

TERMS OF OFFICE	VOTING UNITS	TRUSTEE	TRUSTEE	TRUSTEE	TRUSTEE	TRUSTEE
1970-1972	2950-4350	Lake Anne Village Center	Lake Anne Village Center	Hunters Woods Village Center	Present Chairman Reston Foundation	Reston Resident
1972-1974	4350-8300	Lake Anne Village Center	Hunters Woods Village Center	Twin Lakes Village Center	Independent Activity Center	Reston Resident
1974-1976	8300-12,250	Lake Anne Village Center	Hunters Woods Village Center	Twin Lakes Village Center	Unnamed Village Center A	Independent Activity Center
1976-1978	12,350-16,650	Lake Anne Village Center	Hunters Woods Village Center	Twin Lakes Village Center	Unnamed Village Center A	Unnamed Village Center B
1978-1980	16,650-23,600	Lake Anne Village Center	Hunters Woods Village Center	Twin Lakes Village Center	Unnamed Village Center A	Unnamed Village Center B
1980-1982	23,600	Lake Anne Village Center	Hunters Woods Village Center	Twin Lakes Village Center	Unnamed Village Center A	Unnamed Village Center B
				RESIDENT	CONTROLLED	

Figure 2. Trustee Members of the RFCP Board

TRUSTEE	TRUSTEE	TRUSTEE	TRUSTEE	TRUSTEE	TRUSTEE	TRUSTEE
Architectural Board of Review	Reston Industry	Developer	Developer	Developer	Developer	Developer
Architectural Board of Review	Reston Industry	Developer	Developer	Developer	Developer	Developer
Architectural Board of Review	Reston Industry	Reston Resident	Developer	Developer	Developer	Developer
Architectural Board of Review	Reston Industry	Reston Resident	Independent Activity Center	Developer	Developer	Developer
Architectural Board of Review	Reston Industry	Reston Resident	Independent Activity Center	Developer	Developer	Developer
Architectural Board of Review	Reston Industry	Reston Resident	Independent	To Be Determined	To Be Determined	To Be Determined

DEVELOPER CONTROLLED



Ed Sharp

WORKING DRAFT

A PROPOSED FORM OF INNER  
GOVERNMENT FOR THE NEW TOWN OF  
RESTON, VIRGINIA

Prepared by

M. J. Healy

## PROLOGUE

"There is a hollowness at the center of life in America; wealth and accomplishment do not seem to be enough . . . New orders of magnitude appear daily, and human beings become more dwarfed and unimportant. Size has always been a major criterion in the American consciousness--the bigger, the better--but we are beginning to understand that size in the end is the death of individuality and distinctiveness. The illicit claims of bigness are apparent in the condition of our cities. They continue to grow, becoming less and less liveable....The idea of community is itself the most conspicuous fatality of urban civilization....

Center for Democratic Institutions  
Santa Barbara, California.  
August 1969



## WORKING DRAFT

### CHAPTER I

#### INTRODUCTION

It has been the stated objective of the developer since April, 1966, to bring about a merger of the First and Second Homeowners Associations. This objective has been the single most divisive issue between the Second Home Owners Association (SHOA) and the developer, and between SHOA and the First Home Owners Association (FHOA). This issue was one of the major forces behind the proxy battle last April, and the damage that confrontation caused will be a long time in repair. The issue has drained the energies of the community through endless discussions and meetings; energies that could have been used to more constructive purposes on programs of common interest. It is an issue that, until finally resolved, will continue to absorb the attention of many residents, to divide the community, to strain relations with the developer and--most important--to hold back development of an inner form of government to administer to the special needs of this Town.

During the past eight months, the issue has become better defined and attitudes have been brought into sharper focus. It began last April when resident members of SHOA attempted to gain control of their Board of Directors. Although they were unable to win control of their Board, the SHOA community became more aware of the power of the developer and of its need for greater control in the future.

In August 1969 the developer unilaterally retained Booz, Allen and Hamilton, a management consulting firm, to study the organization,

staffing, and services of the Associations with a view toward recommending improvements to meet future growth. The result of the study came as no surprise to anyone. Booz, Allen recommended merger. The specific recommendations can be found in a detailed report which the developer made available to the community in late October.

Since release of the Booz, Allen report, there have been many meetings and much discussion within the community about the recommendations contained in the report, and of resident alternatives to these recommendations. There has been general agreement in the community that the work of Booz, Allen is insufficient, inadequate, and, at best, a point of departure for something better. The opinions and comments of SHOA members are discussed below.

- \* The current missions of the Associations are not large enough to justify a merger and the large organizational structure proposed by Booz, Allen. Even Booz, Allen reports that current operations are limited! Yet, their report recommends a very complicated organization to handle limited operations and, worse, is quite conservative and cautious in advocating new programs and services. Booz, Allen, in fact, puts a damper on thinking about new programs and cautions about their expense and dangers of producing debts. In addition, Booz, Allen suggests an even more complicated structure of committees than we currently have.

- \* The Booz, Allen report does not offer encouragement for the development of new programs and services. Since new programs and services are one of the main arguments for a



merger, why have a merger if new things are not going to be done?

- \* No price tag has been placed on the proposed merger.

This is a glaring omission in the Booz, Allen report. The Associations have the right to know how much the expanded professional staff will cost under the proposed merger. The classical cost-benefit rationale is missing. What do the citizens get with a merger? How much will it cost in comparison to the projected revenues?

- \* The Developer has too much control and voting power in the proposed merger.

This is a current problem even with two separate Associations. The conditions of merger, particularly in the controlling role of the Board of Directors and the membership control exercised by the developer, do nothing to safeguard or reassure the citizens of each HOA.

- \* SHOA will be at a disadvantage vis-a-vis FHOA until 1973.

Booz, Allen projections of properties and revenues show FHOA to be the dominant Association. No protective measures are offered SHOA that will assure even one SHOA member of the Board of Directors. No revenue-sharing plan is offered SHOA to guarantee allocation of some resources to SHOA. No formula is offered to protect SHOA against FHOA losses-- even though the original reason for two HOA's was precisely to protect SHOA against losses in the FHOA "experiment."

- \* The Booz, Allen report is based on very limited discussions with representatives of the SHOA community. Three residents of Hunters Woods were interviewed, two SHOA directors and one RCA director. No attempt was made to talk to present and past chairmen of SHOA operating committees; no attempt was made to talk with other active Reston residents living in Hunters Woods. Booz, Allen representatives didn't even talk with the Nature Center director, a resident of Hunters Woods, who has lived in Lake Anne and whose job requires that he work with both villages and both Associations.
- \* The Booz, Allen report overlooks the substantial contribution that volunteers have made in the development of this community. The report seems to be unaware of the extent and magnitude of citizen involvement in Reston. The Association should forego centralization of power in favor of providing a framework in which citizens can most readily participate in activities of concern to them.
- \* The report states that two associations were formed because in the beginning "Lake Anne represented a considerable experiment and the developer moved to protect home owners in Hunters Woods from any failure in Lake Anne that would increase the burden on Hunters Woods home owners for maintaining properties in the Lake Anne Area." The report goes on to state that the development of Lake Anne has been successful and the need for two no longer exists. I wonder. Certainly the interests of the two as expressed in their 1970 budgets are considerably different. SHOA genuinely felt a need to be relieved of the burden for maintaining properties in the Lake Anne area. Could the members of SHOA have been so relieved if all were in one association, and how would Booz, Allen propose that SHOA accomplish that?



- \* An identical structure and purpose might normally suggest merger to eliminate duplication. The reduction of administrative duplication is desirable and can be approached through the office of the Executive Director. However, a positive aspect is the larger resident participation on the two Board of Directors.
- \* The cited weaknesses of two organizations may present some problems but they are not insurmountable. A community program or service which is not sufficiently appealing to all residents on its own merits, should not be railroaded into existence. Coordination of community-wide planning can be performed by joint committee.
- \* Merger of the associations may seem reasonable now, while the present population of Reston is low. With a small population, adequate opportunity exists for volunteers to work sufficiently close to the policy-making group to feel that his contributions are being recognized. One large association serving 80,000 people would aggravate such a condition and subsequently reduce the level of volunteer participation.
- \* Another method might be to establish separate corporations which would build, own, and operate facilities and services for community-wide use. The two associations could be the stockholders of such corporations in proportion to initial investments. The method, if legally feasible, would limit the liability of individual homeowners and increase their willingness to support such efforts.

- \* We could coordinate programs of mutual interest through the appointment of joint, ad hoc committees. Major programs demanding community-wide attention should be identified. Joint committees should be appointed to address the specific programs. Committee work directed towards a specific objective and for a limited duration is likely to be more responsive and productive.
- \* The remarkable part of the Booz, Allen proposal is its absolute avoidance of any comparison of services and governmental structures available for Reston residents with those available elsewhere.
- \* Residents must secure control over their associations now or we will lose the capacity to affect the direction of the community now and in the future.

Although the residents have been justly critical of the Booz, Allen recommendations, the fact remains that the developer retained the firm at considerable cost and a fair assumption is that he intends to proceed with the merger. A reinforcement of the developer's intentions may well be the most significant fact about the Booz, Allen effort.

Through discussion the issue has become better defined. The real issue is no longer merger but the degree of local (or village) participation and control. It is whether or not each village can establish its own priorities. It is whether or not they can select their own leaders. It is the degree of authority that these leaders will have. In sum, the real issue is whether or not each village will have sufficient influence and control over its own affairs.



The issue is of paramount importance not only to those who live here now, but to those who will come to Reston sometime in the future; not only to those who live in Hunters Woods, but to those who live in Lake Anne, to those who will live in Twin Lakes and to those who will live in villages yet to be named. It is of paramount importance because it is about the way in which this community shall care for certain of its needs for a long time to come. It is important because an organization may be formed that is governed by a partisan few who do not see all of the needs; or it may be so professionally staffed that it becomes insensitive to these needs; or it may be so large that it stumbles along a fruitless way; and there is danger that the organization will provide so well for the needs of the Town that it will not provide adequately for the needs of the villages; and the reverse is also true, for the needs of the town must not be overlooked while we focus our attention on the individual villages.

There are, of course, good reasons for merger, some of which were outlined in the Booz, Allen report. The types of activities and services that would benefit from a merger include:

- \* Reduce current costs of duplicate billings and budgets for the two associations. There is no doubt that the bookkeeping operations and costs of the two associations can be simplified by a merger.
- \* Improve coordination in community-wide planning. This implies a reduction in the number of associations dealing with the same problems, and there are too many already. Since the community-wide services and facilities should be for the use of all villages, the planning for them should be centralized. A third and fourth village will further exacerbate a currently bad situation. There are too many planning groups, policies, and review procedures. The decision process today makes it

difficult to handle those problems related to joint FHOA/SHOA ownership of facilities.

- \* Expand association services. The current twofold mission of the associations is far too limited to meet the needs of the growing community. New programs, services, facilities, and equipment are needed, particularly in the youth and recreation areas.
- \* There is such a thing as too much local control. In this day and age, many people are quite rightly concerned about too much bureaucratic and top-heavy government control and, in the case of Reston, too much developer control. This is a legitimate concern, but so is its opposite--too much local control which degenerates into arguments and fractionated, ineffective programs and services.

At this point, the community is at a crossroads, and each resident must decide which of the several options available to him he is going to support.

- \* Residents can do nothing and leave the decision and action to the developer.
- \* Residents can actively support merger.
- \* Residents can actively oppose merger through public pressure and possibly through legal means.
- \* Residents can accept a qualified merger through presentation of a constructive alternative to the Booz, Allen proposal.

This proposal is for consideration by those who seek a constructive alternative. It is based on five essential requirements.



- \* Reston must continue to be a place where the importance of the individual is paramount; where he can continue to influence the life of his community.
- \* The developer must continue to have the degree of control necessary to protect his investment; to ensure that planning and implementation can proceed at a satisfactory rate.
- \* The owners of property must be given the means to manage their affairs without interference and without interfering.
- \* The non-owner residents must have a voice and a degree of influence in the activities of their community.
- \* A means of implementing town-wide programs must be provided.

## CHAPTER II

THE RESTON TOWN BOARD  
DIRECTORS OF THE RESTON FOUNDATION

The Reston Foundation for Community Programs, an innovative institution that has had a positive impact on the life of the Town, is in a state of suspension and is not initiating any new programs. The First and Second Home Owners Associations, innovative and productive forces in the community are in a state of uncertainty and may be merged into one if the will of the developer overcomes the will of the members, not an unlikely occurrence. What happens to the community if these three institutions become passive instruments of the developer instead of active contributors to the life of the Town? It is not in the interests of the residents or the developer that this should come about.

The charter of the Reston Foundation for Community Programs reads, in part:

" to plan, develop and, where appropriate, operate programs designed to meet health, education, cultural, recreational and other community needs...by providing facilities and community programs at an early stage in Reston's development."

The charters for the First and Second Home Owner Associations are almost identical and state in part that the associations are:

" to operate and maintain designated properties as parks, open spaces, paths, streets, and other facilities, and to enforce the protective covenants and restrictions."



This paper proposes that the three corporations named above be merged into one, that the surviving corporation be the Reston Foundation for Community Programs (RFCP) and that its charter be modified to accommodate the home owner associations and the purpose for which they were established. The proposal recommends that the three existing Boards of Directors be dissolved at the time of merger, and that a new Board of Trustees be elected to provide guidelines and support to community programs that are sponsored by the RFCP, a non-profit, non-stock Virginia corporation.

The structure of the new corporation is shown in Figure 1. Note that it is managed by a twelve-member Board of Trustees that provides overall guidance to programs undertaken within the two major organizational elements: Activity Centers, centers of town-wide activity; and Village Centers, centers of community activity. The chief executive officer of the RFCP is the Chairman. The other officers are the Vice Chairman, Treasurer, and Secretary. Across the board support to all programs is provided through the office of the Town Executive.

The primary difference between the organizational structure presented here and that proposed in the Booz, Allen report are:

- \* Villages have been given increased control over their own affairs.
- \* The major share of assessment revenue has been turned over to the Village Centers.
- \* The Executive Council has been eliminated and direct participation of Village Presidents at the Board level has been substituted.

Office of the Town Executive	BOARD OF TRUSTEES											
	1	2	3	4	5	6	7	8	9	10	11	12
	OFFICERS											
	Chairman			Vice Chairman				Treasurer			Secretary	
	ACTIVITY CENTERS											
	Centers of Town-Wide Activity											
	VILLAGE CENTERS											
	Centers of Community Activity											

Figure 1. Organization of the Reston Foundation  
for Community Programs



- \* Formal recognition of community-wide committees has been replaced by a volunteer mechanism for coordinating town-wide programs.
- \* Roles have been defined and responsibilities have been allocated so that participation by the developer is limited to those areas of special concern and over which he must maintain control.

The proposal has a high degree of village orientation, and suggests that the RFCP be made up of a somewhat loose federation of Village Centers. These centers will--through Village Councils--manage common land, community facilities, and village-oriented community programs that exist or take place within the defined boundaries of each village. A Village Center is a geographic area within the town of Reston as defined in the master plan on January 1, 1970. Each area has well-defined boundaries and is populated by no more than 20,000 residents. The villages have centers of community activity containing convenience stores, offices, and general community facilities. The boundaries of the villages will be specified prior to consolidation. Since the location of at least two centers have not yet been established, the boundaries for these villages will be based on the best available planning information. Should it be desirable to change these or any boundaries in the future, a two-thirds vote of the RFCP Board will be required to affect the change. The Village Center will provide a scale of community large enough to function effectively, and small enough to reflect the needs and desires of the residents.

This proposal recognizes the need to provide for programs and facilities that transcend village boundaries. This will be accomplished through Activity Centers. Activity Centers will exist for the special interests of Reston residents, and will be founded

on a commonality of subject or interest or will be based on a commonality of need or service. These centers will be sponsored in total or in part by the RFCP, and will be of two types: dependent and independent. Dependent centers will be those that receive total financial support from the RFCP. Independent centers may have their own advisory boards, may be independent corporation, or may receive much of their financial support from other sources.

The proposal supports the consolidation of common services into a single Reston Community Services Center that is managed by the Town Executive. It views the RCSC as the administrative support arm of the RFCP.

Implied throughout this proposal is the requirement on all residents to play an increasingly active and responsible role in the government of their town. The RFCP is a form of inner government that must gain strength and maturity so that it will be able to function effectively long after the developer has departed. It implies that the developer must play a diminishing role in the future, and provides a structure that will allow him to do so safely.

#### Members

Membership in the RFCP will be based on present bylaws of the home owner associations. The only modification will be to provide a one-half membership to all those occupying rental units, and to consider these residents as associate members.

#### Voting Rights

Voting rights will have to be changed from their present form as stated in the bylaws of the home owner associations. Provision must be made for the one-half vote of associate members, and for village elections.



Members and associate members of the RFCP, exclusive of the developer, have the right to cast votes in the election of Village Councils. All those eligible to vote must be residents of the village on January 15 of the election year. Each member residence will have one vote; each residence occupied by an associate member will have one-half vote. The President of the Village Council, who is elected by the residents, will also serve as Trustee of the RFCP.

The remaining Trustees are either appointed by the Board or elected in Town-wide elections. These elections will be conducted at the same time as village elections. In these elections, all members and associate members may cast their vote if they were residents of Reston on January 15 of the election year. The developer may also vote in these elections and will have the voting advantage detailed in the present bylaws of the home owner associations. The votes of the associate members are not intended to reduce the voting strength of the developer in town-wide elections or referendums. However, the developer will only be able to vote those units under his control on January 15 of the election year, should he decide to exercise that option.

#### Board of Trustees

The RFCP will be governed by a 12-member Board of Trustees. This Board will meet at least once each month in open session to conduct the business of the RFCP. The Board may meet in executive session if--in the opinion of the Chairman--the best interests of the organization would be served by doing so. These sessions will normally be limited to discussions of a personal nature.

The Board is specifically responsible for:

- \* Reviewing budgets of the Village Centers to ensure that none of the programs or activities are outside the charter of the RFCP.
- \* Reviewing, modifying and acting upon the budgets and grants of all activity centers.
- \* Reviews position papers and policy statements on community matters as submitted by the Village Councils.
- \* Acts upon applications of candidate activity centers.
- \* Approves or disapproves requests from Village Councils for increases or decreases in the annual assessments.
- \* Appoints members to the Architectural Board of Review and monitors the operation of that board
- \* Appoints and supervises and can remove the Town Executive
- \* Review, modifies, and acts upon policies and procedures relative to the use and operations of the common land and community facilities
- \* Enforces the restrictive provisions of the protective covenants
- \* Appoints certain Trustees to the Board
- \* Review, modifies, and acts upon requests from Village Centers or Activity Centers to enter into debt financing.
- \* Selects legal council to represent the RFCP or any elements of it, and approves or disapproves any legal action prior to actions being taken.
- \* Acts for the RFCP on all transactions involving the transfer of land and facilities to or from the RFCP.



The Board of Trustees will be made up of the Presidents of each Village Center, representatives of the developer, a Reston resident elected at large, a representative of Reston's industrial complex (exclusive of the developer), and the Chairman of the Architectural Board of Review. During the first session (1970-1972) of the new Board, the present Chairman of the Reston Foundation will serve as one of the trustees. In subsequent sessions, he will be replaced by a representative of one of the independent Activity Centers.

The membership of the Board from 1970 thru 1982 is shown in Figure 2. The recommended structure is an attempt to broaden participation so that the major elements of the community are well represented, and to do this in a way that permits the developer to retain control. The Board is structured so that the developer never controls less than half of the membership. As Reston develops, its social systems will become better defined, its population will become more diverse, and the role of the developer in community affairs will become less pronounced. The developer must recognize the ability of residents to govern their own affairs in a manner not unfavorable to his interests, and he must continue to play a diminishing role. Within ten years, residents are likely to have full responsibility and must have developed a form of inner government that satisfactorily provides for their common needs.

#### Trustee Members.

Each Village Center will elect a President to head the Village Council and to serve as a Trustee of the RFCP. Since the number of

villages to be established remains uncertain, the number of Trustees representing the villages must be limited until the developer relinquishes control. If more than five Village Centers are established, the additional centers will be given equal representation on the Board. This will be accomplished by dividing the total number of votes allocated to the centers (5) by the number of centers. When the developer relinquishes control, each Village Center will have one vote.

A Reston resident will be elected at large to serve as a Trustee. Any resident who has established his legal residence here is eligible to campaign for this position. The purpose of having a resident at large on the Board is to provide renters with a means of obtaining full representation should they desire to seek it. The election of this member is controlled by the developer through his majority vote in town-wide elections. There is nothing to stop him from electing an employee/resident to this position if he still feels that total control is necessary in 1974. Until then, the resident member should be elected by the residents.

The Chairman of the Architectural Board of Review (ABR) shall be a Trustee so that the activities of the ABR will be more visible to the community, and the attitudes of the community will be better known to that Board. Although the position is controlled by the developer, it brings a more relevant participant to the meetings of the RFCP Board.

Industrial development of Reston is an essential part of the master plan, and the success of this new town depends on considerable broadening of the industrial base. There isn't any communication



at the present time between the citizens (or their associations) and industry representatives. Because of the important role industry will play in Reston's future, the citizens and industry must begin to work together. The citizens must provide a climate that encourages the right kind of industry to move to Reston, and industry must begin to participate in the activities of their community. The industry member of the RFCP Board is a first step in bringing industry into the life of the community. He will be appointed by the Board. The developer is expected to control the selection through its majority on the Board. The representative cannot be a fulltime employee of the developer.

Most Activity Centers will be independent in that they are directed by their own advisory boards and only receive partial support from the RFCP. Since most of the special interest activity in the town will be through these independent Activity Centers, they should be represented on the RFCP Board. The Board will select the trustee to represent the organization.

Trustees representing the developer will be elected through town-wide elections. This is a technicality since the developer controls the vote, but it provides a mechanism and a precedence for the post development period.

#### RFCP Officers

The RFCP officers will consist of a Chairman, Vice Chairman, Treasurer and Secretary. These officers will be elected annually by the Trustees. The Chairman and Vice Chairman must be Trustees of the RFCP. The Secretary and Treasurer do not have to be Trustees, but must be members or associate members.

The Chairman provides operational direction to dependent Activity Centers, presides over meetings of the RFCP Board, and is the chief spokesman for the Board in the meeting rooms of Reston. He is in a sense a master coordinator of community activities, taking to the special interest groups and villages the views of the Board, and returning to the Board with the views of these organizations.

The Vice-Chairman shares with the Chairman responsibility for coordinating community activities. He also performs the duties of the Chairman in his absence and completes other assignments as requested by the Chairman.

The Treasurer is the chief financial advisor to the Board and must necessarily work very closely with the Town Executive. He is also responsible for ensuring that the accounting procedures and records of the Activity Centers are in keeping with good accounting practices.

The Secretary prepares the minutes of all meetings of the RFCP, reviews the minutes of Village Council meetings and brings relevant matters to the attention of the Board, and consolidates Activity Center reports in funded projects. The Secretary also prepares the annual report.

#### Town Executive

A town of 80,000 residents without some form of inner government to care for those needs and to provide those services not provided by Fairfax County, cannot be a town in any real sense. The form proposed provides for community representation and participation through Village Centers; town-wide participation in areas of special interest through Activity Centers; and an overall blending of civic activity and administration through the RFCP Board. The element that will provide



the special and continuing services required by a large town is the Reston Community Services Center (RCSC) which will be directed by the Town Executive.

The Town Executive reports to the RFCP Board through the Chairman. He attends all meetings and hearings of the Board, and actively participates in all discussions although he is not a Trustee and cannot vote. The range of duties and areas of responsibility of the Town Executive are tied closely to those enumerated in the section describing the RCSC. This office provides full-time support to the programs developed within the villages and to the management and maintenance of land and facilities. And, most important, the Town Executive provides a thread of continuity between administrations and throughout Reston.

## CHAPTER III

ACTIVITY CENTERS  
CENTERS OF TOWN-WIDE ACTIVITY

Reston will be a town made up of four to five villages, each one with a population of 15-20 thousand residents. Although most of the community activity will focus on the individual villages, there will be a continuing and increasing need for centers of town-wide activity, and it is necessary that our system of inner government provide for them.

Activity Centers will be primarily for the special interests of Reston residents. They will be centers of activity that draw upon residents of all villages; activities that transcend village boundaries. Some of these will be founded on a commonality of subject or interest, and others will be based on a commonality of need or service.

Town-wide programs that are sponsored in total or part by the RFCP become Activity Centers. Some centers will be relatively independent in that they may have their own advisory boards to guide their affairs, may be independent corporations, or may receive much of their financial support from other sources. Other centers will be completely dependent on the RFCP for support. Figure 3 shows the relationship of Activity Centers to other elements, and examples of both types of centers.

Independent Activity Centers

The more independent Activity Centers will align with the RFCP to acquire additional financial support or to take advantage of certain services provided by the Reston Community Services Center, one of the Activity Centers to be established. To an extent, their affiliation



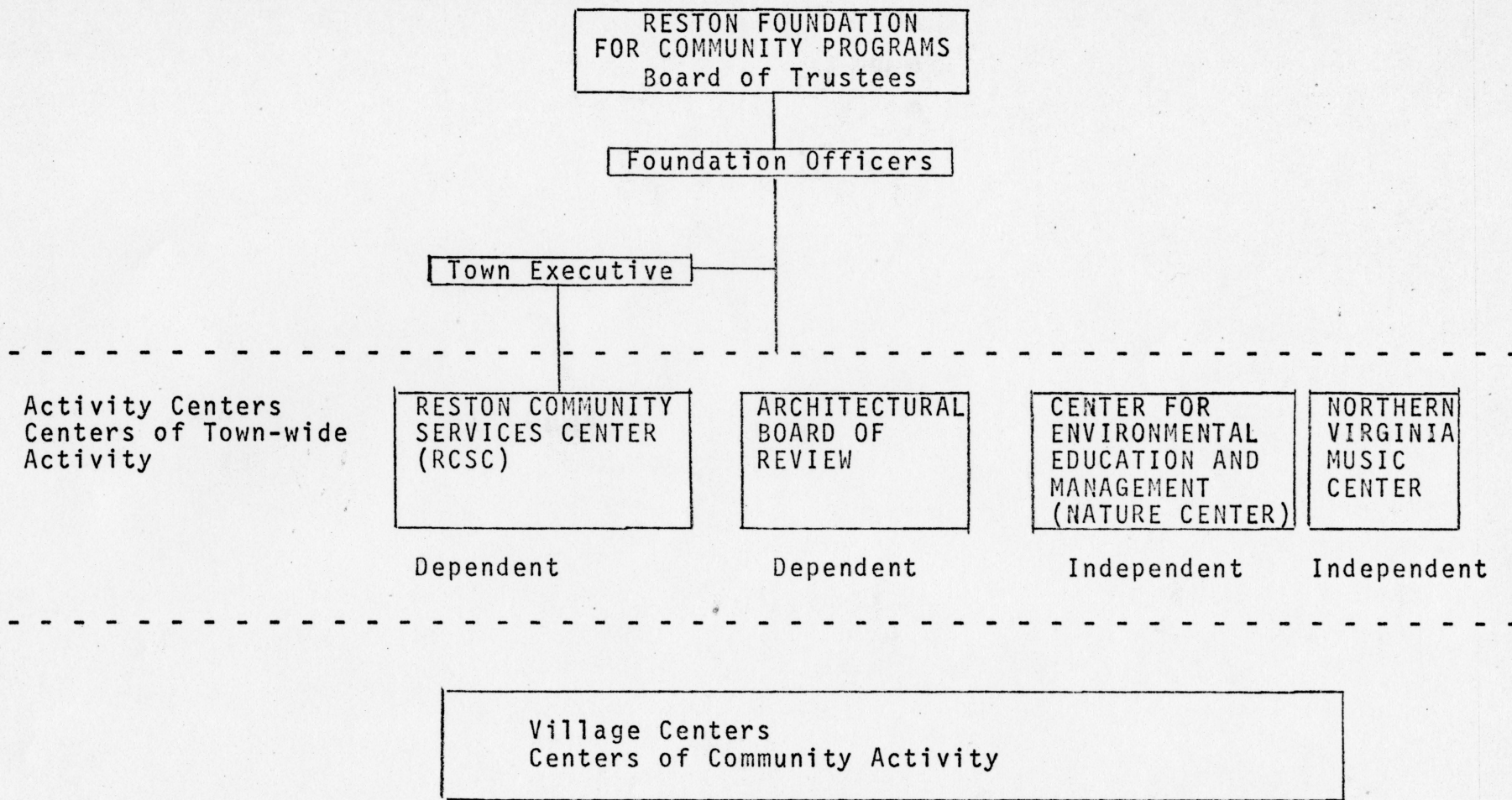


Figure 3. Relationship of Activity Centers to the Overall Organization of the Reston Foundation for Community Programs

will be to take advantage of the considerable resources available to them through the RFCP. The advantage to the RFCP of being affiliated with these more independent centers is that the RFCP Board will be able to provide a degree of influence and direction over the operation and objectives of the Activity Centers. It will also add stability, strength, and responsibility to these town-wide enterprises, and thus allow the citizens of Reston--the supporters of the RFCP--to have an organized outlet for their special interests.

The more independent Activity Centers will be an important check valve on the overall RFCP program. Extreme care must be taken to prevent the RFCP Board from completely dominating all town-wide activity. By associating with the RFCP, the independents will have a voice in their programs, and will be able to influence from within and from their special vantage point. There always will be and always should be completely independent activities taking place throughout the town and without the direction and influence of the RFCP.

The criteria for determining the eligibility of these special interest groups to become Activity Centers will be determined by the RFCP Board. Some general criteria are noted below.

- \* The Activity Center must be a non-profit organization
- \* The programs of the organization must be open to all Reston residents
- \* Participation in the programs of the organization must be primarily by volunteers
- \* Leadership in the organization must be predominantly from Reston residents



\* The programs must have town-wide interest and application.

The legal tie between the RFCP and the more independent Activity Centers is that of a grantor and grantee. The centers will submit proposals for financial support to the RFCP at a time each year to be specified by the RFCP Board. These proposals will outline the total program for the coming year even though a request for support may be for a specific project. The proposal will include an overall budget, a detailed financial statement, and any other information the Board may request.

If the request for support is approved by the Board, and open hearings at which all proposals are presented must precede any decision, the amount of the grant will be committed and the schedule of payment will be determined. Normally, the Board will approve progress payments and will require an interim report at the midpoint of the project. Further payments will depend on satisfactory progress to that point. A final report will be required upon completion of the project or at the end of the year.

#### Dependent Activity Centers

The other type of Activity Center is that which is fully owned and controlled by the RFCP. These will generally be service-oriented centers such as the RCSC and the Architectural Board of Review.

#### Reston Community Services Center (RCSC)

The RCSC will be the administrative support center for community activities. Managed by the Town Executive of the RFCP, it will provide services to the town and to the villages that cannot effectively be provided by a centralized facility. It will exist because separate staff for each village would waste considerable additional amounts of

assessment dollars due to duplication of positions and diminishing economies of scale of both staff facilities and operating equipment. A proposed organization of the RCSC is shown in Figure 3. The types of services to be provided by the RCSC include:

- \* Maintenance of a single accounting system that will meet the requirements of the RFCP Board, and provide the Village Councils and operating committees with meaningful financial data to manage their own affairs
- \* Provision for the centralized billing of assessments, and the collection of fees associated with community activities
- \* Maintenance and distribution of membership lists
- \* Maintenance and distribution of master schedules of community activities
- \* Providing clerical support to RFCP officers, members of the Village Councils, directors of Activity Centers, and chairmen of operating committees
- \* Maintenance of community land and facilities as requested by the villages
- \* Coordination of specialized community programs (e.g., recreation, youth, etc.) through full-time professional staff members or part-time specialists retained by the RCSC

The major thrust of community activity must originate with and be sustained by the volunteer efforts of interested citizens. The RCSC must not be permitted to take over the leadership role through default or frustration. It should be staffed with a small number of key specialists who provide assistance to the Village Councils and



committees. The remainder of the staff should be made up of the minimum number of full-time support personnel needed to provide essential services.

The employment policy of the RCSC should be to minimize the size of the full-time staff and maximize the use of part-time personnel. Major emphasis should be on the use of young people to work for pay for their community. The other large resource of talent that will be available and should be utilized is that offered by senior citizens. The advantage to the community of bringing both of these elements into the mainstream should be greater than any potential disadvantage caused by difficulties in administration.

Responsibility for hiring either full- or part-time personnel rests with the Town Executive. No one may be employed to work in village facilities or on village programs and projects without his approval. All persons receiving compensation for working for the RCSC, villages, dependent activity centers, and the RFCP Board will be employees of the RFCP, and will be subject to the benefits and restrictions established for employees by the RFCP Board.

The cost of operating the RCSC will be shared by villages and independent activity centers. A major portion of the RCSC's income will be from the villages in the form of a 25 per cent tax on their assessment revenues. This is the amount to be contributed to the RFCP for allocation to the activity centers. In addition to its share of the 25 per cent contribution, the RCSC will receive income from the villages in the form of administrative fees. These fees will be placed on other income-producing community activities, such as the operation of the pools and tennis courts. The current fee for the operation of these facilities is 10 per cent. Fees will be established

by the RFCP Board and will apply equally to all facilities of the same type. The fees will be charged to special interest facilities so that the cost of administering these facilities will be borne by the users and not by all residents. The RCSC will also charge the independent activity centers an administrative fee for services rendered.

The 25 per cent contribution does not cover the cost of operating community facilities. Each village must reimburse the RCSC for the salaries paid employees working in and for the village. This would include Village Coordinators (see Chapter IV) and persons operating community facilities. The villages must also reimburse the RCSC for the cost of operating the buildings and facilities.

Another source of revenue for the RCSC will be the interest on cash assets. As the amount of cash increases, the greater the necessity for good financial management. Interest income on the operating cash fund will be additional revenue for the RCSC. Interest income from village "reserve" funds will accrue to the village.

The RCSC will develop and operate a centralized accounting system for all of the villages, and will provide separate bookkeeping and accounting services to activity centers upon request. There will be a single set of books for the RFCP, but each village will be treated as a separate cost center so that village councils will have the kind of financial information they need to manage the affairs of the village. The RCSC and other dependent activity centers will also be treated as separate cost centers within the RFCP.



The relationship of Cluster Associations to the RFCP will be the same as presently exists. A cluster may also draw upon the services offered by the RCSC if it so desires, but will have to pay a reasonable fee for these services. Fees will be established by the RFCP and will be tailored to meet, as nearly as possible, the actual cost of providing the service. A major benefit to clusters will be the land maintenance services available to them through the RCSC.

The village representative on the staff of the RCSC will be the Village Coordinator (see Chapter IV). The Village Coordinator reports to the Executive Director through the Community Operations Department, and is the primary communications channel between the village councils and the RCSC.

Figure 4 shows the major functions of the RCSC. With the exception of the Special Services Department and the Reston Community Library, the others are self-explanatory.

The Special Services Department (SSD) provides direct administrative support to the RFCP director, village councils, chairmen of village operating committees, and directors of activity centers. These key people will require much support and should not have to rely on their business secretaries or their families to provide it. The SSD staff will be of valuable assistance in handling their correspondence, taking messages, arranging meetings, and providing general secretarial support. These services will be arranged through the Village Coordinator.

The Reston Community Library will be located in the RCSC, and will contain a complete file of information relative to the development of Reston. The purpose of the library will be to make the history of this new town available to residents, students, and others interested

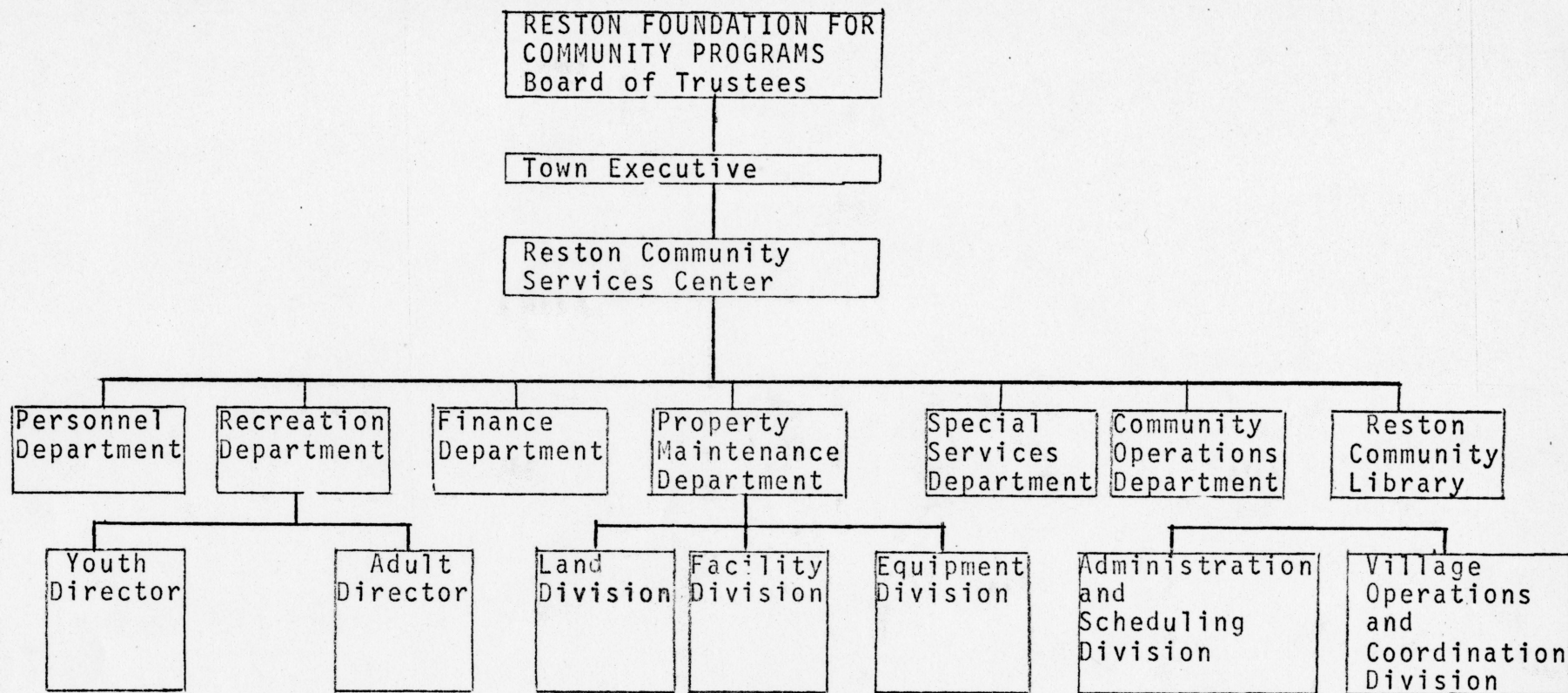


Figure 4. Organization of the Reston Community Services Center (RCSC)



in some aspect of new town development. Most of the information will be available to all, but there will be provision to restrict access to any information that may be of a proprietary nature. The library will also serve as a display room for models and plans. The information in the library will be catalogued for ease of reference, and will be recorded on microfilm to facilitate storage. The type of information to be filed in the library will include:

- \* Official documents of the Home Owners Associations and the Reston Foundation
- \* Fairfax County documents relating to the development of Reston
- \* All plans, documents, proposals, drawings, etc., prepared by the developers and their contractors
- \* Reston Times, magazine articles, newspaper stories, brochures, etc.
- \* Motion picture films, photographs, slides, charts, aerial surveys, etc.
- \* Tape recordings of significant events.
- \* Official documents of activity centers and other community organizations.

The RCSC should be located in the vicinity of the Reston Town Center so that it will be reasonably convenient to residents of all villages.

#### Architectural Board of Review

A major responsibility of the RFCP Board will be to enforce the restrictive provisions of the protective covenants. In the reorganization of the home owner associations and the Reston Foundation, the role of the ABR will not change although its presence and activities could become more visible. The ABR will become a dependent activity center

that will eventually receive all of its financial support from the RFCP.

Meetings of the ABR will be announced in advance and will be open to any residents wishing to attend. Requests submitted to the ABR, supporting documentation and a record of actions taken will be made available through the Reston Community Library or the RCSC office. The chairman of the ABR will serve as a Director of the RFCP.

The reason for opening up the activities of the ABR is to make residents more conscious of the restrictive provisions of the protective covenants, so that they will be less likely to violate them. By making the records available to the public, the objectivity and fairness of the ABR's decisions will be clear, and this will also encourage compliance.

Although enforcement of the restrictive provisions is a primary responsibility of the RFCP Board, a major portion of the enforcement program will be administered by the Village Center through their Protective Covenant Committees (PCC).

Apparent violations will be reported to members of the PCC or will be noticed by that committee when it conducts a periodic inspection of the village. The PCC will check the RCSC files to determine whether or not the ABR had received any requests from the owner of the property and had acted upon the request in any way.

If the owner had not submitted a plan for the modification as required by the Deed of Dedication, a member of the PCC will meet with the owner and inform him of these requirements. If the owner had submitted a plan and the ABR had disapproved the plan, a member of the PCC will inform the owner that he is in violation of the restrictive provisions, and will inform him of his rights of appeal.



After the PCC has determined that a violation does exist and the owner has been so informed, the President of the Village Council will formally notify the owner in writing that he is in violation, and will ask him to show cause as to why the Foundation should not seek relief through appropriate legal action. Should there be no positive response within 30 days, the President will notify the Town Executive, who will bring the matter to the attention of the RFCEP Board. The Board must approve the recommendation of the village President prior to the initiation of legal proceedings.

CHAPTER IV.  
VILLAGE CENTERS  
CENTERS OF COMMUNITY ACTIVITY

The Village Centers will be the primary focus of all community activity. Although some people may be concerned that the needs of the town will be overlooked with this type of orientation, it will not be a drastic change because the focus of community activity at the present time is in the village center located in Lake Anne. The difference in the future will be that the Lake Anne Center will be the focal point for the Lake Anne community activity, whereas in the past it has served as a focal point for Lake Anne, Hunters Woods, and the town of Reston. A greater danger than overlooking the needs of the town is that we shall not provide adequately for the needs of the villages.

Although residents will continue to identify with the town of Reston, there will be an increasing tendency for residents to associate with individual villages as additional centers are developed and as the population of Reston becomes larger. This will be a healthy development for it will not only provide for a degree of friendly competition between villages, but will also provide a scale of community that is large enough to function effectively, and small enough to reflect the needs and desires of the residents.

During the next three years we can expect that the liaison that has existed between residents of Lake Anne and Hunters Woods during these early years of development will diminish as the Hunters Woods Village



Center becomes a reality. Early residents of Twin Lakes Village, and other villages yet to be named will have similar relationships with established village centers.

Community services that are common to all villages will be provided by the Reston Community Services Center (RCSC) which is described in Chapter III. Villages will not be able to duplicate or purchase these services from another source. Each Village Center will have a Community Services Office (CSO) staffed by a Village Coordinator and one assistant. The Village Coordinator will be on the staff of the RCSC, reporting directly to the Town Executive. The coordinator will support the Village Council and the operating committees. The office will also serve as an information center.

Although major community activities will be village oriented, participation by residents of other villages will be encouraged. Community buildings and facilities in all villages will be available for use by all Reston residents. This policy includes buildings and facilities constructed with village funds as well as those leased or donated by the developer. Priority for the use of village facilities will normally be given to residents of that village. Any fees for the use of a community facility must be established by the Village Council and approved by the RFCP Board.

With the focus of community activity on the Village Centers, it is necessary that each village have a degree of independence that is not present in either HOA at this time. Each village must have sufficient influence and control over its own affairs. This will be accomplished through a Village Council made up of a President, Vice President, Secretary, and four Councilmen. The presidents of a village's Council of Clusters and Renter Association will also be members of the Village Council. All members of the Council will be elected to office by the residents of that village.

To many residents of a village, the Cluster Association will continue to be the basic form of community participation. Although legally independent, the clusters will be able to draw upon the services provided by the RCSC. These services will be provided at cost to Cluster Associations. Residents of Clusters will have an individual voice in their Village Council through their membership in the RFCP and a collective voice through the President of the Council of Clusters, a member of the Village Council.

This proposal recognizes a single Renter Association for each village but does not provide a formal voice for each group of rental units. Residents living in rental units will have an individual voice in the Village Council through their one-half membership in the RFCP and a collective voice through the President of the Renter Association, a member of the Village Council.



## FINANCING VILLAGE PROGRAMS

In order for the villages to succeed as interdependent governing elements of the town, they must have a high degree of freedom relative to the acquisition and utilization of assessment revenue. For some time to come villages will be in various stages of development, and will have different objectives and priorities for the use of their funds. For this reason, each village will have available for its use at least 75 percent of its assessment income as well as any reserves carried from previous years. The use of these funds will be at the sole discretion of the Village Council within the terms and purposes for which it was established. The remaining 25 percent will be for the common support of the RCSC, and any other Activity Center to which the RFCP Board wishes to allocate funds. This provision does not prohibit the Village Councils from providing additional funds to support specific Activity Centers.

Should a village wish to increase its annual assessment, the Village Council must first hold open hearings on the subject. Following the hearings, the council may pass a resolution to increase the assessments. A two-thirds majority of those present and voting will be required to pass such a resolution. The resolution, supported by a written justification for the increase, will then be submitted to the RFCP Board for approval.

Action to increase or decrease the annual assessment will normally originate within the villages. If the RFCP Board wishes to alter assessments, it can do so by submitting a written justification for the change to the Village Council for ratification. The council will hold open hearings at which representatives of the RFCP Board will be

encouraged to speak in support of the change. Following the hearings, the council may ratify the change through a vote in which a two-thirds majority of those present and voting favors the proposed change.

Village boundaries will be established prior to June 1970 so that realistic estimates of income can be made for each village, and 1971 budgets can be prepared. January 1971 will be the effective date of the reorganization, and from that time on assessment income will be credited to the appropriate village accounts. The existing assets and liabilities of the FHOA will be assumed by the reorganized RFCP. Cash, accounts receivable, and other liquid assets as well as all existing liabilities will be debited or credited to the Lake Anne Village Center. SHOA's assets and liabilities will also be assumed by the RFCP, and the appropriate debits and credits will be made to the Hunters Woods Village Center. No attempt will be made to allocate funds from previous years to Twin Lakes or any of the unnamed villages even though FHOA or SHOA may have received income from property located within their boundaries.

Community facilities which the developer plans to deed to the HOA's will be deeded instead to the RFCP by June 1970. HOA-owned facilities will be deeded to the RFCP on 1 January 1971. On that same date, the operation of these facilities will become the responsibility of the Village Council in whose jurisdiction the facility is located.

Considerable research and planning should precede the construction of a village facility or the purchase of expensive equipment. The Village Council will assure that:



- . The facility or equipment is needed and will continue to be needed in the future.
- . All other alternatives of meeting the need have been explored.
- . The facility or equipment will serve to benefit the majority of village residents.
- . The costs of the undertaking; i. e. acquisition costs, maintenance costs and particularly operating costs, have been accurately projected.

The construction of a community facility that will be financed from village funds will be approved in accordance with normal budget procedures. If, however, debt financing will be required, the project must be approved by the RFCP Board. The RFCP will be the only organization that can enter into debt financing contracts. Debt service will be rendered to the RFCP by the villages. Any village failing to meet its debt obligations will have its funds frozen by the RFCP Board until the matter has been satisfactorily resolved.

Villages wishing to purchase equipment costing more than \$100 must have prior approval by the RFCP Board. These requests will generally be included in the normal budget cycle. Although ownership of the equipment will technically be in the hands of the RFCP, control over its use will remain in the village purchasing it.

## ORGANIZATION OF THE VILLAGE CENTER

The organization of a typical Village Center is shown in Figure 3.

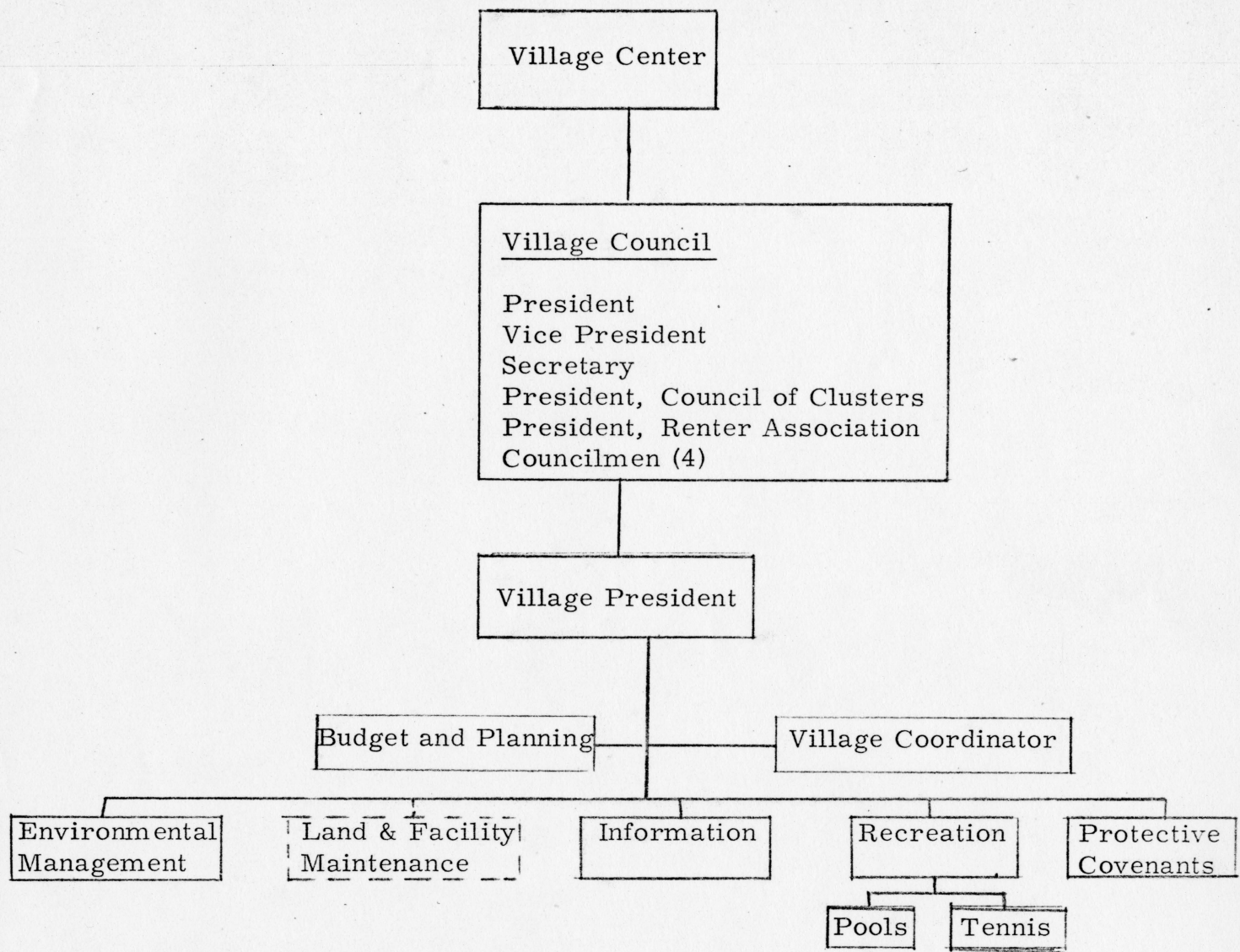
Note that the makeup of the Village Council and of certain operating committees will be the same for all centers. However, the village President, as chief executive officer, may need to establish additional committees that will help him direct village programs and projects. These interim committees cannot be formed without the approval of the Village Council and are automatically dissolved when the President's term expires.

Committee Chairmen of permanent and interim committees are appointed by the President, and assume office upon approval of the Village Council.

Village Council. The Village Council is responsible for managing RFCP land, community facilities, and village oriented community programs within the geographic boundaries for that village. It is a resident-oriented authoritative body that:

- . Reviews, modifies, and acts upon the annual budget for the village prior to submission to the RFCP Board for final approval.
- . Reviews proposed changes to the approved budget and reallocates funds within the total budget as required to meet changing situations.
- . Prepares position papers and policy statements on community matters as requested by the RFCP Board.
- . Schedules and moderates open hearings at least twice each year so that members can make known their concern.
- . Reviews, modifies, and approves proposed changes in the organizational structure of the Village Center, and must approve candidate appointments of operating committee chairmen before a candidate can assume office.
- . Submits to the RFCP Board substantiated requests for increases or decreases in the annual assessments.





----- Interim Committee  
 ————— Permanent Committee

Figure 3. Organization of a Typical Village Center

- . Attempts to resolve violations of the restrictive provisions and protective covenants within the village, and -- through the Protective Covenant Committee -- coordinates actions relative to persistent violations of the covenants with the Architectural Board of Review.
- . Establishes procedures governing the use and operation of village land and facilities, and ensures that procedures established by the RFCP Board for the use of town-wide facilities are enforced.
- . Serves as the primary position-formulating body for residents of the village, and initiates specific recommendations on the policies and operations of the RFCP.
- . Appoints an eligible councilman to the office of Acting Village President should neither the incumbent President nor Vice President be available to serve.
- . Appoints an eligible resident to the office of Councilman should an incumbent resign or become ineligible to complete his term.

Each Village Council is made up of nine members: President, Vice-President, Secretary, and six Councilmen. One of the six Councilmen will be the President of the Village's Council of Clusters; another will be the President of the village's Renter Association; four Councilmen will be elected at large. Members of the council will be elected for a term of two years and until their respective successors are appointed or elected. In order to have reasonable concurring of terms of all councilmen, the bylaws of the Council of Clusters and Renter Association will have to be changed so that the terms of their presidents coincide with the terms of the members of the Village Council. Should these organizations decide not to change their bylaws, they would lose their special membership on the Council. Candidates for the office of President, Vice President, or Secretary must file a statement of candidacy no more than 45 days prior to the election and no later than 30 days. A losing candidate for one of these offices who has previously indicated a willingness to serve as a member of the Village Council, and who



receives a greater number of votes than any of the candidates for councilmen, will be elected to the council in place of one of the at-large candidates.

Eligibility to vote in village elections will be limited to residents of record on January 15 of the election year. Each residence occupied by the owner(s) will be entitled to cast one vote; each rental unit will be entitled to cast one-half vote; non-resident owners and the developer are ineligible to vote in these elections. A listing of all residents eligible to vote will be published by the RCSC by 1 February of each year.

Election of Village Councils will take place on a town-wide basis at a time, place, and date established by the <sup>RFCP</sup> Board. The elections will be conducted at conveniently located polling places in each village; provision will be made for absentee voting. The initial election of Village Councils will take place in October 1970. None of the present resident directors of the FHOA or SHOA will automatically be placed on the RFCP Board or any of the Village Councils. Any that choose to serve on one of the Village Councils can do so by being elected to that office by the residents of their respective villages.

The Village Council will normally meet once each month, but must meet at least once every two months.

President. The President of each village provides operational direction to those responsible for maintaining and developing RFCP land, operating community facilities, and for planning and implementing programs and projects that relate solely to the citizens of each village. As chief executive officer, he must develop budgets to support these programs and projects, and must

appoint chairmen of operating committees so that these programs can be implemented. The Village Council must approve these appointments prior to any committee chairmen taking office. With the approval of the President, committee chairmen appoint the members of the operating committee.

Authorization to commit village funds can only be provided through a voucher signed by the President. The President may authorize the expenditure of funds for a specific project, and delegate responsibility for administering the cost of that project to a committee chairman. In his absence or unavailability, the voucher can be approved by the Vice President.

A major responsibility of the President is to represent the interests of his village on town-wide subjects. This will be done through his participation on the RFCP Board. As a Trustee of the RFCP, he will be expected to influence the programs and operations of the Activity Centers.

Any resident home owner will be eligible to serve as President of his village.

Vice President. The Vice President acts for the President when the President is unable to perform the duties of his office. He will assume these responsibilities when requested to do so by the President or when directed to do so by the Village Council. Certain duties of the President may be permanently assigned to the Vice President. This provision is intended to increase the authority of the Vice President so that he can provide greater support to the President should the President be elected Chairman of the RFCP Board. The Vice President must be a resident homeowner to be eligible to serve in that office.



Secretary. The village Secretary will be responsible for preparing the minutes of all Council meetings and hearings. He will maintain an annual calendar of village events which will serve as a brief historical record of community activities. The Secretary also prepares a more permanent and detailed record in the form of an annual report. This report describes the major events, with particular emphasis of the programs and projects of the operating committees. Although the preparation of this report will be the responsibility of the Secretary, much of the material must originate with the Chairmen of the operating committees. A major source of information will be the minutes of the committee meetings, a copy of which will be sent to the Secretary.

In preparing the annual report, the Secretary will ensure that at least the following information is included.

- . Names of all committee chairmen and the members of the operating committees
- . Comparison of the annual budget with actual expenditures
- . Description of each committee project; a statement of project objectives for the year; status of the project at the end of the year; a description of factors that made the project successful or unsuccessful; and the name of the project leader.

Upon completion of the report and approval by the village President, copies will be sent to the members of all Village Councils, members of the RFCP Board, the RCSC library, and the Chairmen of the village's operating committees. Copies of the full report will be made available to residents of the village upon request.

The Secretary also prepares a brief summary of the annual report for distribution to all homes in the village prior to the annual meeting. The summary will contain at least a comparison of budgeted versus actual expenditures, and a brief description of committee activities. The names of all persons serving on the Village Council and the operating committees will also be a part of the summary report.

The Secretary has the additional task of ensuring that minutes of the operating committee meetings are prepared, and that copies are distributed to members of the Village Council. These minutes as well as the minutes of Council meetings and hearings, and copies of the annual calendar of village events, the annual summary report, and the full report of village activities will be centrally filed in the RCSC library.

The office of Village Secretary requires a greater editorial capability than in most organizations, and this type of experience should be a major qualification for the office. All residents are eligible to serve as Secretary.

Councilmen. Of the six village Councilmen, two are elected by special interest groups; cluster residents and renters. The remaining four are elected by all the residents of the village. Their term of office is two years and all residents are eligible to serve on the Council.

Councilmen are expected to be elected from those residents making the greatest contribution to community activities. Hopefully, they will all be chairmen or members of the operating committees, and will be expected to continue that participation if at all possible after being elected to the Council.



All of the Councilmen are expected to attend the regular meetings of the Village Council unless business or illness makes it impractical. Any Councilmen missing more than two consecutive meetings of the Council without good cause, will be considered as having resigned from the Council. The President has the authority to determine whether or not the Councilmen's absence was for good cause. These requirements are not intended to be unreasonable, but to provide a means of removing from the Council any member who has become inactive within the community and is unable to participate in the business of the Village Center.

Coordinator. The Coordinator is a full-time salaried employee of the RFCP, and may or may not be a resident of the village to which he is assigned. He reports directly to the Town Executive and is a member of the RCSC staff. Primary responsibility is to coordinate the needs of the village with the services provided by the RCSC, and to provide administrative support to the members of the Village Council, and the Chairmen of the operating committees.

A major responsibility of the Coordinator will be to operate the Community Services Office (CSO) in the village. The CSO will be a focal point in the community for information, payment of fees, scheduling meetings, and a multitude of other functions similar to those performed by the staff at Lake Anne Hall. The hours of operation and size of the CSO staff will be determined by the Village Council. All paid staff will be employees of the RFCP.

Another duty of the Coordinator will be to attend the meetings of the Village Council as well as those of the operating committees.

The determination of when a Coordinator is required on a full or part-time basis is a joint responsibility of the village President and the Town Executive. Since the Coordinator's salary and the salary of the CSO staff will be paid from village funds (the 75 percent allocation) instead of RCSC funds (the 25 percent allocation), the President has the major responsibility for determining the village's staff needs. On the other hand, the Town Executive will require certain kinds of village information in order to effectively operate the RCSC. If this information is not being provided in some other acceptable way (e. g., resident volunteers), the President is required to provide sufficient financial support for this purpose.

Salaries of village Coordinators will range between \$6,000 and \$10,000 per year during the next five years. The remainder of the CSO staff will be paid in accordance with prevailing clerical wages. The salary ranges will be consistent for persons performing similar duties in other villages. An average rate for each category will be determined by the Town Executive, and will be the basis for charging the villages for direct personnel support. The intent here is to retain a reasonable amount of privacy for those employed by the RCSC, to facilitate administration of these direct charges, and to equalize charges between villages.



The role of Coordinator will be a difficult one because it not only requires the patience to cope with volunteer workers, but requires an adjustment every two years to a new team of volunteers. In order to provide some degree of security to this position, the Town Executive will be the only one authorized to transfer or terminate a Coordinator. A transfer may be arranged if there is mutual agreement between all parties. Termination, however, cannot be initiated without good cause. The purpose is not to retain ineffective or incompetent Coordinators, but to protect them from the frequently arbitrary decisions of socio-political groups.

Committee Chairmen. The Chairmen of the operating committees are the backbone of the village organizations and normally serve two-year terms. Each Chairman is responsible for directing active committee members through programs and projects that are within the terms of the committee charter. The Chairman appoints residents to his committee with the approval of the village President. Any resident is eligible to serve as Chairman of an operating committee. Committee chairmen are eligible to serve as members of the Village Council, but cannot continue as committee chairmen if they are elected President of a village center. Any Chairman elected or appointed President must relinquish his chairmanship within 60 days of taking office.

Chairmen are required to hold meetings of their committees at least once each quarter, and to have minutes of those meetings prepared and submitted to the village Secretary within 30 days.

Preparation of committee budgets will be completed by the Chairmen in the form and at the time specified by the Budget and Planning Committee. The Chairman will receive from the Budget and Planning Committee a preliminary estimate of the funds to be allocated for the use of his committee at the time he receives the general instructions for preparing the budget. Each committee will decide how this amount is to be allocated to their programs and projects.

Committee Chairmen will report to the Village Council on the activities of their committees once each quarter. These meetings will be in the style of a free forum so that there can be a full exchange of information between the Village Council, the Chairmen of the operating committees, and the residents of the village. These forums will be conducted by the President and will be considered a regular meeting of the Village Council.

Committee Members. Members of the operating committees serve variable terms depending on their degree and range of interest, and the amount of time they have available for this type of activity. Some members may serve up to two years without reappointment. Others may wish to commit themselves to shorter terms or until the completion of a specific project. As long as they are members of a committee, they have an obligation to attend meetings called by the Chairmen. Those who do not attend two consecutive meetings without good reason will be considered inactive and to have resigned from the committee. All residents are eligible to serve on the operating committees.



Operating Committees. Each village is required to conduct its activity through at least five permanent committees: Budget and Planning; Environmental Management; Information; Recreation; Protective Covenants. Villages are encouraged to use basically the same committee structures to facilitate communication between villages, and with the centers for town-wide activity and the RFCP Board. Village Presidents wishing to establish additional committees may do so with the approval of the Village Council. These interim committees are automatically dissolved when the President's term expires.

The Budget and Planning Committee (B&PC) serves as the principle advisory group to the President of the Village Center on all matters pertaining to the planning and budgeting functions of the village. It is responsible for performing special studies of village or town-related activities as requested by the President. The committee has primary responsibility for preparing the annual budget, and for reviewing and evaluating the accounting procedures and systems used by the RCSC to administer village funds. The B&P works with B&PC's of other villages on projects of mutual concern.

The Environmental Management Committee (EMC) serves as the principle advisory group to the President on all matters pertaining to the conservation, management, and development of the natural environment. The term "natural environment" applies to natural state areas and landscaped grounds and includes soil, plants, water, air, wildlife, and matters which affect these. An underlying consideration of all committee actions will be the long-term impact of its recommendations rather than the short-term

needs of the village or of individual property owners. The EMC works with EMC's of other villages on programs and projects of mutual interest, and coordinates its overall program with the Center for Environmental Education and Management (CEEM). A representative of CEEM will be an ex-officio member of the EMC.

The Information Committee (INC) is the informal channel of communication through which the activities of the Village Council and the operating committees are reported. The task of INC is to keep people informed through the use of flyers, news broadcasts, posters, etc. The committee is also responsible for ensuring that official reports, minutes of meetings, and any other appropriate information is readily available to the resident upon request. INC cooperates with other villages and organizations by disseminating information on events in other villages or projects having town-wide interest.

The Recreation Committee (REC) is responsible for developing a comprehensive village-wide recreation program for residents of all ages and of varying interests. A primary objective will be to provide an equitable distribution of recreational facilities throughout the village. Although physical activity will be a major part of the recreation program, the REC will also organize and schedule block parties, dances, and other social activities. Construction and maintenance of recreational facilities, including those supported from club dues, will be another major task of this committee. REC will coordinate and encourage recreational programs.



The Protective Covenant Committee (PCC) is responsible for initiating and monitoring a continuing educational program on all aspects of the restrictive provisions of the protective covenants. This will be a positive program aimed at keeping residents aware of the benefits to the total community of enforcing the restrictive provisions. Residents will also be kept informed of the procedures to be followed in submitting plans to the Architectural Board of Review (ABR). As per requests, the PCC will help residents prepare plans for submission to the ABR. Apparent violations of the restrictive provisions will be brought to the attention of the PCC. A member of the PCC will meet with the resident responsible for the violation and attempt to resolve the situation informally. If this cannot be accomplished, the resident will be informed of his rights, and the Chairman of the PCC will be informed so that he can notify the President. The President will notify the resident unless positive steps are taken to correct the situation, the matter will be turned over to legal council for appropriate action. The Chairman of the PCC is an ex-officio member of the ABR.

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## Democracy in the New Towns: The Limits of Private Government

*The Engineering News Record of December 7, 1967 reports that private enterprise is planning a new city for rural Minnesota. The city will be self-sufficient for its 250,000 residents. It will be covered by a large dome to provide a pleasant climate year-round. The planners are studying the feasibility of "a new kind of corporate city administration" which might involve selling shares in the city.<sup>1</sup>*

The "New Town" movement has arrived in the United States. One recent estimate placed the number of current new communities—developments of at least one thousand acres planned for a minimum of three to four thousand residents and sufficient supporting facilities, activities, and uses to constitute a complete community—at from 200 to 250.<sup>2</sup> Not all of these communities, however, will be New Towns in the classic sense.<sup>3</sup> Some are nothing more than prosaic subdivisions on a large scale; others are bedroom communities; and still others are special purpose towns—retirement cities or recreational communities.<sup>4</sup> The "true" New Town—the subject of this comment—is not only large in terms of population and geographical area,<sup>5</sup> but attempts to reflect the full diversity of urban life, providing a mixture

<sup>1</sup> ENGINEERING NEWS RECORD, Dec. 7, 1967, at 21.

<sup>2</sup> NOREN, NEW TOWNS IN THE UNITED STATES 5 (National Association of Home Builders Land Use and Development Department, 1967). *Fortune* estimated that over 140 New Towns were under construction in 1966. *What's New About New Towns*, FORTUNE, Feb. 1966, at 158.

<sup>3</sup> The idea of the New Town was first presented in its modern form by Ebenezer Howard in his 1898 text now available under the title *Garden Cities of To-Morrow* (1965). The movement has been kept alive in the United States by a small group of planners and urban critics, foremost of whom have been Clarence S. Stein, author of *Toward New Towns For America* (1951), and Lewis Mumford. For analyses of New Towns in England and Canada, see L. ROWLIN, THE BRITISH NEW TOWNS POLICY (1956); Comment, *The Administration of the English New Towns Program*, 1965 WASH. U.L.Q. 17; Oberlander & Oberlander, *Canada's New Towns*, 37 PROG. ARCH. 113 (1956).

<sup>4</sup> *What's New About New Towns*, FORTUNE, Feb. 1966, at 158. See also ADVISORY COMMISSION ON INTERGOVERNMENTAL RELATIONS, URBAN AND RURAL AMERICA: POLICIES FOR FUTURE GROWTH 77-8 (1968) [hereinafter cited as ACIR].

<sup>5</sup> 47 developments underway in March 1968 ranged in size from 1,000 to 101,120 acres and in predicted population from 10,000 to 600,000, with an estimated total population of nearly 2,500,000. ACIR at 78, Table 41 (retirement communities excluded).