

**MUNICIPAL GOVERNMENT
AND ADMINISTRATION**

BY THE SAME AUTHOR

**THE GOVERNMENT OF EUROPEAN CITIES
THE GOVERNMENT OF AMERICAN CITIES
PRINCIPLES AND METHODS OF MUNICIPAL
ADMINISTRATION
THE GOVERNMENT OF THE UNITED STATES
A BIBLIOGRAPHY OF MUNICIPAL GOVERN-
MENT**

MUNICIPAL GOVERNMENT AND ADMINISTRATION

BY

WILLIAM BENNETT MUNRO, PH.D., LL.B.

JONATHAN TRUMBULL PROFESSOR OF AMERICAN HISTORY
AND GOVERNMENT IN HARVARD UNIVERSITY

VOLUME I
GOVERNMENT

New York

THE MACMILLAN COMPANY

1927

All rights reserved

**COPYRIGHT, 1923,
By THE MACMILLAN COMPANY.**

Set up and electrotyped. Published September, 1923. Reprinted
January, October, 1925; January, 1927.

**PRINTED IN THE UNITED STATES OF AMERICA BY
THE BREWSTER & SMITH CO.**

To
Frank Graham Thomson

PREFACE

The purpose of these volumes is (1) to sketch briefly the history of municipal development from earliest times to the present day, (2) to describe the organization of municipal government as it now exists, (3) to indicate the chief problems of present-day municipal administration, and (4) to explain the methods which are being used in the attempt to solve these problems. The first and second of these divisions are covered in Volume One, the third and fourth in Volume Two. Under this arrangement the two volumes, although they naturally supplement each other, are devoted to entirely distinct fields,—the first dealing with history and organization, the second with activities and methods.

When Thomas Madox, two hundred years ago, undertook to describe the government of the English boroughs, he began his treatise with the observation that "whoso desireth to discourse in a proper manner concerning corporate towns and communities must take in a great variety of matter." Today, of course, this "great variety of matter" has grown to be so extensive that even in a thousand printed pages one cannot hope to "discourse in a proper manner" concerning every phase of the subject. The government and administration of the modern city have been woven into a seamless web too vast for the comprehension of any human eye or for description by any single pen. All that one can hope to do is to pick out the main threads, discover whence they have come, and try to indicate whither they seem to be going.

In these volumes, accordingly, the outstanding topics have been given the right of way and details have been omitted unless they seemed to be essential to the clarity of the discussion. The endeavor has been to get the facts hitched up to principles, and these principles set in their rightful perspective. On the other hand, no phase of the subject has been avoided, or dismissed in a few sentences, for the mere reason that it is technical, complicated, or difficult. There is nothing to be gained by indulging in the

vain pretense that all the problems of the modern municipality are simple when assuredly they are not. The man who believes that a mastery of municipal government presents no serious difficulties may rest satisfied on one of two things:—either that he has a remarkable genius for the study of this subject, or that he has not been into it very far.

Any military tactician will tell you that the best way to reduce a difficult position is to concentrate upon it an enfilading or cross fire from two or more vantage points,—to get at it from the front, from both flanks, and from the rear if possible. My own experience as a teacher of municipal government leads me to the conclusion that there is a good deal to be said for the same tactics in our intellectual assaults upon difficult problems of political science. It is for this reason that I have not hesitated, in the course of the present discussion, to come at the same themes again and again, from different angles, and in different chapters. The close relation between different portions of the subject, moreover, has sometimes made it desirable to give a few general explanations in one place while reserving further discussion for a later stage. What may seem to be repetition, therefore, is the outcome of a conscious intent.

Although these volumes deal with municipal government and administration on an international basis, the chief emphasis has been placed upon the experience, organization, activities, and methods of cities in the United States. This has been done not only because there are more cities in the United States, and more great cities, than in any other country, but because America is now furnishing the world with its best laboratory of municipal experimentation. Europe has as much to learn from us, in this branch of popular government, as we now have to learn from Europe. It was not so a generation ago, and the fact that the situation has so greatly changed may be looked upon as a tribute to the striking progress which American cities have made in the structure of their governments, in their administrative machinery, and in the efficiency of their business methods during the past quarter of a century. There are, indeed, some branches of municipal administration—such as public health, public recreation, public lighting, education, and fire protection—in which the more progressive among American cities need no longer pay any deference to their prototypes across the sea.

Several of my colleagues at Harvard have placed me under deep obligations by reading those portions of my manuscript and proof which deal with matters within their respective fields of special competence. For this service, which has brought me many helpful suggestions, I am indebted to Professors R. P. Blake, H. H. Burbank, W. S. Ferguson, James Ford, A. C. Hanford, A. N. Holcombe, H. V. Hubbard, H. J. Hughes, A. J. Inglis, C. A. McLain, M. J. Rosenau, and G. C. Whipple. For similar assistance I am also sincerely grateful to Professors Charles E. Merriam of the University of Chicago, William Anderson of the University of Minnesota, R. M. Story of the University of Illinois, and P. Orman Ray of Northwestern University; likewise to Mr. John Nolen of Cambridge, Mr. G. H. McCaffrey of Boston, Mr. F. H. Wentworth of the National Fire Protection Association, Mr. Edward Dana of the Boston Elevated Railway, and Dr. H. W. Dodds of the National Municipal League. In the preparation of the bibliographical references, and in many other ways, I have had invaluable aid from Mr. Joseph Wright, Superintendent of the Library for Municipal Research at Harvard University.

When any college teacher writes a book on a subject which he has been handling in the classroom year after year, his indebtedness to successive generations of former students is likely to be more extensive than he realizes. Let me take this opportunity, therefore, of tendering my acknowledgment to the keen-witted young men who have frequented my classroom during the past twenty-two years, who have asked me many, many questions that I could not answer, who by so doing have constrained me (I hope) to an attitude of intellectual humility, and have furnished me with food for daily reflection on the various matters that I have written about in this book.

WILLIAM BENNETT MUNRO

June 5, 1923

CONTENTS

VOLUME I

GOVERNMENT

THE EVOLUTION OF THE CITY

CHAPTER	PAGE
I. THE DAWN OF URBAN CIVILIZATION . . .	1-18
II. ANCIENT ROME AS A MUNICIPALITY . . .	19-35
III. THE CITIES OF MEDIEVAL EUROPE . . .	36-57
IV. THE RISE OF THE MODERN CITY . . .	58-83
V. MUNICIPAL DEVELOPMENT IN THE UNITED STATES	84-108
VI. THE CAUSES OF CITY GROWTH	109-123
VII. THE CONSEQUENCES OF CITY GROWTH . .	124-149

THE LEGAL FOUNDATIONS OF CITY GOVERNMENT

VIII. THE CITY AND THE STATE	150-172
IX. CITY CHARTERS IN EUROPE AND AMERICA .	173-197
X. THE CITY AS A MUNICIPAL CORPORATION .	198-215
XI. MUNICIPAL RIGHTS AND LIABILITIES . .	216-233

THE PEOPLE'S SHARE IN CITY GOVERNMENT

XII. THE VOTERS OF THE CITY	234-254
XIII. MUNICIPAL NOMINATIONS	255-270
XIV. ELECTIONS IN CITIES	271-288
XV. THE PARTY SYSTEM IN CITIES	289-307
XVI. MUNICIPAL POLITICS AND POLITICIANS .	308-332
XVII. POPULAR CONTROL OF CITY GOVERNMENT THE INITIATIVE, REFERENDUM AND RE- CALL	333-351

CONTENTS

MUNICIPAL ORGANIZATIONS

<small>CHAPTER</small>		<small>PAGE</small>
XVIII.	THE CITY COUNCIL OF TODAY	352-372
XIX.	THE OFFICE OF MAYOR	373-395
XX.	COMMISSION GOVERNMENT	396-415
XXI.	THE CITY MANAGER PLAN	416-435
XXII.	THE GOVERNMENT OF METROPOLITAN COM- MUNITIES	436-458

VOLUME I
GOVERNMENT