

Report of the

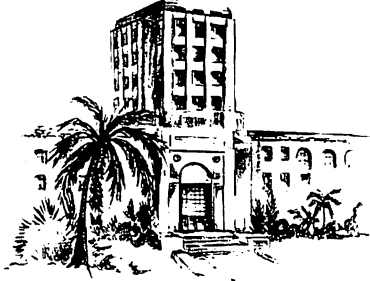
CITIZENS CHARTER REVIEW COMMITTEE

SAN DIEGO, CALIFORNIA

AUGUST 1962

**REPORT OF THE
CITIZENS CHARTER REVIEW COMMITTEE**

CITY OF SAN DIEGO



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CITIZENS' CHARTER REVIEW COMMITTEE

CONFERENCE BLDG., BALBOA PARK

SAN DIEGO 1, CALIFORNIA

Telephone BE 2-1690

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Civic Center
San Diego 1, Calif.

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Mrs. Mildred Perry Waite
Byron F. White
David A. Van Evera
Executive Secretary
W. Richard Bigger
Chief Consultant

Gentlemen:

Herewith is presented the report of the City of San Diego Citizens Charter Review Committee. With few exceptions all members endorse all recommendations contained therein. At the conclusion of the Committee's work each committee member was given an opportunity to file written comments on any part of the work. Only one was filed and it is included at the end of this report.

The Committee wishes to express its appreciation to the Mayor and councilmen of San Diego, to the City Manager and city administrative officials, to representatives of local organizations and to individuals who wrote to or appeared before the Committee. Their cooperation and advice illuminated and expedited the work of the Committee and made this report possible. We are especially grateful to Mayor Lewis Cutrer, of Houston, Mayor Gordon S. Clinton, of Seattle, and Mr. Carl S. Becker, Director of Research and Management for the City of Denver, for their appearance before the group.

With this report, the Committee has completed the task you assigned it. We hope that, in our nine months of study and deliberations, we have reached conclusions which will be of real service to the City of San Diego now and in the years ahead. Each member of the Committee is grateful to the Council for permitting him to render this important service to his city.

Tribute must be paid to individual members of the Charter Review Committee who approached this arduous assignment with great dedication. On behalf of the Committee I also wish to acknowledge the valuable counsel and assistance furnished to the Committee by the Public Affairs Research Institute of San Diego State College. When charter amendments proposed by this Committee are placed before the voters by the Council, various members of the Committee have indicated that they will be happy to assist in explaining to the public the meaning and reasons for such charter changes.

Cordially yours,

Howard L. Chernoff

Howard L. Chernoff
Chairman



CITY OF SAN DIEGO

CITIZENS' CHARTER REVIEW COMMITTEE

CONFERENCE BLDG., BALBOA PARK

SAN DIEGO 1, CALIFORNIA

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June 29, 1962

The Honorable Mayor and City Council
 City of San Diego
 San Diego, California

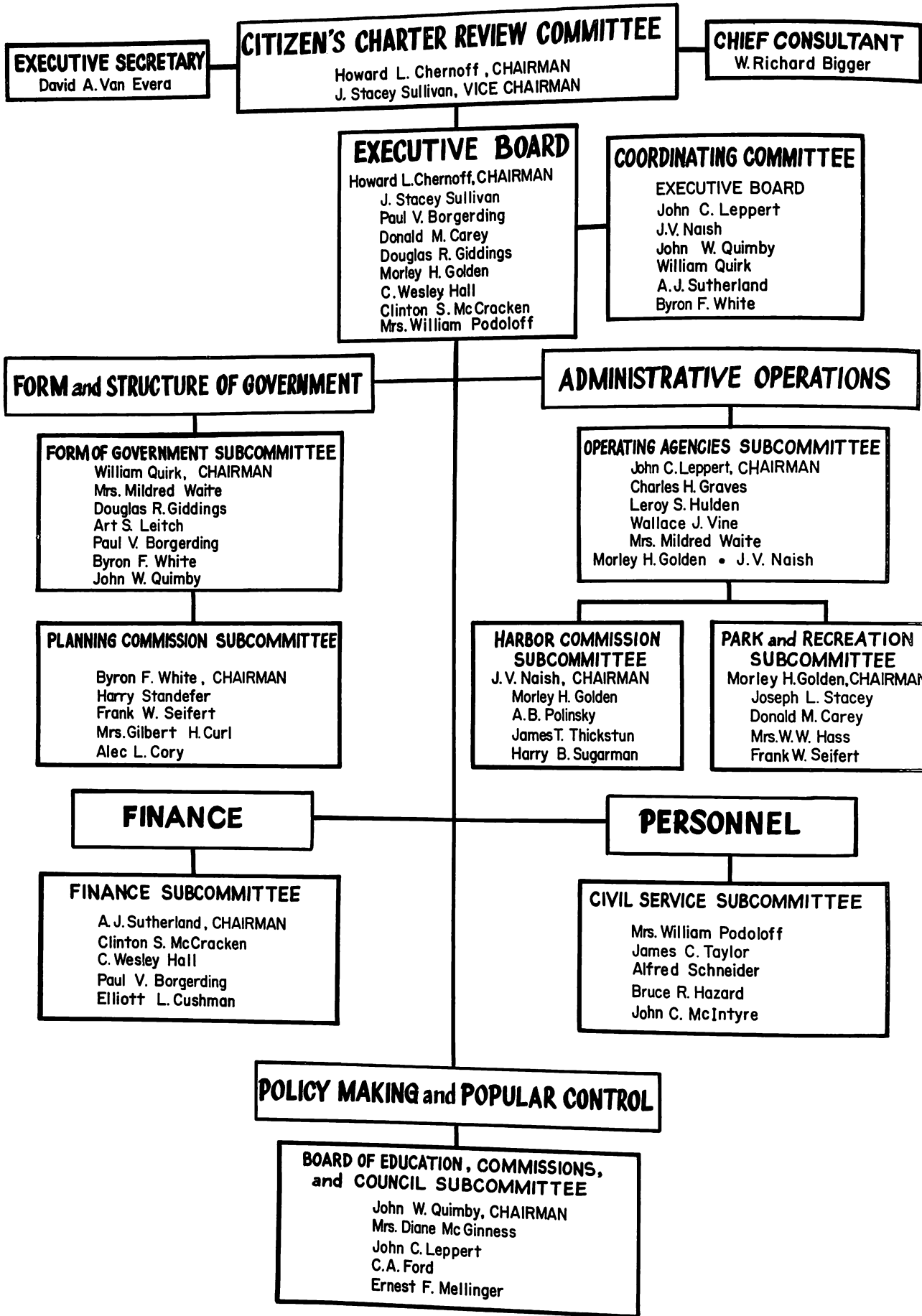
Gentlemen:

The Citizens Charter Review Committee appointed by you to study the charter of the City of San Diego has completed its deliberations. The results of that study are the recommendations presented in the accompanying report.

Respectfully Submitted:

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Final Report

W. E. Quirk, Chairman
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I INTRODUCTION

The San Diego Citizens Charter Review Committee was created by the City Council late in the summer of 1961 for the purpose of studying the city charter and making recommendations for amending that document. After approximately nine months of work commencing in September, 1961, the Committee is suggesting the many proposals for charter revision contained in this report.

The changes proposed by the Committee are not sweeping or drastic. In essence they are modifications in a basically sound instrument of government. The Committee has evaluated the city charter and has made a series of recommendations designed to maintain civic health in a growing, dynamic community.

It is believed that the end product of the Committee's efforts represents much more than mere tinkering with the existing machinery of government. The changes recommended will, if adopted, be of great significance in adapting San Diego's fine municipal government to meet the problems and requirements of the city's great future. They point the way to two goals: first, improvement of the municipal government's capabilities in providing effective and efficient services to the people; and second, and more important, promoting democratic local government by facilitating a decision-making process responsive to the municipal electorate.

The principal recommendations of the Charter Review Committee are summarized as follows:

1. Retain the council-manager form of government;
2. Strengthen the position of the Mayor to permit him to become the chief policy-making officer of the city;
3. Increase the size of the City Council from its present seven members to a total of nine members including the Mayor, and encourage it to employ adequate, independent research assistance;
4. Empower the City Council to remove, as well as to employ the City Manager by a simple majority vote;
5. Change the dates of the municipal primary and general elections from Spring until late Fall in odd-numbered years;
6. Place the planning and personnel functions under the jurisdiction of the City Manager;
7. Remove certain restrictive language from the charter in order to create the flexibility essential to efficient management.

The report which follows is divided into several parts which give a brief historical account of San Diego municipal charters, tell of the origin and work of the Committee, and present its recommendations and reasons for the proposed changes.

II THE SAN DIEGO CHARTER: BACKGROUND AND PROBLEMS

San Diego's first charter was granted by the California Legislature in 1850 when the City's population was but 650. This first attempt at local self-government lasted only two years. In 1852 the Legislature revoked the charter and created a new governing board to carry out the sole task of liquidating the City's debts. It was not until well after the Civil War in 1872 that another special legislative act recreated city government in San Diego. This time conditions were more favorable and municipal operations have continued without interruption to the present day.

Early Charters

The 1872 legislative charter served as a basis for local government for only the earliest part of this period however. Under provisions of the California Constitution, the City in 1889 drafted and adopted a freeholders charter which provided the framework for municipal government until adoption of the present charter in 1931.

The 1889 charter was substantially amended a number of times to provide for differing forms of government as the City's population grew and new problems arose. Originally it called for a bicameral council elected by wards. In 1905 this was changed to authorize a unicameral council, again elected by wards. Only four years later, in 1909, San Diego participated in the national enthusiasm for the new 'reform' idea of the commission plan popularized by its success in Galveston, Texas, a few years earlier. Disillusionment set in rather quickly, however, and in 1915 the City reverted to the traditional mayor-council form.

It is interesting to note that all of these modifications of governmental structure came about through amendment of the 1889 charter which remained the basic municipal law despite the experimentation and change.

Charter of 1931

In 1929 an entirely new charter was drafted by a board of freeholders elected after a citizen charter study committee had recommended such action. This 1929 charter proposal called for the establishment of another 'reform' idea, the council-manager form of government. It provided for a nine-member council elected at large and serving without salary, a manager with wide appointive power and council appointment of a city attorney.

Despite general dissatisfaction with the existing mayor-council government, this 1929 proposal was badly defeated by the voters. Thereupon a new board of freeholders was elected and this second board presented new proposals to the voters in 1931. Again the council-manager form was specified but with significant changes from the 1929 proposal. Though he was to be a member of the Council, the Mayor was to be elected separately, there were to be six other salaried councilmen, and the City Attorney was to be elective. Other substantive changes involved the relation of the harbor, police and fire departments to the Manager, special pension funds for police and fire departments, nomination of councilmen by districts, and various provisions satisfying demands of organized labor. With these modifications the 1931 charter was overwhelmingly approved by the voters and is still in effect today.

Charter Changes

A governmental unit which is undergoing rapid growth, both in population and in territory, cannot always continue to function comfortably and efficiently within the framework laid down for an earlier day and a smaller community. Inevitably there arises a need for letting out a seam here and there or for patching spots which have worn thin because of increasingly awkward operations. This need usually becomes apparent through pressures for piecemeal remodeling which produces a steady trickle of major and minor revisions, often beginning very soon after adoption of the original plan.

San Diego has been no exception to this general rule, for amendments to the 1931 charter were adopted when the original document was little more than two years old. Change has continued ever since as citizens have tried to improve the capacity of their municipality to meet their growing service needs.

Although there have been some 150 changes in wording during the past three decades, the basic pattern of government laid down by the charter is fundamentally the same today as it was in 1931. The majority of the changes have been minor and technical in nature reflecting adjustments of internal operations to new situations created by population growth and by technological advances. Others have been of more general significance. Many of these changes resulted from reviews of the charter by council-appointed citizens groups in 1940-1941 and 1952-1953.

The following may be cited as examples of more substantial amendments to the 1931 document:

- (a) Reorganization of the City Employees' Retirement System. Qualifications for retirement were modified, the Police and Fire Relief and Benefit Funds were incorporated into the regular retirement system, and employee and municipal contributions were put on a sounder actuarial basis.
- (b) Reorganization of the Civil Service Commission. The number of members was increased from three to five and the power to adopt "rules for the government, supervision and control of the classified service" was transferred from the Commission to the City Council.
- (c) Authorization of a municipal elections code governing the administration of municipal elections and the procedural requirements for the use of the initiative, the referendum and the recall.
- (d) The necessity for a vote of five members of the Council in order to dismiss the City Manager.
- (e) Authorization for the issuance of water and sewer revenue bonds.
- (f) Authorization to contract with the County for provision of health services.

None of these changes has violated the concepts which gave shape and form to the present charter, and the relations between Council and Manager and between Manager and operating departments are basically unchanged.

Current Charter Problems

The city of San Diego has undergone dramatic change since 1931. Its population has grown from 148,000 to 616,500, and its territory has spread from 93.83 square miles to 309. These two developments alone have brought an intensification of the traditional problems and the emergence of new ones. Many thoughtful citizens of differing backgrounds, and with differing ideas about desirable solutions to the City's problems, began to raise serious questions as to whether the governmental framework and plan of operations merely needed additional revision and amending, or whether what was needed might be a change in the basic pattern of relationships between the legislative and administrative branches, and between the council and the community.

For example, should there be a mayor who would serve as the focus for both policy making and administration? Should the professional administrator be given greater control over personnel management? Should the semi-autonomous agencies, such as the Harbor Department, be brought more closely under central supervision? Is the City Council large enough and is it chosen in a manner so as to be truly representative of all the citizens?

The variety of these questions and their significance indicated the necessity for something more than continued piecemeal revision. It seemed advisable to have a thorough review of the entire plan of government, a study and analysis of each part separately and in its relation to the whole organization. Only in this way, many believed, could a comprehensive picture of the structure and operation of San Diego's government be obtained. From this scrutiny any need for fundamental change could be ascertained.

III THE CHARTER REVIEW COMMITTEE

In agreement with the view that it was time for a careful look at the charter, the City Council created a Charter Review Committee made up of 38 knowledgeable citizens representing different geographical areas and varying economic and social interests. The Committee held its first meeting on September 25, 1961. It was charged with the responsibility of studying the entire charter and of presenting to the Council recommendations for whatever changes a majority of the Committee might consider to be desirable.

In response to this obligation the Charter Review Committee under the leadership of its elected chairman, Hr. Howard L. Chernoff, and vice-chairman, Mr. J. Stacey Sullivan, divided itself into the eight subcommittees shown on the organization chart, each subcommittee responsible for the study of a particular part of the charter: Form of Government; Board of Education, Commissions and Council; Operating Agencies; Park and Recreation; Harbor; Planning; Civil Service and Police and Fire Retirement System; and Finance. In addition to these committees, five temporary committees were also created; Nominating; Staff Selection; Budget; Committee on Committees; and Final Report. The Public Affairs Research Institute of San Diego State College, was invited to provide secretariat and research and consulting assistance to the Committee and its subcommittees. The Institute provided information about alternative forms of government and did special research on particular problems referred to it by the entire Committee or by a particular subcommittee. It developed a collection of charters from cities in California and other states. It provided consultants in such specialized fields as finance, personnel and planning.

Other information, assistance, and recommendations were obtained from San Diego officials, including the Mayor and all six councilmen, from representatives of business, civic, labor and professional groups, from experts in local government and from interested individual citizens. Many persons appeared before the subcommittees to make statements and recommendations about various sections of the charter. In addition, the general news media of newspapers, radio and television were used to invite all interested groups and individuals to submit written suggestions and comments to the Committee. The following figures indicate the broad public contact achieved:

Number of letters written:	150 (to 102 organizations)
Number of letters received:	87
Number of groups represented by letters received:	69
Number of persons appearing:	46

Officials of other cities were invited to San Diego to give testimony regarding their experiences with one or another form of government and their recommendations as to what they considered to be the advantages or weaknesses of a particular form. These speakers included Mayor Gordon S. Clinton, of Seattle, Mayor Lewis Cutrer, of Houston, and Mr. Carl S. Becker, Director of Research and Management for the City of Denver.

The Committee and its subcommittees held approximately 85 meetings and worked approximately 1,450 man hours during study sessions. At the conclusion of the review and analysis by each subcommittee, that subcommittee discussed and adopted recommendations regarding each charter section which had been assigned to it. Where more than one subcommittee had an interest in a particular section, responsibility was assigned to one group which then received and considered the suggestion from any other groups whose study areas were affected by this particular section.

All subcommittee recommendations were submitted to a Coordinating Committee and to the entire Charter Review Committee for consideration and action. At this time any member of the Committee was free to support or reject, question or offer amendments to any of the recommendations. On June 27 and 29, 1962, the full Committee reviewed subcommittee reports and came to the conclusions set forth in subsequent chapters.

IV BASIC POINT OF VIEW

The Charter Review Committee found the San Diego city charter fundamentally sound. The Committee believes the charter has served the City well during the past 30 years, during which time the City grew from 150,000 to over 600,000 people. The charter has been amended frequently to permit the City to deal with new and often difficult problems. It has never, however, been completely reviewed with a view to modernizing it and attuning it to current realities of the City's size and problems and the state of modern management science.

The Charter Review Committee, in its overall task of reviewing the basic framework of San Diego's government, felt that certain weaknesses in the charter should be attacked in an attempt to make that document most effectively underlie the institution of government in the City now and in the next 20 years. The Committee felt keenly that its most important responsibility was to provide the City a viable constitution which could set the stage for the City's future.

In attempting to modernize the charter and correct its weaknesses for present day operation, the Committee had four major goals:

- (1) To maintain and improve local democracy;
- (2) To provide efficient and effective administrative organization and leadership, and flexibility in operation of the City's administrative machinery;
- (3) To remove obsolete provisions and to modernize those requiring modernization; and
- (4) To retain and improve protections and safeguards for citizens in the operation of the City government and in its financial dealings.

The Committee also felt that the charter was too long and in some respects too restrictive. One additional goal of the Committee, therefore, was to reduce the size of the charter and to make it truly a document specifying only the fundamentals of San Diego city government. In this respect the Constitution of the United States provided a guide.

The succeeding pages contain the recommendations of the Charter Review Committee, divided into five parts and dealing with the following substantive areas of the charter: Form of Government, Policy Formulation Machinery, Administrative Organization, Personnel, and Finance. A final section includes recommendations that are not classifiable under these headings. The report also summarizes the charter provisions that ought to be changed and the reasons why the Committee felt these changes ought to occur.

Appendices provide a list by section number of charter sections to be changed or deleted, and suggested language for certain of the sections to be amended. They also provide a list of organizations contacted for their views on the charter and of individuals who appeared before the various subcommittees to testify.

The report contains two types of recommendations: (1) those for charter change and (2) those changes which can be accomplished by ordinance. The Committee was charged with making recommendations for charter amendment but evidence indicates that many desirable changes in San Diego city government can be accomplished without amending the charter. The Committee felt it had the duty to indicate to the Council those changes which it felt desirable and which could be accomplished by ordinance or some other means short of charter amendment. All such suggestions are intended to improve the basic structure and operation of the municipal government. The recommendations involving charter amendment are printed in bold face; those which involve council action only are not. With few exceptions (see appendix I), the Committee is proposing substantive changes, leaving drafting of amendments in legal terminology to the City Attorney and the City Council.

V FORM OF GOVERNMENT RECOMMENDATIONS

1. Retain the council-manager form of government, but strengthen the position of the Mayor, as described in part VI of the report.

2. Remove from the charter all language which describes the City Manager as "chief executive", in place of which he should be referred to as "chief administrator".

The Committee studied at length the different forms of government available to communities, both large and small, in the United States. It paid special attention to the strong mayor, the mayor-administrator and the council-manager forms. On the basis of successful experience in San Diego, the Charter Review Committee concluded that it was best for San Diego to retain the council-manager form of government.

There are, in the eyes of the Committee, several reasons for retaining the council-manager system. First of all, while no very large cities (over one million population) have moved from their present form to the council-manager form, many of them have added to their structure a professional administrator who performs functions somewhat similar to that of a city manager. In other words, these cities utilize a chief administrator while not adopting the true council-manager form. This move on the part of large cities recognizes the necessity of providing themselves with efficient and professional administration while retaining their traditional and difficult-to-change structure. The second reason is, as noted above, that the council-manager form of government has served the City well during the past 30 years. It has also served other cities for long periods of time. The Committee thought it significant that few cities have abandoned the council-manager form.

The city of San Diego under the manager system has grown to a large city of over 600,000. In a city of this size, it is often felt that there is a strong need for political leadership. Under present charter provisions, the Mayor is merely another member of the City Council and is not a political leader upon whom the people look as a focal point of governmental decision making. There are many complex issues which arise in a city of the size of San Diego and there must be community leadership to resolve these questions. The City Manager, it is felt, should not be put in the position of being the "broker" of policy-making who must resolve these issues. The logical individual in the city government to assume this function is the Mayor. With this in mind, the Committee moved to strengthen the Mayor within the framework of the manager system.

It is felt that, in part, the Mayor's position as a policy leader could be strengthened by giving him more authority over appointment of members of commissions, by requiring him to present an annual "state of the union" message, and by increasing his salary. All of these moves would give the office additional status. These suggestions are described in more detail in Chapter VI of this report. In addition, it is recommended that phrases in the charter which presently describe the City Manager as "chief executive" should be removed and that he should be referred to as "chief administrator". It is believed that the word "executive" connotes policy-making authority which should not be in the hands of an appointed professional city manager.

VI POLICY FORMATION MACHINERY RECOMMENDATIONS

The Committee regards the mechanics for formation of public policy as of primary importance in government. The maintenance and improvement of such procedures as elections, council deliberations, and citizen participation in policy formation, are the essence of democracy. It has been the goal of the Committee to strengthen procedures and institutions which can effectively and rapidly mirror the views of citizens on local issues.

The City Council

1. The size of the City Council of the city of San Diego should be increased to a total of nine members including the Mayor, and the City should be redistricted accordingly for eight districts, with no change in the method of nomination and election of councilmen.
2. The City Council should be charged with the final responsibility on all items of the budget, with specific authority to increase or decrease any item in the proposed budget, or add new items.
3. The pay of the Councilmen should be increased from \$5,000 to \$8,000 per annum.
4. City councilmen should be permitted to deal with the administrative services for which the City Manager is responsible through a designated representative of the City Manager as well as the Manager himself.
5. The Council should be empowered to remove as well as employ the City Manager by a simple majority vote.
6. Copies of ordinances before the Council for adoption should be made available to the general public as well as to members of the Council.
7. Reading of ordinances should be dispensed with only on vote of five members of the Council rather than the present four, if the Council is increased to nine members.
8. Emergency measures should require the vote of at least six members of the Council if the Council is increased to nine members.
9. The charter should retain a requirement for an extraordinary vote of the Council in order to make changes in the administrative code if the size of the Council is increased.
10. The charter should include a provision stating that it is the duty of councilmen to attend all meetings and should stipulate that absence from eight consecutive meetings or 50% of any scheduled meetings within a month shall operate to vacate the seat of a member unless the absence is excused by resolution of the Council.
11. The City Council is encouraged to employ adequate, independent assistance to provide research and analysis on policy questions for the Mayor, Council and individual councilmen in order to enable the Mayor and the Council more effectively to fulfill their task of policy leadership in the city of San Diego.

The City Council is the hub of policy formation in the city of San Diego under the council-manager form of government. The Council not only establishes policy but is in complete and thorough charge of over-all management in the City because it hires and fires the City Manager and is responsible for all except one independent department. Therefore, it is important that the Council be strengthened in terms of its ability to reflect popular views and to act efficiently.

Presently, the Council consists of seven members including the Mayor, all with four year terms. Members, excluding the Mayor, are nominated by districts and elected at large. The Mayor is nominated and elected at large. The Council has the authority to reduce budgetary items but is not permitted to raise an item in the budget unless recommended by the Manager or appropriate commission. The Council

may discharge the Manager only by a vote of five out of seven members. Council pay is low; currently it is \$5,000 per year. The seat of a member of the Council who is absent for a period of more than 40 days is declared vacant unless the incumbent has the permission of the Council to be away. By the charter, also, councilmen may deal with departments under the Manager through the Manager alone. At the present time, the Council has no assistance other than that provided by the Manager to help it in analyzing and clarifying current issues for policy action.

The recommendations presented above represent the feeling of the Committee that something should be done to ease the burden of the Council in contacting and being contacted by citizens, in deliberations on policy matters and in representing their constituents more appropriately. Problems of this kind may be dealt with by adding to the number of members of the Council, improvement of Council pay, providing for more stringent rules of attendance and providing the councilmen with research and staff assistance. In addition, it is felt that the Council should have somewhat greater authority to deal with the major policy questions that confront it. Suggestions include more flexibility in dealing with the budget and in removing the Manager.

The Mayor

1. The salary of the Mayor should be increased from \$12,000 to \$18,000.
2. During January of each year the Mayor should communicate by message to the City Council a statement of the conditions and affairs of the City and make recommendations on such matters as he may deem expedient and proper and the Manager should present to the Council his annual report of the previous fiscal year.
3. The term "Vice Mayor" should be replaced by the term "Deputy Mayor" in an effort to enhance the status of that position.

In council-manager cities the mayor is a member of the council and is also chief legal and ceremonial representative of the city. Generally, he has no additional authority. It is the thought of the Committee that in a city of the size of San Diego, the position of mayor should be strengthened as described above to permit him to become the chief policy making officer. On the other hand, the members of the Committee did not feel that the position of mayor should be so altered as to put in jeopardy the council-manager form of government.

The only provision for reporting now in the charter requires an annual report by the Manager. The above recommendations provide that the Mayor present a statement of his program and policies at the beginning of each calendar year to be accompanied by the City Manager's annual report for the previous fiscal year. The two reports will help bring into focus at a particular time the problems and prospects of the City for citizen and council review. It should be noted that part of the leadership role of the President of the United States comes from his duty to present an annual message to Congress in which he presents his program.

The increase in the Mayor's salary is recommended in order to provide him with additional status and to compensate him for an extremely arduous and time-consuming job.

Commissions, Boards and Committees

1. Only those citizen groups which are administrative or policy-making in nature should be specifically mentioned in the charter and these should be termed "commissions". These commissions then would be the presently existing Harbor Commission, the Civil Service Commission, the Planning Commission, the Funds Commission and the City Employees Retirement Commission (now termed "Board of Administration of the Retirement System"). The chairmen of the foregoing commissions shall have a meeting every six months for coordinating activities. The exact functions and membership of these commissions are described in other parts of the report.

2. The Council should have the power to create advisory boards. These boards should be advisory to the Mayor, Council and City Manager as may be designated by ordinance. Members should be appointed by the Mayor with Council confirmation, and terms of office should run concurrently with that of the appointing Mayor.

3. There should be a third series of citizen groups, termed "committees". Committees should be created under the charter by the Mayor, Council or Manager and should be temporary in nature, advising primarily on technical questions with clearly defined objectives and scope. Committee members should be required to take the same oath of office as other city officials.

4. The Committee further felt that there is a need for the City Council to study the presently existing large number of commissions, boards and committees to provide for elimination of overlapping and duplication of function.

In San Diego city government and indeed in most other local governments, citizen boards have several functions. One function is policy-making and/or administration, while another is advisory. Such boards are extremely important in that they bring citizen opinion of various kinds into the operation of municipal government. The Charter Review Committee believes that the position of these citizen groups should be maintained and enhanced. However, the Committee also felt that there should be a somewhat more formal classification of these groups.

At present, several "commissions" other than those noted above are described in the charter; these include the Park and Recreation Commission and the library Commission. The Charter Review Committee expects that if its recommendations are adopted, there will come about a more logical arrangement and description of function of official citizen bodies, and that the proposals will help make clear what function each type of group is to perform. As described, the Mayor has been given a somewhat more significant task in relation to citizen bodies in that he will appoint most members. Furthermore, with the removal of certain "commissions" or "boards" from the charter the Council will have greater flexibility in creation of these groups, in the definition of their functions, and in their organization.

Board of Education

1. Term of office of members of the Board of Education should be reduced from six to four years.

2. Members of the Board of Education should be nominated by district and elected at large in the same manner as the San Diego City Council.

3. The San Diego Unified School District should be divided by the Board of Education, prior to the election of 1963, into five electoral districts as nearly equal in population as possible, and reapportioned at least once in every ten years.

4. Each member of the Board of Education should receive a compensation of \$1,200 per annum to be paid by the San Diego Unified School District.

Under the Constitution of the State of California, home rule cities (those with charters) are permitted a minimum of authority over school affairs. This authority is limited to provision in the city charter "for the manner in which, the times of which, and the terms for which the Board of Education shall be elected or appointed; for their qualifications, compensation and removal; and for the number which shall constitute any one of such boards". The school system except for these provisions regarding the Board, is actually completely independent of the City, institutionally as well as financially. The Charter Review Committee, therefore, limited its review of school affairs to the selection, term, and compensation of Board members.

The Board of Education of the San Diego Unified School District currently consists of five members elected at large for a six year period. Each member receives a compensation of \$1,200 paid from the city treasury. The Charter Review Committee believes that in order to obtain a more representative membership on the Board of Education and to provide a closer relationship between community sentiment

and board policies, terms of office of Board members should be reduced to four years and members should be nominated by district and elected at large. There has been some concern throughout the city that Board members are likely to be selected from a relatively few districts of the city. This has occurred frequently through appointment to replace persons who have resigned. It is hoped by the above methods that other portions of the city will be represented. While \$1,200 per year per member of the Board of Education is not a significant factor in the San Diego city budget, it was felt that Board compensation might be more justifiably paid out of the school district budget.

Elections

1. **General municipal elections should be held on the first Tuesday after the first Monday in November in odd-numbered years, and primary elections should be held on the Tuesday nearest five weeks prior to the general election. Newly elected officers should take office the first Monday in December next succeeding their election.**

2. **Any elective officer of the city of San Diego who is a candidate for election by the people for any other public office, should forfeit his city office unless his term expires within six months of date of his becoming a candidate for such other public office.**

3. The election code should be changed to require that any officer of the City, including a member of the Board of Education, who is appointed to fill an unexpired term and who stands for election to succeed himself, should be restricted to the use of the word "appointee" after his name on the ballot, rather than "incumbent".

Most citizens participate actively in local government only through voting and elections. Election of individuals to office, therefore, becomes the single most important manner in which citizens express their views and concern about municipal policies. The matter of improving election machinery was deemed to be extremely important by the Citizens Charter Review Committee.

Primary elections are currently held in the odd-numbered years on the second Tuesday in March and the general election on the third Tuesday in April. Candidates for offices other than the one held are not required to resign their city positions. Any person who has been selected, whether by appointment or election to any elective office, is permitted to use the word "incumbent" after his name on the next election ballot if he is running for office, according to the City election code.

The Charter Review Committee felt that the time for holding elections should be changed from Spring until late Fall in order to permit newly elected councilmen and Board of Education members the time to become acquainted with city institutions and finances prior to their consideration of annual budgets in the Spring. In the past, newly elected officials had almost no knowledge of the City's or Board's fiscal affairs but were required almost immediately to deliberate on matters involving many millions of dollars. The Charter Review Committee also felt that, if an elected officer decided to run for some office other than the one he held, he ought to resign that office. Such officers, it is thought, could not fully commit their time to the activities of the position which they were holding.

The suggestion that the election code be changed to permit only an elected official to use the word "incumbent" when he is running for re-election is primarily the result of a belief that an individual appointed to elective office should be subject to thorough review by the people. He should not have the advantage of being called an "incumbent", a word which seems to indicate to the voting public that the individual was originally elected and, therefore, sometimes almost automatically guarantees his re-election.

VII ADMINISTRATIVE ORGANIZATION RECOMMENDATIONS

1. Specific reference in the charter to the establishment and organization of administrative departments other than the Police and Fire Departments, certain staff agencies (Planning, Civil Service, City Clerk, City Attorney, Treasurer, Auditor-Comptroller) and the Harbor Department should be eliminated. The Charter should charge the City with the responsibility for providing publicworks services, water services, building inspection services, public health services, park and recreation services, library services and such other services and programs as may be desired and authorized under the constitution and laws of the State of California.

2. In deleting the provisions for departments from the charter, the following should be placed in the charter:

- a. Present procedures for water services financing.
- b. Authority to contract for public health services from the County.
- c. The requirement that the position of City Engineer be open to any registered engineer of the State of California.

3. It is suggested that the following be provided by ordinance in order generally to maintain existing administrative arrangements:

a. When reference to a department is removed from the charter, that department should be established in much the same fashion as in the past.

b. The Library Board, if desired by the Council, should be composed of three members appointed by the Mayor with Council confirmation. This Board should be advisory to the Council, the Mayor and the Manager.

c. The Park and Recreation Board should be composed of nine members appointed by the Mayor with Council confirmation and be advisory to the Council, the Mayor and the Manager on park and recreation matters. The Park and Recreation Department should be given authority to administer Mission Bay Park and Mission Bay matters should come under the jurisdiction of the Park and Recreation Board. The present Mission Bay Commission should be integrated in some fashion with the Park and Recreation Board. The Park and Recreation Director should be secretary to the Board.

d. If the City Council desires, the Social Service Board should be retained and members selected in conformity with recommendations for establishment of Boards and licensing of charitable fund drives should be transferred from the Social Service Department to the Police Department.

4. References to a Police Department in the charter should be retained but present provisions concerning the Merit System, other personnel provisions and the necessity to contract for a physician and surgeon should be removed from the charter. Remaining portions of existing sections should be rewritten with a view to removing unnecessary language.

5. A section regarding the Fire Department should be retained but the two platoon system and other personnel provisions (except that for a separate Merit System) and the necessity to contract for a physician and surgeon should be eliminated from the charter. Remaining portions of existing sections should be rewritten with a view to removing unnecessary language.

6. The Planning Department should be placed under the jurisdiction of the City Manager and the head of the department should be appointed and supervised by him. All appointive members of the Planning Commission should be appointed by the Mayor with Council confirmation. Present ex officio members should be retained as nonvoting members of the Commission. The Commission should retain all its present responsibilities except supervision of the Department of Planning.

7. Recommendations regarding personnel administration in the City are made in Chapter VIII of this report. Essentially, they involve placing the Director of Personnel under the Manager and making the Civil Service Commission an advisory, rule making and appeals board without administrative authority.

8. Excessive detail should be eliminated from provisions regarding certain offices and procedures, and improvement of charter language should be obtained in these sections. There is particular concern about the excessive detail prescribed under Purchasing and Budgeting. All reference to the Budget Officer and the Purchasing Agent should be removed from the charter as well as reference to the Manager's Control Department. Provision for the fiscal year and budget procedures should be revised to eliminate excessive detail and to conform to current practice. The section referring to directors of departments and their authority should also be removed.

9. The Committee decided that certain independent offices should be retained in order to provide a responsible check or review upon the Manager, the Council and department heads, or because these departments serve to highlight particular services that were considered outside the realm of usual municipal administration. In this vein, the Committee decided that the present position and functions of the Auditor-Comptroller should be retained. It recommends the following changes, however:

a. The section regarding the City Clerk should be amended to refer only to the method of selection of the Clerk and the assignment to his office of the maintenance of all official records of the city, custody of which is not provided in the charter or by ordinance, including the journal of all proceedings of the Council and all its ordinances and resolutions.

b. The position, functions and method of selection of City Attorney should remain the same except that the lower limits of his salary should be raised from \$6,500 to \$15,000 per year and a provision included stating that his salary cannot be decreased during his term of office. It should also be provided that his election to a regular term of office of four years should not occur at the same time a Mayor is also being elected to a regular term of office of four years.

c. The Committee wishes to make sure that the Harbor Department is authorized to be the supervising agency of municipal airports not located on tideland property but does not wish to preclude the future establishment of a Department of Aviation. The Committee also wishes to see placed in the charter the requirement that an adequate and periodic audit report of the financial and management aspects of Harbor Department operations be made to the City Council. In view of the autonomous nature of the Harbor Department, the financial audit should be made yearly by a private firm of certified public accountants.

Administrative organization of San Diego is comprised of general management, staff and line departments and procedures for operation. It is the general philosophy of the Charter Review Committee that the charter should be a tool of efficient, effective and flexible administration and that the City Council and the Manager should have full authority to adjust organization and procedures to the needs of rapidly changing times.

The city administration is divided in a general way by the charter into three types of departments. First, those which are under the Manager and provide services to citizens. Second, those under the Manager providing services to other departments and third, those departments that are independent except for supervision by the Council (many of the latter are under the jurisdiction of citizen commissions). The charter of the city of San Diego currently delineates the establishment of these departments and contains considerable detail regarding the operation of some of them, including budgetary and purchasing procedures. This is not unusual in city charters as is also the case with respect to independent offices.

It is not the intention of the Charter Review Committee to revise radically departmental administrative structures of the city of San Diego. An attempt has been made to provide for more flexibility in operation and to "tool up" the charter for changes which will undoubtedly have to be made in administrative machinery to meet future needs of an expanding city. That is why it is hoped that reference to

departments may be removed from the charter and why it is suggested that detailed administrative procedures should be deleted. Those offices which were deemed essential, such as the Auditor-Comptroller, the City Clerk, the City Attorney, the Harbor Department, the Police Department, and the Fire Department, were suggested for retention in the charter but at the same time it is proposed to streamline provisions relating to them. It is recommended that the Council adopt ordinances creating administrative structures along the lines of charter provisions to be deleted so that the administrative arrangements of the City will not be revised to any great degree by the recommendations contained herein.

Certain changes have been recommended with respect to the Library Board and Park and Recreation Board in order that the organization of these boards will be in conformity with general suggestions regarding commissions and boards. It should be noted that provision for the Police Merit System has been suggested for elimination. The Fire Department is the only department that currently utilizes a separate Merit System and this is to be retained. For many years the Police Department personnel have been within the general civil service of the city and thus provision for a separate system in this organization is no longer either necessary or desirable.

An attempt has been made to put two main staff arms of administration, the planning and personnel departments, under the jurisdiction of the City Manager while leaving certain semi-judicial and rule making decisions in the hands of present City Planning and Civil Service Commissions. Suggestions regarding the personnel establishment and the Civil Service Commission are explained in Chapter VIII.

The City Planning Department must be tied into the work of all other city departments because its activities are so closely geared into other aspects of city administration and city finance planning that they cannot be separately directed. Furthermore, a part time unpaid citizen board is not the proper vehicle of continuing supervision over the large staff of a full time department. The Manager is the most logical person to direct the planning establishment. Review of city plans and of zoning requests, however, should be put into independent hands and, therefore, an independent Planning Commission is contemplated with much the same functions of the present body.

VIII PERSONNEL RECOMMENDATIONS

1. The Personnel Director and the Personnel Department should be placed under the City Manager and the Director should be appointed by the Manager and report directly to him.

2. The Civil Service Commission should be composed as present but should be made advisory to the Manager, Personnel Director and City Council on personnel matters with responsibility for reviewing the Merit System rules and the salary schedule proposed by the Director of Personnel. The Civil Service Commission would have authority to make changes in the Personnel Director's proposals for the Merit System rules prior to their referral to the City Council, but would act in an advisory capacity only on the salary schedule. The Commission would make investigations of the personnel system on its own initiative and report thereon to the City Council and review disciplinary actions in accordance with procedures established by Merit System rules. In most cases the Commission would be the court of last resort on personnel appeals.

3. Positions listed in the unclassified service should remain the same except for the following changes:

a. All department heads and one principal assistant or deputy in each department should be in the unclassified service.

b. The Port Director and the City Planning Director should be placed in the unclassified service except that these positions and that of one principal assistant in each department should remain in the classified service until the incumbent directors vacate their positions. The City Council should be authorized to employ and remove the Port Director upon recommendation of the Harbor Commission.

c. Students who are employed in regularly established training programs (except regular trade apprenticeship programs) should be placed in the unclassified service.

4. The Personnel Director should be responsible for preparing the salary schedule and the City Manager should be responsible for submitting it to the City Council. Rates of pay should be established at least annually by the City Council and these rates should be commensurate with those prevailing throughout the City and County for comparable work.

5. The veterans' preference provisions should be retained but it should be made clear that the veterans must pass the examination to receive preference points. In addition, veterans who have served in the armed forces of the U.S. during an international police action, such as the Korean War, should be eligible for such preference.

6. It should be made clear that no classified employee can take an active part in San Diego City political campaigns. Employees should be permitted active roles in all other political campaigns as well as bond issue campaigns, including those of the City.

7. The entire Article XII, Labor on Public Works, should be eliminated and appropriate State Labor Code provisions should be adopted either by reference or by omitting all mention of the subject.

8. The title of Board of Administration of the Retirement System should be changed to "City Employees Retirement Commission". Its membership should consist of three members elected by the employees, three appointed by the Mayor with Council confirmation and three ex officio members without vote - the City Manager, Auditor-Comptroller and the Treasurer.

9. It is further recommended that the Retirement System of the city of San Diego (Article IX and X) be the subject of a study by a team of experts appointed by the City.

10. All other charter provisions regarding personnel matters which are not described above should be deleted from the charter. These will include reference to Civil Service procedures, eligibility lists, application registers, rule of "3" in appointment, and the like. It is anticipated that basic Civil Service procedure and policies will be provided by the charter and that all other provisions will be established by rules.

11. The City Council should consider a suggestion by the Chairman of the San Diego County Board of Supervisors that the personnel departments of the City, the County and the San Diego Unified School District be consolidated for more efficient management and operation. (See Appendix IV). The committee makes no recommendation of its own on this matter.

The city of San Diego has been noted for the high quality of its employees, a reputation due in part to the efficiency of the City's central personnel services. It is the expectation of the Charter Review Committee that this situation will continue and the committee believes that its recommendations will provide an even sounder basis for future recruitment, promotion, classification, training and service of employees. The Charter Review Committee has devoted its efforts to development of a philosophy and organization of a personnel system adequate to a large and growing city, particularly as it fits into the present council-manager form of government. The Committee also strongly emphasizes that it is concerned primarily with machinery and not with personalities.

Currently the personnel program of the city of San Diego, except Retirement, is under the direction of a citizen Civil Service Commission of five members appointed for five year terms by the Mayor with Council confirmation. The Personnel Department head, the Director of Personnel, is under the supervision of the Commission and the Commission appoints the Director. Practically all employees, except Service procedures. The Planning Director and Port Director, each of whom reports to an independent commission, are also in the classified service. The salary schedule is initiated by the Civil Service

Commission. There are a large number of provisions concerning the personnel in the charter; some provisions are in conflict with others; some of the language is detailed and inflexible. Provisions in the charter regarding political activity are extremely restrictive and there is a lengthy section regarding labor on public works. The Retirement System is currently under the Board of Administration of the Retirement System which is made up of three persons elected by the members of the system, three ex officio members, and a banker, an insurance man and one additional person, all appointed by the Council.

Recommendations made by the Committee look forward to placing personnel, a major tool of management, directly under the supervision of the City Manager. While current personalities in the City have made for a smooth working relationship between the Department of Personnel and the Manager's office, there have been some difficulties in the past under previous officials. It is anticipated that, as the City grows and as the responsibility of city government increases, it will be increasingly important for the Manager to have complete control over this important tool of administration. Placement of the Personnel Director under the Manager is the current practice in industry and is a major trend in municipal government. In progressive governments in the United States in recent years, the Civil Service Commission has been made an advisory body to the Chief Executive and the Council and in addition, has been charged with the responsibility of final review of employees appeals and grievance's. This takes the citizen board out of administration. It seems preferable to the Committee to assign administrative responsibility to professionally trained administrators. It is the intent of the Committee, however, that the Civil Service Commission review all major personnel matters, including the annual salary schedules for recommendation to the Council and hold hearings where desirable. The Commission would have authority to investigate problems of personnel utilization and classification and will continue to be an important and integral part of the city government.

The Committee recommends that all department heads and one deputy of each department head be placed outside the classified service. This will permit discretion to the City Manager in appointment of his chief administrators and will make it possible to remove individuals who feel it impossible to conform to his policies or to those of the Council. Assistant department heads in the city of San Diego are in much the same position as department heads since they are in virtual charge of the daily operation of each department. In addition, assistant department heads play a role similar to that of the department head in policy-making. Other recommendations regarding personnel matters have been made largely to clarify and to make considerably more flexible the personnel system of the City. All provisions of the charter not consistent with the above suggestions should be deleted.

The Committee is anxious also to remove unnecessary restrictions on employee political activity, so that employees, like other citizens, may participate in our democratic processes. It is the intent of the Committee's recommendations (6) of this Chapter relating to political activity of employees that, unlike councilmen, employees running for political office should not have to resign their jobs, although they may be asked to take a leave of absence.

Appointment of several members of the City Employees' Retirement System by the Mayor as recommended above, is in line with general recommendations for enhancing the Mayor's position.

IX FINANCE RECOMMENDATIONS

1. The monetary limitations on purchase of supplies, materials, equipment and insurance required by the City, without authorization by the City Council therefor, should be raised from \$1,000 to \$2,500. The monetary limitations on contracts for construction, reconstruction or repair of public buildings, streets, utilities and other public works, and in furnishing supplies of material, equipment or contractual material for the same, which can be negotiated by the City without securing competitive prices from contractors should be raised from \$1,000 to \$2,500. The cost of those contracts which can be negotiated without advertising for bids should be raised from \$2,500 to \$5,000.

2. The Manager should be granted, without authorization by the Council, authority to permit alterations in contracts where the cost of the alteration involved does not exceed \$1,000.

3. The requirement that preferences in accepting bids be granted to products and materials produced in the city or county of San Diego should be eliminated from the charter.

4. The use of city forces without prior referral to the City Council for approval should be permitted on projects not exceeding \$5,000 when the work performed is in connection with or incidental to capital improvements.

5. The City Treasurer should be authorized to issue checks as well as warrants.

6. The charter should provide for temporary interfund borrowing upon approval of the City Council and eliminate the requirement that all monies transferred from the general reserve fund which are not in excess of 30% of the total budget for that year be returned thereto on or before the end of the fiscal year in which that transfer is made.

7. Charter language referring to the terms for which a franchise may be awarded should be made more flexible than it now is. To this end, it is suggested that the charter be revised to stipulate that the Council may fix the term of each new franchise in accordance with the laws of the State of California rather than limit the term of franchises to a period of fifty years. State law specifies no time limit.

8. Present charter language on the use of capital outlay funds is not clear as to whether such funds may be used for the initial outfitting of any facility constructed by the City with capital outlay funds. The charter should make it clear that the initial equipping of a facility may be programmed and budgeted with capital outlay funds as a part of the "construction" of a new facility.

9. The Funds Commission should have supervision and control over pension funds. Control of such funds is now held by the Board of Administration for the Retirement System. Membership of the Funds Commission should be expanded to include two members of the City Employees Retirement Commission (now titled "Board of Administration" of the City Employees Retirement System) elected by said Commission.

10. The section regarding the optional use of progressive payments in contracts should be eliminated.

11. The City Council should adopt by ordinance the requirement that a bond holder furnish an indemnity bond in the event his city bond is lost, destroyed or mutilated.

The City's system of financial organization and fiscal procedures as provided in the charter is of long standing and the city of San Diego is in a sound financial position. It is the desire of the Committee to provide for flexibility within that financial system and also to include in the charter all the safeguards necessary to protect the citizens from wasteful expenditure and manipulation of public funds. The present system of financial organization and administration also should be preserved. Therefore, the Committee desired to retain more detail in this section than in any other. In particular,

it desires to retain material on the issuance of general obligation and revenue bonds in order absolutely to protect the legality of outstanding bonds.

More than one fourth of the charter is taken up by matters of finance. There is great detail on purchasing of materials and supplies, contracts and the like. There are many unnecessarily imposed limitations on the actions of the City Manager and the Council. The above recommendations are an attempt to make city financial administration much more flexible than it is now and yet include adequate safeguards. It is particularly true with respect to changing various types of limits and restrictions in ability to purchase materials and supplies, in the use of city forces in construction, in the authorization of contract changes by the Manager, in the authorization to issue checks as well as warrants and in the relaxation of restrictions regarding interfund borrowing. In addition, granting to the City the right of interfund borrowing may well save some millions of dollars, a cost inherent in currently prescribed red tape.

It is felt that the Funds Commission has more experience in investing money than the Retirement Commission; therefore, it should be authorized to invest the retirement funds. However, since it is recognized that employee members of the retirement system have the right to participate in the investing of retirement funds, two employee members are added.

The recommendation regarding fixing franchise terms by the City came as the result of a suggestion by the San Diego Gas & Electric Company. Such a change would permit indefinite term franchises, and, as a result, the company (and other franchise holders) may be able to receive a better financial rating when selling bonds for capital improvement and will permit more stability for long range planning. The suggestion is in line with current charter revision trends throughout the country.

While the Committee recognizes the desirability of fostering local business, it also believes that a charter requirement for local preference in purchasing is not in the best interest of efficient and economical government under a free enterprise system. It is believed that the City will give appropriate support to local business where this is desired and deserved.

X MISCELLANEOUS RECOMMENDATIONS

1. The section referring to the authority and manner of obtaining plumbing permits should be deleted from the charter.

2. Specific authority to contract with the San Diego Unified School District or any other agency for recreational purposes should be eliminated from the charter as unnecessary.

3. The section referring to the composition of the school system of the city of San Diego should be deleted from the charter.

4. The section referring to the repeal of inconsistent acts should be deleted from the charter.

5. Charter provisions providing for continuation in force of contracts and offices in existence at the time the original charter was written in 1931 should be revised to conform to present legal necessities and for consistency with other charter changes.

6. The section requiring the City to keep its offices open during certain hours should be deleted from the charter.

The above recommendations were adopted because the Committee believes that each in its way would serve to up-date the charter and to eliminate unnecessary language. In those cases where provisions have been suggested for deletion, it was felt there would be no loss in municipal power to deal with questions involved, but rather the deletions would permit the City to act more flexibly.

XI CONCLUSIONS

After a complete review of governmental organization and operation in the city of San Diego, including a section-by-section analysis of the city charter, the Citizens Charter Review Committee concludes that the present charter is a flexible and enduring document and that but few major changes are needed. If the foregoing recommendations are adopted, the Committee feels that the charter will be so modernized as to provide a firm foundation for municipal government in the days ahead. There is currently no need for a major revision of the charter.

The Committee also recognizes that it cannot possibly foresee all the problems which may confront the City in the ensuing decades. Therefore it recommends that a charter review be a periodic matter, at least once every decade.

One of the most important things that the Committee learned in its study is that a constitution such as the charter of San Diego must be a flexible document. The Committee believes such a charter should establish basic organization and basic limitations on government, but should provide flexibility sufficient to allow that government to operate efficiently and economically. This should be a guiding principle of all charter revisions.



CITY OF SAN DIEGO

CITIZENS' CHARTER REVIEW COMMITTEE

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Mrs. Mildred Perry Waite
Byron F. White
David A. Van Evera
Executive Secretary
W. Richard Bigger
Chief Consultant

June 1, 1962

Dear Committee Member:

The excellent work of our subcommittees is drawing to an end and I believe we will all be proud of the finished product of the Committee as a whole.

I should like to invite each member of each subcommittee to submit any kind of statement he wishes regarding the work of his committee, any other committee, the entire committee or anything else related to our work. Should you desire to do so, would you please send the statement to me to be submitted to the Mayor and Council with our final report.

Thank you.

Cordially yours,

Howard L. Chernoff

Howard L. Chernoff

HLC:rb

THE CITY OF SAN DIEGO

CIVIL SERVICE COMMISSION

SAN DIEGO 1, CALIFORNIA

OFFICE OF THE COMMISSION

ROOM 453, CIVIC CENTER

PHONE: BELMONT 9-7511

LEW FAY
PERSONNEL DIRECTOR

BOYD WILSON
ASST. PERSONNEL DIRECTOR



June 22, 1962

CIVIL SERVICE COMMISSIONERS

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HERBERT C. BAKER, VICE PRESIDENT

MEMBERS

ARTHUR W. CAREY

JEAN W. GALLAGHER

MARION R. HARRIS

Mr. Howard L. Chernoff, Chairman
CITY OF SAN DIEGO
Citizens' Charter Review Committee
Conference Building, Balboa Park
San Diego 1, California

Dear Mr. Chernoff:

I would like to state my objections to the report of the Civil Service Subcommittee of the Charter Review Committee.

San Diego has had a strong, independent Civil Service Commission since 1915. While mere longevity is not any reason for retention of a system, I believe that the record of this Commission in recruiting and promoting capable employees, who have provided an ever-increasing high level of municipal service for the City of San Diego over this long period of years, has been founded in large part on the fact that the Commission has been strong and independent.

There are some very important things which must be kept in mind in dealing with public personnel administration and the employees of our City:

- (1) Under an independent Commission, our City employees now have total assurance of fair and equal treatment.
- (2) Under an independent Commission, there is no opportunity for differences in salaries and fringe benefits among departments -- a condition which now exists in Los Angeles, Long Beach, and elsewhere, due to the citizens' failure to provide a single authority to control salary administration.
- (3) An independent Commission and its staff are not subject to the same political, social, and personal pressures affecting classification, compensation, employment, promotion, and disciplinary action as would be a City Manager.
- (4) Continuity of personnel policy and interpretation is insured by a five-member independent Commission with overlapping five-year terms. This might well not be the case where changes of City Managers would bring changes of various kinds in the application of personnel policy.

- (5) An independent Commission guarantees to employees and applicants established merit system safeguards against discriminatory and arbitrary action.
- (6) The independence of the Civil Service Commission, with the Personnel Director appointed by and responsible to it, is a classic example of the American principle of a balance of power in government, where no one person is set up to formulate policy, carry out policy, and apply sanctions and disciplinary actions for nonconformance.

I strongly believe that it is management's responsibility -- within the framework of an effective civil service merit system -- to select, train, motivate, utilize and discipline employees -- in other words, the execution of personnel policy is the job of management. But I also firmly believe that there should be a strong, independent Commission and staff to interpret policy -- with due consideration for all interests concerned -- and to insure its equitable application throughout managerial and nonmanagerial departments.

There may have been some misunderstanding of professional personnel nomenclature. A personnel officer carries out previously established policies. This function is now being performed in the Manager's office by the Assistant to the City Manager, and is, as I have stated previously, a proper function of management. However, a personnel director is a referee, in effect, in seeing that established policies are equitably and judiciously applied.

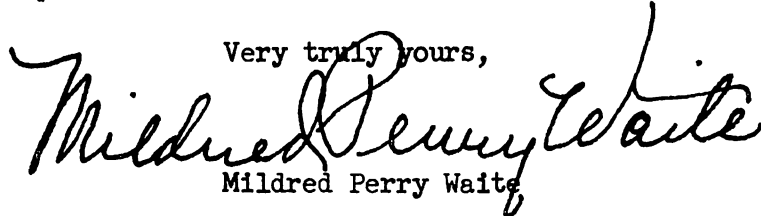
A valid comparison could be made between personnel administration and police administration. The State legislature and our City Council, in the one instance, establish laws which are enforced by the Police Department, and the evaluation and interpretation of that enforcement is lodged in the courts. In the case of personnel administration, the City Council should set the policies (as it now does); management should carry out those policies; and an independent Civil Service Commission, with a Director appointed by and responsible to it, should evaluate the enforcement of those policies. In the proposal to put the Personnel Director under the jurisdiction of the City Manager, I feel there is a violation of this basic separation of powers, which is absolutely necessary to responsible democratic government and unbiased personnel administration.

I am sure that you are aware that there are the following offices with employees not under the jurisdiction of the City Manager: Mayor, City Council, City Attorney, City Auditor and Comptroller, City Clerk, City Employees' Retirement System, Harbor Department, Planning Department, and Civil Service Commission. It is highly illogical to place the Manager in charge of personnel activities and policies which govern employees over which he has no jurisdiction.

The resistance of former City Manager George Bean to an Administrative By-Products Report made by Griffenhagen-Kroeger in 1961, dealing with proper utilization of manpower and suggested changes to increase efficiency in City government, illustrates the need for a strong, independent Civil Service Commission. It was because the present Civil Service Commission called to the attention of the City Council the need for this kind of study that the Council authorized it, and it is due to the initiative of the present Civil Service Commission that the current manpower utilization program is being carried out.

In closing, I should like to say that I feel very strongly that laws regulating government should not be changed to take care of transitory conditions, or to fit particular personalities. It is well to keep in mind that City Managers come and go. New ones bring with them different philosophies of government and personnel administration. One of the strengths of our municipal government has been the continuing existence since 1915 of an independent Civil Service Commission, which, because of its very nature, has been able to formulate long-range personnel policies for the City of San Diego. This has given stability to personnel administration in this City, which I feel would not be possible under the proposals of the Civil Service Subcommittee.

Very truly yours,



Mildred Perry Waite

MPW:jf

cc: Members, Charter Review Committee
Staff, Charter Review Committee
City Manager

APPENDIX I
RECOMMENDATIONS FOR AMENDMENT TO THE
CHARTER OF THE CITY OF SAN DIEGO

Charter Sections

Report References

Sections 1, 2, 3, No changes.

ARTICLE I CORPORATE POWERS

Section 4, Amend.

ARTICLE II NOMINATIONS AND ELECTIONS
(Page 7, item 1.)

Section 5, No. change.

Section 6, No change.

Section 7, Amend.

(Page 10, item 2. Suggested wording as follows: Add the following paragraph, "Any elective officer of the City of San Diego who shall be a candidate for or accept the nomination for election by the people to any other public office or position shall automatically forfeit such city office or position; unless the term of such officer will expire within six months of date of his becoming a candidate or accepting the nomination for such other public office. The City Council shall declare the office of such candidate vacant, and such vacancy shall hereafter be filled in the manner provided by this charter".)

Section 8, No change.

Section 9, No change.

Section 10, Amend.

(Page 9, item 2; page 10, item 1.)

ARTICLE III LEGISLATIVE POWER

Section 11, No change.

Section 12, Amend.

Section 13, Amend.

(Page 7, items 1., 3., and 10.)
(Page 10, item 1.)

Section 14, No change.

Section 15, No change.

Section 16, Amend.

(Page 7, item 7.) Suggested wording as follows: Line 16, amend to read "Each ordinance shall be read in full prior to the final passage of such ordinance unless such reading shall be dispensed with by a vote of not less than five (5) members of the Council, and not then unless there shall have been available for the consideration of each member of the Council and the public prior to the day of its final passage written or printed copies of said ordinance".)

Section 17, Amend.

(Page 7, item 8.)

Section 18, No change.

Section 19, No change.

Section 20, No change.

Section 21 (Repealed 1953)

Section 22, Amend.

(Page 7, item 4. Suggested wording as follows: Line 11, amend. to read "(b) Except for the purpose of inquiry, the Council and its members shall deal with that part of the administrative service for which the City Manager is responsible solely through the City Manager or his designated representative and not through his subordinates".)

Section 23, No change.

ARTICLE IV THE MAYOR

Section 24, Amend.

(Page 8, items 1, and 2.)

Section 25, Amend.

(Page 8, item 3.)

ARTICLE V EXECUTIVE AND ADMINISTRATIVE SERVICE

Section 26, Amend.

(Page 7, item 9.)

Section 27, Amend.

(Page 6, item 2.; page 7, item 5.)

Section 28, Amend.

(Page 8, item 2. Suggested wording as follows: Lines 17 and 49, delete the title "commissions" as a department under the Manager. Line 65. Change the last sentence to read "During January of each year, the Manager shall present to the Council an annual report of the City's affairs for the previous fiscal year".)

- Section 29, Amend. (Page 6, item 2.)
- Section 30, No change.
- Section 31, Repeal. (Page 14, items 6. and 10.)
- Section 32, No change.
- Section 33, Repeal. (Page 12, item 8.)
- Section 34, Repeal. (Page 11, item 1.; page 12, item 8.)
- Section 35, Amend (Page 11, item 8.; page 12, item 8., and page 16, item 1.)
- Section 36, Repeal. (Page 11, item 1. and 2.c.)
- Section 37, Repeal. (Page 13, item 1.; page 14, item 10.)
- Section 38, Amend. (Page 12, item 9.a. Delete and substitute suggested wording as follows: "The City Clerk shall be elected by the Council for an indefinite term and shall serve until his successor has been elected and qualified. He shall maintain all official records of the City, the custody of which is not provided for in this Charter or by ordinances of the City, including the journal of all proceedings of the Council and all its ordinances and resolutions".)
- Section 39, No change.
- Section 40, Amend. (Page 12, item 9.b.)
- Section 40.1, No change.
- Section 41, Amend. (Page 8, item 1.; page 9, items 2. and 3.; page 13, item 2.; page 16, item 9.)
- Section 42, Amend. (Page 11, item 6.)
- Section 43, Repeal. (Page 8, item 1.)
- Section 44, Repeal. (Page 12, item 8.)
- Section 45, Amend. (Page 16, item 5.)
- Section 46, Repeal. (Page 11, item 1.)
- Sections 47-52
(Repealed 1953)
- Section 53, Amend. (Page 11, items 1. and 2.a.)
- Section 54, Amend. (Page 12, item 9.c.; page 13, item 3.b.)
- Section 55, Amend. (Page 11, item 1., and 3.c.; page 17, item 2.)
- Section 56 (Repealed 1953)
- Section 57, Amend. (Page 11, item 4. Delete and substitute suggested wording as follows: "The Police Department shall consist of a Chief of Police and such other officers, members and employees as the Council may from time to time prescribe by ordinance. The Chief of Police shall be appointed by the City Manager and the appointment shall be confirmed by a majority of the Council, provided however, that the Chief of Police may be removed by the City Manager at any time in the manner provided for in Section 30 of Article V of this Charter. The Chief of Police shall have all power and authority necessary for the operation and control of the Police Department".)
- Section 58, Amend. (Page 11, item 5. Delete and substitute suggested wording as follows: "The Fire Department shall consist of a Chief of the Fire Department and such other officers, members and employees as the Council may from time to time prescribe by ordinance. The Chief of the Fire Department shall be appointed by the City Manager and the appointment shall be confirmed by a majority of the Council, provided however, that the Chief of the Fire Department may be removed by the City Manager at any time in the manner provided for in Section 30 of Article V of this Charter. The Chief of the Fire Department shall have all power and authority necessary for the operation and control of the Fire Department and the protection of the lives and property of the people of the City from fire. The Chief of the Fire Department, with the approval of the City Manager, shall direct and supervise the personnel. After appointment members of the Fire Department shall not be subject to the Civil Service provisions of this Charter and promotions, demotions, suspensions and dismissals from the Fire Department shall be made in accordance with fixed rules and regulations of a Merit System established by the Chief of the Fire Department and approved by ordinance of the Council".)

Section 59, Repeal. (Page 11, item 1.)
Section 60, Repeal. (Page 11, items 1. and 2.b.)
Section 60.1, Repeal. (Page 17, item 1.)
Section 60.2, Repeal. (Page 11, items 1. and 2.b.)
Section 61, Repeal. (Page 11, item 1., and 3.d.)
Section 62 (Repealed 1947)

Section 63, Repeal. (Page 11, items 1. and 3.b.)
Section 64, No change.

Section 65, Repeal. (Page 17, item 3.)
Section 66, Amend. (Page 9, Bd. of Ed. items 1., 2., 3., and 4.)
Section 67, No change.

ARTICLE VI BOARD OF EDUCATION

ARTICLE VII FINANCE

Section 68, No change.
Section 69, Amend. (Page 12, item 8.)
Section 70, Amend. (Page 14, items 4., and 10.)
Section 71, Amend. (Page 7, item 2.)

Section 71a, No change.
Section 72, No change.
Section 73, No change.
Section 74, No change.
Section 75, No change.
Section 76, No change.

Section 77, Amend. (Page 16, item 8.)

Section 77a, No change.
Section 78, No change.
Section 79, No change.
Section 80, No change.
Section 81, No change.

Section 82, Amend. (Page 16, item 5.)
Section 83, Amend. (Page 16, item 5.)

Section 84, No change.
Section 85, No change.
Section 86, No change.
Section 87, No change.
Section 88, No change.
Section 89, No change.
Section 90, No change.

Section 91, Amend. (Page 16, item 6. Suggested wording as follows: Line 14: Delete the last sentence reading "It shall be the duty of the Council to provide that all moneys so transferred from the General Reserve Account be returned thereto on or before the end of the fiscal year in which said transfers are made; provided, that in any fiscal year in which the total balance in said General Reserve Account exceeds thirty per cent of the total amount of the general budget for that year, the Council may appropriate such excess for any City purpose without returning the same. (See subsection (h) Section 69)".)

Section 92, No change.
Section 93, Amend. (Page 16, item 6.)
Section 94, Amend. (Page 16, items 1. and 4.)

Section 95, Repeal. (Page 16, item 3.)
Section 96, Repeal. (Page 16, item 10.)

Section 97, No change.
Section 98, Amend. (Page 16, item 2.)

Section 99, No change.
Section 100, No change.
Section 101, No change.

Section 102, Repeal or Amend. (Page 17, item 5.)

Section 103, No change.
Section 103.1, No change.

Section 104, Amend.

(Page 16, item 7. Suggested wording as follows: Line 8, modify fourth sentence of the section to read "The Council may fix the term of each new franchise in accordance with the laws of the State of California, provided that any franchise may be terminated by ordinance whenever the City shall determine to acquire by condemnation or otherwise the property of any utility necessary for the welfare of the City, such termination to be effective upon and not before payment of the purchase price for the property to be acquired".)

Section 105, No change.
Section 106, No change.
Section 107, No change.
Section 108, No change.

Section 109, Amend.

(Line 5: Change the title "Railroad Commission" to read "Public Utility Commission".)

Section 110, No change.
Section 111, No change.
Section 112, No change.
Section 113, No change.
Section 114, No change.

ARTICLE VIII CIVIL SERVICE

Sections 115 - 140a, Amend
or Repeal.

(Pages 13, 14 and 15, items 1., 2., 3., 4., 5., 6., and 10. Suggested wording for a substitute Article as follows:

ARTICLE VIII

MERIT SYSTEM

Section 1. Merit Principle. The purpose of this article is to establish for the City a system of personnel administration based on merit principles.

Section 2. Unclassified and Classified Services. Employment in the City shall be divided into the Unclassified and Classified Service.

(a) The Unclassified Service shall include:

1. All elective city officers
2. Members of all boards and commissions
3. All department heads and one principal assistant or deputy in each department
4. One assistant to Mayor
5. Two assistants to the City Manager
6. City Clerk
7. Budget Officer
8. Purchasing Officer
9. City Treasurer
10. One assistant to City Attorney and all Deputy City Attorneys
11. Industrial Coordinator
12. The Port Director and the City Planning Director should be placed in the unclassified service, except that these positions and that of one principal assistant in each department should remain in the classified service until the incumbent directors vacate their positions. The City Council should be authorized to employ and remove the Port Director upon recommendation of the Harbor Commission.
13. Officers and employees of San Diego Unified School District
14. Persons employed in positions for expert professional temporary service, and when such positions are exempted from the Classified Service for a specified period of temporary service by order of the Civil Service Commission.
15. Students who are employed in regularly established accredited training programs, except apprenticeship programs in the trades.

(b) The Classified Service shall include all positions not specifically included by this section in the Unclassified Service.

Section 3. Personnel Department. There shall be in the City Government a Personnel Department, the executive head of which shall be the Director of Personnel. He shall be appointed by the City Manager and report directly to him. The Director of Personnel shall be a person who has had previous training and experience in professional personnel work and who is in known sympathy with merit principles in governmental employment.

Section 4. Powers and Duties of the Director of Personnel. The Director, as executive head of the Department, shall direct and supervise all its administrative and technical activities. It shall be his duty:

1. To prepare merit system rules for consideration and adoption by the Civil Service Commission.
2. To attend meetings of the Commission and to serve as its secretary and keep minutes of its proceedings.
3. To foster and develop, in cooperation with appointing authorities and others, programs for the improvement of employee effectiveness, including training, safety, health counselling and employee welfare.
4. To encourage and exercise leadership in the development of effective personnel administration within the municipal service, and to make available the facilities of the Department of Personnel to this end.
5. To investigate from time to time the operation and effect of these charter provisions and of the merit system rules and to report his findings to the City Manager and the Civil Service Commission.
6. To make an annual report regarding the work of the Department, and such special reports as may be required to the City Manager and the Civil Service Commission.
7. To perform any other lawful acts which he may consider necessary or desirable to carry out the purpose and provisions of these charter provisions.
8. To appoint such employees of the Department and such experts and special assistants as may be necessary to carry out effectively these charter provisions.

Section 5. Civil Service Commission. There shall be a Civil Service Commission consisting of five members to be appointed by the Mayor from among qualified electors of the City, subject to confirmation by the City Council. Not more than three members of the Commission shall be of the same sex. The commissioners appointed shall serve the unexpired portions of their terms as provided under the previous charter. Thereafter, when new appointments are made, they shall in each case be for a term of five years. Appointments to fill vacancies shall be for the unexpired term of the commissionership being filled. No member of the Commission shall hold any salaried or non-salaried public office, whether appointive or elective. The City Council may, by vote of at least five members of said Council, remove any or all of said Commissioners during his or their terms in office, but only upon stating in writing the reasons for such removal, said statement to be recorded in the minutes of the Council and a copy served on the Commission or Commissioners, and allowing him or them an opportunity to be publicly heard in his or their defense.

Section 6. Powers and Duties of the Commission. In addition to the duties set forth elsewhere in this Charter, the Commission shall:

- (a) Represent the public interest in the improvement of personnel administration in the service.
- (b) Advise the City Manager and the personnel Director on problems concerning personnel administration, including the annual salary schedule.
- (c) Make any investigation which it may consider desirable concerning the administration of personnel in the City Service and report to the City Council its findings, conclusions, and recommendations.
- (d) Foster the interest of institutions of learning and of industrial, civic, professional, and employee organizations in the improvement of personnel standards in the municipal service.
- (e) Make an annual report and special reports and recommendations to the City Manager.

Section 7. Personnel Rules. The Director of Personnel shall prepare and submit to the Civil Service Commission proposed personnel rules for the classified service. The Civil Service Commission shall review these proposed rules and make whatever changes it sees fit, after which it shall submit them to the City Council. The Council shall hold a public hearing upon the proposed rules at which all persons interested may be heard. After such hearing, the Council shall approve or reject such rules wholly or in part, or may modify them and approve them as modified. Thereafter such rules may be amended or repealed by following the same procedures. Council action adopting or modifying the rules shall be by ordinance.

Section 8. Pay Plan. The Director of Personnel shall prepare for the City Manager, a standard schedule of pay for each class of positions in the classified service. The City Manager shall submit the pay plan to the City Council which shall consider the same. Rates of pay shall be established at least annually by the City Council which are commensurate with those prevailing throughout the City and County for comparable work.

Section 9. Veterans' Preference. In all open competitive examinations held pursuant to this Charter, the Personnel Department shall, in addition to all other credits, give a credit of

five percent to all persons passing the examination who have, or who shall have, served in the armed forces of the United States in time of war, armed insurrection, or international police action and are honorably discharged. Such credits shall also be granted to the widows of such veterans who died or were killed while in service, and to the wives of any such persons who were wounded, disabled, or crippled while in such service and are permanently prevented from engaging in any remunerative occupation. In the case of disabled veterans who pass the examinations, ten additional points shall be added to their scores.

Section 10. Discriminatory Practices. No person in the classified service or seeking admission thereto, shall be appointed, reduced or removed or in any way favored or discriminated against because of race, color, national origin, political or religious opinions or affiliations.

Section 11. Political Activities.

(a) No person holding any position in the Classified Service shall take an active part opposing or supporting any candidates in any City of San Diego political campaign or make contributions thereto in behalf of any candidates, nor shall such person seek signatures to any petition seeking to advance the candidacy of any person for any municipal or county office. Nothing in this section shall be construed to prevent any such person from seeking election or appointment to public office, or from being active in local political campaigns other than in the City of San Diego and state and federal political campaigns and in any bond issue campaign.

(b) Every municipal employee shall prohibit the entry into any place under his control occupied for any purpose of the municipal government, of any person for the purpose of therein making, collecting, receiving, or giving notice of any political assessment, subscription, or contribution.

ARTICLE IX THE RETIREMENT OF EMPLOYEES

Section 141, No change.
Section 142, No change.
Section 143, No change.
Section 143.1, No change.

Section 144, Amend. (Page 14, item 8.)

Section 145, No change.
Section 146, No change.
Section 147, No change.
Section 148, No change.
Section 148.1, No change.

ARTICLE X No change

ARTICLE XI (Repealed 1947)

ARTICLE XII LABOR ON PUBLIC WORKS

Sections 193 - 201, Repeal. (Page 14, item 7.)

ARTICLE XIII (Repealed 1941)

ARTICLE XIV MISCELLANEOUS PROVISIONS

Section 211, Amend. (Page 9, item 3. Suggested wording as follows: Line 1, amend first sentence to read "Every officer or member of a Committee, Board or of a Commission of the City shall, before entering upon the duties of his office, take and subscribe to the following oath . . .".)

Section 212, Amend. (Page 17, item 5.)
Section 213, Amend. (Page 17, item 5.)

Section 214, No change.
Section 215, No change.
Section 216, No change.
Section 217, No change.
Section 218, No change.
Section 219, No change.
Section 220, No change.

Section 221, Repeal. (Page 17, item 6.)

Section 222, No change.
Section 223, No change.

Section 224, Repeal. (Page 17, item 4.)

APPENDIX II

REPORT OF ORGANIZATIONS CONTACTED

Number of organizations written	102
Total number of letters written	150
Number of answers received	75

<u>SUBCOMMITTEE</u>	<u>NO. OF LETTERS SENT</u>	<u>NO. OF REPLIES REC'D.</u>
Board of Education	38	16
Civil Service	13	8
Form of Government	39	12
Harbor	10	7
Operating Agencies	36	22
Park and Recreation	6	6
Planning	8	4
TOTAL	150	75

ORGANIZATIONS CONTACTED

<p>Administrators Assn. Board of Education</p> <p>American Airlines Harbor</p> <p>American Federation of Govt. Employees Board of Education</p> <p>American Federation of Teachers Board of Education</p> <p>American Institute of Architects Planning Form of Government</p> <p>American Legion Civil Service</p> <p>Amvets Civil Service</p> <p>Apartment & Rental Owners Assn. Form of Government Operating Agencies</p> <p>Beerman, Paul Operating Agencies</p> <p>Better Business Bureau Form of Government Board of Education</p> <p>Better Government Assn. Form of Government Board of Education</p> <p>Board of Education Board of Education Park & Recreation</p> <p>Boat 'N' Trailer Port Harbor</p> <p>Borthwick, Anderson Harbor</p> <p>Building Contractors Assn. Form of Government Operating Agencies</p> <p>Business & Professional Womens Club Board of Education</p>	<p>Certified Public Accountants Form of Government</p> <p>Chamber of Commerce Board of Education Civil Service Form of Government Harbor Planning Board of Education</p> <p>City Clerk Operating Agencies</p> <p>City Engineer Planning Operating Agencies</p> <p>City Fire Department Operating Agencies</p> <p>City Inspection Department Operating Agencies</p> <p>City Librarian Operating Agencies</p> <p>City Manager Park & Recreation Operating Agencies</p> <p>City Police Dept. Operating Agencies</p> <p>City Public Works Department Operating Agencies</p> <p>City Social Service Department Operating Agencies</p> <p>City Utilities Department Operating Agencies</p> <p>Civil Service Commission Civil Service Operating Agencies</p> <p>Classified Employees Assn. Board of Education</p> <p>Community Welfare Council Operating Agencies</p>
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Council of C of C & Civic Clubs (5 C's)
 Form of Government
 Board of Education
 Council of Churches
 Operating Agencies
 Custom Marine Electronics
 Harbor
 Democratic County Central Committee
 Civil Service
 East San Diego Chamber of Commerce
 Board of Education
 El Cajon Blvd. Civic Assn.
 Board of Education
 Engineering & Grading Contractors
 Form of Government
 Operating Agencies
 Engineers & Architect Assn.
 Planning
 Federation of Womens Clubs
 Form of Government
 Board of Education
 General Contractors of America
 Form of Government
 Operating Agencies
 Ghio's Popcorn Stand
 Harbor
 Giddings, Douglas
 Park & Recreation
 Glenn, Eugene
 Form of Government
 Harbor Commission
 Harbor
 Incentive Taxation Committee of Calif.
 Form of Government
 Industrial Recreation Council
 Park & Recreation
 Johnson, Art
 Operating Agencies
 Kiwanis Club
 Board of Education
 La Jolla Town Council
 Operating Agencies
 Board of Education
 League of Women Voters
 Form of Government
 Operating Agencies
 Civil Service
 Board of Education
 Library Commission
 Operating Agencies
 Lions Club
 Board of Education
 Lumbermen's Assn.
 Form of Government
 Motor Car Dealers Assn. of San Diego
 Form of Government
 Municipal Employees Assn.
 Form of Government
 Civil Service
 Board of Education
 Nat'l. Assn. for the Advancement of Colored
 People
 Form of Government
 Board of Education
 Nat'l. Electrical Contractors Assn.
 Form of Government
 Operating Agencies
 Nat'l. Steel & Shipbuilding Co.
 Harbor
 North Park Business Club
 Form of Government
 Board of Education
 Nurses Assn., State of Calif., District 8
 Form of Government
 Optimist Club
 Board of Education
 Pacific Beach Town Council
 Board of Education
 P.T.A., 9th District
 Board of Education
 Form of Government
 Operating Agencies
 Park & Recreation Commission
 Park & Recreation
 Planning Commission
 Planning
 Plumbing Contractors Assn.
 Operating Agencies
 Police & Fire Retirement Funds
 Civil Service
 Printing Industries of San Diego County
 Form of Government
 Public Health Department
 Operating Agencies
 Republican County Central Committee
 Civil Service
 Residential Appraisers Society
 Form of Government
 Retail Associates
 Form of Government
 Rotary Club
 Board of Education
 Ryan Aeronautical Co.
 Harbor
 San Diegans, Inc.
 Form of Government
 Board of Education
 SD Commercial Fishing Boat Owners, Inc.
 Form of Government
 SD Council of Civil Engineers & Land
 Surveyors
 Operating Agencies
 SD County Bar Assn.
 Form of Government
 Planning
 Board of Education
 SD County Central Labor Council
 Civil Service
 Form of Government
 Board of Education

SD County Dental Society Form of Government Operating Agencies	SD Taxpayers Assn. Civil Service Park & Recreation Form of Government Harbor Planning Board of Education
SD County Medical Society Operating Agencies	SD Teachers Assn. Board of Education
SD County & Municipal Employees, Local 127 Form of Government Board of Education	Savings & Loan Clearing Assn. Form of Government
SD County Traffic Safety Council Form of Government	Schrupp, Manfred H. Board of Education
SD Downtown Assn. Form of Government Board of Education	Sheriff's Department Operating Agencies
SD Employers Assn. Form of Government	Social Service Commission Operating Agencies
SD Fire Relief Assn. Operating Agencies	South S.D. Town Council Board of Education
SD Junior Chamber of Commerce Form of Government Board of Education	Thickstun, Dr. James T. Board of Education
SD Police Relief Assn. Operating Agencies	Urban League of San Diego Form of Government Operating Agencies Board of Education
SD Race Relations Assn. Civil Service Operating Agencies	Veterans of Foreign Wars Civil Service
SD Realty Board Form of Government Planning	Welfare Dept., County of San Diego Operating Agencies

LETTERS RECEIVED FROM GENERAL SOLICITATION

Mrs. Lloyd Baldrige
Miss Elinor M. Chisholm
Civic Club of Encanto
Mr. Hiram G. Dillin
Mr. Harvey Furgatch
Mr. Henry Gabbe
Mr. Verne O. Gehringer
Mrs. Michael H. Gleason
Mr. A. O. Innis
Mr. West Kennerly
Mr. John S. Rhoades
Mr. J. Thomas



APPENDIX III
REPORT OF
APPEARANCES BEFORE SUBCOMMITTEES

- Forrest Allison, President, Municipal Employees Association
Civil Service Subcommittee, March 21, 1962
- Carl S. Becker, Director of Research and Management, City of Denver
Form of Government Subcommittee, March 5, 1962
- Edgar Blom, Assistant City Manager, City of San Diego
Charter Review Committee, January 4, 1962
Form of Government Subcommittee, February 5, 1962
Finance Subcommittee, March 23, 1962
- Mayor Gordon Clinton, City of Seattle
Charter Review Committee, April 5, 1962
Form of Government Subcommittee, April 5, 1962
- Mrs. Helen Cobb, Councilwoman, City of San Diego
Form of Government Subcommittee, February 5, 1962
- Lieutenant James Connole, San Diego Police Department
Civil Service Subcommittee, April 4, 1962
- Frank Curran, Councilman, City of San Diego
Form of Government Subcommittee, February 5, 1962
- Mayor Lewis Cutrer, City of Houston
Charter Review Committee, April 2, 1962
Form of Government Subcommittee, April 2, 1962
- Mayor Charles Dail, City of San Diego
Form of Government Subcommittee, February 12, 1962
- Dr. Ralph C. Dailard, Superintendent of Schools, San Diego
Park and Recreation Subcommittee, April 24, 1962
Board of Education Subcommittee, May 21, 1962
- Walter J. De Brunner, Business Manager, San Diego County Building
and Construction Trade Council
Civil Service Subcommittee, April 4, 1962
- Ivor de Kirby, Councilman, City of San Diego
Form of Government Subcommittee, February 12, 1962
- W. A. Dewhurst, President, City Planning Commission
Planning Subcommittee, March 1, 1962
- Hiram G. Dillin, President, San Diego Gas & Electric Company
Finance Subcommittee, May 24, 1962
- L. E. Earnest, Park and Recreation Director, City of San Diego
Park and Recreation Subcommittee, April 3, 1962
- William Elser, Member, Board of Education, City of San Diego
Board of Education Subcommittee, May 21, 1962
- Robert Esterbrook, Assistant City Engineer, City of San Diego
Planning Subcommittee, March 1, 1962
- Justin O. Evenson, Councilman, City of San Diego
Form of Government Subcommittee, February 26, 1962
- Lew Fay, City Personnel Director, City of San Diego
Civil Service Subcommittee, February 20, 1962
- Alan Firestone, City Attorney, City of San Diego
Form of Government Subcommittee, February 12, 1962
Planning Subcommittee, March 1, 1962
Civil Service Subcommittee, April 4, 1962
- Jack Frazier, Chairman, Retirement Committee, City of San Diego
Civil Service Subcommittee, April 4, 1962

T. W. Fletcher, City Manager, City of San Diego
 Form of Government Subcommittee, January 29, 1962
 Planning Subcommittee, March 15, 1962
 Civil Service Subcommittee, March 21, 1962
 Park and Recreation Subcommittee, April 3, 1962
 Operating Agencies Subcommittee, April 18, 1962

Gabriel J. Gallina, City Retirement Officer, City of San Diego
 Civil Service Subcommittee, April 4, 1962

William Gibb, President, San Diego Firefighters' Association, Local 145
 Civil Service Subcommittee, March 21, 1962
 Operating Agencies, April 25, 1962

Douglas Giddings, Chairman, Mission Bay Commission
 Park and Recreation Subcommittee, April 24, 1962

Harry C. Haelsig, City Planning Director, City of San Diego
 Planning Subcommittee, March 15, 1962

Otto W. Hahn, Business Representative, San Diego County and Municipal
 Employees Association, Local 127
 Civil Service Subcommittee, March 21, 1962

Miss Mary E. Harvey, Legal Consultant, San Diego Municipal Employees Association
 Civil Service Subcommittee, March 21, 1962

T. M. Heggland, Chief Administrative Officer, County of San Diego
 Form of Government Subcommittee, March 12, 1962

Allen Hitch, Councilman, City of San Diego
 Form of Government Subcommittee, February 19, 1962

Graydon Hoffman, Chairman, Citizens' Charter Review Committee, 1953
 Form of Government Subcommittee, February 19, 1962

Stanley Jewell, General Attorney, San Diego Gas & Electric Company
 Finance Subcommittee, May 24, 1962

George Kerrigan, former City Councilman, City of San Diego
 Form of Government Subcommittee, January 29, 1962

Lewis R. Knerr, Vice President, Management Services, San Diego Gas &
 Electric Company
 Finance Subcommittee, May 24, 1962

Fred Lawrence, City Auditor-Comptroller, City of San Diego
 Finance Subcommittee, March 23, 1962

John C. Leppert, Manager, San Diego Taxpayers' Association
 Finance Subcommittee, March 23, 1962
 Civil Service Subcommittee, April 4, 1962

Dr. Frank Lowe, Jr., former President, Board of Education, City of San Diego
 Park and Recreation Subcommittee, April 24, 1962

John Mattis, City Purchasing Agent, City of San Diego
 Civil Service Subcommittee, May 16, 1962

John McQuilken, San Diego County Tax Assessor
 Finance Subcommittee, March 23, 1962

Verne O. Parker, Director of Public Works, City of San Diego
 Charter Review Committee, January 4, 1962

Harry Scheidle, Vice-Mayor, City of San Diego
 Form of Government Subcommittee, February 12, 1962

Chester Schneider, former Councilman, City of San Diego
 Form of Government Subcommittee, February 19, 1962

W. S. Sharp, Chief of Police, City of San Diego
 Operating Agencies, April 11, 1962

Ray W. Shukraft, Chief of Fire Department, City of San Diego
 Operating Agencies, April 18, 1962

Willard B. Steelman, President Better Government Association
 Form of Government Subcommittee, March 12, 1962

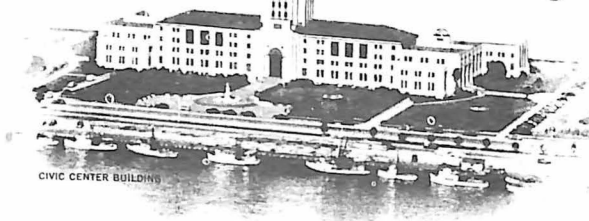
Mrs. Mildred Waite, President, Civil Service Commission, City of San Diego
 Civil Service Subcommittee, February 20, 1962

APPENDIX IV

PROPOSAL OF THE CHAIRMAN OF THE COUNTY BOARD OF SUPERVISORS



County of San Diego



DE GRAFF AUSTIN
CHAIRMAN

BOARD OF SUPERVISORS
CIVIC CENTER
SAN DIEGO 1, CALIFORNIA

June 28, 1962

Mr. Howard Chernoff
4522 Trias Street
San Diego 3, California

Dear Howard:

I am attaching a memo concerning the consolidation of the City, County and Unified School District personnel departments in which I have come to believe very strongly.

Sincerely yours,

A handwritten signature in cursive script that reads "De Graff Austin".

De Graff Austin
Chairman, Board of Supervisors

DA rk

Special Delivery

THOUGHTS CONCERNING MERGER OF
CITY, COUNTY AND SAN DIEGO UNIFIED
SCHOOL DISTRICT PERSONNEL DEPART-
MENTS INTO ONE OPERATION

Such a plan would insure uniformity of examination procedures:

Like compensation rates for similar jobs;

Elimination of pay scale contests between the three agencies;

It would establish a date certain when compensation plans for an ensuing year would be adopted and published.

I would suggest that any merger would be into the existing County setup with a possible expansion of membership on a Civil Service Commission for the reason that the County presently is recruiting and servicing personnel in a far wider range of occupation and responsibility than is either of the other agencies.

I realize that there will be some reaction to such a proposal that the County was simply building another empire. The best observation on that score would seem to be the long and highly successful arrangement between the cities and the County where mergers have taken place (and each one with some opposition). The County now performs under contract with all of the cities Public Health Services, Property Assessing (except Coronado), Tax Collecting, and Elections. Presently the County provides the complete Civil Service and Personnel Department by contract to the cities of Chula Vista and El Cajon with occasional help in this field from many of the other cities.

I believe that in the long haul a consolidated plan would be most certainly in the interest of better local government at somewhat lesser cost.