

NEIGHBORHOOD COUNCIL PLAN OF CITIZEN PARTICIPATION:
A PROPOSED PLAN FOR MANHATTAN, KANSAS

by

DAVID LEE ROBERTS
B.A., Graceland College, 1973

A MASTER'S REPORT

submitted in partial fulfillment of the

requirements for the degree

MASTER'S OF REGIONAL AND COMMUNITY PLANNING

Department of Regional and Community Planning

KANSAS STATE UNIVERSITY
Manhattan, Kansas

1976

Approved by:

T. Ufere Torti
Major Professor U.P.D.

LD
2668
R4
1976
R62
C.2

TABLE OF CONTENTS

32

ACKNOWLEDGEMENTS.....	v
Chapter	
I. INTRODUCTION.....	1
II. CITIZEN PARTICIPATION.....	4
Definitions.....	4
Issues.....	7
Citizen Participation and Power.....	7
Citizen Participation and Representativeness.....	8
Citizen Participation and When.....	10
Citizen Participation and How Much.....	11
Methods of Citizen Participation.....	12
Client Citizen Participation.....	12
Public Hearing Citizen Participation.....	13
Neighborhood Group Citizen Participation.....	14
Conflict Citizen Participation.....	15
Citizen Advisory Citizen Participation.....	16
Neighborhood Council Citizen Participation.....	17
Neighborhood Council's Relation to Literature on Citizen Participation.....	18
III. INDEPENDENCE NEIGHBORHOOD COUNCIL PROGRAM.....	25
Why Neighborhood Council Program as a Model.....	25
History.....	26
Description.....	27
Purpose.....	31
Important Principles and Features.....	33
IV. MANHATTAN, KANSAS.....	35
Manhattan.....	35
Citizen Participation in Manhattan.....	35
V. METHODOLOGY.....	41
Neighborhoods.....	41
The Independence Experience.....	41
Neighborhood Boundaries.....	48
Steps for Determining Neighborhoods.....	51
Neighborhoods in Manhattan.....	53
City-Wide Citizens Committees.....	57
The Independence Experience.....	57
General Considerations.....	63
Citizens Committees for Manhattan.....	66
VI. ADDITIONAL CONSIDERATIONS FOR IMPLEMENTING THE NEIGHBORHOOD COUNCIL PLAN.....	69
Organizing and Funding the Program.....	69

Independence.....	69
General Considerations.....	71
Manhattan.....	73
Size of the City.....	74
City-Wide School Committee.....	75
VII. STEPS FOR IMPLEMENTING THE NEIGHBORHOOD COUNCIL PLAN.....	76
Neighborhoods.....	76
City-Wide Citizens Committees.....	77
Neighborhood Councils - Citizens Committees.....	78
Implement the Plan.....	79
Organization, Expenses, Staff.....	81
VIII. NEIGHBORHOOD COUNCIL PLAN FOR MANHATTAN, KANSAS.....	83
Introduction.....	83
The Plan.....	84
Implement the Plan.....	86
IX. CONCLUSION.....	90
Neighborhood Council Program.....	90
Manhattan Neighborhood Council.....	90
Areas of Further Research.....	91
SELECTED BIBLIOGRAPHY.....	93
Appendix	
A. Basic Purpose for Citizens Committees.....	96
B. Bylaws and Procedures for the Independence Plan for Neighborhood Councils, Inc.....	97
C. Job Description for Representatives of Citizens Committees of the Independence Neighborhood Council Program.....	107
D. Job Descriptions for Manhattan Neighborhood Council Program.....	123

ILLUSTRATIONS

Figure

III-1.	Planning Districts (Neighborhoods), Independence, Missouri.....	28
III-2.	Independence Plan for Neighborhood Councils.....	29
IV-1.	Governmental Structure, Manhattan, Kansas.....	36
V-1.	Graph of Neighborhood Council Representatives and Alternates vs. Neighborhood Population.....	44
V-2.	Graph of Neighborhood Councils vs. Representatives on Neighborhood Councils.....	45
V-3.	Manhattan Street Plan.....	54
V-4.	Proposed Neighborhoods, Manhattan, Kansas.....	55
V-5.	Wards and Precincts, Manhattan, Kansas.....	58
V-6.	Census Boundaries, Manhattan, Kansas.....	59
V-7.	School District Boundaries, Manhattan, Kansas.....	60
V-8.	Governmental Structure, Independence, Missouri.....	62
V-9.	Manhattan Plan for Neighborhood Council.....	67
VIII-1.	Proposed Neighborhoods, Manhattan, Kansas.....	88
VIII-2.	Manhattan Plan for Neighborhood Council.....	89

LIST OF TABLES

V-1.	Neighborhood Representatives.....	43
V-2.	Summary of Statistics of Central Tendency.....	42
V-3.	Manhattan Neighborhoods.....	56
V-4.	Representation on City-Wide Citizens Committees, Independence, Missouri.....	61

ACKNOWLEDGEMENTS

I would like to thank the many people who have helped me in preparing this Masters Report. Of special mention are the three faculty members who served on my committee: Ufere T. Torti, Assistant Professor of Regional and Community Planning, Kansas State University; Ray Weisenburger, Associate Professor of Regional and Communtiy Planning, Kansas State University; and Jan Flora, Assistant Professor of Sociology and Anthropology, Kansas State University. I am especially grateful to Professor Torti for serving as my Major Professor, and for providing much guidance and help.

Thanks goes to those who helped me type and prepare the report, my wife, Cynthia K. Roberts, my mother, Laretta Roberts, and Peggy Waymire, typist.

Additional thanks goes to those in Independence, Missouri, who helped provide information about citizen participation in Independence, and the Independence Neighborhood Council Program. Those who helped include: Dr. Terry Snapp, Staff Director of the Independence Neighborhood Council Program; Lyle Alberg, City Manager, Independence; and William Bullard, Director City Planning Department, Independence.

Thanks also goes to those in Manhattan, Kansas, who provided information on citizen participation in Manhattan. Those who helped include: Leslie I. Rieger, City Manager, Manhattan; Duane McKinney, City Planner, Manhattan; Doris B. Williams, Administrative Assistant to the City Manager, Manhattan; Nancy Twiss, Chairperson of Citizen Involvement Committee; Dr. James W. Satterfield, Chairman of the Douglas Center Advisory Board; Dr. James Boyer of the Human Relations Board; Frank Anneberg of the Manhattan Recreation Commission and ex-officio member of the Park Board; Mrs. Marie Palmquist, Vice Chairman of the Environmental Board; Yvonne Lacy of the Human Relations Board; and Geni Allen of the Project Area Committee.

Chapter I

INTRODUCTION

In planning and all other government activities there is a constant need to improve the involvement of citizens with their government. The problems facing our citizens, and cities, need the involvement of citizens working and communicating with their government. Such communication should be *two-way*, and realize the sharing of attitudes, opinions, problems, needs, and solutions between the citizens and their government.

To help meet this need of citizen participation, a number of methods and means have been developed. One of the more recent and promising methods of citizen participation is the Neighborhood Council program used in Independence, Missouri.

The Independence Neighborhood Council program involves citizens in neighborhood councils, city-wide committees related to departments of the city, and city-wide assemblies that bring together citizens and city officials. Through this program there is the comprehensive involvement of substantial numbers of citizens over time with city government. It is believed that this program represents an improvement in citizen participation, and could serve as a model or prototype of citizen participation efforts in other cities.

This report will present a methodology for implementing the Independence Neighborhood Council program to other cities, and will present a plan for implementing the program in the city of Manhattan, Kansas, as a case example.

The city of Manhattan is presently using citizen advisory councils as its method of continuing citizen participation. Four of these councils correspond to city departments, while another four serve areas of special concern. While some of these committees are doing a successful job, a number of them are searching for a renewed purpose. Additional government units such as the Board of Education, and the City-County Board of Health are searching for a citizen participation

framework. The situation exists within Manhattan for the development of a better method of citizen participation.

This concern for citizen participation in Independence, in Manhattan, and in other cities stems in part from the importance of the citizen in our democratic heritage. Citizen participation gains further importance in the functioning of our governmental units through requirements by the federal government for citizen participation to be part of the process for receiving federal grants and loans. An example can be illustrated by the proposed rules established by the Department of Housing and Urban Development, HUD, to carry out the recently enacted Community Development Act. The proposed rules call for a citizen participation plan to be developed and published by the community applying for the funds. This plan should specify when, where, and how citizen participation will be included in the development of the grant application. The Neighborhood Council program can form the basis of such a plan to specify the when and how of citizen participation.

This report consists of nine chapters. Chapter one is the introduction. Chapter two explores the general nature of citizen participation. Several definitions of citizen participation are presented, including one that will serve as the definition used in this report. Various issues will be examined, particularly the relationship between citizen participation and power. Some general methods of participation will be briefly described. The chapter will end with a more detailed discussion of the relationship of citizen participation and the Neighborhood Council method of participation.

Chapter three presents the history, purpose, and description of the Neighborhood Council program of Independence. The various citizen advisory councils of Manhattan are identified in chapter four.

The methodology used in developing the plan for implementing the Neighborhood Council program is presented in chapter five. The chapter is divided

into two main sections that correspond to the two main features of the Neighborhood Council program. Within these sections of neighborhoods and city-wide citizen committees, the experiences of the Independence program are analyzed, then general considerations are discussed, then the steps for implementing that section are outlined, and finally, the resulting plan for Manhattan is presented. Chapter six includes additional, closely related considerations for implementing the program. Organizing and funding the Neighborhood Council is discussed with conclusions presented for Manhattan. The size of the city, and the possibility of a city-wide school committee are additional topics presented.

In chapter seven the various steps for implementing the Neighborhood Council program are pulled together in a summary chapter. This chapter should be used by someone wanting to develop a Neighborhood Council plan for their city. An example of such a plan is presented in chapter eight. Here, the various parts of the Manhattan Neighborhood Council plan, presented in chapters five and six, are pulled together. This plan, or one based upon it, should be used by the Manhattan City Council, and various civic organizations to consider, and hopefully implement, the Neighborhood Council method of citizen participation in Manhattan.

Chapter nine presents the conclusions on the Neighborhood Council program, the proposed plan for Manhattan, and areas of further research. Four appendixes are presented to help the reader better understand the Neighborhood Council program and to provide aids in developing the program. Of particular interest are the Bylaws for the Independence program, and sample job descriptions for representatives to the various citizen committees in the proposed plan for Manhattan.

Chapter II

CITIZEN PARTICIPATION

The words "citizen participation" have come to mean many different things, ideas, and ideals for many different people in many different situations. To help in understanding the words "citizen participation," this chapter will examine their meaning. The chapter is divided into three sections. The first section presents some definitions of citizen participation. The second section presents some issues of citizen participation. The third section presents some methods of citizen participation.

Definitions

The following definitions or descriptive statements will serve to illustrate the meaning of the words "citizen participation," and lead to a proposed definition of what citizen participation should be.

Citizen participation for purposes of this report, will be defined as the involvement of significant segments of the population in unselfish and enlightened efforts to know and understand the problems government face, then helping it decide the best course of action, and lending support in carrying out decisions.¹

This definition calls for education of the citizens, communication between the citizens and the government, and action by the citizens to help achieve the decision. This definition also calls for a general type of participation that will be discussed in the issues section of this chapter.

Citizen participation is part of our democratic heritage, often proclaimed as a means to perfect the democratic process. Stated most simply, it views the citizen as the ultimate voice in community decision-making. Citizens should share in decisions affecting their destinies. Anything less is a betrayal of our democratic tradition.²

This description of citizen participation calls for the citizens to be a part

¹Central Piedmont Regional Council of Local Governments, A Report On Citizen Participation, p. 2.

²Edmund M. Burke, "Citizen Participation Strategies," Journal of the American Institute of Planners, September 1968, p. 287.

of any decisions that affect them and their future. It implies that citizen participation should control, although the method of the control is not stated. This raises the issue of what power citizen participation should have.

Citizen Participation is defined as involving citizens in activities carried out by the Model Cities program, primarily planning and proposal review, implementing projects, monitoring and evaluation, and staff hiring and firing. Involvement can take the form of voting in an election, serving on a citizen participation group or receiving benefits of the Model Cities program through jobs or services provided by projects. This definition does not attempt to limit the specific activities which should not be included in a definition of involvement or the nature of these activities.³

Although this definition was intended to apply to the Model Cities program, it is applicable to citizen participation in general. The citizens should be involved in the activities carried out by the city, planning agency, or other governmental body. Such involvement should include reviewing plans and proposals, helping to carry out projects, and certainly monitoring and evaluating each of them. This involvement of the citizens extends beyond merely listening to proposals, and voicing general goals and needs.

There are the three fundamental rationales for citizen participation:

1. The value of its acknowledgement and the promotion of dignity and self-sufficiency;
2. The value of its by-product in the utilization of untapped manpower resources;
3. The value of the knowledge it affords the criticism, corrective insight, and continuing validation of efforts which are at best informed hunches on how best to give content to broad national goals which can be attained only through the perilous process of trial and error, experimentation and assessment.⁴

This definition, dealing more to the point of why we need citizen participation, does bring to bare what citizen participation should do. The idea that citizen

³U. S. Department of Housing and Urban Development, Citizen Participation in the Model Cities Program. (Washington D.C.:U. S. Government Printing Office, 1972), p. 37.

⁴Edgar S. and Jean Camper Cahn, "Citizen Participation," Citizen Participation in Urban Development, Vol. 1: Concepts and Issues, Edited by Hans B.C. Spiegel (Washington D.C.: NTL Institute for Applied Behavioral Science, (1969), p. 221.

participation should acknowledge and promote the dignity and worth of individuals should be kept in mind by all those dealing with the citizens. Bringing together the citizens and government officials for communication and sharing would help greatly in tapping resources to improve our cities, and neighborhoods. Citizens are the resource that can help provide the "criticism, corrective insight, and continuing validation" needed by government officials to carry out the programs and services aimed at meeting the citizens' problems and needs. This knowledge and help that citizen participation provides is the important aspect of citizen participation that will be emphasized in this paper.

Citizen participation as used in this report is the involvement of citizens with their government in communication of attitudes, opinions, problems, needs, and solutions as relating to their mutual needs and goals. The definition emphasizes what citizen participation should do as a minimum. It leaves open the methods, provided the conditions are met. The key words of the definition are involvement and communication.

Citizen participation is taken to mean more than an individual activity between a citizen and the government. Citizen participation is taken to mean some sort of group action or event where a number of citizens are involved in communication with their government. It is important that this communication be a two-way process whereby both citizens and government officials contribute. This communication of attitudes, solutions, etc., should relate to the citizens' and government's mutual needs and goals, among which is the goal of a better neighborhood, and a better city. This communication should provide the "criticism, corrective insight, and continuing validation" mentioned earlier. As a consequence, mutual education of the citizens and government about each other should be improved by the process. This process of citizen participation raises some issues in its attempt to have citizen involvement and communication.

Issues

The four issues involving citizen participation that will be discussed are: 1) how much power should citizen participation hold; 2) how representative should citizen participation be; 3) when should citizen participation be included, and 4) how much citizen participation should be included.

Citizen Participation and Power. The New England town meeting serves as an ideal for the general need of citizen power and participatory democracy. This need is one of the forces that strives for citizen participation. In these town meetings each citizen has voice and vote in the matters concerning the town government. However, for most towns and many of the governmental bodies the jurisdiction size is too large to permit this ideal and obtain expertise in decision making. Representative democracy attempts to overcome this problem of size. However, representative democracy often runs into the problem of losing touch with the citizen.

Many citizens are feeling that they are not getting their share of the government's resources and services or that the government's decisions were not representative of their wishes. Thus, citizen participation becomes a means (as it should be) to overcome the alienation and to attempt decisions more in their favor. At times citizen participation has become the means through which citizens protest freeways through their neighborhoods or the way for residents to have a say in the urban renewal projects that affect their neighborhood. Sherry Arnstein has advocated that citizen participation be expanded to mean "a categorical term for citizen power." She described it as...

the redistribution of power that enables the have-not citizens, presently excluded from the political and economic processes, to be deliberately included in the future. It is the strategy by which the have-nots join in determining how information is shared, goals and policies are set, tax resources are allocated, programs are operated, and benefits like contracts and patronage are parceled out. In short, it is the means by which they can induce significant social reform which enables them to share in the

benefits of the affluent society.⁵

Citizen participation is an important means of including the citizens and government in a partnership which can overcome some of the limitations of representative democracy. It is necessary to provide the opportunity for all groups to be included in the decision-making process. At times, this means special efforts will need to be made to include these groups who have been excluded in times past. However, the meaning of citizen participation as used in this report will not be expanded to the meaning expounded by Arnstein. Namely, citizen participation, as a term for citizen power, will not necessarily mean or result in direct citizen control of the decisions now presently exercised by governmental units. Efforts should be continued to decentralize these governmental services that can be or that need to be decentralized for political reasons of accountability. Even as decentralization takes place, there is still the need to bring together the citizens and their representatives on a continuing basis for dialogue. This bringing together of citizens and their government to communicate is citizen participation. Citizen participation is or should be power, but only in terms of political power that works through the governmental process. The governmental organization should be changed by lawful means to meet changing needs, such as decentralization.

Citizen Participation and Representativeness. Caught up with this issue of citizen participation and power is the issue of how representative the participants are of the "public." This concern particularly applies to citizen committees. In A Report on Citizen Participation, one regional council had the following to say about this issue:

Decisions by any level of government in the nation must rest finally with elected officials. Delegation of any part of this duty should be

⁵Sherry R. Arnstein, "A Ladder of Citizen Participation," Journal of the American Institute of Planners 35 (July 1969): p. 216.

considered a breach of responsibility, because groups of citizens are not considered representative of the total electorate. Full participation in the process through which information is assembled for decisionmaking, and recommendations which are made, are the limits. This distinction can be crucial, and sometimes the line between recommending and deciding may be cloudy. Where decisions of a governing body do not reflect the wishes of an informed electorate, the ballot box is the place to be counted. Citizen committees are not accountable.⁶

This accountability is one of the strong reasons for not handing over "power," responsibility for deciding issues, to those who participate. It needs to be remembered that the groups or individuals who participate actively are not necessarily representative of the public. The report further says:

There are two broad classifications of participation, either fitting the definition: (1) specific, that is, concern with definite subjects; (2) non-specific or, concern with the broader outlook in government problems. The specific approach is usually far better represented than the non-specific. Also, there are two broad classifications of persons, groups, or organizations which participate; that is (1) those interested in participation as a means for helping improve government generally, (2) those with special interests, monetary or otherwise, in how government acts.⁷

In addition to obtaining citizen participation from people who actively participate, some additional methods may be needed to obtain the feelings of the public. Bernard Frieden mentioned that:

Direct local participation in planning is one important way of increasing the capacity of environmental planning to deal with these issues, but it has its limitations. Those who participate are often an unrepresentative sample of the community, heavily weighted toward the more middle-class elements of a neighborhood and toward property owners. Thus the values that emerge may give a distorted picture of community needs and preferences. Further, as the scale of planning operations grows larger, it may give a distorted picture of community needs and preferences. Further, as the scale of planning operations grows larger, it may be all but impossible to maintain direct participation.

In addition to long-term research projects, environmental planning has already begun to make use of social science methods in designing individual projects. Diagnostic surveys funded under urban renewal are making it possible to conduct extensive household interviews as a way of discovering local needs and preferences. Survey research is likely to be extended as

⁶Central Piedmont Regional Council of Local Governments, A Report on Citizen Participation, (March 1970), p. 3.

⁷Ibid.

a way of reaching out beyond the people represented in typical citizen organizations or planning advisory councils...more sensitive social indicators at the neighborhood level are likely to be developed and monitored as part of ongoing local information systems.⁸

Both surveys and active citizen participation should be used to help guide the decisions of public officials. Even though surveys may be more representative of the public, they do not lend themselves to the give and take discussions concerning issues and problems, and to the sorting out of what is needed. It needs to be remembered that surveys suffer some limitations because some of the needs must be assumed by the interviewer in order to conduct the survey. Thus, there is always some built in bias.

Citizen Participation and When. In relation to planning, the type of citizen participation and its effectiveness depends upon when the participation is included. Too often the impact of citizen participation on specific plans or projects is small because there is not much room for change. This is particularly true for protest over developments like freeway locations and urban renewal projects. Josephine Reynolds mentioned that:

One reason for this may be found in the process of decision-making in local government. The process can be classified into the "sequential" and "instant" types of decisions. The former involves a process of increased committal to one line of approach, by the stage by stage decision process, which can lead, as the deadline approaches to a proposal so strong that to object to it is impractical. the 'instant' decision is intended to facilitate the inclusion of the public at the latest stage possible. This means that alternative plans will still be equally possible and that the public will be capable of influencing the final decision to a greater degree than by the sequential decision-making process.⁹

In developing specific plans or projects, alternatives should be developed to the reasonable extent possible. Also, if citizen participation is anticipated, it should be done at the beginning, and during the stages of developing the plan or

⁸Bernard J. Frieden, "The Changing Prospects for Social Planning," Journal of the American Institute of Planners 33 (September 1967): p. 19-20.

⁹Josephine Reynolds, "Public Participation in Planning," Town Planning Review 40 (July 1969): 136.

project as well as when the plans are nearly done. This could help reduce conflicts and provide for plans that will better serve all affected by them. It is important that the public be informed of its possibility and responsibility for participating, particularly when it can help produce the best decision possible. This effectiveness also depends on the type of participation needed. The impact of citizen participation is likely to have greater and more effective response on general planning, such as the determination of goals and objectives, than on details of the plans.

Citizen Participation and How Much. Another issue related to citizen participation is how much participation should there be. Is citizen participation something that is done once in a while or every time a public hearing is required or is it something that is done all the time? In the article "The Urban Project," William and Loureide Biddle mention their experience with this issue:

Too often, community improvement is thought of as a single enterprise (or a set of enterprises) that is to be completed. A contrasting point of view is that of non-terminal process: Citizens address themselves to the alleviation of the needless problems that modern life presents. They make progress only to discover that additional difficulties have arisen, some of which are indeed caused by the changes they have helped to bring about. The citizens involved (their involvement increases and decreases from time to time as they move into and out of positions of responsibility) become more ethically competent contributors to the planned change.¹⁰

Too often citizen participation is limited to being just a public hearing for a specific plan or project, or to a special group that is called together to develop some goals and objectives and then discontinued. Some form of continuing citizen participation needs to be carried out in addition to public hearings and special groups to develop goals and objectives. Possible types of citizen participation, including some which may help provide a forum for continuing citizen participation are mentioned in the next section.

¹⁰William Wand and Loureide J. Biddle, "The Urban Project," Citizen Participation in Urban Development Vol. II, Edited by Hans C. Speigel, (Washington D. C.: NTL Institute for Applied Behavioral Science, 1969), p. 312.

Methods of Citizen Participation

Through need, there have been many methods of citizen participation developed. In this section, six general methods of citizen participation will be presented. These six methods are: client, public hearing, neighborhood groups, conflict, citizen advisory, and neighborhood council. All of these methods involve citizens in communication with government. Each of these methods depends upon the motivation of the citizens to participate.

Client Citizen Participation. The client method of citizen participation is oriented primarily towards the use of citizen participation as a tool in overcoming poverty. This client participation is itself a term describing a number of techniques. A number of these techniques are part of the other five general methods, but they will be mentioned here as they deal with this issue. The summary of techniques presented here is based on a discussion by Martin Rein in Chapter 18 of his book Social Policy: Issues of Choice and Change.¹¹

The purpose of client citizen participation with poverty is to help the poor overcome powerlessness and apathy. Citizen participation serves as a means to help train these citizens and help them better control their lives.

Neighborhood groups are one common means of helping the citizens of poor neighborhoods have a stronger voice to deal with other groups. Many times these neighborhood organizations existed more for social therapy than for helping the citizens deal with their environment and the institutions that affect them. Another technique that is part of the conflict method of citizen participation is social action and protest, that attempts to change the institutions that influence their lives. The idea is to use government seed money for demonstration projects that promote institutional self-examination and reorientation to the client; and

¹¹Martin Rein, Social Policy: Issues of Choice and Change, (New York: Random House, 1971), pp. 353-73.

to use protest and pressure from power groups to promote change. Related to conflict and social action for institutional change is the drive toward the transfer of power. One means to transfer power is to form a community corporation that would be run by neighborhood groups. This community corporation would take on some needed service functions, sometimes functions formally provided by the city. The other means of transfer of power is decentralization. The idea was to get the service provided by the smallest governmental organization that could still achieve some economy of scale while providing greater control by the people. The poor people's participation in policy development is part of the citizens advisory type of citizen participation. This technique was to help obtain some transfer of power, plus serve as a means of institutional change. The poor would serve on boards that help to determine the policy decisions on where the money is spent, what programs are stressed, and what qualifications are necessary for those receiving help.

Two additional techniques not included in the other five methods of citizen participation are the use of indigenous workers and legal protest participation. The purpose behind indigeneous workers is to provide jobs to help institutions become more client oriented. The legal protest participation serves as a means of protesting, challenging, and changing the administrative discretion of service agencies so that the rights of the minorities are protected.

While court hearings are a means of forcing change, local governments often conduct public hearings in order to obtain the views of the citizens on how things should be changed. The second method of citizen participation is the public hearing.

Public Hearing Citizen Participation. Public hearings have been a traditional tool of local governments to obtain citizen participation. In many cases, public hearings must be held, by law, before action can be taken on matters

such as zoning, planning, and capital improvements. These hearings are conducted as a means of presenting information to the public and receiving the citizens views toward the topic, issue, or proposal. There are two major kinds of public hearings: one dealing with specific issues such as a zoning map change which most often involves a limited part of the citizens, and the second dealing with general issues such as adopting a comprehensive plan which affects the whole city.

The advantages of the public hearing method include the relative ease in carrying out the participation. The citizens are informed of the hearings and invited to present their view. Those that are interested, come. Another advantage is that public hearings are an accepted method of participation. There are several disadvantages to having citizen participation be the only method used. One is that public hearings often involve only parts of the government or single issues. Planning, highways, and urban renewal are common areas of government that are involved in public hearings. Many times the involvement of the citizens is limited by a lack of knowledge about the topic of the hearing and what this means. Also, many times their participation is often limited to one or several meetings on the topic. This problem of continuity is solved in part by the next method, neighborhood associations.

Neighborhood Group Citizen Participation. This group consists of citizens in a subdivision or neighborhood who group together to help the neighborhood become a better place in which to live. The activities of a neighborhood group may range from narrow concerns over a proposed zone change, to wide areas of concern such as blight, neighborhood schools, and social activities. This kind of group is of concern to citizen participation when they send representatives to their local government to present the needs of the neighborhood or to search out matters that may concern them, or to give their opinions concerning some proposed government action. The government may send a representative to these groups

to present and explain some proposed action. Neighborhood corporations represent a higher concern and formalization of the idea of a neighborhood group. Such a corporation may lobby, or even carry some needed kinds of action. Some corporations may have a full time staff. The advantages of such neighborhood groups are the possibility of primary democracy within the group or neighborhood. If the group is representative of its neighborhood it can bring forth and possibly achieve some consensus. The disadvantages include an almost parochial view of what should be done, and a tendency to not take into consideration the needs of other areas of the cities. Another is that many neighborhoods do not have neighborhood groups. Thus in some instances, governmental organizations have a group and form with which to work, while in many other cases - there is nothing. If some proposed action is taken, and it turns out to be not in harmony with the citizens' wishes, then conflict may arise.

Conflict Citizen Participation. The conflict method of citizen participation is often spontaneous and issue oriented. Some examples that give rise to this method include single issues like a rezoning case, and multiple issues such as not enough police protection and poor street maintenance. When some issue sparks a protest, individuals and groups get together to actively voice their opinions and to demand some action. Their means of communication include heavy attendance in a public hearing on the issue, statements to the news media, pickets, and perhaps the formation of a neighborhood association or special interest group. The conflict method often works through other methods of citizen participation. This form of participation generally lasts only as long as the problem has not been resolved in some manner agreeable to the citizens. The conflict method is used primarily when the local government does not solicit citizens' views well enough, and thus relies on the citizens to let them know if they do not agree with the decision or action. An advantage is that this method helps provide a check

on official actions which may not be in harmony with citizen preferences. This method should always be available as a safety valve. The disadvantage is that if the conflict is not handled properly it will create more problems. Particularly in maintaining effective two-way communication. Also, it is most always better to anticipate their needs and desires rather than carry out activities that may or may not be what they need or want.

Citizen Advisory Citizen Participation. The citizen advisory commissions or groups are most often formed by a governmental unit to provide citizen views concerning some topic. Common examples of citizen advisory groups include goal committees, and PAC's (project area committees). The development of community goals or the comment on some plan are examples of topics. In most cases these groups are appointed by government officials, although in some cases the officials establish a group and have various community organizations to send a representative. One of the duties of these groups, in addition to providing their own views, is to obtain additional responses from citizens and community organizations. Occasionally, a citizen advisory group forms or becomes independent of the governmental unit. In Philadelphia, such an independent group exists to comment on planning and capital improvements programming done by the city.

The advantages of this method include the ease of formation and conducting of meetings, the smaller group of citizens to work with, the possibility of obtaining persons of related expertise in the area, and the mobilization of additional people and groups towards dealing with the topic. A characteristic that can be both an advantage or disadvantage is the tendency for the citizen advisory groups to disband when the task is done. These groups usually exist for a limited time, and for a limited purpose. The advantage comes from not having to try to keep a group busy for the sake of being busy. But a group or groups of citizens can provide important help to the city government as new and different

problems continue to arise. Not having a continuous group can deprive the city of this resource. Some other disadvantages include the fact that many times these groups are not representative of the community. Instead there may be a heavy bias towards some viewpoint. There is also a tendency of these groups to rubber stamp proposed plans. As with public hearings, there is a tendency to include only a few areas of concern to such citizen groups.

Neighborhood Council Citizen Participation. The Neighborhood Council method of citizen participation is relatively new, and is based on the program that is being used in Independence, Missouri. This method includes much more than the neighborhood association method mentioned earlier. This method includes forms of the public hearing method, the neighborhood associations, and the citizen advisory groups. The Neighborhood Council exists as an independent organization from the city, yet is heavily involved with all the city departments and the city council. The program exists to involve the citizens in making a better city, better neighborhoods, and to provide two-way communication between the citizens and their city. This method is oriented basically to the city government unit.

There are two main parts of the program. The first part consists of a neighborhood council that is organized in each of the neighborhoods. Each area of the city is included in a neighborhood that is delineated by the major traffic arteries of the city. Each neighborhood council is composed of a council of twenty members, and twenty alternates. This council conducts meetings in the neighborhood to help deal with the needs of the neighborhood. The council elects a president and three other officers, and assigns the remaining sixteen members to the city-wide councils. The second part consists of city-wide councils made up of respective members from each of the neighborhood councils. There are sixteen city-wide councils that correspond to the sixteen city departments. There are four additional councils composed of the elected officers of each neighborhood

council. These city-wide councils work with the city departments to communicate ideas and information between them. These representatives then report to their neighborhood council on the activities of the departments and their city-wide group. Citizen assemblies serve as a facilitating means of holding city-wide councils, and providing an open public hearing on matters of general interest.

The advantages of this method include providing a means of citizen participation for all areas of the city, and all departments or functions of the city. This participation is general, but can be adopted to specific needs. This participation is also continuing, thus providing a means for helping to deal with problems as they arise. The city-wide groups and the neighborhood councils could also be used for neighborhood corporations. The big disadvantage of this method is that it requires strong support by the citizen, which support is often not there. Also the various parts of this method suffer some of the limitations of their respective method.

Neighborhood Council's Relation to Literature on Citizen Participation

In this section, comments on citizen participation by various individuals will be mentioned as they support or relate to the Neighborhood Council method of citizen participation.

Two of the main purposes of citizen participation are involvement and communication. The Independence Neighborhood Council fulfills these two main purposes of citizen participation. Some of the planning literature on citizen participation in talking about communication dealt with one-way communication from the city to the people. Fortunately, much more of this literature emphasized the necessity of two-way communication. The Neighborhood Council program tries to establish this two-way communication where problems, concerns, and possibly solutions can be discussed and hopefully resolved.

In his article "Citizen Participation Strategies,"¹² Edmun M. Burke

¹²Burke.

listed five strategies for citizen participation; education-therapy, behavioral change, staff supplement, cooperation, and community power. The Neighborhood Council is similar to the staff supplement strategy and partly similar to the education-therapy strategy. The Neighborhood Council is an independent organization that works closely with the city. Various programs have been conducted by the neighborhood councils to help the city in its job. An attitude survey of one-fifth of the households in Independence is an example of how the neighborhood councils have augmented the city resources. The neighborhood councils have made themselves available to other community groups to serve as a staff supplement. The health survey project of fifteen neighborhoods is such an example. As a part of its responsibility of guiding the Neighborhood Council program, the Citizens Advisory Council has promoted job descriptions. These job descriptions have been prepared for all of the citizen committees, and for all of the officers of the councils and committees.

The education of the citizens and the city about each other is one of the aims of the program. Therapy is involved, and benefits the citizens as they help themselves by trying to improve their community. The difference between the education-therapy involved in the Neighborhood Council program, and that outlined by Burke, is that in the Neighborhood Council program the education and therapy is intended as a result of the involvement of the citizens and not an end in itself.

The Neighborhood Council program fulfills the requirements for the institutionalization of community organizations as described in the booklet Organization of Community Groups in Support of the Planning Process and Code Enforcement Administration.¹³ Mr. Knitel mentioned that "A 'community organization'

¹³Robert E. Knitel, Organization of Community Groups in Support of the Planning Process and Code Enforcement Administration, (Washington D.C.: U.S. Government Printing Office, 1970).

in the United States can be properly classified as an institution through which citizens (as opposed to government) group together to solve their own problems or to right things they consider wrong."¹⁴ The Neighborhood Council program is a group of citizens who help to solve the problems of their neighborhood and city.

In addition to defining community organization, three important functions of these organizations were listed: dispensing of information, education, and action.

"One common function of community organizations is dispensing of information. In this role, the community organization attempts to give accurate factual information concerning community issues... A second common function of the community organization is education, a function closely related to information giving. [Some of the methods of education include group participation, group discussion, and group decision making]... A third common function of community organization is action. 'Action' does not refer to a project type of activity in which an immediate goal is to be obtained by a particular strategy. The term refers to the organization's capacity to function effectively in the manner it has determined to be best for achieving its particular goals."¹⁵

The Neighborhood Council program carries out these functions of dispensing information, education and action. It regularly informs the citizens of activities and events that take place in the city departments, and the city council. It serves as a way of educating the citizens about the city departments, and the city council through their working and meeting with the departments and the council. The Neighborhood Council program also helps the citizens learn about fellow citizens in their own neighborhood, and in the other neighborhoods of the city. In the sense of education as communication, the neighborhood council helps citizens and the city know each others' feelings concerning the issues, problems, and solutions that face the city and its citizens. The neighborhood council is action; it has continued to involve citizens during the past three years in meetings and projects. This is the means through which the neighborhood council

¹⁴Ibid., p. 31.

¹⁵Ibid., p. 31-32.

hopes to achieve a better community.

The article "Public Participation in Planning,"¹⁶ written by Josephine Reynolds, contained some suggestions for citizen participation in Britain, which outline a program similar to the Neighborhood Council program. The author recognized the issue of participatory democracy vs. representative democracy and suggested that we will need to change the structure of our local governments. In the meantime, a citizen participation structure was to be established to form an auxillary system of communication. Such a system would exist so the Local Planning Authority (LPA) could inform the citizens and receive opinions that would reach the highest level of government. The system would emphasize education and two-way communication with feedback between the LPA, the city government, and the people.

The four points mentioned for special consideration were: 1) the system would not be confined to planning, 2) it would be based on schools as a focus, and have permanent staff to meet the public, the schools would be linked to a central city panel of social workers and professionals with access to high levels of government, 3) in planning, the staff person would be an executive (also act as an arbitrator) to translate layman's ideas into planning terminology, with the final decision being left to the LPA and the democratic process, 4) this executive would be financed by the central government and would be independent of the LPA. This system would stay in existence until the reorganization of the local governments, which reorganization should incorporate the advantages of this auxillary system. The authors felt that such a system could not function solely for planning matters; so it should be designed to include more general problems of interest to the public such as housing and taxation.

The Neighborhood Council program incorporates within its structure a

¹⁶Reynolds.

number of ideas that were expressed by Josephine Reynolds. The Neighborhood Council program is an auxiliary system that helps communication between the citizens and the city government. The Neighborhood Council program is not confined to planning, but applies to all areas of the city government. Instead of being based on schools, it is based on neighborhoods. The Neighborhood Council does have a staff, but this is small and serves to help the councils and committees function better, instead of acting as a representative of the government. The neighborhood councils are related to each other on a city-wide basis with the primary access to the city being the city-wide councils. The neighborhood councils and citizens committees can give their opinions, but final decisions are left to the city and the representative government process. For most departments of the city, there are persons assigned to work with the neighborhoods, and to help communications so that the city and the citizens can understand each other. Unlike the suggested system of Josephine Reynolds, these department representatives are not independent of the city. The Neighborhood Council exists separate from the city, yet is closely associated with the city for cooperation.

Another important aim of the Neighborhood Council program is to increase neighborliness among the residents in the neighborhood and among other neighborhoods of the city. A description of the neighborhood council mentioned in the article "The Urban Project"¹⁷ provides some insight into what a neighborhood council may accomplish. A quotation from the Newsletter gives the on-going purpose of the neighborhood council:

[Hanson Council] is, first of all, a neighborhood association. It seeks to do what all the neighborhood associations do: to keep the quality of the neighborhood high, to develop a sense of community among the residents, to work together on any problems we face as residents of this area, to develop

¹⁷William Ward and Loureide J. Biddle, "The Urban Project," Citizen Participation in Urban Development, Vol. II, Edited by Hans B. C. Spiegel, (Washington D.C., HTL Institute for Applied Behavioral Science, 1969).

procedures for checking on zoning law violations, to assume the maintenance of proper municipal services, recreational facilities, etc. All these things we do, as any neighborhood association does, for the benefit of the residents of the area.¹⁸

Further accomplishments are pointed out in the following statement:

The importance of the Hanson Neighborhood Council lies less in its specific accomplishments (though these are important) than in continuations. It has become an apparently permanent study action group on the local scene. The citizens who participate give a long-term commitment to thoughtful and ethical decision making on the complex and baffling problems of changing urban life.¹⁹

As the problems that face the city, its neighborhoods, and its people seldom end, the continuous process of participation serves to help solve the problems as they arise, and to handle new ones. The experience of the Hanson Council illustrates this.

Too often, community improvement is thought of as a single enterprise (or set of enterprises) this is to be completed. A contrasting point of view is that of non-terminal process: Citizens address themselves to the alleviation of the endless problems that modern life presents. They make progress only to discover that additional difficulties have arisen, some of which are indeed caused by the changes they have helped to bring about. The citizens involved (their involvement increases and decreases from time to time as they move into and out of positions of responsibility) become more ethically competent contributors to the planned change.²⁰

Members of the council are experimenting more with the assumptions of good will than with aspirations to power. They are appealing to themselves, to neighbors, to powerful decision makers, to planners, and to public officials in the hope that each may respond more often to the promptings of a Judaeo-Christian conscience. They are experimenting with cooperation and discovering the increased influence that arises from group action as contrasted with individual decision and action. They are becoming convinced that since they can affect the course of events, social controls within a democratic society can be shared. Perhaps democracy thrives not so much in the triumph of one faction (even a good one) over another, but in the sharing of controls and in the seeking after the welfare and increased responsibility of everyone.²¹

¹⁸Ibid., p. 312.

¹⁹Ibid.

²⁰Ibid.

²¹Ibid., p. 313.

Often the impatient seek solutions to the problems of race relations, housing, delinquency, and so on, 'once and for all.' Such hopes are unrealistic in a world of turmoil. Citizens, as well as governments and churches and other agencies of good will, must learn to live with these problems, making progress toward solutions over the years. Those associated with the Hanson Council have accepted this responsibility.²²

The Neighborhood Council program in Independence is the continued involvement of its citizens in improving their neighborhoods and the city. Central to the program is two-way communication of concerns, problems, and solutions between the citizens and the city. The neighborhood council also serves to increase the sense of community and neighborliness.

²²Ibid., p. 314.

Chapter III

INDEPENDENCE NEIGHBORHOOD COUNCIL PROGRAM

Why Neighborhood Council Program as a Model

Citizen participation is the involvement of citizens with their government in communication of attitudes, opinions, problems, needs, and solutions as relating to their mutual needs and goals. The Neighborhood Council program fulfills this description of citizen participation. The Neighborhood Council program has as its focus the involvement of citizens with their government. This involvement takes the form of on-going, two-way communication. The citizen can be involved by being an active representative or alternate member of the neighborhood council, or by being an active participant in attending the open meetings and working on projects.

Of the six methods of citizen participation, the Neighborhood Council program is the most comprehensive. In carrying out the Neighborhood Council program, three of these six methods will be used continuously. Incorporated within the Neighborhood Council structure are public hearings of a generalized nature called citizen assemblies, neighborhood associations for each area of the city called neighborhood councils, and citizen advisory committees of a general nature corresponding to departments of the city government called citizens committees. The Neighborhood Council is thus comprehensive because it provides a vehicle of citizen participation that covers all areas of the city, involves most all of the city departments, and continues through time. The Neighborhood Council program can also help in providing and organizing the other methods of citizen participation to meet special needs.

The Independence Neighborhood Council exists to involve the citizens in making a better city, and better neighborhoods, and to provide this two-way communication between the citizens and their city. So, in addition to providing

a method for citizens to participate, the program helps in other ways. An important byproduct is the further development of the citizens into better citizens. The citizens who become involved gain a better understanding of how the city works, and of ways to improve their city. The Neighborhood Council program also helps to carry out other important functions such as preparing a yearly catalogue listing of when and where community interest classes and activities will be held. Another activity being carried out is a health survey of all the people in fifteen neighborhoods.

History

Independence, Missouri is a growing community of 120,000 people located ten miles East of Kansas City, Missouri. Independence began over a century ago, and for a number of years was known as the Queen City of the Trails, due to the originating of the three trails West. Today, Independence continues its growth as part of the Kansas City metropolitan area. The present form of government is the council-city manager form.

Rapid growth in the last twenty years had resulted in difficulty in providing needed public services. In 1970, an important city sales tax proposal was soundly defeated by a five-to-one margin in spite of the fact that the revenues were needed to finance needed city improvements.

In an attempt to obtain better citizen input to guide the city council, a citizen goals committee was formed. This committee was made up of five persons chosen by each of the councilmen and the Mayor to form a committee of thirty-five people.

While the group was working on the goals for the city, the Mayor issued a challenge to the group to come up with a way to involve more people in the affairs of the city. In response to the challenge, the goals committee set up a subcommittee to develop the means of involving more people.

This subcommittee then issued its report, and invited citizens and the city council to comment on the plan. After some revision, the plan was again presented to the city. On March 1, 1971, the city council endorsed the Neighborhood Council concept. April 27, 1971, was set as the election date for the neighborhood representatives, and the citizen goals committee assumed the role of guiding the Neighborhood Council program into existence. For the first election, over 1,000 citizens were nominated as candidates.

Since that time, more neighborhoods have developed councils and filled vacant positions. In the second election, held in April, 1973, over 1,100 candidates were nominated. In the third election, held on April 29, 1975, 953 persons were elected representatives or alternates.

Description

The City of Independence is divided into forty-six planning districts formed by the major arterial streets of the city. In the Neighborhood Council program, these planning districts are used as the neighborhoods. Figure III-1 shows these districts or neighborhoods. Those planning districts which are very small, or sparsely settled do not have neighborhood councils.

At present, thirty-seven neighborhoods have councils. For each neighborhood, the council should consist of twenty members and twenty alternates. Every two years a public election is held to determine the members of the council. Before elections, citizens sixteen years old or older are nominated by fellow citizens in each of the neighborhoods. All of the nominations for a neighborhood are placed on one ballot. On election day, each citizen of the neighborhood can vote for twenty people. Write-in nominations are possible. The twenty people getting the largest number of votes are elected to the council, and the twenty receiving the next largest number of votes are elected alternates.

After the election, the twenty members meet together with the person receiving the highest number of votes as chairperson. This group then elects

**THIS BOOK
CONTAINS
NUMEROUS PAGES
WITH DIAGRAMS
THAT ARE CROOKED
COMPARED TO THE
REST OF THE
INFORMATION ON
THE PAGE.**

**THIS IS AS
RECEIVED FROM
CUSTOMER.**

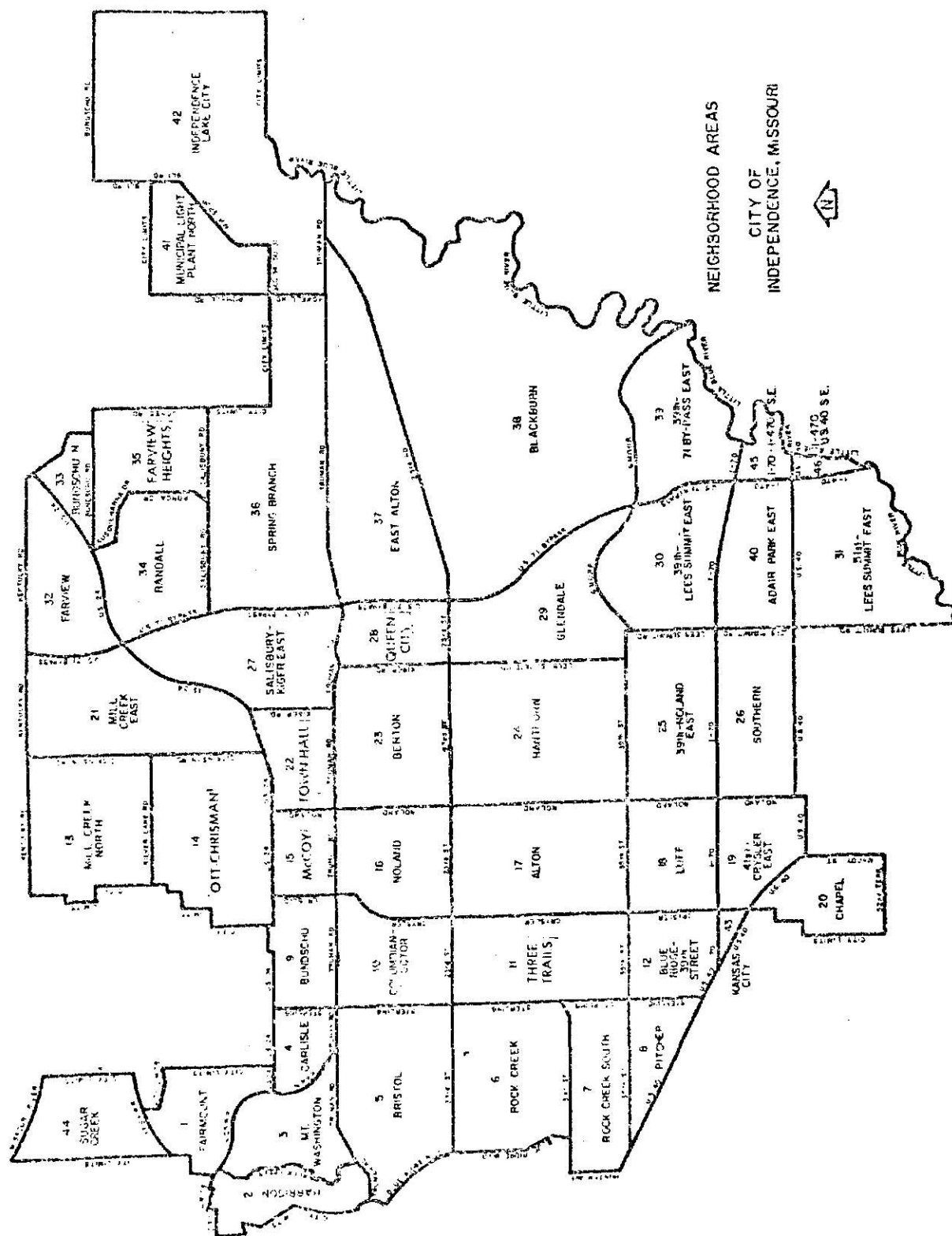
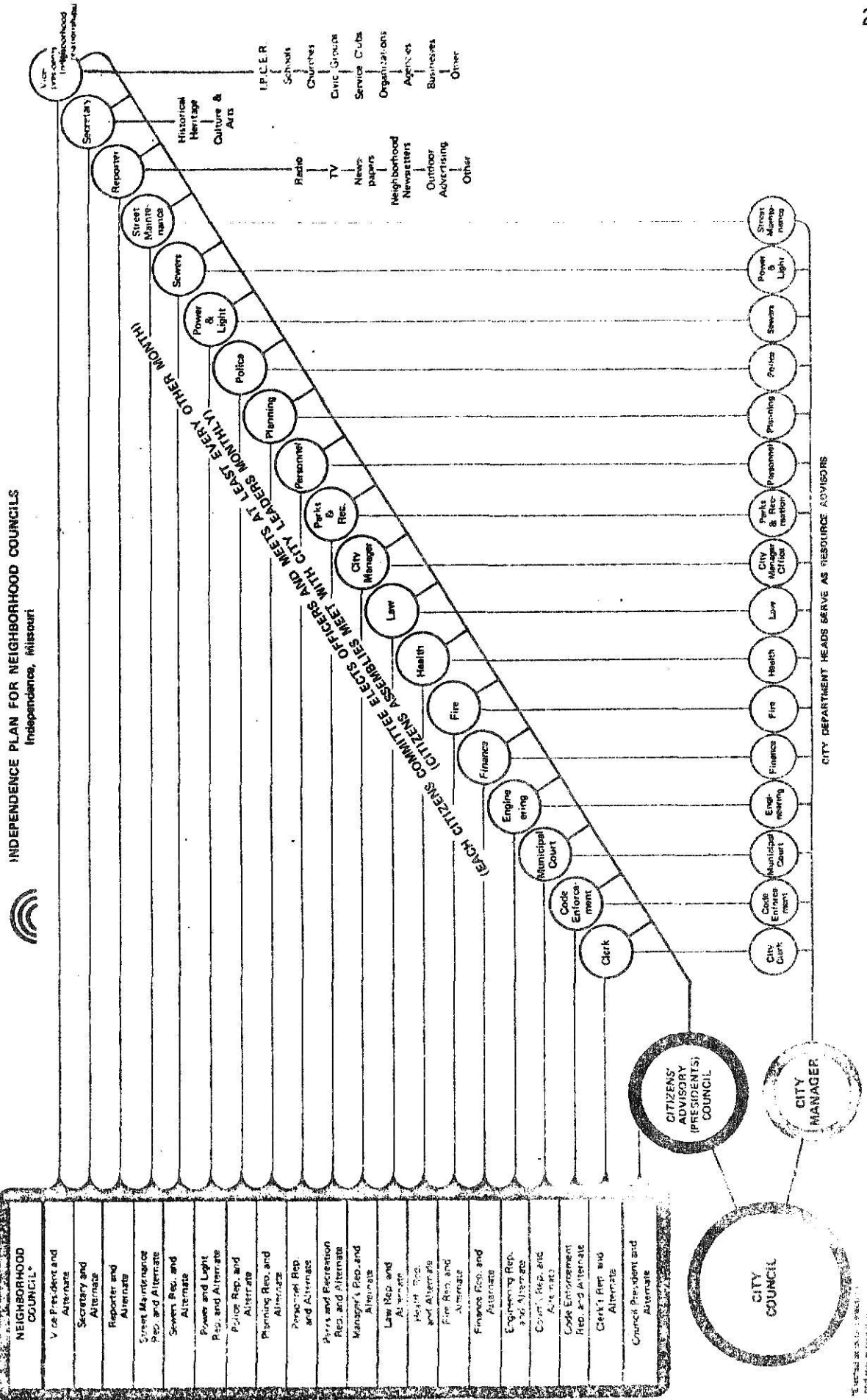


Figure III-1 Planning Districts (Neighborhoods) City of Independence, Missouri

ILLEGIBLE DOCUMENT

**THE FOLLOWING
DOCUMENT(S) IS OF
POOR LEGIBILITY IN
THE ORIGINAL**

**THIS IS THE BEST
COPY AVAILABLE**



a president, vice president, secretary, reporter, and assigns each of the remaining members to the sixteen city-wide citizen committees. Each alternate is then assigned to one of the members. In the event the regular member cannot attend meetings, the alternate can take that person's place with full power. The alternate is expected to train with the regular member and to be familiar with the member's city-wide committee. The only exception to the alternate assuming full power for the regular member is when the president of the neighborhood council cannot preside at the neighborhood meeting. The vice president presides when the president is absent. In the event the president resigns, the remaining council members elect a new president from among the council. If less than twenty people were nominated from the neighborhood election, those elected may elect additional members as available from the neighborhood to provide for a full council and alternates.

Each neighborhood council should hold a meeting at least once a month. Any votes on recommendations shall be by the council members. The meetings are open to all the residents of the neighborhood. The meeting is to serve as a type of town meeting for the neighborhood.

The twenty members of a neighborhood's council are represented on a city-wide citizens committee with the corresponding members of the other neighborhood councils. Figure III-2 shows graphically the relationship between the neighborhood councils, the city-wide groups, and the city departments.

Each citizens committee elects from its membership a chairperson, a vice chairperson, and a secretary. The committees serve as a channel to provide communication between the neighborhood councils and the city departments. The committees also serve as a city-wide group working on the function of its city department. These citizens committees are encouraged to have meetings once a month. As an example, the planning citizens committee serves as a city-wide group interested

in planning and the activities of the city planning department, in addition to representing the neighborhoods to the city planning department.

The presidents from each of the neighborhood councils form the Citizen Advisory Council. This council functions with the city council and serves as a "two-way communications link" between the city council and the neighborhood councils. The Citizen Advisory Council elects a treasurer, in addition to the other officers. The Citizen Advisory Council also serves as the governing group of the Neighborhood Council program. This council reviews and has final approval or veto on projects proposed by the neighborhood councils and citizens committees, and presents appropriate recommendations or matters to the city council.

Citizen workshops and assemblies are held to coordinate and encourage meetings of the citizens and citizens committees with city officials and members of the city council. These workshop assemblies are held bi-monthly from September to May, on the same evening. The citizens assembly begins the evening. The assembly serves as a town hall forum where questions and answers can be shared between members of the city council and city departments, and the citizens. Short presentations are often made at the beginning to acquaint everyone with current issues before the city. After forty-five minutes or so, the citizens move to appropriate rooms and hold their city-wide citizens committee meetings.

Purpose

When the citizens of Independence participate in this Neighborhood Council program, they are involving themselves in improving the city. The purpose of the Neighborhood Council program is to involve the citizens in meaningful activities to improve the city and the way of life of its residents. Along with this involvement, the purpose of the Neighborhood Council program is to promote communication between citizens and the city government.

The people of a city were being organized in their neighborhoods as microcosms of city government itself...with every neighborhood council

including persons from that neighborhood...representing every department and decision of the city...for the realization of two-way communication... that the people might convey their needs and suggestions to the city and the city convey its' needs and suggestions to the people.¹

In addition to serving as a communications link between citizens and city, the neighborhood councils serve to become a body of citizens in the neighborhood that meet to discuss matters concerning the welfare of the neighborhood.

The following quote from a handout prepared for the new neighborhood representatives further illustrates their hope for the program:

What is it?

1. The Neighborhood Council is a group of concerned citizens who care enough about their country, and the needs of society at large, to organize themselves to become better neighbors in their neighborhoods, and better citizens of their city.

2. The Neighborhood Council is the basic social structure through which their care is channeled for the benefit of all.

3. The Neighborhood Council, and its ancillary institutions--the Citizen Advisory Council and Citizens Committees--provide opportunities for citizens to share with the City Council ideas and suggestions which originate in the neighborhood; and conversely, provide opportunities for the City Council to share with the Neighborhood ideas and suggestions which originate in City Hall.

4. The Neighborhood Council is an instrument of communication within the city by which democracy may achieve its necessary objective--government of the people, by the people, and for the people.

5. The Neighborhood Council is the microcosm in which citizens learn the processes and develop the skills which are foundational in the development of tomorrow's statesman.²

The goal of the Neighborhood Council program can be summarized as follows:

The Best City is one which is organized in such a way that the citizen feels a part of his city, feels that he has a strong voice in the way his city is governed, that his representative in city hall are truly representing

¹"Bi-Annual Report of the Independence Plan for Neighborhood Councils.," April 24, 1973.

²Independence Neighborhood Council, "So You're Going to be a Neighborhood Representative? Congratulations!," p. 4.

him. The citizen will support the programs developed in such a city.³ The Neighborhood Council program is one that can help the citizen feel a part of his city.

One important point was emphasized during the discussion of the report on Citizen Involvement. This point was that none of the neighborhood councils and citizens committees have any official legislative authority in the city government.

In the area related to planning, the Neighborhood Council program has resulted in greater communication between the planning department and the citizens. Sixteen neighborhood councils reviewed the recently completed Comprehensive Plan for the City of Independence as it related to their neighborhoods. The Comprehensive Plan is organized on the basis of the planning districts, which districts also serve as the neighborhoods for the Neighborhood Council program. In at least twelve of these reviews, a member of the planning department was present to help explain the plan. The planning citizens committee conducted a number of meetings with the planning department, including a tour of the department's facilities. The planning citizens committee reviewed the Comprehensive Plan, made recommendations for changing the address system, and promoted the building of scale models of each neighborhood. Twelve neighborhoods had complete models by April of 1973.

Important Principles and Features

The Independence Neighborhood Council program serves the two important functions of citizen participation: involvement and communication. The involvement of the citizens in the Neighborhood Council program is continuous. This involvement is concerned with carrying out projects, making studies, meeting other citizens, as well as meeting and communicating with city officials. The

³Subcommittee on Citizen Involvement - Citizen Goals Committee of Independence, "Report of the Subcommittee on Citizen Involvement."

communication in the Neighborhood Council program is two-way communication. Attitudes, opinions, needs, problems, and solutions are shared between the citizens and city officials. In addition to serving the important purpose of citizen participation, the Independence Neighborhood Council program serves many related functions that help to make Independence a better place to live.

The two important features of the Independence Neighborhood Council program are the neighborhood councils, and the city-wide citizens committees. The entire city is divided into neighborhoods that serve as a basis for organizing the neighborhood councils. These neighborhood councils help neighbors to get together to discuss and work on local problems that affect them. The representatives of the neighborhood councils are organized into city-wide citizens committees that meet and work with all major parts of the city government. These city-wide citizens committees help citizens to get together to discuss and work on the function area of that committee, and to bring neighborhood problems and needs to the attention of the appropriate city department.

Chapter IV

MANHATTAN, KANSAS

The purpose of this report is to develop a methodology for applying the Neighborhood Council program to other cities, and then to apply this methodology to the city of Manhattan, Kansas. This chapter is divided into two sections. The first section will present background information about the city of Manhattan. The second section will describe present efforts of citizen participation in Manhattan.

Manhattan

Manhattan, Kansas is the County Seat of Riley County. Manhattan is located about sixty miles West of Topeka, and 130 miles West of Kansas City, Missouri. The 1970 census reported its population at 27,577. This figure does not include college students living in school housing. Manhattan's present size is 8.4 square miles.

Two important institutions strongly influence the city and its people. Kansas State University, with its 16,400 students, 1,330 full and part-time teachers, and 1,500 staff members, is located in the Northern central part of the city. The U.S. Army base, Fort Riley, is located 12 miles West of the city. Assigned to this base are approximately 7,100 service people, with 15,700 dependents. A June, 1974, report indicated that 3,900 military personnel and their dependents resided in Manhattan.

The local government is organized on the council-city manager format. The city council has 14 special citizens boards to assist in various functions. The city manager has nine departments to guide and administer city programs. Figure IV-1 shows the present governmental structure of the city.

Citizen Participation in Manhattan

Group-citizen participation in Manhattan is provided primarily by

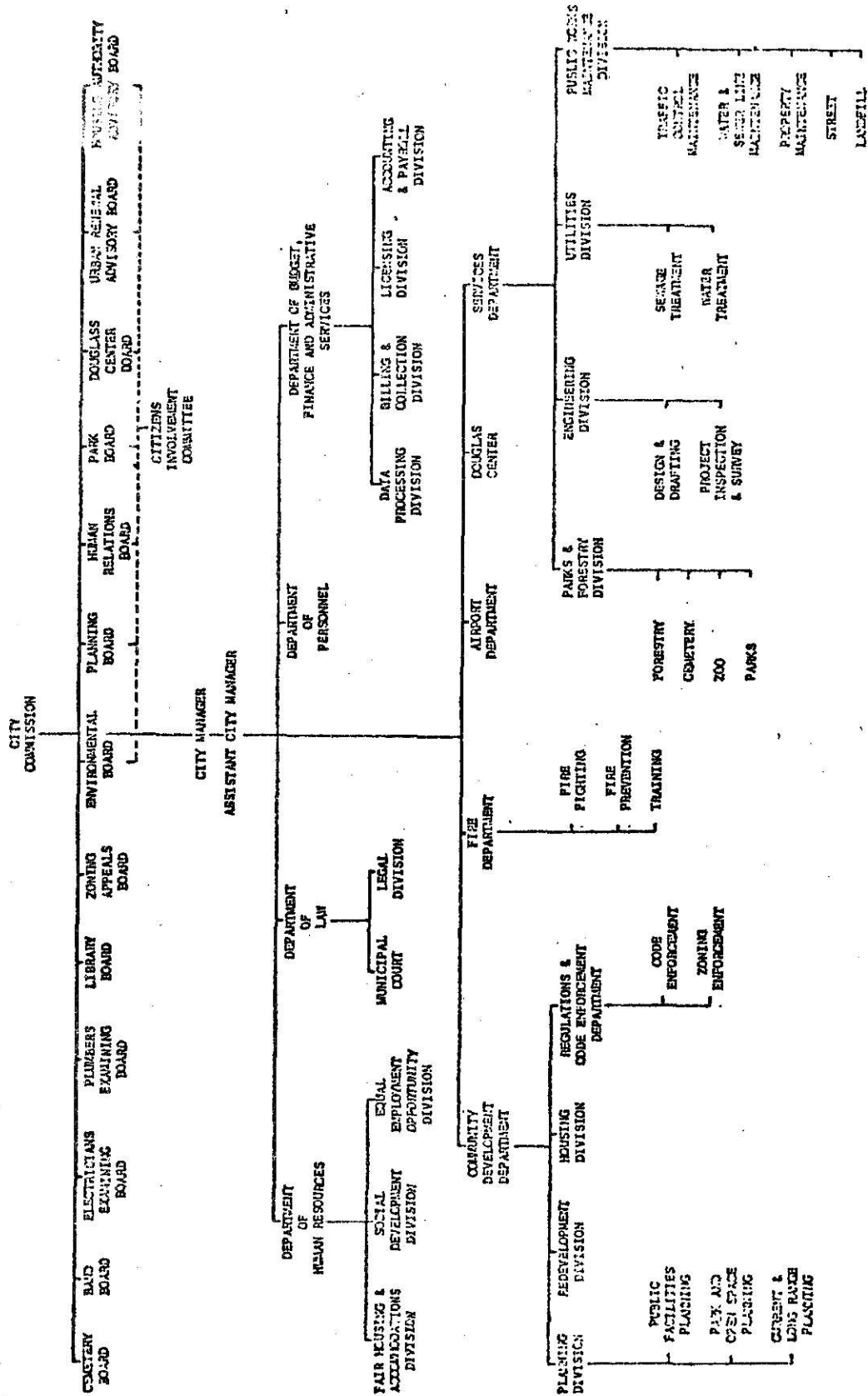


FIGURE IV-1 GOVERNMENTAL STRUCTURE - MANHATTAN, KANSAS

public hearings, citizens boards, and civic or interest groups. This section will focus on the citizens boards because they correspond to part of the Neighborhood Council program.

The citizens boards were studied to learn about their activities, and to gain some understanding on how this method of citizen participation is working in Manhattan. By studying these boards, ideas were also provided for developing job descriptions for possible citizens committees that may function with the city departments.

Only those citizens boards that were purely advisory were considered. Six of the fourteen citizens boards deal with specific quasi-administrative duties assigned by the city council. These boards include the Cemetery Board, the Band Board, the Electricians Examining Board, the Plumbers Examining Board, the Library Board, and the Zoning Appeals Board. Three additional boards were not considered because they serve important administrative functions as well as being a source of citizen involvement on the area concerned. These boards included the Planning Board, the Urban Renewal Advisory Board, and the Housing Authority Advisory Board. The five citizens boards studied were the Environmental Board, the Human Relations Board, the Park Board, the Douglass Center Board, and the Citizens Involvement Committee. In addition, the Project Area Committee (PAC) was studied because it is an indirectly sponsored city group. The chairmen of these boards were interviewed, and the minutes were studied.

The Citizen Involvement Committee is the general citizens committee of the city. The committee is composed of twelve representatives, seven from seven other citizens boards, and five general representatives, one from each ward in the city. The seven citizens boards are the Environmental Board, the Planning Board, the Human Relations Board, the Park Board, the Douglass Center Board, the Urban Renewal Advisory Board, and the Housing Authority Board. The purpose of the

Citizen Involvement Committee is to advise the city council and the city of problems that have been identified, the resulting studies, and recommendations. The emphasis for establishing this committee was to fulfill the workable program requirements of HUD. As a result, the primary emphasis of the committee has been on matters concerning the city and possible Federal grants. Since its formation during the Summer of 1974, the committee has concentrated on studying the issue of housing, and the providing of public input and sponsoring of a public hearing on funds available from the Community Development Act. By having members of the other citizens boards on this committee, greater coordination has been possible.

The Human Relations Board has nine members. The board works closely with the Human Relations Coordinator and Equal Opportunity Officer of the city of Manhattan. In the ordinance establishing the board, a number of objectives were given. The objective that sums up the purpose of the board is "to aid the city and its people in benefiting from the fullest realization of its human resources." Some of the activities of the board include working to end discrimination in housing, employment and education; providing information to appropriate people on the services available such as informing elderly citizens of transportation services; and working on unemployment.

The Douglass Center Advisory Board provides citizen input to the functioning of the Douglass Center. The board is responsible for setting guidelines for the operation of the Center, helping to establish needed programs at the Center, advising on staff positions for the Center, and for preparing a budget for the Center that will be presented to the city council. The board works closely with city personnel in the Douglass Center Department of the city. The board should have nine members with five coming from the neighborhood around the Center, and four others from the city at large. At the present time the board has seven members.

The Environmental Board is composed of nine members chosen at large.

Minutes from the January 21, 1972, meeting state:

As a functioning Board they [the Environmental Board] will conduct investigations, hold public meetings, undertake comprehensive studies, and perform such things necessary, in order to ascertain whether there exist detrimental environmental conditions in the community. The Committee shall make recommendations to the commission of positive programs designed to improve and safeguard the health, safety, welfare, and attractiveness of the city, and the conservation and wise use of the resources of the community.

Some activities of the board include working on a sign ordinance for billboards, promoting recycling, working on solid waste disposal, and studying noise pollution. The board provides a coordinator to the Planning Board, and the Park Board. The Environmental Board is unique among the purely advisory boards in that it corresponds to no functional area having a city department. The chief code enforcement officer of the city serves as the city representative to the board.

The Park Board advises the city council on the needs and operation of the city parks. To paraphrase the ordinance establishing the board, the purpose and function of the Park Board is to study, develop, and recommend plans to the city commission for the growth and improvement of the city's parks, playgrounds, zoo, and other related facilities, and to recommend policies in regard to the administration of the same. Some of the activities the board has done have been to promote work on the zoo, study the possibility of a linear park on Wildcat Creek, and promote programs in the parks. The board consists of seven members, appointed by the Mayor. The superintendent of the recreation commission serves as ex-officio member of the board.

The Project Area Committee (PAC) was a formal neighborhood citizen group of the Urban Renewal Authority. The Urban Renewal Authority is a quasi-public body that serves the city commission by running the urban renewal programs. The existence of a PAC group is more or less required by HUD to carry out urban renewal activities. The PAC group provides a forum for informing the community and the

neighborhood about the housing and urban renewal activities, and for providing citizen input to the development of plans and activities. The PAC group was open to any one who was interested in participating, with the primary emphasis on those in the urban renewal area. The group itself elects its officers. Now, with the scheduled phasing out of the Urban Renewal Board, the people active in the PAC group have formed an interest group to carry on the job of providing their views to the city government.

Chapter V

METHODOLOGY

The Neighborhood Council program can serve as a method for improving citizen participation in Manhattan and other cities. In this chapter, the experience of neighborhood councils and citizen assemblies in the Independence Neighborhood Council program will be analyzed. From this analysis, general rules and steps for developing a Neighborhood Council program will be presented. To illustrate the rules and steps, a Neighborhood Council program for Manhattan will be developed.

Neighborhoods

The Independence Experience. The neighborhoods used in the Independence Neighborhood Council program are based on planning districts used by the city planning department. There are a total of 46 such districts, not counting newly annexed territory. Three of these districts are very small, and will probably not be developed residential. Five additional neighborhoods are largely undeveloped. Another small, developed neighborhood has been merged for planning and neighborhood council purposes with another neighborhood. This leaves 37 neighborhoods with a 1970 population ranging between 915 and 6,916. The average population of the neighborhoods, except the three undeveloped ones, is 2,659.

The planning districts are delineated primarily by major arterial roads and the city limits. In several instances, major streams and railroad tracks serve as boundaries. Four or five of these planning districts will probably remain so unpopulated that they will not be useful as neighborhoods for the neighborhood council. Eventually, 41 or 42 of the neighborhoods should be able to have viable councils.

Each neighborhood council, if fully organized, should have twenty representatives and twenty alternates. If the thirty-eight neighborhoods which

have some organization were fully organized, then there would be 740 representatives, and a total of 1,470 people involved if the alternates were included.

From information obtained from the Neighborhood Council Office in Independence, there are presently 460 representatives, and a total of 674 representatives and alternates. Only one neighborhood is fully organized with representatives and alternates.

An important question to be answered when setting up a Neighborhood Council program is: what size should the neighborhood be in order to have a fair chance of having enough council members. An important inter-related question asking how many neighborhoods are needed in order to support the city-wide citizens committees will be answered later.

Table V-1 contains the information used to evaluate the neighborhood size. Three general methods used for the evaluation were graphing, statistical measures of central tendency, and linear regression. Figure V-1 shows the graph of the number of neighborhood representatives and alternates vs. the population of the neighborhood. Table V-2 presents a summary of the statistical measures of central tendency.

TABLE V-2
SUMMARY OF STATISTICS OF CENTRAL TENDENCY

Statistics	Number of Neighborhood Council Representatives	Number of N C Representatives & Alternates	1970 Population of Neighborhood
Mean	10.9	16	2,659
Median	10.5	13.5	2,443
Mode	20	0	71,0
Standard Deviation	7.3	12.2	1,729

NEIGHBORHOOD REPRESENTATIVES

43

Neighborhood Number	Population*	Avg. Attendance at Citizen Assemblies**	Number of Representatives***	Number of Repr. and Alternates***
1	2,699	.3	0	0
2	1,313	.7	6	8
3	2,674	1.3	8	10
4	1,640	0	1	1
5	6,916	.7	11	14
6	5,322	0	16	25
7	2,976	.8	6	6
8	1,683	.3	9	13
9	2,585	11.3	20	40
10	3,924	5.7	18	25
11	5,266	5.7	19	33
12	1,865	3.3	16	20
13	2,854	2.3	20	31
14	3,600	6.0	18	28
15	2,095	9.3	16	31
16	4,359	9.7	17	29
17	3,990	9.3	20	34
18	3,447	6.3	18	21
19 & 43	2,584	1.0	9	9
20	2,886	1.7	14	16
21	1,717	3.3	20	26
22	2,422	2.3	20	36
23	5,380	1.0	8	12
24	5,752	5.3	20	33
25	5,871	6.0	18	29
26	2,869	1.7	17	20
27	1,519	5.0	17	28
28	1,100	.3	5	6
29	2,877	1.7	15	18
30	1,920	.3	1	1
31	71	0	1	1
32	1,740	0	3	3
33	315	0	1	1
34	4,145	0	7	8
35	3,435	0	8	11
36	915	5.7	17	21
37	2,443	.3	10	13
38	2,023	1.7	10	13
39	71	0	0	0
40	300	0	0	0
41	68	0	0	0
42	29	0	0	0
44	0	-	-	-
45	0	-	-	-
46	2	-	-	-
TOTALS	111,662	114	460	674

*Comprehensive Plan for Independence, Missouri, Independence Planning Dept., 1972.

**Average was obtained from attendance of citizen assembly meetings held on February 5, 1974, March 5, 1974, and May 7, 1974.

***Count of representatives and alternates obtained from current, March 1975, list maintained by the Staff Director of the Independence Neighborhood Council program.

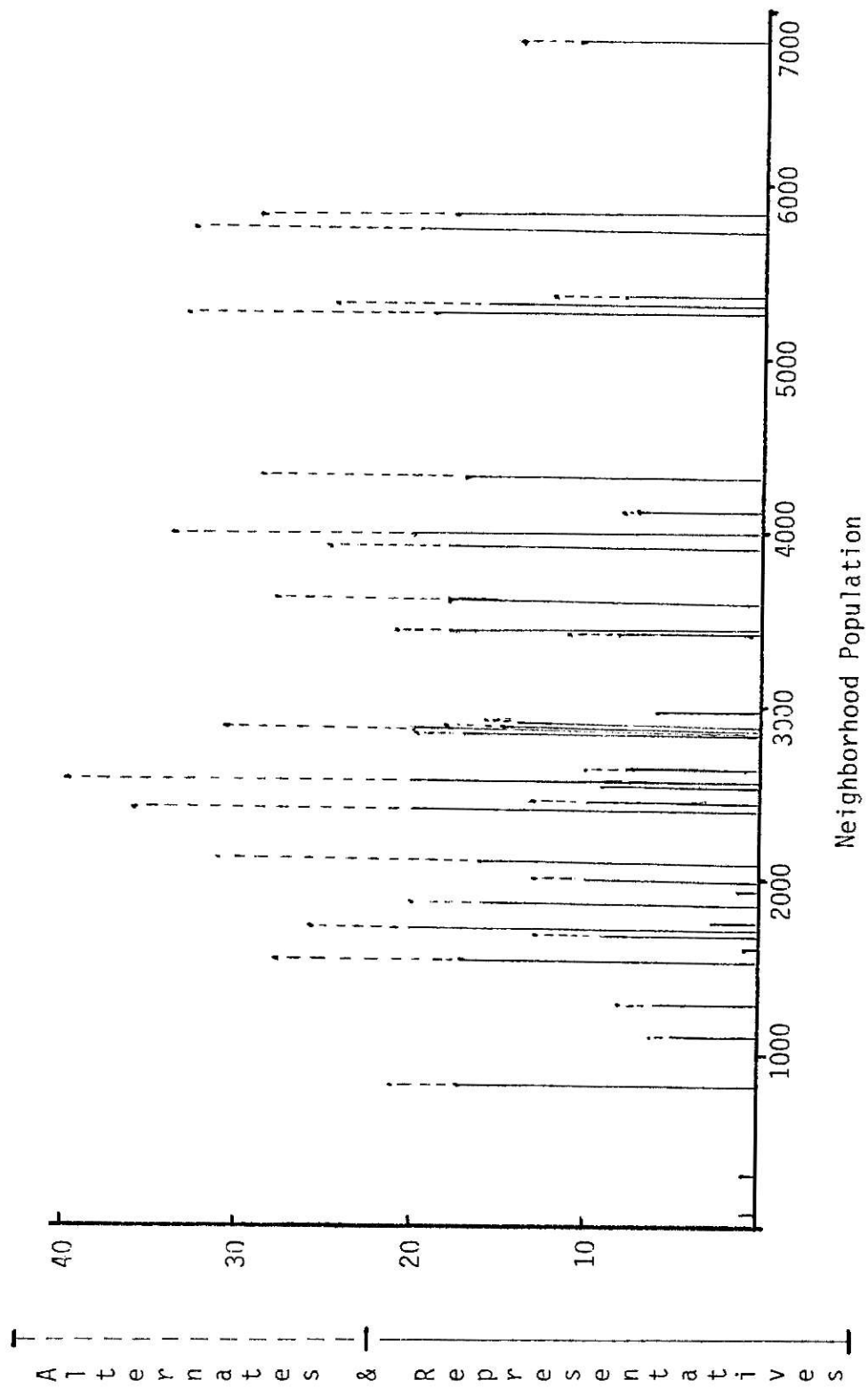


FIGURE V-1 GRAPH OF NEIGHBORHOOD COUNCIL REPRESENTATIVES AND ALTERNATES VS. NEIGHBORHOOD POPULATION

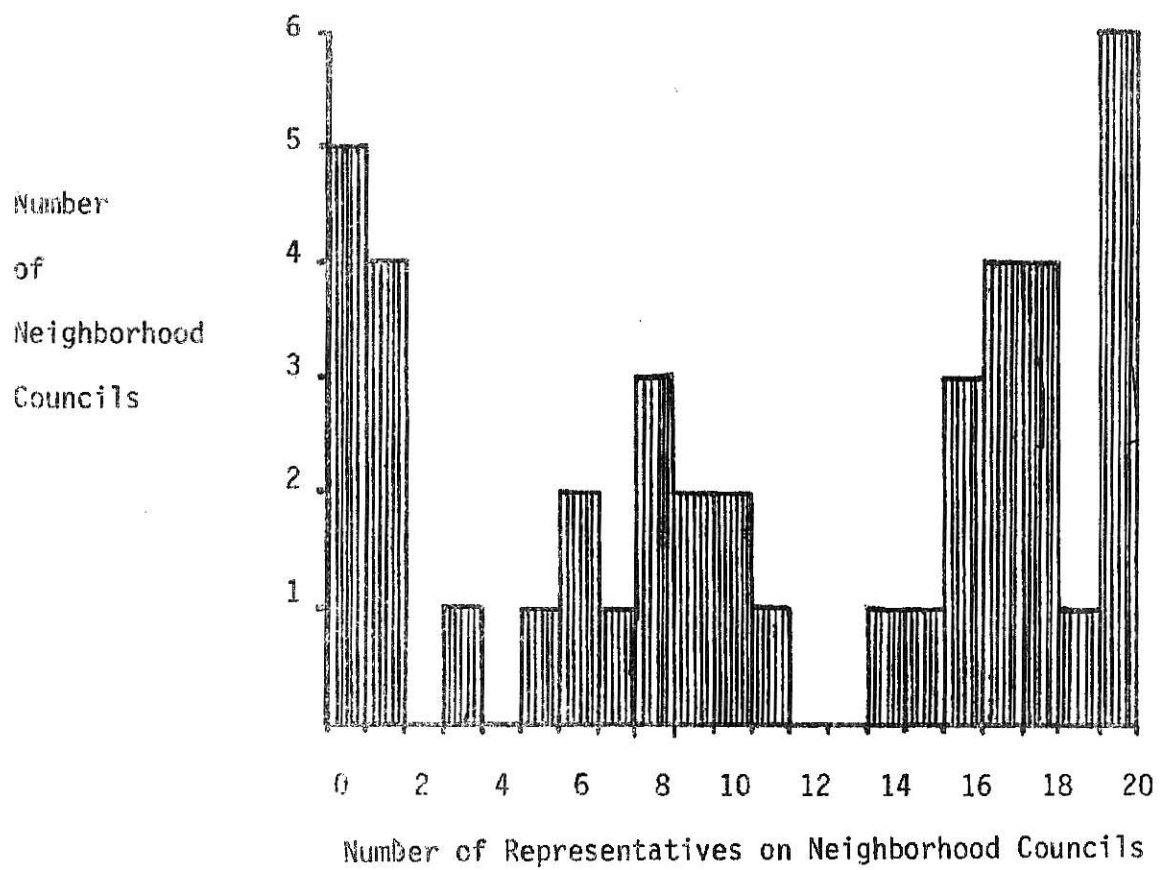


FIGURE V-2 GRAPH OF NEIGHBORHOOD COUNCILS VS. REPRESENTATIVES ON NEIGHBORHOOD COUNCILS.

Unless otherwise noted, the number of neighborhoods included in the analysis is forty-two, or the number of neighborhoods that can now or in the future support councils. Over half of the neighborhoods in the Independence program have between 1,000 and 3,000 citizens. Of the neighborhoods in this range, 41% or 9 out of 22 of them are organized to the extent of having fifteen or more representatives. For those neighborhoods with over 3,000 people, 9 out of 13 or 69% of the councils are organized to the extent of having fifteen or more representatives.

The mean and the median indicators are very similar in their description of the Independence program. The neighborhood councils average eleven representatives and between 14 and 16 representatives and alternates, depending on which measure is used. The average neighborhood population is 2,659. Figure V-2 shows the distribution of number of neighborhood councils in terms of the number of representatives on the council. This shows pictorially the large, standard deviation of 7. Twenty out of forty-two or 48% of the councils have over fourteen members. On the other side, nine councils are either unorganized, or have only one member. These extremes contribute to the large, standard deviation.

Linear regression was used to explore the correlation between the population of the neighborhood council and the number of representatives. It was hypothesized that as the population of the neighborhood increased, the number of representatives and alternates would increase. This is subject to the restraint that at most there would be twenty representatives and twenty alternates for each neighborhood. It was hoped that this analysis would yield an equation that could be used to suggest the average size neighborhood needed to have a fair chance of obtaining a full neighborhood council. If such an equation could be found it would be particularly helpful for cities which will have a different size council.

The regression analysis was run between the neighborhood population as the independent variable and the average attendance at citizen assemblies, the number of representatives, and the number of representatives and alternates as the dependent variable.

The correlation coefficient for the population and average attendance was .33, with the t-value being significant at the .05% level. The correlation coefficient between the population and the number of representatives was .55, with the t-value being significant at the .01% level. Between the population and number of representatives and alternates, the correlation coefficient was .53. This relationship t-value was also significant at the .01% level.

These results confirm the hypothesis that as the population of the neighborhood increases the number of representatives and alternates increase. This confirmation is there, but it should be remembered that this is not extremely strong. The number of people from a neighborhood willing to be a representative or alternate is subject to many other factors which could be, or probably are more important than neighborhood size. A case in point is one neighborhood in the Independence program that had 915 people, yet had seventeen representatives, while another neighborhood with 5,380 people had only eight representatives.

As part of the regression analysis, an equation was developed. The equation represents the best fit possible for a straight line given the data. This equation can be used to project or locate the likely value for a dependent variable given a specific value for an independent variable.

Of the three possible regression equations, the one developed between the variable population and number of representatives and alternates is thought to be the most reasonable of the three. The much lower correlation coefficient between population and average attendance makes this equation the least desirable. The

equation developed by the regression of population with number of representatives is not used because the limit of twenty representatives imposes a distortion on the equation of unknown effect. In six cases, in computing this equation, the limit of twenty representatives is reached. For the equation using the number of representatives and alternates, this distorting effect occurs only once. The regression coefficient for representatives and alternates is close to that of the coefficient for the representatives, and much above the coefficient for average attendance. The use of this data is in fair agreement with the graphic analysis.

The regression equation for population versus number of representatives and alternates is $y = 6.12 + .00374 x$, where x is the population of the neighborhood, and y is the number of people predicted to be available. If the neighborhood had a population of 3,700, then 20 people are predicted to be available. A population of 9,060 predicts forty people would be available. This equation seems to hold limited usefulness for determining the average population needed for there to be a fair chance for having a full neighborhood council and alternates. Equations for the other two regressions require even higher populations to have the twenty representatives.

The Independence experience indicates that a population size of between 3,400 and 6,000 provides a very good chance for the neighborhood councils to have a working group of over fifteen people plus a fair number of additional alternates. The regression equation could possibly be used with caution to find a reasonable average for the population of a neighborhood given the number of representatives desired. An upper population limit of 5,000 is often used as the criteria for determining or designing a neighborhood. Neighborhoods with populations greater than 6,000 should probably be avoided if at all possible.

Neighborhood Boundaries. In Independence, the neighborhood boundaries were chosen by using planning districts. The boundaries for planning districts

were chosen primarily by using arterial streets and the city limits as the edges of the neighborhoods. In some instances, major streams or railroad tracks served as the edges.

William Hampton and Jeffrey J. Chapman, in a two part article in The Political Quarterly, describe a need for establishing neighborhood councils in Britain, and outlined several ways for determining the neighborhoods. They encouraged the formation of neighborhood councils to involve citizens, encourage local reform, and particularly to articulate the views of the people of the neighborhood. They suggested that these neighborhood councils have a geographical basis because functional groups can never completely substitute for wide ranging institutions based on area, and because these groups lack permanence.

The authors suggest we avoid the highly debated issues of what is the optimum population of a neighborhood if there is any, or to what degree of variation is appropriate with neighborhoods, or should the neighborhoods be socially homogeneous or heterogeneous, or how reliable is the survey to measure the geographical extent of the neighborhood.

To simplify the difficulties, they suggest that a careful analysis of administrative divisions be undertaken. The hypothesis then is that these administrative divisions will generally conform to areas of clearly established neighborhoods despite the variety of purposes they serve. "Boundaries which coincide may be judged either as reflections of neighborhood organization, however informal, or as generative agents thereof."¹ The four existing administrative divisions that were suggested for analysis were census enumeration districts, residential units, school catchment areas at the primary or first and middle level, and polling districts.

¹William Hampton and Jeffrey J. Chapman, "Toward Neighborhood Councils - II," The Political Quarterly 42:4 October-November 1971, p. 415.

These four units were considered because they were common to almost all cities, because they offered units of population from around the hundreds to the thousands that could be used directly or grouped together, because these administrative divisions are likely to be a direct concern to a neighborhood, and because it was felt that the arbitrary elements in determining their boundaries would be small.

Census enumeration districts in Britain have the advantage of being numerous. Such districts could be added together to build appropriate neighborhoods. By using these districts, important source of information would be available periodically. Within the U.S. cities, there are three levels of census information. The most amount of information is available by census tracts, then enumeration districts, then census blocks.

Residential units in England are used to propose and control housing development and are fairly large enough and numerous. The authors felt that these units were particularly useful in new developments where residential development is clustered, but in the older, well built up sections of town, there would be trouble determining the boundaries. In Britain the use of these units posed several disadvantages. One, often these units were grouped together for planning proposals. Two, nonresidential areas were excluded from these units. Three, often the boundaries of these units were along major streets. Such streets sometime serve as a channel or focus of a real neighborhood. In the U.S., planning districts would probably serve as our equivalent area. These planning districts should cover all areas of the city, and if used as a basis for a Neighborhood Council program, they should be large enough to adequately support such councils.

The school catchment areas in Britain would probably correspond to our elementary school districts here. The elementary schools do serve as an important focus for a fair portion of the citizens of the neighborhood. One disadvantage is

that over time the boundaries often change, and perhaps even school buildings change. The school could serve as a useful meeting place.

Polling districts are numerous and unfortunately not too well known in Britain, or the United States. This disadvantage can be turned to an advantage if these districts are grouped together to get the desired sizes for a neighborhood. By using polling districts, accountability of the political leaders would be encouraged. Because the polling places are in public or semi-public places, it might be possible to use such buildings as meeting places. Because it is anticipated that representatives to neighborhood councils will be elected, polling districts would have meeting places and registration already prepared.

By mapping out the above administrative districts, it should be possible to check if any one of them is more appropriate in determining neighborhoods. Where boundaries of these units coincide, the appropriateness of the boundary is increased. Through analysis it should be possible to obtain suitable neighborhoods within which to organize neighborhood councils.

Steps for Determining Neighborhoods. The following guidelines and steps are suggestions for implementing the neighborhood councils.

Based on the Independence experience, it appears that for a council size of twenty, the neighborhood should have over 3,400 people. Neighborhood populations above this size appear to have a reasonable chance of having most of the council filled, plus a fair number of alternates. A maximum size of 6,000 is suggested where possible. For neighborhood councils that will be smaller than 20 representatives, a small neighborhood size should be possible. If the number of residents needed for neighborhood councils in Manhattan, Kansas is sixteen, then the formula $y = 6.12 + .00374x$ would indicate a neighborhood size of 2,640 people. It is hoped that this mention of size will only serve as a guide, and not as a rigid criteria to be met. The number of people in a neighborhood is only a partial

indicator of how many people will want to participate. Some of the smaller neighborhoods in Independence illustrate this.

More important than size, is some reasonable attempt to achieve good neighborhood boundaries. Unless the areas are small, and likely to remain so, it is suggested that neighborhood boundaries not be adjusted just to achieve the minimum neighborhood population.

In order to carry on the citizens committees it is suggested that there be at least nine neighborhoods. If a smaller number than this has been delineated, then some consideration should be given to having more than one representative to a citizens committee.

Planning districts of adequate size and numbers would probably be adequate to use as neighborhoods for the Neighborhood Council program. If there are no planning districts, then neighborhoods should be delineated with boundaries being arterial streets, railroads, major streams and the city limits. If available, the 1970 block statistics could be used to get an idea of the population in these neighborhoods. Adjustments will need to be made for neighborhoods that have undergone rapid change since the census. Even with reliable maps of the city, census statistics, arterial and collector streets as indicated by city plans or the city engineering office, the delineating of the neighborhoods will require careful judgment. This judgment will particularly be necessary for larger areas with too few or too many arterial streets, and for small areas. By also gaining information on the other administrative districts as suggested by the Hampton article, additional guidance can be gained. Where many of the boundaries for these districts coincide, there is probably good reason to locate the neighborhood boundaries there. The city clerk's office or the election commission office will have information on the polling districts. The office of the board of education can provide the elementary school district boundaries. The census volume containing

the block statistics will provide information on census tracts and blocks. Special effort to contact the Bureau of Census will be necessary to obtain the delineation of the enumeration districts if the city already does not have the information. At the edge of the city it may be necessary to allow for the growth of the neighborhoods. In Independence, several of the neighborhoods have few people. When these areas become developed, the large neighborhoods will need to be divided into smaller neighborhoods. Periodically, every few years or so, the boundaries should be examined to see if adjustments need to be made. For best effects, however, boundaries should not be changed unless really necessary.

Once the neighborhoods have been determined, a suitable name should be found. The name could be determined by the residents after the neighborhood councils are formed. Also, a meeting place should be found in the neighborhood. Public or semi-public buildings such as schools, banks or businesses with meeting rooms, churches or other civic groups with buildings would be possible choices. The polling places for elections might be excellent choices for a meeting place.

Neighborhoods in Manhattan. The City of Manhattan does not have planning districts. A map showing the arterial and collector streets in the city will serve as the primary basis for determining the neighborhoods. Figure V-3 shows the arterial and collector streets in the City of Manhattan. Although it is not feasible to let all arterial streets be boundaries, almost all of them will serve as boundaries.

Figure V-4 shows the proposed boundaries for neighborhoods in Manhattan. Fourteen neighborhoods are proposed to be established. As future areas grow, or as some neighborhoods become extremely developed, further subdivision of these neighborhoods would be indicated. Neighborhoods 11, 13 and 14 are possible neighborhoods that would require subdivision.

With four major exceptions, the arterial roads of Manhattan were used as boundaries. Yuma was not used as a boundary at all because this would decrease

MANHATTAN
KANSAS

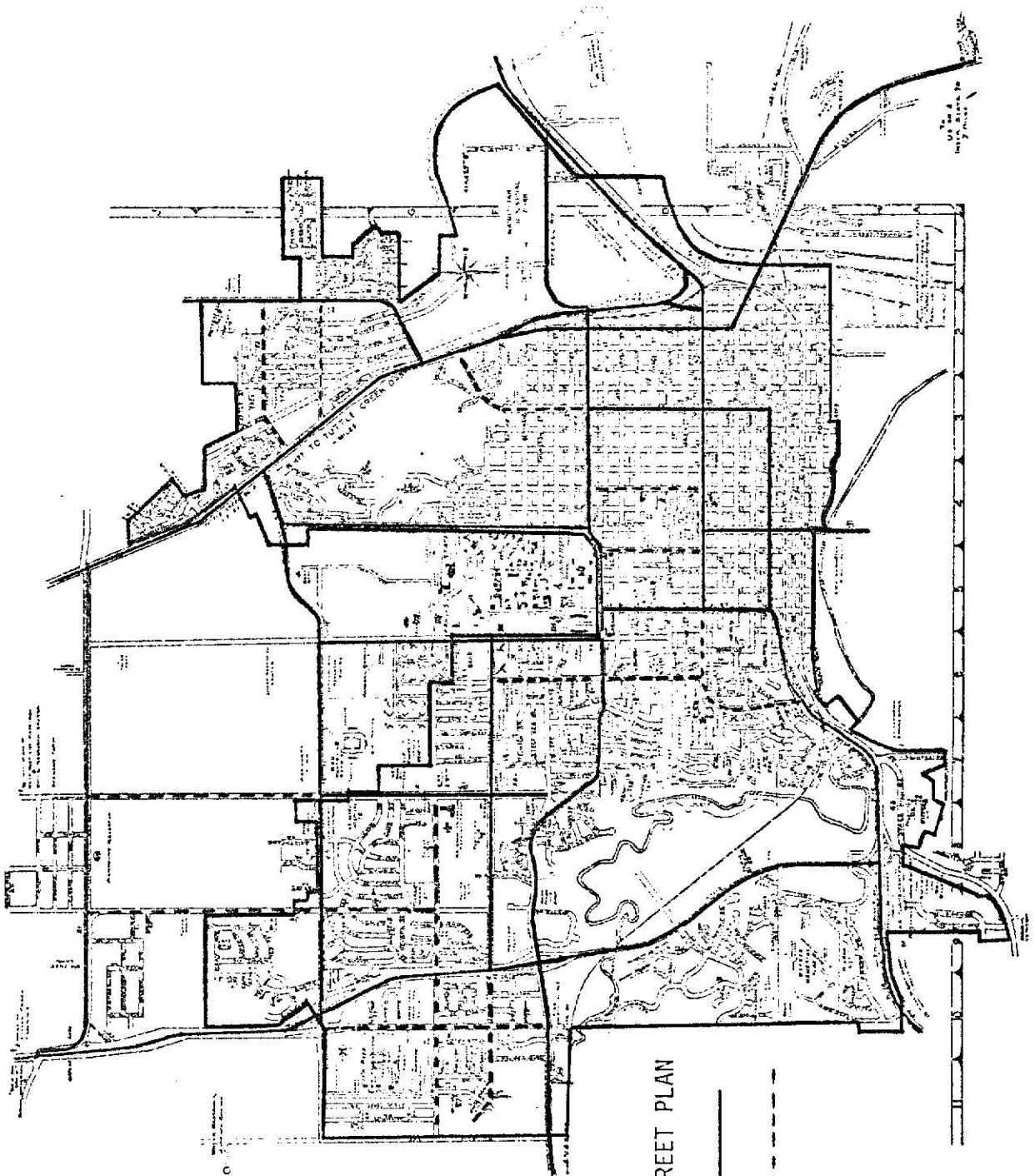


FIGURE V-3
MANHATTAN STREET PLAN
Arterials —
Collectors - -

MANHATTAN KANSAS

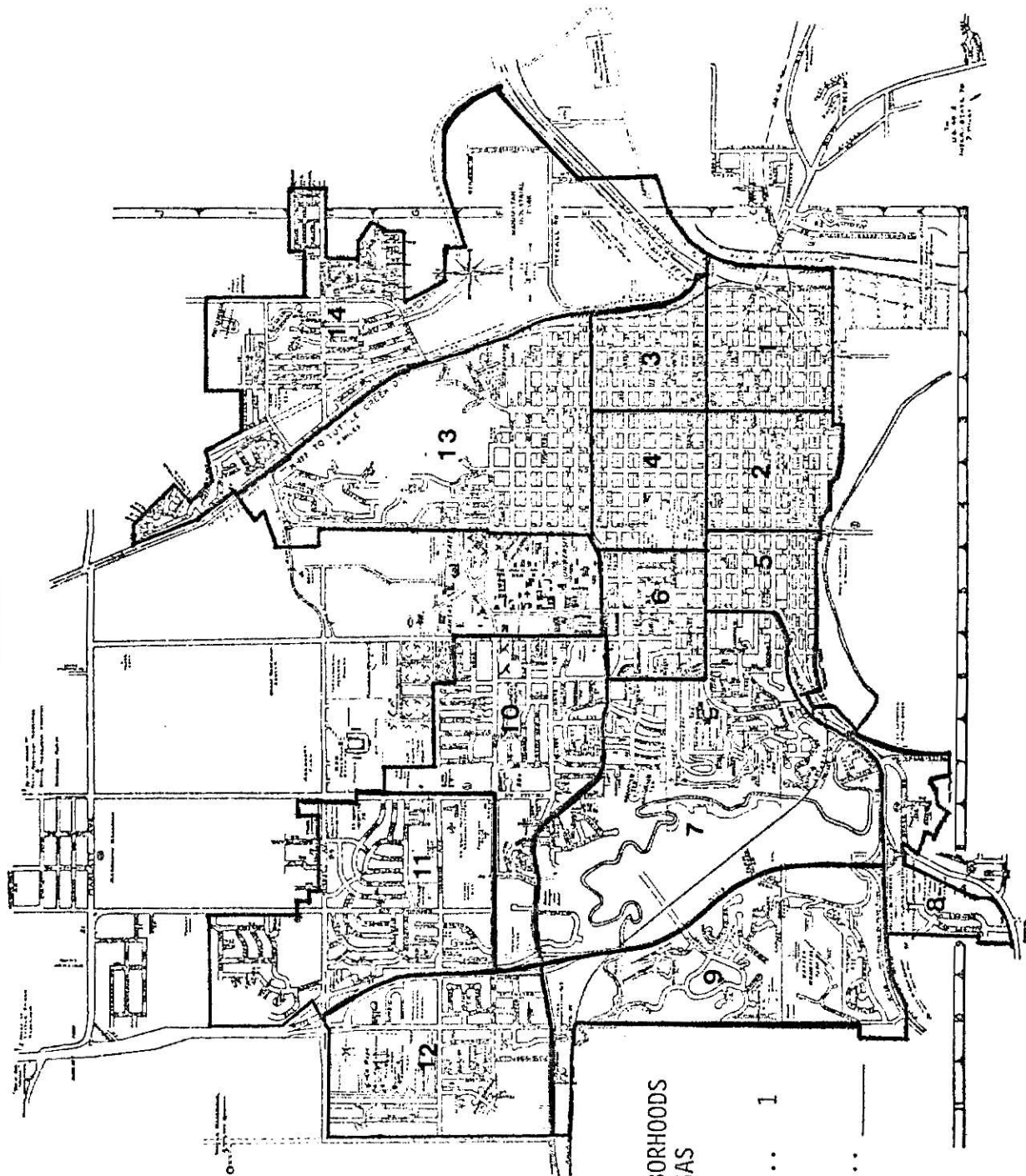


FIGURE V-4
PROPOSED NEIGHBORHOODS
MANHATTAN, KANSAS

Neighborhood
Number..... 1

Neighborhood
Boundary.....

further already small neighborhoods. Claflin was not used as a boundary between Denison and College Avenue in order to avoid a small neighborhood which has a high proportion of college students. College Avenue, between College Heights and Claflin, was not used so that the very small number of people there would not be left on their own. Finally, 17th Street, between Pontz and Anderson, was not used as a boundary.

Three neighborhoods, 8, 9 and 12, were small at the time of the 1970 census. Since that time, further development has occurred which should make it possible for these neighborhoods to support neighborhood councils. For instance, in neighborhood 8, additional area was annexed and at least another 227 housing units have been added. Using Manhattan's average household size in the 1970 census of 2.73, an estimated additional 620 people reside in the neighborhood.

Table V-3 shows the neighborhood number, the 1970 population, a proposed name for the neighborhood, and a possible meeting place.

TABLE V-3
MANHATTAN NEIGHBORHOODS

Neighborhood	Proposed Name	1970 Population	Possible Meeting Place
1	Pillsbury	833	Library
2	Douglas	1,675	Douglass Center
3	High Rise	1,121	Community House
4	Aggieville	2,339	First Presbyterian Church
5	Longs	1,140	Theodore Roosevelt School
6	Eugene Field	2,620	Eugene Field School
7	Sunset	2,497	Senior High School
8	Stagg Hill	'65 [685]	Club House
9	Warner	312	Warner Park Club House
10	College Heights	3,708	Lee School
11	Marlatt	2,871	Marlatt School
12	CiCo	497	Vocational Tech School
13	Goodnow	4,241	Bluemont School
14	Northview	3,666	Northview School

Figure V-5 shows a map of the wards and precincts in Manhattan. There are twenty-five precincts and five wards. In many cases, precincts and ward boundaries followed the arterial or collector streets. The location of voting places could provide possible meeting places for neighborhood councils. Except for using arterial roads, the aggregation of precincts appears the next best means of delineating neighborhoods in Manhattan.

The census tracts and enumeration districts are shown on Figure V-6. There are five census tracts and thirty enumeration districts. The boundaries for the enumerations are varied, only partially following major roads and the boundaries of the other administrative districts. In a number of instances, the boundaries are quite irregular and do not appear to delineate neighborhoods very well on either an individual or aggregate basis. There are too few census tracts to serve as a means of identifying neighborhoods.

There are seven elementary schools and elementary school districts in Manhattan. Figure V-7 shows a map of these districts. The district boundaries partially follow major streets. There are too few districts to serve as a sole basis for outlining neighborhoods. Of the administrative districts, the school boundaries are most subject to change.

Of these last three administrative districts, the most common boundary was along Pontz and a line through City Park following Manhattan Avenue, and along Juliette.

The fourteen neighborhoods proposed should provide a suitable means of organizing the citizens on a neighborhood basis. This number of neighborhoods should be able to provide a working body of citizens to meet on the citizens committees.

City-Wide Citizens Committees

The Independence Experience. Independence has twenty city-wide citizens

MANHATTAN
KANSAS

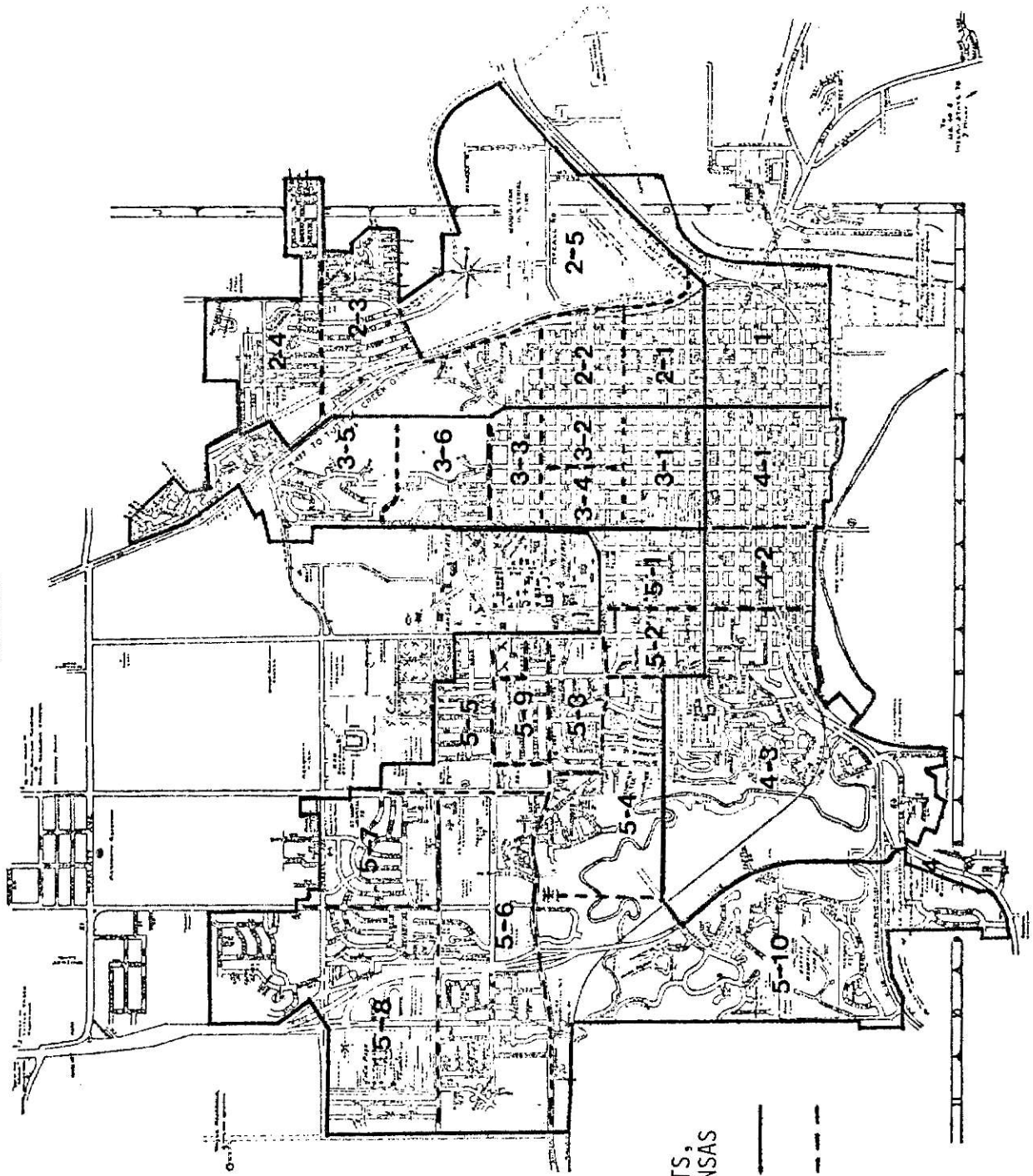


FIGURE V-5

WARDS-PRECINCTS,
MANHATTAN, KANSAS

Wards

Precincts

MANIATTAN
KANSAS

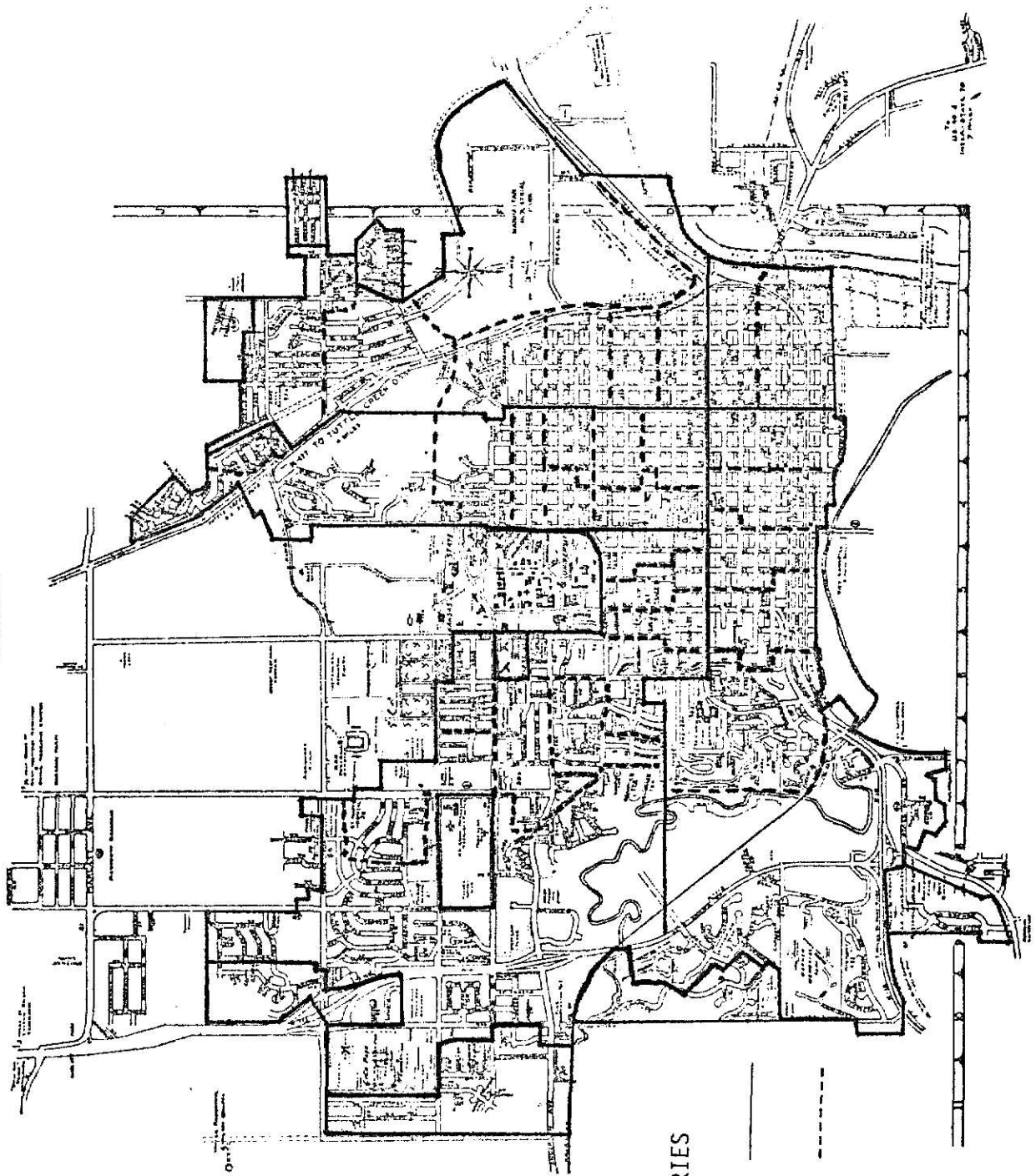


FIGURE V-6
CENSUS BOUNDARIES
Census Tract
Enumeration
Districts

MANHATTAN
KANSAS

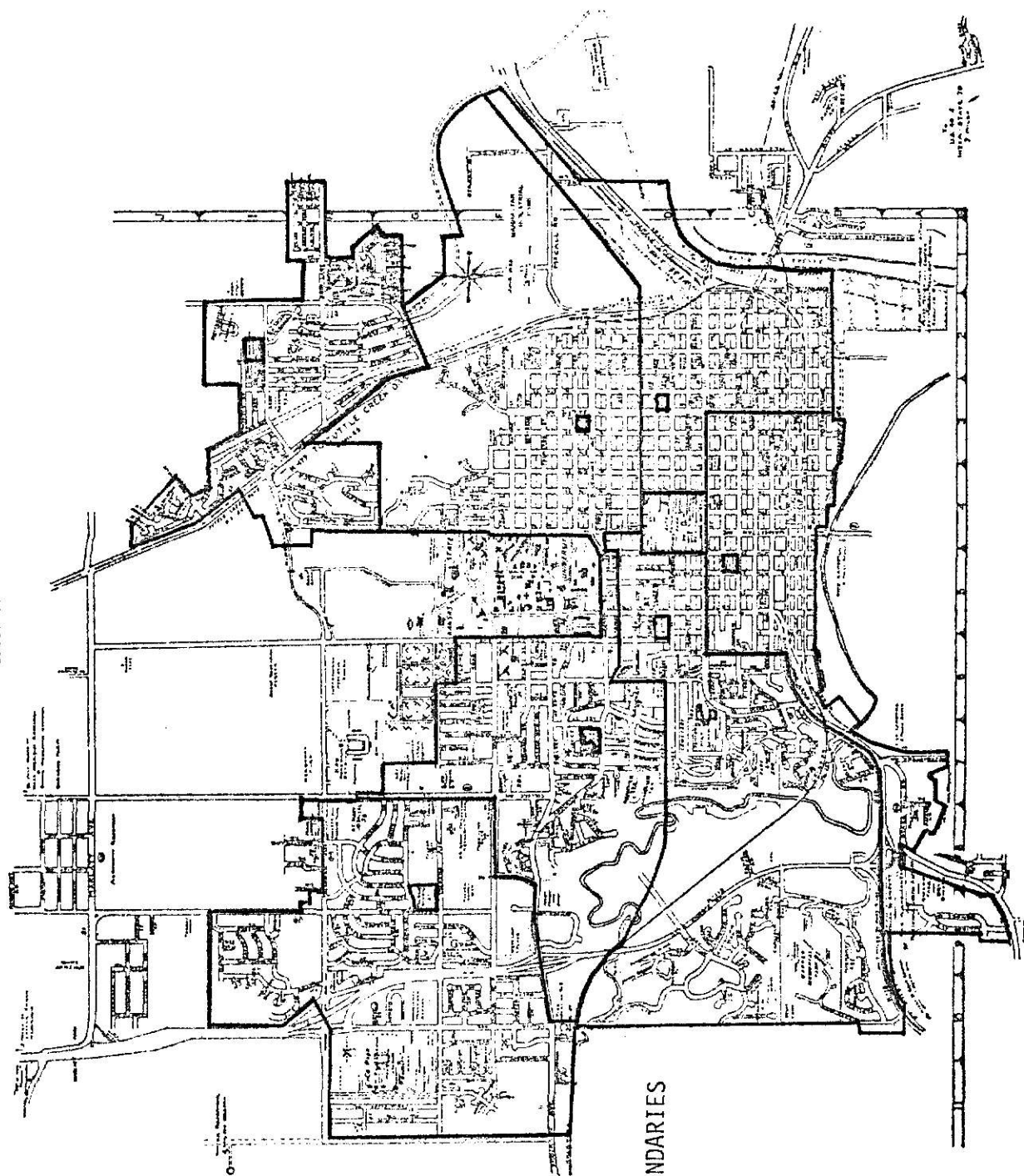


FIGURE V-7

SCHOOL DISTRICT BOUNDARIES
MANHATTAN, KANSAS

District Lines

Elementary Schools

committees. Of these, sixteen correspond to departments or sections of departments of the city government. Figure V-8 shows the present organization structure of the city. Every department, including the city manager's office, has a committee with which to work. In addition, sections of the public works department, and the planning department, have more than one citizens committee.

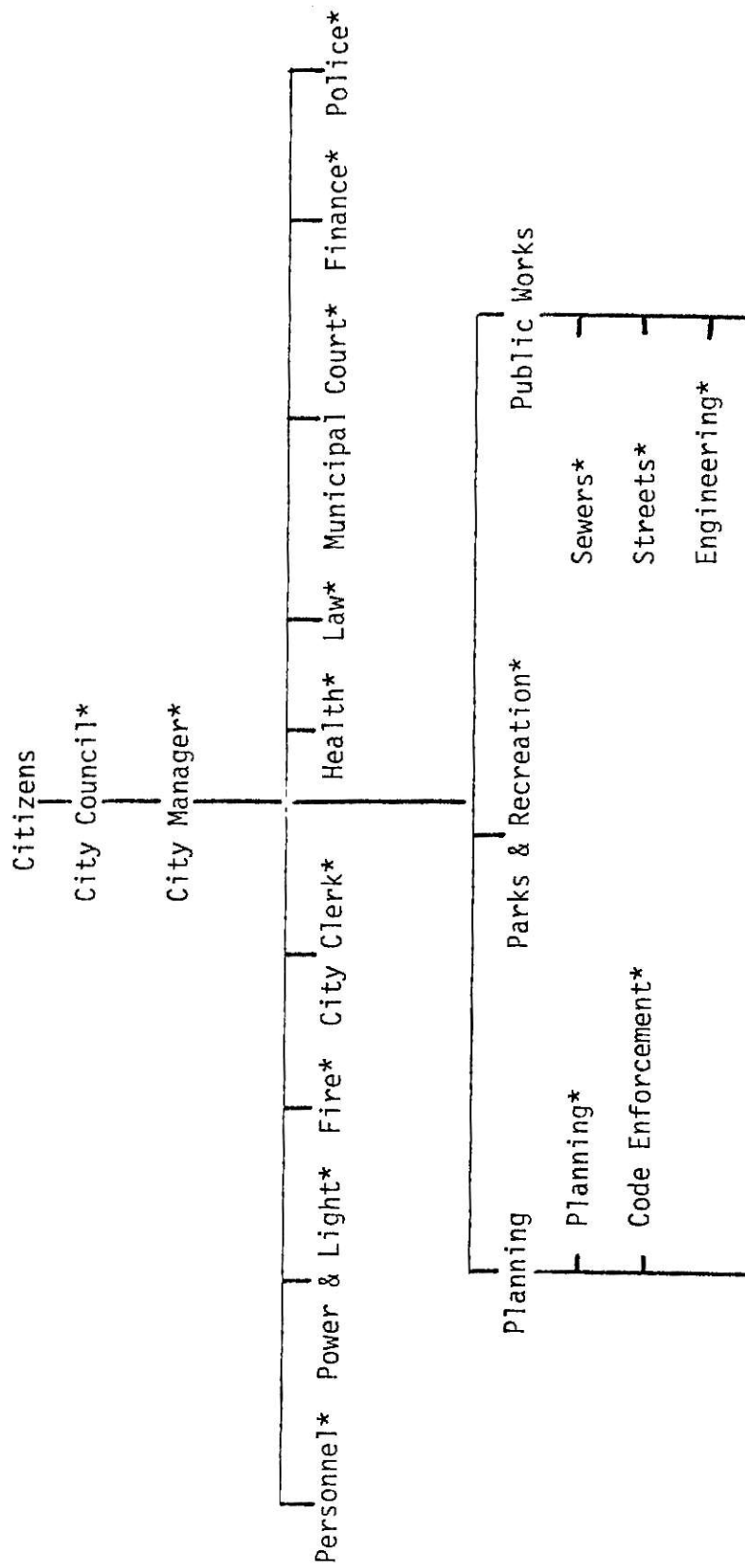
Table V-4 shows the number of representatives on each citizens committee. The maximum possible number of members corresponds to the numbered neighborhoods organized, which is thirty-seven.

TABLE V-4
REPRESENTATION ON CITY-WIDE CITIZENS COMMITTEES

Committee	Average Attendance*	Representatives**	Alternates**	Total
Citizens Advisory Council (Presidents)		31	15	46
Vice President	13	25	11	36
Secretary	6	28	11	39
Reporter	5	24	16	40
Street Maintenance	5	23	13	36
Sewer	4	18	9	27
Power & Light	8	19	10	29
Police	7	26	14	40
Planning	9	28	12	40
Personnel	5	20	9	29
Parks & Recreation	3	25	14	39
City Manager	4	22	8	30
Law	4	21	6	27
Health	8	25	21	46
Fire	7	17	8	25
Finance	4	19	7	26
Engineering	5	18	9	27
Municipal Courts	4	20	10	30
Code Enforcement	5	18	9	27
City Clerk	6	17	7	24
TOTAL	112	444	217	661

*Average was obtained from attendance of citizens assembly meetings held on February 5, 1974, March 5, 1974, and May 7, 1974.

**Count of representatives and alternates was obtained from current, March 1975, list maintained by the Staff Director of the Independence Neighborhood Council program.



*Associated with Neighborhood Council Citizens Committees

FIGURE V-8 Governmental Structure of Independence

The twenty committees average twenty-two members, or 59% of full organization of thirty-seven members. Counting alternates, the committees average 33 interested citizen members each. The average attendance of citizens committees is 6 people.

As with the neighborhood councils, some citizens committees will do better than others. All of the citizens committees have held meetings, and developed job descriptions. A number of the committees have carried out some rather large projects. In developing the job description, effort has been expended toward finding activities to focus on. Most of the citizens committees are oriented closely with the appropriate city department. However, some of the committees, such as the Personnel Committee, have focused more on serving fellow citizens committees and the neighborhood councils in a function similar to the functions of the Personnel Department within the city.

General Considerations. In general, all city departments should have a corresponding citizen committee. If there is a city manager, or full-time mayor, then a citizens committee should also exist to work with the manager or mayor. For some of the departments, the relationship between the citizens committee will not be extensive due to the nature of the department. These committees will probably find useful activities to the neighborhood councils in a manner similar to the activity that the city department does for the city. If it is unlikely that a citizens committee associated with a city department will succeed, then other responsibilities should be assigned to it, or the responsibilities of that department should be assigned to another committee.

Some city departments contain a number of important functions that might serve as interest to citizens committees. The Independence planning department has the important functions of planning and code enforcement. Those persons who developed the Neighborhood Council program felt that these were important enough

to warrant separate committees. The activities of each city department should be examined for the possibility of separate citizens committees.

In Independence, the only citizens advisory committee was the Goals Committee, which developed, then replaced by the Neighborhood Council program. In other cities, the chances are good that there will be one or a number of citizens advisory committees that are working with the city commission. If the decision is made to have the neighborhood council method of citizen participation, then there are three likely choices for handling the profusion of citizens advisory groups.

The term, citizens advisory committee, used here, refers to citizens groups formed by the city commission to advise only. Some boards made up of citizens serve important administrative or official duties as well as advising the city commission. Planning boards, urban renewal advisory boards, housing authority advisory board are examples of these boards. The city-wide citizens committees that work in the corresponding functional area should work with these boards, as well as the city department.

The three ways of handling the citizens boards are: one, both committees continue to exist, and establish working relations with each other; two, the existing citizens boards continue to serve their area and work with the city department, and a neighborhood council citizens committee is not formed; three, the existing city committees or boards be discontinued when, or shortly after, a corresponding neighborhood council citizens committee is formed.

In order to have a unified and comprehensive Neighborhood Council program, it is suggested that the third method, discontinuing the old committee, be used. If the existing committee is continued, then the second method of not forming a neighborhood council citizens committee should be used. This will help avoid duplicating scarce citizen participation resources.

When the citizens committees are formed, one of their first tasks should be the development of job descriptions outlining their goals and activities. Learning about their city department should be a pre-requisite to developing the job descriptions. These descriptions should be re-examined every several years, after election of new representatives. In the appendix of this report are the job descriptions prepared by the committees of the Independence program, and some suggestions for the committees in the Manhattan program.

Steps for Developing Citizens Committees. The following guidelines and steps are suggested for the implementation of the city-wide citizens committees. The effort to develop citizens committees should begin with a visit to the city manager's or mayor's office to obtain a description of the city government's organization. The departments, major sub-departments, and existing citizen boards should be diagrammed. Information about the departments should be gathered at the same time. This will help in developing job descriptions, and deciding the necessary citizens committees.

If there are existing citizen advisory councils, particular emphasis should be placed on determining their functions, determining their effectiveness, and determining whether these councils are purely advisory, or also administrative. A decision will need to be made whether to keep existing citizen advisory councils that correspond to a department, or to establish a neighborhood council citizens committee. It is preferred that the neighborhood council committee be established, and the other councils be discontinued. The city commission will have the final decision, as its action will be necessary to either phase out the previous group or to officially support the Neighborhood Council program. When the decisions have been made concerning what city-wide citizens committees will be organized, the relationship should be graphed out similar to Figure III-2.

After the elections have taken place for the representatives and alternates,

the individual neighborhood councils should organize, elect their officers, and determine who becomes the representative or alternate to the various city-wide citizens committees.

A city-wide citizens assembly should be held soon after the election to permit the meeting of the neighborhood councils. Either after the individual councils have organized that night, or at a later meeting, the representatives to various city-wide committees should assemble and organize, choose their officers and begin the task of working together with the city and their fellow citizens.

Citizens assembly should be held bi-monthly to help facilitate the meeting of citizens committees. If possible, the presence of a representative from the appropriate city department would be helpful. Within a short time after organizing, the citizens committee should develop a suitable job description.

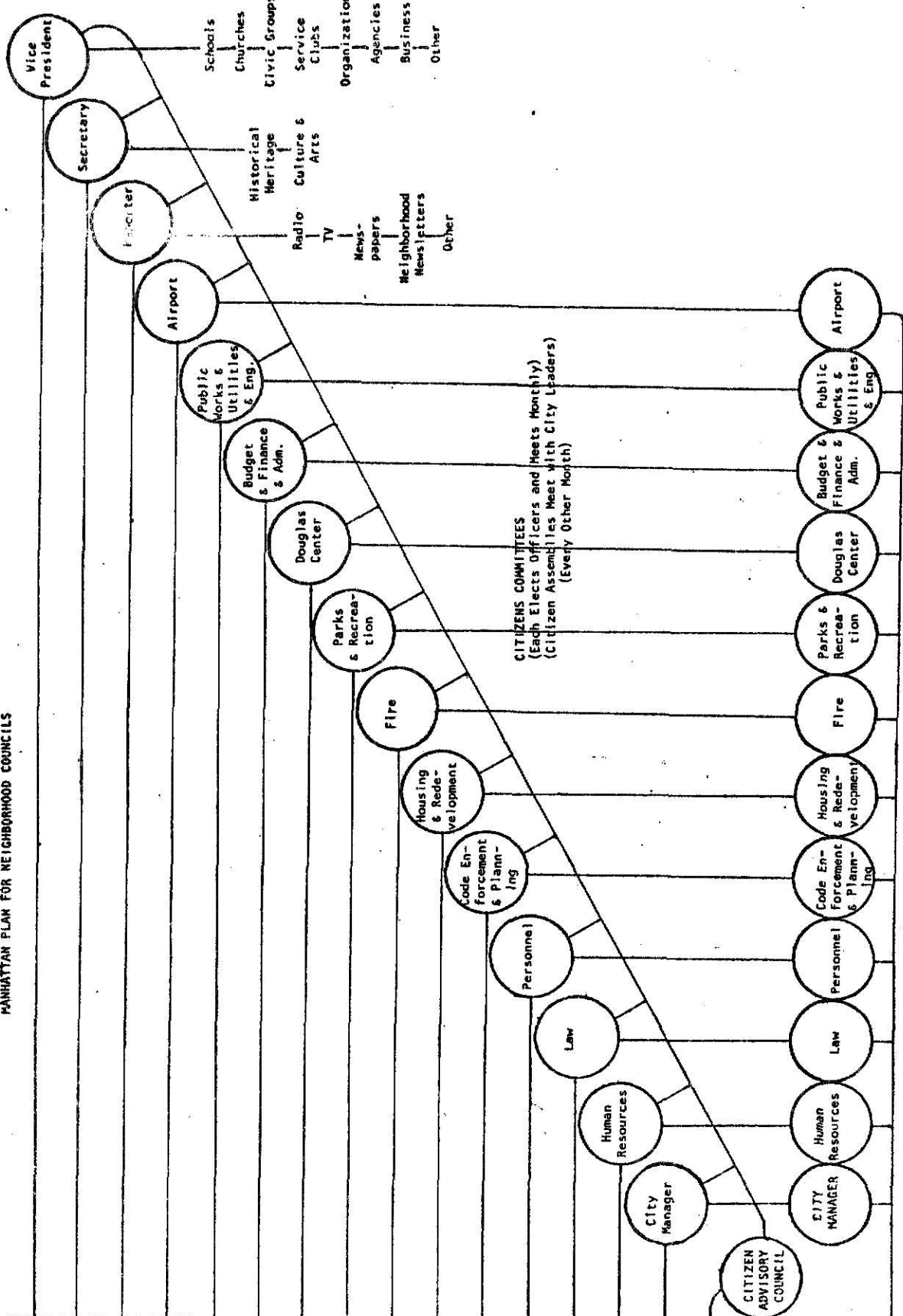
Citizens Committees for Manhattan. It is proposed that there be sixteen city-wide citizens committees. One of these committees, the Citizen Advisory (Presidents) Council, will be the overall citizens committee, and will work with the city council. Twelve of the committee will correspond to the city departments or sub-departments. The Community Development Department will have two committees, one for the Planning and Regulations-Code Enforcement Divisions, and another for the Redevelopment and Housing Divisions. The Service Department will have two committees, one for the Parks-Forestry Division, and another for the Engineering, Utilities, and Public Works Maintenance Divisions. The additional citizens committees will be for the reporters, secretaries, and the vice-presidents of the councils. Figure V-9 shows the proposed committees and their relationship.

If the Neighborhood Council plan is implemented, it is proposed that the Citizen Involvement Committee, Human Relations Board, Park Board, and Douglass Center Board be phased out. The corresponding citizens committee in the

NEIGHBORHOOD COUNCILS

MANHATTAN PLAN FOR NEIGHBORHOOD COUNCILS

Vice-President and Alternate	Public Works, Util. & Eng. Rep.	Parks & Recreation Rep. and Alternate	Fire Rep.	Housing & Redevelopment Rep. and Alternate	Code Enforcement & Planning Rep. and Alternate	Personnel Rep. and Alternate	Law Rep.	Human Resources Rep. and Alternate	City Manager	CITIZEN ADVISORY COUNCIL	CITY COUNCIL
Secretary and Alternate	Budget, Finance and Adm. Rep. and Alternate	Douglas Center Rep. and Alternate	Parks & Recreation Rep. and Alternate	Housing & Redevelopment Rep. and Alternate	Code Enforcement & Planning Rep. and Alternate	Personnel Rep. and Alternate	Law Rep.	Human Resources Rep. and Alternate	City Manager	CITIZEN ADVISORY COUNCIL	CITY COUNCIL
Reporter and Alternate	Budget, Finance and Adm. Rep. and Alternate	Douglas Center Rep. and Alternate	Parks & Recreation Rep. and Alternate	Housing & Redevelopment Rep. and Alternate	Code Enforcement & Planning Rep. and Alternate	Personnel Rep. and Alternate	Law Rep.	Human Resources Rep. and Alternate	City Manager	CITIZEN ADVISORY COUNCIL	CITY COUNCIL
Alternate Airport Rep. and Alternate	Budget, Finance and Adm. Rep. and Alternate	Douglas Center Rep. and Alternate	Parks & Recreation Rep. and Alternate	Housing & Redevelopment Rep. and Alternate	Code Enforcement & Planning Rep. and Alternate	Personnel Rep. and Alternate	Law Rep.	Human Resources Rep. and Alternate	City Manager	CITIZEN ADVISORY COUNCIL	CITY COUNCIL
Alternate Public Works, Util. & Eng. Rep. and Alternate	Budget, Finance and Adm. Rep. and Alternate	Douglas Center Rep. and Alternate	Parks & Recreation Rep. and Alternate	Housing & Redevelopment Rep. and Alternate	Code Enforcement & Planning Rep. and Alternate	Personnel Rep. and Alternate	Law Rep.	Human Resources Rep. and Alternate	City Manager	CITIZEN ADVISORY COUNCIL	CITY COUNCIL
Alternate Douglas Center Rep. and Alternate	Budget, Finance and Adm. Rep. and Alternate	Douglas Center Rep. and Alternate	Parks & Recreation Rep. and Alternate	Housing & Redevelopment Rep. and Alternate	Code Enforcement & Planning Rep. and Alternate	Personnel Rep. and Alternate	Law Rep.	Human Resources Rep. and Alternate	City Manager	CITIZEN ADVISORY COUNCIL	CITY COUNCIL
Alternate Parks & Recreation Rep. and Alternate	Budget, Finance and Adm. Rep. and Alternate	Douglas Center Rep. and Alternate	Parks & Recreation Rep. and Alternate	Housing & Redevelopment Rep. and Alternate	Code Enforcement & Planning Rep. and Alternate	Personnel Rep. and Alternate	Law Rep.	Human Resources Rep. and Alternate	City Manager	CITIZEN ADVISORY COUNCIL	CITY COUNCIL
Alternate Fire Rep. and Alternate	Budget, Finance and Adm. Rep. and Alternate	Douglas Center Rep. and Alternate	Parks & Recreation Rep. and Alternate	Housing & Redevelopment Rep. and Alternate	Code Enforcement & Planning Rep. and Alternate	Personnel Rep. and Alternate	Law Rep.	Human Resources Rep. and Alternate	City Manager	CITIZEN ADVISORY COUNCIL	CITY COUNCIL
Alternate Housing & Redevelopment Rep. and Alternate	Budget, Finance and Adm. Rep. and Alternate	Douglas Center Rep. and Alternate	Parks & Recreation Rep. and Alternate	Housing & Redevelopment Rep. and Alternate	Code Enforcement & Planning Rep. and Alternate	Personnel Rep. and Alternate	Law Rep.	Human Resources Rep. and Alternate	City Manager	CITIZEN ADVISORY COUNCIL	CITY COUNCIL
Alternate Code Enforcement & Planning Rep. and Alternate	Budget, Finance and Adm. Rep. and Alternate	Douglas Center Rep. and Alternate	Parks & Recreation Rep. and Alternate	Housing & Redevelopment Rep. and Alternate	Code Enforcement & Planning Rep. and Alternate	Personnel Rep. and Alternate	Law Rep.	Human Resources Rep. and Alternate	City Manager	CITIZEN ADVISORY COUNCIL	CITY COUNCIL
Alternate Personnel Rep. and Alternate	Budget, Finance and Adm. Rep. and Alternate	Douglas Center Rep. and Alternate	Parks & Recreation Rep. and Alternate	Housing & Redevelopment Rep. and Alternate	Code Enforcement & Planning Rep. and Alternate	Personnel Rep. and Alternate	Law Rep.	Human Resources Rep. and Alternate	City Manager	CITIZEN ADVISORY COUNCIL	CITY COUNCIL
Alternate Law Rep. and Alternate	Budget, Finance and Adm. Rep. and Alternate	Douglas Center Rep. and Alternate	Parks & Recreation Rep. and Alternate	Housing & Redevelopment Rep. and Alternate	Code Enforcement & Planning Rep. and Alternate	Personnel Rep. and Alternate	Law Rep.	Human Resources Rep. and Alternate	City Manager	CITIZEN ADVISORY COUNCIL	CITY COUNCIL
Alternate Human Resources Rep. and Alternate	Budget, Finance and Adm. Rep. and Alternate	Douglas Center Rep. and Alternate	Parks & Recreation Rep. and Alternate	Housing & Redevelopment Rep. and Alternate	Code Enforcement & Planning Rep. and Alternate	Personnel Rep. and Alternate	Law Rep.	Human Resources Rep. and Alternate	City Manager	CITIZEN ADVISORY COUNCIL	CITY COUNCIL
Alternate City Manager	Budget, Finance and Adm. Rep. and Alternate	Douglas Center Rep. and Alternate	Parks & Recreation Rep. and Alternate	Housing & Redevelopment Rep. and Alternate	Code Enforcement & Planning Rep. and Alternate	Personnel Rep. and Alternate	Law Rep.	Human Resources Rep. and Alternate	City Manager	CITIZEN ADVISORY COUNCIL	CITY COUNCIL
Alternate Citizens Advisory Council	Budget, Finance and Adm. Rep. and Alternate	Douglas Center Rep. and Alternate	Parks & Recreation Rep. and Alternate	Housing & Redevelopment Rep. and Alternate	Code Enforcement & Planning Rep. and Alternate	Personnel Rep. and Alternate	Law Rep.	Human Resources Rep. and Alternate	City Manager	CITIZEN ADVISORY COUNCIL	CITY COUNCIL
Alternate City Council	Budget, Finance and Adm. Rep. and Alternate	Douglas Center Rep. and Alternate	Parks & Recreation Rep. and Alternate	Housing & Redevelopment Rep. and Alternate	Code Enforcement & Planning Rep. and Alternate	Personnel Rep. and Alternate	Law Rep.	Human Resources Rep. and Alternate	City Manager	CITIZEN ADVISORY COUNCIL	CITY COUNCIL



CITY DEPARTMENT HEADS SERVE AS RESOURCE ADVISORS

FIGURE V-9 MANHATTAN PLAN FOR NEIGHBORHOOD COUNCILS

Neighborhood Council program would take on the functions of these boards as part of their citizen participation efforts. These boards have served fairly, effectively, and the new citizens committee will need to keep up the past efforts. The Environmental Board will be left as the only, purely advisory board, to remain. The Environmental Board will need to develop new relations with the Planning Citizens Committee, and the Park Citizens Committee, in addition to the Planning Board. It is possible that the Environmental Board could be discontinued, and its functions assigned to the Planning-Code Enforcement Committee.

Of the proposed citizens committees, the Airport Committee will probably need to be particularly resourceful due to the very specialized subject. The job description in the Appendix will contain some additional ideas for this committee. If it is felt that the Airport Department should not have a special committee, the function should be given to another citizens committee, such as the Public Works Committee. In the Appendix, possible job descriptions are given for some of the city-wide citizens committees. Several other alternatives could be used to decrease the number of committees, and possibly increase their success. The Airport and Douglass Center Departments could have one Public Facilities Committee that could also advise on the use of other city buildings. The jobs of secretary and reporter could be combined.

Chapter VI

ADDITIONAL CONSIDERATIONS FOR IMPLEMENTING THE NEIGHBORHOOD COUNCIL PLAN

In addition to forming the neighborhood councils and citizens committees, important items such as organizing and funding the program need to be considered. Other important issues such as the size of the city, and the use of a citizens committee for the schools should also be considered.

Organizing and Funding the Program

Independence. The Independence Neighborhood Council Plan for Citizen Involvement was developed by a subcommittee of the Goals Committee, a citizens advisory council appointed by the Independence City Council. After a period of public debate, and minor revisions of the plan, the plan was endorsed by the City Council. The Goals Committee guided the program through the election until the Citizens Advisory Council was established.

A not-for-profit corporation, the Independence Plan for Neighborhood Councils, Inc., was formed to serve as a vehicle to handle the finances, and formal administration of the Neighborhood Council program. A nine member Board of Directors, elected from the members of the Citizens Advisory Council, handles the affairs of the corporation. The Directors are elected at the first meeting of the Citizens Advisory Council after the biennial elections. The Directors serve two year terms. The Board develops the policies and procedures for the most effective operation of the corporation.

Part-time staff help was begun during the second year of operation. A full-time staff member was hired before the third year. The Central Missouri State College Extension Center in Independence, through its Community Affairs program, provides a room and secretarial help. It is anticipated that support will continue when the Extension Center is transferred to the University of Missouri.

Through a center in St. Louis, the Mott Foundation has provided funds (\$5,000 the first year; \$3,000 the second year; \$2,000 the third year) to support the fuller use of the school facilities for the community. These monies have helped to publish IPCER, Independence Plan for Continuing Education and Recreation, which serves as a catalogue of courses, activities, and programs offered by groups and community organizations in Independence. A \$35,000 grant from HEW through the Missouri Regional Health Program for a volunteer health survey in Independence assisted in providing two additional staff members. This comprehensive health survey was conducted in fifteen of the neighborhoods. The main-stay of the funding for the Council's operation has been grants, totaling \$45,000 to date, from the Missouri Department of Community Affairs. These grants were channeled through Central Missouri State University. For the coming year, a \$22,180.00 grant has been received from the Charles S. Mott Foundation of Flint, Michigan. The grant was received under a category called "Innovative Programs". It is anticipated that eventually the program will need to raise funds from the community.

Mr. Terry Snapp serves as the Staff Director for the Neighborhood Council program. The Citizen Advisory Council, through the Board of Directors, hired him to coordinate activities and to serve as a resource person to the neighborhood councils and the citizens committees. His activities include encouraging citizens to participate in the program, helping the councils and committees to organize, and providing assistance in carrying out activities.

In the booklet The Independence Plan for Neighborhood Councils, written and edited by Terry Snapp and Doctor Ken Brookens, it is suggested that there needs to be a staff person for each fifteen neighborhood councils and one for each five to six citizens committees. These workers would serve as resource persons to the councils and committees.

The City of Independence does not provide direct financial support to the

program, and it is not anticipated that such support will ever come from the City. To best serve its communication function, it is felt that the neighborhood council should remain separate and neutral from the City. This will help the program avoid politics and becoming a pawn of the City Council and City departments.

Elections for neighborhood representatives are held every two years during the month of April. This year, and in the future, it is anticipated that the League of Women Voters will conduct the elections. A list of voters and residents is obtained from the County Election Commission. All persons sixteen years of age or older are allowed to vote and to be representatives on the councils. Representatives and staff of the Neighborhood Council program push a nomination drive to get people interested in the council and to obtain names for the ballots. The League will take the nomination cards and prepare the ballots. Election locations will be advertised beforehand. The League will then staff polls, and tally the ballots. Those being elected representatives and alternates will be notified, and the results published in the local newspaper. Each person is allowed to vote for twenty candidates. Write in votes are allowed. Nominations are received through cards or forms available around town, or in newspapers. A person may nominate someone else after obtaining the signature of the person willing to be a representative. A person may also nominate himself.

General Considerations. After the city council has endorsed the Neighborhood Council Plan developed for the city, the plan should be implemented by a citizens group that either already exists, or one created for the purpose of implementing the plan. A civic group like the League of Women Voters could be used to implement the plan and conduct elections.

A non-profit corporation should be set up to handle finances and the hiring of staff members. Possible expenses for the program include printing

costs for the handouts and notices, mailing costs, equipment, staff and secretarial help, storage, and space for offices. A copy of the Bylaws used in the Independence program is in the Appendix. A similar one should be prepared for the city. The use of members of the Citizen Advisory Council to serve as the Board of Directors should prove to be adequate.

The experience of Independence indicates that for their size of city, at least one, and really several persons are needed to help the program. Staff members can help prepare materials to be distributed, provide help to the citizens in organizing desired projects, and even help motivate and organize unresponsive councils. If the money resources are not available, perhaps retired members of the community could volunteer to serve as staff members. Expenses could then be limited to printing, postage and telephone. The city could provide staff members to work with the citizens. If this is done, they should be relatively independent of the city, and should serve under the direction of the Board of Directors. It is important that the citizens and the program be free to meet the needs that arise rather than to be limited to what the city council or city departments desire to be done.

Independence was fortunate in obtaining grants to provide money for personnel and expenses. For any city, grants from the State Government, the National Government, and private foundations are possible sources. Such grants should be viewed as temporary, because the assurance of continued funds may not always be present. It is possible that the city could provide funds, but this raises the issue of maintaining the program's freedom. Besides, the city, through vesting the time of its personnel, and by being responsive to the citizen participation, will be making extremely important contributions. One possible source of funds is donations, and fund raising projects by the citizens of the city. This is perhaps the ultimate test of whether the program is of worth. If possible, a

reserve of funds should be built up to provide operating expenses for the coming as well as the present fiscal year. This will provide some stability in carrying out the Neighborhood Council program. As citizen participation in this and similar ways becomes more important, perhaps it may be possible for the state to authorize the use of tax monies to fund the program. An example would be a one mill levy on the property tax, approved by the voters of the city. This special tax source hold the most promise for a stable and adequate source of income.

The following steps are suggested as the procedure for handling elections of the representatives and alternates. The election date should be set well before the election is to take place. As an example, in Independence, the election is held every two years on the fourth Tuesday of April. Several months before the election, voting places should be established within each neighborhood. The group responsible for the election, whether it be the neighborhood council itself, or an independent group, should organize the poll watchers and prepare an up-to-date list of residents of the neighborhood. If the information available from the Election Commission is not in a desirable form, perhaps an up-to-date city directory could be used. A drive to obtain nominations should be conducted by the neighborhood councils. Nomination forms should be made available in many locations, as well as in the newspapers. After the ballots are counted, the elected representatives and alternates should be notified, and the results published in the newspaper.

Manhattan. The Citizen Involvement Committee, or the League of Women Voters would be suitable groups to initiate and implement the Neighborhood Council program. The non-profit corporation should be established. The election should be held using the neighborhood meeting places as polls. Future elections should be handled by the League, if they are willing, in order to have some non-partiality. Otherwise, the Neighborhood Council program, once organized, should undertake the responsibility.

For Manhattan, grants would probably be the best source of early funds. After several years, new sources should be developed. Staff and secretarial help should be provided if possible. Such staff will need to be hired by the Board of Directors of the corporation. Also, suitable office space found. Unless absolutely necessary, the city should not provide the staff money.

Size of the City.

The Neighborhood Council program was organized in a middle-class city of 110,000. The program seems to be working successfully in Independence. It is believed that the program can be adapted elsewhere with appropriate modifications. It is believed that the form used in Independence could be used in cities ranging in population from 7,000 to 250,000 with little changes. The lower number was developed by using the formula on neighborhood size, with nine neighborhood council members, and nine neighborhoods as a minimum. It is highly likely that the minimum size may need to be around twenty to twenty-five thousand before special problems will be averaged out.

Success of the Neighborhood Council program depends partly on overcoming the alienation that occurs in cities with more people, and more land area. The Neighborhood Council program institutionalizes citizens' participation to help overcome the alienation. It is felt that the twenty-thousand size of city will be needed before alienation is sufficient to make other, simpler forms of citizen participation ineffectiveness in meeting needs.

The principles of the Neighborhood Council program can be used in any size city, but for the small, and the large, changes will be necessary to maintain a useful organization. The maximum size of 250,000 was found by multiplying the desired maximum size of a neighborhood, 5,000 times 50, a reasonably large size council, beyond which organization problems would become too involved. It might be possible to develop districts made up of several neighborhoods.

City-Wide School Committee.

City Government and schools have long been recognized as important areas of concern of the local citizen. The Neighborhood Council plan offers the possibility of continuous and comprehensive participation by citizens with their local government. Schools are important units of government that also need citizen participation. By extending the concept and organization of the Neighborhood Council program it should be possible to add a city-wide citizens committee to cover the schools, provided the school board is willing.

An additional representative and alternate will need to be elected to the neighborhood council of each neighborhood. A school representative would then be added to the list of representatives. The school representative would study and relate matters concerning the schools to neighborhood councils.

The school representatives would form a city-wide citizens committee that would work with the school board. The committee should meet at the citizen assemblies and make appropriate reports. The committee would submit its proposed projects to the Citizen Advisory Committee for approval, as would the other citizens committees and neighborhood councils.

There are several difficulties for such committees. One, it could be that some other method of citizen participation is needed by the school board. Two, many times school districts and city boundaries do not come close to matching. The difference may be such as to rule out such a committee based on city boundaries. In Manhattan, the school district covers large amounts of area and people outside the city. Perhaps special representatives from rural areas could be added to this committee.

Chapter VII

STEPS FOR IMPLEMENTING THE NEIGHBORHOOD COUNCIL PLAN

This chapter is a summary of the steps and important decisions that need to be made in order to implement the Neighborhood Council program. The most important decision to be made is the willingness of the city council to involve the citizens more in the decision making activities of the city government.

A group, whether it be a citizen advisory committee, a civic group, a subcommittee of the city council, or a specially appointed group, should prepare the plan for the Neighborhood Council program. After the plan has been prepared it should be presented for public review, comment and debate. After appropriate revisions, the city council should endorse the plan.

The following guidelines should be used by the group that prepares the plan. These guidelines are oriented to those communities with 20,000 to 250,000 population. Cities with 7,000 to 20,000 population may need to make special adjustments. For other cities, further adjustments will be necessary to use this form of citizen participation.

Neighborhoods

There should be at least nine, but hopefully more, neighborhoods. Special considerations will need to be made for less than nine. Planning districts can serve as adequate neighborhoods if they meet the following criteria:

These districts should cover all parts of the city. They should be nine or more, but less than fifty in number. They should have an adequate number of people, or the potential for them. They should have boundaries that conform to some notion of neighborhoods.

Neighborhoods should at least have the size or potential size of approximately 1,000 people. With twenty representatives, a population between 3,400 and 6,000 people would be desirable. For neighborhood councils of a different size,

the formula $Y = 6.12 + .00374 \times 770$ may give a reasonable estimate of the desired minimum size. In the formula, Y is the size of the council, and X the population of the neighborhood. Reasonable neighborhood boundaries should take preference over desirable neighborhood size. The 1970 Census Block statistics, with allowances, could be used to obtain an idea of the neighborhood's population.

If planning districts are not adequate or available, then the neighborhoods should be delineated with arterial (major) streets as the boundaries. The city's comprehensive plan or the city engineer should be able to supply this information. Major streams, or rivers, and railroad tracks can also serve as boundaries. New areas at the edge of the city may need special adjustments.

It would be desirable to map our elementary school district boundaries, voting precincts and wards, and census tract-enumeration districts to help provide additional information for determining neighborhood boundaries. Where most of these boundaries coincide there is probably good reason to locate the boundaries there. Voting wards and precinct information may be obtained from the Election Commission. The Board of Education Office can supply the elementary school district boundaries. The census report on block statistics or the Bureau of Census can provide a map of the census tract-enumeration districts.

Once delineated, a suitable name for each neighborhood should be found, and a meeting place within the neighborhood located. The location of polling places, schools, churches, or other public and semi-public buildings would be a good choice. The number of members on the neighborhood council will be the number of citizens committees.

City-Wide Citizens Committees

The group responsible for developing the Neighborhood Council plan should begin its efforts to develop the city-wide citizens committees by visiting the City Manager's office. Information should be obtained on the organization of the

city government, the functions of the departments, and major elements of the departments, and the number and description of citizen advisory boards.

There should be a city-wide citizens committee for the city manager and each of the departments of the city. If some departments include important sub-departments, then it may be desirable to have citizens committees to correspond at this level. If it is felt that a particular department does not warrant a citizens committee, then the department should be grouped with another so that all areas of the city government will be included. There should also be four additional citizens committees for the neighborhood council presidents, vice-presidents, secretaries and reporters. The functions of secretaries and reporters could be combined to one committee, if necessary. The Presidents' committee, or Citizen Advisory Council, will work with the city council.

Where purely advisory citizens boards already exist, then one of three choices will need to be made. One, the existing boards may continue their function and no new citizens committees will be formed for those city departments. Two, both the existing boards and the citizens committees function to provide citizen input for the departments. Three, the existing boards be discontinued, and the citizens committees take their place. It is suggested as a general rule that the existing boards be discontinued and the citizens committees take their place.

Possible job descriptions should be drawn up to help guide in the determination of citizens committees, and to provide a base for each committee to develop their own job descriptions after organizing.

Neighborhood Councils - Citizens Committees

The number of members on a neighborhood council will correspond to the number of citizens committees. For each member there should also be an alternate member who will be active, and who will be able to take their assigned member's place should the latter be absent. Each neighborhood council should elect a

president, vice-president, secretary and reporter. The remaining members of the council will be assigned to citizens committees corresponding to the city departments.

The relationship between the neighborhood council members, their membership on the citizens committees and the departments of the city should be diagramed.

The citizens committees will be composed of the appropriate representative from each of the neighborhood councils. Each committee will elect its own chairperson, vice-chairperson and secretary. The citizens committee will then function as a citizens advisory group to the assigned city department. In addition, the committee should initiate needed projects in the functional area of that city department.

The presidents' citizens committee, called the Citizens Advisory Council, serves as head of all the neighborhood councils and city committees. The Advisory Council approves or disapproves projects to be undertaken by the councils and committees. The Advisory Council is also responsible for representing councils and committees to the city council.

Implement the Plan

After the plan has been prepared, debate and a consensus reached, the city council should formally endorse the plan. A group should be assigned to implement the plan. This group could be the one that prepared the plan.

The election of representatives and alternates is the major task that needs to be done. An election date should be set, preferably within two months from the date of endorsement. Efforts to inform all the citizens about the plan should be continued. Meeting and polling locations should be arranged in each neighborhood. A list of voters should be obtained from the Election Commission and assembled by neighborhood. Nomination forms should be distributed in public places and in newspapers. In the Appendix is an example of what Independence uses.

Volunteers to work in the polls should be arranged for. After the close off date for nominations, the ballots should be prepared by neighborhood. On election day, those residents sixteen years of age and older in each neighborhood are allowed to vote for the designated number of members to serve on the neighborhood council. Thus, if sixteen members will be the size of the council, then a resident could vote for the sixteen persons they feel are best qualified to serve. The sixteen individuals receiving the most votes become representatives. The next sixteen highest vote getters will become the alternate members. Those elected representatives and alternates should be notified and a list of their names published. Cost for the election could come from donations, but the city council may need to provide some money to help get the program started.

In future elections, either the neighborhood council members or a civic group should carry out the election procedure. For those neighborhoods not fully organized, the neighborhood council can add willing volunteers by a vote.

A city-wide citizens assembly should be held very shortly after the election. All of the representatives and alternates should be present. The purpose of this first assembly would be for the neighborhood councils to become organized. After a brief question and answer period for all in attendance, the assembly should divide into their neighborhood groups. After brief introductions, elections should be held for the offices of president, vice president, secretary and reporter. Until the president is chosen, the person who received the highest number of votes in the neighborhood election should preside. The remaining representatives should be assigned to be members of the citizens committees through a combination of personal interest and need. Arrangements should be made for the next neighborhood council meeting to be held at a location in the neighborhood. Meetings should be held as often as needed, but at least once a month.

After the neighborhood councils have met together and organized the individual councils, the members should assemble together again for another brief

question and answer period, then separate to the various citizens committees for the purpose of becoming fully organized. A chairperson, vice-chairperson and secretary should be elected from the group. Citizens committee meetings should be held as often as necessary. It is suggested that they also meet at least once a month. Every other month, the meeting should be part of the citizens assembly. The committees should also begin their contacts with the appropriate city departments. The committees should prepare job descriptions of their intended and possible activities to guide them in their actions.

Citizen assemblies should be held every other month, probably at a high school, so as to have an auditorium and a number of meeting rooms available. These citizen assemblies are held to help the citizens committees to meet, and to provide an overall community forum. The first part of the meeting should be a town-hall type meeting where short reports are given as needed by city council members or city department personnel, followed by open discussion concerning the city and the neighborhoods. After forty-five minutes to an hour, the groups should move to their citizens committee meetings.

It should be remembered that the Neighborhood Council program exists to encourage citizen participation. All citizens should be encouraged to attend neighborhood council meetings, citizens committee meetings and citizen assembly meetings.

Organization, Expenses, Staff.

After the citizen advisory council has been organized, a non-profit corporation should be established to help handle the finances that will arise. The Board of Directors should be chosen by the citizen advisory council from among their own members. The chairman, vice-chairman, secretary and treasurer of the advisory council should probably be members of the Board. The policies and decisions of the Board should reflect the desires of the entire advisory council.

The Board members would be chosen at the organizational meeting of the neighborhood council after each election. Guidelines for the use of funds would be among the important issues that need to be decided.

To establish the program, it will probably be necessary that funds for printing and notices be provided by the city with some financial help from private donations. Federal grants, such as Title I funds from the Department of HEW may be available. State and private foundations may also provide grant money for some or all of the activities of the program. Money raised by local contributions and fund raising projects should be encouraged.

Volunteerism is the heart of the Neighborhood Council program. However, Independence has found it helpful to have a small, full-time staff to help carry out the activities and to help the many volunteers. Secretarial help is needed for the many notices that must be sent out. An individual or two, whether salaried or volunteer, are needed to work with the neighborhood councils and citizens committees to provide resource help in carrying out activities. It would be desirable if such staff help could be provided.

Chapter VIII

NEIGHBORHOOD COUNCIL PLAN FOR MANHATTAN, KANSAS

Introduction

Citizen participation can serve important functions in improving our cities as fulfilling places in which to live. The lack of citizen participation and structures to support its inclusion into the city decision making process hampers efforts to make the city a better place to live.

In Manhattan, the City Council has shown forth a willingness to increase the opportunities for citizen participation. The formation of the advisory citizens boards show this willingness. While these boards provide opportunity for citizen participation, perhaps, if the citizens of Manhattan are willing to support it, the opportunities can be further expanded. The formation of the Neighborhood Council program for citizen participation can provide greater opportunities for citizen participation.

Citizen participation is the involvement of citizens with their government in communication of attitudes, opinions, problems, needs and solutions as relating to their mutual needs and goals. Citizen participation takes place best as a part of group actions or events where a number of citizens are involved in verbal, written and peaceful communication with their government. It is important that the communication be two-way, with feedback being an important element.

The Neighborhood Council program can provide the continuous and comprehensive means of involving the citizens in communication with their government. Such communication and involvement means much more than just talking. The program can provide the "social structure in which he may learn to act on behalf of himself and his neighbors for the good of the neighborhood, the good of the city, the good of the state, and ultimately, the good of the nation."¹

¹Subcommittee on Citizen Involvement, Independence, Mo. Goals Committee, "Revised Recommendations of the Subcommittee on Citizen Involvement."

The involvement and communication can help the citizen and city government be better informed, be better educated, and develop better insights about their needs. The Neighborhood Council program can lead to a better citizen and a better city.

The Plan.

The formation of the Neighborhood Council program in Manhattan involves the organization of:

- (1) NEIGHBORHOOD COUNCILS in all the neighborhoods of the city, the organization of
- (2) CITY WIDE CITIZENS COMMITTEES involving all the officers and representatives of the neighborhood councils into committees that correspond to the departments of the city, and the organization of
- (3) CITIZEN ASSEMBLIES for bi-monthly, city-wide communication sessions.

It should be understood that none of the above groups has any official legislative functions in the city government. The City Council is the only authorized legislative body in the city government.

A neighborhood council should be established in each neighborhood. The proposed neighborhoods are shown on the map in Figure VIII-1. The neighborhood councils should meet monthly, or as needed, at a public or semi-public place within the neighborhood. The council should become a forum for the citizens of the neighborhood to meet together concerning the needs of their neighborhood.

The sixteen representatives and sixteen alternates for each neighborhood will be chosen bi-annually in an election. In the event a representative is not present at a meeting an alternate takes the place of the representative, assuming full duties. An exception is the president of a neighborhood council, where the

vice-president will become chairperson in the absence of the president. In the event of an incomplete council, the council may add representatives and alternates by nomination and vote.

A neighborhood council should elect a president, vice-president, secretary and reporter, and assign each member and alternate to a city-wide citizens committee. Each representative is responsible for representing his neighborhood on the city-wide committees and to report back to his council.

Sixteen city-wide citizens committees should be established. These committees correspond to the four officers of the neighborhood councils and twelve departments of the city government. Figure VIII-2 shows the relationship between the neighborhood councils and the departments of the city.

The presidents of each neighborhood council form a citizen advisory council which will serve as the overall head of the Neighborhood Council program much the same way as the city council serves as the head of the city. The advisory council will coordinate and approve projects to be carried out by the individual neighborhood councils and the citizens committees. The advisory council will also represent and present suggestions from the neighborhood councils and citizens committees to the City Commission. In addition to the other officers, a treasurer should be elected from among the advisory council members.

The function of the citizens committees is to provide a direct way of relating the functions of city departments to the citizens. These committees are to work with the city departments on the functional area involved. Each of the citizens committees should elect a chairperson, vice-chairperson and secretary.

Representatives from the city departments should work with the citizens committees to serve as resource persons, and to inform the committees about the activities and purposes of the departments.

Citizen assemblies should be held at least bi-monthly to help the citizens

committees to meet and to provide a community wide forum. The assemblies will particularly help to develop community wide, two-way discussion with members of the City Council and city personnel.

A typical meeting, probably held in a school building, will involve a group meeting with short presentations by City Council members or city personnel on important issues. This would be followed by a general question and answer period. After forty-five minutes, the people would separate into the citizens committees for another forty-five minute session. These meetings, as with all parts of the Neighborhood Council program, are open to all of the citizens of the city and neighborhoods.

Implement the Plan.

The Citizen Involvement Committee should be the group to investigate the possibility of implementing the Neighborhood Council program in Manhattan. Other civic groups and citizens boards should be invited to discuss the issue. This plan can serve as a basis for the study by the committees, and provide a base from which adjustments may be made. The City Council should be informed of the committee's efforts. After the plan has been presented to the City Council, and revisions are made, the program, if it is to be adopted, should receive formal endorsement by the City Council, pledging the city's support.

The Citizen Involvement Committee should publicize the efforts, prepare and distribute the nomination ballots, set the election date, arrange voting places in each neighborhood, prepare a list of residents in each neighborhood, and recruit helpers to handle the voting. After the end of the nominations period the ballots should be prepared. The top sixteen vote getters will become the neighborhood council representatives. The sixteen persons receiving next highest votes will become the alternate members. Any citizen 16 years of age or older may nominate another citizen who is also 16 years of age or older and who has indicated his

willingness to serve. A citizen may nominate himself if he meets the age requirement. Write-in votes should also be considered. After the election, a citizen assembly should be held to organize the councils and committees. Donations and funds from the city could be used to help meet initial expenses.

Following the elections, a non-profit corporation should be established with nine members of the citizen advisory council serving as the corporation's Board of Directors. This Manhattan Neighborhood Council Corporation would serve as the vehicle for meeting expenses and hiring staff members, if any. Grants and donations should be sought. If needed, and if money is available, staff members such as a director and secretarial help should be hired. This would greatly help the citizen advisory council and would assist in getting the Neighborhood Council program off to a good beginning.

For future, bi-annual elections, a willing civic group could help carry out the elections to help provide some impartiality. If no group is able or willing, the neighborhood council should carry out the elections.

MANHATTAN
KANSAS

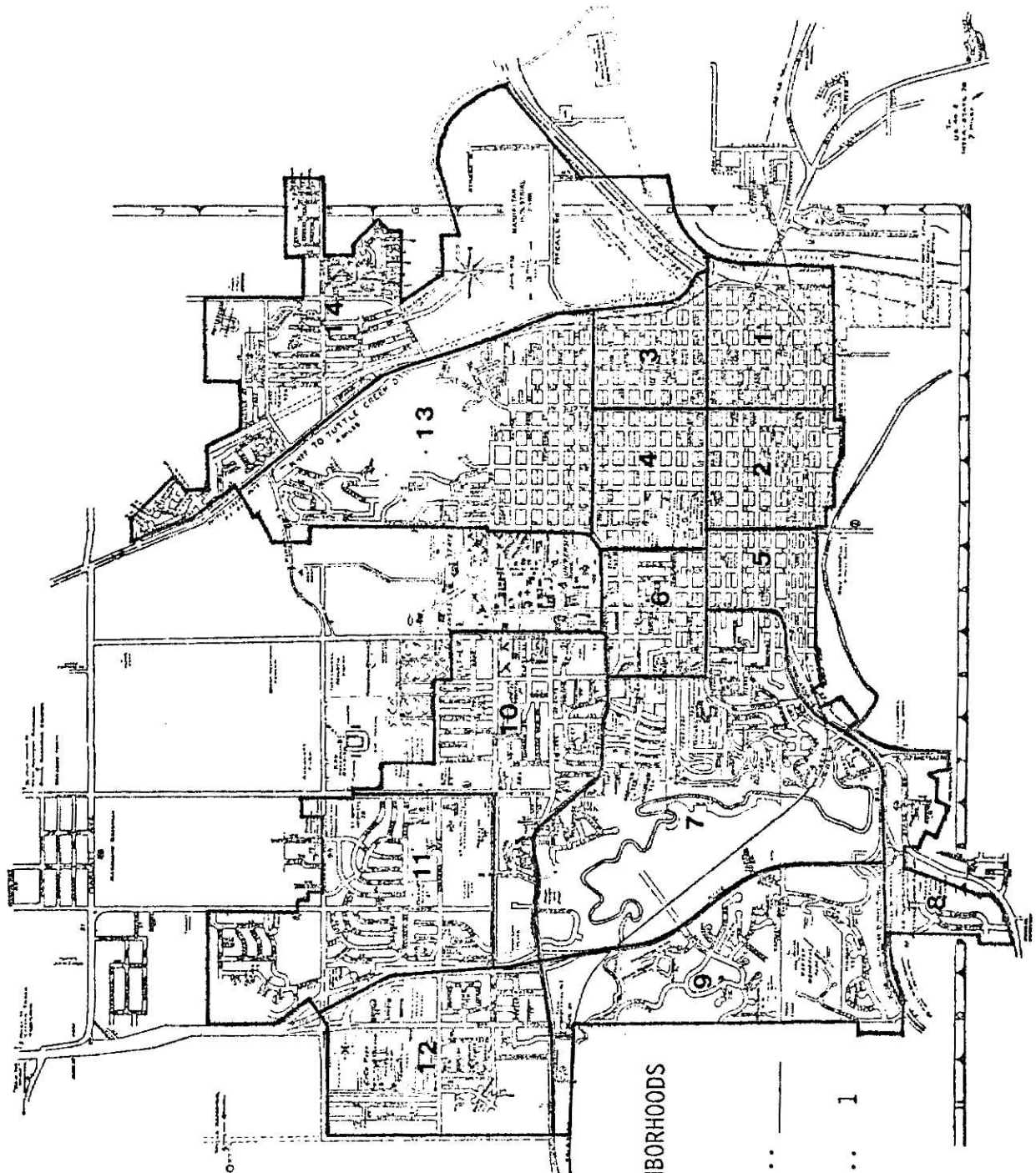


FIGURE VIII-1
PROPOSED NEIGHBORHOODS
FOR MANHATTAN

Neighborhood
Boundary.....

Neighborhood
Number 1

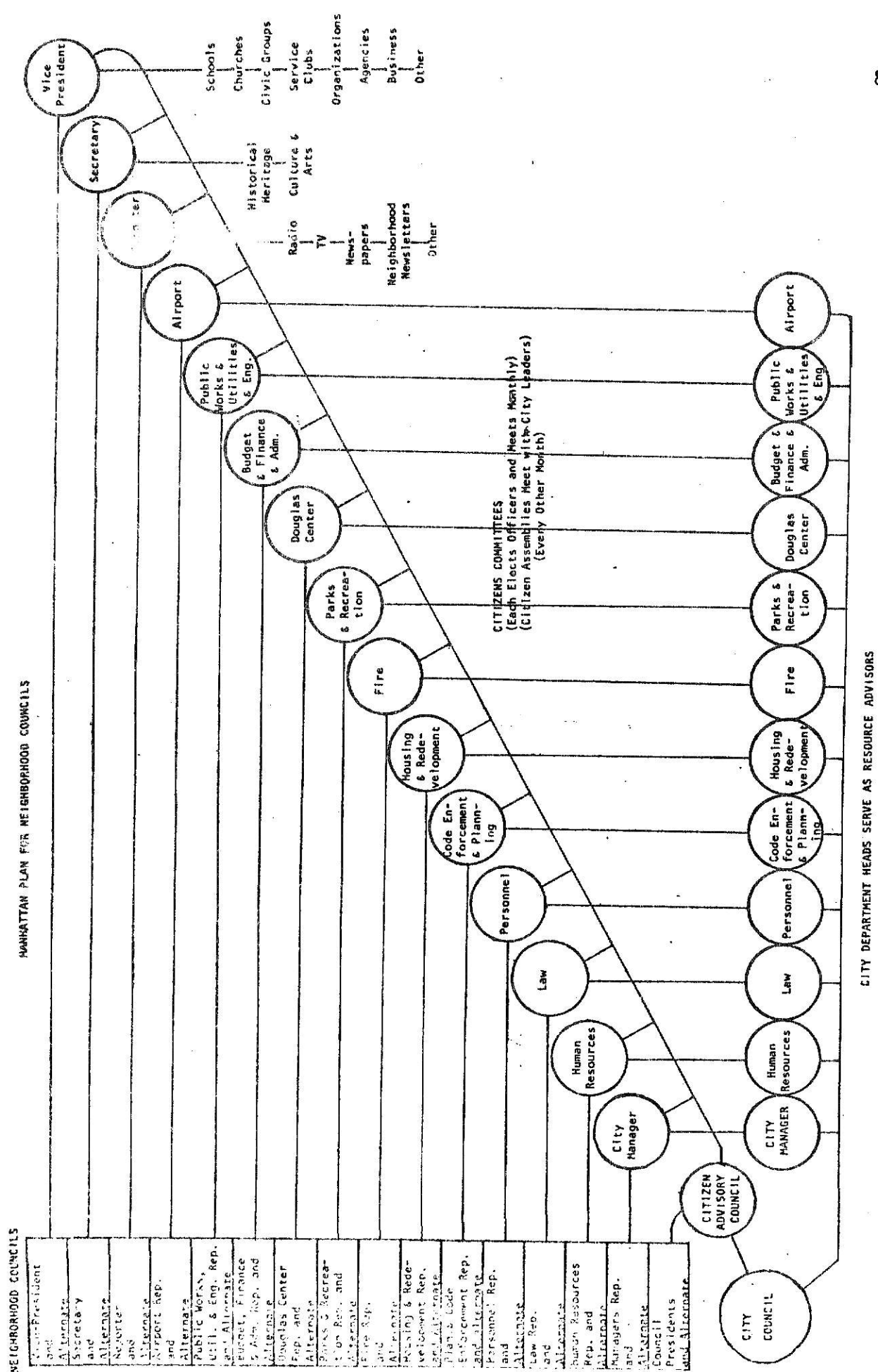


FIGURE VIII-2 MANHATTAN PLAN FOR NEIGHBORHOOD COUNCILS

Chapter IX

CONCLUSION

Neighborhood Council Program.

The Neighborhood Council program provides a means of involving large numbers of citizens in communication with their city government. The program provides a structure by which citizen participation can take place in a continuous and comprehensive way.

The Neighborhood Council program that has been developed in Independence has served to increase citizen participation in city government and in implementing useful projects that otherwise might not have been possible. It is believed that this program is applicable in other cities as a new and successful method for citizen participation in city government.

It is hoped that this report has provided some means of assistance for cities who may wish to adopt the program by explaining the program and the principles behind it.

With only minor changes, the program should be adoptable in cities with a population of between 20,000 and 250,000 residents. In any case, the program should be adopted to the special considerations which exist in the community.

Perhaps the major drawback of this program is the relatively large amount of effort required to make the program a success. But, if the citizens and the city government are willing, the program can result in better neighborhoods, and a better city.

Manhattan Neighborhood Council.

Even though the present Citizen Advisory Boards help to provide citizen participation in city government, the Neighborhood Council program, if successfully implemented and carried out, can provide a more complete and increased effort in citizen involvement. For this reason, if the City Council and the citizens are

willing, this program should be tried for several years. The plan presented in this report, or one similar to it, should be prepared and adopted.

Manhattan provides a number of possible obstacles and opportunities. The large numbers of college students and the military personnel and their dependents will present a possible negative influence due to their overall lack of involvement in the affairs of the city. On the other hand, the many personnel at the University, as well as its presence, will be a help in providing many resources. The smaller size of Manhattan, compared to that of Independence, may mean that more effort will be needed to maintain a suitable number of citizen participants.

In the final analysis, the willingness of the citizens and the members of city government will determine whether this Neighborhood Council program, or any other plan, will succeed in maintaining an adequate level of citizen participation.

Areas of Further Research.

Relatively little research has been done on the Independence Neighborhood Council program. While the training programs were being conducted, a questionnaire was completed by some of the representatives. The results are reported in the article written by Hane. Additional reports have been written, but these are very general in nature. At present, an evaluation program is being conducted in Independence for the purpose of obtaining a Foundation Grant.

Areas of further research include the development of a general criteria for measuring the effectiveness of citizen participation and applying it to the Independence program. Even without such criteria, a thorough evaluation is needed. The attitudes of City Council members and City Officials before the program is implemented, and after its implementation, could be surveyed. Also, the feelings and attitudes of the representatives could be studied. Of particular interest would be a survey of the attitudes of non-participants toward the Neighborhood

Council program. The adjustments and effectiveness of similar Neighborhood Council programs adopted elsewhere, should be studied.

With a fairly large involvement of the citizens, a rich field of exploration is opened. What influence does size, population, economic, social, political problems, and special community needs, have on neighborhood council effectiveness? How has the establishment of the councils affected the sense of neighborhood identity? How representative are the people involved in the program?

A study on what influence citizen participation efforts have had on the planning process specifically, and the decision making process in general, would be helpful. In what ways has the program been of benefit or a liability to the operation of the city? Is it possible to determine or establish an objective program if this method has not been successful? Is it better than having no program at all to encourage citizen participation in city government? Lastly, has the Neighborhood Council program resulted in an increase in citizen satisfaction with their city and the operation of city government?

Although the Independence Neighborhood Council office gathers some raw data, the question concerning what kinds of data need to be collected on a continuing basis in order to evaluate and research the Neighborhood Council program is yet unanswered.

With the establishment of these elected neighborhood councils, the possibility of modifying the program to include the operation of some decentralized city services should be studied. The Neighborhood Council program offers potential as a means of establishing neighborhood government.

Selected Bibliography

Citizen Participation

- Arnstein, Sherry R. "A Ladder of Citizen Participation." Journal of the American Institute of Planners 35 (July 1969) : 216-24.
- Arnstein, Sherry R.; Funnye', Clarence; Hartman, Chester W.; Scribner, Sylvia; Piven, France Fox. "Whom Does the Advocate Planner Serve?" Social Policy (July/August 1970) : 33-41.
- Burke, Edmund M. "Citizen Participation Strategies." Journal of the American Institute of Planners 34 (September 1968) : 287-94.
- Cahn, Edgar S., and Passet, Barry A., ed. Citizen Participating: Effecting Community Change. New York : Praeger Publishers, 1971.
- Central Piedmont Regional Council of Governments. A Report on Citizen Participation. March 1970.
- Champaign County Regional Planning Commission. Citizen Participation Study: City of Champaign, Illinois. June 1973.
- Corey, Kenneth E. A Framework for Advocacy Planning. San Francisco: A Paper Prepared for Presentation at the 54th Annual Conference of the American Institute of Planners, October 25, 1971.
- Crenson, Matthew. "Organizational Factors in Citizen Participation." The Journal of Politics 36 (May 1974) : 356-378.
- Damer, Sean, and Hague, Cliff. "Public Participation in Planning: A Review." Town Planning Review 42 (July 1971) : 217-29.
- Esser, George H. Jr. "Envolving the Citizens in Decision-Making." Nations Cities 6 (May 1968) : 15-21.
- Frieden, Bernard J. "Toward Equality of Urban Opportunity." Journal of the American Institute of Planners 31 (November 1965) : 320-30.
- _____. "The Changing Prospects for Social Planning." Journal of the American Institute of Planners 33 (September 1967) : 311-323.
- Hampton, William, and Chapman, Jeffrey J. "Toward Neighborhood Councils-I." The Political Quarterly 42 (July-September 1971) : 247-254.
- _____. "Toward Neighborhood Councils-II." The Political Quarterly 42 (October-December 1971) : 414-422.
- Jackson, John S. III, and Shade, William L. "Citizen Participation, Democratic Representation, and Survey Research." Urban Affairs Quarterly 9 (September 1973) : 57-89.
- Knittel, Robert E. Organization of Community Groups in Support of the Planning Process and Code Enforcement Administration. Washington, D.C. :Government Printing Office, 1970.

- Levine, Aaron. "Citizen Participation." Journal of the American Institute of Planners 26 (August 1960) : 195-200.
- Lippitt, Gordon. "Group Effectiveness Can Be Increased." Nations Cities (April 1967) : 58-59.
- Morrison, Larry P. Toward Improving the Process of Citizen Participation. Atlanta: A Paper Presented at the 56th Annual Conference of the American Institute of Planners, October 1973.
- Nix, Harold. Identification of Leaders, and Their Involvement in the Planning Process. Washington D.C. : United States Department of Health, Education, and Welfare, 1970.
- Piven, Frances Fox. "Whom Does the Advocate Planner Serve?" Social Policy (May/June 1970) : 32-37.
- Ransom, Kathryn Annis. "Citizen Participation in Planning: The Opinions and Practices of Some Planning Directors:" Unpublished M.R.C.P. Non-Thesis Project, Kansas State University, 1973.
- Rein, Martin. Social Policy: Issues of Choice and Change. New York: Random House, 1971.
- Reynolds, Josephine P. "Public Participation in Planning." Town Planning Review 40 (July 1969) : 132-146.
- Schmandt, Henry J. "Solution For the City as a Social Crisis." Prepared for Presentation at Wisconsin Symposium on Rational Approaches to the Crises of Modern Society, April 21, 1969.
- Shore, William B., Edited by Keith, John P. Public Participation in Regional Planning. New York: Regional Plan Association, October 1967.
- South Alabama Regional Planning Commission. Citizen Participation in Decision Making: A Summary Report. Mobile, Alabama : South Alabama Regional Planning Commission, July 1970.
- Spiegel, Hans B.C., ed. Citizen Participation in Urban Development. 2 Vols. Washington, D.C. : NTL Institute for Applied Behavioral Science, 1969. Vol 1 : Concepts and Issues.
- _____. Citizen Participation in Urban Development. 2 Vols. Washington, D.C. : NTL Institute for Applied Behavioral Science, 1969. Vol 2 : Cases and Programs.
- Taft, Charles P. "Citizen Participation in Planning and the City Government Structure." Planning 1969. Selected papers from the ASPO National Planning Conference, Cincinnati, April 1969. Chicago : American Society of Planning Officials, 1969.
- Thabit, Walter, Review of The Community Development Process: The Rediscovery of Local Initiative, by William W. Biddle and Loureide J. Biddle, and The Resurgent Neighborhood, by James Cunningham. Journal of the American Institute of Planners 32 (May 1966) : 181-182.

U.S. Department of Housing and Urban Development. Citizen Participation in the Model Cities Program. Washington, D.C. : Government Printing Office, 1972.

Wicker, Alan, McGrath, Joseph E., and Armstrong, George E. "Organization Size and Behavior Setting Capacity as Determinants of Member Participation." Behavioral Science, XVII (November 1972) : 499-513.

Independence Neighborhood Council

Brookens, Ken, and Snapp, Terry. Independence Plan for Neighborhood Councils. Warrensburg, Missouri : Central Missouri State University, 1974.

Hane, John D. "The Independence Plan for Neighborhood Councils : Participation by the Middle Class." Midwest Review of Public Administration. 7 (July 1973) : 155-162.

Holik, Tom. "Comple Organization - Neighborhood Council Plan."

Independence Neighborhood Council. Bi-Annual Report of the Independence Plan for Neighborhood Councils : April 27, 1971 - April 24, 1973. Independence, Missouri : Independence Neighborhood Council, 1973.

. Bi-Annual Report of the Independence Plan for Neighborhood Councils: April 24, 1973 - April 1, 1975.

Peat, Marwick, and Mitchell. "Draft of a Report on Evaluation of Independence Plan For Neighborhood Councils." Prepared for Department of Health, Education and Welfare, 1974.

Appendix A
BASIC PURPOSES FOR
CITIZENS' COMMITTEES

1. TO REALLY GET TO KNOW THE PEOPLE (1) serving in the city department related to your committee and (2) those other neighborhood council members serving in the same position from all other neighborhood councils.
2. TO THOROUGHLY UNDERSTAND THE FUNCTION OF THE CITY DEPARTMENT, how they operate, what they handle & what they don't handle.
3. TO DETERMINE THE PROGRAMS, PROJECTS, ETC., WHICH THE COMMITTEE CAN DO that (1) are related to the city department and can assist them in a specific area, and (2) that may not be directly related to their department but within the general area of the committee. Once determined, then to organize themselves to do such 2-3 projects each year.
4. TO IDENTIFY & THOROUGHLY DISCUSS, STUDY & ANALYZE UNMET NEEDS OF THE CITY: to bring these needs to the attention of the appropriate city group in form of SPECIFIC recommendations regarding these needs; to make recommendations, as far as possible, in form of specific programs, projects or action to be adopted by the city to meet the unmet need.
5. TO ENCOURAGE EACH COMMITTEE MEMBER TO BE ABLE TO INTERPRET THE WHOLE AREA OF THIS COMMITTEE TO THEIR NEIGHBORHOOD COUNCIL & OTHER INTERESTED CITIZENS; to see that each committee member serves as a neighborhood "resource" person, presenting ideas to the neighborhood, getting reactions of his/her neighborhood council members & others, bringing these reactions to the city; to be able to speak for their neighborhood as an informed citizen on related issues.

Appendix B
 BYLAWS and PROCEDURES
 for
 THE INDEPENDENCE PLAN FOR NEIGHBORHOOD COUNCILS, INC.
 May 23, 1972

A. What is it?

The essential elements of the Independence Plan for Neighborhood Councils, Inc. plan for increased citizen involvement, are the organization of

- (1) Neighborhood Councils in every neighborhood, the organization of a
- (2) Citizens Advisory Council composed of the presidents of neighborhood councils, the organization of
- (3) Citizens Committees for every department in the city, and the organization of
- (4) Citizens Workshops and assemblies for monthly communication sessions.

It is understood that none of these groups has any official legislative function in City government. In harmony with provisions of the City Charter it is understood that the City Council is the only authorized legislative body in the City.

The Neighborhood Council -- one in each neighborhood -- becomes the body in which citizens in the neighborhood meet to discuss matters concerning the welfare of the neighborhood. Membership in the neighborhood council is based on an election held in the neighborhood. As an expression of the neighborhood's relation to the City as a whole, each neighborhood council elects from its membership a President who, in addition to serving as the chief officer of the neighborhood council, also serves his neighborhood as a member of the Citizens Advisory Council. All persons are elected to serve as members of their neighborhood council for 2-year terms.

The Citizens Committees are sub-committees of the Citizens Advisory Council. Citizens Committees are formed to function with the Fire Department, the Police Department, the Streets Department, and each of the other departments enumerated in the chart. Each Citizens Committee will be made up of persons coming from every neighborhood council in the City. Each Citizens Committee will elect from its membership its own chairman, vice chairman and secretary.

Any city-wide program or activity that any Citizens Committee would like to conduct must first be presented to the Citizens Advisory Council for their approval. Once the program is approved the Citizens Committee is free to proceed.

Any decision of the Citizens Advisory Council not to approve some particular proposal of a Citizens Committee will be reconsidered by the Citizens Advisory Council when an appeal to reconsider is made. If 51% of the official neighborhood council membership signs a petition then a proposal is accepted.

Residents are invited to bring their suggestions to the neighborhood town meetings and to receive information supplied by the Neighborhood council.

(2) A citizen may become involved in the improvement of his neighborhood by means of the neighborhood council in at least five ways, as follows:

a. As indicated above, a citizen may be elected as one of the twenty members of a neighborhood council with responsibility for attending the neighborhood council meetings and for representing the neighborhood on a city-wide committee. The functioning of the city-wide committees may be described as follows:

(1) The President of the neighborhood council meets with other neighborhood council Presidents as a member of the city-wide Citizens Advisory Council, a body which functions as a communications link between the City Council and the neighborhood councils. When the President is not available, his alternate will serve in his place in all functions except presiding over meetings of the neighborhood council.

(2) The Vice-President of the neighborhood council meets with other neighborhood council Vice-Presidents as a member of the city-wide Neighborhood Relationships Committee, which body is concerned with relationships with other organizations within the City, such as the School Board, the newly established Independence Council of Services and the P.T.A. The Vice-President presides over the meetings of the neighborhood council in the absence of the President.

(3) The Secretary of the neighborhood council meets with other neighborhood council Secretaries to formulate procedural systems and standards common to all neighborhood councils.

(4) The Reporter for the neighborhood council meets with other neighborhood council Reporters to determine methods to be used for the publication of neighborhood council newsletters and for cooperation with the news media.

(5) In each neighborhood council, sixteen neighborhood representatives will be chosen, one for each of the sixteen City Departments. Attached to each City Department, as a sub-committee of the Citizens Advisory Committee, is the Citizens Committee which is designated for that department, with a representative from each neighborhood a member of each department's Citizens Committee. (Example: Each neighborhood council has a health representative who serves with the health representative from every other neighborhood council on the Citizens Committee for Health as an adjunct to the City Health Department).

b. As indicated above, a citizen may be elected as an alternate to each representative of a neighborhood council - one alternate for each of the twenty neighborhood council positions. The alternate assumes the same responsibility as the representative for attending meetings of the neighborhood council, thus providing leadership which is two-deep for every function of the council. The two members receive training together in their roles within the council and on the city-wide committees. When a representative is not available for a function, his alternate serves for him. There is no interchange across departments -- the Health alternate does not serve for the Police representative, etc.

(3) In the case of resignations of duly elected neighborhood council personnel the following procedures are used:

As the dotted lines on the organization chart indicate, the City department head will serve as a resource person for the Citizens Committee related to his department. From time to time, the department head and other experts are given an opportunity to share information with members of the Citizens Committee to which the department head is related. (See information below on Citizen Workshops and Assemblies). All members of the Citizens Committees, thus informed, may return to their neighborhood councils to share the information they have learned as members of Citizens Committees. In turn, as each member of a neighborhood council functions in this way, the entire neighborhood becomes informed.

The Citizens Workshops and Assemblies meet monthly from October through June for purposes of communication between members of the Citizens Committees and the departments to which they are related.

In the typical meeting, half of the Citizens Committee ("A" or "B") meet for the first hour in separate rooms, with a departmental representative and a City Councilman in each room. This meeting will be called a Citizens Workshop. Departmental representatives will share information on their departments and how they operate. Citizens will be invited to ask questions and to share information with the City leaders. [Now changed]. [All committees meet every other month]

At the end of the Workshop sessions, all members of the Citizens Committees and the City leaders will gather for a second hour in an auditorium for the Citizens Assembly. The City Councilmen and the departmental representatives will lead this information-sharing session where additional opportunity is given for citizens to ask questions and to become better informed on important aspects of City government. [Order Now Revised.]

The following month the other half of the Citizens Committees will meet and have their workshops and Citizens Assembly. City Councilmen would be encouraged to meet with a different Citizens Committee each month. [Now Changed.]

B. Who Serves?

(1) The twenty persons in a neighborhood who receive the highest number of votes in the biennial election for neighborhood council representation, serve as representative members of the neighborhood council.

(2) The twenty persons in a neighborhood who receive the next highest number of votes serve as alternate members of the neighborhood council. The alternate has the same rights, privileges and responsibilities, including the right to vote at all meetings as the representative.

(3) Other citizens of a neighborhood may be selected and recruited by the neighborhood council to fill vacancies.

(4) A citizen must be 16 years of age or older to serve as a member, or his alternate, on a neighborhood council.

C. How Does It Operate?

(1) Each neighborhood council is encouraged to hold its council meetings once a month in its neighborhood. This meeting is also open to every resident of the neighborhood, and therefore becomes a neighborhood town meeting.

a. When a representative resigns, the alternate automatically assumes the representative's position, with the exception of the President. In the case of a President resigning, a new election is held by the council members.

b. When an alternate resigns the council is free to select and recruit other citizens of the neighborhood to fill the vacancy. Nominations are then brought before the neighborhood council for approval.

D. Officers of the Corporation

There shall be four officers of the Corporation who are elected at the first regularly scheduled meeting of the Citizens Advisory Council following the biennial elections from among their own membership. These four officers, who serve for two year terms, are Chairman, Vice-Chairman, Secretary and Treasurer.

Following is a job description for each position:

1. Chairman

JOB DESCRIPTION FOR THE CHAIRMAN OF THE INDEPENDENCE CITIZENS ADVISORY COUNCIL

- I. See that the neighborhood councils and citizens committees fulfill their roles as described in the recommendations made by the Citizens Goals sub-committees, i.e.
 - a) to promote neighborliness
 - b) to establish a two-way vehicle of communications between the citizens and the government
 - c) to improve in as many ways as possible the City of Independence
- II. Work with the Citizens Advisory Council which consists of neighborhood presidents and alternates.
 - a) develop agendas, invite guest speakers, have special programs, etc., all of which will bring the latest information and understanding from all aspects of our City.
 - b) see that presidents and alternates are notified of meetings
 - c) preside at these meetings
 - d) provide opportunity during the meeting for ideas and suggestions to be considered
 - e) see that minutes are kept
 - f) see that news releases on the meetings are given out when appropriate
- III. Establish and maintain a working relationship with the chairman of the Citizens Committees.
 - a) provide opportunities for training
 - b) work personally and help guide each chairman in the successful operation of his committee
 - c) help to inspire each chairman with ideas and suggestions

IV. Communication with the City Council.

- a) See that ideas and suggestions from the neighborhood councils and citizens committees are passed on to the City Council
- b) see that any recommendations or proposals for neighborhood councils to the City Council are discussed adequately in the Citizens Advisory Council and possibly in one or more of the citizens committees before presenting them to the City Council
- c) share ideas, suggestions and recommendations from the City Council with the appropriate neighborhood councils or citizens committee
- d) make sure that someone is available to present to the City Council any proposals that come from the Citizens Advisory Council
- e) be available to the City Council as a resource person concerning the neighborhood councils and Citizens Advisory Council program
- f) recommend people for city commissions and committees, if asked

V. Tell the story of the neighborhood council system and the Citizens Advisory Council program.

- a) see that someone is available to explain our program to any groups or organizations making a request in town
- b) send materials explaining our programs to out-of-town groups making requests
- c) see that someone is willing to travel away from Independence to tell the story as requested

VI. Develop working relationship with other organizations in the City of Independence.

- a) become acquainted with other groups and organizations
- b) maintain a working relationship with these groups as far as possible
- c) identify and communicate to other groups ways in which their organization can contribute to improvement of Independence

VII. To develop leadership.

- a) establish a program to recruit qualified people to fill vacancies
- b) conduct training programs in the skills of leadership at every level
- c) as far as possible provide guidance and inspiration to those in leadership responsibilities
- d) encourage as many citizens as possible to become involved in this and other worthwhile programs which will improve our City.
- e) appoint selected people with leadership qualities to assist in special ways

VIII. Conduct adequate research.

- a) as far as possible determine the attitudes and opinions of our citizens on various issues
- b) establish special sub-committees for various kinds of research which will improve the city
- c) get as many of the studies that have been done in Independence or similar communities in recent years.

IX. Be concerned about finances.

- a) administer the preparation of a budget
- b) see that the Citizens Advisory Council is provided with an income and expense record on a regular basis
- c) give leadership in raising money for the organization
- d) attempt to secure a grant or grants to support the organization

X. Provide for full-time personnel.

- a) as money becomes available set up an office for the neighborhood councils and Citizens Advisory Council
- b) with the approval of the Citizens Advisory Council select and hire an executive coordinator or coordinators and secretarial assistance

2. Vice-Chairman

JOB DESCRIPTION FOR THE VICE-CHAIRMAN OF THE
INDEPENDENCE CITIZENS ADVISORY COUNCIL

- I. Assists the Chairman in any way when called upon.
- II. Take the lead of all meetings when the Chairman is not present.
- III. Serves as the temporary Chairman of the Citizens Advisory Council in the event of the Chairman's resignation.
- IV. Works directly with the neighborhood council Presidents.
 - a) in any way possible assists them in making their neighborhood council meetings successful
 - b) assists neighborhood Presidents whenever requested in the field of recruitment
 - c) establishes and maintains working relationship with each neighborhood council President

3. Secretary

JOB DESCRIPTION FOR THE SECRETARY OF THE
INDEPENDENCE CITIZENS ADVISORY COUNCIL

- I. Serves as secretary to all Citizens Advisory Council meetings.
 - a) takes adequate minutes
 - b) keeps a record of all meetings and special reports
- II. Maintains up-to-date records.
 - a) keeps up-to-date, three large scrapbooks - with articles and documents relating to the entire neighborhood council and Citizens Advisory Council program
 - b) keeps a file of all correspondence and notices relative to the Citizens Advisory Council

III. Maintains communication with the members of the Citizens Advisory Council.

- a) sends out all notices
- b) prepares quarterly activity calendar
- c) provides news releases to the media when appropriate
- d) maintains the post office box at the Independence Post Office

4. Treasurer

JOB DESCRIPTION FOR THE TREASURER OF THE INDEPENDENCE CITIZENS ADVISORY COUNCIL

I. Receipts and records all income.

II. Maintains a checking account.

III. Assists in preparation of a budget.

IV. Makes available a monthly income and expense statement.

V. Provides for an annual audit and report.

E. Board of Directors

There shall be a nine member Board of Directors for the Corporation elected at the first meeting of the Citizens Advisory Council following the biennial elections. The Directors shall serve for a two year term and be elected from among the membership of the Citizens Advisory Council. When any Board member resigns the Citizens Advisory Council is free to select any other of its members to fill the unexpired term. Nominations are brought before the Citizens Advisory Council and an election is held at any of its regularly scheduled meetings. The Board shall meet regularly to develop policies and procedures for the most effective operation of the Corporation.

F. Use of Funds by the Corporation

1. A bank account will be opened with a local depository and the Board of Directors shall designate those persons authorized to sign checks.

2. Any funds obtained by the Corporation shall be used for assisting and initiating community betterment programs within the City and neighborhoods of Independence. Such programs have included the development of neighborhood facilities, parks, promoting crime prevention in neighborhoods, developing a city-wide Community Education Program, supporting a Volunteer Probation and Driver's Improvement program, assisting Voters Registration and get-out-the-vote campaigns, developing health programs and campaigns, etc.

The entire Neighborhood Council Corporation functions in such a way as to provide ordinary citizens a meaningful opportunity to identify needs in his neighborhood and the City. Each individual neighborhood council and citizens committee is actively encouraged to launch programs of positive action such as those listed, to meet these needs.

As such programs are developed and promoted, funds would also be used to cover whatever administrative expenses would be incurred to support these efforts.

3. In no case will any funds or support of any kind be given to any political candidate, party or issue of a local, county, state or national level. No individual neighborhood council or any city-wide citizens committee shall assist in any political campaign. They shall function strictly as a vehicle of communication and information related to these issues, candidates and/or parties.

G. Election Procedures

For neighborhood councils, the Citizens Advisory Council and the Citizens Committees for the City Departments:

1. Any resident of 16 years of age or older in a neighborhood at the time of voting, even though he may not be a registered voter, is qualified to nominate another resident of that neighborhood to membership in the neighborhood council. Similarly, any resident of 16 years of age or older in the neighborhood is eligible to serve as a nominee and to vote for members who will serve on the neighborhood council.

(Lowering the age to 16 is a recognition of the importance of involving the youth of the neighborhood in matters affecting the welfare of the neighborhood. It is believed that such involvement will provide important opportunities for young men and women to become experienced in civic affairs, applying what they may learn in the classroom at that age toward the time when they may serve in more responsible roles in government in later years. It is believed that youth involved in civic affairs will serve as an important bridge across what many have called "the generation gap").

2. To nominate, the nominator will need to provide the following to be sent to a specified location by a specified date:

- a) the name, address, phone number, neighborhood number and age (if under 21) of his nominee
- b) the signature of the nominee indicating his willingness to serve if elected
- c) the name, signature, address, phone number, neighborhood number, and age (if under 21) of the person making the nomination.

At the time of election, eligible write-in candidates will also be counted, even though they may not have been nominated. If they agree to serve, those so elected will take their places on the neighborhood council.

Each voter may cast not more than 20 votes. Election of neighborhood council representatives will be on a biennial (every two years) basis, under the direction of a non-partisan group.

3. Each neighborhood council will be composed of 20 persons representing the neighborhood. The 20 persons receiving the highest number of votes in the neighborhood will become the members of the neighborhood council. The 20 persons who are the next highest vote-getters will become alternates on the neighborhood council.

4. The person who receives the highest number of votes in the neighborhood

becomes the convener for that neighborhood council. Following the election, the convener has 30 days in which to call the top 20 vote-getters together for the first meeting of the neighborhood council. In that meeting these 20 persons will elect their officers and will select representatives from the 20 members to serve on the 16 citizens committees for the Departments of the City of Independence. The President will represent his neighborhood on the Citizens Advisory Council, or in his absence the Vice-President will serve. The newly-elected neighborhood council will meet with the alternates to determine assignments of alternates to departmental citizens committees. If the President resigns, a new neighborhood council president will be elected by the remaining members of the council.

6. In cases where not all 20 neighborhood council positions are filled by the election of members in the regular election procedures, or if vacancies occur, members elected to the neighborhood council may, as part of neighborhood council business, nominate and elect persons from the neighborhood to fill the vacancies.

7. The Citizens Advisory Council has the responsibility of establishing operating procedures and policies for the entire neighborhood representation system, including the operation of the neighborhood councils.

AMENDMENT TO NEIGHBORHOOD COUNCIL BYLAWS

THE "MOTHER CLAUSE"

The Citizen Advisory Council assumes responsibility for the successful performance of not only the total Neighborhood Council program, but for the success of each individual neighborhood council. To accomplish this, the CAC will see to it that the following evaluation measures are included in the on-going program.

1. That semi-annual reviews of each neighborhood council be made at the CAC meeting. These reviews will be based on the following five (5) criteria (as established in March, 1973):

RESPIRATION
MANPOWER
COMMUNICATIONS
NEIGHBORLINESS
PROGRAM

2. Any neighborhood council which fails to hold a meeting during three (3) consecutive months authorizes the CAC to appoint a temporary President and other officers as needed to get that neighborhood council reorganized and functioning.
3. After that neighborhood council has held three (3) meetings, with the assistance of the CAC, with a minimum of 10 people in attendance, then the CAC withdraws its assistance.

Presented to the Citizens Advisory Council, as approved by the CAC Board of Directors at the March 7, 1974 meeting.

Appendix C

JOB DESCRIPTIONS
for
REPRESENTATIVES OF CITIZENS COMMITTEES OF THE
INDEPENDENCE NEIGHBORHOOD COUNCIL PROGRAM

The following are job descriptions which have been developed by the citizens committees in Independence. They serve to provide guidance for the representatives of the committees as to activities and responsibilities they should be fulfilling. These descriptions are presented to provide ideas for job descriptions for other communities, and to illustrate some of the activities of the Independence neighborhood councils and citizens committees. These job descriptions were taken from a hand-out prepared by the Independence Neighborhood Council office entitled Job Description.

JOB DESCRIPTIONS, INDEPENDENCE NEIGHBORHOOD COUNCIL:

NEIGHBORHOOD COUNCIL PRESIDENT

1. Serves as an elected communication link between the neighborhood and City.
 - a. Represents his neighborhood's point of view to the Citizens Advisory Council.
 - b. Through Citizens Advisory Council and on special occasions, represents his neighborhood's point of view to City Council.
 - c. Brings to his neighborhood, through Neighborhood Council town meetings, the ideas, suggestions, thinking, plans, decisions and interpretations, from Citizens Advisory Council and occasionally City Council.
2. A PRESIDER presides over his monthly Neighborhood Council town meetings.
 - a. Is responsible for an agenda for meeting far enough ahead to notify his neighborhood residents and to invite appropriate guests.
 - b. Whenever possible has the agenda typed and distributed to neighborhood residents in advance of the meeting.
 - c. Provides opportunity for everyone in the town meeting to participate who desires but doesn't allow the meeting to bog down for any reason.
 - d. Sees to it that the meeting place is provided in a facility conducive to a public meeting.
 - e. From time to time special programs for his Neighborhood Council meeting could be substituted to lend strength to neighborliness in his neighborhood, i.e., Christmas, picnics, etc.
 - f. Presides in a consistent manner at each meeting.

3. A RECRUITER OF PEOPLE

- a. Recognizes that in order to have full support, he needs all 40 positions filled on his Neighborhood Council & gives leadership to filling these positions.
- b. At biennial elections he organizes the residents of his neighborhood to get as adequate a number of nominations as possible, so a full slate of candidates will be elected.
- c. He assists his neighborhood representatives in filling sub-committee positions to accomplish any specific tasks.
- d. He assists with the recruitment from his neighborhood residents for any worthwhile neighborhood projects or programs.
- e. He maintains a current man-power list of people and their skills in his neighborhood.

4. HE KNOWS HIS NEIGHBORHOOD

- a. Maintains an up-to-date map of the neighborhood showing each residence & structure & identifies its use, i.e., school, church, etc. by name and any other pertinent data.
- b. Has a conversational acquaintance with leaders of other programs & organizations, i.e., Principals, Pastors, Businessmen, etc.
- c. Is on a first name basis with most responsible and active people in his neighborhood including members of Neighborhood Council and City Councilman.

5. HAS A VISION OF

- a. How a friendly neighborhood ought to be in terms of neighborliness, neighborhood programs and fellowship activities.
- b. How neighbors can help one another.
- c. Clear and high standards for every aspect of the neighborhood
- d. Educational programs that would meet the needs of neighborhood children and adults.
- e. Services that need to be provided to the people of the neighborhood.
- f. Facilities required in the neighborhood, particularly those which can be used by all residents of the neighborhood.
- g. How PRIDE in the neighborhood should be expressed by its residents.
- h. How the neighborhood can organize itself for the accomplishment of good.

6. HE HAS "KNOW-HOW"

1. To organize himself
2. To organize others
3. To organize programs
4. To organize and get materials, resources
5. To organize to get things done through others
6. To organize to keep adequate records

7. HE IS ENTHUSIASTIC

1. Knows how to "glow" and get others to "glow" with him
2. Knows how to produce confidence and respect
3. Knows how to give sincere recognition to his fellow workers

4. Puts "spring in your feet and a twinkle in your eye"
5. He is a go-getter and producer. (He emphasizes results, not just activity)
6. He participates and enjoys being a part of a team
7. Has positive attitudes and is a winner - he looks on the bright side and looks for solutions, not problems

8. HE DEVELOPS HIS LEADERSHIP SKILLS

- a. Accepts responsibility for the Neighborhood Council.
- b. Is teachable.
- c. Is willing to help train others to be successful.
- d. Delegates responsibility and authority.
- e. Functions with integrity.
- f. Is consistent in decisions.
- g. Produces results.

9. HE IS A DECISION-MAKER

As a member of Citizens Advisory Council he:

1. Shares in decision making process for the entire city.
2. Reviews proposals from neighborhoods affecting all other neighborhoods and votes on all decisions.
3. Reviews proposals from Citizens Committees affecting all other neighborhoods and votes on all decisions.
4. Considers proposals from City Department Heads that could be implemented through Neighborhood Councils and votes on these decisions.
5. Review any proposals brought to the Citizens Advisory Council by the City Council and votes on these decisions.
6. Considers requests of other agencies, groups or organizations seeking support and cooperation of the Citizens Advisory Council and votes on these decisions.
7. Is a voting member of the "Not For Profit Corp." entitled Independence Plan for Neighborhood Councils, Inc.
8. Votes on approval of bylaws and operating procedures for the entire Neighborhood Council Corporation.

As a member of his Neighborhood Council he:

1. Shares in the decision making process for the entire neighborhood.
2. Reviews proposals and recommendations from any elected representative on his council and votes on these decisions.
3. Reviews proposals from any resident of the neighborhood at the Neighborhood Council meeting and votes on these decisions.
4. Reviews proposals from any City Department or City Council that has direct bearing on the neighborhood and votes on these issues.
5. Considers proposals from any other neighborhood organization or group that directly affects the neighborhood and votes on these issues.
6. Helps Neighborhood Council to formulate recommendations and proposals to be sent to Citizens Advisory Council and occasionally City Council and votes on these decisions.
7. Encourages Neighborhood Council and residents to seek financial assistance from sources both in and out of the neighborhood, including local,

- county, regional, State, Federal and Foundation monies for their particular neighborhood and votes on these proposals.
8. Considers requests of support and cooperation from his Neighborhood Council from other groups and agencies and votes on these decisions.

10. PROMOTES COMMUNICATION IN NEIGHBORHOOD

- a. Sees to it that a telephone tree is used among and between Neighborhood Council members before each meeting of the Neighborhood Council.
- b. Sees to it that a regular neighborhood newsletter is written and distributed prior to each neighborhood town hall meeting.
- c. Sees to it that adequate minutes and records of every Neighborhood Council meeting are kept and preserved.
- d. Sees to it that a neighborhood scrapbook is maintained and contains any publicity ad of any activity or resident of the neighborhood.
- e. Sees to it that adequate promotion for his Neighborhood Council is carried out with the City papers and in the neighborhood.

VICE-PRESIDENT REPRESENTATIVE & ALTERNATE

1. Presides at meetings of Neighborhood Council in absence of President.
2. Represents his neighborhood at all meetings of the Vice-Presidents Citizens Committee and reports to the N/C on the activities of the committee.
3. Responsible for Neighborhood Relations.
 - a. Acquaints himself with all institutions, organizations, businesses, etc., in his neighborhood.
 - b. Acquaints himself with the Directors, Presidents, etc. of all above organizations in his neighborhood.
 - c. Seeks to coordinate activities of these neighborhood groups so as to avoid duplication of effort and conflicts of activities.
4. Is related to Public School Systems in Independence.
 - a. Attends Board of Education meetings.
 - b. Systematically gathers and shares information about school needs, programs on City or neighborhood basis.
 - c. Becomes acquainted with school (s), principal (s) and PTA Presidents in his neighborhood and invites them to N/C meetings.
 - d. Actively promotes The IPCER program in the neighborhood - the use of all neighborhood facilities, schools, churches, businesses, etc., for the benefit of the neighborhood.
 - e. Seeks to determine needs of neighborhood residents and provides activities, classes, programs, etc., in neighborhood schools, churches, etc., to meet those needs. Works in cooperation with full-time IPCER staff on this.
5. Responsible for orienting people to the work of the Neighborhood Council.
 - a. Responsible for orienting all new members of neighborhood council to their responsibilities.
 - b. Develops means of informing all neighborhood residents of the programs, goals, etc., of the neighborhood council.
 - c. Develops "packets" of materials for use in achieving 5a & 5b.

6. Seeks to identify and coordinate existing services and resources in the neighborhood for the benefit of the neighborhood, i.e., volunteer groups, clubs, sports groups, youth organizations, etc.
7. Constantly seeks innovative ideas and projects for the neighborhood council for the benefit of the neighborhood.

SECRETARY REPRESENTATIVE & ALTERNATE

1. Keeps and maintains accurate minutes of all neighborhood council meetings.
2. Responsible for keeping an up-to-date membership list of neighborhood council members.
3. Assists Neighborhood Council office by providing addressed envelopes for mailings of the Neighborhood Council and in any other way.
4. Responsible for identifying, developing and maintaining the historical heritage of the neighborhood.
5. Maintains a neighborhood scrapbook of clippings, pictures, articles, etc., related to the Neighborhood Council and any other neighborhood activity.
6. Promotes the development of fine arts and cultural appreciation in the neighborhood.
7. Responsible for developing any operational procedures for the local Neighborhood Council.

REPORTER REPRESENTATIVE & ALTERNATE

Key words for the REPORTER'S area of responsibility are: COMMUNICATIONS, PUBLIC RELATIONS, PROMOTIONAL ACTIVITIES.

1. Attend N/C meetings and share and record pertinent information (not the duplicate Secretaries minutes).
2. Provide news releases, stories, photographs of N/C activities, other significant activities and achievements in neighborhood to news media. Sends releases before and after each N/C meeting to papers.
3. Edit and publish a regular newsletter for the neighborhood.
4. Develop Public Relations Committee or Neighborhood Communications Team of interested and qualified persons, not limited to Council members. To promote all neighborhood activities.
5. Promote attendance at N/C meetings, activities (conversation, telephone, etc.)
6. Promote sharing of information and reports WITHIN THE NEIGHBORHOOD COUNCIL (between its officers, members, and associates).

7. Represents the neighborhood at all meetings of the REPORTERS CITIZENS COMMITTEE MEETINGS, supports the Reporters City-Wide public relations program, and reports to his N/C the results of the committee. SHARES INFORMATION WITH reporters and other workers in the other councils.
8. Facilitate the flow of information into the Neighborhood from City government officials and other leaders of community life (promote invitations for them to speak to N/C meetings; interview or obtain their statements for newsletter publication; attend government and other meetings to gather useful information.
9. Become acquainted with "key" persons within the neighborhood and the city leaders in school, government, business, churches, clubs, institutions, organizations; promote the sharing of fellowship and information between them and the neighborhood council.
10. Develop informational projects within the neighborhood: bulletin boards, signs, posters.
11. Work closely with Alternate Reporter in all areas of responsibility.

CLERK REPRESENTATIVE & ALTERNATE

1. Become familiar with that part of the City Charter which deals with the duties of the City Clerk and the City Council.
2. Responsible for monthly reports on major decisions of the City Council during past month at each of his N/C meetings. (This information distributed at Clerks' Committee or from City Clerk).
3. Actively encourage residents of the neighborhood to register and to vote, arranging for transportation when needed.
4. Encourage neighborhood residents to study the issues so the voter will be an informed voter. (May want to provide neighborhood forums, etc.)
5. Develop a basis for communication and a channel for inter-action with Councilman in his respective district.
 - a. Obtain from Councilman his concerns for your neighborhood.
 - b. Relay information concerning needs in neighborhood to City Councilman on a regular basis.
6. Help acquaint the neighborhood with procedure necessary to get matters before the City Council.
7. Be able to inform Neighborhood Council when matters under discussion by the N/C require City Council action.
8. Keep the neighborhood informed concerning any action of the City Council that is pertinent to their neighborhood.
9. Sees to it that the neighborhood is represented at City Council sessions when matters pertinent to his neighborhood are to be considered.

10. Cooperate with the Clerk on any project initiated by him that can be promoted through citizen support or on which a clerk or clerks' committee can give significant help.
11. Secure from City Clerk, when necessary, agendas for upcoming City Council meetings after 5:30 p.m. Friday or on Monday of Council meetings.
12. Represents the neighborhood at all meetings of the Clerk's Citizens Committee and reports to his N/C the results of this committee.

CODE ENFORCEMENT REPRESENTATIVE & ALTERNATE

1. Becomes familiar with all the major codes and ordinances of the City that affect the neighborhood and shares that information at his N/C meetings.
2. Regularly surveys the neighborhood to identify all violations of the above codes.
3. Seeks to encourage the correction of all code violations in the neighborhood on a systematic basis through citizen awareness and action.
4. Responsible for the beautification of the neighborhood and organizes neighborhood efforts to improve and beautify the physical appearance of the neighborhood.
5. Encourages elimination of immoral, unethical or questionable activity in the neighborhood, i.e., in movies, mail, businesses, etc.
6. Works closely with neighborhood churches and other agencies in any programs that would contribute to moral and ethical uplift or inspiration of neighborhood residents.
7. Attends all meetings of the Code Enforcement Citizens Committee and reports regularly to his N/C on the activities of the committee.
8. Works with his alternate as a team on all these items and seeks to recruit other neighborhood residents to join with them on these programs.

COURT REPRESENTATIVE & ALTERNATE

KEY WORDS: REHABILITATION OF LAW OFFENDER

1. Responsible for promoting and implementing the Volunteer Probation Program in his neighborhood.
2. Actively seeks out all youth and adults in the neighborhood who are on probation (for whatever reason) and encourages other responsible adults in the neighborhood to help these persons by serving as a volunteer Probation Counselor.
3. Responsible for promoting and organizing neighborhood education programs for any kind of law breakers in the neighborhood, i.e., traffic, drugs, etc.

4. Responsible for helping any ex-convict, parolee, etc., in his neighborhood in becoming a useful citizen to the neighborhood and community.
5. Actively supports and promotes in the neighborhood the use of the Driving Improvement Program.
6. Seeks as many creative ways as possible to help rehabilitate any neighborhood violator of the law.
7. Promotes and seeks fair treatment for any neighborhood resident in a court of law.
8. Represents his neighborhood at all meetings of the Courts Citizens Committee and reports to his Neighborhood Council the results of such meetings.
9. Works with his alternate on all these items as a team and seeks to form a neighborhood court committee.

ENGINEERING REPRESENTATIVE & ALTERNATE

1. Works closely with City Engineering Department in relaying "information packets" received from City Engineering Department pertaining to needed improvements in neighborhood to his N/C. Brings to attention of City Council for action, any of these items presented to N/C that received their unanimous approval.
2. Receives information from City Engineering Department about phone calls received by them originating in his neighborhood related to suggested improvement - bring these to attention of N/C for their consideration and takes recommendation of the N/C on these matters to City Engineering Department.
3. Responsible for adequate, well planned intersections in his neighborhood.
4. Responsible for promoting adequate traffic control in his neighborhood, i.e., stop signs, speed limit signs, etc.
5. Responsible for seeing that adequate housing is provided in neighborhood. This to include space, design, architecture, location, funding, etc., of such housing.
6. Promotes development of adequate public & private transportation in neighborhood, particularly for elderly, handicapped, etc.
7. Responsible for seeing that adequate sanitary & storm sewers are provided for in the neighborhood.
8. Attends all meetings of his Citizens Committee and regularly reports to his N/C the results of these meetings.
9. Works with his alternate on all of these items as a team.

FIRE REPRESENTATIVE & ALTERNATE

1. Responsible for promoting fire prevention education in the neighborhood.
2. Organizes and promotes OPERATION EDITH (EXIT DRILL IN THE HOME) in the neighborhood on a regular basis.
3. Responsible for seeing that all buildings and residences of the neighborhood adhere to fire prevention standards.
4. Promotes Fire Prevention Week in the neighborhood.
5. Responsible for seeing that adequate fire protection is available for the neighborhood.
6. Gathers data on frequency and kind of fires in the neighborhood and other appropriate data as needed.
7. Responsible for identifying potential fire hazards in public and private areas of the neighborhood and brings these to the attention of the N/C and/or owners.
8. Works toward the assignment of block captains in each block to promote his block to become "fire-guarded" in every way.
9. Represents the neighborhood at all meetings of the Fire Citizens Committee and reports regularly to the N/C the action of this committee.
10. Works with his alternate on all these items as a team.

FINANCE REPRESENTATIVE & ALTERNATE

1. Examines all possible means of raising revenue (the tax base) for the City that is fair and equitable for all residents of the neighborhood. Shows information at all Neighborhood Council meetings.
2. Encourages and promotes stabilization of prices of goods, and services in the neighborhood. Promotes anything which will reduce inflation and inefficiency for the consumer.
3. Actively seeks to attract suitable businesses and/or industry or other desirable resources to the neighborhood and City.
4. When necessary, acts as financial officer for the local Neighborhood Council and establishes an operating budget for the Neighborhood Council.
5. Works cooperatively with the City Finance Department in any way possible to facilitate purchase of City stickers, licenses, etc.
6. Presents to the Neighborhood Council a review of the City Budget and carries the recommendations of the Neighborhood Council to the budget to the City Finance Department.

7. Promotes adequate employment for all "employable" residents in the neighborhood.
8. Seeks to raise money as needed for the local Neighborhood Council. Becomes familiar with possibilities for grants and sources of Federal Funding that could become available to the Neighborhood Council.
9. Represents the Neighborhood Council at all meetings of the Finance Citizens Committee and reports to his Neighborhood Council the actions and projects of the committee.
10. Works with his alternate on all these items as a team and seeks to establish a neighborhood Finance Committee.

HEALTH REPRESENTATIVE & ALTERNATE

1. Assesses health needs of the neighborhood:
 1. Compiles health statistics through surveys and/or from City Health Department.
 2. Determines educational needs of neighborhood residents for health related classes and/or services in the neighborhood.
2. Seeks to provide classes, activities, etc., in neighborhood facilities (i.e., schools, churches, etc.) in response to identified neighborhood needs for all ages. These could include such things as baby-sitting classes, diabetic classes, home nursing, safety in the home, well-baby clinics, TB skin-testing, immunization, vision testing, dental checks, drug abuse, mental health, nutrition, etc.
3. Is alert to and report to local Neighborhood Council, and City Health Department when appropriate, apparent or potential health hazards in the neighborhood.
4. Actively supports, promotes and seeks to enlist others in the neighborhood to participate in The Independence Plan for Comprehensive Health Services and Operation Onward involving the recruiting of "GOOD NEIGHBORS" (GN's).
5. Is a neighborhood contact person for Civil Defense and shares information as needed with Neighborhood Council about this program.
6. Promotes and seeks to develop where needed neighborhood projects that provide outreach and service (i.e., neighborhood day-care centers, listening companion, adopt a grandmother, adopt a little brother or sister, meals on wheels for sick or elderly, etc.).
7. Is aware of and promotes in the neighborhood existing health agencies and services in Independence and Jackson County.
8. Represents the neighborhood at all meetings of the Health Citizens Committee and reports to his Neighborhood Council on the action of this committee. Also shares information with Neighborhood Council included in the Health Newsletter.

9. Works on all these areas with the alternate as a team and seeks to enlist others in the neighborhood to serve as "Good Neighbors".

LAW REPRESENTATIVE & ALTERNATE

1. Responsible for promoting more effective ways to allow more citizens of the neighborhood to meaningfully participate in the decision making process of City government. To constantly seek creative ways for more neighborhood residents to make meaningful impact to all levels of City government.
2. Actively seeks to create growing awareness in the neighborhood of existing City laws, ordinances and codes.
3. Examines all City laws, ordinances and regulations to insure they are fair, relevant, practical, etc., for the citizens.
4. Encourages in every way, understanding, support and respect in his neighborhood for City law among all ages.
5. Works at ways of educating Neighborhood Council members and other neighborhood residents concerning current City ordinances, laws, etc., and how they affect the neighborhood and individual citizens.
6. Actually promotes equal citizens rights for all citizens of his neighborhood.
7. Represents his neighborhood at all meetings of the Law Citizens Committee and reports to his Neighborhood Council the actions of this committee.
8. Works with his alternate on all these items as a team and seeks to form a Law Committee in his neighborhood.

CITY MANAGER'S REPRESENTATIVE & ALTERNATE

1. Promotes in every possible way in the neighborhood, interest among all residents in City government; educates residents and Neighborhood Council as to the processes, functions, personnel of City government; seeks to improve City-citizen relations.
2. Responsible for periodically determining needs, feelings and opinions of neighborhood residents about City and neighborhood needs through survey, interviews, etc.
3. Serves as standing member and chairman of a neighborhood goals committee to assist in establishing meaningful objectives and goals for the Neighborhood Council and neighborhood.
4. Forwards complaints, information, needs, etc., to appropriate Neighborhood Council Representative and/or alternate about neighborhood conditions and sees that appropriate follow-up is taken.
5. Assists in preparation of agendas for Neighborhood Council with Neighborhood Council President.

6. Maintains an activity and work schedule for the Neighborhood Council so that all can see what activities and projects are scheduled to be done by the Neighborhood Council.
7. Provides monthly summaries of the local Neighborhood Council activity and accomplishment and presents to Neighborhood Council meeting, Neighborhood Council office and papers.
8. Recognizes among neighborhood residents outstanding examples of good citizenship, patriotism and any other American tradition.
9. Represents the neighborhood at all meetings of the City Manager's Citizens Committee and reports results of committee to local Neighborhood Council.
10. Works on all these items with the alternate as a team and seeks to enlist others in the neighborhood to assist.

PARKS & RECREATION REPRESENTATIVE & ALTERNATE

1. Promotes the development of parks & adequate park facilities in his or her own neighborhood. Where possible seeks to develop a school-park program in the neighborhood.
2. Organizes neighborhood special social and recreational events throughout the year that would encourage neighborliness and getting acquainted such as, picnics, watermelon party, block parties, bicycle races, etc., mini-marathon neighborhood Olympics.
3. Seeks to organize summer recreational programs in own neighborhood, i.e., volleyball, softball, baseball, marbles, etc.
4. Organizes neighborhood shows - talent, hobby, drama, dances, movies, etc., to reach and involve all ages in neighborhood.
5. Encourage neighborhood competition with other neighborhoods in sports and other activities.
6. Seeks to coordinate and/or promote the activities of all neighborhood youth groups for the benefit of the neighborhood.
7. Promotes development of a neighborhood teen center.
8. Works closely with neighborhood schools as a resource center for recreational and social activities and the creative use of leisure time for all residents of neighborhoods.
9. Promotes Annual City-Wide Youth Variety Show in his own neighborhood and sees that (1) tickets are sold in neighborhood, and (2) that outstanding neighborhood youth are included in show.
10. Seeks to publically recognize outstanding neighborhood youth or youth leaders at Neighborhood Council meetings and other ways.

11. Represents the neighborhood at all meetings of the Parks and Recreation Citizens Committee and reports to his Neighborhood Council the results of this committee.

PERSONNEL REPRESENTATIVE & ALTERNATE

The key objective of this position is to assist in the identification and motivation of human resources in the neighborhood. They are to be the "presence of hope and anticipation in the neighborhood."

1. Participates in and seeks to enlist others in the neighborhood to participate in a special training program for all Personnel members. This training program will be designed to develop the following skills for use in the neighborhood: (a) Goal setting, (b) Communication, (c) Strength Identification, (d) Value Clarification, and (e) Creative Conflict Utilization (will be announced shortly).
2. Gathers information on characteristics and interests of all neighborhood residents (age, hobbies, vocations, etc.).
3. Gets up and maintains a current neighborhood directory of all addresses and residents.
4. Seeks to find opportunities for other neighborhood residents and to become in any worthwhile activity in the neighborhood or city and constantly encourages all to become involved in improving this city.
5. Serves as permanent nominating chairman for Neighborhood Council to recommend people to fill vacancies that occur in the Neighborhood Council. Serves as nominating chairman for the Neighborhood Council for the biennial Neighborhood Council election.
6. Establishes a neighborhood referral or coordinating center for matching those in neighborhood who need work done (cutting grass, moving grass, etc., with those in the neighborhood who wish to do such work).
7. Organizes neighborhood recognition services for outstanding neighborhood residents of any age at Neighborhood Council meetings or other neighborhood public meetings.
8. Identifies needy families at Christmas time who need food or other services and seeks to match them with other neighborhood residents who could help.
9. Represents the neighborhood at all meetings of the Personnel Citizens Committee and reports to the Neighborhood Council on the results of the committee.
10. Works on all these items with the alternate as a team and seeks to enlist others in the neighborhood to assist.

PLANNING REPRESENTATIVE & ALTERNATE

1. Develops, in conjunction with appropriate City officials, projected 5 and 10

year goals for development of neighborhood. Responsible for providing opportunity for all interested neighborhood residents to work with the City Planning Department to determine the neighborhood's comprehensive master plan for development. Sets up series of meetings to let neighborhood residents plan in detail, with City Planning Department, the neighborhood's development.

2. Reviews with the Neighborhood Council any proposed changes affecting their neighborhood being recommended or considered by the City Planning Department or other departments. Shares recommendations and feelings of neighborhood about these proposals to appropriate City officials and department heads.
3. Seeks to bring to the attention of the Neighborhood Council any proposed building or development planned in the neighborhood that is being considered by any business, group, etc. before these plans are finalized.
4. Represents the neighborhood at meetings of the City Planning Commission wherever items are being discussed that affect their neighborhood.
5. Reviews with Neighborhood Council any proposed zoning change to be made in the neighborhood by the City. Carries recommendations of neighborhood back to appropriate city officials.
6. Works closely with Neighborhood Council Parks and Recreation Representative in planning any neighborhood park development and sees to it that neighborhood park plans are included in the City's Annual Park Plans.
7. Works closely with Urban Renewal and any of their programs that affect the neighborhood. Seeks to keep the Neighborhood Council and neighborhood residents always informed of any Federal or State monies that are or could be made available to any part of the neighborhood.
8. Works for an effective, efficient and equitable address system for all areas of the neighborhood.
9. Responsible for developing a scale model of the neighborhood showing all residences, businesses, landscape, etc. Responsible for maintaining an up-to-date neighborhood map.
10. Organizes a neighborhood planning committee that assists in accomplishing these items. Works with his/her alternate on all these goals as a team.
11. Represents his neighborhood at all meetings of the Planning Citizens Committee and reports to his Neighborhood Council the results of these meetings.

POLICE REPRESENTATIVE & ALTERNATE

1. Organizes and implements Project Theft/Guard in the neighborhood until at least 90% of the residences are "THEFT-GUARDED".

2. Gather data on crime rates in the neighborhood on a regular basis. Shares this information with neighborhood and makes recommendations to Neighborhood Council for action based on this data.
3. Promotes understanding and cooperation between the neighborhood police and existing neighborhood groups, etc., schools, churches, businesses.
4. Responsible for crime prevention education programs in the neighborhood so as to make residents "crime prevention conscious" and alert to potential crime in neighborhood.
5. Organizes block captains in every block in the neighborhood who would get the residents of that block to work together in protecting their homes and preventing crime.
6. Encourages neighborhood residents to ride with neighborhood patrolmen.
7. Represents his neighborhood at each meeting of the Police Citizens Committee and reports to his Neighborhood Council the results of these meetings.
8. Works with his alternate on all these items as a team and seeks to organize a neighborhood police committee.

STREETS REPRESENTATIVE & ALTERNATE

1. Regularly surveys the neighborhood streets and reports needed repairs to the local N/C and to the City Street Department.
2. Is responsible for identifying all blind corners and bad approaches to intersections in the neighborhood to the City Street Department and to the local N/C.
3. Works closely with City Street Department in the planning of street additions and/or improvements in the neighborhood.
4. Actively promotes adequate curbing, gutters, and sidewalks in his neighborhood. He gathers information, statistics and other data pointing out the need for these facilities in the neighborhood.
5. Seeks to eliminate any street hazards in the neighborhood, i.e., deep ditches along the road, road obstructions, etc.
6. Works with the City Street Department in enforcing street barricades in the neighborhood on streets where slurry-seals or other road work has been done.
7. To promote capital improvement programs for street improvements in their neighborhood and the City.
8. Responsible for organizing neighborhood cleanup campaigns at least twice a year.
9. Represent the neighborhood at all meetings of the Streets Citizens Committee and reports to his N/C the results of this committee.

SEWERS REPRESENTATIVE & ALTERNATE

KEY WORDS: ECOLOGY, POLLUTION CONTROL

1. Works for adequate sewage and disposal system in the neighborhood.
2. Responsible for seeing that adequate trash and pick-up service is provided in neighborhood.
3. Responsible for promoting education of pollution in all areas in the neighborhood, water, air, noise, etc.
4. Responsible for seeing that all natural resources of neighborhood are managed and preserved properly - encouraging sound ecology for neighborhood.
5. Represents the neighborhood at all meetings of Sewers Citizens Committee and reports the results of these meetings to his Neighborhood Council.
6. Works with his alternate on all these items as a team.

POWER & LIGHT REPRESENTATIVE & ALTERNATE

1. Responsible for seeing that adequate lighting is provided in all areas of the neighborhood.
2. Responsible for seeing that adequate power (electricity) supplies are available, particularly during crises.
3. Encourages development of underground placement of power lines in neighborhood.
4. Responsible for seeing that all basic utilities are adequately provided and developed for the neighborhood (i.e., telephone, gas, water, etc.).
5. Actively seeks to establish common borders for all neighborhood services. He or she would seek common borders in his neighborhood for the fire district, water service, electric power, telephone, schools, voting, police protection, etc., in such a way so they would harmonize with the boundaries shown in the City's comprehensive Master Plan.
6. Seeks to adequately develop any natural neighborhood physical resources for the benefit of the neighborhood, i.e., creeks, landscaping, wooded areas, etc.
7. Represents his neighborhood at all meetings of the Power and Light Citizens Committee and reports to his Neighborhood Council the activities of this committee.
8. Works with his alternate on all these matters as a team and seeks to develop a Power & Light Committee for the neighborhood.
9. Actively promotes in the neighborhood wise consumption of all energy resources so that there is no energy crises.

Appendix D
JOB DESCRIPTIONS
for
MANHATTAN NEIGHBORHOOD COUNCIL PROGRAM

The following are suggestions for job descriptions of the representatives and alternates assigned to the citizens committees of the proposed plan for Neighborhood Councils in Manhattan. These descriptions are provided to give ideas for the representatives when they develop the job descriptions for their committee.

The job descriptions are intended to help guide the representatives of possible activities and responsibilities. They should help illustrate the involvement of representatives with the city department and the two-way communication between the department and the neighborhood councils. These descriptions should be revised from time to time to reflect changing needs.

For some of the job descriptions reference is made to the descriptions used in the Independence program. For other committees, additional responsibilities are added to those suggested in the Independence program. For those committees which have no corresponding example in the Independence program, new descriptions are presented. These new descriptions are based largely on the results of talking with the City Manager, studying the ordinances and minutes of the Citizens Boards, and phone interviews with the Chairpersons of the Citizens Boards. The job descriptions for the Independence program are provided in Appendix C.

Neighborhood Council President

1. As elected president of a neighborhood council, serves on the Citizens Advisory Committee.
2. Examine the description provided for the Presidents in the Independence program.

Vice-President Representative and Alternate

1. Serves as representative to other governmental and civic groups such as schools and the Chamber of Commerce.

2. Examine the description provided for the Vice-Presidents in the Independence program.

Secretary Representative and Alternate

1. Examine the description provided for the Secretary in the Independence program.

Reporter Representative and Alternate

1. Examine the description provided for the Reporter in the Independence program.

City Manager Representative and Alternate

1. Examine the description provided for the City Manager representative and alternate in the Independence program.

Human Resources Representative and Alternate

1. Aid the city and citizens in benefiting from the fullest realization of its human resources.

- a. Investigate and develop programs that can help meet the special needs of the elderly.
- b. Investigate and report of discrimination and tension in the neighborhoods and the city, and promote programs to help end discrimination and ease tension.
- c. Develop or promote activities for the youth and programs for summer jobs for them.

2. Promote and seek to develop where needed neighborhood and city projects that provide outreach and service. Examples include neighborhood day care centers, headstart, listening companions, adopt a grandmother, adopt a little brother or sister, and meals on wheels.

3. Works with other agencies which function in the field of human relations in the city to obtain cooperation and to coordinate efforts. Examples include the Riley County Council of Social Agencies, and the Northeast Central Kansas Guidance Center.

4. Represent the neighborhood at all meetings of the Human Resources Committee and report to the neighborhood council on the action of this committee.

5. Work on all these areas with the alternate as a team and seek to enlist others in the neighborhood to serve in this area.

Law Representative and Alternate

1. Examine the description provided for the Law Representative in the Independence program.

2. Examine the description provided for the Court Representative in the Independence program.

Personnel Representative and Alternate

1. Examine the description provided for the Personnel Representative in the Independence program.

Planning and Code Enforcement Representative and Alternate

1. Examine the description provided for the Planning Representative in the Independence program.
2. Examine the description provided for the Code-Enforcement Representative in the Independence program.
3. Work with the Planning Commission and the Environment Board.

Redevelopment and Housing Representative and Alternate

1. Study, investigate and propose ways of meeting the housing needs of the neighborhood and the city through public and private housing programs.
2. Work with the Housing Division and the tenants in promoting adequate facilities, and developing rules and procedures for the use of the public housing.
3. Study, investigate and suggest ways of redeveloping blighted areas of the neighborhood and the city, and the promoting of means of preventing blight. Provide input to the City Council on ways of using the redevelopment money available through the Community Development Act.
4. Attend all meetings of the Redevelopment and Housing Committee and report to the neighborhood council on the action of this committee.
5. Work with the alternate as a team on all these areas, and seek to enlist others to help in the activities.

Fire Representative and Alternate

1. Examine the description provided for the Fire Representative in the Independence program.
2. Serve as the contact person for Civil Defense and share the information with the neighborhood councils.
3. Investigate public safety problems within the neighborhood and report the same to the appropriate public official.

Douglas Center Representative and Alternate

1. Seek to develop neighborhood center in the neighborhood.
2. Advise the City Council on the scope and content of programs that can be initiated or held at the Douglas Center. Shall also cooperate with the Recreation Commission in promoting their activities at the Douglas Center.
3. Promote the use of the Center by citizens and groups of all areas of the city.

4. Develop policies and suggestions to guide the operation of the Center. Advise the City Council on the annual budget of the Center. Advise the City Council and City Manager on the size and quality of staff and facilities needed to carrying out the operation of the Center.

5. Represent the neighborhood at all meetings of the Douglas Center Committee, and report to the neighborhood on the activities of the committee.

6. Work with the alternate on all these matters as a team and involve others of the neighborhood in the activities of the Committee.

Budget, Finance, and Administration Representative Alternate

1. Examine the descriptions provided for the Clerk representative, and the Finance representative in the Independence program.

Parks and Recreation Representative and Alternate

1. Examine the description provided for the Parks and Recreation representative in the Independence program.

2. Study, develop, and recommend plans to the City Council for the growth and improvement of the City's parks, playgrounds, zoo and other related facilities, and recommend policies in regards to their administration.

3. Advise and promote the activities of the Manhattan Recreation Commission.

4. Work on all these areas with the alternate as a team and seek to enlist others to work on these activities and programs.

Public Works Representative and Alternate

1. Examine the description provided for the Engineering representative, the Streets representative, and the Sewers representative in the Independence program.

Airport Representative and Alternate

1. Promotes the use and development of Manhattan's airport.

2. Helps to develop guidelines and regulations for the activities at the airport.

3. Investigates the needs of the city in relation to intercity transportation facilities such as buses, and railroads.

4. Represents the neighborhood at all the meetings of the Airport Committee and reports to the neighborhood council of the activities of the committee.

5. Works on all these activities with the alternate as a team.

NEIGHBORHOOD COUNCIL PLAN OF CITIZEN PARTICIPATION:
A PROPOSED PLAN FOR MANHATTAN, KANSAS

by

DAVID LEE ROBERTS

B.A., Graceland College, 1973

AN ABSTRACT OF A MASTER'S THESIS

submitted in partial fulfillment of the

requirements for the degree

MASTER OF REGIONAL AND COMMUNITY PLANNING

Department of Regional and Community Planning

KANSAS STATE UNIVERSITY
Manhattan, Kansas

1976

NEIGHBORHOOD COUNCIL PLAN OF CITIZEN PARTICIPATION:
A PROPOSED PLAN FOR MANHATTAN, KANSAS

There is a constant need to improve the involvement of citizens with their government. This involvement can help mobilize resources for improving our cities. The federal government has recognized the necessity of citizens to participate with their city government. Many grants and aid programs require citizen participation in the application, planning and implementation process.

Citizen participation is viewed here as the involvement of citizens with their government in communication of attitudes, opinions, problems, needs, and solutions as relating to their mutual needs and goals. To help meet this need of citizen participation, a number of methods and means have been developed. One of the more recent and promising methods of citizen participation is the Neighborhood Council program used in Independence, Missouri.

The Neighborhood Council program involves citizens in neighborhood councils, city wide committees related to departments of the city, and city wide assemblies. At present there are thirty-seven neighborhood councils, and twenty city wide committees involving 674 citizens as elected representatives and alternates. Through this program there is extensive involvement of substantial number of citizens over time with the city government. It is believed that this program represents an improvement in citizen participation, and could serve as a model or prototype of citizen participation efforts in other cities.

Information about the Independence program was analyzed to see what guidance could be provided for other cities to assist them in establishing the program. Data on the neighborhood population, the neighborhood's average attendance at citizen assemblies, and the number of neighborhood representatives and alternates was analyzed by using linear regression, graphing, and statistical means. For a neighborhood council size of twenty representatives, the Independence experience indicated that a minimum size of 3500 people were needed to have an adequate

number of representatives. An equation was developed which could be used as a guide in other cities to provide an estimate of the minimum population size needed for a given size of neighborhood council. A neighborhood of this minimum size should have a reasonable chance of having an adequate number of representatives.

This equation, along with other information from Independence, was used to develop a set of procedures for preparing and implementing a Neighborhood Council plan. These procedures outline the data that needs to be gathered, the order of steps for preparing the plan, the decisions that need to be made, and the steps to implement the plan. To illustrate these procedures, a plan was prepared for the City of Manhattan, Kansas.

The City of Manhattan presently has a number of Citizen Advisory Boards. Some of these Boards are very successful and active, while others are searching for renewed purpose. While these boards offer citizen participation, the Neighborhood Council program can provide the structure to expand this participation to include all the departments of the city, and all areas of the city. The plan calls for establishing fourteen neighborhood councils, and sixteen city-wide citizen committees.