

ICMA | survey research

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Overview

ICMA's Municipal Form of Government survey has been conducted nine times since 1974 and is the most comprehensive resource available on form of government, provisions for referenda or recall, terms of office, mayoral powers, and other data pertaining to the structure of local government in the United States.

Definitions

Municipality: Refers to cities, towns, townships, villages, and boroughs.

Council: An elected body whose members may be called council members, aldermen, selectmen, freeholders, trustees, commissioners, or a similar title.

Chief appointed official (CAO): Often referred to as a city manager, chief executive officer, city administrator, chief administrative officer, town administrator, village manager, or a similar title.

Chief elected official (CEO): The mayor, president, board chair, etc.

Mayor-Council Form of Government: Elected council or board serves as the legislative body. The chief elected official (e.g., mayor) is the head of government, with significant administrative authority, and generally elected separately from the council.

Council-Manager Form of Government: Elected council or board and chief elected official are responsible for making policy with advice of the chief appointed official (e.g., administrator/manager). A professional administrator appointed by the board or council has full responsibility for the day-to-day operations of the government.

Commission Form of Government: Members of a board of elected commissioners serve as heads of specific departments while also collectively sitting as the legislative body of the government.

Town Meeting Form of Government: Qualified voters convene and act as a legislative body that makes basic policy, votes on the budget, and chooses a board. These elected officials may carry out the policies established by town meeting or may delegate the day-to-day management of the municipality to an appointed manager/administrator.



Representative Town Meeting Form of Government: Similar to town meeting except that voters select residents to represent them at the town meeting. All residents may attend and participate in debate, but only the selected representatives may vote.

Methodology

The 2018 edition of ICMA's Municipal Form of Government Survey was distributed by mail to the clerks of all 12,761 municipal governments in ICMA's database. The survey was returned by 4,109 respondents for a 32.2% response rate.

Respondents were provided with postage-paid return envelopes for their response, but were encouraged to respond through an online survey, the direct link to which was provided on the paper survey. The identity of online respondents was confirmed by requiring respondents to enter a unique, 6-digit ID number, which was provided on the physical survey. The overall standard error is +/- 1% at a 95% confidence interval. Not all respondents answered each question and the sample size for each question is shown as "n."

In this report, questions are organized by topic rather than the order in which they originally appeared in the survey instrument. The appendix provides a sequential list of questions mapped to the page and section in which summary data can be found.

Survey Population

| Survey Population | Surveyed | Responded | Response Rate |
|----------------------------|----------|-----------|---------------|
| Total | 12,761 | 4,115 | 32.2% |
| Census Population | Surveyed | Responded | Response Rate |
| Over 1,000,000 | 9 | 3 | 33.3% |
| 500,000 - 1,000,000 | 26 | 7 | 26.9% |
| 250,000 - 499,999 | 44 | 10 | 22.7% |
| 100,000 - 249,999 | 235 | 81 | 34.5% |
| 50,000 - 99,999 | 549 | 192 | 35.0% |
| 25,000 - 49,999 | 1,028 | 377 | 36.7% |
| 10,000 - 24,999 | 2,332 | 771 | 33.1% |
| 5,000 - 9,999 | 2,750 | 823 | 29.9% |
| 2,500 - 4,999 | 3,963 | 1,112 | 28.1% |
| Under 2,500 | 1,825 | 739 | 40.5% |
| Geographic Division | Surveyed | Responded | Response Rate |
| New England | 982 | 386 | 39.3% |
| Middle Atlantic | 2,425 | 549 | 22.6% |
| East North Central | 3,705 | 1,024 | 27.6% |
| West North Central | 1,211 | 498 | 41.1% |
| South Atlantic | 1,349 | 582 | 43.1% |
| East South Central | 579 | 160 | 27.6% |
| West South Central | 1,021 | 364 | 35.7% |
| Mountain | 547 | 210 | 38.4% |
| Pacific | 942 | 336 | 35.7% |



Section 1 - Form of Government

Survey Highlights

- Among survey respondents, the council-manager form of government remains the most popular form of government for medium to large local governments and is concentrated among municipalities in Southwest and Atlantic Coast states.
- The mayor-council form of government is the most popular form of government among responding municipalities with fewer than 5,000 residents.
- Nearly half of responding local governments established their form of government through a charter.
- Responding local governments in the South are about twice as likely to have their form of governments established by charter than local governments elsewhere.
- Massachusetts is the only state in which form of government is commonly established by by-law.
- Three in four responding local governments have a chief appointed official (CAO), including more than half of mayor-council local governments.
- The CAO position in responding council-manager governments nearly always has the authority to independently develop the budget and make budget recommendations. In non-council-manager governments, the responsibility is delegated to a variety of positions.
- Very few responding local governments attempt to modify their structure or form of government; however, attempts to do so are typically successful.

| 1. Indicate your municipality's current form of government as defined by your charter, ordinance, or state law. (n=4,020) | Percent of Respondents |
|---|------------------------|
| Mayor-council | 38.2% |
| Council-manager | 48.2% |
| Commission | 3.2% |
| Town Meeting | 8.1% |
| Representative town meeting | 2.3% |

| 2. How is your municipality's structure or form of government established? (n=3,942) | Percent of Respondents |
|--|---------------------------|
| Charter | 47.3% |
| State law | 26.1% |
| Ordinance | 18.9% |
| Resolution | 1.3% |
| By-law | 1.9% |
| Special election/referendum | 2.5% |
| Other | 2.1% |

| | Percent of |
|--|-------------|
| 3. Does your municipality have the position of chief appointed official? (n=4,030) | Respondents |
| Yes | 75.7% |
| No | 24.3% |



| 3a. If your municipality has the position of chief appointed official, what action established the position? (n=3,000) | Percent of Respondents |
|--|------------------------|
| Charter | 39.6% |
| State law | 7.7% |
| Ordinance | 30.8% |
| Resolution | 2.5% |
| Chief elected official created position | 1.6% |
| Elected council/board created/voted on position | 12.4% |
| Referendum | 0.8% |
| Town meeting | 2.5% |
| Other | 2.1% |

| 3b. If your municipality has the position of chief appointed official, who appoints that position? (n=2,945) | Percent of Respondents |
|--|------------------------|
| Appointed by chief elected official alone | 3.2% |
| Appointed by council alone | 59.5% |
| Appointed by combination of chief elected official & council/board | 25.7% |
| Nominated by chief elected official; approved by council/board | 9.4% |
| Nominated by council/board; approved by chief elected official | 1.0% |
| Other | 1.2% |

| 5. Who has the independent authority to develop and make recommendations for the budget submitted to the council? (n=3,940) | Percent of Respondents |
|---|------------------------|
| Chief elected official | 15.0% |
| Chief appointed official | 48.9% |
| Combination of CEO and CAO | 10.5% |
| Chief financial officer | 14.1% |
| Other | 11.5% |

| 6. Are your department heads: (n=3,817) | Percent of Respondents |
|---|---------------------------|
| Only elected | 4.4% |
| Only appointed | 79.0% |
| Combination; some are elected, some are appointed | 16.6% |

| 7. Please indicate how the following positions in your jurisdiction are selected. | Police Chief (n=3,290) | Fire Chief (n=2,972) | City Attorney (3,658) | City Clerk (n=3,712) |
|---|------------------------------|-------------------------|-----------------------------|-------------------------|
| Elected | 2.5% | 3.0% | 2.6% | 18.7% |
| Appointed by the chief elected official (CEO) | 12.1% | 10.6% | 8.6% | 7.0% |
| Appointed by the chief appointed official (CAO) | 26.3% | 22.5% | 6.8% | 17.6% |
| Appointed by the council | 22.9% | 18.1% | 53.1% | 33.9% |
| Appointed by a combination of CAO & CEO | 1.1% | 1.0% | 1.0% | 1.0% |
| Appointed by a combination of CAO & Council | 3.7% | 2.9% | 3.7% | 3.3% |
| Appointed by the CAO with council's advice & consent | 5.5% | 4.6% | 3.2% | 3.5% |
| Appointed by a combination of CAO & CEO & council | 3.0% | 2.1% | 3.0% | 2.2% |
| Appointed by the CEO with council's approval | 12.6% | 9.5% | 12.9% | 9.2% |
| Other | 10.3% | 25.7% | 4.9% | 3.5% |



12. Please indicate whether there have been any proposals to change your municipality's structure or form of government since January 1, 2011. If yes, also indicate whether the change was approved.

| | | Not | | Not |
|--|----------|----------|----------|----------|
| Type of Change | Proposed | Proposed | Approved | Approved |
| Change in the form of government (n=3,460) | 4.8% | 95.2% | 63.2% | 36.8% |
| Change from at-large to ward/district elections (n=3,397) | 1.8% | 98.2% | 72.9% | 27.1% |
| Change from ward/district to at-large elections (n=3,394) | 0.9% | 99.1% | 71.4% | 28.6% |
| Change to a mixed system with some at-large and some ward/district | | | | |
| elections (n=3,394) | 0.7% | 99.3% | 90.5% | 9.5% |
| Add the position of chief appointed official (n=3,415) | 4.2% | 95.8% | 88.8% | 11.2% |
| Eliminate the position of chief appointed (n=3,395) | 1.1% | 98.9% | 64.7% | 35.3% |
| Increase in powers/authorities of the chief elected official (n=3,407) | 2.0% | 98.0% | 88.7% | 11.3% |
| Decrease in powers/authorities of the chief elected official (n=3,400) | 1.7% | 98.3% | 72.5% | 27.5% |
| Change who appoints the chief appointed official (n=3,395) | 0.4% | 99.6% | 53.8% | 46.2% |
| Change the mix between the number of council members elected at | | | | |
| large and the number elected by ward/district (n=3,400) | 1.1% | 98.9% | 81.8% | 18.2% |
| Change the method of election of the chief elected official (n=3,394) | 1.0% | 99.0% | 83.9% | 16.1% |
| Increase the number of council or board members (n=3,413) | 1.6% | 98.4% | 64.6% | 35.4% |
| Decrease the number of council or board members (n=3,398) | 1.1% | 98.9% | 64.5% | 35.5% |

12A. If a change in form of government was approved, what was the approved change?

| Form of Government | From (n=68) | To (n=80) | | |
|-----------------------------|-------------|-----------|--|--|
| Mayor-council | 72.1% | 22.9% | | |
| Council-manager | 16.2% | 67.5% | | |
| Commission | 5.9% | 3.6% | | |
| Town meeting | 4.4% | 6.0% | | |
| Representative town meeting | 1.5% | 0.0% | | |



Section 2 - Local Government Procedures

Survey Highlights

- Most local governments do not have residency requirements for employees. Residency requirement are more common among local governments in sparsely populated areas.
- The most popular method for placing questions on the ballot for voter approval is legislative referendum.
- Approximately one-fifth of responding local governments have a provision for all three methods of
 placing questions of the ballot for voter approval: initiative, legislative referendum, and popular
 referendum.
- Whether or not a local government has provisions for recall is extremely state dependent.
- Most local governments have standing committees that consider specific policy matters.
- Nearly all cities, towns, villages, and boroughs have resident authorities, boards, or commissions. They are typically advisory in nature.

| 4. Does your municipality have residency requirements for any of your employees? (n=3,925) | Percent of Respondents |
|--|---------------------------|
| Yes | 41.3% |
| No | 58.7% |

| 4A. If yes, which employees have residency requirements? (n=1,690) | Respondents |
|--|-------------|
| | |
| All municipal employees | 16.2% |
| Chief appointed official | 51.7% |
| Public safety employees | 17.6% |
| Other employees | 38.6% |

| 8. Does your municipality have a provision for Initiative? (n=3,827) | Percent of Respondents |
|--|------------------------|
| Yes | 45.3% |
| No | 54.7% |

| 8A. If yes, which of the following initiative processes does your municipality provide? (n=1,586) | Percent of Respondents |
|---|---------------------------|
| Indirect | 51.2% |
| Direct | 45.6% |
| Non-binding initiative | 16.0% |

| | Percent of |
|--|-------------|
| 9. Does your municipality have a provision for legislative referendum? (n=3,780) | Respondents |
| Yes | 62.5% |
| No | 37.5% |



| | Percent of |
|---|---|
| 9a. If yes, what type of items must the council place on the ballot for voter approval? (n=2,103) | Respondents |
| Local bond measures | 65.9% |
| Proposed charter amendments | 48.3% |
| Proposed ordinances | 28.69 |
| Proposed home rule changes | 26.3% |
| Other | 15.2% |
| | |
| 10. Does your municipality have a provision for popular referendum? (n=3,551) | Percent of Respondents |
| Yes | 33.7% |
| No | 66.3% |
| 11. Does your municipality have a provision for recall? (n=3,640) | Percent of Respondents |
| Yes | 48.5% |
| No | E1 E0 |
| 39. Does your municipality have standing committees (permanent bodies with set memberships and | Percent of |
| 39. Does your municipality have standing committees (permanent bodies with set memberships and regularly scheduled meeting times) that consider specific policy matters? (3,764) Yes | Percent of Respondents 69.49 |
| 39. Does your municipality have standing committees (permanent bodies with set memberships and regularly scheduled meeting times) that consider specific policy matters? (3,764) | Percent of Respondents |
| 39. Does your municipality have standing committees (permanent bodies with set memberships and regularly scheduled meeting times) that consider specific policy matters? (3,764) Yes No | Percent of Respondents 69.49 30.69 |
| 39. Does your municipality have standing committees (permanent bodies with set memberships and regularly scheduled meeting times) that consider specific policy matters? (3,764) Yes No 40. Does your municipality have resident authorities, boards, or commissions? (n=3,837) | Percent of Respondents 69.49 30.69 Percent of Respondents |
| 39. Does your municipality have standing committees (permanent bodies with set memberships and regularly scheduled meeting times) that consider specific policy matters? (3,764) Yes No | Percent of Respondents 69.49 30.69 |
| 39. Does your municipality have standing committees (permanent bodies with set memberships and regularly scheduled meeting times) that consider specific policy matters? (3,764) Yes No 40. Does your municipality have resident authorities, boards, or commissions? (n=3,837) Yes | Percent of Respondents 69.49 30.69 Percent of Respondents 88.39 11.79 |
| 39. Does your municipality have standing committees (permanent bodies with set memberships and regularly scheduled meeting times) that consider specific policy matters? (3,764) Yes No 40. Does your municipality have resident authorities, boards, or commissions? (n=3,837) Yes No | Percent of Respondents 69.49 30.69 Percent of Respondents 88.39 |
| 39. Does your municipality have standing committees (permanent bodies with set memberships and regularly scheduled meeting times) that consider specific policy matters? (3,764) Yes No 40. Does your municipality have resident authorities, boards, or commissions? (n=3,837) Yes No 40A. If yes, are members: (n=3,351) | Percent of Respondents 69.49 30.69 Percent of Respondents 88.39 11.79 Percent of Respondents |
| 39. Does your municipality have standing committees (permanent bodies with set memberships and regularly scheduled meeting times) that consider specific policy matters? (3,764) Yes No 40. Does your municipality have resident authorities, boards, or commissions? (n=3,837) Yes No 40A. If yes, are members: (n=3,351) All elected | Percent of Respondents 69.49 30.69 Percent of Respondents 88.39 11.79 Percent of Respondents |
| 39. Does your municipality have standing committees (permanent bodies with set memberships and regularly scheduled meeting times) that consider specific policy matters? (3,764) Yes No 40. Does your municipality have resident authorities, boards, or commissions? (n=3,837) Yes No 40A. If yes, are members: (n=3,351) All elected All appointed | Percent of Respondents 69.49 30.69 Percent of Respondents 88.39 11.79 Percent of Respondents 1.99 85.19 |
| 39. Does your municipality have standing committees (permanent bodies with set memberships and regularly scheduled meeting times) that consider specific policy matters? (3,764) Yes No 40. Does your municipality have resident authorities, boards, or commissions? (n=3,837) Yes No 40A. If yes, are members: (n=3,351) All elected All appointed | Percent of Respondents 69.49 30.69 Percent of Respondents 88.39 11.79 Percent of Respondents 1.99 85.19 |
| 39. Does your municipality have standing committees (permanent bodies with set memberships and regularly scheduled meeting times) that consider specific policy matters? (3,764) Yes No 40. Does your municipality have resident authorities, boards, or commissions? (n=3,837) Yes No 40A. If yes, are members: (n=3,351) All elected All appointed | Percent of Respondents 69.49 30.69 Percent of Respondents 88.39 11.79 Percent of Respondents 1.99 85.19 |
| 39. Does your municipality have standing committees (permanent bodies with set memberships and regularly scheduled meeting times) that consider specific policy matters? (3,764) Yes No 40. Does your municipality have resident authorities, boards, or commissions? (n=3,837) Yes No 40A. If yes, are members: (n=3,351) All elected All appointed Combination of elected and appointed | Percent of Respondents 69.49 30.69 Percent of Respondents 88.39 11.79 Percent of Respondents 1.99 85.19 12.99 |
| 39. Does your municipality have standing committees (permanent bodies with set memberships and regularly scheduled meeting times) that consider specific policy matters? (3,764) Yes No 40. Does your municipality have resident authorities, boards, or commissions? (n=3,837) Yes No 40A. If yes, are members: (n=3,351) All elected All appointed Combination of elected and appointed 40B. If yes, in what capacity do they serve? (n=3,307) | Percent of Respondents 69.49 30.69 Percent of Respondents 88.39 11.79 Percent of Respondents 1.99 85.19 12.99 |
| 39. Does your municipality have standing committees (permanent bodies with set memberships and regularly scheduled meeting times) that consider specific policy matters? (3,764) Yes No 40. Does your municipality have resident authorities, boards, or commissions? (n=3,837) Yes No 40A. If yes, are members: (n=3,351) All elected All appointed Combination of elected and appointed | Percent of Respondents 69.49 30.69 Percent of Respondents 88.39 11.79 Percent of Respondents 1.99 85.19 12.99 Percent of Respondents |



40C. If yes, on which areas do they focus? (n=3,334)

| | Percent of |
|----------------------------|-------------|
| Area of Focus | Respondents |
| Growth | 31.8% |
| Transportation | 19.8% |
| Zoning | 86.6% |
| Finance | 24.7% |
| Airports | 14.9% |
| Art | 14.1% |
| Beautification | 24.9% |
| Cable TV | 8.1% |
| Civil service | 13.3% |
| Libraries | 34.6% |
| Housing | 28.7% |
| Community-police relations | 12.6% |
| Economic development | 44.2% |
| Planning | 82.9% |
| Environmental issues | 23.7% |
| Historic preservation | 34.6% |
| Architectural review | 16.9% |
| Code enforcement | 27.6% |
| Parks and recreation | 62.6% |
| Ethics | 9.3% |
| Charter review commissions | 10.2% |
| Education/Schools | 8.6% |
| Cemeteries | 14.2% |
| Other (Please specify) | 14.9% |

| 41. Please provide your city's most recent bond ratings next to the name of the rating agency. | a. Moody's (n=788) | b. Standard & Poor's (n=914) | c. Fitch (n=156) |
|--|-----------------------|------------------------------------|---------------------|
| Prime | 17.3% | 15.3% | 27.6% |
| High Grade | 54.4% | 53.4% | 53.8% |
| Upper Medium Grade | 23.7% | 26.7% | 13.5% |
| Lower Medium Grade | 2.5% | 2.1% | 1.9% |
| Non-Investment and Below | 1.0% | 0.4% | 0.6% |
| Other | 1.0% | 2.1% | 2.6% |



Section 3 - Chief Elected Official

Survey Highlights

- The vast majority of chief elected official positions are part-time and receive an annual salary or stipend.
- Local governments rarely place term limits on chief elected officials, but those that do most often limit those terms to two four-year terms.
- Most chief elected officials may vote on all issues during council meetings.
- Recalls of the chief elected official are rare, and successful recalls are even rarer.

| 13. Does your municipality have a: (n=3,808) | Respondents |
|--|-------------|
| Mayor | 58.4% |
| Council president/board chair | 24.0% |
| Both | 17.6% |

| 14. Is the position of chief elected official in your local government officially full-time or part-time? (n=3,691) | Percent of Respondents |
|---|---------------------------|
| Full-time | 16.7% |
| Part-time Part-time | 83.3% |

| 15. Is the chief elected official a member of council? (n=3,786) | Percent of Respondents |
|--|---------------------------|
| Yes | 72.3% |
| No | 27.7% |

| | Percent of |
|--|-------------|
| 17. How is your chief elected official selected? (n=3,802) | Respondents |
| Voters elect directly | 75.6% |
| Council selects from among its members | 21.3% |
| The council member receiving the most votes in the general election becomes the chief elected official | 0.9% |
| Council members rotate into the position of chief elected official | 1.6% |
| Other | 0.7% |

| | Percent of |
|---|-------------|
| 18. How long is the chief elected official's term of office by law? (n=3,793) | Respondents |
| 1 year | 13.5% |
| 2 years | 28.6% |
| 3 years | 6.1% |
| 4 years | 49.4% |
| Other | 2.4% |



| 19. Is there a legal limit on the number of terms allowed for the position of chief elected official? (n=3,800) | Percent of Respondents |
|---|------------------------|
| Yes | 8.6% |
| No | 91.4% |

| 19A. If yes, what is the maximum number of terms allowed by law? (n=318) | Percent of Respondents |
|--|------------------------|
| 1 term | 3.8% |
| 2 terms | 51.1% |
| 3 terms | 26.2% |
| 4 terms | 11.0% |
| Other | 7.9% |

| 19B. If yes, what authority limits the number of terms for the position of chief elected official? (n=314) | Percent of Respondents |
|--|------------------------|
| Ordinance | 15.0% |
| Charter | 69.0% |
| State law | 13.4% |
| Other | 2.6% |

| 20. Does the chief elected official (CEO) have the authority to do any of the following? (n=3,688) | Percent of Respondents |
|--|---------------------------|
| Vote during council meetings | 68.5% |
| Nominate the chief appointed official without council review or approval | 6.9% |
| Appoint the chief appointed official without council review or approval | 3.5% |
| Remove the chief appointed official without council review or approval | 4.0% |
| Veto council-passed measures | 39.4% |
| Assign council members to chair or serve on committees and make assignments to those committees | 55.6% |
| Appoint residents to serve on advisory or quasi-judicial authorities, boards, or commissions | 55.1% |
| Receive the annual budget developed by the chief appointed official and present the budget with | |
| comments and suggestions to the council for consideration | 34.7% |
| Prepare the annual budget | 21.4% |
| Make an annual report to the council and residents on the state of the community | 39.9% |

| 20A. Under what circumstances does the CEO have the authority to vote in council meetings? (n=3,686) | Percent of Respondents |
|--|------------------------|
| On all issues | 56.1% |
| Only to break a tie | 31.8% |
| Only to make a quorum | 0.6% |
| Never | 8.7% |
| Other | 2.9% |

| 20B. If the CEO has the authority to veto council-passed measures, is a "super majority" vote of the | Percent of |
|--|-------------|
| council required to overturn the CEO's veto? (n=1,357) | Respondents |
| Yes | 51.3% |
| No | 48.7% |



| 21. Since 2011 have any recall initiatives been filed against the chief elected official? (n=3,740) | Percent of Respondents |
|---|---------------------------|
| Yes | 3.1% |
| No | 96.9% |

| 21A. If yes, were any successful? (n=109) | Percent of Respondents |
|---|------------------------|
| Yes | 22.9% |
| No | 77.1% |

| 22. How many staff work directly for the chief elected official? | a. Full-time staff (n=3,105) | b. Part-time staff (n=2,107) |
|--|---------------------------------|---------------------------------|
| Mean | 7.7 | 2.7 |
| Median | 1.0 | 0.0 |



Section 4 - Council

Survey Highlights

- Less than one-third of local governments do not require council candidates to submit a candidate filing fee. For those that do, the average filing fee is \$76.54.
- Being a member of the council is rarely a full-time position. Over 90 percent of respondents indicated that their council member positions are all part-time.
- Term limits on council positions are rare overall but are most commonly found in communities with 100,000 residents or more.
- About half of responding local governments fill vacant council positions through an appointment by the sitting council members, but many change the method of filling vacancies depending on the length of the term remaining.
- Less than one in five responding local governments have concurrent council terms. Few local governments put all council seats up for election in the same year.

| 23. Does the political party affiliation of council candidates appear on the ballot in a local general | Percent of |
|--|-------------|
| election? (n=3,869) | Respondents |
| Yes | 30.1% |
| No | 69.9% |

| 24. What is the current filing fee for running for a seat on the council? (n=3,572) | Dollars |
|---|------------|
| Mean | \$22.35 |
| Median | \$0.00 |
| Minimum | \$0.00 |
| Maximum | \$3,044.00 |
| Mean non-zero | \$76.54 |

| 25. How many council positions are there on your council? Include the CEO if they sit on the council. (n=3,910) | Percent of Respondents |
|---|------------------------|
| Four or less | 12.0% |
| Five | 39.3% |
| Six | 12.5% |
| Seven | 26.1% |
| Eight or more | 10.1% |

| 26. How are your council members selected? (n=3,855) | Percent of Respondents |
|--|------------------------|
| All at large | 68.0% |
| All by ward/district | 18.4% |
| Combination of at large and by ward/district. | 13.6% |



| 26A. If you selected c above, please indicate the number of council members elected by each method: | a. At large (n=512) | b. By ward/district (n=508) |
|---|------------------------|-----------------------------|
| Mean | 2.2 | 4.8 |
| Median | 2.0 | 4.0 |

| 27. Are council members full-time or part-time? (n=3,795) | Percent of Respondents |
|---|------------------------|
| All full-time | 5.5% |
| All part-time | 92.1% |
| Combination of full-time and part-time | 2.3% |

| 28. Please indicate the length of term for council members. | 2 years | 3 years | 4 years | 6 years | Other |
|---|---------|---------|---------|---------|-------|
| Council members elected at large (n=3,254) | 18.6% | 13.1% | 63.6% | 2.8% | 1.9% |
| Council members elected by ward/district (n=1,296) | 24.0% | 7.6% | 64.7% | 2.0% | 1.8% |

| 28A. Are the terms of office for council members staggered or concurrent? (n=3,851) | Percent of Respondents |
|---|------------------------|
| Concurrent | 19.2% |
| Staggered | 80.8% |

| 29. Is there a legal limit on the number of terms a council member may serve? (n=3,899) | Percent of Respondents |
|---|---------------------------|
| Yes | 8.7% |
| No | 91.3% |

| 29A. If yes, what is the maximum number of terms allowed by law? (n=313) | Terms |
|--|-------|
| Mean | 2.8 |
| Median | 2.0 |
| Minimum | 1.0 |
| Maximum | 12.0 |

| 29B. If yes, by what authority is the number of terms limited? (n=332) | Percent of Respondents |
|--|------------------------|
| Ordinance | 15.7% |
| Charter | 69.5% |
| State law | 12.4% |
| Other | 2.4% |



| 30. How is a council member's seat filled if it is vacated before the term has expired? (n=3,866) | Percent of Respondents |
|---|------------------------|
| Method depends on length of term remaining | 23.5% |
| Special election | 8.0% |
| Appointed by council | 49.4% |
| Appointed by chief elected official | 9.4% |
| Position left vacant until next regular election | 1.2% |
| Other | 8.6% |

| | Percent of |
|---|-------------|
| 31. Since 2011, have any recall initiatives been filed against council members? (n=3,871) | Respondents |
| Yes | 4.0% |
| No | 96.0% |

| 31A. If yes, were any successful? (n=149) | Percent of Respondents |
|---|---------------------------|
| Yes | 28.9% |
| No | 71.1% |

| 37. How often does the council formally meet, excluding work sessions? (n=3,832) | Percent of Respondents |
|--|---------------------------|
| More than once a week | 0.2% |
| Once a week | 3.0% |
| Three times a month | 2.1% |
| Twice a month | 58.7% |
| Once a month | 34.4% |
| Less than once a month | 0.9% |
| Other | 0.6% |

| 38. Does the council employ staff to work exclusively on council business? (n=3,784) | Percent of Respondents |
|--|------------------------|
| Yes | 16.4% |
| No | 83.6% |

| 38A. If yes, how many are: | a. Full-time staff (n=480) | b. Part-time staff (n=225) |
|----------------------------|-------------------------------|-------------------------------|
| Mean | 3.8 | 2.3 |
| Median | 1.0 | 1.0 |



Section 5 - Mayor/Council Compensation and Demographics

Survey Highlights

- Local elected officials are nearly always paid a salary or stipend.
- Chief elected officials (mayors or the council president) are paid an average of \$16,837 per year.
- Full-time mayors are paid an average of \$61,723.
- Part-time council members are paid an average of \$5,244 per year.
- Some local governments symbolically pay their elected officials \$1 per year. This typically only happens
 among council-manager communities in which elected officials do not provide day-to-day
 administration.
- Among respondents, nearly three-quarters of council members in the U.S. were male (note that the survey was administered prior to the 2018 elections).
- More than two in five council members in the U.S. are over the age of 60.
- Council members are most commonly retirees. When not retired, they come from a variety of occupations, the most common being business executives or managers.

| 16. Does the chief elected official (CEO) receive an annual salary or stipend for any of his/her | Percent of |
|--|-------------|
| services? (n=3,800) | Respondents |
| Yes | 86.0% |
| No | 14.0% |

| 16A. If yes, please indicate the approximate annual dollar amount that your CEO receives: (n=3,006) | Annual Dollars |
|---|-------------------|
| Mean | \$16,837 |
| Median | \$7,200 |
| Minimum | \$1 |
| Maximum | \$236,000 |

| 32. Are any council members (excluding the chief elected official) paid an annual salary or stipend for any of their services? (n=3,895) | Percent of Respondents |
|--|------------------------|
| Yes | 83.7% |
| No | 16.3% |

| 32A. If yes, please indicate the approximate annual dollar amount that your council members receive. | Full-time council member (n=200) | Part-time council member (n=2,829) |
|--|----------------------------------|------------------------------------|
| Mean | \$13,655 | \$5,245 |
| Median | \$3,000 | \$3,331 |
| Minimum | \$1 | \$1 |
| Maximum | \$115,000 | \$72,000 |



The following statistics break down demographic information for the total amount (a) of council members reported by the number of local governments responding to each question (n).

For example, 3,878 responding local governments reported gender information on a total of 22,509 council members across the entire U.S. Overall, 72.8% were identified as male, and 27.2% were identified as female.

| 00.6 " | Percent of |
|---|------------|
| 33. Council member gender (n=3,878; a=22,509) | Total |
| Male | 72.8% |
| Female | 27.2% |

| 34. Council member age (n=3,580; a=20,855) | Percent of Total |
|--|------------------|
| Under 22 | 0.1% |
| 22-29 | 1.4% |
| 30-39 | 9.5% |
| 40-49 | 17.7% |
| 50-59 | 29.7% |
| 60 and over | 41.5% |

| 35. Council member race/ethnicity (n=3,677; a=21,466) | Percent of Total |
|---|------------------|
| American Indian or Alaska Native | 0.7% |
| Hispanic or Latino | 3.0% |
| Asian or Pacific Islander | 0.4% |
| White, not of Hispanic origin | 89.1% |
| Black or African American | 6.2% |
| Native Hawaiian or Other Pacific Islander | 0.0% |
| Middle Eastern or North African | 0.2% |
| Some other race, ethnicity, or origin | 0.4% |

| | Percent of |
|---|------------|
| 36. Council member occupation (n=3,559; a=20,256) | Total |
| Legal services | 4.4% |
| Business executives/managers | 15.4% |
| Manufacturing | 2.6% |
| Service and sales employees | 8.9% |
| Finance, insurance, real estate | 7.6% |
| Agriculture, forestry, fishing | 2.2% |
| Construction | 4.2% |
| Law enforcement | 1.8% |
| Teachers or other educational personnel | 6.1% |
| Clergy | 0.8% |
| Other professionals (health, engineering, etc.) | 9.8% |
| Retiree | 28.5% |
| Other | 7.7% |



Survey Question Appendix

| Question | Section | Pag |
|---|---------|-----|
| 1. Indicate your municipality's current form of government as defined by your charter, ordinance, or state law. | 1 | |
| 2. How is your municipality's structure or form of government established? | 1 | |
| 3. Does your municipality have the position of chief appointed official? | 1 | |
| 3a. If your municipality has the position of chief appointed official, what action established the position? | 1 | |
| 3b. If your municipality has the position of chief appointed official, who appoints that position? | 1 | |
| 4. Does your municipality have residency requirements for any of your employees? | 2 | |
| 4A. If yes, which employees have residency requirements? | 2 | |
| 5. Who has the independent authority to develop and make recommendations for the budget submitted to the council? | 1 | |
| 6. Are your department heads: | 1 | |
| 7. Please indicate how the following positions in your jurisdiction are selected. | 1 | |
| 8. Does your municipality have a provision for Initiative? | 2 | |
| 8A. If yes, which of the following initiative processes does your municipality provide? | 2 | |
| 9. Does your municipality have a provision for legislative referendum? | 2 | |
| 9a. If yes, what type of items must the council place on the ballot for voter approval? | 2 | |
| 10. Does your municipality have a provision for popular referendum? | 2 | |
| 11. Does your municipality have a provision for recall? | 2 | |
| 12. Please indicate whether there have been any proposals to change your municipality's structure or form of | 1 | |
| government since January 1, 2011. If yes, also indicate whether the change was approved. | 1 | |
| 12A. If a change in form of government was approved, what was the approved change? | 1 | |
| 13. Does your municipality have a: (CEO) | 3 | |
| 14. Is the position of chief elected official in your local government officially full-time or part-time? | 3 | |
| 15. Is the chief elected official a member of council? | 3 | |
| 16. Does the chief elected official (CEO) receive an annual salary or stipend for any of his/her services? | 5 | |
| 16A. If yes, please indicate the approximate annual dollar amount that your CEO receives: | 5 | |
| 17. How is your chief elected official selected? | 3 | |
| 18. How long is the chief elected official's term of office by law? | 3 | |
| 19. Is there a legal limit on the number of terms allowed for the position of chief elected official? | 3 | |
| 19A. If yes, what is the maximum number of terms allowed by law? | 3 | |
| 19B. If yes, what authority limits the number of terms for the position of chief elected official? | 3 | |
| 20. Does the chief elected official (CEO) have the authority to do any of the following? | 3 | |
| 20A. Under what circumstances does the CEO have the authority to vote in council meetings? | 3 | |
| 20B. If the CEO has the authority to veto council-passed measures, is a "super majority" vote of the council required to overturn the CEO's veto? | 3 | |
| 21. Since 2011 have any recall initiatives been filed against the chief elected official? | 3 | |
| 21A. If yes, were any successful? | 3 | |
| 22. How many staff work directly for the chief elected official? | 3 | |
| 23. Does the political party affiliation of council candidates appear on the ballot in a local general election? | 4 | |
| 24. What is the current filing fee for running for a seat on the council? | 4 | |
| 25. How many council positions are there on your council? | 4 | |
| | 4 | |
| 26. How are your council members selected? | | _ |
| 26A. If you selected c above, please indicate the number of council members elected by each method: | 4 | |
| 27. Are council members full-time or part-time? | 4 | |
| 28. Please indicate the length of term for council members. | 4 | |
| 28A. Are the terms of office for council members staggered or concurrent? | 4 | |
| 29. Is there a legal limit on the number of terms a council member may serve? | 4 | |
| 29A. If yes, what is the maximum number of terms allowed by law | 4 | |
| 29B. If yes, by what authority is the number of terms limited? | 4 | |



| 30. How is a council member's seat filled if it is vacated before the term has expired? | 4 | 12 |
|--|---|----|
| 31. Since 2011, have any recall initiatives been filed against council members? | 4 | 12 |
| 31A. If yes, were any successful? | 4 | 12 |
| 32. Are any council members (excluding the chief elected official) paid an annual salary or stipend for any of their services? | 5 | 13 |
| 32A. If yes, please indicate the approximate annual dollar amount that your council members receive. | 5 | 13 |
| 33. How many of your current council members are: (Council member gender) | 5 | 14 |
| 34. What is the age breakdown of your current council members? (Council member age) | 5 | 14 |
| 35. What is the ethnic/racial breakdown of your current council members? (Council member race/ethnicity) | 5 | 14 |
| 36. How many current council members are in each of the following occupational categories? (Council member occupation) | 5 | 14 |
| 37. How often does the council formally meet, excluding work sessions? | 4 | 12 |
| 38. Does the council employ staff to work exclusively on council business? | 4 | 12 |
| 38A. If yes, how many are: (full-time/part-time) | 4 | 12 |
| 39. Does your municipality have standing committees (permanent bodies with set memberships and regularly scheduled meeting times) that consider specific policy matters? | 2 | 5 |
| 40. Does your municipality have resident authorities, boards, or commissions? | 2 | 5 |
| 40A. If yes, are members: (elected/appointed) | 2 | 5 |
| 40B. If yes, in what capacity do they serve? | 2 | 5 |
| 40C. If yes, on which areas do they focus? | 2 | 6 |
| 41. Please provide your city's most recent bond ratings next to the name of the rating agency. | 2 | 6 |
| 41. Flease provide your city's most recent bond radings next to the halfie of the rading agency. | Z | U |





