

Equity Criteria for Allocating Recreation Center Funding



Minneapolis
Park & Recreation Board

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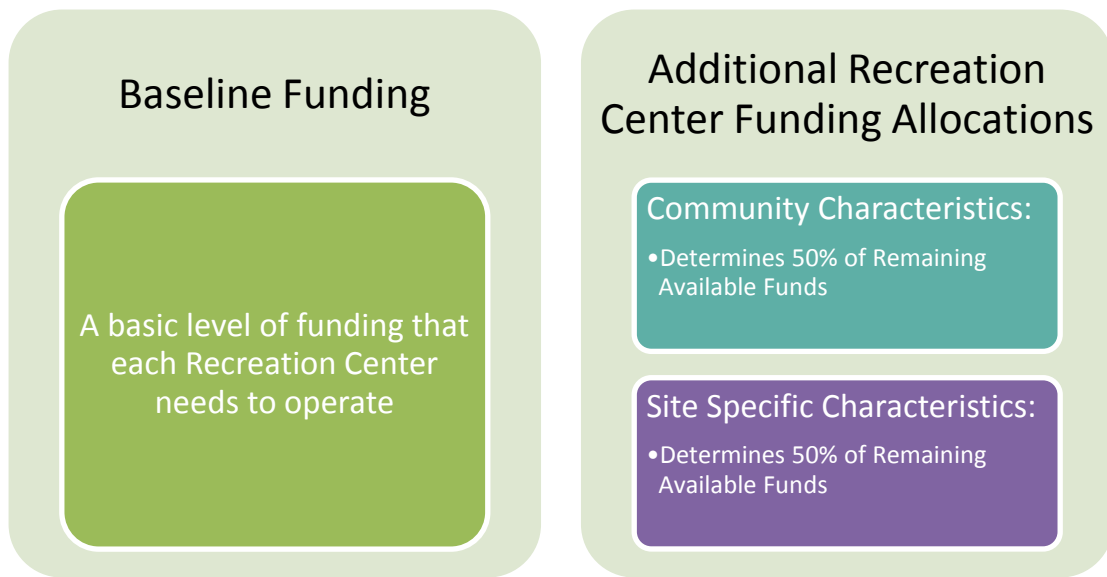
Building Equity into Recreation Center Funding and Programs:

The Minneapolis Park and Recreation Board (MPRB) strives to provide equitable recreational opportunities for all city residents. In addition to site-specific differences at our recreation program locations, MPRB believes it is vital to evaluate recreation centers' staffing need based on the make-up of their surrounding community. Residents who live in poverty or other disadvantaged areas often have less access to a variety of open space and recreation options and are more likely to experience various chronic health problems, some of which are impacted by their physical environment. In addition, communities of color and areas of concentrated poverty often experience a lack of public and private investment relative to other areas. In building a more equitable park system, it is important for the MPRB to target investment of public funds into parks in racially diverse and low-income neighborhoods.

Allocation of funds for part-time recreation center staff directly affects the quantity and types of programming offered in MPRB facilities and should be determined with clear guidelines for which sites receive larger amounts of funds than other, also important sites. The MPRB has selected the following criteria to guide where to invest beyond the baseline level of funding needed to operate each recreation center site. The allocation criteria will be reviewed and applied annually.

How This Works:

- Total Recreation Center Funding = The full amount available under the Board's annual budget.
 - Baseline Funding is an *equal* amount of funding per site needed to operate at a minimum number of weekly hours.
 - Community Characteristics determine the allocation of 50% of the available funds remaining after the baseline funding.
 - Site Specific Characteristics determine the allocation of 50% of the available funds remaining after the baseline funding.



Equity Criteria for Allocating MPRB Recreation Center Funding

Criteria Categories	Portion of Total Funding Allocation
Baseline Funding	Equal level of funding to each Site
Community Characteristics	50% of remaining funding after Baseline Funding
Diversity Index	1
Health Indicators	1
SNAP Participation	1
Youth Population	1
Senior Population	1
Vehicle Access	1
Crimes Against People	1
Median Household Income	1
Site Specific Characteristics	50% of remaining funding after Baseline Funding
Operating Hours per week	1,2
Number of Program Hours Offered	1
Participation per Hour of Activity	1
NiteOwlz Program Site	1,2,4
Gym on Site	2,3
Warming Room on Site	1
High Use Site	1

Baseline Level of Funding

All MPRB recreation centers require a basic level of funding to ensure that staff is there to support a variety of programs, work with the general public, supervise use of the facility, perform administrative functions, and otherwise operate each individual facility daily.

Each of the 47 recreation center sites will receive an equal amount of annual funding for basic operations.

$$\text{\$13.00/Hour} \times \text{1.5 Staff} \times \frac{\text{28 hrs}}{\text{week}} \times \text{52 weeks} = \text{\$28,392}$$

Each recreation center is allocated funding for 1.5 staff per hour at a 2018 minimum wage of \$13.00 per hour to be open a minimum of 28 hours each week year-round. The \$13.00 wage per hour includes all fringe benefits. This is the amount of part-time staff required to keep recreation centers open to the public for 28 hours per week.

The allocation of the remaining available funds for recreation center staffing is determined by various Community Characteristics and Site Specific factors. For each measure or factor that applies to a specific site, additional funds are allocated to that location.

Each recreation center site was given an objective score for each of the following Community and Site Specific Characteristics criteria. Values for Community Characteristic were determined at the scale of local census tracts or neighborhoods. Site Specific Characteristics were determined based on the specific facilities and program service levels within each individual recreation center and associated park. For each criteria that a recreation center meets, it will receive an additional allocation of available funds.

Community Characteristics:

These criteria are selected to help ensure that MPRB prioritizes 50% of additional funding to recreation centers that serve communities with a higher level of economic need, face additional health burdens, or are more diverse than Minneapolis as a whole. For each individual recreation center, MPRB considered eight Community measures and awarded additional funding for each applicable measure.

$$\frac{\text{Community Characteristic Criteria Met at a Specific Site}}{\text{Total Community Characteristics for All Sites}} \times (50\% \text{ of Total Available Funds})$$

= Amount of Additional Community Funds per Site

Determining the Geographic Extent of a Community:

We define community as the census tract(s) whose centroid (geographic center) is within each park’s walkshed. Walksheds have been created by the Trust for Public Land between 2013 and 2017 and show the area within close walking distance of each of a park’s entrances. Therefore a site’s rating for each metric takes the average of the community’s census tracts. The exception to this rule is the metric crime against persons, whose rates are reported by the Minneapolis Police Department by neighborhood. Because of this, each site’s crime level is determined by the single neighborhood it is within.

1. Diversity Index (1 Possible Point)

About the measure: The Diversity Index is meant to show how diverse the population is within a specific area, such as a neighborhood or zip code relative to the citywide average. This measure anticipates the likelihood that two individuals in an area selected at random will be of different races or ethnicities. For example, if there is a 50% chance that two individuals are of different races or ethnicities, the community receives a 50. The recreation center’s rate is created by aggregating the rates of local census tracts.

Data source: U.S. Census American Community Survey (ACS) (2010-2014), PolicyMap.

Why this is important: Recreation centers in more diverse communities require additional resources to provide services in multiple languages, to accommodate requests for a wider variety of program offerings to match the community’s desires, or to develop programs designed to serve very specific needs cultural needs. More diverse communities must be supported with the resources necessary for creating programming that is reflective of the community. Recreation centers that primarily serve a single group of people (race, culture, language), regardless of the makeup of that group, have fewer programming complexities than recreation centers that serve a more diverse set of community groups.

Is the Community more Diverse than Minneapolis?	Additional Funding
More Diverse than Minneapolis as a whole (Above 47.73)	Yes (1)
Less Diverse than Minneapolis as a whole (Below 47.73)	No

2. Health Indicators (1 Possible Point)

About the measure: Health outcomes are complex measures that can be influenced by a variety of factors such as housing, economic status, access to insurance, environmental exposures, and stress. This measure is the average rate of three common health conditions: asthma, obesity, and diabetes. This average is used to make a general assessment of the overall health in a given community. Health indicators were compared to the averaged citywide rate of the three measures. Centers in communities that have a combined asthma, obesity and diabetes rate higher than the citywide rate (14.5%) receive additional funding. The community’s rate is created by aggregating the rates of local census tracts.

Data source: CDC Behavioral Risk Factor Surveillance System survey, Census Metropolitan delineation files, and the most recent Census American Community Survey 5-year estimates for adult population and household income by age and race, PolicyMap.

Why this is important: Neighborhood parks play a critical role in enhancing quality of life of all Minneapolis residents. Areas with higher rates of health conditions may face higher levels of exposure to poor air quality, lack safe places to exercise, or benefit from positive health-promoting programming. This means that parks, and particularly indoor recreations spaces can play an even more important role in providing access to safe, clean, and well-programmed recreation opportunities.

Health Indicators	Additional Funding
Higher than Citywide Rate (14.5%)	Yes (1)
Below Citywide Rate (14.5%)	No

3. SNAP Participation (1 possible point)

About the measure: SNAP, the Supplemental Nutrition Assistance Program, is a nutrition assistance option available to low-income individuals and families. To qualify for SNAP benefits, a household must make below a certain monthly income, have limited liquid assets and/or include members who are elderly or receive certain types of disability payments. Approximately 70% of those who receive benefits are children and the elderly. Centers in communities that have a higher rate of household SNAP participation than the citywide rate (15.4%) receive additional funding. The community’s rate is created by aggregating local census tracts.

Data source: U.S. Census Bureau, most recent American Community Survey 5 Year Estimate.

Why this is important: Because SNAP benefits are available to households in poverty; this statistic helps to estimate communities facing greater financial risk and strain as well as the need for programs assisting families with a greater number of household struggles. Programming funding must be allocated

to community centers less likely to generate revenue through traditional means. SNAP benefits help illustrate centers likely to create more affordable programming and meal funding (i.e. Summer Snack and Dinner Programs.)

% Receiving SNAP Benefits	Additional Funding
Above or equal to 15.4%	Yes (1)
Below 15.4%	No

4. Vehicle Access (1 Possible Point)

About the measure: This measure estimates the percentage of households in a community who report having access to zero vehicles day to day. Centers in communities that have a higher rate of households that report not having access to a vehicle than the citywide rate receive additional funding. The community’s rate is created by aggregating the rates of local census tracts.

Data source: U.S. Census Bureau, most recent American Community Survey 5 Year Estimate.

Why this is important: Those without a vehicle are less likely to have access to transportation options to reach recreation opportunities or facilities farther away than their local recreation center. This can result in dependence on a single site to meet a variety of programming needs. This could drive the frequency of neighborhood park access up, resulting in the need for additional funding to a site. Additionally, lack of vehicle access assists in addressing impoverished communities as well. To receive additional funding, the center’s community rate must be greater or equal to the citywide rate (0.181).

% Without Access to a Vehicle	Additional Funding
Above or Equal to 18.1%	Yes (1)
Below 18.1%	No

5. Youth Population (1 Possible Point)

About the measure: This measure estimates the percentage of the community’s population under the age of 18. To receive an additional funding point, the community’s youth population must exceed or equal 20% of the total population. Community is determined by aggregating the rates of local census tracts.

Data source: U.S. Census Bureau, most recent American Community Survey 5 Year Estimate.

Why this is important: The larger the community’s youth population, the higher the demand for staffing and programming at the recreation center within that community. Higher youth population often correlates to higher programming participation and funding must reflect those measures.

% Youth Population	Additional Funding
Above or Equal to 20%	Yes (1)
Below 20%	No

6. Senior Population (1 Possible Point)

About the measure: This measure estimates the percentage of the community’s population above the age of 65. To receive an additional funding point, the senior population of a community must exceed or equal 10% of the total population. Community is determined by aggregating the rates of local census tracts.

Data source: U.S. Census Bureau, most recent American Community Survey 5 Year Estimate.

Why this is important: Communities with large senior populations drive programming demand for the recreations centers within them. Seniors utilize programming at higher rates than average citizens and funding must be provided to recreation centers serving high levels of seniors. The inclusion of youth population and senior population helps to illustrate the Parks Board’s responsibility to serve citizens more likely to benefit from recreation center programming and services.

% Senior Population	Additional Funding
Above or Equal to 10%	Yes (1)
Below 10%	No

7. Crimes Against People (1 Possible Point)

About the measure: This measure is meant to represent perceived safety both within a community and in park sites. Crimes that are not directed against people are not included. This indicator is measured by police on the neighborhood level, and therefore ‘community’ in this case is defined as the single neighborhood that a site is within. Communities with a rate of crime that is higher than the city average receive additional funding.

Data source: Minneapolis Police Department

Why this is important: Crimes against people indicate perceived safety of a community, which in turn, influence the types of programming a site needs to invest in. Sites in areas that are perceived as less safe may invest more heavily in late night youth programming, or specialized staffing. Additionally, sites may provide a safe place within a community, increasing the need for quality staff and programming.

Crime Rate	Additional Funding
Above or equal to 10.91 per thousand	Yes (1)
Below to 10.91 per thousand	No

8. Median Household Income (1 Possible Point)

About the measure: This measure indicates Median Household Income within a community. Centers in communities that have a lower median household income than the city as a whole receive additional funding. The community’s rate is created by aggregating the rates of local census tracts.

Data source: Decennial Census and American Community Survey (2011-2015), PolicyMap.

Why this is important: This is a commonly used measure for understanding a communities’ financial strength or burden, as well as the level of poverty in the service area of the center. Communities identified as below the citywide median household income shall receive additional funding for their respective recreation center. Centers serving impoverished communities may require additional funding for the provision of affordable programming and dinner and lunch programs. Also, lower income communities often rely more heavily on public recreation centers to meet the recreation needs of community members.

Median Household Income	Additional Funding
Below \$51,480	Yes (1)
Above or Equal to \$51,480	No

Recreation Center Site Specific Characteristics:

For this group of characteristics, the MPRB analyzed recreation program participation, specialty program sites, presence of gyms and warming rooms, usage of surrounding park space, and operating hours. Examples of these characteristics include large gyms (which host additional athletic contests and events), specialty teen programs (often requiring a higher level of staffing), and highly used turf fields filled with programs, rentals, and community use. Sites with these characteristics should receive additional funding to support service delivery.

$$\frac{\text{Site Specific Criteria Met at Each Site}}{\text{Total Site Specific Criteria for All Sites}} \times (50\% \text{ of Total Available Funds})$$

= Amount of Additioanl Site Specific Funds per Recreation Center

9. Operating Hours per Week (2 Possible Points)

About the measure: All MPRB recreation centers operate either 28, 37.5 or 42 hours per week when summer and school years schedules are averaged. Recreation centers are weighted into three tiers based on these hours with Centers that are open additional hours receiving additional funding.

Data source: MPRB Internal data.

Why this is Important: This measure highlights the general level of service at each tier of operating hours that needs to be supported in part by additional staffing funds. Part-time staff helps support all programs when the center is open and more funding can allow for more simultaneous programs to operate in the available spaces.

How many hours per week is the Rec. Center open?	Additional Funding
42	Yes (2)
37.5	Yes (1)
28	No

10. Number of Program Hours Offered (1 possible point)

About the measure: This measure is a count of program hours offered at a site regardless of target group or the type of offering. This measure will change every year and is measured for the previous 4 seasons (summer and fall 2016 plus winter and spring 2017 for the current year, and moving up one year in subsequent years). The Number of Program Hours each recreation center offers is weighted against the average number of program hours offered at all MPRB recreation centers. The calculation accounts for different program to be measured the same. For example, two 4-hour programs would count the same as eight 1-hour programs.

Data source: MPRB ActiveNet Records.

Why this is important: Sites that offer more activities generally require additional part-time staff support to help coordinate and supervise. Recreation centers that offer a greater variety of programs which utilize the space fully and accommodate a variety of participants create more opportunities for participation across ages, interests, and abilities and receive more funding.

How many Program Hours are offered each year?	Additional Funding
Above Recreation Center Average (1845)	Yes (1)
Below Recreation Center Average (1845)	No

11. Participation per Hour of Activity (1 possible point)

About the measure: The number of recorded enrollees per each hour of programming. This is calculated by taking the total activity enrollees and dividing it by total activity hours. Due to the inconsistency of ActivePass (activity participation database) reporting, these hourly and enrollee statistics have been subtracted out of this equation for all centers. Additionally, festivals spanning only one day are also subtracted from the enrollees statistic due to the size and inaccuracy of some of the reporting. The number of enrollees is from the last four full seasons: (summer and fall 2016 plus winter and spring 2017 for the current year, and moving up one year in subsequent years).

Data source: MPRB ActiveNet Records.

Why this is important: This statistic illustrates the enrollees served per hour of programming. This helps to identify recreation centers which maintain an above average service volume. Additionally, the inclusion of this statistic within the matrix will help to encourage accurate and thorough recording and reporting of enrollees and hours moving forward. In the below table it shows that for every hour of programming offered throughout the Recreation Centers and Programs Department, there was .77 people registered for a program. This is a measure of efficiency in programming.

How many Enrollees per Hours of Programming?	Additional Funding
More than Recreation Center Average (0.77)	Yes (1)
Less than Recreation Center Average (0.77)	No

12. Gym (3 possible points)

About the measure: Recreation centers with Gyms are given additional consideration depending on the size of the gym. Large gyms are defined as gyms with two or more full courts. Gyms that are attached or shared with schools are in their own category, receiving the same score as a small gym. A small gym is defined as a gym with only one full court.

Data source: MPRB facility data.

Why this is important: Recreation centers with gym space must provide additional programming within the gym and specific to gym-related activities. Centers with larger gyms must be able to handle a higher capacity of ActivePass users and schedule larger-scale gym activities. Centers without a gym are often much smaller and require less staff, maintenance, and attention. Gyms are also a unique asset that can be programmed year-round for a variety of ages, types of activities, and times of day that is hard to replicate.

What type/size of Gym?	Additional Funding
Large Gym	Yes (3)
Small Gym	Yes (2)
Attached to School w/ Gym	Yes (2)
No Gym	No

13. Warming Room (1 Possible Point)

About the Measure: Recreation centers containing a warming room are allotted one point. Centers without a warming room receive zero points.

Data source: MPRB facility data.

Why this is important: Centers with warming rooms must receive additional funding to assist in the staffing and operating costs associated with these additional rooms and services. Centers without a warming room do not need to staff for the unique programming and maintenance costs associated with these spaces. Specifically, warming rooms help to illustrate the staffing requirements associated with winter activities and unique physical amenities like ice rinks.

Is there a Warming Room on site?	Additional Funding
Warming Room	Yes (1)
No Warming Room	No

14. NiteOwlz Programming (4 Possible Points)

About the measure: NiteOwlz programming is divided into 4 categories based on the past year’s funding for NiteOwlz. The 2016 budget provides a frame of reference for the reach and operating power of each center’s NiteOwlz programs. Due to the range and cost of budgeting these programs (\$2,500 - \$34,000), a multi-tiered approach is necessary for this metric.

Data Source: Previous year Recreation Center Programming Budget.

Why this is important: The nature of NiteOwlz programming requires higher wages and higher levels of service. The timing and difficulty of running these types of programs places NiteOwlz in a league of its own. NiteOwlz provides a unique and service to communities and program funding must sufficiently reflect that. Nite Owlz operates during non-public hours late in the evenings on the weekends. Staff are often highly trained educators or from other service areas specially trained to work with at risk youth. Nite Owlz is offered primarily in the Urban Core of the city, serving the most underserved populations in the city.

What Level of NiteOwlz Program is offered?	Additional Funding
More than \$24,960	Yes (4)
\$11,165-\$24,960	Yes (2)
\$1 – \$11,164	Yes (1)
No NiteOwlz	No

15. High-Use Site (1 Possible Point)

About the Measure: Recreation centers located within a park deemed as having unusually high use should receive additional funding. Park spaces containing premier or artificial athletic fields, as well as parks which frequently host events qualify for this distinction.

Data source: MPRB facility data, Site amenities

Equity Criteria for Allocating MPRB Recreation Center Funding

Why this is important: Recreation centers within high use sites must staff accordingly to manage activities at the site, and carry much of the burden for the events surrounding their sites. Higher use drives safety, security, staffing and programming needs which must be reflected in the funding of these centers. High use sites include such amenities as artificial turf fields, multiple athletic fields, multiple outdoor full court basketball courts, large picnic areas, and lakes. These amenities drive park usage, increase participation and heighten community involvement with the center itself.

Is there a High Use Facility on Site?	Additional Funding
High Use	Yes (1)
Non-high Use	No

Appendix

Diversity Index: <https://www.policymap.com/data/our-data-directory/#Census> and PolicyMap Racial and Ethnic Diversity

Health Index: <https://www.policymap.com/data/our-data-directory/#CDCBehavioral> Risk Factor Surveillance System

Policy Map: <https://www.policymap.com/maps>

SNAP Minnesota <https://mn.gov/dhs/people-we-serve/adults/economic-assistance/food-nutrition/programs-and-services/>

US Census and American Community Survey: <https://www.policymap.com/data/our-data-directory/#Census>: Decennial Census and American Community Survey (ACS)