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# NEIGHBORHOOD STATISTICS

GOVERNMENT DOCUMENTS

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## HEARING

BEFORE THE

SUBCOMMITTEE ON CENSUS AND POPULATION

OF THE

## COMMITTEE ON OFFICE AND CIVIL SERVICE USE OF REPRESENTATIVES

NINETY-FIFTH CONGRESS

FIRST SESSION

ON

### H.R. 3789

A BILL TO AMEND TITLE 13, UNITED STATES CODE, TO PROVIDE THAT A MUNICIPALITY OR A POLITICAL SUBDIVISION OF A MUNICIPALITY SHALL BE ENTITLED TO RECEIVE POPULATION CENSUS STATISTICS WHICH RELATE TO THE AREA WITHIN THE JURISDICTION OF SUCH MUNICIPALITY OR SUBDIVISION

APRIL 20, 1977

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## NEIGHBORHOOD STATISTICS

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WEDNESDAY, APRIL 20, 1977

U.S. HOUSE OF REPRESENTATIVES,  
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,  
SUBCOMMITTEE ON CENSUS AND POPULATION,  
*Washington, D.C.*

The subcommittee met at 9:30 a.m., in room 304, Cannon House Office Building, Hon. William Lehman, chairman of the subcommittee, presiding.

Mr. LEHMAN. Over the past several years there has been a definite trend across this country toward neighborhood government. People are becoming more aware of the existence of government on a small scale and want more direct responsibility for "what happens to them."

With the development of this consciousness and the increase in neighborhood organizations came the realization that accurate and relevant data was not readily available at that level.

Last year Mrs. Schroeder brought this situation to the attention of the Congress with the introduction of H.R. 15148. Unfortunately, Congress adjourned before any action was taken. Thus, she has introduced an identical bill, H.R. 3789 which we will be considering today.

This neighborhood statistics bill allows municipalities or political subdivisions, created by statute and having at least one elected official, to obtain without charge census statistics which relate to the population within the particularly defined jurisdictions. The only limitation is that the request must be confined to statistics collected not more than 22 years before the request is made.

Since the development of these neighborhood governments has been particularly strong in urban areas I am particularly interested in the impact of this bill in places where there is countywide government with numerous unincorporated areas within its jurisdiction. Hopefully, the witnesses will address this aspect to the bill in their testimonies.

The Honorable Don Fraser, our colleague from Minnesota, is our first witness.

### STATEMENT OF HON. DONALD M. FRASER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MINNESOTA

Mr. FRASER. Thank you, Mr. Chairman.

Mr. Chairman, I am pleased that your subcommittee is considering this important legislation.

To make available at the neighborhood level the valuable statistical information of the U.S. Bureau of the Census will be very helpful.



It will enable local neighborhoods to evaluate their own problems and recommend steps for stabilization and improvement of their home areas.

In more and more cities this structure for local decisionmaking is being built at the neighborhood level. There are new subunits of local government with official responsibility for making local decisions and developing governmental policy. These are where the impact of H.R. 3789, the Neighborhood Statistics Act, will be felt.

For example, in my home district in Minnesota, the Minneapolis City Council has identified 10 natural communities subdivided into a larger number of neighborhoods. Each year elections are held in each neighborhood and delegates elected to bring neighborhood views and judgment into the community development block grant program.

Here in Washington, D.C., an even more highly developed system is in operation, the advisory neighborhood commissions. The District of Columbia Home Rule Act adopted by Congress a few years ago, provided that the Council of the District of Columbia would divide the city into neighborhood areas, provide for local elections, and prescribe the powers and duties of neighborhood commissions. A basic annual financial allotment was provided for each area and all agencies of the local government were to give advance notice of proposed zoning changes, public improvements and other government action of local importance to the commissions.

I have brought with me a few items which demonstrate the rapid development of the advisory neighborhood commissions in the Capital City during their first year of operation. I am submitting for the record a map of the neighborhood areas established by the Council, a copy of the language provided by Congress in the Home Rule Act and a copy of the ordinance of the Council setting out the powers and duties of the commissions.

If there's no objection I'd like to submit those for inclusion in the record.

Mr. LEHMAN. They may be placed in the record after your testimony.

Mr. FRASER. In addition, let me cite a few examples of how the ANC's fit into the local system of government. Each week in the D.C. Register, the information journal of the city government, there are notices of action about to be taken by the city. These are often flagged according to which ANC is most affected, and of course, copies are sent to each elected member of an advisory neighborhood commission.

For example, in the April 15, 1977, D. C. Register is a long list of zoning exceptions under consideration by the Board of Zoning Adjustments. Three examples are set out in my written statement as you can see. Each proposal is identified according to the advisory neighborhood commission it affects. And then they're identified ANC 3B, 3E, and IB in each of these three examples.

WARD THREE

(12411 ANC 3B)

Application of Catherine Tift Porter, pursuant to Subsection 8207.11 of the Zoning Regulations for variances to permit parking in an open court (Section 7205) and within ten (10) feet of a dwelling (Sub-section 7205.2) in the R-3 District, at premises 2113-37th Street, N.W., Lot 815, Square E-1301.



(12412 ANC 3E)

Application of Heights Foundation, Inc., pursuant to Sub-section 8207.2 of the Zoning Regulations for a special exception (Sub-section 3101.42) to permit establishment of a private girls' school with 150 students in the R-1-B District, at 4101 Yuma Street, N.W., Lots 806 and 807, Square 1727.

## WARD ONE

(12392 ANC 1B)

Application of Federal Housing Administration, pursuant Sub-section 8207.2 of the Zoning Regulations for a special exception (Sub-section 3101.45) to continue operating a clothing center in the R-4 District, at premises 2728 Sherman Avenue, N.W., Lot 27.

In the same issue of the D.C. Register, ANC's are notified of proposed rules of the Chief of Police relating to the local Freedom of Information Act. The proposed rules are marked "Of Interest of All ANC's."

In addition the ANC's sometimes place the information in the Register themselves, just as do other agencies of the District government. The April 15 Register gives notice of forthcoming meetings of ANC's and a resolution adopted by one ANC urging council action on an issue.

One can get a fuller idea of how the ANC's are working in different parts of the city by reading stories in the neighborhood newspapers or the publications which some ANC's have started to issue themselves. As examples, I would like to submit for the committee record three items. One is an article from "The Uptown Citizen," reporting on five of the ANC's in the western part of the city. Another is part of the annual report of the ANC in the southwest part of Washington where I live. The third is one page from a newsletter put out regularly by one of the ANC's on Capitol Hill.

I hope this gives the committee a feeling for the extensive structure of the neighborhood units in at least this major city.

I hope it helps to indicate the type of work the neighborhood commissions are engaged in. I think it would be clear that providing local statistics from the Census Bureau will be of enormous importance to the effective working of these new elements of government structure in our urban areas.

H. R. 3789 is badly needed by our cities.

I might add in the ordinance or statute of the City Council which amplifies the legal system under which these advisory neighborhood commissions operate there is in our provision that the Mayor has to provide census data to each of the advisory neighborhood commissions but the census data is just for the ward level and I gather that at least one reason that only this larger census data is made available is that it simply isn't available on a neighborhood basis. It sort of underscores the need for the legislation this subcommittee is considering.

Mr. LEHMAN. Thank you, Mr. Fraser.

We have similar situations that would seem to be developing in Miami and Minneapolis and of course in Washington, D.C. and I think—what I'd like is to have the census tracts developed in accordance with the advisory neighborhood groups. One would then be provided with the kind of data you need to work with in these neighborhood situations.



In Minneapolis is there any effort to correlate, or have the continuous boundaries within these neighborhoods that also happened to be the census tract boundaries?

Mr. FRASER. My impression and I don't want to claim to be expert on this is that the census tracts tend to be used more when they draw election line districts partly because that is the building block for the information. In that the neighborhoods——

Mr. LEHMAN. You're talking about the precincts now?

Mr. FRASER [continuing]. Precincts and wards. We elect the city council members from wards and the neighborhood really sort of comes on top of this. In fact my impression is that there's not been enough consideration in the drafting of the political subdivision units, the precinct ward or our legislative districts with reference to neighborhoods. What would be desirable would be to kind of get an integration of all three, the neighborhood, the political subdivisions, and the census tracts delineations.

Mr. LEHMAN. You speak of political subdivisions in terms of wards. I guess we don't have wards in Miami. We don't have wards in Dade County but we do have precincts and so many precincts to a ward in your area?

Mr. FRASER. That's right.

They use the wards to elect members of the city council. Our legislative districts are not too dissimilar from our wards in size and there's very little correspondence there either. But in any event to the extent that the neighborhood is a natural community around which political representation might be based then it would be even more important to have census data broken out on a neighborhood basis.

Mr. LEHMAN. We think of wards often in the terms of political patronage. I know in Dade County there is a tendency for the neighborhood redevelopments of the neighborhood committees to control the Federal programs and jobs that stem from Federal programs in these areas. Is there any danger of developing a kind of ward bossism out of these kind of support—by making it oversimplified and overcontrolled? I don't know whether I'm making myself clear.

Mr. FRASER. I understand.

Mr. LEHMAN. Self-perpetuating type of political machinery.

Mr. FRASER. That depends a lot on the political traditions of each community.

We have almost no patronage in our political system and as a result political participation tends to be largely based on issues which in my point of view is a very healthy point.

Now when we had the advisory neighborhood commission proposal up in Washington some argued that the local advisory neighborhood commissions would become—well, they really argued two things about it that were contradictory. One was that this would become the local political arm of the incumbent councilman and the other was that they would become adversaries and just cause trouble for the regular——

Mr. LEHMAN. Elected officials.

Mr. FRASER. Elected official.

My own view is if one had to lean one way or the other, the latter is the preferred relationship simply because in my view the public



officials need to be prodded and pushed. But in fact I think what happened is that they vary so much it's hard to generalize. A good councilman will develop a good working relationship but the ANC will have its own independence. It will not be controlled by them—for the most part.

Mr. LEHMAN. Well, how many of your tracts in Minneapolis for instance are now beginning to be coordinated with the neighborhood groups?

Mr. FRASER. Well, we have 10 sort of large areas for purposes of developing block grant programming. I can't tell you to what extent.

Mr. LEHMAN. But there's been some activity in that. There has been some movement by the Bureau of the Census to reboundary the census tracts to conform to these neighborhood advisory groups.

Mr. FRASER. In our city I can't answer how far that has changed partly because this is all fairly recent. The growth of citizen participation is recent.

Mr. LEHMAN. Well, now we have an official meeting thanks to Congressman Howard from New Jersey.

Would you like to address any questions to our colleague, Mr. Fraser in regards to the subject at hand which is the use of census material or census tract boundaries to correlate with local governmental agencies and local neighborhood divisions or would you maybe want to come back to that in a few minutes?

Mr. HOWARD. Thank you very much, Mr. Chairman.

No; I would like to look at the material first but I would like to state had I known what a distinguished witness we would have I'd have been here on time.

Mr. FRASER. Mr. Chairman, if I could just make one other comment.

My reading of the legislation is that it is directed primarily to having the Bureau of Census information made available to neighborhood groups. The question to the extent to which they may feel some need to redraw legislative tract lines—my impression is that is a subsidiary issue. It's really the making available of information. To the extent they could make it available under the present tract lines there is no problem.

There may be some value in not changing tract lines quickly. I don't know how the Census Bureau operates but it may be for the purpose of continuity and comparison purposes they don't want to change it too rapidly. Maybe what would be required in that case is not so much changes but even perhaps subdivide it even further for purposes of them supplying the information to neighborhoods.

Mr. LEHMAN. Well thank you very much and we will continue to work with you on this because not only do I as the chairman of this committee have an interest in this but also as a Congressman from Florida. We want to see at least the south part of the area planning council work with the Census Bureau to develop these tracts not only in the form of economic and environmental development but also to coordinate with the political structure down there.

Mr. FRASER. Thank you very much.

[The information that was submitted by Mr. Fraser follows:]



## In the Council of the District of Columbia

January 9, 1976

AN ACT To establish the duties and responsibilities of Advisory Neighborhood Commissions; their internal operating structure; their relationships to other governmental and private entities; and their fiscal and administrative procedures.

*Be it enacted by the Council of the District of Columbia, That this act may be cited as the "Duties and Responsibilities of the Advisory Neighborhood Commissions Act of 1975."*

## STATEMENT OF PURPOSE

SEC. 2. The purpose of this act is to further implement section 738 of the District of Columbia Self-Government and Governmental Reorganization Act by amending the Advisory Neighborhood Councils Act of 1975, as amended, by adding the following additional sections to said act:

## "DUTIES AND RESPONSIBILITIES OF ADVISORY NEIGHBORHOOD COMMISSIONS

"SEC. 13(a). Each Advisory Neighborhood Commission (hereinafter the 'Commission') may advise the Council of the District of Columbia, the Mayor and each Executive Agency and all independent agencies, boards and commissions of the government of the District of Columbia with respect to all proposed matters of District government policy including decisions regarding planning, streets, recreation, social services programs, education, health, safety and sanitation which affect that Commission area. For the purposes of this act, proposed actions of District government policy shall be the same as those for which prior notice of proposed rule-making is required pursuant to section 5(a) of the District of Columbia Administrative Procedure Act (D.C. Code, sec. 1-1505(a)) or as pertains to the Council of the District of Columbia.

"(b) Thirty days written notice of such District government actions or proposed actions shall be given by mail to each Commission affected by said actions, except where shorter notice on good cause made and published with the notice may be provided or in the case of an emergency and such notice shall be published in the District of Columbia Register. The Register shall be made available, without cost, to each Commission and shall, as of the effective date of this act, be published on Friday of each week.

"(c) Proposed District government actions covered by this act shall include, but shall not be limited to, actions of the Council of the District of Columbia, the Executive Branch or independent agency. In addition to those notices required in subsection (a) above, each agency, board and commission shall, before the award of any grant funds to a citizen organization or group, or before the formulation of any final policy decision or guideline with respect to grant applications, comprehensive plans, requested or proposed zoning changes, variances, public improvements, licenses, or permits affecting said Commission area, the District Budget and city goals, and priorities, proposed changes in District government service delivery and the opening of any proposed facility systems, provide to each affected Commission notice of the proposed action as required by subsection (b). Each District of Columbia agency shall maintain a record of such notices sent to each Commission.

"(d) Each Commission so notified pursuant to subsections (b) and (c) of this section of proposed District government action or actions shall consider each such action or actions in a meeting with notice given in accordance with section 14(c) which is open to the public in accordance with section 14(g). No official action may be taken by a Commission unless a majority of the elected representatives of the Commission are present and voting. Each Commission shall forward its written recommendations with respect to the proposed actions to the Council of the District of Columbia, the Mayor and the appropriate agency, board or commission within thirty days of the mailing of the notification required by subsection (b) of this section. Provided, that, if the Commission does not have a recommendation with respect to the proposed action, it shall so indicate in writing within the required time period. At the close of business of the thirty-first day from mailing of such written notice or earlier if such limited publication has been provided, the affected District government entity shall proceed to make its decision. The issues and concerns raised in the recommendations of the Commission shall be given great weight during the deliberations by the govern-



mental agency and those issues shall be discussed in the written rationale for the governmental decision taken.

"(e) In order that the Commissions may develop refined recommendations, the Mayor shall, by April 1, 1976, provide each Commission with census and agency operating data for the electoral ward within which said Commission is located and further, shall develop for Commissions and the Council of the District of Columbia, comprehensive plans, agency operating budgets and capital budgets on a ward basis by fiscal year 1978.

"(f) Each Commission may present its views to any Federal or District agency.

"(g) The Commission shall not have the power to initiate a legal action in the Courts of the District of Columbia or in the Federal courts, provided that this limitation does not apply to or prohibit any Commission from bringing suit as a citizen. The Commission may petition the Council through the Special Committee on Advisory Neighborhood Commissions or such successor committee should the Commission feel legal redress is required.

"(h) Each Commission may initiate its own proposals for District government action, which proposals shall in general be reviewed and acted upon by the appropriate District government entity within five months of their submission, provided that a status report to the initiating Commission shall be given within 90 days of receipt and that acknowledgement of such proposal shall be given to the initiating Commission within ten (10) days of receipt.

"(i) Each Commission shall have access to District government officials and to all District government official documents and public data pursuant to Commissioner's Order No. 71-370 that are material to the exercise of its development of recommendations to the District government.

"(j) On or before November 30 of each year, each Commission shall file an annual report with the Council of the District of Columbia, and the Mayor, for the preceding fiscal year. Such report shall include, but shall not be limited to:

"1. Summaries of important problems perceived by the Commission and in the order of their priority;

"2. Recommendations for actions to be taken by District government;

"3. Recommendations for improvements on the operation of the Commissions;

"4. Financial report; and

"5. Summary of Commission activities.

"Minority reports may be filed.

"(k) Other than neighborhood or community enhancement campaigns, Commissions may operate programs only in conjunction with existing governmental activities, provided that such activities on behalf of the Commissions do not duplicate already available programs or services and further provided that the Commissions' programs are not conducted on a contractual basis with existing governmental agencies.

"(l) No Commission may solicit or accept funds from a Federal or District government agency or private source except as may be specifically and previously authorized by resolution of the Council; PROVIDED that, receipt of contributions of \$100 or less from a single contributor need not be approved by the Council.

"(m) Each Commission shall monitor complaints of Commission area residents with respect to the delivery of the District government services and file comments on same with the appropriate District government entity as well as the Council.

"(n) Each Commission shall develop an annual fiscal year budget request on forms to be provided by the Mayor prior to which, such budget shall be submitted to the residents of the Commission areas in March of each year for their review and comment. The final budget shall be submitted to the Council and to the Mayor on or before April 30 of each year, provided that submission on any different dates may be required to conform with the District of Columbia budget schedule.

"(o) Each Commission may, where appropriate, constitute the citizen advisory mechanism required by any federal statute (unless specifically prohibited by Federal statute).

#### "INTERNAL OPERATING STRUCTURE OF ADVISORY NEIGHBORHOOD COMMISSIONS

"Sec. 14(a). Each Commission shall convene the residents of its Commission area at regular intervals at least four (4) times a year to hear resident views



on problems in the Commission area and on proposed District government actions affecting said area. Resident views shall be incorporated in positions taken by the Commissions.

"(b) Each Commission shall generally meet at regular intervals not less than 9 (nine) times a year to consider matters before the Commission which may include but not be limited to consideration of actions or proposed actions of the Council of the District of Columbia, the Executive Branch or any independent agency, board or commission, and recommendations thereof. Meeting places shall be varied so as to be held in all geographic areas of the Commission. The Commissions may establish such mechanisms as will ensure the broadest dissemination of information with respect to the Commission meetings, positions and actions.

"(c) No less than seven (7) days notice shall be given by each Commission of its meetings or convocations, except where shorter notice for good cause is necessary or in the case of an emergency by posting written notices in at least two (2) conspicuous places in each single-member district within the Commission area.

"(a) Each Commission shall establish rules governing its operation and internal structure.

"(1) These rules shall include a statement of Commission responsibilities, voting procedures, the establishment of standing and special committees, the manner of selection of chairpersons and other officers, procedures for prompt review and action on committee recommendations and procedures for receipt of and action upon constituent recommendations at both the single-member district and Commission levels. Said rules shall be consistent with the provisions of this act and other applicable laws and shall be a public document.

"(2) An up-to-date copy of each Commission's rules and all amendments thereto shall be filed with the Council of the District of Columbia within seven (7) days of their initial adoption. No Commission shall be entitled to incorporation, provided that no member of the Commission may be liable for action taken as an elected representative from a single-member district.

"(e) Each Commission shall elect from among its members a chairperson, a vice-chairperson, a secretary, a treasurer and such other officers as may be necessary from among the Commission members in January of each year, except that elections for the first officers shall be held at a meeting not later than 30 days following the certification of a majority of the members of a Commission by the District of Columbia Board of Elections and Ethics. No chairperson may serve more than two (2) consecutive terms. The chairperson shall serve as the convener of the Commission and shall chair the Commission meetings. The vice-chairperson shall fulfill the obligations of the chairperson in his absence. The views or recommendations of any Commission shall be presented by its officers or elected representatives from the single member districts. Where not otherwise provided, the procedures of the Commission shall be governed by Robert's Rules of Order.

"(f) Chairmanship of each Commission committee or task force shall be open to any resident of the Commission area. The chairperson of each such committee or task force shall be appointed by the Commission. Each Commission shall make a good faith effort to involve all segments of the Commission population in its deliberations regardless of race, sex, age, voting status, religious or economic status.

"(g) Each Commission shall be subject to the provisions of section 742(a) of the District of Columbia Self-Government and Governmental Reorganization Act.

#### "RELATIONSHIP OF ADVISORY NEIGHBORHOOD COMMISSIONS WITH GOVERNMENTAL AND PRIVATE ENTITIES

"SEC. 15. (a) Commissions may hold joint meetings to deal more effectively with or respond to similar concerns and issues which transcend and affect the areas of the Commissions jointly meeting and for informational purposes. Joint Commission meetings may be held only after authorization to participate in such joint meetings and to discuss such matters as have been given to each participant Commission in a Commission meeting held prior to such joint meetings. Commission members shall reflect but shall not necessarily be bound by the views of their Commissions. Associated Commissions shall have no power other



than those which their constituent Commissions shall have agreed upon not inconsistent with the provisions of this act. All associated meetings of Commissions shall be open and at least 14 days notice shall be given by posting written notices in at least two conspicuous places in each single-member district of the Commissions. Discussions and voting at such meetings shall be limited to the Commission members.

"(b) Each Commission may involve representatives of other neighborhood groups in the work of its standing or special committees.

"(c) The Mayor shall appoint a service area coordinator for each ward who shall act as the chairperson of the Service Area Committee in that ward and shall coordinate all District government services at the ward level to residents of the ward. The head of each District government department or agency which delivers services at the ward level shall appoint a service area manager who shall oversee the day-to-day operations of the department or agency within the ward and shall represent that department or agency on the Service Area Committee of that ward. The service area coordinators and managers shall work closely with the Commissions in their service area ward and shall provide them with any technical assistance necessary to the performance of their duties and responsibilities.

"(d) The Mayor shall, in carrying out the provisions of section 15(c), utilize the existing positions of the District government and nothing in this act shall be construed to authorize the Mayor to hire additional staff to carry out the provisions of this section.

"(e) Whenever a District agency is required to establish a citizen's advisory mechanism, appointments to that mechanism shall be made in such a manner as to ensure as far as possible the equal representation on the mechanism of each electoral ward, PROVIDED that, members of the advisory mechanism possess skills relevant to the tasks for which the advisory mechanism was established and, in the event that the size of the advisory mechanism requires the appointment of more than one person per ward, ward appointments shall be made in such a manner so as to ensure as far as possible a fair representation of each Commission area.

#### "FISCAL AND ADMINISTRATIVE PROCEDURES OF ADVISORY NEIGHBORHOOD COMMISSIONS

"Sec. 16.(a). Each Commission shall receive an initial allocation pursuant to section 738(e) of the District of Columbia Self-Government and Governmental Reorganization Act on March 15, 1976, or when appropriated by Congress, whichever is later. Thereafter, on October 1 of each year, each Commission shall receive an allocation annually under section 738 of the District of Columbia Self-Government and Governmental Reorganization Act, except that, if the Budget and Revenue acts for that fiscal year have not become effective as of that date, then each Commission shall receive quarterly allocations under a continuing resolution. Each Commission shall by resolution designate a financial institution in the District of Columbia as a depository into which it shall deposit all funds it receives. Disbursements of all funds shall be in accordance with District government accounting procedures.

"(b) The Commission treasurer shall be bonded and the financial accounts of each Commission shall be audited at least once every two years by the District of Columbia Auditor.

"(c) All employees of a Commission shall be hired by the Commission and shall serve at the pleasure of the Commission.

"(d) Each Commission shall establish position descriptions for its employees. Employees may be hired on a full-time or part-time basis and for an indefinite or for a definite term. Persons hired by the Commission shall meet the qualifications established in the job description.

"(e) Each Commission shall prepare and approve a quarterly financial report. These reports shall be public documents and shall be available for public inspection.

"(f) Commissions within a ward may pool their funds in accordance with agreements adopted by their constituent Commissions."

Sec. 3. The provisions of this act shall become effective as provided by section 602(c) of the District of Columbia Self-Government and Governmental Reorganization Act.



[The following is an excerpt from "The Commentator," the official newsletter of the Advisory Neighborhood Commission.]

#### NEIGHBORHOOD HOUSING PROGRAMS—WHO WILL SPEAK FOR US?

The D.C. Department of Housing and Community Development (DHCD) appears to have accepted the ANC 6B recommendation that the Department look to existing ANCs in the Near Southeast Community Development Area for formal community participation in its program. The Department originally proposed forming a separate new community organization for that purpose.

Overwhelming support of residents for continued ANC involvement in housing issues moved the Department toward the ANC position. At a September 22 ANC Community Forum, residents agreed that forming a new group would waste resources, divide the neighborhood, and take authority rightfully resting with the ANCs.

Ward 6 D.C. Councilwoman Nadine Winter supported the position of ANC 6B. In an October 9th editorial entitled "City Hall and ANC 6B," the Washington Post called the DHCD plan "a duplication" and suggested that "City Hall ought to be working with these commissions instead of around them."

The Community Development Area—targeted for such programs as a low-interest rehabilitation loan program—covers most of ANC 6B and a small section of ANC 6A.

Representatives of the ANC met with DHCD Director Lorenzo Jacobs on October 18th. It was agreed that the DHCD would accept the consensus of ANC 6B, 6A and other community residents on the type of organization which could best conduct community participation. At a meeting held on October 27th, this group recommended that DHCD work through the ANCs and Department officials agreed to accept their recommendation. The group has, since that time, submitted a written proposal to the Department. Now they are awaiting Department response on a formal agreement.

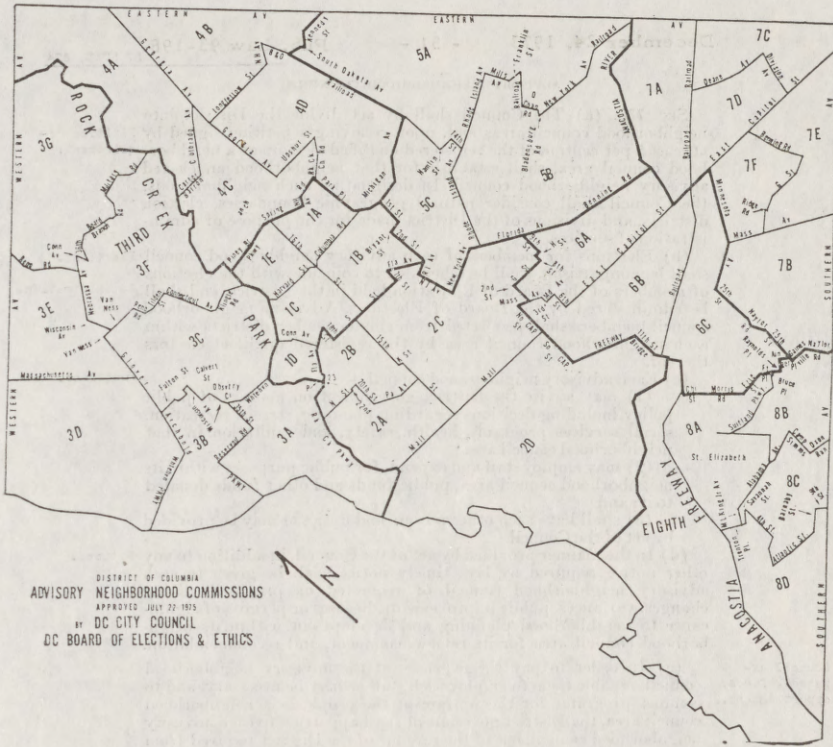
A joint committee will be formed to serve as the citizen participation arm, according to Commissioner Janet Gordon, Chair of the ANC 6B Housing Committee. Membership will probably be comprised of some ANC 6B Commissioners, a smaller contingent from ANC 6A, community residents appointed by Commissioners to represent SMDs (single-member-districts) and some representatives of interested community organizations and churches. The Committee's recommendations will be presented to the ANCs for official action.

DHCD has tentatively agreed that the ANCs will have access to funds and resources targeted for community participation in the neighborhood and resources to assist in carrying out activities to inform and involve the community.

It appears legally necessary for the City Council to pass a resolution before ANC 6B could directly receive the funds. Following the Community Forum, D.C. Councilmember Nadine Winter introduced such a resolution (PRI-260), which also urges that ANC 6B and other ANCs which gained community support in similar situations serve as the citizen participation mechanism for the federal Community Development Block Grant Programs.

The resolution has been referred to the Council's Committee on ANCs, chaired by Council Chair Sterling Tucker. ANCs throughout the city and community residents have been encouraged to contact the Council ANC Committee in support of the resolution.





DISTRICT OF COLUMBIA  
 ADVISORY NEIGHBORHOOD COMMISSIONS  
 APPROVED JULY 22 1975  
 BY DC CITY COUNCIL  
 DC BOARD OF ELECTIONS & ETHICS



## ADVISORY NEIGHBORHOOD COUNCILS

SEC. 738. (a) The Council shall by act divide the District into neighborhood council areas and, upon receiving a petition signed by at least 5 per centum of the registered qualified electors of a neighborhood council area, shall establish for that neighborhood an elected advisory neighborhood council. In designating such neighborhoods, the Council shall consider natural geographic boundaries, election districts, and divisions of the District made for the purpose of administration of services. Petition requirement.

(b) Elections for members of each advisory neighborhood council shall be nonpartisan, shall be scheduled to coincide with the elections of members of the Board of Education held in the District, and shall be administered by the Board of Elections. Advisory neighborhood council members shall be elected from single member districts within each neighborhood council area by the registered qualified electors thereof. Elections. Administration.

(c) Each advisory neighborhood council— Functions.

(1) may advise the District government on matters of public policy including decisions regarding planning, streets, recreation, social services programs, health, safety, and sanitation in that neighborhood council area;

(2) may employ staff and expend, for public purposes within its neighborhood council area, public funds and other funds donated to it; and

(3) shall have such other powers and duties as may be provided by act of the Council.

(d) In the manner provided by act of the Council, in addition to any other notice required by law, timely notice shall be given to each advisory neighborhood council of requested or proposed zoning changes, variances, public improvements, licenses or permits of significance to neighborhood planning and development within its neighborhood council area for its review, comment, and recommendation. Notices.

Council expenses, funds, apportionment.

(e) In order to pay the expenses of the advisory neighborhood councils, enable them to employ such staff as may be necessary, and to conduct programs for the welfare of the people in a neighborhood council area, the District government shall apportion to each advisory neighborhood council, out of the revenue of the District received from the tax on real property in the District including improvements thereon, a sum not less than that part of such revenue raised by levying 1 cent per \$100 of assessed valuation which bears the same ratio to the full sum raised thereby as the population of the neighborhood bears to the population of the District. The Council may authorize additional methods of financing advisory neighborhood councils.

Employment guidelines.

(f) The Council shall by act make provisions for the handling of funds and accounts by each advisory neighborhood council and shall establish guidelines with respect to the employment of persons by each advisory neighborhood council which shall include fixing the status of such employees with respect to the District government, but all such provisions and guidelines shall be uniform for all advisory neighborhood councils and shall provide that decisions to employ and discharge employees shall be made by the advisory neighborhood council. These provisions shall conform to the extent practicable to the regular budgetary, expenditure and auditing procedures and the personnel merit system of the District.

Legislative authority.

(g) The Council shall have authority in accordance with the provisions of this Act, to legislate with respect to the advisory neighborhood councils established in this section.

(h) The foregoing provisions of this section shall take effect only if agreed to in accordance with the provisions of section 703(a) of this Act.



## FY76 ANNUAL REPORT

This is the first Annual Report of the Southwest/Southeast Advisory Neighborhood Commission (ANC 2D). However, because the ANCs did not begin operation until March, 1976, and since the fiscal year ended September 30, 1976, this report covers only half a year.

Furthermore, because the ANCs did not receive their operating funds until late August, some important activities were held back. As a result, this first report does not give a full or good picture of what the Commission's activities and accomplishments will be like in a normal year.

This report is prepared pursuant to D.C. Law 1-58 which requires that the report include: "(1) Summaries of important problems perceived by the Commission and in the order of their priority; (2) Recommendations for actions to be taken by District government; (3) Recommendations for improvements on the operations of the Commissions; (4) Financial report; and (5) Summary of Commission activities."

### 1. Important Problems

A. PUBLIC HOUSING. There is widespread community dissatisfaction with the inadequate maintenance and security of public housing properties in the ANC 2D area. Tenant requests for repairs have been ignored for months and years at a time. And although several million dollars in federal grants have been allocated for modernization and repair of these properties, tenants of NCHA properties in the ANC area see little or no improvements. Finally, although there is a city-wide shortage of housing for senior citizens and despite promises to the community that the building would be fixed up quickly, the Arthur Capper hi-rise at 1101 7th Street, S.E. stands empty and unfit for human habitation.

B. WATERSIDE SHOPPING MALL. The Southwest Urban Renewal Plan for a large, comprehensive shopping center has not been completed. As a result, local residents are not only denied convenient shopping services as promised, but are subjected to the health and safety hazards of two very large excavations and the blight that goes along with this half-finished mall.

C. YOUTH ASSISTANCE CENTER LACKING. The Southwest 24-hour Youth Assistance Center funded by the Youth Services Office was closed during the summer of 1976. Since then, neighborhood youths and their families have been deprived of an important social service.

D. BUZZARD POINT/SOUTH CAPITOL STREET DEVELOPMENTS. GSA, in violation of community planning efforts, contracted for the construction and the



leasing of an office building on a site on Buzzard Point intended for parkland. The building, as yet unoccupied, threatens to bring in potentially harmful levels of automobile traffic. A final plan for the orderly development of this area, Buzzard Point/South Capitol Street corridor, has not been adopted despite considerable community and government planning.

E. METRO SUBWAY SERVICE. The 7th Street Metro line which was originally scheduled to begin service in the ANC area by 1981 may not begin until 1983. This would inconvenience residents of the area as well as impede the development and completion of the Waterside Shopping Mall which requires additional shoppers to be successful commercially.

F. SOUTHWEST URBAN RENEWAL PLAN ENFORCEMENT. A continuing problem plaguing local residents has been the failure of the District government to enforce the provisions of the urban renewal plan. This has resulted in the shopping mall being allowed to develop very differently from what the community was told to expect and to remain incomplete. Lack of enforcement has also resulted in residential areas being used for inappropriate purposes.

G. SW NEIGHBORHOOD HEALTH CENTER. A survey conducted by the Southwest Health Council has revealed numerous complaints of inadequate medical care at the center. There is a lack of attention to adult patients, too little privacy, and frequent long waits in getting to see a physician.

H. VIRGINIA AVENUE PLAYGROUND. The recreation center at this playground has been closed since it was damaged by fire. This has forced the cancellation or relocation of community activities, and despite strong community requests no firm date has been given for reopening this facility.

I. COMMUNITY MEETING/RECREATION SPACE. There is not adequate space available in the Southwest to meet all of the community needs for social, recreational, athletic, civic and other activity. In some cases appropriate facilities do not appear to exist, but in other cases existing facilities are not available to the general community because of government rules.

## 2. Recommendations

A. PUBLIC HOUSING. The Department of Housing and Community Development should fix all of the housing problems reported by tenants, improve its system for responding to tenant complaints, repair and modernize its present properties, and account fully for all federal funds given to the District to upgrade public housing. Departmental procedures should also be changed to give tenants more say in how the properties in which they live are managed.

B. WATERSIDE MALL. The District government should immediately begin enforcement of the contract with the developer of the shopping mall. This includes taking all necessary steps to eliminate health and safety hazards, improving the appearance and accessibility of the mall, and encouraging new



Mr. LEHMAN. The next witnesses are Mr. Hagan and Mr. Kaplan, from the Bureau of Census.

**STATEMENT OF ROBERT L. HAGAN, ACTING DIRECTOR, BUREAU OF THE CENSUS; ACCOMPANIED BY DAVID L. KAPLAN, ASSISTANT DIRECTOR FOR DEMOGRAPHIC CENSUSES; AND MICHAEL GARLAND, CHIEF OF DATA USER SERVICES DIVISION, BUREAU OF THE CENSUS**

Mr. HAGAN. Thank you, Mr. Chairman.

First of all I would like to state that in addition to Mr. Kaplan who is the Assistant Director for Demographic Censuses, I have with me, Mr. Michael Garland, the Chief of our Data User Services Division.

Mr. Chairman, I appreciate this opportunity to describe the current activities and plans of the Census Bureau with regard to population census small area data and to testify on H.R. 3789 which relates to such statistics.

The basic geographic areas for which statistics are routinely available from the decennial census includes of course the United States, regions, States, standard metropolitan statistical areas, urbanized areas, counties, places, minor civil divisions, census tracts, enumeration districts, and city blocks. Data for "small areas," which is a term frequently used when referring to census tracts, enumeration districts, and city blocks have traditionally comprised the basic elements which have been provided to meet the needs of local area planners. Such data are available in printed form from local libraries and from the Census Bureau or the Superintendent of Documents at reasonable cost. The data are also available on computer tape and microfiche.

There are a number of other areas or levels of detail for which statistics are not tabulated as part of the regular program. Instead, these data are compiled by the Bureau through special tabulations on a reimbursable basis, or by assisting the local area in reworking published or tabulated data into the appropriate format for local purposes. For example, special tabulations have been prepared for school districts and traffic zones throughout the country.

At this point I would like to deviate from my prepared statement to point out that the term "municipality" as defined in H.R. 3789 is rather general and open ended, and that a difference exists between the definition as stated therein and the Bureau's definition of a municipality. According to the Bureau, a municipality basically is a city, town, or village that meets the incorporated place definition. I just wanted to draw that distinction so there is no misunderstanding of terms.

In recent years, some municipalities have established, by law, specifically defined neighborhoods with popularly elected officials. To a very large extent, the population census data for a particular neighborhood can be extracted from the standard materials provided from the census, as has been done in the past. However, we recognize this task may be difficult for neighborhood officials since they probably have limited statistical expertise or resources at their disposal. The Census Bureau is, therefore, considering how to develop an effective approach for meeting their needs in 1980.



The Census Bureau believes that a program for neighborhood statistics might be developed which would make legislation unnecessary. Should the Congress, however, believe that legislation needs to be enacted, the Bureau strongly opposes H.R. 3789 in its present form. The bill would require the Bureau of the Census to devote a major and uncontrollable part of its resources to filling literally thousands of data requests which the proposed legislation would require the Bureau to honor without charge and at the expense of the timely release of more generally used statistics.

The bill refers to municipalities and subdivisions of municipalities, any one of which could request that the Bureau prepare one or more statistical tabulations. There are tens of thousands of such entities in the United States including cities, health districts, school districts, election districts, police precincts, fire districts, as well as neighborhoods. For just a single special tabulation of this type requested by a particular entity, the cost to the Bureau could run into thousands of dollars. We think the bill should be modified to restrict the tabulation program to the major element to which the bill is addressed, neighborhoods.

While I cannot yet describe the specific elements of a neighborhood statistics program, our current thinking leans toward one similar to that developed for meeting the needs of States for legislative apportionment or districting. As you know, Public Law 94-171 requires the Bureau to provide population counts for specific geographic areas, delineated by the State, when the geographic areas recognized in the Bureau standard tabulations are not consistent with the State's reapportionment and redistricting needs.

For a neighborhood statistics program, we could begin with the key criterion already stated in H.R. 3789, namely that the request for the special tabulation would originate from a municipality as defined for Bureau purposes with legally recognized neighborhoods for which one or more officials are elected by the voters within the particular neighborhoods. Similar to Public Law 94-171, the municipality would be required to request the tabulations and to submit neighborhood boundary information by certain dates in advance of the census. The tabulation content would be standardized and identified as data essentially identical to those for census tracts. A minimum population size for the requesting municipality as well as certain technical guidelines on the size, delineation, and stability of neighborhood boundaries would likely be necessary. It might be noted that if municipalities follow census tract boundary lines when establishing neighborhoods, the need for special tabulation as has been discussed here, would be obviated.

We are engaged at present in developing the list of municipalities having neighborhoods which would meet the criteria in H.R. 3789. Once this is determined, an estimate of the cost will be prepared. Our initial opinion is that the cost may be reasonable.

We believe that our current efforts indicate to you a commitment to work on satisfying the expressed needs for neighborhood statistics. We would be happy to work with your subcommittee in achieving this mutual objective.



Finally, I would like to address one additional issue that is not covered in my prepared statement concerning counties which are recognized by law as municipalities and might therefore qualify to request data for legally defined neighborhoods.

We were only recently made aware of this by the letter that you sent to us and frankly have not had enough time to fully understand and examine the issue and the impact. We would like to hear more about this today and then see what can be done to address that problem.

In conclusion, I would like to illustrate the map.

Mr. LEHMAN. We would like to have a copy of this map if you could get us one.

Mr. HAGAN. Billfold size?

Mr. LEHMAN. Yes.

Mr. HAGAN. We will try to produce a map with black and white symbols.

But I think this would be helpful in understanding what the various boundaries represent that I talked about in my statement. This [indicating] is a map of a county in Florida which happens to be Lee County and in red we delineated the major subdivisions of the county. In this case they are called census county divisions. They are the equivalent of the minor civil division tabulations that are provided for a number of other States.

Mr. LEHMAN. That is Fort Meyer, for the information of anyone who lives in Florida.

Mr. HAGAN. The blue lines on the base map represent the census tract boundary and the number of the tract is shown within the area.

I might point out that typically tracts in settled areas tend to be of smaller size. It so happens that in this area of Fort Meyer there are a number of developing residential areas which are platted but are not yet settled and which contain a lot of vacant blocks. That is why the tracts tend to be larger over here. Added to that we then have the incorporated place boundaries which I have mentioned in relation to the definition of municipality as the Census Bureau defines it. Of course, there aren't too many incorporated places in the county. Beyond that we also have a supplementary statistical area identified and these are shown by the dotted green lines. This is called a census designated place and in previous censuses it was identified as an unincorporated place. These are settlements or clusters of houses in a dense enough pattern to warrant special identification and tabulation.

Mr. LEHMAN. Could I interrupt?

Mr. HAGAN. Yes, sir.

Mr. LEHMAN. A lot of these are just real estate subdivisions, these clusters?

Mr. HAGAN. Yes. Some of them would be if they are large enough to qualify. For any freestanding area which we can delineate, that has a population of at least 1,000 persons outside the urbanized or settled area of the county, the Bureau will provide statistics. We have done this for a number of censuses.

Added to that is the delineation in red which shows the block groups. The outer boundary identifies an area comprised of blocks which rep-



resents a work unit for census processing purposes. Data consisting largely of housing information and a few population items are tabulated for blocks. Additional data are presented for these larger aggregations of blocks called block groups.

The next overlay shows the enumeration district boundaries which complement or supplement the block groups. In the unblocked balance of the county, the enumeration district is the smallest unit identified for tabulation purposes and data are available for these purposes.

The final boundary overlay is the one showing in the dash purple lines, the election precinct boundaries. These are the ones that we're now observing in compliance with Public Law 94-171 for which a standard program is planned and available. What we're suggesting with regard to neighborhoods is that a similar program might be developed for legally defined neighborhoods within municipalities and once initiated under that program it becomes a standard part of the Bureau's output.

I would like also to make one comment about Congressman Fraser's statement about the relationship of census tracts to election precincts. I don't have any specific knowledge as to what the situation is in Minneapolis but certainly on a national level there is no correlation generally between the tract boundaries and the election precinct boundaries. They are developed through entirely different processes—for entirely different reasons—and our census tract committees in local areas largely represent a combination of interests including the sociologist, the business and community leaders, and the like.

That concludes my statement—

Mr. LEHMAN. Thank you.

The Chair recognizes Mr. Howard.

Mr. HOWARD. Legally defined neighborhoods, what do you mean by that?

Mr. HAGAN. Well, the definition would have to be worked out but in general what we have in mind are neighborhoods that are established by local ordinances, laws and for which specific boundary identifications are established. Something that would cover the entire city and would not overlap and for which there would be some representation, some elected officials.

Mr. HOWARD. I see. Because there are a lot of neighborhoods in the area that are just not legally defined at all and I think that most neighborhood type activities are in that kind of a neighborhood which is a known natural neighborhood so they wouldn't come under this according to what you're talking about of establishing it only for legally defined neighborhoods. That would eliminate an awful lot of neighborhood interests and activities, such things.

Mr. HAGAN. What you say is true. I think the neighborhood information for the other types of settlements which you talk about could be satisfied with our standard block tabulation program and/or block groups and census tracts.

Mr. HOWARD. Another question you brought up. In talking about election districts wouldn't you also have to define what kind of election districts? You have election districts that relate to municipal offices and then you have school election districts and then I know in my own State there were many regional school election districts that involved



more than one community, maybe only parts of one community along with parts of other communities so how would you get around that? How would you handle that type of thing?

Mr. HAGAN. I would like to ask Mr. Kaplan to respond to that.

Mr. KAPLAN. Really what we are talking about are voting precincts rather than election districts per se. Voting precincts are the building blocks which combine into election districts for particular types of legislative entities.

We get precinct information from the State.

Mr. HOWARD. Well it seems to me in that kind of thing you would get as far as my own area and my own State is concerned what we can relate to would be only the much—the very largest cities.

Mr. KAPLAN. Do you mean in connection with voting precincts? I don't know what the story is in New Jersey but States are covered completely with—

Mr. HOWARD. But we have voting districts in there.

Mr. KAPLAN. That's right.

Mr. HOWARD. But is has very little relationship to what apparently the thrust of this is. These neighborhood community groups or parts of communities which I can't see how you would get a breakdown on an election district of any kind that would really serve the purposes that would be served by this.

Mr. HAGAN. We are not saying that. If we left that impression I should try to correct it. What we were pointing out with regard to the election precinct was because of a specific need identified by the Congress to provide data for redistricting the State legislature we have established a mechanism which meets that need.

Mr. HOWARD. Block by block I guess.

Mr. HAGAN. It varies according to whether it's densely settled or less densely but we do provide a network of tabulations to meet that need.

What we're suggesting here is that in cities where the neighborhood information is important and where there is an established neighborhood commission or form of neighborhood government we could put in place a similar mechanism. We're not saying that the precinct would substitute or would fit into the neighborhood tabulations at all. We're saying we could identify neighborhoods in much the same fashion.

Mr. HOWARD. Just one other thing in the legislation or not but one of the criteria could be where there is an elected official from that particular geographic locale. That would then eliminate my State almost every place except for perhaps in Newark or some of the big cities, some place where they elect them within the community from this area, that area, I guess as they do here in Washington, D.C.

We have communities of Maybe 100,000 or more where there is no neighborhood elections. It is a community or either a township, a citywide election and there is no breakdown of segments or neighborhoods in there so they would not come under this at all if you had a neighborhood within that city of 100,000 people, you know, that is not a specific area where one or more people are elected because everyone runs in the entire community so I think we have to straighten that out in some way to figure out if we're going to really cover what we would intend to by neighborhoods.



Thank you, Mr. Chairman.

Mr. HAGAN. I would like to make one comment.

What you said is true that this program which we have outlined would not address that problem but there are ways to take care of that need for information through other approaches. I think one of the things we have to remember here is that in order to plan for inclusion of areas like this in a census it has to be done well in advance so that it doesn't impede the progress of the census as we move into the large operations. In that context it is important to note that stability is necessary. The fact that we've proposed a mechanism here which says that they should be legally defined and typically have an elected official indicates our concern for stability. The data will not be available for at least 2 years after the initial preparatory work is done so that the problem of identifying neighborhoods of the type you describe is that it could be defined in a different way by a lot of people at different points in time. It would be virtually impossible to try to build a tabulation scheme to provide for all possible combinations of neighborhood definitions in the absence of a legal type of stable structure.

Mr. LEHMAN. To get back to the area that I'm familiar with as far as neighborhood developments and the way that the place grew and worked out—on looking back on my town it seems that most of the neighborhoods developed from real estate subdivisions whether it was a point and exclusive subdivision or whether it was Miami Lakes, a more middle income group or even the lower income groups on the maps as Liberty City or Brownsville or the Ives Estates which is middle income blue collar. I'd say these are as much interrelated as we can get into our areas and yet they are unincorporated. Sometimes within the municipality, in the city or town or sometimes within the unincorporated countywide areas the census tracts and what I have just casually looked at are drawn—often without really any consideration for these basically mutual areas had to have a mutual interest or mutual cohesiveness and a homogeneous type of population and I would like to submit some of the information that I do have from Dade County and I would perhaps like to discuss the possibilities of bringing some of you people in a quiet way down to Dade County—I don't want to stir up anything but—I have to have some reference point that I understand because it's not that Dade County is unique.

If I could take some of these people from either the district office or the regional office in Atlanta and meet with some of the people in Miami and not have a public hearing or anything, just to sit down and see if we could come up with the kind of answers—that I can understand myself because I don't know Atlanta neighborhoods and I don't know Minneapolis neighborhoods but I do understand our own neighborhoods and they're not that different. I'd like to see if your census tracts are basically 4,000 people give or take. How much flexibility do you have in that 4,000?

Mr. HAGAN. If I might respond to that there's a fair amount of flexibility. That's an average and of course tracts in the—

Mr. LEHMAN. But you talked about 1,000 or something in the outline.

Mr. HAGAN. That's the unincorporated place level. That's our cutoff for that but there will be about 40,000 census tracts identified nation-



ally in the metropolitan areas. The tract program is largely targeted at metropolitan areas.

The average population is around 4,000. They range in size from some that are quite small in the commercial parts of a city where there's not too much residential area to somewhat larger in the growing areas of the city.

Mr. LEHMAN. But you do have the flexibility to work with?

Mr. HAGAN. Yes, particularly as growth occurs. Typically the local committee delineates tract boundaries; it is totally a local affair. The Bureau does not have any role other than in providing guidelines and information to assist the committee. The local statistical areas committee, as they're called, then review the growth within tracts and/or other problems such as the bisecting of a tract by a freeway and are permitted to suggest splits and/or changes to accommodate the change in conditions. Now obviously during Congressman Fraser's discussion he did indicate concern regarding the amount of acceptable change in the boundaries of tracts. We would have to temper the approach to change so that we don't really destroy the effective comparisons of tract data over time. As we move into a mid-decade census it will become even more important to be able to study the change in characteristics for the residents of a tract or a group of tracts which is consistent over time. Obviously, we're not so rigid that we won't try to recognize, you know, that there are physical changes within a city.

Actually tracts began as the first identification of neighborhoods. That's their origin. They began in 1910 in New York City when a minister there decided he needed some type of information for areas of the city which did relate to parishes or churches and to neighborhoods.

Mr. LEHMAN. Separation of church and state?

[Laughter.]

Mr. HAGAN. Well, that was the beginning of the tract program. Obviously, it's many years later but that was the first attempt to recognize neighborhood needs.

Mr. LEHMAN. Mr. Rousselot, we have Mr. Hagan here and he's been talking about H.R. 3789. We're trying to make contiguous a type of closer related boundaries between the census tracts and the geographical and neighborhood areas in the states and metropolitan areas. I didn't know whether you had any questions.

Mr. ROUSSELOT. I'm sure I do. The Budget Committee has just been meeting with the British Parliament discussing mutual problems controlling expenditures but I guess I will pass for right now.

Mr. LEHMAN. Does counsel have questions?

Mr. FERRELL. Yes, Mr. Hagan, if I could ask you one question.

In your example here, the county, and if the committee were to adopt for instance the definition of the municipality to include a county or if it didn't but if a municipality were to dived that city up into neighborhoods, legally recognized neighborhood boundaries and that they would crisscross, intersect, everything that you have there. If they were to present those boundaries to the Bureau of the Census and whether they followed census tracts or places or whatever would you provide from your plan data that would conform specifically to the population within those boundaries regardless of whether they fell within a precinct or they fell outside of a precinct or part of a census tract, outside of a census tract.



Mr. HAGAN. I think there are two parts to an answer to that question. One was the term for the areas—the municipalities as we define it. If it were Fort Meyers or one of other incorporated places in our block program, we would accept the legally defined neighborhood and tabulate tract type information for that area regardless of how many areas that crisscrosses. It would create another mosaic on top of these boundaries. If you get beyond the blocked part of city into an unincorporated area then of course our capabilities become more limited. This is the area where we express some concern because the term “municipality” seems to have embraced the entire county. It may be just a unique type of situation in Florida or it may have been intended to cover the Jacksonville situation; I don’t know.

Mr. FERRELL. In Dade County for instance the county commission or the cities within the county have delegated to the county government planning functions. An authority for planning countywide and they have, for planning purposes, divided the city up into neighborhood type areas. Now if those areas were to meet the criteria of this bill, meaning one elected official from those groups, and if they’re from unincorporated areas as well as incorporated cities, would the Bureau provide data on that basis?

Mr. HAGAN. If it gets beyond the limits of a blocked city as we define it then we will have to employ special methods and I really didn’t want to commit myself to a specific course of action at this point in time. But I’d like to mention one other activity which we have done for the last three censuses I think. We have been offering county officials or city officials an opportunity to participate with us in the delineation of enumeration district boundaries outside of the block area. We have given the local officials a vehicle, if you will, to delineate, within the general rules, areas for which they want separate and identifiable information. That is already in place and is available to local officials and we have to see how the situation you described would mesh with that program.

Mr. FERRELL. They could do that regardless of size. ED’s have no size criteria if I understand. You have some ED’s that run from zero to 1,000.

Mr. HAGAN. We wouldn’t want to generate tens of thousands of very small ED’s. That would certainly be a complicated factor in a census. On a concluding note, if I may, Mr. Chairman, I should indicate the kind of load that we are talking about here nationally and what our concerns are with the introduction of too many uncontrollable factors in census planning. We’ll be trying to map and identify separately and tabulate over 2½ million city blocks in the block program we have.

The county subdivisions, typically the ones in red, number over 36,000. We have over 40,000 tracts nationally. We have well over 25,000 incorporated places to recognize and for which boundary information must be current. One of the dangers that we must point out to you is that this whole mechanism, if permitted to be influenced by an uncontrollable factor such as a wide open area or neighborhood type program, could well endanger the census itself in terms of our ability to do the best job of covering the population and could introduce additional error factors which we would be concerned about.

Mr. LEHMAN. Mr. Rousselot?



Mr. ROUSSELOT. Mr. Hagan, my recollection in the May 1976 hearing there was some discussion about appointing a new member to the advisory committee on State and local statistics to deal particularly with neighborhood statistics. Did the Census Bureau appoint a new member to that advisory committee and if so who is that member?

Mr. HAGAN. Yes; we did. In fact, we have three advisory committee members serving on three different committees who—in their own activity—represent neighborhood interests. They are Dr. Jerome Jenkins who is the executive director of the Seven Hills Neighborhood Houses from Cincinnati. He is the representative on our State and Local Area Statistics Committee.

In addition to that we have Mr. Walter L. Smart, executive director of National Federation of Settlements and Neighborhood Centers for New York City who is on our Housing Advisory Committee and Dr. Arturo Hevia, director ACCION, Community Center, Inc., Miami, Fla., who is on our Spanish Advisory Committee on the 1980 census.

Mr. ROUSSELOT. Are these people having input in such a way that we can say that those who understand the needs of neighborhoods for statistics are making any contributions? Having any affect on what you do?

Mr. HAGAN. Yes, in a number of ways. Obviously, they represent a specific community of users and in the committee discussions of course do react to either Bureau proposals or to other questions that are raised in the light of how they might impact the area.

Mr. ROUSSELOT. When were these three people put on the advisory committees?

Mr. HAGAN. Well, Dr. Hevia is on the Spanish Committee simply because he's a community leader.

Mr. ROUSSELOT. I see.

Mr. HAGAN. We were looking for various communities to be represented—not community in the sense that he's with a specific organization but that he represents a group of people that we thought ought to be represented. Dr. Jenkins, of course, was identified as a good representative for the State and Local Area Statistics Committee as indicated in last year's session. And Mr. Smart, obviously has credentials also in the housing area.

Mr. ROUSSELOT. So you've added Cincinnati, New York and Miami as the three areas where these neighborhood organizations have representatives present on your advisory committee. Are there three different advisory committees?

Mr. HAGAN. Three different advisory committees working on different parts of the Bureau's planning.

Mr. Smart's position indicates that he's the executive director of a national federation of settlements and neighborhood centers, and in that context has national input.

Mr. ROUSSELOT. Are the concerns of the neighborhood groups reflected in any of the census pretests that you are conducting?

Mr. HAGAN. I'm sure they are. If you're talking about special tabulations of the type that are covered by the bill, no. They're not represented because that was not an issue that was identified in time for pretesting the comments on the content of the census and the kinds of



information being collected do represent concerns of the neighborhood people.

Mr. Kaplan might like to amplify that a little bit.

Mr. KAPLAN. The concerns of the neighborhood people are essentially in the subject content rather than in the procedures or the methodology of the census. And the subject content has been discussed in all the advisory committee. To the extent that there are particular content needs that neighborhood people see, this has been a matter of discussion.

Let me point to one kind of recommendation that was made by a member of an advisory committee. The member is not among those three mentioned but it illustrates the neighborhood concern. Namely, the recommendation was made that we obtain the exact address at which people lived 5 years ago so that we could have migration data from point to point within a city. This affects neighborhoods, these specific growth factors of a neighborhood. Now this is a very good recommendation. However, it involves a very heavy response burden and a very heavy budgetary burden because of the tremendous coding job that that it would entail. And it was agreed that while it was a good recommendation it was not feasible. This gives you a negative side.

Mr. ROUSSELOT. So you're not doing it in your pretesting? You don't contemplate doing that in 1980?

Mr. KAPLAN. Not the specific address.

Mr. ROUSSELOT. A way to do it would be to put in place a tracking system as to where the neighborhoods were 5 years ago as compared to where they are in 1980?

Mr. KAPLAN. That's correct. In terms of specific areas in specific cities. We do collect information on the city in which people lived 5 years ago.

Mr. ROUSSELOT. But not within a city?

Mr. KAPLAN. Exactly.

Mr. ROUSSELOT. So if they move within the intercity, within a suburb or something like that, you don't have the figures.

Mr. KAPLAN. From the inner city to suburb we would have it.

Mr. ROUSSELOT. Because of the different city?

Mr. KAPLAN. That's right. But if it's in a city, it is just beyond census capabilities as we see it.

But the big advisory impact is going to come as we begin now to design the tabulations. With the subject content fairly well in place, we are now moving into the tabulation area and here is where the big impact will come.

Mr. ROUSSELOT. What I am looking for, Mr. Kaplan, is some proof that the Census Bureau, as a result of our hearings of last May, has given attention to the needs of the neighborhood organizations. You named three neighborhood-oriented individuals to your advisory committees. Have they made any contributions that you have utilized or plan to utilize for the 1980 census? You mentioned one idea which you did not put into place or you're not able to put into place. Have they given any constructive suggestions that will be used?

Mr. KAPLAN. Let me mention one, on housing quality. This is an area that is extremely difficult to define. What is bad housing. At the



most recent meeting of our Housing Advisory Committee a number of the people pushed us pretty hard to try to come up with some items on measuring, as best as one can, this very amorphous area. Therefore on the Oakland questionnaire and on the list of subjects which we have submitted to the subcommittee, you will see information on housing quality. Perhaps in the forthcoming hearings on subject content we could discuss that set of questions. So there is a positive side where neighborhood people were pushing hard and got this included.

Mr. ROUSSELOT. Yes. By the same token as I read the hearings we had in Oakland, some of those same neighborhood people are pushing to have simpler forms. So how do you do both?

Mr. HAGAN. We need an inspiration I think.

Mr. ROUSSELOT. I don't know how we do both, Mr. Chairman. You and I both listened all day to how complicated the questionnaires are and now we turn around and say, well, we want greater neighborhood statistics of quality. I don't know how we can have both, do you?

Mr. LEHMAN. No, except that I think we're going to have to get essential data and not get too deeply into the what you call amorphous data.

Mr. KAPLAN. Amorphous.

Mr. LEHMAN. Neighborhood or nationwide because it gets very subjective.

Mr. ROUSSELOT. What the Black Panthers want is substantially different from what the city hall in Oakland wants.

Mr. LEHMAN. What I think we need to do is get back to the subdivisions or to get back to the kind of groupings where we have geographical, local governmental agencies and housing developments and so forth. Then we will know how many groups there are, the size of the group and whether it's growing or not growing and the direction it's taking. I'd rather have a half-dozen really really hard data than many times that much data that was soft data information.

Mr. FERRELL. The type of data on page 3—you mentioned that data could be reported for the census identical to the census tract data that you now publish. What exactly is contained in that when you publish that kind of data?

Mr. HAGAN. I would like to have Mr. Kaplan answer that.

Mr. FERRELL. And how does it relate to the questionnaire?

Mr. KAPLAN. We publish for census tracts a wide array of information covering virtually every subject for which we collect data, but we do not do much in the way of cross tabulation. For example, we will publish, let's say, occupation data in 25 occupation categories. We do not cross classify them by age of the workers or the industries in which they work. For the whole city, let's say for a large city like Miami, we will show perhaps 500 different occupational categories. We will also classify each of perhaps 200—

Mr. FERRELL. That's citywide?

Mr. KAPLAN. That's right, citywide. I'm drawing distinctions between the level of detail that we show. But we will show data for each factor—occupation distribution, industry distribution, age, sex, race, ethnic group, income. The whole array.

Mr. FERRELL. Are those basically the 100 percent questions?

Mr. KAPLAN. No, it's the sample also.



Mr. FERRELL. Sample also?

Mr. KAPLAN. Yes. Virtually every subject. At the tract level we feel that we can show the sample distributions.

Mr. LEHMAN. A sample, by sample?

Mr. KAPLAN. Yes. Both the sample and 100 percent subjects. The reason why we mentioned this in our testimony is that one of the key considerations is to standardize the tabulations so that each area does not ask for different kinds of things from us.

We proposed the set that we prepare for the tracts, which incidentally runs into thousands upon thousands of cells of data. It's not just 100 or 200 figures. If we can focus in on a standardized set of tabulations, then we have a reasonable approach.

Mr. FERRELL. But standardize in the tract—and then you impose a neighborhood boundary that might slice through a tract. It's not additional information so much as it's just another adjunct I guess of that information?

Mr. KAPLAN. It still is a job for us. The reason that we focus on municipalities—as we understood them up until a couple of days ago—is that we would there constitute the neighborhoods on the basis of the blocks. You put together a neighborhood on the basis of the blocks. A city block.

Mr. FERRELL. So you're saying that a city should do according to the Bureau criteria in that regard?

Mr. KAPLAN. Define the neighborhoods in terms of blocks. This is the same thing that we're doing for the election precincts. We have a constraint, follow the blocks. Once you do that we are relieved of a massive geographic problem. We don't have to outline the neighborhoods on maps. We don't have to add new pieces of geography into the computer. We say that "neighborhood three" is defined by the following list of blocks and therefore run a tabulation with a standardized list of subject categories for this set of blocks. Once we move outside of the cities we are faced with another problem.

Mr. LEHMAN. To get back to South Florida, I'm just going to have to sit in with somebody from the Census Bureau and somebody from the Dade County area planning council and see how the ethnic subdivisions worked out in accordance to your census tract block by block. Then I'll know how you're doing it.

Thank you very much and I think we'll followup with you on these things and we'll try to pull this together when we can get some meaningful data not only citywide or metropolitan area-wide but also in these neighborhood planning units.

Mr. HAGAN. Thank you, Mr. Chairman. We will have no trouble getting somebody to go to Miami, Fla.

Mr. LEHMAN. Not in July though.

The next witness is Mr. Kotler and Mr. Hallman.

**STATEMENT OF MILTON KOTLER, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION OF NEIGHBORHOODS; ACCOMPANIED BY HOWARD HALLMAN, PRESIDENT, CENTER FOR GOVERNMENTAL STUDIES**

Mr. KOTLER. Thank you Chairman Lehman. I will summarize my statement and submit it for the record as well as submit additional



documents if you please about the National Association of Neighborhoods.

There will be four appendixes to the statement submitted to the record.

Mr. LEHMAN. Without objection.

Mr. KOTLER. I want to thank you and members of the committee for inviting our panel of witnesses to testify on H.R. 3789.

I want to briefly mention that the National Association of Neighborhoods has 140 affiliated neighborhood organizations and the citywide coalitions throughout the country. Our purposes are to provide neighborhoods with their own vehicle for the formulation of national public policy, to further the exchange of knowledge and experience between neighborhood organizations, to educate the general public about the importance of neighborhoods as a significant entity in our American life, and finally, to pursue common policy tasks between neighborhoods and other sectors of the American society.

Our member organizations, ranging from single neighborhood organizations to umbrella organizations and indeed citywide coalitions are active on many public issues of neighborhood preservation, commercial revitalization, neighborhood employment, community crime prevention, and other matters.

In addition to our concern over the range of public issues, our member organizations are developing positive programs of neighborhood preservation and revitalization. Our neighborhood organizations run food co-ops, housing renovation day care facilities, libraries, and health clinics, and other activities with private and with public funds.

Beyond program development and service delivery our member neighborhood organizations in a number of cities are legally recognized by city governments through ordinance, statute, executive order, or resolution. Howard Hallman will discuss the range of legally recognized neighborhood entities which fall particularly under the coverage of this bill.

It is important for us to consider the causes of emergence of these publicly recognized neighborhood governments. Having testifying last year on this matter I think Congressman Rousselot understands some of the main public policy interests in strengthening the capacity of neighborhood organizations to deal with public problems. I will not re-state my argumentation. It will be in the record.

The major problem we face today is that census tracts do not correspond to citizen determined boundaries of neighborhood organizations. As members of this committee know we have in the past urged the Bureau of Census to alter its tracts to fit neighborhood boundaries. They have opposed this suggestion in the name of historicity and privacy, other factors. I am now pleased to say that H.R. 3789 does represent a compromise on this issue and warrants this committee's support from our point of view.

This bill requires the Census Bureau to provide census data to political subdivisions municipalities, including general purpose neighborhood governments. It is necessary that these neighborhood governments, are equipped armed with accurate census data in order to do their job.



The boundaries of publicly recognized neighborhood governments have evolved out of the long history of neighborhood organizations only now winning official recognition in a new partnership with local government. The boundaries of these neighborhood governments have been set by decades of neighborhood leadership who are only now becoming official neighborhood councilors and commissioners. It is hardly appropriate that any agencies of Government, including census, should ask neighborhood governments to alter their boundaries to fit agency requirements. Instead, Government should rejoice at the willing cooperation of the people in self-government and utilize its agencies, including the Bureau of the Census, to supply data on these neighborhood organizations according to their own boundaries.

Certainly there should be little objection to supplying accurate data to officially recognized subdivisions of municipal government, including neighborhood government, even though it would be more desirable to supply census data to legitimate and active neighborhood organizations which are not presently officially organized. But we do feel that this start embodied in H.R. 3789, beginning with publicly recognized neighborhood organizations, will encourage the trend toward public recognition of neighborhood organizations in other cities and will expand the public policy of neighborhood statistics.

As this committee knows we have had a chronology of relationship with the Bureau of Census over the past year from September of 1975 when we first met with Congresswoman Pat Schroeder to discuss the issue of neighborhood statistics. That occasion was followed by a meeting that Ralph Nader, David Shaw, and I had with Secretary of Commerce, Elliott Richardson and Vincent Barabba, former Director of the Census. We moved at that point toward an exchange of views on the matter of neighborhood statistics and after that meeting we had testimony last May before this committee. I want to point out to the committee again that the first of our seven recommendations last May to this committee was the passage of a neighborhood information act to provide census data to neighborhood organizations according to their own boundaries.

Congressman Howard has particularly mentioned that neighborhood organizations in New Jersey are not legally recognized. I want to repeat that while we are pleased H.R. 3789 which would supply information to publicly recognized neighborhoods I would call to the committee's attention our other six points which would help neighborhood organizations in New Jersey, Dade County, and elsewhere which are not being publicly recognized.

Those other recommendations were to establish a neighborhood information unit in the census, and to build a close communication between the census and governments of large cities which have committed themselves to statutory decentralization.

We urge census to develop close advisory relationships with national and regional, and citywide neighborhood organization groups and to appoint representatives of these groups to the State and local government advisory committee. We urge a periodic census of neighborhoods, the greater availability of publications at lower prices, and finally the establishment in census of a neighborhood advisory committee.



These other recommendations, in addition to H.R. 3789, would be of great service to neighborhood organizations which are not publicly recognized as sub units of a municipal government.

After our testimony last May, Congresswoman Schroeder introduced the present legislation and on October 15, 1976, delegates of the National Association of Neighborhood's recommended the passage of the Neighborhood Statistics Act.

Most recently we did have a brief meeting with Secretary Juanita Kreps and Undersecretary Harmon, of Commerce. Secretary Kreps expressed interest in this legislation and gave her assurance that careful consideration would be given to our request for support.

Let me conclude by saying that since our testimony last year there has been encouraging signs that the Federal Government is becoming aware of the creative potential of neighborhood organizations.

We are pleased with the new appointments in HUD, of Monsignor Gino Baroni, Robert Embry, of Donna Shala, as assistant secretaries. These people have a strong background of support for neighborhoods. In addition to the HUD appointments I am pleased that there is now a neighborhood liaison person, Jan Peterson, in the White House, a good friend of neighborhoods. Marcy Kaptur, is on the Domestic Council where she's charged with specifically strengthening the role of neighborhoods in public policy.

It is precisely in the context of this new recognition of a neighborhood partnership in government that the proper groundwork of accurate neighborhood statistics should be laid so that neighborhoods can do their very best possible job. We want you to help us with the passage of H.R. 3789 as well as the implementation of our additional recommendations.

Some of my colleagues will tell you of their own local needs for neighborhood information, but in closing I want to make a few brief comments on the Census Bureau testimony.

First, I am pleased that since last year there seems to be a meeting of the minds and we construe Mr. Hagan's statement as indeed positive. We have no objection to limiting H.R. 3789 to serving the full census information needs of general-purpose neighborhood governments. If it is in the interest of the committee to go narrow this bill to neighborhood governments, as Mr. Hagan recommends, that is quite agreeable with us.

Second, we do have some problems with Mr. Hagan's recommendations that information requests originate from the municipality. We think it would probably be best for requests to originate from specific neighborhood governments. Many neighborhood governments at a given time might not need general sets of census information. It would be cheaper in the longer run if each neighborhood organization would ask directly for its own census needs rather than a city ordering across-the-board information which may not be generally used at that time.

Another point is that the tabulation of neighborhood statistics be standardized and identified as data essentially identical to those for census tract. We want it understood this means that the tabulation content would be the same as those for census tracts, and that this data will be presented in a publishable form so that neighborhood governments which do not have computers may use this same data.



Regarding the statement about a minimum population size, we would like to be careful that the Bureau does not set such high minimum standards that neighborhood governments could not qualify for census data by falling short of a minimum population.

Finally, we are encouraged that the Census Bureau believes that a program for neighborhood statistics might be developed. We feel that such a program should be in accord with our seven-point recommendation in the testimony. And we do hope that the Census Bureau will begin to provide neighborhood statistics to neighborhood governments and neighborhood organizations before 1980. Once again, I am pleased to see that we're moving toward a meeting of the minds. This concludes my statement. I am open to questions now or can wait if you would like to hear first from Howard Hallman on the matter of the specific characteristics of neighborhood governments.

[The prepared statement follows, along with the information sheet on the National Associations of Neighborhoods. The listing of board members and affiliated organizations is retained in the subcommittee files.]

PREPARED STATEMENT OF MILTON KOTLER, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION OF NEIGHBORHOODS

Thank you Chairman Lehman and members of the Subcommittee for inviting this panel of witnesses representing neighborhood organizations, city agencies and the scholarly community, to discuss H.R. 3729—a bill to require the U.S. Bureau of the Census to provide census statistics to political subdivisions of municipalities, including neighborhood governments. As the Executive Director of the National Association of Neighborhoods, I want to briefly tell you about our Association and our interest in H.R. 3729, insofar as it would provide accurate neighborhood statistics to publicly recognized units of neighborhood government.

The National Association of Neighborhoods is a national association of 140 member neighborhood organizations and city-wide coalitions in 60 cities. Our Board of 56 neighborhood leaders from many cities around the country has set four goals for our Association:

- (1) To provide neighborhoods with their own vehicles for the formation of public policy and for the pursuance of their responsibilities and rights.
- (2) To further the exchange of knowledge and experience between neighborhoods.
- (3) To educate the general public about the importance of the neighborhoods as a significant entity in American social, economic and political life.
- (4) To pursue productive relationships between neighborhoods and other sectors of American society in order to carry out the public policies of the NAN.

In order to accomplish our goals, the National Association of Neighborhoods meets twice a year in national meetings, organizes ongoing task forces in different areas of public policy, publishes its monthly Bulletin and special reports, and operates a voluntary exchange of citizen and professional expertise in many areas of neighborhood organizing and development.

Our member organizations, ranging from single neighborhood organizations to umbrella organizations encompassing many neighborhood organizations in areas of our cities, and finally to city-wide coalitions of neighborhood organizations, are active on many public issues of neighborhood preservation, commercial revitalization, neighborhood employment, community crime prevention, improved health care, serving our elderly citizens and many other issues.

Beyond their concern for public issues and improved local, state and federal services, our member neighborhood organizations are helping themselves through new programs of neighborhood development. Here are some examples:

St. Nicholas Neighborhood Preservation and Housing Rehabilitation Corporation in Brooklyn, N.Y. has a home winterized program for homeowners who cannot afford to winterize their homes against heat loss.

The Ethnic Neighborhood Action Center in Brooklyn runs a High School Equivalency Education Program with Brooklyn College. Professors hold evening classes in the Center's neighborhood office.



The South End Project Area Committee in Boston has an affirmative action program which monitors all government contracts in the area in order to ensure adequate minority hirings by contractors.

The Adams Morgan Organization, representing a racially integrated neighborhood in Washington, D.C., operates two food cooperatives, a non-speculative cooperative housing trust and urban gardens.

The South East Area Coalition in Rochester, N.Y., is working with the Department of Community Development to develop a series of zoning and land use proposals for their neighborhood.

Finally, I want to point out that there are today 43 cities in the United States which have legally recognized neighborhood organizations for some public municipal purpose, either by charter, statute or executive order. Our neighborhood organizations and their enormous public activities are moving on a steady course of becoming formal divisions of a new federalism reaching to the grass roots of neighborhood community.

Here are some examples of this trend:

In May of 1974, residents of the District of Columbia approved, by referendum, a charter calling for the establishment of advisory neighborhood councils. We now have thirty elected neighborhood commissions and these commissions are supported by property tax money here in the District.

In 1974, Pittsburgh voters adopted a new city charter establishing community councils with advisory powers similar to the District of Columbia advisory neighborhood commissions.

In Simi Valley, Calif., in 1972, the city council enacted an ordinance creating neighborhood council districts. The district committee meetings are conducted in the manner of New England town meetings.

Milwaukee adopted an ordinance in 1975, creating neighborhood councils.

The city of Birmingham, Ala. last year established eight-five neighborhood councils by city ordinance.

Last year, the New York City District Planning Board was strengthened in the charter election with new powers.

And in Portland, Oreg., two years ago, the city council legally recognized the neighborhood associations and the self-determined boundaries of those associations.

Similar things are taking place in Seattle and other cities.

It is important for us to consider the causes of the emergence of neighborhood government because these causes must guide our policy with respect to neighborhoods.

The first cause of neighborhood government lies in the general and correct awareness that municipal bureaucracy does not and cannot deliver to citizens the quality of services which it claims to be delivering, and at a tolerable price to the taxpayers.

Every year more and more tax dollars are going out to city governments for fewer and fewer services. There are three reasons for this: municipal costs, including bureaucratic salaries, pensions, and other expenses; wide-scale bureaucratic inefficiency; and political corruption.

Despite all the millions spent on research and development to restructure and manage city government, there is no light at the end of the tunnel of bureaucracy. No intelligent observers have confidence that remote bureaucracy alone will ever be able to directly deliver services in satisfactory quality and at a satisfactory price. Rather, we have more urgent need now to evaluate performance in the light of citizen satisfaction and transfer programs to small units at the neighborhood level, where these programs are suitable for small-scale management.

The breakdown of municipal services has shifted to neighborhoods three new responsibilities which strengthen the forces toward neighborhood government: (1) Neighborhoods must evaluate municipal performance; (2) neighborhoods must operate certain service functions; (3) neighborhoods must have advisory power over remaining municipal services.

The second cause of neighborhood government is a new surge of citizen participation in the last decade to demand new public services for a rapidly changing world.

Activities which we traditionally considered private are now being publicly demanded and organized. Citizens, through their neighborhood organizations, are starting activities and programs which their municipalities either cannot do or do not consider appropriate.

Neighborhood organizations are running community credit unions; food cooperatives; neighborhood housing trusts; community economic development



corporations; free health clinics; day care centers; tenant unions; legal clinics; and new kinds of recreation programs.

Neighborhood government will go far beyond the mere transfer of certain existing services to the neighborhood level. The neighborhood will be an entirely new unit of public services and benefits.

In order to perform these four new responsibilities of evaluation, operation, advice and new public functions, neighborhoods have new and modern information needs. Some of these needs must be supplied by the U.S. Bureau of the Census.

All of the member neighborhood organizations, whether they are political subdivisions of municipalities or privately incorporated organizations operating valuable public services, need accurate data about their areas and jurisdictions. How many households are there? What are the incomes of households? How many persons in each neighborhood are unemployed? What are the characteristics of the unemployed people? What public services do households need most? Any kind of responsible neighborhood planning or effective program development and management, and governmental cooperation requires this information.

However, the fact of the matter is that these neighborhood organizations, public or private, do not have accurate data and have not been able to obtain this data from the Bureau of the Census. As a consequence, the work of neighborhood organizations has been impaired, and the full value of neighborhood partnership with government has not been realized.

The major problem we face is that census tracts do not correspond to the citizen determined, and long standing boundaries of neighborhood organizations. While we have urged the Bureau of Census to alter its tracts to fit neighborhood boundaries, they have opposed this suggestion in the name of historicity. H.R. 3729 represents a compromise on this issue, and warrants this Committee's support.

This bill focuses specifically on publicly recognized neighborhood governments, and other political subdivisions of municipal government, and requires the Census Bureau to provide free data to these subdivisions according to the boundaries of their jurisdiction.

It is incumbent that these sub-city units of neighborhood government perform their governmental tasks with accurate census data. The boundaries of these sub-city units of neighborhood government evolve out of the long and detailed history of neighborhood organizations who are only now winning official recognition in a new partnership in local government. The boundaries of these neighborhood governments have been set by decades of neighborhood leadership who are only now becoming official neighborhood councillors and commissioners. It is hardly appropriate that any agencies of government, including the Bureau of the Census, should ask these neighborhood governments to alter their boundaries to fit census tracts. Instead, government should rejoice at this willing cooperation of the people in self-government and utilize its agencies, including Census, to supply neighborhood organizations with resources and data.

Certainly there should be little objection to supplying accurate data to legally recognized subdivisions of government including neighborhood government. This start will encourage the trend toward public recognition of neighborhoods in other cities, and will expand a public policy of neighborhood statistics.

I wish now to review the chronology of NAN's relation to the Census Bureau from the point at which we first raised the issue of neighborhood statistics over a year ago, through the occasion of your hearing today.

In September, 1975, the NAN Task Force on Neighborhood Information met with Census Bureau staff and Congresswoman Patricia Schroeder who chaired the House Subcommittee on the Census, to explain the need for census information which is based on neighborhood boundaries, rather than on census tracts.

On February 27, 1967, Ralph Nadar, David Shaw and I met with Secretary of Commerce, Elliot Richardson and Census Bureau Director, Vincent Barabba. The central topic of the meeting was Census Bureau responsiveness to the information needs of neighborhoods. David Shaw and I presented a statement outlining the objectives which the NAN felt it was most important to implement.

At the meeting, Ralph Nadar expressed the view that a greater role for neighborhood-scale units is an inevitable direction for the future. Secretary Richardson strongly supported this view, noting that he advanced the same idea in a book he has published. Mr. Nadar asked the Census Bureau to hold hearings on Neighborhood Information and Mr. Richardson expressed his support for this idea to Mr. Barabba.



On May 5, 1976, the NAN Task Force on Neighborhood Information testified before the House subcommittee on the Census and Population on the need for the Census Bureau to be more responsive to the information needs of neighborhoods. Testifying for the NAN were Ralph Nader, myself and representatives of neighborhood organizations which need current information aggregated by their boundaries. They included: Larry Fogelson (Greater Homewood Community Corporation, Baltimore); Bernie Jones (Capitol Hill United Neighborhoods, Denver); and Milo Billman (People of Cooper-Grant, Camden).

On that occasion the NAN made the following seven recommendations which we continue to urge today:

(1) The passage of a Neighborhood Information Act to provide census data to neighborhood organizations according to their own boundaries.

(2) The establishment of a neighborhood information unit with the Census Bureau to pursue the following objectives:

(a) To compile descriptions and specimens of public information programs and publications of small municipalities.

(b) To move toward formulating questions for the decennial census which will produce information useful to neighborhood residents as members of communities, beyond their roles as mere customers and service users.

(3) The establishment of close communications between the Census Bureau and the governments of large cities as they commit themselves to statutory decentralization programs with a view to promoting effective neighborhood information programs.

(4) The establishment of a close advisory relationship with national, regional, and city-wide citizen organizations working to improve the quality of information available to citizens.

(5) The appointment of a representative from the National Association of Neighborhoods or other similar organization to the Census Bureau's Small Area Advisory Committee.

(6) Begin a periodic census of neighborhoods.

(7) Provide for easier availability of Census Bureau publications at lower prices.

On August 10, 1976, Congresswoman Schroeder introduced legislation to entitle municipalities and legally recognized subdivisions of municipalities to census statistics which relate to their jurisdiction. In introducing the legislation, the honorable Congresswoman stated, "There is a growing effort in this country to retain or revitalize neighborhood consciousness particularly in its urban areas. Some cities have already enacted statutory decentralization programs in recognition that government, even at local levels, has become too unaccountable and unable to respond to the needs of its citizens. The Neighborhood Statistics Act will assure that this process works. In many instances, census tracts do not parallel statutory neighborhood entities, and this right now causes problems in interpreting census statistics for such neighborhoods. The cost of this legislation will be minuscule."

On October 5, 1976 delegates from 81 neighborhood organizations and citywide coalitions in 38 cities unanimously recommended the Neighborhood Statistics Act become law.

This past February 15, David Shaw, a member of the Task Force and Ralph Nader met with our new Secretary of Commerce, Juanita Kreps to seek her support for the Neighborhood Statistics Act. Also present at the meeting were Assistant Secretary for Administration, Elsa Porter, and Undersecretary of Commerce, Sidney Harmon. Secretary Kreps expressed interest in the legislation and gave her assurance that careful consideration would be given to our request for support.

This chronology of NAN activities over the past year brings us to the promising present moment of your favorable consideration of HR 3729.

Let me add that since our testimony last year there have been encouraging signs that the federal government is becoming aware of the creative potential of neighborhood organizations. We are pleased at the appointments of Robert Embry, Monsignor Geno Baroni and Donna Shala as Assistant Secretaries of HUD. Geno Baroni has been a pioneering advocate of neighborhood responsibility and rights. He is now charged with the mandate of neighborhood developments and that implies to us the empowerment of neighborhood organization for the purpose of neighborhood development. As Director of Community Development in Baltimore, Bob Embry was among the first CD director in the country to give block grant money to qualified neighborhood organizations for neighborhood



planning and development. And Donna Shala, Assistant Secretary for Policy Planning at HUD began her public career with an important policy monograph called *Neighborhood Governance*.

In addition to these HUD appointments, I want to mention Jan Peterson as neighborhood liaison the White House Office of Public Liaison. On the Domestic Council, Marcy Kaptur is charged with developing a neighborhoods policy. There are other members of the new administration who have their backgrounds in neighborhood organizations, and will be part of a new federal thrust of neighborhood revitalization and neighborhood government.

It is precisely in the context of this new recognition of neighborhood development and a neighborhood partnership in government, that the proper groundwork of accurate neighborhood statistics be laid so that neighborhoods can do their very best possible job. Will you help with the passage of HR 3729 and the implementation of our six additional points.

Let me now let my colleagues in the neighborhood movement tell you of their needs for neighborhood information. Their first hand experience with local government will make the need for passage of the Neighborhood Statistics Act clearer.

#### NATIONAL ASSOCIATION OF NEIGHBORHOODS

The National Association of Neighborhoods is a partly self-supporting organization controlled entirely by its 150 member neighborhood organizations and city-wide coalitions from 60 cities. This control occurs through the Board of Directors of the NAN which is made up of 56 neighborhood leaders from 18 cities.

*The goals of the NAN.*—The neighborhood leader Board members of the NAN have identified four goals for the political development of the neighborhood movement:

1. The promotion of neighborhood responsibility by the neighborhood organizations, themselves, through their own independent organization.
2. To provide to neighborhood residents, leaders and organizations a continuing knowledge of the problems which affect neighborhoods; the actions of other neighborhood organization; and the discussion of the ethical considerations which accompany neighborhood rights of self-governance.
3. The establishment of a working relationship wherein neighborhood leaders consult with and influence leaders from other sectors of the society.
4. To educate the general public about the present activities of neighborhood organizations in their communities and to engender a positive view of the responsibilities neighborhood organizations should shoulder in their participation in city, state, national and international life.

In pursuance of these goals, the NAN has the following programs:

*A self-supporting organization.*—The Citizen Board of the NAN has voted to make the NAN a self-supporting organization. This effort involves an increased membership fee for organizations and a membership drive.

*The NAN Bulletin.*—The NAN publishes a monthly Bulletin for its members. Articles deal with the ethics of neighborhood responsibility, issues affecting neighborhoods and models of neighborhood organization and are often written by NAN members.

*National and regional NAN meetings.*—The NAN holds regional meetings and two national meetings each year to enable neighborhood leaders to come together and exchange information on neighborhood structures and programs.

*The NAN consulting network.*—The NAN makes available to its member neighborhood organizations, low-cost consulting on neighborhood problems.

*NAN task forces.*—The NAN has seven active task forces for the purpose of informational exchange and problem solving. They include the Task Force on Citizen Education, the Task Force on Neighborhood Information, the Task Force on Human Rights and the Task Force on Neighborhood/Labor Relations.

Mr. LEHMAN. Let's hear from the other gentleman and we can go ahead to the questions.

#### STATEMENT OF HOWARD HALLMAN, PRESIDENT, CENTER FOR GOVERNMENT STUDIES

Mr. HALLMAN. I am Howard Hallman, president for the Center of Governmental Studies. This is nonprofit organization which I organ-



ized in 1969 and throughout our life we have been interested in studies of neighborhood and neighborhood decentralization.

One of the first things we looked at was little city halls which have organized by mayors and city managers particularly around 1969, 1970 and 1971. We examined the Model Cities program which was of course of Federal origin. Then in the early 1970's we began noticing that a number of cities on their own through acts by city council and in some cases city charters were beginning to set up neighborhood councils—councils with official recognition. I would like to concentrate on them because this is the subject of your bill.

Mr. ROUSSELOT. Mr. Hallman, let me interrupt you.

Do you have some kind of a document for us?

Mr. HALLMAN. No; I have a list of neighborhood councils that I know of which are officially recognized through the action of local government. I ask that this list be include in the record.

I'd also like to submit an article called, "Neighborhood Councils: Their Status in 1976" in which we summarized the activities of about 30 of these neighborhood groups.

I just also would like to mention just off the press is a book I did called, "The Organization and Operation of Neighborhood Councils, a Practical Guide"—I can't submit this for the record but just to let you know that it's available.

Mr. LEHMAN. The information you refer to will be accepted for the use of the subcommittee.

Mr. HALLMAN. Let me talk about the kind of neighborhood councils and the form of legal recognition. And again this follows a list I submitted. There are five cities that created neighborhood councils, officially the city charter, counting the District of Columbia which has an act of Congress adopted by referendum as the city charter.

Just to take one case, Honolulu, under its city charter, created a neighborhood commission which the mayor and city council together appointed nine members, and they had hearings throughout the island. The city covers all of Oahu Island, and the neighborhood commission divided the island into 25 neighborhoods. This became the legal definition of neighborhood areas for Honolulu, and then neighborhood groups could petition the neighborhood board, as they called them, and so far about 15 of the 25 delineated districts are organized.

The second method is through a city council ordinance or policy resolution. A couple of cities in Oregon, for example, Salem and Eugene have adopted such ordinances. Salem was divided into 15 neighborhoods and Eugene into 16.

And then groups organized and have become recognized by city council who refers them all matters of zoning and plans for park improvements. They participate in community development block grant planning and a wide variety of other activities.

Wichita, Kans., is divided into 15 areas, each with a neighborhood council. These groups receive notices and to initiate actions that involve the neighborhood. All of them have clearly defined boundaries.

A third group developed—

Mr. LEHMAN. Do these have anything to do with precinct boundaries and are they correlated with the boundaries of precincts in those areas?



Mr. HALLMAN. No; most of them don't. I think Wichita did and I think Wichita follows also as best they could the census tract data but most of the places look at the natural neighborhood where people really feel an identity and that doesn't always coincide with the census tracts. The census tracts may have been that way 10 or 20 years ago when they were delineated but population has changed or development has spread out in neighborhoods, and so the census tracts are out of date.

Although they look at where people feel an identity, they often observe physical boundaries. I think most of them use whole blocks, but now and then you'll have a neighborhood boundary along the back of a business section which will cut a block in half. That's not an overwhelming problem, and it doesn't occur with any great frequency.

The third group of cities started with an effort of the city planning department to set up neighborhood planning operations. In the process they recognized planning committees which have since gone into more general purpose activity. This is happening, Mr. Chairman, in some counties which may interest you. For instance San Diego County which is much like Dade County in that about half of the population is in an unincorporated area. There they've delineated 25 communities that are unincorporated. It doesn't include everything because the county goes way up into the mountains, but the developed parts of the county that are unincorporated have been delineated and then community planning groups organized—They have elections and serve as the official vehicle for that particular part, so they've been able to deal with the county situation.

The same thing is happening in Oregon in the Portland metropolitan area. In Clackamas County and in Washington County they designate communities (There are few incorporated municipalities there but mostly it is unincorporated.) They organize community groups, have elected, and fulfill an advisory role. So I think it is quite possible to adapt this idea to the county area, certainly with the urbanized area (which is a concept the census uses for the closely settled territory). It seems to me it would be quite feasible to identify boundaries within that part outside of the municipal subdivisions.

A fourth group functions in California under a special law to authorize municipal advisory councils in counties. Again these are outside of municipalities. It started in San Mateo County where East Palo Alto was an isolated unincorporated area. It is a black, low to modern income population without an adequate tax base to incorporate. The San Mateo County Board of Supervisors decided to organize a municipal advisory board and delegate to that board some responsibility for the neighborhood.

In order to do it they asked the State legislature to give authorization, and the State responded by enacting a general law. Now there are seven counties in California which have organized part of the unincorporated areas as municipal advisory councils. So that's another category which is definable legally and adaptable to this program.

Independence, Mo., and Muskegon, Mich., each has a private association which has divided the city into areas. There has been no ordinance of city council recognizing these groups, but in every day-to-day relationships these neighborhoods work with the city. For example, in Independence, neighborhood councils appoint members to citywide



committees. Each committee is parallel to a city department—a police committee, a fire committee, a recreation committee, and they meet for the departments.

So while this is not an official action of city government it is still a division of the city into neighborhoods. If it were necessary for that city to gain the neighborhood information which I know they need and they would want, they might give official recognition.

So you have these various categories of how to organize and recognize neighborhood councils. My count has 48, and I see Milton Kotler's testimony adds Milwaukee, Wis. I am sure that there may be 50 to 60 cities and counties now which have this certain arrangement—a manageable manner to start the program and probably adding 10 to 15 cities or counties a year. The practitioner from these groups have organized and are holding a national conference on neighborhood councils this May in Jacksonville. So the word is getting around that this is a very desirable way to go. City councils support it and mayors and managers are in favor of. It's a program which is growing and I think could easily be expanded in terms of the census as it goes along. So it seems to me your bill makes a very sensible approach to this.

Mr. LEHMAN. Mr. Rousselot.

Mr. ROUSSELOT. I thank you for your testimony describing your experience in the various neighborhood groups with which you are each familiar.

In the statement by the acting director of the Census Bureau, let me quote page 2, "For just a single special tabulation requested by a particular entity the cost to the Bureau could easily run into thousands of dollars," and of course the bill says it can be provided free and some of us worry about that. I guess we don't need to worry with the kind of deficits we are approving. Then it goes on to say, "The bill should be modified to restrict the tabulation program to the major elements to which the bill is addressed, neighborhoods."

Now, would you object to that?

Mr. KOTLER. No, we would not object to that. We concur with that and would be quite satisfied to limit the bill to publicly recognized general purpose neighborhood governments.

Mr. ROUSSELOT. Both of you agree?

Mr. HALLMAN. Yes, I would—I think whether the term is neighborhood governments or neighborhood councils or boards—they call them different things—but the ideas of "general purpose" and "officially recognized" I think are the key elements.

Mr. ROUSSELOT. So you would not object to including in the bill should it move, this kind of language?

Mr. HALLMAN. When the neighborhoods got popular several years ago every Federal agency wanted its own neighborhood committees so you had a mental health committee and the old Federal bureaucracy recreated it to neighborhood level.

Mr. ROUSSELOT. Right.

Mr. HALLMAN. Now these are pulling it together and I think the general purpose idea is the element to stress.

Mr. ROUSSELOT. I think I understand the difference in California. The reason that many county governments went to that type of organization was for planning purposes and does not require the kind of detail that you are talking about or as is being discussed in this bill.



As for unincorporated areas, let's take Lancaster, Calif. which used to be in my district. It is not an incorporated area.

Mr. HALLMAN. Which county is that in?

Mr. ROUSSELOT. That's Los Angeles County and they have advisory committees because the county government which has five supervisors has only one supervisor located there. The Lancaster supervisor has tried to incorporate several times but has been unsuccessful. Edwards Air Force Base is there. There's a lot of things outside that would impact the area but they have advisory councils there and the details that you would extract or try to extract by having different subdivisions from the census tract, I don't really think it's a parallel situation.

Mr. HALLMAN. Of course, Los Angeles County is interesting where you have 78 municipalities, I believe and some of them are neighborhood size—

Mr. ROUSSELOT. We have what we call unincorporated areas. I have several in my district.

Mr. HALLMAN. So that for the neighborhood of the 10,000 that is incorporated it has statistics—

Mr. ROUSSELOT. Right.

Mr. HALLMAN. But the neighborhood which is unincorporated doesn't.

Mr. ROUSSELOT. These "unincorporated areas" are usually able to obtain statistics from census tract data. They may not be absolute, but the census tracts pretty much coincide in those unincorporated areas to the area that is known as, say Lancaster, Calif.

Mr. HALLMAN. That's a fortuitous situation then but at some point—

Mr. ROUSSELOT. Well they might have, say, four census tracts to really cover Lancaster, Calif., but I just wonder if for the ones you've listed, if it's really the same as a census tract in an inner city. It really isn't quite the same and it's more identifiable through the normal census tract, for the data that you want.

Mr. HALLMAN. If it is there's no problem. But a lot of these areas are newly developed so they don't have census tracts or it's a census tract which covered a large territory as the one illustrated here but it now has a population maybe of 20,000 or 30,000 which needs a subdivision and it's not yet down on the census tract basis. So doing it for neighborhood purpose would be advantageous.

Mr. ROUSSELOT. I have an area in my district called Charter Oak. It's not incorporated but pieces of it are in Glendora or Covina and yet pieces of it are unincorporated. They have their own postmark, but the census tracts basically cover Charter Oak.

Mr. HALLMAN. But not as Charter Oak?

Mr. ROUSSELOT. In three census tracts they do. What I'm saying is I just wonder when you list these latter two groups if that is really the intention of the bill—to include those the county has recognized as a community for planning purposes and for general purposes like Charter Oak.

For streets, for sewers, all that kind of thing?

Mr. HALLMAN. Yes; the board of supervisors says Charter Oak is one of these recognized groups.

Mr. ROUSSELOT. Or we can recognize it by four census tracts?



Mr. HALLMAN. If they have it by census tracts, it's fine. But if there's a somewhat deviation in this, then the bill is saying that to that extent the census tract would make an adjustment, building up from the blocks.

Mr. ROUSSELOT. And assuming that they're recognized as a legal entity in neighborhood groups within that area?

Mr. HALLMAN. That is correct.

Mr. ROUSSELOT. Well we appreciate the testimony from both of you and we are pleased this year that you do not object to the tightening down concept that the Census Bureau recommend.

My concern would be that every little unincorporated area would suddenly say, gosh, we've got great recognition. We want identity, therefore go prevail upon whatever unit of government they can get, whether it's the county or State to ask for some kind of a specialized breakdown of statistics.

Mr. HALLMAN. Well my observation is that the governing board doesn't give this recognition lightly and wouldn't. If they do it, you're asking for trouble—because, you know, what they'd say, well, it would be just for statistics and the next thing they know they're going to want more. So I don't think it would be used capriciously just to gather statistics.

Mr. ROUSSELOT. Now I don't notice in your listing here too many things from the city of Los Angeles?

Mr. HALLMAN. Well, the city has not to my knowledge made any official recognition. I mean there are hundreds of neighborhood associations that are in the city, but remember in 1969 they had a charter proposal in which they were going to create neighborhood boards and that was eliminated.

Mr. ROUSSELOT. The city council didn't like that because each felt their district was the neighborhood council.

Mr. HALLMAN. If that were to happen they would have met this criteria. So what we're differentiating is those in which there's an official recognition. Every city has neighborhood associations but in most places they are not recognized through official action.

Mr. ROUSSELOT. Many times in California there are property owner associations. Homeowners often band together or become active on the basis of increases in property taxes.

Mr. HALLMAN. They call them ratepayer associations in Canada, I think.

Mr. ROUSSELOT. Would you suggest that a properly taxed association be a recognizable organization under this bill?

Mr. HALLMAN. I would say that it should be left to the municipal governing board to decide that. In a couple places they do recognize existing associations, but that association—

Mr. ROUSSELOT. When they give recognition to those property tax associations especially when they come down to city hall and complain about some of those things.

Mr. HALLMAN. They'll talk to them but they don't say it has legal status.

Mr. ROUSSELOT. They don't have official status?

Mr. HALLMAN. That's right, it's the official status which I think is the key, and if the city council chooses to make these official I think we shouldn't second guess it from Washington.



Mr. ROUSSELOT. All right. So you would say then that a property tax association does not have official recognition as a legal entity by a city government or county government and it wouldn't be recognized under this bill?

Mr. HALLMAN. That would be my view.

Mr. ROUSSELOT. Is that your view too, Mr. Kotler.

Mr. KOTLER. Yes; this bill would not cover that, but we have submitted to census and to this committee to increase neighborhood information services to nonofficially recognized neighborhood organizations that are active in community revitalization and preservation programs.

Mr. ROUSSELOT. Mr. Kotler, you reemphasized on page 8 one of your points of recommendation when you met with then Secretary Richardson and Mr. Barabba. That point was the appointment of a representative of the National Association of Neighborhoods or other similar organizations to the Census Bureau Small Area Advisory Committee. Now do you feel that the individuals mentioned today by the Census Bureau help fulfill that recommendation?

Mr. KOTLER. I must honestly say, no.

Mr. ROUSSELOT. You are familiar with the three individuals that were mentioned?

Mr. KOTLER. I only know about Dr. Jenkins. I was surprised really that we were not consulted on this appointment. We did make our own recommendation, though we do not believe that our recommendation should prevail above other considerations. Yet we did expect to be consulted on this matter. Dr. Jenkins from what I understand from our Cincinnati neighborhood organization is a fine gentleman but is not involved in the neighborhood organization movement in Cincinnati. He is not part of the city-wide coalition of neighborhood organizations. I do not want to make any judgments about Dr. Jenkins but we were surprised that we were not consulted on his appointment. We have not heard anything from Dr. Jenkins, nor have we heard of his input into the advisory committee.

Mr. ROUSSELOT. What about the other two?

Mr. KOTLER. The other two are of no direct concern to us. Our recommendation was specific to the Small Area Advisory Committee. We did not make a recommendation to the Housing Advisory Committee or to the Spanish speaking advisory committee. I have no judgment about these two individuals or their two advisory committees.

Mr. HALLMAN. I've known Walter Smart for a long time when he was a settlement worker in Philadelphia. He's a national leader of the settlement house movement which has roots in neighborhoods in a somewhat different manner from neighborhood associations which are grassroots organizations. It would seem to me that his kind of leadership is needed, but also people who are working more on the neighborhood organizing neighborhood associations.

Mr. KOTLER. We felt that our recommendation should come from a publicly recognized neighborhood council. To recommend someone so distant from the modern thrust of neighborhood organization was really beside the point. We hope that once again we may have an opportunity to make a recommendation.

Mr. ROUSSELOT. So you don't think any of those three fulfill point five?



Mr. KOTLER. I can't speak to the other two advisory committees. I can only speak to the Small Area Advisory Committee and I must say that Mr. Jenkins does not meet our interest.

Mr. ROUSSELOT. Because he didn't belong to your organization or what?

Mr. KOTLER. Because Dr. Jenkins is not identified with the neighborhood organization movement. Neither our organization nor any neighborhood organization in Cincinnati I might add was consulted about his appointment. I don't know how it came about.

Mr. LEHMAN. Those appointments come directly from the Bureau of Census?

Mr. KOTLER. Those appointments are made on the recommendations of the Bureau by the Secretary of Commerce.

Mr. ROUSSELOT. Secretary Richardson.

So you don't think after the meeting you had with him that he paid any attention to point five?

Mr. KOTLER. You're talking about Secretary Richardson?

Mr. ROUSSELOT. Yes; you met with him?

Mr. KOTLER. We met with him before the hearings in May.

Mr. ROUSSELOT. Yes.

Mr. KOTLER. And it was at the hearing in May—

Mr. ROUSSELOT. And you gave him these recommendations?

Mr. KOTLER. We did not give Secretary Richardson these seven recommendations. These seven recommendations were developed before testimony in May.

Mr. ROUSSELOT. I see.

Mr. KOTLER. It was after.

Mr. ROUSSELOT. They were not submitted to Secretary Richardson?

Mr. KOTLER. Yes.

Mr. ROUSSELOT. They were?

Mr. KOTLER. Yes; after the hearings.

Mr. ROUSSELOT. But your judgement is that point five was not really considered in making these three appointments. These were not "qualified people?"

Mr. KOTLER. I can only say that Secretary Richardson did not appoint our recommended person. Nor were we consulted or advised to give any opinion as to Dr. Jenkins. Why he did it or didn't I cannot guess.

Mr. ROUSSELOT. Maybe it is a little bit like the original CIA.

[Laughter.]

Mr. KOTLER. May have been.

Mr. LEHMAN. I want to just go back to the way this bill is drawn up and try to implement your recommendations to make the kind of necessary changes to the bill because the way the bill is drawn now it is that only recognized entities can be considered neighborhoods or a recognized ward or a recognized political subdivision of that city. And in most cities the political subdivisions are not necessarily neighborhood subdivisions.

Now in one of your recommendations there is the establishment of close communications in the Census Bureau and the governments of large cities as they commit themselves to statutory decentralization programs with a view to promoting effective neighborhood information programs. What you have to do is to get the cities to establish



basic political entities of these neighborhoods so that in language of the legislation itself, this will become a political subdivision of the municipality.

Mr. KOTLER. I think if I understand your comment under the present bill.

Mr. LEHMAN. Under the first paragraph in the present bill as it relates to recommendation No. 3 on page 8?

I am trying to mesh those two things.

Mr. KOTLER. Under the bill as it is written cities which did not have publicly recognized neighborhood governments could ask Census to supply information free of charge to its ward or other political subdivisions that may not be neighborhood based.

Mr. LEHMAN. Which wouldn't accomplish what you want?

Mr. KOTLER. Which would not accomplish the interest of neighborhood organizations.

Mr. LEHMAN. Right. That's what I'm trying to say.

Mr. KOTLER. It would accomplish the interest of neighborhood organizations in those cities where neighborhoods are publicly recognized. Since our main concern is neighborhood organization I can't really speak for the interests of wards or other political subdivisions or health councils, and so forth.

Mr. LEHMAN. Condominium developments or anything else.

Mr. KOTLER. Such witnesses who can speak for that point of view may want to urge that. From our point of view as the bill is written neighborhood governments would be serviced in those cities that publicly recognize them. Under the recommendation by census neighborhoods would also be served in those cities that publicly recognized neighborhood councils of governments.

Mr. LEHMAN. What I'm trying to say is if you want to get adequate neighborhood census data then you must be able to give political legitimacy to that particular neighborhood.

Mr. KOTLER. That is right.

Mr. LEHMAN. That is it. The first step.

So in order to accomplish what this bill is trying to do you're going to have to get the kind of municipal legislation out that would conform to the intent and purpose of this bill.

Mr. KOTLER. That's right.

Mr. LEHMAN. Useful legislation that does not relate necessarily to wards, to election districts people run from, or anything like that. But the kinds of legitimate neighborhood boundaries that they could then say have political legitimacy and would be recognized as such in relation to obtaining census data.

Mr. KOTLER. That's right.

Mr. LEHMAN. OK.

Well, you're going to have to go at it at the local level and you're going to have to go at it at the national level and you're going to have to make a measure in order for it to work.

Mr. KOTLER. As you say we start with 43 cities where this is the case. The bill may well be an incentive for other cities.

Mr. LEHMAN. Well the only thing that worries me on this is that the neighborhoods are supposed to be able to tell the municipal authority what they want and I hope the municipal authority doesn't get a



bossism kind of government that goes backwards into the neighborhoods that they created.

This is a two-way street, you get a city hall or a court house structure that controls these neighborhood groups instead of vice versa. But because they control the jobs that the neighborhoods are structured on.

Mr. KOTLER. You raise a very important question. In this process of the public recognition of neighborhoods, neighborhood leaders are going to have to remain constantly vigilant and constantly alert that there free neighborhood associations do not get caught up by the political machine.

Mr. LEHMAN. That's a tempting thing because what happens is the mayor of a city or the manager of the county whoever he is controls jobs in that area usually.

Mr. KOTLER. That's very much a question of legislation in each municipal area.

Mr. LEHMAN. It also deals with the way the Federal programs are handled. Manpower jobs and so forth.

Mr. KOTLER. We believe that many of our neighborhood organizations that are not publicly recognized but have public funding and are operating terribly important programs also have information needs. Objection was raised to their amorphousness, their changing boundaries, their numerosness, and so forth. We felt that as a start lets begin with those publicly recognized organizations whose boundaries are more stable, where there is more legislature legitimacy.

Mr. LEHMAN. Well, I want to do all that without creating a political machinery.

Mr. KOTLER. The alternative is not to listen to the people.

[Laughter.]

Mr. LEHMAN. You mean you've seen this happen before.

Mr. ROUSSELOT. Yes.

Mr. HALLMAN. Well, Mr. Chairman, I thing the requirements for an election the neighborhood is assured protection. You can subvert an election, a local election process, but if this is regulated the odds are stronger to achieve than any other methods. You can't buy off a whole election you know. There aren't that many jobs.

Mr. LEHMAN. I just want to visualize what could be happening from—

Mr. KOTLER. I think the strongest protection is that we ground our neighborhood organizations in town meeting assemblies.

Mr. LEHMAN. What I'm trying to think about is if there are going to be jobs in that neighborhood it should be controlled by the neighborhoods themselves and not by city hall.

Mr. KOTLER. Right.

Mr. LEHMAN. I have no other questions. Mr. Rousselot?

Mr. ROUSSELOT. Mr. Kotler, you recall last year that I had some questions for Mr. Barabba about—let me get this right—the user service officer that they had at that time in six regional offices. We are informed that they now are in 10. Have your neighborhood groups made use of that data user service officer who is in place primarily to try to help neighborhood organizations and cities make better use of data already available. In other words, adapting. Have you been in to see those?



Mr. KOTLER. The organizations may have used these personnel.

Mr. ROUSSELOT. Have you?

Mr. KOTLER. I've listened to presentations.

Mr. ROUSSELOT. But you haven't said that one of your neighborhood groups had a specific problem and you advised we'll go to the regional office in San Francisco or wherever it is and get it?

Mr. KOTLER. Well we have as a matter of fact.

Mr. ROUSSELOT. Have they done it?

Mr. KOTLER. More of our neighborhood organizations have been informed about the census by the National Association of Neighborhoods than by the Census Bureau itself.

Mr. ROUSSELOT. But have you encouraged them to see those regional officers?

Mr. KOTLER. We have encouraged them more than the Census Bureau ever encouraged them. But they're not sufficient.

Mr. ROUSSELOT. How are they not? They do provide some data?

Mr. KOTLER. Yes, but it's not enough for our purposes.

Mr. ROUSSELOT. Could you provide for us specific examples where you have encouraged a neighborhood organization to utilize the regional data service officer. It's my understanding by the middle of the year there will be 12. The problem has been funding for the officer. Tell us what you consider to be the deficiency. Is it information they cannot provide?

Mr. KOTLER. I will be pleased, Congresswoman, to do that and bring the request from you to the neighborhood information task force to document those cases.

Mr. ROUSSELOT. Right.

As you know, former director Barabba suggested that the data user service officers in regional offices were specifically there to help provide certain kinds of data and that that would be to help provide certain kinds of data and that that would be a useful way to furnish what you're seeking or what your neighborhood groups are seeking without resorting to this legislation. That was one of his answers to this problem.

Mr. KOTLER. We both agree that these are related concerns because the data user officer can only give what data exists and we're talking here also about the additional data to follow the boundaries of publicly recognized neighborhoods. We would be very glad to carry your request to evaluate this data user service and to present to you case studies from neighborhood organizations of their experiences. We'll have that to you as soon as we can.

Mr. ROUSSELOT. All right. Fine.

Mr. Chairman, I'd like that whatever memorandum is produced would be made part of the record at this point. The reason is that Mr. Barabba suggested that would be a part of the Census Bureau's answer to try and provide some of the information that is requested by various people.

Mr. KOTLER. I think you're right. The data user service should be evaluated by neighborhood organizations.

Mr. ROUSSELOT. By potential users?

Mr. KOTLER. We would be pleased to do that evaluation and provide that to you as part of the record.



Of course, we feel that that does not address our need for the neighborhood statistics which H.R. 3789 would provide.

Mr. ROUSSELOT. As you know during my questioning of Mr. Barabba last year he thought that this service would help provide some of the answers that you are seeking.

Mr. KOTLER. Some of the answers, yes.

Mr. ROUSSELOT. Maybe not everything.

Mr. KOTLER. But not the answers of census data for publicly recognized neighborhood units. I think both go hand in hand.

Mr. ROUSSELOT. Your organizations are making greater use of this specific officer in each region.

Mr. KOTLER. I said we will at this point evaluate that use by member neighborhood organizations and report that evaluation to you.

Mr. ROUSSELOT. Thank you.

Mr. LEHMAN. Well thank you for being here and we will be calling on you for your input as this legislation moves down the pike.

Mr. KOTLER. Thank you.

[The information submitted by Mr. Hallman follows:]

#### NEIGHBORHOOD COUNCILS: THEIR STATUS IN 1976

(By Howard W. Hallman)

A significant event in urban government during the decade of the 1970s has been the emergence of neighborhood councils in quite a few cities and in some suburban counties, too. What I am talking about are neighborhood bodies which have some kind of official or quasi-official relationship with local government. I use "neighborhood councils" as a generic term, but locally they might also be known as community councils, community boards, neighborhood advisory commissions, neighborhood priority boards, recognized neighborhood associations, and other names.

These neighborhood councils have several common characteristics. They are broad based organizations of residents from geographic subareas of the city or county. They are usually governed by a representative body, chosen through a democratic process. They focus upon many aspects of neighborhood life and not merely a single problem or program.

Of course, some older forms of homeowners associations and protest-type neighborhood organizations also have these characteristics. What distinguishes neighborhood councils is their recognition by local government as an official or quasi-official representative body for the neighborhood.

For most neighborhood councils, the relationship with local government is only advisory rather than delegation of decision-making authority or assignment of service operations. In this sense, they are not an embodiment of neighborhood government, which implies fuller political decentralization. However, some neighborhood councils run a few programs, and others have a potential for substantive power. Thus, in the future some of them may evolve into full-fledged units of neighborhood government. Time will tell.

For now, neighborhood councils fulfill several purposes. From local government's perspective, they provide a channel for two-way communication which hopefully will benefit both sides, and they have capacity to carry out activities supplemental to municipal and county services. From the residents' perspective, neighborhood councils function as organizations dedicated to preservation and enhancement of neighborhood interests and they act as advocates of neighborhood needs. From a broader civic viewpoint, they promote a greater sense of community and serve as a forum for developing new civic leadership.

#### THREE GENERAL TYPES

At the risk of oversimplification, neighborhood councils can be divided into three general types: (1) organized directly under city or county auspices, (2) privately organized but assisted by public employees and officially recognized,



and (3) organized and assisted by a private organization and, though not officially recognized, having strong ties with local government.

The first type is represented by the neighborhood boards of Honolulu, which are established under procedures adopted by a charter-created Neighborhood Commission. Other examples are the neighborhood priority boards in Dayton, which the city set up with approval of the City Council, and the neighborhood advisory commissions in the District of Columbia, authorized by a referendum and organized under rules set forth by City Council.

The second type is epitomized by Portland, Oregon, which has an Office of Neighborhood Associations and a city ordinance spelling out procedures for the City Commission to grant official recognition to privately organized neighborhood associations. In Kansas City, Missouri, the Community Development Division offers technical assistance to existing neighborhood organizations and community councils, thus giving them a quasi-official status with the city government but without formal action by City Council.

An example of the third type occurs under the Independence (Missouri) Plan for Neighborhood Councils, Inc. This private nonprofit organization has set up 39 neighborhood councils and provides them staff assistance. Each council appoints delegates to citywide committees which parallel the departments of city government and meet regularly with city officials. This provides de facto recognition to the Independence Plan.

All three types involve citizens organized at the neighborhood level who have some kind of a structured relationship with local government. This accords with my definition of neighborhood council.

#### PATTERNS OF LOCAL INITIATION

Although officially recognized neighborhood councils existed in a few cities before 1970, most of them have been organized within the last five years. By and large they have been formed because of local initiative and not because of federal regulations, as occurred with the Community Action and Model Cities neighborhood organizations of the 1960s. However, as they develop, many neighborhood councils are getting involved with federal programs, particularly Community Development block grants—but according to local design, not federal mandate.

Several different patterns of local initiation can be noted.

##### *Initiative by local political leaders*

The three largest cities in Oregon—Portland, Eugene, and Salem—provide cases where initiative for neighborhood participation came from elected political leaders. In Portland it was Mayor Neil Goldschmidt, a former legal aid lawyer, who developed a strong neighborhood base in his mayoral campaign and persuaded his colleagues on the City Commission to pass an ordinance providing for recognition of neighborhood associations and granting them a consultative role on policy issues affecting their neighborhoods.

In Eugene it was Neil Murray, formerly the president of a neighborhood civic association who got elected to City Council; at his instigation, Council adopted a policy resolution authorizing official recognition for neighborhood organizations with satisfactory charters. In Salem it was Robert E. Lindsey, a council member who promoted a neighborhood planning program with guideline policies adopted by City Council; subsequently Lindsey has become mayor.

The Independence Plan for Community Councils got going after Mayor Phil Weeks challenged a goals committee to get more citizens involved in local government. He has since left office and is now chairman of the board of this nonprofit organization.

##### *Takeoff from Federal programs*

Several cities have built their neighborhood councils upon a foundation laid by federal programs, or because of the need to respond to a new federal requirement. But they, not the "feds," determined the form.

In Dayton during the early days of the Model Cities Program, black leaders in the model neighborhood demanded and got an "equal partnership" agreement with City Council. By the time this program was in its first action year, Dayton had a new manager, James Kunde, who had worked in Kansas City and been involved with community councils there. Kunde proposed the creation of neighborhood priority boards in the rest of the city outside the model neighborhood City Council agreed and appropriated \$200,000 in local funds for them to allocate. Using this as a foundation, Dayton obtained over \$5 million under the Planned Variations demonstration of the national Model Cities Program, and the priority



boards gained a strong role in deciding how to spend this money. These boards have continued and are now involved in many local governmental programs and also the federal Community Development Program.

In Birmingham, pressure from the U.S. Department of Housing and Urban Development (HUD) to improve the citizen participation element of the workable program caused the city to embark upon a year-long process, full of controversy but finally resulting in City Council's adoption of a Citizen Participation Plan. This plan set up a network of 84 neighborhood citizen committees, building into 19 community citizen committees, and a citywide Citizen Advisory Board. Key staff initiative came from Charles Lewis, a former Peace Corpsman who brought to bear his experience in rural community development. At one stage Councilman David Vann introduced his own plan, which never got a second but included some ideas picked up in the final plan. Last November Vann was elected mayor of Birmingham.

In 1970 the Citizens League of the Twin Cities area in Minnesota recommended the establishment of ten elected community councils in Minneapolis. The city officials didn't accept this suggestion, but Don Fraser, the local congressman, liked the idea and eventually inserted it into the District of Columbia home rule legislation. However, in the summer of 1974 citizens of Minneapolis, mostly representing neighborhood organizations, started an effort to gain a greater voice in the new federal Community Development Program. This led to a city ordinance setting up procedures for residents of 84 neighborhoods to elect representatives to ten planning district citizen advisory committees, which in turn choose 29 out of 47 members on a citywide citizens committee.

These are but three of a number of examples I could cite of locally initiated efforts to put substance into the vague requirement of "adequate opportunity for citizen participation" in the federal Community Development Program.

#### *Local charters*

The most formal way to create neighborhood councils is through the city or county charter. Experience shows this is the most difficult route to pursue, but the necessary one in some situations.

New York City was the first to do so with a 1961 charter amendment which required the Planning Commission to divide the city into community districts; after that the respective borough presidents would appoint a community planning board for each district. This was accomplished in 1968, and these boards began functioning with advisory powers mainly over capital budgets and other city planning matters. Last November New York amended its charter again to strengthen the role of the community boards, but the voters turned down a proposition which would have made them elective rather than appointive.

During the 1970s each year has seen one or two charter votes on some variety of neighborhood councils. In 1971, the voters of Newton, Massachusetts adopted a charter with provisions for neighborhood area councils; the only one formed so far had its first election in 1974. Honolulu approved a new charter in 1972 and provided for a Neighborhood Commission; this body in turn developed a neighborhood plan and during 1975 a number of neighborhood boards commenced to function.

Also in 1972, Detroit citizens voted on a charter which had provisions for neighborhood boards but turned it down because of opposition to some other provisions. In the next round in 1973 the voters okayed a revised charter, including an article setting up a Decentralization Commission to develop a plan for community councils. However, the Great Recession has had a severe impact upon employment and city finances in the Motor City and has diverted attention so that interest in community councils has lagged. Consequently, this spring the Decentralization Commission returned a negative recommendation, which puts an end to matters for now.

In May 1974 the electorate in the District of Columbia approved a home rule charter and a companion measure providing for neighborhood advisory commissions. City Council first had to define boundaries and develop operating procedures, a task completed in the fall of 1975, leading to the first neighborhood elections in February 1976. A new charter adopted in November 1974 in Pittsburgh also provided for community boards. Citizen groups and city officials are now working on a boundary plan, and the first boards will be formed in 1977.

As you can see, the processes proscribed by city charters can be time consuming. On the other hand, once established the charter-created neighborhood councils have a firm legal basis in city affairs.



### *Metropolitan context*

Another context fraught with difficulties for neighborhood councils is the metropolitan scene. A number of persons concerned about governmental structure in metropolitan areas believe that both large scale and small scale are necessary, and they favor neighborhood decentralization of some functions and metropolitan consolidation of others.

Take the case of Indianapolis. In 1969 the Indiana legislature consolidated the city of Indianapolis and Marion County—Uni-Gov it was called. At that time there was talk about a complementary approach of decentralization—dubbed Mini-Gov. But the Mini-Gov bill providing for community councils didn't pass until 1973. By then a new City-County Council was in office with 25 of the 29 members elected by districts. A council majority didn't want a competing form of representation, so Council never approved community boundaries, thus preventing the formation of community councils.

In Salt Lake County, Utah a charter proposal for city-county consolidation devised a pyramid of representation so that voters would elect members of 15 community councils whose chairmen would make up the City-County Council. However, most of the powers were assigned to the consolidated city-county government, not to the community councils. The charter was voted down, apparently because of opposition to so much centralization.

A different governmental situation occurs in one-county metropolitan area where county government serves in effect as the municipal government outside the central cities. Such is the case with Guilford County, North Carolina, which has two cities, Greensboro and High Point. In the rural and unincorporated suburban areas, the county has set up a number of local community councils, and representatives of these groups come together in a Rural-Suburban Community Council, which has delegates from various countywide organizations.

Another variation is the East Palo Alto Municipal Council, which serves an unincorporated section of San Mateo County, located a few miles south of San Francisco. This five-member, elected Municipal Council has advisory powers under the County Board of Supervisors, but it has its own staff and runs a number of programs. In a sense this is a unique situation because a freeway isolates this predominantly black community. But to gain authority for this approach, the San Mateo supervisors sought state legislation, and the legislature passed a general law applicable to all counties. Now a number of California counties have set up municipal advisory council in unincorporated areas.

### *City and county planning*

more specialized approach is the use of neighborhood planning committees in the development of the city or county comprehensive plan. Among the places doing this are Atlanta, Denver, Fort Worth, the City of San Diego, and San Diego County. Generally this focuses upon the traditional concerns of city planners—land use, community facilities, transportation, open space, and other physical details—and upon the tools for implementing such plans, particularly zoning and the capital budget.

However, in most of these places, neighborhood planning is edging into the federal Community Development Program and thus into a somewhat wider emphasis. Moreover, many of the involved citizens are concerned about social issues and are drawing the neighborhood planning committees into a wider arena. As their role broadens, they will become neighborhood councils, as here defined.

### LEGAL MATTERS

Since neighborhood councils have some kind of official relationship with local government, several legal matters arise.

#### *Sources of authority*

I have already alluded to the legal basis of authority for neighborhood councils. The alternatives are authorization by the city charter, by ordinance of city council or the county governing board, by resolution or policy guideline adopted by council, by official administrative policy, or through a more informal, *de facto* dealing with neighborhood organizations by administrative personnel.

In the Newton and Pittsburgh charters, authorization for neighborhood councils was one article among many. In the District of Columbia there was a separate vote on whether to provide for neighborhood advisory commissions. In the



1975 amendments to the New York City charter, the electorate voted on several separate propositions related to neighborhood decentralization, approved some and rejected others. The Honolulu and Detroit charters created special commissions to develop a more complete neighborhood plan prior to implementation.

Where action is taken by city council, an ordinance tends to provide a firmer legal foundation than a policy resolution, but which route to pursue seems to depend upon local practices in such matters. Probably more significant than mode of adoption are the political forces set in motion and their effects upon city-neighborhood relationships, going well beyond technical legal issues.

Some cities have got going through executive action. For example, in Lincoln, Nebraska the mayor created the Neighborhood Assistance Bureau to provide services to neighborhood groups and to stimulate citizen participation. In Seattle, the Department of Community Development runs neighborhood programs is part of its broad mandate. In such instances, neighborhood organizations develop ongoing relationships with city government without an official policy blessing from city council. This makes their status more dependent upon the incumbent administration than where authority is grounded in the charter or an ordinance.

Furthermore, official status may mean the mandatory referral of planning proposals and other matters to neighborhood councils. However, this is a new area of municipal law, and the legal rights of neighborhood councils have not been tested in court. (There was, though, a case in Philadelphia on the model neighborhood board which ruled in favor of the citizens' rights.)

#### *Specificity of charter or ordinance*

Charters, ordinances, and council resolutions vary on the degree of specificity regarding the kinds of neighborhood councils to be established or recognized.

In some places, such as New York, the charter mandates the establishment of community boards to cover the entire city and prescribes precisely how they shall be set up. Other charters such as Newton and Pittsburgh, specify the form of neighborhood councils but lets residents of each neighborhood decide whether to organize. In Honolulu, the organizational details were worked out by the Neighborhood Commission and in Washington, D.C. by City Council, and in both instances citizens in the respective neighborhoods have to activate formation of the neighborhood council.

Under the recognized-association approach, the council ordinance or resolution specifies criteria for recognition, such as open processes and broad-based representation, and then lets each neighborhood work out its own organizational details. The city council then formally recognizes the groups which meet the basic criteria. A variation is for an administrative department to grant recognition, maybe officially but perhaps only in a de facto manner through staff assistance and printing newsletters.

In some places, there aren't even stated criteria for recognition, and the city department works with existing neighborhood associations in whatever form they take.

#### *Extent of authority*

How much authority should a neighborhood council have? Most of the ones in existence today have only an advisory role according to their legal authorization, but some have a legal potential for substantive powers, particularly for program operations.

Advocates of neighborhood government believe that such bodies should have considerable substantive authority over operations and that anything short of this is a "mickey-mouse" approach, or a "sandbox" sport. However, some other persons feel that to put neighborhood councils in charge of a few programs would only divert their attention from broader political and economic issues of vital importance to neighborhoods.

Looking at practice rather than theory, I note that what on paper is only advisory authority can sometimes carry weight in the decision-making processes of city council. For example, Dayton's City Council went along with nearly all the recommendations the neighborhood priority boards made on Planned Variation funds. In San Diego and Fort Worth, the city councils have pretty much accepted the community plans proposed by neighborhood planning committees. In several cities, coalitions of neighborhood councils are emerging as a new political force. Nevertheless, in all cases, city council retains final decision-making authority.



## ORGANIZING AND OPERATING

Several sets of issues arise in organizing and operating neighborhood councils.

*Drawing up neighborhood boundaries*

In most instances (but not all), a city or county will define distinct neighborhood districts and will have only one neighborhood council for each district. One exception is Guilford County, North Carolina which lets citizens choose the local community council they want to affiliate with even if this produces overlapping boundaries. Another exception is the revised Portland ordinance which allows more than one association with a neighborhood district to apply for recognition.

Where boundaries are defined, somebody has to do it. Commonly this job is undertaken by the city planning department with city council concurrence, but some other executive department, the mayor's office, or council itself might do it. In the case of the District of Columbia, the eight council members elected by districts and one at-large member each appointed a task force of citizens to advise them but the council as a whole made the final determination, including the division of neighborhoods into single-member subdistricts for electing persons to neighborhood advisory commissions. In D.C., in Atlanta in drawing up boundaries for neighborhood planning units, and elsewhere the question has arisen whether to keep neighborhoods within city council districts or cross district lines; the District mostly observed council boundaries but Atlanta didn't.

*Forming neighborhood councils*

The processes used to organize neighborhood councils depend upon whether the city or county is affirmative or reactive in its approach. Where the approach is affirmative, staff go out to the neighborhoods, stimulate resident participation, promote and facilitate the organizing process. This enters into a realm with a solid body of knowledge about organizing techniques. How to motivate participation, what kind of bylaws to write, parliamentary procedures, dealing with neighborhood factions, getting the most effective leadership—these are some of the things a community organizer must be concerned about.

These concerns don't loom so large for city personnel where procedures call for neighborhood residents themselves to take the initiative and for the city to react to their application for recognition. However, somebody—perhaps working for a private organization—might be needed to stimulate and assist the organizing process in neighborhoods least able to get a neighborhood council going.

There is also a half-way position between the highly affirmative and mainly reactive stance. This occurs in cities where council doesn't have a lot of enthusiasm for neighborhood councils but grants grudging recognition and where a city department is a strong believer and wants to encourage more citizen participation. For departmental staff, this requires walking-on-eggs delicacy.

Where the precise form of organization isn't specified, neighborhood residents themselves have decisions to make—whether to have a representative council or an assembly (that is, a town meeting); whether to have organizations represented or only individuals; whether these individual members should be elected by districts, at-large, or a combination; whether to have election by ballot, voting machine, or at a public meeting; the nomination process; length of term; what officers to have; et cetera.

*Communications*

Once underway, communications becomes highly important. Three sets of interchange can be identified.

First is communication from city government to neighborhood councils in the form of legal notices, bulletins, letters, telephone calls, meetings, and conversations on the street. As you can see, this ranges from the formal to the informal. One issue is whether city government should channel all its communications through a single medium (a central office or a common bulletin) or whether each agency should handle its own contacts. (Or maybe some or both.)

Second is communication from neighborhoods to the city. Again, should this be through a single medium at the city level or should neighborhood councils go to the various public agencies directly? How formal should neighborhood communication be? Petitions, official letters, written testimony, oral statements at hearings, telephone calls are possibilities.

Third is communication from neighborhood councils to residents. To what extent should city government mandate a system of neighborhood information as a



condition of recognition? How much assistance should the city give to neighborhood councils for this purpose? Printing services? Mailings? Money to purchase stamps?

#### *Financing neighborhood councils*

This gets us to the financing of neighborhood councils. At the city level, it is a matter of having money to hire personnel who will work with neighborhood councils. Some cities have appropriated general funds for this purpose, and an increasing number are tapping federal Community Development dollars. The Independence Plan for Neighborhood Councils has foundation support but might receive some public funds in the future.

At the neighborhood level, it is a matter of whether the city should allocate cash to neighborhood councils for their own use—to hire staff, for office expenses, for printing and mailing, for special projects. If this is done, should the funds be transferred via a contract or grant to the neighborhood council's own bank account? Or should the city disburse money to pay vouchers drawn up by the neighborhood council. If the funds pay for staff hired by the neighborhood council should the city have the right to approve the staff hired? Locally, varied answers are given to these questions.

#### PROGRAM CONTENT

A major purpose of neighborhood councils is the achievement of concrete accomplishments beneficial to neighborhoods. This can be done through programs and projects which neighborhood councils undertake directly and through government-run activities in which they have advisory roles. Around the country neighborhood councils vary in their specific program emphasis, but there are several general program areas common to most of them.

#### *Neighborhood planning*

The physical base of the neighborhood—housing quality, land usage, community facilities, and transportation routes—are an important concern of most neighborhood councils. Since these are matters traditionally dealt with by city planning departments, many neighborhood councils have become involved with neighborhood planning in the physical sense. In some places, they become the official neighborhood advisory groups in working with city planning staff to produce neighborhood plans; these plans subsequently are reviewed by the planning commission and city council and become part of the city's comprehensive plan. In other places, neighborhood planning is less directed toward producing a specific product—"the plan"—and is more concerned with ongoing changes, or threats of change, in the neighborhood's physical base and with the processes affecting such changes.

Zoning, as a major instrument for carrying out planning decisions, is a particular focus of neighborhood councils. Some cities have a routine procedure for referring all applications for zoning changes to the affected neighborhoods. Residents can then study the proposals and make their views known at the appropriate forum: zoning board of adjustment, planning commission, or city council. In a few locales, the formal neighborhood plan has called for major rezoning, and resident support has been an indispensable factor in gaining city council approval.

The capital facilities budget is another important tool for bringing plans into reality. The involvement of most neighborhood councils tends to be in pushing for specific projects for their neighborhood, but in a few cities a citywide body of neighborhood representatives reviews the total capital budget and makes recommendations on relative priorities.

Increasingly local priorities for the federal Community Development Program are of concern to neighborhood councils, for this is a significant source of new money. Among the neighborhood projects so funded are housing rehabilitation, street paving, sidewalks, storm drainage, tree planting, and here and there some new community facilities.

#### *Municipal services*

The regular services of city and county government are also of interest to neighborhood councils. Name a local governmental function and somewhere a neighborhood council is involved with it: police and fire services, housing inspection, traffic control, animal control, refuse collection, street cleaning, recreation programs, and many more. Involvement seems to be most episodic, in response



to specific problems, and thus rarely does a single neighborhood council get involved with all these services at once. Thus, at present they seldom survey the total array of public services impacting their neighborhood. Moreover, they give less attention to the operating budget than the capital budget, but in a few places neighborhood representatives are beginning to be part of budget review.

For the most part, neighborhood councils haven't done much with human resource programs, such as social services, employment and training activities, health services, and the like, though a few of them do have this focus. Many such services are run by county, state, and private agencies rather than city government, and a lot of them are paid by state and federal funds. Neighborhood councils are more engaged with locally funded activities.

### *Self-help activities*

In addition, neighborhood councils are heavily involved in self-help activities, conducted by volunteers with minimal budgets. At the Practitioners' Workshop on Neighborhood Councils held in Kansas City, Missouri in May 1976, a request for examples of such projects quickly produced the following list:

Painting houses of the elderly; wholesale purchase of home insulation materials; home-repair training; skill trade exchange; tool bank; tenant-landlord counseling. Picketing absentee landlords; hiring own attorney for zoning litigation. Weed control; vacant lot clean-up; putting in small neighborhood parks; tree and flower planting; art projects. Auctions and garage sales for fund raising.

Carnival for children; youth appreciation show; youth center; adult center. Neighborhood library; historical preservation; neighborhood newspaper. Help for the handicapped. Property identification; security assessment; block watch; tenant patrol; escort service. Garden plots; instruction on canning; food cooperative. Recycling of materials, equipment, and furniture. Dog control. And there are other possibilities.

### POLITICAL RELATIONSHIP

Many activities of neighborhood councils place them four-square into local politics. I say this in honesty, but gingerly, because I realize that nowadays politics has a bad name. Yet, politics is the life-blood of democracy, for it provides a means for choosing who shall serve as elected public officials and for deciding public policy.

Or stated another way, politics concerns "who gets what, when, and how"—as Harold Lasswell once stated so succinctly. In local politics, the "who" are the mayor, council members, the manager, department heads, bureaucrats, political party officials, businessmen, neighborhood leaders, residents in general and various special interests. The "what" are jobs, contracts, services, special projects, and other benefits. "When" is now, in the future, or never. "How" are administrative procedures and political processes.

By and large, neighborhood councils focus upon "deciding" rather than "choosing." That is to say, they enter into the decision-making processes which affect their neighborhoods and they seek results beneficial to their perceived interests. As they do, they enter into contention with elected officials, administrators, and groups with rival interests. For the most part, neighborhood councils don't seek jobs and contracts for individual members in the sense of claimed patronage, nor do they endorse candidates for office. Indeed, a common requirement is that neighborhood officers must resign if they run for public office.

However, since the neighborhood council provides citizens opportunity to gain leadership experience, publicity, and personal support, some of them are emerging as candidates for city council and other elective positions. This makes some city council members nervous, for they aren't eager to provide a power base for prospective opponents in the next election. This is a touchy problem, but one which must be faced and accepted as the way of life with neighborhood councils.

We already accord such acceptance to local government in relationship to state and national government. The mayor, county executive, and local council members may be aspirants for office in these other levels, but this doesn't take away the necessity to have local elected officials. Local government also serves as an advocate of local needs in dealing with these other levels, thus becoming an interest group in state and national politics. So also neighborhood councils are interest groups in their dealings with local government.



These political relationships may sometimes be irritating and occasionally highly controversial. But necessary. For politics is essential to the effective functioning of representative government, and neighborhood councils have a worthy contribution to make.

Mr. LEHMAN. The next witness is Mr. Jim Gilmore.

**STATEMENT OF JIM GILMORE, SENIOR PROJECT DIRECTOR, DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT, CITY OF JACKSONVILLE, JACKSONVILLE, FLA.**

Mr. GILMORE. Mr. Chairman, thank you for the opportunity of being here.

Mr. LEHMAN. I appreciate you waiting so patiently.

Mr. GILMORE. You have my prepared written testimony and I would like to request that it be made part of the record so that I may highlight it.

Mr. LEHMAN. Without objection.

Mr. GILMORE. Thank you.

I'm here today as a representative of the city of Jacksonville municipal government as well as neighborhood organizations within our city. To say that on behalf of those neighborhood organizations and most formally on behalf of our governmental administration and city council that we support the legislation because as a result of our consolidated city structure which went into effect in 1968 and understanding that bigger perhaps is not always better that we needed to develop a mechanism to increase responsiveness of our government and to get people involved in helping us to provide the services that they need and to help provide them in a truly accountable manner.

One of the things that we did as a result of a community renewal program grant was to look at our city in terms of neighborhoods because 5 years ago we recognized right off the bat so to speak that the lowest common denominator of our city is the neighborhood and that it was necessary to deal with neighborhoods in terms of what conditions were there, to deal with the people within the neighborhoods so that we may effectively work with them and that they can effectively work with us in order to create a mutually helpful relationship and partnership between the city government and the people whom we're supposed to serve. This has impacts on city planning. Since 1975, as I'm sure you're aware, Mr. Chairman, State legislature passed the Comprehensive Planning Act requiring that all counties develop comprehensive plans.

Well, one of the first things that we found when the city government developed and implemented its neighborhood improvement program that when the planning board attempted to develop comprehensive plan and did not deal with neighborhoods that they had in effect wiped out some neighborhoods and decided that they should be zoned industrial or whatever when in effect there were solid stable areas. So we have changed our policy within the city administration to deal with neighborhoods. We feel that this legislation would be helpful to us in incorporating all the changes and recommendations that have been made today because it will provide to us timely information as part of our neighborhood information service to the people



in the neighborhood and to us in the city government which as I said before is attempting to respond in the best manner with the people in the area.

To date we have 163 I suppose recognizable neighborhoods within the city of Jacksonville. Now all of those neighborhoods are not organized.

Mr. LEHMAN. Or legitimized.

Mr. GILMORE. We can identify 163 neighborhoods.

Mr. ROUSSELOT. Do you consider those legal entities?

Mr. GILMORE. No. That's the next point I want to make. To achieve recognition they must be organized. They must have called themselves what they will neighborhood council, neighborhood improvement associations, civic associations, or whatever. And out of those 163 at this point we have approximately 20 to 25 neighborhoods that have organized themselves that are working with us in our neighborhood improvement program.

There has never been, as I pointed out in testimony, a history of strong neighborhood organizations or strong citizen involvement within Jacksonville. We felt that because of our desire to work in neighborhoods again as the lowest common denominator that it was incumbent upon the city government to establish neighborhood improvement programs that would serve as an organizing agent with these neighborhoods and this we have done and to date we have approximately 20 to 25 neighborhoods that are organized and whom we recognize. We are using primarily resources of the community development block grant program within these neighborhoods so that in our efforts to work with them and to teach them to get them involved with us there will be a mechanism by which they can see results of their actions but we were doing this before community development block grant and we would have done it without community development block grant.

We feel quite strongly that if the policy is established that focuses city services in a neighborhood, a neighborhood that is organized we can truly create a good partnership between the government and the people within the neighborhood.

I can say that our efforts within the city government to organize these neighborhoods has had a snowball effect. Other areas are organizing on their own without technical assistance and this has been a very positive thing within the government. I think for the first time we have seen people in our recreation department, in the public works department, in our planning departments, who frequently sit in their offices and perform their functions achieve a better understanding of what is happening out in the neighborhood and at the same time the neighborhood people are achieving a better understanding of what it takes to run a city government. This is again another one of the key points that we are attempting to get across in our neighborhood program.

The provision of census data according to neighborhood boundaries would serve us immensely in the sense that it would give us timely information. We of course have the resources at this point to deal with block data, to deal with census tract data but when you have a neighborhood that cuts across four census tracts it takes time, it takes



expertise, it takes money that quite frankly the neighborhood groups certainly don't have and that we are strained and hard pushed to find to pull out this information. We do it but the significance of error as reported to me by our planning board is quite high.

Mr. LEHMAN. Well, maybe it's not so bad in comparison after all.

Mr. GILMORE. At the same time in the current census data that is available to us the all important social and economic or income data is not available below the census tract level. This has caused us great difficulty, shifting points a bit, in our community development block grant program.

We formulate our program to serve low- to moderate-income areas and information that we present on our program application of course is in terms of existing census tracts. It is difficult again when we are dealing with neighborhoods that cut across four census tracts to adequately pull out this social economic data so that we truly have a reflected picture of social economic conditions in that neighborhood.

The point to be made here is that fortunately we have not found ourselves in this position but it's been suggested several times that when we list a census tract that is going to be involved in our block grant program that if you look at the basic income data for the entire census tract you can see quite easily that the census tract would be counted according to the social economic data as a middle or higher income area. So then it becomes incumbent upon to us to justify why we are in there with allocations of our resources that could be put in other places. The U.S. HUD office is fortunately located in Jacksonville so they're aware of our conditions because the folks live there and can see it. But it has been suggested at times that we would have to go back and justify why we are spending community development community development dollars, for example, in a specific neighborhood. By giving us information according to neighborhood boundaries of the census tract type of information it would greatly streamline our efforts to be responsive to neighborhood organization needs.

That concludes my oral presentation.

[The complete statement follows:]

STATEMENT OF JIM GILMORE, SENIOR PROJECT DIRECTOR, DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT, CITY OF JACKSONVILLE, JACKSONVILLE, FLA.

I am speaking today as a representative of the Consolidated City of Jacksonville, and as a representative of Jacksonville neighborhood organizations. In 1968, Jacksonville consolidated the county and municipal government. The effects of consolidation have been mostly positive. However, to achieve the objective of providing more efficient public services to the residents of Duval County through this type of governmental organization, a certain amount of impersonality developed between the government and its constituency. This is not an unusual phenomena, especially in Duval County, where the government is responsible for serving 840 square miles and approximately 600,000 people. Prior to consolidation, residents felt they had a rapport with their commissioner or councilman which enabled them to receive better services. After consolidation, many people felt that this personal rapport had disappeared.

In order to deal with this situation, the government established a Neighborhood Improvement program to organize citizens so that they are equipped to not only influence, but to control the local environment in which they live. Jacksonville has never had a strong history of active citizen groups, which is why the government has taken the lead in neighborhood organization and planning to re-establish a mutual working relationship between neighborhoods and the city administration.



Our neighborhood improvement program, from the city's point of view, is not preparing land-use maps or comprehensive master plans for small areas of the city or county; is it not existing services decentralized; it is not an information center or complaint center; nor is it getting citizens to sit on city-wide advisory committees. Sometimes we may perform one or more of these tasks, but these are not the major objectives of the program. The keystone is neighborhood people knowing how to make rational decisions. It is our job to aid in every step leading up to decisions and to assure that neighborhood people know how to carry out their plans. The important point that we always bear in mind is that whatever happens, whether an objective is a short-range-single-issue or a long-range-multi-issue, there have to be continuous parts being implemented that are citizen initiated. This requires good and timely information.

Our neighborhood improvement program has been in existence for approximately four years, and I am pleased to say that today we have many strong neighborhood organizations who have taken control of their situation and are working with the government instead of against the government to achieve their goals. We have a long way to go; our program is by no means an ideal model. However, it has been successful in an area with no history of active neighborhood involvement. Today, other neighborhoods where we have not been working full-time see the advantages of organization and are doing it on their own because they see the benefits to be derived from working together.

I have given you this brief background on what we are doing within the City so that our reasons for supporting this legislation will be seen in context with neighborhood group needs and the city government's needs.

One of the problems continually facing the public administrator at every level of government—local, state, and federal—is how to make the government more responsive and accountable to the people it serves. In the Jacksonville municipal government, we have seen the need to examine needs in terms of the lowest common denominator within our city. That, quite frankly, is the neighborhood. And these neighborhoods are distinctly defined by the people who live within them. It is not our responsibility to tell or to plan for groups. Without the people's active involvement, as we all know, many plans sit on shelves. Working with neighborhoods, we have found that a broad-based partnership between the people and the government can exist to provide that accountability and to increase responsiveness on both levels—the individual citizen and the government.

One of the major tools available to neighborhood groups and the government is Census Data, and it seems to us from our point of view as a municipal government attempting to work through that lowest common denominator, that it is only logical in order to meet our information needs and the information needs of the neighborhood group that census data should be provided according to neighborhood boundaries, not arbitrary Census Tracts. We would be the first to admit that certain information provided by block group aggregation can be compiled to fit neighborhood boundaries. It takes a mammoth investment of time on the part of a neighborhood group and our city planners to attempt to break out information from census tracts and block group aggregations that is useful for both parties. This is time that could be well spent in other areas, especially considering that we—neighborhoods and the municipal government—do not have adequate resources in terms of manpower and time to accurately extract needed information. The margin of error, we have found, is significant when we attempt to gather user information for a neighborhood which includes parts of four or more census tracts.

The tremendous resources and expert knowledge of the Census Bureau, we believe, should be applied to gathering data according to neighborhood boundaries in order to enable us on a local basis to understand our city and to chart what is happening in specific areas. Such knowledge is invaluable to city governments and to local organizations who are truly interested in upgrading or maintaining high levels of service. It is neighborhoods and the people in them who are dying and that need help, not impersonal tracts. It would make our job much easier, and I suggest would also provide a new and very important national index to measure effectiveness of not only local programs, but state and federal programs, which are really designed in the end to serve people who live in neighborhoods.

As we know, many of the federal programs available to our urban areas are predicated on socio-economic requirements; a prime example is the Community



Development Block Grant, which requires that programs be developed and funded to serve low-to-moderate income areas. Income information is available to the census tract level, but it is not available below that level. We would suggest that the privacy issue perhaps prevents the collection of income information by blocks; we would accept that rationale. However, because of the importance of having general income information for an area, it is very difficult to determine income information for a neighborhood when that neighborhood is made up of four or more census tracts, as is the case in many of our areas. The provision of census data by neighborhoods, as defined by the locale, would solve this problem, and provide a truly complete picture of the neighborhood. This will save time, effort, money, and provide information to users quickly and easily for analysis of any situation.

I recall from reading the hearings held last year, that the Census Bureau could prepare a special tabulation according to neighborhood boundaries at a cost of \$5,000 to \$7,000. It is not feasible to place this financial yoke on cities who have become attuned to the needs of neighborhood-based program efforts, and certainly, in most cases, impossible to expect neighborhood groups to have the resources to purchase this type of service.

In summary, these points can be made in support of the legislation :

1. City governments and neighborhood groups need information according to locally defined neighborhood boundaries in order to provide information on a timely basis for planning efforts.

2. Manpower, expertise, and dollars are frequently not available to many city planning agencies and neighborhood groups on the level that exists within the Census Bureau.

3. The current time it takes to extract information from census tract and block information prevents use by any group on a timely basis, and we have found the margin of error to be significant.

4. Data provided according to a neighborhood boundary would be a major tool for neighborhood groups and cities to help increase responsiveness and accountability. It is important to look at our cities in terms of the lowest common denominator, i.e., a neighborhood, and not impersonal census tracts.

5. Income information is not available below the census tract level, but it is of such importance in program formulation that it could best be determined according to defined neighborhood boundaries for government and neighborhood group needs.

6. A measure of a variety of neighborhood indices could be an invaluable evaluation tool for the national government as well as state and local units, as we all seek new and more effective means of program delivery systems.

In conclusion, neighborhood efforts are oriented to the present. Citizen participation is the cornerstone from need identification through implementation and evaluation. The opportunity such information would provide us on both levels certainly offers a tremendous opportunity to expand the partnership which must exist between the government and its citizenry to deal with problems today and tomorrow.

Mr. LEHMAN. Mr. Rousselot?

Mr. ROUSSELOT. As I understand your population is about 535,000?

Mr. GILMORE. Yes, sir.

Mr. ROUSSELOT. And how many census tracts do you have?

Mr. GILMORE. I don't know. As I recall it's around 165 or perhaps more. Maybe over 200. I really don't know.

Mr. ROUSSELOT. I'm trying to get a rough idea as to how many census tracts there would be for a city that size.

Mr. GILMORE. Yes.

Mr. ROUSSELOT. You have about 163 neighborhood organizations. But you say they are not all legally recognized.

Mr. GILMORE. Around 25 are.

Mr. ROUSSELOT. Out of 163?

Mr. GILMORE. Yes.

Mr. ROUSSELOT. Now do you agree with previous witnesses that it should be only the legally recognized organizations to which this bill would apply or for which a request can be made?



Mr. GILMORE. Yes; I do because this would help us to achieve our objective of getting the people involved and organized.

Mr. ROUSSELOT. What kind of a leverage do you have? They would have to be legally recognized.

Mr. GILMORE. Yes, sir. We feel quite strongly that these representatives can do this type of work. We can only do so much. It is incumbent upon the people of the neighborhood to get together, to organize, to become involved and if quite frankly they're unwilling to do it we've done everything within our power to promote the concept of neighborhood involvement. Then that's fine. If they don't want to do it, that's OK. We can deal with those who have organized to become legally identified.

Mr. ROUSSELOT. In your testimony on page 4, you recognize, according to previous testimony, that the cost of legislation could be anywhere from 5,000 to 7,000 for a city of half a million. That is to pull out statistics on just a given neighborhood. Would you be willing to pay for that?

Mr. GILMORE. We haven't been so far.

Mr. ROUSSELOT. Why should my taxpayers in Los Angeles pay for it?

Mr. GILMORE. Well, the same service would be available to your taxpayers in LA.

Mr. ROUSSELOT. But you know the old question why should other States or units pay for it in taxes?

Mr. GILMORE. Well, I believe that we can't afford it, and all at once they're going to say—

Mr. ROUSSELOT. If it's really worthwhile why not pay for it?

Mr. GILMORE. I agree with it. The Census Bureau has the resources and in a statement that is said today that can be provided at a reasonable cost.

Mr. ROUSSELOT. Where do you think they get their resources?

Mr. GILMORE. From us.

Mr. ROUSSELOT. You understand that—

Mr. GILMORE. Sure, I understand your point.

Mr. ROUSSELOT. Are you sure you don't want to reconsider and pay for at least half the cost?

Mr. GILMORE. It is possible.

Mr. ROUSSELOT. I can understand that the Census Bureau which has to come up to the Congress and justify their expenditures would be reluctant to support a bill which would allow any number of organizations or groups to request free information each year at an unknown cost. They have no way of knowing what the cost is going to be. I can't blame them when they have to come up and justify expenditures—I'm sure you can't either.

Mr. GILMORE. No; not at all.

Mr. ROUSSELOT. As a person who can hardly make ends meet in your own city.

Mr. GILMORE. Right.

Mr. ROUSSELOT. We don't have to balance budgets here.

I think that it might put a greater burden on each city, or if they had to pay half the cost to look at a request a little more carefully before they proceed?

Mr. GILMORE. Certainly.



Mr. ROUSSELOT. I know you would object because you say you have no money. We don't really either. Maybe we can get it from New York City.

Mr. GILMORE. I'm sure we can reach a compromise on that.

Mr. ROUSSELOT. Maybe it would put a greater discipline on the whole system if the city had to pay half the cost?

Mr. GILMORE. It could very well.

At the same time it could possible help insure that when we go about to organize a community it would help in dealing with the stability issue. I know that's a concern to the Census Bureau also.

Mr. ROUSSELOT. Now I assume you have no objections to the statement on the part of Mr. Hagan that the bill should be modified to restrict the tabulation program to the major element to which the bill was addressed, neighborhoods?

Mr. GILMORE. No.

Mr. ROUSSELOT. You would not object to that?

Mr. GILMORE. No.

Mr. ROUSSELOT. Well, I guess my last question would relate to—there are 165 census tracts, you've got 163 neighborhood organizations. They obviously don't fall in line in most cases with those census tracts.

Mr. GILMORE. I think right now we have two neighborhoods that coincide exactly with the census tract.

Mr. ROUSSELOT. You have two?

Mr. GILMORE. Two.

Mr. ROUSSELOT. Out of the 163 organized and we would only recognize 25 legal entities.

Mr. GILMORE. We only recognize 25 right now because they have organized.

Mr. ROUSSELOT. So at this juncture the only practical request coming from your city would be for one of those 25 if you decided that they needed it?

Mr. GILMORE. In terms of the census tract, that's correct and that's information that is available to us now.

Mr. ROUSSELOT. Thank you very much. You have very complete testimony and I think you presented it in a very orderly fashion.

Mr. GILMORE. Thank you.

Mr. LEHMAN. I just wanted to be sure again what the city of Jacksonville is going to do to give the neighborhood areas the kind of political entity, political identification that could make it conform to the language of this bill. You have many identified neighborhoods?

Mr. GILMORE. We have about 165 or 163 identified neighborhoods according to our planning studies now. That point must be made clear. We have within those 165 neighborhoods approximate 25 that agree and that are organized.

Mr. ROUSSELOT. And have legal status sufficient to qualify under this legislation here?

Mr. GILMORE. Well, I would think so. I guess that is a valid question. What do you mean when you say that they are a recognized political entity.

In our case by council ordinance they are a recognized neighborhood with a neighborhood organization with whom we are working in the city government to get them more involved and to help provide services.



Mr. LEHMAN. Would you have any recognized elected officials that would give this the kind of credibility in this respect from that particular area?

Mr. GILMORE. The neighborhood officials would in the area are elected by the people in the neighborhood.

Mr. LEHMAN. Right; that's right.

Are you planning to go forward from there and do the same program on these others that have not yet moved into this category?

Mr. GILMORE. Yes, sir, we are. We are attempting as much as we can and as quickly as we can to present our thoughts and our efforts to organize. It is a slow process.

Mr. LEHMAN. Thank you very much.

Mr. ROUSSELOT. Have you used the regional office of the Census Bureau and one of their user information officers?

Mr. GILMORE. I haven't nor has my office. I cannot say whether our planning department has which is a separate agency from our neighborhood programs.

Mr. ROUSSELOT. Do they make great use of census statistics?

Mr. GILMORE. The planning department does; yes, sir.

Mr. ROUSSELOT. I would appreciate it if you would go to your local user regional office assuming it's not too far away and let's see of what value the information they have would be to you.

Have you heard of it before today?

Mr. GILMORE. I heard of it when I read it in the testimony from last year.

Mr. ROUSSELOT. You have not found any reason to go and talk to them and discuss with them the needs for additional information that they might extract?

Mr. GILMORE. No; we haven't done that yet. Our position has been that the information provided on the census tract basis is what we have essentially been looking for and it is a matter of pulling out, collating it, aggregating it.

Mr. LEHMAN. On a step-by-step basis the first thing you have to do is to identify the neighborhood and then give them a political legitimacy; try to conform the census tract to these political legitimate neighborhoods; and then try to get the information from the census tract neighborhood. That's the whole intent and purpose and to have it fed back into these areas or to the metropolitan areas as a whole.

Mr. GILMORE. Right; according to the locally defined neighborhoods.

Mr. LEHMAN. Yes; and what I think was Mr. Rousselot's contention or concern is how much does it cost for a municipality or a metropolitan area to first identify and then to give it political legitimacy and then for the Census Bureau to be able to collect the data and distribute it to the proper authority. All this is not free.

Mr. GILMORE. That's right.

Mr. LEHMAN. And that's what you're trying to get to.

I think we need that information as we move along on how much it's costing you and the city of Jacksonville to get as far as you have?

Mr. GILMORE. I'd be happy to go back and provide the information.

Mr. LEHMAN. Thank you.

[The information follows:]



PROGRAMING AND DEVELOPMENT DIVISION,  
DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT,  
Jacksonville, Fla.

Per the request of the subcommittee on the census, I am making available the following information concerning the City of Jacksonville's cost in preparing socio-economic data for the use of the city and neighborhood organizations.

The following information on survey cost is based on socio-economic surveys performed in two of our target neighborhoods. The number of surveys mailed was 4,600. The man-hour estimates are based on bringing the raw data to a form comparable to published census material.

A. Physical costs:

|                                                                                            |           |
|--------------------------------------------------------------------------------------------|-----------|
| Printing survey forms A, 3 cents per copy-----                                             | \$138. 00 |
| Printing information letters, at 3 cents per copy-----                                     | 138. 00   |
| Printing of survey endorsements, at 3 cents-----                                           | 48. 13    |
| Printing of mail-out envelopes, at \$23 per 1,000-----                                     | 105. 80   |
| Printing of business reply envelopes (including stuffing and collating) <sup>1</sup> ----- | 227. 10   |
| Cost of mailout, at 13 cents-----                                                          | 598. 00   |
| Cost of maintaining the business reply account-----                                        | 210. 00   |
| Cost of surveys returned-----                                                              | 88. 50    |

|                              |            |
|------------------------------|------------|
| Estimated physical cost----- | 1, 553. 53 |
|------------------------------|------------|

B. Man-hour costs, at \$5 per hour (average cost of secretary and professional):

|                                                                                  |         |
|----------------------------------------------------------------------------------|---------|
| Establishing an address list—estimated 16 hr-----                                | 80. 00  |
| Typing of address labels and applying to envelopes—estimated 32 hr.-----         | 160. 00 |
| Processing and tabulating (7 ways) survey returns (683), at 10 minutes each----- | 341. 50 |
| Preparing survey blow-up for analytical work—estimated 24 hr.-----               | 120. 00 |
| Estimated man-hour cost-----                                                     | 701. 50 |

|                                |            |
|--------------------------------|------------|
| Grand total (approximate)----- | 2, 255. 03 |
|--------------------------------|------------|

<sup>1</sup> This item was contracted to a printing/mailling establishment.

The estimated cost to perform a survey must be considred in association with these factors:

1. Manpower is not sufficient to devote a fulltime effort to the project. Therefore, what would be an estimated 5-week fulltime job becomes, on the average, a 12-week job per neighborhood. Our planning and design section, which currently has the responsibility of providing demographic data, is also responsible for over-all planning of a neighborhood. That is, they are accountable for providing analyses and alternatives for neighborhood groups in connection with all environmental factors. Our staff, within existing work constraints, is currently able to complete at the most four neighborhoods per year. The Census Bureau, at a reduced cost due to the economy of scale, could meet all data needs for neighborhoods certainly well within a year.

2. Taking into consideration the economy of scale, the provision of this service by the Census Bureau, once a special program is set up, should reduce the cost at least by half. A key is establishing a set mechanism through which the data can be provided at a minimal cost. The Census Bureau has the technical ability to provide the information in a systematic, standard format as opposed to Jacksonville's piecemeal time-consuming process.

3. In terms of cost, I would hope the Census Bureau could show that the costs nationally would be minimal. This is important to neighborhood organizations who, while recognized by the local government, cannot afford to pay anything for the necessary data. The purposes of providing the data by neighborhoods are twofold:

(a.) To aid the municipal government in planning in a neighborhood;

(b.) To provide a tool to neighborhood organizations in their self-directed efforts.



The second purpose is critical to efforts in promoting self-reliance and mutual cooperation between neighborhoods and local governments. The provision of data based on neighborhood boundaries gives residents an immediate tool to use in planning their futures. However, many neighborhood groups will not be able to afford this service if a charge is attached to it.

JIM GILMORE.

Mr. LEHMAN. The next witness is Mary Lou Daniels accompanied by Delphine Glaze.

**STATEMENT OF MARY LOU DANIELS, PITTSBURGH NEIGHBORHOOD ATLAS PROJECT OF THE PITTSBURGH NEIGHBORHOOD ALLIANCE, PITTSBURGH, PA., ACCOMPANIED BY DELPHINE GLAZE, MOUNT PLEASANT ADVISORY NEIGHBORHOOD COMMISSIONER**

Ms. DANIELS. Mr. Chairman, I would like to enter these exhibits.

[The exhibits, consisting of two large maps which would be illegible if reduced for this publication, and an atlas on the Greenfield Neighborhood of Pittsburgh, 1977, were retained in the files of the subcommittee.]

Ms. DANIELS. I have presented a prepared statement which I will not read, but just make a few comments.

Basically, it's about how we developed an information system in Pittsburgh. The smaller map that I have presented is a map of the determined boundaries of 78 neighborhoods in the city of Pittsburgh based on our project.

The larger map is a map of neighborhoods based on census tracts drawn up by the city planning department and if you look at them you'll notice there are quite a few differences.

You also have a copy of a Greenfield Neighborhood Atlas which is a sample of 71 atlases which we printed from neighborhoods. We printed only 71 because in two different neighborhoods we were not able to get sufficient information, partly because of error in census collection. We also, in some cases where there were very small neighborhoods, put two neighborhoods in one book.

The reason we embarked on this was because a few years ago we found that people were not able to gather information to make a point on some position that they wanted to take before city government: Asking for a program—asking for some changes in service.

Frequently they would go in with what they thought was a good idea and be shot down by city planners who had data that said, "No, that's not true." so we decided we would set up an information center that would tell and give a picture of the neighborhoods and help the people in those neighborhoods plan for those neighborhoods.

One thing I neglected to include in my testimony was while there are 78 neighborhoods in the city of Pittsburgh they have very recently been divided into 18 community advisory board districts and I think that is the area the we are going to talk about because we just feel those community advisory board districts are combinations of those neighborhoods or in some instances one neighborhood and in those community advisory board districts elected representatives will serve as advisory units to city governments.

That was one of the other reasons we embarked upon this so that there would be information for the community advisory board mem-



bers to use when they began functioning and we hope to get them functioning late this year.

[The prepared statement follows:]

PREPARED STATEMENT OF MARY LOU DANIEL

Mr. Chairman and members, my name is Mary Lou Daniel. I am here today to speak to you about the Pittsburgh Neighborhood Atlas project of the Pittsburgh Neighborhood Alliance. The Pittsburgh Neighborhood Alliance is a federation of neighborhood groups united in an effort to solve some of our common problems.

I became involved in the PNA thru my activities in my own neighborhood group, the West End-Elliott Citizens Council. I have served as Secretary and President of the PNA, and for a little over a year I have worked full time as Director and staff supervisor.

The PNA recognized soon after its organization that although many people were concerned about what was happening in their neighborhoods, few understood it or could say for sure what or why it was happening. Almost no one knew where to find statistics on their neighborhoods or how to relate the information they did find to their problems in their area. Often community groups were shot down in their requests for projects or programs by planners who were armed with information from the census bureau. People were frustrated because they saw a problem and a need for their neighborhoods and thought they knew what was happening, yet the planners figures very often disputed the claims.

The PNA, early in 1970 began thinking about a way to provide the sorely needed information to neighborhood groups. It set up the Pittsburgh Neighborhood Atlas Board, a task force of neighborhood leaders, planners and university people to begin working on establishing a neighborhood information system. The Atlas conducted a pilot project in the 10th ward of Pittsburgh. After many months of trial and error, we finished the pilot project and armed with our experience embarked on a city-wide information gathering project. After 18 months we have identified 78 neighborhoods of the city as determined by residents perception and have developed a easy to understand information system and have published Atlases of 72 of the city's neighborhoods.

This effort was made possible by a \$25,000 contract with city government to determine neighborhood boundaries, \$60,000 from Pittsburgh corporations and foundations, in-kind services from the University of Pittsburgh including faculty services and computer time, Vista volunteer staff from the federal government agency. Action and many hours of volunteers time from neighborhood activities.

The project began by conducting over 40 map drawing sessions across the city at which over 1,000 citizens gathered to draw the boundaries of their neighborhoods. Following that, we sent questionnaires to a 15 percent sample of registered voters in each of the city's 423 voting districts. The names were taken from a computerized list from the Allegheny County Department of Elections.

The initial mailing went to 29,000 households with a 5 percent or better response rate achieved in 316 districts. In the 107 districts where the response rate was under 5 percent, a second sample was selected, excluding those in the first sample, and a mailing went to another 6,000 households. All but a few reached the 5-percent response level, and in the few that did not, the staff made personal visits and telephone interviews.

The staff of the University of Pittsburgh Center for Urban Research worked closely with the Atlas staff to devise a system for handling the 9,700 returns and for computerizing the results.

The maps drawn by citizens at the mapping sessions and the responses to the question, "When you are asked the name of the neighborhood in which you live, what name do you give?", were plotted on maps of the city. When the two maps were combined a picture of the city's 78 neighborhoods appeared. I have a copy of the map of the neighborhoods with me for you to see.

The Pittsburgh Neighborhood Atlas Information System now available to Pittsburghers is computerized on a neighborhood basis at the Center for Urban Research. In addition, individual Atlases have been printed for the neighborhoods and are being distributed to neighborhood groups, interested citizens, government and private agencies. Each includes:

1. A neighborhood description.
2. A map of the neighborhood.
3. Neighborhood satisfaction. (Citizen Survey)



4. Neighborhood problems. (Citizens Survey)
5. Satisfaction with public services. (Citizens Survey)
6. Crime rate. (Pittsburgh Police Dept. statistics)
7. Characteristics of neighborhood population. (U.S. Census, R.L. Polk & Co.)
8. Neighborhood Income. (U.S. Census, R.L. Polk & Co.)
9. Public Assistance. (Allegheny County Dept. of Public Assistance)
10. Housing Characteristics. (U.S. Census, R.L. Polk & Co.)
11. Real estate and mortgage data. (Dept. of City Planning)
12. Voter registration. (Allegheny County Dept. of Elections)

I have with me copies of the Neighborhood Atlas of Greenfield for each of you. I think you will find them interesting.

I have also brought with me a map of the City Planning Department's neighborhoods and census tracts. You will notice many differences in boundaries between this map and the map of citizens perceived boundaries. That is because City Planning's neighborhoods followed census tract lines, while citizens boundaries went where they thought they should go, irregardless of any lines.

Because residents perception of neighborhoods do not conform to census tract boundaries, the Atlas staff had many problems in compiling the information. Only four of Pittsburgh 78 neighborhoods conform exactly to tract boundaries, so you can see there was a considerable amount of work and frustration in preparing our Atlases.

I have brought for you a part of a report on the project, written by Roger Ahlbrandt, Jr., Chairman of the Atlas Board, James V. Cunningham, member of the Board and Margaret Charny, Atlas staff. This section should explain to you better than I could some of the problems that were encountered and the means used to solve them.

There are a few things I would like to say though that I believe are important for you to consider for the next census. First, it is most important for the Census Bureau to begin gathering information on a neighborhood basis where Community Advisory Boards or Neighborhood Councils are recognized as part of government. Also include attitudinal questions to find what the residents of that area are concerned about, thereby helping both government and private agencies set policy. Publish the information in simple, easy to understand booklets and hold seminars to explain the census data to the people. Most people look upon the census data as so confusing that they could never understand it and therefore rely upon the planners or the media to interpret for them.

I am sure that this could not be a difficult task for the United States government agency with all its expertise and resources when we in Pittsburgh were able to do what we have just accomplished with barely more than the determination of many neighborhood activists to be informed.

#### METHODOLOGICAL PROBLEMS

The neighborhood information system was developed for the 78 neighborhoods identified by the initial research of the Pittsburgh Neighborhood Atlas project. In order to meet the requirement of Pittsburgh's charter that voting districts not be split in the formation of community advisory board districts, the neighborhoods are configurations of whole voting districts (the average voting district contains approximately 1,100 people). Because the raw data, except that from the citizen survey, were only available for census tracts or census blocks, the principle problem to resolve before the implementation of the information system could proceed was to match census tracts, or parts thereof, to the neighborhoods.

To identify the census tracts in each neighborhood, the neighborhood boundaries were superimposed on a census tract map of Pittsburgh. Only four neighborhoods conformed exactly to tract boundaries. The remaining neighborhoods contained either part of a single tract or parts of several tracts, or one or more whole tracts but including sections of others that varied in size from two or three city blocks to substantially larger areas. Because of the effect of topography on Pittsburgh's pattern of development, however, major portions of some neighborhoods are non-residential. The location of industry and transportation corridors, of more sparsely settled parts of the city away from the urban core, or of steep, undermined hillsides and large parks made it possible to adjust boundaries in order to simplify data collection without significantly distorting the population or housing characteristics of the affected neighborhoods. If a census tract was part of two neighborhoods and the section in one neighborhood had little or no housing or population, then the entire tract was assigned for statistical purposes



to the neighborhood in which the primary part of the tract fell. The same criteria were used to assign census blocks crossing neighborhood boundaries. Analyses of applicable 1970 block statistics, particularly in cases involving residential city blocks, and field surveys were made to validate all shifts in boundaries.

As a result of these procedures, 23 additional neighborhoods could be defined by whole census tracts; 16 consisted of 1, 2, or 3 partial tracts; and 35 of whole tracts and from 1 to 5 partial tracts. Further manipulation of neighborhood boundaries to conform to tract boundaries could not be made without compromising the primary objective of the Atlas project; namely, that data are to be provided on a neighborhood basis rather than on some other, possibly arbitrary, division of the city. Since a majority of the neighborhoods are made up of at least one partial tract, the decision was made to compile 1960 and 1970 census information by census block. Non-census data that are tabulated only for census tracts would then be allocated to one neighborhood or another by factors calculated for each partial tract from 1970 census data.

The final phase of the identification process was then undertaken—that of locating, recording, and keypunching by neighborhood the census blocks that comprise each partial tract. With the assistance of Southwestern Pennsylvania Regional Planning Commission, a special run of its 1970 U.S. Census third court summary tape for Pittsburgh produced three sets of printouts of all available block statistics: an aggregate by neighborhood, by partial tract, and by whole tract if the tract was split between two neighborhoods. Selected data from the first set, the neighborhood printouts, were keypunched item-by-item for more flexibility. The raw data could then be aggregated or other computations performed by computer, increasing the capabilities of the system to describe neighborhood conditions in 1970. The second and third set of printouts were used to derive the prorating factors. Housing-related data were prorated on the basis of housing units; crime on the basis of population; the other data by household. For 1960, the process differed only in that five items from the census were aggregated manually by neighborhood and incorporated directly into the neighborhood data base.

Concurrently, a thorough analysis was being made of the information obtained from other local agencies in reports or computer printouts. Before the final list of data items for keypunching could be prepared and programming completed, problems of data comparability had to be resolved, concise definitions drawn up, and apparent errors corrected. The following examples illustrate only some of the problems encountered.

First, compromises had to be made regarding the information to be printed in each atlas. The black population was not available by census block in 1950; therefore, the percent change from 1960 to 1970 could not be computed. Instead, the change is measured less precisely, by comparing the number of non-white households in 1960 to the number of black households in 1970.

Because R. L. Polk & Co.'s population estimates do not include persons in group quarters, the 1974 population of split census tracts had to be allocated by a factor based on households. The percentage of the population assigned to Neighborhood X or Neighborhood Y was calculated from the proportion of households in X or Y in 1970, rather than from the 1970 population figures, which include the number of persons in group quarters.

Another problem centered around the limitations of census block data which are collected on a 100 percent basis. Although the use of block statistics generally gives a more accurate description of selected neighborhood characteristics, other census statistics, based on a 20 percent or 15 percent sample, are tabulated only by tract. No employment or income-related information about neighborhood residents is available by block. As a substitute for median family income, the mean income was computed for each neighborhood from sample data (i.e., the mean by tract), since the number of families in each whole or partial census tract is known. The resulting figure is only a proxy, however, for the actual value; it had to be assumed that family income in one part of the tract was distributed as for the tract as a whole.

With no distinction made in the information system at the neighborhood level between "whole tract" neighborhoods and those containing partial tracts, other statistics based on sample data, such as number of families above or below the poverty level, were not included in the atlases. Furthermore, block data suppression in areas of low population density can result in undercounting of all data items except total population and total housing units, a potential problem of less significance for the larger neighborhoods.



Human or mechanical errors also presented problems. A substantial effort went into verifying the accuracy of figures, calculations and the computer programs from the time the data were compiled for keypunching until the atlases went to the printer. One atlas could not be published at all, primarily because of census processing errors in 1970. The neighborhood consists of part of a tract that is in two other neighborhoods as well. Errors appear in one neighborhood only. No corrected figures could be obtained, and attempts to arrive at reasonable estimates by working with data from the balance of the census tract were unsuccessful.

Although data for any given year can be entered onto a system in standardized form, the output by neighborhood should be studied carefully and comparisons made to detect possible errors occurring somewhere along the line from the time the data were originally gathered. Polk statistics had to be eliminated from the atlas for one neighborhood for which no boundary adjustment had been required. A decrease in housing units by 85 percent from 1970 to 1974 alerted the atlas staff to assume that there have not been relative shifts in population or housing essential to corroborate the judgment that the data were incomplete.

Potential problems exist in those cases where prorating was required. Data from 1970 were used to determine the population, household and housing factors to be used for prorating. For these factors to be valid in 1976, it is necessary to assume that there have not been relative shifts in population or housing within the census tract since 1970. In addition, the prorating of data assumes that the factors used are good measures of the information being prorated. These assumptions also require local knowledge and an analysis of local conditions to determine their validity.

Finally, one indicator, the number of tax delinquent properties, had to be eliminated at the start of the project. The data were not available on a census tract or voting district basis, and with a limited staff and small budget, it was not feasible to compile the data by neighborhood from city addresses itemized by city lot-and-block numbers.

Mr. LEHMAN. Would your colleague like to testify now.

#### STATEMENT OF DELPHINE GLAZE, MOUNT PLEASANT ADVISORY NEIGHBORHOOD ALLIANCE

Ms. GLAZE. Yes, I would.

I am a member of the District of Columbia, Ward 1 Advisory Neighborhood Commission and the National Association of Neighborhood Task Force on Information.

I am appreciative that I have this opportunity to testify before you. The ANC statutory groups were mandated by the District residents and government as Congressman Fraser pointed out earlier. I am appreciative of his statement also.

In order to effectuate this mandate I would like to encourage the Census Bureau to make its data available and in a manner most helpful to the commissioners. I think this should be done by realining the census tract to the neighborhood boundaries and by publishing this data for wards and blocks.

This data should be as inclusive as tract data with such concerns addressed as employment and income for our youth.

Currently, where ANC boundaries split, block rate tabulation data are prorated for the area and are not as accurate as the needs demand. Our annual funding is based on these tabulations. That is why it is very important that this data is as accurate as possible.

Mr. LEHMAN. Mr. Rousselot.

Mr. ROUSSELOT. Miss Daniels, I was interested in your comment about the Pittsburgh area. There are roughly 78 identifiable neighborhoods



Ms. DANIELS. There are 78 very definite neighborhoods as determined by the residents now.

Mr. ROUSSELOT. Are those neighborhoods basically recognized by the city of Pittsburgh government?

Ms. DANIELS. No; now they are recognized as neighborhoods. They would not be recognized as neighborhood units as you're talking about them in the same texts as this bill refers to neighborhood units.

Mr. ROUSSELOT. They wouldn't have legal status?

Ms. DANIELS. No, not the 78 individual neighborhoods. The community advisory board district would. That would be 18.

Mr. ROUSSELOT. Eighteen are recognized by the city government?

Ms. DANIELS. Yes, and that was by city charter.

Mr. ROUSSELOT. Why did the city choose to have 18 units of recognition rather than 78?

Ms. DANIELS. I'm not quite sure. The mayor made that determination and referred it to the city council. The city council approved it. I believe one of the reasons was 78 would be unworkable in the city.

Mr. ROUSSELOT. Why would it be unworkable?

Ms. DANIELS. Well, some of the 78 neighborhoods are as small as 300. Some of the neighborhoods are as big as 3,000 or 4,000 and one of the things the city charter requires is equal representation on the community advisory board—one man, one vote.

So conceivably you could have a community advisory board with—I don't know what they figure would be but like 25 and another one would be one or two. Some attempt to make them fairly equal, it was done, the districts were set that way—and also I think probably because it was easier for city government to deal with 18 entities as opposed to 78 entities.

Mr. ROUSSELOT. Is it possible then that the city would only request data from the Census Bureau on the basis of the 18 legally constituted groupings?

Ms. DANIELS. Yes; it would be possible.

Mr. ROUSSELOT. In other words, they are not likely to do that because they would be the ones under this bill required to request the data. They would not very likely to do it on the basis of the 78 units?

Ms. DANIELS. I would not think so.

Mr. ROUSSELOT. Well, that would kind of give us a problem, Mr. Chairman.

Mr. LEHMAN. Because you have something going that doesn't work directly with the political realities of that area.

Mr. ROUSSELOT. Of that city.

Mr. LEHMAN. Right.

Mr. ROUSSELOT. Would you agree, Ms. Daniels, with the testimony by the Census Bureau today that the bill should be modified to restrict the program to the major element to which the bill is addressed, neighborhood?

Ms. DANIELS. Yes; the reason I say that is because one of the things that we discovered when we were doing our neighborhood information system is because census information is gathered by tracts and blocks and everybody else gathers by tracts and blocks, which creates a problem in gathering information from our neighborhoods. For instance police department statistics are frequently gathered by tracts and



blocks. If you're going to give police crime rates in the neighborhood—

Mr. ROUSSELOT. Are the crime rates kept by the 18 districts?

Ms. DANIELS. In those books, it is by that neighborhood. The city police department collects it by precinct.

Mr. ROUSSELOT. That it is an entirely different type of jurisdiction?

Ms. DANIELS. Yes. And, there are a number of different kinds of jurisdictions—Pittsburgh would sometimes mesh into one—so that we can very easily look at what is happening in the book.

Mr. ROUSSELOT. Have you had any communication with the city government to see if they would be willing to share the cost of this proposal? It would probably cost anywhere from \$5,000 to \$7,000.

Ms. DANIELS. No: I have not.

Mr. ROUSSELOT. Do you think that would be a good idea?

Ms. DANIELS. I never thought about it before this hearing.

Mr. ROUSSELOT. I guess we have to think about it.

Thank you, and I appreciate your testimony.

Mr. LEHMAN. I think that your 78 districts indicate one of the hurdles that we are going to have to overcome to make these kinds of areas workable within the framework of the legislation.

I don't know how. I'll have to think that one through myself as you feel as you do. But obviously, it's going to be very difficult in some cases to be able to give political legality to groups of 300 people in some of these neighborhoods because when you do you've got to give them all of these political prerequisites that go with this legality.

I think it's important we make it work and I think it's going to take some give and take on both sides and maybe we'll have to hold some hearings out there in Pittsburgh on this to see if we can kind of get this thing together if you can conform to the kind of possibilities of census tract information.

Some of your neighborhoods can only be a fraction of a census tract. Some of them can compose two or three census tracts.

Ms. DANIELS. I think that, in addition to my testimony, it puts out some of the differences. There were only four neighborhoods that conformed exactly to census tracts.

Mr. ROUSSELOT. Four out of the 78?

Ms. DANIELS. Right.

I think the main point that I'd like to make here is that census information is collected supposedly for people to use. It is very difficult to use it the way it's presented right now. It is very important that we have the information on a local neighborhood level to make some of the planning decisions that neighborhoods are going to be able to make it in the very near future.

Mr. LEHMAN. One census tract can include a public highrise and also a middle income single family dwelling and the things you get from that census tract become meaningless.

Ms. DANIELS. Right.

Mr. LEHMAN. I want to thank all of you folks for coming and participating in the hearing. We're going to continue or try to work on this because I think this is a kind of grassroots information that we need to make our municipalities and metropolitan areas function better.

Mr. ROUSSELOT. Thank you both for being here.

[Whereupon, at 1 p.m., the hearing was adjourned.]



95TH CONGRESS  
1ST SESSION

# H. R. 3789

## IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 22, 1977

Mrs. SCHIROEDER (for herself, Mr. LEHMAN, and Mr. SIMON) introduced the following bill; which was referred to the Committee on Post Office and Civil Service

## A BILL

To amend title 13, United States Code, to provide that a municipality or a political subdivision of a municipality shall be entitled to receive population census statistics which relate to the area within the jurisdiction of such municipality or subdivision.

1 *Be it enacted by the Senate and House of Representa-*

2 *tives of the United States of America in Congress assembled,*

3 That (a) subchapter IV of chapter 5 of title 13, United

4 States Code, is amended by adding at the end thereof the

5 following new section:

6 **"§ 196. Population statistics relating to municipalities and**

7 **subdivisions of municipalities**

8 " (a) On the request of a municipality or a subdivision

9 of a municipality, the Secretary shall provide without charge



1 to such municipality or subdivision statistics collected in  
 2 any census taken under section 141 which relate to the  
 3 population within the jurisdiction of such municipality or  
 4 subdivision, as the case may be. Statistics may not be pro-  
 5 vided pursuant to a request made under this section obtained  
 6 in any census the census date of which occurred more than  
 7 twenty-two years before the date such request was received  
 8 by the Secretary.

9 “(b) For purposes of this section—

10 “(1) ‘municipality’ means any unit of local gov-  
 11 ernment established by or pursuant to State law and  
 12 which has general governmental powers, and includes the  
 13 District of Columbia; and

14 “(2) ‘subdivision of a municipality’ means any  
 15 council, board, or other governmental unit—

16 “(A) which has one or more officials who are  
 17 elected by voters within its jurisdiction,

18 “(B) the principal function of which is to advise  
 19 or assist a municipality in its carrying out of municipi-  
 20 pal functions to the extent they relate to the area  
 21 under the jurisdiction of such council, board, or unit,  
 22 and

23 “(C) which is established by or pursuant to  
 24 Federal, State, or local law.”.

25 (b) (1) The table of sections for chapter 5 of such



1 title 13 is amended by adding at the end thereof the fol-  
2 lowing new item:

“196. Population statistics relating to municipalities and subdivisions of  
municipalities.”.

4 (2) The heading for subchapter V of such chapter 5 is  
5 amended to read as follows:

6 “SUBCHAPTER V—MISCELLANEOUS”.

7 (3) The table of sections for such chapter 5 is amended  
8 by striking out the item relating to subchapter V and insert-  
9 ing in lieu thereof the following:

“SUBCHAPTER V—MISCELLANEOUS”.

10 SEC. 2. The amendments made by the first section of  
11 this Act shall take effect on the sixtieth day after the date of  
12 the enactment of this Act.



1. This Act is amended by adding at the end thereof the following new item:
2. The Department relating to minor parties and elections is amended:
3. (2) The heading for subchapter 7 of such chapter 5 is amended to read as follows:
4. "SUBCHAPTER 7—MINOR PARTIES"
5. (3) The title of section for such chapter 5 is amended by striking out the word relating to subchapter 7 and inserting in lieu thereof the following:
6. "SUBCHAPTER 7—MINOR PARTIES"
7. Sec. 2. The amendments made by the first section of this Act shall take effect on the sixtieth day after the date of the enactment of this Act.