

neighborhoods
2020

City of Minneapolis

Neighborhoods 2020 Roadmap

A guide for conversation



Minneapolis
City of Lakes

February 22, 2018

Greetings –

Enclosed you will find a draft of the Neighborhoods 2020 Roadmap. This document is meant to help continue the dialogue with our stakeholders on the future of neighborhood programs, funding, oversight and support.

The Roadmap lays out the framework of why the City is undertaking this initiative, explains the project timeline, proposes some recommendations for actions to be taken on polices, programs and oversight.

The Roadmap offers for your consideration, three different approaches to neighborhood funding, programming and support services. We also want your creative ideas about how we can improve upon our system of neighborhoods and the services NCR provides to the community.

Revenues from the Consolidated TIF will fund the CPP program through December 31, 2020 subject to annual City Council NCR budget approval. New funding is proposed to start Jan 1, 2021.

At this time, these options are presented for discussion purposes only. The NCR Department and the NCEC are not making recommendations to the City Council. Recommendations to the city council will be developed after further community dialogue and work groups have taken place - anticipated final recommendations date November 2018.

There will be many ways to engage and give input into Neighborhoods 2020. You can sign up for regular updates on our web-site. <http://www.minneapolismn.gov/ncr/2020>

We are thankful for the great responses and input we have received thus far.

Regards,

A handwritten signature in blue ink, appearing to read "D. Rubedor", with a long horizontal flourish extending to the right.

David M. Rubedor
Director

Framework



Goal of Neighborhoods 2020

Neighborhoods 2020 is an opportunity to further develop and improve upon the City of Minneapolis' neighborhood based engagement structure. Neighborhood organizations are by the people, for the people. When all of our residents are informed, connected to their community, & feel represented in City of Minneapolis government they are empowered to influence decisions that impact their lives.

This is also an opportunity to look at how the City of Minneapolis serves and supports neighborhood organizations both internally and externally via staffing, organizational / advisory board oversight, and grant funded programs. Each piece is important for equitable and high quality services to our residents.

Core City Services Neighborhood Organizations Provide

- Empower residents to have a voice and work toward, and achieve common neighborhood goals, a unified vision of “who we are” as a neighborhood.
- Promote and celebrate diversity in the neighborhood.
- Continue to support strong relationships with thousands of volunteers with an annual value to the City of over \$1.9 million dollars.
- Encourage the discussion of ideas which affect the neighborhood and promote cooperative impactful action.
- Create open communication networks with government officials, businesses, and other groups. Make them partners in each neighborhood, all working towards a strong neighborhood.
- Partner with the City of Minneapolis to engage communities on citywide policy decisions and other initiatives.
- Fully utilize all the resources available to the neighborhood including NRP fund balances for projects, programs and initiatives.

Value Statements

The City of Minneapolis and many other stakeholders benefit from the robust community engagement network that our neighborhood organizations provide. The City is operating from these core value statements in framing up these policy options.

- The City of Minneapolis will fund programming based on scope of services, outcomes and performance measures.
- The City will provide oversight and structure for use of public funds.
- Supporting grassroots organizing is fundamentally important.
- The City will maintain a place-based neighborhood engagement system.
- Equity and inclusion of all residents is the aspirational goal.
- Partnership and collaboration with community based organizations is paramount to achieving our goals.
- The engagement system should support the community for the next decade.

Critical Issues

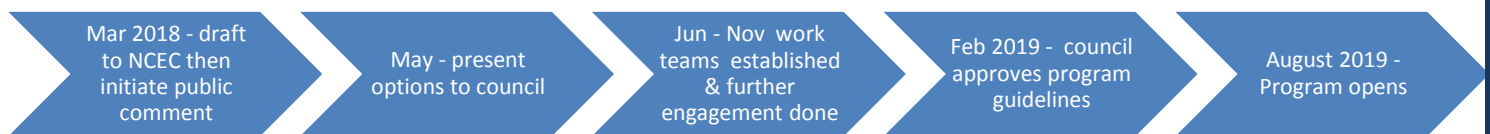
Minneapolis is growing at a rapid pace and becoming more diverse. Our communities of color are growing faster than the population as a whole. The City is facing important policy decisions about how to best protect our diversity both economically and racially. The City is now a majority renter population, and racial disparities exist in almost every factor of life such as housing, jobs, health care, education and more. All of these factors can and should be part of the dialogue around Neighborhoods 2020.

- Growing and diversifying population
- Majority renter population
- Affordable housing will be an ongoing policy priority - production not keeping up with loss
- Increased focus on equity and inclusion in city policy and programs
- Ongoing focus on eliminating racial disparities

Funding

Revenues from the Consolidated TIF will fund the CPP program through December 31, 2020 subject to annual City Council NCR budget approval. New funding is proposed to start Jan 1, 2021.

Timeline



2018

- March – Present Roadmap to the NCEC
- March & April – Public review and comment on Roadmap
- May – Present to council for adoption of framework and establishing funding commitment in City’s financial plan
- June – Establish work team for “Neighborhood Funding, Guidelines and Implementation”
- June - Establish work team for “NCEC and NRP Policy Board Reform”
- June – Establish work team for “Citywide Community Engagement Policy”
- November – Finalize program guidelines and funding strategy after robust public review and comment period
- November – Finalize recommendations for NCEC and NRP Policy Board reform (after public review and comment)
- November – Finalize recommendations for Citywide Community Engagement Policy (after public review and comment)

2019

- February 2019 – Council adopts program guidelines, advisory board redesign and Citywide Community Engagement Policy
- August 2019 – Neighborhood Funding Program opens for applications

2020

- January – Adopt Citywide Engagement Policy
- 2020 – Transition Year

2021

- March 2021 – Revised City Neighborhood and Community Engagement Advisory Board Elections



Throughout the Neighborhoods 2020 Outreach and Engagement process, some themes emerged as high priorities. In looking at the [Draft Summary of Findings](#) report, the following themes had the most comments and ideas and were weighted highest. Specific action items have been included below.

Question #1 – What Services, Opportunities and Information should Neighborhood organizations Provide? Improve the Social and Physical Environment of the Neighborhood – Neighborhood Programs for Safety, Youth Development, and Housing Issues. Beautification, Immigrant Services, Respond to Local Issues.

- It's important to note that many neighborhoods still have [Neighborhood Revitalization Program funds](#) and these funds serve as the primary source for neighborhood projects based on the specific Neighborhood Program's Action Plan.
- Neighborhood Projects are often a key way to get diverse residents to participate in civic programs and projects.

ACTION ITEM: NCR recommends to continue the use of NRP funds into perpetuity as neighborhoods are making good use of these funds and undertaking regular updates to their plans.

- All of the NRP Action Plans have hundreds of strategies regarding: Community Safety, Housing, Environment, Transportation, Livability, and many more.
- If the City makes changes to the funding and / or programmatic structure of engagement grants to neighborhood organizations, they may need to rely more heavily on NRP funds.
- On average, City of Minneapolis Neighborhood organizations have made modifications to their NRP Action plans 20 times per group over the last 20 years.
- NCR has been tracking NRP fund expenditures through the [Policy for Expenditure of NRP Funds](#) which was enacted via the City Council in November Of 2015.
 - Since the policy was enacted, NCR has undertaken thirty-eight reviews of NRP Fund Expenditures by Neighborhood.
(54 neighborhoods have passed the seven year mark).
 - 80% and 90% of NRP Phase I and II has been spent.
 - 48% and 33% of Phase I and II has been contracted.
 - Since the policy was enacted, the City Council returned [\\$9.141 million dollars of frozen NRP funds](#) greatly impacting the ability to track and keep consistent on the 7 year threshold policy.
 - All NRP Phase II Plans were submitted by the deadline set forth in the Policy.

ACTION ITEM: NCR recommends updating the Policy for Expenditure of NRP Funds to include an annual check in and review of NRP Fund Expenditures. NCR also recommends sun-setting the seven year threshold policy.

Question #2 – What are the characteristics of an Effective Neighborhood Organization?

Clear Mission and Vision / Leadership – Effective Goal Setting, Leadership Development, Honesty, Transparency, Trustworthiness .

ACTION ITEM: NCR recommends some change to how neighborhood organizations recruit and retain board members and will ask Neighborhoods via grant reporting how diverse participants are allowed to determine expenditures of neighborhood funds (NRP or other).

NCR recommends streamlining additional neighborhood and community grant funds to support this effort.

Question #3 – How can Neighborhood organizations Empower Engagement?

Increase Opportunities to Volunteer to Make a Better Place – More Diversity across ages (Youth, Childcare, Incentives, Cultural Awareness).

ACTION ITEM: NCR will assist neighborhood organizations in expanding outreach to diverse participants and encourage ways to support more inclusive engagement – Such as Child Care, Stipends, Streaming Meetings, etc.

NCR recommends streamlining additional neighborhood and community grant funds to support this effort.

General Answers that Crossed all Questions – Various Effective ways to Communicate Information

Many ways to communicate beyond just meetings. Two way communications. Partnerships with other agencies (Public and Non-Profit).

ACTION ITEM: NCR will support neighborhoods in expanding their outreach and engagement strategies via technology, partnerships and other creative means.

City of Minneapolis Engagement Policy

ACTION ITEM: In June 2018, a workgroup will be convened to revise and expand a City-wide Community Engagement Policy to be adopted by the City Council.

In 2009 the City Council passed recommendations on creating a City of Minneapolis Community Engagement Policy via the [Framework for the Future](#). The City has followed the Framework in the creation of the Neighborhood and Community Engagement Commission (NCEC), creating the Neighborhood and Community Relations Department (NCR), and implementing the Community Participation Program (CPP).

Attachment D is the section that outlined how Neighborhood organizations and the City each have unique roles in identifying and acting on neighborhood priorities and how they would partner to accomplish better two-way communications. The section outlines what each party is responsible for and essentially outlines the CPP Program contractual relationship.

- Include a city-wide Community Engagement Policy that outlines departmental expectations for community engagement. This includes appropriate notification on policies, programs and projects that respects the community and is based on the Core Principles of Community Engagement passed in 2007.
- Identify staff in each department that oversee adherence to the policy and work with NCR on Engagement Planning and Outreach.

- Collaborate with Neighborhood Organizations and Community Organizations to establish City-Wide Goals and Policy and Budget Priorities.
- Provide feedback to those who submit input on how their input was or was not used.

Advisory Board for Neighborhood and Community Engagement

ACTION ITEM: The NCR Department recommends reforming the existing advisory governance structure for neighborhood programs. Currently there are two governing bodies overseeing the Neighborhood and Community Engagement Programming at the City of Minneapolis. In June of 2018 a work group will be convened to develop recommendations to the City Council.

There is the NRP Policy Board who oversees the City's NRP dollars and Neighborhood Action Plans. There is also the Neighborhood and Community Engagement Commission who oversees the City's CPP Program, Community Innovation Fund and One Minneapolis Fund.

The City Council acted in 2017 to have both bodies explore merging or reforming and the final result was that no changes were made. The BIKO Report cited earlier also recommended reform and no changes have been made.

The NRP Policy board does not always meet quorum. All of the City's Neighborhood organizations have completed their NRP Phase I and II plans. The body is currently meeting a legislative requirement to meet four times a year. There are few items to bring to the group.

The NCEC has grown in scope and currently has eleven task forces and subcommittees. In order to staff every committee or task force and meet the expectations, a majority of NCR's work plan would need to be dedicated to staffing the Commission.

Residents mainly run un-contested for elected seats with little to no opposition because the election process is complicated and requires neighborhood delegates from every district to attend a mid-week, evening election.

ACTION ITEM: As long as there are NRP funds, there is a requirement to have the NRP Policy Board in place. NCR recommends keeping the seven elected officials represented on the NRP Policy Board - Mayor, City Council, Hennepin County, School Board, Park Board, State and House reps. as required by state statute and adding eight community seats that serve at large. The eight at large seats would be elected by the community at a neighborhood congress or at NCR's annual Community Connections Conference.

The benefits to this reform is having contested races for community seats, alleviating a complicated NCEC election cycle with neighborhood electors needed, and having an engaged and active NRP Policy Board who oversees all the NCR funded programs along with community representatives.

Grant funds beyond the Neighborhood Revitalization Program (NRP) and Community Participation Program (CPP)

ACTION ITEM: NCR recommends reforming the additional grant funding available to Neighborhood organizations and Non-Profit Community groups that currently have a broad scope of services to more directly support the outcome of Equity and Inclusion in Neighborhood organizations.

ACTION ITEM: NCR recommends any additional grant funds be available for partnerships between Neighborhood organizations and Community Organizations to increase diversity in leadership and decision making. Funds should follow a similar cycle to the larger Neighborhood Grant program with similar reporting requirement and programmatic procedures.

There are two discretionary funding programs. The Community Innovation Fund (CIF) and One Minneapolis Fund.

CIF was originally created via the Framework for the Future to allow neighborhoods to seek out innovative and locally relevant approaches to City identified goals or problems. The guidelines place priority on collaborations and are reviewed by the NCEC for approval by the City Council. (\$300,000 is awarded for a two year project scope and timeline). Projects vary widely and the only requirement is that they support a City Goal.

One Minneapolis Fund was originally created in 2013 to support community-based nonprofit Organizations (Not neighborhood organizations) whose work advances a particular City Goal, One Minneapolis; Eliminating disparities so all residents can participate and prosper. The proposals are reviewed by the NCEC for approval by the City Council. (\$182,000 is awarded for a two year project scope and timeline).

Group A Funding: Community or Cultural Organizations should submit proposals for projects that develop and prepare leaders to serve on City boards and commissions and on one of Minneapolis' 70 neighborhood organization boards.

Group B Funding: Community or Cultural Organizations should submit proposals for projects that that connect diverse residents to the City and engage communities, beyond neighborhood borders, in specific targeted audiences. These programs may be either established and on-going programs or new programs.

While the City of Minneapolis has made progress on [diversifying the City's Appointed Boards and Commissions](#), the Neighborhood organizations have not made as much progress on [diversifying their boards](#). Grant programs should support our mission of helping neighborhoods increase equity and inclusion goals and should assist with creating more diverse leadership in the Neighborhood organizations.

Funding, Program Guidelines and NCR

ACTION ITEM: In June of 2018, A Neighborhood Funding, Guidelines and Implementation work team will develop funding options for Neighborhood Organizations. This work group will include policy makers who have the ultimate decision making authority on programs and funds.

Current funding will support the neighborhood organization program (Community Participation Program, CPP) through 2020, ending December 31, 2020. The existing funding resource (Tax Increment Finance Districts –TIF) is dissolved December 31, 2019. The total funds needed for Neighborhood and Community Engagement staff and programming will be approximately 6 million per year to maintain the current level of service to the community and to continue to forge the strong system of support for Neighborhood organizations.

The work group will also look at NCR programs and neighborhood support for improvements that will support positive neighborhood outcomes and impact.



Neighborhood Program Options for Consideration



To Address Critical Issues

Neighborhoods 2020 is a unique opportunity to analyze our existing neighborhood and community engagement programming, structure, funding and oversight. NCR has taken care to make options available for City policy makers to consider, taking into account the historical success of the Neighborhood Revitalization Program (NRP) and Community Participation Program (CPP).

The City has long recognized the importance of Neighborhood organizations and that they are an important link to the civic and community life of the City of Minneapolis. Neighborhood organizations are also in a unique position to identify local issues and opportunities in their communities and mobilize local resources.

The [Neighborhood and Community Relations \(NCR\) department](#) worked in collaboration with the [Neighborhood and Community Engagement Commission \(NCEC\)](#), community partners, neighborhood organizations, City leaders, and other stakeholders to determine policy recommendations for the future programming and funding of neighborhood organizations.

We must look for constant ways of improving the services we provide to our residents via our granted agencies. Businesses and agencies who do not change and adapt to the changes in society and the world have a difficult time remaining relevant, competitive and surviving.

The options that include reform in Neighborhoods 2020 include ways we can plan for a more equitable, impactful, and sustainable neighborhood funding system. The idea is not just to help neighborhoods survive past 2020, it is to help them thrive. It is also looking at a new model for Engagement Policy at the City of Minneapolis and making sure that we have a two-way relationship with our contracted agencies and that the City enterprise is committed to creating consistency and transparency in our engagement efforts.

This is also an opportunity to evaluate how NCR can provide better services to residents, contracted agencies and City departments. The current staffing levels and structure make it difficult to meet the expectations of Neighborhood organizations, the City and other important partners. The most recent evaluation of [Neighborhood Programming](#) indicated that several more neighborhood specialist staff at NCR should be hired and that the Neighborhood and Community Engagement Commission (NCEC) is in need of reform. None of this has occurred.

At this time, these options are presented for discussion purposes only. The NCR Department and the NCEC are not making recommendations to the City Council. Recommendations to the city council will be developed after further community dialogue and work groups have taken place - anticipated date November 2018.



Option #1 – Impact Assessment Model

The impact assessment model allows for Neighborhood organizations to be classified and funded based on the capacity of the organization. How neighborhoods are classified could be determined by a third party source with extensive knowledge of the Minneapolis neighborhood system. Or the assessment could be a self-assessment. The final determination would be vetted by both NCR staff and NCEC before going to the Minneapolis City Council for approval.

An example of an impact assessment model is:

Level I organization – No staff, has developed web site and newsletter, is creating partnerships and collaborations.

Level II organization – Has part-time staff, is in the process of fiduciary certification, has emerging community partnerships and renter leadership.

Level III organization – Sufficient staffing for intended impact, and has outside funders, fiduciary certification, solid community partnerships, sustainable programming and leadership for renters and underrepresented groups.

Pros –

- Ability to increase partnerships across neighborhood organizations and increase mentorship between higher capacity groups and smaller capacity groups
- Not based solely on a complex funding formula, but based on what the Neighborhood Organization feels they can effectively accomplish with their grant funds through the City's application process
- Level I and II Organizations could provide administrative oversight for smaller Neighborhood organizations so they can focus more on community organizing
- Manages expectations from other stakeholders on what the capacity to provide outreach and engagement is for each funded organization

- Increases opportunities for more partnerships with cultural organizations and larger non-profit CBO's
- Increases fiduciary consistency throughout the neighborhood system
- Allows for complete autonomy of Neighborhood organizations as separate from the City
- Increases capacity of NCR staff to focus on equity and inclusion efforts and the training and support that neighborhood, City departments and cultural organizations expect
- Increases consistency across the City for robust engagement opportunities in all areas of the City

Cons –

- Could result in lower funding for neighborhood organizations who do not wish to partner with a higher level organization
- Could result in additional staff and volunteer time in doing assessment and handling disputes
- May result in organizations growing too fast
- May result in additional staffing costs

Option #2 – Pooled Services Model

The pooled services model allows for Neighborhood organizations to be funded at a capacity base level and for what they feel is possible to accomplish with their grant funds through an application process.

It differs from the impact assessment model in that some funds will go to pooled administrative and support services to a geographic area loosely based on the Minneapolis planning districts / communities. The pooled services model would provide administrative and inclusiveness support for neighborhood organizations and engagement support for the City of Minneapolis.

Pros –

- Ability to provide more administrative support for neighborhood organizations such as financial management, payroll, HR, legal, risk management and policy and procedure development
- Allows for neighborhood organizations to focus more on community organizing and less on admin
- Allows for NCR to be more embedded in the community
- A more de-centralized approach to engagement support for City of Minneapolis Departments and leaders with more support and feedback on local projects, programs and policies
- NCR could create pool of supportive services, including bi-Lingual outreach support, translation, childcare, etc. - help with increasing equitable engagement at the neighborhood level
- Increases fiduciary consistency throughout the neighborhood system

Cons –

- May result in an increased need for additional funding
- Potentially creates another layer of bureaucracy
- Could be seen as blurring the lines of independence of Neighborhood organizations and the City of Minneapolis

Option #3 – Community Participation Program (CPP) Model

The [Community Participation Program](#) model is the current model of engagement funding for Neighborhood organizations on a three year cycle based on a complex funding formula. The formula takes into consideration many factors of each neighborhood such as size, underrepresented groups,

income and livability. The minimum allocation is \$25,000 per year. Neighborhoods receive an additional \$900 for directors and officers insurance.

Pros –

- Ability to maintain the existing robust system of 70 neighborhood organizations
- Minimizes disruption to the current neighborhood system
- Allows for complete autonomy of Neighborhood organizations as separate from the City

Cons –

- Lack of fiduciary consistency across the system
- Capacity of Neighborhood organizations varies widely
- Expectations of Neighborhood organizations do not always match capacity
- Expectations of NCR do not always match capacity
- Outreach support for City programs, projects and policies varies by organization
- Limited capacity for systemic equity

Option # 4– To be determined – We want your ideas!



Background



The City of Minneapolis has historically recognized that neighborhood organizations are an important link to the civic and community life of the City of Minneapolis. Neighborhood organizations are also in a unique position to identify local issues and opportunities in their communities and mobilize local resources.

For three decades, neighborhood organizations have led resident-based planning efforts resulting in more than 130 Neighborhood Action Plans adopted by the City, directing the use of more than \$300 million of City funds.

One of the main goals of the [Blueprint for Equitable Engagement \(2015-2020\)](#) is to support Inclusive, vibrant and effective neighborhood organizations. In addition to the project-based work carried out over the past two decades through the [Neighborhood Revitalization Program \(NRP\)](#), neighborhood organizations are an increasingly integral part of the City's engagement efforts.

Neighborhood organizations also serve communities that are demographically unique and face very different challenges. The [2008 Framework for the Future](#) established goals for administrative and program funding for Minneapolis neighborhood organizations, and led to the design and implementation of the [Community Participation Program \(CPP\)](#) in 2010 and 2011 following extensive engagement with neighborhood organizations across the City.

The Community Participation Program was designed around the anticipated revenues from the [Consolidated Redevelopment Finance District](#). Revenues from this district will be discontinued after 2020, and the change in funding sources provides an opportunity to reexamine the roles of Minneapolis Neighborhood organizations and to establish a new partnership between neighborhood organizations and the City.

Summary of Outreach, Engagement and Research

Throughout 2017 NCR staff collaborated with the NCEC and other stakeholders to have robust conversations on [Neighborhoods 2020](#). Outreach and Engagement were varied and diverse depending on the audience and in keeping with the [Core Principles of Community Engagement](#) that was passed by the Minneapolis City Council in 2007. One of the Core Principles is that "Public participation seeks input from participants in designing how they participate." Therefore, there were many ways to give the City feedback and ideas for the future role of Neighborhood organizations. Some examples of these activities are:

- Five geographically located community conversations using the Art of Hosting and World café engagement methodology with over 500 people signing in at the meetings
- Culturally specific focus groups for Lao, Hmong, Latino and American Indian community based on underrepresentation at larger geographic meetings
- On-line survey
- Monthly meetings with the NCEC Neighborhoods 2020 Committee
- In person feedback at the Community Connections Conference
- Presentations from the City of Seattle, City of St. Paul, and Minneapolis Neighborhood organizations at the monthly Neighborhood and Community Engagement Commission (NCEC) meetings

- Presentation from City Coordinator staff at the NCEC on Summary Research Data compiled from many large communities with Neighborhood systems in the United States
- City luncheon conversations with staff from Minneapolis City Departments
- City luncheon conversations with staff of Minneapolis Elected Officials

Appendix

- A. [FRAMEWORK FOR THE FUTURE 2009](#)
- B. [COMMUNITY PARTICIPATION PROGRAM GUIDELINES 2017-2019](#)
 - B1. [COMMUNITY PARTICIPATION PROGRAM ALLOCATIONS 2017-2019](#)
- C. [ONE MINNEAPOLIS FUND GUIDELINES](#)
- D. [COMMUNITY INNOVATION FUND GUIDELINES](#)
- E. [NRP POLICY BOARD](#)
- F. [NEIGHBORHOOD AND COMMUNITY ENGAGEMENT COMMISSION](#)
- G. [BIKO REPORT](#)

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