GUIDELINES
FOR
NEIGHBORHOOD ASSOCIATIONS,
DISTRICT COALITION BOARDS, AND
THE OFFICE OF NEIGHBORHOOD ASSOCIATIONS

Submitted by the Office of Neighborhood Associations
Policy/Procedures Review Committee

April, 1987
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Policy and Procedures Review Committee

The Policies and Procedures Review Committee began its work in December 1985. The Committee was convened by the Director of the Office of Neighborhood Associations for the purpose of: a) reviewing existing policies and procedures; b) identifying gaps in existing policies and procedures; and c) developing recommendations for needed policies and procedures relating to the roles of individual Neighborhood Associations, the District Coalition Boards, the Office of Neighborhood Associations, and the District Office Staff.

The Committee was composed of citizen volunteers from different areas of the City, and staff members from several District Offices and the Administrative Office. The Committee included the following participants:

Citizen Members:

Chairperson, Moshe Lenske, Southeast Uplift
Scott Bailey, Central Northeast Neighbors
Chuck Boehm, North Portland Citizens Committee
Chris Dorval, Neighborhoods West/Northwest
Mary Ellis, Mid-County Neighborhoods
Rush Kolemaine, Citizen
Bob Nelson, Northeast Neighborhood Coalition
Martha White, Southwest Neighborhoods Info., Inc.

Staff Members:
Carolyne Marks Bax, Mid-County Neighbors
Sarah Newhall, Office of Neighborhood Associations
Steve Rudman, Southeast Uplift
Joy Stricker, Southwest Neighborhoods Info., Inc.

Ex Officio:
Oliver Smith, Mayor's Office Liaison
Paul Elsner, Deputy City Attorney
Introduction

The purpose of Neighborhood Associations is to consider and act upon citizen needs. A main function of Neighborhood Associations is to assist and broaden communication between citizens and government on matters affecting neighborhood livability and to encourage citizen participation in many levels of decision-making. Neighborhood Associations are open to everyone, and are representative of those citizens who choose to be involved. In Portland, through an Ordinance adopted by the Portland City Council in 1974, the Office of Neighborhood Associations was established, as well as a process for recognizing Neighborhood Associations and providing support and assistance to them.

These Guidelines for Neighborhood Associations, District Coalition Boards, and the Office of Neighborhood Associations describe the components and the procedures for the smooth functioning of this neighborhood program. The Guidelines acknowledge and respect the inherent diversity within the neighborhood network. They establish a common base from which each Neighborhood Association and District Coalition Board can carry out its own activities. Over the years, concerned and creative citizens have made many positive improvements in the livability of Portland. Assisting in such efforts is what the neighborhood program is all about.

These Guidelines are intended to provide a framework for the eighty Neighborhood Associations, six District Coalition Boards and thousands of citizen volunteers seeking information about and an understanding of the different components of the neighborhood system.

The neighborhood movement has grown and evolved over the past twelve years. These Guidelines describe the way the system works today. Over the coming years, as needs and as structures continue to evolve, future changes may be incorporated into the Guidelines.

It should be noted that nothing in this document shall limit the right of any person or group to participate directly in the decision-making process of the City Council or any City agency.
I. REQUIREMENTS FOR BEING RECOGNIZED AS A NEIGHBORHOOD ASSOCIATION BY THE CITY OF PORTLAND AND TO BE ELIGIBLE FOR SERVICES FROM OWA:

A. Neighborhood Associations which meet the following guidelines will be officially recognized by the City of Portland, and be eligible for the range of services provided by the Office of Neighborhood Associations and/or the District Coalition Boards.

1. Membership

Maintain membership which is open to any person who lives, and/or owns any real property within the recognized boundaries of the Neighborhood Association. Other individuals, or organizations may be members as set forth in each Neighborhood Association’s bylaws.

2. Boundaries

Have clearly stated boundaries in its bylaws. The boundaries should not overlap those of any other Neighborhood Association, except to the extent that each Neighborhood Association affected agrees in writing.

3. Non-Discrimination

Neighborhood Associations must not discriminate against individuals or groups on the basis of race, religion, color, sex, sexual orientation, age, handicap, national origin, income, or political affiliation, in any of its policies, recommendations or actions.

4. Dues

Membership contributions may be collected on a voluntary basis only.

5. Bylaws

File and maintain a complete and up-to-date set of bylaws at the Office of Neighborhood Associations and the appropriate District Coalition Board Office.

6. Grievances

Bylaws shall include provisions relating to the resolution of grievances concerning the activities, policies or recommendations of the Neighborhood Association.
7. Meeting Requirements

Set forth meeting requirements for the membership in the Neighborhood Association bylaws.

8. Open Meetings/Public Records Law/Minutes/Dissent

Abide by the Oregon statutes (ORS 192.410-192.710) relative to open meetings and public records. Official action taken by a Neighborhood Association must be on record as a part of the minutes of each meeting. The minutes shall include a record of attendance and the results of any vote taken. A summary of dissenting views should be transmitted along with any recommendation made by the Neighborhood Association to the City.

B. Liaison to District Coalition Board

To have a voice in setting goals and priorities for a District Coalition Board, and to determine the allocation of that DCB’s resources, a Neighborhood Association must participate as a member of its District Coalition Board. Each Neighborhood Association which elects to participate should have a written procedure for selecting a delegate(s) to the District Coalition Board.

C. Recognition as a Neighborhood Association by the City of Portland

Neighborhood Associations meeting the requirements in Section I-A will be recognized by the City of Portland if the area is not presently covered by a recognized Neighborhood Association. The Office of Neighborhood Associations will send a 'Letter of Compliance' to the Neighborhood Association. Recognized Neighborhood Associations are entitled to receive services including, but not limited to:

1. Placement on the ONA "contact sheet" which lists the names, addresses and phone numbers of the Neighborhood Association, its president and a designated contact person. This "contact sheet" is widely used throughout the City government for informational mailings relating to a variety of topics.

2. Notification by all appropriate City bureaus as required in the City Code on all matters that fall within its boundaries.

3. Placement on official Neighborhood Association maps, in brochures and handbooks relating to neighborhood affairs.
4. A range of support services from the District Coalition Board Office and/or the Office of Neighborhood Associations including assistance with general communications, crime prevention activities, newsletters, grantwriting, activity planning, public relations, and general information and referral.
II. ROLE AND RESPONSIBILITY OF DISTRICT COALITION BOARDS

District Coalition Board(s) are composed of delegates duly selected by member Neighborhood Associations and any at-large members provided for in their bylaws. DCBs are the neighborhood-based contracting agent(s) with the City which support citizen participation and provide crime prevention services and must meet the following guidelines:

1. Be a not-for-profit corporation in good standing and registered with the Oregon Corporation Commissioner.

2. Qualify for exemption from corporate taxation under either 26 USC 501(c)(3) or 26 USC 501(c)(4).

3. Maintain a current copy of the DCB's bylaws with the Office of Neighborhood Associations.

4. Develop a set of Personnel Policies, which include hiring procedures, internal grievance procedures, and procedures for annual performance reviews of the DCB's staff.

5. Have an Affirmative Action and Equal Opportunity Policy approved by the City.

6. Abide by the Oregon Statutes (ORS 192.410-192.710) relative to open meetings and public record.

7. Not discriminate against individuals or groups on the basis of race, religion, color, sex, sexual orientation, age, handicap, national origin, income, or political affiliation in any of its policies, recommendations or actions.

8. Have bylaws which include provisions for the resolution of grievances concerning the activities, policies or recommendations of the District Coalition Board.

9. Record in the minutes of each meeting all official action taken by the District Coalition Board. Minutes shall include a record of attendance and the results of any vote taken. A copy of the minutes with dissenting views highlighted should be transmitted along with any recommendation made by the DCB to the City.

10. Administer all City contractual funds, develop DCB budget, and negotiate contracts in accordance with the procedures established by the Office of Neighborhood Associations and in line with standard accounting and business practices.

11. Develop an annual work program with objectives set by the DCB and submitted to the Office of Neighborhood Associations.
12. File a written progress report at mid-year and an annual accomplishments report at the end of the contract year with the Office of Neighborhood Associations.

13. Establish written policies and procedures for the allocation of contractual funds for printing and mailing to Neighborhood Associations.

14. Agree to uphold ONA newsletter policies. (See Newsletter Policies, Section VII) Ensure compliance with federal postal service regulations for bulk mailings and 501c(3) or 501(c)4 regulations for not-for-profit organizations.

15. Compensate staff according to the salary ranges provided by the Office of Neighborhood Associations.

16. Provide for the orientation of Neighborhood Association members and District Coalition Board members on the operations and procedures of the DCB and the District Office.

17. Evaluate the performance of District Coalition Board staff annually.

* * *

Except as otherwise stated, the working and procedural relationship(s) among Neighborhood Associations, neighborhood staff and DCBs shall be determined by the groups involved, and these relationships shall be respected by the Office of Neighborhood Associations.
III. ROLE AND RESPONSIBILITY OF THE CITY OF PORTLAND OFFICE OF NEIGHBORHOOD ASSOCIATIONS

The Office of Neighborhood Associations is responsible to do the following:

1. Negotiate contracts and maintain fiscal and program accountability for the funds routed to each District Coalition Board.

2. Monitor for compliance and enforce the contracts entered into between the City and the DCBs.

3. Act as an information clearinghouse and resource to Neighborhood Associations and other citizens or groups.

4. Provide for the orientation on ONA/City structure and procedures to Neighborhood Associations boards, DCBs, staff, and other interested citizens.

5. Facilitate open communication among City bureaus, other government agencies, Neighborhood Associations, and DCBs.

6. Assist Neighborhood Associations and DCBs in planning and developing programs for city-wide citizen participation and crime prevention activities.

7. Process requests from Neighborhood Associations seeking recognition from the City.

8. Maintain a current listing of all Neighborhood Associations and contact persons for each group.

9. Assist DCBs and Neighborhood Associations in identifying and submitting proposals for alternative funding sources for expanding citizen participation services.


11. Publicize the citizen participation activities and meetings of the Neighborhood Association network in print and electronic media and other forums.

12. Respond to complaints about Neighborhood Associations or District Coalition Boards, pertaining to their activities, policies or actions.

13. Encourage City bureaus to increase their outreach to and the timely and appropriate notification of citizens on matters affecting their neighborhood.

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14. Report to the Commissioner-in-Charge on activities and concerns relating to citizen participation, crime prevention, and other programs funded through the office.

15. Make provisions for assisting newly forming Neighborhood Associations.

16. Provide services to recognized Neighborhood Associations located outside any existing DCB boundary including printing and mailing support, notification of relevant information, and general assistance within program limits.
IV. ROLE AND RESPONSIBILITY OF DISTRICT COALITION BOARD STAFF

The staff hired by each DCB is primarily funded with monies from the DCB contract with the City. The staff serves the DCB and is accountable to it. The DCB is the employer—not the City. The staff is subject to the DCB personnel policies, and staff performance should be measured in light of these policies and in furthering the activities set out in each DCB's annual work plan.

All personnel issues relating to these employees are the responsibility of the District Coalition Board. It is recommended that each Board clearly establish the supervisory relationship between the Board and staff and among staff members themselves in order to have positive communication in both directions.

The primary role of a District Office is to increase the effective communication and flow of information between citizens and government. Staff is to follow the directives of the Board and to provide technical support to citizens who are involved in Neighborhood Association activities. Staff should provide training, orientation, information, and consultation to citizens.

It is the role of staff to be a resource to citizens who in turn advocate a particular position on an issue, rather than for staff to become advocates themselves. In short, staff role is to work to increase citizen participation and to provide technical support on pertinent issues. Advocacy of neighborhood concerns is and should be left to the citizens, except when staff is specifically directed to do otherwise by the Board.
V. GUIDELINES RELATING TO NEIGHBORHOOD ASSOCIATION BOUNDARIES

Portland neighborhoods have a unique historic identity and their boundaries should be maintained and respected.

1. Designating Neighborhood Boundaries

   Neighborhood Associations are responsible for establishing their own boundaries and describing them accurately in their bylaws.

   Neighborhood Associations desiring to change their boundaries shall do so in cooperation with adjoining associations.

   All changes in boundaries must have the written consent of the groups affected.

   The District Coalition Board and the Office of Neighborhood Associations should be notified in writing of all boundary changes so that notification processes, maps and brochures can be kept current and accurate.

2. Resolution of Boundary Disputes

   If two or more Neighborhood Associations are unable to agree to a proposed boundary change the District Coalition Board shall assist in resolving the dispute through the following process:

   a. The District Coalition Board shall meet with the Neighborhood Associations involved to review the proposed boundary changes and attempt to reach a compromise solution. The Neighborhood Mediation Center is available as a helpful resource if requested.

   b. If a solution cannot be reached, the District Coalition Board shall survey the citizens in the affected area to determine their boundary preferences. After considering the information gathered from the residents involved, the District Coalition Board shall make a decision on the boundary change. The decision of the District Coalition Board shall be final.

3. Neighborhood Boundaries Falling Outside the Portland City Limits

   Neighborhood Association boundaries may extend beyond the Portland city limits at the discretion of the Neighborhood Association. However, services to non-city residents may be limited by the District Coalition Board or the Office of Neighborhood Associations.
4. **Overlapping Boundaries**

Overlapping boundaries confuse identification, create duplication in service delivery and in the notification process and should be discouraged.

5. **Size of Neighborhood Association**

A boundary change resulting in a Neighborhood Association with less than 200 households should be discouraged.

6. **Changes in District Coalition Board Boundaries**

District Coalition Boards are allocated resources to provide services to a specified geographic area. Proposed changes in District Coalition Board boundaries will be negotiated during the contracting process between the Office of Neighborhood Associations and the affected District Coalition Boards.
VI. GRIEVANCE PROCEDURES

Any major grievance or complaint against a Neighborhood Association or a District Coalition Board must be filed in writing with the appropriate Neighborhood Association or District Coalition Board.

Resolving the grievance is the responsibility of the Neighborhood Association Board or the District Coalition Board involved. Each affected Board is responsible for following the grievance procedure set forth in its bylaws.

If necessary or desirable, the parties involved may request assistance from the Neighborhood Mediation Center. However, it is the responsibility of the parties involved to achieve a fair resolution to the grievance. In cases where the parties cannot reach an agreement, a decision by the majority of the Neighborhood Association Board or District Coalition Board will be final.

In the event that a grievance is made against a Neighborhood Association or District Coalition Board concerning compliance with these Guidelines, and after all of the review procedures of the Neighborhood Association or District Coalition Board have been exhausted, a determination may be sought from the Office of Neighborhood Associations. The Office of Neighborhood Associations Director will review the grievance and make a determination after discussing the grievance with the parties involved, and after reviewing any material in support of or in opposition to the grievance. A request for corrective action, if required, will be made to the Neighborhood Association or District Coalition Board. The Neighborhood Association or District Coalition Board will be asked to respond in writing with a corrective action plan.
VII. NEIGHBORHOOD NEWSLETTER POLICIES

The following are newsletter policies for newsletters funded with City dollars:

1. Neighborhood Associations are responsible for the content of their individual neighborhood newsletters. Neighborhood Associations, using DCB funds for printing and/or distribution of newsletters will be expected to familiarize themselves with and comply with all applicable U.S. Postal Service and Internal Revenue Service regulations that affect a District Coalition Board's not-for-profit status. If upon review the content is not in compliance with these regulations, the matter will be resolved cooperatively with the Neighborhood Association newsletter editor and the District Office.

2. A copy of each newsletter should be on file at the District Office.

3. Articles presenting personal opinions of a citizen must be identified as such and the name of the author must be included.

4. Newsletters should not include statements which could be considered libelous or defamatory.

5. Statements in support of or in opposition to any political candidate or ballot measure cannot be printed.

6. Positions taken or recommendations voted on by a Neighborhood Association are matters of record and may be reported in newsletters. Efforts should be made to report positions taken by neighborhood boards relating to community issues in the newsletters.
VIII. AMENDMENTS TO OFFICE OF NEIGHBORHOOD ASSOCIATIONS STANDARDS AND GUIDELINES

Any party wishing to propose amendment(s) to the Guidelines may do so by submitting the proposed amendment(s) in writing to ONA.

The Office of Neighborhood Associations in cooperation with neighborhood groups will review the Guidelines every two years. A citizen from the unaffiliated neighborhoods, from each DCB, DCB staff and ONA staff will receive and review proposed changes and revisions to the Guidelines.

Proposed amendments will be developed and distributed to each Neighborhood Association and DCB for review and comment during a 60-day review period. A public hearing will be scheduled to receive oral and written testimony from all interested parties.

The committee will then review the citizen comments and develop and distribute amendments to refer to the Commissioner-in-Charge for approval.
ORDINANCE NO. 159928

An Ordinance repealing the present Chapter 3.96, Office of Neighborhood Associations, and substituting a new chapter relating to neighborhood associations

The City of Portland ordains:

Section 1. The Council finds:

1. That communication between the City of Portland, its citizens and citizen groups is necessary for Portland to be and remain a responsive local government.

2. That the Office of Neighborhood Associations is the City bureau charged with promoting and maintaining accessibility to City government for individual citizens and neighborhood associations and it is necessary for that office to have its duties and responsibilities sufficiently set out so that it can perform its functions.

3. That throughout Portland, citizens have formed neighborhood associations and district coalition boards to address issues that affect the quality of their neighborhoods and act as forums for communication of their concerns to City government.

4. That certain minimum standards for neighborhood associations and district coalition boards are necessary so that those groups can be recognized as an important and bona fide communicative link between the City and its citizens.

5. That the provisions of the existing Chapter 3.96 do not adequately fulfill the current needs of the Office of Neighborhood Associations, its constituent neighborhood associations and district coalition boards.

NOW, THEREFORE, the Council directs:

a. The present Chapter 3.96 is hereby repealed and a new chapter is substituted in lieu thereof, to be numbered, titled and read as follows:
Chapter 3.96
OFFICE OF NEIGHBORHOOD ASSOCIATIONS

3.96.010 Purpose. This chapter sets out the basis for City recognition of neighborhood associations, district coalition boards, and the responsibilities and benefits accruing thereto; creates the Office of Neighborhood Associations and sets out its functions, duties, and responsibilities.

Nothing in this chapter shall limit the right of any person or group to participate directly in the decision making process of the City Council or of any City agency.

3.96.020 Definitions. As used in this chapter the following terms have the meanings given them in this section.

(1) City Agency. Includes all departments, bureaus, offices, boards, and commissions of the City of Portland.

(2) Neighborhood Association. A group of people organized for the purpose of considering and acting upon any of a broad range of issues affecting the livability and quality of their neighborhood. A neighborhood association may be "recognized" by the City. A recognized neighborhood association is one which meets the minimum standards of this chapter and applicable guidelines adopted by the Office of Neighborhood Associations.

(3) District Coalition Board. The geographically defined neighborhood-based contracting agent with the City which serves as an information resource for citizens and a provider of citizen participation and crime prevention services. It is primarily composed of persons selected by member neighborhood associations and such other persons as are provided for in the board's by-laws.

3.96.030 Minimum Standards for Neighborhood Associations. In order to be eligible to receive City assistance that is provided for in this Chapter, neighborhood associations shall meet those guidelines adopted by the Office of Neighborhood Associations including but not limited to the provisions regarding membership, boundaries, grievances and dissent.

3.96.040 Functions of Neighborhood Associations. Any neighborhood association may:

(1) Make recommendation(s) concerning a particular action, policy or other matter to any City agency on any topic affecting the livability of the neighborhood, including but not limited to land use, housing, community facilities, human resources, social and recreational programs, traffic and transportation, environmental quality and public safety;
(2) Assist City agencies in determining priority needs of
the neighborhood;

(3) Review items for inclusion in the City budget and make
recommendations relating to budget items for neighborhood
improvement; and

(4) Undertake to manage projects as may be deemed
appropriate by the neighborhood association to benefit their
neighborhood.

3.96.050 Functions of District Coalition Boards. The Office of
Neighborhood Associations may choose to administer services to
neighborhood associations through district coalition boards. In
order to provide efficient delivery of services to neighborhood
associations, a district coalition board shall:

(1) Facilitate communication between citizens and
government; provide training and orientation, information and
support services to neighborhood associations within the
coalition;

(2) Administer contractual funds, develop a budget, and
operate a neighborhood office in accordance with Guidelines
established by the Office of Neighborhood Associations; and

(3) Promote citizen participation in all efforts which
contribute to neighborhood livability within the prescribed
geographic area of the coalition.

3.96.060 Responsibilities of Neighborhood Associations.

(1) All neighborhood associations shall be required to give
reasonable notice to affected persons of neighborhood association
elections and planning efforts prior to the commencement of those
actions.

(2) Neighborhood associations shall abide by all applicable
statutes, rules, and regulations, both municipal and state,
regulating open meetings and public records.

(3) Neighborhood associations shall include affected City
agencies in discussion when engaged in planning efforts which
affect neighborhood livability and shall cooperate with City
agencies in seeking outside sources of funding for neighborhood
projects affecting neighborhood livability.

3.96.070 Responsibility of City agencies.

(1) City agencies shall notify all neighborhood
associations affected by planning efforts of other actions
affecting the livability of the neighborhood(s).
(2) City agencies shall include affected neighborhood associations and district coalition boards in planning efforts which affect neighborhood livability.

(3) Notice of pending policy decisions affecting neighborhood livability shall be given to the neighborhood association(s) affected at least thirty (30) days prior to final action on the decision by a City agency. If said 30 day period may injure or harm the public health, safety, welfare, or result in a significant financial burden to the City, this notice provision shall not apply.

3.896.888. Office of Neighborhood Associations.

There is hereby established and created an Office of Neighborhood Associations which shall consist of a Director and such other employees as the Council may from time to time provide. In order to facilitate citizen participation and improved communication between citizens, neighborhood associations, district coalition boards and the City, the Office of Neighborhood Associations shall:

(1) Notify interested persons of meetings, hearings, elections and other citizen participation events;

(2) Assist neighborhood associations and district coalition boards and others in planning and developing programs for citizen participation, crime prevention, dispute resolution and citizen budget review;

(3) Act as an information clearinghouse and resource to neighborhood associations, citizens or other groups;

(4) Promote and facilitate open communication among City agencies, neighborhood associations and district coalition boards.

(5) Support and promote citizen involvement within the neighborhood association framework.

(6) Adopt and revise such guidelines as are deemed necessary for the implementation of this Chapter and for orderly citizen participation in City government through neighborhood associations and district coalition boards. In so doing, the Office of Neighborhood Associations shall involve neighborhood associations and other interested citizens as necessary.

3.96.898. Assistance to Neighborhood Associations.

(1) Any neighborhood association meeting the minimum standards established by 3.96.030 is entitled to and may request assistance from the Office of Neighborhood Associations in the performance of its functions.
ORDINANCE No.

(2) If a neighborhood association violates or fails to continuously meet the minimum standards contained in this Chapter, the Office of Neighborhood Associations may suspend partial or all assistance to that neighborhood association until such time as it achieves compliance.

(3) Open and fair grievance procedures shall be established for handling complaints made against a neighborhood association, district coalition board, or the Office of Neighborhood Associations.

Passed by the Council. JUL 29 1987

Commissioner Bogle
SNewhall: sf
July 14, 1987

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BARBARA CLARK
Auditor of the City of Portland
By
Deputy