

CITY OF MINNEAPOLIS
NEIGHBORHOOD AND COMMUNITY RELATIONS DEPARTMENT
COMMUNITY PARTICIPATION PROGRAM GUIDELINES

Approved by City Council MMMM DD, 2010

I. COMMUNITY PARTICIPATION PROGRAM

Meaningful community participation is essential to neighborhood revitalization. To this end, the City, through its Neighborhood and Community Relations (NCR) Department, shall provide funding of at least \$3,000,000 per year for those eligible neighborhood organizations that desire to deliver community participation services (defined in Section I.B. Community Participation Services, below) in their neighborhoods.

The City Council adopted the Minneapolis Core Principles of Community Engagement on December 7, 2007. The seven Core Principles of Community Engagement are essential to meaningful public participation and engagement between the City and neighborhood organizations and all segments of the entire community. City decision-making can be improved when we involve those most affected by decisions. Through partnering with neighborhood organizations, the City of Minneapolis can better reach, and be informed by, the people who are most affected by city decisions. As partners in building a better city and creating vibrant, safe, welcoming and livable spaces, neighborhood organizations and the City each have unique roles in identifying and acting on neighborhood priorities. The City and neighborhood organizations are better able to develop meaningful strategies—and successfully implement those strategies—when more people are involved. It is incumbent on the City and neighborhood organizations to maximize the involvement of residents and other stakeholders. The social, health and economic needs of neighborhood communities and the City’s goals are best met when they inform and support each other.

The Core Principles of Community Engagement are:

1. Right to be involved – Public participation is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process.
2. Contribution will be thoughtfully considered - Public participation includes the promise that the public's contribution will be thoughtfully considered.
3. Recognize the needs of all - Public participation promotes sustainable decisions by recognizing and communicating the needs and interests of all participants, including decision-makers.
4. Seek out involvement - Public participation seeks out and facilitates the involvement of those potentially affected by or interested in a decision.
5. Participants design participation - Public participation seeks input from participants in designing how they participate.

6. Adequate information - Public participation provides participants with the information they need to participate in a meaningful way.
7. Known effect of participation - Public participation communicates to participants how their input affected the decision.

A. Eligibility

A neighborhood organization must meet all of the following criteria to be considered eligible for NCR community participation funding:

1. Represent a geographically-defined neighborhood (in its entirety) within Minneapolis as identified by the most current Minneapolis Communities and Neighborhoods Map as amended and approved by the City Council.
2. Represent, and provide for the participation of, the interests of all segments of the entire community, including, but not limited to, homeowners, renters, property owners, business owners, immigrants, non-English speakers, low-income residents and communities of color. Organizations that primarily represent the interests of one segment of the community or concentrate primarily on one issue are not eligible (such as homeowner associations, rental property owner associations or business associations).
3. Ensure that membership in the organization is open to all residents of the geographically-defined neighborhood. Neighborhood organizations may not impose membership dues or require attendance at a certain number of meetings before voting rights are conferred.
4. Hold regular open meetings and take positive steps to encourage all interested parties to attend and participate. An organization may deviate from this rule only in case of labor and legal disputes. Also, written information of the organization (including financial reports, organizational minutes, membership lists, etc.) must be available for review by any member of the organization.
5. The organization must be incorporated (or identify an appropriate fiscal agent) and have adopted by-laws. The organization must also have a grievance procedure by which its members may have their concerns addressed by the organization, a conflict of interest policy and procedure, and an American with Disabilities Act (ADA) plan and policy.
6. The organization must have a board of directors elected, at least in part, annually by the membership of the organization. The board should represent a fair cross-section of the community; neighborhood residents must comprise no less than 60% of the organization's board. An elected board must be in place for a minimum of one year prior to the beginning of the contract year to be considered eligible for funding.
7. The organization must have the capacity to properly manage and account for grant funds. This includes, but is not limited to, being current on all reporting to NCR on previous grants.

B. Community Participation Services

To participate in the Community Participation Program, eligible neighborhood organizations must demonstrate how they will use Community Participation Program funds to:

- Build a sense of neighborhood identity within their communities.
- Maintain on-going efforts to ensure inclusion of all ethnic and economic groups.
- Identify the issues of significance that confront their residents, moving beyond self-interest to activities that benefit the neighborhood as a whole.
- Bring community members together to create and implement a vision for their neighborhood.
- Encourage leaders and develop new leadership.
- Engage current members and attract new members.
- Conduct activities that promote the inclusion of all age, ethnic and economic groups in the decision-making processes of the organization, including renters. Explore new methods to stimulate participation.
- Maintain an organizational structure and election process that maximizes opportunities for all residents to become involved.
- Build bridges among neighbors and diverse communities within the neighborhood and work cooperatively on common issues with other neighborhood organizations.
- Expand the organization's capacities through self-assessment and evaluation.

The City encourages organizations to demonstrate efforts to engage in the following key activity areas: (1) impacting city decisions and priorities; (2) identifying and acting on neighborhood priorities; and (3) increasing involvement.

1. Impacting City Decisions and Priorities

City decision-making is improved when we involve those most affected by these decisions. The City's core principles of community engagement state that those who are affected by a decision have a right to be involved in the decision-making process. Through partnering with neighborhood organizations, the City of Minneapolis can better reach—and be informed by—the people who are most affected by City decisions.

2. Identifying and Acting on Neighborhood Priorities

As partners in building a better city and creating vibrant, safe, welcoming and livable spaces, neighborhood organizations and the City each have unique roles in identifying and acting on neighborhood priorities.

3. Increasing Involvement

The City and neighborhood organizations are better able to develop meaningful strategies—and successfully implement those strategies—when more people are involved. The City and neighborhood organizations will work to maximize the involvement of residents and other stakeholders.

To accomplish these outcomes funding through the Community Participation Program can help neighborhood organizations to:

- Facilitate communication and connections amongst community members and stakeholders to:
 - Gather input;
 - Advance neighborhood viewpoints;
 - Inform and educate community members and stakeholders on pending issues and opportunities that affect them and their neighborhood;
 - Identify and act on neighborhood priorities;
 - Identify emerging issues within the neighborhood;
 - Hold community-wide gatherings and utilize other means of increasing involvement;
 - Represent, and strive for the participation of everyone in the community regardless of their demographic group;
 - Give neighbors a united voice.
- Collaborate with the City to establish city-wide goals, policy and budget priorities;
- Generate new ideas to address current issues in creative ways;
- Convene and collaborate with partners (public and private) on projects;
- Leverage funds to increase investment in neighborhood priorities;
- Encourage everyone to volunteer—to get involved and help accomplish outcomes that improve their quality of life;
- Support block clubs including co-recruiting efforts and encouraging activities in addition to crime prevention.

C. Funding Activities

1. Eligible budget line items for Community Participation Program funds include: staff (paid staff members or contracted employees may not be members of the Board of Directors), office space, supplies, neighborhood communications, accounting and related services, travel, training or other educational pursuits in connection with participation, and consultant fees that directly relate to participation activities.

Neighborhood planning activities, separate from the Neighborhood Revitalization Program (NRP) process, are also eligible.

Neighborhood celebrations and events may be considered eligible activities if the event's purpose is to increase neighborhood awareness of the organization and increase membership and involvement in the organization. Neighborhood organizations wishing to use community participation funds for events must present a plan for how this will be accomplished.

Food and related expenditures are eligible if they are directly related to engaging residents in community participation activities (expenditures for alcoholic beverages are prohibited). Such expenditures may not exceed 5% of the organization's budget for community participation funds.

Board Member reimbursements are allowable expenses and may be provided at a rate not to exceed \$15 per hour. Allowable reimbursement expenses may include typing of agendas, minutes, and correspondence; bookkeeping; and accounting services. All such

reimbursements must be approved by action of the neighborhood organization's Board of Directors prior to payment.

Each organization is responsible for budgeting an adequate amount to cover obligations in its employment agreement(s) (e.g., FICA, worker's compensation, unemployment, withholding, health insurance, etc.). Bank account maintenance charges such as check printing costs and cost-per-check transactions may also be budgeted.

2. Ineligible budget items include:
 - a. undefined line items such as "miscellaneous" and "special projects";
 - b. projects unrelated to community participation;
 - c. donations to other organizations on behalf of the organization that are not integral to the neighborhood organization's community participation activities;
 - d. costs of legal action against the City; and
 - e. penalties and interest charges (including returned check charges).
3. Staff are considered to be employees of, or self-employed persons contracted by, the neighborhood organization.
4. Funds may be used for small equipment purchases; however, ownership of all equipment purchased with community participation funds rests with the City. Upon termination of a community participation contract, all equipment that is not fully-depreciated must be turned over to the City.
5. Organizations may reallocate funds within their approved line item budgets with the approval of the staff within the NCR Department administering the contracts. All requests for budget revisions must be in writing.

D. Special Projects

Funds that are uncontracted within the previous or current funding cycle, or funds that are unspent and not rolled-forward by neighborhood organizations (see Section III.B. below), shall be retained by NCR to fund special projects of a neighborhood organization that are above and beyond the scope of the organization's community participation contract, but still contribute to the organization's participation efforts. Special Projects funds also may be rolled-forward into the general pool of dollars to be available for future cycles of funding for the Community Participation Program. The Neighborhood and Community Engagement Commission (NCEC) shall review and approve the use of all Special Projects funds.

II. REQUESTS FOR SUBMISSIONS

A. Content of Submissions (Year 1)

For the first year of the program, neighborhood organizations must submit (1) evidence of the organization's eligibility, as identified in Section I.A above; (2) a description of the process they will follow to develop a plan for outreach and involvement activities in their neighborhood to support the submission requirements in subsequent years, as identified in Section II.B. below; and (3) a description of other community participation efforts the organization will conduct during the first

year. The submission will include a budget showing how the use of Program funds will support those efforts.

B. Content of Submissions (after Year 1)

After the first year, the NCR Department will request submissions from neighborhood organizations prior to each three-year funding cycle. Neighborhood organization submissions will be for the full three-year funding cycle, and should review the organization's community participation activities for the past year and describe the organization's plans for the coming years. Submissions will be due by October of the year prior to the three-year funding cycle. Reviews of past year activities and any proposed changes to the submission will be submitted for each of the following two years of the funding cycle. These annual reviews will be due by November.

The following areas must be addressed in an organization's submission:

1. Evidence of the organization's eligibility, as identified in Section I.A above.
2. Community building efforts (including efforts to build partnerships with other organizations). Organizations should discuss their proposed outreach, networking, and inclusivity efforts to: (1) build a sense of a whole neighborhood among residents, (2) build bridges among neighbors and diverse communities within the neighborhood, (3) work with other neighborhoods and organizations on issues of common interest, (4) build partnerships with private and public entities, and (5) move beyond self-interest to benefit low and moderate income persons and the community as a whole.
3. Capacity building efforts. Organizations should discuss their proposed efforts to: (1) provide opportunities for the direct involvement of members, (2) build its membership and volunteer base, (3) encourage and develop new leadership, and (4) expand the organization's capacity through self-assessment and other activities.
4. Community participation efforts (including both the level of such efforts in the neighborhood and the proposed methods to involve residents in those efforts). Organizations should discuss: (1) the proposed level of outreach activity in the neighborhood for the coming year, and (2) the proposed methods to involve residents in the review of those activities.
5. Impacting City decisions and priorities. Organizations should discuss their proposed efforts to (1) review and comment on City decisions and priorities that affect their neighborhood and (2) involve those residents most affected by those decisions in the decision-making process.
6. Identifying and acting on neighborhood priorities. Organizations should discuss their proposed efforts to (1) identify the priorities of the residents of their neighborhood and (2) act on those priorities.
7. Increasing involvement. Organizations should discuss their proposed efforts to maximize the involvement of residents and other stakeholders in the organization's decision-making processes and other activities.
8. Submissions should include a budget showing how Community Participation Program funds will support the organization's community participation work.
9. If an organization was not funded in the previous year, a report for the previous year's activities will be required.

The City will fund only one organization to provide community participation services for a neighborhood. (However, organizations that represent several neighborhoods may apply for funds for all of the neighborhoods that they represent.) If more than one submission should be received for any neighborhood, the NCR staff will review and evaluate all submissions. Submissions will first be evaluated to determine eligibility as in Section I.A above. Only eligible organizations may receive funding. All organizations determined to be eligible will be evaluated based on how well they meet the eligibility criteria. The NCR staff will present its analysis and recommendations to the NCR Director for approval. The NCR Director will issue a formal decision to all affected organizations.

An organization not approved for funding, may file an appeal with the NCEC. Such an appeal must be received within thirty calendar days of the notice of the decision. The NCEC may recommend to uphold the original decision, change the decision, or request additional staff analysis. The final recommendation of the NCEC will be forwarded on to the City Council for approval.

Challenges to existing organizations will be considered only in the context of the current request for submissions. This in no way, however, hinders any organization or individual from filing a grievance concerning the contracted neighborhood organization in accordance with the grievance procedure outlined in Section VI.E. below. Such a grievance may be filed at any time during the year.

If an organization is applying for first-time funding in a neighborhood that does not have an existing neighborhood organization, the NCR Director may waive portions of the eligibility criteria in Section I.A. above to allow for funding of the new organization.

C. Evaluation/Recommendation

Evaluation of submissions from neighborhood organizations will be conducted by the NCR Department. The Department will make its recommendations for funding to the NCR Director by October prior to each three-year funding cycle. Submissions for the three-year funding cycle will then be transmitted to the NCEC for approval. The formula discussed in Section III.C. below will be used to determine the maximum funding level for each neighborhood organization.

III. DETERMINING FUNDING LEVELS

A. Funding Cycles (Year 1)

For 2011 only, there will be a one-year annual funding cycle for neighborhood organizations. A portion of the funds available for the Community Participation Program will be held back in order for the NCEC to consider adjusting allocations to neighborhoods in mid-2011 upon release of 2010 Census information. The purpose of this adjustment is to increase the allocation for those neighborhoods in which extraordinary changes have occurred since the 2000 Census.

During the 2011 Program Year, the NCEC will review the allocation formula and guidelines, recommending revisions based on community feedback and Community Participation Program goals.

B. Funding Cycles (after Year 1)

For subsequent years, allocations will be based on a three-year funding cycle.

- The allocation formula will be revised for each three-year cycle, using the most current data available, as identified in Section III.C below.
- Final allocations based on the three-year funding cycle will be approved by the NCR Director.
- After Year I, neighborhood organizations may submit a proposal for funding for the three-year period as described in Section II above.
- Contracts will be initiated or extended on an annual basis within any three-year period. Balances on contracts may be rolled over to subsequent years within a three-year funding cycle, subject to review of performance by NCR staff.
- Unused funds may only be accrued past the three-year funding cycles if the contracting neighborhood organization provides a plan for use of accrued funds.

C. Allocation Formula

Eligible neighborhood organizations will be allocated community participation funds according to the following formula.

Neighborhood Size (30%)

Population – 20% of a neighborhood’s total allocation will be based on the population of the neighborhood. The total number of people residing within all neighborhoods will be divided into the funds allotted to this variable to determine a per capita allocation. The population of each neighborhood will be multiplied by the per capita allocation. **Source: U.S. Census Bureau**

Housing Units – 10% of a neighborhood’s total allocation will be based on the number of housing units in the neighborhood. The total number of housing units within all neighborhoods will be divided into the funds allotted to this variable to determine the per unit allocation. This per unit allocation will be multiplied by the number of housing units within a neighborhood. **Source: Minneapolis Assessor’s Office**

Under-represented Groups (40%)

Non-Homesteaded Housing Units – 10% of a neighborhood’s total allocation will be based on the number of non-homesteaded housing units in the neighborhood. The total number of non-homesteaded housing units within all neighborhoods will be divided into the funds allotted to this variable to determine the per unit allocation. This per unit allocation will be multiplied by the number of non-homesteaded housing units within a neighborhood. **Source: Minneapolis Assessor’s Office**

Index of Racial/Cultural Diversity – 20% of a neighborhood’s total allocation will be based on an index of the racial and cultural diversity within the neighborhood. The Shannon Diversity Index is a statistical formula commonly used in population and biology studies to weigh the relative diversity of a community. The source data is the U.S. Census classes for race (White, Black, American Indian, Asian/Native/Hawaiian and Other, Some other race alone, and two or more races). A neighborhood with equal numbers of individuals from each class would have a higher score than a neighborhood with a large number of individuals from a single class. **Source: U.S. Census Bureau**

English as a Second Language (ESL) Students – 10% of a neighborhood’s total allocation will be based on the number of Minneapolis Public School students in the neighborhood for whom a language other than English is the primary language spoken in their home. The total number of ESL students within all neighborhoods will be divided into the funds allotted to this variable to

determine the per ESL student allocation. This per unit allocation will be multiplied by the number of ESL students that live within a neighborhood. **Source: Minneapolis Public Schools**

Income (10%)

Median Household Income – 10% of a neighborhood’s total allocation will be based on the median household income of the neighborhood. A neighborhood's median household income will be compared to that of all other neighborhoods determine the income allocation for each neighborhood. A neighborhood will be awarded one point for each \$2,000 dollars that its median household income is below that of the highest neighborhood median income. The total number of points awarded to all neighborhoods will be divided into the funds allotted to this variable to determine the income allocation. This income allocation will be multiplied by the number of points awarded to a neighborhood. **Source: U.S. Census Bureau**

Neighborhood Livability (20%)

Crime Statistics – 10% of a neighborhood’s total allocation will be based on the average number of Part 1 crimes that were committed in the neighborhood over the most current three-year period. These crimes include homicide, rape, robbery, aggravated assault, burglary, motor vehicle theft and arson. The total average number of these Part 1 crimes committed within all neighborhoods will be divided into the funds allotted to this variable to determine the per crime allocation. This per crime allocation will be multiplied by the average number of these crimes committed within a neighborhood over the most current three year period. **Source: Minneapolis Police Department**

Foreclosures – 10% of a neighborhood’s total allocation will be based on the average number of foreclosed properties in the neighborhood over the most current three-year period divided by the total number of structures in that neighborhood (the “foreclosure ratio”). The total of the foreclosure ratios within all neighborhoods will be divided into the funds allotted to this variable to determine the per foreclosure ratio allocation. This per foreclosure ratio allocation will be multiplied by the foreclosure ratio for each neighborhood. **Source: City of Minneapolis Healthy Housing Indicators**

IV. ETHICAL CONSIDERATIONS

The NCEC and NCR encourage all neighborhood organizations to be thoughtful and ethical in their submissions for funding. While we encourage every neighborhood organization to make full use of their funding allocation, organizations should also be realistic about their organizational capacity for managing participation activities and the obligations required of community participation organizations. Organizations should be committed to full participation by all stakeholders, openness and transparency in their community participation process, and accountability to the community.

V. CONTRACTS

The NCR Director will approve allocations to neighborhood organizations based on the funding level allocation methodology described in Section III. Upon NCR Director approval, neighborhood organizations approved for funding will enter into a contractual relationship with the City. City standard form contracts will be used and the scope of services will delineate neighborhood organization responsibilities consistent with the approved program guidelines and their submission for funding.

VI. SUPPORT AND MONITORING OF CONTRACTING NEIGHBORHOOD ORGANIZATIONS

The NCR Department will support and monitor organizations' compliance with the contract and provide support in the following ways:

- A.** Maintain regular communication with neighborhood organizations.
- B.** Receive Community Organization Report Forms on a regular basis and approve the release of funds within the terms and conditions defined by the contract.
- C.** Conduct annual performance reviews to determine:
 - 1. adherence to the terms and conditions defined by the contract; and
 - 2. the organization's assessment of City performance.
- D.** Provide technical assistance to contracting neighborhood organizations as necessary to help guide and support their efforts in carrying out the community participation services.
- E.** Grievances Against Contracted Neighborhood Organizations

Any neighborhood resident, business owner, or property owner may file a grievance against a neighborhood organization with the City if the following conditions are met:

- 1. the grievance is within the jurisdiction of the City's community participation contract with the neighborhood organization;
- 2. the person filing the grievance is a member of, or eligible for membership in, the organization, or is otherwise directly affected by the actions of the organization; and
- 3. the person filing the grievance has formally brought the issue to the attention of the neighborhood organization in a timely manner and the grievance has been addressed through the neighborhood organization's grievance procedure, or if the neighborhood organization has failed to respond to the grievance in a timely manner.

A grievance must be submitted in writing to the NCR Department. Upon receipt of the grievance, NCR will undertake an investigation of the complaint and prepare a report of its findings for the NCR Director. The NCR Director will issue a formal response to the grievance within 45 days of its initial receipt. This response will include the findings of the investigation and a proposed resolution to the grievance.

If the person filing the grievance or the affected neighborhood organization is unsatisfied with the Director's findings or resolution, they may appeal the matter to the NCEC within thirty days of the official response. The decision of the NCEC will be final.

VII. ADMINISTRATION

Administration of the program will be the responsibility of the Neighborhood and Community Relations Department of the City of Minneapolis. The NCR Director will report annually to the NCEC about the activities of the Program.