Expenditures Before the Adoption of the Budget
- Sec. 805 — Supplemental Appropriations
- Sec. 806 — Expenditures and Accounting
- Sec. 807 — Purchasing
- Sec. 808 — Reserve Fund for Capital and Non-Recurring Expenditures
- Sec. 809 — Emergency Appropriations
- Sec. 810 — Borrowing
- Sec. 811 — Annual Audit
- Sec. 812 — Tax Bills

Chapter IX. Town Employees

- Sec. 901 — General
- Sec. 902 — Job Description
- Sec. 903 — Personnel Rules
- Sec. 904 — Salaries
- Sec. 905 — Retirement
- Sec. 906 — Official Bonds

Chapter X. Transition and Miscellaneous Provisions

- Sec. 1001 — Transfer of Powers
- Sec. 1002 — Present Employees to Retain Positions
- Sec. 1003 — Conflicts of Interest
- Sec. 1004 — Transfer of Records and Property
- Sec. 1005 — Continuation of Appropriations and Town Funds
- Sec. 1006 — Legal Proceedings
- Sec. 1007 — Existing Laws and Ordinances
- Sec. 1008 — Review and Amendment of Charter
- Sec. 1009 — Saving Clause
- Sec. 1010 — Resignations
- Sec. 1011 — Effective Date
- Sec. 1012 — Transition — Appointed Boards, Agencies, Commissions and Committees
- Sec. 1013 — Transition — Elected Offices

PROPOSED CHARTER

TOWN OF HEBRON, CONNECTICUT

Chapter I. Incorporation and General Powers

Section 101. Incorporation

All of the inhabitants dwelling within the territorial limits of the Town of Hebron, as heretofore constituted, shall continue to be a body politic and corporate under the name of "The Town of Hebron," hereinafter called "The Town," and as such shall have perpetual succession and may hold and exercise all powers and privileges heretofore exercised by said Town and not inconsistent with the provisions of this Charter, the additional powers and privileges herein conferred and all powers and privileges conferred upon Towns under the general laws of the State of Connecticut.

Section 102. Rights and Obligations

All property, both real and personal, all rights of action and rights of every description and all securities and liens in said Town as of the effective date of this Charter are continued. Nothing herein shall be construed to affect the rights of the Town to collect any assessment, charge, debt or lien. The Town shall continue to be liable for its debts and obligations. If any contract has been entered into by said Town prior to the effective date of this Charter, or any bond or undertaking has been given by or in favor of said Town, which contains provisions that the same may be enforced by any office or agency therein named which is hereby abolished or superseded by the creation herein of a new commission, boards, agency or office to which are granted similar powers and jurisdiction, such contracts, bonds or undertakings shall continue in full force and effect. The powers conferred and the duties imposed with reference to the same upon any office or agency, shall, except as otherwise provided in this Charter, hereinafter be exercised and discharged by the chief executive officer of said Town.

Section 103. General Grant of Power

In addition to all of the powers granted to Towns under the Constitution and General Statutes of the State of Connecticut, or which may hereafter be conferred, the Town shall have all powers specifically granted by this Charter and all of the powers fairly implied in or incidental to the powers expressly granted, all powers conferred by the General Statutes, as amended, and by special acts of the General Assembly, not inconsistent with this Charter, and all other powers incident to the management of the property, government and affairs of the Town, including the power to enter into contracts with the United States Government or any branch thereof, or any other body politic or corporate not expressly forbidden by the Constitution or General Statutes of the State of Connecticut. The enumeration of particular powers in this and any chapter of this Charter shall not be construed as limiting this general grant of power, but shall be considered as an addition thereto.

Section 104. Effect of The Charter

This Charter shall be the organic law of the Town in the administration of local affairs. Special acts, ordinances, bylaws, rules, regulations and resolutions inconsistent with this Charter and superseded by it shall have no further force and effect after the effective date of this Charter. Other special acts affecting the Town and all ordinances, bylaws, rules, regulations and resolutions duly adopted and in force before the effective date of this Charter shall remain in full force and effect.

Section 105. Definitions

Whenever used in the context of this Charter, the following words and phrases shall have the following meanings:

- A. Town Board shall mean all of the appointed boards, agencies, commissions, authorities and committees of the Town;
- B. Town Agency shall mean all of the elected and appointed Town boards, agencies, commissions, and committees of the Town, including the local Board of Education;
- C. Supplemental appropriation shall mean an appropriation that is in addition to the total amount of the budget at any given point in time. It is not a transfer within or between departments;
- D. Department shall mean a unit of administration for budgetary purposes. There need not be a director of a department;
- E. Town Officer means a member of a Town Agency as defined in "B" above and those officers and employees enumerated in Section 702;
- F. Connecticut General Statutes or General Statutes shall mean the General Statutes of the State of Connecticut revision of 1988 as the same may be revised from time to time;
- G. Selectmen (plural) shall mean the Board of Selectmen;
- H. Masculine gender shall include the feminine;
- I. Singular shall include the plural and the plural shall include the singular unless the context otherwise requires.

Chapter II. Elections

Section 201. General

Nomination and election of federal and state officials and of such Town officers, boards, agencies and commissions as are provided for in this Charter, shall be conducted, and the Registrars of Voters shall prepare lists of electors qualified to vote therein, in the manner prescribed by law.

Section 202. State and Federal Officers

Nominations and elections of state and federal officers, Justices of the Peace and Registrars of Voters shall be conducted as prescribed in the Connecticut General Statutes.

A. At the regular state election to be held on November 8, 1982 and every four (4) years thereafter, there shall be elected two (2) Registrars of Voters, whose terms of office shall commence on the Wednesday after the first Monday in January following their election.

B. Thirty (30) Justices of the Peace shall be selected in the manner prescribed for in the General Statutes.

Section 203. Town Officers - General Election

A. At the biennial municipal election to be held on November 7, 1988, pursuant to Section 1012. A. of this Charter, there shall be elected a Board of Selectmen consisting of five (5) members which members shall serve four (4) year overlapping terms. Whenever the number of members to be elected is even, each political party may nominate no more than three members.

B. At the biennial Town election to be held on November 7, 1988 and every four (4) years thereafter, there shall be elected a Town Clerk, whose term of office shall commence on the Wednesday after the first Monday in January following the Town election, and a Town Tax Collector. The term of office of the Town Tax Collector shall commence on the second Tuesday following the Town election.

C. At the biennial town election to be held on November 7, 1988 and every four (4) years thereafter, there shall be elected members to the following boards, commissions and agencies for the terms specified herein. Except as otherwise provided in this Charter, such boards, commissions and agencies shall have powers and duties as are provided in the Connecticut General Statutes. Whenever the number of members to be elected is even, each political party may nominate one more than half the number to be elected:

- 1. A Board of Finance, consisting of six (6) members, which shall serve four (4) year overlapping terms;
- 2. A Board of Tax Review, consisting of three (3) members, which shall serve four (4) year overlapping terms;
- 3. A Planning and Zoning Commission consisting of five (5) members and three (3) alternates, which members shall serve four (4) year overlapping terms;
- 4. A Zoning Board of Appeals consisting of five (5) members and three (3) alternates, which members shall serve four (4) year overlapping terms;
- 5. A Board of Education, hereinafter referred to as the "Local Board", consisting of: (9) members, which members shall serve four (4) year overlapping terms;
- D. All terms of office, except as otherwise provided in this Charter, shall commence on the second Tuesday following the Town election. Elected Town officers shall hold office until their successors have been chosen and qualified.
- E. Elected officials, other than members of the Board of Selectmen, shall receive such compensation as may be approved in the annual budget. Reimbursement of expenses incurred by elected officials in performing official duties shall be authorized by the Board of Finance subject to any appropriation in the annual budget. All fees collected by elected officials shall be remitted to the general fund.

Section 204. The Regional Board of Education

Members of the Regional Board of Education shall be elected in the same manner as Town officers. Said members shall serve four (4) year overlapping terms. The Town shall be a member of the Regional District #8 Board of Education in the manner provided for by Sections 10-46 (a) and (c) of the General Statutes as amended from time to time.

Section 205. Eligibility

No person shall be eligible for election to any Town office who is not at the time of his election, an elector of said Town, and any person ceasing to be an elector of said Town shall cease to hold elective office in the Town. The resulting vacancy shall be filled pursuant to Section 208.

Section 206. Minority Representation

Minority representation on any Town Agency, as defined in Section 105. B. of this Charter shall be determined in accordance with the provisions of Section 9-167a of the General Statutes. Minority representation on the Regional Board of Education shall be determined pursuant to Section 10-46 (c) of the General Statutes.

Section 207. Breaking a Tie

When any municipal election conducted pursuant to the provisions of this Charter results in a tie, with the consent of the tied candidates, the tie may be broken by the single to a coin by a third party agreeable to tied candidates. Otherwise, when any regular or special municipal election, primary election or referendum conducted pursuant to the provisions of this Charter results in a tie, an adjourned election shall be conducted in accordance with the provisions of Section 9-332 of the General Statutes, to determine who shall be elected, in the case of a question at referendum whether it shall be accepted or rejected. The provisions of this section shall not apply to questions at referendum under which the provisions of the Charter or the General Statutes require a minimum number of electors voting in favor of questions for approval.

Section 208. Vacancies - Elective Office

A. Any vacancy, from whatever cause arising, in any elective office, board, agency, commission or similar body of the Town, shall be filled within forty-five (45) days from the date of the acceptance of any resignation or the determination of said vacancy by the Board of Selectmen, by vote of the Selectmen for the unexpired portion of the term or until the next regular Town election, whichever event shall first occur. The Board of Selectmen shall notify the Clerk of any vacancy.

B. In filling vacancies, the Board of Selectmen shall notify the political parties of vacancies in elective offices. The Board of Selectmen shall solicit nominations for such vacancies from the political parties as well as from the general public. All nominations shall be made within thirty five (35) days after notification from the Board of Selectmen. The Board of Selectmen in filling vacancies shall have the final authority in deciding whom to appoint to fill any vacancy.

C. Except as otherwise provided in this Charter, if there shall be a regular Town election before the expiration of the term of any office in which a vacancy occurs, such office shall be filled until said election by appointment as provided herein and subsequently by the election of a person to fill the office for the remaining portion of the term, such person to take office immediately upon his election.

Section 209. Voting Districts

There shall continue to be one (1) voting district as existed on the effective date of this Charter. The Board of Selectmen shall have the authority to create additional voting districts as needs of the Town may require, subject to the approval of the Town Meeting.

Section 210. Board of Admission for Electors

The Town Clerk, or any assistants, and the Registrars of Voters, or any deputies, shall constitute the Board of Admission for Electors in accordance with applicable General Statutes.

Chapter III. The Town Meeting

Section 301. General

The Town Meeting shall have authority for final approval of those actions of the Town hereinafter enumerated, and when considering such actions said meeting shall be deemed to be the legislative body of the Town. All persons deemed to be eligible to vote in Town Meetings as prescribed in the General Statutes shall be eligible to vote in Town Meetings called pursuant to this Charter. Said voters shall be eligible to vote in special referenda called pursuant to this Charter. No Town Meeting shall be called except pursuant to Section 303, 304, and 305 of this Charter.

Section 302. Town Meeting Procedure

A. All Town Meetings shall be called pursuant to Section 7-3 of the General Statutes by resolution of the Board of Selectmen, fixing the time and place of said meeting, notice of which shall be given at least five (5) days in advance by publication in a newspaper having a general circulation in the town, and by posting a notice in a public place. All Town Meetings shall be called to order by the moderator selected to moderate said Town Meeting and all business conducted pursuant to Section 306 of this Charter. The Town Clerk shall serve as clerk of all Town Meetings, but in the absence of the Town Clerk, the moderator shall appoint a clerk of the meeting. Any Town Meeting may be recessed from time to time as the interests of the Town may require, and the moderator may entertain a motion to recess such meeting.

B. All actions of Town Meetings shall be by a majority vote of those present and voting providing that a quorum is present equal to at least twenty five (25) of the electors of the Town as determined from the latest official list of the Registrars of Voters. Immediately upon calling the meeting to order, the moderator shall ascertain if a quorum is in attendance. If a quorum is present the meeting shall proceed. If a quorum is not present, the moderator shall recess the meeting to the same day of the next following week. If a quorum is present at the recessed meeting, the meeting shall proceed. If a quorum is not present at the subsequent Town Meeting, all matters on the call of the Town Meeting shall revert to the Board of Selectmen who shall have final authority over such matters, except for action on the budget, which shall be accomplished in accordance with Section 303 of this Charter. All Town Meeting votes on the budget and other matters shall be by check list and secret ballot if voted by more than twenty (20) percent of those present and voting.

Section 303. Annual Town Budget Meeting

The Annual Town Budget Meeting for the consideration of the budget shall be held on the second Monday of May in each year. The adoption of the budget shall be pursuant to the provisions of Section 303 of this Charter.

Section 304. Special Town Meetings

Special Town Meetings shall be called by the Board of Selectmen and shall follow Section 302 of this Charter for consideration of the following:

- A. The issuance of bonds and all other forms of financing, the terms of which are in excess of one (1) year;
- B. Any supplemental appropriation which exceeds the one half of one percent (.005) limit set forth in Section 805.B;
- C. The acquisition or disposition of real estate, or interests therein, by the Town;
- D. The creation, consolidation, modification or abolition of any permanent board, commission, department or agency not otherwise provided for in this Charter, provided however, any newly created board, department, agency or commission shall come under the provisions contained in this Charter;
- E. Leases and/or lease options to which the Town, including the local Board of Education, is a party which involve a term or obligation in excess of one (1) year;
- F. Any appropriation from the capital and nonrecurring expense fund, not included in the annual budget, which exceeds \$10,000;
- G. The application for or participation in any federal, state or private grant program in excess of \$1,500, excluding the local and regional Board of Education, which participation shall require the Town to contribute any cash or provide any in-kind participation to enter into any such grant programs;
- H. The discontinuance or abandonment of Town roads;
- I. Such other matters or proposals as the Selectmen, in their discretion, shall deem of sufficient importance to be submitted to a Special Town Meeting, including recommendations by the Selectmen for the adoption, modification or repeal of any ordinance.

305. Petitioned Town Meetings

A. Two (2) percent of the electors of the Town, as determined by the latest official registry lists of the Registrars of Voters, may at any time, petition over their signature for a Special Town Meeting concerning such matters as outlined in Section 304. Any such proposal may be examined by the Town Attorney before being submitted to a Special Town Meeting. He shall be authorized to correct the proposal for repetitions, illegalities and unconstitutional provisions, but he may not materially change its meaning or effect.

B. The Town Clerk shall, within seven (7) days of the receipt of the petitions, report to the Selectmen whether the petitions yielded sufficient valid signatures. If sufficient valid signatures are not found, the Clerk shall so notify the Selectmen who shall declare the petition invalid. If sufficient signatures are found, the Clerk shall notify the Selectmen who shall call a Special Town Meeting within thirty (30) days of such certification. The same procedures and requirements shall govern Petitioned Town Meetings as govern Special Town Meetings.

Section 306. Panel of Moderators

A. There shall be a panel of Town Moderators, consisting of not more than four (4) members, no more than two (2) of whom shall be members of the same political party. The Panel of Moderators shall be appointed by the Board of Selectmen for a two (2) year term beginning on the first day of December of each Town election year. Each moderator shall be an elector of the Town and shall have a working knowledge of Robert's Rules of Order. Following their appointment, the Panel of Moderators shall meet to draft a common set of procedures to be used at all Town Meetings, using Robert's Rules of Order as a guideline. Periodically, the Panel of Moderators shall meet to discuss, and as necessary, revise, add or delete provisions to the Town Meeting procedures.

B. Not less than five (5) days prior to any Town Meeting, the Board of Selectmen shall appoint one of the members of the Panel of Moderators to preside as moderator of the forthcoming Town Meeting and one to serve as an alternate moderator. The Selectmen shall exercise reasonable care in the selection of the moderators to avoid any conflict of interest. Prior to the Town Meeting the moderators may meet with the Selectmen to discuss procedures and conduct of the upcoming meeting. The Board of Selectmen shall appoint members of the panel of moderators on a rotational basis so that each shall act as moderator as nearly equal a number of times as possible.

Chapter IV. Board of Selectmen**Section 401. Number of Selectmen**

There shall be a Board of Selectmen consisting of five (5) members. The members shall serve without compensation except for the reimbursement of expenses incurred in the performance of official duties. No more than three (3) members of such Board shall be members of the same political party.

Section 402. General Powers and Duties

The Board of Selectmen shall have the powers and duties which, at the effective date of this Charter, were conferred by the Constitution and general laws of the State on Boards of Selectmen and shall have such additional powers as shall enable them:

- A. to enact and amend ordinances not inconsistent with this Charter or the General Statutes of the State, and to repeal ordinances or amendments adopted under this section;
- B. to recommend to the Town Meeting the creation, consolidation, modification or abolition of agencies, commissions, boards, authorities and departments of the Town, provided that any such agency, commission, board, authority or department created, consolidated, modified or abolished shall be bound by the provisions of this Charter;
- C. in adopting ordinances, to incorporate any nationally recognized code, rules or regulations that have been printed in book form, or any portion thereof, by reference thereto in such

ordinance; provided upon adoption of any such ordinance wherein such code, rules or regulations or portions thereof have been incorporated by reference, there shall be filed two copies of such code, rules or regulations in the office of the Town Clerk for inspection and copying by the public at reasonable hours in lieu of publication in any newspaper;

- D. by resolution to regulate the internal procedure of agencies;
- E. to fix the charges, if any, to be made for services rendered by the Town;
- F. to compile the Annual Town Report
- G. to accept roads on behalf of the Town, provided that any road so accepted (1) complies with planning and zoning regulations, (2) is certified by the Town Engineer as having been constructed in accordance with Town standards and (3) that proper deeds, which have been approved by the Town Attorney, are in the hands of the Board of Selectmen. Once acceptance is given, the Town Clerk shall be provided with a copy of the resolution accepting any road(s) and the deed(s) for inclusion with the land records of the Town.
- H. make such appointments to local and regional agencies as are provided by law subject to the limitations of this Charter and any ordinances of the Town.

Section 403. Procedure

At its first meeting, following each biennial Town Election, the Board of Selectmen shall fix a time and place of its regular meetings and provide a method for the calling of special meetings. At this meeting, the Board of Selectmen shall choose one of its members to be the Chairman. Nothing shall prohibit the Chairman from being a full voting and participating member of the Board of Selectmen. Also at this meeting, a Vice-Chairman shall be chosen who shall act in the absence or temporary disability of the Chairman. The Board of Selectmen shall, by resolution, determine its own rules of procedure, except that each Selectman shall be able to make a motion or offer a proposal which shall be considered by the Board of Selectmen without the necessity of a seconding motion. All motions must be approved by a majority vote. All meetings of the Board of Selectmen for the transaction of business shall be open to the public, except that the Board of Selectmen may stand in executive session whenever otherwise permitted by law. The votes of each member shall be recorded at the session at which they occur and reported in the minutes of such meeting. The majority of the entire Board of Selectmen shall constitute a quorum, and no ordinance, resolution, or action except a vote to adjourn or fix the time and place of the next meeting shall be adopted by less than a majority of the entire Board of Selectmen.

Section 404. Public Hearing on and Publication of Ordinances

At least one public hearing, notice of which shall be given at least five (5) business days in advance by publication in a newspaper having a general circulation in the Town and by posting a notice in a public place, shall be held by the Board of Selectmen before any ordinance shall be passed by them.

Every ordinance, after passage, shall be given a serial number and be recorded by the Town Clerk in a book to be kept for that purpose which shall be properly indexed, and available for inspection and copying by the public at reasonable hours. Within ten (10) days after final passage, the text of each ordinance shall be published in summary form in a newspaper having circulation within the Town. Nothing herein shall prohibit the periodic codification or recodification of existing Town ordinances.

Every ordinance, unless it shall specify a later date, shall become effective on the twenty first (21) day after such publication following its final passage except if overruled as provided in Section 409 of this Charter.

Section 405. Public Emergencies

Whenever a public emergency exists or threatens to arise involving or threatening the life or property of the inhabitants of the Town or property of the Town, the Chairman of the Board of Selectmen may declare a public emergency and shall have the power to mobilize, organize and direct the forces of the Town and to call upon the forces of the Federal Government, State of Connecticut and other political subdivisions. The Chairman of the Board of Selectmen may summon, marshal, deputize or otherwise employ other persons to do whatever may deem necessary for the purpose of meeting the emergency. Spending to meet said public emergency shall be pursuant to Section 809 of this Charter. Emergency ordinances shall be enacted pursuant to Section 406 of this Charter.

Section 406. Emergency Ordinances

An ordinance adopted by the Board of Selectmen as a public emergency measure and stating the facts constituting such public emergency shall become effective immediately and shall be published in a newspaper having a general circulation in the Town and by posting a notice in a public place as soon as possible thereafter. No public hearing or notice of public hearing shall be required for any public emergency ordinance.

Every such emergency ordinance, unless repealed at an earlier time, including any amendment thereto, shall automatically stand repealed at the termination of the sixty first (61) day following passage of said ordinance, except that if the emergency continues, the Board of Selectmen may continue said ordinance for an additional period not to exceed sixty (60) days.

Section 407. Coordination

The Board of Selectmen shall coordinate the activities and operations of the Town government and from time to time may convene joint meetings of Town agencies for such purpose and from time to time may require such reports or information to be submitted by the agencies as the Board of Selectmen may deem necessary for such purposes.

Section 408. Oath of Officers

The Selectmen shall forthwith, after the election or appointment of any Town officers of whom an oath is required by law, cause them to be sworn to a faithful discharge of their respective duties by the Town Clerk. Notice of election or appointment shall be in written form indicating if the oath is needed, as well as the time and the location of the next regularly scheduled meeting of the appropriate group.

Section 409. Power of Overrule-Ordinances Adopted by the Board of Selectmen

All actions of the Board of Selectmen on ordinances, except emergency ordinances, shall be subject to overrule at a special referendum in the following manner:

A. A petition must be filed within twenty (20) days after final action by the Board of Selectmen. Two (2) percent of the electors of the Town, as determined by the latest official registry lists of the Registrars of Voters, may file with the Town Clerk a petition, signed in ink or indelible pencil, requesting that such ordinance be submitted to the voters of the Town for special referendum.

B. The Town Clerk shall, within seven (7) days of receipt of said petition, certify to the Selectmen as to whether the petition yielded sufficient valid signatures. If sufficient valid signatures are not found, the Clerk shall so inform the Selectmen who shall declare the petition invalid and the ordinance shall take effect on the following Monday. If sufficient valid signatures are found, the effective date of the ordinance shall be set aside and the Selectmen shall call a special referendum to be held within thirty (30) days of the certification of the petition.

C. The ordinance shall stand approved unless a majority of those voting shall have voted in favor of overruling such ordinance, providing however that at least ten (10) percent of voters of the Town shall have voted on the matter. Any ordinance not so overruled shall take effect on the day following the referendum.

Section 410. Removal for Cause

Any member of an appointed Town board may be removed by the Board of Selectmen an affirmative vote of three (3) members of said Board as provided herein:

- 1. The Board of Selectmen shall adopt a resolution to remove such member. The Board of Selectmen shall forthwith serve said member with a written statement, by certified mail, stating why the person should be removed from office.
- 2. The member to be removed shall be given, within fifteen (15) days of which said written notice is given, an opportunity for a hearing before the Board of Selectmen, at which said member may appear with counsel. Any member requesting a hearing shall not be removed until such hearing has been held. The hearing shall be public at the option of the member.
- 3. The final decision with respect to such removal shall be made not later than fifteen (15) days following the close of said hearing. The decision of the Board of Selectmen in removing a member shall be final.

Section 411. Removal for Failure to Serve

Any member of an elected or appointed Town board or agency who, without notifying the Chairman of such board for the reason of such absence, does not attend at least fifty (50) percent of the regular meetings of such board during any 12 consecutive months or who misses three (3) consecutive meetings, shall have deemed to have resigned his office. It shall be the duty of the Chairman of the respective board or agency to inform the Board of Selectmen in writing of such vacancy. Any such vacancy shall be filled pursuant to Section 208, or 603, of his Charter.

Chapter V. The Chief Administrative Officer

Section 501. General

A. The Chief Administrative Officer shall be appointed by the Board of Selectmen after having been chosen exclusively on the basis of technical and administrative qualifications, character, education, training and experience. He shall be the Chief Executive and Chief Administrative Officer of the Town. The appointment of the Chief Administrative Officer shall require at least four (4) affirmative votes and it shall require at least four (4) affirmative votes to remove the Chief Administrative Officer from office. The Chief Administrative Officer shall not be required to reside in Town during his term of employment.

The Chief Administrative Officer shall be responsible to the Board of Selectmen for the administration of all departments and agencies of the Town government except the local Board of Education and Town agencies whose head or whose members are elected by popular vote. He shall have the power to supervise, direct and control the operation of all departments and agencies under his jurisdiction. He shall have the right to attend all meetings of the Board of Selectmen, except those executive sessions where he is excused by the Board, with full right to participate in all discussions but without the right to vote.

B. The Chief Administrative Officer may be removed by an affirmative vote of at least four (4) members of the Board of Selectmen, as herein provided. At least thirty (30) days before the proposed removal of the Chief Administrative Officer, the Board of Selectmen shall adopt a resolution which shall state its intention to remove the Chief Administrative Officer from office and the reasons for the removal. A copy of the resolution shall be served on the Chief Administrative Officer within twenty four (24) hours of the passage of the resolution. Upon passage of the resolution to remove the Chief Administrative Officer from office, the Board of Selectmen may suspend the Chief Administrative Officer from duty, provided the salary the Chief Administrative Officer continue until his removal from office. The Chief Administrative Officer may, within ten (10) days, request a public hearing in which event the Chief Administrative Officer shall not be removed until the public hearing has been held. At the conclusion of the public hearing, the Board of Selectmen shall take final action on the removal of the Chief Administrative Officer. Any action by the Board of Selectmen in removing the Chief Administrative Officer shall be final. Upon suspension, removal or resignation of the Chief Administrative Officer, the Board of Selectmen may appoint a Temporary Chief Administrative Officer, who shall serve at the pleasure of the Board of Selectmen for a period not to exceed ninety (90) days. In the event a permanent Chief Administrative Officer has not been appointed within the ninety (90) day period, the Board of Selectmen is empowered to extend appointment of the Temporary Chief Administrative Officer for increments of thirty (30) days or until a permanent Chief Administrative Officer has been appointed. The Temporary Chief Administrative Officer shall not have the powers of permanent appointment that are conferred on the Chief Administrative Officer by this Charter.

Section 502. Duties

Except as otherwise provided by this Charter, the Chief Administrative Officer shall have all the powers, duties and responsibilities conferred by law. In addition he shall have all of the powers necessary or incidental to the discharge of his duties as set forth in this Charter.

- He shall be responsible to the Board of Selectmen for the administration of all Town matters;
 - He shall be responsible for coordinating the administration of the departments, offices and agencies of the Town, except as may otherwise be provided by this Charter;
 - He shall be responsible for carrying out the ordinances, resolutions, policies, and other actions of the Board of Selectmen and of the Town Meeting;
 - He shall be responsible for making a continuous review of the current and future needs of the Town, and in connection therewith, he may require reports and information to be submitted by any agency of the Town, including the local Board of Education;
 - He shall periodically review all insurance coverage carried by the Town, including the local Board of Education, and shall recommend to the Board of Selectmen adjustments and improvements in such coverage;
 - He shall keep the Board of Selectmen informed of state and federal grant programs for which the Town may be eligible and shall assist the Board in applying for and implementing same;
 - He shall purchase, or cause to be purchased, subject to such rules and regulations as may be adopted by the Selectmen, all supplies, materials, equipment and other commodities required by the office, board, agency or commission, including the local Board of Education, to the extent said board shall authorize him;
 - He may recommend to the Board of Selectmen such measures as he shall deem necessary or expedient and shall keep the Board of Selectmen fully advised as to the financial condition of the Town;
 - He shall exercise such other powers and duties as may be authorized by ordinance and resolution of the Board of Selectmen, not inconsistent with this Charter.
- The Chief Administrative Officer may, in lieu of any appointment to any office under his jurisdiction and subject to the approval of the Board of Selectmen, enter into contracts for the performance of services, or perform duties of any officer under his jurisdiction.

Chapter VI. Appointed Officers, Boards, Commissions, Committees and Agencies

Section 601. General

The members of boards, commissions, committees, authorities and agencies specified in this chapter, hereinafter referred to as "Town Boards", shall be appointed by the Board of Selectmen by a majority vote of the entire Board. Said Town Boards shall have such powers and duties as are prescribed for such by the General Statutes, except as otherwise specifically provided by this Charter.

Section 602. Eligibility

Except as otherwise provided herein, all members of Town Boards shall be electors of the Town and shall have such other qualifications as the Board of Selectmen may provide. Except as otherwise provided by vote of the Board of Selectmen, no member of any Town Board shall hold any other office in Town government. Members of Town Boards shall serve without compensation, except that just and ordinary expenses incurred by said members in the performance of their duties may be reimbursed, provided that such an appropriation has been authorized for that purpose.

Section 603. Vacancies

Any vacancy on any Town Board from whatever cause, shall be filled within forty-five (45) days from the date of the acceptance of any resignation or the determination of said vacancy by the Board of Selectmen, by vote of the Selectmen for the unexpired portion of said term. In filling vacancies, the Selectmen shall notify the political parties of any vacancy. The political parties shall have thirty-five (35) days within which to suggest persons for any such vacancy. The Board of Selectmen shall have the final authority for filling vacancies.

Section 604. Minority Representation

Minority representation shall be determined in accordance with the provisions of Section 9-167a of the Connecticut General Statutes.

Section 605. Terms of Office

The terms of all Town Board members shall commence on the first Monday in December, except as otherwise provided in this Charter. All Town Board members shall continue in office until their successors have been appointed and have qualified.

Section 606. Appointed Town Boards

- There shall be the following appointed Town Boards:
 - A Conservation Commission and Inland Wetlands Agency consisting of seven (7) members, said members who shall serve four (4) year overlapping terms.
 - A Water Pollution Control Agency consisting of seven (7) members, said members shall serve four (4) year overlapping terms.
 - A Housing Authority consisting of seven (7) members, said members who shall serve four (4) year overlapping terms.
 - A Parks and Recreation Commission consisting of ten (10) members, said members who shall serve four (4) year overlapping terms.
 - A Commission on Aging consisting of ten (10) members, said members who shall serve four (4) year overlapping terms.
 - An Economic Development Commission consisting of five (5) members, said members who shall serve four (4) year overlapping terms.
 - A Tricentennial Commission consisting of as many members as may be provided by ordinance, said members who shall serve four (4) year overlapping terms.
 - Such other Town Boards as may from time to time be established by ordinance, whose function, composition and terms of members shall be prescribed in the establishing ordinance.

Section 607. Alternates

The Board of Selectmen may, by ordinance, provide for the appointment of alternates to the appointed boards delineated in Section 606 when deemed necessary.

Section 608. Rules of Procedure

Each appointed Town Board shall, by resolution, determine its own rules of procedure, provided that all regular and special meetings shall be held in accordance with the applicable provisions of the General Statutes. Such rules of procedure shall be filed with the Office of the Town Clerk and with the Board of Selectmen. Amendments to rules of procedures may be made at any meeting, providing that such amendments are properly on the call of the meeting.

Chapter VII. Administrative Officers

Section 701. General

The Chief Administrative Officer shall appoint and may remove, such actions subject to the confirmation of the Board of Selectmen, the administrative officers provided for in Section 702. Said officers shall have powers and duties as are provided for such by the General Statutes, except as otherwise provided by this Charter.

All officers shall receive such compensation as determined by the Board of Selectmen, subject to inclusion in the annual budget. The terms of all such officers, except as otherwise provided in the Charter, shall be set by the Board of Selectmen. Unless otherwise provided by the Selectmen, officers need not be residents of the Town.

The Chief Administrative Officer, subject to the confirmation of the Board of Selectmen, may combine any of the positions provided for in Section 702, provided that in combining positions, an appointee is qualified to perform such assigned functions.

Section 702. Administrative Positions

There shall be the following Town administrative positions:

- A Town Assessor
- A Building Official
- A Fire Marshal
- A Director of Civil Preparedness
- A Municipal Agent for the Aging
- A Director of Health
- A Canine Control Officer
- A Tree Warden
- A Sanitarian
- A Zoning Enforcement Officer
- A Financial Administrator who shall have the following powers and duties together with such powers and duties as the Chief Administrative Officer and the Board of Selectmen shall confer upon him:
 - He shall be the Town Treasurer and the agent of all Town funds and, except as otherwise provided by this Charter, shall have all the powers and duties prescribed for Town Treasurers by the General Statutes. He shall prepare cash flow analyses and shall be responsible for the investment of all Town funds;
 - He shall be responsible for the keeping and maintaining all Town accounts showing financial transactions of all departments and agencies of the Town, including the local Board of Education;
 - He shall prepare the financial reports and submit the same to the Chief Administrative Officer;
 - He shall assist the Chief Administrative Officer in the preparation of the annual Town Budget;
 - He shall be responsible for the monthly reconciliation of all bank accounts and shall, subject to the approval of the Board of Selectmen, establish procedures for the purpose of internal auditing;
 - He shall maintain records of all fixed assets of the Town.
- A Town Attorney who shall be an attorney-at-law or a firm of attorneys-at-law admitted to practice in this State, who shall serve for a two (2) year term of office commencing on the second Tuesday following the Town election. He shall appear for and protect the rights of the Town in all actions, suits or proceedings brought by or against it or any officers, employees or agencies in all matters affecting the Town. He shall, upon written request of the Chief Administrative Officer or Board of Selectmen, provide a written opinion to any official of the Town on any question of law involving their respective powers and duties. He shall, upon request of the Chief Administrative Officer or the Board of Selectmen, prepare or approve forms or contracts or other instruments in which the Town is a party. He shall have the power, with the approval of the Board of Selectmen, to compromise and/or settle all claims by or against the Town. Upon request of the Selectmen he shall attend Town Meetings. Nothing in this section shall prevent the Selectmen from retaining Special Counsel when the needs of the Town so require.
- A Town Engineer. The Chief Administrative Officer may appoint a Town Engineer or may retain the services of a professional engineer licensed in the State of Connecticut to assist in matters of engineering, road and drainage matters and such other matters as they may determine.
- A Town Planner. The Chief Administrative Officer shall appoint a Town Planner to assist in the planning needs of the Town.
- Police Service. The Chief Administrative Officer may utilize the services of the resident state trooper program supplemented with local police officers and/or constables or organize a local police department by ordinance.
- Public Works Maintenance Superintendent
- Wetlands Enforcement Officer

Section 703. Additional Officers and Employees

The Chief Administrative Officer, subject to the approval of the Board of Selectmen, may appoint such additional officers as the needs of the Town require, subject to budgetary appropriations.

Chapter VIII. Finance and Taxation

Section 801. Fiscal Year

The fiscal year of the Town shall begin on July 1 and end on June 30 of the following calendar year.

Section 802. Duties on the Budget

A. Agency and Department Heads. At least one-hundred fifty (150) days before the end of the fiscal year, the head of each department, office or agency of the Town, supported wholly or in part by Town funds, except the Regional Board of Education, shall file with the Chief Administrative Officer a detailed estimate of expenditures to be made by that department, office or agency and the revenues, other than property taxes, to be collected thereby in the ensuing fiscal year. Such estimates shall be accompanied by a statement setting forth the services, activities and work accomplished during the current year and planned for accomplishment for the ensuing fiscal year.

B. Duties of the Chief Administrative Officer. The Chief Administrative Officer, with the assistance of the Financial Administrator, shall review the budget estimates with the heads of all Town supported departments, offices and agencies. Upon completion of the review and not later than one-hundred twenty days (120) days prior to the end of the fiscal year, the Chief Administrative Officer shall present to the Board of Selectmen a proposed budget. In preparing the proposed budget, the Chief Administrative Officer may add to, delete from or eliminate requests made by the various departments, offices and agencies except that he may only comment and make recommendations on the budget requests of elected officials and the local Board of Education. The Chief Administrative Officer shall include in the budget the estimate budget request of the Regional School District No. 8.

The proposed budget shall include:

1. A budget message describing the important features of the proposed Town budget indicating major changes from the current fiscal year's expenditures and revenues, together with the reasons for such changes and containing a summary of the budget contents.

2. Revenues, presenting in parallel columns, the itemized revenues collected in the last completed fiscal year, the current year budget estimates, estimated revenues to be collected during the current fiscal year and estimated revenues to be collected in the ensuing fiscal year.

3. Expenditures, presenting in at least five (5) parallel columns, the actual itemized expenditures for each department, office, board, agency or commission supported wholly or in part by Town funds, including the local Board of Education and Regional School District No. 8, for the last completed fiscal year, the original current budget allocations, the estimated expenditures to be incurred during the current fiscal year, the request of each agency, office and department and recommendations of the amounts to be appropriated for the ensuing fiscal year. Nothing shall prohibit the inclusion of additional information as may be deemed necessary.

4. A recommendation for those capital projects to be undertaken during the ensuing fiscal year and the method of financing those projects.

5. The Chief Administrative Officer may also include in his budget message a program, with due regard to the municipal plan of development, of proposed capital projects for the five years following the next ensuing fiscal year, together with an estimate of the cost and the method of financing such projects.

C. Duties of the Board of Selectmen. The Board of Selectmen shall consider the budget estimates as submitted by the Chief Administrative Officer and shall make such further revisions as the Board deems desirable, except that the Board may only make recommendations in the budgets prepared by other elected officers; elected Town agencies and the local Board of Education. The Board of Selectmen shall include in the budget the latest estimated budget of Regional School District No. 8. The Board of Selectmen shall submit its budget recommendations to the Board of Finance no later than ninety (90) days before the end of the fiscal year.

D. Duties of the Board of Finance. The Board of Finance shall hold at least one (1) public hearing on the budget as presented by the Board of Selectmen at which any taxpayer or elector may have the opportunity to be heard regarding the proposed budget. The Board of Finance may review the budget requests with the head of each department, board, agency and commission including the local Board of Education. Subsequent to such review, the Board of Finance shall prepare a budget to be presented to the Annual Town Budget Meeting, which shall be in the same format and contain the same information as is provided for in subsection "B" above.

Section 803. The Annual Town Budget Meeting

A. The Annual Town Budget Meeting shall be held on the second Monday of May. The budget shall be adopted pursuant to the provisions of this section. It is the intent of this Charter that the provisions of the General Statutes governing town meetings as contained in Section 7-7 shall not apply to the adoption of this budget.

B. If a quorum as defined in Section 302. of this Charter, is present the meeting may proceed to adopt, revise downward any line item thereby reducing the total budget. If the budget is rejected, the Board of Finance shall review the rejected budget and present the same or revised budget to a subsequent Town Meeting held on the same day of the next following week.

C. If a quorum is not present, the meeting shall be recessed to the same day of the next following week. If a quorum is not present at the second Town Meeting on the budget, the budget shall automatically be put to a referendum on the Tuesday following the next Monday; if a majority of those voting shall vote "yes", then the budget shall stand approved. If a majority shall vote "no", then the budget shall be returned to the Board of Finance which shall review the rejected budget and shall present the same or a revised budget to a Town Meeting to be held on the next succeeding Tuesday.

D. If a quorum is present at the succeeding Town Meeting on the rejected budget, the Town Meeting may proceed. If a quorum is not present, the budget shall be put to a referendum on the Tuesday following the next Monday. This same adoption cycle shall be followed if the budget is rejected at Town Meeting or referendum until a budget is finally adopted.

E. Within seven (7) days of the adoption of the budget, the Board of Finance shall meet to set the mill rate.

Section 804. Expenditures Before the Adoption of the Budget

In the event that a budget has not been adopted by July 1 in any year, the Board of Finance may authorize expenditures and provide for the raising of necessary revenues pursuant to the provisions of Section 7-405 of the General Statutes.

Section 805. Supplemental Appropriations

A. Duties of the Board of Selectmen. In the event that a department, board, agency or commission, including the local Board of Education shall require a supplemental appropriation, such requests shall be made in writing to the Chief Administrative Officer. The Chief Administrative Officer shall forward, with any comments or recommendations that he might have, said request to the Board of Selectmen. The Selectmen shall examine the request and shall, except for requests from the local Board of Education, have the power to approve or deny the request. If the Board shall approve the request, it shall submit said request to the Board of Finance with its recommendations. Any request from the local Board of Education shall be forwarded forthwith to the Board of Finance, except that the Board of Selectmen may comment on the request.

B. Duties of the Board of Finance. Within thirty (30) days of receipt of a request for supplemental appropriation, the Board of Finance may hold a public hearing on the request after which it shall either approve or deny the request. The Board of Finance shall be empowered to make supplemental appropriations up to and including an amount that cumulatively is equal to one-half of one percent (.005) of the current year budget, excluding the amount appropriated to the Regional School District. All subsequent supplemental appropriations approved by the Board of Finance which exceed the cumulative one-half of one percent (.005) of the current year budget, excluding the amount appropriated for the Regional School District, shall be submitted to a Special Town Meeting pursuant to the provisions of Section 304. B. of this Charter.

C. Source of Funding. Funding for supplemental appropriations may be provided from the following sources:

1. From any available fund balance;
2. By borrowing, provided that an amount so borrowed shall be repaid from the budget of the next ensuing fiscal year;
3. Proceeds of federal or state grants, gifts, bequests and the like.

Section 806. Expenditures and Accounting

A. No purchase shall be made by any agency except through the Chairman of the Board of Selectmen of a person designated by the Chairman of the Board of Selectmen. This section shall not apply to the local Board of Education.

B. No voucher, claim or charge against the Town shall be paid until the same has been audited by the Financial Administrator and approved for correctness and validity by the department head or other person involved in said purchase. Checks shall be signed by the Chief Administrative Officer for payment of approved claims and countersigned by the Financial Administrator. In the absence or inability to act of either the Chief Administrative Officer or the Financial Administrator, the Chairman of the Board of Selectmen shall act for the Chief Administrative Officer or Financial Administrator.

C. 1. When an agency, excluding the local Board of Education, shall desire to transfer funds within its appropriation from the funds set apart for one purpose to another, such agency shall file a request with the Chief Administrative Officer. The Chief Administrative Officer shall examine the matter and shall have the power to approve requests up to a cumulative amount of \$500 for any one department, office or agency in any fiscal year.

2. Any amounts over the \$500 limit and up to a limit of \$2,000 shall be reviewed by the Chief Administrative Officer and forwarded to the Board of Selectmen, who shall have the power to approve or deny such requests.

3. All requests which exceed the cumulative limit of \$2,000 shall be reviewed by the Chief Administrative Officer and then the Board of Selectmen who shall forward such requests to the Board of Finance who shall have the power to approve or deny such requests.

D. The Chief Administrative Officer through the Board of Selectmen, may request, but only within the last three (3) months of the fiscal year, that the Board of Finance transfer any unencumbered appropriation, balance or portion thereof, from one department, office or agency to another. The Board of Selectmen shall provide to the Board of Finance a statement certifying that the balance to be transferred is not needed by the department, office or agency from which such transfer is being made. This section shall not affect the local Board of Education which shall have the power to make its own transfers provided that such transfers are reported to the Board of Finance when so made.

E. Every payment made in violation of this Charter shall be deemed illegal and every official authorizing or making any such payment or taking part therein and every person knowingly receiving such payment or any part thereof, shall be jointly and severally liable to the Town for the full amount so paid or received. Any officer or employee who knowingly violates the provisions of this Charter shall be subject to removal as provided in this Charter.

Section 807. Purchasing

The Board of Selectmen, in consultation with the Board of Finance, shall be empowered to establish purchasing procedures to be followed by all Town departments, boards, agencies, except the local Board of Education.

Section 808. Reserve Fund For Capital and Non-Recurring Expenditures

There shall continue to be a Reserve Fund for Capital and Non-Recurring Expenditures as the same existed on the effective date of this Charter.

Section 809. Emergency Appropriations

For the purpose of meeting a public emergency threatening the lives, health or property of the Town, its businesses or citizens, emergency appropriations may be made by vote of the Board of Selectmen. Said appropriations shall not exceed \$10,000 for any one occurrence. In the absence of sufficient general fund resources to meet such appropriations, additional means of financing may be provided in such manner as is consistent with the provisions of the General Statutes, as may be determined by the Board of Selectmen in consultation with the Board of Finance.

Section 810. Borrowing

A. The Town shall have the power to incur indebtedness by issuing its notes or bonds as provided by the General Statutes and subject to the provisions of this Charter.

B. The Board of Selectmen may, by resolution, recommend to the Board of Finance that the Town issue its bonds or notes for such specific purposes as the Selectmen shall deem to be in the best interests of the Town.

C. The issuance of bonds and notes, totaling up to but not exceeding ten (10) percent of the current year's tax levy for any single purpose in any one fiscal year may, after public hearing and approval of the Board of Finance, be authorized by vote of the Town Meeting pursuant to Chapter XII. of this Charter.

D. Any resolution approved by the Board of Finance authorizing the issuance of bonds or notes in excess of ten (10) percent of the current year's tax levy shall be submitted for approval or rejection to a referendum vote at a regular or special election. The resolution shall stand approved if so voted by a majority of those voting thereon, provided that at least ten (10) percent of those qualified to vote thereon shall have voted on the issue.

Section 811. Annual Audit

The Board of Finance shall annually designate an independent certified public account or firm of independent certified accountants to audit the books and accounts of the Town in accordance with the provisions of Title 7, Chapter III, Municipal Auditing Act, Section 7-391 through Section 7-397 of the Connecticut General Statutes.

Section 812. Tax Bills

It shall be the duty of the Tax Collector to mail to each taxpayer a tax bill in accordance with the provisions of the General Statutes. He shall collect such taxes in accordance with the provisions of the General Statutes, except that such taxes, together with interest, penalties and fees thereon, shall be turned over to the Financial Administrator within four (4) business days of collection. Taxes shall be due and payable in such installments as shall be fixed by ordinance. The Tax Collector shall prepare and submit such reports to the Chief Administrative Officer, Financial Administrator or Board of Selectmen as may be prescribed.

Chapter IX. Town Employees**Section 901. General**

The Chief Administrative Officer shall prepare rules and regulations for personnel administration, subject to the approval of the Board of Selectmen. Such rules and regulations, which shall be reviewed by the Board of Selectmen annually, shall cover all employees of the Town, but shall not affect the following: elected officials and persons appointed to fill vacancies in elective offices; members of boards and commissions; employees of the Board of Education; persons employed in a professional capacity to make or conduct a temporary and special inquiry study or investigation; and those under contract.

Section 902. Job Description

The Chief Administrative Officer, subject to the approval of the Board of Selectmen, shall prepare a statement of the duties and responsibilities of each position covered by personnel rules and regulations and of the minimum qualifications for appointment to such position.

Section 903. Personnel Rules

There shall be a set of personnel rules which shall provide, among other things, for the method of holding competitive examinations, probationary periods of employment, hours of work, vacations, sick leaves and other leaves of absences, removals and such other rules as may be necessary to provide adequate and systematic procedures for the administration of the personnel affairs of the Town. Such rules and any amendments thereto shall become effective upon being approved by resolution of the Board of Selectmen and filed with the Town Clerk. Copy of such rules and any amendments thereto shall be distributed to all Town employees.

Section 904. Salaries

The Chief Administrative Officer shall submit a proposed pay plan for those employees covered under Section 901. of this Charter to the Board of Selectmen, which pay plan shall take effect upon adoption by resolution of the Board of Selectmen. Said pay plan shall be reviewed annually and amendments may be adopted by the Board of Selectmen from time to time upon recommendation of the Chief Administrative Officer. For purpose of Chapter 113 of the General Statutes, as amended, the Chief Administrative Officer shall have sole authority to recognize the exclusive bargaining agent for any unit of Town employees and shall act as the bargaining agent for the Town. Such contracts shall become effective upon approval by the Board of Selectmen.

Section 905. Retirement

The Town shall provide by ordinance a system of retirement benefits for regular full-time employees, including non-certified employees of the Board of Education. The Town may operate its own retirement plan, may enter into a contract with any financial institution authorized to do business in this state, may elect to participate in the Connecticut Municipal Employees Retirement Plan, may elect to participate in the old age and survivor insurance system under the Federal Social Security Act or may choose any combination thereof.

Section 906. Official Bonds

All officers and employees as may be required to do so by the Board of Selectmen shall, before entering on their respective official duties, execute to the Town, in the form prescribed by the Board of Selectmen and approved by the Town Attorney, and filed with the Town Clerk, a surety company bond in a penal sum to be fixed by the Board of Selectmen, conditioned upon the honest and/or the faithful performance of such duties. Nothing herein shall be construed to prevent the Board of Selectmen, if it deems it to be in the best interests of the Town, from prescribing a name schedule bond, a schedule position bond or blanket bond, or from prescribing which departments, officers, agencies, boards or commissions shall be covered by a specific type of the aforementioned bonds. Premiums for such bonds shall be paid by the Town.

Chapter X. Transition and Miscellaneous Provisions**Section 1001. Transfer of Powers**

The powers which are conferred and the duties which are imposed upon any commission, board, agency, department or office under the General Statutes or any ordinance or regulation in force at the time this Charter shall take effect, if such commission, board, agency, department or office is abolished by this Charter or superseded by the creation herein of a new commission, board, agency, or office to which are granted similar powers and jurisdiction, shall be thereafter exercised and discharged by the commission, board, agency, department or office upon which are imposed corresponding or like functions, powers and duties under the provisions of this Charter. All commissions, boards, agencies, departments or offices abolished by this Charter, whether elective or appointive, shall continue in the performance of their duties until provisions have been made for the discontinuance of such commissions, boards, agencies, departments or offices and the performance of their duties by other commissions, boards, agencies, departments or offices created under this Charter and until the Town Clerk shall have notified the members of such commissions, boards, agencies, departments or offices as are abolished by this Charter that their successors have qualified.

Section 1002. Present Employees to Retain Positions

All employees of the Town on the effective date of this Charter whose positions are not abolished by the provisions of this Charter, shall retain such positions pending action by the Board of Selectmen or the appropriate officer charged by this Charter with powers of appointment and removal. Any provisions of law in force at the time that this Charter shall take effect, and not inconsistent with the provisions of this Charter in relation to personnel, appointments, ranks, grades, tenure of office, promotions, removals, pension and retirement rights, civil rights or any other rights or privileges of employees of the Town or any office, department or agency thereof, shall continue to be in effect, until or unless amended or repealed in accordance with the provisions of this Charter. Any employees of the Town as defined in Chapter IX of this Charter on its effective date shall be retained without preliminary or performance tests and shall thereafter be subject in all respects to the provisions of the Charter.

Section 1003. Conflicts of Interest

Any elected or appointed officer, any member of any board, authority or commission, or any employee of the Town who has financial interest direct or indirect, in any contract, transaction or decision of any officer or agent of the Town or any board, authority or commission, shall disclose that interest to the Board of Selectmen for recording upon their official records and any such person shall be thereby disqualified from participation in the awarding, assignment or discussion of any contract, transaction, or decision. Violation of this provision shall be grounds for the removal of any such person pursuant to the provisions of Section 410.

Section 1004. Transfer of Records and Property

All records, property and equipment whatsoever of any commission, board, authority, department or office part thereof, all powers and duties which are assigned to any other commission, board, department or office by this Charter, shall be transferred and delivered intact forthwith to the commission, board, agency, department or office to which such powers and duties are so assigned. If part of the powers and duties of any commission, board, authority, department or office are by this Charter assigned to another commission, board, authority, department or office, all records, property and equipment relating exclusively thereto shall be transferred and delivered intact forthwith to the commission, board, authority, department or office to which such powers and duties are assigned.

Section 1005. Continuation of Appropriations and Town Funds

All appropriations approved and in force, and all funds, including special or reserve funds in the name of the Town, at the time of the adoption of this Charter, shall remain in full force and effect unless and until the same shall be amended, transferred or abolished by the Board of Selectmen under the provision of this Charter.

Section 1006. Legal Proceedings

No action or proceedings, civil or criminal, pending on the effective date of this Charter brought by or against the Town or any commission, board, authority, department or office thereof, shall be affected or abated by the adoption of this Charter or by anything herein contained; but all such actions or proceedings may be continued notwithstanding that functions, powers and duties of any commission, board, authority, department or office which shall have been partly thereto may, by or under this Charter, be assigned or transferred to another commission, board, authority, department or office or the officer in which such functions, powers and duties have been assigned or transferred by or under this Charter.

Section 1007. Existing Laws and Ordinances

As of the effective date of this Charter, all general laws and special acts applying to the Town, all ordinances and bylaws of the Town, and all rules and regulations of commissions, boards, authorities, departments and agencies of the Town shall continue in force, except insofar as they are inconsistent with the provisions of this Charter or are repealed.

Section 1008. Review and Amendment of Charter

The Board of Selectmen shall review the several provisions of this Charter from time to time as it deems such review to be in the best interest of the Town, but at least once every five (5) years, said review to be filed with the Town Clerk, who shall publish notice of receipt of said report. Amendments to this Charter shall be in accordance with Chapter 99 of the General Statutes, as the same may be from time to time amended.

Section 1009. Saving Clause

If any section or part of any section of this Charter shall be held invalid by a court of competent jurisdiction, such holding shall not affect the remainder of this Charter nor the context in which said section or part thereof so held invalid may appear, except to the extent that an entire section or part of a section may be inseparably connected in meaning and effect with the section or part of the section to which such ruling shall directly apply.

Section 1010. Resignations

Any elected or appointed member of any board, agency, commission or similar body who wishes to resign from office, shall do so in writing to the Town Clerk with a copy forwarded to the Chairman of the Board of Selectmen and the Chairman of said agency or similar body. Said resignation shall become effective upon acceptance by a vote of the Board of Selectmen. Vacancies shall be filled in accordance with Sections 208, and 603.

Section 1011. Effective Date

This Charter shall become effective upon the approval of a majority of the electors voting at a regular election on November 8, 1988 in accordance with the provisions of Chapter 99 of the General Statutes, as amended, provided, however, no provision of this Charter shall be implemented until November 21, 1989, which is the date the first Board of Selectmen shall take office under this Charter, except (1) for the provisions that provide for the election of officials who shall take office with the first Town election held under this Charter; (2) the provisions contained in Section 1013, H. providing for the extension of the terms of the members of the Regional Board of Education which expire on July 1, 1989 to the election of November 1991; (3) the provisions of Section 1013, I. providing for the creation of the Committee to search for the first permanent Chief Administrative Officer.

Section 1012. Transition — Appointed Boards, Agencies, Commissions and Committees

Except as otherwise provided in this Charter, appointed officials serving a specific term on the effective date of this Charter shall continue to serve until the expiration of the term, unless the office is abolished. As terms expire or are vacated, the Selectmen may, as necessary make appointments for a short term in order to achieve the regular rotation of appointments so as to provide that members of appointed boards serve four (4) year overlapping terms.

Section 1013. Transition — Elected Officers**A. Board of Selectmen:**

1. At the regular municipal election to be held in November 1989, there shall be elected three (3) members for a term of two (2) years and two (2) members for a term of four (4) years.
2. Thereafter, there shall be elected three (3) members and then two (2) members so that the Board of Selectmen shall consist of five (5) members serving four (4) year overlapping terms.

B. Board of Finance:

1. At the regular municipal election to be held in November 1989, there shall be elected one (1) member for a term of two (2) years and one (1) member for a term of four (4) years.
2. At the regular election to be held in November 1991 there shall be elected three (3) members for a term of four (4) years.
3. At the regular election to be held in November 1993 there shall be elected three (3) members for a term of four (4) years.
4. Thereafter, there shall be elected three (3) members at each regular municipal election so that the Board of Finance shall consist of six (6) members serving four (4) year overlapping terms.

C. The Local Board of Education

1. At the regular municipal election to be held in November 1989, there shall be elected two (2) members for a term of four (4) years and one (1) member for a term of two (2) years.
2. At the regular election to be held in November 1991, there shall be elected four (4) members for a term of four (4) years.
3. At the regular election to be held in November 1993, there shall be elected five (5) members for a term of four (4) years.

4. Thereafter there shall be elected four (4) and then five (5) members so that the Local Board of Education shall consist of nine (9) members serving four (4) year overlapping terms.

D. Planning and Zoning Commission

1. At the regular municipal election to be held in November 1989, there shall be elected one (1) member for a term of four (4) years.
2. The term of office of the member which expires in November 1990 shall be extended one (1) year to November 1991 which office shall then be filled by election in November 1991.
3. At the regular election to be held in November 1991, there shall be elected two (2) members for terms of four (4) years.
4. The term of office of the member which expires in November 1992 shall be extended one (1) year to November 1993 which office shall then be filled by election in November 1993.
5. Thereafter, there shall be elected two (2) members and then three (3) members so that the Planning and Zoning Commission shall consist of five (5) members serving four (4) year overlapping terms.

E. Planning and Zoning Commission Alternates

1. At the regular municipal election to be held in November 1989, there shall be elected one (1) alternate to the Planning and Zoning Commission for a term of four (4) years.
2. The term of office of the alternate which expires in November 1990 shall be extended by one (1) year to November 1991 which office shall then be filled by election in November 1991.
3. At the regular Town election to be held in November 1991, there shall be elected two (2) alternates to the Planning and Zoning Commission.
4. Thereafter, there shall be elected one (1) and then two (2) alternates to the Planning and Zoning Commission so that there will be three (3) alternates to the Planning and Zoning Commission serving four (4) year overlapping terms.

F. Zoning Board of Appeals

1. At the regular municipal election to be held in November 1989, there shall be elected one (1) member for a term of four (4) years.
2. The term of office of the member which expires in November 1990 shall be extended by one (1) year to November 1991 which office shall then be filled by election in November 1991.
3. At the regular election to be held in November 1991, there shall be elected two (2) members for terms of four (4) years.
4. The term of office of the member which expires in November 1992 shall be extended one (1) year to November 1993 which office shall then be filled by election in November 1993.
5. Thereafter, there shall be elected two (2) members and then three (3) members so that the Zoning Board of Appeals shall consist of five (5) members serving four (4) year overlapping terms.

G. Zoning Board of Appeals Alternates

1. At the regular municipal election to be held in November 1989, there shall be elected one (1) alternate to the Zoning Board of Appeals for a term of four (4) years.
2. The term of office of the alternate which expires in November 1990 shall be extended by one (1) year to November 1991 which office shall then be filled by election in November 1991.
3. At the regular Town election to be held in November 1991, there shall be elected two (2) alternates to the Zoning Board of Appeals.
4. Thereafter, there shall be elected one (1) and then two (2) alternates to the Zoning Board of Appeals so that there will be three (3) alternates to the Zoning Board of Appeals serving four (4) year overlapping terms.

H. The Office of Elected Town Treasurer

The powers and duties of the Town Treasurer granted to the Financial Administrator Section 702, K. of this Charter, shall not be exercised by the Financial Administrator until 12:01 a.m. on November 21, 1989, upon the abolition of the position of elected Town Treasurer.

I. The Regional Board of Education:

1. The terms of office of the three (3) members which expire on July 1, 1989 shall be extended to November 1989 which offices shall then be filled by the election in November 1989.
2. The terms of office of the two (2) members which expire on July 1, 1991 shall be extended to November 1991 which offices shall then be filled by the election in November 1991.
3. Thereafter, there shall be elected three (3) and then two (2) members to the Regional Board of Education so that there will be five (5) members to the Regional Board of Education serving four (4) year overlapping terms.

J. Appointment of Search Committee:

No later than February 1, 1989 the Board of Selectmen shall establish a Search Committee of five electors, at least two of whom shall have served as members of the 1987 Charter Commission, who shall begin recruiting for the Chief Administrative Officer.
The Board of Selectmen elected in the election of November 1989 shall have the authority to appoint an Interim Chief Administrative Officer to serve until a permanent Chief Administrative Officer is appointed. In the event a permanent Chief Administrative Officer is appointed within the ninety (90) day period, the Board of Selectmen is empowered to extend appointment of the Interim Chief Administrative Officer for increments of thirty (30) days until a permanent Chief Administrative Officer has been appointed. The Interim Chief Administrative Officer shall not have the powers of permanent appointment that are conferred on the Chief Administrative Officer by this Charter.

To: Ad Hoc Committee Re Best Form of Government
From: John Halloran
Re: Summary Report to Board of Selectmen

We have spent the past several months researching and discussing the various forms of government available for the Town of Ellington. While it is clear that no form of government is "best" for any particular situation, I feel that the recommendations made in the Summary Report will best serve the Town of Ellington for the foreseeable future.

However, I feel that there are other subjects discussed which should also be presented to the Board of Selectmen. These are:

1. The term of the First Selectman and Board of Selectmen should be extended to four (4) years, with half the Board being elected every two (2) years. This would provide some continuity to the Board which now can change completely every two years.
2. An effort should be made to consolidate the position of Finance Officer/Treasurer with that of the Board of Education Business Manager. While this can only be done with the consent of the Board of Education, it can provide real cost savings and eliminate the conflicts between the two positions.

APPENDIX E

MEMORANDUM FROM AD HOC COMMITTEE ON BEST FORM OF
GOVERNMENT FOR ELLINGTON ADDRESSING ADDITIONAL SUGGESTIONS

1. Increasing terms of office for First Selectman and Board of Selectman from two years to four years.
2. Future consolidation of the current positions of Finance Officer and Board of Education Business Manager