AGENDA
CARRBORO BOARD OF ALDERMEN
TUESDAY, MARCH 15, 1994
7:30 P.M., TOWN HALL BOARD ROOM

Approximate Time*

7:30 - 7:35 A. APPROVAL OF MINUTES OF PREVIOUS MEETING: March 8, 1994

7:35 - 7:45 B. RESOLUTIONS, PROCLAMATIONS AND CHARGES

7:45 - 7:55 C. REQUESTS FROM VISITORS AND SPEAKERS FROM THE FLOOR

D. OTHER MATTERS

7:55 - 8:05 P/5 (1) **Resolution Authorizing Comments Regarding Orange County's Proposed Watershed Protection Requirements**

The Board will consider adopting a resolution authorizing comments to the Orange County Board of Commissioners regarding watershed protection requirements for University Lake and Cane Creek Reservoir.

8:05 - 9:05 P/5 (2) **Continued Discussion of Policy Goals for the 1994-95 Budget**

The Board will discuss the use of leadership-based budgeting in preparing the Fiscal Year 1994-95 budget and will consider the administration's recommended policy goals.

9:05 - 10:05 P/5 (3) **Worksession/Citizen Involvement**

At the 1994 Planning Retreat, the Mayor and Board of Aldermen identified five projects related to citizen involvement. Also at the retreat, the Board decided to meet once each quarter to conduct a worksession where the Board members could have time to discuss a single issue. The Board decided to discuss citizen involvement at its first quarter worksession which is being held tonight.

10:05 - 10:15 E. MATTERS BY MANAGER

10:15 - 10:25 F. MATTERS BY TOWN ATTORNEY

10:25 - 10:35 G. MATTERS BY BOARD MEMBERS

***The times listed on the agenda are intended only as general indications. Citizens are encouraged to arrive at 7:30 p.m. as the Board of Aldermen at times considers items out of the order listed on the agenda.**

Aqueduct Conference Center copies for Board

WHAT IS A CUSTOMER?

A customer is the most important person in any business.

A customer is not dependent on us. We are dependent on the customer.

A customer is not an interruption of our work. The customer is the purpose of it.

A customer does us a favor when he or she comes in. We aren't doing a favor by serving him or her.

A customer is our business--not an outsider. A customer is not just money in the cash register. *The*customer is a human being with feelings and deserves to be treated with respect.

A customer is a person who comes to us with his or her needs and wants. It is our job to fill them

A customer deserves the most courteous attention we can give him or her. The customer is the lifeblood of this and every business. The customer--our students--pay our salaries. Without our customers we would have to close our doors. Don't ever forget it.

From Thomasville City Schools

Notify [illegible]
to [illegible]
will be [illegible]

CRISTINA R. NELSON
109 STRATFORD DRIVE
CHAPEL HILL, NC 27516

TO: Town of Carrboro - Board of Aldermen
DATE: March 15, 1994
RE: Extension of Stratford Drive (Wexford Subdivision)

The residents of the Wexford development off Homestead Road are deeply disturbed to learn from recent newspaper articles that Stratford Drive is to be extended into the Cates Farm area, and thus become a through-street.

There are two reasons for our distress. One is that many of us were either specifically told by the realtor, or were led to believe by the same, that there were no plans to make Stratford Drive a through street.

Two, while we appreciate the need for connecting roads for the purposes of facilitating emergency vehicles and neighborhood travel, one must keep in mind the physical layout of Stratford Drive: it is a long, wide, flat road. This attribute makes for easy speeding, especially by students who may use our street as a shortcut between Hillsborough and Homestead Roads.

We also want to bring to your attention that most of us on the street have small children; to date, there are 14 children residing on Stratford Drive, with close to a dozen ready to move in the next couple of months. As you all know, fast traffic and small children do not mix successfully.

We have discussed this matter with Carrboro's transportation planner, who has suggested mitigating measures that the town might take should Stratford Drive become a through street. While we appreciate the town's willingness to work with us should the road extension go through, we want to go on record as being in total opposition to the extension of Stratford Drive.

Cristina Nelson

Cristina R. Nelson

Signing for:

Don Zeppenfeld
Kathy Zeppenfeld
Tom Shelley
Mercedes Shelly
Leonard Reynolds
Steve Gallo
Lucy Gallo
Tong Lee
Chon Lee
Dean Throop
Sharon Throop
Brian Quinn
Mary Quinn

Dick Hepner
Marilyn Hepner
Jed Dulberg
Judy Dulberg
Kerry Lee
Anna Lee
Gene Fried
Sherry Fried

CRISTINA R. NELSON
109 STRATFORD DRIVE
CHAPEL HILL, NC 27516

March 15, 1994

Mayor Eleanor Kinnaird
Town of Carrboro
Town Hall
Carrboro, NC 27510

Dear Mayor Kinnaird,

I very much appreciated the opportunity of speaking in front of you and the aldermen this evening regarding Stratford Drive. I would like, however, to clarify some of the issues discussed.

It was my intention to present to you the objections of the residents of Wexford to having Stratford Drive made into a through street. While my letter to you and my comments indicated peripherally that some of us were either told or led to believe by the realtor that there were no plans to make Statford Drive a through street, the main point I was trying to make was that Stratford Drive residents object to through-street designation.

We appreciate the need for a sign advising that there are plans for the road to go through into Cates Farm, but that is not our main concern; speeding and traffic are. We are already experiencing speeding on the part of contractors or subcontractors, and are concerned that that will multiply once the area becomes more thickly settled.

Having put our opposition to through-street designation before you, it is my understanding that the matter will be looked into and a staff report issued. I look forward to receiving a copy of that report so that I may present it to Stratford Drive residents. Please do not hesitate to call me either at home (933-2802) or work (942-7818) if you need to talk with me.

Sincerely,

Cristina Nelson

Cristina R. Nelson

cc: Planning Department
Board of Aldermen

RECEIVED MAR 21 1994

BOARD OF ALDERMEN

ITEM NO. D(1)

AGENDA ITEM ABSTRACT

MEETING DATE: MARCH 15, 1994

SUBJECT: RESOLUTION AUTHORIZING COMMENTS TO THE ORANGE COUNTY BOARD OF COMMISSIONERS AND ORANGE COUNTY PLANNING BOARD REGARDING WATERSHED PROTECTION REQUIREMENTS FOR UNIVERSITY LAKE AND CANE CREEK RESERVOIR

DEPARTMENT: **PLANNING DEPARTMENT**	PUBLIC HEARING: **YES** ____ **NO** _X_
ATTACHMENTS: **Proposed Orange County Ordinance Amendments** **November 16, & 23, 1993 Resolutions from Town of Carrboro** **Letter from "Protect Our Water"**	FOR INFORMATION CONTACT: **Roy M. Williford, 968-7713**
THE FOLLOWING INFORMATION IS PROVIDED: **(x) Purpose** **(x) Action Requested** **(x) Analysis** **(x) Summary** **(x) Recommendation**	

PURPOSE:

To provide comments to the Orange County Commissioners and Planning Board regarding proposed amendments to the Orange County Zoning Ordinance which, if adopted, would (*1*) allow for a reduction in the 150' building setback and 300' septic system setback adjacent to reservoirs and/or streams for lots created prior to January 01, 1994 and (*2*) allow the use of septic easements as needed in all protected watersheds except for the University Lake Watershed.

SUMMARY:

The County held a public hearing on February 28, 1994 to revisit two specific elements of the comprehensive watershed regulations what were adopted on December 21, 1993 -- setback requirements for new structures, and offsite septic systems easements.

Because the setback requirements may render a number of existing lots unbuildable, especially around Lake Orange in the northern part of the County, proposed amendments would reduce these requirements for all lots that existed before January 01, 1994.

The County proposed to allow offsite easements for individual septic systems in all water supply watersheds except University Lake. Currently, no portion of an individual septic system may be located on a separate parcel of land from the building that it serves. The County's proposal is contrary to Carrboro's November 16, 1993 and November 23, 1993 resolutions (attached) recommending onsite well and septic systems. OWASA adopted a resolution on February 24, 1994 that reaffirmed their previously stated position on the setback requirements and opposition to offsite septic easements in the University Lake and Cane Creek watersheds.

The Town staff has prepared a resolution for the Board's consideration that opposes both zoning ordinance amendments.

ALTERNATIVES:

The staff proposes the following alternatives:

1) Adopt resolution as drafted or modified, which will communicate the Town's opposition to the two amendments prepared by the County.

2) Take no action. This would preclude any formal input by the Town of Carrboro and might be interpreted as concurring with, or not opposing, the proposed amendments.

ACTION REQUESTED:

Consideration of the attached resolution.

RECOMMENDATION:

The Administration recommends the adoption of the attached resolution as written.

The following resolution was introduced by Aldermen _____ and duly seconded by Alderman _____.

RESOLUTION AUTHORIZING COMMENTS TO THE ORANGE COUNTY BOARD OF COMMISSIONERS REGARDING WATERSHED PROTECTION REQUIREMENTS FOR UNIVERSITY LAKE AND CANE CREEK RESERVOIR

WHEREAS, the Orange County Board of Commissioners and Planning Board held a public hearing on February 28, 1994 for the purpose of receiving comments on proposed amendments to the Orange County Zoning Ordinance; and

WHEREAS, the Town of Carrboro understands that any comments that it may have will be accepted by the Board of Commissioners and Planning Board through April, 1994; and

WHEREAS; several of the proposed changes pertain to watershed protection requirements for University Lake and Cane Creek Reservoir; and

WHEREAS; University Lake and Cane Creek Reservoirs are water supplies for Carrboro Citizens.

NOW, THEREFORE, THE BOARD OF ALDERMEN OF THE TOWN OF CARRBORO RESOLVES:

Section 1. That the Town of Carrboro opposes changes to the Orange County Zoning Ordinance that would reduce setback requirements for new structures and septic systems to the extent proposed by the subject amendment:

> *"Existing setback requirement of 300 feet for septic systems and 150 feet for structures should remain in place along the shorelines of University Lake and the Cane Creek Reservoir and along the perennial streams discharging to these impoundments."*

Section 2. That the Town of Carrboro supports the continued prohibition of individual offsite septic system easements in the University Lake and Cane Creek Reservoir watersheds, opposes amendments that would allow such easements in either watershed, and reaffirms its November 16, 1993 and November 23, 1993 position of requiring individual onsite water wells and wastewater disposal systems only.

Section 3. That the Town of Carrboro hereby authorizes and directs the town manager to pursue these recommendations through appropriate contact with Orange County officials.

Section 4. That copies of this resolution be transmitted to the Orange County Board of Commissioners, Orange County Planning Board, OWASA, and the Chapel Hill Town Council.

The foregoing resolution, having been submitted to a vote, received the following vote and was duly adopted this _____ day of _____, 1994:

AYES:
NOES:
ABSENT/EXCUSED:

PROPOSED ORDINANCE AMENDMENT

ORDINANCE: ZONING ORDINANCE

REFERENCE: ARTICLE 6.23.7 - Watershed Protection Overlay Districts (Stream Buffers)

ARTICLE 6.23.8 - Watershed Protection Overlay Districts (Sewage Disposal and Watersupply)

ORIGIN OF AMENDMENT: __x__ Staff _____ Planning Board _____ BOCC _____ Public _____ Other:

STAFF PRIORITY RECOMMENDATION: _____ High _____ Middle __x__ Low
Comment:

PUBLIC HEARING DATE: February 28, 1994

PURPOSE OF AMENDMENT: To allow for a reduction in the 150′ building setback and 300′ septic system setback adjacent to reservoirs and/or streams for lots created prior to January 1, 1994.

IMPACTS/ISSUES: Article 6.23.7 requires that new structures be located at least 150′ from a reservoir, or outside of the stream buffer, whichever is greater. Article 6.23.8 requires that septic systems be located at least 300′ from a reservoir or outside of the stream buffer, whichever is greater.

Application of these setbacks may render some existing lots unbuildable, particularly those which were not subject to any watershed protection standards at the time of their creation. For example, the Bellechene East Subdivision, located adjacent to Lake Orange, was approved prior to the zoning of Cedar Grove Township and the application of watershed protection standards. Eighteen of the 30 lots are located entirely or almost entirely within 300 feet of Lake Orange, and would be unbuildable if the 300′ septic system setback were applied.

There are a number of other existing subdivision lots surrounding Lake Orange which may be unbuildable if the 300′ septic setback and 150′ building setback are

applied. There may also be lots adjacent to University Lake or Cane Creek which existed prior to the adoption of watershed standards that have not yet been built on. The remedy available at this time is for the property owner to seek a variance of the setback requirements to the extent necessary to develop the property in a reasonable manner.

The proposed amendment would allow a reduction in the septic and building setbacks on lots which were created prior to January 1, 1994 to the extent necessary to build on the property, provided that septic system and structures remain outside of stream buffers, and the septic system remains at least 100′ from the reservoir (as required by the State mandate).

EXISTING ORDINANCE PROVISIONS AND PROPOSED AMENDMENT:

6.23.7 STREAM BUFFERS

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e) Minimum Buffer Width Required

DISTRICT	MINIMUM STREAM BUFFER WIDTH
UNIV-CA	The buffer width adjacent to streams shall be calculated for both Method A and Method B, and at any given point along the stream, the width of the buffer shall be the larger of the two. The same method shall be used to calculate the buffer around the reservoir itself. New structures shall be located at least 150′ from the reservoir or outside of the stream buffer, whichever is greater; <u>EXCEPT when the lot was created prior to 1/1/94 and it is shown that application of the 150′ setback would render the lot unbuildable. In that case, the 150′ setback may be reduced to the extent necessary to develop the lot in a reasonable manner, provided that the reduced buffer width remains at least as wide as the stream buffer.</u>
UNIV-PW	The buffer width shall be calculated for both Method A and Method B, and at any given point along the stream, the width of the buffer shall be the larger of the two.

DISTRICT	MINIMUM STREAM BUFFER WIDTH
CANE-CA U-ENO-CA	The buffer width adjacent to streams shall be the width calculated using Method A. The same method shall be used to calculate the buffer around the reservoir itself. New structures shall be located at least 150′ from the reservoir or outside of the stream buffer, whichever is greater; EXCEPT when the lot was created prior to 1/1/94 and it is shown that application of the 150′ setback would render the lot unbuildable. In that case, the 150′ setback may be reduced to the extent necessary to develop the lot in a reasonable manner, provided that the reduced buffer width remains at least as wide as the stream buffer.
U-ENO-PW L-ENO-PW BACK-PW	The buffer width shall be as calculated using Method A, or 150′, whichever is less, except where density exceeds 1 du/ac and impervious surface exceeds 12%. Where density exceeds 1 du/ac and impervious surface exceeds 12%, the buffer width shall be calculated as above, but shall not be less than 100′.
CANE-PW LITTLE-PW HYCO-PW FLAT-PW HAW-PW JORDAN-PW	The buffer width shall be the width calculated using Method A, or 150′, whichever is less.

6.23.11 WATER SUPPLY/SEWAGE DISPOSAL FACILITIES

DISTRICT	WATER SUPPLY/SEWAGE DISPOSAL
UNIV-CA UNIV-PW CANE-PW CANE-CA U-ENO-CA	Water supply and sewage treatment systems shall be limited to individual wells and on-site septic tanks systems or individual on-site alternative disposal systems.

DISTRICT	WATER SUPPLY/SEWAGE DISPOSAL
All Watershed Overlay Districts	No new treatment system will be permitted where effluent disposal occurs on a separate lot from the source of wastewater generation. Repair systems are permitted on a lot other than the lot which is the source of wastewater generation provided that the Orange County Health Department certifies that: 1. The residence or use has a failing system, AND there is not a suitable location for a repair system on the same lot as the residence or use, or 2. In the case of an unimproved lot created by recorded deed, valid probated will or recorded plat prior to 6/15/91 for UNIV-CA and UNIV-PW, and 1/1/94 for all other watershed overlay districts, there is not a suitable location for a repair system on the same lot as the residence or use.
UNIV-CA	New septic tanks and their nitrification fields shall be located outside of any stream buffers, or 300 feet from a reservoir or perennial or intermittent stream as shown on the USGS Quadrangle maps, whichever is further; EXCEPT when the lot was created prior to 1/1/94 and it is shown that application of the 300' setback would render the lot unbuildable. In that case, the septic system setback may be reduced to the extent necessary to develop the lot in a reasonable manner, provided that the reduced buffer width remains at least 100 feet.

DISTRICT	WATER SUPPLY/SEWAGE DISPOSAL
CANE-CA U-ENO-CA	New septic tanks and their nitrification fields shall be located outside of any stream buffers and at least 100 feet from a perennial or intermittent stream as shown on the USGS Quadrangle maps, and at least 300 feet from a reservoir; EXCEPT when the lot was created prior to 1/1/94 and it is shown that application of the 300' setback would render the lot unbuildable. In that case, the septic system setback may be reduced to the extent necessary to develop the lot in a reasonable manner, provided that the reduced buffer width remains at least 100 feet.
UNIV-PW CANE-PW U-ENO-PW HYCO-PW LITTLE-PW BACK-PW HAW-PW JORDAN-PW L-ENO-PW	Septic tanks and their nitrification fields shall be located outside of any stream buffers and at least 100 feet from a perennial or intermittent stream as shown on the USGS Quadrangle maps.

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ORDINANCE REVIEW SUBCOMMITTEE: January 19, 1994
PLANNING BOARD REVIEW:
BOCC REVIEW:

PROPOSED ORDINANCE AMENDMENT

ORDINANCE: ZONING ORDINANCE

REFERENCE: ARTICLE 6.23.8 Watershed Protection Overlay Districts (Water Supply/Sewage Disposal Facilities)

ORIGIN OF AMENDMENT: _____ Staff _____ Planning Board
__X__ BOCC _____ Public
_____ Other:

STAFF PRIORITY RECOMMENDATION: __X__ High _____ Middle ____ Low
Comment:

PUBLIC HEARING DATE: February 28, 1994

PURPOSE OF AMENDMENT: To allow the use of septic easements as needed in all protected watersheds except the University Lake Watersheds.

IMPACTS/ISSUES: **Background**

On December 21, 1993, the Board of Commissioners adopted amendments to the Orange County Zoning Ordinance, Zoning Atlas, Subdivision Regulations and Comprehensive Plan to implement mandated watershed protection standards and to extend zoning to Little River and Cedar Grove Townships.

Those amendments included prohibition of the use of off-site septic easements (except for repair area) in all protected watersheds. Prior to adoption of the amendments on December 21, the prohibition of septic easements applied only in the University Lake Watershed.

In the watershed protection amendments presented for public hearing in August, 1993, it was proposed that the University Lake restrictions pertaining to septic easements be extended to apply to all protected watersheds. There were no comments on this issue prior to or during the August public hearing. Two letters (attached) expressing opposition to the provisions, however, were received after the public hearing.

In response to those concerns, and after consultation with the Environmental Health, it was recommended that prohibition of septic

easements not be extended beyond the University Lake Watershed. There was little discussion of septic easements at the Commissioner's meetings after the public hearing, however, when the watershed protection standards were adopted on December 21, 1993, changes to the Zoning Ordinance included the prohibition of septic easements in all watersheds.

There was little specific discussion regarding the use of septic easements. There was some discussion of the use of alternative systems, particularly with regard to the Cane Creek Watershed. There was considerable discussion of similarities between the University Lake and Cane Creek Watersheds. OWASA as well as the Towns of Chapel Hill and Carrboro advocated the adoption of standards similar to those which applied in the University Lake Watershed. However, regulations related to the use of septic systems for individual systems was not specifically discussed.

Given the lack of specific discussion, and the magnitude and complexity of the amendment package adopted on December 21, the Planning Staff is unsure as to whether the restriction on septic easements was deliberately incorporated as a part of the response to concerns with the Cane Creek watershed. After receiving comments from citizens after the adoption of the amendments the Chair of the Board of Commissioners requested that the Planning Staff present an amendment for public hearing in February 1994 so that this specific provision can be revisited.

Effect of Septic Easements on Water Quality

The Orange County Division of Environmental Health has indicated that the prohibition of individual off-site septic easements would not enhance water quality, and that allowing easements could be beneficial in some cases due to greater flexibility in locating and designing septic systems. In terms of maintenance, it was indicated that it was likely that system problems or failures would be reported and corrected more quickly where there was an off-site easement because the owner of the property would not own or be responsible for the septic system.

Also, there is as greater possibility that marginal soils would be used in some cases in order to maintain a desirable subdivision design and avoid the creation of lots with a very irregular shape. The prohibition of easements would also eliminate possibilities for cluster developments in which open space could be preserved.

EXISTING ORDINANCE PROVISIONS AND PROPOSED AMENDMENT:

6.23.11 WATER SUPPLY/SEWAGE DISPOSAL FACILITIES

DISTRICT	WATER SUPPLY/SEWAGE DISPOSAL
UNIV-CA UNIV-PW CANE-PW CANE-CA U-ENO-CA	Water supply and sewage treatment systems shall be limited to individual wells and on-site septic tanks systems or individual on-site alternative disposal systems.
~~All Watershed Overlay Districts~~ <u>UNIV-CA</u> <u>UNIV-PW</u>	No new treatment system will be permitted where effluent disposal occurs on a separate lot from the source of wastewater generation. Repair systems are permitted on a lot other than the lot which is the source of wastewater generation provided that the Orange County Health Department certifies that: 1. The residence or use has a failing system, AND there is not a suitable location for a repair system on the same lot as the residence or use, or 2. In the case of an unimproved lot created by recorded deed, valid probated will or plat recorded prior to 6/15/91, there is not a suitable location for a repair system on the same lot as the residence or use.
UNIV-CA	New septic tanks and their nitrification fields shall be located outside of any stream buffers, or 300 feet from a reservoir or perennial or intermittent stream as shown on the USGS Quadrangle maps, whichever is further.

DISTRICT	WATER SUPPLY/SEWAGE DISPOSAL
CANE-CA U-ENO-CA	New septic tanks and their nitrification fields shall be located outside of any stream buffers and at least 100 feet from a perennial or intermittent stream as shown on the USGS Quadrangle maps, and at least 300 feet from a reservoir.
UNIV-PW CANE-PW U-ENO-PW HYCO-PW LITTLE-PW BACK-PW HAW-PW JORDAN-PW L-ENO-PW	Septic tanks and their nitrification fields shall be located outside of any stream buffers and at least 100 feet from a perennial or intermittent stream as shown on the USGS Quadrangle maps.

****

ORDINANCE REVIEW SUBCOMMITTEE: January 19, 1994
PLANNING BOARD REVIEW:
BOCC REVIEW:

The following resolution was introduced by Alderman Jacquelyn Gist and duly seconded by Randy Marshall.

A RESOLUTION REGARDING THE PROPOSED ORANGE COUNTY WATERSHED PROTECTION ORDINANCE

WHEREAS, the Board of Aldermen of the Town of Carrboro recognizes the community value that the Cane Creek Reservoir represents to its citizens; and

WHEREAS, the Board of Aldermen is committed to maintaining a high level of water quality in the Cane Creek watershed; and

WHEREAS, the Orange Water and Sewer Authority (OWASA) will be conducting a technical study of the Cane Creek Reservoir.

NOW THEREFORE, THE BOARD OF ALDERMEN OF THE TOWN OF CARRBORO RESOLVES TO RECOMMEND THAT THE ORANGE COUNTY BOARD OF COMMISSIONERS CONSIDER:

Section 1. Consistent with the Camp, Dresser, McKee preliminary recommendation in the 1989 University Lake Watershed Study, and consistent with OWASA's August 23, 1993 statement to the Orange County Board of Commissioners, interim regulations for the entire Cane Creek Watershed should require a uniform impervious limit of 6%, regardless of lot size.

Section 2. Continue to prohibit all commercial or industrial land uses throughout the Cane Creek watershed; and particularly to remove the option of allowing 5% non-residential development with up to 70% impervious surface area.

Section 3. Allow the provision of water and wastewater service only through individual onsite wells and disposal systems; no municipal or community level wastewater disposal.

Section 4. The Board of Aldermen support these amendments as an appropriate conservative strategy, pending the results of a detailed technical study.

Section 5. This resolution shall become effective upon adoption.

The foregoing resolution, having been submitted to a vote, received the following vote and was duly adopted this 16th day of November, 1993:

AYES: Randy Marshall, Tom Gurganus, Hilliard Caldwell, Eleanor Kinnaird, Frances Shetley, Jacquelyn Gist, Jay Bryan

NOES: None

ABSENT/EXCUSED: None

Amended: 11/23/93

The following resolution was introduced by Alderman Jacquelyn Gist and duly seconded by Randy Marshall.

A RESOLUTION REGARDING THE PROPOSED ORANGE COUNTY WATERSHED PROTECTION ORDINANCE
Resolution No. 24/93-94

WHEREAS, the Board of Aldermen of the Town of Carrboro recognizes the community value that the Cane Creek Reservoir represents to its citizens; and

WHEREAS, the Board of Aldermen is committed to maintaining a high level of water quality in the Cane Creek watershed; and

WHEREAS, the Orange Water and Sewer Authority (OWASA) will be conducting a technical study of the Cane Creek Reservoir.

NOW THEREFORE, THE BOARD OF ALDERMEN OF THE TOWN OF CARRBORO RESOLVES TO RECOMMEND THAT THE ORANGE COUNTY BOARD OF COMMISSIONERS CONSIDER:

Section 1. Consistent with the Camp, Dresser, McKee preliminary recommendation in the 1989 University Lake Watershed Study, and consistent with OWASA's August 23, 1993 statement to the Orange County Board of Commissioners, interim regulations for the entire Cane Creek Watershed should require a uniform impervious limit of 6%, regardless of lot size.

Section 2. Continuing to prohibit all commercial or industrial land uses throughout the Cane Creek watershed; and particularly to remove the option of allowing 5% non-residential development with up to 70% impervious surface area.

Section 3. Allowing the provision of water and wastewater service only through individual onsite wells and disposal systems; no municipal or community level wastewater disposal.

Section 4. The Board of Aldermen support these amendments as an appropriate conservative strategy, pending the results of a detailed technical study.

Section 5. In keeping with the Camp, Dresser, McKee report, the Board of Aldermen requests that structural BMP's not be allowed in the Cane Creek Watershed.

Section 6. This resolution shall become effective upon adoption.

The foregoing resolution, having been submitted to a vote, received the following vote and was duly adopted this 16th day of November, 1993:

AYES: Randy Marshall, Tom Gurganus, Hilliard Caldwell, Eleanor Kinnaird, Frances Shetley, Jacquelyn Gist, Jay Bryan

NOES: None

ABSENT/EXCUSED: None

PROTECT OUR WATER

Orange County Citizens for Watershed Protection

March 7, 1994

TO: Carrboro Board of Aldermen
RE: Orange County Zoning Ordinance, Text Amendment Article 6.23.8 Water Supply/Sewage Disposal Facilities

The Orange County Commissioners are considering the adoption of a zoning ordinance text amendment that would allow sewage waste disposal systems in water supply watershed buffers on off site lots

After reviewing this proposal, Protect Our Water (POW), an Orange County citizens committee active on water quality and watershed protection issues, recommends that you <u>not</u> adopt this amendment for the following reasons:

- ☐ It is a large step backwards from the level of watershed protection which has been adopted by general consent in Orange County over the last several years.

- ☐ Violating the established buffers to place septic systems closer to water supplies makes no sense. Off-site septic systems are likely to be more trouble than on site ones. The reasoning in the Agenda Packet that failures of such systems "would be reported and corrected more quickly" flies in the face of common sense and experience.

- ☐ The purpose of the proposed amendment is clearly to allow more intense development of land than is compatible with wise watershed protection. It suits special development interests rather than the public interest of clean, safe water supplies over the long run.

- ☐ With the results of the previous University Lake Watershed Study recommending against such provisions, and the new Cane Creek Watershed Study now in progress, it is unwise and unsound public policy to carve out such an important exception.

- ☐ This proposed change is opposed by OWASA.

over

POW 115 West Main Street, Carrboro, North Carolina 27510

It is unfortunate that this important provision has received so little attention. We urge you to request more information about this proposed amendment and its implications for long-term water quality in Orange County.

We further urge you to oppose the adoption of this amendment and to continue to support the highest standards for our public drinking water supply watersheds.

Thank you very much.

The following resolution was introduced by Alderman Randy Marshall and duly seconded by Alderman Jay Bryan.

RESOLUTION AUTHORIZING COMMENTS TO THE ORANGE COUNTY BOARD OF COMMISSIONERS REGARDING WATERSHED PROTECTION REQUIREMENTS FOR UNIVERSITY LAKE AND CANE CREEK RESERVOIR

Resolution No. 44/93-94

WHEREAS, the Orange County Board of Commissioners and Planning Board held a public hearing on February 28, 1994 for the purpose of receiving comments on proposed amendments to the Orange County Zoning Ordinance; and

WHEREAS, the Town of Carrboro understands that any comments that it may have will be accepted by the Board of Commissioners and Planning Board through April, 1994; and

WHEREAS; several of the proposed changes pertain to watershed protection requirements for University Lake and Cane Creek Reservoir; and

WHEREAS; University Lake and Cane Creek Reservoirs are water supplies for Carrboro Citizens.

NOW, THEREFORE, THE BOARD OF ALDERMEN OF THE TOWN OF CARRBORO RESOLVES:

Section 1. That the Town of Carrboro opposes changes to the Orange County Zoning Ordinance that would reduce setback requirements for new structures and septic systems to the extent proposed by the subject amendment:

> "Existing setback requirement of 300 feet for septic systems and 150 feet for structures should remain in place along the shorelines of University Lake and the Cane Creek Reservoir and along the perennial streams discharging to these impoundments."

Section 2. That the Town of Carrboro supports the continued prohibition of individual off-site septic system easements in the University Lake and Cane Creek Reservoir watersheds, opposes amendments that would allow such easements in either watershed, and reaffirms its November 16, 1993 and November 23, 1993 position of requiring individual on-site water wells and wastewater disposal systems only.

Section 3. That the Town of Carrboro hereby authorizes and directs the town manager to pursue these recommendations through appropriate contact with Orange County officials.

Section 4. That copies of this resolution be transmitted to the Orange County Board of Commissioners, Orange County Planning Board, OWASA, and the Chapel Hill Town Council.

The foregoing resolution, having been submitted to a vote, received the following vote and was duly adopted this 15th day of March, 1994:

AYES: Michael Nelson, Randy Marshall, Hank Anderson, Eleanor Kinnaird, Frances Shetley, Jacquelyn Gist, Jay Bryan

NOES: None

ABSENT/EXCUSED: None

I, Sarah C. Williamson, Town Clerk of the Town of Carrboro, North Carolina, do hereby certify that the foregoing is a true and correct copy of a resolution adopted by the Carrboro Board of Aldermen at its meeting held on Tuesday, March 15, 1994.

_____

Town Clerk

ITEM NO. D(2)

AGENDA ITEM ABSTRACT

MEETING DATE: March 15, 1994

SUBJECT: Continued Discussion of Policy Goals for 1994-95 Budget

DEPARTMENT: Administrative Services	**PUBLIC HEARING: YES ____ NO _x_**
ATTACHMENTS: Cost Estimates for Policy/Program Goals	**FOR INFORMATION CONTACT: Larry Gibson, 968-7701**

PURPOSE

The purpose of this item is to continue discussion of policy goals from the the Board's March 8th meeting.

The administration is attaching a summary of the leadership-based budgeting model as well as copies of agenda items and staff reports which track the town's efforts to employ the model.

SUMMARY

At the conclusion of this discussion, the Mayor and the Board of Aldermen will have identified the goals for a "strategy budget" for 1994-95, including:

-a bottom line financial goal establishing a figure for the strategy budget's total expenditures;
-policy goals including any financial goals or program goals that the Board wishes to have incorporated in the strategy budget; and
-departmental allocation goals, which establish bottom line financial goals for each department.

The Board establishes the figure for the strategy budget's total expenditures, and the cost of policy goals is deducted from this figure. The remainder of the strategy budget is allocated among the departments .The Town Manager will prepare a second budget in conjunction with the strategy budget that will include decision packages addressing additions and/or deletions in existing programs and services.

ANALYSIS

Following the leadership-based budgeting model, the Board identified policy goals on February 22nd. The Board made no commitment to these items, but instead, directed staff to prepare cost estimates for consideration at the March 8th meeting. During the 1994 Retreat, the Manager presented his recommendations for financial goals. In order for the Manager to proceed with allocations to the departments, the Board must establish the policy goals for the FY 1994-95 budget as well as the financial goals or parameters for the new year. The administration suggests that we call this proposal the "strategy budget" for purposes of discussion.The administration has developed cost figures for items identified by the Board on February 22nd. (See attached) Staff has also prepared cost projections for various cost-of-living and merit salary adjustments.

Manager's Recommended Goals:

The administration recommends the following financial goals:

(1) Preserving the General Fund Balance following these procedures:

(a) maintaining an unreserved fund balance at 25 percent of budgeted expenditures;

(b) moving towards a 3 percent cap on annual fund balance appropriations for general fund operations;

(c) setting 6 percent as a goal for annual budget savings ; and

(d) designating any fund balance exceeding the 25 percent level as a reserve for capital improvements.

(2) **Establish $6,702,081 as the total budget** for the General, Debt Service, Transportation, Cemetery, and Enterprise Funds. Establish the amounts by Fund, as follows:

General	$5,961,657
Debt Service	328,473
Transportation	399,951
Cemetery	3,300
Enterprise	8,700

In an effort to clarify the choices available in establishing a bottom line goal for the General Fund, the administration offers three options. The Manager's recommended goal as outlined above is drawn from Option Three. All three options continue services at existing levels; none includes any new personnel or unscheduled capital improvements. Decision packages will be developed to address improvements.

Option 1	**$5,781,397 (no tax increase)** Provides no funds for salary increases
Option 2	**$5,871,527 (2 cent tax increase)** Provides for merit increases (2 and 1/2 percent)
Option 3	**$5,961,657 (4 cent tax increase)** Provides for merit increases (2 and 1/2 percent merits) And 3 percent cost-of-living adjustments

Note of Caution: In choosing one of these options or any bottom line figure for the budget, the Board is not necessarily selecting a tax rate. If revenue estimates change, the projected tax rate will also change, up or down.

ACTION REQUESTED:

The administration requests that the Board reach consensus on policy goals and financial goals for FY 1994-95.

COST ESTIMATES FOR POLICY GOALS

1. **Community Policing-** The Police Chief has prepared four options for implementing community policing in the new year ranging in cost from **$71,609 to $135,920**. These options vary according to number of new officers, starting dates for new hires and include training and equipment. The Police Chief is not recommending the use of substations, although he does foresee the possibility of establishing storefront sites or outposts from which community-policing work would be coordinated in a particular district. Chapel Hill has established such a storefront post on Graham Street at an estimated annual cost of **$ 6,000**.

2. **Extending health insurance benefits to domestic partners -** According to representatives of Blue Cross/Blue Shield and Kaiser Permanente, enrolling domestic partners as we currently enroll spouses and family members should not increase the Town's insurance premiums.

221,000

3. **Paving of Quail Roost Drive and Installation of Sidewalk-** The Public Works Director estimates that the paving of Quail Roost Drive (1,350 linear feet with a 34 ft. width and curb and gutter) will cost approximately **~~$197,640~~.** Staff estimates that constructing a sidewalk along Quail Roost Drive will cost **$16,200**. Both of these projections include funds for contingencies. $128,000 for 20ft pavement only

4. **Fire Department Personnel-** The Fire Chief projects the need for two additional firefighters. Staff estimates that the salaries, benefits, uniforms, and other expenses associated with these two positions will total **$52,690.** The Fire Chief is also recommending a one dollar increase in the hourly rate paid to part-time fire drivers at an estimated cost of **$5,858**.

5. **Maintenance of 54 Bypass Median-** The Public Works Department projects the costs of maintaining the median next year at **$25,400.** This figure covers the costs of hiring three temporary laborers for five months of seasonal work ($14,400) and mowing equipment ($11,000).

6. **Housing Stipend for town employees-** Only 15 percent of our current full-time permanent workforce (or 15 employees) live within the Carrboro town limits. A $200 per month housing stipend would likely induce others currently employed by the Town to relocate or entice new hires to find housing in Carrboro. Assuming the policy resulted in a 30 percent rate of residency, the Town would incur an annual cost of **$72,000.** If no change in the number of employees residing in Carrboro occurred, or if the stipend were reduced to $100, the cost would be cut in half, to **$36,000.**

7. **Youth transportation-** According to the Transportation Planner, this issue is being discussed by the Drug and Violent Crime Task Force, but no specific proposals have been developed.

8. **Library-** Gary Giles, Chair of the Friends of the Carrboro Library reports that the committee is currently looking into the Carrboro Middle School as a site for a joint school/town facility. County support of this operation and other funding questions have not been resolved.

9. **Carrboro Day-** The Carrboro Day Structure Committee used a community survey to identify a list of possible program components. The Recreation and Parks Department has developed cost figures for these various components, but the committee is not scheduled to review these projections and decide upon program specifics until March 16. The total cost of personnel , supplies and other expense associated with all of the possible components is **$10,470.** The total project costs will fall somewhat below this figure as some components are omitted or adjusted by the Carrboro Day Committee.

10. **Youth Coordinator-** This proposal is still in the preliminary stages; no job description has been formulated, nor has there been any formula for cost sharing worked out. The figure of **$10,000** covers one third of possible salaries and benefits.

11. **Carrboro Art Group-** The Carrboro Art Group has requested a contribution from the Town of **$500.**

12. **Communities in Schools-** Communities in Schools has requested **$5,000** from Carrboro in the new year. The Human Services Advisory Commission has requested that the Board consider this application outside the Town's allocation (one cent levy) for human service grants.

1994–95 Total Wages and Benefits $3,288,602

Projected costs of various across–the–board and merit adjustments

Across the board	Adj. made at 1st of year	Adj. made at mid–year
5%	$164,430	$82,215
4%	131,544	65,772
3%	98,658	49,329
2%	65,772	32,886
1%	32,886	16,443

Merit

5% $69,883

times factor of 85% (some will get 2.5%; others may be denied)

2.5% $39,052

times factor of 95%

BOARD OF ALDERMEN

ITEM NO. D(3)

AGENDA ITEM ABSTRACT

MEETING DATE: March 15, 1994

SUBJECT: Worksession /Citizen Involvement

DEPARTMENT: Administration	**PUBLIC HEARING: YES ____ NO _x_**
ATTACHMENTS:Fact sheet from Office of Environmental Education, Memo from Alderman Bryan, Articles related to citizen involvement	**FOR INFORMATION CONTACT: Robert Morgan, 968-7706**

PURPOSE

At the 1994 Planning Retreat, the Mayor and Board of Aldermen identified five projects related to citizen involvement. Also at the retreat, the Board decided to meet once each quarter to conduct a worksession where the Board members could have time to discuss a single issue. The Board decided to discuss citizen involvement at its first quarter worksession which is being held tonight.

SUMMARY

Following the Board's discussion of these five projects, it should provide the Administration with direction as to how it wishes to proceed on them.

ANALYSIS

At the annual retreat this year, individual Board members proposed five projects concerning citizen involvement that they felt should be included in this years action agenda. The Board included these projects in this year's action agenda and indicated that it would like to schedule a worksession for discussing these items.

To aid the discussion, it would be helpful if the Board members could come prepared to address the following about each project:

1. identify the need the project would address,
2. describe the project,
3. discuss other options,
4. identify pros and cons about the proposed project.

It would also be helpful if the sponsor of the project could begin the discussion.

Some reading material is included as background for the Board's discussion.

The five projects and their sponsor(s) are as follows:

1. Environmental Review Commission (Kinnaird and Nelson)

2. Neighborhood Councils (Bryan)

3. Citizen input on crime (Anderson and Nelson)

4. Citizen advisory boards for public works and public safety (Marshall)

5. Communication with citizens (Gist and Bryan)

ACTION REQUESTED

To discuss the five proposed projects and to give the administration direction on how to proceed.

Office of Environmental Education • Fact Sheet

ENVIRONMENTAL AFFAIRS BOARDS

WHAT IS AN ENVIRONMENTAL AFFAIRS BOARD?

Environmental affairs boards (EAB) advise local governments on environmental issues. EABs are usually appointed by a local governing body -- such as a board of county commissioners, city council, or regional council of government -- to serve as a communication link among local communities, their elected officials, and state government.

An EAB may be established by local ordinance or resolution. Some communities have sponsored public meetings to discuss the creation of an EAB and have then sent a formal request to the town council or county commissioners asking that an EAB be appointed.

WHO ARE THE MEMBERS OF AN EAB?

Effective EABs depend on the interest and energy of its members. The main qualifications are a sincere dedication to the environment and the willingness to tackle issues that have no easy answers. Ideally, boards are composed of a balanced membership, representing various viewpoints on waste management and environmental issues. Membership of an EAB might include representatives of:

- agricultural interests;
- citizens' organizations;
- county government;
- local education and research institutions;
- local health and environmental agencies;
- local industry and commerce;
- local transportation and shipping interests; and
- municipal government.

After nominations are accepted from the groups or agencies to be represented, appointment to the board is then usually made by the county commissioners and/or the city council.

WHAT DOES AN EAB DO?

Functions of the board might include, but are not limited to:

1. Working with local agencies, industry, government, citizens, educational institutions, and others to provide a workable program for the long-term environmental protection and management of resources in the community;

2. Identifying and draw community attention to valuable local resources and examine ways to use and manage them wisely;

3. Advising local officials on proposed or existing local natural resources and waste management ordinances;

4. Developing a community/county waste management plan. The plan may address issues such as household hazardous waste, solid waste disposal, recycling programs, etc.;

5. Establishing a central file containing information about solid and hazardous waste including groundwater maps, educational materials, information on local hazardous material users and hazardous waste handlers, recycling programs, etc.;

6. Developing public education programs to increase public understanding about solid, hazardous, and low-level radioactive waste management;

7. Periodically investigating the environmental conditions of their community;

8. Taking part in reviewing permit applications, planning public meetings, distributing factual information, and sponsoring educational workshops to inform people in the community about existing or proposed waste management facilities;

9. Recommending to state and local governments and private industries measures that could be taken to ensure that groundwater, air quality, watersheds, and natural resources are properly managed;

10. Working with local industries to improve waste management within the community and to promote cooperative arrangements between waste generators and handlers; and

11. Mediating conflicts between concerning parties on environmental issues and helping them reconcile their differences.

The Office of Environmental Education has background information on EABs in North Carolina and other states. The Office of Environmental Education can provide assistance to citizens and local governments interested in establishing an Environmental Affairs Board.

(September 1991)

OFFICE OF ENVIRONMENTAL EDUCATION
PO BOX 27687
RALEIGH NC 27611-7687
Telephone 919-733-0711

1000 copies of this document were printed at a cost of $43.00 or $.043 each.

February 13, 1994

To: Mayor and Board

From: Jay

Re: Neighborhood Councils

Chief Callahan's discussion of Community Policing dovetails with the board's consideration of a neighborhood council. This concept was recommended by the Community Building Committee for further study and the Board approved such study on Oct. 26, 1993. (See attached).

I would like to suggest that emphasizing neighborhood health and concerns be the central purpose of our local government. A delivery of services program would be based on redirecting our resources toward problems identified with the help of citizens in a cohesive manner, rather than completely identified by Town Hall or even the Aldermen.

The main vehicle for achieving this goal would be to divide the town into districts, whose boundaries would be tied to groups of homeowners or other definable areas, such as Old Carrboro. All neighborhoods would be equally represented by people appointed by the Board. Town Hall officials from each department would work with the Council and possibly be assigned to each district, as in Community Policing, to form teams that would triage problems, whether they concern safety, roads, lighting or development, that affect that district and its neighborhoods but also all neighborhoods. Infill developments, such as Bel Arbor and other CUP applications, and road plans for the district and town could be filtered through the Council for its recommendations.

As newer subdivisions were annexed into the town, they would need to be incorporated into the Council. A process would need to be developed.

The purpose of such a system would be as follows:

1. allow for the dissemination of information through the Council and Homeowners' groups about the town's business;

2. allow for exchange of information about problems facing other neighborhoods, for better understanding of the interrelationship between the problems and the solutions, and for helping to promote more citizen participation in community building;

3. assist the town staff in prioritizing and identifying problems;

4. allow for more understanding of the budgetary needs of the town.

REPORT FROM COMMUNITY BUILDING SUBCOMMITTEE

Alderman Bryan presented a report from the Community Building Subcommittee which consists of he and Alderman Gist.

Alderman Bryan stated that the subcommittee was asking the Board to endorse the general principles and approaches as outlined in his memorandum to the committee dated April 23, 1993 which were to:

1. Establish a set of guidelines for discussion by the Board of any and all matters, but particularly matters that are controversial and matters involving public hearings.

2. Establish a yearly time as part of the Town Charter when the community, the Board and the staff examine what each is doing to build or nurture community along the lines of John Gardner's model and to look for ways to improve these ways as well as accomplish the on-going goal of community building.

3. Establish a Carrboro Day.

4. Establish and set aside specific days each year when fourth and fifth graders from Carrboro Elementary School and sixth graders from Culbreth Middle School come and visit Town Hall and/or staff and Board members visit classes and discuss town government and civics.

5. Identify projects and groups that might be involved in effecting the following principles: wholeness incorporating diversity, a reasonable base of shared values, caring, trust and teamwork, effective internal communication, participation, affirmation, links beyond the community, development of young people, a forward view,

6. Identify and reach consensus on what a successful community should consist of.

7. Establish a council of representatives from the town's subdivisions and neighborhoods.

It was the consensus of the Board to endorse the principles outlined by Alderman Bryan.

****

RESOLUTION OPENING AND MAINTAINING A DEPOSIT ACCOUNT AND/OR CERTIFICATES OF DEPOSIT

The following resolution was introduced by Alderman Jay Bryan and duly seconded by Alderman Tom Gurganus.

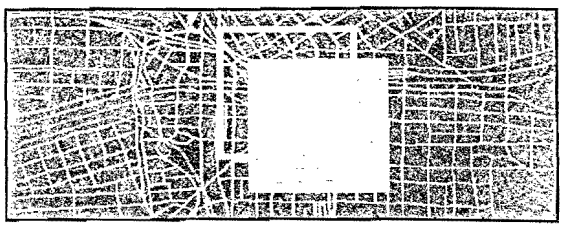
A RESOLUTION OPENING AND MAINTAINING A DEPOSIT ACCOUNT
AND/OR CERTIFICATES OF DEPOSIT
Resolution No. 20/93-94

THE BOARD OF ALDERMEN OF THE TOWN OF CARRBORO RESOLVES:

ICMA

MIS REPORT

VOLUME 25 / NUMBER 4 APRIL 1993



NEIGHBORHOOD SERVICE DELIVERY

Neighborhood service delivery programs spring from a philosophy that seeks substantive involvement of neighborhood residents in local government decisions through the development of citizen-government partnerships. Approaches such as community strategic planning have been used to help elected and appointed officials identify community goals. However, little effort has been made to develop programs to achieve the implementation of strategic plans. Neighborhood service delivery should be viewed as a vehicle to implement common community goals.

A surprising number of neighborhood service delivery programs are being developed in a variety of local government areas, such as code enforcement, police, and public works. Programs from Wilmington, Delaware; Edmonton, Alberta; Rockville, Maryland; and St. Petersburg, Florida, show the diversity of approaches.

A detailed case study of Hattiesburg, Mississippi, the 1992 winner of the U.S. Conference of Mayors Livable Cities Award (population under 100,000) shows how early, disjointed efforts can be molded into a comprehensive neighborhood improvement program. This report ends with a review of the components of a successful neighborhood service delivery program.

Neighborhood Service Delivery

The author of this month's report is James B. Borsig, former chief administrative officer of Hattiesburg, Mississippi, and currently research coordinator for the John C. Stennis Institute of Government at Mississippi State University.

CITIZENS AND GOVERNMENT

The recent avalanche of management techniques—Total Quality Management, customer service, citizen empowerment, rightsizing, public-private partnerships—center on one truth: citizens want government to be responsive to their needs and effective in achieving results. Putting neighborhoods at the very heart of local government policy is the beginning.

John Herbers, writing about citizen activism, states, "In the current era of public cynicism about government and its elected officials, grass roots citizens movements, though little noticed nationally, may prove to be a major force in the revitalization of American democracy."[1]

Robert Nisbet, author of *The Quest for Community*, tells us,

> Where power is external or centralized, where it relieves groups of persons of the trouble of making important decisions, where it is penetrating and minute, there, no matter how wise or good it may be in principle, it is difficult for a true community to develop. Community thrives on self-help (and a little disorder), either corporate or individual, and everything that removes a group from the performance of or involvement in its own government can hardly help but weaken the sense of community.[2]

Perhaps, as local government professionals, we should challenge traditional ways of governing our communities; in particular, we should reexamine the role of citizen involvement. In many places, it is assumed that it is the citizen's responsibility to become well-informed and attend public hearings or meetings. This notion of a "good citizen" may be outmoded. Stop and think for a minute what this requires of citizens. They must learn the time and place of the public meetings of various boards and commissions and, at the same time, develop sufficient understanding of rules of procedure to participate fully. This structural and procedural knowledge of local government must precede the citizen's effort to influence public policy.

Take a few minutes to evaluate the procedural and structural components of the public input opportunities your local government offers its citizens. Now, on a blank monthly calendar,

- Note all monthly meetings of your governing body
- Note all monthly board and commission meetings
- Note all available public hearing opportunities for each
- Note all public notice and agenda deadlines for each
- Note those that accept written comments
- Note those that allow public speaking
- Note any time limits imposed on public speaking.

How many of your citizens could complete this task? Is it possible that we have allowed our local governments to become so rigid and organized that the public they intend to serve has been squeezed out of the process?

In many instances, opportunities for public involvement are spread throughout the entire month. Each public body has developed its own detailed rules to ensure that the public's business is accomplished in a timely manner and that the public is involved. An honest evaluation is likely to reveal that our well-organized, highly specialized local government organizations probably deter public involvement and cause public dissatisfaction.

In some places, issues and decision processes are so complicated that only a very few members of the public comprehend them. Frank Bryan and John McClaughry say that the very nature of community requires that decisions be made on "a scale that human beings can understand and cope with."[3]

In his book *Human Scale*, Kirkpatrick Sale says, "It would seem sensible for any rational society to attempt

to protect and promote the institution of the community. . . . The organization is not simply *one* way of ordering human affairs, but a *universal* way, found in all times and places, among all kinds of people." Sale concludes that "the increasing loss of communal life is undoubtedly at the heart of the malaise of modern urban culture and its disappearance clearly cannot bode well for the future."[4]

Stuart Meck's advice for the planning profession (see box) applies to every area of local government activity. The time has come for a local government philosophy that encourages a view of the entire community, while taking into account its discrete parts. Local elected and appointed officials must seek to harness the energy of an informed, involved citizenry by encouraging new organizational structures to bring citizens directly into the governing process.

The new model is the neighborhood service delivery program outlined in this report. It embraces the legitimacy of public opinion, alongside professional opinion, and gives public choice equal importance in the making of public policy. Its goal is to improve services by tailoring them to local needs and to build community strength in the process.

A framework for public policy

Stuart Meck identified characteristics of the "old culture" and an emerging "new pragmatism" in the planning profession. Meck's old culture contained four assumptions:

- Elected officials could not be trusted to plan—planning was above politics. The institutions of planning should be removed from their control. Planning was to be done by the "best" people; the decision-making was insulated from politics.
- Surroundings affect behavior.
- The values of the dominant group should apply to the whole community; a middle-class lifestyle was appropriate for everyone.
- Planning should take the long view (20 to 30 years) because events were not causing change fast enough to warrant otherwise.

Meck's ultimate evaluation of the old culture is that "it (was) high-minded—it saw the world through rose-colored glasses—but, viewed from today's perspective, (it was) relatively ineffective." His new pragmatism is action-oriented, emphasizes effectiveness now, and involves planners in envisioning the future and being active participants in making that future come about. Meck's new pragmatism

- Embraces politics, instead of rejecting it
- Values small scale and the intimate in the everyday environment, over the monumental and imposing
- Recognizes that the city and the suburbs may no longer be middle class in the purist sense
- Is less concerned about the long term.

Meck describes this new pragmatism as being less predictable than the old culture. It recognizes that today's problems are "messy and complex, requiring not unitary grand physical design schemes that are attractively rendered to provide moral uplift, but approaches that are brokered and negotiated and compromised."

Source: Stuart Meck, "The Two Cultures of Planning: Toward the New Pragmatism," *Land Use Law* (3), 1991, pp. 3-5.

A Citizen-Centered Organization

Most recent attempts to improve public organizations—various initiatives to treat citizens like customers, as well as efforts to empower citizens and employees—recognize the importance of individuals. Even the focus on quality improvement in local government—whether applied to policy decision or pothole repairs—suggests a change from traditional bureaucratic notions to a citizen-centered approach.

Public organizations are increasing their efforts to improve accountability and responsibility and disperse authority as part of "reinventing government." While most management initiatives begin in an incremental and disjointed manner, scattered throughout a public organization, a few local governments have designed and implemented experimental organizational frameworks that seek citizen-centered solutions by recognizing the importance of neighborhoods.

Expanding the Role of Government

A focus on neighborhoods can be a philosophy, a process, and a program. Neighborhood service delivery programs redirect existing local government resources toward problems identified with the help of citizens. This process is carried out within a set of clear policies adopted by the local governing board and is implemented within the administrative framework of the local government. The elected representatives establish the policy and procedural guidelines for neighborhood service delivery in their jurisdiction but individual citizens help determine implementation strategy and may even participate in service delivery.

Local government employees are allowed and encouraged to . . . consider multi-service responses to community problems.

The practical result is that *more* citizens become directly involved in the implementation of the policies established by the elected officials, and contact between local government employees and citizens is increased. Local government employees are allowed and encour-

aged to look beyond the limitations of one service to consider multi-service responses to community problems.

Government employees working in neighborhood service delivery programs develop inclusive partnerships with citizens, as well as with the not-for-profit and private sectors. The local government harnesses all of the resources of the community to address community problems. In many instances, the problems of neighborhoods defy a neat fit with government programs; a neighborhood approach allows a community to capitalize on the strengths of each sector of society to improve its quality of life.

The local government forms a real partnership in which the government employees, the non-profit and private sectors, and citizens work together to achieve the community goals articulated by local elected officials. Achieving public policy objectives identified through the process of representative government becomes the work of all sectors of society, not just a few public employees.

Few, if any, local governments set out on this road by introducing a comprehensive effort. In fact, it should be noted that most implementation strategies begin in a fragmented fashion, emerging from almost any part of the local government organization. There is no single formula, no "best way" that requires a neighborhood service delivery program to develop first in the public safety department, the public works department, the planning department, or the recreation department.

Roberta Brandes Gratz, author or *The Living City*, criticizes urbanologists for seeking "solutions [that] must be reduced to an exact repeatable formula in every neighborhood, in every city." Too often, this "repeatable formula" becomes "the logic behind the development of government programs, but cities cannot be approached this way."[5]

Understanding that neighborhood improvement programs can spring from any department of local government and that no repeatable formula exists for developing solutions to the problems faced in our neighborhoods becomes both the guiding principle and the foundation for a neighborhood service delivery program. The following community case studies support Gratz's observation, and illustrate neighborhood service delivery innovations.

Wilmington, Delaware—Neighborhood Partnerships

In Wilmington, Delaware, a not-for-profit organization develops partnerships with neighborhood residents to reduce opposition to low-income housing. The Interfaith Housing Task Force works with a neighborhood-based task force to site housing in order to avoid the "not in my back yard" syndrome. According to Emilie Barnett, executive director of Interfaith, "Partnerships are not an intellectual theory or pious principle, but an intense and lively process. In the two short years that the partnerships have been operating, their value has been demonstrated—[they are] now a fundamental requirement at every Interfaith site."

The Interfaith effort builds directly on public involvement. Neighborhood residents are brought into the process through a partnership developed by Interfaith and are involved directly in policy decisions. The partnership allows residents to air their concerns and fears and gives Interfaith a chance to respond to those concerns and to build acceptance for its low-income housing projects. The collaborative partnership between the task force and residents also provides an organizational framework to address other community problems.

The needs of families and concerns about drug problems often dominate initial neighborhood meetings. Interfaith staff make clear to the neighborhood representatives with whom they meet that Interfaith is in the business of providing housing, but they invite the neighborhood residents to begin to define a course of action and identify which agencies might be of assistance in solving other problems. For example, in one neighborhood, Interfaith heard residents' concerns about stormwater runoff and a dangerous intersection that needed a stop sign, and worked with them to find solutions. In doing so, the task force won the trust of the neighborhood and reinforced the idea that residents could take responsibility for finding remedies to community problems.[6]

St. Petersburg, Florida—Geographic Accountability

In 1975, St. Petersburg's utilities maintenance division found that 70 percent of employees' time was devoted to corrective maintenance and only 30 percent was dedicated to preventive maintenance. This ratio was unacceptable, and St. Petersburg reorganized its utilities maintenance division. First, the city was divided into four sewer districts, and the districts were subdivided into zones. Each zone became the responsibility of a "public works representative," who was tasked with the responsibility to patrol the zone, locate potential problems, record them on work order sheets, and forward them to the correct division. These public works representatives became the eyes of the utilities division.

Ten years later, crews were spending 65 percent of their time on preventive maintenance and only 35 percent on corrective maintenance. During the same period, the number of sewer blockages fell from over 2,000 to 950 annually.

The St. Petersburg program succeeded because it developed geographic areas of responsibility, and specific employees were assigned to each area. These employees became accountable for the condition of the utilities infrastructure in their zone; they became the

primary link between their zone and the utilities maintenance division.

The accountability factor developed by the St. Petersburg program is important to the development of neighborhood service delivery programs. Too often, local government professionals rely on information aggregated for the entire jurisdiction. Such information may well be misleading, if it is not tied to a specific area.

Although the St. Petersburg utilities maintenance program does not involve interaction with the public, its development and its organizational structure underscore a major attribute of successful neighborhood service delivery programs—decentralized management based on clearly established territorial accountability.[7]

Rockville, Maryland—Accountability and Partnerships

The information on Rockville's Community Enhancement Program was compiled by Linda McDermid.

Rockville, Maryland's inspection services developed a Community Enhancement Program by dividing the city into five areas. The Rockville program begins with an organizational premise similar to that seen in the St. Petersburg, Florida, example. However, in Rockville one objective of the program is that the inspectors will develop personal relationships with the citizens in their area of responsibility.

Each area has a housing inspector assigned to, and responsible for, a specific territory. The Community Enhancement Program replaced the previous practice of doing "sweeps," in which the entire housing inspection staff was concentrated in one area of the city for a specified period of time. Under the new arrangement, housing inspectors cover their entire area each year in a systematic fashion, but also conduct quick windshield surveys on a weekly basis. In addition to finding violations, inspectors are tasked with sending "good job" letters to property owners whose property is exceptionally well maintained, or who complete exterior remodeling. Often, inspectors attend homeowner associations in their area.

Rockville has identified the following benefits of its Community Enhancement Program:

- Inspectors become visible and residents know them.
- Inspectors become very familiar with their area, its residents, and their needs. Often, inspectors refer residents to other local government programs.
- Phone complaints have been reduced by 30 percent since 1987.
- Inspectors see tangible results of their efforts over time, since each stays in one area.

Rockville's program includes several different components of a comprehensive neighborhood service delivery organization. First, it assigns housing inspectors to specific geographic areas. Second, it encourages the housing inspectors to become familiar with their territory and the residents. Third, inspectors go beyond their primary assigned duties to assist residents with other needs by referring them to available programs. Finally, Rockville's Community Enhancement Program provides citizens with a link to the city government, increasing the likelihood of customer satisfaction.

Edmonton, Alberta—Community-Based Policing

This case study was provided by Chris Braiden, superintendent of community-based policing in Edmonton.

The Edmonton Police Service began its formal move toward community-based policing in April 1988, with a neighborhood foot patrol program modeled in part on the Flint, Michigan, foot patrol experiment. Officers were assigned to 21 neighborhoods that had been identified on the basis of a careful repeat-call address analysis. The officers were encouraged to work with their community to solve problems. In early 1990, plans began for implementation of community policing across the department, and massive structural changes were undertaken.

The police department's conventional structure emphasized specialization and centralization. The new plan emphasizes decentralization, despecialization, ownership, and new service delivery. The explicit core value adopted by the department under the new structure is "Committed to Community Needs."

Every unit and function of the department was reviewed against the core value by asking five questions:

- What was the original mandate of the unit?
- What is it doing now?
- Should it be doing what it is doing now?
- What else should it be doing?
- How should it do what it should be doing?

As a result of the review, 58 constables were reassigned from specialized to generalized roles, and several specialized units were eliminated, reduced in force, merged with others, or decentralized.

A deferred response plan was implemented. Police now defer response to non-emergency service calls to a date and time acceptable to the citizen when in-progress calls for service will be at lower levels. To give citizens a place to report non-emergency matters in person, twelve community stations were added to the four existing district stations. In addition, the city has 32 neighborhood foot patrol beats. This decentralized infrastructure of community stations was used by 200,000 people during 1992. Of the people using the stations, 98 percent were walk-ins. Another measure of effectiveness was a survey of Edmonton citizens that indicated a 90-percent satisfaction rate with the community stations. And approximately 400 citizens have

volunteered their services to a community station or neighborhood foot patrol office.

As a result of the reorganization,

- 24 fewer members are assigned to administrative duties
- 13 fewer members are assigned to conventional crime prevention duties
- 58 more members have been reassigned from specialized duties to patrol duties
- In total, 137 members have been reassigned.

Statistics for 1992 compared with 1991 show that the changes are positive:

- Dispatched calls were down 17 percent
- Calls to the complaint line were down 30 percent
- The average telephone answer time was down 40 percent
- "Hang-ups" on the complaint line were down 36 percent.

Also in 1992, compared with 1991,

- Robberies were down 7.7 percent
- Thefts were down 14.6 percent
- Other property offenses were down 22.1 percent.

Local Government as Catalyst

These four examples show how neighborhood improvement programs can spring from virtually any division or department of a local government. These cases suggest that it may be important for citizen-centered principles to be tested in a single area of local government first and given the time necessary for development and evaluation.

The next stage is to extend this neighborhood approach to the entire local government organizational structure. The objective of a neighborhood program is to integrate "government" into the life of the community. Instead of letting citizens continue to view government as something apart from community life, human-scale partnerships between government employees and citizens help the local government recover its position as a catalyst to improve the community's quality of life.

In 1992, Hattiesburg, Mississippi, was selected by the U.S. Conference of Mayors as the winner of its Livable Cities Award for cities with a population of 100,000 or less. Hattiesburg's Neighborhood Improvement Program was honored as "a new approach to the way government responds to the needs of the community," but in 1989 when the program was developed, it appeared that it might not survive its infancy, much less become nationally recognized.

Hattiesburg's government, prior to 1989, was organized into departments that worked independently of one another to deliver municipal services. However, in separate areas of the organization, several programs provided the momentum to move it toward a neighborhood improvement philosophy.

Employees began to seek opportunities to explain their objectives, mostly in informal, one-on-one settings.

In 1985, the city council expressed concern about the fairness of service delivery across the entire city. Older neighborhoods had seriously deteriorated. The public service department responded first with its "Area of Pride" effort, a "sweep" of a targeted area to quickly improve the condition of infrastructure and the appearance of public rights-of-way. Next, the inspection department, under pressure to remove abandoned, dilapidated structures, also conducted comprehensive sweeps to log violations and begin the long, difficult legal process to eliminate code violations.

Finally, the department of planning and community development introduced the "Main Street Program," following the program developed by the National Trust for Historic Preservation. The Main Street approach marked the earliest effort of city government to involve property owners directly in developing solutions to problems facing the downtown area.

For a variety of reasons, these three disjointed efforts failed to produce long-lasting results. However, they planted the seeds that would mature after the 1989 city elections in the form of the Neighborhood Improvement Program.

During this same period, the city was busy adopting a new comprehensive plan and a zoning ordinance to implement it. This process brought over 1,000 residents to a series of public hearings, demanding protection of their neighborhoods. In 1989, this momentum carried over into the newly-elected administration, which included, for the first time, an appointed chief administrative officer with the authority to coordinate the efforts of all city departments.

The first initiative of the new management team was to develop a plan for a Neighborhood Improvement Program built in large part on the city's earlier efforts. The Neighborhood Improvement Program was envisioned to be a comprehensive city government response to solve neighborhood problems. The program was to focus on one neighborhood at a time and move from neighborhood to neighborhood as improvements were completed in each. (However, as the program matured, it became clear that no neighborhood was ever "completed.")

A test neighborhood area was selected in August 1989, and a 90-day trial period began. First, senior

management from the city departments formed a coordinating committee; its first chair was an assistant fire chief. The NIP committee (as it was later called) was to coordinate a comprehensive neighborhood assessment.

The main business of the coordinating committee quickly became peacekeeping as departments, unaccustomed to working together, found employees of other departments routinely "interfering" with their work. Each city department was attempting to conduct an independent, comprehensive assessment of the target neighborhood, block by block. These assessments were originally to be limited to the perspective of each department. Firefighters inspected buildings, building officials identified dilapidated and abandoned structures, police officers went door-to-door introducing themselves to residents, and the public works department inventoried infrastructure needs.

The final step involved tapping into other community resources to . . . increase the problem-solving capability of neighborhoods.

Suddenly, the management information system of the city was inundated with data, and work loads became unmanageable. Simultaneously, meetings began with neighborhood residents. Neighborhood watch groups were organized in response to an overwhelming surge of requests to improve neighborhood safety. Weekly meetings were scheduled in the target area for two months in an effort to inform and involve the public. However, the NIP coordinating committee did not anticipate the tone of the public response, which almost deflated the program before it got started.

Neighborhood residents, who felt they had been ignored for a number of years, used their first substantive contact with city representatives as an opportunity to vent their frustrations. Police officers found themselves being used as scapegoats for public works staff, while code enforcement officers heard complaints about the responsiveness of the police department. Frustrated citizens did not wait to direct their complaints to representatives of the appropriate department and would not delay their input until meetings scheduled to address their particular problem. In fact, residents seemed to be under the impression that city employees were capable of communicating with each other—and expected them to do so.

During its initial stage, NIP was seen by city employees as being project-oriented, not people-oriented. For instance, the evaluation of the test neighborhood reported that only four neighborhoods could be covered annually. NIP was thought of by the employees involved as additional work, not as a process to solve neighborhood problems. However, the public responded to the program.

As a result of this new neighborhood emphasis, the department of planning and community development began organizing neighborhood watch groups across the city. Meanwhile, assessment techniques learned in the test neighborhood by code enforcement officers and public works employees soon began to be used by almost every city department, even outside designated NIP neighborhoods.

During the first twelve months, the NIP program tried to move from neighborhood to neighborhood, while continuing to address needs in other parts of the city. While this dual approach continued, the attitude of senior city employees began to change. Instead of viewing citizen inquiries as "getting in the way of their work," employees began to seek opportunities to explain their objectives, mostly in informal, one-on-one settings. And while new NIP neighborhoods were brought into the system, it quickly became evident that no neighborhood would ever really be "completed."

This realization led to the purchase of a computerized complaint tracking system to be used by all departments. Key NIP committee members found themselves attending public meetings across the entire city. As a result, the few employees on the NIP committee were stretched thin. They began to feel that their main function was to be a target for citizen complaints. In every one of the first public meetings held in each new NIP area, residents insisted on being heard on topics of disagreement with the city—some of which were two decades old!

This venting of frustrations confused the city employees involved. Generally, the employee were highly motivated and wanted to please the public. And at first they lacked the perspective to understand that these attacks were really expressions of citizens' dissatisfaction with their treatment by city government in the past.

The sudden rise in the level of vocal complaints and the availability of a new forum for citizen involvement made the elected officials uneasy. They were concerned about discussions of expensive public works problems and were afraid that the machinery of city government would be overwhelmed by the requests. One member of the city council flatly declared the program a failure after only six months. However, overall support from elected officials remained strong, allowing the NIP coordinating committee to push forward in hopes of changing the perception of the program within city government.

In the fall of 1990, a major reorganization of the project took place. The NIP committee was reorganized as the NIP management team. The city was divided into six neighborhood service delivery districts based on the fire station service areas—as in most other localities, the fire service in Hattiesburg has a long history of geographic accountability, and most of its public services are routinely delivered at the station level. A fire officer, a police officer, a code enforcement officer, and a mid-

level manager from the public services department were appointed to serve on a neighborhood service delivery (NSD) team in each of the six districts. The NSD team became the primary, permanent link between city government and its neighborhood, for routine, basic service delivery and for problem-solving.

The neighborhood service delivery districts and their corresponding teams enabled the Neighborhood Improvement Program to blanket the city. The teams were tasked with working with the neighborhood watch groups in their districts to help them develop into comprehensive neighborhood organizations. Another key responsibility was proactive problem-solving with the district. Each team member evaluated his or her district from the perspective of a mid-level manager now held accountable for services within the district.

During a single month, over fifty meetings were held at the neighborhood level with watch groups or other existing neighborhood organizations. These proved to be the first meetings conducted as part of the NIP effort that were able to focus on solving problems, not dissatisfaction with city government.

The change to a city-wide concept allowed the NIP management team to refocus its strategy. Training was developed for NSD team members, as well as for the new neighborhood leaders. The chairmanship of the NIP management team was rotated to the public services representative, and the team began the process of identifying programming that could be delivered through its emerging network.

City programs, such as the surveys required for historic conservation district nominations, were redesigned to involve the newly-formed neighborhood organizations. A project to secure state forestry commission funds for planting street trees in four different commercial areas of the city involved the adjacent neighborhood organizations. The national "Night Out Against Crime" became a staple of neighborhood programming; Hattiesburg ultimately won a national award for its program. Each October the local drug awareness partnership conducted its red ribbon month, with most neighborhood watch groups and comprehensive organizations participating. The "Keep Hattiesburg Beautiful" committee merged public, private, and not-for-profit efforts to coordinate semi-annual clean-up days and an "adopt-a-median" program.

The final step involved tapping into other community resources to develop additional partnerships to increase the problem-solving capability of neighborhoods. Linkages were developed with local banks to coordinate their Community Reinvestment Act programs. A housing partnership task force developed from this process, consisting of neighborhood leaders, local bankers, realtors, and city staff. The task force prepared a grant application that combined all of these resources to obtain $500,000 in community development block grant funding (Hattiesburg competes in the state-run program for small cities).

Other projects took shape. City government worked with the public school district to lease an abandoned school building, so that it could be sublet to the newly formed Pine Belt Boys' and Girls' Club, a United Way agency. The Pine Belt Boys' and Girls' Club was founded in response to the need for programs for children at risk.

Program Results

After three years, the results of Hattiesburg's program are both visible and measurable. City government is reorganized to better respond to the needs of all of its neighborhoods—residential, commercial, and industrial. City government now views itself as both a facilitator and a catalyst to assist citizens. One important result is that basic service needs are now defined with the help of those affected, while existing resources are reallocated to meet newly defined needs. City government no longer sets priorities by itself.

The development of the neighborhood improvement philosophy and the implementation of the process have enjoyed the following results:

- Troubled neighborhoods have received additional attention for at-risk youth, overgrown lots and dilapidated structures, routine maintenance, and crime prevention.
- Over 200 abandoned, dilapidated structures have been removed.
- The Hattiesburg Keep America Beautiful program won first place in the local government category of the Mississippi People Against Litter competition.
- An adopt-a-median program was sold out within one month of its announcement.
- A local housing task force consisting of representatives of neighborhoods, city government, public agencies, and local lending institutions leveraged $500,000 in grants funds.
- The number of active neighborhood watch groups increased from 15 to 80.
- The number of comprehensive neighborhood organizations grew from 4 to 15.
- Serious crimes decreased by 7.5 percent, and the clearance rate increased by 10 percentage points from 37 to 47 percent. The police department credited these improvements to increased citizen involvement and awareness.

Reduce Fear of Crime

If public safety is not restored, then the community cannot be knit together for other common purposes. Neighborhood watch programs should be the first step of the

renewal process instead of a hastily applied "final" solution. Communities must again become "front-porch societies," where sidewalks, streets, and front yards are the common ground for neighborhood interaction.

Neighborhood watch programs should focus not only on catching criminals. They should establish a climate of reduced fear among neighbors, while rekindling community spirit. Crime cannot be eliminated by neighborhood watch programs or the police department; however, it can be reduced by successful citizen-government partnerships.

These partnership are an active process that begins with the neighborhood watch effort but is sustained over time by continued interaction. Fear of crime is the most visible and vocal concern of a neighborhood in crisis. It must be confronted before other needs can be addressed.

Identify Underlying Service Needs

Attention must be brought to the basic service needs of the neighborhood. Basic service needs are often unmet because of a lack of communication. For instance, few neighborhoods, if any, would choose to have their streets repaved when they believe that their safety is threatened by inadequate street lighting. But in many neighborhoods, information about residents' priorities never gets to city hall. Streets may be repaved when what residents really want is more lighting. Or recreation programs may be offered, but at the wrong time or place.

Local governments tend to develop policies that encourage the delivery of basic services in a uniform, fair manner. What is fair is seen as everyone getting the same share of public goods. It takes only a cursory reading of block group census data to reveal that no two neighborhoods are exactly alike. Common sense tells us that some neighborhoods need more or different services than others.

Local governments must move beyond being satisfied to act with the "consent of the governed" toward the understanding that the community of residents wants the opportunity to influence public policy decisions impacting service delivery.

Develop A Problem-Solving Organization

Neighborhood improvement is a continuous process. The fact that it is a process does not imply that it is simple or easy, or that it fits neatly into four-year terms of office. It is impossible to develop "repeatable" government solutions that fit every neighborhood in the country. Solutions must be developed that will work and survive within the context of each local government.

Neighborhood decline is measured in terms of decades, and few short-term "fixes" exist. The rebuilding process must be sustained by a neighborhood-local government partnership. Rebuilding happens in small, sometimes seemingly insignificant steps, not swift, dramatic action.

Slowly, the social and civic infrastructure of neighborhoods must be rebuilt, side-by-side with the physical infrastructure.

Develop a Neighborhood Improvement Philosophy

Local governments often look at a problem to determine whether it is a government problem, but this approach may be too simplistic. Problems of neighborhoods often require a substantial government effort to mobilize the resources of *other* sectors of the community. Local governments can serve not only as the provider of services but also as the catalyst for mobilizing other community resources toward the common good. In some neighborhoods, local government programs are inadequate, and help is needed as well from private agencies, civic groups, and other levels of government.

If neighborhood health is the central purpose of local government, then each and every action taken by local government must strengthen neighborhoods. This becomes both the philosophy that frames public policy, and the litmus test for good public policy. Local government employees learn to value neighborhoods and understand the importance of improving the delivery of basic, routine services in direct consultation with citizens. The local government plays a proactive role in improving services, sometimes as the primary service provider, often as the catalyst for change.

Make Neighborhood Improvement Comprehensive

Decentralizing public service delivery is not new. In fact, fire departments have used this concept for most of this century. Fire companies protect a geographically specific territory, and it is normal for fire inspections, fire drills, and other fire department services to be delivered at the station level. Fire service polices and procedures are centralized, but the activities are not. Community-oriented policing follows the same pattern.

A few local governments have applied what they know about the delivery of police and fire services to completely reorganize their basic service delivery system; they include substantive public involvement strategies in a comprehensive policy and organizational framework like Hattiesburg's Neighborhood Improvement Program.

A neighborhood service delivery program rests on a citizen-centered, neighborhood improvement philosophy. In fact, "neighborhood improvement" is a philosophy, a process, and a program. It is a philosophy of service delivery for basic city services, and a process of improving quality of life through neighborhood revitalization. As a process, it cross-cuts the traditional organizational structure of the local government, and creates human-scale, citizen-government

partnerships. As a program, it redirects existing resources through comprehensive, geographic service districts.

Encourage Public Involvement

Once the geographic service districts are established, then the public must be involved. In many communities, the primary neighborhood service request involves public safety. In response, the first service (beside fire) implemented is neighborhood watch. This is the starting point for the organization of the neighborhood service delivery process.

Neighborhood watch groups are first developed for public safety, but are encouraged to become active in other aspects of community life, such as identifying code violations, programming recreation, locating drainage problems, or improving street lighting. The objective of the process is to transform the neighborhood watch group into a comprehensive self-help organization.

Local government employees involved in this process must be prepared to become the focus for public complaints. The development of partnerships depends on the success of these new relationships with the public; citizens must learn to trust local government employees and develop new avenues of communication.

Improve Accountability

Each geographic service team member is held accountable for the basic service activities of his or her department within the respective geographic service district. For these team members, accountability is reduced to a manageable size: from the entire local government jurisdiction to the geographic service district. Success, progress, or failure are more readily measured.

Once accountability is established, then effectiveness can be identified. Performance measures are established for individuals, teams, and departments. Geographic service district team members must be trained to adopt a proactive style that encourages locating and resolving problems. Team members move outside their narrow frames of reference and pool all available information for individual and team success. When the teams succeed, the ultimate winners are the citizens.

Use Geographic Service Districts and Teams

A geographic service district is a specific service response area, such as an area historically served by a fire station. The fire department model is one that other departments can readily understand. These geographic service districts establish territorial accountability, and must become second nature for the other local government departments.

Geographic service districts, like established fire protection districts, should be permanent. In other words, they should not be based on political boundaries. The relationships developed within each service district require the boundaries to remain constant. Usually, neighborhood boundaries do not neatly fit planned service district boundaries. Simple adjustments should be made to align them so that further change is unlikely.

Once public safety strategies have been introduced in a service district, then other basic services follow. To accomplish this, mid-level managers from each department are brought together as a team and assigned responsibility for the geographic service district as part of their routine duties.

The team becomes the primary connection between the local government and its citizens for resolving routine service delivery issues. If successful, this approach redirects existing human and financial resources of the local government toward solutions reached by the team and the residents.

The geographic service district teams must avoid complicating their roles. Teams meet every week for 30 minutes over a cup of coffee at a central public building, such as a community center, fire station, public school, or library. No minutes are kept, no agenda is prepared, and no cumbersome administrative structure evolves. These meetings are held simply to exchange information needed to improve routine service delivery.

If an individual team member is unable to solve a given problem, then it is referred to the member's supervisor for consultation. Geographic service delivery teams coordinate internal communication and responses, while at the same time maintaining direct contact with neighborhood watch groups and comprehensive neighborhood associations.

Since neighborhood watch groups are merely a beginning point for the neighborhood improvement process, not its end product, efforts must be made to get them concerned about the total welfare of their area. Group leaders may need additional training, and increased contact with the geographic service delivery team is important. The team members must be available to them and known to them by name and face. In other words, the watch groups and comprehensive neighborhood groups within each service district become the responsibility of the service district team.

The team member from the police department becomes the one contacted for law enforcement-related problems; the same is true for fire, public works, and planning and community development. Teams coordinate external contract with each of the groups under their care and make certain that problem-solving occurs. Teams become advocates for the area they serve.

CONCLUSION

Local government managers are among the most resourceful of all public servants. They are close to the public so they know daily the public's perception of how effectively it is being served. These factors encourage local government managers to adapt and innovate.

Too often, local government decision-making relies on narrow, professional advice. Professional recommendations for street widening, traffic signals, rezoning, or the hours of operation of recreation facilities receive preliminary approval, and then are placed on meeting agendas for formal action. At this point, citizens learn of the impending decision (often for the first time) and attend the official meeting to voice their opinions. At the least, hard feelings result; at worst, disagreement blocks or delays a decision and results in inaction.

Geographic service districts give the local government managers a partnership with the citizenry that encourages public participation in government. Smaller, human-scale structures allow for two-way communication between citizens and their government, and at the same time increase the accountability of everyone involved. Public participation becomes a routine occurrence, not an exception that is reserved until confrontation is imminent.

Too often, local governments shield themselves from direct public involvement through the very processes designed to encourage it. When it is somehow the public's "fault" for not knowing how to find the narrow opening provided for participation, much faith may be placed in professional opinion, and too little in the wisdom of the public.

Quality of life is the business of the entire community.

In the information age it is difficult to distinguish between data and information. It is even more difficult to determine whether substantive public participation has emerged from the forums provided for that purpose.

Obviously, professional opinions should carry great weight in matters of public health or safety, but many of the contentious problems placed before local governing bodies could have been avoided if "citizen-centered" policy-making had been the practice of the local government.

Each local government adopting this approach will develop unique solutions likely to be effective only within its own community. No two solutions will be alike; fragmentation and innovation should occur. It is important to find those solutions that work and make sense in the context of your jurisdiction. Citizen-centered public policy and neighborhood improvement programs will involve innovation, change, and local "tailoring" to ensure a snug fit.

Quality of life is the business of the entire community. Governing is the blending of the resources of the public, private, and the not-for-profit sectors to solve problems and improve the quality of life. The social and civic infrastructure of the community, however, is an important determinant of the quality of life, and must be maintained with the same vigor and enthusiasm as solutions that require bricks and mortar.

Neighborhood service delivery programs require that we expand the traditional view of government responsibilities to include significant partnerships with the other sectors of society. Approaches such as community strategic planning have been used to help elected and appointed officials identify community goals. However, little effort has been made to develop programmatic strategies to achieve the implementation of strategic plans. Neighborhood service delivery should be viewed as a vehicle to implement common community goals, while at the same time creating local government organizations that are citizen-centered and human-scale.

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A Neighborhood Revolution Hits Richmond City Hall

Anne Amoury

If you listen closely, you will hear a quiet revolution taking root in Richmond, Virginia. It began when the citizens launched a successful coup d'etat against "business as usual" at city hall. Ironically, it was the city government's leaders who ordered the takeover.

In early 1987, Richmond's city council directed City Manager Robert C. Bobb to find a way to focus on municipal needs at the neighborhood level. In an answer to this mandate, the city administration developed a revolutionary program that turned the traditional decision-making process upside-down. This approach replaced the old, top-down process with a grass-roots, bottom-up approach, which required time and patience.

The program's goal is to "develop strong, viable neighborhoods by coordinating the planning and service delivery process in a way that directly responds to needs at the neighborhood level."

According to City Manager Bobb, the program's goal is to "develop strong, viable neighborhoods by coordinating the planning and service delivery process in a way that directly responds to needs at the neighborhood level.

The Neighborhood Team Process (NTP) recruits citizens from all walks of life and invites them to the local government decision-making table. For some veteran city employees, the presence of these new guests at what they traditionally viewed as "their" table caused some anxiety and frustration. This discomfort, however, was a normal growing pain in a radical transformation of the way Richmond's local government does business.

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An Organizational Transformation

Admittedly, this intrusion of laypersons can be a bit unsettling for some local government professionals accustomed to doing their jobs in the familiar, temperature-controlled environment of their offices. In many cases, their experience in dealing with citizens came mostly courtesy of Ma Bell. But the launching of the NTP uprooted these professionals from their desks and scattered them throughout the city's neighborhoods. This required a transformation of the organizational culture from a highly structured pyramid into a dynamic, multidisciplinary, citizen-oriented style of governing. This represented a dramatic change for many city employees, who had come to expect to be "beaten up" by citizens in citizen meetings. But they would find that the give and take goes both ways when each player is making a good-faith effort to improve neighborhoods.

The NTP is driven by a philosophy that local government in the year 2000 must drastically change the way it does business. It also offers municipal administrators a new style of managing shrinking resources. As the faucet of state and federal dollars slows to a mere trickle, local governments are forced to become more self-sufficient. In that process, we must also take a much more critical look at the services we provide, doing away with any duplications or unnecessary programs. It seemed only natural that the most credible "experts" to help us design our more streamlined plans are the residents whose neighborhoods our decisions would affect. This ap-

proach calls for not only the tailoring of services to individual neighborhood needs, but also the inclusion of representatives from *all* neighborhoods in that decision-making process.

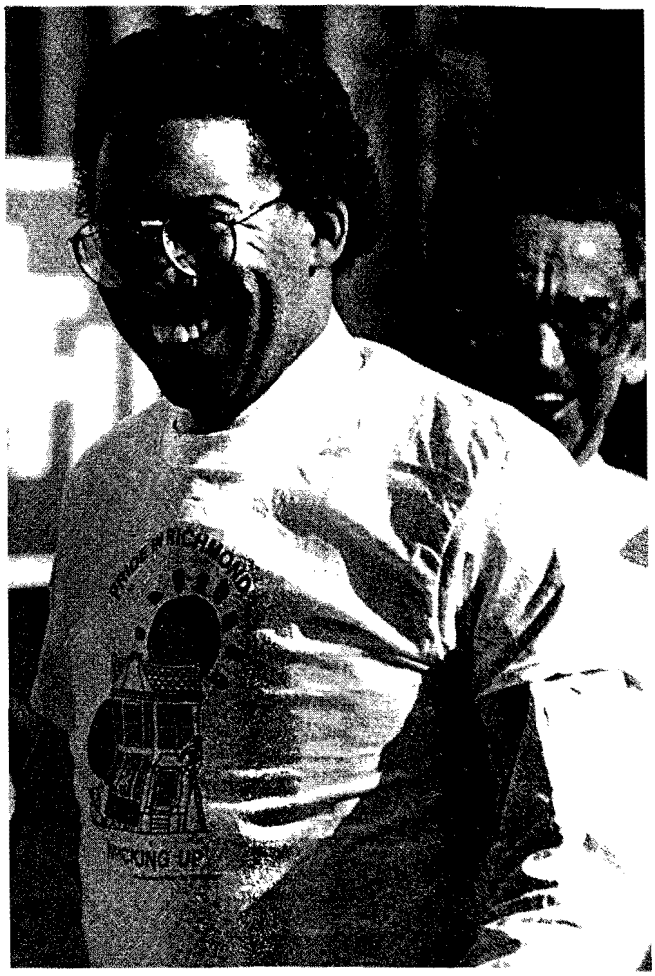
"Bobb emphasizes that only through a neighborhood team-like process can city staff develop and maintain the kind of informal, close links with the people they serve. He notes, "One of the greatest challenges of this process is to create more effective relationships between city employees and residents in our neighborhoods."

But, not surprisingly, this is not as easy as it sounds, according to Lyn J. Boyer, deputy director of community development and coordinator of the NTP. "It's definitely a lot harder to run a city government with 300 extra people at the decision-making table," she said. Boyer, however, would soon discover that the new process would ultimately reinvigorate both city employees and citizens as it began to yield positive results.

How NTP Works

The first step of the NTP was to transform an unlikely assortment of residents from over 100 diverse neighborhoods into nine working teams. (Because of a lack of interest, one district eventually dropped out of the process, leaving only eight active districts.) To keep the NTP teams from becoming politically driven bodies, the city's nine planning districts (from the Master Plan) were chosen rather than electoral districts. As a result, no district is covered by just one city council member. Bobb felt that the end result would be "more organized, efficient, citizen-oriented teams that would be held accountable for ensuring that the city tailors its services to the actual needs of individual neighborhoods." In most cases, members of these teams would not otherwise have crossed each other's paths. As such, these teams included a tremendous cross section of interests, represented by city officials, business people, nonprofit organizations, civic associations, and citizens.

For example, it is not unusual to find a six-figure-income business owner seated next to an elderly retiree whose fixed income barely allows him or her to buy groceries. But in the team meetings they become equal partners in the endeavor to set priorities for the city, based on the individual needs of their neighborhoods. One citizen NTP leader was most impressed with the program's effect as an equalizer. "One of the most positive aspects of the process is that it places citizens and city staffers side by side, which tends to do away with the 'us versus them' mentality and eventually becomes a 'we' frame of mind," said William Lee Weinkowski, an architect



Richmond City Manager Robert C. Bobb joins citizens and elected officials in kicking off an NTP-oriented spring cleanup program.

and one of the citizen neighborhood district team chairpersons.

But this cross-cultural education did not end in the meeting rooms. In addition, team members went on tours of their districts, further educating and enlightening themselves on the diversity of their own neighborhoods. Yet despite all this exposure to the many aspects of the city's diversity, one citizen NTP leader maintains that the process did not turn up any surprise problems. That is, the process focused more on the difficult task of prioritizing, rather than merely identifying problems. The NTP offered citizens who might otherwise try to get everything done for their neighborhoods "a triage system of neighborhood problems," according to citizen neighborhood district chairperson Carl Otto. A small business owner/manager, Otto said that one of the most significant accomplishments of the NTP is that it has taught people to narrow their focus to three top priorities.

Reactions and Results

So far, most citizens have reacted positively to the NTP. Most of all, they like being able to connect with a familiar face and name when they need various services. In fact, one citizen participant noted that one of the greatest benefits of the process has been getting to know city officials personally. Another participant has noticed a significant change in the attitude of city employees who deal with citizen problems. Employees no longer answer with an automatic "no" in response to a request to fix a problem. Instead of being told that "there's not enough money or staff or equipment" or "that's the way we've always done it," employees are showing an earnest effort to work alongside citizens to come up with creative solutions. Thanks to the NTP, people are learning who to call directly for specific problems, which makes a big difference in getting action. For citizens and staff, the improvement in communication was probably the most important result of the NTP. As a result, a change in attitude has also begun to manifest itself outside the NTP in dealing with citizen complaints.

This is just the type of reaction the city manager was hoping to evoke when, at the outset of the NTP, he told participants that this program would "lay the groundwork for virtually every other program or issue in city service, including crime-fighting, street improvements, and neighborhood beautification." The city manager has been proving his personal commitment to the process by attending two team meetings a year for each district. In addition to these meetings, he also attends regular meetings that bring together all the team leaders, who talk about their common problems and concerns. The fact that the manager was willing to commit this much time and to listen directly to the concerns of the participants lent credibility to and enthusiasm for the process.

For citizens and staff, the improvement in communication was probably the most important result of the NTP.

In a recent survey to assess citizen reaction to the NTP, one resident wrote that what she liked most about the process was that it "allows residents to really feel that their concerns about their neighborhoods are being heard. When we come to these meetings, we know there will be someone from the city who will hear us and can be held accountable." This heightened, public accountability has made the city staff much more responsive to service requests, including better followup. It also gives citizens a feel for how city government works.

This new approach can be equally enlightening for public administrators. One resident had been trying to get a manhole replaced for two years. He decided to try working through the NTP to resolve this seemingly impossible task. After mentioning the problem at a team meeting, the citizen ended up educating the NTP coordinator on just what working through the system means from a citizen point of view. The coordinator had to cut through red tape that had been wrapped around and knotted through a wide array of players, including the power company, the telephone company, the property owner, and the sewer department. She finally offered to pay for the manhole cover and 10 days and $15 later, Boyer had accomplished what the citizen had tried to get done for two years. The citizen was happy and the city official enlightened.

But instead of taking on each individual need as a personal cause, the NTP urges participants to integrate this give-and-take into the overall process of governmental decision making. The final result is entrance into the "inner sanctum" where theories and priorities are hammered into actual services delivered through paid staff, computers, boom trucks, and street sweepers—the annual budget.

In late 1989, the Public Works Department used the NTP plans to help shape its Capital Improvement Plan budget. As a result, many citizens got what they wanted and needed for the following fiscal year. For example, one NTP wheelchair-bound participant got safe sidewalks in his neighborhood. Other needs voiced in NTP meetings, which became budgetary realities, included playgrounds for small children (Tot Lots) and an abandoned vehicle towing program. In fact, the city was surprised to find that abandoned vehicles turned out to be one of the citizens' top three concerns. In response, the city made arrangements with a private contractor to tow these vehicles for free and to pay the city $50 for each vehicle unclaimed after 45 days. Under Virginia law, cars unclaimed for that period automatically become the property of the government and can be sold for parts and scrap metal.

Another concern that surfaced during NTP meetings was the fact that six pay phones on one street corner had become a hot spot for selling drugs. Because the NTP included built-in representatives from the Police Bureau and from the phone company, participants were able to come up with a creative solution to this problem. The phone company

is working with the city to convert the pay phones to rotary phones, which drug dealers cannot use with their beepers, and to alter the phones so that incoming calls cannot be received.

The NTP provides an extremely valuable source of direct citizen feedback to both elected and appointed officials. One vivid example involved the ever-present debate over raising property taxes. A majority of citizens expressed outrage at the idea of raising taxes, dramatically communicating to their elected officials that they should find needed revenues some other way. Not long after these public meetings, the Richmond council voted to reduce the tax rate from $1.53 to $1.46 per $100 of assessed value. It also serves as an excellent forum to educate citizens on various issues and programs that affect them. Speakers have addressed such topics as the annual budget, the 1990 Census, the leaf pickup program, education, the proper use of the emergency 911 number, and crime-prevention and crime-fighting programs. But unlike some canned speech by a high-level city official, presentations on these topics are made by the people who actually manage the respective programs. Citizens can ask their questions and voice their concerns directly with the person in charge.

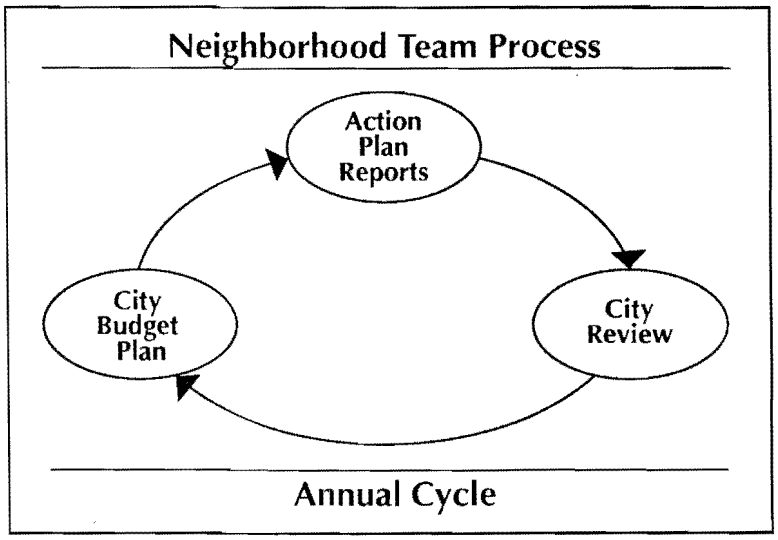
The Bottom Line

All the education, understanding, and cooperation in the world will not amount to anything unless the results of the team sessions are translated into concrete measures. Citizens will stay with the program only if they see it pay off for them. As one of the NTP's most active citizen leaders put it, a city must be ready to put its money where its mouth is before undertaking an NTP program. One district chairperson expressed it this way: "The only way I think a city should undertake this is if they have a strong commitment to neighborhood improvement. If they're not willing to make the commitment through tangible results, you might as well forget it. There's got to be that commitment."

Caveat Emptor: City Managers

If you are considering trying out some variation of the Neighborhood Team Process, consider the following land-mine-avoidance tips.

- Get elected officials to buy-in right from the start. That is, include your elected officials in the initial design of the program.
- Let your elected officials take credit for any NTP successes. It will pay off for all in the long run. Conversely, do your best to see that the NTP does not dilute the elected officials' political power. Do not take their political chips away from them.
- Strongly stress the importance of follow-up to your team members.
- Start in a smaller neighborhood if you don't have sufficient staff to implement the program citywide.
- Produce a newsletter for all participants, updating them on NTP activities and what is going on in individual districts.
- Introduce service request forms, which are designed to help citizens articulate specifically what city services they need. These forms are also very critical to followup.
- Use your team meetings as active working sessions. Be careful not to weigh them down with a lot of lectures and guest speakers.
- Make sure the process involves the citizens. In the words of one of Richmond's citizen participants, "You can't go wrong if you have the people behind you."



The Neighborhood Team Process is a cyclical, ongoing process.

For more information about Richmond's Neighborhood Team Process, contact Deputy Director of Community Development and NTP Coordinator Lyn Boyer at 900 East Broad Street, Room 500, Richmond, VA 23219, 804/780-6344. **PM**

Coming Next Month:
Insiders' Views on the State of the Profession

If Public Service Is an Honorable Profession, Why do I feel So Beat Up?

North Carolina
City and County Managers Association

Chapel Hill, North Carolina
February 9 and 10, 1994

KezziahWatkins
Colorado Springs, CO

.Relationships Build Communities

A community— whether it's large or small, whether it's a community defined by neighborhood, workplace, family, church or geography—needs certain elements to bind it together and make it effective.

The elements, the capacities, that make a community strong and capable are solely dependent on the relationships within that community. Relationships between individuals and groups of individuals are what really matter. Without an underlying fabric of relationships built on trust and respect for all people and all points of view, no community can develop the capacities essential to a bright and positive future.

We haven't always been good at relationships. But a community culture that builds, values, and honors relationships is the foundation upon which effective communities are built.

> Using convential wisdom, the community's leadership has not asked the community to genuinely choose but rather to act on preferences it is selling.
>
> Communities must overhaul their working relationships. All fundmental problems are problems of relationships. Fundamental change must be made by changing the relationships. Problems are re-defined, power becomes a power of relationships. Good relationships in politics are complementary, working not to organize and control, but to keep an eye on the outcome, the whole.
>
> You can make progress by following conventional wisdom, but you can't make history.

David Mathews
President, Kettering Foundation

KEZZIAH WATKINS

Kettering Foundation Research 1991

CONVENTIONAL WISDOM	CITIZENS AND POLITICS REPORT
Americans are apathetic about politics - they no longer care.	Americans do care about politics, but they no longer believe they can have an effect. They feel politically impotent.
Thinking about policy issues is not a priority for citizens unless they are directly affected by those issues.	Citizens feel cut off from most policy issues because of the way they are framed and talked about - they don't see their concerns reflected, their connection to them.
Citizens have plenty of ways to have their views heard on important issues - public meetings, letters, surveys, and questionnaires. They just don't use them.	Citizens think many of the avenues for expressing their views are window dressings, not serious attempts to hear the public. Citizens feel they are heard only when they organize into large groups and angrily protest policy decisions.
No doubt there are problems today with special interests. But many of the groups people complain about were created by and for citizens.	Citizens believe there has been a hostile takeover of politics by special interests and lobbyists (along with negative campaigns and the media). Citizens say they've lost their place in politics.

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Americans always complain about politics and, when they do, they seem to blame everyone but themselves for our troubles.	Citizens say they must share responsibility for our political troubles - and they must do their job by pushing the system to be heard, learning about issues, taking the time to participate.
Through such steps as campaign finance reform, term limits, and stronger ethics codes, we can hold public officials more accountable for their actions. Then, Americans will feel better about politics.	Americans want more than just "clean" public officials. They want an ongoing relationship, especially in between elections, in which there is "straight talk" and give-and-take between public officials and citizens.
Public officials spend a lot of time in their communities with citizens. But unless they give an absolute knee-jerk response to citizen concerns, the public is never satisfied.	Citizens don't expect public officials to blindly do what they want. But they do want to know their concerns are understood, represented and weighed in the decision-making process. Then, they want public officials to explain their decisions to them.
Americans are unlikely to help bring about change - they are too self-absorbed in their own lives to participate in politics.	Americans are actively engaged in public life. They act when they believe there is the possibility to bring about change.
Citizens seem to have lost their sense of civic duty when it comes to politics.	Civic duty is alive and well, but dormant. It is waiting to be tapped; only the right political conditions must first exist.

Kettering Foundation Research 1993

- Politicians, special interests, and the media have only limited roles in forming public opinion; exchanges among ordinary people play a bigger role.

- People depend a lot on the opinions of their fellow citizens in forming their judgments.

- People are reluctant to pick sides in the first stages of a public debate, preferring first to ask questions, discuss the issue, test ideas and gain confidence in their own views.

- People depend on little-noticed meeting places - places of worship. libraries, community halls - where they can interact with others, offer their own thinking, and become committed to and sometimes engaged in the solution.

- People get involved when an issue is relevant to them.

- Emotion plays an important role in decision–making.

- Facts and statistics are less important than whether solutions "ring true".

    - Their judgments about what is authentic are based on:
      If someone or something reflects the realities of their lives;
      If they can make something possible to imagine;
      If they feel they are being squared with.

- The catalysts that drive people to get involved are often other ordinary citizens who have had some contact with the issue and seem to know something about it.

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Citizen Involvement

What it is • What it isn't

- Citizen involvement is a way of making decisions that ensures the participation of the people affected by those decisions in the process of decision–making.

- The overall goal of citizen participation is to share decision–making.

- Shared decision-making does not mean the final decision will make everyone happy; it means that even those who most oppose it will understand why it was made and often will go along with it, however reluctantly.

- The strategies of citizen participation are based on total honesty and openness, particulary with regard to the potential negative impacts of a proposed decision.

- It is not public relations, in the traditional sense, although similar principles and methods may be used. It is much bigger than public relations.

- Citizen participation is not a substitute for decision-making by an organization but an important influence on it.

- It is not a cure for conflict.

The Ethics of Citizen Participation

- People have the right and the responsibility to be involved in decisions which have the potential to affect them.
- Those who are involved become partners with organizations. Understanding, if not always total agreement, is increased.
- An organization's role is to state and clarify the problem, NOT to sell a solution.
- There is no "general public."
- The earlier the citizen involvement, the more positive it is.
- Effective public participation is more an attitude than it is the methods used.

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Defining the Problem

If you have an issue to resolve and you want to know whether to involve your constituents in the decision, you must first define the problem or opportunity.

This step sounds easy. It isn't.

Unless you understand the problem **AS PEOPLE WILL UNDERSTAND IT**, any citizen involvement process you use is likely to provoke hostility and may even blow up - precisely because you don't understand things from citizens' perspectives. Your goal is to

See It Through Their Eyes!

Put down on paper what you understand the problem to be. Ask yourself - and your staff - WHY it's a problem. Keep asking why it's a problem until you reach the most fundamental level you can.

Also ask FOR WHOM it's a problem.

It's a good idea to check your perceptions and definitions with people. Ask citizens you've worked with before. Check your assumptions with your next door neighbor. But check them.

If the issue you're dealing with is NOT NEGOTIABLE - that is, there are no circumstances under which you can alter what must be done - DON'T use a citizen involvement process to decide what to do. Usually non-negotiable issues are legal, moral, or ethical questions. A federal mandate is a good example of a non-negotiable.

There may, however, be some alternative approaches that can be used in complying with the mandate. Citizens will want a say in the solutions you propose.

Which brings us to a critical point: DON'T EVER "SELL" SOLUTIONS in a public involvement process. SELL ONLY THE PROBLEM. Ask people to help you find solutions.

Sequence of Steps for Citizen Participation

1. A problem or opportunity becomes clear. Establish that:
   - Doing nothing is not a responsible option;
   - The problem or opportunity is SERIOUS and must be addressed;
   - You are the right entity to address it; not to do so would be irresponsible;
   - You are committed to engaging people in the resolution of the problem and considering their preferences as a major factor in the decision.

2. Do a first draft of the matrix for Potentially Affected Interests and their likely Issues.

3. Contact a few Interests/Stakeholders whom the issue will affect:
   - Check their perceptions of the problem:
     - Is it serious?
     - Must something be done?
   - Double-check the issues you listed on the matrix for accuracy:
     - Are they the right issues?
     - Are there others?
   - Invite them to work with you on solving the problem;
     - Are they willing to help?

4. Working with key interested citizens and staff, review the Key Questions for selecting citizen involvement methods;
   - Decide together what you want to accomplish with citizen participation;
   - Decide on a process (a series of methods) that is open, honest and fair.

5. Using the methods you've selected, open lines of communication with all interests;
   - Develop a complete explanation of the problem, including a succinct problem statement;
   - Communicate the problem and the process that will be used to solve it to as many people as you can before you do anything else;
   - A good tool to use is the Bleiker Life Preserver.

6. Use the citizen involvement process you designed to accomplish your goals, keeping it flexible and adjustable as you go.

INTERESTS Are ...

Individuals or groups who think they will be affected in any way by a decision.

ISSUES Are ...

Concerns people or groups have about the problem, proposed solution, or process.

PROJECT:

ISSUES Predict ALL of the issues which will be raised in the future. POTENTIALLY AFFECTED INTERESTS																				

Source: Institute for Participatory Management & Planning, 969 Pacific St., Suite D Monterey, CA 93940-4447

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Communication Principles

- Be the first and best source of good AND BAD news
- Don't put the "best face" on information
- Use language your own mother would understand
- Keep the information flow timely and continuous
- Don't play favorites with "inside" information — give full information to everybody
- Use communication channels which are as personal as possible

The Bleiker Life-Preserver

Whatever you do, make sure that, as a minimum, ALL of your Potentially Affected Interests understand:

1. There is SERIOUS PROBLEM , or an IMPORTANT OPPORTUNITY... one that just HAS to be addressed

2. You are the RIGHT entity to address it; in fact it would be IRRESPONSIBLE for you, with the MISSION you have, not to address it.

3. The way you are going about it, i.e. the approach you are taking, is REASONABLE, SENSIBLE AND RESPONSIBLE.

4. You ARE LISTENING... you DO CARE... about the costs, the negative effects, the hardships that your actions will cause people.

Institute for Participatory Management & Planning, 969 Pacific St., Suite D, Monterey, CA 93940

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Selecting Methods for Citizen Involvement: Key Questions

- Do people think there's a serious problem?
  Do they think you're the right people to be solving it?
- Who are the ultimate decision-makers for this issue?
- What do you need to accomplish with citizen participation?
- What are the expectations/parameters of citizen involvement?
  What's needed?
  - Discussion?
  - Response?
  - Preferences from among options?
  - Development of the options?
  - Agreement to a recommendation?
  - A final decision?
- Are there parts of this decision that are non-negotiable?
  (Usually legal, moral or ethical constraints)
- Is there a significant history with:
  - the problem?
  - the agency?
  - the site?
- How many interests are there, and who are they?
- Do people think the process will be/is open, honest and fair?
  Have they agreed that it is?
- How comfortable/non-intimidating are the methods and process for people?
- How flexible/adaptable does the process need to be?
- How great a constraint is:
  - time?
  - money?
  - staff?

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Citizen Involvement Methods: General Rules of Thumb

- Tailor your methods to your needs
- Always start all meetings and conversations with the big picture
- Remember that perception is truth
- Make participation easy and friendly
- Use consensus
- Communicate! Communicate! Communicate!!

Personal conversation/Interview

The essential practice
Use personal conversation to understand
  Really listen and understand what people are telling you
Take the initiative; don't wait for people to come to you
  Don't "call people in" to talk; go to them
Talk with food; make it friendly and social
  Hang out with people; visit restaurants and ask
    people what they think about the issue or problem and the
    process to decide on a solution
Don't be defensive
Do be trustworthy; build a relationship; invite people to keep
  participating
A formal system of interviews can be set up for a project
  Tell people you'll be sharing the information you receive in the interview
  Establish a method to record and distribute the information
Areas of agreement are easier to identify by reviewing what you
  learned in the interviews
Caution: don't use personal conversation to cut deals and violate an
  agreed-to public process

Focus groups/roundtable discussions

Don't provide statistical accuracy that reflects the
  community
Great for probing for values, beliefs, what people would and
  wouldn't support and why
Can be groups made up of people known to you or groups of
  random citizens
Balance by geography, age, ethnicity, gender, interest
Invite by telephone, a follow-up letter, and a reminder call the
  day before
Serve refreshments, keep the tone informal
Use a neutral, trained discussion leader

Focus groups (continued)

Confidentiality and attribution of statements may be an issue;
  Don't tape or video record the session unless the group agrees
  Don't attribute opinions to individuals by name
Be clear about why you're asking their participation and what will happen to what they've said
Extend an offer to keep people informed and do it. Most people who participate in discussion groups want to be kept informed and involved in the issue discussed

Y'all Come meeting

Issue invitations through organizations' newsletters,
  media announcements
  personal phone calls
Tone, discussion are informal
Like an old-style town meeting
Encourage presenters to greet attendees
Serve refreshments
Discussion leader/facilitator should not be physically removed from the attendees
Good for general discussion of issues
The agenda should include some presentation of information, but should be brief
Can be used for decision-making in a series of meetings, or in a single meeting if the issue is narrow enough to be handled in a single meeting

Workshop, charette

The intent is to accomplish actual hands-on work
Takes a lot of preparation and organization
Good for developing options for solutions
Can be good for work by a committee or for a general session open to anyone who wants to attend
A way to promote creative solutions
Attendees need to indicate they will be attending
  You can call individuals to encourage attendance
Usually the entire group is divided into subgroups to work on different aspects of a problem

Workshops (continued)

You need to include presentations at the beginning of the workshop, so attendees have the information they need to go about their work

There's not a great deal of difference between a workshop and a charette

A charette is more traditionally used for physical planning and design

A neat feature of this technique can be an actual tour or experience of whatever problems need to be dealt with, if it's appropriate (e.g. a walk through a neighborhood, talking to kids, looking at how power lines are constructed)

Open house

Not good for group discussion

It won't allow people to understand other points of view

Good for explaining information about an issue or a problem and getting response from individuals who attend

Should be conducted over an extended period of time, even days, for maximum convenience

Invite people through the media, and with personal letters to those you can identify; follow-up phone calls won't hurt, and will make people feel very welcome

Don't hold an Open House at City Hall; the setting should be non-intimidating; greet people personally at the door

Information should be presented at display stations, each equipped with flip chart pad for people to record comments or ask questions

Technical experts should be present to respond immediately to questions

Individual written response forms will encourage comments from people who don't want to write what they think for the world to see

Make sure to add people who attend to any project mailing list you may have

Make sure to get back as quickly as you possibly can with answers to questions people have

Public forum

- Good for letting people hear various points of view from each other
  - Often can bring out points of agreement
  - Can demonstrate the complexity of an issue and how many interests are affected
- Issue invitations through the media, and through organizations' newsletters
- Letters of invitation to targeted individuals or groups also encourage attendance
- It's critical that the issue to be aired be framed as constructively as possible
- For example:
  - Don't ask people to come to a forum to discuss problems in their neighborhoods; do ask them to come prepared to say what improvements they'd like to see made in the way their neighborhoods work
- Information on the issue must be given ahead of time so that everyone's clear on the information at hand
- Decision-makers for the issue are present and are introduced so the audience knows they are present, but don't sit up front at a dais; they sit in the audience
- In a formal forum, speakers sign up to present ahead of time - either by calling ahead of time or at the door
- In an informal forum setting, people can just move to microphones to speak
- People who speak face the audience
- No decisions are made at a forum; it serves to let anybody who wants to, have a say

Use existing organizations

- People respond well if you talk to them on their turf
- Use neighborhood associations
- Use special associations that are relevant to your issue
- Use general civic organizations
- Ask to be part of the agenda
  - Present information, ask for response
  - Give your name and where you can be reached, encourage contact
  - Attending meetings can give you an instant feel for how the community's responding to your problem and process

Existing Organizations (continued)

Write brief update articles about the issue and process for their newsletter

Ask for membership lists and add everyone to your project mailing list

Use the membership list to make random calls to ask what people think

Special project newsletter/Meeting summary

Good for keeping people informed about your project

Not great for getting response

Each newsletter should include a contact name and number, but most people won't call

Develop a mailing list that includes everyone you can think of who might have an interest in the topic; add to the list throughout the project

Don't rely on a newsletter as the only form of communication with people

Committee

Try to avoid using a committee

<u>Cons:</u>

Creates "insiders" and "outsiders"

Even former "outsiders" are seen as "insiders" as soon as they're appointed to an "establishment" committee

Almost guarantees that there will be some degree of antagonism to the final product by those on the outside

Doesn't allow participation by everyone who will eventually have an interest in the issue

If you ask people to serve on a committee to represent and communicate with a constituency, they have two choices:

They can continue to espouse the positions of their constituencies and therefore have real trouble reaching agreement, or they can become members of the committee first, and neglect communication with their constituencies; neither is optimal

Committee (continued)

Pros:

Can be useful if the issue is one which is narrow enough so that all affected interests can be included on the committee

If it's unavoidable that you have a committee, make sure you use lots of other methods to broaden the process as much as possible

"Timeout"

When an issue becomes controversial beyond your expectations and people are acting on rumor and misinformation and getting outraged, call a Time Out

Use those words

Explain that there's more controversy than you'd expected

It's time to reassess the situation

Something's wrong with the way you've identified the problem, with the option or options being proposed for the solution, or with the fairness of the process

Ask people to tell you what's wrong and to help you fix it

Hot Line / Bulletin Board

Establish a telephone hot line dedicated to your project

Use a hot line only if it will be answered by a real, live person

It will take time for people to become accustomed to this source of information

Keep it consistent; use it for every project

Record every comment/opinion and get all of them to the appropriate people as quickly as possible

Try to provide answers in real language for every question

When you need to get an answer to a question, do it as quickly as you can

People want whoever answers the phone to "own" each call

Don't delegate the call-back; do it yourself

A computer bulletin board is interactive and can also be used to receive comments and respond to questions and concerns

Make sure you keep up with what's on-line

Random Sample Survey/User Survey

Use it if you need quantifiable numbers about what people think

It clearly isn't interactive and won't allow the kind of negotiation and deliberation you may need

A survey can give you a good sense of where everybody stands

A professional survey firm can help you make sure your methods and questions won't provide skewed results

Work with the Media

Ask for the media's help in creating an informed public; Use those words

Tell them you will give them complete and honest information, then make sure you do

Explain the problem and the decision-making process

Make it clear that you are committed to a fair and open process; Use those words

Take the initiative to establish honest, open relationships with reporters from all available media

Use any talk shows available; they are good methods for finding out what's on people's minds

Don't forget weekly or special-interest newspapers; they are very well read

Worksheet for Designing the Process

You've established the problem that needs to be solved. You've identified the affected interests. You've answered the Key Questions. To design the public involvement process, outline the methods you'll use:

1. What should your citizen involvement process produce as an end result?

2. How will you initiate communication with every interest?

3. What is the sequence of steps (e.g. events, meetings,open houses, etc.) you'll use to get to your end result?
(Be sure to consider how to keep participation easy and friendly for people as well as your own resource constraints.)

Ensuring Effective Citizen Participation

Karma Ruder

Government provides services for the residents of a community. As such, citizens should be involved in the decisions that affect them. Citizen committees and task forces are effective mechanisms that can be used to ensure citizen participation.

When used well, citizen committees and task forces provide an effective method of involving citizens in understanding government and improving the quality of decisions made. When used in excess, however, citizen committees can, as one city manager said, provide for good democracy but bad government. This article shares my observations and biases about what makes for effective results.

For purposes of discussion, citizen committees can be separated into three types. The first type is the committee or commission created to meet a statutory requirement in a review process, the most common being a planning commission. The second type provides ongoing advice in a general subject area, for example, parks and recreation services. The third type is the ad hoc committee or task force that is created to address a specific problem—such as those causing political dissension in the community or raising questions from a special interest group. This type of task force is usually formed to streamline regulations and processes in the development area.

Ad hoc committees can also be formed to supplement staff knowledge or to address various specific technical areas, for example, a productivity committee that reviews ideas for innovation. This category can also include groups that make recommendations on particular issues and then become community advocates for those issues such as a committee that reviews capital needs for a bond ballot issue and then promotes general obligation bonds in an election.

This article presents recommendations for developing effective committees, describes the different types of committees, and discusses the roles of council, manager and staff as they relate to citizen groups and effective citizen participation.

General Observations and Recommendations

When It Works

While the following suggestions for what makes committees work effectively represent an ideal situation, they are the ingredients necessary for successful and effective citizen participation.

- Give the committee a clearly defined scope of work that identifies the purpose behind its creation, and that defines what is expected as a product,

and most importantly, that can be successfully completed.

- At its formation, give the committee a good orientation that includes summary information putting the work expected into the context of the rest of the government's operations. It is helpful for members to know the rules or procedures for the operation of groups within the government. If possible, the council as a whole or a council member should discuss with the committee their concerns and perspective of the city council. A good orientation ensures that the committee will understand its charge.
- Appoint small groups when possible. Because of group dynamics, a small group tends to work together more effectively than a larger group. Five to seven individuals are the most effective group size from this perspective.
- If the committee involves special interest groups, create balance by including representatives from different sides of the issue. (Yes, this often conflicts with the desire to have a small committee.)
- If technical matters need to be understood in order to complete the task, make sure that at least part of the committee has relevant expertise and experience to understand the technical tasks at hand.
- Appoint a qualified chairperson. A good chairperson can make all the difference.
- Establish specific timetables and deadlines regarding how long the committee members have to make decisions and when they are expected to report back with recommendations. Such schedules will help them focus on the work.
- At the start, clarify whether their work is advisory only or whether their recommendations will be final.
- Provide adequate staff support to help the committee use its time effectively. The staff person must be able to make time in his or her schedule to adequately support the committee.
- Provide good clear agendas for each meeting to help focus discussion and move the committee in the direction of completion.
- Develop interim reports when appropriate to keep the city council informed of the progress of the committee.
- When the committee has completed its work, the council should discuss their recommendations with the committee or its designated representative. If the council decides not to accept recommendations, feedback should be provided about why a different decision was made. It is important to thank the committee and recognize their contribution. A citizen is likely to have put a considerable amount of time and energy into the resulting product.
- Once a final report is presented, use the information accord with the original intent identified to the committee. The committee should be informed of when and how its recommendations are being presented and discussed. Members should have an opportunity to discuss with the council how their recommendations will be implemented or revised.

With some luck, and a lot of hard work, these efforts will result in good recommendations and citizens who have a better understanding of their government and the problems of their community. Effective citizen groups can form a base for future involvement in resolving community problems.

When It Doesn't Work

On the other hand, the following actions frustrate committee members and result in ineffective recommendations.

- Give the committee a broad nebulous scope with no description of the expectations of the final product.
- Create a huge committee of very diverse interests with no chairperson identified.
- Overwhelm the committee with detail early on so that they become so bogged down that they can never get to the heart of the issue.
- Appoint people who care about being involved but who do not have the basic experience or expertise to understand the task that has been given to them.
- Create a committee to get rid of a problem rather than to solve it. Provide no clear communication with the city council about the purpose and assign inadequate staff.

Different Types of Committees

This section describes three types of committees, each with its own guidelines and ground rules.

Committees Formed to Meet Statutory Requirements

If a committee is formed because of a statutory requirement, then the statute will probably identify the tasks and the structure of the committee. Choosing qualified people and then establishing good working relationships so that they can understand the importance of their work and how it fits into the overall process of governing is critical to success.

Members joining an established committee require a good orientation that provides an understanding of the history of the committee and of the rules and procedures that the law requires. Again, a clear understanding of purpose needs to be conveyed to each new member. If recommendations of the committee start to diverge from decisions that are ultimately made by the city council, it is important to initiate and maintain communication so that each group can understand the perspectives of the other.

Ongoing Advisory Groups

Ongoing advisory groups can be valuable to the city council because they can take the time to work through a problem and make recommendations out of a deeper understanding of an issue. For example, citizen groups are often formed to review requests for allocation of funds for social service agencies. A citizen group can solicit applications, hear presentations, work through criteria, and decide on

allocation priorities. Ongoing advisory groups can also supplement staff expertise in specific areas, such as an advisory committee that includes representatives of the finance community in order to discuss management of city assets.

The danger of ongoing committees is that they tend to come into existence for a particular reason but continue to serve after the reason for their appointment has been completed. Too often, these groups become involved in routine matters and become just one more step in the bureaucratic process. The committee becomes one more step that takes time rather than making a contribution that balances staff. Another danger is creating committees that review virtually all decisions coming before the city council whether they have something to contribute or not. It is the excessive use of ongoing committees that caused the comment that citizen participation can be good democracy, but bad government.

The following test presents guidelines to help these groups function effectively:

- Provide each new committee member with the orientation necessary to understand the expectations of the council when it originally created the committee.
- Cancel meetings when there are not substantive tasks for the committee to accomplish, rather than find items to fill an agenda.
- Allocate sufficient staff time to support substantive work.
- Review periodically whether committees are, in fact, fulfilling their functions. For example, if there is a design review board, are buildings actually more aesthetically pleasing for having been through the review process? If yes, the committee should be applauded. If not, the committee's function should be reconsidered.
- Set limits to the amount of time that one individual can serve on a specific committee. The person who has been on a committee for 20 years is probably not contributing new ideas.

Ad Hoc Committees

When used effectively, ad hoc citizen committees can provide thoughtful resolution of competing interests. Sometimes the loudest voices in a community are those that try to stop something from happening. But by including those who are opposed, negative forces can be transformed into positive outcomes that will enjoy wider community support.

In addition, these groups can serve as advocates of particular issues in ways that neither staff nor council can because they are perceived as being neutral without vested interests.

Finally, ad hoc committee members can bring in community resources and expertise to supplement staff knowledge on particular issues.

However, if ad hoc committees are not well constructed, they can result in considerable wasted time for citizens and staff and result in no productive outcome. In such cases, instead of a group of satisfied individuals who feel that they have contributed to government, the committee becomes a group of very frustrated citizens convinced that they understand why government can't solve its problems.

Items to keep in mind include:

- This group, in particular, needs to be provided with a well-defined scope with specific expectations and time lines identified. Discussion with council should occur so there is a clear understanding of the charge. If individual committee members have significantly different agendas than the one assigned by the council, these differences can create ongoing problems if not worked through.
- It is important to appoint to the committee a chairperson who has the leadership ability to pull together a diverse group and be perceived by them as a fair and impartial leader. While there may be a desire to let the committee appoint its own chair, for this kind of group the wrong chair can spell disaster.

Roles

The council, manager, and staff each have their own role to play in working with citizen groups to ensure their effectiveness.

Council

Citizen committees are created to serve the mayor and council. As such, the mayor and council should take time to ensure that these committees are constructed in a way that will produce effective results. They should provide clear direction and information regarding their expectations and the change of the committee, and they should take the time to appoint people who have the qualities needed to make the committee successful.

When the work is completed, the mayor and council should listen to the results, give feedback on the work done and appreciate and recognize the work completed.

The mayor and council should provide opportunities for greater citizen involvement. Committees are a way of getting new people introduced to government. Although it is sometimes tempting to appoint people who are familiar with issues and who have worked on projects many times before, new perspectives provided by new participants can also be beneficial.

Because committees affect council decisions, appointments should represent the different interests in the community and should be in accord with affirmative action objectives.

City Manager

The city manager's role is to help provide a structure so that the committee can successfully accomplish the council's objectives. If technical expertise is required to make the committee successful, the manager should help identify potentially good appointees to the committee. The city manager should give clear direction to the staff regarding his or her overall expectations and he or she should recognize the time required to provide good staffing and allow time within the workload. The manager should receive reports to help make sure the committee is keeping on track and to assist getting the committee back on track if necessary.

Staff

A staff person often knows the ins and outs of an issue because that person has worked with it on a full-time basis. The most difficult part of serving as staff to a committee is letting go of one's own agenda and accepting the legitimacy of a citizen's committee with a different or unpredictable agenda.

The key to successful staffing, in my opinion, is accepting the importance and validity of the citizen's committee. Staff have to perceive their role as helping the citizen's committee be successful. That means listening to the committee and understanding its concerns. The committee, after all represents the interests of the community.

Other responsibilities of the staff include working with the chairperson to structure the agendas to move the committee toward completion, preparing adequate support material for the committee, documenting progress of the committee and helping write the committee report. The staff person can also help the process by working with the chairperson outside the meetings if there are issues that are starting to get in the way of successful completion. Staff should keep the manager informed about progress of the committee.

Conclusions

This article describes my observations and presents some recommendations in an idealized fashion. As a practical matter, there is hardly ever enough time to implement all of these ideas. They are presented not as gospel but as suggestions to consider.

However, we live in an era in which citizen participation is not only expected but is being recognized by councils as an important part of government. The question is no longer *whether* citizens should be involved; the question is *how* to most effectively involve citizens so that the time they invested in the government process creates a productive outcome.

If the council, manager and staff give each committee clear direction and adequate support while maintaining good communication, they will go a long way toward producing positive results.

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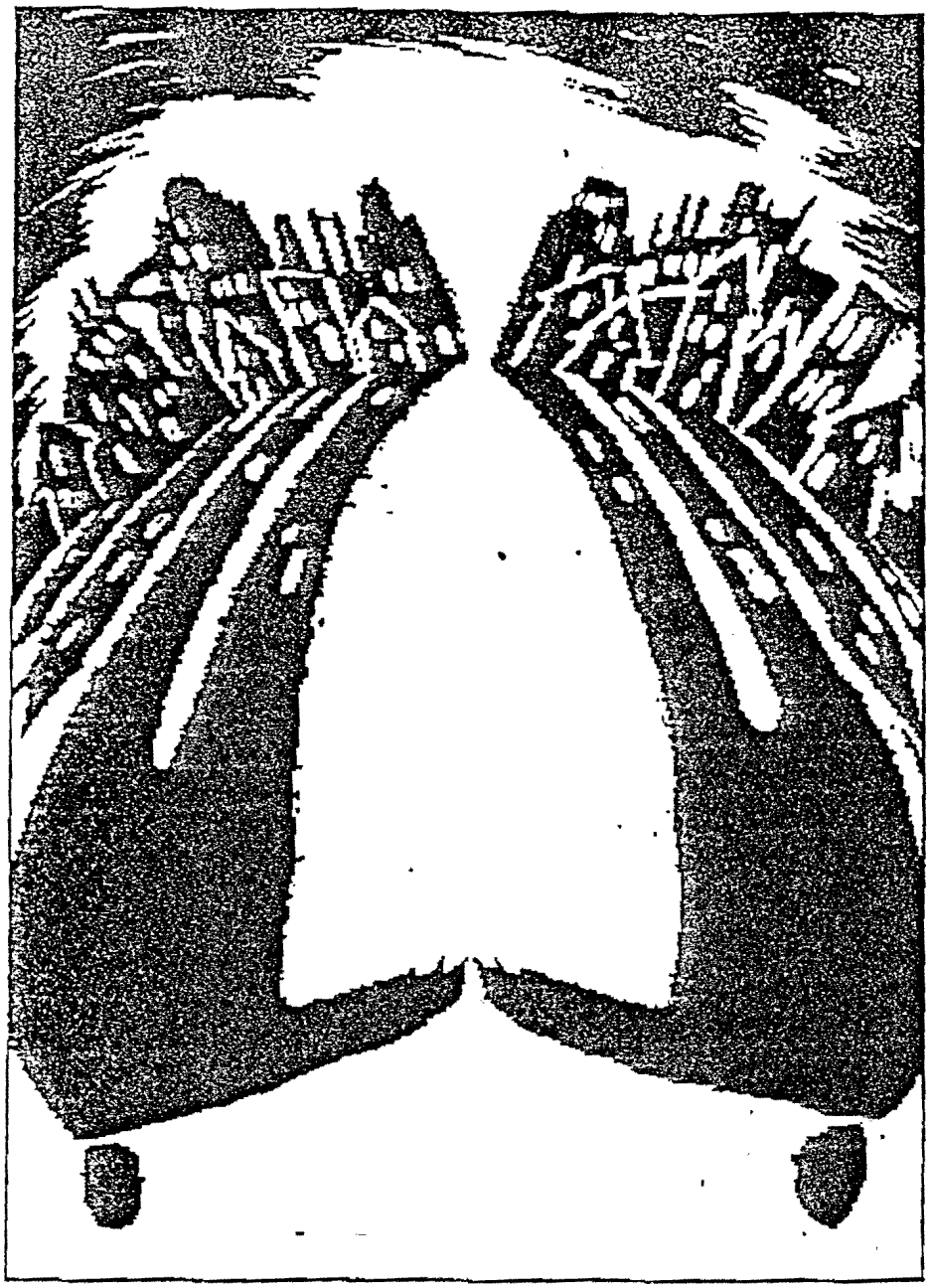

A Working Paper On
COMMUNITY

by Carl M. Moore

← Roy Baroff shared this with the class

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by the NATIONAL CONFERENCE ON PEACEMAKING AND CONFLICT RESOLUTION,

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Cover

The logo that appears on the cover was designed to suggest that there are divisions within a city, there can be community in the shadow of the city, and it is by struggling with their differences that people come together and develop the relationships that constitute community.

A Working Paper On Community

Carl M. Moore

The theme for the upcoming National Conference on Peacemaking and Conflict Resolution (Charlotte, NC, June 4-8, 1991) is "Community in Conflict." It is our hope in presenting this paper, that the conference theme can be developed more fully if those attending share some common perspectives about community.

What is a Community?

The word "community" has been variously used to mean virtually any collection of people with something in common—an address, a vocational pursuit, or a drug habit. If we are to have any rational, productive discussions about community we must be clear about what is meant by the word.

'...one cannot navigate through civilized society by social instinct alone...'

A community is the means by which people live together. Communities enable people to protect themselves and to acquire the resources that provide for their needs. Communities provide intellectual, moral and social values that give purpose to survival. Its members share an identity, speak a common language, agree upon role definitions, share common values, assume some permanent membership status, and understand the social boundaries within which they operate.

All communal forms have a political nature. For any collection of persons to live together over time there must be an ultimate appeal to some kind of finality, to authority or power. As Judith Martin and Gunther Stent so aptly put it:

> There can be no such thing as civilized living in the absence of etiquette and law. Even if one has a well-developed intuitive feeling for the moral point of view and manners, one cannot navigate through civilized society by social instinct alone, or by mere reliance on one's human nature.

Commitment to a community is likely to exist if there is a communal return, if people derive a sense of belonging, recognition, or acceptance from being part of the community. Communal membership must be satisfying on many levels of experience and must involve emotional and physical

"If there were no differences between people, there could be no community. But differences alone do not make a community. Community is forged out of a struggle by people to determine how they can live together."

investment and returns. One form of communal return is that community provides the "stage" on which the individual may achieve integration. Community is the context in which the person is viewed as complete.

Conflict is essential in creating and recreating community. If there were no differences between people, there could be no community. But differences alone do not make a community. Community is forged out of a struggle by people to determine how they can live together. One of the critical requirements of any community is to invent the processes of interaction that allow people to live together.

A community is larger than the most personal components of a society, such as couples, groups, families (even extended families), but smaller than the most complex components of a society, such as a large city or a region or a state. Some theorists make a distinction between primary (strong, primitive) communities and secondary communities. The state or the country is an example of a secondary community.

This paper contends that:

> COMMUNITY EXISTS WHEN PEOPLE WHO ARE INTERDEPENDENT STRUGGLE WITH THE TRADITIONS THAT BIND THEM AND THE INTERESTS THAT SEPARATE THEM SO THAT THEY CAN REALIZE A FUTURE THAT IS AN IMPROVEMENT ON THE PRESENT.

There are some groupings within our culture that are often referred to as communities but that do not, in fact, meet one or more of the important criteria implied in this definition. These groups, for example, lack identity, commitment, commonality of place, differences, or the motivation to struggle with their differences.

Obviously some **suburbs** meet the definition of an authentic community. Most of them, however, are not ever likely to be a community because the people who live there have little or nothing to do with their fellow residents other than sharing a common lifestyle; concern for the well-being of the community is likely to be limited to concern for the retention of property values; and residents are not likely to wrestle over tough issues with people who are very different from them. Even where there is a high level of involvement in a suburb, its citizens are not likely to develop their problem solving capacity. They do not need to. There are no perceived real differences to overcome. There is nothing local that concerns them enough to mobilize. Their real struggles are likely to occur over economic and work issues and those are likely to take place at the work environment.

It is in the nature of a **cult** to be insular, to be intolerant of differences. A cult is in effect a community with walls, and it fails as a community for the same reason—not so much for what is walled in but because of what is walled out. **Coalitions** are held together only by interests, not by shared values and culture.

Mediated "communities" are connected—mediated—by some electronic means. They are not defined territorially and its members may never come together face-to-face; the electronic medium is their commons. Such groupings include electronic networks (e.g. ConflictNet), whether connected for the purposes of work (such as the employees of a trans-national company), play, or shared interests. These groups may eventually meet the definition of an authentic community if they develop traditions that join the individuals within them in more meaningful ways, and once the mediating medium is able to facilitate effective conflict resolution. Given their current status and sophistication, they do not meet our definition of community.

Professional "communities"—whether defined broadly, as "the scientific community," or narrowly, as a particular academic community—exist only because of their shared interests. **Organizations and institutions** can have characteristics of a community but they are not likely to be communities.

Intentional or designed "communities" do not become communities because of their design. In fact, most such experiments reveal the limits of planning and the physical environment in determining what is and is not a community. The story of Levittown, PA, probably the first completely planned suburban township, reinforces the point that community emerges only when the people begin to struggle with their differences.

"...11:00 AM Sunday morning is the most segregated hour in America."

Moral collectivities or **religious groupings** typically are referred to as communities. While they do meet some important criteria—the people are interdependent in many ways, they share traditions, they identify with each other and share a common commitment—they usually do not struggle over hard problems with people who are truly different. It has been observed that 11:00 AM Sunday morning is the most segregated hour in America.

Finally, it is not realistic or useful to assume there can be a total "community" to which we all belong, or that we are all participants in the global "community". While the spirit of the expression is understood and appreciated, the reality is that if the term community is to have any utility, it cannot be used so cavalierly.

What Brings Us to Community?

"...it is through community—the meaningful interaction with others whom we know—that we make sense of our own lives."

Habits of the Heart by Robert Bellah (and others) caught the imagination of many people, and had a widespread influence because its essential argument resonates with our lives. We live in an age in which people have become increasingly individualistic—putting their own growth and advancement ahead of almost all other considerations—but we find, paradoxically, that we need others to find ourselves. Habits of the Heart argues that it is through community—the meaningful interaction with others whom we know—that we make sense of our own lives.

"...people seek environments that are more 'communal' ...because they do not want to end up naked and alone."

There are many other reasons why people concern themselves with "community." The first is most basic. People gather together instinctively. The human species has never lived alone. We live according to social norms and, occasionally, we change them. We are curious about the social forms we live in, about why they exist, and about whether they serve us well. The discipline of sociology was created to explain the changes that were taking place in society as a result of the Industrial Revolution. Most classical sociologists—Max Weber, Emile Durkheim, Karl Marx, Georg Simmel—have given significant attention to the theme of community in light of the changes they observed in social patterns.

The changes that resulted from the Industrial Revolution, particularly the need for a concentration of people to work in mechanized industries, resulted in the dislocation and isolation of people. The seeming paradox discovered by early sociologists and psychologists was that the larger the population, the more people became isolated as a way to protect themselves. Two of the most marked changes in society are the evolution away from family (extended kinship groups) and the migration away from the traditional village to the city. Driven in upon themselves, people seek environments that are more "communal." They are acting to regain something that has been lost because they do not want to end up naked and alone.

A recent cartoon in The New Yorker (February 4, 1991, p. 24) consists of four panels. The first includes the now familiar block letters spelling out the word "love." Below is the phrase, "THE SIXTIES." The other three panels are done in a parallel fashion, each using one four block-letter word beginning with the letter "L" to identify a decade. "Lame" is the word for THE SEVENTIES, "loot" is the word for THE EIGHTIES, and "less" is the word for THE NINETIES.

Neighborhoods were created within cities to enable people to live in smaller—more community-like—environments. People built towns and "suburbs" (sub-urban) that were close by but apart from the city. It is clear that we have invented living patterns that attempt to create community in the shadow of the city.

As the world grows smaller, there is pressure to foster and encourage differences. We must find ways to live together. The challenge is to find ways to remove the obstacles to community. As it is unlikely that we will be able to manufacture wholly new communities, we will need to learn how to change the social configurations that currently exist.

Technology has expanded our contacts, but has caused the quality of contacts to suffer. It is within the smaller aggregate of the community that we can improve the quality of our lives by finding relationships that are meaningful.

Complementing the belief that change is always possible, is the uniquely American view that growth can solve any problem. Primarily due to our "frontier mentality," Americans have always seemed to believe that things will be better over the next horizon. What is new is that the potential for change seems to have closed in on us. We have been warned for some time that we are entering the Age of Retrenchment—we can no longer assume that change as we have known it in the past—more space, new frontiers, more money—can solve our problems. If there are no additional resources, we will have to solve problems by doing more with what we have. We will need to be better, more efficient. Such a change necessitates working directly with people, rather than making decisions for them. If such a change is to occur, it will have to occur at the level of the community.

There is yet another reason why we should examine ways of cooperating together effectively. A popular theme in intellectual circles is the "end of modernity" or "post-modernism." The argument goes something like this: For the past 300 years, approximately since the time of Descartes, people have believed that it was possible to discover rational solutions for any problem. People have come to realize that complex human problems cannot be solved by rational thought alone. Experts do not know enough, can never know enough, and, ultimately, are not responsible for the outcomes that follow from their advice. It is the people with the problems who must determine what solution is right for them. They can benefit from expert advice, of course, but that is an insufficient basis for making decisions. We must learn ways to bridge our differences so that we can work together to solve problems in our own communities.

"...complex human problems cannot be solved by rational thought alone. ...It is the people with the problems who must determine what solution is right for them."

Community Leadership Programs

The phenomenal growth of community Leadership programs illustrates that many Americans want to be about the business of community; that is, to change their communities and to change their own lives in the process. The first Leadership program was formed in 1959, in Philadelphia. The second probably was Savannah's, in 1961. In 1976, there were 40 programs. At this writing there are between 400 and 500. While most of the earliest programs were centered in the Southeast and Midwest, today they are located in every state in the nation, and the model is being copied internationally.

The explicit goals of most community Leadership programs are to identify and nurture existing and potential community leaders, to increase their knowledge of the community, and to develop networks of individuals who can help each other solve community problems. Underlying these goals is the assumption that increased knowledge of the community, coupled with a network of affiliations, will enable the graduates to be more effective participants in the civic life of the community.

The assumption is realistic. Evaluations reveal that community Leadership programs have been uniquely successful in meeting their goals. In a study of the alumni of 13 programs in the state of Ohio, over 50 percent could site specific examples of ways in which their participation in the community had changed as a result of their involvement in a community Leadership program. Over 60 percent noted instances of working with classmates or other alumni after the program ended.

One way to explain the rapid growth of such programs is that good ideas are copied. But there are other more substantive reasons to explain why Leadership programs have spread to so many places in such a short period of time.

We want to live in better communities. People have a sense that their town or city or neighborhood is just not as good as it should be. Because fragmentation and self-interest impede the kind of communication and

coordination that could improve the community, community leadership programs are created to bridge differences and facilitate positive economic development.

"Community leadership programs ...illustrate how many Americans in many different places have sought to convert their individualism into a commitment to community."

We want to encourage new community relationships. Community Leadership programs reflect the belief that the way to improve communities is not to change the form of government (because it is too difficult to do and often, when achieved, does not realize the gain that was sought), but to introduce and strengthen relationships between the current and emerging leaders of the community who otherwise would have no occasion to speak with one another.

We want to replenish and diversify leadership in communities. People are interested in developing a cadre of new, fresh leaders to diversify what previously had been a concentration of leadership. Community Leadership programs are needed because communities are now too large and diverse to depend on an elite group of families or absentee managers to provide their civic leadership. In some cases, programs have been created to broaden the horizons of those individuals who are in positions of influence within the community—to increase their understanding of the total community and their potential for making a positive contribution to it.

We want the public to regain control of communities. Elected leadership, in many places, does not appear to have a vision of how to help people become less dependent on the agencies of government. Community Leadership programs offer a way to reclaim greater community self-control by educating concerned citizens about issues and problems, enhancing their problem-solving skills, and by facilitating their interaction so that they can perform the fundamental preventive function of community—to intervene before citizens have to rely upon government.

Community leadership programs constitute only one initiative for community reform, but they illustrate how many Americans in many different places have sought to convert their individualism into a commitment to community.

How to Achieve Community

The skills needed to develop a good community are the same ones needed to nurture and maintain democracy. The changes that have recently taken place in central and eastern Europe, and to a lesser extent in other parts of the world, where nations have undertaken revolutions—sometimes bloody—so that they can live in a western style democracy, have caused many people to reflect on the state of democracy in America, and on the special characteristics of the communities within which it flourishes. The picture is not encouraging.

Lewis Lapham recently pointed out that in the United States "...the spirit of democracy is fast becoming as defunct as the late Buffalo Bill. ...most of the population doesn't take the trouble to vote and would gladly sell its

constitutional birthright for a Florida condominium or another 20 days on the corporate expense account." His analysis is that it was the cynicism of the Reagan administration that was primarily responsible for the change between 1980, when he "knew a good many people who took a passionate interest in politics," and the end of the decade when "most of them had abandoned their political enthusiasm as if it were a youthful folly they no longer could afford...." Whatever the cause, an examination of community is inextricably caught up in the larger political questions about what really makes a democracy work. As Central and Eastern Europeans have painfully discovered, a democracy cannot be realized just by permitting free expression and holding open elections in which everyone is allowed to vote.

Improving communities is not a simple matter. There is no manual for community betterment, no "how to," no "cookie cutter" that will work in all places. One general approach offered by John McKnight has influenced the thinking of many people about community.

McKnight, a community organizer who lives in Chicago, has had experience with the limitations of good will in the face of insufficient means. He explains what happened when people organized to go down to city hall to complain during Mayor Washington ' s administration. The Mayor invited them in. He listened to their complaints and then said, "I love you people. You are my people. But there is nothing I can do for you. The vault is empty. The smokestacks aren't smoking and the mills aren't rolling. I do not have any money to give to you. "It wasn't an excuse, McKnight explains, Washington would have given money if there had been any to give.

The realization for McKnight was that if he could not change things by getting those who have money to give some of it to those who do not, there had to be another way to help. McKnight promotes what he calls a "pedagogy of the positive. " Current ways to address the problems of poor people, he says, are deficit-oriented. That is, they focus on deficiencies whereas they should focus upon the assets of the community. And it is the community, rather than managed institutions, such as United Way or social service delivery systems, that is best suited to help solve the problems of its citizens. The following is a synthesis of McKnight's views on the comparative nature of community and institutional approaches.

"There is no manual for community betterment, no 'how to,' no 'cookie cutter' that will work in all places."

Community	Managed Institutions
Result of people acting through **consent.**	Designed to create **control** of people.
Recognition of **fallibility.**	Assumes things can be done right .
Capacity to **respond quickly.**	Have to involve all interests before acting.

"As institutions gain power, communities lose their potency and the consent of the community is replaced by the control of systems; the care of community is replaced by the service of systems; the citizens of community are replaced by the clients and consumers of institutional products."

Encourages creative solutions.	Require creative ideas to follow channels.
Relationships are individualized.	Hard to recognize unique characteristics of each individual.
Care.	Service.
Depend upon capacity.	Depend upon commodity deficiencies.
Collective effort.	Professional knowledge.
Informality.	Managed experiences/ relationships.
Know it by *stories*.	Know it by studies, reports.
Celebrate: laughter, singing.	Silence of long halls and reasoned meetings.
Common knowledge of tragedy, death and suffering.	No space for tragedy.

McKnight explains that:

> ...institutionalized systems grow at the expense of communities. As institutions gain power, communities lose their potency and the consent of the community is replaced by the control of systems; the care of community is replaced by the service of systems; the citizens of community are replaced by the clients and consumers of institutional products.

He claims that the essential problem is weak communities and that while we have reached the limits of instiutional problem solving,

> ...we are only at the beginning of exploring the possibility of a new vision for community. It is a vision of regeneration. It is a vision of reassociting the exiled. It is a vision of freeing ourselves from service and advocacy. It is a vision of centering our lives in community.

McKnight and his colleagues, acting on their commitment to community, utilize strategies such as:

- ask citizens to identify their gifts (rather than their needs),
- create maps of the associational life of the community, along with the skills and capacities the people within