CITY OF MILWAUKIE
CITY COUNCIL WORK SESSION
MARCH 3, 1998

Mayor Graf called the work session to order at 5:15 p.m. in the second floor conference room at Milwaukie City Hall.

Councilors present: Tomei, Cook, and Kappa.

Staff present: City Manager Bartlett; Assistant City Manager Richards; City Attorney Coleman; and Neighborhood Services Coordinator Gregory.

Information Sharing

Councilmember Cook, referring to a question Councilmember Kappa had asked during interim Council interviews, shared her opinions of what she thought might be wrong with the Council process. She recommended televising the work sessions so residents would be able to hear the dialogue and information being shared. She also felt the regular sessions intimidated people and should have a more relaxed, user-friendly atmosphere so the public would perceive the Council as more approachable. In addition to cable, she recommended implementing an e-mail system so people could more easily express their thought and concerns.

Mayor Graf felt if the work sessions were televised, they would no longer be informal. **Councilmember Tomei** agreed the work session process would likely change.

Councilmember Kappa added the work sessions served the purpose of information gathering in an informal public forum.

Councilmember Cook suggested changing the room set up of the regular session and removing the physical barriers.

Mayor Graf said there was a lot of value to the informality of the work session. He was concerned broadcasting these sessions would change the atmosphere. **Councilmember Tomei** thought it might be a risk that should be taken.

Councilmember Kappa recommended televising selected staff reports.

Mayor Graf suggested the Neighborhood District Associations (NDA) prepare and distribute a twice-monthly information sheet on Council activities. The City Council is responsible for the entire community and should not respond only to the people who make the most noise.

Councilmember Cook felt information needed to reach the computer-age society.

Councilmember Kappa was concerned that giving information-sharing responsibilities to the NDAs would create another layer between the residents and the City Council.

Mayor Graf said the last Neighborhood Councils went out of business when they became too aggressive. The City Council has to retain responsibilities for its actions, and the NDAs are there to advise.

Councilmember Cook and **Councilmember Tomei** noted residents tend to rally around negative issues, and, if there are none, NDA participation is low.

Rose Garden Policy and Fees

Joan Young, Milwaukie Center Director, presented the staff report. She discussed the recent Sara Hite Memorial Rose Garden improvements. Since the City of Milwaukie owns North Clackamas Park, the Council must approve any policies and fee schedules.

After eight years, the first phases of the Garden are complete, and it is ready for community use. The Friends will continue to build out the Rose Garden by adding a gazebo, arbors, and an entry feature. Later this spring, trees will be planted to define the perimeter of the facility. The District will oversee use of the Garden and maintain the facility with the exception of the rose beds which will be cared for by the Friends.

The City Attorney reviewed the draft policy and recommended no changes. **Young** reviewed the changes County Counsel made to the draft policy. These amendments included a discrimination clause; sound regulation; parking facilities; special restrictions; liability; and cancellation policy.

Councilmember Kappa was concerned about canceling an event that had been long in planning such as a wedding reception. **Young** said that type of event would probably be canceled only if there was an infrastructure failure.

The group discussed amplified music, and **Bartlett** reviewed the appeal process.

Young described the changes to the application itself. The rules will go forward to the District Parks Advisory Board and ultimately to the Board of County Commissioners for approval. The opening ceremony is scheduled for June in conjunction with Milwaukie Festival Daze. Royal Rosarians will walk in the parade and participate in the Rose Garden dedication ceremony. She noted the week prior, a golden wedding anniversary and vow renewal ceremony is scheduled for about fifty couples.

Neighborhood Grant Program Policy

Gregory said there was $35,000 in the current budget allocated for neighborhood grants. In order to deliver these grants, the City must have a formal mechanism with identified criteria. She researched information from other cities and compiled a list of basic criteria for Council consideration.

Councilmember Kappa felt there were other worthy programs, such as Neighborhood Watch, that might be excluded from the Neighborhood District Association (NDA) grant process. He identified the Milwaukie Museum and Milwaukie Community Club as groups seeking small project funds.

Bartlett pointed out the City Council has a certain amount of control over the NDAs but none over social and non-profit groups. Neighborhood Watch programs are supported by the Police Department.

Councilmember Kappa felt the community-at-large might feel it was being left out of the process and did not want to exclude those who did not attend NDA meetings.

Gregory noted the NDAs would be able to partner with other groups. **Councilmember Tomei** agreed there were many groups that could be included in the neighborhood cultural, social and recreational project category.

Mayor Graf felt there could be a problem getting information to other organizations.

Councilmember Kappa was concerned some NDAs were not able to generate a lot of participation.

Bartlett suggested an ad hoc awards group to review and recommend which grant applications to fund. The group agreed there should be a quarterly program status report to the Council and public.

Gregory said the NDAs helped draft the criteria, and some are prepared to submit their applications. She recommended an equal allocation for each NDA.

Councilmember Tomei noted the funds were in the 1997 - 1998 Adopted Budget and would have to be spent by June 30 or go back into the general fund.

Councilmember Kappa said the proposed criteria answers some social program funding questions raised during the Budget Committee meeting.

City Communications Plan

Bartlett's initial recommendation was to defer the matter until after the March 17, 1998, meeting. He discussed the problems cities face in connecting with their citizens and some methods used to solve communication problems.

Councilmember Kappa said people seem to want local control, but voters turn money issues over to the state legislature. He suggested City Council photos in each City facility as one small step toward connectivity.

Councilmember Cook asked if people wanted more control or if they simply wanted to know what was going on.

Councilmember Tomei felt some people wanted to know, but many did not care. Those who get the most information are the most unhappy.

Councilmember Kappa commented on a *Clackamas Review* editorial which stated that people have busy lives, and they want their elected officials to represent them.

Mayor Graf did not feel people had a concept of what went into making Council-level decisions. Few people attend meetings resulting in limited understanding regional issues. He discussed the Ardenwald Newsletter that had kept people informed of what went on in both the neighborhood and surrounding area. There is less interaction now.

Bartlett suggested developing a communications plan with opportunities for general discussions not necessarily leading to a decision.

Councilmember Tomei hoped the interim Mayor and Councilors would stay involved as the processes were developed.

Cable Franchise Fee

The group discussed TCI's separate listing of the franchise fee on recent bills. **Richards** commented generally on franchise negotiations and future increases.

The work session ended at 6:45 p.m.

Pat DuVal

Pat DuVal, City Recorder

CITY OF MILWAUKIE
CITY COUNCIL AGENDA
MARCH 3, 1998

MILWAUKIE CITY HALL **1786th MEETING**
10722 SE Main Street

WORK SESSION

4:45 - Council Information Sharing
5:15 - Rose Garden Policy and Fees (Charlene Richards/Joan Young)
5:45 - Neighborhood Grant Program Policy (Michelle Gregory)
6:15 - City Communications Plan (Dan Bartlett)

REGULAR SESSION - 7:00 p.m.

I. **CALL TO ORDER**
Pledge of Allegiance

II. **PROCLAMATIONS, COMMENDATIONS, SPECIAL REPORTS, AND AWARDS**

Neighborhood Traffic Management Status Report (Rob Shelton)

III. **CONSENT AGENDA** *(These items are considered to be routine, and therefore, will not be allotted Council discussion time on the agenda. The items may be passed by the Council in one blanket motion. Any Council member may remove an item from the "Consent" portion of the agenda for discussion or questions by requesting such action prior to consideration of that portion of the agenda.)*

City Council Minutes of February 17, 1998

IV. **AUDIENCE PARTICIPATION** *(The Mayor will call for statements from citizens regarding issues relating to the City. It is the intention that this portion of the agenda shall be limited to items of City business which are properly the object of Council consideration. Persons wishing to speak shall be allowed to do so only after registering on the comment card provided. The Council may limit the time allowed for presentation.)*

V. **PUBLIC HEARING** *(Public Comment will be allowed on items appearing on this portion of the agenda following a brief staff report presenting the item and action requested. The Mayor may limit testimony.)*

Drefshill Sanitary Sewer Local Improvement District (Paul Roeger)

VI. OTHER BUSINESS *(These items will be presented individually by staff or other appropriate individuals. A synopsis of each item together with a brief statement of the action being requested shall be made by those appearing on behalf of an agenda item.)*

A. **Rose Garden Policy and Fees (Charlene Richards/Joan Young)**
B. **Interim Intergovernmental Agreement between the City of Milwaukie and Clackamas County Regarding the Enterprise Zone (Pat Allen)**
C. **Neighborhood Grant Program Policy (Michelle Gregory)**

VII. INFORMATION

A. **People to People Student Ambassador Program Information**
B. **North Clackamas Parks and Recreation District *February News***
C. **Monthly Financial Reports through January 31, 1998**
D. **Employee Relations Board Correspondence**
E. **Community Development Application Information**
F. ***Manager's Musings***
G. **South/North Public Comment Period**
H. **League of Oregon Cities Information**

VIII. ADJOURNMENT

EXECUTIVE SESSION

At the end of the regular meeting, the Council may hold an Executive Session under the authority of Oregon Revised Statutes 192.660 as needed.

For assistance/service per the Americans with Disabilities Act (ADA), dial TDD 786-7555.

WS 1

CITY OF
MILWAUKIE

*** MEMORANDUM ***

February 24, 1998

To: Mayor and City Council
From: Dan Bartlett, City Manager
Re: Consider City Communication Plan

Action Requested

I would ask Council to defer this matter until after March 17, 1998.

Background

Council has previously asked to review the issue of televising City Council Work Sessions. I had provided the attached November 10, 1997, and November 13, 1997, memos. Consideration of this issue was delayed due to the recall.

In the simplest form, Council sets Policy and Administration implements policy. This is defined on page 4 of the League of Oregon Cities, Newsletter, *10 Habits of Highly Effective Councils*, dated July 1997. More simply put, Council determines "What" and Administration is given the ability to determine "how."

As noted in the League Newsletter, there is not always a simple division between Policy and Administration. In many cases the roles are shared to varying degrees. Council has established a policy in its goals: *"Encourage civic responsibility by providing opportunities for increased Citizen involvement in all aspects of the City."* Televising Council meetings, or holding meetings in the community would seem to be an action item under this goal.

The question I have asked is: *"What is the most effective use of our involvement dollars?"* In the staff report are various quotations for televising Council meetings. Granted this is not a big expense roughly $1,680 per year recurring cost, and $1,960-$2,300 one-time equipment cost. I always try to think about effectiveness in terms of what other options could be available. Say that this amount was added to the publication cost of the Pilot? What would be the impact? How many households would be contacted? Or, the City could build a better web-site so that citizens with computers could get copies of staff reports and other information. Would $4,000 be better spent this way?

The attached Hotsheet from the City-County Communications and Marketing Association talks about the approach that Jacksonville, Florida uses to inform residents of city plans and progress. The same issue has a Job Opportunity for Citizen Information Coordinator for Lake Oswego. Milwaukie has chosen to support a Neighborhood Services Delivery model. Perhaps we also need a position similar to Lake Oswego's to coordinate all forms of communication with our citizens.

MILWAUKIE CITY HALL
10722 SE MAIN STREET
MILWAUKIE, OREGON 97222
PHONE: (503) 786-7555 • FAX: (503) 652-4433

WS 2

Contact Method	Number of Households Potentially Contacted (Total Utility Connections 6,750)	% Contacted
Computer Web-site	2,380-2,550	35%-38%
Cable	3,000-4,000	44%-59%
Newspaper	3,000-4,500	44%-66%
Utility Bill Insert	6,750	75%-85% Note that we do not reach each apartment unit

I do believe that we should evaluate different methods of contacting Citizens. Oregon City pays for a one page insert in the Clackamas Review. Wilsonville directly mails a four page news pager the size of the Review to every household. Some cities televise Board and Commission meetings. Many cities reach out to citizens by moving meetings out into neighborhood settings. Staff has purchased several copies of Building Citizen Involvement: Strategies for Local Government. This work book published by the National League of Cities, and International City/County Management Association is designed for a process to define better ways to engage Citizens with their local government. In its' seven chapters. it explores methods to look at this issue. Chapter 4 is Ten Steps for Connecting Citizens to Governance.

These books were purchased with the intent of proceeding through a collaborative process with the "stakeholders." Given the current political situation this might be best delayed until the new Council can review the results of the Town Hall meeting and then undertake the "Ten Steps" along with the Neighborhood Chairs and others.

If the Council does want to make this decision now. I would happily implement it by the March 17, 1998, Council meeting. This could be done at no immediate increased cost by shifting the Work Session into the Council Chambers.

cc: File -- cm2086/hd

WS 3

CITY OF

MILWAUKIE

*** MEMORANDUM ***

November 10, 1997

To: Mayor and City Council
From: Dan Bartlett, City Manager
Re: Communications Plan

Action Requested

Discussion of the City's Communication Plan was scheduled for discussion at the November 18, 1997, Work Session. I did not complete the packet in time to include this matter for review. I will complete the packet this week and would like Council's acceptance to move this item to a separate Work Session on November 25 or December 9.

Background

Council has asked to review the ways we use to involve citizens in City activities. This is covered in the Council Goal: *"Encourage civic responsibility by providing opportunities for increased Citizen involvement in all aspects of the City."* The status of this goal is attached.

Recently, several municipal organizations have cooperated to publish, Building Citizen Involvement. This book has a number of ideas that could be compared to other in order to build more active versus passive involvement. I am ordering copies of the book for all Councilors and would like to hold a discussion of this matter at a later work session devoted solely to this issue.

I have also found several documents that discuss ways to build active involvement (Attached.) I believe that we need to develop a Communications Plan that builds on active involvement vs. passive sit-at-home involvement. We need to compare costs and benefits of various packages.

Pat has received quotations for expanding filming of Council and Planning Commission meetings. These quotations are attached. The question in my mind is what is the best use of involvement dollars. Filming meetings or providing more dollars for notice of neighborhood meetings or more opportunities for citizens to have "public listenings."

There is no right answer and there are multiple models. Staff will be happy to discuss this issue and develop a Communications Plan that addresses the Council Goal.

cc: File
cm2042hd

MILWAUKIE CITY HALL
10722 SE MAIN STREET
MILWAUKIE, OREGON 97222
PHONE: (503) 786-7555 • FAX: (503) 652-4433

WS 4

- **Encourage civic responsibility by providing opportunities for increased Citizen involvement in all aspects of the City.**

  OBJECTIVES:

  ⇒ continue development of neighborhood service delivery model including code enforcement

  ⇒ assist neighborhoods to develop their own visions consistent with the overall City Vision

  ⇒ assist in the formation of business/industrial Neighborhood District Associations

  ⇒ recognize the diversity within our City and encourage participation of all members of the community

  ⇒ promote active involvement in City Government, Boards, Commissions, Neighborhood Associations, and Council meetings

  ⇒ provide support services for Citizens to educate themselves about community activities

ACTION PLAN

ACTION	WHO	DUE DATE
Objective: continue development of neighborhood service delivery model including code enforcement	Michelle Gregory	
Discuss neighborhood service delivery model at Neighborhood Board Officer's meeting	Michelle Gregory	September 1997
Code Enforcement Team develop recommended revisions to code enforcement process, tracking system and code language	Code Enforcement Team	January 1998
Coordinate visioning trainings for Neighborhood Officers	Michelle Gregory	January 1998
Work with Officers to train neighbors – - advertise through newsletters	Michelle Gregory	February 1998
Evaluate the effectiveness of service delivery changes	NST	June 1998

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Objective: assist neighborhoods to develop their own visions consistent with the overall City Vision	Michelle Gregory	
Meet with neighborhood Liaisons to discuss development process for NDA Vision plans	Michelle Gregory	November 1997
Meet with NDA Officers and Liaisons at quarterly or monthly meeting to develop process for vision plans	Michelle Gregory /Liaisons	November 1997
Assist neighborhoods with Vision process where necessary	Michelle Gregory/Liaisons	on-going
Objective: assist in the formation of business/industrial Neighborhood District Associations	Dan Bartlett	
Utilize Business License Records to schedule organizational meeting in McLoughlin Industrial Area	Dan Bartlett, Mayor and Council	March 1998
Utilize Business License Records to schedule organizational meeting in Milwaukie Business/ Industrial Area	Dan Bartlett, Mayor and Council	April 1998
Assign Liaisons	Dan Bartlett	May 1998
Attend follow-up meetings as scheduled	Liaisons	
Objective: recognize the diversity within our City and encourage participation of all members of the community	Charlene Richards	
Work with PIO team, using existing data, to establish a process for translating materials into languages commonly used in Milwaukie	Michelle Gregory	January 1998
Work with TCI staff to encourage bilingual PEG programs	JoAnn Herrigel	on-going
Identify additional information distribution methods to reach all economic and age groups.	Michelle Gregory	December 1997
Dedicate an issue of the PILOT to discussion of all aspects of diversity in our community including translated messages regarding services available to non-English speaking residents	Michelle Gregory	January 1998

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Work with Neighborhoods and Boards and Commissions to include participants of diverse racial, economic, and age groups.	Michelle Gregory	on-going
Objective: promote active involvement in City Government, Boards, Commissions, Neighborhood Associations, and Council meetings	City Council Neighborhood Services Team	
Provide Flyers to all Neighborhood Liaisons of vacancies as they occur	Pat DuVal	Ongoing
Provide Board and Commission information in Pilot	Michelle Gregory	Ongoing
Objective: provide support services for Citizens to educate themselves about community activities	Charlene Richards	
Provide promotion of activities by departments for inclusion in the IVBB	Michelle Gregory/each DH	On-goingO
Provide informational items within the PILOT highlighting one department and their activities/charge/mandates every two months	Michelle GregoryNSC/PIO and each DH	on-going

Key

Michelle Gregory is Neighborhood Services Coordinator
DH is Department Heads
PIO is Public Information Officer
IVBB is Interactive Video Bulletin Board
PEG is Public, Education, and Government Cable T.V. Channels

WS 7

SEPT 10, 1997

PAT -

I WOULD BE ABLE TO FILM ALL THE COUNCIL MEETINGS, AND PLANNING MEETINGS FOR A COST OF $150.00 PER WEEK. THIS WOULD INCLUDE SET-UP, PLAYBACK SCHEDULING ETC.

RICHARD Beck.

P.S. THIS INCLUDES WORK SESSIONS..

WS 8

VIDEOBECK PRODUCTIONS INC.

P.O. Box 213 Gladstone, OR 97027
(503)657-3043

INVOICE

910975

SOLD TO: CITY HALL/MILWAUKIE
MILWAUKIE, ORE 97222
ATTN: PAT DUVAL

SHIP TO: CITY HALL

DATE	DATE SHIPPED	TERMS	SHIPPED VIA	FOB	SALESMAN	OUR ORDER NO	CUST. ORDER NO
9-10-97		NO DAYS			BOB		

QUANTITY	DESCRIPTION	UNIT PRICE	AMOUNT
	CAMERA & AUDIO SYSTEM FOR		
	WORK SESSION IN CONFERENCE ROOM		
2	COLOR CAMERAS (SONY SSC-DC14)		
2	MOUNTING BRACKETS		
2	TABLE TOP MICROPHONES & STANDS		
2	10W MICROPHONE CORDS		
	INSTALL & HARDWARE		
	TOTAL FOR ABOVE		1960.00
		SALES TAX	
		TOTAL	1960.00

LAZERQUICK® Form 103

WS 9

VIDEOBECK PRODUCTIONS INC.

P.O. Box 213 Gladstone, OR 97027
(503)657-3043

INVOICE

BID

SOLD TO: CITY OF MILWAUKIE
MILWAUKIE, ORE 97222
ATTN: PAT D.

SHIP TO: SA

DATE	DATE SHIPPED	TERMS	SHIPPED VIA	FOB	SALESMAN	OUR ORDER NO	CUST. ORDER NO
6-3-97		BID			BEC		

QUANTITY	DESCRIPTION	UNIT PRICE	AMOUNT
	BID FOR VIDEO + AUDIO SYSTEM		
2	SONY CDMEMO (SSCD14)		
	(LENS - POWER UNIT - MOUNTING	750.00	1500.00
1	MACKIE CR SERIES AUDIO MIXER BOARD		350.00
4	25' MICROPHONE CABLES (XLR TO XLR)		150.00
	INSTALL AND MISC HARDWARE		300.00
	TOTAL		2300.00
	(THIS SYSTEM WILL USE THE MICROPHONES YOU ALREADY HAVE.)		
		SALES TAX	
		TOTAL	2300 00

LAZERQUICK® Form 103

WS 10

VIDEOBECK PRODUCTIONS INC.

P.O. Box 213 Gladstone, OR 97027
(503)657-3043

INVOICE

325973

SOLD TO: CITY OF MILWAUKIE
MILWAUKIE, ORE. 97222
ATTN: PAT DOUGL

SHIP TO:

DATE	DATE SHIPPED	TERMS	SHIPPED VIA	FOB	SALESMAN	OUR ORDER NO.	CUST. ORDER NO.
3-25-97					PWS		

QUANTITY	DESCRIPTION	UNIT PRICE	AMOUNT
	FILM THE CITY COUNCIL MEETING		
	3-18-97		
1 hr.	SET-UP		35.00
4.5 hrs	MEETING		157.50
	SALES TAX		
	TOTAL		192.50

LAZERQUICK® Form 103

WS 11

Citizen involvement: the key to rebuilding trust

The pollsters say that the citizens don't trust their government officials. How do local officials work to regain the trust of their citizens?

by Susan Watkins

Trust is one of those words that's hard to define, but you know when it exists. And you certainly know when it's been damaged.

A recent study project concerning the level of confidence in local government conducted by the League of California Cities concluded that the public's "trust is, at best, seriously frayed and at worst, severely fractured."

Research conducted nationally by the Kettering Foundation confirms the unfortunate fact that similar sentiments are echoing across the country, and Colorado is no exception.

From all indications, citizens believe government decisions and spending are out of control and that governments at all levels consistently ignore the "will of the people."

Dealing with mistrust

Government officials and staffs, in turn, struggle to meet the needs of their constituents, while faced with an increasing number of tax and term limitation measures, coupled with public outcry over almost any government decision.

What can be done to restore citizen confidence, end the negativity, and allow governments to get on with sincerely trying to serve the public's best interests?

Involve citizens.

Let them help make the tough decisions. Help them understand the problems—before you arrive at solutions. Don't just announce what the city's plans are and expect citizens to go along.

Start at the beginning

Allow them to have the same kind of complete information the staff has so that they can form their opinions based on full information. Citizens will form opinions anyway; they might as well base those opinions on facts. Don't tell them only the "official" version of a problem facing the community.

Let people see firsthand the sometimes-messy process of making hard choices. Don't make an administrative decision behind closed doors and then try to "sell" it to them as the best alternative. Include them from the beginning in the process of finding possible solutions and trying to select among the alternatives.

Acknowledge to your citizens that they have the right and the responsibility to be involved, and openly invite their participation. Don't allow the process of government to be adversarial.

View citizens as individuals, not as "the general public" with one collective set of judgments. Don't ever assume to know how a person feels about an issue until you have talked to that person.

This new and absolutely necessary way of doing business is not easy, nor is it fast, nor is it cheap. And it's certainly not painless. But unless we use genuine involvement to build understanding, the face-off between government and the governed will continue. And if that happens, we all lose.

Building relationships

There are a myriad of techniques to use to involve people effectively in government. They go far beyond public hearings and citizen task forces; in fact, they focus instead on building relationships with individual citizens. With thousands of citizens to serve, that may well sound not just overwhelming, but impossible.

There is a systematic way to involve citizens. It slows down the process, but it also avoids negative newspaper headlines, hostile crowds, and abandoning public projects which make good technical

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Susan Watkins is President of Susan Watkins Communications in Colorado Springs, a public relations and news media training consulting firm. She will talk at the CML Conference on "Promoting Citizen Involvement."

WS 12

sense. It does not guarantee that everyone will end up best friends, all deliriously happy about the final decision. But methodically involving citizens will build credibility, respect, and even trust of government elected officials and staff.

The key is first to define the problem clearly, and to make sure it's a genuine problem that will affect citizens in some way. Then you need to determine who would be interested in the problem and why they would be interested. Once that's done, it's a matter of talking to those individuals, businesses, groups, or organizations who are interested in the problem and who certainly have an interest in the solution.

Not every citizen will care about every community problem or issue. But if they do care, and if they feel they have been ignored, or that something has been "done to them" without the opportunity for them to make their views known and to have some say about the final decision, there will be trouble. And trust will suffer once again.

Without the full support of councilmembers and the top administrative staff, the effort will be window dressing, and that will only make things worse.

Commitment from the top

Restoring trust and rebuilding the battered relationship with citizens requires a serious commitment at the top of the government organization. Without the full support of councilmembers and the top administrative staff, the effort will be window dressing, and that will only make things worse.

It's clear that citizens feel separated—even alienated—from government. Some of them have given up on the whole system and have come to believe it's *supposed* to be a "we-they" relationship. Surely that's not what Thomas Jefferson had in mind when he envisioned democracy in our country. We need to provide the citizens with facts and listen to their thoughts; we need to let them know that we are all on the same side.

If we're going to get citizens back working with government, both elected officials and staff need to take the lead. They must take seriously the responsibility to initiate the process of rebuilding trust. And, for that critical process to be effective, it must be carried out genuinely, fairly, honestly, and openly.

Government leaders must allow themselves to be idealists, to believe that confidence and trust can and should be restored, and to show that belief in their everyday dealings both inside and outside of city hall. ❑

WS 13

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10 HABITS OF HIGHLY-EFFECTIVE COUNCILS WS14

by Carl H. Neu, Jr.
Lakewood, Colorado

Local government, especially municipal government, directly affects what our daily existence and experiences are, and the quality of life we perceive we have within our communities. No city deserves, nor should its citizens tolerate, a council that isn't extraordinarily effective and competent in leading the city.

Thomas Cronin, a recognized authority on public policy, defines leadership as, "making things happen that might not otherwise happen, and preventing things from happening that ordinarily might happen. It is a process of getting people together to achieve common goals and aspirations. Leadership is a process that helps people transform intentions into positive action, visions into reality." The quality of leadership effectiveness demonstrated by a governing body and its ability to be a highly-effective council are not attributes bestowed upon it by a swearing-in ceremony. They are the result of disciplined adherence to a set of fundamental principles and skills that characterize highly-effective governing bodies. This article lists five "habits" of highly effective councils based upon the author's observations of hundreds of city governing bodies over the last 20 years. Next month's *Newsletter* will list the remaining five habits.

1. Think and Act Strategically

A council's primary responsibility is not just policy, or doing its "Roman Emperor" routine (thumbs up or thumbs down) on agenda items at public meetings. It is to determine and achieve citizens' desires for the community's future. Councils and their administrative teams must accept responsibility for shaping the future of the community by expanding their mental horizons to identify and meet the challenges that must be addressed through decisive leadership and goals for the attainment of that future.

A strategic leader always comes at you from the future and takes you back from the present to the future. This leadership adventure starts with ***vision***, and evolves to defining the strategic issues that must be mastered to achieve the vision. The next step is the development of long-range goals that address these strategic issues and which provide decision-making and budgetary focus for the successful implementation of these goals. Living from one annual budget to another, and from one council meeting to the next, condemns your community and its future to happenstance and the type of thinking that befuddles national governance and policy. For this reason, polls show an overwhelming majority of citizens want important issues affecting their lives to be decided at the local, "home town" level. Here, they expect leadership, sound thinking, and decisive action. In spite of this citizen expectation, a 1996 survey conducted by the International City/County Management Association (ICMA) indicates less than 40 percent of all councils set long-term strategic goals to guide their semi-monthly forays into decision making.

A council's primary responsibility is . . . to determine and achieve citizens' desires for the community's future.

2. Understand and Demonstrate the Elements of Teams and Teamwork

Councils by law exist and have authority only when their members convene as a "body" to do business. They also are a component of a corporate being which must speak, act, and fulfill its commitments with one voice, in a mature, effective and reliable manner. Councils are a collection of diverse individuals who come together to constitute and act as an entity, and only when operating as this entity can they exercise authority and perform in fulfillment of their purpose. This is a classic definition of team.

Carl Larson and Frank LaFasto, two preeminent authorities on teams and teamwork, define team as an entity comprised of two or more people working together to accomplish a specific purpose that can be attained only through coordinated activity among the team members. In short, a team is an entity that exists to fulfill a specific function, or purpose, made up of disparate, interdependent parts (individuals) who collectively achieve a capacity that none of its members could demonstrate individually.

Teams always have two components I call their "S" components: *systemicness* and *synergy*. All teams are systemic by definition being made up of interdependent parts (people) who affect the performance of each other and the team. Synergy is the ability to achieve an output, or effect, together as a team that is more than that which would be the sum of the team members' individual efforts. While all teams are systemic, relatively few are synergistic unless its members understand, master and demonstrate the fundamentals of teamwork, which are:

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- clear sense of purpose and goals;
- clearly defined roles and relationships that unite individual talents and capacities into team performance;
- integration of members who have basic technical, interpersonal, and rational decision making competency;
- a commitment to team success and quality performance;
- a climate of trust, openness, integrity, consistency and mutual respect;
- clear standards of success and performance excellence;
- the support, resources and recognition to achieve success; and
- principled and disciplined leadership.

Highly-effective councils spend time building their sense of team and the skills for productive teamwork.

3. Mastery of Small Group Decision Making

Most councils are classic small groups; less than a dozen people. Small groups demonstrate certain skills and behaviors that "link" their members together, as well as processes they follow to make decisions in fulfillment of that group's purpose. Figure 1 summarizes the "skill sets" essential to small group effectiveness.

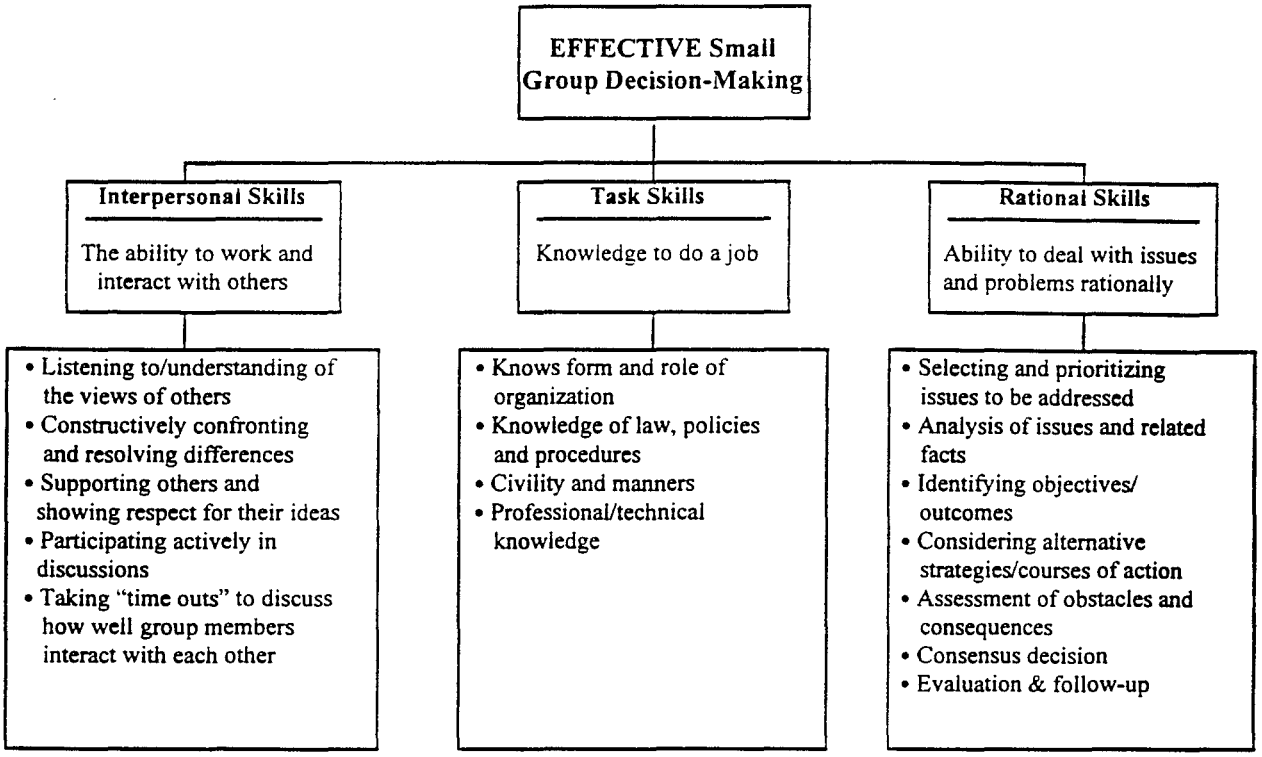

Figure 1: *Effective Small Group Decision-Making*

4. Clearly Defined Roles and Relationships

Each team member's contribution to and relationship with the team (i.e., mayor, council member, etc.) must be defined in terms of roles to be assumed (function), and how that role is to be carried out through one's behavior (performance).

Role has two elements: *function*, what the specific responsibilities of that role are irrespective of incumbency, and *performance*, how one occupying the role is expected to behave and fulfill his/her responsibilities. Councils, through charter, statute or ordinance, have clear definition of function. The performance component must be defined within the team through discussion and mutual definition of those behaviors and practices expected of the mayor and council members in the conduct of their duties and interactions.

Vince Lombardi, when asked, "what makes a winning team?" replied, "start with the fundamentals. A player's got to know the basics of the game and how to play his (her) position. The players have to play as a team; not a bunch of individuals. The difference between mediocrity and greatness is the feeling the players have for each other" (relationships). Teams talk about and define expected roles and relationships and give constructive feedback to its members on the degree to which they are fulfilling these expectations.

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5. Establishing and Abiding by a Council-Staff Partnership

We have all heard the popular phrase, "council makes policy, staff implements policy," a total misconception of reality. Policy making and policy implementation are not distinct and separate functions. Policy making-implementation is a continuum of thought and relations that transforms ideas and abstractions (visions, policies, goals, plans, etc.) into defined, observable ends or outcomes (results, programs, building, streets, deliverable services, etc.). Council and staff share this continuum as partners ensuring each other's success. Each person plays an important role in creating sound policies and ensuring their effective implementation through reliable administrative practices and performance. Figure 2 depicts this partnership and continuum.

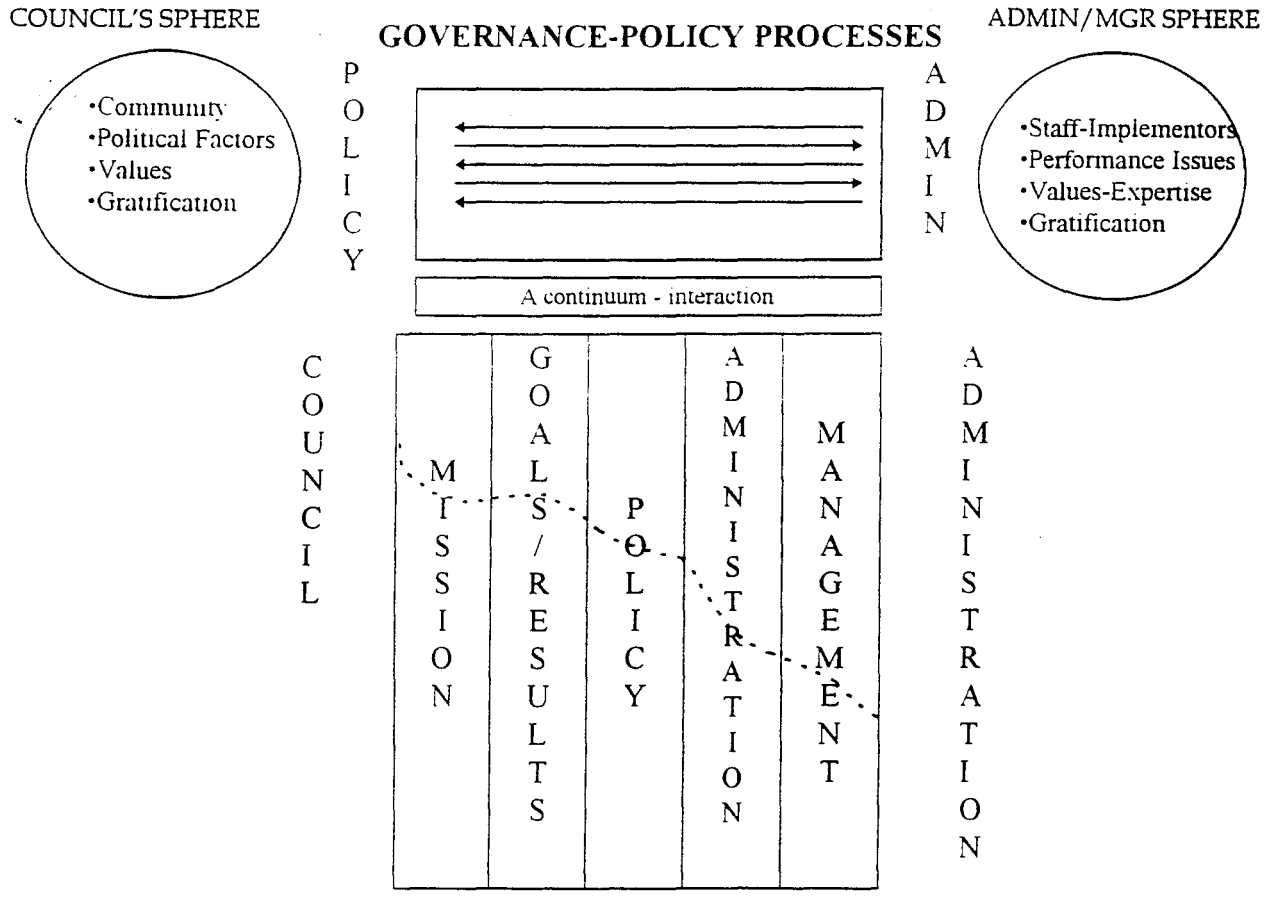

Figure 2: *Council-Staff Partnership*
(To what degree is this partnership understood, discussed, and respected by council members?)

John Carver, a widely acclaimed author who writes about boards that make a difference, discusses this partnership as one in which councils define what needs are to be met and ends (outcomes) achieved. He believes that councils should allow staff within council-established limits to define the means for achieving these ends, and establish a council-staff linkage that empowers staff to do its tasks and be evaluated on the results produced.

Councils that accept and abide by this partnership focus on vision and goals, good policy and assuring/empowering effective staff performance. Those that do not, frequently fall prey to micromanaging - a perceived need to become involved in, or retain approval over, staff activity and plans.

A critical element and important council task in this partnership is city manager/administrator evaluation based upon clearly defined goals, policies and established guidelines on executive performance. According to the 1996 ICMA survey, only about 45 percent of all councils formally evaluate their city manager's performance.

(More "Habits" next month!)

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10 HABITS OF HIGHLY-EFFECTIVE COUNCILS

by Carl H. Neu, Jr.
Lakewood, Colorado

Local government, especially municipal government, directly affects what our daily existence and experiences are, and the quality of life we perceive we have within our communities. No city deserves, nor should its citizens tolerate, a council that isn't extraordinarily effective and competent in leading the city.

This article lists the "habits" of highly effective councils based upon the author's observations of hundreds of city governing bodies over the last 20 years. Last month's Newsletter listed habits 1 through 5; this article describes the remaining five habits.

6. Systematic Evaluation of Policy Implementation

Councils, as do most legislative bodies, frequently fall into the Jean Luc Picard syndrome (Star Trek II): "Make it so." They assume that council action equates to policy/program implementation. The next time council hears about the policy is when a problem or crisis arises.

Highly-effective councils expect periodic feedback on policy results and possible policy amendments that may be required. This feedback can be provided through progress reports, status memos/newsletters, and "policy reviews."

7. Allocating Council Time/Energy Appropriately

Councils, like any team, "play" in a number of settings or "arenas" to achieve overall, peak performance. There are four council-staff arenas. Each must be appreciated for its purpose and contribution to a council's effectiveness. They are:

- Goal-setting (retreats or advances)
- Exploration and analysis (study sessions)
- Disposition/legislation (regular public meetings)
- Community (interactions with constituencies and other agencies)

The figure below identifies the purpose, typical settings, focus and key characteristics of each arena. All four arenas are essential to a highly-effective council's fulfillment of its leadership, policy making, goal setting, and empowering effective staff performance responsibilities.

ARENA	GOAL-SETTING	EXPLOSION & ANALYSIS	DISPOSITION-LEGISLATIVE	COMMUNITY
Purpose	• Establish vision • Explore potentials • Set goals • Direction/Priorities -Community -Services -Staff action -Budgets	• Understanding the issue(s) • Problem identification • Selecting "best options" • Building commitment	• Official action • Vote on items -Resolutions -Ordinances • Public input • Mobilization of support	• Interaction with constituency-citizens • Building alliances • Outreach-liaison • Coordination with other entities
Typical Setting	Retreat/Advance - informal off-site workshop	Study Session - conference room	Public - formal council meeting in chambers	Numerous - diverse formats
Focus	• Future of city/community • Evaluation of -Needs -Trends -Strategic issues • Community desires & values • Leadership	• Developing knowledge for decision making • Sorting of options • Examine consequences • Set strategies • Ability to make competent & informed decisions	• Agenda - formality • "Show" of authority • Ratification/ Adoption • Political pressures • Psychological needs	• Communication • Problem solving • Collaboration - coordination • Partnership • Acting as a community
Key Characteristics	• Informality • Sharing of options • Open dialogue • Creative thinking • Humor - adventure • Face-to-face/Group interaction	• Council-staff dialogue • Questioning - testing of ideas • Information exchange • Negotiating - consensus building • No voting • Face-to-face/group interaction	• Formal meetings • Rules and procedures • Public input/involvement • High visibility • Pressure/advocacy from groups • Voting • Group interaction	• Being "outside" city hall • Responding to requests • Joint ventures • Interagency activity • Multiple interaction modes and communication techniques

Figure 1: Arenas for Governing Body-Staff Performance

Highly-effective councils have at least one goal-setting retreat or advance annually. They also have two study sessions monthly, usually in the weeks between regularly scheduled public hearings. Here, they confer with staff and other experts about significant items under consideration requiring eventual "official" actions. While these meetings are open to the public as observers, the public does not participate in the council-staff dialogue.

Many councils short change this arena, pushing the opportunity for learning into the formal public hearing which is not designed for, nor capable of, promoting much in-depth analysis of complex issues. The arena of *disposition/legislation* is designed to get to a vote, not promote careful analysis of complex issues.

The fourth arena, *community*, is becoming more important. It is rapidly transforming the role of council and how it spends its time. Communities today are more dependent upon sophisticated alliances and partnerships among groups, public and private entities. Multiple profound change in how public officials operate is occurring within this fourth arena. The community arena requires more time in interactions outside of city hall and puts more time pressures on mayors and council members.

8. Having Clear Rules and Procedures for Council Meetings

Council meetings exist for the purpose of doing council's business. Literature on how to conduct effective/productive meetings specifies the need for, and adherence to, clearly defined rules and procedures. Many councils, however, drift from these rules and procedures in pursuit of informality, collegiality, and "just being nice." They let their meetings drone on with lack of focus, redundant comments and endless discussions. Rules and procedures don't preclude citizen input, courtesy or sensitivity to public concerns and viewpoints. They respect all these elements and the necessity to conduct business in an orderly, disciplined and productive manner.

9. Getting a Valid Assessment of the Public's Concerns and Evaluation of Council's Performance

Elections are contests among individuals vying to become a member of the council. They are not valid, objective assessments of the public's feeling about the quality of council's performance as a governing body, and whether or not it is addressing issues effectively. Highly-effective councils seek feedback through a number of "market research" tools such as focus groups, surveys and questionnaires.

Highly-effective councils are comprised of members who honestly know they don't know it all.

Typically, the phone calls a council member receives, or the comments made in public hearings, are not valid or accurate reflections of the entire community's sentiments about issues and council's performance. This "market research feedback" should be on-going and included in the annual goal setting retreat or advance.

10. Continuous Personal Learning and Development as a Leader

Leaders read, attend workshops, and constantly seek for information, understanding and insight. Elizabeth Kautz, Mayor of Burnsville, Minnesota, giving advice to newly-elected municipal officials said: "Decide what your role is, identify the skills you need to be effective in that role, and GET THEM!" Highly-effective councils are comprised of members who honestly know they don't know it all. They take advantage of the myriad of opportunities to learn and perfect their skills by reading, going to municipal league and National League of Cities workshops, and every forum that can expand their skills to lead and govern well.

Highly-effective councils also learn as a council. Assess objectively your council's performance in each of the ten habits. Decide where gains can be made, then set up the opportunity through council workshops to learn the skills to make these gains.

The last, and probably most important, point: keep your sense of humor. Governance is serious business dealing with vital issues affecting our communities and the quality of life we experience daily within them. Humor reduces friction and stress, lets others know we and they are human, and is a pause that refreshes our insight and commitment. It is essential to creating and maintaining relationships.

Every community deserves nothing less than highly-effective councils that embrace and accept accountability for the community's performance in creating its future, and effectively addressing, in the present, those issues and challenges vital to attaining that future. That is what is at stake — our community's future. With few exceptions, every council can be highly-effective and provide strong leadership, but to do so requires a good governance model and disciplined adherence to the fundamental principles (habits) of effectiveness.

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COMMUNITY-SENSIBLE GOVERNANCE: THE EMERGING POLITICAL REALITY OF THE 21ST CENTURY

A New "civil war" is raging in the United States that will redefine where the power resides to shape and realize the destinies of communities. "Community-sensible" governance must be the means by which U.S. communities and the nation as a whole will embark upon an uncertain but exciting future.

CARL H. NEU, Jr. and JACK ETHREDGE

A major redefinition of how local governments, especially cities, ought to work and how basic services can best be delivered in the 21st Century is emerging. Economic development, planning and paying for growth, maintaining and expanding infrastructure, providing quality services and amenities, meeting accelerating social/human service demands, and achieving the future each community desires are serious challenges for all local governments. This especially is true since it has become evident that local governments are having to turn to their own innovative capacities and resources to meet many of these challenges. Centralized approaches advocated by federal policies, state programs, and mandates are not producing new approaches that respond to the unique needs and desires of various communities of people efficiently, sensibly, and in ways that win public support and involvement. Also, old approaches have been abandoned or underfunded by federal and state agen-

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cies.

As local governments have strained to meet these challenges, they have encountered dramatic shifts in the attitudes of federal and state governments experiencing severe financial distortions of their own. This has initiated a rethinking of the nature of relationships existing among the federal, state, and local governments. More important: it has caused local governments to realize that the power for defining and resolving issues of direct concern to the communities they serve must be preserved and strengthened if they are to cope effectively with the overwhelming demands and changes they are experiencing. As the pressures of reality and change shift downward, so too must the authority and power to deal with these pressures.

COMMUNITY-ORIENTED, "BOTTOM-UP," NEIGHBORHOOD-FOCUSED PROBLEM SOLVING WILL BE THE BASIC GOVERNANCE MECHANISM OF THE 21ST CENTURY.

Community: The Basic Governance Unit

Community-oriented, "bottom-up," neighborhood-focused problem solving will be the basic governance mechanism of the 21st Century. State and federal governments will be repositioned to support the efficacy of this decision-making and service-delivery model with supplemental resources. Local governments and communities will have to assume responsibility for coordinating and integrating their efforts involving areas of mutual concern on a multi-community (regional) basis.

The governance models of the 21st Century reflect a rediscovery of a basic truth of human existence; people are first and foremost part of a community in which they exercise their options for daily existence. Given modern communications technology, these communities for some people are global. The decades-long experiment to centralize numerous governmental powers and decisions at the federal and state levels has failed. The effort introduced illusions of supremacy into the governance process an local communities were perceived as "inferior," and therefore dependent upon, federal and state governments for guidance on how to respond to local needs. This unfortunate arrangement is evidenced still by the annual rush of many local entities to the federal and state dispensers of permission and largess. This behavior only reinforces the attitude of supremacy at the federal and state levels and dependency at the local level. It further erodes local government confidence about its ability and willingness to deal with the challenges it faces.

The rediscovery of communal roots and the capacity of communities of people to define productive solutions to their own problems and needs are triggering a reformation of governance in our society. This return to community as the basic decision-making unit in our politi-

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cal system will lead to a redefinition of how governance — and its derivative — government will work in the future. This reformation, as is the case with all reformations, will be bumpy and inevitable. But when it is accomplished, we will enjoy a new level of consciousness about what it means to be a democratic society.

In 1988, an article entitled "Strategic Governance: A Community Integration Process" appeared in the NATIONAL CIVIC REVIEW. Its basic premises were three-fold:

• Throughout our society; new, painful, and complex realities were challenging our traditional views of government and the decision-making processes to address the numerous issues communities were facing.

• Municipal governments had to transcend their tendencies to focus on organizational structure and service-delivery responsibilities. They now must "manage" their communities as a whole in a manner that integrates conflicting energies into directions and collaborative efforts that draw attention to shaping a community's future through purposeful action.

• Local governance is expanding and redefining the concept of representative government to include numerous community- and neighborhood-based decision-making approaches labeled as "participatory democracy." The role of local government is moving toward fostering collaboration and participation by the various communities of people who want to be involved in defining and implementing responses to their particular needs and problems.

The resurgence of interest in strategic planning, economic development, and finding new approaches to seemingly intractable community frustrations has caused many cities to reexamine their role and approaches to governance and service delivery.

Rediscovery of Community: The Thornton, Colorado, Experience

THE REDISCOVERY... OF THE CAPACITY OF COMMUNITIES... TO DEFINE PRODUCTIVE SOLUTIONS TO THEIR OWN PROBLEMS ... IS TRIGGERING A REFORMATION OF GOVERNANCE...

Thornton, Colorado, a suburban entity of 55,000 located in the north-central sector of the Denver Metropolitan Area, found that its citizens, based upon opinions expressed in focus groups, did not see themselves as living in a web of overlapping independent governmental jurisdictions with constrained powers and conflicting interests. Instead, they believed they lived in a community in which they worked, played, worshiped, shopped, learned, and socialized. Their sense of community did not conform to the city's geographical boundaries and their expectations of the city were not limited to the services it provided. They just expected their com-

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munity, and all its numerous jurisdictional entities, would function harmoniously to their benefit and sense of personal well-being. They look to the City of Thornton, and especially its city council, to resolve issues on their behalf regardless of what jurisdictions are involved or what the city's specific responsibilities may be. To them, the City of Thornton is responsible for ensuring they live in and enjoy the distinctive attributes of a well-functioning community.

The city manager at the council's 1990 Advance (annual goal-setting workshop) posed four observations to the council members:

- "[Historically] the city emphasized providing a collection of services intended to respond to basic operational, public safety, and infrastructure needs."
- "It is incumbent upon city government, given the abdication of the federal government; the somewhat paralyzed state government; the rural thinking county government; to actively, aggressively and prudently represent the interests of its citizens even if those interests are outside of what is today considered the normal service-delivery repsonsibilites of city government."
- "The city has to be a player in the renewal of mission and purpose of this government, to place emphasis on the vision and values of the community to achieve incremental gains for the betterment of the community."
- "I believe the city's entrance into the arena of community issues will lead to enhanced public credibility and to a significantly improved relationship and dialogue between the citizens and City government. I believe that citizens will identify and relate closely as the city demonstrates leadership and concern for those issues that are impacting their lives significantly."

This leads to three outcomes:

- **A New Mission Statement.** "Our mission is to serve as a catalyst to create a self-sufficient community. Thornton will be responsive to the physical and human requirements of its citizens through innovative leadership and planning. We will ensure the availability of a broad range of services using all available public and private resources."
- **A Redefined Operating Philosophy.** "We are committed to quality leadership for the benefit of our citizens. We will:
  - — Be professional in our attitude and proficient in our tasks.
  - — Encourage a spirit of cooperation in dealing with the mutual problems and challenges facing our community.
  - — Expect and demonstrate courtesy and respect in all interactions.
  - — Commit to excellence in all services provided to our community.
  - — Be accountable and effective stewards of the public trust and resources.
  - — Display innovation and initiative in responding to the needs of the community.
  - — Participate in and promote the exchange of ideas through open communication.
  - — Recognize that all individuals living and working in the community

are essential resources for achieving the City's mission and goals."

• **A New Sense of Community Partnership (Teamwork).** Partnership implies interaction among equals who may possess differing talents and responsibilities. The first task was to replace the council-manager-staff dichotomy perceived as a cornerstone of the council-manager form of government with a council-staff partnership. In this partnership, the council and staff participate equally in defining significant community issues, appropriate goals, and broad action plans for attainment of those goals. Council retains its responsibility to ratify the goals; staff develops and oversees specific implementation methodologies. Both work to include other members of t[he] ommunity in the goal-setting and i[m]plementation processes so that participation and collaboration become the means for decision making. The initial benefit of this new community-oriented governance consciousness is greater dialogue and understanding that really delves into issues and the thinking/perspectives of all members of the community involved in or affected by any given decision or action taken by council. Council has become more strategic and long-term in its thinking and reflects a sense of community stewardship. This transformation has taken concerted effort to move away from a tendency to focus on immediate constituent gratification and "hands-on" tactical responses to concerns and issues.

The Thornton City Council, at its 1991 Advance will:

• Strengthen its commitment to teamwork and partnership both with staff and community/neighborhood groups.

• Define opportunities to "step out and energize" its mission fully.

• Move to a biannual budgeting cycle to reinforce a longer term leadership perspective and align the community's dialogue about issues to the city's natural political rhythm (i.e., municipal elections which occur biannually. It also recognizes the reality that "community issues" frequently are not under the total control of the City's government. Therefore, these community issues may not be resolvable through traditional city service-delivery approaches and short-term outlooks. They necessitate longer-term planning, problem-solving, and resource allocation procedures than typically permitted by "annual" perspectives).

• Maintain a necessary balance between community-oriented leadership and the ability to accommodate immediate constituent concerns and demands.

Rediscovery of Community: Insights from Minneapolis, Minnesota

The City of Minneapolis is recognized internationally for its enlightened and community/socially-conscious government and municipal leadership. Its 12 city-wide goals adopted by the Mayor and Council for the 1991-1995 period include four particular areas of community emphasis:

• A vital and economically healthy downtown;

• Neighborhoods that are revitalized through citizen participation and

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neighborhood-based service delivery;

• Ensuring all children have access to educational resources to achieve their full academic potential; and

• Cooperating and collaborating with other levels of government to address effectively critical problems facing the community.

In February, 1991, the Minneapolis City Council, Board of Hennepin County Commissioners, and boards of the school district, park district, and library district met in their first "community forum" to share perspectives about emerging issues, goals, concerns, and priorities. The neighborhoods, children and downtown businesses emphasized in the city's goals share these five overlapping jurisdictional entities. Three outcomes were of particular interest:

• The observation that "up to now, there has been a real loss of commitment to coordination; we [the five entities represented] just hadn't kept in touch."

• There needs to be real evidence of collaboration at the senior policy-making level. "Most programs and activities emphasize collaboration at lower [operating] levels, but not at the senior administrative and policy-board levels."

• There had been a number of successful collaborative community-oriented efforts among the entities, but all tended to be "close-ended" and specifically focused. The goal that called for neighborhood revitalization through citizen participation and neighborhood-based service delivery was both "open-ended" and an acid test for achieving "community" at the grass-roots and overlapping jurisdictional/policy-making levels simultaneously.

The mission of the Neighborhood Revitalization Program is "to revitalize Minneapolis neighborhoods through a cooperative and coordinated service planning and delivery process involving neighborhood residents, public agencies, and private interests." Its basic strategy for achieving this revitalization has two elements:

• Neighborhood involvement that produces a specific neighborhood action plan potentially unique to each of the City's 81 neighborhoods. These plans define priority neighborhood needs and those services required from the city, county, school district, park board, library board, United Way, and numerous other public and private entities to mee those needs.

• Interagency cooperation to implement each of the neighborhood plans, up to and including "budget priorities to ensure that the participatory organizations will cooperate with each other in responding to identified neighborhood needs."

The Neighborhood Revitalization Program "is expected to encourage the allocation of existing resources to support the specific program priorities set out by each Minneapolis neighborhood." It also reorders the basic powers and service delivery priorities of each of the five local and regional governmental entities involved toward providing, in a "wholesale manner," necessary programs, resources, and services which will be integrated and delivered in accordance

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with the specifications established at the "grass-roots" neighborhood and community level. Minneapolis has moved toward a redefinition of its basic mission and operating philosophy as has Thornton.

Both cities have concluded in their unique ways that as the pressures of reality, change, and basic survival shift downward to the neighborhood and community level, so too must the authority and power to deal with these pressures.

Realignment of "Government" Roles

The Thornton and Minneapolis experiences serve to bring community resources and needs together on the most meaningful level of all: getting people to identify those things that are most important to them and which they desire to w[illegible]on at their neighborhood/communi[illegible]evel. The two concepts, "importance" and "desire", can be clouded because people may feel powerless to affect many issues that are most important to them. Government also has to prepare the community to work on those issues with a sense of empowerment as well as involvement. The experiences of both cities reposition the fundamental role of federal, state, and local governments to one of empowering this community/neighborhood-based governance process. It means the final definition of service needs and the integration of their delivery doesn't occur in any government agency board room; it occurs at the "user/point of delivery" level. Furthermore, it also means that intergovernmental cooperation now must occur at this "point of delivery" level. The role of each affected jurisdiction and agency, then, is to integrate or merge programs and budgets to ensure its respective contribution is in direct response to the specifications contained in the community/neighborhood plan and that redundancy and waste are minimized. This is the ultimate manifestation of "grass-roots" governance: user-designed governmental services and programs. It means government finally has been forced to recognize and respect the power of its customer.

Also, local governments must go one step further and empower their various communities and neighborhoods to create specific plans for addressing their needs. The role of public entities is to work in partnership with members of these communities and neighborhoods to:

- Identify issues to be addressed;
- Share information and data sufficient to understand the issues and create various options for dealing with them;
- Clarify and integrate the interests and opinions of divergent groups;
- Develop consensus on appropriate goals and action plans;
- Ratify the consensus through appropriate legislative or contractual actions;
- Contribute to the

PEOPLE MAY FEEL POWERLESS TO AFFECT MANY ISSUES THAT ARE MOST IMPORTANT TO THEM.

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implementation of agreed upon goals and action plans;

• Provide or supplement necessary services and resources; and

• Maintain support and commitment to the goals and implementing actions.

This profound realignment of role begs the question whether autonomous government bodies, independently elected public officials and their bureaucratic staffs, and even current public policy and legislation will defer to communities and neighborhoods. It also raises questions about the capacity of communities and neighborhoods to form comprehensive responses to their needs and ambitions. As is evident in any reformation or POWERSHIFT (an Alvin Toffler term), skeptics abound; progress usually occurs; change is certain.

THE GOVERNMENTAL ENTITIES MOST CAPABLE OF RESPONDING TO A REALIGNMENT OF ROLE WILL BE CITIES AND SCHOOL DISTRICTS.

The governmental entities most capable of responding to a realignment of role will be cities and school districts. Cities have been victimized for so long by centralized federal and state programs, financial controls, preemptive regulation, and mandates that they have had to reach out in their own best interest through economic development efforts, intergovernmental cooperative agreements, and public-private collaborations just to survive. School districts, by embracing site-based management concepts, have adopted new models of community-based decision-making. County governments, special purpose districts, statehouses, and federal agencies have been more reactionary and less inclined to accommodate this trend toward community-based governance. The question is not whether communities and neighborhoods can create plans; but whether they will be allowed to do so.

The Backlash—A New "Civil War"

In 1979, the theme of the World Future Society international conclave in Toronto was "Think Globally; Act Locally." The prevailing theme of most federal and state governments is "think globally; direct locally." The emerging theme of community-based governance is "WE THINK GLOBALLY; we'll decide and ACT LOCALLY; then, we'll reach out globally to get the resources and support necessary to achieve our objectives."

Emerging community-oriented community-based governance has unleashed an intense, but subtle "civil war" in all 50 states about the nature and degree of influence statehouses will be allowed to exercise over the ability of local governments, especially municipalities and school districts, to determine the future of their respective communities. Contributing to this conflict are two primary issues:

• Local governments are becoming more capable of acting on their own behalf without intermediaries. Modern

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mental Relations indicting that over half of all federal preemptive or regulatory statutes passed since 1789 were enacted after 1970. This stepped-up pace of mandating and regulating, as federal and state finances got together, has cascaded downward through state governments inducing ever greater financial pressures on local governments. Yet, federal agencies and state legislatures persist in inhibiting the capacities of local governments to act in their own best interests.

Home Rule

At first glance, the "civil war," in most states, seems to be about unfunded state mandates, state control over local government revenues and funding, and the relative powers of local governments to define and achieve their desired destinies. However, the battle is over a more fundamental issue: HOME RULE. Home rule has to do with giving local governments the authority, accountability, autonomy, empowerment, and discretion to innovate and address local issues directly. In cities such as Minneapolis,[1] the home rule concept now is being extended downward to the community and neighborhood level. Home rule, wherever, and to the degree it is applied, recognizes that communities of local interest — whether they be local municipal governments, school districts, neighborhoods, or groups of citizens sharing common interests and objectives — really are the lenses or focal points that coalesce all available resources toward fulfilling clearly defined and legitimate needs. This very notion reverses the traditional government pyramid which espouses the supremacy of federal and state governments over local governments. State governments tend to persist in their efforts to direct or constrain local government options by imposing mandates, centralizing revenue collection and distribution under the guise of redressing fiscal disparities, and continuing to deny or limit home-rule powers.[2]

The "civil wars" vary from state to state, but they are evidenced in direct challenges to state authority via court cases, intense lobbying for new legislation expanding local-government autonomy, and popular initiatives to amend state constitutions (the November, 1990 Florida constitutional amendment negating unfunded mandates not passed by a two-thirds vote of both houses of the state legislature is an example). Also, the impetus behind many tax rollback and limitation efforts is to keep local funds from leaving the communities in which they were generated. The objective in every one of these "civil wars" is getting state governments to accede to and collaborate in fulfilling the needs of local governments

HOME RULE HAS TO DO WITH GIVING LOCAL GOVERNMENTS THE AUTHORITY, ACCOUNTABILITY, AUTONOMY, EMPOWERMENT, AND DISCRETION TO INNOVATE AND ADDRESS LOCAL ISSUES DIRECTLY.

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mental Relations indicting that over half of all federal preemptive or regulatory statutes passed since 1789 were enacted after 1970. This stepped-up pace of mandating and regulating, as federal and state finances got together, has cascaded downward through state governments inducing ever greater financial pressures on local governments. Yet, federal agencies and state legislatures persist in inhibiting the capacities of local governments to act in their own best interests.

Home Rule

At first glance, the "civil war," in most states, seems to be about unfunded state mandates, state control over local government revenues and funding, and the relative powers of local governments to define and achieve their desired destinies. However, the battle is over a more fundamental issue: HOME RULE. Home rule has to do with giving local governments the authority, accountability, autonomy, empowerment, and discretion to innovate and address local issues directly. In cities such as Minneapolis,[1] the home rule concept now is being extended downward to the community and neighborhood level. Home rule, wherever, and to the degree it is applied, recognizes that communities of local interest — whether they be local municipal governments, school districts, neighborhoods, or groups of citizens sharing common interests and objectives — really are the lenses or focal points that coalesce all available resources toward fulfilling clearly defined and legitimate needs. This very notion reverses the traditional government pyramid which espouses the supremacy of federal and state governments over local governments. State governments tend to persist in their efforts to direct or constrain local government options by imposing mandates, centralizing revenue collection and distribution under the guise of redressing fiscal disparities, and continuing to deny or limit home-rule powers.[2]

The "civil wars" vary from state to state, but they are evidenced in direct challenges to state authority via court cases, intense lobbying for new legislation expanding local-government autonomy, and popular initiatives to amend state constitutions (the November, 1990 Florida constitutional amendment negating unfunded mandates not passed by a two-thirds vote of both houses of the state legislature is an example). Also, the impetus behind many tax rollback and limitation efforts is to keep local funds from leaving the communities in which they were generated. The objective in every one of these "civil wars" is getting state governments to accede to and collaborate in fulfilling the needs of local governments

HOME RULE HAS TO DO WITH GIVING LOCAL GOVERNMENTS THE AUTHORITY, ACCOUNTABILITY, AUTONOMY, EMPOWERMENT, AND DISCRETION TO INNOVATE AND ADDRESS LOCAL ISSUES DIRECTLY.

and the various communities and neighborhoods operating within their boundaries.

Redefining Counties and Regions

In the effort to re-empower local governments to meet divergent and uncertain needs of the future, two additional items must be addressed. First, just who and what is local government? Specific attention is being given to strengthening the performance and autonomy of municipalities and school districts. But the roles of county governments and independent special-purpose districts are becoming less obvious and even more uncertain. County governments, with the exception of certain counties with extraordinary urban county powers, are essentially extensions of state service-delivery mechanisms. In many cases, they have become little more than *de facto* city councils of unincorporated areas pitting themselves against the efforts of incorporated jurisdictions to deal directly with issues of interest to them. While municipal roles are being clarified and further empowered, it may be appropriate to achieve a concurrent reduction of county services and powers so they aren't state-directed competitors to municipal governments. The exception may be those few urban counties empowered to be super-municipalities.

The second item is the necessity to permit local governments to discover and implement mechanisms for achieving problem-solving and collaborative partnerships that address common challenges and needs on a regional basis. There is not yet a universal or generic model for "grass-roots" or community-based regional problem solving. In the past, the federal and state governments mandated regional planning that did little to foster a sense of intercommunity partnership. If the "core unit" of governance in the 21st Century is to be community-sensitive, community-based local government, then these local governments must define the arenas and mechanisms through which mutual efforts and regional collaboration will occur. Paradoxically, the search by local governments for regional mechanisms built around communities and issues of mutual interest provides further testimony to the limited relevancy of the federal and state governments as primary service-delivery agencies.

THE CURRENT "CIVIL WAR" IS ABOUT WHO SHALL HAVE THE PRIMARY RESPONSIBILITY AND POWER TO SHAPE AND ACHIEVE THE DESTINIES OF LOCAL COMMUNITIES.

Conclusion

The Civil War restructured the basis for a national union, concluding a long-smoldering and fundamental difference of opinion about the respective role or powers of the federal and state governments. The current "civil war" is about who shall have the primary responsibility and power to shape and

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COMMUNITY-SENSIBLE GOVERNANCE

achieve the destinies of local communities. Popular consensus and trends suggest local governments, and the communities and neighborhoods within them, will determine local destinies. Federal agencies and state governments, particularly state legislatures, are resisting this conclusion. If we at the local levels are to be masters of our own futures, we must ensure that local government is preserved as the bedrock of our society and its future. All levels of government, especially state and local, must work together in a sense of community-based partnership to address challenges faced by our local communities. "Community-sensible" governance will be the means by which we as a people and nation will embark upon an uncertain but exciting future through the decade of the '90s into the 21st Century.

C N R

Notes

[1]Ironically, Minnesota state government prohibits municipalities from exercising any meaningful home-rule powers, especially over finances.

[2]There are some notable exceptions such as Colorado and Texas. But, in both states, bills frequently are introduced that could restrict the exercise of home-rule discretionary powers.

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Building Community in a Neighborhood

from Building Community

Ed Schwartz, President

Institute for the Study of Civic Values

Philadelphia, 1991

A. Neighborhood Pride

The common elements of most definitions of neighborhood are territory and inhabitants. Ruth Glass describes a neighborhood as "a distinct territorial group, distinct by virtue of the specific physical characteristics of the area and the specific social characteristics of the inhabitants." It is easy, she observes, to find neighborhoods that are distinct territorial groups, but it is difficult, especially in cities, to find neighborhoods whose inhabitants are also in close social contact with one another. In rural areas, neighborhoods in both sense were easier to locate. Their characteristics have been summarized as follows: places with a name known to their inhabitants and smaller in size than a community, having common facilities such as a general store, a grist mill, or a school, and marked by social relations that include the exchange of assistance and friendly visiting. These are still the chief dimensions considered in urban studies. Ideally, residents of different neighborhoods are marked by a particular pattern of life-the subculture of their district--Whose norms will reflect the type of terrain occupied, the dominant type of land usage, the social traditions, and the general socioeconomic structure of the area. All of these elements operate within flexible but real geographic

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bounds.

Suzanne Keller, The Urban Neighborhood: A Sociological Perspective

The first step in planning for a neighborhood or in preparing to organize it is to determine what it is. If a city government decides that a particular section of town is a neighborhood, it is usually on the basis of discussions, even interviews, with people who live in it. The most serious organizational problems arise when citizens themselves do not feel that they are part of a specific neighborhood, or when they disagree as to what it looks like. Therefore, before reading on, ask two simple questions: what is my neighborhood and what are its boundaries? If others in the class agree with your assessment, then you all are at least starting in the same place. If you do not agree, then a critical item for class discussion will be the boundaries of the neighborhood itself.

You also ought to have a general picture of the neighborhood. What is its population? How many residents are in their 20's, how many between 20 and 30, how many between 30 and 50, and how many over 50? Of these, how many are married and how many are unmarried? How many families have children, and what is the average number of children per family? What is the approximate number of children in the entire neighborhood? The 1990 Census will provide some of this information, and under certain conditions your City government can actually obtain it by neighborhood. You ought to check with your city planning commission or housing agency on this, because an assessment of who is in the neighborhood is obviously critical to determining the basis upon which they might come together.You ought to know what is in the neighborhood. Some buildings will be obvious--a school, a factory, the most commonly

used stores. Yet you would be surprised at how many institutions and commercial establishments are located in your neighborhood of which you are completely unaware. If you have a few central commercial strips, you might walk through them, and make a note of every single store, company, and agency operating on them. These will have a decisive impact on the social, economic, and civic environment of the neighborhood, even if their influence will not necessarily be evident at first.

The next item for consideration should revolve around what you actually do in your neighborhood. You live there--meaning that you own or rent your home and experience all the problems associated with housing. You also travel to and from your home, suggesting that the quality of transportation is important to your neighborhood. If you have children, they will spend a substantial amount of time in the neighborhood--playing, going to and from school, moving around. Child-rearing is an important neighborhood activity, so that many people will judge quality of life in the neighborhood in terms of what it offers children.

There are other important human needs which you might or might not meet in your neighborhood. Fifty years ago, you might well have worked near your own home, and a few people still do. Fifteen years ago, you probably still would have shopped for most of your necessities within a radius of a few blocks, and even in this age of shopping centers there are many places where this is possible. Social activities continue to occur within neighborhoods; and, if your neighbors are your friends, the chances are that you take part in them. The more activities in which you participate in the neighborhood, the more it will affect the things you do and, by extension, the greate people still do. Fifteen
years ago, you probably still would have shopped for most of your

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necessities within a radius of a few blocks, and even in this age of shopping centers there are many places where this is possible. Social activities continue tth only a few problems which the residents want Or is the neighborhood experiencing rapid deterioration--increasing abandonment of housing and stores; rising unemployment; growing problems with local kids? Or, perhaps, the neighborhood has faced these problems for years and would be considered a slum or ghetto by outsiders. In what do the people who live in the neighborhood take pride? What do others think of it? Do you know?

The question of feelings relates to your own and other peoples' willingness to work for community change. Would you see yourself staying in the neighborhood for only a few years, until you move to more suitable surroundings, or is the neighborhood where you would prefer to live for at least a decade, if not the rest of your life? What about the others in the neighborhood--are they planning to stay, or is the turnover widespread and continuous? Do children who grow up in the neighborhood generally stay in it, or do they leave? If they leave--which is the most common pattern today--do young people arrive to take their places? These questions are among the most important that you must ask before even beginning to think about organizing a neighborhood. Obviously, if the residents are fed up with local conditions--if they would jump at the chance to get out--they will hardly respond to appeals to join in efforts to improve them.

Thus, as a starting point, you have to know what your neighborhood is, who lives in it, what is happening in it, and how you and your neighbors feel about it. The answers to these basic questions will shape what the kind of community that you can build.

B. What is Community?

A community is a group of people united by the common objects of their love.
--St. Augustine, City of God

Some consensus exists concerning at least three elements in the definition of community. One, community is a social unit of which space is an integral part; community is a place, a relatively small one. Two, community indicates a cOnfiguration as to way of life, both as to how people do things and what they want--their institutions and collective goals. A third notion is that of collective action. Persons in a community should not only be able to, but frequently do act together in the common concerns of life.
--Howard Kaufman, "Towards an Interactional Conception of Community"

Having identified what your neighborhood is, who lives in it, and what pride you and they take in it, you can begin your assessment of the neighborhood as a community. The word "community" is used in so many ways these days that it is difficult to understand what people mean by it. Residents for example, will refer to, "community" implying that they share something more than the land on which their homes are located. At the same time, we hear references to the "Black community" or the "Italian community," assuming an identity of purpose within a racial or ethnic minority that extends throughout the country. Thus, activists in urban neighborhoods often talk about creating a "sense of community" among the poor who live there, without ever considering whether it is possible to create this mysterious feeling in their particular locale.

We, therefore, will establish our own definition of community, the

one upon which this text is based, from the beginning. It is a tough definition. We believe that a community is a group of people working together actively to achieve a common goal. Or, in St. Augustine's classic formulation that begins this section, "a community is a group of people united around the common object of their love." The notion of unity is critical to this definition. The idea that people work together is central to it. The idea that they accept the authority of the group over their behavior--that is, once the group decides, they go along--is critical. Without these conditions, we believe that there is no community, even if the people involved might share a common space, a common race, or even a common ethnic nationality and citizenship. Building community is a process of sharing in the pride that we take in our origins and our values.

This tough definition of community allows us to identify degrees of community among people. A group of people may share the common goal of building a house. They are willing to work together to build the house. They are willing to accept the authority of the group over their house-building decisions. Yet that is the extent of the community that binds them. The would not accept the authority of the group over their vacation plans, or agree to work together to sponsor a picnic. Moreover, once the house is built, their community ceases. This is a community as far as it goes, but its members and those who observe it must understand how far it does go. Often, neighborhood activists show great enthusiasm when they mobilize people around a specific issue or cause, only to become disgusted when the group disbands after the issue is won or lost. They have failed to identify the limits of the objective which the group shared.

This tough definition of community also allows us to identify

different kinds of communities. Community may be a value, but it is not an ultimate value. As St. Augustine himself argued, the "common objects" of people's love may vary considerably. There are communities devoted to farming, to war, and communities organized to pursue a spiritual ideal. The partners in a law firm may constitute a community of the law practice, just as the active members of a union share a community devoted to decent wages, hours, and working conditions for their members. Nazis had a community with one another--based upon their common love of war, conquest, and genocide.

The early Puritans in the United States, by dramatic contrast, shared a quite different kind of community, devoted to the pursuit of God's will as revealed in Scripture and interpreted by their Ministers. Thus, our assessment of the moral character of a community will depend upon our assessment of its common objectives. As Puritan preachers themselves put it, "The mind is great if the object of its desire is great: "as the things and objects are great or mean, that men converse withall; so they are high or low spirited."

Our objective, then, is to establish the goals for which the residents of a neighborhood will work as a community, the shared objects of neighborhood pride. There may be groups of people in an area collectively pursuing worthy projects of their own, some of which may even enhance the local quality of life. Certainly, a citizen organization should take advantage of these programs as they design their own plans for the neighborhood. Yet the community that we are aiming to establish here is the one that says, "We are working together to improve the neighborhood--that is the goal which unites us. We will support other community projects only if they also contribute to this central neighborhood

objective."

>From this perspective, it should be even clearer why a careful assessment of what people expect from a neighborhood--and what they are prepared to do for it--is a critical step to take before attempting to establish a local grass-roots organization of any kind. If citizens view their neighborhood merely as a place to live, but not as a focal point for the activities that are important to them: work, socializing, civic participation--they will ignore all appeals to join a group whose objective is neighborhood improvement. They'll throw fliers placed under their doors in the waste basket. They'll pass posters for community events without seeing them. They won't even have heard of the group, despite all of its efforts to get their attention. The fault here will not be with the organization. It will rest, rather, with people's attitudes toward the neighborhood. If a resident feels no obligation to identify with the neighborhood as a common home with others, he or she will share few goals with those who want to build a community to improve their collective lives.

Therefore, an assessment of how people feel about the neighborhood individually should lead to an analysis of the objectives in which they might take pride as a group. Two quite different situations are possible: one in which a strong community already exists in the neighborhood, which merely needs to be directed to specific goals for improvement; as contrasted with the neighborhood where residents are not tied together in any way initially but emerges as a community through collective action to solve neighborhood problems. A word about each is in order.

C. From Community to Neighborhood

It is not necessary that the idea of justice precede the sense of fraternity among citizens...In fact, it is more likely that the sense of likeness and kindred raises questions about the origin, the paternity of this kinship. Men in political society retain their ties to a community of birth. This is not simply the result of necessity: it reflects men's imperfect knowledge of justice and of the good life. All human beings and doctrines are uncertain, yet some rules continue to be needed: and custom and bloodright, though based on false premises, pass the pragmatic test as working principles for a continuous society.

--Wilson Carey McWilliams, The Idea of Fraternity in America

A neighborhood is more than their house; it's more than the money that they can invest or the money that they could get -- it's a sense of pride, a sense of family, it's a sense of sensitivity; it's a sense of church; it's a sense of school. It's a sense. It's a sixth or seventh sense that no newcomer can ever have ... This is a neighborhood, South Philadelphia is a neighborhood.

--Joanne Weller, from Paul R. Levy, The Eclipse of Community

The first sort of neighborhood that presents itself is the one in which a sense of community exists already. The values of these neighborhoods are quite similar in nature. They may be summarized as follows:

1) A shared religious faith, fostered by a church or synagogue that constitutes the real civic center of the community. In 1833, Alexis de Tocqueville observed that, "In the United States, religion exercises but little

influence upon the laws and upon the details of public opinion; but directs the customs of the community, and, by regulating domestic life, it regulates the state" Secular values may dominate the major institutions today, but the church remains a powerful force in our neighborhoods. Caroline Golab observes in Immigrant Destinies that the Port Richmond section of Philadelphia, "supported five Roman Catholic churches and parishes, four of which were organized along 'nationality' lines -- Polish, Lithuanian, German and Italian -- and one that was the territorial or 'Irish' church. There was also a Jewish synagogue and at least a half-dozen churches, representing Episcopalians, Presbyterians, Methodists, and Baptists, both black and white .. These religious institutions were often very close to one another -- across the street, next door or down the block. This pattern, observable in any neighborhood in Philadelphia during the period (the early part of the 20th Century), persisted until at least the Second World War." In some neighborhoods, the pattern persists to this day.

2) Shared national or ethnic history -- As Golab suggests, a resident may not be merely a Catholic, but an Italian, Irish, or Eastern European Catholic; not merely a Jew, but a German or a Russian Jew. Moreover, there are important differences in the ways in which these national groupings have "clustered in America," as Golab points out:

In clustering tightly together in America's cities, the immigrants of southern and eastern Europe were doing what comes naturally. It could even be argued that had America in 1900 been a blank slate, devoid of all physical as well as social economic structures, southern and eastern

Europeans would still have chosen to cluster tightly because of the social imperatives of their cultural systems. The peoples of southern and eastern Europe had a very different sense of society and person identity from those of northern and western Europe -- and hence the bulk of Americans, southern and eastern Europeans were 'network' peoples. Their identity, security, self-control, and stimulation derived not just from their membership in a group that they could see, hear, touch, and smell at all times."

3) Pride in the neighborhood -- This is what Alexis de Tocqueville described as the "Spirit of Township" in New England in the 1830's:

The New Englander is attached to his township not so much because he was born in it, but because it is a free and strong community, of which he is a member, and which deserves the care spent in managing it.... Another important fact is that the township is so constituted as to excite the warmest of human affections without arousing the ambitious passions of the heart of man ... The township, at the center of the ordinary relations of life, serves as a field for the desire of public esteem, the want of exciting interest, and the taste for authority and popularity; and the passions that commonly embroil society, change their character when they find a vent so near the domestic hearth and the family circle.

To this day, many city dwellers invest "the old neighborhood" with this kind of pride. "This was a beautiful area in so many ways," observes Joanne Weller in Paul Levy's study of Queen Village -- a "redeveloped" neighborhood in Philadelphia -- "especially in

the Queen Village area. It is an amazing area. It is in my opinion at least, the most ethnically and racially mixed community in all of Philadelphia, and this is basically because of the way people landed along the docks. There was a point in time in the fifties where every ethnic and racial group could be found in Queen Village: Russian Orthodox, Russian Jews, German Jews, and groups that I don't even know where they came from. There were Armenians. Everything was there."

Other Queen Village residents are no less enthusiastic:

MARGE SCHERNECKE:

"I don't recall that when I was in high school we would walk around the neighborhood and think of it as a slum. I never thought of the neighborhood as a slum because when we were kids, I think it was more -- I don't know -- there were more people who were related to each other who lived here and their families at the time. And everybody was sort of in the same economic level at that point and were probably poor but we didn't think of it that way."

ALFREDA PLOCHA:

"Well, at that time no one said not to go here, not to go there. No one had any fear of anything. For that matter, the nights were very hot and nobody had their door closed. I mean, you could have walked into any house and the door was open and nobody had their door locked or closed and in the summertime, the people used to bring their mattresses on the yard, and sleep in the yard because it was very, very hot but there was no fear at all then."

Thus, religion, ethnic history, and the "spirit of township" all

have contributed to building strong communities within neighborhoods, to which citizens have developed passionate loyalties. John Schaar, Professor of Political Science at the University of California at Santa Cruz, has argued that in Plato's writings of political community, "political community is possible only under a couple of prior conditions -- where, first of all, men are bound together by a common reverence for the same conception of justice and of virtue. Secondly, these tablets of justice and of virtue must be based on divine origin, must be hallowed by tradition and must be enforced by the laws and the institutions." While the United States as a whole cannot meet these conditions -- and while they are even difficult to realize within a city -- they most certainly come close to fulfillment in neighborhoods that have been settled by distinctive religious and national groups. Here, the problem is not creating a community, but preserving it against all the forces in modern society that work to tear it apart.

D. From Neighborhood to Community

> Among democratic nations...all the citizens are independent and feeble; they can hardly do anything by themselves, and none of them can oblige his fellow man to lend him their assistance. They all, therefore, become powerless if they do not voluntarily learn to help one another.
>
> --Alexis de Tocqueville, Democracy in America

If some neighborhoods remain as homogeneous as the ethnic communities of previous generations, most do not. Furthermore, even these old neighborhoods are not now quite as uniform as many of us remember them. Caroline Golab notes that religious and social differences always have made the process of building

community in neighborhoods a difficult one:

> When Poles, Italians, and Jews moved in, each carrying with them their implicit sense of community, they merely added to the number of structures and networks already present. They did not enter into or identify with any of the structures or networks already established. Poles, Italians, Jews, Irish, Germans, Anglo-Americans, and blacks shared the same space and identified with the same neighborhood, but they did not, as a result, feel impelled to interact socially or emotionally. Indeed, the separate cultural or ethnic networks, each with intangible boundaries eventually embodied in formal institutions, were what enabled diverse peoples to live together as successfully as they did -- for conflict was always possible.
>
> Neighborhood conflict invariably occurred between old established groups and newer ones moving in on top of them -- the sort of successive arrival best illustrated by the lack of conflict among Italians, Jews and Poles who happened to enter a neighborhood approximately at the same time.

Thus, instead of one community operating in the neighborhood, there frequently are several, along with all the individuals who remain unattached to any formal institution or group.

It is the effort to create organizations in these neighborhoods that have proven to be difficult. How does an activist create alliances among groups that merely coexist, often in a state of uneasy tension with one another? How does the organizer reach out to isolated individuals in the neighborhood to involve them in decisions that affect the community as a whole? These are the questions that get to the heart of the debate over how to build

community when none, in fact, exists.

A familiar response is to say simply "Why bother? In a free society such as this, trying to build a sense of community between people based simply on where we live is foolish. We can develop the relationships that make the most sense to us around our interests, regardless of our place of residence. Why, then, seek to create loyalties within an arbitrary set of geographic boundaries?" This position is, doubtless, the dominant view, upon which most public policy is based.

There are important advantages to strong residential communities, however, which we can identify. Maintaining relationships between people is impossible unless we live close enough to one another to see each other from time to time. "Reach out -- reach out and touch someone" by telephone is fine, but it helps if we occasionally are touching something other than the dial. Knowing one another also encourages neighbors to help one another out in difficult periods, even if they do not develop intimate personal friendships with one another in the process. There are still times when being able to borrow that cup of sugar comes in handy. Finally, there is the argument that de Tocqueville made in Democracy in America -- namely, that geographic communities are essential to political power. We still vote by residence in America. If we are not organized where we live, we can have no influence on most of the officeholders who are supposed to represent us.

Thus, to figure out why people might come together in these neighborhoods, we must ask our original question: What values might bring them together? We already have seen that if people are going to organize within a neighborhood, they must value the

neighborhood. Otherwise, they will simply move in response to the slightest threat or the first opportunity. It is also easy to understand the neighborhood that emerges as a community because of religious and social values that its residents already share. Are we to conclude, however -- as did Plato -- that enduring communities are possible only when people agree on all the fundamental questions of life.

The answer is "no." We do not have to be part of an old ethnic neighborhood to develop a community. In fact, we may long to become part of a neighborhood group, precisely because we have no other strong attachments. Plato's belief that we must identify a "shared conception of justice and virtue" that unites us before we can agree on anything else was not even the only view offered in ancient Greece. John Schaar points out that Aristotle had a quite different perspective on the values that would lead people to build strong communities among themselves:

> Aristotle took up the contest with Plato at exactly that point where Plato had concluded after a powerful and beautiful argument that since unity was a good in the state, the best state was one with the most unity.
>
> It was exactly at that point that Aristotle enters the conversation with the proposition that the state cannot attain, and therefore should not aspire to attain unity. He thought this was so because the state consists neither of one man nor of a body of identicals. Rather it consists of a body of different kinds of men. Therefore, he tells us, community requires different kinds of capacity, interest, and character among its members. It does so because through the interplay of the diversities, men are able to serve as compliments of one another and to attain a higher

and better life by the mutual exchange of different services. That's the first area of discussion of the problem of community.

That something more that I'm trying to deal with, I think, has two parts. It, first of all, has a part going by a number of names -- fellowship, sympathy, and goodwill, tying the members of the body together, giving them a sense of common trust and responsibility. Aristotle tries to argue that this feeling must characterize the social bond just as the bond of utility and fairness must characterize the economic bond.

The fourth and final element of this presentation of the problem is simply justice. It is the capstone. It is found perfectly in the formulation that men form communities not just to live, but to live a life of felicity and goodness. Aristotle tries to tell us that this is what most characterized the political bond, namely, the pursuit of justice and goodness, and that without this capstone, the rest is defective -- sociability and fellowship become mere herding together, undistinguished by any nobler purpose of gain, and the community itself becomes little more than a commercial enterprise.

"In short," Schaar concludes, "I'm trying to suggest that if we really want to think seriously about the theory and problem of community, we think of four sectors of the problem -- namely, mutual protection and material convenience. Secondly, the area of reciprocity; thirdly, fellowship and sociability; and fourthly, the agreement on felicity and justice."

Thus, if we accept Aristotle's formulation, we can conclude that

the self-interest of people that encourages us to unite in communities is a desire to preserve four central values: security, reciprocity, fellowship and justice. Indeed, we might say that all organized social life exists to help us fulfill these values. Whether the residents of a neighborhood will come together to preserve them will depend upon the state of security, reciprocity, fellowship, and justice around them. If they already feel safe; if they feel that "utility and fairness" characterizes the "economic bond" between them; if there is a sense of "fellowship, sympathy, and goodwill" tying the members of the neighborhood together; and if they already are working together "not merely to live, but to live a life of felicity and goodness," then they probably will not be interested in establishing a new neighborhood group to pursue these goals. If, however, the existing institutions have failed in their ability to preserve security, reciprocity, fellowship, and justice, then people within the neighborhood probably will be receptive to joining a group to fight for those values that have been lost.

It is important to see that these principles -- security, reciprocity, fellowship, and justice -- are intertwined. Each depends upon the others. Take, for example, ' a familiar problem -- crime. Crime, almost by definition, poses a threat to personal security. Yet if the crime rate rises, the question of who is responsible for doing something about it becomes critical. What do families, the police, the courts, and the other major institutions owe to one another in the effort to stop crime -- that is, what principle of reciprocity binds them together? To what extend will citizens work together actively to realize this principle of reciprocity -- that is, will crime-fighting become a basis for fellowship in the neighborhood? Finally, what will

fellowship, and justice as well.

In short, once you have assessed the religious and civic values that might bind the people of a neighborhood together as people, you must evaluate what values they might pursue within the neighborhood itself. These are the questions that we will ask as a basis for this analysis:

1.) What is the level of security within the neighborhood? To what extent do residents feel secure -- in their homes and in the streets? Are their property values secure -- for homeowners and for renters? Are public services, in general, reliable and sufficient to maintain the neighborhood at a minimally acceptable level of safety and comfort? We contend that the greater the insecurity within the neighborhood, the more likely it is that people will want to organize.

2) To what extent is there reciprocity between the residents and those institutions entrusted with protecting them?

The neighborhood may be crime-ridden, but residents might feel that the police are doing everything they can to stop it. Under the circumstances, they will not respond to appeals to demand greater police protection. If, alternatively, residents feel that the courts are too lenient with repeat offenders and that this leniency is, in part, responsible for crime, then demanding reciprocity from judges can become a major neighborhood cause.

3) To what extent will neighbors work together actively to achieve the standards of reciprocity that they set for themselves and their institutions? Can these shared goals become a basis for fellowship?

Obviously, people make friends on the basis of all sorts of values. The question that a neighborhood activist must ask is whether working to achieve security and reciprocity in the community will become important enough to residents to attract them to meetings, public hearings, and other collective events. If the answer is, "no," then the neighborhood group will not survive.

4. Upon what principle of justice will neighbors base their demands for change in the institutions that they blame for their problems?

Agreement on basic principles of justice may not be the first principle of a community, but a group will not last long if people are far apart as to what justice requires. Everyone may agree, for example, that crime is a problem. They will not stay together, however, unless they also agree as to the fairest solution. Thus, it is important to recognize the alternative conceptions of justice that neighborhood residents might hold before even beginning to organize them.

These, then, are four critical values that give rise to the creation of conscious, active communities in America--security, reciprocity, fellowship, and justice. Recognizing how we seek to preserve these principles and how they relate to one another is crucial to an understanding of the process of building community itself.

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CITY OF
MILWAUKIE

*** MEMORANDUM ***
November 13, 1997

To: Mayor and City Council
From: Dan Bartlett, City Manager
Re: Communications Plan

Action Requested

I am sending this document from the International City/County Management Inquiry Service as an example of what other municipal organizations have done for communications plans. Please review this before our future work session on this issue.

cc: File
cm2044/hd

MILWAUKIE CITY HALL
10722 SE MAIN STREET
MILWAUKIE, OREGON 97222
PHONE: (503) 786-7555 • FAX: (503) 652-4433

WS52

Communications Plan

VILLAGE of WOODRIDGE

1. All written press material must be forwarded to Administration for review prior to press distribution.

2. If you have a story or story ideas, call Administration and we will write the story.

3. If you have a picture idea, call Administration and we will come out and shoot it.

Please refer to the attached Communications Plan for Department Press Responsibilities.

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Communications Plan

VILLAGE of WOODRIDGE

REVISED: 12/7/95

PURPOSE: To promote a uniform, positive identity to residents, employees, business and other consumers of Village services.

EXTERNAL COMMUNICATIONS

- All external communication devices are to be coordinated through the Administration Department.
- Grammar, clarity, punctuation, spelling should be triple checked for accuracy prior to distribution.
- Jargon ("muni-speak") should be eliminated from your press releases.
- The Administrative Assistant will be the clearinghouse for much of the communications program activity.

Press Releases

- Each Department should send out at least one press release per month. Administrative Intern or Administrative Assistant are available to write release, if needed. Please forward any pertinent information to Administration Department for press release development.

- Copies of department press releases, with the exception of the Police Department, are to be forwarded to Administration **prior** to their release unless it is an emergency situation.

- Emergency press releases should be verbally cleared with Administration.

- If an item is controversial, the Village's PR consultant will assist in editing and placement for the most positive feedback.

- Black and white photos (non-returnable) may be submitted with the press release where appropriate.

- Phone calls should be made to follow-up on important press releases.

- Key individuals should be prepared to respond to questions from the press after the information is distributed.

Woodridge Weekly

- Administrative Intern (extension 2496) will provide weekly coordination of departmental information.

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- Departments should provide their information by the Friday prior to publication.
- Articles should be submitted in short information-site format; time sensitive material will be given pr[illegible]

Photo Opportunities

- Departments should advise media contacts about possible photo opportunities that may occur on projects that are resident sensitive (tree trimming, tree planting, construction improvements, new facilities).
- Include this information in a press release or call your media contacts directly.

Brochures/Flyers/Articles

- The text and suggested layout should be forwarded to Administration for feedback.
- If needed, production assistance is available.

Quarterly Newsletter

- Village departments will be responsible for providing copy/ideas for each newsletter. Our consultant will be responsible for coordination of editing, printing and distribution.
- Articles should be no longer in length than four paragraphs. The newsletter is an excellent vehicle to use for resident education.

Tentative FOCUS distribution dates	Articles Due from Department Managers
Spring FOCUS - March 15, 1995	February 1, 1996
Summer FOCUS - June 10, 1995	May 1, 1996
Fall FOCUS - September 16, 1996	August 5, 1996
Winter FOCUS - November 25, 1996	October 21, 1996

Opportunity Newsletter

- The Economic Development department will be responsible for providing ideas and background information to the consultant for writing of articles. The consultant will be responsible for editing, printing and distribution to appropriate audience.

Notices to Residents

- Notices should be provided for street closings, tree trimming, parking restrictions, etc.
- The text and suggested layout should be forwarded to Administration for feedback. If notices are for emergency purposes, the department may issue without prior review.

- Door-to-door distributions should not be placed into mail boxes, but attached to doors with rubberbands or hand delivered to residents.

Speaking Engagements

Departments should advise Administration of date and topic.

Neighborhood Dialogue (February 7, 1996 & April 2, 1996)

- Administration will coordinate the schedule, advertisement, script and slides.

- Departments may present a "hot topic" issue. Also, departments will provide promotional literature and displays the night of the event.

Promotional Events

- Primary coordination will lie with the department: school tours, inauguration, grand openings, contests, award programs, Jubilee, etc.

- Administration should be kept informed of the activities: date, audience, purpose, activities.

Advertising

- Text and suggested layout should be forwarded to Administration for feedback. This would include phone book advertisements, year book placements, job advertisements.

Press/Media Relations

- The most qualified individuals on a topic should respond to the media.

- The Assistant Village Administrator or the Village Administrator can provide assistance and advice in dealing with the media.

- Employees should remember that they are representing the Village and their comments should reflect the interpretation and administration of Village policy.

Cable Television

- The Administrative Assistant is responsible for updating cable information and coordination of Village video production.

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1995-96 External Communications Proposals Under Review - The following communication devices are under review for 1996. Planning cost analysis is currently underway.

1. Quarterly Village Calendar: Production of a Village calendar - possibly a Woodridge Progress insert - would alert residents to upcoming Village events, meetings, projects and national celebrations, "National Safety Week" and "Red Ribbon Week," for example.

2. "A Day in the Village": Coordination of a "know your Village" day might entail a bus tour of the Village and an educational presentation of Village responsibilities and activities. This would be another outreach opportunity. Residents would become familiar with Village departments, goals and our mission statement. Scheduling the event in tandem with another Village event, like Indian Summerfest, is a strong possibility.

3. Village Carousels: Carousels containing Village information, flyers, and newsletters could be placed at various locations throughout the Village. Locations suggestions include: area churches, Woodridge library, area grocery stores, and schools.

INTERNAL COMMUNICATIONS

All "internal" communication devices, (e.g. memos, newsletters) when they are directed to an *audience of more than one department* should be reviewed by the Administration Department prior to its release.

PUBLIC RELATIONS TRAINING

- A program for all key personnel will be conducted in March of 1996.
- Topics will cover: Press releases, media relations, accuracy in providing facts, style, cable television communications, press resources, public speaking.

CUSTOMER SERVICE TRAINING

- A program for all personnel will be conducted January 15 & 16, 1996.
- The program will begin with the management staff and will follow in order, other exempt employees; non-exempt, supervisory employees; and line employees. A "customer service guidebook" for all Village employees is also proposed.

An updated list of media contacts is attached. You should direct the press release to the most appropriate audience and often times the most appropriate reporter at the newspaper (i.e. sports writer for a sporting event, "community column" writer for warm fuzzy stuff).

WS 57

An approved catalog of logos will be developed. Art work for each will be housed in the Administration department. Please do not "create" a logo on your own.

Tracking the success of the Communications Plan will occur through the actions of clipping articles, an annual meeting with the press (target date is March 1, 1996) and a review of our success as perceived by residents through the Community Needs Survey.

Revised: December 7, 1995

WS 5B

TRIGGER EVENTS

The following is a list of positive events that regularly occur within the Village organization. It is up to the Department Mangers to note these items of interest and generate a draft press release. A list of media contacts is attached. The Administration department is available to assist you.

Economic Development

o Submission of a Development Plan
o Approval of a Development Plan
o Public Relations Events; i.e., Corporate Classic
o Business Development Task Force Accomplishments (BDTF)
o Major Staff accomplishments, i.e., revision of the Zoning Code

Building and Zoning

o Highlights of Monthly Report
o Issuance of significant permits; i.e., high dollar value, first permit issued in a development
o Reductions in code violations
o Seasonal activities of inspectors
o Major enforcement priorities for Village improvement

Public Works

o Initiation of construction/maintenance projects
o Completion of construction projects
o Indicators of improved performance of our systems (fewer main breaks, less rust complaints, etc.)
o Road closures
o Water main flushing program
o Grants received
o Major sewer/water main breaks
o Upcoming project timeline

Golf Course

o Record-breaking play at Village Greens
o Seasonal events (course opening, closing)
o New programs or successes of existing programs
o Completion of special projects

Police Department

o Significant arrests
o Highlights of monthly report
o New programs

o Volunteer efforts
o DARE events
o Personnel events (recruit graduating from academy, public commendations)

Administration

o Professional appointments
o Insurance innovation; i.e. loss control programs, Wellness programs
o Village Board accomplishments
o Village-wide special events (Fitness Week, Indian Summerfest, Youth-in-Government Day)

Finance

o Highlights of monthly report
o Grant monies
o Vehicle sticker activity
o Tax information

Village Clerk's Office

o Highlights New Businesses
o Election News
o Voter Registration
o Absentee Voting (twice per year)
o Special Events Committee
o Meeting Notices

General

o Awards to employees or staff
o Significant training programs/conferences attended
o Intergovernmental cooperative efforts
o Innovative ideas which result in increased productivity or decreased dollar expense

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Village of Woodridge

SCHEDULE FOR ANNUAL COMMUNICATIONS PROGRAM

January

- Year end financial highlights -- Finance
- Year end "building permit" highlights -- B&Z
- Christmas Tree Collection -- Public Services
- New Year "resolutions" -- Admin.
- Budget process memo -- Finance
- Snow plan -- P.S.
- Season Passes on sale at Golf Course -- G.C.
- Permanent Tee Times available at Golf Course -- G.C.
- Trimming program -- Public Services

February

- Building code requirements article for remodeling projects -- B&Z
- Elections -- Village Clerk
- Neighborhood Dialogue -- Admin
- New subdivision plans -- E.D.
- Budget meeting/article to follow up -- Finance
- Student interns at Village -- Admin
- Bid notifications -- Finance
- Woodridge/Catellus Scholarships Available -- Admin
- Summer positions available at Village Greens -- G.C.
- Senior Local Government Information Day -- Admin

- Community Blood Drive -- Admin
- Refuse Schedule/President's Day -- P.S.

March

- FOCUS Spring Newsletter distributed -- Admin.
- Elections -- Village Clerk
- Opening of Golf course -- G.C.
- Opportunity Newsletter -- Economic Development
- Pro shop activities--lessons, equipment, merchandise -- G.C.
- Spring Break Activities at Resource Center -- Police
- Vehicle Sticker sales begin -- Finance
- State of the Village - Admin./Econ. Development
- Refuse Schedule/Easter -- P.S.
- Yardwaste Kick-off (April 1) -- P.S.

April

- Neighborhood Dialogue -- Admin
- Elections -- Village Clerk
- Chipping program highlights - P.S.
- Yardwaste highlights - P.S.
- Building permit activity - B&Z
- Bicycle Safety - Police
- Approval of Budget/Tie in to program accomplishment goals for year - Finance
- Advertisements for Seasonal help -- Admin. (P.S. & Golf)
- Scholarship winners -- Admin.
- Bring your Son/Daughter to Work Day - April 27
- Vehicle stickers - Finance
- Arbor Day Ceremony -- P.S.

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- National Letter Carrier's Food Drive -- Admin
- Spring Open House; Youth-in-Government -- Admin
- Earth Day, April 22 -- P.S.
- Tax information -- Finance
- State of the Village -- Finance
- "Why is Woodridge a Good Place to Live" Contest -- Admin
- Refuse Contract/Overview of Services -- P.S.
- Compost Machine Options -- P.S.

May

- Initiation of Chipping Program -- P.S.
- Jubilee Information -- Admin.
- Vacation Safety -- Police
- New tree planting/forestry program -- P.S.
- Projects on the Golf Course -- G.C.
- Arbor Day -- P.S.
- Community Blood Drive -- Admin
- Community Needs Survey mailed out - Admin.
- Holiday Hours -- Finance
- Household Hazardous Waste Collection programs - Public Services
- Fitness Week -- Admin
- Academic Seminar Scholarship -- Admin
- Brush Chipping -- P.S.
- Mosquito Spraying Hotline Info -- P.S.
- National Public Works Week --P.S.
- Refuse Schedule/Memorial Day -- P.S.

June

- FOCUS Summer newsletter distributed -- Admin
- Jubilee (pre and post) - Admin.
- Summer Outdoor Water Uses -- P.S.
- Special Olympics (picture opportunity, too) -- Police
- Street improvement program - P.S.
- Activities for kids at the Resource Center - Police
- Grant successes -- P.S. & Resource Center
- Holiday Hours -- Finance
- Garage Sale Signs -- P.S.
- Village and DuPage Mayors and Managers Auction -- Admin

July

- Fireworks - Admin.
- Picnic - Woodridge Special Events Committee
- Golf Tournaments - G.C.
- Mid-summer status on developments - B&Z
- Refuse Schedule/Independence Day -- P.S.

August

- Public Services Survey mail out - Admin.
- Community Needs Survey Results - Admin.
- Back to School Safety - Police
- Fall projects on the Golf Course - G.C.
- Refuse Schedule/Labor Day -- P.S.
- Fall programs at the Resource Center -- Police
- Holiday Hours - Finance
- All Village Garage Sale -- Admin

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- Back to School Tutoring -- Resource Center
- Recap of Summer Activities -- Resource Center

September

- FOCUS Fall Newsletter distributed -- Admin
- Sidewalk replacement program -- P.S.
- Chipping program schedule reminders -- P.S.
- Furnace safety - B&Z
- Opportunity Newsletter -- Economic Development
- Golf survey mailed out- Admin. and Park District

October

- Shopping safety - Police
- End of Golf season article/year end summary -- G.C.
- Pro shop sales -- G.C.
- Chipping program close -- P.S.
- Halloween safety -- Police
- Public Services Results - Admin.
- Strategic Management -- Admin
- Youth in Government -- Admin
- Great American Smokeout - Admin.
- Lifting of Summer water restriction -- P.S.
- Changing to day light savings time. -- Admin.
- Refuse Schedule/Columbus Day -- P.S.

November

- Holiday hours - Finance
- Scholarship advertisements - Admin.

- Golf course program evaluation survey results – Admin. & Park District
- Opportunity Newsletter -- Economic Development
- Final leaf pick up -- P.S.
- Elections -- Village Clerk
- Tax levy public hearing -- Finance
- Community Directory distribution -- Admin
- Refuse Schedule/Thanksgiving -- P.S.
- Tree Trimmer's Schedule -- P.S.

December

- FOCUS Winter newsletter delivered (1st week) – Admin.
- Snow plow plan -- P.S.
- Holiday hours -- Finance
- Neighborhood Dialogue -- Admin
- Budget preparation article -- Finance
- Public Services program evaluation results -- Admin.
- Year in Review
- Santa Comes to Woodridge -- Woodridge Special Events Committee
- Holiday Tree Lighting -- Admin.
- Christmas Decorating Contest -- Woodridge Special Events Committee
- Community Recognition Awards -- Admin
- Yardwaste Closing -- P.S.
- Refuse Schedule/Holidays -- P.S.
- Christmas Tree Recycling -- P.S.

revised: 12/7/95

WS 66

HOTSHEET 3CMA

IMMEDIATE NEWS OF THE CITY-COUNTY COMMUNICATIONS & MARKETING ASSOCIATION

February 20, 1998

Route to:

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Important Dates:

Mar 26-28 Mid-Year Conference San Diego, CA

Apr 24 Mini Conference, Portland, OR

May 15 Mini Conference, Johnson Co., Overland Park, KS

Jun 15 *Savvy* Deadline

Oct 21-24 Annual Conference Orlando, FL

In this Issue:

Intensive Care Neighborhoods and Overall Neighborhoods Marketing Campaign, Jacksonville, FL

"Neighborhoods" has been the buzzword in Jacksonville, FL. Based on his belief that neighborhoods are the building blocks that create the foundation for a strong city, Mayor John Delaney initiated several neighborhood-focused programs to improve the quality of life in Jacksonville. To highlight this commitment, the city opened the Mayor's Neighborhood Office to serve as a link between residents and their government. The neighborhood concept became such an important component of city government that a Neighborhood Department was created.

Informing residents of the city's plans and neighborhood progress has been accomplished through a variety of newsletters, posters, flyers, ads and brochures. Two newsletters "Neighbor to Neighbor" (for use in "Intensive Care Neighborhoods" and "Neighborhood News" (distributed citywide) were major contributions to the initial success of the new initiative. The newsletters are now being consolidated into a monthly 4-color magazine with 48 pages that informs citizens of the city's progress in their neighborhoods.

To improve the quality of life in Jacksonville four neighborhoods were chosen to be the first to receive "intensive care" – concentrated improvement efforts in six areas: education, infrastructure/city services, public safety, social services, housing and community involvement. The neighborhoods were targeted because of their low achieving schools, poor housing conditions, high crime rates and high unemployment. Because citizen involvement is vital to meeting the program's challenges, keeping citizens informed has become a critical part of the city's initiative. Neighbors work closely with police through COPS – Community Oriented Policing Strategies – program, and hold monthly neighborhood meetings to address residents' concerns. A kick-off brochure was developed for each neighborhood, containing important phone numbers an overview of improvement projects and map of the neighborhood.

Posters and flyers have proven to be effective ways to promote special events, particularly in Intensive Care Neighborhoods. In order to instill community pride, the city – with input from residents – organized celebrations in the four neighborhoods, each with an individual theme. Mainly because of information on the posters and flyers, hundreds of people attended the events. A total of 500 posters and 10,000 flyers were printed for each event. The city creations featured:

- A parade, concert and cleanup in a historic neighborhood

P.O. Box 20278, Washington-Dulles International Airport, Washington, D.C. 20041
Tel. (703) 707-0830 or (202) 488-7100 FAX (703) 707-0867 or (202) 488-7665

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- A holiday celebration that coincided with the opening of a Boys and Girls Club
- A "Splash Into Spring" event marking the opening of the city's swimming pools
- A nostalgic event that focused on family and neighborhood history.

The importance of the city's commitment to neighborhoods was also captured in a poster and newspaper advertisement. Titled "Jacksonville: A Great City Built On Great Neighborhoods," the poster has been widely distributed throughout the city and was tailored to run as ads in local newspapers. Neighborhood celebration posters were also published as advertisements.

The project's most striking feature is a stylistic illustration of Jacksonville's downtown skyline, set behind a cluster of houses representing a neighborhood.

The success of the communication plan is largely reflected in the accomplishments of the Intensive Care Neighborhoods Program itself. When the program celebrated its first anniversary, many residents were quoted praising it in *Neighbor to Neighbor's* special anniversary issue. Many improvements were direct results of requests by neighbors who were encouraged to contact the city through city publications. First year totals in the four neighborhoods include: • 11 businesses partnered with 12 schools in the neighborhoods to provide mentors, tutors and other assistance, • 260 condemned buildings were demolished, • 19 crack houses were condemned, • 46 HabiJax (Habitat for Humanity) homes were built, and • roadways were paved, potholes repaired and 190K pounds of litter was picked up by city crews.

Larry Thomas, 904:630-1073

JOB OPPORTUNITY – PUBLIC RELATIONS AND MARKETING MANAGER, COLLEGE STATION, TX

The City of College Station, TX (population 60,000) is currently recruiting for the position of Public Relations and Marketing Manager. The major responsibilities include: assisting the City Council, City Manager, and Departments in public relations matters and serving as a spokesperson for the City. The candidate will develop programs and materials to communicate City related information to the Community, handle media requests, write and distribute news releases; oversee the operation of the government access cable television channel, and maintain information relayed through the Internet, and research, script, and direct audio/visual presentations.

College Station, approximately 90 miles northwest of Houston, TX, is the home of Texas A&M University and the George Bush Presidential Library and Museum. This progressive and energetic community is located within three hours of most major Texas cities, including Austin, Dallas/Ft. Worth, Houston, San Antonio and Waco. College Station is also the setting for a growing number of high-tech industries, a quality school system, an outstanding system of parks, and has one of the lowest crime rates in Texas.

This job requires a Bachelor's degree in Journalism/Public Relations, or related degree, and five years previous experience including professional communications, marketing, public relations and communications management experience, preferably in a Government environment. The candidate must be innovative and enthusiastic, with a genuine interest in public service, and have the ability to clearly convey complex issues in a stress filled environment.

Deadline to apply is March 13, 1998. Please send salary history with resume to: City of College Station, Human Resources Department, PO Box 9960, College Station, TX 77842.

JOB OPPORTUNITY – CABLE ACCESS COORDINATOR, SAVANNAH, GA

The City of Savannah, GA (population approximately 150,000) is seeking a Cable Access Coordinator. Savannah is located on the beautiful coast of Georgia. The first city settled in Georgia, it is on the Savannah River, 15 miles from the Atlantic and Tybee Island, and just south of Hilton Head, SC. It is home to 2 universities – Armstrong Atlantic and Savannah State. Savannah is a frequent tourist destination, popular site for movie producing, and hosts the third largest St. Patrick's Day parade in the US.

The position requires a bachelor's degree from an accredited college or university in Journalism, Communications or Broadcasting plus four years work experience in developing television programming and television production, including management experience and experience writing and producing scripts or an equivalent combination of education, training and experience. Knowledge of cable franchise issues is a plus. Transcripts, a valid driver's license and examples of work are required.

Salary is $30,382-$42,58[illegible] annually plus benefits.

Applications must be made before 2 pm on Friday March 13, 1998 to the City of Savannah Human Resources Department, 132 E. Broughton St., 5th Floor, Savannah, GA 31401. All regular positions with the City of Savannah require a background