

Professional City Manager Model in Municipalities and its Evaluation from the Perspective of Turkey

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Abstract

Municipalities are among the administrations that have an important place in public administration and get attention with their political aspects. It has been thought to implement certain practical and result-oriented solutions, which already exist in market economy, also in the management of municipalities so that the demands of all stakeholders, particularly citizens can be fulfilled. One of these solutions is professional city management. This method has been applied in the local governments in the USA to provide a solution to many financial and administrative problems of USA municipalities. This article treats professional city management, the ways it is applied, its benefits and risks as well as its applicability to Turkish municipalities.

Keywords: Professional city management, municipality management model, efficiency, ethical codes

Belediyelerde Profesyonel Şehir Yöneticisi Modeli ve Türkiye Açısından Değerlendirilmesi

Özet

Kamu yönetiminde önemli yere sahip olan ve yönetim konusunda siyasi yönleriyle dikkat çeken idarelerden biri belediyelerdir. Başta vatandaşlar olmak üzere bütün paydaşların taleplerini karşılamak ve sonuç odaklı çözümlerin ortaya konulması için belediye yönetiminde de piyasa ekonomisinde var olan bazı pratik uygulamaların hayata geçirilmesi düşünülmüştür. Bu uygulamalardan biri profesyonel şehir yöneticiliğidir. Yoğun olarak ABD yerel yönetimlerinde hayata geçirilen uygulama değişiklikler geçirerek günümüze kadar gelmiştir. Bu makalede profesyonel şehir yöneticiliği kavramı, uygulama şekilleri, faydaları-riskleri anlatılarak ABD belediyelerinde birçok mali ve yönetsel soruna çö-

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züm olarak getirilen modelin Türkiye'deki belediyelerde uygulanabilirliği konusu değerlendirilmiştir.

Anahtar Kelimeler: *Profesyonel şehir yöneticiliği, belediye yönetim modelleri, etkililik, etik kodlar*

1. INTRODUCTION

Being closer to the public more than other public institutions when it comes to rendering services, municipalities are intrinsically responsible to ensure the latest quality and cost standards. The only way to render the best service with the best quality and cost standards is to make professional decisions. Therefore, besides the changes in principle, it is of importance to apply professional problem solving techniques, which are already in use in market economy, at the level of managerial positions. There is a need for professional managers in municipalities who can introduce the viewpoint of market economy while solving local problems. It is in this way that municipalities can reach an efficiency-based management. It is indeed required to make some structural changes in order to put market economy based professional management understanding into effect in municipalities. Professional management is not in the structure of Turkish municipalities, but it has been applied in the USA for a long time. Citizens, who in fact finance public services, are having higher and higher expectations every day. In this regard, we will first treat the municipality management models and then examine the "Council-Manager Model", where the professional management is emphasized.

2. MANAGEMENT MODELS IN MUNICIPALITIES

Municipalities must thoroughly fulfil their local mission so as to contribute to regional and national development. The following can be listed among the duties of the municipality: meeting residents' needs, introducing regulations and bans as required, imposing a penalty when necessary, granting licenses in different fields, collecting taxes and similar income-generating tools, providing potable water, establishing and operating facilities to rout out waste and rain water, offering public transport services, auditing the use of immovable, borrowing, and wholesalers and retailers, carrying out food security works and contributing to the development of economy and commerce¹. The above-mentioned responsibilities are at the same time the problems which are getting more complicated every passing day and need to be solved.

1 Municipal Law numbered 5393, 2005.

The efforts to find the most ideal method to solve the local problems mentioned above led to the questioning of the managerial structures of municipalities, which are responsible to solve these problems. These efforts, which have not come to an end yet, aim to create a more efficient, effective, result-oriented, measurable, accountable, participatory and transparent management understanding. The new management understanding in municipalities started when private sector focused management models were transferred to public administrations. Further details on the management models in municipalities can be found below.

2.1. Mayor-City Council Model (Strong Mayor)

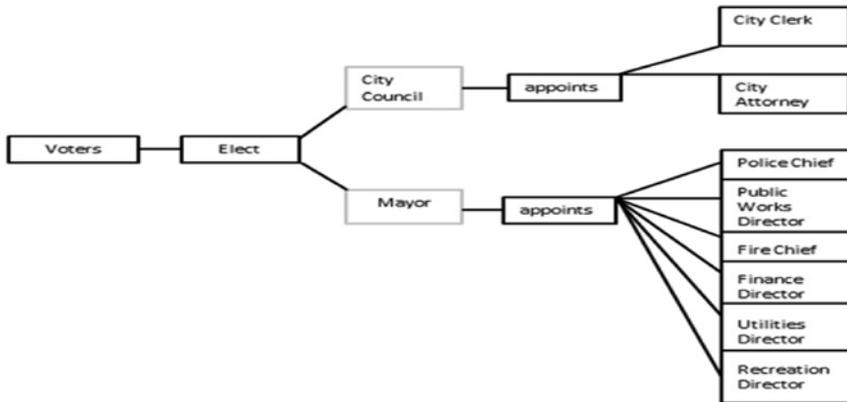
Strong Mayor (also known as Mayor-City Council) model is widely preferred by the management of municipalities, but it is similar to centralized structuring. It is the local government model which is closest to the relation between the legislation and executive powers in American Federal System. In this model, the mayor or executive power is assigned as the head of the city or state. The Mayor has a wide range of roles such as carrying out daily municipal works or ceremonial activities. The legislative power (council), however, fulfils the duties already mentioned. Among them are adapting to the budget, passing decisions, auditing the administration's performance and compatibility with general political position². In this model, the council is primarily the policy-maker; however, the mayor has primarily an executive role with veto power. In this model, there are clear distinctions between the roles of the executive power (mayor) and the legislative power (city council)³. For example, the mayor is in charge of fire brigade centre, has a power on other employees, and is responsible for budget preparation, management as well as preparation of agreements. Besides, the mayor has an authority on the employees in the council, can veto or approve laws and assign an advisory board. The city council is responsible to ensure that policies are legislated in accordance with regulations and decisions. The mayor can veto the council, but the latter can legally resist against the former's vetoes⁴. Below is the structuring of "Strong Mayor" model.

2 Icma, Forms of Local Government Structure, http://icma.org/en/icma/knowledge_network/documents/kn/Document/9135/Forms_of_Local_Government_Structure, Reference: 106142, 2008, p.1, accessed on:10.11.2013.

3 Mayor's Handbook Association of Washington Cities, Inc. and Municipal Research & Services Center of Washington, Washington: Inc. and Municipal Research & Services Center of Washington, 2009, p.5.

4 Korey Dickens et al., "Handbook for Georgiye Mayors and Council Members", 2012, p.2.

Figure 1: Strong Mayor



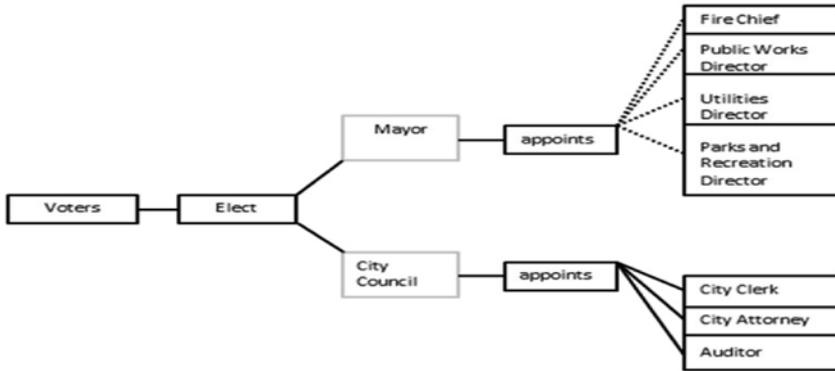
Source: Korey Dickens – Brandon Fris - Brian Wallace, “Handbook for Georgiye Mayors and Council Members”, Georgia Municipal Association, Georgia: Published in Cooperation with the Carl Vinson Institute of Government – University of Georgia, 2012, p.6.

2.2. Weak Mayor Model

In this model, the mayor has principally an executive role, but s/he shares policy making with the council. In many cities where this model is applied, the primary role of the mayor is to take care of ceremonial activities. The mayor has only a little power, and the executive power, if any, is given to the strong mayor. For example, the mayor cannot appoint people to the council or develop the city’s budget. Nor can s/he veto the city council’s decisions. Besides, the mayor has a limited power in the appointment of heads of departments in the municipality and has to get the approval of the council to do this. The biggest advantage of this model is that the city is not controlled by one single person. Thus, the city is less subject to some individual clumsy mistakes and corruption is less likely to harm the city⁵. Below is the structuring of “Weak Mayor” model.

⁵ Korey Dickens et al., “Handbook for Georgiye Mayors and Council Members”, 2012, p.2.

Figure 2: Weak Mayor



..... Council concurrence required for appointment of heads

Source: Korey Dickens et al.2012, p.6.

2.3. Council-Manager Model (Professional City Manager)

This new public administration model is the adaptation of private sector's management style to the public sector. The purpose of adopting this model is to change the parameters related to efficiency, performance management, outsourcing and public decision making through a management style similar to that of a *commercial enterprise*. Some business management techniques such as process, compliance, special measurements and internal reporting are included in public decision making⁶. Through this model, citizens under a municipality are treated as stakeholders, and the council, so to say, acts as their board of directors. The municipal council makes the city's policies, and the city manager employed by the council puts the policies into effect. In this structure, the city manager resembles the CEO, in other words general manager of an enterprise in the market economy⁷. Massad emphasizes that while Council-Manager model is mostly focused on cost-efficiency and productivity just as an ordinary enterprise operating in the private sector does, Mayor-Council model is mostly related to elections⁸.

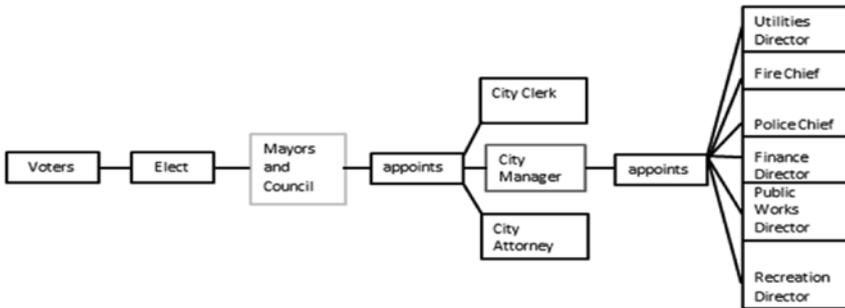
6 Ron Kluevers. - John Tippett, "The Views of Councillors and Managers on Accountability in Local Government: An Empirical Study in Australia", International Journal of Management, Vol. 28, No. 2, 2011 p.519.

7 Korey Dickens et al., "Handbook for Georgiye Mayors and Council Members", 2012, p.2.

8 Yong-Mi Kim, "Do Council-Manager and Mayor-Council Types of City Governments Manage Information Systems Differently? An Empirical Test", International Journal of Public Administration, Vol. 26, No.2, USA, 2003, p. 121.

In this model, the city manager is appointed by the council due to his/her knowledge of municipality works as well as his/her managerial skills. In this sense, a city manager undertakes the management of a big public institution. There is only a little restriction on his power and they mainly care about the results of the works s/he has done⁹. In the Council-Manager model, however, the council acts as the administrative body, which is elected whereas the manager acts as the executive appointed to apply the policies made by the former. The council generally consists of 5 to 9 members, including the mayor. According to the legislation, the mayor may be elected either by the public or the council. In this model, the council is not as big as the council in Mayor-Council model, and the council members are generally not chosen depending on their political affiliation. The council decides on the legal direction to take, and the manager fulfils the daily activities of the city. Forming a collective body, the Mayor and council are in charge of policies, budget and tax levels¹⁰.

Figure 3: Council-Manager



Source: Korey Dickens et al. 2012, p.7.

In this regard, Council-Manager Model attaches importance to political decision making and focuses to keep the municipality away from political decision making process¹¹. Figure 3 shows how the Council-Manager model functions. Accordingly, first of all, voters elect the mayor and coun-

9 Harry Aubrey Toulmin, *The City Manager*, (New York: Arno Press, 1974), p.76.

10 Icma, *Forms of Local Government Structure*, http://icma.org/en/icma/knowledge_network/documents/kn/Document/9135/Forms_of_Local_Government_Structure, Reference: 106142, 2008, p.1., (accessed on: 10.11.2013).

11 Harry Basehart, Francis Cane, Erica Wagenhals and Sandy Hedger, "Mayor- Council vs.Council- Manager: Two Forms of Self Government", A Report Submitted to the Citizens of Salisbury as a Guide for the May Referandum, The Institute for Public Affairs and Civic Engagement Salisbury State University, Salisbury- Mariland, 2000, p5.

cil. Then, these politicians appoint the city manager. After that, the city manager appoints the directors.

In Council-Manager model, what comes to the forefront is that the concept of professional manager is included in the management understanding and the elected council makes an appointed person apply its decisions. The first point that needs to be highlighted in this context is the professional manager concept. In this study, we will first mention this concept, and then explain the content and functioning of the model. In this way, we will have examined the model as a whole.

3. THE CONCEPT OF PROFESSIONAL CITY MANAGER AND ITS DEVELOPMENT

3.1. Occurrence of the Professional City Manager Concept

When we take a look at the very beginning of Council-Manager model, we see that subsequent to the revolution in business and city in American cities in the 20th century, some forward-looking groups were supported as opposed to politicians who were involved in extravagancy, wastefulness and corruption. There was an understanding against the latter. Some problems caused the majority of three hundred seventy five American cities to adopt Council-Manager model. Among these problems are: low standards in municipal works, wasting public funds with improper implementations, lack of vision about the city's future, insufficient energy even for limited targets, using the power not for the public benefit but for the political mechanism itself, jealousy and evilness in the community (even when cooperation is needed), lack of transparency as to the real business structure, dissatisfaction at different levels in certain fields, doubts about and lack of trust in the mayor and council¹².

Council-Manager movement is a remarkable product of the change in American local management. Besides, it has a stimulus effect on the improvement of municipal management techniques. This model paves the way for an enlightened public opinion¹³.

The first Professional City Manager was seen in Staunton, in Virginia State, in the USA. Charles E. Asburner was appointed by the municipal council as the

12 Leonard Dupee White, *The City Manager*, (New York: Greenwood Press, Publishers, 1968), p. ix.

13 White, *The City Manager*, 1968, p. x.

first general manager of Staunton municipality on April 2nd, 1908. Many people, most of whom were locals, applied for the position. The municipal council deserved credit for it did a deep search and appointed an unmatched manager out of the city. Charles E. Asburner, the first professional City Manager was born in 1870 in India. He was the son of an English army official. He was trained in the UK, France and Germany. He studied engineering at Heidelberg University. After he moved to the USA, he worked as an engineer in several positions in Virginia. Asburner was not unfamiliar with Staunton. He had already worked as a maintenance engineer in the railways of Chesapeake and Ohio near Staunton. At that time, the council was receiving bids for the repair of the dam, which was leaking water. The lowest bid, USD 4000 came from a local firm. Some council members, particularly W.O. Sydnor found the bid too high. Sydnor had a railway agency and he consulted Asburner, who said this work can be done for 737 dollars. The council listened to Asburner's advice and got the dam repaired for 725 dollars. Thus, the first city manager was an enterprising, talented, creative and organized person. Having worked in Staunton from 1908 to 1911, Asburner went to Springfield, Ohio; Norfolk, Virginia and Stockton, California. His annual pay was increased to 20.000 from 2500 in return for the services he rendered. Asburner was also elected as the first president of City Managers' Association. He was honoured in this way for he was the first city manager¹⁴.

3.2. Development of Professional City Management

Though similar to the CEOs (Chief Executive Officer) in private sector in many aspects, CAOs are different from the former in certain points, and they are appointed by the local council¹⁵. In municipalities, the city manager (CAO) appointed by the council takes care of the daily works in the city and works to put the council's policies into practice. Managers are required to be trained in their fields and have professional experience. A typical city manager applies the policies and programs that are in compliance with the council's decisions, employs the directors and heads in a municipality and audits them, develops budget as required by the council, manages all the contracts and agreements concerning the city and gives advice to the council and mayor in his/her capacity as a manager. In addition to this, the manager establishes contact between the directors, council and

14 James H. Svava and Kimberly L. Nelson, "Taking Stock of the Council-Manager Form at 100", Public Management, ICMA.org/pm, 2008, p.10, (accessed on: 10.12.2013).

15 James Keene, John Nalbandian, Robert O'Neill and J r., Shannon Por tillo - James Svava, "How Professionals Can Add Value to Their Communities And Organization, Public Management, 2007, ICMA.org/pm, p.32, (accessed on: 10.12.2013).

mayor¹⁶. As well as being a strong idealist as a professional, a city manager should also be realistic, understand and accept the realities of the political environment. S/he should be ready to serve the council and community¹⁷. International City Managers Association (ICMA) determined certain content fields related to city management in more than 10 years (1992-2002). These fields are as follows; ensuring the staff's efficiency, team leadership, guidance, management, delegation, facilitating policy making, the council's being active, negotiation and peace-making, rendering services, planning and managing, improving services, ensuring quality in services, taking initiatives, vision, creativity, innovation, digital literacy, supporting democracy and citizens' participation, evaluating differences, budgeting, analysing financial information, human resources management, strategic planning, facilitating and supporting interpersonal communication, presentation skills, considering the media, ensuring personal, professional and organisational integrity¹⁸.

3.3. Duties and Personal Features of Professional City Managers and Ethical Code

Loveridge (1968) defined 9 job duties for city managers. These are: being innovative in politics, advocating policies, budget advisor, managing policies, neutralising policies, defending policies, political leader, political employer and political campaigner¹⁹. There is various advice in the literature about how to succeed as a city manager: establishing relations with related circles, listening to all stakeholders carefully and frequently, being polite, humble and self-confident, rehearsing behind the stage, having a good knowledge of operations, respecting city councils as required, taking care of the issues that council members pay attention to, giving services about these issues, respecting the priorities of council members, informing council members on time, updating them about the general functioning, making peace with challenging council members, ensuring compliance between the municipalities' long-term approach to services and the perspective of council members and manager, being aware that the success

16 Korey Dickens et al., "Handbook for Georgiye Mayors and Council Members", 2012, p.2.

17 Basehart et al., "Mayor- Council vs.Council- Manager: Two Forms of Self Government", 2000, p.5.

18 Bill Hansell, Professional Management: A Significant Contribution of the Council - Manager Form of Government, Public Management, ABI/INFORM Complete, 2002, p.24.

19 Tansu Demir and Christopher G. Reddick, Understanding Shared Roles in Policy and Administration: An Empirical Study of Council-Manager Relations, Public Administration Review, Vol.72, Iss, 4, 2012, p.527.

of council members is perceived as the success of manager, respecting the community, conducting individual and local services by considering the community's and council's demands, fulfilling the public's needs before they are put on the agenda of the council (proactive approach), committing to integrity and honesty, displaying leadership, having big targets, raising the bar, taking risks and being willing to give service²⁰.

Ethical codes for professional city managers were first created by ICMA in 1924 and updated in 2013. The codes cover the principles that ICMA members should take as a basis. Some of the ethical codes that ICMA determined and expects its members to respect are as follows: giving advices to the elected and appointed public officials, maintaining public confidence, providing his/her identity information to the institution, professional behaviour, reporting ethics violations, confidentiality, a minimum of two years in office, political impartiality, not participating in political campaigns, informing the council, self-assessment, protecting confidential information, employment on the basis of merit, representing only the municipality (no other institution), not promoting any commercial product except for the professional development books and trainings supported by the municipality²¹.

3.4. The Relation of the Professional City Manager with the Council

Council-Manager model offers more advanced opportunities to citizens and give them the chance to change their future²². To what extent city managers should be involved in policy-making in addition to their executive roles remains to be a managerial problem. This discussion results from the gap between institutional design and real practices. In general, no municipal legislation grants a city manager official power for policy making. Only the officials who have been elected have the authority to make policies because they are legally elected and must account before voters. Institutionally, a city manager has to abide by the laws and get legal approval in policy-making. The literature largely covers the manager's roles in policy making. This political and managerial contradiction is at the same time subject to an institutional regulation. Bosworth detected three types of city management until early 1950s; the first one is administrator-manager, the

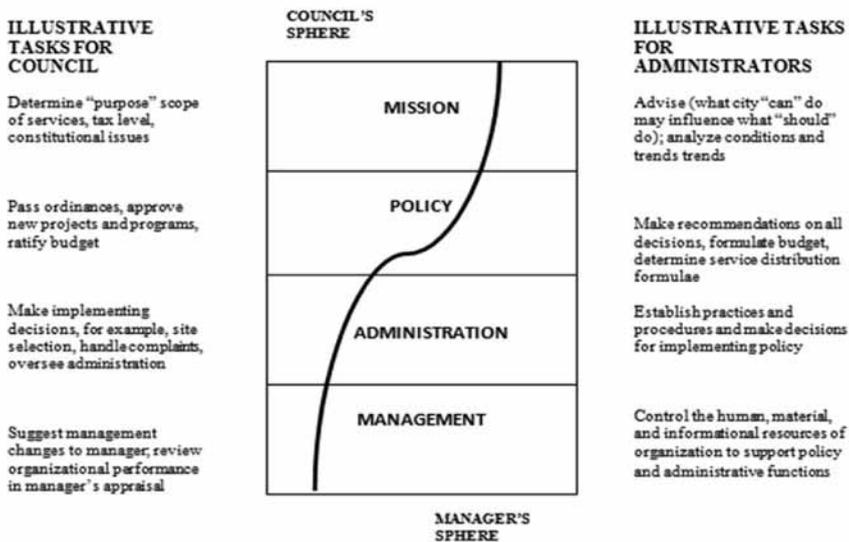
20 Garry O' Connell, *Council-Manager Relations: Finding Respectable Ground*, Public Management, *Abi/Inform Complete*, ICMA.org/pm., 2007, p.21, (accessed on: 10.11.2013).

21 Code of Ethics http://icma.org/en/icma/knowledge_network/documents/kn/Document/100265/ICMA_Code_of_Ethics_with_Guidelines, 2013, (accessed on: 10.10.2013).

22 Korey Dickens et al., "Handbook for Georgiye Mayors and Council Members" 2012, p.3.

second one is policy researcher- manager and the third one is community leader-manager. According to the author, these three models are all related to policy making. Kammerer points out that what are expected the most from a city manager in public administration literature are political leadership and innovation. Booth (1968) and Fannin (1983) described the activities of city managers and behavioural patterns in policy making. The subsequent studies also prove that city managers participate in policy making and can even take the leadership role²³.

Figure 4: Mission-Management Separation with Shared Responsibility for Policy and the Administration



Source: Douglas J. Watson - Wendy L. Hassett, Local Government Management, Current Issues and Best Practices, (New York: An ASPA Classics Volume, 2003,) p.45

Killian and Choudhury (2010) described 4 duties for professional managers. These are administration, mentoring, commentator and technology specialist. In their study, they revealed that professional city managers spend 25 to 49% of their time on traditional management, and they also

²³ Yahong Zhang, The City Manager's Role in Policy-Making: A Perspective Beyond Substitution and Collaboration Models, American Review of Public Administration, 2012, p.2.

take a role in policy making and they spend about one thirds of their time on it²⁴. In Figure-4 above, you can see the segregation of duties in all fields concerning the council and manager. The divided fields show the suggested action fields concerning the council and manager. Suggested actions are on the left of the illustration concerning the council. For the manager, they are on the right. The purpose of such a division as shown in the illustration is to find the relevant degree in sharing and segregation. Any transition between these fields is deemed improper²⁵. According to the segregation of duties in the illustration, we see that the council takes more responsibility when it comes to decision-making, and the manager's role is more about execution. Therefore, in this illustration, the "action field" of the council is bigger. In addition to a balanced political approach that can be seen in duties such as setting local tax rates, constitutional matters, applying projects and programs and approving budgets, the council also takes care of administrative works such as auditing the manager, receiving complaints, firing the manager if necessary and appointing a new one. According to the illustration, the manager mainly handles administrative works including applying the council's decisions, making suggestions, regulating the budget, applying procedures and taking care of materials and human resources. We see that when it comes to setting goals, city managers take a limited role, but there is a balance in the execution of policies. In the Table-1 (2007) below, you can see the ratio of answers to the questions that measure the policy role strength of the mayor, city manager and council.

Table-1 shows that after the council, the mayor has the most effective position in advocating policies via media. Politicians constitute the exposed face of the municipality, which is in parallel with the model's structure. Primarily the council and city managers set priorities in financial issues, and accordingly the people holding these positions are responsible for reaching consensus in strategies and policies.

24 Constance C. Phillips, *City Managers' Perspective On Leadership Practices At The Executive Level In Local Government*, College of Business and Public Management Department of Public and Health Administration, University Of La Verne, La Verne, California, 2012, p.53.

25 Douglas J. Watson and Wendy L. Hassett, *Local Government Management, Current Issues and Best Practices*, (New York: An ASPA Classics Volume, 2003), p.45.

Table 1: All Responses and Policy Role Strength

	Mayor	Council	City Manager
Advocating policy in community and with the media	31,73%	37,35%	30,92%
Setting long-term fiscal priorities for the city	27,92%	37,35%	33,73%
Developing strategies for future development of the city	29,72%	35,74%	34,54%
Building consensus with elected officials on policy issues	29,72%	36,14%	34,14%
Serving as intergovernmental liaison	32,53%	30,12%	37,35%
Determining purpose and scope of city services	27,71%	33,33%	38,96%
Coordinating with citizen committees, boards and commissions	29,32%	34,14%	36,55%
Proposing new policies	27,11%	35,74%	36,14%
Developing city budget	27,71%	33,73%	38,55%

Source: Gwendolyn Voelpel, The Policymaking Role of the Mayor in Council-Manager Cities: Detracting And Enhancing Factors, MBA, University of Nebraska Omaha, 2007, p.14.

The responsibilities such as giving service in cooperation with other institutions, setting the purpose and scope of municipal services, offering new policies, developing budget and fulfilling tasks related to citizens' organization mainly rest with the city manager. The research revealed that city managers are not only interested in their executive tasks, but they also partake in policy making to a considerable extent.

4. PROFESSIONAL CITY MANAGER MODEL AND ITS FUNDAMENTAL ELEMENTS

In theory, a person who is appointed as a professional city manager should be more efficiency-focused than a mayor who is elected. The reason for this is that a mayor who has talent for politics does not necessarily have managerial skills. Weingast, Shepsle and Johnson (1981) stated in their studies that politicians keep exaggerating the benefits of the projects they have been carrying out in order to get support for their own programs. Inefficient cost-benefit behaviours in fact result from politicians' desire to maximize their votes and focus solely on topics concerning them. In this regard, it can be said that Council-Manager model is much more effective than Mayor-Council model. As a matter of fact, city managers were trained in public administration and they do not directly feel the pressure of gaining votes²⁶.

²⁶ Steven F. Kreft, An Efficiency Comparison of City Managers and Elected Mayors, J.E.L classification: H7, H4, H1, Kelly School of Business http://be.wvu.edu/phd_economics/pdf/02-03.pdf, , 2007, p.6. (accessed on: 10.09.2013).

The expectations from professional city managers are based on fundamental principles initially created to maintain the position. First of all, introducing the concept of *professionalism* to public administration is important because it shows that there is a will to adopt a result-oriented approach. Professionalism has been a concept taken seriously in public administration for a long time. However, in today's world, there are few doubts about the professionalism practices in public administration. Being professional gives autonomy to a manager to a certain degree and helps him/her make managerial decisions and act fearlessly while applying their decisions²⁷.

Another important issue is the *responsibility* of the manager. The concept of responsibility that Woodrow Wilson mentioned in his article entitled "The Study of Administration" has been an important field of interest in public administration. A city manager said long time ago "I feel as a hand of the city council. In the last analysis, I am not working for the public, I am not working for the city's citizens; I am working for the council." In his statement, the manager clearly mentions the responsibilities resulting from being a professional. History of political administration has witnessed quite tense relations. The administrators who are elected accuse bureaucracy of being irresponsible, resisting change and ruining the agenda. Local observers say that there is a bilateral balance of power in political administration relations. Svava (1990) points out that the managers who were supported when they were in office never went through an investigation. The increase in the number of such studies shows that there is more need for the feeling of responsibility in public administration²⁸.

Another element is *representation*. Although there are elections, the demands of citizens are not put into words or expressed. It is a striking deficiency. Many scientists say that if public administrators are to represent the people to whom they render services, they should behave accordingly. From this point of view, a city manager should be like a bridge between voters and the people elected, participate in several activities with them and share their demands with the people elected. Thus, a city manager can be the spokesperson of the community s/he is serving and establishes communication with top policy makers considering people's demands²⁹.

27 Tansu Demir, Professionalism, Responsiveness, and Representation: What do They Mean for City Managers, *International Journal of Public Administration*, 34:3, 2011, p.152.

28 Demir, Professionalism, Responsiveness, and Representation: What do They Mean for City Managers?, 2011, p.152.

29 Demir, Professionalism, Responsiveness, and Representation: What do They Mean for City Managers?, 2011, p.153.

4.1. Practical and Theoretical Benefits of the Model

Council-Manager model has brought about many administrative and financial benefits to date. There are several examples which can be shown as a reason for preferring this model. For instance, when this model was first applied in Manistee, in the state of Michigan, there was a tax decrease of 7,43 dollars per 1000 dollars. In addition, some advanced accounting methods were also created in this city³⁰. 20.000\$ was saved in 1914 only via equipment purchase. This amount was significant for the budgets of the time³¹.

In Dayton, in the state of OHIO in the USA, the council-city manager model has proved to be efficient. For example, garbage collection decreased to 1,60 dollars from 2,60 dollars per ton. A self-sustaining facility reducing garbage was constructed. Water supply increased to 10 million gallons and comprehensive plans were made in order to supply water for the future. If applicable, prepaid water service was started. Two water tanks, each of which is of 10 million gallons were provided. A modern health department was established. Health institutions under public health nursing system were all united under health department. Health audit system was created for the pasteurization of food and dairy services. Infant mortality rate decreased to 67 from 124 per thousand. A farm of hundred hectares was established for the poor, and this facility is operated based on modern methods. Modern public resort facilities were established. Insurance rates were decreased to 43%. Women's shelters were established for women. Modern accounting systems were introduced and scientific budgeting was started. A centralized purchase department was founded. Auditing systems started to be audited independently. Finance department was revised. Income-expenditure was controlled in the best way. Garbage collection was expanded to the whole city. Medical examination was started in public schools³².

Table-2 below shows a comparison of Council-Manager Model and Mayor-Manager model in terms of accountability in American local elections. According to the Table, the city manager is subject to the council, and if s/he fails, s/he can be fired just like in private sector. In other words, his/her performance is assessed by the council on behalf of the public. The

30 Alice M. Holden, *The City Manager Plan*, *The American Political Science Review*, Vol. 10, No. 2, 1916, p.338.

31 Holden, *The City Manager Plan*, 1916, p.339.

32 Clinton Rogers. Woodruff, *The City-Manager Plan*, *American Journal of Sociology*, Vol. 33, No. 4, The University of Chicago Press, 1928, p.604.

table also shows that the mayor who has been elected will be in office for a pre-determined period of time and shall complete this period in office. In Mayor-Council model, the mayor has a strong position and the council may have trouble getting information about the services from the mayor. From the managerial perspective, there is a clearer distinction between responsibilities. In this model, the council has the political authority and the city manager has the administrative authority. Regarding this issue, it is stated that in Mayor-Council model, there is no clear political or administrative distinction based on separation of powers. Besides, in this model there is a dispute over veto between the mayor and council.

Today, the cities that apply council-manager system are the fastest growing ones in the USA. The city manager is responsible for daily works to the council. There are several reasons to prefer city manager model to strong mayor model. The city manager encourages the residents to be involved in politics. Special demands of citizens are evaluated; the works carried out by the municipality are becoming less partisan and politics disappears³³.

Table 2: Accountability in American Local Government

Council-Manager Form	Mayor-Council Form
City Manager serves at the pleasure of the Council and can be removed at any time.	Elected Mayor serves for a fixed term.
City Council can exercise continuous scrutiny over managerial performance and City Manager is expected to provide information on that performance.	Councils may have difficulty in getting information from strong Mayors.
Unitary model with all political authority placed in the hands of the City Council and all administrative authority assigned to the City Manager.	Characterised by a separation of powers with checks and balances between the Mayor and the Council.
-	With two 'veto players', administration is subject to less control.

Source: Bligh Grant- Brian Dollery - Jeff Gow, An Assessment of Alternative Elected Leadership Models for Australian Local Government, Working Paper Series, Centre for Local Government, School of Business, Economics and Public Policy, University of New England, Armidale NSW, 2010, p.15.

33 Icma, Council-Manager Or "Strong Mayor", The Choice Is Clear, Prepared By The California City Management Foundation And ICMA., icma.org., 2001, p.1., (accessed on: 12.12.2013).

In light of this information, it is possible to say that professional managers add value to the community as they spend the resources properly, work in harmony with elected ones and are result-oriented. Professional managers focus on current problems by thinking about the past and future. They also have extensive policy discussions. These all help create policies and set targets for a long-term vision. They also contribute to the creation of ethical standards beyond laws. People with different demands can compromise (politicians, private sector, citizens) and not only certain groups but the entire society can be the point of focus. It becomes possible to commit to the principles of equality and justice in giving services and decision making depends on merit instead of favours. Innovations are made in order to reach perfection in organizational functioning. To reach perfection, services are rendered in line with the principles of transparency, efficiency and equality. The same principles are also considered in evaluating and applying policies³⁴.

5. COUNCIL-MANAGER MODEL IN THE USA AND PROFESSIONAL MANAGERS

In this chapter, we will provide statistics from the USA, where professional city management first appeared, draw attention to the importance of the issue and make evaluations. In the previous chapters, it was stated that city managers are appointed by politicians who are elected. They can also be fired by the same politicians if required. In the USA, their term of office of 7,38 years in 2009, and it decreased to 7,3 in 2012. This shows that the mayor and city council members, who are elected and take office for a certain period of time, do not discharge the professional city managers they appoint from office for a long time³⁵.

Table-3 below shows the ratios and numeric values of the local government models (1990-2007) preferred in the USA. The research was carried out in municipalities with a population of more than 2.500. According to the table, the most preferred models are generally Mayor-Council and Council-Manager. In 1990, 3.645 municipalities (54,5%) preferred Mayor-Council model, and this number decreased to 3.131 in 2007, which means a

34 Icma, Professional Local Government Management: The Benefits to Your Municipality (brochure), http://icma.org/en/icma/knowledge_network/documents/kn/Document/1705/Professional_Local_Government_Management_The_Benefits_to_Your_Municipality_brochure-Reference:10000048, 2008, (accessed on: 10.09.2013), p.3.

35 Icma, Statistics and Data, http://icma.org/en/icma/career_network/education/data, 2013, (accessed on: 10.10.2013).

14,1%decrease. 515 municipalities which contributed to this decrease had a population lower than 10.000. Only 1 municipality with a population more than 10.000 preferred Mayor-Council model. In 1990, Council-Manager model was less preferred than Mayor-Council model which a ratio of 36,2%. It was preferred in 2420 municipalities. However, in 2007, it was preferred with a ratio of 48,9%and applied in 3.520 municipalities.

Table 3: Use of Major Forms of Local Government and Change

All U.S. Cities over 2,500 in population	1990	2007	Change		
	% (number)	% (number)	% (number)	Cities smaller than 10,000	Cities larger than 10,000
Mayor-council	54,5% (3.645)	43,5% (3.131)	-14,1% (-514)	-515	1
Council-manager	36,2% (2.420)	48,9% (3.520)	45,5% (1.100)	574	526
Other	9,2% (617)	7,5% (543)	-12% (-74)	-47	-27
Total	100% (6.682)	100% (7.194)	7,7% (512)		

Source: James H. Svava - Kimberly L. Nelson, Taking Stock of the Council-Manager Form at 100, Public Management, August 2008, ICMA.org/pm, p.9.

In other words, Council-Manager model got more and more preferable from 1990 to 2007. Its preferability increased by 45,5%. The model was preferred by 1.100 municipalities. 574 of them had a population lower than 10.000 and 526 of them had a population higher than 10.000. In the table, there are models which are named "Other". In 1990, their ratio was low (9,2%), and in 2007 their ratio fell further to 7,5%. "Other Models" were left by 74 municipalities in total. 47 of them had a population lower than 10.000, and 27 of them had a population more than 10.000.

Table-4 below shows the gender of city managers in the USA as per the years. According to the table, men dominated this position during the years concerned. In 1974, 99%of city managers were men. This ratio decreased as the years passed and women started to occupy this position more and more. In 2009, 20,1%of city managers were women. In 2012, however, there was a slight decrease in their percentage. Based on the table, it can be said that in the past 20 years, the percentage of men occupying professional city management positions has fallen, and women have started to prefer this position more.

Table 4: Gender of City managers As Per the Years (USA)

	1974	1989	2006	2009	2012
Men	99%	95%	87,5%	79,1%	80,2%
Women	1%	5%	12,5%	20,1%	19,8%

Source: *Icma, Statistics and Data*, http://icma.org/en/icma/career_network/education/data, (accessed on: 10.10.2013).

Another important issue is the pay given to city managers. It is expected that city managers, who administer a big budget and personnel, are paid in parallel with their responsibility. Table-5 shows the average salaries of professional city managers as per the years. It is seen that their salaries have been increasing since 1934. In 1934, the annual salary of a city manager was 5.100, and it increased nearly by 15 times and reached 75.675 dollars in 1999. The upwards trend continued in the years following 1999 and in 2012, their salaries reached 110.972.08 dollars.

Table 5: Average National Salary of Municipal and County Managers/CAOs (USA)

1934	1971	1999	2002	2005	2009	2012
5,100\$	18,000\$	75,675\$	89,001\$	97,060\$	109,000\$	110,972.08\$

Source: *Icma, Statistics and Data*, (accessed on: 10.10.2013).

Another important issue to be analysed within the context of professional city management is their age. Table-6 shows proportional information about city managers' ages. In 1934, 41-50 age group was preferred the most with a ratio of 37%. In 1971, the 30-40 age group was preferred the most with a ratio of 45%. In the same year again, the age group below 30 was preferred the most with a ratio of 26%. After 2000, the age group below 30 was not preferred a lot, and there were fluctuations in other age groups. It is possible to say that the average age of city managers started to increase gradually after 2000. The ratio of 51-60 age category increased to 46% from 37% from 2000 to 2009. During those years, this age group was the age group preferred the most. In 2012, this ratio (39,5%) had a slight

drop, but it still continued to be the most preferred age group. However, the age group above 60 took office the most in 2012 with a ratio of 23,8%.

Table 6: City Managers' Ages as per the years (USA)

	1934	1971	2000	2002	2006	2009	2012
Under 30	7%	26%	2%	2%	1%	1%	1,3%
30-40	34%	45%	16%	13%	12%	12%	10,1%
41-50	37%	21%	40%	36%	28%	24%	25,2%
51-60	19%	5%	37%	43%	48%	46%	39,5%
Over 60	3%	3%	6%	7%	11%	17%	23,8%

Source: Icm, Statistics and Data, (accessed on: 10.10.2013).

Another point which changed as per the years and was subject to analysis is the educational status of professional city managers. Table-7 below shows that the educational status of professional city managers improved as the years passed. We can see PhD degrees starting from 2002. In 2002, 1,5% of professional city managers had a doctorate degree. This percentage rose to 2,1% in 2012. According to the table, the biggest change can be seen in master's degree, MBA and MPA. In 1934, 13% of city managers held a master's degree, but this number increased to 27% in 1971, 60% in 2002, 62% in 2006. In 2009, it decreased to 58,1%, and in 2012 it increased to 59%. In 1934, high school graduates constituted 21% of all city managers, but in 2012 this ratio dropped to 2,5%. In 2012, the majority of city managers had master's degree, and 23,5% of them graduated from a four-year programme. Based on this, it can be inferred that today city managers are largely expected to have a master's or bachelor's degree.

Table 7: Educational Status of City Managers as per the years

	1934	1971	2002	2006	2009	2012
Doctorate Degree	(data for graduate degrees not reported separately in 1934 and 1971)		1,5%	1,7%	1,4%	2,1%
Law Degree			2%	3%	3,1%	4%
Master's Degree	13% (includes all graduate degrees)	27% (includes all graduate degrees)	60%* (MPA, MBA, or other Master's degree)	62% (MPA, MBA, or other Master's degree)	58,1% (MPA, MBA, or other Master's degree)	59%
Four-Year Degree	51%	42%	26%	24%	24,7%	23,5%
Some College	N/A	26%	8.5%	6%	9,5%	8,8%
High School	21%	3%	2%	1%	3,1%	2,5%
Grade School	15%	2%	N/A	N/A	N/A	N/A

Note: Percentages for 2000 do not equal 100% because of rounding

*Data reported is from all managers, including ICMA members, responding to ICMA's 2000, 2002, 2006, and 2009 SOP surveys. Percentage of ICMA members with Master's degrees has been estimated to be as high as 71%.

Source: Icma, Statistics and Data, (accessed on: 10.10.2013).

6. EVALUATION OF PROFESSIONAL CITY MANAGEMENT MODEL FROM THE PERSPECTIVE OF TURKEY AND CONCLUSION

When it comes to rendering services directly to citizens, municipalities are much closer to the public than other public administrations. Considering municipal services and the ways they are financed, it is of great importance that municipalities serve in accordance with the realities of market economy. Due to the number of municipalities, the size of the population they render service to and the funds they use, it can be said that municipalities are public administrations that do need professional management. In this sense, it is required to revise the state the municipalities are in. The ratio of people accomodating in the centres of cities and districts was 77,3%in 2012 based on the law on "Making Amendments in Some Laws and Statutory Decrees and the Establishment of Metropolitan Municipalities in Thirteen Provinces and Establishment of Twenty-Six Districts" dated 2012 and numbered 6360. In 2013, this ratio increased to 91,3%with the establihsment of metropolitan municipalities in 14 provinces and inclusion of smaller municipalities and villages within larger municipalities in 30 provinces with metropolitan municipalities. The number of people benefiting from the services of the

municipalities, thus, reached 70.034.413 subsequent to this law³⁶. In return, the number of regular municipalities decreased to 1394 in 2014 from 2950 in 2013. As to their economic size, the total income of Turkish municipalities was approximately 53.9 billion TL in 2013 whereas their expenditures amounted to 59.9 billion TL. The ratio of the municipalities expenditure realization to the central expenditure realization was around 14,6%³⁷. These numbers show that Turkish municipalities now have more missions and responsibilities in social, economic and financial aspects. Hence, the administrations of municipalities should efficiently use the financial funds and human resources to fulfill their missions. In this regard, Turkish municipalities should complete their structural transformation in order to ensure efficiency in their services. Once Turkish municipalities undergo professionalism-based transformation, they will have more added value.

In Turkey, mayors are the head of municipalities considering policies and executive powers. Therefore, it is important that mayors make rational and realistic decisions. Educational background and experience of mayors might influence their decisions in a positive or negative way. Table-8 below shows the educational level of Turkish mayors. It is seen that 711 mayors are university or college graduates. The number of illiterate mayors is 2 and 10 mayors have not graduated from any school. This could adversely affect the way municipalities operate.

Table 8: Educational level of mayors of municipalities in Turkey

Turkey	Men	Women	Total
Illiterate	2	-	2
Literate But No School Completed	9	1	10
Grade School	86	1	87
Elementary School	41	3	44
Secondary School or Equivalent	80	-	80
High School or Equivalent	321	8	329
College or Faculty	688	23	711
Master's Degree	92	3	95
Doctorate Degree	26	-	26
Unknown	9	1	10
Total	1.354	40	1.394

Source: TÜİK (Turkish Statistical Institution) www.tuik.gov.tr, (accessed on: 24.10.2014).

36 TÜİK (Turkish Statistical Institution), <http://www.tuik.gov.tr/UstMenu.do?metod=temelist>, (accessed on: 20.10.2014).

37 Republic of Turkey Ministry of Finance, General Directorate of Budget and Fiscal Control, (based on the budget data), www.bumko.gov.tr, (accessed on: 20.10.2014).

The number of mayors who hold a doctorate degree is 26. This is a low ratio. The table shows that many mayors have not received an education to meet the standards of professional management. This makes it more difficult to create quality projects with value added.

Turkish municipalities need to apply the principles of professional management in order to render local services efficiently. There are many steps to take to ensure this. The first step is to increase the financial autonomy of municipalities and decrease the degree of centralism. This could be done with an increase in municipalities' earned income. Earned income of Turkish municipalities is calculated to be 48,11%. This ratio is around 32,35% in metropolitan municipalities³⁸. Considering that the majority of the population lives under metropolitan municipalities, this ratio is thought-provoking in terms of autonomy in particular. Therefore, if the earned income of municipalities is increased and municipalities are given the authority for partial taxation, they will be less dependent on the central administration³⁹.

Another issue regarding professional management is public participation. Municipalities should pay attention to public participation in decision-making. Public opinion should be included in city councils and strategic plans. It could be thought that the decrease in the number of municipalities would make public participation more difficult. It is true that this could decrease the representative power of citizens. Therefore, as part of their professional management missions, municipalities should carry out more public relations activities, prepare efficient activity reports for accountability and clearly define who the people in charge are.

Another issue is employees' compliance with ethical principles. Adherence to ethical values makes employees attach more importance to the just distribution of income in rendering municipal services. They will also work more responsibly. In 2004, Turkey accepted the law on "*Establishment of Ethical Committee for Civil Servants and Making Amendments in Certain Laws*" numbered 5176. The purpose of the law is to define ethical behaviour principles such as transparency, objectivity, honesty, accountability and protection of public benefits. Municipalities have also established "*Commissions of Ethics*" based on this law. Commissions of Ethics are in charge of applying the "*Ethics Convention for Civil Servants*" attached to

38 2013 Activity Report for Local Governments, pp.135-137, www.migm.gov.tr, (accessed on: 23.10.2014).

39 Haluk Egeli and Funda Diril, "Türkiye'de Yerel Yönetimlerde Mali Özerklik ve Vergilendirme Yetkisi", *Sayıştay Dergisi*, Vol. 84, 2012, p.27.

“Regulation on the Principles of Ethical Behaviours for Civil Servants and Principles and Procedures Related to Application” dated 2005. Municipalities should have all their employees sign this convention, which covers ethical code so that Commissions of Ethics can work efficiently. In addition to this, the administration of municipalities must ensure that Ethics Commission work actively so that the provisions of this agreement can be executed⁴⁰.

There have been various attempts to make sure that Turkish municipalities are administered according to the principles of market economy; however, *“Professional City Manager Model”* has not been preferred in Turkish local governments up to now. In the US, this model has proved to be successful in ensuring efficiency in the management of expenditures and the municipality itself. It has even become more preferable.

It would be useful to examine the institutional structure of Turkish municipalities in evaluating the professional manager model. In Turkey, there is one single local governance model. It is possible to say that *“Strong Mayor Model”* or *“Mayor-Council Model”* described in the first part of this study is similar to the model applied in Turkey. As mentioned earlier, in this model legislation and execution are united and the mayor has a quite strong position in spite of the existence of a council. In Turkish model, the mayor is also the chairperson of the council. The mayor can return the council’s decisions which s/he finds to be against law within 5 days by stating the reason for unlawfulness. The decisions that are not asked to be reviewed and the decisions that are asked to be reviewed but accepted by the absolute majority get finalized. Regarding the decisions that are finalized upon the insistence of the council, the mayor can apply to the administrative jurisdiction within 10 days⁴¹. The mayor appoints the secretary general and directors in metropolitan municipalities. In these appointments, the mayor recommends the secretary general to the Ministry of Interior and the latter appoints him/her, and informs the city council accordingly. In a metropolitan municipality, the secretary general and his/her assistants ensure the distribution of services in line with the legislation provisions, the municipality’s objectives and policies as well as strategic plan and annual program. They act on behalf of the mayor and upon his/her directives. The city council decides to establish or remove municipal units⁴². Apart from this, the mayor has many duties such as administrating

40 The law on “Establishment of Ethical Committee for Civil Servants and Making Amendments in Certain Laws” numbered 5176, <http://www.etik.gov.tr>, (accessed on: 23.10.2014).

41 Municipal Law numbered 5393, 2005.

42 Metropolitan Municipal Law numbered 5216, 2004.

the municipality, creating the institutional strategy, representing the municipality in ceremonies, being present in trials as the defendant and plaintiff, making contracts, applying the budget and assigning the municipality to duties which do not require the decision of the council or committee ⁴³

In the Strong Mayor or Mayor-Council Model applied in Turkey, in metropolitan municipalities instead of a professional city manager, there is a secretary general that is appointed by the mayor and undertakes execution. There is no secretary general in municipalities except the metropolitan municipalities. The secretary general is a subordinate of the mayor, and as an executive s/he acts on behalf of the mayor. S/he takes care of administrative works in the municipality on behalf of the mayor but is never involved in politics. A general secretary has to be a civil servant. Appointed as a high level bureaucrat, a general secretary is required to have a college degree, but s/he is not expected to have a certain specialisation.

In Turkey, political parties first show their mayor candidates and if elected, mayors take office for a certain period (5 years). The political and executive power of the municipality, the mayor is responsible for all municipal tasks. S/he is the head of the municipality. Because s/he is first shown as a candidate from a political party and takes office after elections, the mayor has a political power. The political power of the mayor may turn into a handicap as it enables him/her to act in parallel with some central policies or the party's policies while carrying out municipal projects. In addition, such a political power reduces the functions of the council and leads to a monopolist administration. In this system, only in metropolitan municipalities, there is a secretary general that looks similar to a professional city manager, but considering efficiency it is doubtful that a secretary general can really fill this position. A secretary general is appointed by the mayor and follows his/her directions. This may also lead political decisions to be made in municipal tasks. Besides, a secretary general is not required to have a professional identity. Even if s/he wants to focus on efficiency, s/he may fail to do it because s/he is a subordinate of the mayor. As mentioned earlier, in Council-Manager model, the professional city manager works under the council and the mayor is the politician taking care of ceremonial activities. Given its composition, a city council is more representative than a mayor. The secretary general that is in appearance similar to a city manager is more politicised than a professional city

⁴³ Municipal Law numbered 5393, 2005 - Metropolitan Municipal Law numbered 5216, 2004.

manager. Applying the mayor's directives, the secretary general is like the extension of political administration in Turkey.

Council-Manager model is different from Mayor-Council model in some points. Based on these differences, their handicaps were already mentioned. These handicaps are valid also for Turkey. After the required legal and structural changes are made, professional city managers can take a role in municipalities. Some revisions can also be made in the duties and responsibilities of mayors. After that, municipalities can be alienated from politics and be more focused on efficiency with a rational and pragmatist point of view. In such a case, unlike the professional managers in Mayor-Council model, professional managers will not have to look out for potential voters, interest and pressure groups and their political parties while making decisions. Thus, some structural changes can be possible in investments made with a long-term approach, the wishes of the public can be taken into consideration and there will be no populist spending right before the elections.

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