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**FUNDING PRIORITIES AND THE EXPENDITURE PATTERNS OF
CITY OF LOS ANGELES NEIGHBORHOOD COUNCILS**

**A Dissertation Submitted in Partial Fulfillment
of the Requirement for the Degree of
Doctor of Public Administration**

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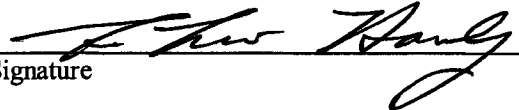
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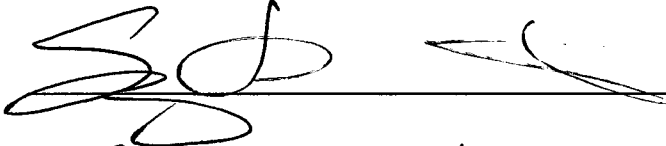
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ABSTRACT

Funding Priorities and the Expenditure Patterns of City of Los Angeles Neighborhood Councils

Chris Y. Hardy, DPA

Purpose. The intent of this study is to examine the funding priorities and expenditure patterns of City of Los Angeles Neighborhood Councils, which were established in response to ballot measures that proposed to split the city. This study compares expenditures in the 89 Los Angeles Neighborhood Councils (NC) and their seven NC Regions (NCRs), thereby, establishing best practices and benchmarks for the NC's current and past efficiencies in providing stakeholder value.

Theoretical framework. The theories used in this study, are Structural-Functionalism Theory, Public Choice Theory and Urban Regime Theory.

Methodology. This dissertation is a descriptive social research study, utilizing municipal City of Los Angeles data that are public records. The study compares secondary data from the Department of Neighborhood Empowerment and the Neighborhood Council Review Board survey data, conducted by California State University, Fullerton's Social Science Research Center.

Findings. There is a wide variation in expenditures within the NCs and NCRs. The NC's \$50,000 annual appropriations are not fully utilized, nor do they always correspond to the NC's funding priorities.

Conclusions and Recommendations. Remaining annual funds should go back into the NC's next fiscal year appropriations, and annual increases consistent with the city's budget increases. NC's should have a 3 to 5 year vision an plan for their financial goals and projects to assist in matching their individual funding priorities to expenditures. The overall establishment of best practices, guidelines, and standardizing methods and procedures would lead to improved decision making and more successful NC programs.

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DEDICATION

I would like to dedicate this accomplishment to my family, who have all had a hand in getting me to this very, very special place with their unconditional love, endless patience, and encouraging support:

- | | |
|-----------------------|--|
| For my Daughter | To show it can be done, and making sure I do what I preach. You have always been, and will continue to be my motivation. |
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| For my Mom and Dad | For giving me courage, strength, faith and the drive to always do my very best. |
| For my Aunt and Uncle | For giving me knowledge, wisdom and an understanding of responsibility. |

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CHAPTER I

INTRODUCTION

Sprawl is a dynamic process, and no single operational definition of sprawl seems satisfactory. Sprawl can refer to an increase in land area occupied by residents of a metropolitan area, a decrease of the population density of the central city, an increase in the population density of the periphery of the urban area, a leapfrogging of development from the center to the periphery, and a loss of open space in the urban area, among other definitions. (Dye & McGuire, 2002, p. 42)

Overview

This chapter briefly introduces the Los Angeles Neighborhood Councils' program from inception to the current day. It discusses the purpose of this study and the correlation of the research to applied theories. Also presented are the research questions, hypotheses, variables, and definitions, as well as the significance and scope of the study.

Background

The creation of this study began from the researcher's observations of conditions in certain neighborhoods in the City of Los Angeles. More significantly, critical observations of the quality of those conditions demonstrate that the growth and decline in various neighborhoods shows disparate treatment. The advent of new retail stores, parks, high-rise hotels, Starbucks, malls, movies theatres, restaurants, full service commuting connections with train stations, and sporting venues with more underdevelopment in certain neighborhoods and not others, begs the question of how funding for city

developments and amenities is distributed? How are decisions made for which areas acquire public funding, and which do not?

Big businesses and economic consortiums provide financial backing for what many citizens would consider luxury or glitzy amenities, but what about the basic needs for the general populace? Certain neighborhoods continue to decline with no foreseeable future planning. Some neighborhoods do not possess one decent grocery store within miles, or even bus stop benches, while others are repainting or building elaborate bench coverings with electronic billboards. Being a tax-paying resident of the San Fernando Valley (often described as an area of prevalent urban sprawl or blight), this researcher has personally questioned how the City of Los Angeles determines funding priorities and how much funding is applied to neighborhoods. Are the percentages fair and equitable? Many other citizens were obviously asking this question, as it became the major impetus for the secession movements from the City of Los Angeles, and then the genesis of the Los Angeles Neighborhood Councils.

Inception of the City of Los Angeles Neighborhood Councils

The Los Angeles Neighborhood Councils began as an outcry for an equal distribution of services within the Los Angeles city neighborhoods. One of the loudest voices of dissension came from the San Fernando Valley. Other neighborhoods within the City of Los Angeles had been looking for increased city services in their areas as well. The overall theme in question centered on whether or not the City of Los Angeles expenditures were meeting their area's stakeholder needs; Were tax dollars collected by City Hall from individual neighborhoods used to provide services within their own area?

Why are particular areas burdened with the tax collection and urban blight, while other areas received those profits and urban development? Why did these neighborhoods receive increased municipal services, while other neighborhoods struggled with increased urban sprawl?

San Fernando Valley, the Harbor Cities, and Hollywood had seriously looked at removing themselves from the authority of the City of Los Angeles, in order to form their own self-run cities. The valley secession movement created heated battles in the 1990s, and after thousands of dollars and hundreds of studies, the secession ballot did not pass the citywide vote. As Sonenshein (2006) observes, "Los Angeles is the second largest city in the country, but a city with a problem of connection" (p. 1). At the time of the secession movement, speculation and discussions took place advocating for some type of community involvement organizations. The Empowerment Congresses by City Councilman Mark Ridley Thomas established in his Council District, was a possible template for a compromise. The compromise became a citywide endeavor and led to the establishment of the Neighborhood Councils, which was a City Charter voted on in 1999 meant to bring government closer to the voice of its citizens without giving up the Los Angeles City authority.

The Plan for a Citywide System of Neighborhood Councils was adopted on May 30, 2001 (City of Los Angeles, 2008b). According to the Department of Neighborhood Empowerment in Los Angeles (October 26, 2006), the charter's goals and objectives of the plan are to:

1. Promote Public Participation in City governance and decision making processes so that government is more responsive to local needs and requests

and so that more opportunities are created to build partnerships with government to address local needs and requests.

2. Promote and facilitate communication, interaction, and opportunities for collaboration among all Certified Neighborhood Councils regarding their common and disparate concerns.
3. Facilitate the delivery of City services and City government responses to Certified Neighborhood Council's problems and requests for assistance by helping Certified Neighborhood Councils to both identify and prioritize their needs and to effectively communicate those needs.
4. Ensure equal opportunity to form Certified Neighborhood Councils and participate in the governmental decision making and problem solving processes.
5. Create an environment in which all people can organize and propose their own Certified Neighborhood Councils so that they develop from the grass roots of the community.
6. Foster a sense of community for all people to express ideas and opinions about their neighborhoods and their government. (City of Los Angeles, 2008b, p. 1)

As part of this charter, the City of Los Angeles provides \$50,000 in appropriations funding for each year per Neighborhood Council (NC). There are rules for the use of the annual \$50,000 appropriation and types of expenditures from the City of Los Angeles, and unused portions can be lost to a rollover back into the City's General Fund. The importance of adequate decision making in the use of these appropriations can be tantamount to the overall success of the NC's funding. The rules for NC fund rollovers are currently under review for allocation back to the NC's special fund or placed in the NC's Outreach spend fund.

NCs each establish their own bylaws, rules for the size of their boards, roles of board members, and expenditure priorities. The NCs work as "independent, self-governing, and self-directed [as much] as possible" (City of Los Angeles, 2008b, p. 2). NC meetings follow quorum rules, and board members are decided through elections. NC membership is currently inclusive of community stakeholders, defined as "any individual

who lives, works or owns property in a Neighborhood Council area” (p. 2). The NC board members selected through elections are volunteers, many of whom already have full-time jobs.

Due to NC certifications or de-certification activity since its inception, the total number of NCs has vacillated over the years. The number in this study began with 89 certified NCs within seven NCRs. However, 96 NCs have petitioned for certification, with the balance of these in various stages of growth and decline.

The Department of Neighborhood Empowerment (DONE) is responsible for assisting with its management and has 18 project coordinators assigned, with approximately five NCs each. DONE assists the NCs with certification, formation, and training, facilitates collaboration between NCs, and provides technical assistance and dispute resolutions between NCs.

The NC boundaries attempt to match “historic and contemporary” community geographic areas, with certain exceptions. Census tracts attempt to limit individual NCs to 20,000 community stakeholders; in addition, police and fire districts can reference NC boundaries. Therefore, city council districts do overlap in many NC areas, and NCs may have two to three city council persons with whom they meet on a routine basis.

In addition, NC board members can act as a liaison to their city council members in an advisory role. The Mayor of City of Los Angeles appoints seven governing administrators to the Board of Neighborhood Councils (BONC). There is the expectation that NC board members will attend the training courses provided by DONE, and follow policies mandated by the BONC.

Statement of the Problem

In many situations, a city establishes citizen-involved organizations as an appeasement to stave off secession efforts. Acknowledging that the City of Los Angeles citizens were unhappy with the services provided and passionate about the equal distribution of those services prompted the municipality to come up with a way to address stakeholders' concerns. In answer to improving citizen involvement in municipal decisions, the Los Angeles NCs were established.

The problem is measuring and ensuring that the performance and effectiveness of the NCs meet their original goals for citizen participation and power over funding decisions that affect their areas. After 8 years since the program's inception, there is still ongoing and continuing contention on the effectiveness of the NCs. In USC's Urban Policy Brief, Musso, Weare, and Cooper (2004) recommend "including the quality of NC activities and impacts" as a benchmark (p. 1). The authors also suggest that "a review of operating expenditures by Neighborhood Councils should inform our understanding of their current activities" (p. 4). Looking at current events, such as the financial crisis, high unemployment, government budget deficits, and ethical issues being exposed at Enron, Wall Street, and in the insurance, auto, and banking industries, the need to keep tabs on public financing is even more important and at a critical all-time high. The stock market is in crisis, and America is in the midst of one of the worst recessions in history. Large corporations, financial institutions, and the Big Three of the auto industry are all looking to the federal government, and indirectly the public for "bailout" funding. The use of public funds must be scrutinized to avoid any further waste.

In Governor Arnold Schwarzenegger's State of the State address on January 15, 2009, he mentions the state's "\$42 billion deficit . . . It doesn't make any sense for me . . . [to] talk about education or infrastructure, or water, or healthcare reform and all those things when we have this huge budget deficit" (Rotherfeld, 2009, p. B1). At Mayor Villaraigosa's (2008c) annual Community Budget Day to the NCs on October 11, 2008, he mentioned that the financial situation of the state and nation will certainly have some impact on the city's fiscal year 2009-2010 and beyond. It only makes sense to ensure that the city's dollars are being spent effectively and wisely by benchmarking the NCs and their NCRs to each other.

The focus of this study speaks to efficiency, Harmon and Mayer (1986) state that "for the continued existence of an organization either effectiveness or efficiency is necessary; and the longer the life, the more necessary" (p. 82). Their comment addresses the management strategy in looking at the life cycle of the bureau, and necessity for benchmarking and gaining efficiencies. Drucker (1963) describes benchmarking as follows:

The most recent of the tools used to obtain productivity information is benchmarking-comparing one's performance with the best performance in the industry or, better yet, with the best anywhere in business. Benchmarking assumes correctly that what one organization does, any other organization can do as well. And it assumes, also correctly, that being a least as good as the leader is a prerequisite to being competitive. (p. 92)

To measure the NC's financial performance and stakeholder effectiveness is a large undertaking, requiring a disciplined and strategic management approach. Statistical comparisons of funding expenditures can measure the quality and productivity of the NCs and their respective geographic regions, but municipal budgetary constraints often limit

the possibility of expending a city's resources for adequate studies. However, this really is required in order to substantiate the NC's viability as permanent municipal organizations for the future.

The current City of Los Angeles general budget and the Neighborhood Council portion of the budgets are set out in the following tables. Table 1 views the City of Los Angeles' Total General Budget growth for the last three fiscal years.

Table 1

City of Los Angeles Budget Summary Fiscal Year 2008-2009

	Unrestricted revenues comparison (\$ millions)		
	2006-07	2007-08	2009-09
Total general city budget	\$6,673.2	\$6,817.7	\$7,113.1

Note: From City of Los Angeles, *Budget Summary 2008-2009*, reference summary booklet.

Table 2 shows the City of Los Angeles' budget appropriations with the Neighborhood Empowerment fund for 2008-2009 at .01% of the city's total of \$7,113.1 million.

Table 2

City of Los Angeles Neighborhood Council Budget Appropriations Fiscal Year 2008-2009

	2008-09	% of \$7,113.1 (millions)
Neighborhood empowerment fund for 2008-09	\$7,133,712	0.1%

Note: From City of Los Angeles (2008a), *Budget Summary 2008-2009*, reference summary booklet.

Purpose of the Study

The intent of this study was to examine the funding priorities and expenditure patterns of the City of Los Angeles NCs. This study makes statistical comparisons of the quality of stakeholder (neighborhood) affecting activity and the expenditures in the City of Los Angeles NCs and their seven Neighborhood Council Regions (NCR) in the hopes of establishing benchmarks for the NCs' future expenditures and their stakeholder value. This study explores the statistical funding differences between the various NCs and NCRs to add to the comparative body of knowledge in local governance and urban studies, with the intent of giving the NCs a clearer rationale and framework from which to make future expenditure decisions.

Although there has been some survey research conducted on the city of Los Angeles NCs through their committee review boards, and a few in current dissertations, a focused statistical area study on funding use in the NCs' spending is required. To date, there has not been a study done at the individual NCs' level, which provides them detailed funding performance measurements. Statistical comparisons of funding expenditures can measure the quality and productivity of the NCs and their respective geographic regions, however, already stringent municipal budgetary constraints limit the viability of having dedicated city resources for completing such studies. The need for more data collection centers on gaining a more thorough understanding of the differences in NC expenditures and successes, to see if in-depth statistical analyses can adequately contribute to public organizations.

In addition, for the purpose of integrating the study's theoretical frameworks, Structural-Functionalism, Public Choice, and Urban Regime are reviewed to gain a better understanding of NC funding impacts. As Davies (2002) states, "The heart of the problem is the limited theorization of the way economic forces affect local political institutions and the balance of power within them" (p. 13). He adds "Elkin's (1987) question of 'whether a regime dedicated to both popular control and a property-based market system can thrive?'" (p. 14).

Research Questions and Hypotheses

Overview

The following research hypotheses are analyzed for their inputs in investment and outputs of expenditures. The dependent and independent variables are the individual NCs, NCRs, and funding priorities.

In observing what overall themes occur in this comparative study, the variations found demonstrate the quality of the NC's expenditure outputs and their successes in their agency's purpose for citizen activism, involvement, and stakeholder value. Discovering benchmarks in expenditures and quality of funding priorities could lead to increased decision-making successes within the NCs and NCRs, which could assist the agency's growth and make it more able to sustain itself as a long term and fully incorporated program within the municipality of Los Angeles. As Harrison (1999) states, "The fusion of the behavioral and quantitative aspects of decision making is represented by the interrelated and dynamic decision-making process" (p. 169). This study will analyze the NCs for strategic decision-making gaps from the secondary published data

provided from the NCRC surveys. It will examine the allocation of NC resources and costs, by evaluating the gaps and consequences to stakeholders, and take into consideration both the “insider and outsider view” (Bazerman, 2002, p. 157).

Research Questions With Hypotheses

The following research questions and hypotheses are analyzed for their inputs in investment and outputs of expenditures. The dependent and independent variables are by individual NCRs.

Question 1

What are the variations in demand warrant expenditures and in different Demand Warrant categories by City of Los Angeles NCs and by NCR? (DONE Data)

H1: Demand warrant totals and individual demand warrant categories in (a) neighborhood improvement, (b) operations, and (c) outreach have a significant amount of variance between NCs and between regions.

Question 2

How does the variable time-in-program affect the City of Los Angeles NC overall expenditures? (DONE data)

H2: There is a relationship in the time a NC is in the program to its increased use of its overall expenditures and annual budget.

Question 3

What funding priorities, as determined by the City of Los Angeles NC board members, influence expenditures by NCR? (NCRC Survey)

H3: The diversity of the NC board members makes a significant difference in NCR funding priorities.

Question 4

How does the City of Los Angeles NC board members' views of success impact expenditures in neighborhood improvement, operations, and outreach categories? (NCRC Survey)

H4: There is a positive relationship between NC board members' view of successes to demand warrant expenditures in both neighborhood improvement and outreach categories.

Research Model and Key Variables

Overview

There are four research questions with their hypotheses in this study. To give a big picture overview of NC expenditure patterns, three different data sets are used to answer these questions. One, is the DONE demand warrant data for fiscal year 2007-2008, two, DONE overall expenditures since 2002-2003, and three the NCRC survey with 11 questions. This data information is from the City of Los Angeles DONE (R. Shimatsu, personal communication, September 18, 2008, and S. Baule, personal communication, November 20, 2007). The survey information is from the NCRC survey.

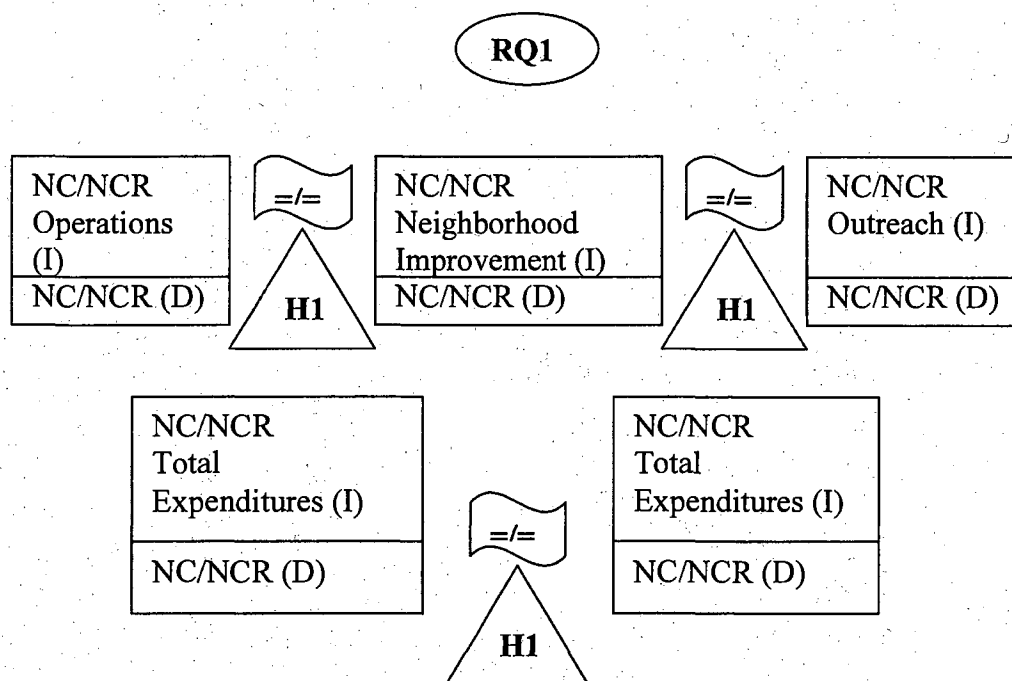
Both information sources are considered public domain. DONE expenditures categories are neighborhood improvement, operations, and outreach. Overall expenditures by year and time in program allocations are analyzed over several years. Independent variables analyzed include NCs formation dates and other information that is a matter of public record and/or obtained from public websites.

Survey information is utilized to match NC board members' responses to actual expenditure patterns. Responses to 11 selected questions from an NCRC survey that address questions of neighborhood diversity, expenditures, and views of NC-with respect to funding priorities, successes, and accomplishments. The survey instruments and results are from Dr. Raphael Sonenshein, director NCRC and Dr. Gregory Robinson at California State University, Fullerton at the Social Science Research Center (SSRC). Individual NCs were not identifiable in this study and any comments on open-ended questions that might potentially identify respondents are redacted by the SSRC at California State University, Fullerton.

Research Models With Key Variables

The following four research models indicate inter-relationships between the research questions, hypotheses, concepts, and theories:

Figure 1 graphs the research model of NC and NCR demand warrant categories and total expenditures relationship, with hypotheses and their dependent and independent variables for research question 1.



RQ1 – Research Question 1

H1 – Hypothesis 1

≠ – Not equal

(D) – Dependent variables

(I) – Independent variables

Figure 1. Model for research question 1—concept: NC success to goals (output)

Figure 1 (RQ1) shows the research model for Research Question 1: *What are the variations in demand warrant overall expenditures and in different demand warrant categories in the City of Los Angeles NCs and NCRs?* Demand warrant totals and individual demand warrant categories in neighborhood improvement, operations, and outreach show a significant amount of variance between NCs and NCRs.

The use of operations expenditures by NCs (independent variable) results should show a decline in the NC neighborhood improvement expenditures (dependent variable).

The use of outreach expenditures by NCs (independent variable) results should show a

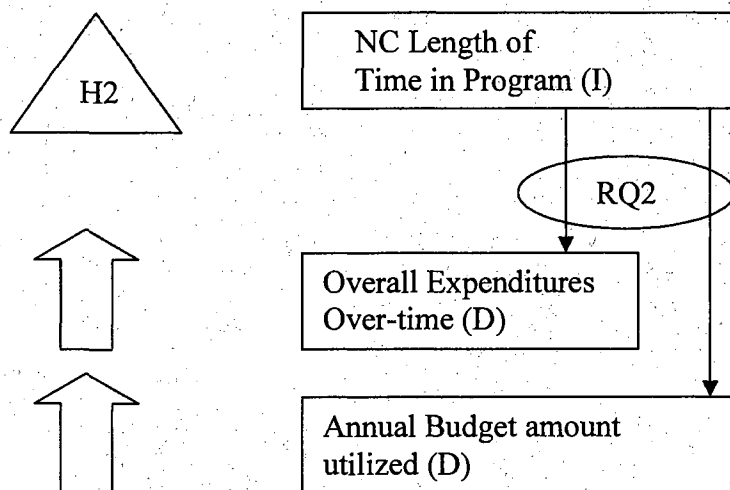
decline in the NC neighborhood improvement expenditures (dependent variable).

Hypothesis 1 demonstrates unequal relationships between the three categories of outreach expenditures (independent variable), operations expenditures (independent variable) and neighborhood improvement demand warrant expenditures (independent variable) by NCs (dependent variable) and by NCRs (dependent variable). This ultimately means that the total demand warrant expenditures (independent variable) are not equal in the various NCRs (dependent variable), as well.

Data for Research Question 1 are obtained from the DONE demand warrant spending for the last fiscal year, July 1, 2007 through June 30, 2008. Funding categories for DONE demand warrant data are drawn from outreach, operations, and neighborhood improvement expenditures. In addition, overall totals for NC and NCRs demand warrants are in this section's research.

Figure 2 graphs the research model for NC time-in-program to overall NC expenditures and their utilization of their annual budget relationships with hypotheses and their dependent and independent variables for Research Question 2.

Figure 2 (RQ2) shows the research model for Research Question 3: *How does the variable time-in-program affect the City of Los Angeles NC overall expenditures?* There is one associated hypothesis (H6) to Research Question 3: *There is a positive relationship in the time the NC is in the program (independent variable) to the overall expenditures over time (dependent variable), and the use of their annual budget (dependent variable) by the NCs.*



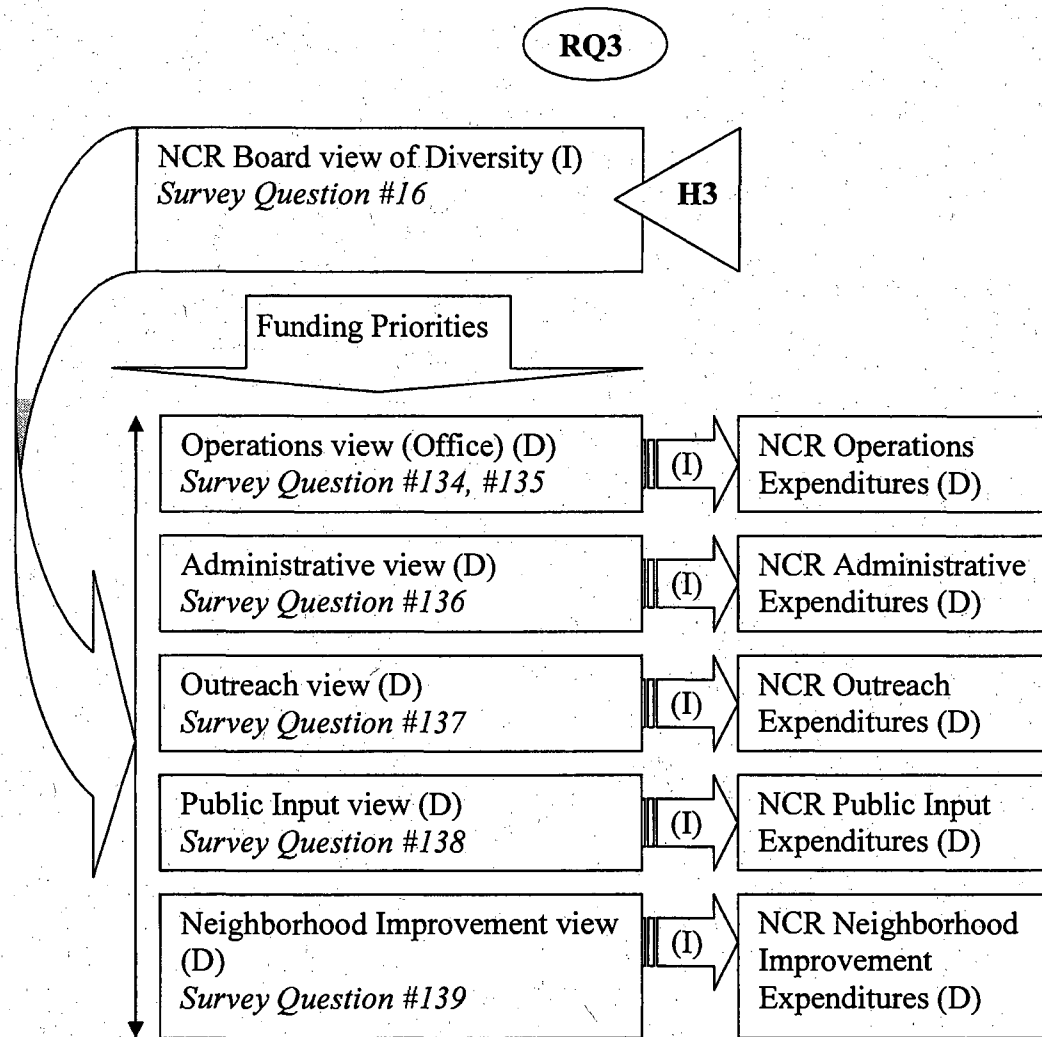
RQ2 – Research Question 2
H2 – Hypothesis 2

(D) – Dependent variables
(I) – Independent variables

Figure 2. Model for research question 2--concept: NC stability (throughput)

Data are from the DONE for NC funding dates and expenditures since DONE reporting years 2002-2003. In addition, data retrieved for questions 130 and 131 respectively are from the NCRC survey. Survey responses are completed on a 5-point Likert scale: question 130). The \$50,000 annual budget for my NC is: 1 = Far too little, 2 = Somewhat low, 3 = The right size, 4 = Somewhat high, and 5 = Far too much, and compared to question 131). Does your NC expend its budget in the allocated term? Yes or No.

Figure 3 graphs the research model of the NCR board members' view of their diversity, and funding priorities with hypotheses and their dependent and independent variables for Research Question 3.



RQ3 – Research Question 3
H3– Hypothesis 3

(D) – Dependent variables
(I) – Independent variables

Figure 3. Model for research question 3—concept: Diversity and cultural (input

Figure 3 (RQ3) shows the research model for Research Question 3: *What funding priorities, as determined by the City of Los Angeles NC board members, influence expenditures by NCR?* Hypotheses 3, the diversity of the NC board members makes a

significant difference in NCR funding priorities. The NC board members' views on the diversity of their board members in comparison to their community is an independent variable impacting the NC board members' five funding priorities as the dependent variables. The NC board members' funding priorities are the following: (a) operations view, (b) administrative view, (c) outreach view, (d) public input view, and (e) neighborhood improvement view. Data are from Question 16 on the NCRC survey results: *In your opinion, to what extent do members of your Neighborhood Council reflect the diversity (e.g., race, ethnicity, socioeconomic status, religious affiliation, and sexual orientation) of the community it represents?* Survey responses are rated in the following 4-point Likert scale: 1 = Not at all, 2 = To a small extent, 3 = Somewhat well, and 4 = Very well (Robinson & Tiwari, 2007).

The five funding priorities are independent variables that subsequently correspond with NC expenditures in adjacent categories as dependent variables. Questions 134 and 135 from the NCRC survey deal with office and rental costs that reflect operations spending: *Does your NC maintain a public office? Yes or No, and if so, what is the monthly rental cost of the office (\$ amount or don't know)*. The other four funding priority views are from NCRC survey questions 136, 137, 138, and 139 respectively:

To what extent do you agree that our NC budget allocation should be spent on . . .

Q136) Administrative expenses to run the NC

Q137) Outreach

Q138) Soliciting public input, e.g. surveys and focused group discussions

Q139) Neighborhood improvements.

A four-point Likert scale was used: 1 = strongly disagree, 2 = somewhat disagree, 3 = somewhat agree, 4 = strongly agree. NC expenditures data for Research Question 3 is from the DONE demand warrant spending for the last fiscal year, July 1, 2007 through June 30, 2008. Funding categories for DONE demand warrant data are in categories for Outreach, Operations, and Neighborhood Improvement expenditures. For the purpose of this study, administrative and public input applications are in operations and outreach.

Figure 4 graphs the research model for NC board members' views of success and the funding impact on neighborhood improvement, outreach, and operations expenditures with hypotheses and their dependent and independent variables for research question 4.

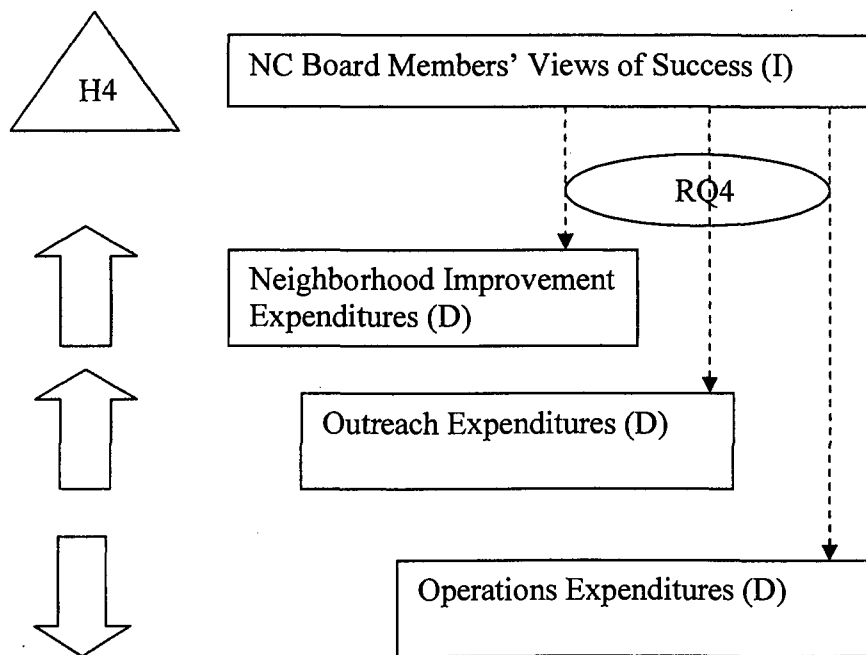


Figure 4. Model for research question 4—Concept: NC prioritize success (input)

Figure 4 (RQ4) shows the research model for Research Question 4: *How does the City of Los Angeles NC board members' views of success impact expenditures in neighborhood improvement, operations and outreach categories?* There is one associated hypothesis (H7): *There is a positive relationship between NC board members' view of successes (independent variable) to demand warrant expenditures in both neighborhood improvement (dependent variable) and outreach (dependent variable) categories.*

However, this model also demonstrates an expectation for a corresponding decline in NC board members' view of success to operations (dependent variable) expenditures. Data are from question 23 on the NCRC survey results: *Please rate the overall success of the NC system in Los Angeles Survey.* The responses are rated in 4-point Likert scale:

1 = very unsuccessful, 2 = somewhat unsuccessful, 3 = somewhat successful, 4 = very successful.

Research and Methodology

Overview

There are four research questions and their hypotheses in this study. To give a big picture overview of NC expenditure patterns, the following three different data sets are used to answer these questions: First, the DONE demand warrant data for fiscal year 2007-2008; second, is DONE overall expenditures since 2002-2003; and third, is the NCRC survey using 11 of their questions. The expenditure and demand warrant data are from the City of Los Angeles DONE. All survey information is from the NCRC survey. Both DONE and NCRC information sources are considered public domain. DONE expenditures categories are neighborhood improvement, operations, and outreach.

Overall expenditures by year and the time in program are analyzed over several years. Other independent variables analyzed include NC formation dates and information that is a matter of public record and obtained from public websites.

Responses to the 11 selected questions from the NCRC survey address neighborhood diversity, expenditures, and views of NC board members with respect to funding priorities, successes, and accomplishments. A comparison between the NCR funding priorities to their actual expenditures is studied. The survey test instruments and survey results are from Dr. Raphael Sonenshein, Director NCRC and Dr. Gregory Robinson at California State University, Fullerton at the Social Science Research Center (SSRC). Individual NCs are not identifiable in this study and any comments on open-ended questions that might potentially identify respondents are redacted by the Social Science Research Center at California State University, Fullerton.

Research Strategy

The need for using statistical analysis in a public agency is to ensure that public funding appropriations do the most good for the public by reducing variations in expenditure processes. There are several different tools for measuring these variations. For the purposes of this quantitative study, statistical analysis uses a process thinking methodology for a focused identification and systematic measurement of areas by which methodology the NCs can improve decision making in stakeholder activity and quality of expenditures. Statistics can be an effective tool in a volunteer organization, for example, by insuring no waste or abuse of appropriated funds in the NCs. The use of such statistics

should be the quality standard and applied as a mandate, due to the utilization of the public's municipal funds.

SPSS statistical tools make comparative analyses on the NCs by displaying trends and differences. Producing best practices or benchmarks to reduce variations in the NC quality of output, will be the objective through these analytical steps. A focused statistical technique and approach can also help to identify that more than one factor needs to be viewed in resolving any single process improvement, so multivariate analyses are also done in this study.

The research design format follows cross-sectional designs closely, and these mini-cases of NC results should be treated with case study rules, and should not be considered generalizable outside of the Los Angeles NCs being studied. Bryman (2004) adds that in a comparative study,

The design entails the study using more or less identical methods of two contracting cases. It embodies the logic of comparison in that it implies that we can understand social phenomena better when they are compared in relation to two or more meaningfully contracting cases or situations. (p. 53)

The objectives of these organizations are mutual in utilizing their allotted social capital for their stakeholders. This is a descriptive social research study and analyzes nonintrusive published official city secondary data on the NC and NCRs. As Babbie (1998) writes,

Much of social research is conducted to explore a topic, or to provide a beginning familiarity with that topic. . . .Exploratory studies are most typically done for three purposes: (1) to satisfy the researcher's curiosity and desire for better understanding, (2) to test the feasibility of undertaking a more extensive study, and (3) to develop the methods to be employed in any subsequent study. (p. 91)

Research Design

The research design is nonexperimental and involves only secondary data. The research strategy is quantitative with a deductive theory stance to test this study in social research. “Deductive reasoning moves from the general to the specific. It moves from (1) a pattern that might be logically or theoretically expected to (2) observations that test whether the expected pattern actually occurs” (Babbie, 1998, p. 36). Bryman (2004) also notes that in “cross-sectional designs, the typical orientation to the relationship between theory and research is a deductive one” (p. 50).

This study is on a microtheory level, which, as Babbie (1998) indicates, “deals with issues of social life at the level of individuals and small groups” (p. 43), and relates to the NC and NCR environments. This matches his view that ethnomethodology is “often limited to the microlevel” (p. 43). In addition, he espouses, “Theories organize our observations and make sense of them, since there is usually more than one way to make sense of things” (p. 42). In addition, “different points of view usually yield different explanations” (p. 42).

The paradigm used was ethnomethodological and was based on constructionism or “constructed knowledge” (Babbie, 1998, p. 48). Babbie also reflects on Thomas Kuhn, in 1970, “who refers to the fundamental points of view characterizing a science as its paradigm . . . [and] ultimately, paradigms cannot be true or false; as ways of looking, they can only be more or less useful” (pp. 42-43). According to Babbie, Garfinkel suggests that people are continuously trying to make sense of the life they experience. In

a sense, he adds, everyone is acting like a social scientist; hence, the term ethnomethodology or the “methodology of the people” (p. 46).

Following Babbie’s (1998) approach, this research is nomothetic as it “seeks to explain a class of situations or events rather than a single one. Moreover, it seeks to explain ‘economically,’ using only one or just a few explanatory factors. Finally, it settles for partial rather than a full explanation” (p. 34). The epistemological considerations for this research have an ontological orientation, but follow the social sciences with an interpretivism doctrine due to the comparative nature of the findings and descriptive statistical research.

Research Methodology

This study reviews and analyzes data utilizing public records on the 89 NCs and 7 NCRs in demand warrant expenditures. The objectives of these NC organizations are mutual in utilizing their allotted social capital for their stakeholders. This study reviews and analyzes public records on the NCs’ expenditures in demand warrants. Secondary data involve citing the success rates of the NCs in their resource allocation of the \$50,000 city funds, including demand warrant fund requests over the life of NCs.

The NCRC survey results are from current and former NC board members. The NCRC funded survey was designed and administered by the California State University Fullerton Social Science Research Center (SSRC) in 2006 (Robinson & Tiwari, 2007). The total number of NC board member respondents was 836 for the short form and 201 for the long form. Responses were delivered through the website, telephone, and paper. The long form survey was conducted only on the written survey format.

NC funding data results are captured for a snapshot of time, and include various DONE reports compiled for the NC's 2002-2008 fiscal years. The NCR analysis includes results from the NCRC survey study to validate and compare results. Significant differences between the NCRs are expected. By noting those variations, this study gave NCs and administrators statistical information as benchmarks against which to make future decisions on their expenditures for quality stakeholder outcomes.

Using DONE's secondary data justifies the historical framework for current NC activities. Regression analysis determines significance with frequency and standard deviations used. The literature review substantiates this study's findings. Secondary data involve citing the success rates of the NCs in neighborhood improvement, outreach, and resource allocation of the \$50,000 city funds. Also, noted are activity numbers and dollar amounts of demand warrant fund requests to the DONE. Secondary data obtained within the fiscal year 2007-2008 reflect the current quantity of demand warrant acquisitions from the NCs' actual expenditures of their annual \$50,000 appropriations from the City of Los Angeles.

Independent and Dependent Variables

The three data sets and variables used in this study are as follows:

1. NC expenditures and their resource allocations for individual NCRs are analyzed. Overall expenditures and resource allocations by year are analyzed over DONE's documented NC years. Information obtained from the City of Los Angeles, DONE, BONC, and NCRC is public domain.

The DONE demand warrant funding categories are used as variables in this study. Expenditures by the three NC categories: neighborhood improvement, operations, and outreach are analyzed for one fiscal year. NC funding categories with subcategories are as follows:

Neighborhood improvement: (a) beautification and improvement, (b) community services, (c) LAUSD/educational support, (d) other

Operations: (a) office equip/supplies facilities, (b) Apple One/admin support, (c) meeting expenses/translation, (d) other

Outreach: (a) events/refreshments, (b) election related expense, (c) advertisement/newsletters/web, c) other

2. Independent variables analyzed include council formation dates, board member size, and other information that is a matter of public record obtained from the NC public website.

3. Responses to 11 selected questions from the NCRC survey related to aggregate diversity, expenditures, and views of NC's funding priorities, successes, and accomplishments. These survey results were obtained from faculty at California State University, Fullerton (Robinson & Tiwari, 2007). Individual NCs were not identified.

*Dependent and Independent Variables:
Operationalization and Measurement*

Table 3 represents the relationships of the dependent and independent variables, and methodology.

Table 3

Conceptual Framework: Summary of Dissertation Concepts and Variables

Concept	Problem/factors	Research questions (RQ)	Hypotheses (H)	(Indep) and (Dep) variable (s)	Research method
NC success to goals (output)	Measure and benchmark NC success and goals	(RQ1) What are the variations in Demand Warrant overall expenditures and in different Demand Warrant categories by City of Los Angeles NC and by NC Regions?	H1: Demand warrant totals and individual demand warrant categories in Neighborhood Improvement, Operations, and Outreach have a significant amount of variance between NCs and between NC regions.	(I) NC Operations (D) NC Neighborhood Improvement	DONE Demand Warrant Data Fiscal year 2007-2008
Stability (throughput)	NC adaptability and life cycle	(Q2) How does the variable time-in-program affect the City of Los Angeles NC overall expenditures?	H2: There is a positive relationship in the time a NC is in the program to its increased use of its overall expenditures and annual budget.	(I) NC Program Time (D) Expenditure categories	NCRC survey # 130, 131 and DONE 5 year Appropriations and Expenditures Data
Prioritize cultural (input)	Self-interest integration	(Q3) What funding priorities, as determined by the City of Los Angeles NC board members, influence expenditures by NC region?	H3: The diversity of the NC board members makes a significant difference in NC region funding priorities.	(I) NC board diversity (D) NC board funding priority	NCRC Survey # 16,134,135,136, 137,138,139 and Demand Warrant Data Fiscal Year 2007-2008
Prioritize success (input)	Self-interest integration	(Q4) How does the City of Los Angeles NC board members' views of success impact expenditures in Neighborhood Improvement, Operations and Outreach categories?	H4: There is a positive relationship between NC board members' view of successes to Demand Warrant expenditures in both Neighborhood Improvement and Outreach categories.	(I) NC board view of success and accomplishments (D) Expenditure Categories	NCRC Survey # 23 and Demand Warrant Data Fiscal Year 2007-2008

Theoretical Framework

The three theories used in this study, are Structural-Functionalism Theory, Public Choice Theory, and Urban Regime Political Theory. The Structural-Functionalism Theory,

Sometimes also known as “social systems theory,” grows out of a notion introduced by Comte and Spencer: that a social entity, such as an organization or a whole society, can be viewed as an organism. . . . Like other organisms, a social system is made up of parts, each of which contributes to the functioning of the whole. (Babbie, 1998, p. 47)

As required in Structural Fundamentalist Theory, each variable is given a function within a system with inputs and outputs. It is in this that the concept of functions in a social system began, “The view of society as a social system, then, looks for the ‘functions’ served by its various components” (Babbie, 1998, p. 47).

The key path of Structural-Functionalism Theory is that “inputs, throughputs, and outputs are relational terms that depict, respectively, the energy and resources imported into the system from its environment and transformation or processing of the energy and resources within the system” (Harmon & Mayer, 1986, p. 164). Even negative feedback is a good thing, since it allows the system to self-correct. See Figure 5, which outlines the structural political system.

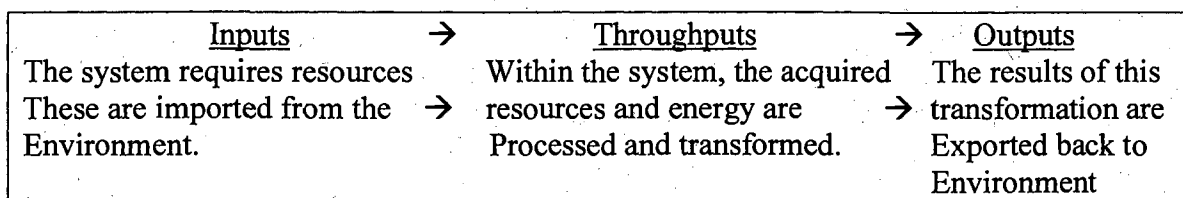


Figure 5. The political system and its environment. From *Organization Theory for Public Administration*, by M. M. Harmon and R. T. Mayer, 1986, Chatelaine Press, Burke, VA, p. 164.

Harmon and Mayer (1986) also add, "In order to understand the effectiveness with which work is accomplished in the system (that is, in the throughput part of the process), two concepts are basic" (p. 164). One concept is feedback, and the other is differentiation. According to Katz and Kahn,

Feedback signals to the [system's] structure about the environment and about its own functioning in relation to the environment. . . . Differentiation . . . is the process by which a system develops specialized structures and processes for dealing with the complex, multifaceted tasks of sensing what is going on in the environment and transferring energy and resources into usable outputs. (as cited in Harmon & Mayer, 1986, pp. 164-165)

Parsons, noted for his work in *The Structure of Social Action* and *The Social System*, has several supporters, as well as, naysayers. Bershadly (2002) states:

Bryan S. Turner argues that Parsons analysis of regulative processes of social systems reflects America in 1950 but is of problematic value in today's postmodern world. The dynamism and complexities of social life today, Turner says, far exceed the grasp of Parson's formulations. (p. 529)

Although, Anthony Downs was never fully grounded and supportive of "society is an organism," he speaks in terms of an organic entity in the "life cycle of bureaus" (Harmon & Mayer, 1986, p. 165).

Parsons lists four "functional imperatives"—the functions that must be achieved for a society to survive and maintain equilibrium. Parson's AGIL (Adaption, Goal attainment, Integration, Latency or pattern maintenance) imperatives are as follows:

Adaption—the complex of unit acts which serve to establish relations between the system and its external environment.

Goal attainment—the actions which serve to define the goals of the system and to mobilize and manage resources and effort to attain goals and gratification.

Integration—the unit acts which establish control, inhibit deviancy, and maintain co-ordination between parts, thus avoiding serious disturbance.

Latency or pattern maintenance—the unit acts which supply actors with necessary motivation. (Burrell & Morgan, 2008, pp. 54-55)

This study observes the NCs through Public Choice Theory, in determining through statistical analysis the funding priorities made by the NC board members and their expenditure patterns. It examines the quality of the NC's choices, and its direct impacts of the NCs, which indirectly but ultimately affects citizen stakeholders. The study observes the political impacts within the city council, as well as, demonstrates how adhering to government laws and regulations impacts to NC's decision making.

This research demonstrates the use of Urban Regime political theory and its impact on NC board member's decision-making process and their actual expenditure patterns, within developmental/progressive regime frameworks that help drive the administrators in defining their current strategy versus the city's caretaker/developmental regime frameworks. Mossberger (2001) notes Stone's "four different regime types" and their focuses as defined below:

- 1) Maintenance or Caretaker Regimes - service delivery and low taxes
- 2) Development Regimes - changing land use to promote growth
- 3) Middle-class Progressive Regimes - environmental protection, historic preservation, and affordable housing
- 4) Lower-class Opportunity Expansion Regimes - human investment, employment and ownership. (p. 813)

Scope and Delimitations of the Study

This study uses only published available secondary data. It should be noted, that demand warrant coding of categories are determined by each of the individual NCs and

may contain miscoding errors. Demand warrant expenditures are the focus of this study. However, the NCs also have other expenditures in the form of check allotments that are not in this study. A study should be completed combining the totals in demand warrants and checks.

Further study should consider results at individual NC levels, as well as other nonpublished data that would provide further detail of NC results. Additional studies recommended are NC interviews, funding surveys, and observations to triangulate the author's findings, which are produced only from published available data sources. This study consists of multicase standards, and the data are not consistent enough to include a national focus for other NCs in other cities, which could have other unknown variables. Comparative or cross-sectional designs are considered more limited in the scope of research designs available. Conducting only secondary data analysis limits the power of this study. Further studies based on these findings should be considered for examining the Los Angeles NCs in a more rich and detailed study.

Significance of the Study

All public agencies should be under some type of fund scrutiny to ensure that their spending procedures are appropriate and successful, but they must also receive the right management tools. This examination will observe the citizen involvement volunteer programs and participation in creating a baseline of quality for strategic decision making and policy within their municipalities. It will also provide a demonstration of statistical tools and their relevance to smaller forms of government.

Statistical methodology may very well be adaptable for small public organizations, even with the associated training needs and costs. Public administrators should take care in planning the strategy in accordance with the timing and the introduction of the public organization. There is some survey research conducted on the NCS through their own committee review boards, and a few in current dissertations, but a focused area study using statistical tools has not been accomplished. There has not been a study done at the NCR level to provide them detail performance measurements. Strictly limited budgets for the overall public program do not include the costly expense of additional administration personnel with statistical training and time to produce those reports. Hopefully, this study's use of statistical tools in a municipal agency will be an up and coming tool of choice for both large and small public administration environments. Use of statistics in analyzing NCs may demonstrate its viability for a new generation in 21st century scientific management, as managers respond to rapid changes in public needs with a more thorough integration of citizen participation.

Definitions of Terms

Area Planning Commission (APC). Works on land use and zoning issues.

Board of Neighborhood Commissioners (BONC). A seven-member board appointed by the City of Los Angeles mayor, which sets and oversees NC policy.

Community Impact Statement (CIS). Formal communication by the NC board to the city council on any current policies and issues that impact their neighborhood and the board's position on the issue.

Council File Management System (CFMS). The City of Los Angeles' IT system for retrieving documentation, was previously called Council File Index.

Demand warrant. Funding requests submitted by the NCs to DONE.

Department of Neighborhood Empowerment (DONE). The city department in charge of assisting the NCs with funding, training, and administrative functions.

Early Notification System (ENS). The city's system that allows the NCs early notification of important issues, which allows them time for neighborhood impact discussions.

Neighborhood Council (NC). Certified neighborhood with specific citizen members composed of business owners, residents and workers in the area.

Neighborhood Council board member. Persons elected by neighborhood citizens through elections.

Neighborhood Council Regions (NCR). The seven regions in the Los Angeles areas that represent specific NCs within a particular geographic area.

Neighborhood Council Review Commission (NCRC): Charter Commission responsible for reviewing the system of neighborhood councils. City commission that assists with the NC program, and surveys and recommendations.

SSRC. Social Science Research Center at California State University, Fullerton, which conducted the NCRC survey.

Summary

This chapter introduces the City of Los Angeles NCs, their inception and background. It covers the inter-relationships of the study concepts, definitions, research

questions, hypotheses, and the dependent and independent variables in this research. In addition, chapter I reviews the research methodology, DONE data sets, and NCRC survey with an overview of the research theories and associations.

The subsequent chapters provide further detail. Chapter II reviews relevant literature with discussion on secession, the City of Los Angeles, and the NCs. Chapter III presents the connection of the theories of Structural-Functionalism, Urban Regime, and Public Choice. The methodology used in the data instruments are presented in chapter IV. Chapter V presents the quantitative findings, with the conclusions of the study set out in Chapter VI.

CHAPTER II

REVIEW OF THE LITERATURE

Overview

This chapter reviews literature on the Neighborhood Councils (NCs) and their relevant policies and laws that impact the City of Los Angeles. It also reviews the San Fernando Valley and secession movements throughout the years, which was a major impetus in the creation of the City of Los Angeles NCs. The objectives of these NC organizations are mutual, inasmuch as utilizing their allotted social capital to their stakeholders. As Harmon and Mayer (1986) state, “The object of organizing is the efficient use of resources toward some purpose” (p. 114). Harmon and Mayer (1986) reiterate Chester Barnard's term of “informal organizations” in his book *Functions of the Executive*, and interprets it as, “The efficiency of cooperation . . . depends upon what it secures and produces on the one hand, and how it distributes its resources” (p. 114).

Neighborhood Councils

Neighborhood Councils—Overview

The Los Angeles NCs began as an outcry for equal distribution of services within the Los Angeles city neighborhoods. One of the loudest of dissensions was in the San Fernando Valley. Other surrounding neighborhoods were also looking for increased City of Los Angeles services to their areas. The overall questionable theme that arose from

these individual cities was, Is the City of Los Angeles output in expenditures meeting their individual area's stakeholder needs? Are tax dollars collected by city hall from their neighborhood used in providing services for their own areas? Moreover, are the portions equally and fairly distributed? Why are certain neighborhoods getting increased municipal services, while other neighborhoods struggle with increased urban sprawl?

Secession Movement and Neighborhood Councils

San Fernando Valley, the Harbor Cities, and Hollywood had seriously looked at removing themselves from the authority of the City of Los Angeles to form their own controlling cities. Noted by Sonenshein (2006), "In 1996, Council Member Joel Wachs offered the first proposed ordinance to establish a system of neighborhood councils" (p. 169). The valley secession movement created heated battles in the 1990s, and after thousands of dollars and hundreds of studies, the secession ballot was put to a vote and lost. According to Sonenshein, "Los Angeles is the second largest city in the country, but a city with a problem of connection" (p. 1). Plans for community involvement organizations had been speculated since the late 1960s and had even been established in one area with the Empowerment Congress by City Councilman Mark Ridley Thomas, for his council district without any funds from the city.

The compromise citywide was the establishment of the NCs, which was a new City Charter (Article IX), voted on in June 1999. The ordinance was "effective August 30, 1999 and placed in the Administrative Code (Chapter 28), which set forth the duties of the [Department of Neighborhood Empowerment] DONE and the Board of Neighborhood Commissioners [BONC]" (Sonenshein, 2006, p.173). The NCs were

meant to bring government closer to the voice of its citizens without giving up the Los Angeles City authority. However, they continue to fight to be part of the decision-making process versus just an advisory role to city council. USC's Urban Policy Brief by Musso, Weare, Elliot, and Kitsuse (2007) notes varying opinions from the media, as the NC program as "a failure hobbled by infighting and irrelevance. Others tout it as an emerging social movement that effectively can address local problems and that has gained the organizational strength to become a force in city politics" (p. 4).

Neighborhood Councils—DONE Mission Statement

The Plan for a Citywide System of Neighborhood Councils was adopted on May 30, 2001 (Ordinance Number 174006) and amended on November 8, 2002 and May 30, 2005. BONC sets up NC policy, certification, and de-certification of the NCs. NCRC assists with the NC program reviews, surveys, and recommendations. The DONE was established to manage the process and elections. On December 18, 2007, the NCRC recommendation to have the city clerk administer elections was approved, as an update to NC policy. As listed on the DONE website, its mission statement is "To promote public participation in government and make government more responsive to local needs by creating, nurturing, and supporting a citywide system of grass-roots, independent, and participatory neighborhood councils" (City of Los Angeles, 2008b, p. 1). However, Musso et al. (2007) note "the vision for the neighborhood council system outlined in the Charter is broad and allows varying interpretations of what the system should accomplish" (p. 5).

Neighborhood Councils—Goals and Objectives

Per DONE in Los Angeles (October 25, 2006), the charter's goals and objectives of the plan are to:

1. Promote Public Participation in City governance and decision making processes so that government is more responsive to local needs and requests and so that more opportunities are created to build partnerships with government to address local needs and requests.
2. Promote and facilitate communication, interaction, and opportunities for collaboration among all Certified Neighborhood Councils regarding their common and disparate concerns.
3. Facilitate the delivery of City services and City government responses to Certified Neighborhood Council's problems and requests for assistance by helping Certified Neighborhood Councils to both identify and prioritize their needs and to effectively communicate those needs.
4. Ensure equal opportunity to form Certified Neighborhood Councils and participate in the governmental decision making and problem solving processes.
5. Create an environment in which all people can organize and propose their own Certified Neighborhood Councils so that they develop from the grass-roots of the community.
6. Foster a sense of community for all people to express ideas and opinions about their neighborhoods and their government. (City of Los Angeles, 2008b, p. 2)

Neighborhood Council—Governing Structure

The NCs are to work as “independent, self-governing, and self-directed as possible” (City of Los Angeles, 2008b, p. 2). NC board meetings follow quorum rules and elections held to induct the board members, and “no single community stakeholder group can comprise a majority of a certified neighborhood council’s governing body” (Sonenshein, 2006, p. 173). DONE is responsible for assisting with their management and has 18 project coordinators assigned to approximately five NCs each. DONE assists the NC with certification and formation, facilitates collaboration, provides technical assistance, and disputes resolution between NCs.

The NC boundaries attempt to match “historic and contemporary” community geographic areas, but there are exceptions. Census tracts used will attempt to limit each NC to 20,000 community stakeholders, and sometimes police and fire districts are referenced for setting up NC boundaries. Musso et al. (2007) listed that the “councils represent on average residential areas of 38,000 people.” And, that “the average size of a neighborhood council board is about 21 board members” (p. 7). The city council districts may overlap in many NC areas, and the NC may have two to three city councils with whom they meet on a routine basis. The NC works with service groups in their areas, such as land use. An NC can collaborate with other NCs on issues, such as with their driving success in keeping DWP’s rate increases at 11% versus 18%.

The elected board members made up entirely of volunteers may have limited time to participate due to many having full-time jobs. There is an expectation that the NC board members will attend the training courses that are provided by DONE through its Empowerment Academy, as well as, follow the policies mandated by the BONC and participate with the NCRC. The NC board members can act as a liaison to their city council in an advisory role only. The BONC appointments chosen by the City of Los Angeles Mayor, consist of seven administrators and are overseers of the NC program. The NCRC, also called the 912 Commission, mandates the city council under Charter Section 912. This institutes an independent commission to review the system of NCs and assists with recommendations. The mayor and city council by Ordinance No. 177535 instituted the NCRC in April 2006; they contract out surveys to be conducted by CSU Fullerton with the assistance of Raphael Sonnenshein, NCRC Executive Director. In the

NCRC Survey of Current and Former Neighborhood Council Board Members: Final Report conducted by California State University, Fullerton, Section 912 of Article IX of the City Charter states:

The Mayor and Council shall appoint a commission as prescribed by ordinance to evaluate the provisions of this Article, the regulations adopted pursuant to this Article, and the efficacy of the system of neighborhood councils no later than seven years after the adoption of the Charter. The commission shall make recommendations to the Council regarding changes to the Charter of the Regulations, as it deems appropriate. (Robinson & Tiwari, 2007, p. 1)

These groups all function under the Charter Department of Neighborhood Empowerment.

The department's core functions as seen in the City of Los Angeles (Blue Book), *Detail of Department Programs: Supplement to the 2008-09 Proposed Budget, volume 1* are:

- Organize and monitor the system of neighborhood councils.
- Develop formal and informal training programs for the participants and members.
- Create and support policies and programs of the citywide system of neighborhood councils.
- Produce regular events and activities to promote public participation in government.
- Provide and manage funding for NC operations, outreach activities, and neighborhood improvements with departmental monitoring and auditing of NC expenditures. (Villaraigosa, 2008b, p. 418)

The Department's projected staffing is 49 employees for fiscal year 2008-2009.

Performance metrics are as follows:

- Increase in number of public schools, nonprofit and other civic organizations involved in neighborhood councils
- Increase in number of neighborhood council transactions processed and monitored
- Increase in number of 2009-2010 budget surveys submitted
- Increase in number of classes provided and members trained
- Number of neighborhood council elections administered (Villaraigosa, 2008b, p. 418)

The success of the overall NC program is dependent on not only the stakeholder volunteers, but also the administrative support from DONE and the financial resources allotted by the city. As Musso, Weare, and Cooper (2004) summarize Peterman in 2000 and Berry, Portney, and Thomson in 1993, “A factor critical to the success of neighborhood organization is adequate support, monetary or otherwise, from an early stage. The city’s support does not appear commensurate with the size and scale of the undertaking” (p. 17). Musso et al. (2004) further makes a comparison of other NC programs; “Los Angeles represents approximately \$2 per city resident . . . including grants.” While “operating expense alone for Portland’s Office of Neighborhood involvement” is \$13, “Seattle’s Department of Neighborhoods” is \$12 in “proposed funding” and the Minneapolis’ Neighborhood Revitalization Program, which is “one-tenth the size of Los Angeles . . . excluding grants” is \$21 (Musso et al., 2004, p. 17).

Neighborhood Councils—Stakeholders

NC membership is currently inclusive of community stakeholders “as any individual who lives, works or owns property in a Neighborhood Council area” (City of Los Angeles, 2008b, p. 3). The definition of who is a stakeholder has been under constant scrutiny for proposed changes, especially since they can consist of non-citizens and non-registered voters. The NC numbers continue to vacillate over the years since its inception due to NC certifications or de-certifications. Sonenshein (2006) states, that “by 2004, certification had been received for 85 out of 97 proposed neighborhood councils, covering 3.1 million of the city’s nearly 4 million residents” (p. 175). The current number

of certified NC is 89 with seven NCRs, but there is a total of 96 NC, with the balance in various stages of growth or decline, due to certifications or decertifications.

Neighborhood Councils—Budgets and Funding

As part of this charter, the City of Los Angeles provides \$50,000 in appropriations funding each year per NC. The NCs submit demand warrants for use of their appropriations and have categories of neighborhood improvement, operations, and outreach. The subcategories for neighborhood improvement are beautification projects, community services, LAUSD/educational support, and other. The subcategories for operations are office equipment/supplies facilities, Apple One/administrative support, meeting expenses/translation, and other. For outreach, the subcategories are events/refreshments, election related expenses, advertisement/newsletters/web, and other. The NCs are also allowed expenditures in the form of a purchase card or petty cash.

Figure 6 depicts the NC model with relationships on demand warrant funding expenditures; note that the graph is without the study's research theories applied. See Figure 9 for the Model of Neighborhood Councils in a Structural-Functionalism Paradigm.

According to the DONE plan, Article IX, funding is as follows:

1. At the beginning of each fiscal year, the Mayor and council shall appropriate money for Certified Neighborhood Councils for costs related to the functions, operations, and duties of being a Certified Neighborhood Council. Such functions, operations, and duties include, but are not limited to, meeting and office space, office equipment, computers, supplies, and communications, such as costs associated with newsletters, postage, or printing written materials. At the discretion of each neighborhood council, and as approved the DONE, all or part of the money so appropriated may be used for neighborhood improvement projects.

2. Any money which the Mayor and council appropriate as grant funds each fiscal year shall be made available to Certified Neighborhood Councils for various neighborhood improvement projects. In order to be eligible for grant money, a Certified Neighborhood Council shall submit an application to DONE, as prescribed by DONE. Grant money shall be awarded to Certified Neighborhood Councils based on criteria and procedures established by DONE and the Commission. Each Certified Neighborhood Council that received grant money shall be required to account for its expenditures pursuant to this Plan (Article III, Section 2(d). (City of Los Angeles, 2008b, p. 21))

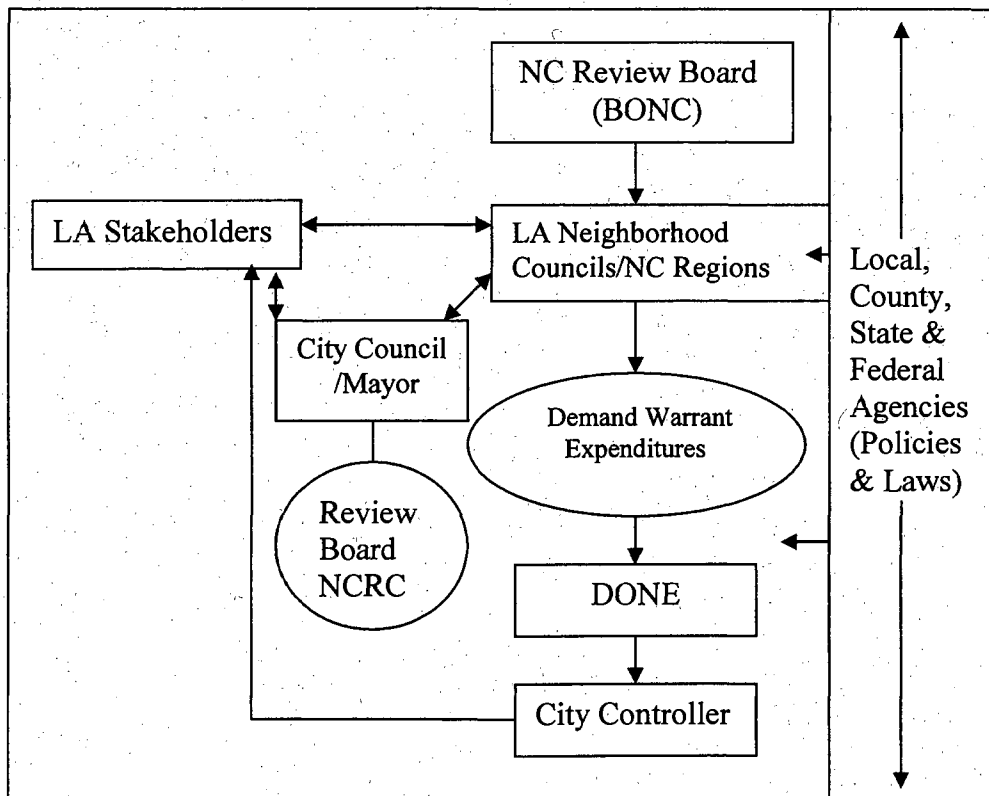


Figure 6. Model of neighborhood council and demand warrant expenditures.

NCs each establish their own bylaws, rules for the size of their board members, roles of those members, and expenditures. Currently, there are rules for expenditures that

are not used within the appropriation year, and can be lost to a rolling over into the city's general fund. The importance of adequate decision making to these \$50,000 appropriations can be tantamount to the success of the NC in funding. This rollover is currently under review to go into the individual NCs for special funds like Outreach.

Budget Summary

To see the allotments, the Tables 4, 5, and 6 are summaries from the *Budget Summary 2008-2009* booklet (City of Los Angeles, 2008a, pp. 6, 10-12). Table 4 shows the City of Los Angeles total general budget growth for the last 3 fiscal years. Table 5 shows the City of Los Angeles budget appropriations with the Neighborhood Empowerment fund for 2008-2009 at .01% of the city's total \$7,113.1 million. Table 6 shows the direct operation cost allocation for 2007-2008 for the NCs.

Table 4

City of Los Angeles Budget Summary Fiscal Year 2008-2009

	Unrestricted revenues comparison (\$ millions)		
	2006-07	2007-08	2008-09
Total general city budget	\$6,673.2	\$6,817.7	\$7,113.1

Note. From *Budget Summary 2008-2009* reference summary booklet (City of Los Angeles, 2008a, p. 10).

Table 5

*City of Los Angeles Neighborhood Council Budget Appropriations Fiscal Year
2008-2009*

	2008-09	% of \$7,113.1 (millions)
Neighborhood empowerment fund for 2008-09	\$7,133,712	0.1%

Note. From *Budget Summary 2008-2009* reference summary booklet (City of Los Angeles, 2008a, p. 6).

Table 6

*Direct Costs of Operation Including Cost in Other Budget Appropriations—Fiscal Year
2008-2009*

Neighborhood empowerment allocation categories	Related costs
Pensions and retirement	\$818,447
Human resources	\$489,307
Water and electricity	\$4,943
Building services	\$618,858
Capital finance and wastewater	0
Liability claims	0
Total related costs	\$2,101,115
Budget appropriations	\$3,806,263
Total direct cost of operations	\$5,907,378

Note. From *Budget Summary 2008-2009* reference summary booklet (City of Los Angeles, 2008a, pp. 11-12).

Early Notification System (ENS) and Community Impact Statements (CIS)

The Early Notification System (ENS) allows the NC boards to have access and e-mail alerts to notices and decisions of interest within their community or outside for joint ventures. This early warning system developed with the city's Information Technology group has outstanding search engines for city documentation and a clear innovation for the City of Los Angeles. However, improvements are needed to prevent wading through massive city information, even with RSS (Real Simple Syndication) technology feeds that can drop information into a board member's e-mail. The Council File Management System (CFMS) replaces the council's old File Index system. The NC can get a "comprehensive file index of Council files, summaries and details to all legislation considered or acted on by the Council" and contains "records of legislation, commendatory resolutions, Council votes, and scanned reports/documents" (City of Los Angeles, 2008c, p. 3). The NCs that sign up for receiving RSS feeds to get e-mail notifications on key issues of importance to them, can permit them react quickly and voice any opinions or impacts through a Community Impact Statement (CIS). Improvements are still required to meet the quickness of policy discussions in the city council, who often only follow the "Brown Act, which only requires posting of agendas 72 hours prior to public meetings" (Musso et al., 2007, p. 24). Further mentioned by Musso, Weare, Jun, and Kitsuse (2004), "There is a need to continue developing channels for NC input in city policy making and service delivery, such as an improved ENS and institutional systems for feedback on service delivery" (p. 6).

Currently, only the first CIS received on the impact is noted for council attention, and each NC must attend the meeting in order for their individual CIS statements read and entered into the minutes. There is constant discussion on what is the right CIS process that benefits both the NCs, as well as the limited administrative resources in the city, and this matter is being reexamined. The city also has video and audio recordings available to the public of council sessions. The City's Information Technology Agency ITC operates LACityView 35, so that the public can view council proceedings on cable television.

The Brown Act

The Brown Act allows the public to have access to committee open notices and forums in local government. The NC board members being a part of the City of Los Angeles charter must uphold and follow the city's applicable laws. In the State of California Government Code, the Ralph M. Brown Act of 1953 in their 2001 Policy Declaration, Section 54950 outlines the following:

In enacting this chapter, the Legislature finds and declares that the public commissions, boards and councils and the other public agencies in this State exist to aid in the conduct of the people's business. It is the intent of the law that their actions be taken openly and that their deliberations be conducted openly.

The people of this State do not yield their sovereignty to the agencies which serve them. The people, in delegating authority, do not give their public servants the right to decide what is good for the people to know and what is not good for them to know. The people insist on remaining informed so that they may retain control over the instruments they have created. (State of California (2001) Summary from Attorney General, Bill Lockyer) (*Ralph M Brown Act 2001*, 2001, p. 1)

Determining whether the NCs should fall under this ruling has created several debates due to the act's restrictive nature and timing on NC activities. As noted by the

USC Urban Policy study: "Neighborhood Councils in Los Angeles: A Mid-Term Report," the Neighborhood Councils must meet the "72-hour notification of meetings," for not only their board meetings, but also for each of their committee meetings (Musso, Weare, Jun et al., 2004, p. 15). The USC report indicates that the Brown Act "while intended to ensure open deliberation, these requirements prevent boards and their committees from meeting informally, and slow their ability to respond to policy issues" (p. 15). In addition, "members view city financial disclosure requirements as onerous and intrusive when applied to volunteer neighborhood council board members" (p. 15).

The recommendation from the NCRC is for a Sunshine Law, which would allow some flexibility in the NC program, and makes "it easier for citizens to obtain information about meetings of governmental bodies at both the state and local levels" (Mintrom, 2003, p. 57). It is noted that the NCs work under the city charter and their meetings are for the public good. The NCs are able to use the city attorney to address any concerns of compliance. Sonenshein (2006) states:

In enacting this chapter, the Legislature finds and declares that the public commissions, boards and Councils and the other public agencies in this State exist to aid in the conduct of the people's business. It is the intent of the law that their actions be taken openly and that their deliberations be conducted openly . . . all meetings of the legislative body of a local agency shall be open and public, and all persons shall be permitted to attend any meeting of the legislative body of a local agency, except as otherwise provided in this chapter. (p. 167)

Area Planning Commission (APC)

The Area Planning Commissions (APC) is not included in the NC's decision-making process. The APC works on land use and zoning appeals. Under the new charter, they increased the area planning commissioners from five to seven. The NCs

would like to have more power in the decision making on land use and zoning in their areas to address as mentioned by Vincent Scully, “The need to address urban decline, ‘placeless’ sprawl, environmental deterioration, and loss of agricultural lands and wilderness” and “as a part of one ‘inter-related’ community-building challenge” (as cited in Gottlieb, 2007, p. 73).

Neighborhood Councils Highlights

Some highlights that Sonenshein (2006) mentions from the DONE website in 2006 are the following:

Smallest NC - 7,323 residents (Elysian Valley riverside NC)
 Largest NC - 103,364 residents (Wilshire Center-Korea town NC)
 Largest NC Board - 51 (Boyle Heights NC)
 First Election - April 17, 1972 (Central San Pedro NC)
 Largest election turnout - 2,245 (Greater Wilshire NC, June 15, 2005). (p. 171)

San Fernando Valley—Background History and Secession

Overview

While other surrounding regions appeared to be heavily involved in redesigning and redevelopment, the San Fernando Valley appeared to be behind of the other neighborhoods in support from of the city council in funding and resources.

This discussion surrounds the impacting laws and policies that created the secession movement in the San Fernando Valley from the City of Los Angeles, and helped lead to the formation of NCs. The areas explored are landfills, Santa Susana Labs, water and land contamination, air pollution, environmental protection, maintenance, housing, population, and transportation issues.

Early Secession Movement

An alternative policy approach identified to resolve the San Fernando Valley's growing need for public services was to secede from the managing City of Los Angeles. At the time, there were six such proposals for municipal detachments. San Fernando Valley, however, would have been one of the largest secessions to date to occur.

The central actors involved in promoting secession were the Valley Voters Organized Toward Empowerment (Valley Vote), environmental activists, Los Angeles City Council, landfill industries, property owners, building developers, San Fernando businesses, and Los Angeles residents and businesses.

San Fernando Valley—the Beginning

Overview

The references examined were Jackson Mayers' (1976) book, *The San Fernando Valley*, and the *Commission on Local Governance for the 21st Century—Financing the Fiscal Study for San Fernando Valley Secession* of June 11, 1999, and local policy laws around water, land use, and taxation laws.

Jackson Mayer's (1976) historical book provides much of the historical dates and figures provided in this dissertation on the San Fernando Valley. Per Mayers (1976), the original discovery of the San Fernando Valley area was over 230 years ago on August 5, 1769. The Americans acquired Los Angeles in 1846 and the San Fernando Valley in 1847 from the Spanish. In 1850, California became a state. Annexation of the San

Fernando Valley to the City of Los Angeles passed in 1915 with a vote of 681 to 20. The school districts joined the Los Angeles City School District in 1915 (Mayers, 1976).

There have been numerous disputes over land use in the San Fernando Valley, to the point of almost war. Although, these disputes have been running over several centuries, they centered on the same basic concept; increasing capitalism in the Los Angeles metropolitan area, against maintaining the farms and agricultural aspects of the San Fernando Valley. In speaking to citizens in San Fernando Valley, they are very passionate about keeping their horse zoning and open mountain views, as opposed to increased building.

Although, Burbank, Glendale, and San Fernando City chose to maintain their independence from the City of Los Angeles, the original and primary reason that the San Fernando Valley annexed to the City Los Angeles was for water rights. The San Fernando Valley had to negotiate for water rights to its own water. Availability to water has always been a major concern for maintaining the existing farms and orchards of the time, especially since the majority of valley land consisted of agriculture. The Valley, in essence, joined the City of Los Angeles force, just so that it could "get a drink of water" for these farms (Mayers, 1976, p. 112).

On the other side of the hill, the City of Los Angeles focused its strategy on moving toward economic gains for the city. The City of Los Angeles' economic growth impacted greatly by need for water during the great drought from 1892 to 1904, turned toward the San Fernando Valley water resources running through its land. The city's needs for water became the utmost priority (Mayers, 1976).

Water Rights

The Owens Aqueduct Bond was issued and passed in 1907, without a single Valley voter. The participants in this venture were Otis Brant a VP of Title Insurance, Harry Chandler a large land owner and the VP of the *Los Angeles Times*, Moses Sherman, a Railway Builder, Harrison Otis President of the *Los Angeles Times*, and H. J. Whitley a subdivider and builder. Mayers (1976) highlights the attitude at the time, as shown by Harry Carr, *Los Angeles Times* editor's statement, "What was to happen was a 'tragedy' but a 'necessary cruelty' using 'subterfuge' but helping the greatest number" (p. 90).

The valley, in its attempt to maintain its farms and orchards, started building dams and irrigation pipes. The City of Los Angeles stopped the San Fernando Valley actions based on Spanish Pueblo law in the 1899 Pomeroy and Booker case in the California Supreme Court. It was "this single decision [that] was to shape the destiny of the Valley" (Mayers, 1976, p. 87). The valley had only a reservoir authorized for city water use. Mayers (1976) mentions a comment from Nadeau, that "San Fernando Valley—rendered barren by city lawsuits to prevent the pumping of water—stood as an example of sacrifice before the priorities necessarily of Los Angeles" (p. 90). In the years that followed however, the valley was able to show that Indian law should stand before Spanish law, thereby allowing them some water rights. The various communities in San Fernando Valley began annexation to Los Angeles in 1915, "just to get a drink of water," which was voiced repeatedly and became the popular quote at the time (p. 112).

Industrialization

The political factions that produced World War II, brought the valley to the industrial age, and according to Mayers, the valley became the leader in crops, films, aircraft, and individual city growth by 1938. In 1950, 77.8% of the industrial labor force was in aircraft and firms. The 1950 Census showed that 80% of LA's growth was now in the valley, with \$162,745,565 worth of building growth. In 1951, 90% of the jobs were in the defense industry, with 65% of employment, and 5,790 national businesses in the valley (Mayers, 1976).

Some of the major businesses of that time were Anheuser Bush, auto dealers, NBC, Pacific Bell, Rocket Dyne, Department of Water and Power (DWP), General Motors, Rexall Drugs, Goodwill Industries, Applied Science, Southern California Gas Company, Kaiser-Aetna. Mayers (1976) notes that Dr. Elmer S. Nelson, an economist of the time predicted that "the complete saturation of the valley would come by 1960" (p. 176). In Dr. Fred E. Case's UCLA study of 1953 "held that the area would soon reach the 'limit' of its expansion unless more industry and better transportation began" (p. 176). In 1955, a master plan was in consideration, with a land study for 1956. The valley, called the "illuminating satellite" to Los Angeles by Roy Chanslor in *Holiday Magazine*, led the City of Los Angeles in almost "every field" for "two decades" (p. 182). No major city exceeded its growth, the valley's employment ranked 13th among the major cities with 13,000 businesses, and became fourth largest builder in the county.

Growth and Dissention

As illuminating and shining as the valley's future appeared at that time, there were enormous disparities in the goods and services so that that valley leaders felt there were definite gaps when compared to the city of Los Angeles. They filed a demand for a "\$50,000 share of the \$425,000 annual appropriations" from Los Angeles County Board of Supervisors. As Mayer (1976) also highlights,

The Valley now held 28 percent of Los Angeles city's population. . . . No major city in the country exceeded it in growth. . . . Chamber officials held also that the Valley was not receiving a rightful share of city funds while more that 75-80 percent of city growth was occurring in the Valley. (Mayer, 1976, p. 184)

At that time, discussions on a secession movement from the City of Los Angeles began.

City Planning and Congestion

Street congestion issues arose due to the lack of full-width completed streets. Improper gutter drainage caused two thirds of the public schools to close during rains, while none of the Los Angeles public schools had to close down. Mayers (1976) states, "What you need in the Valley is not a driver's license, but a river pilot's license" (p. 185). Mayers continues to note that the valley traffic accidents rose 242% from 1948 to 1958, while Los Angeles increased to 74% in that period. Only 10% of the streets approached minimum city standards, and engineers claimed 85% were inadequate.

Mayers (1976) indicates that the valley's valuation assessed at 26% of Los Angeles, but the valley budget was only 14.3% for police. The number of fire stations was 30% of Los Angeles fire stations or 1 to 42,000 residents to Los Angeles with 1 in 18,000 residents. He indicates that "the city was not meeting [the] Valley needs"

(Mayers, 1976, p. 184). The entire valley used the Superior Court downtown, but San Fernando and Burbank cities, had one each.

Urbanization

The valley showed it was leaving suburbia to full urbanism by the 1960 census. They had 43% of the building permits in Los Angeles. The previously proposed master plan date extended into 1980, and valley researchers “argued that there was little leadership, less direction, and vast individuality that was forming policy for the valley.” The Chamber of Commerce commented that “the Valley is one million souls in search of a community. I can’t name a community of a million people anywhere that has no cultural center, no major sports centers” (Mayers, 1976, p. 201). The isolation of the Valley from Los Angeles was growing, based on an Urban Affairs Study, and talk of a master plan called Destination 90 began.

Urban Sprawl

In the 1970s and 1980s, inflation, recession, and the closing down of aerospace and big businesses occurred. The over development of apartment buildings, which was originally needed for the growing number of industrial employees to big business, was now filled with immigrants and overcrowding. Problems with vacant buildings and lots, due to this earlier over construction of apartment buildings to house the aerospace and business growth, created issues with infestations, along with the lack of jobs rising. The city hall in Van Nuys had entire floors vacant, and an elevator built in 1932, making

valley councilmen choose to oversee their districts remotely in downtown offices (Mayers, 1976).

As stated by Kotkin and Ozuna (2002), in their report on the *The Changing Face of the San Fernando Valley*, “by the 1980s, the Valley increasingly resembled not so much ‘American Suburb’ but a community in economic and demographic decline” (p. 9). Kotkin and Ozuna (2002) further cite Patrick McGreevy that “the ‘ghettoization’ of some areas, particularly in the North Valley, has brought with it some degree of urban decay” (p. 13).

Traffic congestion was problematic without proper freeway build outs and a quickly increasing population. Smog issues were serious, crime rose 19% in 1970 and landfills build to house Los Angeles garbage become a major concern. The earthquakes in 1971 and 1994 did little to assist the economy in the valley, as huge amounts of dollars went into just rebuilding the damaged structures and freeways (Mayers, 1976). Kotkin and Ozuna (2002) quoted McGreevy in the *Los Angeles Times*, “In certain areas, dilapidated houses, crime, drugs, and gangs rival the worst conditions seen in more traditional inner-city areas of Los Angeles” (p. 13).

Zoning and Land Use

The valley had a 40% minority rate at that time. There was still no comprehensive plan for the valley as the master plan and land use plans pushed out again. Mayers (1976) stated that the Planning Director Frank P. Lombardy referred to the San Fernando Valley as a half built city. Moss (1977) asserted that local municipal zoning regulations should respond to their citizens in the following areas:

1) Less congestion on the streets, 2) Security and safety from fire and other dangers, 3) Provide adequate light and air, 4) Prevent overcrowding of the land, 5) Avoid undue concentration of population, and 6) Facilitate the adequate provisioning of transportation, water, sewage schools, parks, and other public requirements. (Moss, 1977, p. 322)

The Secession Movement: Current Decade

Overview

As Tiryakian (1998) espouses in his article, "Secession, Autonomy and Modernity," that "secession is a phenomenon which is part of the modern world order. It represents the seeking of autonomy even if the price for this autonomy is steep" (p. 55). Secession is often compared to matrimonial divorces. A financial study from the Local Agency Formation Commission committee (LAFCO) conducted on the valley secession, determined that the valley would have to pay an alimony of \$563 million a year for 20 years to disengage. The San Fernando Valley "payments would start at \$65.8 million annually and decrease by 5% each year until 2002" (McGreevy, 2002, B4).

Decentralization of City Governance

As noted by Valley Vote in 1991, the City of Los Angeles had 3.6 million residents and was still geographically larger than 25 states. The city council was comprised of 15 council members that represented their 9,000 constituents in 1876. That had grown to "each council person represented 235,000 constituents, while in most major cities the average council person represents 20,000 to 40,000 constituents" (Valley Vote, 1991, p. 1). This could account for the inability for the City of Los Angeles to connect with the demands of its many citizens, as Tiryakian (1978) states the "the 'disengaging

party” has lost trust in the intentions and activities of the constituted” and, “has lost confidence that it may be allowed the ‘voice’ option in the public sphere” (p. 54).

According to a statement of Keeok Park (1999), in his article, “Problems of Local Government and Integrated Fragmentation,” on decentralizing large cities and counties:

Most of the boroughs should be large enough to utilize economies of scale and economies of scope. At the same time, they should be small enough to be responsive to the needs of borough residents. The optimal population size of the boroughs may vary by region and individual circumstances. In general, they should be between 50,000 to 100,000. (p. 140)

The San Fernando Valley is 250 square miles, with some of its 1.5 million residents holding 47% in managerial or professional jobs. If separated, it would constitute the sixth largest city in the United States, larger than San Diego, Detroit, or Dallas.

City Zoning and Waste

Zoning to some extent takes into consideration an area’s aesthetics. The zoning commission has the responsibility for land development, but with the valley boom years and over development, the area became congested with apartments rather than single-family homes. Moss (1977), speaks in terms of “waste” in the use of land, “if the party in possession commits certain acts upon the land which are usually but not necessarily alleged to be harmful to the rights of the party not in possession, the customary allegation is that waste has been committed” (p. 12). She further espouses,

A possessor can be held responsible for poor husbandry resulting from inactivity on his part. The duty of care is that of a man of ordinary prudence. Aside from allowing open land or cultivated land to diminish in value, permissive waste can result to structures from failing to make repairs or otherwise protect the premises against deterioration or destruction. Permissive waste can result in almost any situation when there is a failure by the possessor to act to preserve the property when he is found to have a reasonable duty to act. (Moss, 1978, p. 16)

Tiryakian (1998) also adds:

Socioeconomic factors play an important role in secession, since frequently a dimension of the discontent is that the existent state is exploiting the territory in question (getting more revenues from the territory than it is plowing back, allowing immigration into the territory which takes away from the cultural identity of the territory, etc), or letting it run ragged. (p. 55)

Conservation Commission and Landfills

The activities of the Conservation Commission should allow for development of: floodplain zoning, monitoring of air, waste, pollution, pesticide use, recycling programs, billboard control, planting of trees, and landfill sites. However, they rely heavily on local funding or gifts to support their activities. The Conservation Commission power is very limited without the support of the City of Los Angeles, and budget and responsibility for the maintaining areas is under constant discussion. The fact that landfill sites like the Sunshine Landfill and toxic waste sites were chosen as far away from the City of Los Angeles proper, ending up in the valley, has been a strong bone of contention.

Secession—Battle Line Supporters

The major financial supporters of the valley succession were the *Daily News*, Bert Boechman, owner of Galpin Auto Dealers and David Fleming, City Fire Commissioner. A list of valley organizations that supported the study for the effects of secession is in Appendix B. In opposition to secession were Mayor Richard Riordan, several city officials, public employee unions, the *Los Angeles Times* newspaper, and downtown businesses. Tiryakian (1998) argues, "How the state responds to demands for autonomy then, is one critical variable. States that have a long-standing democratic tradition and the

institutions of a civil society are likely to seek non-violent accommodations to forestall secession” (p. 54). And, the response from the city of Los Angeles was to make the “utilization of force to make the disengagement as costly as possible” (Tiryakian, 1998, p. 54). The accommodation or compromise was to incorporate the NC system, but with limited powers.

The City of Los Angeles

Overview

The City of Los Angeles, one of the largest cities in the world and second largest in the United States, and called an alpha city, has an AA financial rating. It was founded in 1781 by the Spanish and became a municipality in 1850. In the 1990 Census, retrieved October 10, 2008 from the City of Los Angeles planning website, the population was 3,485,398 with a diversity of Hispanic 39.9%, White 37.3%, Black 13.9%, Asian 9.2%, Native American 0.3%, and Other 0.3% (Martinez, 2006). The current population from the U.S. Census, retrieved from the Los Angeles City Administrative Officer (CAO) is 3,957,875. In the LA City publication, *Your Government at a Glance: Facts about the City of Los Angeles* (Martinez, 2006), the area is measured at “472.08 square miles” (p. 8). Wikipedia’s web source puts it over 498.3 square miles, due to annexations from surrounding areas over the years, with the majority of these mergers due to the need for obtaining water in the Los Angeles desert landscape (Los Angeles, California, 2006).

City of Los Angeles—Local Government and Charter

Their charter of 1925 is the backbone of their current governance and has gone through several amendments and attempts at reforms. Their original charter reaffirmed in the Charter of 2000 allows them to have “established citizen commissions appointed by the mayor to run city departments. While many cities have advisory boards and commissions to elicit citizen input, Los Angeles is unique in the degree to which such commissions have had decision making authority” (Sonenshein, 2006, p. 31). The City of Los Angeles has a mayor-council government structure (see Appendix E) with a city controller and city attorney. The elected mayor serves as the city’s executive officer. The council is the governing body and still has 15 council members, but there have been discussions to expand up to 20 or 25 members. This structure also has support provided from the city administrative officer and city clerk.

The city charter outlines the duties and powers of its officials elected and appointed, and can only change by public votes. To efficiently pass laws quickly and operate in a daily manner, city ordinances are used and are required to go through the mayor and/or the city council. The City of Los Angeles has three basic ordinance areas: the Municipal Code for the general public, the Administrative Code for municipal operations and the Election Code for election procedures (Sonenshein, 2006, p. 21).

Department of Neighborhood Empowerment (DONE)

The NCs are under the charter DONE with citizen commissions (see Appendix E). In the LA City publication, *Your Government at a Glance: Facts about the City of Los Angeles* (Martinez, 2006), the following is reported on the website for the DONE:

The Department of Neighborhood Empowerment (DONE) was created in 1999 and the department created a Plan for a citywide system of Neighborhood Councils, which was adopted by the City council and Mayor on May 31, 2001. The Neighborhood Councils are empowered to elect or select their own leaders, choose their own boundaries, and determine their own issues. As the centerpieces of this new system of participatory democracy, they will be as independent from government as possible. The city provides them with the resources, training, and access that they need to hold their elected officials accountable, and ensure that their neighborhood priorities are given proper attention. (Martinez, 2006, p. 29)

Neighborhood Councils and City Funding

The City of Los Angeles is managed like a business and

Runs its day-to-day operations using business-like principles characteristic of large organizations. It must develop a balanced budget each year, maintain its high credit rating so that it can borrow money at favorable rates, and deliver the more service possible within the funds that are available. (Sonenshein, 2006, p. 22)

There are also three proprietary organizations attached to the City of Los Angeles, not surprisingly water and power, as well as, the harbor and airports that operate separately.

Mayor's Budget and NC Participation

The NCs participate in the annual city budget by attending the Mayor's Community Budget Day, other budget meetings, and filling out a survey to rank their budget priorities. The mayor's budget proposal delivered in 2006 and with the budget priorities surveys (see Table 7) met on "January 27, 2007 to discuss regional budget issues and priorities. From those regional meetings, fourteen regional budget Neighborhood Council Representatives were elected by their peers to deliver their region's budget priority message" directly to the mayor (City of Los Angeles, 2008a).

Table 7

Mayor's Budget Survey for FY2007-2008: Ranking of Budget Priorities

Issue area	Neighborhood council regions							
	Central	East	Harbor	North valley	South valley	South LA	West	Citywide
Transportation	1	3	2	3	3	5	1	1
Public safety	2	1	1	1	1	1	2	2
Infrastructure	3	2	4	2	2	4	3	3
Energy & environment	4	5	5	4	4	9	4	4
Youth programs	7	5	7	7	7	2	6	5
Emergency preparedness	5	8	3	5	5	8	5	6
Recreational service	5	6	6	6	6	7	7	7
Housing	8	8	9	9	9	3	8	8
Economic development	9	7	8	8	8	6	9	9

Note. From *Budget Summary 2008-2009* reference summary booklet (City of Los Angeles, 2008a).

Other Neighborhood Council Studies

In the USC Center for Economic Development's study on *Neighborhood Councils in Los Angeles: A Mid-Term Report* by Musso, Weare, Jun et al. (2004), their focus is as follows:

Given that the Neighborhood council system is still in a formative stage, we believe it is premature to evaluate long-term outcomes. Hence, this report focuses on the following intermediate outcomes that have been found by researchers to be requirements for successful neighborhood involvement in governance. These are (1) representation of natural neighborhoods; (2) a citywide system; (3) support for the councils in the form of resources and participatory innovations; and (4) development of a strong "participatory core" of neighborhood councils that are democratically legitimate and deliberative. (p. 3)

[They also stress that] Future evaluative activities should also assess the manner in which community stakeholders judge the activities and accomplishments of neighborhood councils. (p. 5)

In their Urban Policy Brief of the same study, Musso, Weare, and Cooper (2004) indicates that “a successful Neighborhood Council system should contribute to the civic culture of the city by creating sustained relationships that build ‘social capital’—norms of trust and reciprocity” (p. 7). On the average, “Board member surveyed reports 12.25 relationships related to Neighborhood Council involvement, of which 6.71 are with other board members, 2.69 with stakeholders, 2.38 with City Hall, and .47 with other Neighborhood Boards” (p. 7).

In 2005, Terry L. Cooper and Pradeep Chandra Kathi produced an article, “Neighborhood Councils and City Agencies: A Model of Collaborative Coproduction” in the *National Civic Review*. In looking at Sherry Arnstein’s ladder of citizen participation lower three “rungs of nonparticipation, tokenism, or partial participation,” Cooper and Kathi discuss that “the new neighborhood councils in Los Angeles may reflect higher levels of participation” (p. 43).

In the USC Urban Policy Brief 2007, *Toward Community Engagement In city Governance: Evaluating Neighborhood Council Reform in Los Angeles* by Musso et al., an overview of the study is as follows: In determining the success of the NC program,

It is still relatively early to reach conclusions on the overall impacts of the system. Some neighborhood councils, for example, only have been certified for a few months. More importantly, the fruits of democratic reforms may take a long time to materialize. (p. 4)

There has been a “wide range of possible interpretations” of the city Charter vision for NCs. For example, how much should the NCs be “influencing city services”? However, “the concern that the city would ‘offload’ maintenance duties was echoed by a participant who stated: ‘We don’t want to do the city’s job’” (Musso et al., 2007, p. 5).

The USC study focus on “intermediate goals” for “a strong participatory core” and “political support and provision of resources.” Their “long-run goals” are “increase participation of diverse stakeholders,” “improved community capacity” and “Strengthening the civic culture of Los Angeles” (Musso et al., 2007, p.6).

There is common agreement that outreach is the most difficult activity for the NCs: “A 2003 survey by the Public Policy Institute of California found that only 27%” are aware of the NCs. In the “2007 survey by the Leavey Center for the Study of Los Angeles found that nearly 60% of Angelenos were aware of the neighborhood council” (Musso et al., 2007, pp. 7-8).

The study noted on representation, that the board agendas were not in alignment with the stakeholders. Part of this may also be due to the board not reflecting a wide diversity that is reflective of its neighborhood. The NCs follow typical volunteer guidelines, which show the majority of volunteers are White, higher educated, and middle to upper income. Volunteers can spend 10 hours a week, between the meetings, subcommittees, web and public interfacing, training, and mandated administrative accountability to DONE. Having “‘action committee’ structures” is helpful in dividing time commitments for the board and “encourage informal exchanges between board members and stakeholders” (Musso et al., 2007, p. 20). In the NCRC study, their “interviews confirmed that for a significant segment of the councils, an inability to work together productively interfered with the council achieving its goals” (p. 36). However, “DONE project coordinators in 2006 cited 38 examples (attributed to 25 councils) of positive citywide effects” (p. 34).

In Witt's (2000) study on Portland's Neighborhood Associations, he emphasizes a "Wheel of Citizen Participation," which shows the "tension" between (active political and (active) non-political tensions. He indicates the following:

Cities are also hampered in their ability to respond equitably and judiciously to neighborhood based demands. This stems from the fact that municipal service bureaus often lack valid knowledge about what neighborhoods need and how they work.

Cities also chronically suffer from dilemmas posed by issues of liability and accountability. A such, city administrators face tremendous difficulty trusting citizens who engage them in issues pertaining to service allocation. (pp. 334-336)

Summary

This chapter covers the formation of the City of Los Angeles NCs and historical impacts that lead to its development, as well as a few other NC studies. The common historical thread shown is the need for water to turn the arid desert like conditions of Los Angeles and the surrounding areas into a marketable metropolis, causing annexation of many areas. In later years, the dispute over equal and fair services, gave way to exit and voice considerations leading to secession efforts, which in turn created the NCs. As quoted by Hirschman (1970), "The decision whether to exit will often be taken *in the light of the prospects for the effective use of voice*. If customers are sufficiently convinced that voice will be effective, then they may well postpone exit" (p. 37). He also indicates, "in some situations, exit will therefore be a reaction of last resort after voice has failed" (p. 37).

CHAPTER III

THEORETICAL MODEL

Overview

Healy (1999) espouses, “A theory is an explanation of the relationships between phenomena” (p. 2). This researcher attempts to connect theories presented in this study to the phenomena of the City of Los Angeles Neighborhood Council (NC) movement. Theories used in this study are: (a) Structural-Functionalism with emphasis on Inputs and Outputs and AGIL Theory, (b) Urban-Regime Theory, and finally (c) discussion on Public Choice Theory. At the end of the chapter is an integration of the theories and theoretical models.

Structural-Functionalism Theory

Structural-Functionalism Theory

Sometimes also known as “social systems theory,” grows out of a notion introduced by Comte and Spencer: that a social entity, such as an organization or a whole society, can be viewed as an organism. Like other organisms, a social system is made up of parts, each of which contributes to the functioning of the whole. (Babbie, 1998, p. 47)

This study uses the NCs as a social systems polity with action theory. Musso et al. (2007) indicates the difficulty in studying the NCs quantitatively due to its broad vision and charter vagueness:

Beyond the broad and vague charter mandates for the neighborhood council system, the basic character of this systemic effort at governance reform is inherently difficult to evaluate due to the process orientation of the reform, and

the typically contested nature of system outcomes. Because of this, we rely heavily in our evaluation on the extent to which the system seems to be developing capacity for action. (Musso et al., 2007, p. 5)

Urban Regime Theory

Utilizing the Los Angeles NCs in this study is ideal in meeting the regime criteria of case study comparison, due to its “mutual common language of measurement,” and assists this study in both reliability and validity (Przeworski & Teune, 1970, as cited in Mossberger, 2001, p. 814). Studying the 89 NCs deliver similar characteristics in that they are all under one City of Los Angeles and distributed equal annual funding.

Public Choice Theory

Public Choice Theory proposes,

Public choice evinces a commitment to orderly and efficient institutions of government, its defense of these “collective” values is not based on a concern with system survival, as it the case, for example, with mainstream systems theory. Rather, order is simply a prerequisite to enable free individual choice within a relatively stable context, and efficiency is a measure of the equation by which net individual utility is calculated. (Harmon, 1986, p. 244)

Wallace's Wheel of Science

The researcher began with theories of Structural Functionalism, Urban Regime, and Public Choice to go through the Wheel of Science continuum on this NCs study and analyze hypotheses. The theory model is recreated (see Figure 7) for Wallace's “The Wheel of Science” as noted in Healy's (1999) book, *Statistics: A Tool for Social Research*. Babbie (1998) espouses that “theories organize our observations and makes

sense of them, there is usually more than one way to make sense of things. Different points of view usually yield different explanations” (p. 42).

Wallace's Wheel of Science

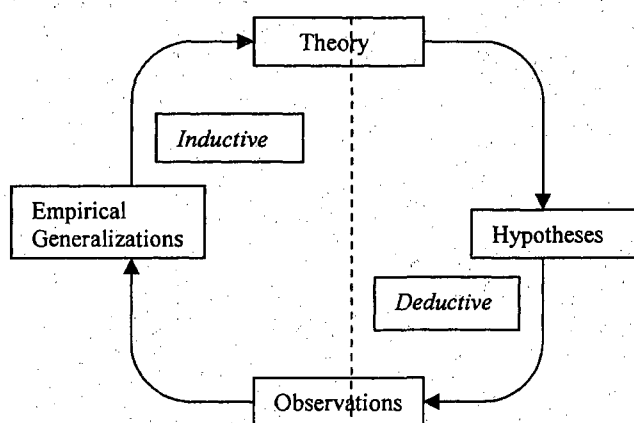


Figure 7. The wheel of science. Adapted from *The Logic of Science in Sociology*, by Walter Wallace, 1971, Aldine-Atherton, Chicago, as cited in *Statistics: A Tool for Social Research* (4th ed.), by J. F. Healy, 1999, Wadsworth Publishing, Belmont, CA, p. 2.

Structural-Functionalism Theory

Overview

Structural-Functionalism per Babbie (1998) is “sometimes also known as ‘social systems theory,’ grows out of the notion introduced by Comte and Spencer: that a social entity, such as an organization or a whole society, can be viewed as an organism” (Babbie, 1998, p. 47). Burrell and Morgan (2008) contend that systems theory and Structural-Functionalism are often use interchangeable terms and both are in the field of “organizational analysis,” that have “relationships which exist between” them, but they

really have distinct differences (Burrell & Morgan, 2008, p. 49). Structural-Functionalism is a more “limited paradigm” to social systems (p. 49). To fully understand Structural-Functionalism, it is necessary to see how the pieces were introduced over the years, as well as the offshoots of theorists and pundits, and the multiple terms and interpretations.

Sociology and Functionalist Sociology

Gibson Burrell and Gareth Morgan (2008), in their book *Sociological Paradigms and Organizational Analysis*, determine that the exact origins of functionalist sociology are difficult to pinpoint due to its long history (suggesting Ancient Greeks) and its contribution in various disciplines. However, they credit Auguste Comte from the 1800s as being “the founding father of ‘sociology’ and that “Raymond Aron has suggested, Comte may be regarded, first and foremost, as ‘the sociologist of human and social unity’” (Burrell & Morgan, 2008, p. 41). Herbert Spencer, “saw the study of sociology as the study of evolution [Darwinism] in its most complex form.” It was Spencer’s “work [that] “did much to lay the foundations for the analysis of social phenomena in terms of ‘structure’ and ‘function,’ elaborating on Comte’s notion of totality and the need to understand the parts in the context of the whole” (Burrell & Morgan, 2008, p. 41). Harmon and Mayer (1986) state that Comte “spoke of society as a living organism,” and “Spencer, who argued that ‘Society is an organism’” (p. 165). Burrell and Morgan (2008) share “Spencer’s view of society was that of a self-regulating system which could be understood through study of its various elements or organs and the manner in which they are interrelated” (p. 43). It is in these beginnings that the concept of functions in a social

system grew with “the view of society as a social system, then, looks for the ‘functions’ served by its various components” (Babbie, 1998, p. 47).

Emile Durkheim, not satisfied with understanding just the “functional analysis” part, adds the importance of “causal analysis” to find out “how it originated or why it is what it is” (as cited in Burrell & Morgan, 2008, p. 44). Durkheim further adds, “We must seek separately the efficient cause which produces it and the function it fulfills” (p. 44). Durkheim, also coming from a naturalist point of view, saw “mechanical solidarity” or a “collective conscience” replaced an “individual’s conscience” (p. 45).

Vicente Pareto with his economics background added to the social field with his “equilibrium model of society.” Burrell and Morgan (2008) stated that Pareto’s

view of society was that of a system of interrelated parts which, though in a continual state of surface flux, were also in a state of unchanging equilibrium, in that movements away from the equilibrium position were counterbalanced by changes tending to restore it or the forces acting upon society. (p. 46)

Systems Theory

The concepts that later developed in structural-functionalism started out from the natural sciences, and biologist, Ludwig von Bertalanffy in his General System Theory and “wholeness” (Harmon & Mayer, 1986, p. 161). Harmon and Mayer stated that systems “are truly understandable only in terms of the interplay among their constituent systemic elements and their relationship with their larger environment” (p. 161).

The Political System

The key notion of systems theory is that “inputs, throughputs, and outputs are relational terms that depict, respectively, the energy and resources imported into the system from its environment and transformation or processing of the energy and resources within the system” (Harmon & Mayer, 1986, p. 164). Harmon and Mayer depict the political system in Figure 5 (repeated here for easy reference).

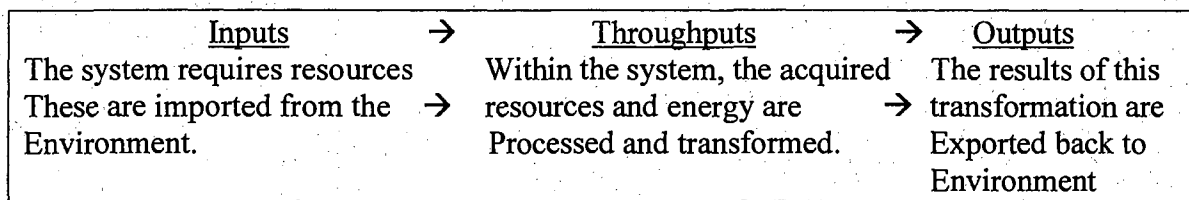


Figure 5. The political system and its environment. From *Organization Theory for Public Administration*, by M. M. Harmon and R. T. Mayer, 1986, Chatelaine Press, Burke, VA, p. 164.

Harmon and Mayer (1986) also add, “In order to understand the effectiveness with which work is accomplished in the system (that is, in the throughput part of the process), two concepts are basic” (p. 26). One is feedback, and the other differentiation. They quote Katz and Kahn, as to the need for feedback, which “signals to the [system’s] structure about the environment and about its own functioning in relation to the environment” (p. 26). Two, is of “Differentiation, which is the process by which a system develops specialized structures and processes for dealing with the complex, multifaceted tasks of sensing what is going on in the environment and transferring energy and resources into usable outputs” (pp. 164-165).

Harmon and Mayer (1986) name two categories of inputs: “*production inputs*, which are those energies and materials related to the work of the organization in turning out a products, and *maintenance inputs*, which are those energies and ‘information contributions’ needed to hold members in the system and to persuade them to perform their activities as system members” (p. 169). They summarizes that to Katz and Kahn’s organizational goals

Are imbedded in the history, traditions, and protocols of the organization and must be understood in the context of the organization’s own systemic framework of inputs, throughputs, and outputs, which may well diverge significantly from the current rational intent of any particular actor. (Harmon and Mayer, 1986, p. 168)

Organizations as a Social Entity

Katz and Kahn define organizations:

Our theoretical model for the understanding of organizations is that of an energetic input-output system in which the energetic return from the output reactivates the system. Social organizations are flagrantly open systems in that the input of energies and the conversation of output into further energetic input consists of transactions between the organization and its environment.

All social systems, including organizations, consist of the patterned activities of a number of individuals. Moreover, these patterned activities are complementary or interdependent with respect to some common output or outcome; they are repeated, relatively enduring, and bounded by space and time (as cited in Harmon, 1986, p. 18)

The Functionalist Theories Paradigm

Figure 8 is from Burrell and Morgan (2008) as they describe four areas of contemporary theories within the Functionalist paradigm. Although, their depiction was a boundless cloud formation, this graph with five ovals, represents the same in overlapping concepts that have no defined boundaries.

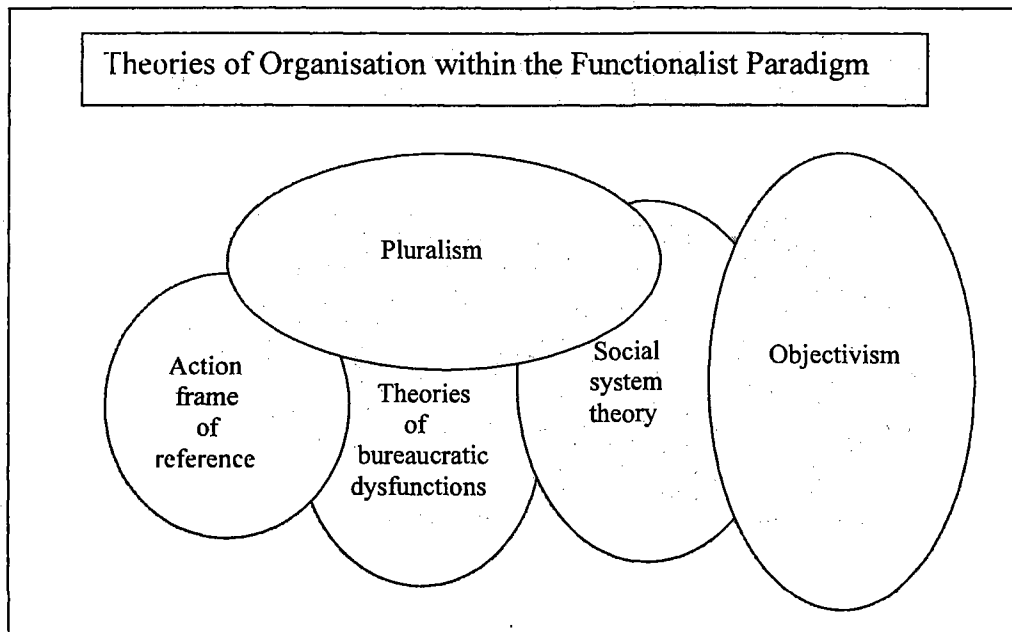


Figure 8. Theories of organisation within the functionalist paradigm. From Sociological paradigms and organizational analysis, by G. Burrell and G. Morgan, 2008, Ashgate Publishing Ltd., Aldersot, Hants, England (reprinted from Heinemann Educational Books, 1979), p. 121.

Figure 8 demonstrates the greatest theorists' work in objectivism (which chooses objective validity over subjective experience), with interdisciplinary crossover between social systems theory. Action theory is the smallest set of works, with its start from Weber and some direct work from Silverman in 1970. This can also demonstrate Parson's ultimate move from Weberian-based action work into social systems. The bureaucratic dysfunctions include works from Merton of an emphasis on "cultural structure" and others on organizational conflicts (Burrell & Morgan, 2008, p. 122). Finally, the figure depicts the growing work around pluralism, which is diverse participatory groups being allowed to participate.

Max Weber

To add Weber's contribution to this study is extremely miniscule to his overall impact on social theory. To summarize for the purposes addressing only elements of this paper, he focused on balancing idealism and positivism, interpreting social action and conflicts. Weber's integrative approach to his "classification of behavior" ("such as 'rationally purposive,' 'rationally value-oriented,' 'emotional' and 'traditional'") (Burrell & Morgan, 2008, p. 231). Weber, well known for his contribution of "*verstehen*—of placing oneself in the role of the actor . . . as a means of relating inner experience to outward actions" (p. 83). He was also well-known for his writings on social action, which he has classified action: (a) "action orientated to tradition"—habitual response; (b) "action dominated"—feelings; (c) "*wert*traditional" action—rational toward values; (d) "*zweck*rational"—rational toward achievement of ends (p. 83).

Cohen

As Burrell and Morgan (2008) presents Cohen's contribution in 1968,

Cohen has suggested that the theory of action can be regarded as consisting of a number of assumptions which provide a mode of analysis for explaining the action and conduct of typical individuals (actors or social actors) in typical situations. (p. 84)

They state his assumptions below:

- (i) The actor has goals (or aims, or ends); his actions are carried out in pursuit of these.
- (ii) Action often involved the selection of means to the attainment of goals; but even where it appears that it does not, it is still possible for an observer to distinguish analytically between means and goals.
- (iii) An actor always has many goals; his actions in pursuit of any one affect and are affected by his actions in pursuit of others.

- (iv) The pursuit of goals and the selection of means always occurs within situations which influence the course of actions.
- (v) The actor always makes certain assumptions concerning the nature of his goals and the possibility of their attainment.
- (vi) Action is influenced not only by the situation but by the actor's knowledge of it.
- (vii) The actor has certain sentiments or affective dispositions which affect both his perception of situations and his choice of goals
- (viii) The actor has certain norms and values which govern his selection of goals and his ordering of them in some scheme of priorities. (Cohen, 1968, p. 69, as cited in Burrell & Morgan, 2008, p. 84)

Malinowski

Malinowski adds field studies to social systems. In addition, he believes the concept that “‘culture’ should be regarded as a complex whole and understood in terms of the relations between its various parts and their ecological surroundings” (Burrell & Morgan, 2008, p. 50). However, his theories were not considered well grounded by many theorists.

Radcliffe-Brown

Radcliffe-Brown (1952) develops “that there are necessary conditions of existence for human societies” (Burrell & Morgan, 2008, p. 51). He emphasized, “In animal organisms the process by which this structural continuity is maintained is called life.” He espouses further,

The continuity of structure is maintained by the process of social life, which consists of the activities and interactions of the individual human beings and of the organized groups into which they are united. The social life of the community is here defined as the *functions* of the social structure. (Burrell & Morgan, 2008, p. 51)

Radcliffe-Brown states that

The concept of function as here defined thus involves the notion of a structure consisting of a set of relations amongst unit entities, the continuity of the structure being maintained by a life-process made up of the activities of the constituent units. (Burrell & Morgan, 2008, p. 52)

Radcliffe-Brown's three sets of problems relevant to the investigation of human society and of social life are:

- (a) *The problems of social morphology*—what kinds of social structure are there? What are their similarities and differences? How are they to be classified?
- (b) *The problems of social physiology*—how do social structures function?
- (c) *The problems development*—how do new types of social structure come into existence? (Burrell & Morgan, 2008, p. 52)

Burrell and Morgan confirm Radcliffe-Brown's statement, "Society has a 'function unity' in which 'all parts of the social system work together with a sufficient degree of harmony or internal consistency, i.e. without producing persistent conflicts which can neither be resolved or regulated'" (p. 52). Unlike nature's organisms, social societies can change and not affect continuity, Radcliffe-Brown terms this as "social morphology" (p. 53).

Talcott Parsons

Talcott Parsons, a staunch positivist, bases a great deal of his work on Max Weber, in the 1960s and was "acclaimed as America's, indeed the West's, leading sociological theorist." Then other theorists came on board with refutes and criticisms, but his theories are now coming back into the mainstream for reexamination. As new sociology theorists began their studies in later decades, they discovered that Parsons' original claims of a "theory of action" or "social action still has some merits in today sociological studies" (Bershady, 2002, p. 528).

Parsons, noted for his work in *The Structure of Social Action* and *The Social System*, has several supporters, as well as, naysayers. Bershadly (2002) states:

Bryan S. Turner argues that Parsons analysis of regulative processes of social systems reflects America in 1950 but is of problematic value in today's postmodern world. The dynamism and complexities of social life today, Turner says, far exceed the grasp of Parson's formulations. (p. 529)

Although, Anthony Downs was never fully grounded and supportive of "society is an organism," he speaks in terms of an organic entity in the "life cycle of bureaus" (Harmon & Mayer, 1986, p. 165).

Parsons lists four "functional imperatives"—the functions that must be achieved for a society to survive and maintain equilibrium. Parson's AGIL (Adaption, Goal attainment, Integration, Latency or pattern maintenance) imperatives are as follows:

Adaption—the complex of unit acts which serve to establish relations between the system and its external environment.

Goal attainment—the actions which serve to define the goals of the system and to mobilize and manage resources and effort to attain goals and gratification.

Integration—the unit acts which establish control, inhibit deviancy, and maintain co-ordination between parts, thus avoiding serious disturbance.

Latency or pattern maintenance—the unit acts which supply actors with necessary motivation. (Burrell & Morgan, 2008, pp. 54-55)

Burrell and Morgan (2008) share Parson's normative approach:

Both Malinowski and Radcliffe-Brown had assumed that social "structures" were implicit in the operation of social systems, and that the problem of empirically based social analysis was to identify the functions which the various elements of structure performed. Parsons in effect inverts this problematic: starting with the functions, which must be performed, the problem of empirical social science becomes that of identifying the structures of elements of social systems which serve given imperative functions. (Burrell & Morgan, 2008, p. 55)

Talcott Parsons, regardless of his many critics, remains a prominent figure in social action theory with his work, *The Structure of Social Action*. He also added the “voluntaristic theory of action,” in which critic Giddens stated, “There is no action in Parsons’ ‘action frame of reference,’ only behavior which is propelled by need-dispositions or role expectations” (Burrell & Morgan, 2008, p. 85). Musso et al. (2007) indicates the difficulty in studying the NCs quantitatively due to its broad vision and charter vagueness:

Beyond the broad and vague Charter mandates for the neighborhood council system, the basic character of this systemic effort at governance reform is inherently difficult to evaluate due to the process orientation of the reform, and the typically contested nature of system outcomes. Because of this, we rely heavily in our evaluation on the extent to which the system seems to be developing capacity for action. (p. 5)

Merton

Robert Merton is well known for his “anomie theory.” In the words of Burrell and Morgan (2008),

Merton seeks to discover how social structures exert a definite pressure upon certain persons in a society to engage in non-conforming behavior. His perspective is described as that of a “functional analyst who considers *socially deviant behavior* just as much a product of social structure as *conformist behavior*” (Merton, 1968, p.175, from his 1938 paper, *Social Structure and Anomie*” (Burrell & Morgan, 2008, p. 91)

Merton contributes to Parson’s theories to further the functionalist perspective, as he also challenges it. Burrell and Morgan (2008) iterate:

By tracing the possible relationships between two elements of social structure—“cultural goals” and the “institutionalised means” of achieving them—Merton is able to develop a typology of individual adaptation which in addition to “conformity,” allows for aberrant behaviour associated with “innovation,”

“ritualism,” “retreatism” and “rebellion” (Merton, 1968, p. 194). (Burrell & Morgan, 2008, p. 91)

He also mentions Merton’s work in “reference group theory”:

According to Merton, “reference group theory aims to systematize the determinants and consequences of those processes of evaluation and self-appraisal in which the individual takes the values or standards of other individuals or groups as a comparative frame of reference” (Merton, 1968, p. 288). (Burrell & Morgan, 2008, p. 91)

Conflict functionalism. Merton brought to the surface his criticisms of the functionalist structure in his 1948 article “Manifest and Latent Functions,” in which Burrell and Morgan (2008) state:

Merton’s argument was directed against three central postulates of traditional functional analysis that he argued were debatable and unnecessary to the functional orientation as such. These were (a) the “postulate of the functional unity of society”—that is, “that standardized social activities or cultural items are functional for the entire social or cultural system”; (b) the “postulate of universal functionalism”—this is, “that all social and cultural items fulfill sociological functions”; (c) the “postulate of indispensability”—that these items are consequently indispensable (Merton, 1968, pp. 79-91). (p. 93)

Merton’s article also brought to light “‘dysfunctions’ and the problematical nature of certain cultural forms” (Burrell & Morgan, 2008, p. 94).

Blau

Peter Blau’s theories focused “the role of exchange and power” in social systems.

As noted by Burrell and Morgan (2008),

Exchange transactions and power relations, in particular, constitute social forces that must be investigated in their own right, not merely in terms of the norms that limit and the values that reinforce them, to arrive at an understanding of the dynamics of social structures (Blau, 1964, p. 13). (as cited in Burrell & Morgan, 2008, p. 89)

On the contribution of social associations, they summarize Blau as moving from the, “Normative consensus-oriented explanations of social integration towards analysis of social associations, the processes that sustain them, the forms they attain and the complex social forces and structures to which they give rise” (Burrell & Morgan, 2008, p. 89).

Simon

Herbert Simon’s contribution is “the equilibrium of the organization,” with his “motives,” “goals,” and “constraints” concepts (Simon, 1997, p. 151). Simon’s focus is in relationship to action in decision making. In his book, *Administrative Behavior* (4th ed., originally published in 1945), he explains the “search for a Course of Action,” and highlights constraints and using “alternative generation” and “alternative testing” for solutions and testing (p. 155).

Social System—General Principles

As mentioned by Burrell and Morgan (2008), Katz and Kahn, Parsons, Tavistock group research, Miller and Rice, and many other social and organizational theorists established several types of general principles for the social system:

- (a) That the system can be identified by some sort of boundary which differentiates it from its environment;
- (b) That the system is essentially *processual* in nature;
- (c) That this process can be conceptualized in terms of a basic model which focuses upon *input, throughput, output and feedback*;
- (d) That the overall operation of the system can be understood in terms of the satisfaction of *system needs* geared to survival or the achievement of *homeostasis*;
- (e) That the system is composed of *subsystems* which contribute to the satisfaction of the system’s overall needs;

- (f) That these subsystems, which themselves have identifiable boundaries, are in a state of mutual *interdependence*, both internally and in relation to their environment;
- (g) That the operation of the system can be observed in terms of the *behavior* of its constituent elements;
- (h) That the critical activities within the context of system operation are those which involve *boundary transactions*, both internally between subsystems and externally in relation to the environment. (Burrell & Morgan, 2008, p. 63)

This leads us all to the next evolution of social systems with Objectivism.

Industrialization, Scientific Management, Quality

In later years, the famous Hawthorne research come about, along with the principles of scientific management by Frederick W. Taylor (1947), Chester Barnard's (1968) social enterprise, Henri Fayol's (1949) planning, organization, command, coordination and control, contingency theories, and quality of work.

Structural Functionalism Summary

Structural Functionalism Theory has had a long historical presence over the years and numerous theorists add to its theoretical branches, in trying to explain the theory. Structural Functionalism is separate and distant from social systems theory; however, theorists often interchange the term. The social scientist must keep in mind that the different approaches revolves around the issue of level of analysis; whether the focus in functional analysis is on the part or the whole, on the individual institution or the social systems.

Urban Regime Politics Theory

Overview

The second theory used in this study is Urban Regime politics with a subset in the Life Cycle of Bureaus Theory (Harmon & Mayer, 1986). As Kilburn (2004) writes,

Urban regime theorists typically study regimes through case studies (Mossberger and Stoker 2001; Stoker 1995). These case studies provide a rich historical analysis of the coalition building and policy agendas of civic leaders. Yet case studies also contain well-acknowledge inferential limits (Ragin 1989; Yin 1994). (p. 633)

The results produced on the NCs should be considered similar to case studies, and not generalizable or have external validity.

Chester Barnard (1968), in his book, *The Functions of an Executive*, states:

An organization comes into being when (1) there are persons able to communicate with each other (2) who are willing to contribute action (3) to accomplish a common purpose. The elements of an organization are therefore (1) communication; (2) willingness to serve; and (3) common purpose. These elements are necessary and sufficient conditions initially, and they are found in all such organizations. The third element, purpose, is implicit in the definition. Willingness to serve, and communication, and the interdependence of the three elements in general, and their mutual dependence in specific cooperative systems, are matters of experience and observation. (p. 82)

A focus of this study speaks to efficiency, Harmon and Mayer (1986) state, “For the continued existence of an organization either effectiveness or efficiency is necessary; and the longer the life, the more necessary” (p. 82). His comment addresses the management strategy in looking at the Life Cycle of the Bureau, and necessity for benchmarking and gaining efficiencies. Drucker (1963) describes benchmarking as follows:

The most recent of the tools used to obtain productivity information is benchmarking—comparing one’s performance with the best performance in the

industry or, better yet, with the best anywhere in business. Benchmarking assumes correctly that what one organization does, any other organization can do as well. And it assumes, also correctly, that being at least as good as the leader is a prerequisite to being competitive. (p. 92)

Barnard (1968) further discusses decisions made unconsciously, “The acts of individuals may be distinguished in principle as those which are the result of deliberation, calculation, thought, and those which are unconscious, automatic, responsive, the results of internal or external conditions present or past” (p. 185). Those decisions could be very accurate and timely due to the actor’s prior experience and awareness of the facts and reality. Presenting statistical information to make decisions within the NCs is critical. Harmon and Mayer (1986) also mention Barnard’s view, in saying, “Formal organization comprises the consciously coordinated activities of people . . . its primary characteristic of being consciously coordinated, is marked by purposefulness. It is cooperation toward an end” (p. 107). They discuss Michael Cohen, James March, and Johan Olsen’s article, “A Garbage Can Model of Organizational Choice,” which states that “an organization is a collection of choices looking for problems, issues and feelings looking for decision situations in which they might be aired, solutions looking for issues to which they might be the answer, and decision makers looking for work” (p. 19).

Urban Regime Theory

As noted by Mossberger (2001), the predominance of work in Urban Regime theories often cite Stone (1989), Fainstein and Fainstein (1983), and Elkin (1987) as mainstay authors. Kilburn (2004) mentions that DiGaetano and Klemanski (1999) credit Stone as the “chief architect” of regime theory, and that Imbroscio (1998) notes Stone as

the “most influential” (p. 634). Kilburn (2004) notes Stone's defined “four different regime types” and their focuses:

- 1) Maintenance or Caretaker Regimes—service delivery and low taxes
- 2) Development Regimes—changing land use to promote growth
- 3) Middle-class Progressive Regimes—environmental protection, historic preservation, and affordable housing
- 4) Lower-class Opportunity Expansion Regimes—human investment, Employment and ownership. (p. 635)

Kilburn's (2004) description of Stone's (1989, 1993) four regime types are as follows:

(1) a *caretaker* regime, organized around maintaining the status quo; (2) a *developmental* regime, organized around promoting economic growth while preventing economic decline; (3) a middle-class *progressive* regime, organized around imposing regulations on development for environmental or egalitarian purposes; and (4) a lower-class *opportunity* expansion regime, organized around the mobilization of resources to improve conditions in lower-income communities. (p. 635)

Mossberger (2001) adds that Stone places great emphasis on business being included in regimes, and shares his “key aspects” from “Stone's work 1989 to 1993”:

1. A regime is “an informal yet relatively stable group with access to institutional resources that enable it to have a sustained role in making governing decisions” (Stone 1989, 4). Collaboration is achieved not only through formal institutions but also through informal networks.
2. Regimes bridge the divide between popular control of government and private control of economic resources. Beyond the inclusion of local government and businesses, participants in regimes may vary, including neighborhood organizations.
3. Cooperation is not taken as a given but has to be achieved.
4. Regimes are relatively stable arrangements that can span a number of administrations.
5. Distinctive policy agendas can be identified . . . that are influenced by the participants in the governing coalition, the nature of the relationship between participants, and the resources they bring to the coalition (Stone 1993).
6. Consensus is formed on the basis of interaction and the structuring of resources. This is achieved through selective incentives and small opportunities.

7. Regimes may not feature complete agreement over beliefs and values, but a history of collaboration would tend to produce consensus over policy. (p. 813)

Kilburn (2004) quotes Stone (1989), "Regime consists of the informal arrangements by which public bodies and private interests function together to make and carry out governing decisions" (pp. 634-635). Kilburn cites (Stone 1989, 1993) in the importance of business in these regimes, "Among civic leaders, private interests are almost inevitably business interests because of the resources controlled by business elites and the need of cities to encourage business investment" (p. 635).

Mossberger (2001) states,

Regime theory is more of a multifaceted concept than a theory; it is not clear how to weight its different facets. . . . There are also some ambiguities about whether or to what extent the characteristics of the "prototypical" regime, as described by Stone's (1989) research on Atlanta, extend to other cases. (p. 814)

She indicates that Dowding, Dunleavy, King, Margetts, and Rydin (1999) consider Urban Regime to be "more of concept or a model rather than a theory because it has limited ability to explain or predict variation in regime formation, maintenance, or change (DiGaetano 1997; Lauria 1997a; Orr and Stoker 1994)" (Mossberger, 2001, p. 811). It is important to note that a regime exists dynamically. To qualify, a regime should not exist only under static conditions. Changes in a regime should not create an unstable condition for the entity.

Mossberger (2001) lists theorists who use Urban Regime Theory "as a tool to explain public- and private-sector relationships in American cities," and have "applied in a number of different settings" (pp. 810-811):

Regional (Leo 1998; Clarke 1999)
 Neighborhoods (Purcell 1997, Ferman 1996)

Women (Turner 1995)
 Lesbians and Gays (Bailey 1999)
 African-Americans (Whelan, Young, and Lauria 1994)
 Black Middle Class (Stone 1989)
 Obscenity policy (Bauroth 1998)
 Urban school reform (Henig, Hula, Orr, Pedescleaux 1999; Stone 1998) (as cited in Mossberger, 2001, p. 811)

Mossberger (2001) indicates, "The urban regime concept does not explain regime change, but a cross-case analysis reveals regime formation and change is related to" the following (p. 811):

- Demographic shifts (DeLeon 1992; DiGaetano and Klemanski 1999; Orr and Stoker 1994; Whelan, Young and Lauria 1994)
- Economic restructuring (DeLeon 1992; DiGaetano and Klemanski 1999, Orr and Stoker 1994;)
- Federal grant policies (DiGaetano and Klemanski 1999; Orr and Stoker 1994; Whelan, Young, and Lauria 1994)
- Political mobilization - progressive or social reform coalitions (Deleon 1992, DiGaetano and Klemanski 1999) (p. 811)

The fact that Urban Regime Theory applies in so many applications creates conflict in determining an exacting science. "Theory building depends on testing and refining the concept through comparison with other cases," as noted by Mossberger (2001), with case studies done by Stone in 1989, and Stone and Sanders in 1987:

The "softness" of the regime concept (Bailey 1999) is related to some of the advantages that have fostered its great appeal. The genius of the concept is its synthesis of elements of political economy pluralism, and institutionalism. This synthesis, however, creates complexity. The application of what Dowding, et al. (1999) called a "multicriteria" concept has resulted in some aspects being omitted at times and in the use of different definitions. (p. 811)

Mossberger (2001) points to Krasner (1983), who references,

Urban regimes are an elaboration of the regime concept drawn from the international relations literature. She shares that "usage of the term urban regimes in the original sense—formal and informal arrangements that enable cooperation across boundaries, . . . or a set of principles, rules, norms, and decision-making

procedures around which actors' expectations converge in a given issue area.”
(p. 814)

Regimes are not always cities, and cities are not always regimes. To ensure that the qualifications for a true regime exists, core regime competencies must be present. Urban regimes can be confused with “cross-institutional collaboration,” but the “conceptualization of urban regimes entails the specification of additional properties” (Mossberger, 2001, p. 814). Utilizing the Los Angeles NCs in this study is ideal in meeting the regime criteria of case study comparison, due to its “mutual common language of measurement” (cited in Przeworski & Teunne, 1970) and assists this study in both reliability and validity (Mossberger, 2001, p. 814). Studying the 89 NCs delivers mutual characteristics in that they are all under one City of Los Angeles and distributed equal amounts annual funding. Varying differences are noted due to the diversity, population and income levels within a NC. Kilburn (2004) argues that “case studies often restrict the ability of researchers to generalize from the case and draw inference about regimes in other cities.” He further cites that “a reliance on case study methods may limit an understanding of the constraining influence of state and market divisions are found (Imbroscio 1998)” (p. 634). Kilburn (2004) summarizes Mossberger and Stoker (2001), “Merely selecting randomly a set of cities is inadequate, because researchers cannot assume the existence of regimes. . . . Regime analysis typically requires an intensive study of a city’s politics to determine whether a regime prevails within a city” (p. 635). See Table 8 for the list of 14 city case studies, conducted using comparative Urban Regime analysis in Kilburn’s (2004) article.

Table 8

Cities and Case Studies in the Qualitative Comparative Analysis of Urban Regimes

City	Prevailing regime Circa 1990	Case studies
Atlanta	Developmental	Fleischmann (1991), Stone (1989, 2001)
Baltimore	Progressive	Levine (1987), Orr (1992), Stoker (1987)
Chicago	Developmental	Bennet et al, (1988), Mier, Moe, and Sherr (1986), Ferman (1996)
Detroit	Developmental	DiGaetano and Klemanski (1993, 1999), Orr and Stroker (1994), Rich (1991)
Ft. Lauderdale	Caretaker	Turner (1992), Vogel (1992), Capek and
Houston	Developmental	Gilderbloom (1992), Feagin (1998), Parker and Feagin (1990), Thomas and Murray (1992)
Minneapolis	Progressive	Nickel (1995)
New Orleans	Caretaker	Whelan (1987), Whelan and Young (1991), Whelan, Young, and Lauria (1994)
Pittsburgh	Developmental	Ferman (1996)
Portland	Progressive	Leo (1998)
San Francisco	Progressive	DeLeon (1991, 1992a, 1992b), Keating (1986)
Seattle	Progressive	Gordon et al. (1991)
St. Louis	Developmental	Glassberg (1991)
Tampa	Progressive	Kerstean (1991), Turner (1992)

Note: From Explaining U.S. urban regimes: A qualitative comparative analysis, by H. W. Kilburn, May 2004, *Urban Affairs Review*, 39(5), 636.

Regime analysts view power as fragmented, and they view regimes as the collaborative arrangement through which local governments and private actors assemble the capacity to govern. Mossberger (2001) cites Elkin (1987) as “the primary reason for the fragmentation of power is the division of labor between market and state” (p. 812). Mossberger further espouses that Stone (1989) claims Urban Regime Theory “explores the middle ground between ‘pluralists’ and ‘structuralists’” (p. 812). She adds that “Stone (1989) described the political power sought by regimes as the ‘power to’ or the capacity to act, rather than ‘power over’ others or social control” (p. 812). Urban Regime Theory

is used to study the context on regimes in “state and market divisions of labor—the nature of private control of investment capital and public control of government—a critical part of regime theory (Elkin 1987; Stone 1989)” (Kilburn, 2004, p. 634)

Mossberger (2001) describes Sartori’s four regime comparison problems in 1991 as “parochialism, misclassification, degreeism, and concept stretching” (pp. 814-815). Parochialism occurs when terms are inaccurately used or new labels are applied. For instance, any changes in leadership is labeled as a regime change. Misclassification can occur when character differences in the subjects are overlooked or subjects are put together in error. Mossberger also indicates that, “Kantor, Savitch, and Haddock (1997) developed a typology of regimes based on economic conditions, intergovernmental relations, and political context,” which could be inclusive of many formal and informal groups “where some level of collaboration between public and private sectors is needed” (p. 815). The term “degreeism” or “a matter of degree . . . is less precise” for the subject. “There is no clear demarcation for operationalizing a ‘sufficient’ degree of cooperation, stability, or coherence” (Mossberger, 2001, pp. 816-817). Concept stretching occurs by “removing aspects of the original meaning of the concept so that it can accommodate more cases” (p. 817).

Mossberger claims that a “classification of types” or rules for comparisons is required in declaring a regime and is in agreement with other regime theorists “Collier and Mahon 1993; Rose 1991; Sartori 1991; Przeworski and Teune 1970,” and “Collier and Mahon 1993” (Mossberger, 2001, p. 818). Mossberger (2001) reported that Digaetano and Klemanski (1999) “devised a typology of “modes of governance” in

which one type of urban power structure is a regime, characterized by preemptive power and enduring cooperation” (p. 818). She also asserts that “the strategy of developing categories with clear boundaries and properties is enormously helpful but not always possible . . . it may not be possible to sort out observations into distinct categories—each example may share five or six of seven attributes but in different combinations” (p. 818). Mossberger (2001) argues that “proper conceptualization entails identifying which aspects of regime theory should be regarded as core elements (p. 818).

On an international level core elements are even more important to identify,

American cities exist in a substantially different policy environment than European cities because American local government is more dependent on cooperation with business to carry out projects. . . . European local government has been service delivery and the politics of consumption rather than economic development (Harding 1996; Ward 1996, 1997), so regimes may be relatively new and less stable in comparison with those in the United States. (Mossberger, 2001, p. 819)

Mossberger (2001) states,

The concept of urban regime does not preclude the existence of intergovernmental linkages. Some versions of urban regime theory (Elkin 1987; Fainstein and Fainstein 1983) and case studies (Horan 1997; Beauregard 1997) attest to the importance of federal urban renewal grants in the historical formation of American urban regimes. (p. 821)

Mossberger (2001) challenges Stone’s (1989) clarity in “whether urban regimes are required to cut across policy sectors” as his term *governing coalition* would suggest” (p. 821). Mossberger (2001) states that DiGaetano and Lawless (1999) also see Stone’s “social production model” as “an American bias because American local governments are dependent on the private sector for critical resources,” and “called for a broader conception of urban governance” (p. 823).

As Mossberger (2001) indicates, “Regimes, with their varied agendas, represent political choice” (p. 815). “More research is needed comparing the conditions under which regimes achieve any level of cooperation . . . and the conditions under which they maintain cooperation, dissolve, or transform” (Mossberger, 2001, p. 817). She also states, that Dowding, Dunleavy, King, Margetts and Rydin (1999) define regimes

as situations in which most or all of the following criteria are present . . . 1) a distinctive policy agenda, which 2) relatively long-lived, and 3) sustained by coalitions of interests or personnel not formally or fully specified in institutional structures . . . and other, 4) crossing sectoral or institutional boundaries. . . . They stated that regimes may also survive personnel and leadership changes over political successions, primarily involve the mobilizations of external resources, be associated with strong or exceptional leadership, and tend to create “partnership” forms, spanning the public-private sector divide. (pp. 834-824)

Ladder of Citizen Participation

Sherry Arnstein is cited in several articles for her famous Ladder of Citizen Participation. In Odell’s (2005) dissertation on Portland, Oregon’s Neighborhood Associations, she discusses Sherry Arnstein’s 1969,

Ladder of Citizen Participation as a means for evaluating the level of joint decision making in citizen participation activities. Her eight rungs ranged from manipulation to citizen control, with a consultation or advisory role for citizens deemed as tokenism rather than power sharing. (p. 90)

She further adds, “Ross and Levine (2001) claim that bureaucrats and city officials generally engaged citizens at the bottom rungs of the ladder,” while “citizens are brought into the process and are given limited access and the illusion of decision-making power: they are thereby led to accept the agency’s goals and plans as legitimate” (p. 90). Cooper and Kathi (2005) describe Arnstein’s ladder as follows:

Sherry Arnstein classified citizen participation into levels according to the intensity and meaningfulness of citizen participation in governance. The first two rungs represent control by others; this includes manipulating and therapy. The next three rungs represent tokenism, which includes informing, consultation, and placation. The last three rungs represent actual participation and citizen power by way of partnerships, delegated power, and citizen control. (p. 43)

Public Choice Theory

Overview

The third theory used in this study is Public Choice Theory. Public Choice Theory according to Harmon and Mayer's (1986) quote of Dennis Mueller, is defined as "the economic study of non-market decision-making, or simply as the application of economics to political science" (p. 244). Mendes (2001) notes that Pierson in 1991 states:

Public choice theory argues that all individuals, whether in the public sector or the private sector, act in their own self-interest. The only constraint on this pursuit of self-interest is the market, which constrains the pursuit of the interests of pressure groups for the benefit of the consumer. (p. 50)

He also mentions the following:

[The criticism] of the welfare state [which] appears more concerned with legitimizing the self-interest of the powerful and the wealthy and delegitimizing the agendas of those groups who seek increased government spending, than with genuinely reducing the privileges of special interest groups (Mendes 1997: 143). (Mendes, 2001, p. 50)

Dearlove (1989) lists relevant literature by "(Linbeck, 1976; Nordhaus, 1975; Tufte, 1978; Miller and Mackie, 1973; Alt, 1979; Boddy and Crotty, 1975; MacRae, 1978; Kalecki 1943)," that mentions "elections . . . as having implications for the way in which governments manage the economy":

A public-choice perspective rejects the idea that benevolent governments manage the economy and demand so as to iron out the instability of the market system. It argues instead that governments themselves introduce instability into

the economy because they are selfish in managing things so as to enhance their own re-election prospects. The public-choice perspective assumes that voters make the government responsible for the course of the economy and vote accordingly. (Dearlove, 1989, pp. 214-215)

According to Harmon and Mayer (1986),

Public choice evinces a commitment to orderly and efficient institutions of government, its defense of these "collective" values are not based on a concern with system survival, as it the case, for example, with mainstream systems theory. Rather, order is simply a prerequisite to enable free individual choice within a relatively stable context, and efficiency is a measure of the equation by which net individual utility is calculated. (p. 244)

He further adds,

Public choice theory clearly places a normative premium on individual liberty. However, in doing so, it has had to contend with the problem of explaining the origins of and requirements for a stable social order sufficient to protect individual liberty and enable collective action. (Harmon & Mayer, 1986, p. 245)

He adds, "However, because their interests are not the same, different individuals will not necessarily each choose more of the same thing. . . . Insofar as collective values can even be considered, they are derived from the coincidence of people's shared interests"

(Harmon & Mayer, 1986, pp. 246-247).

Economics of Politics

Harmon and Mayer (1986) states:

The distinctive character of market theories is attributable to their primary unit of analysis, namely, the self-interested individual seeking to maximize his or her utility through the exercise of rational choice. This assumption of rational self-interest explicitly and profoundly influences the scientific approach and the value basis, as well as the practical implications of the market theories. (p. 241)

Dearlove (1989) states that “the economics of politics or public choice theory,” and is according to McLean in 1987, “a theory that ‘takes the tools of economics and applies them to the material of politics’” (p. 213). He expounds on Buchanan’s work that:

Public Choice . . . is really the application and extension of economic theory to the realm of political or governmental choices; and the theory is ‘economic’ in the sense that, like traditional economic theory, the building blocks are individuals, not corporate entities, not societies, not communities, not states. (p. 213)

Dearlove (1989) adds Mitchell’s 1988 comments:

Public-choice theory has grown out of the traditional field of public finance but has expanded the analysis beyond the consideration of taxing and spending in order to provide an economic theory of democracy; a perspective on political business cycles; an economic analysis of bureaucracy; an analysis of interest group activity; an explanation for the growth of government; and an anatomy of political failure which serves as the basis for the formulation of proposals for constitutional change. (p. 213)

Dearlove (1989) acknowledges Tullock’s comment that “the conventional wisdom holds that the market is made up of private persons trying to benefit themselves, but that government is concerned with something called the public interest” (p. 212). He further adds, “‘In recent years this approach has been challenged by a new theory of government’ that assumes that the state (like the market) has no goal ‘higher’ than the goal of carrying out the desires of the people within it (Tullock, 1970: 35)” (Dearlove, 1989, p. 212). Mintrom (2003) mentions Thomas Hobbe’s Leviatan work, which “in the liberal tradition of political theory, government has been construed as essentially a necessary evil; a set of institutional arrangements that serve to curb the actions individuals so that individual vice, or ‘self-interest,’ can produce collectively positive outcomes” (p. 54).

Citizen Participation, Collective Action, and Interest Groups

Mintrom's (2003) discussion on citizen participation mentions Jurgen Habermas' *The Structural Transformation of the Public Sphere* as "to identify social conditions whereby citizens could engage in rational and reflexive debate about public issues, with outcomes determined by argument rather than status" (p. 59). In what is termed "deliberative democracy," Mintrom outlines "Aristotle's definition,"

Matters are open to deliberation when the issue to be addressed is unclear and when change is desired but the means of achieving it are unclear. The process of deliberation thus involves investigation, analysis, and consultation to obtain guidance concerning what actions to take. (p. 58)

However, he mentions Kweit and Kweit's 1987 statement that,

Officials have seen citizen participation as an encumbrance to timely decision making and citizens themselves have come away disappointed because they did not achieve their own implicit goals. Inevitably, when this occurs, everyone sees participation as a waste of time and energy. (p. 57).

The following are from Harmon and Mayer's (1986), "Five basic insights deriving from the self-interest assumption":

- (1) Individual choice is, at bottom, the basis for organizational or collective action. That is, what is usually thought of as collective action is, in reality, the aggregation of individual choices.
- (2) Individual choices are expressions of individual preferences, which differ from the conflict with one another. Conflict is, therefore, inherent in social life, and organizing is the means for managing (though not necessarily resolve) that conflict.
- (3) Rules are needed to adjudicate among conflicting preferences. These rules serve to simplify and bring order to those situations in which collective decisions are required.
- (4) Difference in individual (and group) preferences, as well as limitations of time, information, and resources, tend to produce satisficing, rather than maximizing, strategies by decision makers.
- (5) Organizationally, these satisficing strategies result in decisions that typically differ only incrementally, rather than fundamentally, from earlier decisions and states of affairs. (pp. 242-243)

Harmon and Mayer (1986) mention that Albert O. Hirschman (1970), in his *Exit, Voice and Loyalty: Responses to Decline in Firms, Organizations, and States*, states the following: "Synthesizes economics and politics to explain the strategies used by organizations to cope with 'repairable lapses' in both productivity and responsiveness to member and client demands" (p. 243).

Harmon and Mayer (1986) quote Max Weber in his *Economy and Society*,

A circle of people who are accustomed to obedience to the orders of leaders and who have a personal interest in the continuance of the domination by virtue of their own participation and the resulting benefits, have divided among themselves the exercise of those functions which will serve ready for their exercise. (This is what is meant by "organization.") (p. 18)

In terms of interest groups, Dearlove (1989) mentions Olson's *The Logic of Collective Action* from 1965:

The rationale for interest-group organization lies in the capacity of a group to lobby for government policies. However, in a situation in which a government policy is a public good which is indivisible and available to everybody (whether or not individuals have actually contributed to the lobby for the policy), it is always tempting and rational for potential group members to freeride and contribute to the group effort. . . . The problem is that if some members of the potential group freeride then the good will not be underprovided; if all of them freeride then the good will not be provided at all. (pp. 216-217)

From an economist's view, Dearlove (1989) restates Buchanan (1979),

They can expand out from the study of private choice in the market to take on board public and collective choice in the polity and can offer political science "a theory" for explanation and prediction of political decisions' precisely because "economics has a theory of human behavior" that is lacking in political science. (p. 212)

Grigsby's Theories of Neighbourhood Decline and Renewal

Megbolugbe, Hoek-Smit, and Linneman (1996) reflect on William Grigsby's "theory of neighbourhood decline" and "theory of neighbourhood renewal." Renewal in that "shifts in demand, supply and economic activity can produce upward price pressures and encourage the upgrading of housing and income occupancy," decline in the "important influence of externalities on the direction and pace of neighbourhood change. Deficiencies in structures, the environment, and public services or community facilities" (p. 1781). They also mention Grigsby's "application of game theory (the prisoner's dilemma) to predicting group disinvestment in residential upkeep and foreshadowed the theory of contagious spread of urban decay (Dear, 1976)" (pp. 1781-1782). Megbolugbe et al. (1996) list Grigsby's causes of change as follows:

Causes of neighbourhood change identified by Grigsby, et al.

Exogenous factors

Demographic changes

Changing consumer expectations

Changes in the number of households

Changes in age, size and family composition of households

Economic changes

Changes in real incomes

Changes in the relative cost of housing

Changes in the location, amount and type of business investment

Governmental interventions that affect housing supply and demand

Land-use regulations

Tax policies

Public service delivery

Siting of public facilities

Production of subsidized housing

Federal transport policies

Federal housing insurance policies

Other changes

Rates of new construction

Changes in transport and communications technologies

Obsolescence

Building
 Site
 Locational
Endogenous factors
 Negative externalities (a)
 Crime
 Physical deterioration and abandoned housing
 Social deterioration
Changing expectations about future house-price appreciation
 Redlining
 Disinvestment by property owners (p. 1791)

(a) Grigsby also noted that changing racial composition can be viewed by white families as a negative externality. Changing racial composition can therefore accelerate the transition of a neighbourhood from higher-income white families to lower-income minorities and whites. (p. 1791)

Integration of Theories: Structural-Fundamentalism/(Action), Urban Regime, and Public Choice

Overview

To integrate Structural-Functionalism, Urban Regime, and Public Choice theories, two models are developed. One model shows the NC as a Structural-Functionalism paradigm and focuses on demand warrants (see Figure 9). The second model shows the NC over its program life cycle (see Figure 10).

Theoretical Model (1): NC Structural-Functionalism Paradigm

Figure 9 demonstrates the NCs' social system in a Structural-Functionalism paradigm, with a focus on their demand warrant for funds process. The figure shows the functional relationships and demand warrant flow with: Inputs (I) from the NCs, to the Throughput (T) with demand warrant requests for funding, and finally the Output (O)

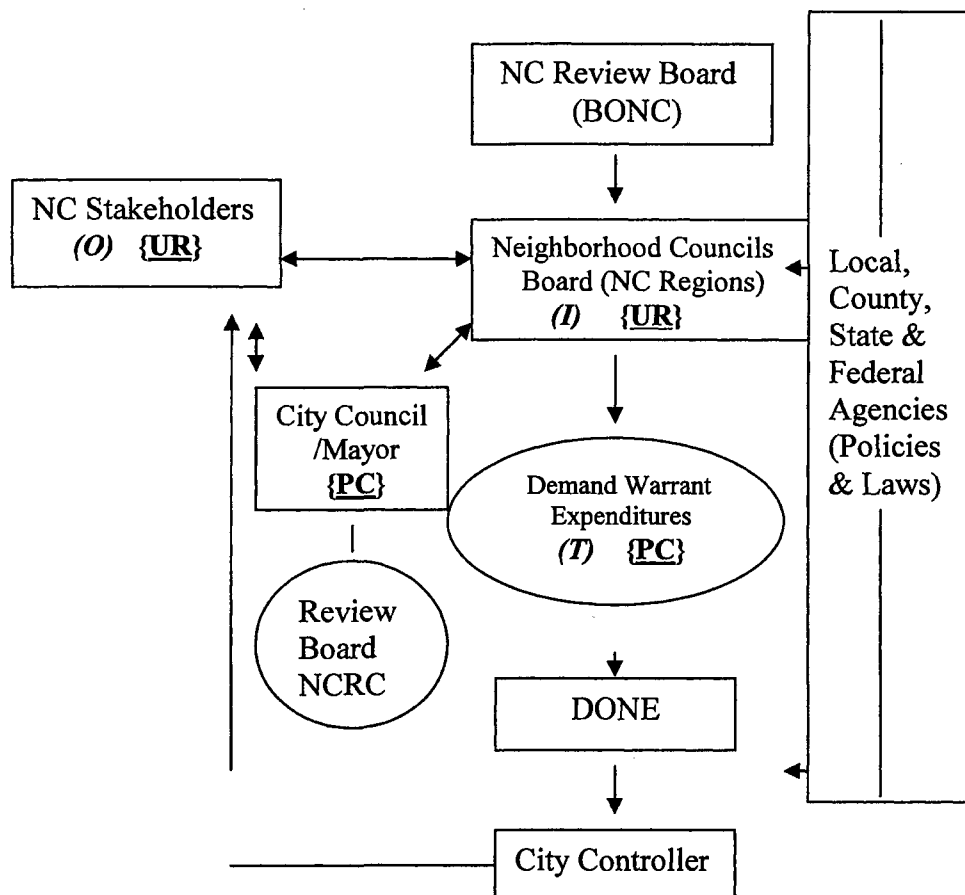


Figure 9. Theoretical model (1): Neighborhood council social system with functional-structuralism relationships, with focus on the demand warrants function.

Legend: (I) = Inputs; (T) = Throughputs; (O) = Outputs; {PC} = Public Choice Theory; {UR} = Urban Regime Theory; {SF} = Structural Functionalism.

expense benefiting the NC stakeholder. The main actors used for Public Choice Theory (where self-interests can abound), are the city council-mayor and NC boards in the regions. Urban Regime Theory applies to the stability environment of the NC board and NC stakeholders. Applicable laws show impacts within the entire NC social system and the individual NCs.

Theoretical Model (2) – NC Program as a Social System in a Life Cycle

Figure 10 shows the theoretical model of the NC program as a social system over a Life Cycle of a Bureau model with Parson's AGIL (Adaption, Goal attainment, Integration, Latency or pattern maintenance) model. The researcher (challenged by what some theorists have criticized as outdated Parsonian), chose Talcott Parsons' Structural-Fundamental AGIL scheme (Adaption, Goal attainment, Integration, Latency) to superimposed his four main functions into the NC Life Cycle of a Bureau model. To understand the bases of this model, Tables 9 and 10 and Figure 11 reproduce Parsons AGIL model and indicates the great thought that was put into the Inputs and Outputs and their functional subsystems. Parsons (1968) states, "The functional subsystem of reference is the integrative system, which at the level of the society as a whole, can appropriately be called the societal community" (pp. 139-140).

A further alignment with Public Choice Theory is with Parsons' Sanction Types, which can be *intentional* or *situational* and have positive or negative attributes (see Table 11. Parsons (1968) expresses,

This fourfold classification concerns the alternatives open to any acting unit, conventionally designated as *ego* (though it may be a collectivity), which is seeking to bring about an act (or prevent an undesired one) on the part of another unit, *alter*. (p. 142)

Figure 11 shows Parsons' intricate level of inputs and outputs relationships. For the purposes of displaying the NC theoretical model in overall terms in this study, Parsons' "societal interchange" will not be explained down to this level of detail, but it is useful in understanding Parsons thought processes (Parsons, 1968, p. 142).

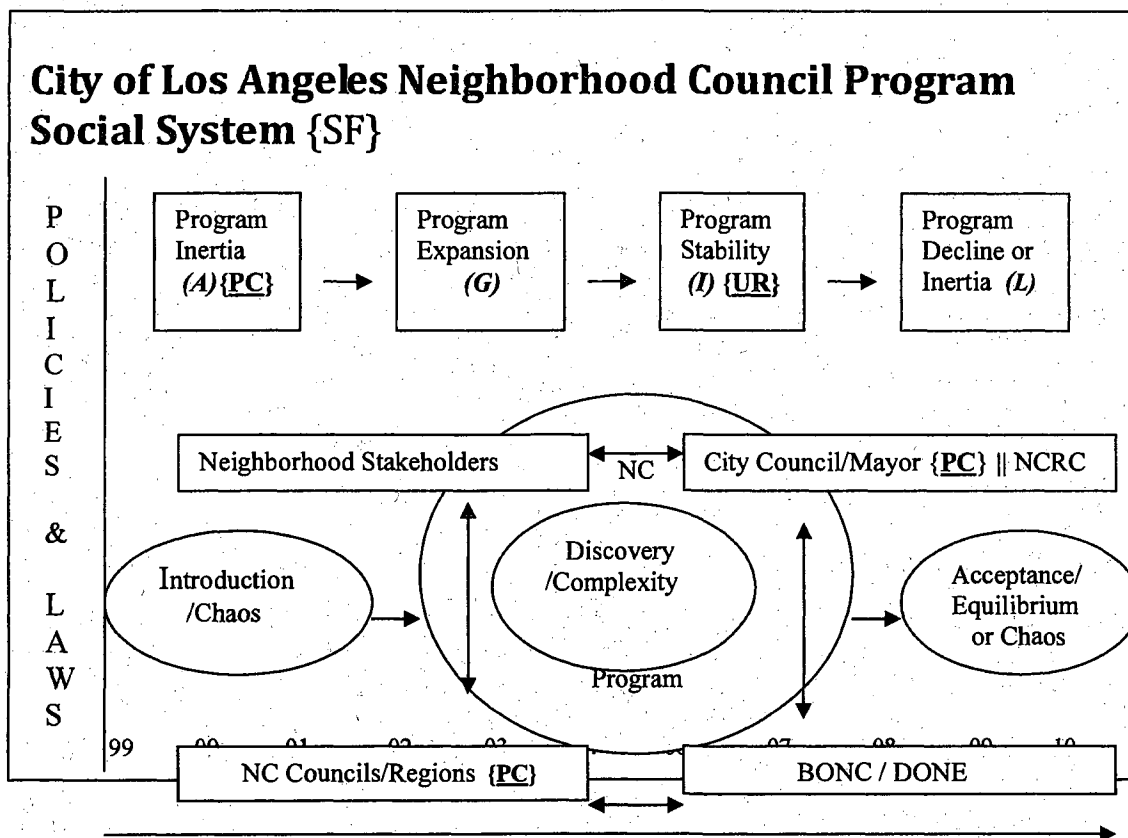


Figure 10. Neighborhood council program as a social system in the life cycle of a bureau model with Parsons' AIGL

Legend: A = Adaption; G = goal attainment; I = integration; L = latency or pattern maintenance; {PC} = Public Choice Theory; {UR} = Urban Regime Theory, {SF} = Structural Functionalism.

Table 9

Talcott Parsons—Media of Sanctions

Components of media and interchange reciprocals	Codes		Messages (Sanctions)			Types of sanction and of effect
	Value-principle	Coordination standard	Factors controlled	Products controlled		
<i>L</i> Commitments	Integrity	Pattern-consistency	Wages <i>A</i> Justification <i>I</i> if loyalties	Consumers <i>A</i> demand Claims to loyalties <i>I</i>		Negative intentional (activation of commitments)
<i>I</i> Influence	Solidarity	Consensus	Commitments <i>L</i> to valued association Policy decision <i>G</i>	Commitment <i>L</i> to common values Political Support <i>G</i>		Positive-intentional (persuasion)
<i>G</i> Power	Effective-ness	Success	Interest-demands <i>I</i> Control of productivity <i>A</i>	Leadership responsibility <i>L</i> Control of fluid resources <i>A</i>		Negative-situational (securing compliance)
<i>A</i> Money	Utility	Solvency	Capital <i>G</i> Labor <i>L</i>	Commitment <i>G</i> of services Expectation <i>L</i> of goods		Positive-situational (inducement)

Note. Adapted from "On the Concept of Value-Commitments," by Talcott Parsons, Spring, 1968, *Sociological Inquiry*, 38(2), 137.

Table 10

Parsons' Sanction Types

Sanction types	Channel	
	Intentional	Situational
Positive	Persuasion: through information or declaration of intentions, backed by status-prestige	Inducement: through offer of advantage, contingent on agreement, backed by "enforceability" e.g., of contracts
Negative	Activation of value-commitments, backed by moral sanctions	Activation of collective commitments, backed by contingent coercion.

Note. Adapted from "On the Concept of Value-Commitments," by Talcott Parsons, Spring, 1968, *Sociological Inquiry*, 38(2), 142.

The second framework (see Figure 10) represents the life cycle of a NC and where possible expenditure categories patterns were examined. These NC programs start first with inertia or decision making for the initial organization strategy, which is the introductory period where chaos abounds. The NC program then goes into a discovery phase, expanding and attempting to stabilize the complex impacts to their strategic planning. Governmental laws and policies deepen the complexity in stabilizing the program. The NC program will achieve equilibrium or will again become chaotic or producing new momentum within the NC program. Without this impetus to examine citizen involvement and the gaps that the NC program has in meeting the value added needs of their citizens, the NC program declines or dies out. Burrell and Morgan (2008) point out:

(A)	Factors	{ Input to G Control of Productivity $M2b >>$	(G)
		{ Input to A Opportunity for Effectiveness $P1b <<$	
	Products	{ Output to G Commitment of Services to the Collectivity $P1a >>$	
		{ Output to A Allocation of Fluid Resources (financial) $M2a <<$	

(Double interchange consists of one input (factor) interchange and one output (product) interchange.)			
(L)	Factors	{ Input to A Labor Capacity $C2b >>$	(A)
		{ Input to L Wage Income $M1b <<$	
	Products	{ Output to A Commodity Demand $M1a >>$	
		{ Output to L Commitment to Production of Goods $C2a <<$	
(G)	Factors	{ Input to I Policy Decisions $P2a >>$	(I)
		{ Input to G Interest-Demands $I1a <<$	
	Products	{ Output to I Leadership Responsibility $I1b >>$	
		{ Output to G Political Support $P2b <<$	

(L)	Factors	{ Input to L Justifications for Allocation of Loyalties $I2a <<$	(I)
		{ Input to I Commitment to Valued Association $C1a >>$	
	Products	{ Output to L Commitments to Common Value $C1b <<$	
		{ Output to I Value-based Claims to Loyalties $I2b >>$	

(Double interchange consists of one input (factor) interchange and one output (product) interchange.)			
(A)	Factors	{ Input to I Assertion of Claims to Resources $M3a >>$	(I)
		{ Input to A Standards for Allocation of Resources $I3a <<$	
	Products	{ Output to I Grounds for Justification of Claims $I3b >>$	
		{ Output to A Ranking of Claims (Budgeting) $M3b <<$	
(G)	Factors	{ Input to L Operative Responsibility $P3a >>$	(L)
		{ Input to G Legitimization of Authority $C3a <<$	
	Products	{ Output to L Moral Responsibility for Collective Interest $C3b >>$	
		{ Output to G Legality of Powers of Office $P3b <<$	

<p>Key: M = Money, I = Influence, P = Power, C = Commitments, 1, 2, 3 = Order of hierarchical control as between media, a, b = Order of hierarchical control within interchange systems, Input = a category of resources to the subsystem indicated from the other member of the pair, Output = a category of "product: from the indicated source to the relevant destination.</p>			

Figure 11. Parsons' Categories of Societal Interchange. Note. Adapted from "On the Concept of Value-Commitments," by Talcott Parsons, Spring, 1968, *Sociological Inquiry*, 38(2), 137.

As Rocher notes, in Parson's perspective "the term function refers to various solutions to a particular complex of problems that a system can adopt in order to survive, and 'survival' here includes persistence, evolution and transmutation. So for Parsons, functional analysis consists in establishing a classification of the problems which every system must resolve in order to exist and keep itself going (Rocher, 1974, p.155)." (p. 54)

Musso, Weare, and Cooper (2004) mention, in their USC study, *Neighborhood Councils in Los Angeles: A Mid-Term Report*, that "other cities that have created neighborhood councils systems have required many years to implement their plans fully, suggesting that the Los Angeles system is still in a formative stage" (p. 8). By 2007, relooking at NCs development in the USC study *Toward Community Engagement in City Governance: Evaluating Neighborhood Council Reform in Los Angeles*, Musso et al. (2007) state:

Simply looking at neighborhood council actions to date provides an incomplete picture of their underlying capacities. The notion of capacity building implies a continuous, dynamic process. Therefore, looking at neighborhood council accomplishments in the relatively brief period since council inception provides only partial evidence on how well organizational capacity will be developed and maintained over time. (p. 6)

Variables: Operationalization and Measurement

Overview of Theory to Dependent and Independent Variables

Table 3 (repeated here for easy reference) represents the dependent and independent variables and the relationship of the theories that are introduced in this chapter. As demonstrated by the two theoretical models (see Figures 9 and 10 in this chapter), all three theories are interrelated to the variables used in this study.

Conceptual Framework: Theoretical Matrix

The concepts are defined by using Structural Fundamentalist theory, in that each variable was given a function and in that system follows inputs throughputs and outputs. Table 3 (repeated here for easy reference) represents the relationships of the dependent and independent variables and methodology.

Significance of the Study's Theories

The significance of the study's theories is that studying the NCs as a social system and as a stable urban regime (with actors who display Public Choice characteristics), could improve the way that the NCs focus their energies (inputs) and make future expenditure decisions (throughput). As noted by Kilburn (2004), "Any effort to study urban regimes across a set of U.S. cities needs a clear definition and measure of a regime" (p. 634). This will guide the NC regardless of where it is in the life cycle of the program in making rational decisions. Thereby, the theoretical and statistical methodologies used in this study could have future impacts on the neighborhood stakeholders (outputs).

Summary

The quality of the NCs is measured by assigning functions to their inputs (NC priorities), throughput (demand warrants), and outputs (category/funding benefits to NC stakeholder). The NC's success in their quality or production (output), is impacted by their existing actor roles (Public Choice Theory and Urban Regime Theory), as well as

the NC's position on the life cycle. Musso et al. (2007) indicate the difficulty in studying the NCs quantitatively:

Beyond the broad and vague Charter mandates for the neighborhood council system, the basic character of this systemic effort at governance reform is inherently difficult to evaluate due to the process orientation of the reform, and the typically contested nature of system outcomes. Because of this, we rely heavily in our evaluation on the extent to which the system seems to be developing capacity for action. (Musso, 2007, p. 5)

The following chapters on methodology and statistical findings, further demonstrates the relationships to this chapter's theories. These relationships are visually depicted in the four graphical figures. The conceptual matrix table at the end of this chapter ties in the variables.

Table 3

Conceptual Framework: Summary of Dissertation Concepts and Variables

Concept	Problem/factors	Research questions (RQ)	Hypotheses (H)	(Indep) and (Dep) variable (s)	Research method
NC success to goals (output)	Measure and benchmark NC success and goals	(RQ1) What are the variations in Demand Warrant overall expenditures and in different Demand Warrant categories by City of Los Angeles NC and by NC Regions?	H1: Demand warrant totals and individual demand warrant categories in Neighborhood Improvement, Operations, and Outreach have a significant amount of variance between NCs and between NC regions.	(I) NC Operations (D) NC Neighborhood Improvement	DONE Demand Warrant Data Fiscal year 2007-2008
Stability (throughput)	NC adaptability and life cycle	(Q2) How does the variable time-in-program affect the City of Los Angeles NC overall expenditures?	H2: There is a positive relationship in the time a NC is in the program to its increased use of its overall expenditures and annual budget.	(I) NC Program Time (D) Expenditure categories	NCRC survey # 130, 131 and DONE 5 year Appropriations and Expenditures Data
Prioritize cultural (input)	Self-interest integration	(Q3) What funding priorities, as determined by the City of Los Angeles NC board members, influence expenditures by NC region?	H3: The diversity of the NC board members makes a significant difference in NC region funding priorities.	(I) NC board diversity (D) NC board funding priority	NCRC Survey # 16,134,135,136, 137,138,139 and Demand Warrant Data Fiscal Year 2007-2008
Prioritize success (input)	Self-interest integration	(Q4) How does the City of Los Angeles NC board members' views of success impact expenditures in Neighborhood Improvement, Operations and Outreach categories?	H4: There is a positive relationship between NC board members' view of successes to Demand Warrant expenditures in both Neighborhood Improvement and Outreach categories.	(I) NC board view of success and accomplishments (D) Expenditure Categories	NCRC Survey # 23 and Demand Warrant Data Fiscal Year 2007-2008

CHAPTER IV

RESEARCH DESIGN AND METHODOLOGY

Overview

This chapter covers the methodology used in this study. The information obtained from the City of Los Angeles, the Department of Neighborhood Empowerment (DONE), and the Neighborhood Council Review Commission (NCRC) is considered public information. There are three sets of secondary data used: DONE data (Appropriations/Expenditure/Enrollment), DONE demand warrant data, and NCRC survey data.

Research Design

This is a quantitative research study, with the researcher analyzing observations made on NC secondary data. It has an interpretive portion of inquiry using statistical analysis as the methodology for inquiry. Babbie (1998) writes, "Much of social research is conducted to explore a topic, or to provide a beginning familiarity with that topic" (p. 91). This is a quantitative study, but proposes a somewhat exploratory foundation for the NCs in discovering best practices and future research needs.

Exploratory studies are most typically done for three purposes: (1) to satisfy the researcher's curiosity and desire for better understanding, (2) to test the feasibility of undertaking a more extensive study, and (3) to develop the methods to be employed in any subsequent study. (Babbie, 1998, p. 91)

NC Research Methodology

The research design presented in this study is inclusive of published secondary data on the Neighborhood Councils (NCs) and Los Angeles City information. In observing what overall themes occur in this comparative study, it is hoped that the variations found in this study will be used to demonstrate the quality of NC expenditure outputs and successes in their agency's purpose for citizen activism, involvement, and stakeholder value, and to establish best practices. Discovering benchmarks in expenditures and quality of funding priorities could lead toward increased decision-making successes within the NCs, in which to assist the agency's growth and sustain itself as a long-term and fully incorporated program within the municipality of Los Angeles. Drucker (1963) describes benchmarking as follows:

The most recent of the tools used to obtain productivity information is benchmarking—comparing one's performance with the best performance in the industry or, better yet, with the best anywhere in business. Benchmarking assumes correctly that what one organization does, any other organization can do as well. And it assumes, also correctly, that being at least as good as the leader is a prerequisite to being competitive. (p. 92)

This study analyzes the NCs for strategic decision-making gaps from the secondary published data provided from the NCRC surveys. As Harrison (1999) states, “The fusion of the behavioral and quantitative aspects of decision making is represented by the interrelated and dynamic decision-making process” (p. 169). This study also examines the allocation of NC resources and costs, by evaluating the gaps and consequences to stakeholders, and takes into consideration both the “insider and outsider view” (Bazerman, 2002, p. 157).

To explore and develop best practices for the NC, the “opportunity costs, which means that the cost of anything, is the value of the best alternative, or the opportunity that is sacrificed” and is not often measured (Harrison, 1999, p. 25). The implementation, analysis, and organizational buy-in are often missing in an organization’s implementation. Administrators and stakeholders’ behavior factors should be considered, in that as Harrison states, “Personality variables are significant in the decision making process” (p. 62).

This study reviews and analyzes secondary data, utilizing public records on the NCs in expenditures and demand warrants. The analysis includes results from the NCRC survey study to validate and match to the study results. The City of Los Angeles (2007a), NCRC published its final report on September 25, 2007, called *The Neighborhood Council System: Past, Present, & Future: Final Report*. The main title in the NCRC survey is representative of the NCs is indicating of the NC life cycle. Data results are for fiscal years from the DONE reports since their inception.

This study explores the statistically significant differences between the NC regions. By noting those variations, the researcher hopes that this study gives the NCs and their administrators' statistical information to benchmark against and make future decisions on their expenditures for quality stakeholder outcomes.

Dependent and Independent Variables Relationships

For dependent and independent relationships, see Table 3 for the conceptual framework. Dependent and independent relationships are categorized by the research questions. Also, included are they study’s hypotheses.

Population

All 89 Los Angeles City NCs within their seven NC regions are included in the population (see Appendix A). DONE expenditure and demand warrant reports are utilized as well as selected questions from the NCRC survey developed by California State University, Fullerton.

Data Collection Procedures

This study reviews and analyzes secondary data utilizing public records on the NCs in expenditures, demand warrants. The NC region analysis includes results from the NCRC survey study to validate and match study results. To obtain the NCRC data, this researcher contacted California State University, Fullerton for its survey (see Appendix G) and results and received the information via e-mail and telephone calls were made to DONE to request their information, which was subsequently e-mailed to the researcher. The researcher also met with DONE staff to discuss their data procedures.

NCRC Survey Data

The NCRC contracted outside assistance for its survey, through the California State University, Fullerton Social Science Research Center (SSRC). The survey instrument and results completed by their research center, the Social Science Research Center at California State University, Fullerton, has internal validity and was approved through their IRB process. Out of the 164 survey questions, only 11 questions are included as secondary data. Their survey involved 836 neighborhood board members: 445 current and 368 former. The DONE register count is 1,614. Short-form survey

participants totaled 635 and long-form survey count was 201. Most questions used a 4- or 5-point-scale response, or yes and no, also used were written in responses.

Method of data collection is from the NCRC survey (Robinson & Tiwari, 2007) is as follows, and previous and current board members:

Current and former Neighborhood Council board members responded to the NCRC survey between January 4 and August 2, 2007. One hundred ninety-one (22.8%) board members participated utilizing a web-based application at www.ssrc-at-csuf.com, 40 (4.8%) completed hard copy questionnaires, and 605 (72.4%) responded to a telephone survey. Both short and long forms of the questionnaire were available. The long form extended the short form of the survey instrument with detailed follow-up questions. . . . Note that only the short form was administered by telephone, the means by which more than seven of every ten board members participated in the study. Because some respondents did not answer particular questions, counts in many of the tables and graphics . . . amount to subsets of the 836 total responses or the 201 long form responses. (Robinson & Tiwari, 2007, p. 4)

The 11 questions selected for this study are listed in Table 11 used in this study from the NC board member survey that are applicable to understanding NC funding expenditures and spending. Out of the 164 questions chosen, were those that involved the areas of funding and NC board prioritizing focus for this study. The regions identified were included as one of the questions to sort and filter the remaining questions into regions. Types of questions that were not relevant or pertinent to this study were not utilized.

DONE Data (Appropriations/Expenditure/Enrollment)

DONE's secondary data involving the NC allocation of the \$50,000 city funds and enrollment year. NC enrollment years, appropriations, and expenditures obtained by DONE are calculated in SPSS starting with fiscal year 2002 through 2006. This was used to determine the impact of enrollment year of the NC to expenditure patterns.

Table 11

Neighborhood Council Board Member Question Survey – 11 Questions

#	Question #	NC impact area	Survey questions and rating scale
1	1	Region	In what region is your NC? (Harbor, South LA, West LA, Central, East, South Valley, North Valley)
2	16	Diversity	In your opinion, to what extent do the members of your neighborhood council reflect the diversity (e.g., race, ethnicity, socioeconomic status, religious affiliation and sexual orientation) of the community it represents? (not at all, to a small extent, somewhat well, very well)
3	23	Success	Please rate the overall success of the NC system in Los Angeles (very unsuccessful, somewhat unsuccessful, somewhat successful, very successful)
4	130-L	Funding	The \$50,000 annual budget for my NC is . . . (far too little, somewhat low, the right size, somewhat high, far too much)
5	131-L	Funding	Does your NC expend its budget in the allocated term? (yes, no)
6	134-L	Funding	Does your NC maintain a public office? (yes, no)
7	135-L	Funding	If so, what is the monthly rental cost of that office (\$ _____, Don't know)
8	136-L	Funding	To what extent do you agree that our NC budget allocation should be spent on . . . Administrative expenses to run the NC? (strongly disagree, somewhat disagree, somewhat agree, strongly agree)
9	137-L	Funding	To what extent do you agree that our NC budget allocation should be spent on . . . Outreach? (strongly disagree, somewhat disagree, somewhat agree, strongly agree)
10	138-L	Funding	To what extent do you agree that our NC budget allocation should be spent on . . . Soliciting public input, e.g., surveys and focused group discussions? (strongly disagree, somewhat disagree, somewhat agree, strongly agree)
11	139-L	Funding	To what extent do you agree that our NC budget allocation should be spent on . . . neighborhood improvements? (strongly disagree, somewhat disagree, somewhat agree, strongly agree)

Note: L-Question comes from long-form survey.

DONE Demand Warrants

Secondary data were obtained for NC fiscal year 2007-2008 to reflect current quality demand warrant acquisitions from the NC's actual expenditures of their annual \$50,000 appropriations from the City of Los Angeles. The DONE staff coded the categories of neighborhood improvement, operations, and outreach expenditures specifically for the researcher; therefore, only the last fiscal year is included in the data analysis. demand warrant category data are provided by the months in the fiscal year 2007-2008, and then compiled by the researcher. Secondary data involved citing the success rates of the NCs in their resource allocation of the \$50,000 city funds, including number and amount of demand warrant fund requests over the life of NC. This study utilized DONE data records and category data on the DONE spending report as variables.

NC funding categories are as follows:

Neighborhood improvement:

- a) Beautification and improvement
- b) Community services
- c) LAUSD/educational support
- d) Other

Operations:

- a) Office equip/supplies facilities
- b) Apple One/admin support
- c) Meeting expenses/translation
- d) Other

Outreach:

- a) Events/refreshments
- b) Election related expense
- c) Advertisement/newsletters/web
- d) Other

Statistical Analysis

For the purposes of this quantitative study, statistical analysis is used for a focused identification and systematic measurement of areas, in which the NCs can improve decision making in social capital (stakeholder activity and quality of expenditures). The key need for statistics for a public administrator's use is in reducing cycle time, as well as, a means for removing non-value added services for the public. The need for more data collection today centers on a more thorough understanding of the differences in NC expenditures and successes to see if they can adequately contribute to the analysis in the smaller public organizations.

Research Questions With Hypotheses

The following research questions and hypotheses are analyzed for their inputs in investment and outputs of expenditures. The dependent and independent variables are by individual NC regions.

Question 1

What are the variations in demand warrant expenditures and in different demand warrant categories by City of Los Angeles NCs and by NC regions? (DONE Data)

H1: Demand warrant totals and individual demand warrant categories in (a) neighborhood improvement, (b) operations, and (c) outreach have a significant amount of variance between NCs and between regions.

Question 2

How does the variable time-in-program affect the City of Los Angeles NC overall expenditures? (DONE data)

H2: There is a relationship in the time a NC is in the program to its increased use of its overall expenditures and annual budget.

Question 3

What funding priorities, as determined by the City of Los Angeles NC board members, influence expenditures by NC region? (NCRC Survey)

H3: The diversity of the NC board members makes a significant difference in NC region funding priorities.

Question 4

How does the City of Los Angeles NC board members' views of success impact expenditures in neighborhood improvement, operations, and outreach categories? (NCRC Survey)

H4: There is a positive relationship between NC board members' view of successes to demand warrant expenditures in both neighborhood improvement and outreach categories.

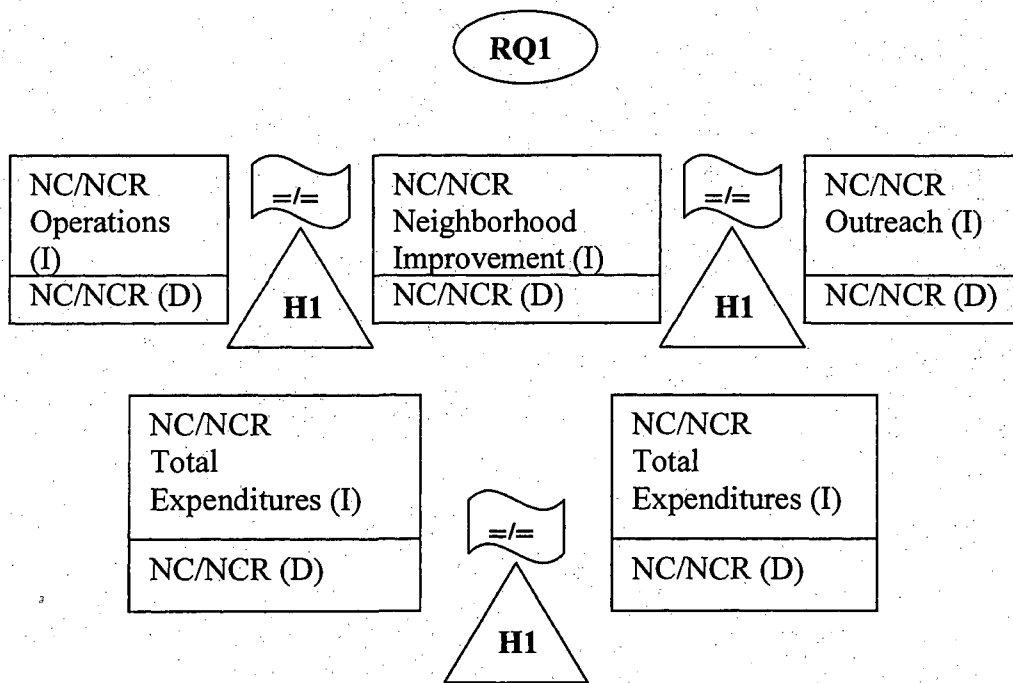
Research Model and Key Variables

There are four research questions with their hypotheses in this study. To give a big picture overview of NC expenditure patterns, three different data sets are used to answer these questions. One, is the DONE demand warrant data for fiscal year 2007-2008, two, DONE overall expenditures since 2002-2003, and three the NCRC survey with 11 questions. This data information is from the City of Los Angeles (2007 and 2008d) DONE. The survey information is from the Neighborhood Council Review Commission (NCRC) survey. Both information sources are considered public domain. DONE expenditures categories are neighborhood improvement, operations, and outreach. Overall expenditures by year and time in program allocations are analyzed over several years. Independent variables analyzed include NCs formation dates and other information that is a matter of public record and/or obtained from public websites.

Survey information is utilized to match NC board members' responses to actual expenditure patterns. Responses to 11 selected questions from an NCRC survey that address questions of neighborhood diversity, expenditures, and views of NC-with respect to funding priorities, successes, and accomplishments. The survey instruments and results are from Dr. Raphael Sonenshein, director NCRC and Dr. Gregory Robinson at California State University, Fullerton at the Social Science Research Center (SSRC). Individual NCs were not identifiable in this study and any comments on open-ended

questions that might potentially identify respondents are redacted by the SSRC at California State University, Fullerton.

Figure 1 (repeated here for easy reference, also in chapter I) graphs the research model of NC and NCR demand warrant categories and total expenditures relationship, with hypotheses and their dependent and independent variables for research question 1.



RQ1 – Research Question 1

(D) – Dependent variables

H1 – Hypothesis 1

(I) – Independent variables

≠ – Not equal

Figure 1. Model for research question 1--concept: NC success to goals (output)

Figure 1 (RQ1) shows the research model for Research Question 1: *What are the variations in demand warrant overall expenditures and in different demand warrant categories in the City of Los Angeles NCs and NC regions?* Demand warrant totals and individual demand warrant categories in neighborhood improvement, operations, and outreach show a significant amount of variance between NCs and NC regions.

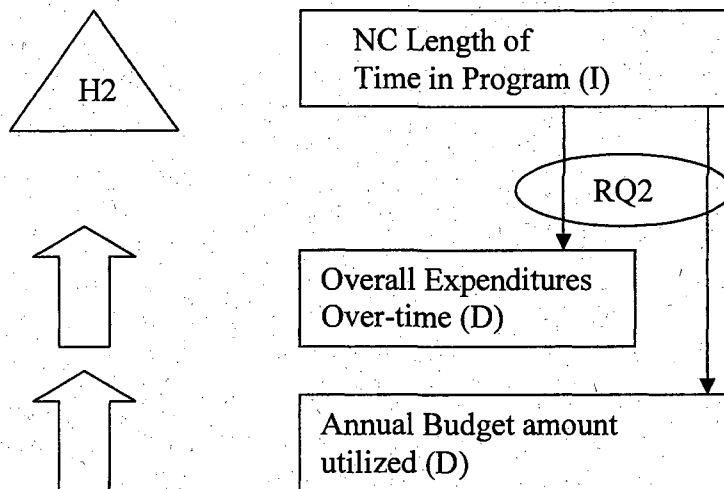
The use of operations expenditures by NCs (independent variable) results should show a decline in the NC neighborhood improvement expenditures (dependent variable). The use of outreach expenditures by NCs (independent variable) results should show a decline in the NC neighborhood improvement expenditures (dependent variable).

Hypothesis 1 demonstrates unequal relationships between the three categories of outreach expenditures (independent variable), operations expenditures (independent variable) and neighborhood improvement demand warrant expenditures (independent variable) by NCs (dependent variable) and by NC regions (dependent variable). This ultimately means that the total demand warrant expenditures (independent variable) are not equal in the various NC regions (dependent variable), as well.

Data for Research Question 1 are obtained from the DONE demand warrant spending for the last fiscal year, July 1, 2007 through June 30, 2008. Funding categories for DONE demand warrant data are drawn from outreach, operations, and neighborhood improvement expenditures. In addition, overall totals for NC and NC regions demand warrants are in this section's research.

Figure 2 (repeated here for easy reference, also in chapter I) graphs the research model for NC time-in-program to overall NC expenditures and their utilization of their

annual budget relationships with hypotheses and their dependent and independent variables for Research Question 2.



RQ2 – Research Question 2

H2 – Hypothesis 2

(D) – Dependent variables

(I) – Independent variables

Figure 2. Model for research question 2--concept: NC stability (throughput)

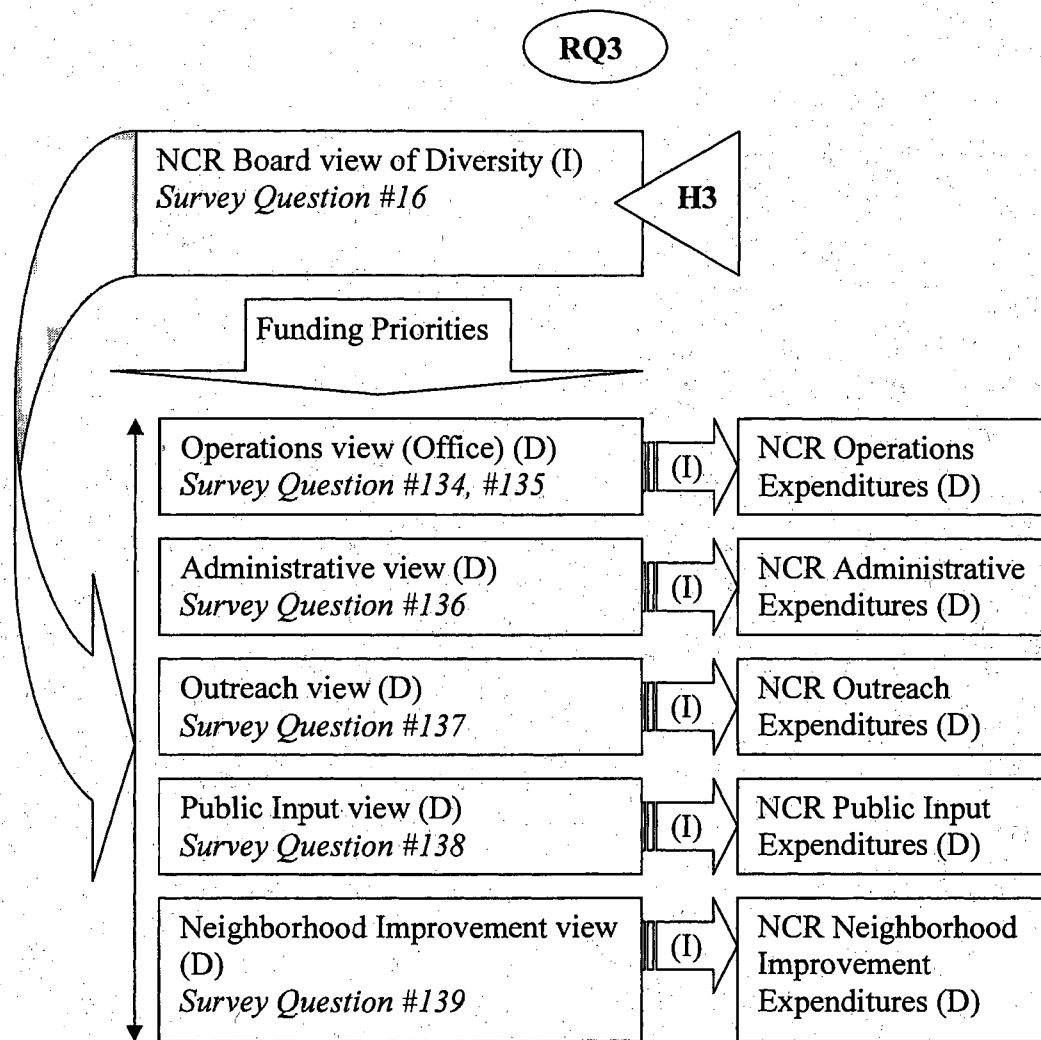
Figure 2 (RQ2) shows the research model for Research Question 3: *How does the variable time-in-program affect the City of Los Angeles NC overall expenditures?* There is one associated hypothesis (H6) to Research Question 3: *There is a positive relationship in the time the NC is in the program (independent variable) to the overall expenditures over time (dependent variable), and the use of their annual budget (dependent variable) by the NCs.*

Data are from the DONE for NC funding dates and expenditures since DONE reporting years 2002-2003. In addition, data retrieved for questions 130 and 131

respectively are from the NCRC survey. Survey responses are completed on a 5-point Likert scale: question 130). The \$50,000 annual budget for my NC is: 1 = Far too little, 2 = Somewhat low, 3 = The right size, 4 = Somewhat High, and 5 = Far too Much, and compared to question 131) Does your NC expend its budget in the allocated term? Yes or No.

Figure 3 graphs the research model of the NCR board members' view of their diversity and funding priorities with hypotheses and their dependent and independent variables for Research Question 3.

Figure 3 (RQ3, repeated here for each reference) shows the research model for Research Question 3: *What funding priorities, as determined by the City of Los Angeles NC board members, influence expenditures by NC region?* Hypotheses 3 is *the diversity of the NC board members makes a significant difference in NC region funding priorities.* The NC board members' views on the diversity of their board members in comparison to their community are an independent variable impacting the NC board members' five funding priorities as the dependent variables. The NC board members' funding priorities are the following: (a) operations view, (b) administrative view, (c) outreach view, (d) public input view, and (e) neighborhood improvement view. Data are from Question 16 on the NCRC survey results: *In your opinion, to what extent do members of your Neighborhood Council reflect the diversity (e.g., race, ethnicity, socioeconomic status, religious affiliation, and sexual orientation) of the community it represents?* Survey responses are rated in the following 4-point Likert scale: 1 = not at all, 2 = to a small extent, 3 = somewhat well, and 4 = very well (Robinson & Tiwari, 2007).



RQ3 – Research Question 3

H3– Hypothesis 3

(D) – Dependent variables

(I) – Independent variables

Figure 3. Model for research question 3—concept: diversity and cultural (input)

The five funding priorities are independent variables that subsequently correspond with NC expenditures in adjacent categories as dependent variables. Questions 134 and

135 from the NCRC survey deal with office and rental costs that reflect operations spending: *Does your NC maintain a public office? Yes or No, and if so, what is the monthly rental cost of the office (\$ amount or don't know)*. The other four funding priority views are from NCRC survey questions 136, 137, 138, and 139 respectively: *To what extent do you agree that our NC budget allocation should be spent on...?:*

Q136) Administrative expenses to run the NC

Q137) Outreach,

Q138) Soliciting public input, e.g. surveys and focused group discussions,

Q139) Neighborhood improvements.

A 4-point Likert scale is used: 1 = strongly disagree, 2 = somewhat disagree, 3 = somewhat agree, 4 = strongly agree. NC expenditures data for Research Question 3 is from the DONE demand warrant spending for the last fiscal year, July 1, 2007 through June 30, 2008. Funding categories for DONE demand warrant data are in categories for outreach, operations, and neighborhood improvement expenditures. For the purpose of this study, administrative and public input applications are in operations and outreach.

Figure 4 graphs the research model for NC board members' views of success and the funding impact on neighborhood improvement, outreach, and operations expenditures with hypotheses and their dependent and independent variables for Research Question 4.

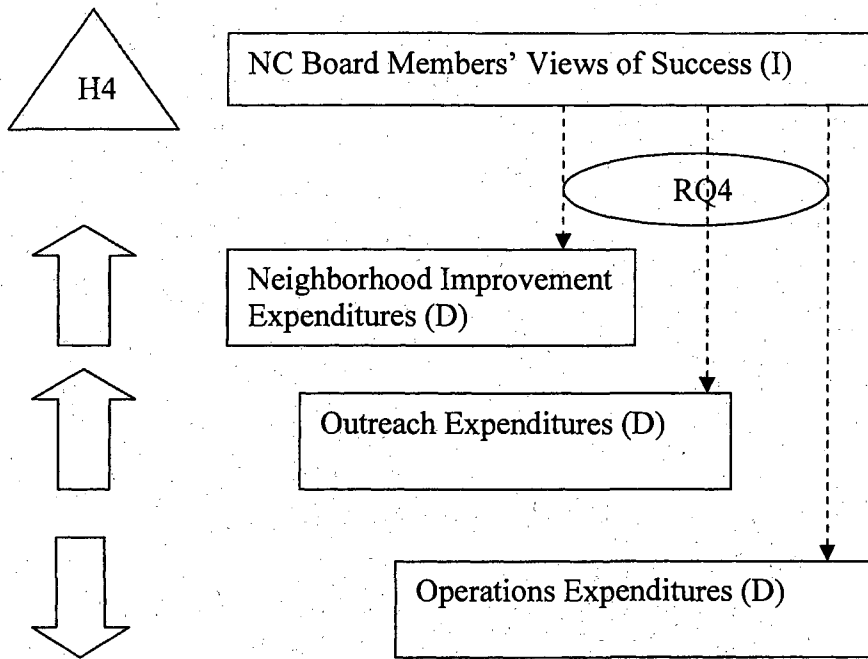


Figure 4. Model for research question 4—concept: NC prioritize success (input)

Figure 4 (RQ4) shows the research model for Research Question 4: *How does the City of Los Angeles NC board members views of success impact expenditures in neighborhood improvement, operations, and outreach categories?* There is one associated hypothesis (H4): *There is a positive relationship between NC board members' view of successes (independent variable) to demand warrant expenditures in both Neighborhood Improvement (dependent variable) and Outreach (dependent variable) categories.* However, this model also demonstrates an expectation for a corresponding decline in NC board members' view of success to operations (dependent variable) expenditures. Data are from Question 23 on the NCRC survey results: *Please rate the overall success of the NC system in Los Angeles Survey.* The responses are rated on a

4-point Likert scale: 1 = very unsuccessful, 2 = somewhat unsuccessful, 3 = somewhat successful, 4 = very successful.

*Dependent and Independent Variables: Operationalization
and Measurement*

Table 3 (repeated here for easy reference) represents the relationships of the dependent and independent variables, and methodology.

Limitations of This Study

This study uses only published available secondary data. It should be noted that the demand warrant coding of categories is determined by the NC and may have some miscoding. demand warrant expenditures are being studied, but the NCs also have other expenditures in checks that are not being examined in this study.

Further study should be done on individual NCs, as well as on any nonpublished data that would provide an even further detail of NC results. Additional studies should be done with interviews, surveys, and/or observations to triangulate the author's findings produced from available published data sources found. This study should be treated with multi-case standards, and the data should not to be considered consistent to include a national focus on NCs in other cities, which could have other unknown variables occurring. Per Kilburn (2004), "Case studies often restrict the ability of researchers to generalize from the case and draw inferences about regimes in other cities" (p. 634). Comparative or cross-sectional designs are considered more limited in the scope of research designs available. In addition, conducting only secondary data analysis limits the

Table 3

Conceptual Framework: Summary of Dissertation Concepts and Variables

Concept	Problem/factors	Research questions (RQ)	Hypotheses (H)	(Indep) and (Dep) variable (s)	Research method
NC success to goals (output)	Measure and benchmark NC success and goals	(RQ1) What are the variations in Demand Warrant overall expenditures and in different Demand Warrant categories by City of Los Angeles NC and by NC Regions?	H1: Demand warrant totals and individual demand warrant categories in Neighborhood Improvement, Operations, and Outreach have a significant amount of variance between NCs and between NC regions.	(I) NC Operations (D) NC Neighborhood Improvement	DONE Demand Warrant Data Fiscal year 2007-2008
Stability (throughput)	NC adaptability and life cycle	(Q2) How does the variable time-in-program affect the City of Los Angeles NC overall expenditures?	H2: There is a positive relationship in the time a NC is in the program to its increased use of its overall expenditures and annual budget.	(I) NC Program Time (D) Expenditure categories	NCRC survey # 130, 131 and DONE 5 year Appropriations and Expenditures Data
Prioritize cultural (input)	Self-interest integration	(Q3) What funding priorities, as determined by the City of Los Angeles NC board members, influence expenditures by NC region?	H3: The diversity of the NC board members makes a significant difference in NC region funding priorities.	(I) NC board diversity (D) NC board funding priority	NCRC Survey # 16,134,135,136, 137,138,139 and Demand Warrant Data Fiscal Year 2007-2008
Prioritize success (input)	Self-interest integration	(Q4) How does the City of Los Angeles NC board members' views of success impact expenditures in Neighborhood Improvement, Operations and Outreach categories?	H4: There is a positive relationship between NC board members' view of successes to Demand Warrant expenditures in both Neighborhood Improvement and Outreach categories.	(I) NC board view of success and accomplishments (D) Expenditure Categories	NCRC Survey # 23 and Demand Warrant Data Fiscal Year 2007-2008

power of this study. Further study from its findings would have to be conducted to examine the NC in a much more in-depth study.

Summary

The intent of this comparative design study is to compare the quality of social activity in the 89 Los Angeles NCs within their seven NC regions. There are three sets of secondary data used in the data collection: DONE data (Appropriations/Expenditure/Enrollment), DONE demand warrant data, and NCRC survey data. The format follows closely with cross-sectional designs, and this mini-case of NC statistics is treated with case study rules and not considered generalizable outside of the City of Los Angeles NCs and their NC regions studied.

CHAPTER V

RESULTS OF THE STUDY

There are many times, both in basic science and in professional practice, when we want to know the relationship between one thing and another. Indeed, all of science is concerned with such relationships, and without knowledge of them professional practice could never check up on itself.

—Phillips, *How To Think About Statistics*

Overview

This study reviews and analyzes secondary data, utilizing public records on the NCs in expenditures and demand warrants. The researcher used data obtained from the Department of Neighborhood Empowerment (DONE) of NC demand warrant expenditures for fiscal year 2007-2008 and also appropriations and expenditures from fiscal years 2002-2008. In addition, 11 questions from the NCRC survey are utilized to correlate findings and hopefully answer theoretical questions in this study.

Research Questions and Hypotheses

The following research questions and hypotheses demonstrate the analyzed findings for NCs and NCR inputs in investment and outputs of expenditures and their dependent and independent variables. The research questions and their key concepts are presented in the following.

Concept: Research Question 1—Variation of NC Success to Goals (Output)

The data in this portion of the study explore the statistically significant differences by individual NCs and by aggregate totals by NCRs. The researcher expected significant differences between the NCs and NCRs. By noting those variations, the researcher hoped that this study would give the NCs and their administrators statistical information to benchmark against and make future decisions on their expenditures for quality stakeholder outcomes. Data were analyzed by NC frequency, proportion, and coefficient of correlation. “A coefficient of correlation provides . . . a scale with limits of .00 and 1.00 . . . [and] carries information not only about the *strength* of the relationship but also about its *direction*; some correlations are positive and some are negative (Phillips, 2000, pp. 61-62).

Research Question 1. What are the variations in demand warrant expenditures and in different demand warrant categories by City of Los Angeles NCs and by NC regions? (DONE Data)

Hypothesis 1. Demand warrant totals and individual demand warrant categories in (a) neighborhood improvement, (b) operations, and (c) outreach have a significant amount of variance between NCs and between regions.

Reject the null hypothesis. There is a significant amount of variance between NCs and NCRs, in that there are no equal expenditures between NC categories.

Table 12 reflects the category and subcategory expenditures from DONE. Amounts vary constantly due to demand warrant submission and approval times; and Table 12 is a dynamic chart. Simple proportion calculations are conducted for the

category amounts in fiscal year 2007-2008. Neighborhood improvement expenditures accounted for the greatest category amount of \$1,360,175 at 41.5% of the total \$3,296,940 spend and Outreach had the greatest amount of NC activity with 790 demand warrants) of the 1,717 total at 46%.

Table 12

Demand Warrants Frequency Test—NCRs Category Spending and Percentages to Fiscal Year 2007-2008 Totals

Categories	Warrant spend	% Spend	Warrant #	% Warrants
Neighborhood improvement				
Beautification projects	470,447	14.3%	148	8.6%
Community services	504,606	15.3%	139	8.1%
LAUSD/educational support	263,051	8.0%	63	3.7%
Other	131,070	4.0%	44	2.6%
Total	1,369,175	41.5%	394	23.0%
Operations				
Office equip/supplies facilities	261,368	7.9%	175	10.2%
Apple one/admin support	224,223	6.8%	150	8.7%
Meeting expenses/translation	106,480	3.2%	179	10.4%
Other	38,024	1.2%	25	1.5%
Total	630,096	19.1%	529	30.8%
Outreach				
Events/refreshments	498,178	15.1%	347	20.2%
Election related expenses	66,741	2.0%	43	2.5%
Advertisement/newsletters/web	510,910	15.5%	304	17.7%
Other	216,036	6.6%	96	5.6%
Total	1,291,866	39.2%	790	46.0%
Missing	5,803	.2%	4	.2%
Grand total	3,296,940	100.0%	1,717	100%

Note. Category spending amounts as noted from DONE Demand Warrant Fiscal Year 2007-2008 data. Noted by DONE: Amounts do not reflect finalized expenditure totals, as requested amounts are sometimes altered and/or cancelled depending on project outcomes. These amounts do not reflect purchase card or petty cash expenditures. Moreover, the category descriptions are self-determined by the NCs, and do not always correspond to department's category definitions.

Of the 1,717 demand warrants in fiscal year 2007-2008, 72% or 1,239 were below \$2,000 with a mean category spend of \$1,053 (see Table 13). Only two expenditures were outliers in the upper most rank of \$30,001-\$60,000. Eighty-seven percent or 1,493 of the 1,717 demand warrants requests are within \$4,000. Since, some NC expenditures exceeded their \$50,000 annual funds, the assumption was that NC appropriation requests carried over from the previous 2006-2007 fiscal year and hit 2007-2008 fiscal year accounting.

Table 13

NC Demand Warrants by Frequency of Expenditure Amount Ranking and Percentage Scale

Ranking	Frequency	Percentages
0-\$2,000	1,239	72
\$2,001-\$4,000	257	15
\$4,001-\$6,000	108	6
\$6,001-\$8,000	48	3
\$8,001-\$10,000	25	1
\$10,001-\$30,000	38	2
\$30,001-\$60,000	2	0
Total	1,717	100
Mean \$1,053		

Tables 14-21 represent 88 encoded NCs (due to missing data), and the seven NCRs. Percentages on each category spend were calculated and displayed. Then Pearson's r correlation tests were conducted on categories to answer the relationships of Operations expenditures to Neighborhood Improvement in Hypothesis 1, and the relationship of Outreach expenditures to Neighborhood Improvement in Hypothesis 2.

Frequency tests demonstrated a significant amount of variance between NCs and NCRs. In Table 12, each NCR displays a wide range of variance in its total spend for all three categories of neighborhood improvement, operations, and outreach. The top three highest region percentages in neighborhood improvement were in the Central region at 56%, North Valley at 47%, and South Valley at 43%. The lowest in neighborhood improvement expenditures were in the South at 23%. The three highest region percentages in operations were South at 39%, Central at 22% and North Valley at 19%. The least amount of region operations spending was in Harbor at 9%. The three highest region percentages in outreach were Harbor at 56%, West at 53%, and South Valley and East tying for third place at 45%. Central had the least amount of outreach spend at 22%.

The following tables use interval-ratio variables and measure NC expenditure categories with Pearson's r association tests conducted on a bivariate table. A positive association shows with Pearson's r when using the 88 NCs for operations to neighborhood improvement at .038, with a significant level of .722, and outreach to neighborhood improvement at .082 with a significance level of .447. When using the seven NCRs, operations to neighborhood improvement is positive at .273, with a significance level of .554, and outreach to neighborhood improvement is negative at -.023, with a .961 significance level.

Table 14 demonstrates the percentages of neighborhood improvement, operations, and outreach expenditures and their region totals and by category. South had the lowest neighborhood improvement with 23%. The highest operations expenditures were in the South at 39%, Central at 22%, and North Valley at 19%, which are also representative of

some of the economically low of neighborhood regions. Although Central was the second highest in operations expenditure, it also had the greatest amount of neighborhood improvement expenditure at 56%. The lowest operations expenditures were in Harbor at 9%, South Valley at 12%, and West at 13%. Harbor at 56% and West at 53% had the highest Outreach expenditure, Central at 22%, and North Valley at 33% had the lowest.

Table 14

NCR Totals: NC Percentages and Correlations of Demand Warrant Spending by Neighborhood Improvement, Operations, and Outreach Categories to Totals for Fiscal Year 2007-2008

NCRs	NCR totals						Region totals
	NI%	OPS%	OUT%	NI total	OPS total	OUT total	
Central	56%	22%	22%	\$347,464	\$133,752	\$133,219	\$617,763
South Valley	43%	12%	45%	\$249,030	\$69,561	\$263,370	\$582,461
South	23%	39%	38%	\$112,391	\$187,367	\$182,126	\$481,884
East	40%	15%	45%	\$178,292	\$67,235	\$197,173	\$442,700
West	34%	13%	53%	\$99,293	\$37,958	\$153,489	\$290,741
Harbor	35%	9%	56%	\$113,025	\$30,767	\$181,934	\$325,726
North Valley	47%	19%	33%	\$262,581	\$103,456	\$182,530	\$555,665
NCR totals	41%	19%	39%	\$1,362,076	\$630,096	\$1,293,841	\$3,296,941

NI % = Neighborhood Improvement percentage to total NC category spend

OPS % = Operations percentage to total NC category spend

OUT % = Outreach percentage to total NC category spend

Central Region spent equally in operations and outreach at 22%, and had a 56% spend in neighborhood improvement (see Table 15).

Table 15

Central NCR: NC Percentages and correlations of Demand Warrant Spending by Neighborhood Improvement, Operations, and Outreach Categories to Totals for Fiscal Year 2007-2008

NC	Central NCR			Grand total
	NI %	OPS %	OUT %	
26	80%	1%	19%	\$ 67,222
27	17%	22%	62%	\$ 45,138
28	0%	11%	89%	\$ 6,033
29	65%	3%	32%	\$ 58,315
30	32%	31%	37%	\$ 13,482
31	93%	3%	4%	\$ 79,938
32	13%	5%	82%	\$ 11,490
33	41%	18%	41%	\$ 18,256
34	64%	1%	29%	\$ 59,847
35	41%	57%	3%	\$ 48,502
36	11%	62%	27%	\$ 46,440
37	0%	0%	100%	\$ 2,250
38	28%	0%	72%	\$ 6,416
39	72%	28%	0%	\$ 90,557
40	25%	0%	75%	\$ 3,350
41	49%	47%	5%	\$ 60,526
Central total	56%	22%	22%	\$617,763

NI % = Neighborhood Improvement percentage to total NC category spend

OPS % = Operations percentage to total NC category spend

OUT % = Outreach percentage to total NC category spend

The East Region spent 15% in Operations and Outreach at 22%, with a 40% spend in Neighborhood Improvement (see Table 16).

The Harbor Region spent 9% in Operations and Outreach at 56%, with a 35% spend in Neighborhood Improvement (see Table 17).

The North Valley Region spent 15% in Operations and Outreach at 22%, with a 40% spend in Neighborhood Improvement (see Table 18).

Table 16

East NCR: NC percentages and correlations of Demand Warrant Spending by Neighborhood Improvement, Operations, and Outreach Categories to Totals for Fiscal Year 2007-2008

NC	NI %	East NCR		Grand total
		OPS %	OUT %	
49	27%	0%	73%	\$ 28,193
51	23%	25%	52%	\$ 29,772
52	39%	28%	33%	\$ 40,501
53	15%	26%	59%	\$ 15,992
54	54%	17%	29%	\$ 31,267
55	55%	0%	45%	\$ 37,897
56	67%	2%	31%	\$ 61,270
57	17%	40%	43%	\$ 41,686
89	57%	6%	37%	\$ 26,639
90	70%	4%	26%	\$ 56,521
91	7%	24%	69%	\$ 72,963
East total	40%	15%	45%	\$442,700

NI % = Neighborhood Improvement percentage to total NC category spend

OPS % = Operations percentage to total NC category spend

OUT % = Outreach percentage to total NC category spend

Table 17

Harbor NCR: NC Percentages and Correlations of Demand Warrant Spending by Neighborhood Improvement, Operations, and Outreach Categories to Totals for Fiscal Year 2007-2008

NC	NI %	Harbor NCR		Grand total
		Ops %	Out %	
42	40%	2%	58%	\$ 89,420
43	31%	0%	68%	\$ 51,002
44	9%	6%	85%	\$ 49,496
45	44%	4%	52%	\$ 17,710
46	35%	7%	58%	\$ 18,027
47	31%	0%	69%	\$ 38,347
48	49%	38%	12%	\$ 61,724
Harbor total	35%	9%	56%	\$325,726

NI % = Neighborhood Improvement percentage to total NC category spend

OPS % = Operations percentage to total NC category spend

OUT % = Outreach percentage to total NC category spend

Table 18

North Valley NCR: NC Percentages and Correlations of Demand Warrant Spending by Neighborhood Improvement, Operations, and Outreach Categories to Totals for Fiscal Year 2007-2008

NC	NI %	North Valley NCR		Grand total
		OPS %	OUT %	
59	76%	14%	11%	\$ 20,133
60	73%	22%	6%	\$ 57,311
61	68%	3%	30%	\$ 25,915
62	16%	0%	84%	\$ 19,010
63	35%	48%	17%	\$ 60,447
64	7%	46%	47%	\$ 22,255
65	5%	30%	65%	\$ 9,898
66	68%	10%	22%	\$ 19,454
67	46%	3%	51%	\$113,756
68	0%	100%	0%	\$ 640
69	33%	3%	65%	\$ 49,303
70	35%	45%	19%	\$ 34,909
71	40%	5%	55%	\$ 18,554
72	1%	64%	35%	\$ 22,213
North Valley total	47%	19%	33%	\$555,665

NI % = Neighborhood Improvement percentage to total NC category spend

OPS % = Operations percentage to total NC category spend

OUT % = Outreach percentage to total NC category spend

The South Region spent 39% in operations and outreach at 38%, with a 23% spend in neighborhood improvement (see Table 19).

Table 19

South NCR: NC Percentages and Correlations of Demand Warrant Spending by Neighborhood Improvement, Operations, and Outreach categories to Totals for Fiscal Year 2007-2008

NC	South NCR			Grand total
	NI %	OPS %	OUT %	
10	0%	100%	0%	\$ 340
12	70%	19%	11%	\$ 14,333
13	0%	77%	23%	\$ 32,542
14	10%	39%	51%	\$ 50,372
15	0%	57%	43%	\$ 42,190
16	6%	68%	26%	\$ 58,305
17	26%	37%	36%	\$ 56,176
18	44%	1%	55%	\$ 29,964
19	55%	18%	27%	\$106,648
20	0%	100%	0%	\$ 19,060
21	25%	11%	64%	\$ 25,281
23	0%	100%	0%	\$ 2,531
24	0%	50%	50%	\$ 15,367
25	2%	12%	85%	\$ 28,776
South total	23%	39%	38%	\$481,884

NI % = Neighborhood improvement percentage to total NC category spend

OPS % = Operations percentage to total NC category spend

OUT % = Outreach percentage to total NC category spend

The South Valley Region spent 12% in operations and outreach at 45%, with a 43% spend in neighborhood improvement (see Table 20).

Table 20

South Valley NCR: NC Percentages and Correlations of Demand Warrant Spending by Neighborhood Improvement, Operations, and Outreach Categories to Totals for Fiscal Year 2007-2008

NC	NI %	South Valley NCR		Grand total
		OPS %	OUT %	
73	48%	2%	49%	\$ 61,695
74	25%	45%	30%	\$ 15,111
75	66%	4%	30%	\$ 30,198
76	88%	0%	12%	\$ 41,408
77	22%	0%	78%	\$ 20,063
78	27%	0%	73%	\$ 24,827
79	70%	0%	30%	\$ 40,196
80	40%	50%	10%	\$ 21,739
81	58%	14%	28%	\$ 66,231
82	15%	21%	63%	\$ 60,214
83	52%	13%	35%	\$ 16,952
84	17%	13%	70%	\$ 69,217
85	67%	1%	32%	\$ 37,468
86	22%	24%	54%	\$ 24,218
87	48%	0%	52%	\$ 13,823
88	17%	24%	60%	\$ 39,099
South Valley total	43%	12%	45%	\$582,461

NI % = Neighborhood Improvement percentage to total NC category spend

OPS % = Operations percentage to total NC category spend

OUT % = Outreach percentage to total NC category spend

The West Region spent 13% in operations and outreach at 53%, and had a 34% spend in neighborhood improvement (see Table 21).

Table 21

West NCR: NC Percentages and Correlations of Demand Warrant Spending by Neighborhood Improvement, Operations and Outreach Categories to Totals for Fiscal Year 2007-2008

NC	NI %	West NCR		Grand Total
		OPS %	OUT %	
2	9%	4%	86%	\$ 22,206
3	12%	11%	77%	\$ 42,857
4	57%	10%	33%	\$ 18,715
5	1%	1%	98%	\$ 36,806
6	48%	15%	37%	\$ 35,235
7	67%	20%	14%	\$ 42,404
8	34%	9%	57%	\$ 49,455
9	57%	4%	39%	\$ 22,554
West total	34%	13%	53%	\$290,741

NI % = Neighborhood Improvement percentage to total NC category spend

OPS % = Operations percentage to total NC category spend

OUT % = Outreach percentage to total NC category spend

Concept: Research Question 2—Stability (Throughput)

In the NCRC final report on September 25, 2007, *The Neighborhood Council*

System: Past, Present, and Future: Final Report title is indicative of the life cycle of the

NC program (City of Los Angeles, 2007a).

Research Question 2. How does the variable time-in-program affect the City of Los Angeles NC overall expenditures? (DONE data)

Hypothesis 2. There is a relationship in the time a NC is in the program to its increased use of its overall expenditures and annual budget.

Reject the null hypothesis. Positive relationship. DONE data show the longer the NC has been in the program, the expenditures also increase (see Tables 22-37).

Table 22

ANOVA—NCR Total Expended 2006-2007

	N	Mean	Std. deviation	Std. error	95% Confidence interval for mean		Minimum	Maximum
					Lower bound	Upper bound		
North Valley	14	\$29,445.97	\$15,187.357	\$4,058.992	\$20,677.05	\$38,214.89	\$ 9,725	\$ 58,341
South Valley	16	\$43,004.61	\$18,772.059	\$4,693.015	\$33,001.68	\$53,007.53	\$16,329	\$ 77,170
West	9	\$42,052.41	\$20,385.131	\$6,795.044	\$26,383.01	\$57,721.81	\$11,186	\$ 81,285
Central	14	\$31,690.00	\$18,955.239	\$5,066.001	\$20,745.57	\$42,634.43	\$ 4,398	\$ 72,466
East	12	\$53,165.36	\$23,875.253	\$6,892.192	\$37,995.75	\$68,334.97	\$-1,397	\$ 90,062
South	14	\$41,494.98	\$24,763.213	\$6,618.247	\$27,197.13	\$55,792.83	\$16,526	\$113,304
Harbor	7	\$36,801.68	\$14,242.903	\$5,383.311	\$23,629.19	\$49,974.17	\$13,750	\$ 56,659
Total	86	\$39,522.96	\$20,753.685	\$2,237.927	\$35,073.36	\$43,972.56	\$-1,397	\$113,304
ANOVA			Sum of squares	Df	Mean square	F	Sig.	
Between groups			4.872E9	6	8.120E8	2.021	.073	
Within groups			3.174E10	79	4.018E8			
Total			3.661E10	85				

Note. Table 22 results: $F = 2.02$ and $p = .07 > \alpha = .05$.

Table 23

ANOVA—NC Spending 2006-07: Total Appropriations 5 years (FY2002-2007)

Total expended, all years	N	Mean	Std. deviation	Minimum	Maximum
North Valley	14	\$ 77,320.12	\$48,462.759	\$10,995	\$156,941
South Valley	16	\$114,703.46	\$53,755.474	\$22,579	\$199,509
West	9	\$ 91,935.38	\$48,726.631	\$18,626	\$149,008
Central	14	\$ 88,395.45	\$51,344.483	\$ 4,398	\$171,083
East	12	\$118,579.77	\$44,854.305	\$10,578	\$160,009
South	14	\$ 90,955.57	\$36,462.088	\$32,667	\$180,210
Harbor	7	\$142,644.73	\$31,618.726	\$82,682	\$186,950
Total	86	\$100,901.63	\$48,945.859	\$ 4,398	\$199,509
ANOVA		df	F	Sig.	
Between groups		6	2.371	.037	

Note. Table 23 results: $F = 2.37$ and $p = .03 < \alpha = .05$.

Table 24

NCR—Appropriations and Expended

	Years establish.	N	Mean	Std. deviation	Minimum	Maximum	ANOVA		
							df	F	Sig.
(a) Total appropriations 2006-2007	2002-03	24	\$218,750.00	\$6,384.424	\$212,500	\$225,000	4	2458.757	.000
	2003-04	41	\$186,585.37	\$13,225.875	\$162,500	\$200,000			
	2004-05	11	\$129,545.45	\$17,022.712	\$112,500	\$150,000			
	2005-06	9	\$90,277.78	\$13,661.330	\$62,500	\$100,000			
	2006-07	1	\$37,500.00	\$.	\$37,500	\$37,500			
	<u>Total</u>	<u>86</u>	<u>\$176,453.49</u>	<u>\$44,697.455</u>	<u>\$37,500</u>	<u>\$225,000</u>			
(b) Total expended all years	2002-03	24	\$142,688.63	\$27,431.420	\$84,562	\$199,509	4	27.125	.000
	2003-04	41	\$105,819.77	\$38,432.285	\$10,578	\$180,210			
	2004-05	11	\$57,120.73	\$28,918.373	\$22,579	\$125,195			
	2005-06	9	\$30,564.32	\$16,918.290	\$4,398	\$55,218			
	2006-07	1	\$10,995.47	\$.	\$10,995	\$10,995			
	<u>Total</u>	<u>86</u>	<u>\$100,901.63</u>	<u>\$48,945.859</u>	<u>\$4,398</u>	<u>\$199,509</u>			
(c) Expended 2006-07	2002-03	24	\$45,972.23	\$16,244.979	\$19,761	\$81,285	4	6.313	.000
	2003-04	41	\$44,576.07	\$21,925.255	\$-1,397	\$113,304			
	2004-05	11	\$26,256.22	\$12,714.756	\$12,072	\$52,687			
	2005-06	9	\$18,689.85	\$11,150.254	\$4,398	\$32,621			
	2006-07	1	\$10,995.47	\$.	\$10,995	\$10,995			
	<u>Total</u>	<u>86</u>	<u>\$39,522.96</u>	<u>\$20,753.685</u>	<u>\$-1,397</u>	<u>\$113,304</u>			

Note. (a) results: $F = 258.75$ and $p = .0 < \alpha = .05$

(b) results: $F = 27.12$ and $p = .0 < \alpha = .05$

(c) results: $F = 6.31$ and $p = .0 < \alpha = .05$

Table 25

Cross-Tabulation of Enrollment Year to NC Entry by Regions

		Valid		Missing		Total		
		N	%	N	%	N	%	
Enrollment year * Region		86	87.8%	12	12.2%	98	100.0%	
NCRs								
Enrollment year	North Valley	South Valley	West	Central	East	South	Harbor	Total
2002-03	0 .0%	5 31.2%	3 33.3%	6 42.9%	4 33.3%	2 14.3%	4 57.1%	24 27.9%
2003-04	7 50.0%	8 50.0%	2 22.2%	3 21.4%	7 58.3%	11 78.6%	3 42.9%	41 47.7%
2004-05	3 21.4%	2 12.5%	2 22.2%	3 21.4%	0 .0%	1 7.1%	0 .0%	11 12.8%
2005-06	3 21.4%	1 6.2%	2 22.2%	2 14.3%	1 8.3%	0 .0%	0 .0%	9 10.5%
2006-07	1 7.1%	0 .0%	0 .0%	0 .0%	0 .0%	0 .0%	0 .0%	1 1.2%
Total	14	16	9	14	12	14	7	86

Note: % within region.

Chi-square tests	Value	df	Asymp. sig. (2-sided)
Pearson chi-square	30.488 ^a	24	.169
N of valid cases	86		

a. 30 cells (85.7%) have expected count less than 5. The minimum expected count is .08.
Chi-square - 2 sided = .169 (83.1 confidence level)

Directional measures		Value	Asymp. std. error ^a	Approx. T ^b	Approx. sig.
Nominal by nominal lambda	Symmetric	.113	.070	1.542	.123
	Enrollment year dependent	.111	.096	1.099	.272
	Region dependent	.114	.085	1.277	.202
Goodman and Kruskal tau	Enrollment year dependent	.116	.037		.024 ^c
	Region dependent	.061	.015		.157 ^c

a. Not assuming the null hypothesis.

b. Using the asymptotic standard error assuming the null hypothesis.

c. Based on chi-square approximation

Symmetric measures		Value	Approx. Sig.
Nominal by nominal	Phi	.595	.169
	Cramer's V	.298	.169
N of valid cases		86	

Table 26

Enrollment Year and Region—Regression

Coefficients ^a		Unstandardized coefficients		Standardized coefficients		
Region		B	Std. error	Beta	t	Sig.
1	(Constant)	63947.091	8026.512		7.967	.000
	Enrollment year	-9383.435	2246.504	-.437	-4.177	.000
	Central	-12819.973	7813.221	-.229	-1.641	.105
	East	6421.233	8119.153	.108	.791	.431
	South	-4355.488	7843.919	-.078	-.555	.580
	North Valley	-7691.305	7879.401	-.138	-.976	.332
	South Valley	-2762.077	7649.965	-.052	-.361	.719
	Harbor	-13740.506	9411.895	-.182	-1.460	.148
ANOVA ^b						
Model		Adjusted R square	df	F		Sig.
	Regression	.228	7	4.585		.000 ^a

a. Dependent variable: Expended 2006-07

b. Predictors: (Constant), Harbor, East, NorthValley, Central, Enrollment Year, South, SouthValley

Note. N= 86; F = 4.585, Sig=.000; Adjusted R square = .228

Table 27

Enrollment Year to Total Expenditures for All Years—Regression

Coefficients ^a		Unstandardized coefficients		Standardized coefficients		
Region		B	Std. error	Beta	t	Sig.
1	(Constant)	180173.018	13948.392		12.917	.000
	Enrollment year	-37816.130	3903.952	-.746	-9.687	.000
	Central	-13444.159	13577.738	-.102	-.990	.325
	East	7736.328	14109.384	.055	.548	.585
	South	-16286.341	13631.085	-.124	-1.195	.236
	North Valley	5193.187	13692.745	.039	.379	.706
	South Valley	7799.191	13294.033	.062	.587	.559
	Harbor	16494.759	16355.899	.093	1.008	.316
ANOVA ^b						
Model		Adjusted R square	df	F		Sig.
	Regression	.581	7	17.826		.000 ^a

a. Dependent Variable: Total Expended, all years

b. Predictors: (Constant), Harbor, East, North Valley, Central, Enrollment Year, South, South Valley

Note. N= 85; F = 17.826, Sig=.000; Adjusted R square = .581.

Table 28

Enrollment Correlations

Descriptive statistics		Mean	Std. deviation		
Enrollment year		2.09	.966		
Total approp. to 2006-2007		\$176,453.49	\$44,697.455		
Total expended, all years		\$100,901.63	\$48,945.859		
Expended 2006-07		\$-39,522.96	\$20,753.685		

Correlations		Enrollment year	Total approp. 2006-2007	Total expended, all years	Expended 2006-07
Enrollment year	Pearson correlation	1.000	-.954**	-.752**	-.447**
	Sig. (2-tailed)		.000	.000	.000
	N	86.000	86	86	86
Total approp. 2006-2007	Pearson correlation	-.954**	1.000	.792**	.514**
	Sig. (2-tailed)	.000		.000	.000
	N	86	86.000	86	86
Total expended, all years	Pearson correlation	-.752**	.792**	1.000	.720**
	Sig. (2-tailed)	.000	.000		.000
	N	86	86	86.000	86
Expended 2006-07	Pearson correlation	-.447**	.514**	.720**	1.000
	Sig. (2-tailed)	.000	.000	.000	
	N	86	86	86	86.000

** Correlation is significant at the 0.01 level (2-tailed).

*Concept: Research Question 3—
Diversity and Cultural (Input)*

The analysis in Research Questions 3 and 4 includes results from the NCRC survey to validate results (City of Los Angeles, 2007a). Frequency tests were conducted on the NCRC quantitative survey for 11 questions for this part of the study. NCRC survey questions used are in Table 11 (repeated here for easy reference).

Table 11

Neighborhood Council Board Member Question Survey – 11 Questions

#	Question #	NC impact area	Survey questions and rating scale
1	1	Region	In what region is your NC? (Harbor, South LA, West LA, Central, East, South Valley, North Valley)
2	16	Diversity	In your opinion, to what extent do the members of your neighborhood council reflect the diversity (e.g., race, ethnicity, socioeconomic status, religious affiliation and sexual orientation) of the community it represents? (not at all, to a small extent, somewhat well, very well)
3	23	Success	Please rate the overall success of the NC system in Los Angeles (very unsuccessful, somewhat unsuccessful, somewhat successful, very successful)
4	130-L	Funding	The \$50,000 annual budget for my NC is . . . (far too little, somewhat low, the right size, somewhat high, far too much)
5	131-L	Funding	Does your NC expend its budget in the allocated term? (yes, no)
6	134-L	Funding	Does your NC maintain a public office? (yes, no)
7	135-L	Funding	If so, what is the monthly rental cost of that office (\$ _____, Don't know)
8	136-L	Funding	To what extent do you agree that our NC budget allocation should be spent on . . . Administrative expenses to run the NC? (strongly disagree, somewhat disagree, somewhat agree, strongly agree)
9	137-L	Funding	To what extent do you agree that our NC budget allocation should be spent on . . . Outreach? (strongly disagree, somewhat disagree, somewhat agree, strongly agree)
10	138-L	Funding	To what extent do you agree that our NC budget allocation should be spent on . . . Soliciting public input, e.g., surveys and focused group discussions? (strongly disagree, somewhat disagree, somewhat agree, strongly agree)
11	139-L	Funding	To what extent do you agree that our NC budget allocation should be spent on . . . neighborhood improvements? (strongly disagree, somewhat disagree, somewhat agree, strongly agree)

Note: L-Question comes from long-form survey.

Table 29 demonstrates the frequency tables for questions presented in Table 11. The entire population was 836 respondents; however, the long form of the survey was by voluntary participation and was only offered on the written presentation. Survey instruments were delivered in a “short form” and a “long form” presentation and could be completed by a web survey, a telephone survey, or a paper survey. The long form consisted of 164 questions and limited the total number of respondents to the survey questions, as indicated in the high numbers of missing data. The top three NCRs responding were Central at 19%, North Valley at 15.9%, and West at 14.6%. The lowest was Harbor at 8.4%, South at 10.2%, and South Valley at 12.7%.

Research Question 3. What funding priorities, as determined by the City of Los Angeles NC board members, influence expenditures by NC region? (NCRC Survey)

Hypothesis 3. The diversity of the NC board members makes a significant difference in NC region funding priorities.

Reject the null hypothesis. Unproven relationship.

Table 29

Frequency Tables for Quantitative Responses From NCRC Survey Questions

	#1 Region	#16 Diversity	#23 NC success	#130L Satisf. with NC budget	#131L Expend budget in term	#134L Have office	#135L Office rent	#136L Admin. exp.	#137L Outreach expense	#138L Public input	#139 Neigh- borhood Improve- ments
Valid	788	822	801	149	130	152	39	157	160	159	161
Missing	48	14	35	687	706	684	797	679	676	677	675
Mean	4.28	3.05	2.67	2.68	.28	.50	756.03	3.25	3.61	3.28	3.43
Median	4.00	3.00	3.00	3.00	.00	.50	500.00	3.00	4.00	3.00	4.00
Skewness	-.095	-.602	-.657	.291	1.009	.000	1.444	-1.137	-2.090	-1.036	-1.461
Std. Error of Skewness	.087	.085	.086	.199	.212	.197	.378	.194	.192	.192	.191

	Regions	Frequency	Percentage
	Harbor	70	8.4
	South	85	10.2
	West	122	14.6
	Central	159	19.0
	East	113	13.5
	South Valley	106	12.7
	North Valley	133	15.9
	Total	788	94.3
Missing	77	42	5.0
	99	1	.1
	System	5	.6
	Total	48	5.7
Total		836	100.0

Note. Measure of Dispersion Summary of NCRC Survey Questions Regions, Diversity, Success, Satisfied Budget, Expend Budget, Public Office, Rent, Administrative, Outreach, Public Input, and Neighborhood Improvements.

L – Questions from on NCRC Long Form survey; 77 – Don't Know/No Response; 99 – Refused

Table 30

Frequency and ANOVA Summary for Diversity—NCRC Survey Question #16

		Frequency	%	Valid %	Cumulative %
Valid	Not at all	48	5.7	5.8	5.8
	To a small extent	157	18.8	19.1	24.9
	Somewhat well	327	39.1	39.8	64.7
	Very well	290	34.7	35.3	100.0
	Total	822	98.3	100.0	
Missing	7	6	.7		
	9	1	.1		
	System	7	.8		
	Total	14	1.7		
Total		836	100.0		
Mean 3.05					
Median 3.00					
		N	Mean	Std. error	
Diversity	Harbor	70	3.00	.100	
	South	85	2.89	.108	
	West	122	3.09	.079	
	Central	157	3.14	.067	
	East	112	2.96	.085	
	South Valley	102	3.03	.084	
	North Valley	130	3.08	.077	
	Total	778	3.04	.032	
ANOVA			df	F	Sig.
Diversity			6	1.033	.402

Note. Table 30 results: $F = 1.03$ and $p = .40 > \alpha = .05$; not statistically significant.

Question 16: In your opinion, to what extent do the members of your neighborhood council reflect the diversity (e.g. race, ethnicity, socio-economic status, religious affiliation and sexual orientation) of the community it represents? (1=Not at all, 2=To a Small Extent, 3=Somewhat Well, 4=Very Well, 7=Don't Know/No Response, 9=Refused)

Table 31

Frequency and ANOVA Summary in Maintaining a Public Office—NCRC Survey Question #134

		Frequency	Percentage			
Valid	No	76	9.1			
	Yes	76	9.1			
	Total	152	18.2			
Missing	System	684	81.8			
Total		836	100.0			
95% confidence interval for mean						
					Lower bound	Upper bound
		N	Mean	Std. error		
Have office	Harbor	12	.50	.151	.17	.83
	South	9	.67	.167	.28	1.05
	West	24	.25	.090	.06	.44
	Central	34	.62	.085	.45	.79
	East	18	.44	.121	.19	.70
	South Valley	27	.52	.098	.32	.72
	North Valley	23	.48	.106	.26	.70
	Total	147	.49	.041	.41	.57
ANOVA				df	F	Sig.
Have a office				6	1.545	.168

Note. Table 31 results: $F = 1.54$ and $p = .16 > \alpha = .05$.

NCRC Survey Question #134: Does your NC maintain a public office? (Yes, No)

Table 32.

Frequency Summary in Public Office Rent—NCRC Survey Question #135

		Frequency	%	Valid %	Cumulative %
Valid	0	9	1.1	23.1	23.1
	150	3	.4	7.7	30.8
	175	1	.1	2.6	33.3
	250	1	.1	2.6	35.9
	300	1	.1	2.6	38.5
	400	4	.5	10.3	48.7
	500	1	.1	2.6	51.3
	600	2	.2	5.1	56.4
	650	1	.1	2.6	59.0
	750	1	.1	2.6	61.5
	910	1	.1	2.6	64.1
	1200	5	.6	12.8	76.9
	1250	1	.1	2.6	79.5
	1300	1	.1	2.6	82.1
	1500	2	.2	5.1	87.2
	1550	1	.1	2.6	89.7
	2000	3	.4	7.7	97.4
	3600	1	.1	2.6	100.0
	Total	39	4.7	100.0	
Missing	System	797	95.3		
Total		836	100.0		

Note. NCRC Survey Question #135: If so, what is the monthly rental cost of that office (\$ _____, Don't know)

In Figure 12, monthly rental costs by NCs does not demonstrate a normal Bell Curve. The mean is \$756, with the median at \$500.00, signifying that there are various reasons why an NC chooses an appropriate monthly rental cost for a public office.

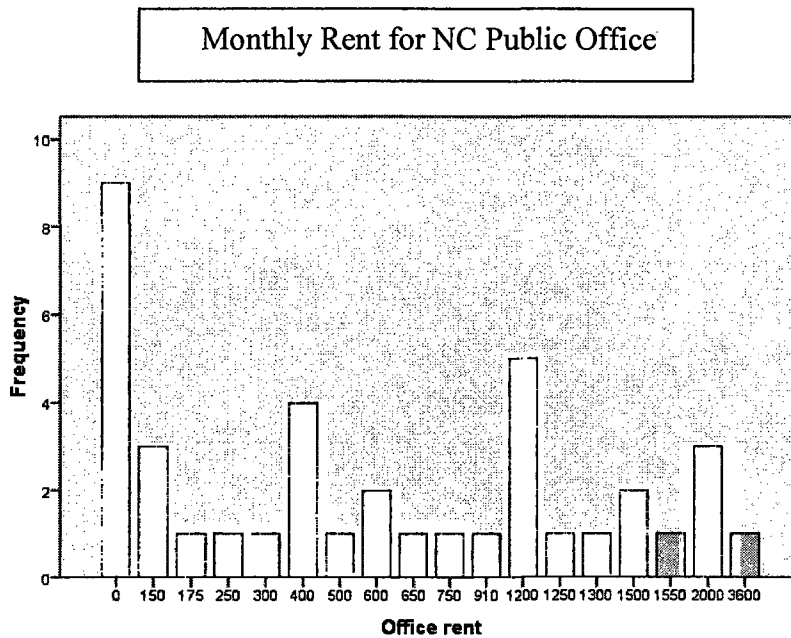


Figure 12. *Mean comparison on NC's monthly office rental costs*

The highest monthly rental costs are Central, North Valley, and South regions. Out of the 76 respondents indicating that they maintain an office in Table 30, only 49 respondents noted the costs. There is an assumption that some of the missing responses are due to free public office space or did not know. Accept the null hypothesis as seen in Table 33, which shows that office rent is equal to the level of significant at 2.47.

Table 33

Frequency and ANOVA Summary in Public Office Rent—NCRC Survey Question #135

		N	Mean	Std. error	95% Confidence interval for mean		Mini mum	Maxi mum
					Lower bound	Upper bound		
Office rent	Harbor	3	.00	.000	.00	.00	0	0
	South	3	883.33	316.667	-479.17	2245.84	250	1200
	West	3	303.33	303.333	-1001.80	1608.47	0	910
	Central	11	1063.64	230.621	549.78	1577.49	0	2000
	East	4	375.00	277.263	-507.38	1257.38	0	1200
	South Valley	7	346.43	115.783	63.12	629.74	0	750
	North Valley	5	970.00	274.591	207.61	1732.39	150	1500
	Total	36	667.64	109.543	445.26	890.02	0	2000
ANOVA				df		F	Sig.	
Office rent				6		2.476	.047	

Note. Table 33 results: $F = 2.47$ and $p = .04 < \alpha = .05$

NCRC Survey Question #135: If so, what is the monthly rental cost of that office (\$_____, Don't know).

There is a significant amount of variation in the amount of office rents between the NCRs.

In Table 34, the highest monthly rental costs are Central, North Valley, and South regions. Reject the null hypothesis, which shows that NC board members agree that budget allocation should be spent on administration at the level of significant at 2.89, which is greater than 2.85 critical value.

Table 34

Frequency and ANOVA Summary in Administrative Expenses—NCRC Survey Question #136

		Frequency	%	Valid %	Cumulative %
Valid	Strongly disagree	9	1.1	5.7	5.7
	Somewhat disagree	10	1.2	6.4	12.1
	Somewhat agree	71	8.5	45.2	57.3
	Strongly agree	67	8.0	42.7	100.0
	Total	157	18.8	100.0	
Missing	System	679	81.2		
Total		836	100.0		
		N	Mean	Std. error	
Administrative expenses	Harbor	11	3.55	.207	
	South	8	3.62	.183	
	West	24	3.21	.134	
	Central	38	3.42	.123	
	East	18	3.39	.118	
	South Valley	31	3.16	.168	
	North Valley	22	2.68	.222	
	Total	152	3.24	.067	
ANOVA		df	F	Sig.	
Administrative expenses		6	2.899	.011	

Note. Table 34 results: $F = 2.89$ and $p = .011 > \alpha = .05$; results show significant.
NCRC Survey Question #136: To what extent do you agree that our NC budget allocation should be spent on . . . Administrative expenses to run the NC?
 (1=Strongly Disagree, 2=Somewhat Disagree, 3=Somewhat Agree, 4=Strongly Agree, 7=Don't know)

Table 35

Frequency and ANOVA Summary in Outreach Expenses—NCRC Survey Question #137

		Frequency	%	Valid %	Cumulative %
Valid	Strongly disagree	5	.6	3.1	3.1
	Somewhat disagree	4	.5	2.5	5.6
	Somewhat agree	39	4.7	24.4	30.0
	Strongly agree	112	13.4	70.0	100.0
	Total	160	19.1	100.0	
Missing	System	676	80.9		
Total		836	100.0		
Mean 3.61					
Median 4.00		N	Mean	Std. error	
Outreach expense	Harbor	11	3.64	.244	
	South	10	3.70	.153	
	West	25	3.68	.138	
	Central	37	3.73	.100	
	East	18	3.33	.181	
	South Valley	30	3.50	.157	
	North Valley	24	3.62	.118	
	Total	155	3.61	.056	
ANOVA		df	F	Sig.	
Outreach expenses		6	.846	.537	

Note. Table 35 results: $F = .84$ and $p = .53 > \alpha = .05$, not statistically significant.

NCRC Survey Question #137: To what extent do you agree that our NC budget allocation should be spent on . . . Outreach? (1=Strongly Disagree, 2=Somewhat Disagree, 3=Somewhat Agree, 4=Strongly Agree, 7=Don't know)

Table 36

Frequency and ANOVA Summary in Soliciting Public Input Expenses—NCRC Survey Question #138

		Frequency	%	Valid %	Cumulative %
Valid	Strongly disagree	7	.8	4.4	4.4
	Somewhat disagree	18	2.2	11.3	15.7
	Somewhat agree	57	6.8	35.8	51.6
	Strongly agree	77	9.2	48.4	100.0
	Total	159	19.0	100.0	
Missing	System	677	81.0		
	Total	836	100.0		
<hr/>					
Mean 3.28					
Median 3.00					
		N	Mean		Std. error
Public input	Harbor	11	3.27		.237
	South	9	2.78		.324
	West	25	3.32		.180
	Central	38	3.37		.138
	East	17	3.12		.208
	South Valley	31	3.35		.136
	North Valley	24	3.42		.146
	Total	155	3.30		.066
<hr/>					
ANOVA		df	F		Sig.
Public input		6	.890		.504

Note. Table 36 results: $F = .89$ and $p = .50 > \alpha = .05$, not statistically significant.

NCRC Survey Question #138: To what extent do you agree that our NC budget allocation should be spent on...Soliciting public input, e.g. surveys and focused group discussions?

(1=Strongly Disagree, 2=Somewhat Disagree, 3=Somewhat Agree, 4=Strongly Agree, 7= Don't Know)

Table 37

Frequency and ANOVA Summary in Neighborhood Improvements Expenses—NCRC Survey Question #139

		Frequency	%	Valid %	Cumulative %
Valid	Strongly disagree	9	1.1	5.6	5.6
	Somewhat disagree	15	1.8	9.3	14.9
	Somewhat agree	35	4.2	21.7	36.6
	Strongly agree	102	12.2	63.4	100.0
	Total	161	19.3	100.0	
Missing	System	675	80.7		
Total		836	100.0		
Mean 3.43					
Median 4.00					
		N	Mean	Std. error	
Neighborhood improvement	Harbor	11	3.27	.304	
	South	9	3.78	.147	
	West	25	3.48	.174	
	Central	38	3.18	.168	
	East	18	3.67	.162	
	South Valley	31	3.52	.153	
	North Valley	24	3.42	.169	
	Total	156	3.43	.071	
ANOVA		df	F	Sig.	
Neighborhood improvements		6	1.069	.384	

Note. Table 37 results: $F = 1.06$ and $p = .38 > \alpha = .05$; not statistically significant.

NCRC Survey Question #139: To what extent do you agree that our NC budget allocation should be spent on . . . Neighborhood improvements? (1=Strongly Disagree, 2=Somewhat Disagree, 3=Somewhat Agree, 4=Strongly Agree).

Concept: Research Question 4—Prioritize Success (Input)

The analysis in Research Questions 2 and 4 includes results from the NCRC survey study to validate study results (City of Los Angeles, 2007a).

Research Question 4. How do the City of Los Angeles NC board members views of success impact expenditures in neighborhood improvement, operations, and outreach categories? (NCRC Survey)

Hypothesis 4. There is a positive relationship between NC board members' view of successes to demand warrant expenditures in both neighborhood improvement and outreach categories.

Reject the null hypothesis. There is a positive relationship between NC board members' view of successes to demand warrant expenditures in both the Neighborhood Improvement and Outreach categories, from NCRC Survey Question #23, very successful at 9.3%, somewhat successful, at 56.5, somewhat unsuccessful at 19.4, very unsuccessful at 10.6% (see Tables 38-40).

Table 38

Frequency and ANOVA Summary in Overall NC Success—NCRC Survey Question #23

		Frequency	%	Valid %	Cumulative %
Valid	Very unsuccessful	89	10.6	11.1	11.1
	Somewhat unsuccessful	162	19.4	20.2	31.3
	Somewhat successful	472	56.5	58.9	90.3
	Very successful	78	9.3	9.7	100.0
	Total	801	95.8	100.0	
Missing	7	23	2.8		
	9	2	.2		
	System	10	1.2		
	Total	35	4.2		
Total		836	100.0		
Mean 2.67					
Median 3.00					
		N	Mean	Std. error	
NC success	Harbor	69	2.86	.086	
	South	80	2.85	.087	
	West	118	2.69	.072	
	Central	150	2.65	.068	
	East	110	2.65	.080	
	South Valley	103	2.50	.077	
	North Valley	128	2.61	.072	
Total		758	2.67	.029	
ANOVA		df	F	Sig.	
NC success		6	2.278	.035	

Note. Table 38 results: $F = 2.27$ and $p = .03 < \alpha = .05$; not much difference in means, but is statistically significant.

NCRC Survey Question #23 Please rate the overall success of the NC system in Los Angeles. (1=Very Unsuccessful, 2=Somewhat Unsuccessful, 3=Somewhat Successful, 4=Very Successful, 7=Don't Know)

Table 39

Frequency and ANOVA Summary in Satisfied With Annual Budget—NCRC Survey Question #130

		Frequency	%	Valid %	Cumulative %
Valid	Far too little	19	2.3	12.8	12.8
	Somewhat low	42	5.0	28.2	40.9
	The right size	65	7.8	43.6	84.6
	Somewhat high	14	1.7	9.4	94.0
	Far too much	9	1.1	6.0	100.0
	Total	149	17.8	100.0	
Missing	System	687	82.2		
	Total	836	100.0		
Mean 2.68					
Median 3.00					
		N		Mean	Std. error
Satisfaction with NC budget	Harbor	11		3.09	.436
	South	9		2.56	.412
	West	22		2.36	.192
	Central	36		2.61	.170
	East	19		2.79	.249
	South Valley	27		2.85	.148
	North Valley	22		2.68	.202
	Total	146		2.68	.083
ANOVA		df		F	Sig.
Satisfaction with NC budget		6		.879	.512

Note. Table 39 results: $F = .87$ and $p = .51 > \alpha = .05$ Not statistically significant *NCRC Survey Question #130*

The \$50,000 annual budget for my NC is . . . (1=Far too little, 2=Somewhat Low, 3=The Right size, 4=Somewhat High, 5=Far too Much)

Table 40

Frequency and ANOVA *Summary in Expend Budget Within Term—NCRC Survey Question #131*

		Frequency	%	Valid %
Valid	No	94	11.2	72.3
	Yes	36	4.3	27.7
	Total	130	15.6	100.0
Missing	System	706	84.4	
Total		836	100.0	

		N	Mean	Std. Error
Expend budget in term	Harbor	9	.56	.176
	South	8	.50	.189
	West	21	.19	.088
	Central	31	.13	.061
	East	17	.29	.114
	South Valley	23	.26	.094
	North Valley	18	.39	.118
	Total	127	.28	.040

ANOVA	df	F	Sig.
Expend budget in term	6	1.870	.091

Note. Table 40 results: $F = 1.87$ and $p = .09 > \alpha = .05$; Close significance at 90% confidence level.

NCRC Survey Question #131: Does your NC expend its budget in the allocated term? (Yes, No)

Table 3 (repeated here for easy access). The concepts are defined by using Structural Fundamentalist Theory, in that each variable was given a function and in that

system follows inputs throughputs and outputs. The findings test results are now seen in relationship to study's variables.

Summary

There is a wide variation in expenditures (output) within the NCs and NCRs as noted in Research Question 1, in the variation of NC success to goals' findings. The NC's \$50,000 annual appropriations are not fully utilized, nor do they always correspond to the NC's funding priorities, which is shown in Research Question 3, in the NC board's views on diversity and cultural (Input) and Research Question 4, in the NC board's prioritization of success (Input) findings to their actual expenditures. For Research Question 2, in the NC's stability (Throughput) over the life of the NC, findings demonstrate that there is a positive relationship to the time that an NC has been enrolled in the program to the overall amount of spending. The findings of this study help support the need for further statistical examination in comparing NCs.

Table 3

Conceptual Framework: Summary of Dissertation Concepts and Variables

Concept	Problem/factors	Research questions (RQ)	Hypotheses (H)	(Indep) and (Dep) variable (s)	Research method
NC success to goals (output)	Measure and benchmark NC success and goals	(RQ1) What are the variations in Demand Warrant overall expenditures and in different Demand Warrant categories by City of Los Angeles NC and by NC Regions?	H1: Demand warrant totals and individual demand warrant categories in Neighborhood Improvement, Operations, and Outreach have a significant amount of variance between NCs and between NC regions.	(I) NC Operations (D) NC Neighborhood Improvement	DONE Demand Warrant Data Fiscal year 2007-2008
Stability (throughput)	NC adaptability and life cycle	(Q2) How does the variable time-in-program affect the City of Los Angeles NC overall expenditures?	H2: There is a positive relationship in the time a NC is in the program to its increased use of its overall expenditures and annual budget.	(I) NC Program Time (D) Expenditure categories	NCRC survey # 130, 131 and DONE 5 year Appropriations and Expenditures Data
Prioritize cultural (input)	Self-interest integration	(Q3) What funding priorities, as determined by the City of Los Angeles NC board members, influence expenditures by NC region?	H3: The diversity of the NC board members makes a significant difference in NC region funding priorities.	(I) NC board diversity (D) NC board funding priority	NCRC Survey # 16,134,135,136, 137,138,139 and Demand Warrant Data Fiscal Year 2007-2008
Prioritize success (input)	Self-interest integration	(Q4) How does the City of Los Angeles NC board members' views of success impact expenditures in Neighborhood Improvement, Operations and Outreach categories?	H4: There is a positive relationship between NC board members' view of successes to Demand Warrant expenditures in both Neighborhood Improvement and Outreach categories.	(I) NC board view of success and accomplishments (D) Expenditure Categories	NCRC Survey # 23 and Demand Warrant Data Fiscal Year 2007-2008

CHAPTER VI

SUMMARY, RECOMMENDATIONS, AND CONCLUSIONS

The popular will cannot be intelligently formulated nor expressed unless the public has adequate means for knowing currently how governmental affairs have been conducted in the past, what are present conditions, and what program for work in the future is under consideration.

—William F. Willoughby, on the importance of accounting

Overview

This chapter gives a final overview of the study. This dissertation is a descriptive social research study. The intent is to examine the funding priorities and expenditure patterns of City of Los Angeles Neighborhood Councils. It is hoped that comparing the expenditures in the 89 Los Angeles NCs and their seven NCRs will assist in establishing best practices and benchmarks for the NC's current and past efficiencies in providing stakeholder value. This study examined secondary data from the DONE and the NCRC survey data, conducted by California State University, Fullerton's Social Science Research Center.

Purpose of the Study

As Moore (1995) states,

Managers need an account of the value their organizations produce. Each day, their organizations' operations consume public resources. . . . If the managers cannot account for the value of these efforts with both a story and demonstrated accomplishment, then the legitimacy of the enterprise is undermined. (p. 57)

The intent of this study was to examine the funding priorities and expenditure patterns of City of Los Angeles NCs to establish best practices and benchmarks for the NCRs' current and past efficiencies in expenditure performance and their ability to providing stakeholder value. As quoted by Moore (1995), "The aim of managerial work in the public sector is to create *public value*" (p. 28).

The Problem

In many situations, a city establishes citizen-involved organizations as an appeasement to stave off succession efforts. In answer to improving citizen involvement in municipal decisions, the Los Angeles NCs were established.

The problem lies in measuring and ensuring that the performance and effectiveness of the NCs meet their original goals for citizen participation and power over funding decisions that affect their areas. Eight years after the program's inception, there is still ongoing and continuing contention on the effectiveness of the NCs. In USC's Urban Policy Brief, Musso, Weare, & Cooper (2004) recommend "including the quality of NC activities and impacts" as a benchmark (p. 1). The authors also suggest, "A review of operating expenditures by Neighborhood Councils should inform our understanding of their current activities" (p 4).

Looking at current events, such as the financial crisis, high unemployment, government budget deficits, and ethical issues being exposed, at Enron, Wall Street, and in the insurance, auto, and banking industries, the need to keep tabs on public financing is even more important than ever and at a critical all-time high. The stock market is in crisis, the housing market is collapsing, and America is caught up in the mist of one of

the worst recessions in history. Large corporations, financial institutions, and the Big Three of the auto industry are all looking to the federal government, and indirectly the public, for “bailout” funding. The use of public funds must be scrutinized to avoid any further waste.

At Los Angeles Mayor Villaraigosa’s (2008c) annual Community Budget Day to the Neighborhood Councils on October 11, 2008, he mentioned that the financial situation of the state and nation will certainly have some impacts on the city’s fiscal year 2009-2010 and beyond. The budget impact to city revenues from the home market downturn is an “estimated drop in Los Angeles County’s property tax base for 2009” of 1% (Zavis, 2009). It is critical to ensure that the city’s dollars are being spent effectively and wisely in seeking best practices and benchmarking the NCs’ output.

The focus of this study speaks to efficiency. Harmon and Mayer (1986) state, “For the continued existence of an organization either effectiveness or efficiency is necessary; and the longer the life, the more necessary” (p. 82). Their comment addresses the management strategy in looking at the Life Cycle of the Bureau, and the necessity for best practices and benchmarking to gain efficiencies. Drucker (1963) describes benchmarking as follows:

The most recent of the tools used to obtain productivity information is benchmarking—comparing one’s performance with the best performance in the industry or, better yet, with the best anywhere in business. Benchmarking assumes correctly that what one organization does, any other organization can do as well. And it assumes, also correctly, that being a least as good as the leader is a prerequisite to being competitive. (p. 92)

Significance of Study

All public agencies should be under some type of fund scrutiny to ensure that their spending procedures are appropriate and successful, but they must also receive the right management tools. President Obama is looking for accountability and responsibility as a steward of the public trust, especially due to the ethical considerations with recent downturns and bailouts. This examination will observe the citizen involvement volunteer programs and participation in creating a baseline of quality for strategic decision making and policy within their municipalities.

To measure the NCs' financial performance and stakeholder effectiveness is a large undertaking, requiring a disciplined and strategic management approach. Statistical comparisons of funding expenditures can measure the quality and productivity of the NCs and their respective geographic regions, but municipal budgetary constraints often limit the possibility of expending a city's resources for adequate studies. However, this really is required in order to substantiate the NCs' viability as permanent municipal organizations for the future.

Summary of Results

Research Data

The three data sets collected for this study are as follows:

1. NCRC Survey—Responses from 11 questions selected from the NCRC survey, as they related to the NC board's actual expenditures, diversity, and views of NCs' funding priority, successes, and accomplishments. The survey is from the faculty at California State University, Fullerton.

2. **DONE Data**—Independent variables were analyzed and included NC formation dates. Overall expenditures and resource allocations are analyzed for several years.

3. **Demand Warrant Data**—NC expenditure and resource allocation by individual NCR. Expenditure major categories were analyzed in Neighborhood Improvement, Operations, and Outreach.

Theory Integration

Overview

This study integrates three theories: Structural-Functionalism, Urban Regime, and Public Choice. The concepts are defined and integrated into the theory of the Structural Fundamentalist paradigm, in that each variable was given a function, and that system follows inputs, throughputs, and outputs. The findings of this study help support the need for further statistical examination in comparing NCs.

Theoretical Framework

The Structural-Functionalism Theory,

Sometimes also known as “social systems theory”, grows out of a notion introduced by Comte and Spencer: that a social entity, such as an organization or a whole society, can be viewed as an organism. . . . Like other organisms, a social system is made up of parts, each of which contributes to the functioning of the whole. (Babbie, 1998, p. 47)

As required in Structural-Functionalism Theory, each variable is given a function within a system with inputs and outputs. It is in this that the concept of functions in a

social system began: “The view of society as a social system, then, looks for the ‘functions’ served by its various components” (Babbie, 1998, p. 47).

The key path of Structural-Functionalism theory is that “inputs, throughputs, and outputs are relational terms that depict, respectively, the energy and resources imported into the system from its environment and transformation or processing of the energy and resources within the system” (Harmon & Mayer, 1986, p. 164). Even negative feedback is a good thing, since it allows the system to self-correct. See Figure 5 (repeated here for easy reference), which outlines the structural political system.

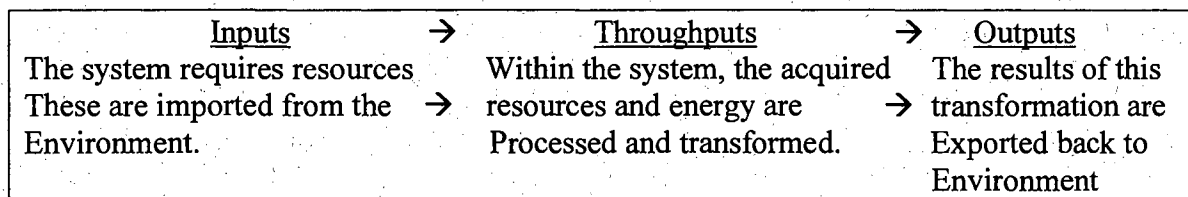


Figure 5. The political system and its environment. From *Organization Theory for Public Administration*, by M. M. Harmon and R. T. Mayer, 1986, Chatelaine Press, Burke, VA, p. 164.

Harmon and Mayer (1986) also add, “In order to understand the effectiveness with which work is accomplished in the system (that is, in the throughput part of the process), two concepts are basic” (p. 164). One is feedback and the other differentiation. As he quotes Katz and Kahn (1978),

Feedback signals to the [system’s] structure about the environment and about its own functioning in relation to the environment. . . . Differentiation . . . is the process by which a system develops specialized structures and processes for dealing with the complex, multifaceted tasks of sensing what is going on in the environment and transferring energy and resources into usable outputs. (Harmon & Mayer, 1986, pp. 164-165)

Although Anthony Downs was never fully grounded in and supportive of the view that “society is an organism,” he speaks in terms of an organic entity in the “life cycle of bureaus” (as cited in Harmon & Mayer, 1986, p. 165).

Parsons (1968) lists four “functional imperatives”—the functions that must be achieved for a society to survive and maintain equilibrium. Parsons’s AGIL (Adaption, Goal attainment, Integration, Latency or pattern maintenance) imperatives are as follows:

Adaption—the complex of unit acts which serve to establish relations between the system and its external environment.

Goal attainment—the actions which serve to define the goals of the system and to mobilize and manage resources and effort to attain goals and gratification.

Integration—the unit acts which establish control, inhibit deviancy, and maintain co-ordination between parts, thus avoiding serious disturbance.

Latency or pattern maintenance—the unit acts which supply actors with necessary motivation. (Burrell & Morgan, 1979, pp. 54-55)

Theoretical Model (1): NC Structural-Functionalism Paradigm

Figure 9 (repeated here for easy reference) demonstrates the NCs’ social system in a Structural-Functionalism paradigm, with a focus on their demand warrant for funds process. The figure shows the functional relationships and demand warrant flow with Inputs (I) from the NCs, to the Throughput (T) with demand warrant requests for funding, and finally the Output (O) expense benefiting the NC stakeholder. The main actors used for Public Choice Theory (where self-interests can abound), are the city council-mayor and NC boards in the regions. Urban Regime theory applies to the stability environment of the NC board and NC stakeholders. Applicable laws show impacts within the entire NC social system and the individual NCs.

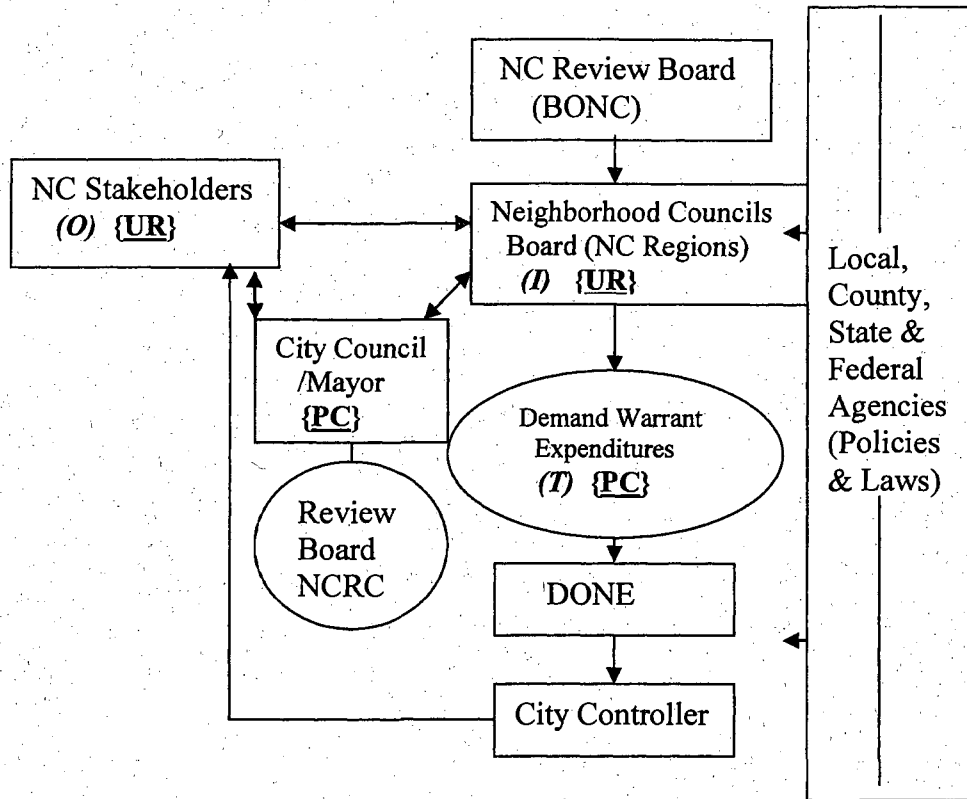


Figure 9. Theoretical model (1): Neighborhood council social system with functional-structuralism relationships, with focus on the demand warrants function.

Legend: (I) = Inputs; (T) = Throughputs; (O) = Outputs; {PC} = Public Choice Theory; {UR} = Urban Regime Theory; {SF} = Structural Functionalism.

Theoretical Model (2): NC Program as a Social System in a Life Cycle

Figure 10 shows the theoretical model of the NC program as a social system over a Life Cycle of a Bureau model with Parson's AGIL (or pattern maintenance) model. The researcher (challenged by what some theorists have criticized as outdated Parsonian), chose Talcott Parsons' Structural-Fundamental AGIL scheme to superimposed his four main functions into the NC Life Cycle of a Bureau model. To understand the bases of this model, Tables 9 and 10 and Figure 11 (see chapter III) reproduce Parsons reproduce Parsons AGIL model and indicates the great thought that was put into the Inputs and Outputs and their functional subsystems. Parsons (1968) states, "The functional subsystem of reference is the integrative system, which at the level of the society as a whole, can appropriately be called the societal community" (pp. 139-140).

This study observes the NCs through Public Choice Theory, in determining through statistical analysis the funding priorities made by the NC board members and their expenditure patterns. It examines the quality of the NCs' choices, and the direct impacts of the NCs, which indirectly but ultimately affect citizen stakeholders. The study observes the political impacts within the city council, as well as demonstrates how adhering to government laws and regulations impacts the NCs' decision making.

Further alignment with Public Choice Theory is with Parsons Sanction Types, which can be intentional or situational and have positive or negative attributes (Table 9).

Parsons (1968) expresses,

This fourfold classification concerns the alternatives open to any acting unit, conventionally designated as *ego* (though it may be a collectivity), which is seeking to bring about an act (or prevent an undesired one) on the part of another unit, *alter*. (p. 142)

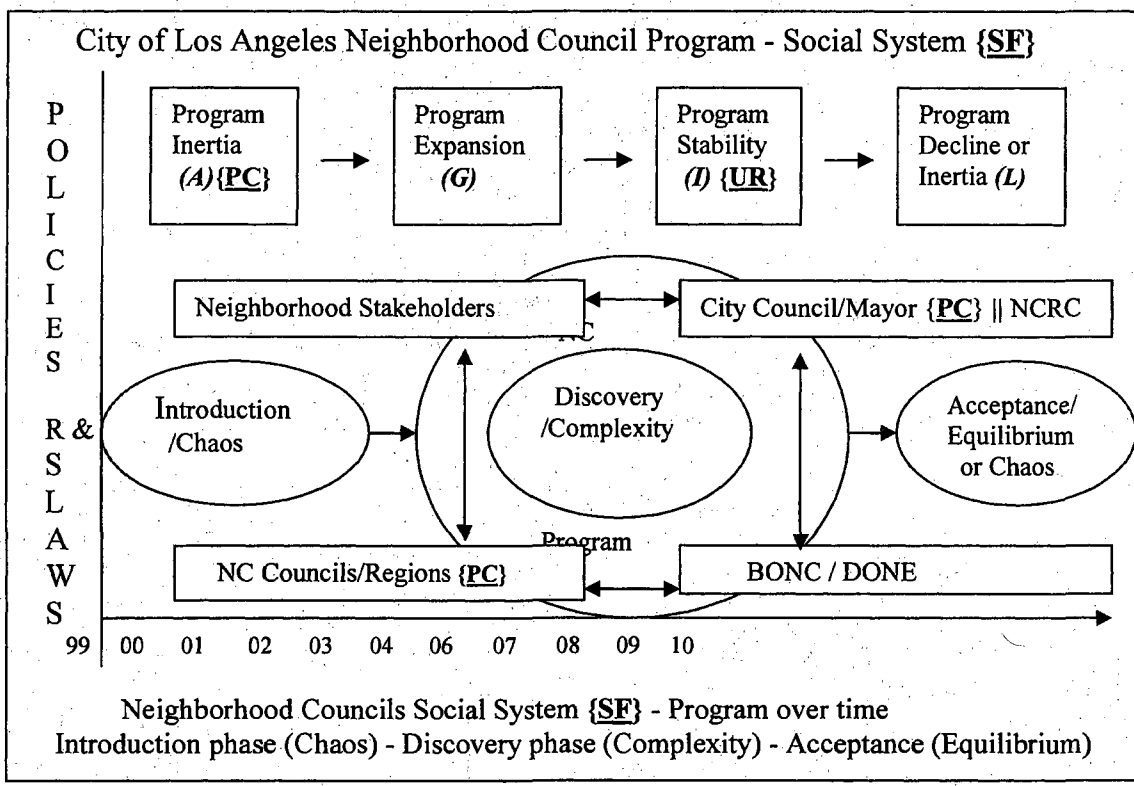


Figure 10. Neighborhood councils program as a social system in the life cycle of a bureau model with Parsons AGIL. Legend: A = Adaption; G = goal attainment; I = integration; L = latency or pattern maintenance; {PC} = Public Choice Theory; {UR} = Urban Regime Theory, {SF} = Structural Functionalism.

Figure 9 shows Parsons’s intricate level of inputs and outputs relationships. For the purposes of displaying the NC theoretical model in overall terms in this study, this research also demonstrates the use of Urban Regime Political Theory and its impact on NC board members’ decision-making process and their actual expenditure patterns, within Developmental/Progressive Regime frameworks that help drive the administrators in defining their current strategy versus the city’s Caretaker/Developmental Regime

frameworks. Mossberger (2001) notes Stone's "four different regime types" and their focuses, as defined below.

- 1) Maintenance or Caretaker Regimes—service delivery and low taxes
- 2) Development Regimes—changing land use to promote growth
- 3) Middle-class Progressive Regimes—environmental protection, historic preservation, and affordable housing
- 4) Lower-class Opportunity Expansion Regimes—human investment, employment and ownership. (p. 813)

Summary of Research Data

There is a wide variation in expenditures (output) within the NCs and NCRs, as noted in Research Question 1, in the variation of NC success to goals findings. The NCs' \$50,000 annual appropriations are not fully utilized, nor do they always correspond to the NCs' funding priorities, which is shown in Research Question 3, in the NC board's views on diversity and cultural (input), and Research Question 4, in the NC board's prioritization of success (input) findings to their actual expenditures. For Research Questions 2, in the NC's stability (throughput) over the life of the NC, findings demonstrate that there is a positive relationship to the time that an NC has been enrolled in the program to the overall amount of spending. In using the NCRC survey questions, the researcher looked to the NC board funding priorities and view of success to match against actual expenditures, using Moore's (1995) test of a "definition of success in public management," which is to "measure personal efficacy in achieving preferred policy outcomes: managers succeed if they have their preferred policy objectives adopted and implemented" (p. 9).

The expenses for office and gatherings should be evaluated for return in value. Interesting to note is those NCs that answered they had an office in the NCRC survey;

they either missed listing the monthly cost on the survey or are obtaining free rent. The differences in higher versus lower rent could be due to various reasons, such as cultural differences or the availability of lower-cost office space within the regions.

The regions primarily (72% or 1,239) had demand warrant expenses at the \$2,000 level or lower in the 2007-2008 fiscal year. Combining resources with other NCs and businesses, as Harbor and several of the other NCs have successfully done, can increase their community project fulfillment.

Citizen Participation

Overview

King and Stivers (1998) have written, in "Government is Us," the need to have citizen participation to balance the Public Choice Theorem working at both the municipal and NC levels. The idea of the NC is a good one, if only to increase the level of citizen participation; "without the opportunity for such participation, citizens lose the sense that Government is us" (p. 30). It also eases "the perception that certain groups of people are benefiting from government services, while not contributing to their provision" (p. 24).

Ladder of Citizen Participation

Sherry Arnstein is cited in several articles for her famous Ladder of Citizen Participation. In Odell's (2005) dissertation on Portland, Oregon's Neighborhood Associations, she discusses Sherry Arnstein's (1969) "'Ladder of Citizen Participation' as a means for evaluating the level of joint decision making in citizen participation activities. Her eight rungs ranged from manipulation to citizen control, with a

consultation or advisory role for citizens deemed as tokenism rather than power sharing” (p. 90). She further adds “Ross and Levine (2001) claim that bureaucrats and city officials generally engaged citizens at the bottom rungs of the ladder”, while “Citizens are brought into the process and are given limited access and the illusion of decision-making power: they are thereby led to accept the agency’s goals and plans as legitimate” (p. 90). Cooper and Chandra (2005) describes Arnstein’s ladder as follows:

Sherry Arnstein classified citizen participation into levels according to the intensity and meaningfulness of citizen participation in governance. The first two rungs represent control by others; this includes manipulating and therapy. The next three rungs represent tokenism, which includes informing, consultation, and placation. The last three rungs represent actual participation and citizen power by way of partnerships, delegated power, and citizen control. (Cooper & Chandra, 2005, p. 43)

The NCs could definitely use more power behind their voices to effect neighborhood change. They appear to be at the tokenism rung of Arnstein’s citizen participation ladder. A recommendation is perhaps some type of payment, versus volunteerism, which could help the situation of NC board members who attend hours of meeting and training and also have to work. Ensuring that they have regular council members communication and attendance would be beneficial. And, the boundary lines could be redrawn to include only one council member, versus overlapping into several districts. Even with the Early Notification System (EIS), decision turnaround for council members can be immediate or overnight, which leaves an NC with no representation at the time of decision.

Conclusions

Further studies are required to see if the size of NC board members, the frequency and strength of council member associations, or network affiliations with businesses and collaborating with other NC's change the results. Tseng, Kotkin, Speicher, and Chawla (2006), shares from *Just the Facts: California's Population* (2003), that "Growth is an unavoidable part of California's future. By 2020, the state will have to accommodate anywhere between 8 to 15 million new people. . . . A new paradigm for growth is required" (p. 33). Along with that growth, the City of Los Angeles will have to take into consideration the current overwhelming size of each NC area, as well as the future size. The City of Los Angeles will also give serious thought to increasing the DONE project coordinator resources, in order to accommodate the time necessary for administration tasks, training, and quantifying the NC budgets and successes. In addition, the \$50,000 a year allotment per NC has never increased, even though the city has annually increased its own general budget. The NCs will need their appropriation amounts brought up commensurably to the city, and a plan for consistent yearly increases in place. Remaining annual funds should go back into the NC's next fiscal year appropriations, and annual increases consistent with the city's budget increases. NC's should have a 3 to 5 year vision and plan for their financial goals and projects to assist in matching their individual funding priorities to expenditures. The overall establishment of best practices, guidelines, and standardizing methods and procedures would lead to improved decision-making and more successful NC programs.

Implications of Conclusions

It is the hope of the researcher that the analysis presented here will bring forth further inquiry into the nature of the NCs and their applications in public administration. The need for benchmarking NC productivity and matching to their goals is critical to the efficiency and effectiveness.

Recommendations for Practitioners

DONE produced various types of reports for different years, the recommendation for practitioners is to always get the raw data numbers to work from for consistency. Public organizations have limited bandwidth, and these statistics take enormous time to produce. DONE actually had mechanized several of the reports for this research study. In addition, making sure that the same terminology is used and understood for the data sets being requested. A study demonstrating the differences of NCs in other cities would add to establishing known best practices.

Recommendations for Future Research

A recommendation for future research is to run the study by the individual NCs, which will give a better handle on making comparisons between all the groups. Running this study only at the NCR level has limitations. In addition, involving the NC board in surveys or interviews, would tie their goals and actual expenditures more cohesively.

Summary

The findings of this study help support the need for further statistical examination in comparing NCs. Making comparisons in funding and expenditure patterns of the NC

reinforces the theoretical frameworks of Structural-Functionalism, Urban Regime, and Public Choice in this study. As stated by Kilburn (2004),

In wealthier cities, cities with a stronger fiscal base, public officials exercise greater control over development. Because such cities tend to be more attractive to investment, public officials are in a better bargaining position with private interests (Savitch & Kantor 2002). Given a stronger fiscal base, it is more likely that a governing regime will have access to resources for implementing a more socially inclusive, progressive policy agenda. (p. 637)

As stated by Musso, Weare, Jun et al. (2004), in their report on the Los Angeles NCs, “The City is not providing support resources commensurate with the scale of the reform, and the administrative requirements imposed on the Department of Neighborhood Empowerment (DONE) and neighborhood councils” (p. 4).

This study is statistically complex and needs to have dedicated NC staff resources to keep it current. It is the hope of the researcher that the analysis presented here will bring forth further inquiry into the nature of NCs and their applications in public administration. In addition, that the use of statistical tools will encourage many others to study this feature rich methodology. In establishing best practices and benchmarking for the NC’s “measures of long-term outcomes,” Musso Weare, Jun et al. (2004) recommend, “Future evaluative activities should also assess the manner in which community stakeholders judge the activities and accomplishments of neighborhood councils” (p. 5).

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APPENDIXES

APPENDIX A

CALIFORNIA STATE UNIVERSITY, FULLERTON
PERMISSION TO USE SURVEY DATA



Social Science Research Center
(714) 278-4905 / Fax (714) 278-2549

April 14, 2008

Ms. Chris Y. Hardy:

The data you have requested (from our "Survey of Current and Former Neighborhood Council Board Members") was collected in the context of an agreement between the City of Los Angeles (for the Neighborhood Council Review Commission) and the CSU Fullerton Auxiliary Services Corporation (for the Social Science Research Center). Since these data were collected utilizing public funds, they are technically in the public domain and are not proprietary.

Nevertheless, you have my full approval for the unlimited use of the entire data set for your dissertation entitled, "Funding Priorities and the Expenditure Patterns of City of Los Angeles Neighborhood Councils." The survey instrument and data collection protocol were approved for use on December 14, 2006 by the CSU Fullerton Institutional Review Board. This institution has an Assurance on file with the Office for Human Research Protection (#FWA00000135).

Please do not hesitate to contact me, should you, your dissertation chair, or members of the University of La Verne Institutional Review Board have questions or require additional information.

Sincerely,

A handwritten signature in black ink that reads "Gregory Robinson".

Gregory Robinson, Ph.D.
Director

APPENDIX B
INFORMED CONSENT FORM

Informed Consent Form:**CONSENT TO PARTICIPATE IN RESEARCH****Funding Priorities and the Expenditure Patterns of city of Los Angeles Neighborhood Councils.**

You are being asked to participate in a research study conducted by Chris Hardy for the degree of Doctorate in Public Administration, from the College of Business and Public Management at the University of La Verne. The results will contribute the fulfillment of my final dissertation requirements. You were selected as a possible participant in this study because of your involvement in the Neighborhood Councils.

• PURPOSE OF THE STUDY

To compare, benchmark and measure the current 89 Los Angeles Neighborhood Councils.

• PROCEDURES

If you decide to participate in this study, I will ask for the following things:

- 1) Provide public information on the allotment of each Council of their \$50,000 annual distribution and expenditures.
- 2) Provide initial public information on survey participation in each of the Los Angeles Neighborhood councils.
- 3) NCRC Survey [redacted] results

• POTENTIAL RISKS AND DISCOMFORTS

This study is non-intrusive and there are no foreseeable risks, discomforts, or inconveniences to the Stakeholders, City Council, Neighborhood Council Review Board, and/or the 89 Neighborhood Councils.

There are no significant physical or psychological risks to participation that might cause the researcher to terminate the study.

The researcher may terminate the study without prior notice to participants.

- **POTENTIAL BENEFITS TO PARTICIPANTS AND/OR TO SOCIETY**

Benefit to the participants would be in the ability to measure and standardize their own quality of service to their Stakeholders.

Benefits to science and Public Administration, is to be able to utilize Six Sigma methodologies in small organizations.

- **PAYMENT FOR PARTICIPATION**

There is no payment associated with this study to the participants.

- **CONFIDENTIALITY**

Public information that is obtained in connection with this study will be published in the dissertation and kept in the University of Michigan (UMI dissertation database) for public use.

Non-public information that is obtained in connection with this study and that can be identified with an individual will remain confidential and will be disclosed only with their permission or as required by law. Confidentiality will be maintained by means of assigning coding as proscribed in confidentiality procedures and safeguarded as proprietary.

This study is being done through non-intrusive observation and secondary data. There are no interviews, surveys, audio or video taping done in this study.

- **PARTICIPATION AND WITHDRAWAL**

You can choose whether to be in this study or not. If you volunteer to be in this study, you may withdraw at any time without consequences of any kind. You may also refuse to answer any questions you don't want to answer and still remain in the study. The researcher may withdraw you from this research if circumstances arise which warrant doing so. Anticipated circumstances, under which the participant's participation may be terminated by the researcher without regard to the participant's consent, could be that the Neighborhood Council is too new to the program to rate.

- **IDENTIFICATION OF RESEARCHERS/INVESTIGATORS**

If you have any questions or concerns about the research, please feel free to contact the Research personnel.

Principle Researcher/Investigator:

Chris Hardy

ULV Faculty Sponsor:
Dr. Susanne Beaumaster

• **RIGHTS OF RESEARCH PARTICIPANTS**

You may withdraw your consent at any time and discontinue participation without penalty. You are not waiving any legal claims, rights or remedies because of your participation in this research study. If you have questions regarding your rights as a research participant, contact the Associate Vice President for Academic Affairs at (Institutional Review Board, 1950 Third Street, La Verne, CA 91750).

SIGNATURE OF RESEARCH PARTICIPANT OR LEGAL REPRESENTATIVE

I understand the procedures described above. My questions have been answered to my satisfaction, and I agree to participate in this study. I have been given a copy of this form.

Printed Name of Participant

Printed Name of Legal Representative (if applicable)

Signature of Participant or Legal Representative

Date

SIGNATURE OF INVESTIGATOR (If required by the IRB)

In my judgment the participant is voluntarily and knowingly giving informed consent and possesses the legal capacity to give informed consent to participate in this research study.

Signature of Investigator

Date

APPENDIX C
VALLEY VOTERS ORGANIZED TOWARD
EMPOWERMENT

Valley Voters Organized Toward Empowerment:

(From Valley VOTE website 10/9/08) (<http://www.valleyvote.net/support/htm>)

Valley VOTE is a diverse, Valley-wide coalition of San Fernando Valley residents, educators, business leaders, community activists and organizations who support a LAFCO study (Los Angeles County Local Agency Formation Commission) on the issue of creating an independent Valley City.

The following Valley organizations that Support a study of the facts about for Valley Cityhood;

Arleta Chamber of Commerce
Arleta Residents Association
California Small Business Association
Chatsworth Chamber of Commerce
Encino Chamber of Commerce
Encino Park Improvement Association
Encino Property Owners Association
Homeowners of Encino
Granada Hills Chamber of Commerce
Green Party of the San Fernando Valley
The Howard Jarvis Taxpayers Association
Lake Balboa Homeowners Association
The Libertarian Party of the San Fernando Valley
Mid Valley Chamber of Commerce
Mission Hills Chamber of Commerce
North Hollywood Concerned Citizens
North Hollywood Residents Association
North Valley Coalition, Northridge Chamber of Commerce
Pacoima Chamber of Commerce
Pacoima Property Owners Association
Panorama City Neighborhood Association
P.R.I.D.E.
Reform Party of the San Fernando Valley
Reseda Chamber of Commerce
San Fernando Valley Apartment Associations
San Fernando Valley Association of Realtors
San Fernando Valley Business & Professional Association
San Fernando Valley Federation of Homeowner Associations
San Fernando Valley Young Republicans
Seniors for Action
Sherman Oaks Chamber of Commerce

Sherman Oaks Homeowners Association
Sherwood Forest Homeowners Association
Studio City Residents Association
Studio City Chamber of Commerce
Sunland/Tujunga Chamber of Commerce
Sun Valley Chamber of Commerce
Sylmar Chamber of Commerce
Tarzana Chamber of Commerce
Tract 15105 Neighborhood Association
United Chambers of Commerce of the SFV
United We Stand America – West Valley Chapter
Universal City/North Hollywood chamber of Commerce
Valley Glen Neighborhood Association
Valley Industry and Commerce Association (VICA)
Van Nuys Homeowners Association
Winnetka Chamber of Commerce
Woodland Hills Chamber of Commerce
Woodland Hills Homeowners Organization

APPENDIX D

NEIGHBORHOOD COUNCIL REGIONS WITH NC LIST

Neighborhood Councils Regions with NC List

Based on information from the Department of Neighborhood Empowerment (DONE)
11/15/2007 http://www.lacityneighborhoods.com/nc_database.htm

89 Total Los Angeles Neighborhood Councils

7 Los Angeles Regions

	<u>Region</u>	<u>Total NC</u>	<u>Neighborhood Council</u>
Region1	North Valley	17 NC	Arleta
	North Valley		Chatsworth
	North Valley		Foothill Trails District
	North Valley		Granada Hills North
	North Valley		Granada Hills South
	North Valley		Mission Hills
	North Valley		North Hills East
	North Valley		North Hills West
	North Valley		Northridge East
	North Valley		Northridge West
	North Valley		Old Northridge Community Council
	North Valley		Pacoima
	North Valley		Panorama City
	North Valley		Porter Ranch
	North Valley		Sun Valley
North Valley	Sunland-Tujunga		
North Valley	Sylmar		
Region2	South Valley	17 NC	Canoga Park
	South Valley		Encino
	South Valley		Greater Toluca Lake
	South Valley		Greater Valley Glen
	South Valley		Mid Town North Hollywood
	South Valley		Neighborhood Council Valley
	South Valley		Village
	South Valley		NOHO West
	South Valley		North Hollywood North East
	South Valley		Reseda
	South Valley		Sherman Oaks
	South Valley		Studio City

	South Valley		Tarzana
	South Valley		Van Nuys
	South Valley		West Hills
	South Valley		Van Nuys/Lake Balboa
	South Valley		Winnetka
	South Valley		Woodland Hill-Warner Center
Region3	West	12 NC	Bel Air-Beverly Crest
	West		Brentwood
	West		Del Rey Neighborhood
	West		Mar Vista Community
	West		Neighborhood Council of
	West		Westchester-Playa Del Rey
	West		Pacific Palisades
	West		Palms Neighborhood
	West		South Robertson Neighborhoods
	West		Venice Neighborhood
	West		West Los Angeles Neighborhood
	West		Council
	West		Westside Neighborhood Council
	West		Westwood (Uncertified)
Region4	Central	19 NC	Central Hollywood
	Central		Downtown Los Angeles
	Central		East Hollywood
	Central		Greater Griffith Park
	Central		Historic Cultural
	Central		Historic Filipinotown
	Central		Hollywood Hills West
	Central		Hollywood Studio District
	Central		Macarthur
	Central		Mid City West
	Central		Olympic Park
	Central		P.I.C.O.
	Central		Pico Union
	Central		Rampart Village
	Central		Westlake North
	Central		Westlake South
	Central		Wilshire Center-Koreatown

Region5	East	12 NC	Arroyo Seco
	East		Atwater Village
	East		Boyle Heights
	East		Eagle Rock
	East		Elysian Valley Riverside
	East		Glassell Park
	East		Greater Cypress Park
	East		Greater Echo Park Elysian
	East		Historic Highland Park
	East		LA-32
	East		Lincoln Height
	East		Silver Lake
Region6	South	15 NC	Central Alameda
	South		Community & Neighbors for 9th District Unity (CANNDU)
	South		Empowerment Congress Central Area Neighborhood Development
	South		Empowerment Congress North Area Neighborhood Development
	South		Empowerment Congress Southeast Are Neighborhood Development
	South		Empowerment Congress Southwest Are Neighborhood Development
	South		Empowerment Congress West Are Neighborhood Development
	South		Mid City Neighborhood
	South		Park Mesa Heights Community
	South		South Central
	South		United Neighborhoods of the Historic Arlington Heights, West Adams and Jefferson Park communities
	South		Vernon/Main
	South		Voices of 90037
	South		Watts
	South		West Adams

Region7 Harbor
Harbor
Harbor
Harbor
Harbor
Harbor
Harbor

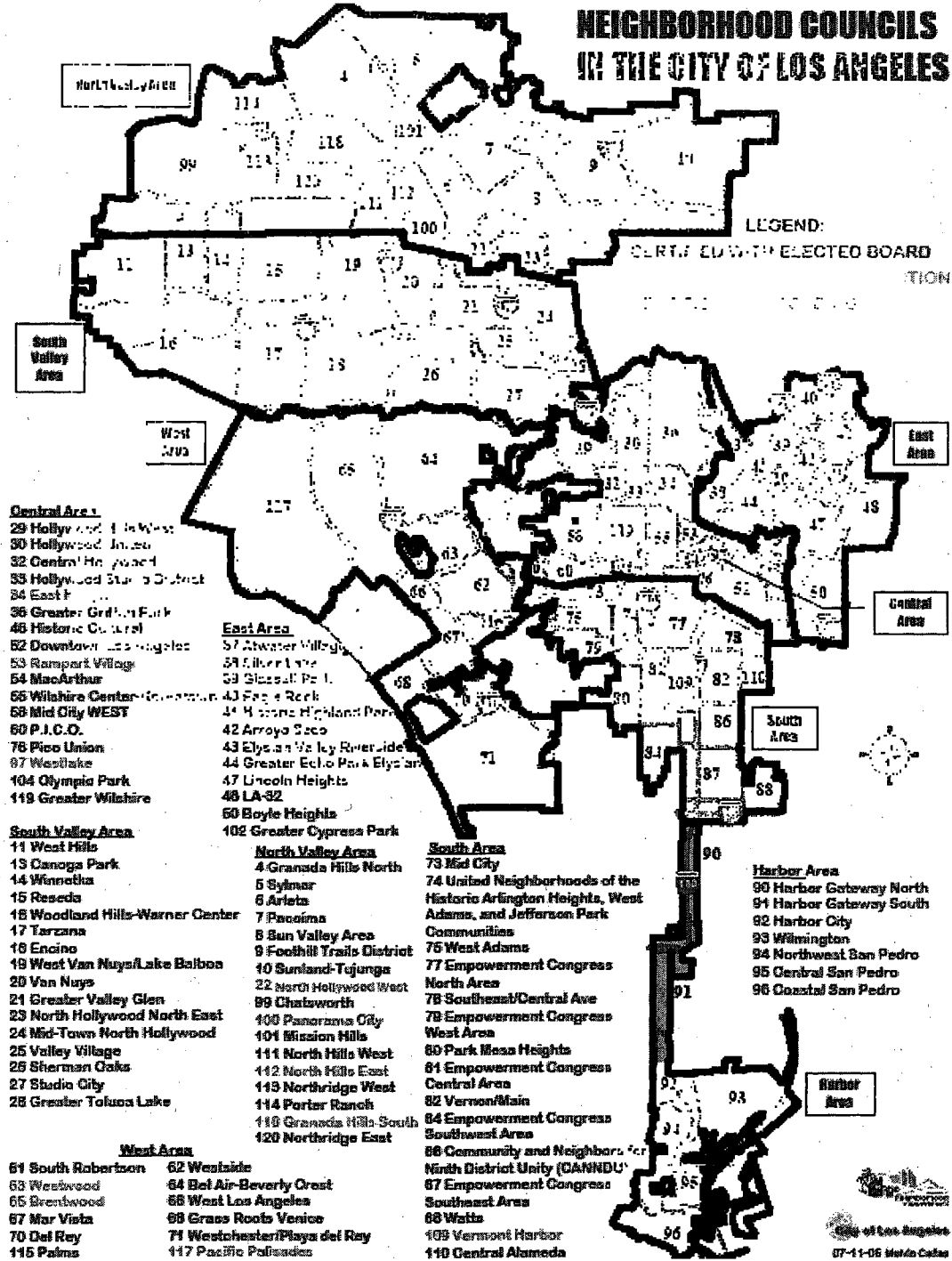
7 NC

Central San Pedro
Coastal San Pedro
Harbor City
Harbor Gateway North
Harbor Gateway South
Northwest San Pedro
Wilmington

APPENDIX E

MAP OF THE NEIGHBORHOOD COUNCILS AND REGIONS

Map of the Neighborhood Councils and Regions.



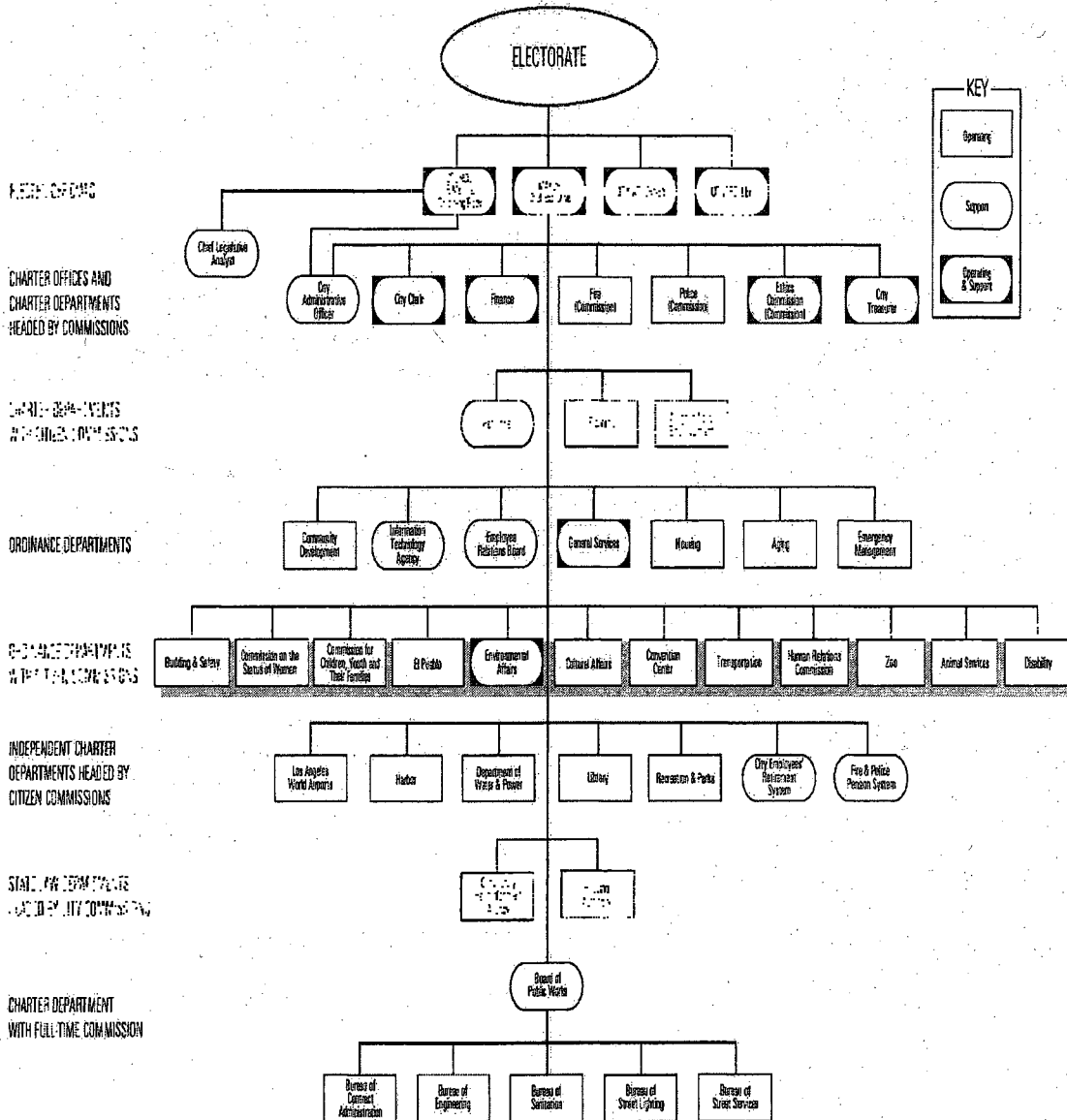
APPENDIX F

CITY OF LOS ANGELES ORGANIZATION WITH
CHARTER DEPARTMENT-NEIGHBORHOOD
EMPOWERMENT

City of Los Angeles Organization with Charter Department-Neighborhood Empowerment (From City of Los Angeles website 10/9/2008)

ORGANIZATION OF THE CITY OF LOS ANGELES

As of July 1, 2008



APPENDIX G
NCRC SURVEY

NCRC Survey (Text File copy)**Note: G represent boxed answers not copied off PDF file)**

Neighborhood Council Review Commission Social Science Research Center, CSU
Fullerton

Survey of Current and Former Neighborhood Council Board Members**Who's Conducting This Survey?**

The City of Los Angeles has established the Neighborhood Council Review Commission (NCRC) to review and make recommendations regarding the system of Neighborhood Councils established by the voters in 1999. As part of this process, the Commission is conducting a survey of current and former Neighborhood Council board members.

Why do We Want to Hear from You?

As a member or former member of the board of a Neighborhood Council, you are in a good position to help us to identify the strengths and weaknesses of the Neighborhood Council system, as well as to help us learn from the experience of your own NC. Your frank assessment of how the NC system is operating now will assist the commission to formulate recommendations.

Is This my Last Chance to be Heard?

We will contact you again in June 2007 to ask for your input on those recommendations.

Do I have to participate in this survey?

Your participation is entirely voluntary, and you may decline to answer any survey question.

Will my answers be confidential?

Your completed survey goes directly to the Social Science Research Center at California State University Fullerton (NCRC's data collection contractor), and your confidentiality will be protected to the extent permitted by law. We ask for your name so that we can determine who has not responded, and make follow-up calls. Your identifying information will be promptly disassociated and kept separately from the survey responses so that data can be reported with no link to personal identifying information. The survey responses, however, are public records.

What if I'm not sure, and want to find out more?

If you have any questions or concerns about the research, please feel free to contact Raphael Sonenshein, NCRC Executive Director, and Project Principal Investigator, at (714)278-3837 or rsonenshein@fullerton.edu. If you have questions regarding your rights as a research subject, contact the California State University

Fullerton Institutional Review Board (IRB) through Ms. Heidi Hodges, Regulatory Compliance Coordinator at (714) 278-2327 or hhodges@fullerton.edu.

Attention: New Option! We'd like answers to as many questions as possible, but if you're pressed for time, the *bold, italicized* items preceded by an arrow () mark a "short course" through the survey process. Please be sure to answer these items, at minimum, and as many other items as you can. Thank you.

If your reply exceeds the available space for any item, please feel free to continue on the back of the page, or to attach additional sheets.

Please mail your completed survey to:

Social Science Research Center
 CSU Fullerton
 P.O. Box 6850
 Fullerton, CA 92834-68501

Neighborhood Council Review Commission Social Science Research Center, CSU Fullerton

Part One: About Your Neighborhood Council

We'd like to begin by asking a few questions about your Neighborhood Council...

1. In what region is your NC?

G Harbor G East

G South LA G South Valley

G West LA G North Valley

G Central

2. Would you say that the geographic area that your Neighborhood Council represents is...

Far too Somewhat The Right Size Somewhat Far too

Small Small Large Large

G G G G G

3. Would you say that the number of stakeholders that your Neighborhood Council represents is...

Far too Somewhat The Right Somewhat Far too

Few Low Number High Many

G G G G G

4. How satisfied are you with the boundaries of the area your neighborhood council represents?

Very Somewhat Somewhat Very

Dissatisfied Dissatisfied Satisfied Satisfied

G G G G

5. Please comment:

Neighborhood Council Review Commission Social Science Research Center, CSU
Fullerton

6. How many members does your NC board have?

G 5 to 9 G 31 to 40

G 10 to 15 G 41 to 50

G 16 to 20 G 51 or more

G 21 to 30

7. To your knowledge how many Board seats are currently unfilled? _____

8. How many non-board members or stakeholders attend an average regular board meeting of your neighborhood council? _____

9. What's the greatest number of stakeholders that have ever attended a regular board meeting of your NC? _____

10. Please describe the topic of that meeting and the year it took place:

11. How many non-board members or stakeholders attend an average committee meeting of your neighborhood council? _____

12. What's the greatest number of stakeholders that have ever attended a committee meeting of your NC? _____

13. Please describe the topic of that meeting and the year it took place:

14. What's the greatest number of stakeholders that have ever attended any event sponsored by your NC? _____

15. Please describe that event and the year it took place:

3

Neighborhood Council Review Commission Social Science Research Center, CSU
Fullerton

16. In your opinion, to what extent do the members of your neighborhood council reflect the diversity (e.g. race, ethnicity, socio-economic status, religious affiliation and sexual orientation) of the community it represents?

Not at To a Small Somewhat Very

All Extent Well Well

G G G G

17. Please list the three most important accomplishments or successes of your NC:

18. Briefly, how would you describe your NC's mission?

19. Please list the three most important problems or obstacles that have impeded your Neighborhood Council from completing its mission.

4

Neighborhood Council Review Commission Social Science Research Center, CSU
Fullerton

20. If you could fix up to three things about the way your neighborhood council operates, what would they be?

21. Please provide any further comments on the issues suggested by Part One: About Your Neighborhood Council...

Part Two: Vision & Values

22. In your opinion, what should be the mission of the neighborhood council system?

5

Neighborhood Council Review Commission Social Science Research Center, CSU
Fullerton

23. Please rate the overall success of the NC system in Los Angeles:

Very Somewhat Somewhat Very

Unsuccessful Unsuccessful Successful Successful

G G G G

24. List the three most important accomplishments or successes of the NC system:

25. In your view, what have been the three most important problems with the

Neighborhood

Council system as a whole?

26. In your opinion, what about the NC system most needs to be changed so that it can realize its potential?

6

Neighborhood Council Review Commission Social Science Research Center, CSU
Fullerton

In your view, how important are the following functions of Neighborhood Councils?

27. To represent the community on neighborhood matters.

Not Really Somewhat

Irrelevant Important Important Critical

G G G G

28. To represent the community on citywide policies.

Not Really Somewhat

Irrelevant Important Important Critical

G G G G

29. Please provide any further comments on the issues suggested

by Part Two: Vision & Values...

Part Three: Communication, Roles and Powers

The NCRC will be examining the powers and roles of neighborhood councils. We'd like your

observations on these matters.

Please describe your opinion of the influence your NC has had on ...

Not Not Very Somewhat Very

Influential Influential Influential Influential

At All

30. City government

in general G G G G

31. Your City

Council member G G G G

32. City Council as

a whole G G G G

33. Please explain:

7

Neighborhood Council Review Commission Social Science Research Center, CSU
Fullerton

34. Please describe your opinion of the influence the Neighborhood Council system as a whole has had on city government...

Not Not Very Somewhat Very
Influential Influential Influential Influential
At All
G G G G

35. Please explain:

Please indicate by checking the box to the left whether you were in contact **in the most recent**

three months of your *current term*, or if you're a former board member, **in the last three months** of your *last term* with any representative of the offices or departments listed below to

discuss anything related to the work of your Neighborhood Council. If you communicated with

that office, on the right hand side, please indicate how satisfied you were with your interactions

with the representatives from that city office or department. If you didn't check the box on the

left signifying contact in the last six months, leave the right side blank.

Very Somewhat Somewhat Very
Dissatisfied Dissatisfied Satisfied Satisfied

36. G Department of Neighborhood
Empowerment (DONE) G G G G

37. G Board of Neighborhood
Commissioners (BONC) G G G G

38. G Your City Councilmember(s) G G G G

39. G City Council as a whole G G G G

40. G City Controller's Office G G G G

41. G City Attorney's Office G G G G

42. G The Mayor's Office G G G G

43. G LA Police Department G G G G

8

Neighborhood Council Review Commission Social Science Research Center, CSU
Fullerton

Very Somewhat Somewhat Very
Dissatisfied Dissatisfied Satisfied Satisfied

44. G Public Works
(including Street Maintenance) G G G G

45. G LA Department of Transportation G G G G

46. G Planning Department G G G G

47. G Department of Water and Power G G G G

48. G Other NCs G G G G

49. G Community-based organizations G G G G
 50. G Community residents G G G G
 51. G Local businesses G G G G
 52. G Harbor Department G G G G
 53. G LA World Airports G G G G
 54. G Department of Recreation and Parks G G G G
 55. G Community Redevelopment G G G G
 56. G Housing Department G G G G
 57. G Department of Building and Safety G G G G
 58. G Other stakeholder (1) G G G G

(Please describe) _____

59. G Other stakeholder (2) G G G G

(Please describe) _____

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Very Somewhat Somewhat Very
 Dissatisfied Dissatisfied Satisfied Satisfied

60. How satisfied are you with the communication within your NC? G G G G

60a. In your view, what is the most effective means of communicating with an office or department of the City of Los Angeles?

G G G G

e-mail U.S. Post (regular mail) cell phone (voice) cell phone (text messaging)

G G G

"Land line" telephone (voice) FAX Face-to-face

60b. In your activity as a Neighborhood Council Board Member, when you communicate with an office or department of the City of Los Angeles, how often do you utilize...

Never Rarely Occasionally Frequently

e-mail G G G G

U.S. Post (regular mail) G G G G

cell phone (voice) G G G G

cell phone (text messaging) G G G G

"Land line" telephone (voice) G G G G

FAX G G G G

Face-to-face G G G G

61. How much *attention* does your NC give to the following matters?

None at all Very Little A Moderate A Great Deal

Attention Amount of Attention

a. Land Use Matters G G G G

b. Emergency Preparedness G G G G

c. Crime Prevention G G G G

d. Public Works (e.g. potholes) G G G G

- e. Neighborhood Nuisances/
(e.g. code violations,
excessive noise) G G G G
- f. Community Improvement G G G G
- g. Parking & Transportation G G G G
- h. The City Budget G G G G

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None at all Very Little A Moderate A Great Deal
Attention Amount of Attention

- i. Libraries G G G G
- j. Schools G G G G
- k. Parks G G G G
- l. Other (Please Describe) G G G G

62. How much *influence has* your NC had on the following matters?

None at all Very Little A Moderate A Great
Influence Amount Deal of
Influence

- a. Land Use Matters G G G G
- b. Emergency Preparedness G G G G
- c. Crime Prevention G G G G
- d. Public Works (e.g. potholes) G G G G
- e. Neighborhood Nuisances/
(e.g. code violations,
excessive noise) G G G G
- f. Community Improvement G G G G
- g. Parking & Transportation G G G G
- h. The City Budget G G G G
- i. Libraries G G G G
- j. Schools G G G G
- k. Parks G G G G
- l. Other (Please Describe) G G G G

63. Comments:

Not at Somewhat Somewhat Very
All Poorly Well Well

**64. *The City is required to provide
early notification of pending council items
that may affect your community. How well
is the City's Early Notification System***

working for your NC regarding land use issues? G G G G

65. For other issues than land use? G G G G

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66. In your view, what changes would make the Early Notification System work better?

67. What are your top three sources for announcements and information pertaining to local

city government and your neighborhood council?

1.

2.

3.

Too About Too

Simple Right Complex

68. Are the procedures that govern

the business of your NC... G G G

Not at all Somewhat Somewhat Very

Productive Unproductive Productive Productive

69. How productive are your NC

meetings? G G G G

70. Please describe the general tone and tenor of your NC meetings by checking a box in the scale below:

Meetings are Meetings are marked by

conducted in a calm a high degree of Conflict

and civil manner and Confrontation

G G G G G G G

71. Comments regarding the productivity or general tone and tenor of your NC meetings:

72. Does your NC have Committees?

If so, what kind?

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Not at all Somewhat Somewhat Very

Effective Ineffective Effective Effective

73. Overall, how effective do you

think your NC is at making City government more responsive to community needs? G G G G

74. Overall, how effective do you

think your NC is at promoting more public participation in City government? G G G G

76. Why?

77. Overall, how effective do you

think your NC is at monitoring the

delivery of City services? G G G G

78. Please provide any further comments on the issues suggested by *Part Three: Communication, Roles and Powers...*

Part Four: Governance

To what extent do you agree with the following statements?

Strongly Somewhat Somewhat Strongly

Disagree Disagree Agree Agree

79. City Council listens to NCs G G G G

80. My NC can reach and communicate with Council members regarding matters of interest to my community, whether or not they are on the Council's agenda. G G G G

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Strongly Somewhat Somewhat Strongly

Disagree Disagree Agree Agree

81. The Department of Neighborhood Empowerment (DONE) is *responsive* to my NC. G G G G

G Don't Know

82. DONE is *helpful* to my NC. G G G G

G Don't Know

83. What has the Department of Neighborhood Empowerment done to meet your expectations?

84. How has the Department of Neighborhood Empowerment not met your expectations?

85. What could be done to make the Department of Neighborhood Empowerment more responsive?

Strongly Somewhat Somewhat Strongly

Disagree Disagree Agree Agree

86. The Board of Neighborhood Commissioners (BONC) is *responsive* to my NC. G G G G

G Don't Know

87. BONC is *helpful* to my NC. G G G G

G

Don't Know

88. What has the Board of Neighborhood Commissioners done to meet your expectations?

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89. How has the Board of Neighborhood Commissioners *not* met your expectations?

90. What could be done to make the Board of Neighborhood Commissioners more responsive?

91. Please provide any further comments on the issues suggested by Part Four: Governance...

Part Five: Outreach and Elections

To what extent do you agree with the following statements?

Strongly Somewhat Somewhat Strongly

Disagree Disagree Agree Agree

92. Neighborhood Council elections

are fair. G G G G

93. Please Comment:

Strongly Somewhat Somewhat Strongly

Disagree Disagree Agree Agree

94. There is a high degree of participation by stakeholders in NC elections. G G G G

95. NC elections are orderly and well run. G G G G

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Strongly Somewhat Somewhat Strongly

Disagree Disagree Agree Agree

96. Our NC election procedures are too complicated. G G G G

97. Election procedures should be standardized across all NCs. G G G G

98. NC Board Members' terms of office should be significantly longer. G G G G

99. Community members should serve on only one NC. G G G G

100. Our NC is able to recruit qualified candidates for office. G G G G

101. Our NC is able to recruit candidates for office that represent stakeholder interests and needs. G G G G

102. Candidates for NC Boards should be required to demonstrate certain qualifications to hold office. G G G G

103. I believe the current definition of "stakeholder" is adequate. G G G G

104. Please Comment:

Very Somewhat Somewhat Very

Dissatisfied Dissatisfied Satisfied Satisfied

105. Overall, how satisfied are you with

your NC's present election process? G G G G

106. Please Comment:

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Very Somewhat Somewhat Very

Dissatisfied Dissatisfied Satisfied Satisfied

107. How satisfied are you with DONE's
role in the NC election process? G G G G

108. Please Comment:

109. How satisfied are you with the
Independent Election Administration
System? G G G G

110. Please Comment:

**111. What is the single most important thing that could be done to improve the
election process for your NC?**

To what extent do you agree with the following statements?

Strongly Somewhat Somewhat Strongly

Disagree Disagree Agree Agree

112. Our NC has the skills we need to
conduct effective public outreach. G G G G

113. Our NC has the resources required
to conduct effective public outreach. G G G G

114. Community outreach is a high
priority in my NC. G G G G

115. Cultural differences and language
barriers impede outreach in my NC. G G G G

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Strongly Somewhat Somewhat Strongly

Disagree Disagree Agree Agree

116. Socioeconomic differences
among residents in my NC impede
outreach. G G G G

117. Our NC needs to spend more
money on outreach. G G G G

**118. Please provide any further comments on the issues suggested
by Part Five: Outreach and Elections ...**

Part Six: Training, Funding and Support

To what extent do you agree with the following statements?

Strongly Somewhat Somewhat Strongly

Disagree Disagree Agree Agree

119. Board members should be required

to participate in additional training
when elected. G G G G

120. Board members should have
access to topic-specific training on
an as-needed basis as they
request it. G G G G

121. As an NC Board member, I have personally received training from the city on...
[Please check ALL that apply]:

- a. The Brown Act G b. Managing group conflict G
- c. Zoning/ planning issues G d. Conducting effective outreach G
- e. Team building G f. Parliamentary procedure G
- g. Running effective meetings G h. Financial Management G

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- i. Fundraising G j. Scientific approaches to
obtaining public input G
- k. Conflict of interest G l. How to provide effective
input to the City G
- m. How to monitor City delivery of G
services

n. Other (Please describe) _____

**122. The quality of the training I have received as an NC Board member from the
city has been...**

Poor Fair Good Excellent

G G G G

123. I / other Board Members on my NC need training/ further training on...

[Please check ALL that apply]:

Strongly Somewhat Somewhat Strongly
Disagree Disagree Agree Agree

- a. The Brown Act G G G G
- b. Managing Group Conflict G G G G
- c. Zoning/ planning issues G G G G
- d. Conducting effective outreach G G G G
- e. Team building G G G G
- f. Parliamentary procedure G G G G
- g. Running effective meetings G G G G
- h. Financial Management G G G G
- i. Fundraising G G G G
- j. Scientific approaches to public
Input G G G G
- k. Conflict of interest
- l. How to provide effective input
to the City G G G G

m. How to monitor City delivery of services G G G G

n. Other (Please describe) _____

124. Please Comment:

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125. What is the most important thing that could be done to improve training for NC Board members?

How satisfied are you with...

Very Somewhat Somewhat Very

Dissatisfied Dissatisfied Satisfied Satisfied

126 DONE's present budget level G G G G

G Don't Know

127. Technical assistance from DONE to accomplish NC goals. G G G G

G Don't Know

128. Assistance with budgetary and financial management issues available to my NC. G G G G

G Don't Know

129. Assistance with legal issues available to my NC. G G G G

G Don't Know

130. The \$50,000 annual budget for my NC is...

Far too Somewhat The Right Size Somewhat Far too

Little Low High Much

G G G G G

131. Does your NC expend its budget in the allocated term? G Yes G No

132. If not, what obstacles or barriers have constrained spending to achieve your NC's goals?

133. In the last two years of your service, what were the two or three largest expenditures from your \$50,000 allocation?

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134. Does your NC maintain a public office? G Yes G No

135. If so, what is the monthly rental cost of that office? \$ _____ G Don't Know

To what extent do you agree that your NC budget allocation should be spent on...

Strongly Somewhat Somewhat Strongly

Disagree Disagree Agree Agree

136. Administrative expenses

to run the NC G G G G

137. Outreach G G G G

138. Soliciting public input e.g. surveys
and focused group discussions G G G G

139. Neighborhood improvements G G G G

140. *Please provide any further comments on the issues suggested
by Part Six: Training, Funding and Support...*

Part Seven: About You Please Complete this Entire Section

141. *Are you a current or former member of the Board?* G Current G Former

142. *How long have you been/ were you a member of the Board?* _____ Years
_____ Months

143. *How were you selected to the board?*

G Election by the full membership

G Election by a (geographic or interest) sub-group of stakeholders

What was the stakeholder group that elected you? _____

G Appointment

G

Other (Please describe) _____

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144. *If you're a former board member, why are you no longer a board member?*

145. *How long is (was) your term of office as a Board member?* _____ Years
_____ Months

146. *Which of the following applies to you?*

G This is the only Neighborhood Council of which I am a Board member

G I am a stakeholder in another Neighborhood Council, but not a Board member

G I am a Board member of another Neighborhood Council

147. *Within the boundaries of your Neighborhood Council, are you ...*

[Please check ALL that apply]:

Resident Business Employee of Employed

(Homeowner) (Renter) Owner Local by individual

Business or household

G G G G G

Employed Volunteer

Property Owner by Local at Local Employed by Local

(Other than Home) Nonprofit Nonprofit Religious Organization

G G G G

Member of Local Other: Please describe: _____

Religious Organization _____

G

148. *In what other kinds of organizations (e.g. homeowners' association, union, etc.)
are you active?*

149. *How many hours in an average month do you spend on NC work and activities?*
_____ hours

150. Are you... G Male G Female

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151. What is your age?

<18 18 to 24 25 to 34 35 to 44 45 to 54 55 to 64 65 or older

G G G G G G G

152. What is your race/ ethnicity? [Please check all that apply]

Asian/ Black or African Latino/ Native Non-Hispanic Other:

Pacific American Hispanic American White Please

Islander Describe

G G G G G G

153. Are you... [Please check all that apply]

G Employed full time G Employed part time G Retired G Homemaker

G Self-employed G Not employed at this time G Student

154. If employed, what type of employer or industry do you currently work for?

G Business or Industry Please describe: _____

G Communications Please describe: _____

G Education Please describe: _____

G Entertainment or Arts Please describe: _____

G Government Please describe: _____

G Health Agency Please describe: _____

G Non-Profit Please describe: _____

G Other Please describe: _____

155. If employed, do you work in...

G A trade G Labor

G The service industry G A profession

156. What was the last grade in school that you completed?

G Less than high school diploma/GED

G High school diploma/GED

G Some college, no degree

G Associate degree

G Bachelor's degree

G A graduate or professional degree

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157. Are you... [Please check all that apply]

G Openly lesbian, gay, bisexual or transgender G A citizen of the United States

G Disabled

158. Were you born in the United States? G Yes G No

159. If not, in what country were you born?

160. Do you require translation services to participate in your NC? G Yes
G No

161. If yes, how is this working out for you?

162. What is your marital status?

G Married

G Single, Never Married

G Divorced

G Widowed

G Separated

G Cohabiting with a Partner

G Other Please describe: _____

163. How many children, 18 years of age or younger, currently reside in your household? _____ children

164. Lastly, which of the following categories best describes your total household or family income before taxes, from all sources?

G Under \$20,000 G \$80,000 TO \$89,999

G \$20,000 TO \$29,999 G \$90,000 TO \$99,999

G \$30,000 TO \$39,999 G \$100,000 TO \$124,999

G \$40,000 TO \$49,999 G \$125,000 TO \$149,999

G \$50,000 TO \$59,999 G \$150,000 TO \$174,999

G \$60,000 TO \$69,999 G Over \$175,000

G \$70,000 TO \$79,999

Thank you! If there's more you'd like to tell us, please access the website at nercla.org

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APPENDIX H

IRB APPROVAL LETTER



University of La Verne
Institutional Review Board

September 9, 2008

TO: Chris Hardy

FR: University of La Verne, Institutional Review Board

RE: Application Number: #668 – Funding Priorities and the Expenditure Patterns of City of Los Angeles Neighborhood Councils

Please accept my apologies for the delay in sending your approval letter. The IRB coordinator thought she had sent it to you, and we only now discovered that this was not the case.

The research project, cited above, was reviewed by the IRB Representative, Dr. Susan MacDonald. This review determined that the research activity has minimal risk to human participants, and the application received an expedited review and approval.

The project may proceed to completion, or until the **date of expiration of IRB approval, September 9, 2009**. Please note the following conditions applied to all IRB submissions:

1. No new participants may be enrolled beyond the expiration date without IRB approval of an extension.
2. The IRB expects to receive notification of the completion of this project, or a request for extension within two weeks of the approval expiration date, whichever date comes earlier.
3. The IRB expects to receive prompt notice of any proposed changes to the protocol, informed consent forms, or participant recruitment materials. No additional participants may be enrolled in the research without approval of the amended items.
4. The IRB expects to receive prompt notice of any adverse event involving human participants in this research.
5. All expedited approvals are subject to review by the full IRB. The IRB may rescind expedited approval and proceed to full standard review, if it determines that the protocol did not meet criteria for expedited review.

There are no further conditions placed on this approval.

The IRB wishes to extend to you its best wishes for a successful research endeavor. If you have any questions do not hesitate to contact me.

Alfred P. Clark

Approval Signature

Alfred P. Clark, Ph.D.
IRB Chairman

September 9, 2008
.Date

For the Protection of Human Participants in Research

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