

# NLC's Municipal Action for Immigrant Integration Program Names First City Participants

## Releases Report Focused on Indianapolis

by Jamie Durana

Littleton, Colo., and Fort Wayne, Ind., have been named as the first two cities to participate in NLC's Municipal Action for Immigrant Integration (MAII) pilot program to help cities address challenges posed by recent immigration increases.

MAII is an NLC project to assist NLC member cities build more inclusive and stronger communities. It is supported through funding from the John S. and James L. Knight Foundation. NLC made the announcement during a press conference in Fort Wayne with Mayor

Tom Henry. MAII also released the first in a new series of reports highlighting municipal initiatives that foster immigrant integration.

The MAII pilot program for cities will provide technical assistance in two areas: (1) promoting naturalization using the MAII NewCITYzen Naturalization Campaign tool kit, which includes public service announcements and a media guide, and (2) helping city government make connections with community-based organizations to better address the needs of the local immigrant population. The selection of Littleton and Fort Wayne

reflects the changing landscape of immigration in the United States, with more small- and medium-sized cities experiencing the effects of large waves of newcomers.

Littleton's program to assist newcomers, the Littleton Immigrant Integration Initiative (LI3), will receive technical assistance for Census 2010 outreach and will be using NewCITYzen. Naturalization Campaign materials to promote naturalization in the immigrant community. Littleton introduced LI3 in 2005 in response to an increase in the city's immigrant population that began in the 1990s. LI3 operates several programs that pro-

mote civic engagement, provide newcomers with access to basic services, and help develop inter-cultural understanding.

Over the past decade, Fort Wayne has become home to the largest population of Burmese refugees in the United States, increasing the need for immigrant services in the city. Today the city is home to almost 250,000 residents, nearly 6 percent of whom are foreign born. As in Littleton, plans for Fort Wayne include promoting naturalization and providing technical assistance for developing a Census 2010 outreach plan.

Following the announce-

ment of the first two pilot program cities, MAII released the first report in the new "Municipal Innovations in Immigrant Integration" series, which identifies municipal efforts to welcome and include immigrants in the broader community. The first report focuses on Indianapolis during the 2000 to 2007 period, when the Mayoral Commission on Latino Affairs (MCOLA) was active. NLC hosted a presentation of the report in Indianapolis on August 25 to officially launch the report and series. Former Mayor Bart Peterson, who signed the executive order establishing

*see page 10, column 1*

# Forms Follow Functions for Municipal Governments

by Bill Barnes

What's the best form for municipal government — mayor-council or council-manager?

Are those really the only options that city leaders have?

Well, no.

Incremental changes in forms of municipal government have resulted in a much more complex picture. Recent research shows that city leaders have opted increasingly for mixed forms of city government. These adapted and hybrid cities now outnumber the pure form cities.

In other words, the old categories — the pure types — no longer always serve us well. By focusing on putting together the most useful specific mechanics for their particular city, city leaders have begun to create new categories — new types.

So, maybe it's time for everyone to get beyond the abstract debates about the dichotomy of political versus administrative forms of local government, a dichotomy that dates back a century or so to the "good" progressive reforms versus the "bad" boss/machine systems. It's time instead to focus on the specifics of what will work best in their community.

Which is exactly what most city leaders considering charter reform have apparently done. For example — adding a chief administrative officer to a mayor-council city, shifting from at-large to district elections for councils, or directly electing a mayor in a council-manager city.

## EMERGING ISSUES

Table 10.1

A Five-Part Breakdown of the Structural Characteristics of American Cities

The political city	The Adapted City			
	The adapted political city	The conciliated city	The adapted administrative city	The administrative city
No CAO	Likely to have a CAO	Has CAO	Has CAO	Has CAO
Mayor directly elected	Mayor directly elected	Mayor directly elected or selected by council	Mayor directly elected	Mayor selected by council
At least one member of city council elected by district	Most council elected by district	Council elections approximately an even mixture of at large and district elections	Majority of council elected at large	Council not paid; no staff
Mayor does not serve on council	Mayor does not serve on council	Mayor serves on council	Mayor serves on council	Mayor serves on council
Mayor serves full-time	Mayor serves full-time	Mayor serves either full- or part-time	Mayor serves either full- or part-time	Mayors serves part-time
Statutory or charter form of government is mayor-council	Statutory or charter form of government is likely to be mayor-council	Statutory form of government is either mayor-council or council-manager	Statutory or charter form of government is council-manager	Statutory or charter form of government is council-manager

From H. George Frederickson, Gary A. Johnson, & Curtis H. Wood, *THE ADAPTED CITY: INSTITUTIONAL DYNAMICS AND STRUCTURAL CHANGE* (Armonk, NY: M.E. Sharpe, 2004), p. 162. Copyright © 2004 by M.E. Sharpe, Inc. Reprinted with permission. All Rights Reserved. Not for reproduction.

Many state laws recognize only the two standard forms, so localities choose one and then adjust and amend and add and delete to get the mix of functions and structures they think will work best for them.

A key work in the research on this topic is "The Adapted City," by H. George Frederickson, Gary A. Johnson and Curtis H. Wood. The book details

the ways that municipal forms are changing and provides some case studies to illustrate the changes. The authors conclude that three forces have been driving contemporary patterns of change in forms of city government: "the drive for political leadership, the drive for political responsiveness and the drive for administrative effectiveness."

In practical terms, city leaders are faced with finding the balance among these three drives that will best serve their communities. And they have sought this balance by making adjustments here and there to suit the needs of their communities. The accompanying chart compares the two "pure" forms (at the right and left columns) and the

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## FUNCTIONS, from page 3

various "adapted" forms (the three middle columns.)

A 2009 study by Carr and Karuppusamy tests the findings in "The Adapted City" on cities in Michigan and reaches similar conclusions.

From his perch as executive director of the International City/County Management Association, Robert O'Neill is in position to observe these developments. In an interview, he said that the "facts" are not much in dispute — there is an accumulation of marginal changes to the two standard forms of municipal government. The mixed forms or hybrids, he said, are "more common."

It's no fun if everyone agrees, however, so there are points of dispute about what all this means. For example,

anike? Have some cities made so many or so fundamental adjustments that their "form" must be considered a new form altogether (see the middle column of the accompanying chart, the awkwardly-named "conciliated cities") rather than just modifications of the standard forms? In a book review of "The Adapted City," James Svara, a scholar at Arizona State University, opined that the issues associated with classifying cities are "arcane;" worried about the potential implication that choices among forms of government don't matter; and reminded everyone that probably the impact of those choices "is likely to be modest rather than fundamental."

Most usefully, we would want to know from this line of research some basic, practical things like: what are the kinds of effects we can expect from

increasingly for mixed forms of city government. These adapted and hybrid cities now outnumber the pure form cities.

specific structural changes under certain circumstances?

For city and town officials, who must make choices about structure and process and then must live with the results, these matters matter. It is perhaps helpful then to see that there is a broader array of options available to them than is suggested by the usual choice between the two standard types.

**Details:** "The Adapted City: Institutional Dynamics and Structural Change" is published by M.E. Sharpe Inc, 2004. "Beyond Ideal Types of

Municipal Structure: Adapted Cities in Michigan" by Jared B. Carr and Shanthi Karuppusamy is in the May 2009 American Review of Public Administration, pages 304-321. The Svara review of The Adapted City is in the July/August 2005 Public Administration Review, pages 500-505.

Bill Barnes is the director for emerging issues at NLC. Comments about his column, which appears regularly in Nation's Cities Weekly, and ideas about "emerging issue" topics can be sent to him at [barnes@NLC.org](mailto:barnes@NLC.org).

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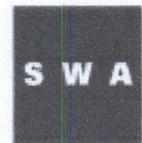
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