

OFFICE OF THE CITY MANAGER
DES MOINES, IOWA

CITY COUNCIL COMMUNICATION 97-189
APRIL 21, 1997 AGENDA

SUBJECT:	TYPE:	SUBMITTED BY:
CONSOLIDATION OF DMAB AND NAB	◆ RESOLUTION ORDINANCE RECEIVE/FILE	JAMES GRANT COMMUNITY DEVELOPMENT DIRECTOR

SYNOPSIS —

To consolidate the purposes and duties of the Neighborhood Advisory Board (NAB) and the Des Moines Action Board (DMAB) into a single advisory board. The new board will have a dual purpose to advise the City Council on neighborhood revitalization issues and strategies for the elimination of slum and blight conditions in low- and moderate-income areas of the City.

The board will be made up of 23 members. Each of the City Council members will appoint three representatives (21), and one representative each will be appointed from the Neighborhood Finance Corporation and the Neighborhood Development Corporation. Seven of the representatives will be from recognized neighborhood organizations, seven will represent low-income residents, and the remaining seven will represent the business community. The board shall also include a specific committee responsible for low-income advocacy.

FISCAL IMPACT —

Approximately \$40,000 per year is spent to provide staff support for the work and operation of the two citizen boards. The implementation of this recommendation will reduce the amount of overtime costs (by Municipal Employees Association staff) and make more staff time available for implementation, oversight and monitoring of federal and state-funded programs.

RECOMMENDATION —

Approve the resolution providing for the consolidation of the DMAB/CSTFs/NAB into a single advisory board and adopt an ordinance replacing the DMAB/CSTFs/NAB with a new advisory board.

BACKGROUND —

On February 19, 1990, by Roll Call No. 90-681, the City Council approved a revised version of the original Stockard and Engler Housing Improvement and Neighborhood Revitalization Program presented at the February 5, 1990, meeting, by Roll Call No. 90-508.

The Stockard & Engler Neighborhood Revitalization strategy recommended a single, Citywide advisory board (the NAB) to assume the duties of the existing Central Advisory Board, the Neighborhood Priority Boards, and the Housing Coordination Board.

The Stockard & Engler Report further recommended, "Because low- and moderate-income persons live throughout the community, a Citywide approach to low- and moderate-income persons' needs should

be maintained and expanded. . . a subcommittee of the new Neighborhood Advisory Board should be established to make recommendations regarding low- and moderate-income issues."

On February 15, 1990, by Roll Call Nos. 90-577 and 90-578, a special City Council meeting approved the structure and membership selection process for the NAB, the Neighborhood Finance Corporation (NFC), and the overall structure of the Neighborhood Planning and Revitalization Process.

Also at this time, Council approved the concept that, "the CDBG funding for Housing be separated from Personal Development, Physical Services and Citizen Participation, Planning & Management; and Neighborhood Priority Boards will remain in place to address Social Program. . ."

A Council Subcommittee was appointed to address the Neighborhood Priority Board structure. "Two Citizen Participation process[es] will exist concurrently; one dealing with housing only (Stockard and Engler); and, one dealing with human needs and the physical needs of the neighborhoods."

On April 23, 1990, by Roll Call No. 90-1828, the following recommendations of the Council Subcommittee were approved:

- Create four independent Citizen Services Task Force (CSTF) groups to focus on the needs of low- and very low-income citizens.
- The CSTFs would review existing City-administered programs being delivered to low- and very low-income persons and make recommendations to the City Council for expenditures of federal, state, and other funds to specifically meet the needs of low- and very low-income persons.
- Each CSTF chair meets with a designated group of the NAB at least twice a year prior to the annual CDBG planning conference for recommendation to City Council of the annual plan.
- At least once per year, all the CSTF groups meet jointly as a Citywide CSTF to discuss overall concerns and to formulate a series of recommendations for City Council consideration. This Citywide CSTF will serve as an advisory board to City Council regarding Community Action Programs and funding, including Community Services Block Grant (CSBG) funding.

Since September 1990, the City has been operating two citizen boards, both advising Council on the use of CDBG funds and the needs of the low-income.

On March 4, 1996, by Roll Call No. 96-877, Council approved the merger and consolidation of the Neighborhood Advisory Board (NAB) and the Des Moines Action Board (DMAB) as part of a Citywide reorganization.

On October 23, 1996, under the direction of James Grant, Director of the Community Development Department, members of the DMAB and the NAB began working on developing a single board structure.

A joint committee composed of both NAB and DMAB members met six times and held one public hearing within a span of five weeks. Further review and recommendations to the separate boards culminated on March 5, 1997 with an agreement by all members of the joint committee on a 23-member, single board structure with a subcommittee to handle low-income advocacy. This structure was approved by the NAB on April 1, 1997 and the DMAB on April 8, 1997.

Attached is a copy of the chart which was approved by both the NAB and the DMAB. It should be noted that persons who are appointed to the new board will need to meet one of the following requirements:

1. Be a resident of a recognized neighborhood.
2. Meet the HUD income limits for low-income persons.
3. Own a business located in the Des Moines City limits.

Rationale:

- *A single citizen advisory board structure is in keeping with the original intent of the Neighborhood Revitalization Program.*

Stockard & Engler's recommendations for Citywide neighborhood revitalization were comprehensive in their scope. Their report recommends partnerships among residents, local government, and private investment. The strategy concentrated on three key concepts:

1. Improve the declining physical aspects of older neighborhoods;
2. Develop private resources to more effectively leverage shrinking public dollars; and
3. Maximize the effectiveness of the City's service delivery system.

The purpose of the Neighborhood Advisory Board was to provide for increased planning and participation by involving more neighborhoods in the preparation and implementation of plans, and to review and comment on program policies to the City Council. It was the function of the Advisory Board to consider the revitalization process in total, not to operate solely as resource allocation process.

- *Need for Low-income Advocacy.*

The primary mission of the Community Action Agency is to provide a full range of needed services for low-income families and assist them in reaching an appropriate level of self-sufficiency. This includes the need to advocate for low-income persons. This responsibility is met in many different ways including direct services delivered through the City's Neighborhood Site Offices and many other programs such as Low-Income Home Energy Assistance and Home Weatherization. This commitment was a major concern of the DMAB during the discussions on board consolidation; therefore, it is recommended that a committee be established on the new board dedicated to advocacy for low-income residents.

- *Growth of the Neighborhood Associations.*

In 1990, when the City Council established the dual board system in order to assure that the low income areas of the City were represented, the neighborhood movement was in its early stages of development. Currently there are 45 neighborhood associations of which 33 of the neighborhood organizations are included in the HUD eligible areas. The effect of this development is that the City now has two citizen advisory boards that represent low-income neighborhoods. This dual structure creates duplication of both citizen volunteer efforts as well as staff time. It is also important to note that this structure provides for a fragmented decision making process in working on revitalization issues and the Consolidated Plan.

- *Consistent with City's Reduction and Reorganization of Staff.*

On March 4, 1996, the City Council approved the FY1996-97 Budget. At the time of this action, Council was advised that as a part of the proposed cost savings, the Community Services Department and the Community Development Department were to be combined into one department. Also, a part of this action was the recommendation to combine the NAB and CSTFs/DMAB into a single advisory board. The reason for this was that both of the boards would be receiving staff support from the same department, and both boards are responsible for advising on the planning and allocation of funds for programs contained in the HUD Consolidated Plan.

In addition, as a part of the reorganization, some staff positions were eliminated that previously provided support for the two board system. It is estimated that staff support required monthly for the two boards is 47.5 hours for the NAB and 69.5 hours for the CSTFs/DMAB, for a total 164.5 hours. This staff support includes clerical and professional staff for meetings usually held after regular working hours, and preparation of the two Boards' recommendations, correspondence and other related business. It is anticipated that a single board will require less staff time, thus reducing current overtime, costs and increasing staff time available for current work activities.

- *Consistent with HUD Consolidated Plan.*

During the annual Consultation Session conducted in July of 1996, HUD staff identified weaknesses in the City's Consolidated Plan. They stated that the City Plan lacked long-range vision for community development and was too focused on short-term goals. They recommended that the City's planning process be based on a priority-setting process. The City's current funding allocation process divides the CDBG funds between the two boards without relating the Consolidated Plan priorities. This makes it very difficult to achieve a more focused Plan as recommended by HUD, especially when it involves two boards. Coordination and collaboration are also key goals of the HUD Consolidated Planning process. A single board that represents the needs of low-income persons and neighborhoods will enhance the City's ability to set priorities and make funding recommendations consistent with overall strategies and goals. In addition, this structure will reduce a significant amount of duplication of staff time in the development of the Consolidated Plan.

Proposed schedule for development and implementation of the Community Development Board:

- April 21, 1997 - City Council adopts/amends recommendation for the formation of a 23-member Community Development Board to replace the NAB, DMAB and CSTFs.
- June 16, 1997 - Advertising, public notices, mailing, etc. are disseminated to create a pool of low-income persons wishing to serve on the new board.
- July 7, 1997 - City Council makes appointments to the new board.
- July 16, 1997 - First meeting of the new board and adoption of interim procedures.

NAB/DMAB BOARD CONSOLIDATION

I. PURPOSE OF COMBINED BOARD:

Neighborhood Revitalization
&
Removal of Slum and Blight

II. REPRESENTATION:

<u>NUMBER</u>	<u>CATEGORY</u>	<u>QUALIFIER</u>	<u>APPOINTMENT</u>
7	Low Income	Income and Des Moines Resident	1 each by Council
7	Neighborhood Representative	Des Moines Resident	1 each by Council
7	Business Representative	Business located in Des Moines City Limits — Representative may or may not live in Des Moines	1 each by Council
1	Neighborhood Finance Corporation Representative	NFC Board Member	NFC
1	Neighborhood Development Corporation Representative	NDC Board Member	NDC

III. LOW-INCOME ADVOCACY:

- Subcommittee of new Board to handle low-income advocacy (low-income Board representatives are part of Subcommittee, but membership not limited to them)