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THE MODEL CITIES PROGRAM

Questions

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Answers

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Model Cities

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THE MODEL CITIES PROGRAM is designed to concentrate public and private resources in a comprehensive five-year attack on the social, economic, and physical problems of slum and blighted neighborhoods. Authorized by Title I of the Demonstration Cities and Metropolitan Development Act of 1966, its purpose is to upgrade the total environment of such neighborhoods and significantly improve the lives of residents.

Cities participating in the Model Cities program receive one-year planning grants to cover 80 percent of the cost of planning comprehensive programs to raise substantially the levels of housing, education, health and medical treatment, employment and job training, income, and social services in the model neighborhood. When plans are completed and approved, cities are eligible for Federal grant-in-aid programs and Model Cities supplemental grants to carry out their programs.

Community responsibility for the Model Cities program is vested in the principal local executive officer (Mayor, City Manager) and elected governing body (City Council, Commission). Because the Model Cities program is designed to improve the target area and contribute to a more well-balanced, healthy city and metropolitan area, it should also further develop the capability of local government to deal with citywide problems similar to those faced in model neighborhood areas.

States are encouraged to work closely with Model Cities to relate State-administered Federal grant-in-aid programs, particularly those in the fields of health, education, and welfare, to the needs of the model neighborhood. States should coordinate activities, contribute financial and human resources, provide technical assistance, and respond to needs for legislative change.

Residents of the neighborhood and the city as a whole (including labor, business, and other civic groups in the community) should have a hand in identifying problems, planning, and carrying out the program. To assure them a meaningful role in improving and rebuilding their communities, neighborhood residents must have clear and direct access to the decision-making process in the Model Cities program. Residents should also be given maximum opportunity for jobs in the projects and activities of the program.

MODEL CITIES: *WHAT AND WHY*

Q. What is a Model City?

A. Any municipality (city or county) selected to receive planning funds as the first step of a five-year program to improve physical, social, and economic conditions in a large blighted neighborhood. The target area is generally known as the model neighborhood.

Q. What are some of the improvements that may be made in the model neighborhood?

A. Increased supply of new and rehabilitated *housing* with maximum choice of housing for all citizens of all incomes; better *education*, from preschool through adult; improved *health* and *medical* services; increased *income* levels as well as better welfare and social services; increased opportunities for *economic development*, *jobs*, and *job training*; better *transportation*, particularly between home and job; reduced *crime* and *delinquency*; better *physical surroundings* through adequate public and commercial facilities.

Within these basic goals of the Model Cities program, the locality plans a program setting its own specific goals that will meet the most urgent needs of the particular neighborhood.

Q. Where does the money for a Model Cities program come from?

A. Public funds will come from existing Federal urban aid programs and State and local sources. Moreover, the amount of private investment in the neighborhood should increase substantially. Model Cities funds pay for 80 percent of the cost of planning and administering a Model Cities program. Model Cities funds are also available in the form of supplemental grants. These supplemental funds, which are available only upon approval of the city's

plan its target area, can be used as cities choose, but with special emphasis upon high priority activities in their model neighborhood program not usually provided for by existing Federal grant-in-aid programs.

Q. What is so special about the Model Cities program if it only offers cities existing Federal grants, plus some extra Model Cities money?

A. The Model Cities program seeks to help cities deal more effectively with the broad range of urban problems by giving them the technical and financial assistance to coordinate and concentrate public and private resources in a locally developed program. The unique features of the program are the supplemental grants to give the city greater flexibility in carrying out its program, the promise of a coordinated Federal response to local needs, and the encouragement of a working relationship between city government and residents.

Q. Will the Model Cities program mean that after five years the model neighborhood will offer the same benefits and the same opportunities as the city as a whole?

A. Probably not. During the five-year period the city is expected to make as much progress as possible toward raising the quality of life in the model neighborhood to the levels of the rest of the city. However, the neighborhood is selected because it has some of the worst conditions in the city, and it may not be possible to accomplish all goals within a five-year period. On the other hand, the five-year program should make substantial improvements in the neighborhood, and establish the groundwork for continued progress.

Q. If cities selected for this program are supposed to have neighborhoods with serious social, physical, and economic problems, why is it called "Model Cities"?

A. In attacking these human and physical problems, these selected cities are expected to

use innovative approaches, new techniques, and reach a high degree of coordination of Federal, State, local, and private resources. Accomplishments should serve as "models" to be followed by other cities facing similar problems.

WHO HAS A ROLE?

Governments and Private Groups

Q. Which Federal agency administers the Model Cities program?

A. The U.S. Department of Housing and Urban Development in cooperation with all other Federal agencies administering programs to help cities or city residents. These include the Departments of Agriculture, Commerce (Economic Development Administration), Health, Education, and Welfare, Interior, Justice (Community Relations Service), Labor, and Transportation, and the Office of Economic Opportunity.

Q. What are the responsibilities of the Federal agencies in the Model Cities program?

A. Federal departments and agencies with major urban aid programs jointly develop and review policy for the Model Cities program, review initial applications for planning grants, and review local planning work. Federal agencies are also responsible for providing assistance to the cities in planning and carrying out programs through local and regional representatives. Assistance would include information on programs and combinations of programs for specific problems, such as housing and education, availability of Federal funds, and help in preparing applications for Federal grants.

Q. Who is responsible for a local Model Cities program?

A. The *elected government* of the city or county has final responsibility for the local Model

Cities program. A local Model Cities administrative unit responsible to the Chief Executive, usually called a City (or County) Demonstration Agency (CDA), must be established or designated for the overall direction of the program, including policy development and coordination of activities of public and private agencies and residents of the model neighborhood.

Q. Who should be involved in planning and carrying out the local Model Cities program?

A. All *public and private groups and individuals in the community* who are affected by what happens in the model neighborhood, provide services to the model neighborhood, or have resources, financial and otherwise, which can be used in treating model neighborhood problems.

A partial list would include residents of the neighborhood, all city, county, and State agencies that provide services to the neighborhood (Police Department, Sanitation Department, County Welfare Department, Health Department), State agencies (State Education Department, State Health Department), elected officials and boards (School Board), civic and citizen groups (Health and Welfare Council, Chamber of Commerce), organized labor, universities, industry, private businessmen, professionals, churches, and others.

Q. Why is it necessary for States to get involved in local Model Cities programs?

A. The State government is actually the first resource of city governments. States administer many Federal programs, such as education and welfare, that are vital to the Model Cities effort. States can also provide valuable technical, manpower, and financial resources to the cities. Finally, unmet needs or problems identified by the program might require State legislation for their solution.

Q. What part would local industry and businessmen take in the Model Cities program?

A. A successful Model Cities program will require not only public investment, but commitment of financial and manpower resources from private industry. Businesses and individual businessmen have much to bring to the Model Cities program in planning and carrying out programs such as job training, special courses in schools, providing training and financial assistance to small businessmen, and building and rehabilitating low-cost housing. Businessmen also have valuable management skills to contribute to planning and operating a Model Cities program.

Citizen Participation

Q. What part do the residents of the model neighborhood take in the Model Cities program?

A. The Model Cities law requires "widespread citizen participation" in the Model Cities program. HUD has issued general performance standards calling for a citizen participation structure in model neighborhoods. This would give citizens early, meaningful, and direct access to decision-making, so they can influence the planning and carrying out of the program. Leadership of the structure must be accepted by the residents as representing their interests. Residents must also have direct and timely access to technical help which they consider trustworthy.

Q. Who decides what the citizen participation structure will be?

A. The city is expected to work out with local residents a structure that will meet HUD's general standards.

Q. How do residents choose the people they want to represent them in the Model Cities program?

A. HUD does not require any particular method of picking the citizens who will represent the neighborhood.

Q. Does HUD give money directly to citizen groups for technical help?

A. No. All HUD funds for the Model Cities program go to the city government. There are no direct contracts between HUD and local citizens' organizations. But many cities are contracting part of their Model Cities planning grants to residents' organizations to pay for staff and consultants acceptable and accountable to these organizations.

Q. Are the residents in the model neighborhood the only ones who should be involved?

A. No. Citizens from the entire metropolitan area should be involved, so that they can use their skills and resources in helping to solve the problems of the model neighborhood. Such broad participation is important because many slum problems have their causes in attitudes and behavior of the wider community.

Q. If a citizens' group feels it has been left out of the program, can it deal directly with HUD?

A. HUD staff will investigate the complaints and report its findings to the city. HUD's objective is to encourage a working relationship between neighborhood and city government, not between the neighborhood and the Federal Government.

Q. What is the relationship between residents who participate in the Model Cities program and the local Community Action Agency (CAA) funded by the Office of Economic Opportunity?

A. Most model neighborhoods are in Community Action Program target areas—either in part or whole. The CAA can provide valuable help to

the CDA by assisting in organizing residents to participate in the program, enlisting support of neighborhood residents, and providing technical help to the residents.

Q. Can residents participating in the program be paid?

A. Where financial problems would bar them from participating in the program, residents can be reimbursed for such costs as transportation or baby sitting, and may also be paid for serving on boards. In addition, it is expected that neighborhood residents will work in some jobs which are part of planning activities, and carrying out the program. Such jobs should help develop new careers for neighborhood residents.

Q. Can model neighborhood residents run their own program?

A. The city is basically responsible for the Model Cities program. Since the city government and various private agencies provide services to the model neighborhood, residents cannot run their own program apart from the city government. They, however, can and should have an important voice in the Model Cities program.

Q. How do citizens in the model neighborhood get involved?

A. The city must inform the residents about the Model Cities program, how it affects them, and offer them the chance to participate from the beginning of the planning process.

A MODEL NEIGHBORHOOD IN A MODEL CITY

Q. What size area is eligible?

A. Cities and counties now in the program have model neighborhood boundaries designated in their original applications to HUD. They are permitted to request changes in these

boundaries at any time. Requests for the inclusion of additional areas must show that these areas exhibit the social and physical problems toward which the program by law is directed, and that the required substantial impact will be achieved with the resources available.

Q. How is the model neighborhood selected?

A. The city is responsible for selecting the area. The chief elected official and governing body would select the area after consultation with and recommendation from interested citizen groups and residents of the proposed target area. It should be largely residential, and a substantial portion must be hard-core slums with a high concentration of low-income families.

Q. Is the Model Cities program important to anyone in the city other than those living in the model neighborhood?

A. Yes. A city cannot be healthy as long as it contains large blighted neighborhoods with a sizable number of people cut off from jobs, schooling, and housing. The development and improvements should be designed to tie the model neighborhood to the larger area surrounding it, and contribute to a well-balanced city. The program is not intended to make the model neighborhood an island apart from the rest of the city but is intended to be a vehicle for institutional change beneficial to the whole city.

CHOOSING A MODEL CITY

Q. How have cities been chosen for Model Cities planning funds?

A. Representatives of eight Federal agencies (see p. 6) reviewed the communities' applications for planning grants and made recommendations to the Secretary of HUD, who

made the final selection. The applications were judged by these criteria:

- Thoroughness with which the city analyzed the problems of the model neighborhood and showed the relationship between the social, economic, and physical problems.
- Seriousness of the needs of the proposed model neighborhood and its residents.
- Ability of the city to carry out a program.
- Commitment of the city government, other appropriate public jurisdictions, and private groups to the program.
- Geography and city population size.
- Involvement of model neighborhood residents and other citizens in the program.

Q. Does a city of 5,000 compete for selection with a city of 8 million people?

A. No. The applications of cities of the same general size and geographical area were considered together, so that large and small cities did not compete with each other.

Q. Did cities with the worst physical, social, and economic problems get top priority?

A. Although the degree of need and seriousness of social, economic, and physical conditions in the model neighborhood were important considerations, need was not the only basis for selection. Since Model Cities is a demonstration program, a special effort was made to select those cities which indicated they would be able to carry out the most effective program.

FEDERAL FUNDS: *HOW MUCH? WHAT FOR?*

Q. How much money has the Congress authorized for Model Cities?

A. For the first three years of the program, Congress authorized:

\$36 million for planning grants

\$1.9 billion for supplemental grants

\$600 million for urban renewal projects in model neighborhoods

Q. How much money has been appropriated for the Model Cities program?

A. Of the amount authorized (above) for the program the Congress appropriated to date:

\$23 million for planning grants to cities

\$512.5 million for supplemental grants

\$412.5 million for urban renewal projects in model neighborhoods

Q. How much have cities received in planning funds?

A. Model Cities planning grants cover 80 percent of the approved cost of planning a program. Grants have ranged from \$66,000 to \$284,000, based on population and the amount of money needed for planning.

Q. How much will the cities receive in supplemental funds?

A. Cities will receive an equitable share of the appropriated funds available with due consideration of the relative degree of social, physical and economic problems exhibited. However, a supplemental grant cannot exceed 80 percent of the non-Federal share of Federal grant-in-aid programs used for the benefit of the model neighborhood residents.

Q. How can a city use supplemental grants?

A. Supplemental grants can be used to finance special experimental projects for model neighborhood residents, to fill gaps not met by other Federal, State, or local resources, or for other activities that are part of the model

neighborhood program. Supplemental funds should be used primarily for activities that will attract other resources into the model neighborhood, or redirect existing resources to make them more effective. Supplemental funds cannot, however, be used to replace local funds that would normally have gone to benefit model neighborhood residents.

Q. Can supplemental funds be used to pay the local share of additional Federal grants for the model neighborhood area?

A. Yes when there is not other money available to pay the non-Federal share, and the supplemental funds are not needed to support new or additional activities.

Q. Can supplemental funds or any Model Cities money be used for projects outside the model neighborhood?

A. Only when these projects, regardless of location, will directly benefit model neighborhood residents.

For example, a health clinic which model neighborhood residents use regularly and can get to easily by convenient public transportation could be funded even though it is outside the model neighborhood.

Another example:

A substantial portion of new housing for low-income people displaced by Model Cities activities should be built outside the model neighborhood.

Q. Can a city with a Model Cities program be assured of a grant for any Federal program it wants to use in the model neighborhood?

A. No. The Model Cities program is not a guarantee of specific funds from other agencies. However, the Federal agencies cooperating in the Model Cities program are considering

applications for model neighborhood programs as high priority projects.

Q. Do cities that receive Model Cities planning grants automatically qualify for supplemental funds?

A. No. Cities must carry out a planning effort which meets the general standards of the Model Cities program to be eligible to receive supplemental funds.

PLANNING: *THE FIRST YEAR*

Q. How long is the planning period?

A. The city sets its own schedule for planning within HUD guidelines, but plans should be completed within one year.

Q. What happens during the planning period?

A. Under the direction of the city, groups and individuals involved in the planning:

- Analyze the problems of the model neighborhood, establishing facts, such as the school dropout rate and income levels, that indicate problems and explore underlying causes for these conditions.
- Develop long-range goals for improving the model neighborhood.
- Work out a strategy for treating problems and achieving goals.
- Develop plans for a broad five-year program and a detailed action plan for the first year of the program. The first year's plan will include the specific Federal programs to be used in the model neighborhood and show how the first year's supplemental funds will be spent.

Q. Will approval of the plans mean approval for the requests for other Federal programs included in the plan?

- A. No. At this time applications for individual Federal grants will be reviewed separately. But since representatives of the agencies are working with the city during planning and helping them with their applications, applications should receive prompt handling and high priority consideration for funding.

STATUS OF THE MODEL CITIES PROGRAM

- Q. How many cities are in the Model Cities program today?**

- A. 150 cities and counties in 45 States, the District of Columbia, and Puerto Rico have received Model Cities planning grants.

- Q. Is this program only for large communities?**

- A. No. These cities range in size from Alma, Ga., with 4,000 people, to New York City, a city of 8 million. Twenty of the cities in the program had populations of less than 25,000.

THE MODEL CITIES PROGRAM

IS NOT . . . an overnight cure for all the problems of the city. The program should certainly make substantial improvements in education, housing, employment, and other conditions in the target area in a five-year period, but it will not bring about urban utopia.

IS NOT . . . supported completely by Federal funds. The bulk of the funds for the Model Cities program comes from new investment of private, local, and State funds, grants from existing federally aided programs, and better use of money already being spent in the model neighborhood.

IS NOT . . . the sole responsibility of a single Federal agency or unit of government. Although the law designates the U.S. Department of Housing and Urban Development as the administering agency, all Federal agencies which administer social, economic, and physical programs share responsibility for the Model Cities program, as do State and local governments.

IS NOT . . . slum clearance or strictly physical rebuilding. The Model Cities program also emphasizes treating the social and economic needs of residents. Increasing the supply of adequate housing is a major goal, but this will come through rehabilitation of existing structures wherever possible, as well as through new construction.

IS NOT . . . a program to be run solely by the agencies of city government or solely by neighborhood residents. Since a successful Model Cities program depends on improvement and coordinated delivery of services which are largely the responsibility of the city government and private agencies, residents cannot run the program apart from the city government. Citizens must, however, have an important role in planning and monitoring the program.

The Model Cities program is administered by the Model Cities Administration, U.S. Department of Housing and Urban Development, Washington, D.C. 20413. Information about the program may be obtained from HUD Regional Offices, listed here with the areas they serve.

Region I
26 Federal Plaza
New York, New York 10007

Region II
Widener Building
Chestnut and Juniper Streets
Philadelphia, Pennsylvania 19107

Region III
645 Peachtree-Seventh Building
Atlanta, Georgia 30323

Region IV
Room 1500, 360 North Michigan Avenue
Chicago, Illinois 60601

Region V
Federal Office Building
Room 13A01, 819 Taylor Street
Fort Worth, Texas 76102

Region VI
450 Golden Gate Avenue, P.O. Box 36003
San Francisco, California 94102

Area Offices:

226 Arcade Plaza Building
1321 Second Avenue
Seattle, Washington 98101

Room 1015, 312 North Spring Street
Los Angeles, California 90012

Region VII
Ponce De Leon Avenue and Bolivia Street
P.O. Box 3869, GPO
San Juan, Puerto Rico 00936

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