FINAL REPORT

AND PROPOSED ALTERNATIVE FORM OF GOVERNMENT



August 1, 1976

LOCAL GOVERNMENT STUDY COMMISSION

MILES CITY, MONTANA

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To the Citizens of Miles City:

The Miles City Study Commission, elected by the voters on November 5, 1974, presents this final report to the citizens of this community.

The responsibility of the study commission, as defined in state law, is "to study the form and power of government and existing procedures for delivery of local government services, and compare them with other forms available under the laws of the State of Montana." Having completed these two phases of the study, it is now the responsibility of the study commission to submit one alternative form of government to the qualified electors.

We are presenting our recommendations for an alternative form of government which we feel will best provide the governmental services expected by the people both today and in the future. Our concern has been to provide a form of government which will be responsive to local citizens and also provide an efficient opportunity for devising solutions to local problems. We feel the citizens of Miles City can achieve these goals by adopting the council-manager form of government.

Our recommendations reflect the thoughts and opinions of many people as well as the independent efforts of this study commission. In every phase of the study we sought advice and information from as many sources as possible, including local government officials and employees, community organizations and citizens. All meetings of the study commission were open to the public, and several public hearings were held. Commission members appeared before various community organizations and on public media to explain the work of the commission and also to hear the viewpoints, ideas and concerns of the citizens.

Out tentative report was published on May 1, and a public hearing on this report was held June 14. At that time several specific areas of our alternative plan of government were discussed. As a result of careful consideration, we have made two changes in our final report: 1) the length of term for council members will be four year overlapping, and 2) the determination of local government powers will be voted on as a separate sub-option on the ballot.

We hope that you will read the following pages carefully so that you will be fully informed to vote on the issues. The question for the adoption of this alternative form of government will be placed on the ballot in the general election on November 2, 1976.

Respectfully submitted,

Miles City Study Commission Members

George T. Kurkowski, Chairman Jessica P. Stickney, Vice-chairman Michael G. Brown Terry A. Cline Robert J. Gersack

II. FINDINGS OF THE STUDY COMMISSION

KEY PROVISIONS OF THE PROPOSED FORM
SUMMARY OF RECOMMENDATIONS

FINDINGS OF THE STUDY COMMISSION

After a careful study of almost two years, it is the decision of the study commission to recommend the council-manager form of government for Miles City, the form which we feel will meet best the changing needs of this community. This form is intended to provide a strong elected council to govern, and a trained manager to administer the council's programs.

The city has been served long and well by the council-mayor form of government, but the primary concern we have felt in studying the present and future needs of Miles City has been the overwhelming demand on those who are involved in city government for more time and more professional expertise.

Under our present form of government the council has legislative responsibility for setting policies, establishing programs and passing ordinances. They and the mayor then take full responsibility for administering these policies, programs and ordinances on a daily basis. Thus in practice, the legislative and administrative functions have both become the responsibility of the same body.

We have seen in recent years the advent of revenue sharing and similar state and federal programs which are necessary to supplement municipal planning and financing. By their very nature, these programs require time and administrative expertise to utilize them to the best advantage of the citizenry of Miles City. Further, increased population and expansion mean an increase in the need for services, and time to plan for orderly growth.

So far, our mayor and council members have been willing and able persons who are conscientiously fulfilling their roles. They do not serve, nor are they paid, for full time. Most must derive their livelihood from other sources. Yet increasing demands of city government are in effect requiring them to put in two eight-hour days--one at their job and another

in carrying out both the legislative and administrative functions of city government.

It therefore seems logical to adopt that form of local government which separates the legislative and administrative functions more completely, making both more efficient and utilizing people's time and expertise to best advantage. The council—manager plan combines the strong political leadership of elected officials in the form of the city council, with the strong managerial experience of the city manager who is hired by the council.

KEY PROVISIONS OF THE PROPOSED FORM

1) Elected Council. A council of five (5) members shall be elected from districts in which they reside and which are apportioned by population.

They will be elected for four year overlapping terms on a non-partisan basis.

Comment: We feel a council of five members, each from a single member district, will insure good, responsive representation, as well as provide an efficient number for legislative tasks. The four year overlapping terms will provide for continuity of experience on the council. City elections have traditionally been non-partisan in Miles City.

We recommend that the council elect a mayor from its own members for a length of term to be established by ordinance. The mayor would act as chairman of the council, represent the city in official functions, and otherwise have the same powers and salary as the other council members.

2) City Manager. The city manager, a professional administrator hired by the council "on the basis of merit only," is responsible for the administration of the programs and policies determined by the council. Subject to the council's general direction, the manager controls the appointment and dismissal of city personnel, directs and supervises the administration of all departments, prepares the budget, and is in charge of the business affairs of city government. The manager serves at the pleasure of the council and may be replaced at any time.

Comment: The council-manager form is characterized by a professional manager who is charged with the administration of local government affairs. The manager is appointed by, responsible to, and serves at the pleasure of the council. He has no vote nor veto power. The council acts as the policy-making and legislative body, but does not have the responsibility of the day-to-day administration of the local government.

The manager has broad administrative authority, but he is directly responsible to the elected council, who of course are responsible to the electorate. We feel this provides both responsive representation as well as responsible and professional administration. This also separates the political or policy-making role of the council from the technical and administrative execution of that policy by the manager.

We recommend that the manager be qualified in city administration with a minimum of a bachelor's degree in public administration or a related field. It is our intent that he be specifically qualified as a city manager.

3) <u>Self-government powers</u>. Local governments presently operate under general government powers, whereby they have only those powers expressly defined by the state. As provided in Article XI, Section 6 of the Montana constitution, a local government unit with <u>self-government powers</u> may exercise any power, provide any services or perform any functions not prohibited by the constitution, law or charter. These powers include, but are not limited to, the powers granted to general power governments by Title 47A, Part 5.

The option to claim self-government powers for Miles City will be placed on the ballot as a separate sub-option to be voted on, and it will become a part of the proposed alternative form of government only if it is approved by a majority of those voting on that issue.

Comment: Although city government would continue to perform many statemandated functions and be subject to state law in areas where
state-wide uniformity is desirable, the adoption of selfgovernment powers will greatly increase the authority and the
flexibility of local government to deal with local problems.

At the present time, under general government powers the city government can act and provide services only in the manner designated by the state legislature. With self-government powers, response time to new problems and opportunities and methods of dealing with them could be more flexible and appropriate to the local situation. There probably would be few major changes in the immediate future, but in the long run it will enable more local control over local problems.

Under self-government powers the mill levy limits established by state law shall not apply. This could be beneficial in terms of more flexible response to new needs. However, in view of our present tax structure and total dependency on the property tax, we strongly recommend that the council pass by ordinance their intent to impose no all-purpose mill levy on real and personal property in excess of the limits allowed to cities with general government powers.

We also recommend that the city government increase its efforts with other governmental agencies in the areas of planning and delivery of services where a more cooperative and flexible program will better serve the citizens of Miles City and Custer County.

SUMMARY OF RECOMMENDATIONS

The Miles City Local Government Study Commission, having thoroughly studied our present form of municipal government and the alternative forms of government available to municipalities under state law, and having studied the future governmental needs of this community, recommends the following:

- 1. Miles City should adopt, effective May 2, 1977, the council-manager form of government. A council of five (5) members shall be elected from districts in which they reside and which are apportioned by population. They will be elected for four year overlapping terms on a non-partisan basis. The council shall hire a qualified city manager. The decision to have general government or self-government powers will be determined by the voters.
- 2. The question on the form of government, with the sub-option of government powers, shall be submitted to the voters of Miles City on November 2, 1977, in the following form:

Instructions to voters: Place an "X" in the boxes which express your preferences. The full text of the proposed form of government are available at your polling places.

OFFICIAL BALLOT

BALLOT ON ALTERNATIVE FORM OF LOCAL GOVERNMENT

If the proposed form of government fails to receive a majority of the votes cast on the question, the sub-option also fails. If the proposed form is adopted, the sub-option requires only a plurality of votes cast on the sub-option for adoption.

PLEASE VOTE ON BOTH ISSUES

vote for one

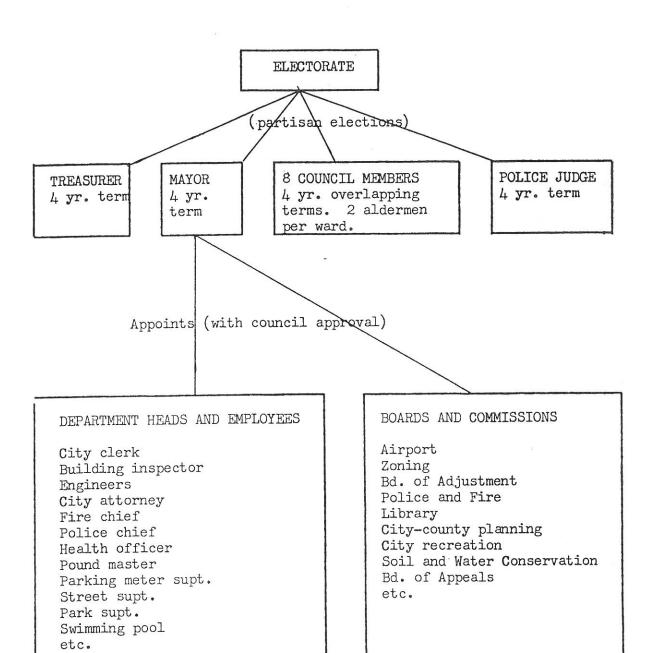
For adoption of the council-manager form of government proposed in the report of the Miles City local government study commission.				
For the existing council-mayor form of government.				
2. VOTE FOR ONE				
Sub-option to be included in the new form of government if it is adopted.				
The plan of government:				
Shall have self-government powers.				
	Shall have general government powers.			

III. COMPARISON OF EXISTING FORM OF GOVERNMENT

AND PROPOSED FORM OF GOVERNMENT

- A. General Characteristics
- B. Specific Characteristics

EXISTING FORM OF GOVERNMENT COUNCIL-MAYOR



A. Description of General Characteristics

1. Existing Council-Mayor Form

Historically, this is the most common form of local government in use in Montana's cities and towns. This form consists of an elected council of eight members, two elected from each of four wards, who serve for four year overlapping terms; and a separately elected mayor who serves for four years. Although the law provides for partisan elections, Miles City elections have traditionally been non-partisan.

This form provides for a separation of power between the executive and the council, in that the mayor is the chief administrative officer of the local government. However, our existing form functions under the "weak mayor" system, which implies the amount of power he is given. The mayor exercises control and supervision of budget preparation and all departments and boards only to the degree authorized by ordinance by the council, and though he can veto ordinances and resolutions, this is subject to override by a two-thirds vote of the council. He does not vote on the council except in case of a tie.

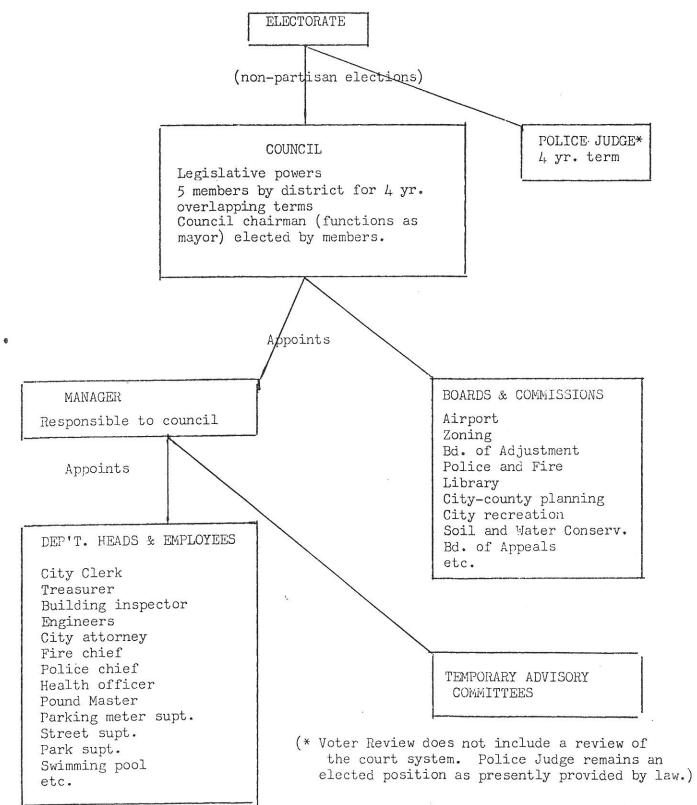
The mayor serves part-time and receives a salary of \$4,200 at the present time.* The council members receive \$1,800 yearly and must attend regular council meetings twice a month, special meetings and committee meetings. These have greatly increased in recent years.

One advantage of this form is having a single elected executive who is visible and accountable to the public. However, this advantage is offset by the fact that the election process does not always guarantee that an elected executive will be a competent administrator. Also, under this form administrative responsibility and management is often fragmented with no clear political leadership because the mayor lacks real administrative powers, and often time and expertise.

* By ordinance of the city council, the salary of the next elected mayor will be \$7,200. Therefore, if the existing form of government is retained, the part-time mayor will receive that amount. The beginning salary for a full-time, trained city manager would be approximately \$15,000. (The International City Management Association's statistics indicate salaries for city managers of towns the size of Miles City range from \$14,800 to \$22,000, depending on factors of experience, longevity, and local conditions.)

PROPOSED FORM OF GOVERNMENT

COUNCIL-MANAGER



2. Proposed Council-Manager Form

This is the most rapidly growing form of government being adopted in cities around the country for many of the same reasons that we are proposing it. It provides for an elected council and a qualified manager appointed by the council.

In our proposal the council will consist of five members, each elected from a district in which he resides and which has been apportioned by population. They will serve for four year overlapping terms, giving continuity of experience to the elected council.

The elected council appoints a manager, a trained professional in the administration of local government, who serves as the chief administrative officer of the local government. The council acts as a policy-making legislative body, and the manager is charged with the day-to-day operations of the local government. The manager serves at the pleasure of the council and is removed by a majority vote of the council. The council-manager form gives the manager broad administrative authority, including responsibility for the supervision of all departments and agencies of local government; preparation of the local government budget and its presentation to the council; and the authority to appoint and remove governmental employees (except where determined by law).

One inherent advantage of the council-manager form is the opportunity to select a professionally trained executive. This form also facilitates a separation of administrative and legislative functions. The elected council gives strong political leadership as the community's legislative body. It sets policy, approves the budget, determines the tax rate, and plans programs and priorities for the community's needs and services. The manager then carries out these policies and programs on a day-to-day, full-time basis.

Under the proposed form, administrative responsibility and authority are centralized under the office of the manager. There are no elected administrators, only the council is elected. The council is the policy-maker and the legislative body of city government. They appoint the manager who carries out and administers the policies and ordinances of the council. The manager has no vote on the council and no veto power. He is responsible to the council and may be replaced at any time the council feels he is not carrying out their policies.

B. COMPARISON OF SPECIFIC CHARACTERISTICS

The chart on the following two pages compares several specific characteristics of the existing form of city government with the proposed form of government. Under the last column entitled "Comments," the study commission has included short summaries of why they are proposing some changes in each area.

COMPARISON OF SPECIFIC CHARACTERISTICS

CHARACTERISTIC	FRESENT FORM OF GOV'T	PROPOSED FORM OF GOVIT	EVALUATORY COMMENTS
/ Form of gov't.	Council-Mayor. Elected council and separately elected executive (mayor).	Council-Manager. Elected council determines policy. Manager hired to administer policy.	Separation of legislative and administrative responsibilities. Hanager uppointed on basis of experience and training.
/ Powers	Ceneral Gov't Fowers. State law defines what Local government may do and specifically how it shall do it.	Self-Government Fowers. Local government shall exercise any power which the State does not deny. Legislative power vested in the council.	Self-government powers bring to local government the right to act in les our best interest, and great floatbilly in shaping government structure. Issue will be a sub-option on the ballot.
N Governing Body			
/ l. Size	8 mombors, 2 each from Four districts	5 members, l each from five districts	Will allow for good representation of city, yet efficient size for legislative function.
V 2. Election	Turtisan	Won-partisan	Seems logical on local level.
J. Term	L year overlapping	l, year overlapping	Allows for continuity on the council.
4. Presiding Officer	Soparately elected mayor.	Chairman of council elected by own members.	The council chairman will act as mayor for official functions, but will have no more power than the other members.
<pre></pre>	Council and mayor responsible for all legislative, executive and administrative functions.	Council the legislative policy-making body. Hires professional manager to administer all departments.	Frees council from administrative responsibilities to concentrate on policy-making role.

	Other Elected Officials	Treasurer	None	Independent offices brought under supervision of manager.
>	Chief Administrative Officer	Mayor, serving part-time and without clear administrative authority.	City manager. Full-time professional to direct and supervise all departments.	Better overall coordination with clear lines of authority and responsibility. Professional expertise where needed.
13	Appointment powers	Mayor appoints department heads not elected, members of boards and commissions with approval of council.	Council appoints and removes manager, members of boards and commissions. Manager appoints and removes all department heads and employees, and temporary advisory committees.	Department heads appointed on basis of qualifications and needs in local government. Members of boards and commissions continue to be appointed by council. Council has major power of appointing manager.
105	Budget preparation	Mayor prepares with depart- ment heads. Modified and/ or approved by council.	Manager prepares budget. Močified and/or approved by council.	Manager can balance priorities set by council with available resources, also balance needs of individual departments with overall needs and resources of community.
	Structure	Performed by elected part- time officials and appointed boards and depart ments.	Functions under supervision of manager, who can best develop efficiency and possible cooperative efforts.	A full-time manager can develop department efficiency and possible cooperative efforts between county and city where services are duplicated or where celivery system could be improved.

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APPENDIX

CERTIFICATE

ESTABLISHING THE PROPOSED PLAN OF GOVERNMENT FOR MILES CITY, MONTANA

Upon approval of the majority of those voting on this issue, the government of Miles City shall be organized under the following provisions of Section 47A-3-204: Revised Codes of Montana 1947.

(1)(2)(b) (c)

(3) (3) (3) (3) (3) (3) (3) (3) (3) (e)

(k)(1) (m)

(4)

(5)

(6)(a) (iii) (6)(b) (ii) (6) (6) (6) (ii) (c) (d) (i)

(e) (ii)(f)(ii)

(6) (6)

The question of general or self-government powers will be presented (7)to the voters as a sub-option to be voted on. The option approved by the voters will become part of the plan of government.

These sections establish the following form of government which shall be called a COUNCIL MANAGER form in this municipality.

- The council-manager form consists of an elected council and a manager appointed by the council who shall be the chief administrative officer of the local government. The manager shall be responsible to the council for the administration of all local government affairs placed in his charge by law, ordinance, or resolution.
- (2) The manager shall be appointed by the council for an indefinite term on the basis of merit only, and removed only by a majority vote of the whole number of the council.

- Page 2: Certificate establishing the proposed plan of government
- (3) The manager shall:

enforce laws, ordinances and resolutions.

perform the duties required of him by law, ordinance or resolution.

(c) administer the affairs of the local government.

(d) direct, supervise and administer all departments, agencies and offices of the local government unit except as otherwise provided by law or ordinance.

carry out policies established by the council.

(f) prepare the council agenda.

- (g) recommend measures to the council.(h) report to the council on the affairs and financial condition of the local government.
- (i) execute bonds, notes, contracts and written obligations of the council, subject to the approval of the council.

(j) report to the council as the council may require.

- (k) attend council meetings and may take part in the discussion, but he may not vote.
- (1) prepare and present the budget to the council for its approval and execute the budget adopted by the council.
- (m) appoint, suspend, and remove all employees of the local government except as otherwise provided by law or ordinance. Employees appointed by the manager and his subordinates shall be administratively responsible to the manager.
- (n) appoint members of temporary advisory committees established by the manager.
- (4) Neither the council nor any of its members may dictate the appointment or removal of any employee whom the manager or any of his subordinates are empowered to appoint.
- (5) Except for the purpose of inquiry or investigation under this title, the council or its members shall deal with the local government employees who are subject to the direction and supervision of the manager, solely through the manager, and neither the council nor its members may give orders to any such employee, either publicly or privately.
- (6) The plan of government shall include the following:
 - (a) All members of boards, other than temporary advisory committees established by the manager, shall be appointed by the council.
 - (b) The council shall consist of five members elected by districts in which candidates must reside and which are apportioned by population.
 - (c) Local government elections shall be conducted on a non-partisan basis as provided in this title.
 - (d) The chairman of the council shall be elected by the members of the council from their own number for a term established by ordinance.
 - (e) Council members shall be elected for overlapping terms of office.
 - (f) The size of the council shall be five members, and community councils to advise council members may be authorized by ordinance.

Page 3: Certificate establishing the proposed plan of Government

- (g) The term of office of elected officials shall be four years.
- (7) The question of general or self-government powers will be presented to the voters as a sub-option to be voted on. The option approved by the voters will become part of the plan of government.

We, the Study Commissioners of Miles City, Montana do hereby certify that this is the Proposed Plan of Government approved by the Study Commissioners of Miles City.

In testimony whereof, we set our hands.

Done	at	Mile	City	this	3
			1		
	-	-7.	1		

ATTEST:

Clerk & Recorder of Miles City, Montana

George T. Kurkowski, Chairman

Jessica P. Stickney, Vice-chairman

Michael G. Brown

Terry A Cline

Robert J. Gersack-

CERTIFICATE

ESTABLISHING THE EXISTING PLAN OF GOVERNMENT FOR

MILES CITY, MONTANA

If retained by the voters, the government of Miles City shall be organized under the following provisions of Section 47A-3-203: Revised Codes of Montana 1947.

(1)(2) (2) (2) (2) (2) (2) (2) (2) (b) (c) (d) (ii) (iii) (b) (ii)(c) (d) (ii) (e)(ii) (f)(i)(g) (h) (i) (ii) (i) (i) (j) (iii) (k) (ii) (ii) (m) (4) (a)

These sections establish the following form of government which shall be called the COUNCIL-MAYOR FORM.

- (1) The council-mayor form consists of an elected council and the mayor who is elected at large.
- (2) The mayor shall:
 - (a) enforce laws, ordinances, and resolutions;
 - (b) perform duties required of him by law, ordinance, or resolution;
 - (c) administer affairs of the local government;
 - (d) carry out policies established by the council;
 - (e) recommend measures to the council;
 - (f) report to the council on the affairs and financial condition of the local government;
 - (g) execute bonds, notes, contracts, and written obligations of the council, subject to the approval of the council;
 - (h) report to the council as the council may require;

Page 2: Certificate establishing the existing form of Government

- (i) attend council meetings and may take part in discussions;
- (j) execute the budget adopted by the council;
- (k) appoint, with the consent of the council, all members of boards; except, the mayor may appoint without the consent of the council temporary advisory committees established by the mayor.
- (3) Structural characteristics of the council-mayor form:
 - (a) The mayor may appoint one or more administrative assistants to assist him in the supervision and operation of the local government. Such administrative assistants shall be answerable solely to the mayor.
 - (b) The mayor may appoint, with the consent of a majority of the council, all department heads. He may remove department heads and may appoint and remove all other department employees.
 - (c) The mayor may veto ordinances and resolutions, subject to override by a two-thirds vote of the council.
 - (d) The mayor may prepare the budget in consultation with the council and department heads.
 - (e) The mayor may exercise control and supervision of all departments and boards to the degree authorized by ordinance of the council.
 - (f) A treasurer shall be elected.
 - (g) The council shall be elected by districts in which candidates must reside and which are apportioned by population.
 - (h) Local government elections shall be conducted on a partisan basis as provided in this title.
 - (i) The council shall have a chairman who shall be elected by the members of the council from their own number for a term established by ordinance.
 - (j) The presiding officer of the council shall be the mayor who shall decide all tie votes of the council, but shall have no other vote. The chairman of the council shall preside if the mayor is absent.
 - (k) Council members shall be elected for overlapping terms of office.
 - (1) The souncil shall have eight newhers, and community councils to advise council members may be authorized by ordinance.
 - (m) The term of office of elected officials shall be four years.
- (4) The mayor-council form of government shall have general government powers.

Page 3: Certificate establishing the existing form of Government

We, the Study Commissioners of Miles City, Montana do hereby certify that this is the existing Plan of Government as established by Section 47A-3-203: Revised Codes of Montana 1947.

In testimony whereof, we set our hands.

Done at Mills City this 5

day of May 1976

Clerk & Recorder of Miles City, Montana

George T. Kurkowski, Chairman

Jessica P. Stickney, Vice-chairman

Michael G. Brown

Terry A. Cline

Robert J. Gersack

CERTIFICATE

ESTABLISHING THE DATE OF THE SPECIAL ELECTION AT WHICH THE ALTERNATIVE FORM OF GOVERNMENT SHALL BE PRESENTED TO THE ELECTORS OF MILES CITY.

The alternative form of government proposed by the Local Government Study Commission shall be submitted to the voters of Miles City at a special election to be held with the general election on November 2, 1976.

We, the Study Commissioners of Miles City do hereby certify that this is the date of the special election approved by the Study Commissioners of Miles City.

In testimony whereof, we set our hands.

Done at May City this 3 day of May 976.

ATTEST:

Clerk & Recorder of Miles City, Montana George T. Kurkowski, Chairman

Charmen 17 -

Jessica P. Stickney,

Vice-chairman/

Michael G. Brown

Terry A. Cline

Robert J. Gersack

CERTIFICATE

ESTABLISHING THE OFFICIAL BALLOT

FOR THE NOVEMBER 2, 1976 SPECIAL ELECTION

Instructions to voters: Place an "X" in the boxes which express your preferences. The full text of the proposed form of government are available at your polling places.

OFFICIAL BALLOT

BALLOT ON ALTERNATIVE FORM OF LOCAL GOVERNMENT

If the proposed form of government fails to receive a majority of the votes cast on the question, the sub-option also fails. If the proposed form is adopted, the sub-option requires only a plurality of votes cast on the sub-option for adoption.

PLEASE VOTE ON BOTH ISSUES

VOTE FOR ONE

For adoption of the council-manager form of government proposed in the report of the Miles City local government study commission.			
For the existing council-mayor form of government.			
2. VOTE FOR ONE			
Sub-option to be included in the new form of government if it is adopted.			
The plan of government:			
Shall have self-government powers.			
Shall have general government powers.			

Page 2: Certificate establishing the official ballot

This ballot on the alternative form of local government shall be printed as a separate ballot.

We, the Study Commissioners of Miles City do hereby certify that this is the official ballot approved by the Study Commissioners of Miles City.

In testimony whereof, we set our hands.

Done at Wills City this 3

day of

ATTEST:

Clerk & Recorder of Miles City, Montana

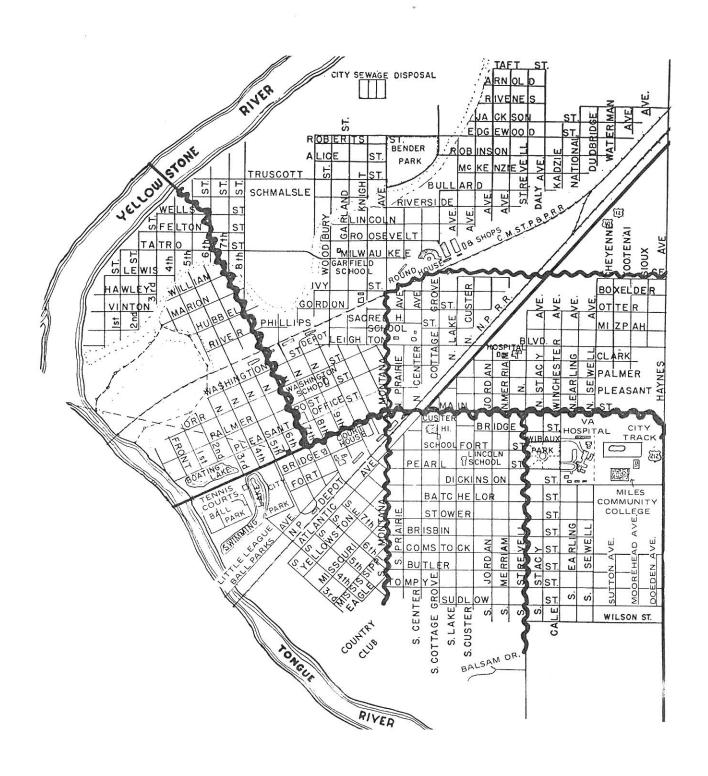
George T. Kurkowski, Chairman

Jessica P. Stickney, Vice-chairman

Michael G. Brown

Terry A. Cline

Robert J. Gersack-



Wavey line indicates possible division of city into five districts

CERTIFICATE FOR THE APPORTIONMENT OF COUNCIL DISTRICTS

The map indicates the approximate division of Miles City into five (5) council districts according to the 1970 population census. However, by ordinance of the City Council, an official census will be conducted in Miles City in September, 1976. The official apportionment map will be determined upon completion of that census.

We, the Study Commission of Miles City do hereby certify that this is only an approximate apportionment plan for council districts. The official apportionment plan will be approved by the Study Commission upon completion of the September, 1976 census.

In testimony whereof, we set our hands.

day of May 1976.

ATTEST: Recorder of

Clerk & Recorder of Miles City, Montana George T. Kurkowski, Chairman

Jessica P. Stickney, Vice-chairman

Michael G. Brown

The Contract of

Robert

24