

CITY OF LOS ANGELES
INTER-DEPARTMENTAL CORRESPONDENCE

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Date: *March 30, 1998*

To: The Governmental Efficiency Committee

From: Ronald Deaton, Chief Legislative Analyst *RFD by Sr Ong,*
Keith Comrie, City Administrative Officer *KBCbfn jr*

Subject: **COMPARISON OF CITIES WITH NEIGHBORHOOD COUNCIL PROGRAMS**

At its March 4, 1998 meeting, the Governmental Efficiency Committee (GE) requested the Chief Legislative Analyst (CLA) and the City Administrative Officer (CAO) to submit for GE consideration a comparison of selected cities with neighborhood council programs.

In the Attachment is a comparison of the neighborhood council programs in the cities of: Birmingham, AL; Dayton, OH; The Eighth District Empowerment Congress, Los Angeles; New York City, NY; Portland, OR; Seattle, WA; and St. Paul, MN. Each city was selected because its program is unique.

Staff also researched the participation programs of three cities in California: San Diego, Pasadena and Santa Monica. San Diego was not included because it has not yet implemented its Renaissance Project, a comprehensive proposal completed in 1998 for a system of neighborhood councils. Pasadena's neighborhood council program is similar to Seattle's.

The City of Santa Monica is not included in the comparison chart; however, a detailed discussion of this City is included in the Findings section of this report because Santa Monica had a neighborhood participation system in place for approximately 10 years and dismantled it one year ago after an in-depth review of its system.

On April 15, 1998, we will report on existing neighborhood structures within the City and proposed sources of funding for the City's neighborhood participation program. City structures include programs within the Department of Recreation and Parks, the Community Development Department, the Commission on Children, Youth and their Families, Public Works, the Community Redevelopment Agency and the Police Department. Neighborhood structures include Block Clubs, Neighborhood Watch Groups, Homeowners Associations and the Business Community, such as the Chambers of Commerce and the Merchants Associations.

RECOMMENDATION

That the Governmental Efficiency Committee select cities for further neighborhood participation program study and conduct hearings on those cities with representatives from the selected cities invited to attend and present testimony.

Fiscal Impact Statement

There is no General Fund impact at this time.

Findings

1. **Background**

At its March 4, 1998 meeting, the Governmental Efficiency Committee (GE) requested the Chief Legislative Analyst (CLA) and the City Administrative Officer (CAO) to submit for GE consideration a comparison of selected cities with neighborhood council programs.

Selected for the neighborhood council program comparison were the cities of: Birmingham, AL; Dayton, OH; The Eighth District Empowerment Congress, Los Angeles; New York City, NY; Portland, OR; Seattle, WA; and St. Paul, MN (Attachment I). Each city was selected because its program is unique.

We also researched the neighborhood participation programs of three cities in California: San Diego, Pasadena and Santa Monica. San Diego was not included because it has not yet implemented its Renaissance Project, a comprehensive proposal completed in 1996 for a proposed system of neighborhood councils. Pasadena's neighborhood council program is similar to Seattle's, but on a smaller scale for its population of 135,000. The participation system for the City of Santa Monica is not included in the comparison chart. However, it is more fully discussed in this section because Santa Monica had a neighborhood participation system in place for approximately 10 years and dismantled that system about one year ago after an in-depth review and evaluation of the system. No other city we investigated has conducted an extensive evaluation of its program.

2. **General Comments about Neighborhood Councils**

In general, staff in each city with a participation program in operation expressed that its neighborhood participation system:

- a) is a means by which citizens provide both input to elected officials and directly participate in the system;
- b) although advisory, impacts local government decisions;
- c) when initially introduced, was not always viewed favorably by the various sectors of the community, including elected officials and business, and was seen as: a nuisance, adding to the bureaucracy and a means to diffuse power from elected officials;
- d) has become an accepted and very necessary and important part of how their municipal government operates; hence, the initial resistance was overcome;

- e) works with the business community and, in some cities, receives direct financial and resource support from the business community;
- f) is often a first stop for developers with construction projects which, with buy-in from the community, makes the subsequent approval process faster and more cost effective because there are no additional time delays;
- g) has broad based community support, as reflected by the large number of citizens who participate in Neighborhood Matching Fund projects (these projects require a dollar for dollar match from the community, which is usually shown with citizen labor, counted at \$10.00/hour);
- h) includes a leadership training component that is critical to the success of the program;
- i) includes neighborhood improvement grants which allow residents to participate in various one-time activities; these grants also serve to sustain interest in the organization over time;
- j) is not perfect and continues to evolve;
- k) works for their city; however, Los Angeles will have to determine which model or model variation will work best for it.

3. Neighborhood Council Programs

The CLA and CAO did a very preliminary analysis of each city's neighborhood council structure to determine cost estimates, City staff/citizen ratio and the resources that would be required if that city's program were replicated in total in the City of Los Angeles. With the exception of New York City and the Eighth District Empowerment Congress, all cities examined were much smaller in population than Los Angeles. Therefore, the cost to conduct those programs on proportionately the same scale in Los Angeles as conducted in those cities, based on preliminary estimates, would be substantial. However, the analysis is provided to show how resources are allocated in other cities.

4. Birmingham, AL

Program

In Birmingham, approximately 99 neighborhood associations are grouped into one of 22 communities. There are between 180 and 8,200 people in each neighborhood association. Through the Community Advisory Board (CAB), comprised of one member from each of the 22 communities, Birmingham citizens are represented. The CAB meets monthly, and conducts at least one quarterly meeting with the Mayor and the City Council. All meetings are open to the public. Each neighborhood may establish its own by-laws, although the guidelines for neighborhoods are contained in the Citizen Participation Handbook. There is an

early notification system in place to notify residents of impending actions that will impact their neighborhood. A full-time staff of 16 located in the Community Resources Division (CRD) in City Hall provides technical assistance to the neighborhoods and CABs. The City allocates \$3,000 to \$5,000 annually to each of the 99 neighborhoods.

Cost Estimate

If Birmingham's system were in place, as is, in Los Angeles, there would be approximately 427 neighborhoods with 8,200 residents. No neighborhood offices would be required, although additional office space may be required for the increased staff in the CRD. Approximately 209 City staff in CRD would be required at an estimated cost of \$7.6 and \$9.5 million. In addition, between \$1.2 and \$2.1 million each year would be required for the neighborhood allocations. The City would have to establish an early notification system.

Evaluation by Birmingham Staff

Birmingham staff stated that their participation program has existed for 24 years and that major improvements have occurred within the City because of citizen participation. Staff also indicated that City government and agencies are dependent on the neighborhood associations for leadership and information in decision making.

5. Dayton, OH

Program

Dayton has established a system of Priority Boards (PB) to represent its citizens. Dayton's 62 neighborhoods are grouped into one of seven PBs. The PBs serve as a focal point for neighborhood input on policy and programs of the City and are also called little city halls for citizen complaints. There are a total of 30 full-time staff for all seven PBs who provide a full range of assistance to the neighborhoods. Within each City department is a designated liaison to address complaints. Each month, the Administrative Council (AC), comprised of one representative from each major City agency, meets with each of the seven PBs. When PBs submit requests to the AC, the department directors are required to respond to the request in writing at the next AC meeting. There is an early notification system in place to notify residents of impending actions that will impact their neighborhood. The City also provides each PB a \$1,200 incentive award and a \$75,000 Community Development Block Grant (CDBG) set-aside for community development projects.

Cost Estimate

If Dayton's system were in place, as is, in Los Angeles, there would be approximately 135 PBs in various parts of the City to represent approximately 26,000 people in each area. Approximately 536 staff for the Division of Citizen Participation (DCP) would be required at an estimated cost of \$19.7 to \$24.5 million. Additional funds would be required to lease office space for most of the 135 the PB operations. The \$1,200 per PB incentive award would cost \$162,000 and the \$75,000 per PB CDBG set-aside would cost an estimated \$10.1 million.

Evaluation by Dayton Staff

Dayton staff stated that they are proud of the widely diverse citizen involvement in the City's budgeting, strategic planning, capital allocations, and use and neighborhood priorities planning process. Staff also suggested that if the City of Los Angeles supports its neighborhood councils with City staff that we should consider a process by which City staff are prevented from coming between the citizens and the City administration, as sometimes happens in Dayton.

6. Eighth District Empowerment Congress, Los Angeles

Program

In the Eighth Council District (CD) in the City of Los Angeles, the Eighth District Empowerment Congress (EDEC) has been created. It is the only model of its kind in the City of LA and its boundaries are those of the Eighth District. The CD is divided into four Assembly Areas and each Assembly area has its own Neighborhood Development Council (NDC) or leadership component. Each NDC is responsible for organizing its quarterly Assembly meetings and for the activities of its Assembly. One Council staff is assigned as a liaison to each of the four Assemblies. In addition, there are four Councils which address various issues of concern to the CD: 1) Community Standards, 2) Economic Development, 3) Youth Advocacy and 4) Community Safety. A Constituent Services Center was established in April 1996. In that center, representatives from City departments include: Building and Safety permits, City Attorney to conduct Building and Safety hearings, Street Maintenance, Street Use, Housing, Community Redevelopment Agency, Los Angeles Police Department substation and, in June, Airport Soundproofing. There are also community meeting rooms and offices for the CD staff. It's liaison staff to the Assembly areas are paid for within the CD budget.

Cost Estimate

If the EDEC structure were in place throughout the City of Los Angeles, there would be 14 additional Empowerment Congresses with one consistent services center in each Congress. The total cost for each new constituent center is estimated at up to \$9 million per center if a City facility does not already exist. This includes lease costs which may range from \$2.1 million to \$2.7 million/year for each building of approximately 10,000 square feet, parking spaces, estimated at \$0.30 million, one-time communications costs for all 14 buildings, estimated at \$2.7 million and the cost to furnish each building with computers, modems, printers, faxes and modular furniture work stations, estimated at \$3.3 million. Additional funds for City staff may be required if there are not sufficient staff available within each of the departments from which constituent services will be provided. No additional funds would be required for CD staff because each Council member would use staff within existing funds.

7. New York City, NY

Program

In New York, each of the 59 Community Boards (CB) serves approximately 124,000 of its 7.3 million population. The 50 CB positions for each are appointed by the Borough President. Each CB also serves as a mini city hall for citizen complaints and information. Each CB receives \$151,858 in General Funds for all CB staff and expenses, except rent. Rent costs throughout the City vary so much that the City pays for that separately. In addition to each CBs staff of two to four, there are 20 liaisons in the Mayor's Office who support the CBs. There is an early notification system in place to notify residents of impending actions that will impact their neighborhood. However, the notification only covers City impacts. Although it occurs less often, the City is unable to provide early notification to residents of impending state and federal actions because the City usually does not know about these actions in advance.

Cost Estimate

If New York's system of CBs were in place, as is, in Los Angeles, there would be 28 CBs to serve Los Angeles's 3.5 million population. Because Los Angeles does not have boroughs or borough presidents, each of the 50 positions per CB might be appointed by the City Council members. The total cost for the 28 CBs is estimated at \$4.2 million, not including the cost of lease space. There would also be an additional cost for the 9.5 FTE liaison staff to the CBs from the Mayor's Office.

Evaluation by New York City Staff

New York City staff stated that they believed their CB system to be a good one and that it provides an entree into City Hall. However, staff also admitted that the more organized a CB, the more responsive City Hall was in answering its requests, although all CBs have an impact on how the City addresses requests. Staff also said that the borough president model provides additional support to the CBs.

8. Portland, OR

Program

Neighborhood Associations (NA) were created in the 1950's, built upon in the 1960's and 1970's as a result of the Model Cities programs with the establishment of Office of Neighborhood Associations (ONA) in February 1974. Each of Portland's 90 NAs belongs to one of eight District Coalitions Boards (DCB). All NAs and DCBs, to be formally recognized by the ONA, must be incorporated as non-profit organizations. The ONA is located in City Hall and has a staff of two. The ONA is responsible for crime prevention, community organizing, the Neighborhood Mediation Program and for certifying and monitoring compliance of recognized neighborhood associations and DCBs. Each DCB must assist neighborhoods with their requests, particularly with producing and distributing newsletters, and for the Neighborhood Needs Report, which is developed by the neighborhoods and transmitted to the ONA. Each DCB has four staff, which includes one full-time crime prevention coordinator who assists the neighborhood associations with the organization of neighborhood crime watches and crime prevention efforts. The DCB contracts for its staff each year. Otherwise, each DCB determines its own role and files semi-annual progress and annual accomplishments reports with the ONA. There is also an early notification system in place to notify residents of impending actions that will impact their neighborhood.

Cost Estimate

If Portland's system were in place, as is, in the City of Los Angeles, there would be approximately 626 neighborhood associations with populations of approximately 5,600 and 56 DCBs with 223 staff to provide service to those associations. The ONA would require a staff of 14. Total staff costs for this model may range from 88.6 to \$10.7 million for the DCB staff (\$8.1 to 10.1 million) and the ONA staff (\$0.5 to 0.6 million), not including the cost of the 56 DCB sites.

Evaluation by Portland Staff

Freedom and independence from City government structures seem to be the way Portland staff characterize Portland's neighborhood participation system. Portland staff also stated that in hiring the ONA staff, people skills were most important.

Santa Monica, CA

9. Program

Santa Monica established a formal system of neighborhood participation in June 1987. At that time, Santa Monica created the Santa Monica Neighborhood Support Center (NSC). The NSC was an umbrella non-profit organization, funded by the City, to deliver an array of organization and support services to the neighborhood associations (NA), who are themselves, non-profits. By 1990, there were five recognized NAs. In 1996, the City provided six staff and \$293,843 in funding to cover staff salaries and operational costs to support the NSC. NSC activities included assisting NAs with: 1) clerical support to NA boards, 2) coordination of NA meetings, 3) NA membership recruitment, 4) formation of block clubs and issues groups, 5) production and distribution of neighborhood association newsletters and announcements, 6) record keeping of neighborhood association activities, 7) monitoring NA compliance with the City's requirements for funding, as stated in their Memoranda of Understanding (MOU) and 8) addressing city-wide issues that affect all neighborhoods.

A review of the NSC model was conducted in 1991 and, after extensive staff review and community input, was submitted to the City Council In May 1992. The report determined that many of the program's goals had been achieved, including: 1) provision of a funding mechanism that supported the neighborhoods and provided accountability to the City, 2) presence of skilled staff sensitive to both community-wide needs and neighborhood specific issues, 3) creation of a support organization perceived by the community as effective and fair in ability to administer funds and to **assess** approved neighborhood organizational criteria, 4) preservation of the autonomy of neighborhood associations and 5) establishment of a cost-effective structure. The areas of NSC program refinement and modification included: 1) improvement of communication between the NSC and the neighborhood associations, 2) specification of the amount of time NSC staff should spend with emerging groups not affiliated with City-recognized associations, 3) increased access to NSC resources by neighborhood associations and 4) increased emphasis on broad based citizen participation in neighborhood planning decision-making.

At the request of the City Council, staff conducted another extensive review of the NSC and presented its findings to the City Council in June 1997. This review included an examination of: 1) attendance at 27 NA and NSC Board meetings, 2) interviews with 34 NA and NSC leaders, NSC staff and 10 City staff who were in regular contact with the NSC and NAs, 3) questionnaires to 34 NA leaders with 13 responses received, 4) 150 hours of site monitoring at the NSC, reviewing NA documentation, NSC activities and MOUs with NAs and 5) research of citizen participation models in 13 other cities.

Based on an analysis of that data, staff concluded that: 1) the NSC model did not effectively support the needs of the community over the long term, 2) the NAs were sustained by a small core of very dedicated people, 2) NAs did not achieve the City's overall goal of broad based community participation, 3) attendance and participation in the NAs dropped over the last 10 years, 4) at least two NAs communicated positions to the City on a regular basis without the support of a community meeting to allow other residents to participate in position formulation and 5) the cost to the City for NSCs was not justified based on the limited number of people who participate and the difficulty of the dual role of NSC staff to support NAs and at the same time monitor NA compliance with City regulations. Staff determined that the NSC model was no longer justifiable as the City's primary vehicle to ensure increased community participation.

Evaluation by Santa Monica Staff

Santa Monica staff stated that participation in the neighborhood organizations depended on the urgency of the issue. It was difficult to sustain that interest over time. Staff said that any new neighborhood participation program in Santa Monica may include some form of leadership training and instruction in City structure and operation and, perhaps, a community improvement grant.

10. Seattle, WA

Program

Over 100 neighborhoods are grouped into one of 13 Neighborhood District Service Centers (NDSC). Each NDSC serves as a mini city hall for community concerns and includes liaisons with City departments, City planners, legal services, public access computer networks, parking ticket adjudication, utility bill paying and meeting facilities. In addition, there is a complaint and information center in City Hall. Approximately 25,000 complaints are tracked each year on computer by type of complaint and geographic area. Follow-up is conducted by one of five complaint investigators. A total of 82 City staff support neighborhood programs. In FY 1997-

98, the City allocated \$1.5 million for the Neighborhood Matching Fund Program (NMF). In FY 1998-99, that allocation will be increased to \$4.5 million because the program is so successful.

Cost Estimate

If Seattle's program were in place, as is, in the City of Los Angeles, there would be over 5,300 neighborhoods, one City staff member for every 6,470 residents for a total of 541 staff, 85 NDSC offices and \$9.9 million for the NMF program at the lower allocation and \$27.9 million at the larger NMF allocation. Not including the cost for 85 office space leases, the Seattle program implemented in Los Angeles may range from \$29.7 million to \$52.6 million.

Evaluation by Seattle Staff

Seattle City staff stated that its program has been in place for 10 years and is very successful. Staff evaluate the success of the program based on the large number of participants in its NMF program. All awards are competitive. The communities that show the largest and broadest based support for a project, based on the number of project volunteers, are the ones that are awarded the grants. Staff also believed that the success of its program is related to a strong identification with one's neighborhood and the freedom of each neighborhood to be creative and work on the issues it considers most important.

11. St. Paul, MN

Program

In St. Paul, the entire City is divided into one of 17 District Councils (DC). Each DC is established as a non-profit. The details of each organization's operation are in its by-laws. Because each organization is a non-profit, it is free to raise its own funds and get support from businesses, churches and other organizations, as needed. A substantial source of funding for the DCs comes from donations from various organizations operating in the City. The City provides very little direct support to its neighborhoods, with only one full-time equivalent (FTE) City Hall position. DCs are responsible for their own office space. However, there is an MOU between the City and each recognized DC that must be renewed each year. The City has a process by which it certifies and, if necessary, decertifies DCs. The level of participation varies depending on the issue, with "hot" issues drawing a lot of community involvement. The City provides approximately \$1 million/year for all 17 DCS for planning, organizing and liaison activities.

Cost Estimate

If St. Paul's program were in place, as is, in the City of Los Angeles, the City would require 13 FTE staff, at an estimated cost of \$8 to \$10 million to support 219 DCs, plus \$12.8 million/year to cover the cost of DC activities.

Evaluation by St. Paul Staff

Staff believed their model to be a good one because of the freedom it gave communities to be creative and innovative. Because the organizations are non-profits, each can raise funds for issues and projects of greatest concern to that community. Because the City provides minimal direct support, neighborhood organizations are less impacted when, due to budgetary considerations, the City must reduce its level of expenditures.

12. Conclusions

From the review of the various cities throughout the nation, the City of Los Angeles may learn the following lessons:

- a) good communication between the City and its neighborhoods is essential;
- b) some form of early notification system is needed;
- c) some form of City Hall infrastructure and support are needed;
- d) neighborhood participation must be built into the City's system for conducting business in order for City Hall to hear grass roots citizen concerns;
- e) neighborhoods must be free to be innovative;
- f) neighborhoods should be encouraged to work with the business community;
- g) a special downtown business district participation system may be needed;
- h) regular reviews of the system to determine areas for improvement and modification may be necessary to keep the system viable;
- i) neighborhood associations must eventually become as independent as possible;
- j) leadership training and citizen education in City operations is essential;
- k) broad based neighborhood participation is critical to success;
- l) neighborhood improvement matching fund grants may be an important tool for community participation and to sustain interest in the group over time; and,
- m) the system selected should continue to evolve.

COMPARISON OF CITIES WITH NEIGHBORHOOD COUNCIL PROGRAMS

City	No. of Neighborhood Councils	City Government Structure	Neighborhood Council Structure
<p>Birmingham, AL</p> <p>Population: 257,761</p> <p>Average Population of Neighborhood Councils: 180 - 8,200</p>	<p align="center">99</p>	<p>Full-time Mayor Nine part-time City Council Members</p>	<p>There are about 99 neighborhood associations. Two to six neighborhoods are grouped into one of 22 communities. The membership of the Community Advisory Community (CAC) is comprised of the officers of each of the 95 neighborhoods. The CAC selects officers and representatives for the Citizens Advisory Board (CAB). The CAB is comprised of one member from each of the 22 communities. The CAB presents the opinions and feelings of the neighborhoods to City Hall. The CAB may do this either through the Community Resources Division (CRD) or directory to the City departments. The CAB meets monthly and at least one meeting each quarter is mandated to be with the Mayor and City Council. CAB Committees parallel Council Committees. A Citizen Plan book contains the rules of operation for the neighborhoods and is revised every two years, as necessary.</p>
<p>Dayton, OH</p> <p>Population: 182,005</p> <p>Average Population of Neighborhood Councils: 11 - 10,300</p>	<p align="center">62</p>	<p>Part-time Mayor, City Manager, Four part-time City Commissions</p>	<p>Approximately 62 residential neighborhoods are grouped into one of seven Priority Boards (PB) with seven to 17 neighborhoods in each PB. There are six neighborhood PBs and one Downtown PB. The PBs are both little city halls for individual complaints from residents and a focal point for neighborhood input on policy and programs of the City. PBs distribute and collect PB Neighborhood Priorities Statements from the citizens. Those are submitted to the City Manager for consideration in planning. PBs meet once or twice/month. An Administrative Council (AC) comprised of one representative from each major City agency, and occasionally county and regional agencies, meets monthly in each of the seven PB areas. The AC is available to take requests and respond to neighborhood problems and concerns. Each case presented to the AC is followed up at the next meeting to ensure that appropriate action was taken. Each neighborhood selects representatives to fill between 26 to 46 seats on one of the 7 Priority Boards (PB).</p>
<p>Eighth District Empowerment Congress, Los Angeles</p> <p>Population: 3,485,398</p> <p>Average Population of Neighborhood Councils: 62,500</p>	<p align="center">4</p>	<p>Full-time Mayor 15 Full-time City Council Members</p>	<p>There are four Assembly areas: the West, North, Southwest and Southeast, each of which is composed of block clubs, residents, churches, businesses and community based organizations. The activities of each Assembly is guided and coordinated by its own Neighborhood Development Council (NDC), the leadership component of the Eighth District Empowerment Congress (EC). Each NDC meets monthly and organizes the quarterly Assembly meetings. In addition to the NDC, there are four councils which work directly with the EC. These are the: 1) Community Standards Council, district-wide representatives who are proactive in addressing ways to maintain and improve the neighborhoods; 2) Youth Advocacy Council, young people between the ages of 16 and 22 whose priority it is to bring positive changes to the community and to address issues of quality education and employment; 3) Economic Development Council, which focuses on community participation, quality jobs, business ownership and training for residents and 4) Community Safety Council, district-wide volunteer representatives who address public safety issues, including the issues of nuisance liquor stores, illegal dumping in alleys, crack houses and street drug sales.</p>

City	No. of Neighborhood Councils	City Government Structure	Neighborhood Council Structure
<p>New York City, NY</p> <p>Population: 7,322,564</p> <p>Average Population of Neighborhood Councils: 250,000</p>	59	<p>Full-time Mayor 5 Full-time Borough Presidents 51 Full-time City Council Members</p>	<p>A total of 50 members are appointed to Community Boards (CB) by the Borough President (BP) of each of the five boroughs in NYC, although half of the appointees are nominated by each of the 51 City Council members. The BP in turn appoints the chair of each CB. Each CB conducts regular public meetings which are announced in the local newspaper. Each CB sets its own by-laws. The CB chair creates the committees and appoints the committee chairs to address areas of concern in the district. In most districts, there are no term limits for the CB chair. The Mayor's Office produces a Community Board (CB) Handbook which provides details on the purpose and function of the CB, every aspect of NYC governance and references to other documents with budget, planning services and other information by district and Citywide.</p>
<p>Portland, OR</p> <p>Population: 503,000 (est. 1996)</p> <p>Average Population of Neighborhood Councils: 1,000 to 10,000</p>	90	<p>Full-time Mayor 4 Full-time City Commissioners (Council Members)</p>	<p>There are over 90 neighborhood associations that are grouped into one of eight District Coalitions (DC). Most associations are incorporated and qualify as tax-exempt organizations. However, the minimum requirements to qualify as a neighborhood is to: 1) apply for and be recognized by the City Office of Neighborhoods (ONA), 2) file by-laws with City and 3) abide by policies regarding open meetings and record keeping. Membership in each neighborhood association must be open to all residents and property owners within the neighborhood boundaries and usually include businesses and other non-profits as official members. Boards are composed of delegates from each neighborhood association. Coalitions address issues on a regional basis.</p>
<p>Seattle, WA</p> <p>Population: 530,000</p> <p>Average Population of Neighborhood Councils: Approx. 37,800</p>	100	<p>Full-time Mayor 9 Full-time City Council Members</p>	<p>Over 100 neighborhoods are grouped into one of 13 Neighborhood District Service Centers (NDSC). Each NDSC is made up of reps from both residential and business organizations. The City encourages organizations to develop and implement plans for diversifying its membership. Each NDSC sends one residential and one business rep to the Citywide Neighborhood Council (CNC), which provides an opportunity to share in citywide perspectives. DCs may present opinions either directly to the CNC or to the appropriate City department. Service is decentralized into the 13 NDSCs. Services provided include: liaisons with City departments, City planners, legal services, public access computer networks, parking ticket adjudication, meeting facilities and accommodations to pay utility bills. There is a directory of departmental liaisons to DCs and a handbook of City services which is updated on a regular basis.</p>

City	No. of Neighborhood Councils	City Government Structure	Neighborhood Council Structure
<p>St. Paul, MN</p> <p>Population: 272,235</p> <p>Average Population of Neighborhood Councils: About 6,000 to 20,000</p>	<p>17</p>	<p>One Full-time Mayor</p> <p>7 Part-time City Council Members</p>	<p>There are 17 neighborhood districts covering the entire City. The City has a ten step recognition process. Each neighborhood is organized differently, adopting their own by-laws, rules, procedures, etc. Each organization is formed independently of the City as a 501(c)(3) non-profit corporation as part of the process of being recognized by the City. The City has a formal agreement with each neighborhood which states the neighborhood duties and responsibilities.</p>

COMPARISON OF CITIES WITH NEIGHBORHOOD COUNCIL PROGRAMS

City	Age of Voters	Eligible Nominees	Method of Selection	Selection Procedures
Birmingham, AL	16	Any resident 18 years old who has: 1) lived in the neighborhood at least 90 days, 2) attended at least two neighborhood meetings, and 3) completed a declaration of candidacy.	Neighborhood Selection (bypasses state law complications)	The elected offices of president, vice-president and secretary for each neighborhood association are selected every two years at an election held separately from municipal elections. The Community Resources Division runs the elections. Ties are resolved at the next neighborhood meeting.
Dayton, OH	18	1) Registered voter 2) Obtains 25 signatures of registered voters in the area he/she represents.	It varies by Priority Board (PB). Each PB must submit an election plan each year, though the plans tend to remain the same from year to year.	Priority Board elections are held each year separately from the municipal election and are run by the Division of Citizen Participation. PBs have terms of either two years with 1/3 seats open or three years with 1/2 seats open for election. The number of seats per board ranges from 26 to 45 for a total of 227 seats citywide. Each board uses a different election plan, including one seat per precinct, at-large seats, and one seat per precinct plus representatives from neighborhood groups. All boards rely on the City for a mail ballot process.
Eighth District Empowerment Congress, Los Angeles	18	Open to anyone with a vested interest in the community, including residents, business owners, agency representatives, et cetera.	Neighborhood selection for 9 seats and appointment for 6 seats on the Neighborhood Development Council. The 25 positions on the Community Safety, 70 positions on the Community Standards and 25 positions on the Youth Advocacy Councils are district-wide positions.	Elected representatives for the Neighborhood Development Council are selected every two years. Elections are generally conducted by Council staff and take place in June or July in the Assembly area.
New York City, NY	N/A	Nominees to the Community Board (CB) must be NYC residents who live in or have a business, professional or other significant interest in the district. No more than 25% of the CB members may be City employees.	The Borough President appoints the CB members. The BP must ensure adequate representation from all neighborhoods.	Appointed.

City	Age of Voters	Eligible Nominees	Method of Selection	Selection Procedures
Portland, OR	Determined in each neighborhood association's by-laws	Any association member. The City requires the association general membership to be open to any person who lives in and/or owns real property within the boundaries of the neighborhood.	Determined in each neighborhood association's by-laws. Some members are selected and some are appointed.	Selection of association officers and coalition delegates are governed by the individual association by-laws. Most associations are governed by a Board of Directors which is the decision-making body for the general membership. Board members are elected for a specified period of time. Most associations create committees as task-related groups to work on specific issues.
Seattle, WA	Based on the by-laws of the neighborhood	Open to all residents, business organizations and neighborhood merchants. In some neighborhoods, there are requirements to pay membership dues and/or attend a minimum number of meetings before a vote may be cast.	Selected members, generally for one-year terms, although some organizations have term limits.	Procedures differ by neighborhood and are contained in each neighborhood by-laws.
St. Paul, MN	Based on the by-laws of the neighborhood	Based on the by-laws of the neighborhood.	Elected by residents for staggered terms. Most have no term limits.	Based on the by-laws of the neighborhood.

COMPARISON OF CITIES WITH NEIGHBORHOOD COUNCIL PROGRAMS

City	Determination of Boundaries	Council Offices and Staffing	Type of Authority	Scope of Authority
Birmingham, AL	For six months, City staff went door-to-door for citizens to identify boundaries. These may be revised every two years. Such boundary identification enabled trust between the City and citizens.	No neighborhood offices. The Community Resources Division (CRD) provides only staffing with 9 full-time workers. The CRD operates from City Hall.	Advisory	Each Neighborhood Association (NA) determines how its allocation of CDBG funds will be spent. NAs may spend the funds on innovative projects or allow the City to use the NA's allocation for a project that the NA desires. Most of the allocations are spent on tasks performed by City employees or contractors. In addition, through its early notification system, CRD informs neighborhood presidents about events and decisions in City government relevant to their neighborhoods, such as proposed zoning and land use changes with hearing dates, requests for liquor licenses, pool table and dance permits, CRD projects that will affect their neighborhood, notification of requests by their neighborhood officers and the City's response, Citywide notices such as Council, Planning and Zoning agenda, hearing notices, board and staff vacancies, etc.
Dayton, OH	Both the neighborhood and Priority Board (PB) boundaries were drawn by the Planning Department with little input from the citizens. Most districts include both lower-income people in the inner city and higher income people near the city limits. However, one district represents only the downtown and another one represents almost exclusively the lowest income neighborhoods in the City. The neighborhood boundaries tend to keep ethnic populations in tact.	Each of the six residential PBs has a staff of two or three professionals (coordinator, community services advisor and one person to handle daily complaints) and one secretary who work out of the PB office. These staff are selected by the PB itself from a short list provided by the Personnel Department after an initial screening process. Each one works under a one-year renewable performance contract.	Advisory	The PB promotes changes in City Hall administration by making changes in areas from garbage collection to housing rehabilitation. Many neighborhoods present their case first to their PB before taking it to the appropriate City agency. The PB often takes on the case for them. The PBs also communicate issues from the City that are crucial to the neighborhoods. Although PBs do not have a formal role in the budget process, the City meets with the PBs to receive recommendations about essential services and for input for new policy proposals. Each of the seven PBs has one of 16 seats on the CDBG Task Force. Individual PBs submit proposals for funding in the same manner as City agencies. Many of the PB proposals are adopted.

City	Determination of Boundaries	Council Offices and Staffing	Type of Authority	Scope of Authority
Eighth District Empowerment Congress, Los Angeles	The boundaries of the Empowerment Congress conform to those of the Eighth District. The boundaries for the four Assembly areas within the Eighth District were determined by census tract to divide the areas equally by population.	There are four Assembly areas, supported by one Constituent Services Center (CSC). The services provided in the CSC include: Building and Safety permits, City Attorney, B&S hearings, Street Maintenance, Housing and an LAPD substation. About four Eighth District staff directly serve the Empowerment Council function.	Advisory	Each year the Councilman shares copies of the Mayor's Proposed Budget with the leaders of the EC and hosts a Community Briefing on the Proposed Budget. Top managers from the various City agencies attend the annual meeting to answer questions and listen to the concerns of the community. Based on the responses from the leaders, the Councilman tailors budget amendments to allocate more money for the items of greatest interest to the community.
New York City, NY	The boundaries of Community Boards are determined: 1) by population within each borough, 2) to coincide with historic, geographic and identifiable communities and 3) to support a population of not more than 250,000 in a given district.	There are 59 districts, each of which is staffed by a district manager (DM). The DM serves at the pleasure of the CB. The DM usually has a staff of up to four and serves as municipal manager, service coordinator, information source, community organizer, mediator, ombudsman, complaint monitor, etc.	Advisory	Community Boards (CB) address the welfare of the district by: 1) communicating with the people of the CB by conducting public outreach and disseminating City department information, 2) considering district needs, advising the Borough President and City officials in the CBs needs, cooperating with CBs in other districts with respect to matters of common concern, 3) participating in the budget process, capital program and land use process, 4) submitting to the Mayor an annual statement of district needs and plans for the improvement and development of the district and 5) monitoring the delivery of services to the district. Each CB elects its own officers, adopts by-laws and statements of the duties assigned by the board to the district manager and other professional staff and keeps minutes of all meetings. These meetings are subject to the Brown Act.

City	Determination of Boundaries	Council Offices and Staffing	Type of Authority	Scope of Authority
Portland, OR	<p>Boundaries are established by each neighborhood association. Boundary changes must be agreed to by all impacted neighborhoods.</p> <p>The involved District Coalition Board (DCB) assists in resolving boundary disputes.</p>	<p>The staff hired by each DCB is primarily funded by City monies given to a DCB under contract with the City. DCB is employer – not the City. DCB offices serve distinct geographic areas. Offices provide direct support and service to neighborhood associations located within their boundaries. Each office is staffed with a coordinator, crime prevention specialists and other support staff who assist citizens with information and resources. Offices differ in how they are organized and the specific services offered to its member associations.</p>	Advisory and advocacy.	<p>The DCB's represent neighborhood interests to City staff in identifying issues and advocating solutions to neighborhood problems, recommend action, review proposals and offer advice to City agencies.</p>
Seattle, WA	<p>The neighborhoods are defined by the residents in the by-laws of their community council. Some times boundaries overlap. Neighborhoods are defined by unique geographic features and usually surround a business district and an elementary school.</p>	<p>There are 13 Community Service Centers at which the community organizations may conduct meetings, pay bills and have computer access to the various departmental programs and agendas.</p>	Advisory	<p>District Councils (DCs), through their participation in the Citywide Neighborhood Council (CNC) determine how the City's funds will be spent. DCs may also submit budget requests for unmet needs such as for park maintenance or street improvements. CNC makes recommendations on the City budget, including the General Fund, block grant and neighborhood matching funds and provides advice on implementation of the DC program. An early warning system exists whereby CNCs are notified of all pending City actions and must respond before the final vote is taken. Although the neighborhood organizations do not have legislative power, they do have clout because they are broadly based.</p>
St. Paul, MN	<p>Agreed on by neighborhood groups and city. Criteria included, natural boundaries, roadways, and recognized neighborhoods. Have not adjusted boundaries since they were established in 1976 except for one minor change consented to by the involve neighborhoods.</p>	<p>Each one has its own office and staff (both paid and volunteer).</p>	Advisory.	<p>With respect to City business, all groups are advisory. However, individual neighborhoods can contract with the City for additional duties and powers.</p>

COMPARISON OF CITIES WITH NEIGHBORHOOD COUNCIL PROGRAMS

City	Source of Funds	City Hall Infrastructure	Reason for Neighborhood Councils
Birmingham, AL	Community Development Block Grant. No funds are given directly to neighborhood associations. The administrative funds are allocated to the CRD. Neighborhoods are allowed to organize their own fund-raising activities. However, money must be used for eligible activities, as determined by the City. Residents must vote on expenditure of funds. Projects are implemented by the City.	All work for the neighborhood associations is handled through the Community Resources Division (CRD). City has a paid staff of 16 that provide assistance to each neighborhood. CRD is responsible for the coordination of the program. The City allocates \$3,000 to \$5,000 each year for each neighborhood.	Neighborhood Associations grew out of an extremely tense racial atmosphere following more than a decade of racial strife. To provide for more participation and to end past records of racial discrimination, HUD outlined minimum requirements for involvement of the poor in the CDBG grant distribution. Neighborhood Associations were established in October 1974 by City Council Resolution.
Dayton, OH	CDBG has provided 80% of funding and the General Fund 20%. In addition, through the Neighborhood Opportunities Plan (NOP), a General Fund commitment and private donations are used for housing and development issues, such as tree maintenance, comprehensive land use planning, housing design and development, business and institutions development project loans, crime watches and neighborhood initiatives.	Funds for the Priority Boards (PBs) are administered by the Community Development, Division of Citizen Participation (DCP). The City does provide staff and funding for the DCP. The PB staff assistance to neighborhoods includes writing, printing and mailing newsletters.	As a result of the federal government requirement for citizen participation during the Model Cities Program, Dayton, in 1971, initiated the Planned Variations proposal and Priority Boards were formally started. In 1975, the City Commission passed an Informal Resolution making PBs the official voice of Dayton's neighborhoods. Site offices were established through out the City. It was also the first year that the mail balloting process was used.
Eighth District Empowerment Congress, Los Angeles	Funds for the Empowerment Congress are allocated from the annual budget of the Eighth Council District.	There is no City Hall infrastructure to support the work of the Eighth District Empowerment Congress.	Established in 1992, the Eighth District Empowerment Congress was formed from the need for people in south Los Angeles to become organized and structure their efforts to effectively demand and obtain quality services from their local government. The mission of the EC is to engage residents in productive activities in an effort to create safer and healthier environments, educate constituents so they may make more informed decisions regarding the condition of their neighborhoods and to empower them to effect positive change in their communities.

City	Source of Funds	City Hall Infrastructure	Reason for Neighborhood Councils
New York City, NY	The General Fund. Each CB receives a uniform budget of \$151,858 from which the CB staff salaries, telephone, supplies and service contracts are paid. The rent is included in the City's overall budget. The annual cost for all CBs is \$9 million (not including rent) in NYC's \$35 billion annual budget. OMB works with each CB to determine its budget.	Each CB is assisted by the Community Assistance Unit (CAU) within the Mayor's Office. The CAU provides technical, disaster and crisis assistance to all Cbs. Within the CAU there are 20 liaisons, who regularly attend the CB meetings throughout the City as follows: Staten Island - 3; Brooklyn - 5; Bronx - 5; Queens - 3; Manhattan - 4.	Begun as an experiment in Manhattan in 1951, Community Planning Councils advised the Borough President on planning and budgetary matters. In 1963, Community Boards were adopted in the City Charter. In the 1970s, little City Halls were established. The current Community Boards are a blend of the two ideas, reaffirmed in the City Charter ratified in 1989.
Portland, OR	Primarily City General Funds.	The Office of Neighborhood Associations (ONA) facilitates citizen participation and improved communication among citizens, neighborhoods associations, district coalitions/neighborhood offices and other entities. ONA also provides training, technical assistance, mediation and facilitation services in areas such as crime prevention and public safety, land use, transportation planning, information sharing, community-building, organization development, and administrative support.	Grew out of neighborhood associations that began forming in the mid-1950's to preserve residential character of their neighborhoods. In the 1970's a struggle over the best method to organize multiple programs led to a proposed system of District Planning Organization which was rejected because of fear that they would take power away from neighborhood organizations. Ultimately, this led to the Council's adoption of an enabling ordinance creating of an Office of Neighborhood Associations requiring formal Council recognition of each association and imposing specific membership standards (e.g. open to residents, business, property owners, and non-profits).
Seattle, WA	The General Fund (\$6.5 million for salaries administration) for the 82 staff plus \$1.5 million for the Neighborhood Matching Fund of which \$150,000 is CDBG. Next year the matching fund will be \$4.5 million. The community may meet the match with volunteer labor charged at \$10 per hour.	There is a Department of Neighborhoods (DON) with a staff of 82 to staff the 13 Neighborhood Service Centers (NSC), the Matching Fund, 47 community gardens, seven historic districts, the complaint and information center and other programs. Existing NSCs were merged into the DON to provide the DON with decentralize staff.	The City Council created the Neighborhood Planning and Assistance Program (NPAP) in January 1988 by ordinance as a result of increasingly active neighborhood organizations upset about the impacts of growth, too many resources going to downtown projects, too little access to City government and sympathetic Council members who believed that active neighborhoods are an asset rather than a threat. The NPAP created the DC structure, neighborhood budget process, neighborhood matching fund and support for citizen-initiated neighborhood planning. Because the services were housed in different City departments and were not well coordinated, the City, after much public input, created the DON. The DON houses all neighborhood-related services and has authority to coordinate with other department as needed.
St. Paul, MN	City provides about \$1 million/year to the 17 districts for planning, organizing, liaison activities. Most get about \$50,000 from City.	City's Department of Planning and Economic Development oversees neighborhood council activities. Until 1993, a city position of "Citizen Participation Coordinator" helped manage contracts and served as liaison. Now those duties have been absorbed by several other City staff members.	Community and public desire for this change. City officials recognized the need and there was a willingness to promote change form both the city and the communities. Federal funding was also available.

COMPARISON OF CITIES WITH NEIGHBORHOOD COUNCIL PROGRAMS

City	Effectiveness of Neighborhood Council	City	Effectiveness of Neighborhood Council
Birmingham, AL	The City of Birmingham supports neighborhood participation in the City process. Birmingham staff believe that it is important for citizens to participate in the planning process to establish the neighborhood council system.	Portland, OR	Described as “one of the most effective city-wide systems of citizen participation in the U.S. today”, Portland’s system grew out of a series of struggles between local neighborhoods and city government in the 1970’s. Now this is a system of formally recognized associations, funded by the City, which provides open and fair participation, and a meaningful role in city budgeting, crime prevention, and land use planning.
Dayton, OH	The City of Dayton supports the PB system and sees it as a medium for two-way communication between the citizens and the City, believing that participation in decision making is necessary. The neighborhoods are able to generate self-help projects beyond what the City itself can do and promote a strong sense of neighborhood identity.	Seattle, WA	The City of Seattle supports its neighborhoods with staff at 13 Neighborhood District Service Centers, leadership training, and other capacity building programs and the recognition that community input is important. City staff also report that neighborhoods are very independent, creative and innovative in their approaches.
Eighth District Empowerment Congress, Los Angeles	The Councilman and Council staff support the Empowerment Congress and view it as a means to address the various issues of importance to the community. In 1992, when the EC first started, about 100 people would attend the annual meeting. In 1998, approximately 700 people attended the annual EC meeting. The EC continues to evolve. Participation is enhanced through leadership training.	St. Paul, MN	The program has resulted in semi-autonomous neighborhood participation groups, who work <i>with</i> City staff and officials.
New York City, NY	The City of New York supports its Community Board system with City staff and with funding. City staff report that the more organized and focused the CB is on a particular issue, the more effective the CB is in effecting change within its CB.		

COMPARISON OF CITIES WITH NEIGHBORHOOD COUNCIL PROGRAMS

City	Method of Outreach to Citizens	Special Programs
Birmingham, AL	The CRD mails out city and neighborhood information packets every month to every household in the City. Each neighborhood association can include whatever material it wishes in the mailing, including meeting notices, new program descriptions and information about other events or services of the City or neighborhood.	The CRD provides neighborhood leadership training sessions for neighborhood officers after each election. It is an opportunity for the officers to learn how the City operates, how to make requests for basic services or policy changes and to know some of the department general managers
Dayton, OH	The Dayton Update is mailed to every household quarterly and includes information on new programs available, recreational opportunities and on specific neighborhoods news, such as grants, staff and victories. There are also neighborhood association mailings, sent out irregularly. Surveys are conducted by the City of Dayton, the Priority Board (PB) and by the associations. The results are used to successfully influence policy and priorities. PB meetings are will publicized in advance through the newspapers. Some meeting are carried on television.	Dayton has several special programs including: 1) Self-Help Neighborhood Grants Program - neighborhood organizations receive grants for special projects; 2) Leadership Training - co-sponsored by the PB and private donations, residents learn City history, discuss issues and learn effective neighborhood management and leadership roles; 3) Historic Districts - the six historic districts and their neighborhood organizations give district tours and help curb the destruction of housing; City of Dayton - encourages and supports neighborhood events, including fairs, open houses, clean-up campaigns and special celebrations.
Eighth District Empowerment Congress, Los Angeles	The Empowerment Congress staff sends out the Empowerment Express Newsletter quarterly, which includes a message from the Councilman, articles and information from each Assembly area as well as from the Youth Advocacy, Community Safety and Community Standards Councils.	Each year the EC organizes a team to walk in the UNCF Walk-a-thon, hosts the district wide Empowerment Congress Conference and the Community Briefing on the Mayor's Proposed Budget. In addition, the EC is conducting the Electronic Citizenship Program, through which citizens are provided computer training and hosts non-profit seminars and voter's education forums.
New York City, NY	Because of the size of each CB, outreach is difficult. Meetings are advertized in the local newspaper. However, if there is an issue of great importance to the community, the informal method of "word of mouth" communication between neighbors appears to be effective.	Programs vary within each CB. However, the types of programs conducted include youth programs, such as sports and tutoring activities.
Portland, OR	ONA prepares and distributes a monthly calendar of neighborhood association meetings and communist events; publishes a newsletter to provide information and maintain a link among associations, and between itself and the associations. Each DCB publishes a newsletter for distribution within its district. Neighborhood associations use newsletters, flyers, and special neighborhood events to promote communication/interaction within their neighborhood.	The ONA is responsible for: coordination of the City-wide crime prevention program; the Metropolitan Human Rights Center; City Information and Referral Line; Refugee and Immigrant program; Neighborhood Mediation Center; and Community Outreach and Training program.

City	Method of Outreach to Citizens	Special Programs
Seattle, WA	Each community creates its own method of outreach. Through the service centers, citizens have access to all public information and assistance is provided.	Programs include leadership training, capacity building as one of many opportunities through the Neighborhood Matching Fund, community gardens or organic garden plots which neighborhoods can lease for \$30 per year. Portion of food raised in the plots goes to food banks. There are also fund raising workshops.
St. Paul, MN	Communication within and among neighborhoods is accomplished via meetings, letters/memos, phone calls, and agenda distribution. Neighborhood group staffs meet monthly and the presidents of the neighborhood councils meet quarterly. City staff is usually invited.	When the neighborhood programs first started, St. Paul provided leadership training and capacity building programs. Now organizations are less dependent on the City and those programs are no longer provided.