

Minneapolis
City of Lakes

**Office of the
City Coordinator**

Steven Bosacker
City Coordinator

350 South 5th Street – Room 301M
Minneapolis MN 55415-1393

Office 612 673-3992
Fax 612 673-3250
TTY 612 673-2157

steven.bosacker@ci.minneapolis.mn.us

Date: November 9, 2006
To: Mayor Rybak and City Council Members
Neighborhood Revitalization Program Policy Board Members
From: Steven Bosacker, City Coordinator
Subject: Community Engagement Report

I am pleased to provide you with the enclosed Community Engagement Report, submitted today in response to the City Council's direction of May 12, 2006, to review and summarize previously documented feedback, reports and recommendations on the City of Minneapolis's current community engagement system and activities.

This report arrives at a moment when we see dramatic new evidence of how quickly our city is changing. The Minneapolis Public Schools report that almost a third of Minneapolis students now speak a language other than English in the home! Clearly this is an important time to assess the effectiveness of the City's current community engagement system, and to listen to the voices of the diverse community stakeholders that are summarized in this report.

This report also provides useful background for two upcoming financial and policy decisions. One is the allocation of future City funding (post-2007) for citizen participation contracts and other ongoing community engagement activities, given the expected reduction of Community Development Block Grant funds and increasing pressure on the General Fund. The other is the purpose and operation of the Neighborhood Revitalization Program following its final year of authorized annual funding in 2009.

While specific recommendations on these topics are beyond the scope of this report, in recent years the City has received a wealth of relevant input from a variety of community stakeholders, which the staff work group has summarized here for your review and consideration.

At a time of dramatic demographic changes and constrained public resources, this report lays the groundwork for a comprehensive discussion of the scope and structure of the City's community engagement system, and suggests a number of important and achievable improvements in how the City of Minneapolis currently engages the wider community when making decisions.

I look forward to the discussion of this report before the full City Council in January 2007. In the meantime, I encourage you to review and consider this timely report.

Enclosure.



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Community Engagement Report

Prepared for the Minneapolis City Council

November 8, 2006

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Executive Summary

On May 12, 2006, the Minneapolis City Council directed a staff work group to review and summarize previously documented feedback, reports and recommendations on the City's current community engagement activities. This report presents the results of that work.

Section I describes the current Minneapolis community engagement system, outlining the different types of activity that comprise it. They include the activities of elected officials and their offices; standing committees of the City Council; formal public hearings; official advisory boards and commissions; temporary advisory groups; citywide communication and engagement activities; planning activities; department- or program-specific activities; citizen participation contract activities, and the Neighborhood Revitalization Program (NRP). This section also describes the Community Engagement Process Model that was introduced in January 2006, and the process of implementing this new model.

Section II summarizes observations and recommendations about the current community engagement system that the City has received from a wide variety of stakeholders. These observations and recommendations are organized according to eight principles of effective community engagement that were identified at the Minneapolis City Council Study Session in July 2003. This section comprises the bulk of the report, and contains a wealth of valuable community feedback and insight.

Section III condenses the observations and recommendations in Section II into five summary recommendations. In order to improve its current community engagement (CE) system, most internal and external stakeholders agree that the City of Minneapolis should:

- 1. Explain the decision-making authority for each type of city decision;**
- 2. Clarify the roles and responsibilities of all official advisory groups;**
- 3. Establish predictable, base-line CE expectations for each type of decision;**
- 4. Develop accessible, consistent, two-way communication systems; and**
- 5. Coordinate planning and priority setting with other public jurisdictions.**

Of course the community input summarized in Section II may suggest other improvements to the City's community engagement system that the Mayor and Council will also want to consider.

This report concludes with a recommendation that any engagement activities designed to inform the implementation of these recommendations – or other improvements – should be completed during the first quarter of 2007, in order to allow time for the resulting decisions to influence the 2008 operating budget, which the Mayor will recommend to the City Council in August 2007.

Introduction

In light of changing demographics, declining Community Development Block Grant funding and the approach, in 2009, of the final year of authorized funding for the 20-year Neighborhood Revitalization Program (NRP), the Minneapolis City Council has begun an analysis of the City's community engagement activities and related organizational capacity and resources.

On May 12, 2006, the City Council passed a resolution directing a staff work group, under the direction of the City Coordinator, to review and summarize recent, previously documented feedback, reports and recommendations on the City's current community engagement (CE) system and activities. While the City Council did not direct the work group to conduct extensive additional community engagement activities as part of preparing this summary report, it did ask the work group to review local and national CE models and to interview representatives of the City's governmental partners and other stakeholders.

This report summarizes the findings of the staff work group, which included Community Engagement Coordinator Clara Perrin (Communication Department), Senior Policy Manager David Fey (Community Planning and Economic Development – CPED), and Research Intern Molla Reda (CPED Research), under the direction of City Coordinator Steven Bosacker. The report is organized in three sections:

Section I: The Current Minneapolis CE System

- Definition of Community Engagement
- Introduction of the CE Process Model
- Description of Current CE Activities
- When CE Activities are Used

Section II: Recent Reports and Recommendations

- Summary of Recent Reports and Actions
- Additional Stakeholder Interviews
- Observations and Recommendations

Section III: Improving the Minneapolis CE System

- Summary Recommendations
- Next Steps

An appendix to this report includes a list of official boards and commissions, information on emerging public participation technologies, and a copy of the 2006 City of Minneapolis Citizen Participation Program guidelines.

Section I: The Current Minneapolis CE System

Definition of Community Engagement

There are many possible definitions of the term “community engagement.” John Persico and Peg Peck-Chapman, the consultants who worked with the City Communication Department in 2005 to develop the Community Engagement Process Model, observed that there is considerable confusion about what qualifies as community engagement and what does not. They concluded that the activities identified by both City staff and community stakeholders naturally fall into two categories: 1) ***engaging*** the community regarding a City decision, and 2) ***being involved*** in the community to deliver programs or services, volunteer, educate or build relationships. Based on this distinction the consultants worked with the Communication Department to arrive at the following definition, which we will use for the purpose of this report:

- ***Community engagement always involves an impending city government decision.***

Of course, while ***engaging*** members of the community in a decision-making process, the City may also ***be involved*** in activities that educate and build positive relationships, but the primary purpose of community engagement – as defined above – is ***to empower people to influence decisions that shape their city and their lives.***

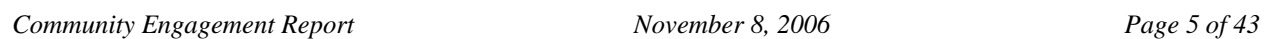
Introduction of the Community Engagement Process Model

Using this definition of community engagement, Persico and Peck-Chapman developed the Minneapolis Community Engagement Process Model. The purpose of the model is to help City departments standardize their approach to planning CE activities around all kinds of decisions. The model encourages City departments to incorporate standardized engagement processes into their business practices. It also assists them to develop more meaningful, efficient and cost-effective community engagement activities, and to evaluate the effectiveness of their efforts.

The model was developed through a year-long review of existing models of local-government community engagement, discussions with City department representatives, and consultation with community leaders and advisors. It was an interactive process drawing on the experience and input of government and non-government practitioners and community stakeholders.

The City introduced the model in January 2006, and hired a new Community Engagement Coordinator who conducted introductory training sessions for staff in the spring and fall. This summer all City departments identified current CE activities and incorporated implementation of the model into their updated 5-year business plans. The Community Engagement Coordinator works with departments on an ongoing basis to customize and refine their engagement activities.

A flow chart illustrating the Community Engagement Process Model appears on the following page. The complete CE Process Model Guide Book is available on the City website at: [Community Engagement \(CE\) Process Model Guidebook](#)



Description of Current CE Activities

While the introduction of the Community Engagement Process Model was a recent event, there are of course many ways the City of Minneapolis already engages the community and has for many years. In fact – with over 50 official boards and commissions, citizen participation contracts with over 70 neighborhood groups, and over 70 neighborhood action plans at various stages of development and implementation through the NRP – Minneapolis has one of the most extensive and elaborate community engagement systems in the country.

For some, Minneapolis is a city where these opportunities for involvement in decision making are well understood, but so numerous that they (and their organizations) can feel overwhelmed and ineffective. For others, just trying to figure out how to influence a particular public decision is so frustrating that they give up. In both cases, we miss the mark. Opportunities for meaningful involvement in important public decisions should be clear, predictable and accessible for every interested member of our community. This is our goal and guiding value.

The community engagement system in Minneapolis is very complex, partly because it involves many different groups and types of activities, and partly because the system itself and the groups and activities it includes are always changing. Like a hospital that remodels and adds a new wing every few years, the City's community engagement system has become a very confusing place. Even City employees struggle to understand it.

Like that growing hospital, we need to help people find their way around. But if we look more closely, we may also find that we need to reorganize or simplify the system to make it easier for everyone to understand and use. What follows is a description of the Minneapolis community engagement system – as it stands today – in all its constantly-changing complexity.

Ten types of activity comprise the current Minneapolis community engagement system:

- 1. Activities of Elected Officials and Their Offices**
- 2. Standing Committees of the City Council**
- 3. Formal Public Hearings of the City Council**
- 4. Official Advisory Boards and Commissions**
- 5. Temporary Advisory Groups or Committees**
- 6. Citywide Communication and CE Activities**
- 7. Citywide and Small-Area Planning Activities**
- 8. Department-, Program- or Project-Specific Activities**
- 9. Neighborhood Citizen Participation Contract Activities**
- 10. The Neighborhood Revitalization Program (NRP)**

CE Activity 1: Activities of Elected Officials and Their Offices

The community engagement activities of elected officials may include visits to regularly-scheduled neighborhood or ward meetings; blogs, newsletters, email or other notices sent directly to constituents; special meetings or forums convened to discuss a particular issue or pending decision; constituent-relations and outreach activities conducted by office staff; door-knocking and election-related activities; and of course elections themselves, which could be considered the ultimate community engagement activity.

CE Activity 2: Standing Committees of the City Council

There are eight standing committees of the City Council, seven of which meet once during the two-week cycle prior to meetings of the full Council. These seven committees are Community Development; Health, Energy and Environment; Intergovernmental Relations; Public Safety and Regulatory Services; Transportation and Public Works; Ways and Means / Budget; and Zoning and Planning. The eighth standing committee, Claims, meets once each quarter. Three special standing committees of the City Council are convened as called by the Chair. They are Elections, Rules and Taxes. The Executive Committee, which considers appointments of department heads and other officials and negotiates labor contracts, generally meets on a bi-weekly basis.

Most City Council decisions are considered by at least one of these standing committees before coming to the full Council for final action. Although the City Council's meetings are also public and televised, there is seldom time allotted for public input or dialogue; this type of engagement is usually handled at the committee level rather than at meetings of the full City Council.

CE Activity 3: Formal Public Hearings of the City Council

The City Council is required to host formal public hearings for some decisions, including the adoption of the annual budget, applications for federal funding, and certain decisions concerning the sale and use of land. The Mayor and Council may choose to hold public hearings on other decisions as well. Public hearings usually have a formal structure designed for the one-way communication of community concerns and opinions to the Mayor and Council, and are not generally intended to be forums for discussion or collaborative decision making.

CE Activity 4: Official Advisory Boards and Commissions

There are also over 50 official boards and commissions, to which community members are appointed to advise the Mayor and City Council on a wide range of issues and decisions. Some of these, like the Planning Commission and the Capital Long-Range Improvements Committee, have well-defined functions and provide highly structured recommendations to the Mayor and Council that directly influence public decision making. Others, like the Senior Citizen Advisory Committee and Latino Advisory Committee, also provide input and recommendations on City decisions, but the process is not as clearly structured and varies widely depending on the composition and leadership of the group at a given time.

Finally, there are a number of independent and multi-jurisdictional boards and commissions, including the school, park and library boards, the Youth Coordinating Board, the Neighborhood Revitalization Program Policy Board and the Board of Estimate and Taxation. A complete list of current boards and commissions is included in the appendix to this report.

CE Activity 5: Temporary Advisory Groups or Committees

From time to time, the Mayor and City Council also establish temporary advisory committees to advise the City regarding a particular issue or decision, such as the selection of a department head or the establishment of a new policy or program. These groups are appointed by the Mayor and Council for a specific period of time, to influence a specific decision, and then disband.

CE Activity 6: Citywide Communication and CE Activities

In addition to working with individual departments to promote and facilitate use of the CE Process Model described above, the Communication Department also coordinates a number of citywide outreach and engagement activities, including a bi-annual resident survey and development of the increasingly interactive City of Minneapolis website. The website allows residents to sign up for automatic email updates on a growing range of topics, including the agendas and minutes of individual committees, boards and commissions. It can also be used to provide an online forum or survey on a current topic or pending public decision. The City is actively exploring increased use of interactive “e-government” technology.

CE Activity 7: Citywide and Small-Area Planning

The Planning Division of the Department of Community Planning and Economic Development (CPED) works directly with residents, businesses and community organizations on a wide range of citywide and small-area planning activities. For example, CPED is currently facilitating community engagement in small-area planning activities in Downtown and Uptown and on West Broadway Avenue, while developing the citywide community engagement process for the ten-year update of the citywide comprehensive plan (“The Minneapolis Plan”) in 2007-2008.

CE Activity 8: Department-, Program- or Project-Specific Activities

Many City departments – including Police, Public Works, Regulatory Services, CPED, and Health and Family Support – regularly engage the community in decision making relative to specific programs and projects. For example, Public Works regularly provides public notices and participates in community meetings regarding planned street and infrastructure improvements. Regulatory Services facilitates public engagement on a wide range of site-specific licensing and environmental issues. The Police Department convenes Precinct Advisory Committees and staffs the Police Community Relations Council.

In addition to the official advisory boards and commissions described above, many departments also convene temporary or on-call advisory committees for specific purposes, such as the multi-cultural advisory committee recently convened by the Department of Health and Family Services to advise the Public Health Advisory Committee on the development of its urban health agenda.

CE Activity 9: Neighborhood Citizen Participation Contracts

In addition to the department-sponsored activities described above, CPED also administers citizen participation contracts with 77 neighborhood organizations, and works with these organizations to engage the community around a variety of development-related decisions.

These contracts identify specific types of decisions for which the City provides neighborhood groups with notification, and a 45-day review period, before taking action. These contracts do not obligate neighborhood groups – or the City – to engage the community regarding other kinds

of City decisions. The 2006 citizen participation contract and a list of the organizations with which the City has active contracts are included in the appendix to this report.

CE Activity 10: The Neighborhood Revitalization Program

The Neighborhood Revitalization Program (NRP) is a 20-year program designed to revitalize Minneapolis neighborhoods by engaging residents and local government in the development and implementation of neighborhood action plans, primarily funded by tax-increment revenue from downtown redevelopment projects of the 1970s and 1980s. While the NRP has increased the organizational capacity of neighborhoods – and has engaged residents in the development and implementation of local action plans – the program has not generally focused on engaging the community in broader, citywide decisions such as policies, programs or budget priorities.

When CE Activities are Used

In order to understand when different activities are currently used to engage the community in City decisions, it helps to recognize that not all decisions are the same. Depending on the type of decision, some CE activities are more appropriate than others. For example, a citywide decision like the annual operating budget might involve very broad engagement, while a request from a local café to permit sidewalk seating might only involve only the residents of the immediate area. For the purpose of this report, we have grouped City decisions into three categories:

Citywide Decisions

- City of Minneapolis five-year goals and strategic plans
- City of Minneapolis ordinances, policies and regulations
- City of Minneapolis comprehensive plan and zoning code
- City of Minneapolis capital and operating budgets
- Citywide projects (*wireless internet access, 311, etc.*)

Community Decisions

- Small-area, multi-neighborhood or corridor planning
- Multi-neighborhood projects (*Midtown Exchange, 35W Access, etc.*)
- Community-specific zoning and other regulations (*districts, zoning overlays, etc.*)
- Community-specific policies or programs (*affecting seniors, immigrants, etc.*)

Local Decisions

- Neighborhood-level planning, including NRP action plans
- Site- and project-specific zoning and development approvals (*within one neighborhood*)
- Block or neighborhood-level project or program funding (*by the City*)

The chart on the following page indicates how frequently each of the ten CE activities outlined above is currently used in the process of making each category of City decision.

How Frequently Current CE Activities Are Used

Decision Type: Activity Type:	Citywide Decision	Community Decision	Local Decision
Activities of Elected Officials and Offices	Sometimes by choice of an elected official	Sometimes by choice of an elected official	Sometimes by choice of an elected official
Standing Committees of the City Council	Frequently required; sometimes by choice	Frequently required; sometimes by choice	Frequently required; sometimes by choice
Formal Public Hearings of the City Council	Frequently required; sometimes by choice	Sometimes used by choice	Rarely used to inform local decisions
Standing Advisory Brds. and Commissions	Sometimes required; sometimes by choice	Rarely used to inform community decisions	Rarely used to inform local decisions
Temporary Advisory Groups or Committees	Sometimes used by choice	Sometimes used by choice	Rarely used to inform local decisions
Citywide Communication and CE Activities	Sometimes required; sometimes by choice	Rarely used to inform community decisions	Rarely used to inform local decisions
Citywide and Small-Area Planning Activities	Sometimes required; sometimes by choice	Frequently required; sometimes by choice	Sometimes used by choice
Department-, Program- or Project- Specific Activities	Rarely used to inform citywide decisions	Sometimes used by choice	Sometimes required; sometimes by choice
Citizen Participation Contract Activities	Rarely used to inform citywide decisions	Sometimes used by choice	Sometimes required; sometimes by choice
NRP Program Activities	Rarely used to inform citywide decisions	Sometimes used by choice	Sometimes required; sometimes by choice

When reviewing the chart above, two observations leap out:

- **There is a general logic to the current system:** Citywide decisions are *more likely* to involve formal public hearings, official advisory bodies and citywide communication and engagement activities, while local decisions are *more likely* to involve only project-specific and neighborhood-level community engagement activities. That makes sense.
- **Beyond this general logic, nothing is certain:** Depending on the category of decision, each of the engagement activities listed above may occur frequently, sometimes or rarely, *but it is very difficult for the public to predict which activities will actually occur*, which makes the City's current CE system difficult to understand. That is a problem.

So, how well are these current CE activities working to engage the community in important City decisions? Given this second observation, it is not surprising that many of the stakeholders who have participated in forums, studies or interviews on the subject of community engagement in recent years report that the City's current system is very confusing and difficult to predict.

The following section of this report summarizes the observations and recommendations the City has received during the past four years from a wide variety of interested stakeholders.

Section II: Recent Reports and Recommendations

Summary of Recent Reports and Actions

In 2002, the Mayor and City Council adopted a set of citywide goals and expectations that included the following: “The voices of individuals and the community are valued and will be heard and involved at appropriate points in the City’s decision-making processes. The City will be more effective and efficient in how we communicate with and engage communities, and will work to include those who are typically under-represented in public dialogue. We will focus our engagement in a manner that supports the long-term strength of the community.”

This statement of commitment marked the beginning of a four-year period of internal and external discussion of the City’s community engagement activities, and produced a variety of recommendations for improvement, as well as a series of City Council actions. While the staff work group assembled and reviewed over 50 related documents from this period, the following summary focuses on the following major reports and related City Council actions.

Strengthening Community & Economic Development in Minneapolis – June 14, 2002

Report of McKinsey and Company; based on extensive stakeholder input – including more than 300 interviews and nearly 1,000 survey responses – as well as national literature research.

Purpose: “to address critical challenges and major issues related to community planning and community development in Minneapolis, and to recommend an integrated set of actions.”

City Council Focus Minneapolis Resolution – September 13, 2002

Authored by Council Members Goodman, Benson, Biernat, Lane, Ostrow, Schiff and Zimmermann, resolution 2002R-303 implemented the “Focus Minneapolis” initiative. Purpose: “to strengthen planning and community development in the City of Minneapolis.”

NRP Focus Minneapolis Working Group Report – February 25, 2003

Report of NRP Policy Board working group including NRP and City staff; facilitated and documented by NRP Director Bob Miller. Purpose: “to evaluate Focus Minneapolis and develop implementation options that protect the integrity of neighborhoods in neighborhood planning” and “to evaluate incorporation of the functions of NRP into the CPED structure.”

Community Engagement Staff Work Group Report – April 2003

Report of City staff group, convened by the City Coordinator, that included City and NRP staff; facilitated and documented by Pam Miner, CPED Planning Division. Purpose: to document community engagement activities within the City of Minneapolis, examine engagement models from other communities, and propose a set of common principles.

Community Summit Report & Discussion Paper – May 2003

Community Summit convened by Powderhorn Park Neighborhood Association, Metropolitan Interfaith Coalition for Affordable Housing, Seward Neighborhood Group and the Center for Neighborhoods; facilitated and summarized by Barbara Raye, Center for Policy, Planning and

Performance (an independent consultant). Purpose: “to review the current [Minneapolis] citizen participation system, explore its strengths and weaknesses, and suggest ways to improve upon what currently exists.”

City Council Study Session on Community Engagement & NRP Phase II – July 18, 2003

Study session presented by City and NRP staff and by Gretchen Nicholls, Director of the Center for Neighborhoods, representing the Community Summit. Purpose: “to discuss the City’s community engagement system, including NRP Phase II, in the context of diminished financial resources,” and “to agree on the givens that frame this discussion, and identify common principles we can use to resolve questions of resources and structure for the City’s community engagement system, including (but not limited to) NRP.” These eight principles are used to organize the summary of observations and recommendations that follows.

City Council Resolution on Community Engagement – February 13, 2004

Authored by Ways and Means / Budget Committee Chair Johnson, resolution 2004R-063 directed “that the Communications Department assume the responsibility for coordinating the City’s community engagement activities and that the City Coordinator be directed to identify funds within the existing department budget to create a permanent, full-time position dedicated to coordinating the community engagement efforts,” and “that a ‘Communications/Community Engagement’ component be added to departmental business plans.” Purpose: to “strengthen City government management and enhance community engagement.”

Minneapolis Community Engagement Project Report – December 17, 2004

Sponsored by Council Members Niziolek and Benson, and facilitated and documented by Joe Barisonzi of CommunityLeader, Inc. (an independent consultant). Purpose: to identify problems with the City’s current system and to provide a definition and a recommended framework for an improved Minneapolis community engagement (CE) system, as well as a recommended process for designing the improved system.

New American Collaborative: Principles & Recommendations – October 2005

A response to the publicly circulated June, 2005, draft of the new Minneapolis CE Process-Model Guidebook from the New American Collaborative Member Organizations, endorsed by: Confederation of Somali Communities of Minnesota, Minnesota African Women’s Association, American Refugee Community For the Horn of Africa, Somali Benadiri Community of Minnesota, Hope International, Minnesota State Colleges and Universities, Pillsbury United Communities, Women’s Initiative for Self Empowerment, Leadership Empowerment and Development Group MN, Oromo Community of Minnesota, International Self Reliance Agency for Women, and Somali Community of Minnesota. Purpose: “these recommendations are presented to the Minneapolis Mayor and City Council to incorporate into the Minneapolis Community Engagement Process-Model Guidebook for City departments, and in consideration of the City’s overall goals and activities in regard to community engagement.”

Minneapolis CE Process-Model Guidebook & Summary Report – November 11, 2005

The Communications Department distributed final versions of the CE Process-Model Guidebook and Summary Report, produced by Quantum Change (an independent consultant). Purpose: “to

enhance and standardize community engagement practices around decision-making, and better manage resident expectations citywide” and “to help departments incorporate a standardized community engagement process model around decision-making into their business practices.”

City Council Resolution on Community Engagement – February 24, 2006

Authored by Council Members Johnson and Ostrow, resolution 2006R-094 called for a discussion of future community engagement needs and related organizational capacity and resources. Purpose: to direct the City Coordinator to develop a plan and time line.

City Council Staff Direction – May 12, 2006

The Ways and Means / Budget Committee recommended, and the City Council approved, creation of a staff task force. Purpose: to review previous input, reports and recommendations on the subject of community engagement in Minneapolis; review model CE structures; interview partners and stakeholders, and summarize findings and recommendations for the City Council, reporting back to the Ways and Means / Budget and Community Development Committees of the City Council and to the Policy Board of the NRP.

Additional Stakeholder Interviews

In addition to reviewing the reports and actions outlined above, the staff work group identified a number of stakeholder groups whose views were not adequately represented in these previous efforts, and conducted interviews with representatives of these groups. Specifically, members of the work group interviewed representatives of other local government jurisdictions, as well as the leadership of a sampling of other advisory boards and commissions, including:

- NRP Policy Board
- Minneapolis School Board
- Minneapolis Library Board
- Hennepin County Board of Commissioners
- Capital Long Range Improvement Committee
- Civil Rights Commission
- Minnehaha Creek Watershed District Board
- Minneapolis Planning Commission
- Metropolitan Urban Indian Directors
- Public Health Advisory Committee
- Senior Citizen Advisory Committee

Representatives of the Park and Recreation Board and some of the advisory boards and commissions the work group contacted did not respond to our request for an interview.

Observations and Recommendations

What follows is a summary of observations and recommendations from these 18 reports and interviews, organized according to the eight principles of community engagement identified during the Minneapolis City Council Study Session in July of 2003. Of course, many of these comments relate to more than one of these community engagement principles.

The work group did not attempt to reconcile differing views. However, where there were obvious common themes, these are summarized in an introductory paragraph. Each specific observation or recommendation is followed by a code identifying its source:

MKR	McKinsey Report on Community and Economic Development (6/02)
NRP1	NRP “Focus Minneapolis” Working Group Report (2/03)
CWG	City Work Group Report on Community Engagement (4/03)
CSR	Community Summit Report and Discussion Paper (3/03)
CEP	Minneapolis Community Engagement Project Report (12/04)
NAC	New American Collaborative: Principles and Recommendations (10/05)
PMG	Minneapolis CE Process Model Guidebook and Report (11/05)
NRP2	Neighborhood Revitalization Program Policy Board (7/06)
MPS	Minneapolis School Board (9/06)
MPL	Minneapolis Library Board (9/06)
HCB	Hennepin County Board of Commissioners (10/06)
CLIC	Capital Long Range Improvement Committee (9/06)
CRC	Civil Rights Commission (9/06)
MCB	Minnehaha Creek Watershed District Board (9/06)
MPC	Minneapolis Planning Commission (9/06)
MUID	Metropolitan Urban Indian Directors (9/06)
PHAC	Public Health Advisory Committee (9/06)
SCAC	Senior Citizen Advisory Committee (9/06)

Principle 1: Decision processes must be clear, open and predictable

The most common criticism of the current CE system is that decision-making processes are complex, confusing, inaccessible and hard to predict. As a result, many people feel excluded or lack confidence that their involvement – if they do participate – will actually influence public decisions. Uncoordinated activities of multiple jurisdictions compound the problem.

Observations:

- There is lack of shared understanding of which processes and procedures involve what type of community engagement, and how this engagement is to be achieved. (CEP)
- The city does an inadequate job of educating communities about the current community engagement structure. It is confusing for residents to figure out how to participate. (MPL)
- It is hard to get city information, even for people who have been in the Twin Cities area for a while. Now, imagine a newcomer! (MUID)
- Multiple public entities all seek neighborhood input, without coordination. Seeking input on funding levels for parks, schools, libraries, police and NRP separately makes no sense; these decisions are interdependent and must be considered all at once. (MPL)
- Many issues cross jurisdictional lines and require collaborative decisions and solutions. For example, some of the problems we face in our schools are not because of teachers or curriculum, but because of safety, crime and housing issues. (MPS)
- The CE system should be coordinated and non-repetitive, with public agencies operating in related subject areas working together to avoid repetitive consultations with the same community. (CWG)
- In order to influence decisions, community engagement activities must be timely. (CWG)

Recommendations:

- Develop process time lines that are known and predictable. Develop an annual cycle of review for public decisions that uses the first quarter of the year to set priorities and the last quarter to review results. Create clear lines of access to decision making. (NRP1)
- Create a common public calendar and coordinate the engagement activities of the government jurisdictions, including annual planning and priority setting. (MPL, MPS)
- Institutionalize collaboration. Publish a joint annual letter to residents that identifies major issues, decision-making time lines and opportunities to participate. Then share resources: staffing, expertise, data, meeting support, outreach capacity. (MPS)
- Identify important issues that need public discussion; use Neighborhood Action Plans and neighborhood-level data collection efforts to identify common themes. Begin the project decision-making process with an annual “big picture” discussion. (NRP1)
- Adopt processes that are appropriate, widely known and followed. Establish a unified review and comment policy and standards for citywide policies and procedures. (NRP1)
- The CE system design must be long-term and sustainable. (CWG)
- Ensure that any CE process encourages empowerment. (NRP1)

Principle 2: Roles and authority must be clear and well understood

There is considerable confusion about who has the authority to make different public decisions, and about when community engagement is required (by law) and when it may be beneficial, but is not required. The roles, procedures and accountability of official boards, commissions and advisory groups – including community organizations – vary widely, adding to this confusion.

Observations:

- The city's flat organizational structure results in a lack of accountability for meeting citywide goals and targets. City leadership has not been strong and consistent in setting strategy, making project decisions and managing the execution of its vision. (MKR)
- Who is in charge? Everybody and nobody. People are tired of participating when there is no real impact on decisions. (MPL)
- There is a lack of defined roles and responsibilities for those involved in community engagement. (CEP)
- Communities, neighborhoods, interest groups and individuals have responsibilities for community building, information exchange and participation in engagement and advisory processes. (CS)
- Each neighborhood has a personality, but we can't let differences undermine consistent, effective community engagement. (NRP2)
- Community members must understand what their role is [in a particular engagement process] and leaders must not let that role expand beyond the stated role. (CLIC)
- The [CE process model] appears useful, but it is important to be clear about the outcome we want the engagement process to deliver. (NRP2)
- The quality of results – in terms of community engagement – has depended on achieving the proper balance between stakeholder expectations about the decision making process and the amount of authority that could be delegated. (PMG)

Recommendations:

- The CE system must be transparent, providing participants with a realistic understanding of the policy and decision making process and the range of possible outcomes. It should clarify the limits of the community's influence in the process, particularly when the decision making authority ultimately rests with government. (CWG)
- The City must clearly identify legislative requirements or City policy, where specific community engagement actions are specified, but these requirements may or may not be sufficient for effective community engagement around a particular decision. (PMG)
- The structures and processes that support community engagement must be clear about roles and expectations, establish authority for decision-making and action, and build in non-political and fair methods of accountability for both process and results. (CS)
- Particularly valuable to the development of a system would be the development of roles and responsibilities of different stakeholders to each other. For example, developing responsibilities for the boards and commissions to interact with the neighborhoods, and for the neighborhoods to interact with affinity organizations. (CEP)

Principle 3: Communication must be two-way and consistent

There is a general sense that official City communication concerning community engagement opportunities is not accessible or consistent, and tends to be a “one-way” communication of information rather than a “two-way” communication flow that encourages participation and demonstrates the impact of the input received from the community on the decisions made.

Observations:

- There is a one-way flow of information. The City comes to the community to tell you about things, or to ask you to respond to things that are already planned. No choices; nobody listens. It is too late to make changes or add community input. There is no follow-up. People are tired of showing up to meetings and not hearing back. It feels like nobody is doing anything with all that input. (MUID)
- Community engagement is a two-way relationship. A strong CE system must provide an exchange of information on a regular basis, build the capacity of the community to interact with the City, and recognize the importance of two-way communication. (NAC)
- Information which would make roles and responsibilities clear is often not timely or is not accessible due to format, vernacular [technical jargon] and/or language. (CEP)
- We need more – and more innovative – ways of getting the word out about upcoming decisions, public hearings and other opportunities for engagement. (NRP2)

Recommendations:

- Establish a coordinated community calendar that includes the community engagement events of all local jurisdictions (city, county, parks, schools and libraries). (MPL)
- Provide better information on the City’s website. 311 is a positive service, but there is a need for more community education about what it is how to use it. (MUID)
- Adopt public notification and community engagement processes that are city wide and minimize confusion about the different levels of participation. (NRP1)
- Send the staff and chairs of appropriate boards and commissions notices of meetings and issues that pertain to their committees. We need to be “in the loop.” (SCAC)
- Community talk shows might help facilitate more effective engagement programs. (CRC)
- Following a community engagement process, the City should report back to the community participants about the final decision. (NAC)
- Establish a “Council of Presidents,” including the elected leaders of neighborhood groups throughout the city, which meets quarterly. This would allow neighborhoods to share ideas and techniques, and would provide a forum for presentations and information exchange [about city issues and upcoming decisions]. (MPC)
- Educate neighborhood associations and maintain communication with them on available and planned programs. Conduct meetings that educate them as well as ask for their opinion. Provide a two-way internet communication network. (NRP1)
- Engagement should be viewed as extending throughout the life of a project or activity rather than being a “one off” exercise. It should begin early in the planning stage. (PMG)

Principle 4: Representative participation is needed at all levels

As Minneapolis becomes an increasingly diverse city – ethnically and culturally – it becomes more important and more challenging to ensure representative participation in community engagement structures and processes. There is a growing awareness that some communities are “geographic” while others are “non-geographic” and require different engagement strategies.

Observations:

- There is a lack of meaningful involvement in the development of City priorities, policies and procedures, particularly by people of color and low income people. (CEP)
- Community input is broader than one perspective. A major deterrent for many underrepresented groups is the assumption that their voices are outnumbered and therefore irrelevant. If there were a way to give them voice, there may be a greater willingness to participate. (NAC)
- It is important to engage people who are not typically considered; be careful who decides who is a stakeholder for a decision, and whether there is community impact. (NRP2)
- Current community engagement structures don’t meet everyone’s needs and may even create boundaries that are arbitrary and do not reflect how people identify with community. Many people identify with groups that transcend neighborhood boundaries. These communities are as real and vital as a physical place and must be considered. (CS)
- Focus on geographic community involvement to the exclusion of non-geographic communities has hindered the ability of either type of community to effectively provide meaningful engagement for its constituents. (CEP)
- Neighborhood group participation and leadership is not always representative of the community. (MKR)
- Immigrant and refugee communities are contributing members of the city, and want to participate in shaping city goals and directions. However, the current CE system is often inaccessible to us (i.e. NRP, CCP/SAFE, appointed boards and commissions, public hearings, etc.). Special considerations must be made to engage immigrant communities. Barriers to participation, such as language, child care, transportation, and evening work schedules must be addressed. Immigrants and refugees are often unfamiliar with American governmental processes, or are distrustful of government in general. (NAC)
- Equal access to information and participation is important. Some communities of color are represented by city advisory committees (Native American, Latino, SE Asian and Pan Pacific Islanders) and others are not (African communities). (NAC)
- There is a protocol to follow when dealing with this community. Personal connections are always better. You only need to contact the Metropolitan Urban Indian Directors (MUID) because they each represent an American Indian organization and they are in charge of spreading the word out to their own communities. (MUID)
- Community engagement can be improved by designing culturally-specific mechanisms. For instance, the Public Health Advisory Committee has established the Minneapolis Urban Health Agenda Community Advisory Committee, which creates community engagement programs that are inclusive of all ethnic and cultural groups, by being sensitive to cross-cultural variations among the various groups. (PHAC)

Recommendations:

- We must find ways to give voice to and include the various interests and needs of our community, even for those who are not in the majority. This diversity requires flexibility in the system and may sometimes mean a disparity in the allocation and expectation of resources and action. (CS)
- The City should use census data to establish baseline expectations for participation by racial groups, new Americans, tenants/owners, low-income people, etc. (CS)
- An effective multicultural outreach program is essential for the city to communicate with diverse community members. Multicultural services staff should go where community members are and find out what is going on, soliciting input and making sure that community members know that their input matters. (CRC)
- Greater levels of participation can be achieved when the city is able to coordinate with community events (i.e. community festivals, events, regular meetings, etc.). (NAC)
- The City's community engagement activities should include culturally-specific representation. That is, representation should take into account cultural diversity. For example, African-Americans, immigrants, Latinos and others have certain culturally-specific understanding of what engagement with government implies. Any attempt to engage them should be sensitive to that culture-specificity. (PHAC)
- Find ways for minority opinions to be recorded in the community engagement processes as well as majority opinions. (NAC)
- Cultural communities that do not have a city advisory committee should have the opportunity to establish one, or a multi-cultural advisory committee should be created with representatives from all cultural communities to advise the city on issues. (NAC)
- The City should maintain an inclusive database of community organizations for notification and outreach. Don't rely on existing relationships with groups that have historically been engaged with the City. (NAC)
- The City should provide information on how to participate to the broader public. Alternative options must be provided (i.e. schedule meetings for different times of the day, provide opportunities for web-based or written comments, etc.) (NAC)
- Non-geographic community organizations should be notified about community engagement processes as well as geographic community organizations. (NAC)
- The City needs to provide cultural orientation training to address the lack of cultural competence of its staff. (NAC)
- Cultural diversity needs to be reflected by city staff (through hiring) to strengthen awareness and understanding of cultural differences. (NAC)
- Immigrant and refugee community organizations must be given the same opportunities as neighborhood organizations to build relationships with City elected officials, so that our assets and challenges can be better understood, and to demonstrate our investment in making Minneapolis our home. (NAC)
- Interact with communities in ways that are respectful of their cultures. (NAC)

Principle 5: Participants at all levels must be held accountable

There is general agreement that all participants in the CE system – including city government and its community organizational partners – must be held accountable, and that accountability can only be achieved by establishing clear, publicly-stated performance expectations.

Observations:

- Clear expectations and accountability – of participating groups and of the City – are important. (NRP2)
- The absence of systemic accountability for clear outcomes prevents the meaningful, effective matching of human and financial resources with desired outcomes. (CEP)
- Acting on behalf of the public good and ensuring that dialogue and action is beyond personal/individual self-interests are essential to genuine engagement. This requires skills and knowledge, not just good intentions. (CS)
- Some [neighborhood] groups lack needed expertise and/or guidance. (MKR)
- The relationships between leaders and their constituents, between city government and its communities, and between community organizations and their residents must be one of mutual value, regard, and accountability. (CS)
- New ways for people to self-monitor and to hold their own community structures and processes – as well as city government – accountable are needed. (CS)

Recommendations:

- Measures of accountability for community engagement processes and product outcomes need to be improved, enhanced or created. Contracts for community engagement with measurable outcomes would allow for the development of best practices and an articulation of the added value of a community engagement investment. (CEP)
- The City should develop master contracts with neighborhood organizations that: standardize eligibility; provide for two-way responsibility; keep expectations manageable; provide adequate funding to the neighborhoods; and support department citizen participation efforts. (NRP1)

Principle 6: Genuine engagement (not just input) is essential

The observations and recommendations below build on several of the previous principles, including the importance of role clarity, two-way communication, representative participation and accountability. They also highlight the need to “think outside the box” of conventional CE processes when truly collaborative decision-making is appropriate for the decision at hand.

Observations:

- Collaboration – the genuine sharing of risk, power, resources, and decision-making – must be embraced. Collaboration is not input; it requires demonstrable commitment to meaningful partnership, with shared power and resources. (CS)
- Community engagement should empower communities to take action, influence and make decisions on critical issues. (CWG)
- Community members must feel that they are not only being listened to but that their time results in actual communication of ideas and specific actions being taken. [This requires] supportive leadership that keeps people interested in participating and provides evidence that their participation is heard and their ideas make it to the policymakers without modifications, for example, committee comments in the CLIC report. (CLIC)
- The only engagement comes at the public meetings. This isn’t truly engagement; it is listening to a plea and weighing the information to make a decision. To truly engage people, it has to be a less formal process. It is intimidating standing before a dais of 10 people, staring down at you under spotlights and TV cameras. (MPC)
- The system is hard to understand. It is set up for the community to come to the city and not the other way. For the American Indian community you need to come to us, build a relationship, and repeat these efforts to create trust. (MUID)

Recommendations:

- The City needs to be willing to take risks. It has to move beyond a linear, one-way communication, in which people tell their stories and [public officials] listen to them without giving them a sense that their inputs matter. (PHAC)
- Inputs need to be recognized. When a City department gets input from citizens, it needs to respond to them by being upfront and honest, rather than passively receiving input and not acting on it. Feedback and follow-up are important. (CRC)
- There is room for [members of boards and commissions] to go into the community and hold small listening sessions with various groups to garner feedback. (MPC)
- Don’t make us come to City Hall; decision makers should come into the community. We would like to have a City representative – from different departments/issues – come to our meetings and talk about what is going on. We need to build strong and personal relationships with City representatives. (MUID)
- Different things [engagement strategies] work better in different neighborhoods; what works in Linden Hills may not work in Phillips. (NRP2)

Principle 7: Local and citywide plans should be related, consistent

There is general agreement that government jurisdictions (city, county, parks, schools, libraries) should conduct coordinated planning, and that neighborhood-level and citywide plans should be coordinated, but there are differing views about how best to accomplish this second goal.

Observations:

- We need an integrated city vision that includes schools, libraries and parks. (MUID)
- The city has over 80 different plans derived by a wide array of city departments and external entities. Multiple plans and planning processes are not coordinated and may conflict. Neighborhood boundaries limit scope of development perspective and are difficult to work across. (MKR)
- The neighborhood level is critical when developing a local sense of place and citizen organizing and education. Cross-neighborhood or community scale is important for larger-scale efforts, including shared boundaries and issues that transcend somewhat arbitrary lines. Larger issues that need system-wide response, such as affordable housing, employment, mass transit, environment and natural resources, schools, and health care, require citywide planning and engagement efforts. (CS)
- Local [neighborhood] planning and program decisions do not reflect or influence citywide goals. There is no formal mechanism to guide neighborhood spending in accordance with citywide priorities. (MKR)
- Neighborhoods should have a central role in planning. (NRP1)

Recommendations:

- Develop a common Minneapolis plan (developed collaboratively by all jurisdictions: city, county, parks, schools, libraries) against which we all measure progress. (MPS)
- Coordinate with other city agencies (e.g., parks, school and library boards) and regional/state entities (e.g., MNDOT, Hennepin County, Met Council) to achieve integrated planning. Carry out integrated planning (neighborhood planning, research, urban design, etc.) citywide through geographic planning teams. (MKR)
- City and neighborhood planning should include active participation by other jurisdictions, neighborhood organizations, and other constituencies and address their concerns and plans. (NRP1)
- Maintain close relationships with neighborhoods, facilitated by Neighborhood Liaisons to help coordinate access to city resources and services. (MKR)
- Continue the NRP program, providing a higher level of planning expertise and city support. Integrate the NRP into the Department of Community Planning and Economic Development to elevate neighborhood planning efforts and link them directly into the development of one citywide vision. (MKR)
- Involve neighborhood organizations in the development of service level expectations, department goals, outcome measures and work and business plans. Have city staff review Neighborhood Action Plans for consistency with existing programs. (NRP1)
- Keep the governance and staffing of the NRP independent. (NRP1)

Principle 8: Change must occur to build trust and participation

While there are differing views about the degree of change needed, most stakeholders agree that some significant changes are necessary to improve the City's community engagement system. There is also widespread agreement that there is a need to build trust between some members of the community, the City, and organizations that are seen as part of the current CE system.

Observations:

- All participants believe that change needs to occur and that the existing [Minneapolis community engagement] system is performing unsatisfactorily on many levels. (CS)
- If we [local government jurisdictions] don't figure out how to work together more effectively, particularly in these times of diminished resources, ultimately the neighborhoods will feel further marginalized from the processes of government and fewer residents will participate in the planning and policy work that impacts their neighborhoods. (HCB)
- It is important to understand failures [of neighborhood organizations] and figure out a system that avoids such failures in the future. (NRP2)
- [It will be important to] build on and maintain the core capacity of neighborhood groups to: communicate with residents; actively engage residents and others; promote inclusion and participation; develop neighborhood priorities and plans; own solutions and leverage additional investment. (NRP1)
- [It will be important to] create trust between neighborhoods and departments, and to institutionalize the needed changes. (NRP1)
- Change doesn't build trust; building trust allows change to occur. (MPC)

Recommendations:

- Simply improving the quality of individual opportunities or increasing resources will be insufficient to address the issues of effectiveness, efficiency and accountability of most of the City's current community engagement opportunities. To provide the best experience for all stakeholders, a wide range of community engagement opportunities need to be organized and coordinated into a comprehensive, user-friendly system. In turn the system should be guided by strong community engagement principles and values that are broadly accepted by diverse stakeholders in the City. (CEP)
- It is often essential to change significantly in order to develop trust that something really has changed. There must be a new message and renewed trust between the city and its residents and between local organizations and their neighbors. (CS)
- Change should be looked at as a process to move through; it cannot just be adopted because [a few people] think it's the right thing to do, even though it may be. People need to move through stages similar to a grief cycle (denial, anger, bargaining, depression and finally acceptance) before change and innovation will be accepted. It is how the City orchestrates this change process that will determine its success. (MPC)

Section III: Improving the Minneapolis CE System

Summary Recommendations

While there are some conflicting views expressed in the observations and recommendations outlined in the previous section of this report, there is widespread agreement about five summary recommendations. In order to improve its current community engagement system, most internal and external stakeholders agree that the City of Minneapolis should:

- 1. Explain the decision-making authority for each type of city decision;**
- 2. Clarify the roles and responsibilities of all official advisory groups;**
- 3. Establish predictable, base-line CE expectations for each type of decision;**
- 4. Develop accessible, consistent, two-way communication systems; and**
- 5. Coordinate planning and priority setting with other public jurisdictions.**

In addition to these summary recommendations, the Mayor and City Council may want to review the community input summarized in Section II and consider other suggested improvements.

Recommendation 1: Explain the decision-making authority for each type of city decision

This first recommendation is the easiest to implement because the decision-making authority for most major decisions has already been established by law, ordinance or policy. What's missing is a clear, consistent explanation of who has the authority to make each type of decision.

One of the reasons decision-making authority becomes confused is that many different entities may be involved in formulating recommendations or providing input to the final decision maker, and sometimes these advisory steps are formal and involve making decisions. An example is the Minneapolis Planning Commission, which makes recommendations to the City Council about planning applications of various kinds. While the Council is the final decision-making authority, the Planning Commission “approves” or “denies” applications when making its recommendation to the Council. The Mayor also has the power to veto actions of the City Council. As a result, there can be confusion about who really has the authority to make a planning-related decision: is it the Planning Commission, the City Council or the Mayor?

There are many methods the City could use to explain this. Here is one possibility. Using the three decision categories from the previous section of this report, the City and its jurisdictional partners could construct a chart that identifies the entity with the final responsibility to make each type of decision. Such a chart could also identify the entities that have an official advisory role – and may make formal recommendations – but do not make the final decision.

The chart on following page illustrates this concept. It includes a few examples of decisions under each category. The letter “A” indicates advisory authority and the letter “D” indicates the final decision-making authority. When the City Council has the “D,” the Mayor also has a “V” indicating his authority to veto the Council’s decision.

City Decision-Making Authority Chart (mock up)

<p><i>Key to Chart:</i> D = Decision-making authority A = Advisory authority V = Veto authority</p> <p><i>Note: This draft mock up illustrates a concept and may not be accurate!</i></p>	Federal Government	State Government	Hennepin County	Mayor	City Council	School Board	Library Board	Park & Rec Board	Board of Est & Tax	NRP Policy Board	Planning Commission
Citywide Decisions											
CDBG Funding (total & distribution)	D			A	A						
Local Government Aid (total amount)		D	A	A	A	A	A	A			
NRP Funding (total program funding)		D	A	A	A	A	A	A			
Property Tax Levy (max. tax collected)			A	A	A	A	A	A	D		
Property Tax Distribution (per jurisdiction)			A	A	A	A	A	A	D		
LGA Distribution (per jurisdiction)			A	V	D	A	A	A			
Mpls 5-Year Goals & Business Plans				V	D						
Mpls Ordinances, Policies, Regulations				V	D						
Mpls Comprehensive Plan & Zoning Code				V	D						A
Mpls Capital and Operating Budgets				V	D						
School System-wide Decisions						D					
Library System-wide Decisions							D				
Park System-wide Decisions								D			
Community Decisions											
Small-Area & Corridor Plans				V	D						A
Multi-neighborhood Projects				V	D						A
Zoning Overlay Districts				V	D						
Community-specific City Programs				V	D						
School Community-specific Decisions						D					
Library Community-specific Decisions							D				
Park Community-specific Decisions								D			
Local Decisions											
NRP Funding Distribution (per action plan)			A	V	D	A	A	A		A	
Local Zoning Change or Variance				V	D						A
Individual Development Project Decisions				V	D						A
Individual School Program Decisions						D					
Individual Library Program Decisions							D				
Individual Park Program Decisions								D			

Recommendation 2: Clarify the roles and responsibilities of all official advisory groups

Recommendations 2 and 3 are closely related. In order to establish clearer expectations about CE activities, it will also be necessary to clarify the roles and responsibilities of the advisory groups the City identifies as part of its CE system. This includes permanent boards and commissions, temporary advisory groups and committees, and community organizations. Clarifying the roles and responsibilities of each type of advisory group presents its own challenges.

The City of Minneapolis currently has over 50 permanent boards and commissions, each of which has its own unique purpose, governing documents and operating procedures. Because these groups were established over a period of many years – and for widely varying purposes – there is understandable confusion about roles and responsibilities of each group with respect to engaging the community in City decisions.

In some cases - for example the Capital Long-Range Improvements Committee (CLIC) - the role and responsibility of the committee and the way it engages the community to influence specific budget decisions is very clear. In other cases, the role of the advisory group and what kinds of City decisions it is expected to engage the community around (if any) may be less clear.

Temporary advisory groups and committees tend to have well-defined purposes because they are convened around a particular task. The clarification required may have more to do with when temporary advisory groups are an expected part of engaging the community around a type of City decision and when they are not. For example, are community advisory committees always convened to advise the City on major new policies and programs, or just in some cases?

Community organizations come in a wide variety of shapes and sizes. The City has typically recognized geographic organizations, such as neighborhood groups, as official partners in certain types of community engagement activities. However, as noted in Section II, there is a growing awareness that while some communities are geographic, other are non-geographic in nature, and may be best engaged by non-geographic community organizations.

In order to clarify the roles and responsibilities of community organizations, it will be important to consider the distinction between geographic and non-geographic community organizations.

The City of Minneapolis currently has citizen participation contracts with 77 neighborhood groups, which defines specific roles and responsibilities for these geographic community organizations as part of the City's current CE system. The City does not currently have citizen participation contracts with non-geographic community organizations, but may want to consider this in the future, based on the observations and recommendations summarized in Section II.

There are many good local and national models for how cities officially relate to community organizations, including the City's current structure of neighborhood groups. There are also many different models for how these community organizations are supported, financially, by cities and others. The chart on the following pages illustrates examples of officially-recognized community organizations from the cities that were referenced in one or more of the CE reports and recommendations reviewed by the staff work group.

Comparison of Official Community Organizations by City

	<i>Type of Community Organization (CO)</i>	<i>Official Role and Responsibilities of CO</i>	<i># COs Funded</i>	<i>Funding per CO</i>	<i>Total City Funding</i>
Atlanta	Neighborhood Planning Units are all-volunteer organizations without non-profit status	All city departments use the NPUs for citizen input, review and recommendation; NPUs meet monthly	24	\$0	\$0
Baltimore	Office of Neighborhoods at city has one liaison for each of 6 geographic districts, who work with various community organizations	Community organizations have no official roles or responsibilities, but work informally through the 6 city liaisons	0	\$0	\$0 Office of Neighborhoods has \$623,000 budget
Jacksonville	Citizen Planning Advisory Committees; neighborhood associations and city council appoint members	Advise city on land-use and zoning decisions; Mayor meets annually with each CPAC and quarterly with presidents	6	\$0 (city provides one staff for CPAC)	\$0
Los Angeles	Certified Neighborhood Councils	City's Department of Neighborhood Empowerment staffs and assists CNCs with education, outreach and training	7	\$50,000	\$350,000
Madison	Neighborhood Planning Councils have a city staff liaison and a facilitator; they are funded jointly by the city, county, school district, United Way and local foundations	Neighborhood associations may organize to form NPCs; individual NAs do not receive city operating support, but can apply for competitive project-specific grants	3	\$100,000 in joint city, county, school, United Way and foundation support	\$300,000 in joint city, county, school, United Way and foundation support
Minneapolis	Neighborhood Groups; independent non-profits that have Citizen Participation contracts with the city; many NGs also receive funds from the Neighborhood Revitalization Program (NRP) and other sources	NG is responsible for CE on contract-specified activities including land sales; development proposals, policies and guidelines; identifying neighborhood issues or needs for city services or programs	77	\$2,000 to \$20,000 amount varies by CDBG eligibility and city formula	\$447,461 total CDBG + gen. fund in 2006

	<i>Type of Community Organization (CO)</i>	<i>Official Role and Responsibilities of CO</i>	<i># COs Funded</i>	<i>Funding per CO</i>	<i>Total City Funding</i>
Portland	District Coalition Boards; independent non-profits that contract with city; city supports 7 neighborhood offices and provides printing and mailing support; most have three FTEs	Facilitate both CE and neighborhood crime-prevention activities; also raise non-city funds to supplement operating expenses; composed of representatives from member neighborhood associations	7	\$214,286 average per DCB; not including 10 crime prevention specialists	\$1.5M total for DCB staff and rent; plus \$1M for crime prevention specialists
Seattle	District Councils; membership includes representatives from Community Councils, local Chambers of Commerce, PTSAs and other community non-profit organizations	DCs rate neighborhood projects; funnel budget requests; provide forum for community issues; 1 resident and 1 business representative from DC serve on a citywide Council of Neighborhoods	13	\$0	\$0 city offers competitive project-specific grants; not operating support
St. Paul	District Councils; independent non-profits; officially recognized and supported financially by the city; most have one or two FTEs	Provide zoning review; update community plans; provide outreach on Council issues; host neighborhood forums and/or annual meetings	19 (there are 17 districts; one has 3 DCs)	\$30,000 minimum; based on formula; plus crime prevention funding	\$600,000 CDBG + gen. fund for DCs; plus crime prevention funding
Vancouver	Neighborhood Integrated Service Teams include staff from Fire, Police, Planning, Libraries, Engineering, Permits and Licenses, located in community offices	15 NISTs focus on service delivery, not community development issues; the city doesn't officially recognize neighborhood groups, but does appoint citizen advisory groups	0	\$0	\$0

Note on this chart: The challenge is to compare apples with apples, since there are many kinds of community organizations and CE processes. Using the definition that “community engagement always involves an impending city government decision,” this chart includes only organizations that a city officially relies on to engage residents in city decisions on a permanent, ongoing basis. As a result, it does not include time-limited or project-specific CE activities, or programs that are intentionally funded for a specific period of time, such as temporary advisory groups or task forces, small-area planning processes or the NRP.

Recommendation 3: Establish base-line CE expectations for each type of City decision

In order to bring some consistency and predictability to the system, the City should establish base-line community engagement activities for each type of decision. Departments or elected officials might choose to go beyond these base-line activities for a particular decision, but at least these base-line activities would always occur, and the community could count on them.

Combining the types of City decisions identified above with the CE activities identified earlier, it would be possible to construct a chart that identifies the base-line expectations for each type of decision. The chart below illustrates this concept. “M” indicates activities that are mandated by statute, ordinance or policy; “B” indicates other base-line CE activities that always occur.

Base-Line CE Activity Chart (mock up)

<p><i>Key to Chart:</i> M = Mandatory activity B = Base-line activity (always occurs)</p> <p><i>Note: This draft mock up illustrates a concept and is not a recommendation! In order to be useful, the City would need to break down these broad categories into more specific examples. For example, review by a specific board or commission could be identified as a base-line activity for a certain type of specific decision.</i></p>	Activities of Elected Officials and Their Offices	Standing Committees of the City Council	Formal Public Hearings of the City Council	Official Advisory Boards and Commissions	Temporary Advisory Groups or Committees	Citywide Communication and CE Activities	Citywide and Small-Area Planning Activities	Dept-, Program- or Project-Specific Activities	Geographic Community Org. Activities	Non-Geographic Community Org. Activities
Citywide Decisions										
Mpls 5-Year Goals & Business Plans	B	B	B	B		B		B		
Mpls Ordinances, Policies, Regulations		M	O			B				
Mpls Comprehensive Plan & Zoning Code		B	M	B		B	M			
Community Decisions										
Small-Area & Corridor Plans		M	B	M			B		B	
Zoning Overlay Districts		M	B	M			B		B	
Community-Specific City Programs		M	B	M				B	B	B
Local Decisions										
NRP Distribution (per action plan)		M		M			B		M	B
Local Zoning Change or Variance		M	B	M		B			B	
Individual Development Project Decisions		M							B	

Recommendation 4: Develop accessible, consistent, two-way communication systems

Effective community engagement requires accessible, consistent two-way communication between the City and its increasingly diverse stakeholders. First of all, the City should provide clear, easily accessible (and multi-lingual) information on how to participate in City government that explains routine decision-making processes and identifies base-line CE opportunities for interested stakeholders. Building on summary recommendations 1, 2 and 3 above, this basic information should include:

- An explanation of the decision-making authority for different types of decisions
- A description of the base-line engagement opportunities for each type of decision
- A list of official advisory groups that explains their roles and responsibilities

The City should also provide current information on upcoming decisions and opportunities for engagement around these specific decisions. This frequently-updated information could include more detailed board, commission and committee calendars, as well as interactive capabilities that would allow stakeholders to search for upcoming decisions based on key words or subjects that interest them. These informational communication systems should also be coordinated with those of other local governmental jurisdictions (see recommendation 5, below).

In addition to the one-way, informational communication described above, the City should establish a standardized system to invite and capture community input, and most importantly, to integrate this input into its decision-making processes. Using the CE Process Model, the City could work with the community to develop two-way communication systems that are more user-friendly and accessible to stakeholders, and that take into consideration the reasons why people often find it difficult to participate in the City's current CE system, including language barriers or the difficulty of attending daytime public hearings and evening community meetings.

There are many methods the City can consider to increase public participation through improved two-way communication systems. One possibility is the implementation of an "online public-participation tool," an innovative approach that is being used increasingly by other governments to meet the involvement demands of the public and other stakeholders, while effectively managing the integration of their input into decision-making processes. Information on emerging public-participation technologies is included in the appendix to this report.

Recommendation 5: Coordinate planning and priority setting with other public jurisdictions

Given that all local government partners (city, county, parks, schools, libraries) seek input and participation from the same stakeholders – and that many issues of concern cross jurisdictional lines and therefore require collaborative solutions and decisions – it would clearly be beneficial to pool public resources and coordinate local community engagement activities.

This coordinated approach could range from simple procedural improvements, like publishing a comprehensive calendar of public community engagement activities, to more ambitious changes in practice, like convening a joint annual visioning and priority-setting process.

Some potential actions for consideration could include:

- Creating a common multi-jurisdictional public calendar of engagement events
- Publishing a multi-jurisdictional newsletter to residents that identifies major issues, decision-making timelines and opportunities to participate
- Sharing resources to jointly fund community organizations that have official roles in the community engagement system
- Share other governmental resources such as technical expertise, data, meeting support, communications and outreach capacity to support engagement activity
- Sharing information, and collaborating on the collection and dissemination of information, including announcements of upcoming engagement activities, the input gathered, and the results of that input on eventual decisions made
- Establishing a multi-jurisdictional roundtable that convenes representatives of each jurisdiction and meets consistently or as needed
- Coordinating the community engagement activities of the government jurisdictions, on an annual basis or as needed when multi-jurisdictional issues arise

The level of integration or collaboration will of course be up to the elected representatives of each jurisdiction to consider.

Next Steps

The City's response to these five summary recommendations is, of course, an opportunity for further community engagement. On the other hand, some of these recommendations may suggest implementation steps that would not require further engagement. As the Mayor and City Council consider these five summary recommendations, they will need to decide:

- Whether to consider directing staff to implement some of these recommendations without further community engagement;
- Whether some of these recommendations would benefit from further engagement before implementation and, if so, what that process should look like; and
- Whether the input summarized in Section II suggests other improvements to the City's community engagement system that should also be considered.

Finally, because the implementation of these recommendations could have budget implications, the staff work group recommends that the City finalize these implementation decisions in time to influence the City's 2008 operating budget. Ideally, the Mayor and Council would make any resource-related implementation decisions by the end of April 2007, so City departments can incorporate these decisions into their budget presentations to the Mayor during June and July.

This also suggests that any further community engagement activities designed to inform these decisions should be organized and carried out during the first quarter of 2007.

Appendix

Official Minneapolis Advisory Boards and Commissions

The following list is from the City of Minneapolis website, which includes links to descriptions of each board or commission, at: <http://www.ci.minneapolis.mn.us/boards-and-commissions/>

1. Airports Commission, Metropolitan (MAC)
2. Arts Commission, Minneapolis
3. Bassett Creek Watershed Management Commission
4. Capital Long Range Improvements Committee (CLIC)
5. Central Avenue Special Service District Advisory Board
6. Charter Commission
7. Chicago Avenue Special Service District Advisory Board
8. Citizen Environmental Advisory Committee (CEAC)
9. Civil Rights Commission, Minneapolis
10. Civil Service Commission
11. Civilian Police Review Authority
12. Dinky town Special Service District Advisory Board
13. Economic Development Company, Minneapolis (MEDC)
14. Empowerment Zone (EZ) Governance Board
15. Ethical Practices Board
16. Family Housing Fund (McKnight), Minneapolis/St. Paul
17. Fire Code Board of Appeals
18. Forty Third Street West and Upton Avenue South Special Service District
19. Franklin Avenue East Special Service District Advisory Board
20. Heritage Preservation Commission
21. Hennepin Theatre District Special Service District Advisory Board
22. Hiawatha Light Rail Community Advisory Committee
23. Homelessness, Community Advisory Board on
24. Housing Board of Appeals
25. Latino Community Advisory Committee to the Mayor and the City Council
26. Library Board of Trustees, Minneapolis Public

27. Minnehaha Creek Watershed District Board
28. Mississippi Watershed Management Organization
29. Minneapolis Advisory Committee on People With Disabilities
30. Neighborhood Revitalization Program (NRP) Policy Board
31. Nicollet Avenue South Special Service District
32. Nicollet Mall South Special Service District
33. Park and Recreation Board of Commissioners, Minneapolis
34. Planning Commission
35. Private Industry Council, Minneapolis (PIC)
36. Public Health Advisory Committee
37. Public Housing Authority, Minneapolis
38. Rental Dwelling License Board of Appeals
39. Riverview Special Service District Advisory Board
40. School Board, Minneapolis
41. Senior Citizen Advisory Committee to the Mayor and City Council
42. Shingle Creek Watershed Management Commission
43. South Hennepin Avenue Special Service District Advisory Board
44. Sports Facilities Commission, Metropolitan
45. Stadium Village Special Service District Advisory Board
46. Telecommunications Network (MTN), Minneapolis
47. Truth in Sale of Housing Board of Appeals
48. Uptown Special Service District Advisory Committee
49. Urban Environment, Committee on (CUE)
50. Youth Coordinating Board
51. Zoning Board of Adjustment

Emerging Public Participation Technologies

Public participation is essential for a successful city decision-making process. Currently, it is common practice to hold public meetings, where City departments explain their projects to the community, discuss options, and invite public input. Problems associated with this practice are insufficient prior access to information required to support meaningful public input, lack of representative participation, and lack of effective communication channels other than public meetings. As cities consider the reasons people don't participate, some have begun to explore web-based tools to increase public participation. Benefits of these tools include:

- People can participate at any time, from anywhere, and can have convenient access to relevant project information
- Ability to reach a broader, more representative audience than traditional meetings
- Provides an accurate resource for the media and others to publicize City projects
- Allows consistent, objective reporting of public input to decision makers
- Can reduce the overall cost of public participation and documentation efforts
- Promotion and use of the system demonstrates the City's commitment to include the public in the decision making process

The following projects have been successfully developed using online public participation tools:

- **Denton County, Texas** offered online participation to complement traditional outreach efforts and expand participation levels far beyond what would have resulted from public meetings. Over 85% of participation was driven through the web-based system.
- **Flight 93:** The National Park Service asked for public input to determine the design of the Flight 93 National Memorial.
- **South Florida Water Management District** invited the public to participate in the planning and restoration efforts to restore America's Everglades.
- **Atlanta Belt Line:** City planners invited the public to participate in planning sustainable development and transportation infrastructure. This not only generated interest in the project, but also created a virtual community of interest around the City's future.
- **Century Commission:** State of Florida invited citizens to share ideas for the State's sustainable growth and visioning plans.
- **Voices and Choices:** Residents of Northeast Ohio are helping to shape the economic future of their region.

Some companies offering this type of technology:

- Neighborhood America (IBM) <http://www.neighborhoodamerica.com>
- Civic Communicator (Civic Mind Media) <http://www.civiccommunicator.com>
- Minnesota e-democracy (in the process of developing Neighborhood Online Forums) <http://www.e-democracy.org/>

City of Minneapolis
Department of Community Planning and Economic Development
Citizen Participation Program Guidelines

Approved by Minneapolis City Council, February 24, 2006

I. CITIZEN PARTICIPATION PROGRAM

CPED shall provide administrative funding for those eligible groups that desire to deliver citizen participation services in their neighborhoods.

A. Eligibility

A neighborhood association must meet all of the following criteria to be considered eligible for CPED citizen 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. Groups that primarily represent the interests of one segment of the community or concentrate primarily on one issue are not eligible.
3. Ensure that membership is open to all residents of the geographically-defined neighborhood, with no barriers to participation or membership (such as membership dues, requiring attendance at a certain number of meetings before voting rights are conferred, etc.). (Please note: In the past, this criterion was tempered by some provisions of the State non-profit law. That law, however, has been amended to relax these tempering provisions. CPED, therefore, intends to ensure that neighborhood groups fully comply with this criterion. Groups should review their bylaws for compliance.)
4. Hold regular open meetings and take positive steps to encourage all interested parties in any issue to attend and participate. Also, all written information of the organization (including books, minutes, membership lists, etc.) must be available for review by any member of the organization. A group may deviate from this rule only in case of labor and legal disputes.
5. The group must be incorporated (or identify an appropriate fiscal agent) and have adopted by-laws. The group must also have a grievance procedure by which its members may have their concerns addressed by the organization, and a conflict of interest policy and procedures.
6. The group must have a board of directors elected annually by the membership of the organization. The board must 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 group must have the ability to properly manage and account for grant funds. This includes, but is not limited to, being current on all reporting to CPED on previous grants.

B. Citizen Participation Services

1. The CPED Housing Policy and Development Division and Economic Policy and Development Division* shall follow administrative procedures that allow for an advisory role for neighborhood organizations in those activities which directly impact on, or are carried out in, the neighborhood.

The administrative procedures shall include the provision of 45-day notice to neighborhood groups on the following activities:

- a. Real Property Acquisition and Disposition/Land Sales, excepting real property acquisitions for the purposes of blight removal when the purchase/ acquisition price of the property is less than \$150,000 for HUD and Hennepin County properties only.
 - b. Development proposals
 - c. Policies (non-administrative)
 - d. Program Guidelines and related programmatic allocations
 - e. Development Objectives/Development Criteria
 - f. Redevelopment Plans and Modifications
 - g. Tax Increment Financing Plans and Amendments
 - h. Requests for Proposals (RFPs) for development, and proposals submitted in response to those RFPs
 - i. CPED Business Plan
2. The citizen participation services provided by a neighborhood group shall include, but shall not be limited to, the following list.
 - a. Ensure that residents, businesses and others within the neighborhood are informed of CPED programs, projects, policies and activities. Assist with marketing of available CPED programs, upon the request of CPED. Information will be provided through written materials prepared by the organization and through the dissemination of information (through newsletters and other available media, for example) provided to the organization by CPED.
 - b. Provide opportunities for affected residents, businesses and others within the neighborhood to comment on proposed CPED programs and projects and to provide those comments to CPED staff and to the City.
 - c. Advise and work with CPED staff and City Council Members on matters pertaining to the neighborhood.

** The Empowerment Zone and Minneapolis Employment and Training Program sections of the Economic Policy and Development Division shall continue to follow their own federally-required advisory processes.*

- d. Provide opportunities, on a regular basis, for all residents, and property and business owners to participate in the decision-making process by attending meetings and serving on committees or task forces.
- e. Communicate regularly with CPED to insure the continuation of an efficient and effective relationship.
- f. Submit to CPED an independent audit done by a professional Certified Public Accountant every two years covering the individual years within that period. (This is required only of groups receiving federal funds of \$300,000 or more in any one year.) If no audit is required, groups must still follow appropriate accounting procedures, including proper check-writing procedures and the provision of proper back-up documentation for all expenses.
- g. Identify and report to CPED any neighborhood residents, businesses, or properties that need, and may be eligible for, CPED programs or projects.

C. Community and Capacity Building

CPED encourages groups to demonstrate efforts that:

- 1. Build a sense of neighborhood identity within their communities.
- 2. Maintain on-going efforts to ensure inclusion of all ethnic and economic groups.
- 3. Identify the issues of significance which confront their residents, moving beyond self-interest to activities that benefit the neighborhood as a whole.
- 4. Encourage and develop new leadership and attract new members.
- 5. 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.
- 6. Maintain an organizational structure and election process that maximizes opportunities for all residents to become involved.
- 7. Build bridges among neighbors and diverse communities within the neighborhood and work cooperatively on common issues with other neighborhood groups.
- 8. Expand the group's abilities through self-assessment and evaluation.

D. Grievances Against Contracted Neighborhood Groups

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

- 1. The grievance is within the jurisdiction of the City's citizen participation contract with the neighborhood group;
- 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 group in a timely manner and given the organization a chance to respond.

A grievance must be submitted in writing to the Development Finance Division (DFD) of the Finance Department. Upon receipt of the grievance, DFD will undertake an investigation of the complaint and prepare a report of its findings for CPED. A formal response to the grievance will be issued 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 group is unsatisfied with the department's findings or resolution, they may appeal the matter to the CPED Director. Such an appeal must be received within thirty days of the official response and a Dispute Resolution Meeting will be held within 14 days of the appeal. If any party is still unsatisfied, a mutually agreed upon third party will be selected to hear the complaint.

E. Funding Activities

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

Neighborhood planning activities, separate from the NRP process, are also eligible and may include the costs of planning materials such as base maps, aerial photos, assessor and building condition information, resident address mailing labels, and photographic film and processing necessary to support planning activities.

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 in the organization. Neighborhood groups wishing to use citizen participation funds for events must present a plan for how this will be accomplished.

Board Member reimbursements are allowable expenses and may be provided at a rate not to exceed \$10 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 association's Board of Directors prior to payment.

Each group 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 citizen participation;
 - c. donations to other organizations on behalf of the organization;
 - d. food or drink for groups or individuals engaged in citizen participation activities;
 - e. costs of legal action against the City; and
 - f. penalties and interest charges (including returned check charges).

3. Staff are considered to be employees or self-employed persons contracted by the neighborhood organization. Organizations may allocate money for short-term use of consultants only with the prior approval of the staff within the Development Finance Division administering the contracts.
4. Funds may be used for small equipment purchases; however, ownership of all equipment purchased with citizen participation funds rests with the City. Upon termination of a citizen participation contract, all equipment must be turned over to the City.
5. Groups may reallocate funds within their approved line item budgets with the approval of the staff within the Development Finance Division administering the contracts. All requests for budget revisions must be in writing.

F. Special Projects

Funds that are allocated but unspent or un-contracted within the previous or current program year shall be retained by CPED to fund special projects of a neighborhood organization that are above and beyond the scope of the group's citizen participation contract, but still contribute to the organization's citizen participation efforts.

II. NEIGHBORHOOD GROUPS ELIGIBLE FOR FUNDING

Neighborhood groups funded in previous program years, if they continue to meet the Eligibility Criteria in Section I.A. above, are eligible for participation in the program. If there is no neighborhood group currently under contract to represent a geographically-defined neighborhood (as described in Section I.A.1), neighborhood groups may apply to the CPED Director for funding to provide citizen participation services in that neighborhood. A group must provide evidence that it meets all of the eligibility criteria listed in Section I.A. in order to be considered for funding. If such a request is granted during the program year, the CPED Director may choose to fund the neighborhood group through special projects funds as described in Section I.F. above.

III. DETERMINING FUNDING LEVELS

Citizen participation funds shall be used to fund neighborhood groups in target-areas and non-target areas, and to provide opportunities for training for neighborhood volunteers, leaders and staff.

Training

Citizen participation funds may be allocated to provide for training opportunities for the volunteers, leaders and staff of neighborhood groups. If sufficient funds are not available to provide training, the CPED Director may allocate funds for this purpose from special projects funds as described in Section I.F. above.

Target-area Neighborhoods

Target-area neighborhood groups (as defined by the attached map of CDBG-eligible areas as contained within the approved HUD Consolidated Plan) will be allocated CDBG funds, less those funds set aside for training, according to the following formula:

- (a) 50% of the funds will be allocated on a per capita basis to each target-area neighborhood (as determined by the most recent neighborhood Census data that is available); and
- (b) 25% of the funds will be allocated to each target-area neighborhood based on the number of sub-standard housing units (as determined by the most recent data available from the City Assessor) in that neighborhood; and
- (c) 25% of the funds will be allocated to each target-area neighborhood based on the number of households in that neighborhood (as determined by the most recent neighborhood Census data that is available) that earn less than 80% of the Metropolitan Median Income (MMI).

Non-target Area Neighborhoods

Non-target area neighborhood groups (as defined by the attached map of CDBG-eligible areas as contained within the approved HUD Consolidated Plan) will be allocated General Funds, less those funds set aside for training, on the basis of \$2,000 per non-target area neighborhood group. Any funds remaining after the base allocation will be allocated on a per capita basis to each non-target area neighborhood. Neighborhood population figures will be based on the most recent neighborhood Census data that is available. Non-target area neighborhood groups that did not enter into a citizen participation contract in the previous program year must complete and return all necessary paperwork, including documentation that they meet the eligibility criteria in Section I.A., by June 1 of the new program year. Funds allocated to those neighborhood groups that are not eligible or do not complete the paperwork by that date will be available for special projects as defined in Section I.F.

Additional Considerations

There shall be a \$20,000 maximum allocation to any neighborhood group. Subject to budget availability, there will be a \$2,000 minimum allocation to each neighborhood group. If there are not sufficient funds allocated to the program to maintain a \$2,000 minimum allocation per neighborhood group, the CPED Director is authorized to reduce the minimum allocation in order to stay within the overall allocation to the program.

One-time Funding for 2006

For 2006 only, the Mayor and City Council have allocated additional funds, on a one-time basis, for the Citizen Participation Program. These funds will be allocated in the following ways:

1. One-time "transition assistance" will be provided to the 11 formerly target-area neighborhood groups (Bancroft, Beltrami, Cedar-Riverside, Folwell, Lowry Hill East, Marcy-Holmes, Seward, Sheridan, Webber Camden, Whittier and Windom Park) to enable those groups to adjust more easily to their new status as non-target area neighborhoods; this assistance is set at one-half of the difference between their 2005 target-area allocation and their 2006 non-target area allocation.

2. One-time "transition assistance" will be provided to all target-area neighborhood groups that receive less funding in 2006 than in 2005 due to the new funding formula; this assistance is set at one-half of the difference between their 2005 and 2006 allocations.
3. One-time "transition assistance" will be provided to any non-target area neighborhood group whose 2006 allocation decreases by more than \$1,000 compared to its 2005 allocation due to the new funding formula; this assistance is set at one-half of the difference between their 2005 and 2006 allocations.
4. Any remaining funds shall be allocated to support efforts to increase neighborhood group outreach to new arrivals and non-English speaking communities.

IV. CONTRACTS

After the City Council adopts the budget in December of each year, the Development Finance Division will prepare for the CPED Director's approval [as authorized by the CPED ordinance 415.40(c)(6)], based on the funding level allocation methodology described in Section IV, the recommended allocations to neighborhood groups. Upon CPED Director approval, neighborhood groups approved for funding will enter into a contractual relationship with the City beginning January 1 and ending December 31 of the program year. City standard form contracts will be used and the scope of services will delineate neighborhood organization and CPED responsibilities consistent with the approved program guidelines.

V. MONITORING OF GROUPS

CPED and DFD will receive Community Organization Report Forms from neighborhood groups on a regular basis and approve the release of funds within the terms and conditions defined by the contract; and

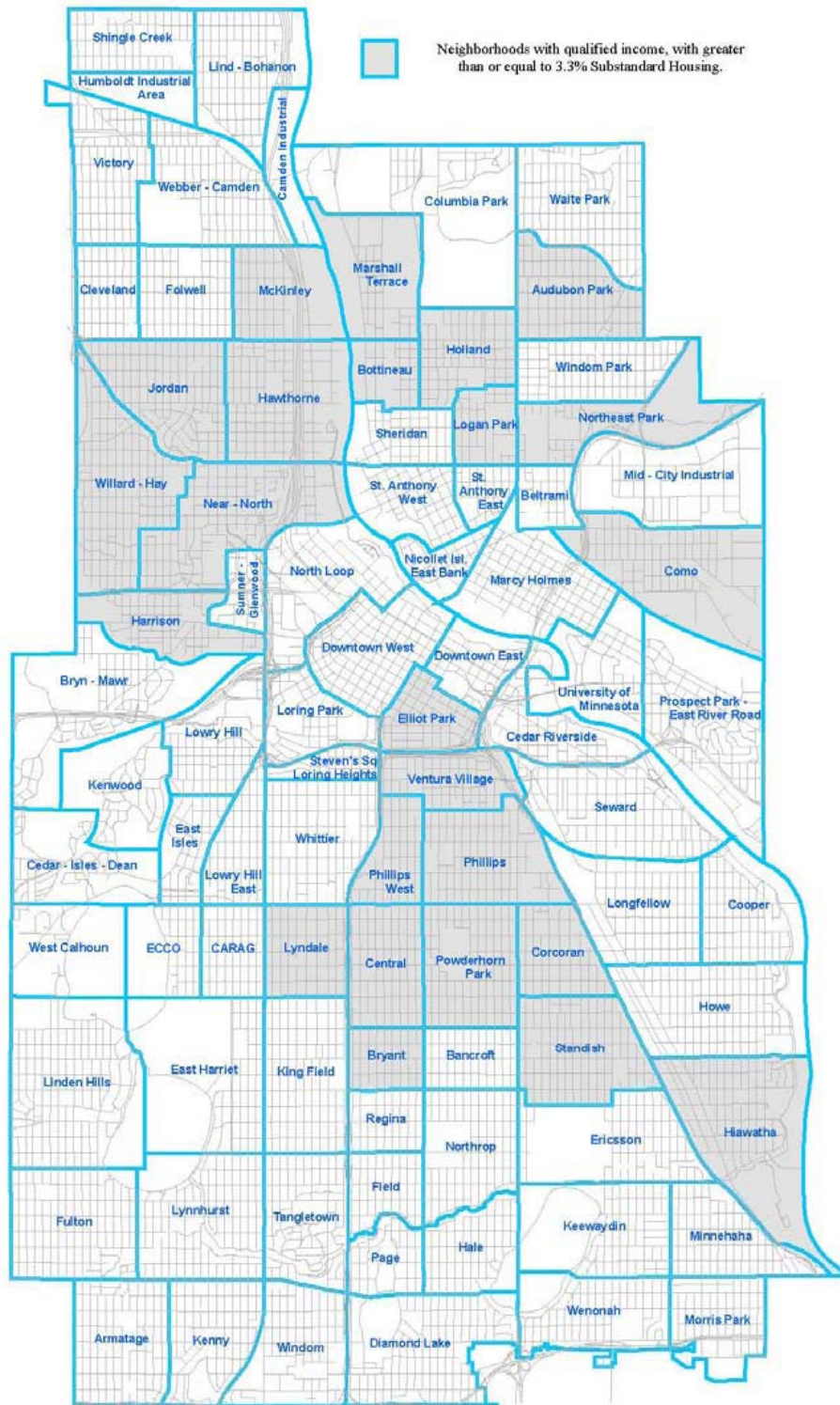
VI. ADMINISTRATION

Administration of the program will be the responsibility of the Development Finance Division of the City's Finance Department.

Attachment: CDBG Target Map

City of Minneapolis

CDBG Target Area Map



Approved by the City Council Feb. 25th, 2005

Generated by the City of Minneapolis CPED Department