



FIRST  
ANNUAL  
COLUMBIA  
CONFERENCE  
ON  
COMMUNITY  
GOVERNANCE

march 24-25  
1972  
wilde lake  
high school

**FIRST ANNUAL COLUMBIA CONFERENCE  
ON COMMUNITY GOVERNANCE**

**march 24-25, 1972  
wilde lake high school auditorium  
columbia, md.**

## WHAT IS GOING ON HERE, ANYWAY?

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It's called a Columbia Conference. And it's all about Community Governance. Which is all about you, really.

Who gets things done in Columbia? How do they do it? Where do I fit in? If you've ever asked yourself these questions, you're probably still asking them. And that's why this Conference is so important.

For the first time, Columbia citizens are going to sit down for a long official look at the system that influences their city. And then they're going to decide what needs changing and how it ought to be changed.

Doesn't that sound like something you ought to be part of? Read on.

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## I N T R O D U C T I O N

"If Columbia is healthy, it rises up and deals with problems. Much more authentic solutions emerge from the community itself".

James W. Rouse

The biggest news in Columbia today is the community -- the people who have finally decided that it's time they had more than a token voice in running their city. They're beginning with the Columbia Conference.

Who, what, where, when, why . . .

During the summer of 1971, following nearly five years of growing tension, the developer-controlled Columbia Association and the resident-controlled Village Boards decided it was time to reevaluate the whole question of "Who is running Columbia?"

They set up an official group called the Roles Committee to study the problem and come up with some recommendations. One of their first was a city conference -- and they then set up the Columbia Conference Committee to make it work.

Beginning in September, the Conference Committee launched an ambitious program that would include seven neighborhood meetings climaxed by a city-wide assembly. They saw the Conference as an ideal way to not only educate local citizens in the processes of their city, but also as a way to learn from the citizens exactly what was needed in the way of change. And they realized that the key to everything would be the cooperation and participation of the citizens themselves.

Today, six months later, the Conference is a reality. Response has been more than encouraging. The neighborhood meetings brought out hundreds of citizens eager for a chance to talk about the way their city is run. The coming Conference has been described by local newspapers as the most important civic event in the history of the city.

The work is only just beginning. The Roles Committee has completed a list of recommended changes that could dramatically alter the existing systems. The Conference itself will produce suggestions for perhaps even greater changes. No one can say now just what may happen, because the answers can only come from people like you -- the people who are Columbia -- the people who will find the "more authentic solutions".

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FIRST ANNUAL COLUMBIA CONFERENCE :  
GOVERNANCE IN A NEW COMMUNITY

FRIDAY EVENING      MARCH 24, 1972

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7:30 p.m.	Registration, Wilde Lake High School
8:00 p.m.	Introduction, Chairman, Thomas McGowan
8:05 p.m.	Opening Remarks, Padraic Kennedy, President, Columbia Association
8:25 p.m.	Address, Rogers C.B. Morton Secretary, Department of the Interior
9:00 p.m.	Open Forum
10:00 p.m.	Adjournment

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SATURDAY ALL DAY      MARCH 25, 1972

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8:30 a.m.	Registration, Wilde Lake High School
9:00 a.m.	Introduction, Chairman
9:15 a.m.	Keynote Address: Preliminary Report to the Community by the Roles Committee Chairman, Frank Cipolla
9:45 a.m.	Critical Aspects of Community Governance, Royce Hanson, Director, New Communities Study Center
10:30 a.m.	Concurrent Workshop Sessions (to discuss the recommendations of the Roles Committee)
12:30 p.m.	Lunch
1:30 p.m.	Continuation of Morning Workshop Sessions
4:00 p.m.	Reflections on the Columbia Conference, <i>James W. Rouse</i>
4:30 p.m.	Workshop Summary, Discussion Moderators
5:00 p.m.	Adjournment

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## PRINCIPAL SPEAKERS AT THE CONFERENCE

### FRANK CIPOLLA

Frank Cipolla has been a Columbia resident since January, 1969. He is currently chairman of the Roles Study Committee. An active member of the Columbia community, Mr. Cipolla is president of the PTA of the Longfellow Elementary School and served as chairman of the 1970 Harper's Choice Village Board.

He obtained a B.S. degree in economics from Rockhurst College in his native Kansas City, Missouri, and has done graduate work at George Washington University in Washington, D.C.

From 1959-1960, Mr. Cipolla was employed by the municipal government of Kansas City. For the past twelve years, he has been with the Federal Government, where he is currently Chief of Career Management for the Department of the Army.

### ROYCE HANSON

Royce Hanson is Director of the New Communities Study Center, Virginia Polytechnic Institute and State University. Located at Reston, Virginia, the Center conducts educational programs on the new community development process and is undertaking research on new towns. He was president of the Washington Center for Metropolitan Studies in Washington, D.C. for five years.

Dr. Hanson is widely known as a lecturer on urban affairs and conducts a bi-weekly commercial TV program, Washington Agenda, for WMAL.

His two most recent publications are New Towns: Laboratories for Democracy and Managing Services for New Communities. He is currently preparing a chapter on new towns and national growth policy for a new book on the Governance of Metropolitan North America.

PADRAIC M. KENNEDY

Padraic M. Kennedy, director of VISTA, from 1968 to 1970, is president of the Columbia Association. Mr. Kennedy, who is 38, is the first full-time president of the non-profit Columbia Association.

He comes to his new job from Boise Cascade Urban Development Corporation where he served as vice president and a director of the company's Center for Community Development.

He is a native New Yorker, with a bachelor's degree from Columbia College in New York and a master's degree in American political history from the University of Wisconsin. In 1958-1959, he was a Woodrow Wilson National Fellow. Mr. Kennedy is married and has two children. The family presently lives in Washington, but will move to Columbia later this year.

ROGERS C.B. MORTON

Rogers C.B. Morton, former Maryland Congressman, was sworn in as the 39th Secretary of the Interior January 29, 1971, thus continuing his long association with natural resource policies and programs.

Prior to his nomination to the cabinet post by President Nixon, he represented Maryland's Chesapeake Bay area, the first District. A native of Louisville, Kentucky, Mr. Morton was first elected to the 88th Congress in 1962 and was reelected to each successive Congress.

A strong supporter of wilderness preservation and national parks, he drafted basic legislation which, in 1965, established the Assateague Island National Seashore, Maryland and Virginia, and aided in developing legislation for preserving estuarine areas.

In the 91st Congress, Secretary Morton was a House sponsor of President Nixon's comprehensive environmental program. As Secretary of the Interior charged with the responsibility of managing, preserving and restoring America's natural resources, he has continued his leadership role in environmental affairs.

JAMES W. ROUSE

James W. Rouse, known personally by many Columbia residents, is president of The Rouse Company, with executive offices in Columbia, Maryland.

Mr. Rouse was formerly a member of President Eisenhower's Advisory Committee on Housing, and chairman of the Subcommittee that recommended the urban renewal program embraced in the Housing Act of 1954.

He has lectured on housing, design, and community development at Johns Hopkins, Harvard, and the University of California. He is a member of the Visiting Committee of the Harvard Graduate School of Design, the Visiting Committee for the School of Architecture and Planning of Massachusetts Institute of Technology, and the Visiting Committee of the Johns Hopkins Evening College.

Mr. Rouse is a member of the Governing Board of Common Cause (formerly Urban Coalition Action Council) and of the Advisory Board of the Federal City Council of Washington. Formerly chairman of the Greater Baltimore Committee, he is now serving as a member of its Executive Committee and the Steering Committee of the Baltimore Urban Coalition. He is a founding member of the Business Committee for the Arts and a member of the U.S. Sponsoring and Policy Review Committee of the U.S. World Order Models Project Team.

## **SO, WHO IS RUNNING THE SHOW HERE?**

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Maybe the biggest problem with getting things done in Columbia is the apparent fact that nobody knows who to call.

Last time you had a problem, did you know where to turn? Where will you go next time? Who is in charge here, anyway?

What follows is a look at the people and organizations who say they have the answers. They also share most of the influence and available power.

It might be a good idea to get to know them . . .

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## ORGANIZATIONS IN THE NEW TOWN

### THE ROUSE COMPANY (TRC)

The Rouse Company, a Maryland corporation, was incorporated in 1957 and offered public ownership in that year. Today, there are approximately 2,500 stockholders who own over six million shares. The company is engaged primarily in mortgage banking and real estate development. At the present time it is the tenth largest mortgage banking company in the United States with offices in five states. Real estate development of The Rouse Company includes new communities, office buildings, and regional shopping centers in eight states.

### THE HOWARD RESEARCH AND DEVELOPMENT CORPORATION (HRD)

The Howard Research and Development Corporation is a joint venture of The Rouse Company and Connecticut General Life Insurance Company. It was formed for the purpose of developing Columbia. The Rouse Company, through a management contract with HRD, has the responsibility for all operations, design, planning and financing. HRD acquires, plans, develops and sells land.

### COLUMBIA DEVELOPMENT CORPORATION (CDC)

The Columbia Development Corporation is a wholly owned subsidiary of HRD engaged in the development and management of income producing commercial and industrial properties in Columbia. These properties include the Mall, village centers, neighborhood retail stores, apartments, office buildings and industrial office and warehouse space.

### COLUMBIA PARK AND RECREATION ASSOCIATION (CA)

The Columbia Park and Recreation Association is a non-profit corporation established to provide Columbians with additional services and amenities to those provided by Howard County. At the present time the Association has a board of directors composed of seven members appointed by HRD and one member representing the community. An additional resident member will be added to the board for each 4,000 dwelling units completed. The phase-out of HRD

appointees will begin in 1976 and will be completed in 1981. The majority vote of the board should be held by the resident members by 1977.

CA's primary source of funds is from a charge levied at the rate of \$.75 per \$100 of assessed valuation on all properties developed in the new town. Additional sources of income are from loans and users' fees. The assessable base of the association is established by Howard County's valuation of property in the new town.

#### VILLAGE ASSOCIATION

The village associations are non-profit community associations established by HRD through the covenants for each village prior to its development. Each association has a five member Board of Directors which is elected annually. Each dwelling unit, including rental units, is allowed one vote in the village elections. At the present time, the function of the Village Boards is largely advisory, dealing with any village issue of concern to residents.

#### COLUMBIA COUNCIL

The Columbia Council is a city-wide body whose membership consists of one elected representative from each village. The Council has two stated functions: It nominates, from its membership, the resident representatives of the Columbia Association Board of Directors. (The CA Board must appoint the resident representatives from those nominated by the Columbia Council). The individual Council representatives sit ex-officio at meetings of their Village Boards. The Columbia Council representatives are elected annually at the same time as the Village Association Board of Directors.

#### NEIGHBORHOOD ASSOCIATION

Neighborhood associations are resident organizations formed by residents in a particular area to deal with problems they deemed were not being dealt with through existing organizations.

#### TOWNHOUSE ASSOCIATION

Townhouse associations are non-profit community associations generally established through covenants by the townhouse builder. The associations are established to maintain the common land and to deal with other issues held in common by the members of the association.

#### TENANT ASSOCIATION

Tenant associations are organizations formed by residents of apartment complexes to deal with issues of common concern.

## C E N T E R S   O F   A U T H O R I T Y   C H A R T

This Chart identifies the centers of authority and influence at state, county and city levels for principal public services.

	S T A T E			C O U N T Y			C O L U M B I A		
	DECISION MAKER	STAFF-S	PRESSURE GROUP	DECISION MAKER	STAFF-S	PRESSURE GROUPS	DECISION MAKER	STAFF-S	PRESSURE GROUPS
EARLY CHILDHOOD ED. (NURSERY & DAY CARE)		Dept. of Social Services Staff	Md. Day Care Committee			How. Co. Child Devel. Corp.	CA Exec. Committee (Operations Comm.)	CA Staff	HRD; Early Child. Ed. Bd.; Village Assn. Bds. Nursery Co-ops; Roslyn Rise; Joint Boards
PUBLIC TRANSPORTATION		Dept. of Transportation	League of Women Voters				CA Exec. Committee (Operations Comm.)	CA Staff	Columbia Transport. Comm. Joint Bds; Village Assn. Bds; HRD
RECREATION PROGRAMS				County Council County Exec. (Parks & Rec. Bd.) Bd. of Education	Dept. of Parks & Recreation Staff	West Howard Recreation Assoc; League of Women Voters	CA Exec. Committee (Operations Comm.)	CA Staff	HRD; Village Assn. Bds; Joint Bds; Village Rec. Comm.; Col. Aquatic Assn.
PARKS & RECREATION FACILITIES				County Council County Exec. (Parks & Rec. Bd.) (Planning Bd.) (Public Works Bd.)	Dept. of Ed., Planning & Zoning, Public Works; Rec. & Parks Staffs	League of Women Voters	CA Exec. Committee (Operations Comm.)	CA Staff	HRD; Village Assn. Bds; Joint Bds; Village Rec. Comm.; Friends of Open Space; Village Arch. Comm.
PRIMARY & SECONDARY EDUCATION		Dept. of Ed. Staff		County Council County Exec. Bd. of Ed.	Dept. of Ed. Staff	How. Co. Nominating Federation; State Senator; PTA's & Teacher's Unions; League of Women Voters			PTA's; Village Ed. Comm; HRD; Columbia Council; Village Assn. Bds.
PUBLIC SAFETY				County Council County Exec.	Police Dept. Staff	Study Action Group in Racism			Village Assn. Bds; HRD; Joint Bds; Col. Council
FIRE				County Council County Exec. (Fire Bd.)					HRD
WATER, SEWER			Balt. Regional Planning Council	County Council County Exec. (Public Works Bd.)	Dept. of Public Works Staff				HRD
GARBAGE				County Council County Exec. (Public Works Bd.)	Dept. of Public Works Staff	Council for Environmental Quality			
ELECTRICITY, GAS	(Public Utilities Commission)		Legal Advocate for Consumers			Planning Bd.			HRD
D O S C O U N T Y				County Council County Exec. (Public Works Bd.) (Planning Bd.)	Dept. of Public Works Staff	Civic Assns.			
O F S T A T E		Md. State Highway Admin. Staff				County Council; How. Co. Legisla. Delegrn; Civic Assns.	(HRD)		Village Assn. Bds; Joint Bds; Col. Trans. Committee; Columbia Council; Neighborhood Assns.
PLANNING & ZONING			Balt. Regional Planning Council	County Council County Exec. (Planning Bd.) (Zoning Bd.)	Dept. of Planning & Zoning Staff	Civic Assns; League of Women Voters; How. Co. Fair Zoning Comm. Farm Bureau	(HRD)		Village Assn. Bds; Joint Boards; Village Arch. Comms.
B U I L D I N G									
ARCH. REVIEW							HRD (Arch. Comm.)	HRU & Volunteer Resident Staff	Village Assn. Bds; Joint Bds; Neigh. & Townhouse Assn. Bds; Builders
CODES				County Council County Exec. (Public Works Bd.)	Dept. of Public Works Staff	Civic Assns. How. Co. Bldrs. Assn.			HRD; Builders
HEALTH		Dept. of Health & Mental Hygiene Staff		County Council County Exec. (Mental Health Advisory Comm.) (How. Co. Hosp. Study Comm.)	Dept. of Health Staff	How. Co. Assns. of Community Services; How. Co. Mental Health Assn.; How. Co. Medical Society; Zero Population Growth	Columbia Hosp. & Medical Plan Bd. (Admin: Johns Hopkins) (Finance: Conn. Gen.)		Member Advisory Council of CHMP; Columbia Council
SOCIAL SERVICES	(Dept. of Soc. Services & Employment)	Dept. of Social Services & Employment Staff	Md. Conf. of Social Welfare; Welfare Task Force	County Council County Exec.	Dept. of Social Services Staff; Friendship Exchange	How. Co. Assn. of Community Services; Women's Center; League of Women Voters	CA Exec. Committee Frndsp. Exchange Bd. Awareness, Inc. Bd; Grassroots, Inc. Bd; Col. Coop. Ministry Bd. (Operations Comm.)	CA Staff; Frndship Ex. Staff Grassroots Staff Col. Coop. Min. Staff	Community Services Advisory Comm; Columbia Council; Women's Center
ENVIRONMENTAL PROTECTION		Dept. of Natural Resources	Zero Population Growth; League of Women Voters	County Council County Exec. (How. Co. Soil Conservation District) (Environmental Bd.)		Council for Environmental Quality; League of Women Voters	CA Exec. Comm. (HRD)	HRD Staff	Village, Neigh. & Townhouse Assns; Columbia Council; Middle Patuxent Valley Assn; Village Arch. Comms.
ARTS							CA Exec. Committee		Ad-Hoc Comm. for the Performing Arts
SOCIAL REFORM			Women's Center; League of Women Voters			Women's Center; Study Action Group in Racism			Women's Center

DECISION MAKER: Legal Authority • (DELEGATEE) Limited Authority Delegated by Decision Maker • STAFF: Hired by Decision Maker to Carry Out Actions • PRESSURE GROUP: Group with no Legal Authority which Attempts to Influence Actions of the Decision Maker

\* STAFF & (DELEGATEE) also act as PRESSURE GROUPS in attempting to Influence the Actions of the Decision Maker

**AND RIGHT NOW  
YOU ARE PROBABLY ASKING YOURSELF...**

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Okay, but what does this all add up to? A city-wide "encounter session"? A latterday "constitutional convention"?

Well, the Conference may be both or it may be neither. That will depend on you. But to give you a better idea of what is possible, take a look at the information coming up next.

You should end up with a much clearer picture of the way things are now . . . and the way things might be.

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## SUMMARY SKETCH OF THE NEIGHBORHOOD PRE-MEETINGS

In late February and early March the Columbia Conference Committee, in conjunction with the Roles Study Committee, conducted a series of seven neighborhood meetings. As a prelude to the city-wide First Annual Columbia Conference, those meetings were intended to serve several functions. First, they provided a forum for presenting to the community some partial findings from the six months of Roles Hearings; from the 120 interviews on governance conducted by the Conference Committee; and from the Hollander survey of 600 Columbia families. Secondly, the meetings offered an opportunity for the Roles Committee to explain the complexity of the present system of governance in Columbia, and to answer resident questions regarding that system. And lastly, the meetings encouraged residents to make recommendations for change.

The meetings differed somewhat in terms of size, age of host neighborhood, and the nature of the issues addressed. They also resulted in some important changes in the format of the two-day Columbia Conference. A complete taped record of each meeting is available to the Roles Study Committee for their further evaluation. Listed below is a very brief summary of the points residents raised most frequently.

### IN REGARD TO HOWARD COUNTY

1. What services does the County provide?
2. What is the best way to organize Columbia internally so that we can most effectively work with the County government?
3. Would it be desirable for Columbia to incorporate and become less dependent on the County?
4. What are the legal procedures that must be followed in order for Columbia to incorporate?

### IN REGARD TO COLUMBIA ASSOCIATION

1. What will be the size of the debt when residents assume control of CA?
2. When and how will the CA debt be retired?

3. What is the relationship between HRD, the Columbia Council, CA and the residents, in terms of the CA Board of Directors?
4. Can resident control of CA be speeded up?
5. How can CA be made more responsive to the community?
6. Can the CA assessment be redefined so as to be tax deductible?
7. Should the CA Board of Directors' meetings be open?
8. Should CA assume a more political role in representing the community to the County government?
9. Is there any way to stabilize the CA staff and reduce the personnel exchanges between CA and HRD?
10. Can some CA functions be decentralized and turned over to the Village Boards?

#### IN REGARD TO THE VILLAGE BOARDS

1. Can the covenants be changed to permit "one man, one vote"?
2. Would it be desirable to pay board members and village managers?
3. What additional powers and responsibilities can be given to the Village Boards in order to increase their significance?
4. Would it be more effective to replace the Boards with city-wide committees (e.g. recreation) based on function, rather than village?
5. Should members be elected to the Village Board by neighborhood as opposed to being elected "at large"?
6. Should non-partisan elections be abandoned, and political parties introduced into the village system?

#### IN REGARD TO THE COVENANTS

1. How did the covenants originate?
2. What limits do the covenants impose?
3. How can the covenants be legally changed?
4. How can the covenants be more stringently enforced?

## GENERAL ISSUES

1. How can new residents be better informed about, and oriented to, Columbia?
2. What steps can be taken in the area of consumer protection, especially with respect to builders?
3. How can the present structure be changed to reflect a greater emphasis on human services (e.g. medical)?
4. Was the present system intentionally designed to prevent citizen participation?
5. Would it be advantageous to create an ombudsman position?

## SUMMARY OF THE HOLLANDER SURVEY DATA

The Roles Committee commissioned a survey of the attitudes of Columbia residents toward Howard Research and Development Corporation, the Columbia Association, the Village Boards, and other groups in Columbia. The survey was carried out by Sidney Hollander Associates, a nationally known market research firm, and paid for by Howard Research and Development Corporation.

Hollander called a total of 600 randomly selected households in Columbia, using a questionnaire of approximately 55 questions which was specially developed for this survey.

The full survey report was not available at press time. The following is a preliminary summary of the results. It was developed from the raw data without the benefit of complete analysis. The final Roles Committee report will contain a full analysis and conclusions.

### REASONS FOR MOVING TO COLUMBIA

The following had "very important" ratings for all residents:

1. Physical environment	63%
2. Concept	59%
3. Facilities	53%
4. House-Apartment Appearance Value	51%
5. Community Atmosphere	47%
6. Location	39%

### RATES OF INVOLVEMENT FOR ALL RESIDENTS

People were rated as: (1) very active; (2) somewhat active; (3) little active; (4) not active.

63% were "not active" prior to moving to Columbia; 34% were "not active" in Columbia.