



**Saint Paul District Councils**

**PA 8002 – Synthesis Workshop  
Gary DeCramer  
Summer 2006**

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## **St. Paul District Councils**

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## Executive Summary

For over 30 years the District Councils of St. Paul have served as sturdy vehicles for citizen participation, contributing significantly to the city's vitality. In 2006, the office of Mayor Chris Coleman, committed to District Councils' continued high performance, contracted with a team of graduate students from the Humphrey Institute of Public Affairs. Their charge was to investigate questions central to the Councils' missions. *How can overall participation be increased? How can councils recruit participants demographically reflective of changing neighborhoods? How can the City summon up community factions to help in planning? What are the strengths and weaknesses of today's District Councils?*

Research methods used to answer these questions included review of Councils' history and structures; analysis of key stakeholders; interviews, surveys, meetings and observations; analysis of key functions of the Councils; and a thorough review of relevant literature. The research confirmed the acuity of the questions posed by the Mayor's office. "*How to increase overall public participation*" is a long-standing question that has vexed most civic organizers and nonprofits over time. "*How can Councils become more representative of their constituencies*", and "*How can the City enlist community factions to help plan*" are newer questions that are now being asked throughout the United States as demographics change radically.

Methods to increase participation— either in a general way, or specific to a population—are not unknown or mysterious. Rather, governmental institutions and nonprofits (as any other human institution) are often unaware or skeptical of the methods, or slow or incomplete in adoption. With that in mind, many of the recommendations were created with ease of implementation as a priority. Many can be implemented with low or no cost, given the current financial restraints of the City.

Council weaknesses that were uncovered fell into two categories: *weaknesses of participation*, addressed in the first set of recommendations, and *weaknesses of organizational management*, addressed in the best practices recommendations. Councils' strengths include a sound democratic chassis, periodic tune-ups of review and evaluation, and citizens who believe in Councils' missions and provide the fuel to accomplish those missions. These profound underlying strengths, along with implementation of recommendations, can help the Councils minimize current weaknesses to perform and contribute at higher levels.



## History of District Councils

The St. Paul District Council system traces its roots to the 1960's when the opportunity first arose for a citizen review committee to authorize capital expenditures for infrastructure projects, thus doing "public work". Across the country, however, city managers generally shunned such citizen participation (Sirianni & Friedland). Over the next decade federal legislation took aim in the "War on Poverty" by creating Community Action Programs that provided financial incentives for cities to include citizens in urban planning. Community Action Programs led to the development of community development corporations, similar to St. Paul's West Seventh/Fort Road Federation, Greater Frogtown Community Development Corporation or North East Neighborhood Development Corporation.

Later, the "new federalism" policy of the Nixon administration created Community Development Block Grants (hereinafter referred to as "CDBG") that mandated citizen participation (Sirianni & Friedland). The United States Department of Housing and Urban Development administered the CDBGs to local city governments for dispersal to neighborhoods through their planning and economic development departments (hereinafter referred to as "PED"). Mindful of the fine public work already accomplished by St. Paul citizens, and in accordance with the infusion of federal funding for CDBGs, the City passed resolution 266179, creating a formal process for implementing citizen participation. (See Appendix 1A.)

Seventeen homogenous District Councils were created irrespective of existing precincts or wards, using self-identified neighborhoods and geographic barriers. (See Appendix 1B.) Since 1990, each District Council (represented by a nonprofit corporation) formally contracts with the City to provide improved citizen participation, input for community development programs, and an early warning communications system. Despite their contractual similarities, District Councils are anything but homogenous. Even the term *District Council* was not always chosen as an organizational name. *Planning District*, *Planning Council*, *Community Council*, *Citizen Organization* or *Citizen Participation District* are also used. There can be major

structural differences. For example, District Council 9 also operates a Community Development Corporation; District 13 uses three separate nonprofits to represent smaller sub-districts.

Since their inception, District Councils have been the subject of study and further development to maximize effectiveness. In the 1980s, under the Reagan administration, CDBG funding was markedly reduced (Sirianni & Friedland), and the District Councils underwent a thorough review process (Kessler & Smith). In 1990, the first formal contracts were negotiated between the City and the District Councils to foster accountability. A decade later, the Wilder Foundation community research arm published a major study on the vitality of District Councils. In 2004, an Ad Hoc Committee on Citizen Participation reviewed the City's funding formulas to the District Councils and the Councils' accountability to the City.

Community Development Block Grants continue to be a significant source of funding, with additional support from St. Paul's general fund. (In 2006 District Councils contracted with the City for over \$1.2 million including \$780,000 for general operations and \$436,000 for crime prevention.) The current funding formula provides a base amount of \$37,000 per Council with additional funding based upon population, poverty, non-English speaking residents and job indicators. District Councils also solicit funding from a variety of other private sources. Typically, CDBG accounts for about half of a District Council's budget.

## **Project Overview**

### **Description of the Project**

The St. Paul District Councils were created in 1975 by City Council resolution as a vehicle to increase citizen participation. In the resolution, the City directed the Office of the Mayor to use these councils singly or in combination for improved citizen participation, citizen input on community development and as an early warning communication system between the City and its neighborhoods.

During their thirty years the District Councils have confronted the challenge of sustaining citizen participation in neighborhoods as demographics have evolved. Several studies have been undertaken to gauge their success in fostering civic participation. Various key stakeholders have sponsored these studies, including the St. Paul City Council and the Office of the Mayor. Two consistent themes emerged in the studies:

1. St. Paul District Councils need to do a better job of increasing citizen participation.
2. St. Paul District Councils need to be more representative of the neighborhoods they serve.

Mayor Chris Coleman, recognizing the District Councils' valuable contributions in building and sustaining vital, healthy neighborhoods, appointed four members of his policy staff to be liaisons to the Councils. These staff requested that a team of Humphrey Institute graduate students engage in a research project focused on sustaining and increasing citizen participation in the District Councils. The team worked through the Office of the Mayor on the project. The liaisons provided the team with resources and direction. The team also worked with District Councils' staff and boards, several City of St. Paul departments, and community organizations to

gain a better understanding the District Council system and the Councils' unique strengths and weaknesses.

### **Charge to the Consulting Group**

The overarching goal of the project was to provide recommendations to the Office of the Mayor on strategies to strengthen and improve the outreach capacity of the St. Paul District Councils. More specifically, the Mayor's office requested:

- An assessment identifying current strengths and weaknesses of St. Paul's District Council system and areas of most effective and least effective impact.
- Identification of specific strategies to improve the outreach capacity of the District Councils.
- Recommendations to achieve representation of diverse communities in District Council decision-making.
- Strategies to engage and organize communities to participate in neighborhood issues and community planning.

Sections of this paper that follow-- Methodology, Literature Review, Findings, and Analysis-- describe the process the project team used to arrive at the assessment and recommendations requested by the client and summed up in Recommendations. The short time frame of the project demanded that the team work quickly and pick and select only several of many tools that are available for data collection and analysis. The project team emphasizes that their efforts were a "dip-stick" into the culture of District Councils rather than a deep, comprehensive analysis. For example, there was not time to conduct interviews with non-participants; to follow up on all referrals to City staff; to meet at length with policy



staff; or to administer a paper-and-pen survey for those stakeholders without Internet access.

The team is confident in its findings and recommendations. However, future studies could examine what could not be examined within this project's time frame, and could produce highly detailed plans to implement this project's recommendations.

## **Methodology**

Following are the methods by which pertinent data was collected and prepared for analysis.

### **Meetings with the Mayor and the Mayor's Liaisons to District Councils**

Each week representatives of the project team met with the four policy staff who serve as liaisons to the District Councils. Team members raised issues that needed attention, and staff posed questions about the project and offered comments, additional information and referrals. This weekly meeting provided a timely, regular exchange of information to move the project forward on a very short time line.

### **Observations of District Councils' meetings & meetings with city department officials**

Team members attended District Council meetings and met with city department officials. Each team member attended at least one meeting as an observer/listener, identifying him/herself as a graduate student at the University of Minnesota's Humphrey Institute of Public Affairs. Assurance of confidentiality was given regarding attribution of statements made by the meeting's participants. Institutional Review Board (hereinafter referred to as "IRB") information was posted for those attending the Council meeting in case they wanted to contact the course instructor about the project. (See Appendix 1C.)

### **Interviews**

The instructor provided each team member with an IRB consent form and the proper script to use prior to interviewing individuals. It was critical to convey to each interviewee that the information gathered would be held confidentially and that no names would be shared. This would provide honest, candid feedback from the interviewee, and compliance with the Humphrey Institute's research protocol.

The team designed eight interview questions to elicit information most pertinent to the client's goals. (See Appendix 2A.) It was important to use the same set of questions with all interviewees to discern trends and patterns. Members of the team were assigned specific District Councils to target with two or three interviews, to be conducted over the phone or in person.

### **Stakeholder Identification**

The team used a basic stakeholder analysis to identify key stakeholders for further action research and surveying (Bryson 2004). Team members brainstormed to formulate groups of stakeholders. Expectations held for District Councils to improve citizen participation, and short and long term goals were ascribed to each stakeholder group. (See Appendix 3A.) The team produced a composite list of stakeholder groups, and identified specific members within them. The analysis was reviewed with the client for changes and adjustments.

The completed basic stakeholder analysis was applied to a "power versus interest grid," another technique developed by Bryson. (See pages 16 and 17.) The "power versus interest" matrix identified those stakeholders who would be "key" to target with the survey. This technique also helped identify possible coalitions among stakeholders and the stakeholders who are positions of little power. This process was revisited and updates made throughout the study project. The power versus interest grid was helpful in developing survey questions for key stakeholders. It was an analysis tool used "up front" in the project to help set direction initially, and was used to analyze findings later in the project.

### **Survey**

The team researched various survey instruments and selected *Survey Monkey*, an Internet web service that specializes in electronic surveys. Questions were drafted around concerns the

client had identified. The draft was shared with the client and with a survey consultant for refinement. The finalized survey (see Appendix 1D) was sent electronically to contacts provided by the City of St. Paul policy analysts, and to other contacts provided by District Council board members and staff. All potential respondents were briefed with University of Minnesota IRB disclosures to assure them of confidentiality in their responses.

The survey was available for one week, and reminders were sent out three days before it closed. Despite the short availability and “summer vacation timing” of the survey, 89 stakeholders responded. Both quantitative and qualitative measures are described in detail in Appendix 3B.

## **Literature Review Highlights**

The project team reviewed a wide array of historical and theoretical literature to become familiar with underlying principles of District Councils and research relevant to making recommendations.

### **Historical Literature: City of St. Paul and District Council materials**

Founding documents and descriptive materials from the City of St. Paul include historic legislation, reports and budgets; sample citizen participation and crime prevention contracts; maps; various Internet<sup>1</sup> web pages and downloads. They attest to the democratic value of public work, citizenship, equality and accountability.

### **Research Literature**

The areas of literature described below form a rich collection of theory and research. Some of the literature is specific to District Councils. In fact, Saint Paul District Councils are referenced in some studies. There is extensive literature regarding a complex mix of organizational functions. District Councils serve as nonprofit volunteer organizations, democratic forums, and public spaces where citizens can identify neighborhood concerns and work to address them alongside citywide concerns.

### **Engaging a diverse citizenry: recruiting and retaining diverse volunteers**

According to Susan Ellis, success in diverse volunteer recruitment and retention focuses on inclusiveness and valuing differences. Key to increasing the capacity of diverse local citizen leaders is a commitment to volunteer management. A volunteer program requires the same type of managerial effort as any other program operation. A prerequisite for effective recruitment is a

clearly defined plan of action for the volunteer program including goals and objectives that align with the diversity vision and values (Ellis, 1986).

Understanding personal motivation as it relates to volunteerism has been a subject of much research (Taylor, Chait & Holland, 2003). Those programs that take the time to clearly communicate their vision for diversity reap the most successful rates of recruitment and retention. Retention rates have been directly related to the screening process and the fit between the program need and the member's need. People respond positively when the job being offered them fits their personal motivation (National Service Resources, 1996).

From a citywide perspective, finding and connecting existing assets is important grassroots community work. The more assets that are connected and mobilized, the stronger a community becomes (Kretzman & McKnight, 2005). Neighborhood strength can be evaluated through four key elements: door-to-door outreach, events, information provided, and volunteers. Neighborhood strength greatly affects the likelihood of low-mid socioeconomic classes participating (Berry, Portney, and Thomson; 1995).

### **Sharing public work - a democratic ideal**

The democratic values of public work, citizenship, equality and accountability espoused in the District Councils' founding documents are extensively explored in much of the literature reviewed for this project. A significant body of work examines subjects such as the national civil rights movement of the 1960s to local neighborhood revitalization efforts like public housing and community development programs (Boyte, Kari, Lewis, Skelton, & O-Donoghue, 1999; Civic Engagement Initiative, n.d.; DonorEdge, 2006; Eastside Neighborhood Advisory Council of Tacoma, 2004-2005; Independence Plan for Neighborhood Councils, n.d.; Killackey,

2000; Sirianni & Friedland, 2001).

Effective public work is defined as inclusive where diversity is an asset to generate strength (Center for Democracy and Citizenship, 1995). The literature uses the word “diversity” to include a wide variety of characteristics that can identify populations, as does the Mayor’s office. Thus diversity includes status as a renter or homeowner, an English speaker or a non-English speaker as well as the usual protected classes (CDC, 1995; City of St. Paul & Thomas-Dale District 7 Planning Council, 2006; Kessler & Smith, 2004; The St. Paul Foundation, n.d.). Another essential element of public work is the co-existence and recognition of one’s self-interests and those self-interests of others to motivate participation (CDC, 1995). Finally, public work is about power, or empowerment– the ability to accomplish a greater goal (CDC, 1995; Policy Link, 2001).

Such goals may also be achieved through a greater network of collaboration or partnerships (Policy Link, 2001). Community organizing, neighborhood groups, neighborhood revitalization, reconstructing citizen identities, re-framing civic action are all techniques that are used to implement public work (Donor Edge, 2006; Hillocky, 2000; Syriani & Fried land, 2001). Accountability is useful for community leaders and in the evaluation of efforts to achieve results or reach goals (Center for Democracy and Governance, 1998). A variety of indicators and tools have been developed to measure and convey accountability (CDG, 1998; City of St. Paul & Thomas-Dale District 7 Planning Council, 2006; Kessler & Smith, 2004; Randolph, 2004; United States Environmental Protection Agency, nod.).

### **Managing nonprofits and volunteers effectively**

The nonprofit sector consists of a panorama of organizations designed to serve the public to create the common good, without financial profit for individual members. District Councils fill one particular frame of that panorama. Though there are many kinds of nonprofits, there are tenets of participation and effectiveness that span their differences.

A common theme of nonprofit organizations is that they provide people an avenue to extend their energy and talent to improve communities and the lives of individuals (Minnesota Council of Nonprofits, 2005). Successful District Councils convey a special ability to organize ideas and actions as a community creating change that an individual could not make on his/her own.

Governance, planning, fundraising, fiscal management, civic engagement and public policy as well as human resources (board, staff and volunteer development) are all important elements of nonprofit operation (Ducker, 1990). A common challenge of nonprofits is connecting its values to its actions. Getting something 'done' is only one aspect of management; it is also important to consider the *way* it is done (Lewis, 2001).

### **Giving voice and influencing decision-making**

All public participation is not created equal. Administrators who want productive public participation need to identify its function specific to an issue and design the form of participation according to that function (International Association for Public Participation; 2000).



District Councils operate in a shared-power situation with the mayor's office, city council and others. Such collaborations carry a cost that must be balanced by "collaborative advantage." The value that each party brings must be made explicit and restated. Managing ambiguity in collaborations is key to efficiency (Durham and Vane, 2000).

District Councils legitimize involvement, acknowledge and present self-interests into the open, and recognize specialized resources. In democratic decision-making, the most effective policy agenda development is done through forums such as District Councils, and in the mid-level arenas of consumers and implementers, as opposed to legislators (Bryson & Crosby, 2005).

## **Findings Overview**

### **Meeting attendance - *Please see Appendix 2D for a more complete report***

Calculating all present at meetings attended, those present were 44% male, 56% female, 89.4% Caucasian, and 10.6% Non-Caucasian. Meetings varied greatly in formal structure, but observers reported that meetings were run efficiently and with open discussion. Common themes of land-use reoccurred, but other issues varied. Common themes were reported for central-corridor districts. Councils were clearly aware of their lack of final authority, and were working to find ways to be heard. Councils did not appear to discuss issues of representation.

### **Interviews - *Please see Appendix 2A for a more complete report***

Themes from the interviews included universal pride in the meaningful work, and the great commitment/leadership at the Councils. Frustrations centered on absence of a voice at the city, lack of community engagement, and difficulties in diversity outreach. Interviewees agreed the purpose of the Councils was to represent neighborhood views, and to involve the community with local issues. All recognized that the Councils had issues of unique importance.

### **Survey - *Please see Appendix 2B for a more complete report of survey findings***

Survey findings were complex, and merit more than a quick synopsis. Further research is strongly indicated as our survey instrument is of untested design and captured complex concepts from our study group. Nevertheless, strong themes appeared in our survey findings.

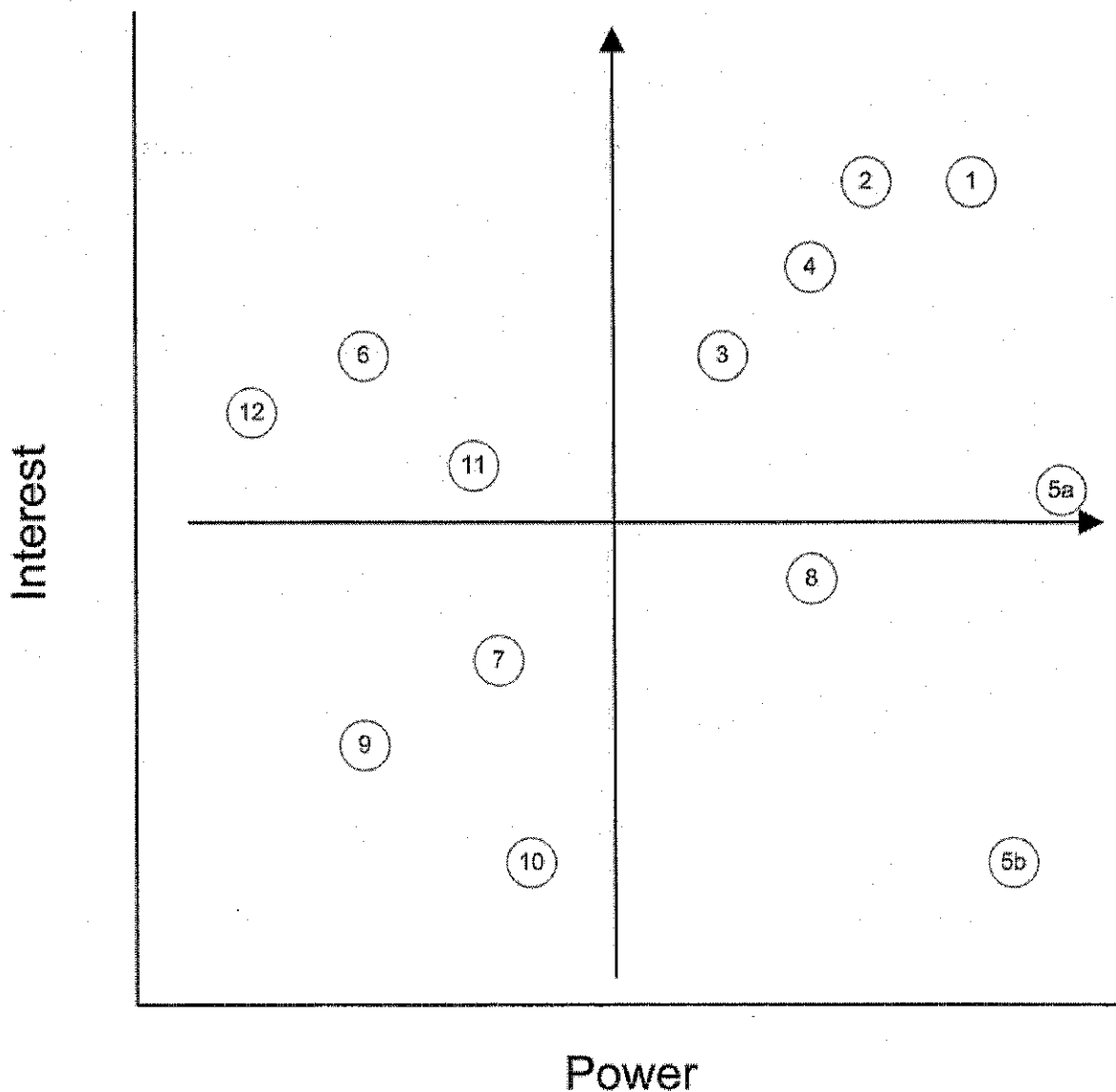
### **Demographic - *Please see Appendix 2C for a more complete report of demographic findings***

Examination of existing PED/contract data strongly suggests that existing contracts and measures be closely examined. Reported participation, particularly from communities of color merits a thorough examination. This represents a clear opportunity for further study.

## Analysis

The “power versus interest” matrix identified stakeholders who would be important to target with the survey. This technique also helped identify possible coalitions among stakeholders and the stakeholders who are positions of little power. This process was revisited and updates made throughout the study project. The power versus interest grid was helpful in developing survey questions for key stakeholders. This analysis tool was used “up front” in the project to help set initial direction, and was used later in the project to interpret findings.

**Power versus Interest Map of Stakeholders (key is on next page)**



**Key to Power versus Interest Map on preceding page:**

- 1. The Mayor, as a stakeholder, is high power and high interest.**
- 2. City Departments, as stakeholders, may hold a place even higher in interest than the Mayor but not as high on the power index.**
- 3. St. Paul is a strong mayoral government. As stakeholders, the City Council members remain quite high in interest and in power but not a match for the Mayor's office.**
- 4. District Councils themselves have a greater interest, but do not carry as much power.**
- 5 "Citizens", 5A and "Disenfranchised Citizens", 5B.. All citizens have great power if exercised. Disenfranchised citizens are lower on the interest grid than those who are not.**
- 6. Local businesses, as stakeholders, are considered higher on interest, since the issues District Councils consider can affect their businesses, but are not very high on power.**
- 7. Outside Interests are lower on both interest and power because their involvement is sporadic.**
- 8. Other Government Bodies, as stakeholders, are higher on power and lower on interest. These groups can influence decision-making but often deal with issues different than District Councils'.**
- 9. Political Parties, due to their motivations, are lower on power and lower on interest in terms of a body of influence for the District Councils.**
- 10. Developers, as stakeholders, could be quite influential in getting a project off the ground so their power is higher in those cases. Their interest is confined to the length of their project.**
- 11. The media has higher interest because a story could always come from the District Councils but the power index remains quite low.**
- 12. As stakeholders, the Future Generation are considered low power and a bit higher on the interest. Some issues are presented within their own neighborhoods that will create an interest.**

## **Analysis of Strengths and Weaknesses of District Councils**

To assess strengths and weaknesses of the District Council system four sets of data were collected. Observations of selected District Council meetings provided the first set of data. Public documents and informational leaflets from the City provided additional data. Finally, two survey questions and two interview questions elicited data from key stakeholders regarding strengths and weaknesses of the District Councils. Review of the data then determined placement as either a strength or a weakness. This compilation created a quick and useful conceptualization of the District Council system for participants and planning.

### **Strengths:**

1. size (large or small)
2. diversity
3. respect and open discussion
4. community involvement
5. conduit for expressing passion about their local community
6. skills and dedication of staff/volunteers
7. networking capacity of staff/board members
8. involvement of mayor/city
9. financial stability
10. experience/years of service
11. balancing business/residential interests
12. understanding of community
13. community organizing/collaboration
14. provides way for citizens to be engaged in meaningful work
15. opportunity to develop leadership in the community
16. opportunity to connect to city leadership/staff
17. opportunity to participate in planning
18. resource for mediating neighborhood conflict

### **Weaknesses:**

1. lack of board retention
2. lack of consensus/inefficiency (divergent opinions, cacophony, too many voices)
3. time
4. lack of diversity/lack of representativeness (including all dimensions—business, home ownership, etc.)
5. perception of DC in the community
6. members (including lack of members or issues with long-term members)
7. lack of authority; ambiguity in collaborations with city
8. dependence on governmental funding; perception of collusion with city
9. inadequate money/staff/resources
10. lack of awareness of DC in community
11. officiousness
12. communication
13. lack of focus on issues (too many little issues)
14. complacency of organization
15. lack of community engagement
16. board/staff inexperience; lack of training
17. mediating neighborhood conflict can be divisive
18. parochial strategic vision

## Analysis Narrative

Following is the “thinking through” of findings, showing how research guided interpretation of findings, foreshadowing recommendations. Many references are made to questions on the survey that was conducted. The survey is found in Appendix 1D.

### **Analysis regarding: Sharing public work - a democratic ideal**

The St. Paul District Council system stands as benchmark of institutional reform across the nation (Sirianni & Friedland, 2001). Advanced citizen participation and neighborhood governance are hallmarks of the District Council innovation (Sirianni & Friedland). An overwhelming response from in-person interviews revealed an extreme passion and advocacy for the District Council system. Moreover, one anonymous source indicated the District Council voice is so valued by the city that even under representation within the councils from diverse groups was viewed as *de minimus*.

It is important to consider District Councils’ work in terms of diversity, self-interest, and power (Center for Democracy and Citizenship, 1995). Diversity includes not just the usual protected classes but also groups of people based upon their home ownership status, poverty level, language fluency, knowledge levels, interests and skills (CDC, 1995; City of St. Paul & Thomas-Dale District 7 Planning Council, 2006; Kessler & Smith, 2004; The St. Paul Foundation, n.d.). Diverse perspectives could strengthen District Councils because their problems are too big for only one group or power-base to adequately resolve (CDC). The majority of people polled believed District Councils were very successful or adequate at including diverse communities (survey question 29). In contrast, councils’ annual reports indicate three districts achieved proportional diverse participation; three more achieved at least 50% proportional diverse participation; six districts reported virtually insignificant proportional

diverse participation; and three reported no diverse participation. (See Appendix 1E.) Creating participation that inclusive of all is a significant challenge throughout the District Councils.

“Self-interest is who you are in relationship to others. In a particular problem-solving context, it is your connection to the problem and your reason for working with diverse others to solve it. As you work with others on a range of problems, your interests and concerns can broaden and take on more dimensions.” (Center for Democracy and Citizenship, 1995.)

The City’s self-interest in creating the District Council system was to obtain input for community development programs and planning (City of St. Paul Council Res. 266179 (Oct. 10, 1975)); District Council members’ self-interest, revealed through interviews, is to provide an enhanced quality of life for the neighborhood through the citizen participation process.

Public power comes from control over funding and assets, but also through morality, information or knowledge (Center for Democracy and Citizenship, 1995). Knowledge, unlike a scarce resource, is not used up when shared. Rather, pooling and developing the knowledge that comes from diverse points of view and diverse interests is how publics (or communities) move from narrow, polarized opinions to public judgment, or common sense (CDC). Populations in poverty respond particularly well to knowledge acquisition, making great gains (Sirianni & Friedland, 2001). Those stakeholders located with low power on the “power versus interest grid” can acquire power by acquiring knowledge. District Councils can be a powerful place of learning for citizens, acquiring knowledge about St. Paul as a democratic organization, about democracy in a larger sense, and developing democratic skills and leadership skills.

### **Collaborations**

All sectors of society working in concert are able to achieve more than any one part of the collaboration could alone (Crosby & Bryson, p. 1; PolicyLink, 2001). Survey questions 15 and 16 inquired into collaborations to examine avenues of mutual gain for a variety of

stakeholders. (See Appendix 1D.) District Councils indicated a working relationship with the City Council was the most important relationship, followed by PED, the Mayor's office, local businesses, Mayor's liaisons, media, other District Councils, and other partners/collaborators/funders. Community organizing and collaboration ranked as the second highest strength of the District Councils (question 13). Of non-monetary needs, consensus/collaboration was ranked as moderate (question 33). Ten percent of the District Council staff and board members surveyed indicated collaboration is a strategy used by their District Council. In contrast, the same number indicated collaboration is a critical issue or lack of collaboration is an obstacle to solving an issue.

Not one stakeholder ranked inter-district collaboration to be a first priority, and only three District Council board members ranked it second. Collaboration was considered a very minor way to improve District Council effectiveness (question 11). Yet collaborative governance or cross-sector collaborations offer endless opportunities to District Councils. For instance, outreach to diverse communities might be increased through collaboration with affinity groups (tenants unions, ethnic social service organizations, or minority business associations).

#### **Analysis regarding Accountability**

Since citizen participation is the linchpin to the District Council system it should reflect the overall community composition (Kessler & Smith, 2004). Accordingly, the 2004 Ad Hoc Committee on Citizen Participation emphasized accountability through their discussion called "How to measure inclusiveness?" and adoption of the "Data Collection and Evaluation Matrix for District Councils" (Kessler & Smith, 2004). Responses to survey questions 27, on citizen participation, and question 29, on diversity of the District Councils, indicated status quo was adequate. However, the numbers in the Data Collection and Evaluation Matrix for District Councils indicate that may not be the case. (See Appendix 1E.)

A review of most recently submitted matrices reveals the District Councils need help to become familiar with and complete the form. First, the matrix form is still new. The contracting cycle is now midway through the second year of the matrix use. In questions 21, 22 and 24, only



about 21 of the 122 individuals (17%) surveyed knew of the matrix form or what data was collected. Second, only 9 of the 19 current forms are fully completed; those that are completed use inconsistent data. For instance, for the “total number of people engaged per year” from “identified groups” some districts use a percentage figure where others use a hard number. Third, many of the numbers reported appear incorrect. For example, one district reported the “number of people with a frequent and regular commitment (e.g. block club members, committee members, ongoing projects, etc.)” as 110, yet reported their “board membership” as 300. Another reported 100 as the “total number of people engaged per year,” yet the “total number of people engaged per year” in “communities of color” is stated at 300. Another district reported 125% of staff time was committed to inclusiveness. Fourth, additional issues are emerging with the initial implementation of the matrix, as might be expected. The definition for “identified groups” varies from one district to another, yet only 5 of the 19 districts voluntarily indicated the demographic identity of their targeted “identified groups.” Similarly, the matrix has the ability to track “other strategies” where 4 of the 19 districts reported an entry like “e-mail list,” “block clubs”, “leadership opportunities”; but it is not clear if these specific strategies were employed to promote inclusiveness as envisioned by the Ad Hoc Committee on Citizen Participation.

**Analysis regarding: Engaging a diverse citizenry; recruiting and retaining diverse volunteers.**

Understanding personal motivation as it relates to volunteerism has been a subject of much research. Research suggests that people respond positively when the job being offered them fits their own personal motivation. Harry Boyte, in *Reinventing Citizenship*, points out “Self-interest is one’s motivations, background, hopes; it’s what matters to someone. Self-interest locates the individual within their histories, families, beliefs, and practices.” Further, David McClelland and John Atkinson, in *101 Tips for Volunteer Recruitment*, state that “People respond positively when the job being offered them fits their own personal motivation.” Results

of the survey confirm that self-interest is at the heart of St Paul District Council participation. Thirty-nine percent of the respondents gave “community involvement” as their main reason for participation.

When asked about the individual District Council top three priorities (survey questions 10, 11 & 12), “community involvement” ranked number one among District Council Board members while “crime prevention/safety issues” ranked number one among residents. “Livability” ranked as the second priority for District Council Board members; residents were split between “livability” and “community involvement”. Boyte asserts “the concept of everyone having an interest sounds simple, but it’s difficult to practice because it means coming to recognize that others don’t have your self-interest as their first concern, that their self-interest is probably different from yours, and that their and your self-interest will change over time.”

While “money and staff resources” were cited as the number one District Council weaknesses, “lack of diversity/representativeness” was cited as the number two weakness. It again held the number two spot when respondents were asked, “What issue do you believe is most critical for all of the District Councils?” (question 17.) “Traditionally, the American approach to diversity has been assimilation. New comers are expected to adapt so that they “fit-in”, the burden of making the change falls to them. What is required is a new way of thinking about diversity not as an us/them kind of problem to be solved but as a resource to be managed.” (Thomas, 1991.) Much of the literature on diversity success in volunteer recruitment and retention focuses on inclusiveness and valuing differences.

Inclusiveness did not emerge as one of the top three priorities of the St. Paul District Councils. Nevertheless, when survey question 23 asked, “Do you feel that a focus on accountability and inclusiveness is the best way to improve the District Councils’ overall

effectiveness?” the overwhelming response (53%) was “yes”. When asked in question 26, “What one subject should the St. Paul District Councils focus on to improve their effectiveness?” the answer “community involvement/ outreach” ranked first among 89 respondents. District Councils would benefit from a clearly defined plan of action for the volunteer program that includes goals and objectives that align with the diversity vision and values, before launching recruitment efforts. Their volunteer programs should be given the same type of managerial effort that any other program operation would require (Ellis, 1986).

Contrary to the responses just described, when asked to characterize citizen participation the majority of respondents (40%) judged that citizen participation was adequate, both in their specific District Council and District Councils generally. Similarly, when asked “How would you characterize the success of the District Councils in representing diverse communities?” again the majority of the respondents judged that representation of diverse communities was adequate.

Ruby Payne, in *A Framework for Understanding Poverty*, comments, “Knowledge of hidden rules is crucial to whatever class in which the individual wishes to live. Hidden rules exist in poverty, in middle class and in wealth as well as in ethnic groups and other units of people. Hidden rules are about the salient, unspoken understandings that cue the members of the group that this individual does or does not fit. Generally, in order to successfully move from one class to the next it is important to have a spouse or mentor from the class to which to move to model and teach you the hidden rules.” Hidden rules embedded in the existing membership of the District Councils could function as a barrier to entry for diverse citizenry. Steve McCurly and Sue Vineyard in *101 Tips for volunteer Recruitment* offer the following advice. “Establish a designated host system. Hosts would escorts new members for the evening, introduce them to everyone and explain what is going on.”

The National MultiCultural Institute offers this advice in Diversity Success in Recruiting and Retention, “Walk the Talk, does your program look diverse, sound diverse, feel diverse? Can the individuals you want to recruit for your team find people and things in your program to identify with?” “In order to create an organizational culture that supports diversity, you must have management commitment to education with training and follow-up evaluation.” (McCurley & Vineyard, 1998). Again, there appears to be a disconnect between District Council members’ attitudes versus actions regarding citizen participation and diversity. National Service Resources advises, “Experience has shown that those programs that have taken the time to clearly communicate their vision for diversity within the program have the most successful recruitment and retention rates.”

In response to increasing citizen participation “communication to the community (via flyer/web/email)” was cited as the number one method of addressing this issue. The National MultiCultural Institute recommends that the organization ask itself the following questions: “Are the printed and oral ways of presenting your organization relevant to the specific group you are trying to recruit? What do your use of language and images in promotions portray? What channels and venues are your using to promote the organization? Are these formal and informal channels appropriate to the group you are trying to attract?”

Targeted recruitment was the number one method cited by the respondents for addressing representativeness. In *101 Tips for Volunteer Recruitment*, Steve McCurly and Sue Vineyard state “Targeted Recruitment is often necessary when you are attempting to fill a volunteer position that requires a particular ability on the part of the volunteer, whether it be a specific skill, a higher than usual level of commitment, or simply an attitude.” John McKnight, author of *Hidden Treasures: Building Community Connections by Engaging the Gifts of People on*

*Welfare, with Disabilities, with Mental Illness, Older Adults and Young People*, notes “Finding and connecting existing assets is the most important work a community can do. And the more assets that are connected and mobilized, the stronger a community becomes, no one can be left out of the process if it is to succeed. Everyone and every thing must be included.”

The survey findings confirm the observation made in “Mobilizing the Grassroots: Outreach, Community Organizing, and the System of Neighborhood Councils in Los Angeles”. “Council organizing has depended on a relatively small core of existing activists, suggesting that neighborhood councils are not fulfilling the goal of expanding participation but are rather further connecting the connected.” (Lincove, Cooper, Musso, & Sharfenberg , 2002.)

### **Analysis regarding: Managing Nonprofits and their Volunteers Effectively**

#### **Nonprofit governance**

The survey shows that both board members and staff report 2 to 2.25 years as average term of service for board members, and not all District Councils have terms for their board members. Studies reveal that continuity of key volunteers lend to a successful organization. Often, the continuity results in a board who feel they own the organization, not as though they were stakeholders voting blocks of stock, but *they own it because they care* (Drucker). The institution of term limits leads to a renewal of the board each year with two or three new members who will change the balance of power as well as bring more flexibility.

District Councils would profit from examining three main areas: unclear mission/goals; organizational design; and lack of meaningful measurement. Examination would help pinpoint where the most productive interventions might occur. Also, there may be several low-cost options that could increase District Councils’ effectiveness and representativeness.

Residents seemed uncertain about their District Council board details (term of service, size, etc.) and board members also had some uncertainty. It seems District Council staff might be the only reliable parties to have operating knowledge (although St. Paul city staff were not surveyed on these items). Survey results indicate District Council staff have been in place longer (14.2 years) than board members (3.3 years). Further, although 53% of staff surveyed indicated additional resources should be put into hiring staff, board members split somewhat indicating that resources might also go into improved community outreach (19% vs. 35% for outreach). Also, while 46% of staff reported access to specific expertise was the primary need, 33% of board reported that productive relationships with city entities were more significant. This all may suggest that the organizations might internally have slightly discordant views of how to accomplish their goals (or even what the ultimate goals are). This might also suggest that hiring staff and outreach are inextricably linked in people's minds. They might assume that more staff would naturally do more outreach or they might assume that more outreach requires more staff.

### **Nonprofit planning**

The survey showed that 55% of District Councils are involved in planning, land use, reducing crime and increasing safety in neighborhoods. It is not clear if all District Councils annually define a clear vision for the future and specify strategies, goals and objectives, the key components to sound planning (MNCN, 2005). Annual planning would assist the District Councils in achieving their goals.

### **Nonprofit fiscal management**

Seventy-seven percent of survey respondents stated that increasing funding for projects and staff pay would allow them to do things they can't do now. In addition, the respondents identify the

greatest weakness of the District Councils as inadequate money/staff/resources. One respondent recommended “the system needs specific goals that relate to the city’s priorities, and that work should be tied to funding” to improve Councils’ effectiveness.

#### **Civic engagement & public policy in nonprofits**

Civic engagement is on the minds of a high percentage of District Councils as well as the Mayor’s office. Twenty-two percent of Councils report a lack of community engagement and difficulty in diversity outreach, and 33% felt that more community engagement would help their district achieve its goals. Another 33% voiced that the District Councils are marginalized by the City and the members want to participate and have their voices heard. The data shows that open communication and consultation between policy makers and constituents is critical to assure effective implementation of policy. The number one issue reported on the survey to improve District Councils’ effectiveness was Community involvement/outreach. Eighty-nine percent of District Council board members who were interviewed shared that their purpose was to include community members in resolution of neighborhood issues (including issues as crime, growth, and land use).

#### **Human resources (board/staff/volunteer development) in nonprofits**

The data shows that the greatest strength in the District Councils is the commitment and skill level of staff/volunteers/board members. This is essential to accomplishing the organizations’ missions. Research shows that no organization can do better than the people it has. A District that has a diverse population, but does not have diverse Council membership or staff may not be as serious of an organization about the mission, its values and its objectives.

### **Analysis regarding: Giving voice and influencing decision-making**

Although District Councils have a board with ultimate authority over the organization, much of the de-facto guidance and agenda setting is of a "shared power" nature (Crosby and Bryson). The tasks/goals reported by respondents to surveys and interviews stretch beyond the power of any one organization (even the City) to accomplish. This forces the organizations into collaborative operation. Huxham and Vangen indicate this operation carries a cost that must be carefully managed, and that this cost goes up with ambiguity. Crosby and Bryson refer to this cost as collaborative inertia, which can and should be offset by sharp focus.

In order to function in a shared-power environment, and also without explicit organizational authority, paid staff may need to be single minded (or single minded people may be the most successful in that position). By designing in a struggle for power and single-mindedness on the part of the paid staff, the organizations may waste some energy on internal politics (although this collaboration may be wanted and necessary) and may also create an inward facing culture. Crosby and Bryson name this "client politics" (advancing a narrow set of interests). Client politics may alienate involvement from new or different community members. This may be born out by the focus on outreach that the District Council staff and board reported in the survey and phone interviews. It may also explain why some survey respondents indicated the Councils were inapproachable.

Crosby and Bryson, and Bryson and Carroll describe institutional design such as this as an "unclosed system". A sharp focus on issues may be required for success in that environment, but may alienate parties not sharing the same context. By reinforcing single-mindedness, the organizational design weakens its purpose.



Crosby and Bryson describe a power relationship for public decisions in terms of *forums, arenas, and courts*. The function of forums is to give a place for the voicing of interests, and the function of arenas is to give a place for those interests to vie. In their outreach function, District Councils are certainly forums, but by serving as liaisons to the city, and providing some authority, the organizations also represent an arena for internal and external interests to compete. Advocacy succeeds in forums by controlling access and setting agendas. Advancing the agendas of the "arena side" of the District Councils without interfering with their "forum side" may be a key concern.

In addition, as indicated earlier, priorities of the board seemed mixed vs. that of the staff. It appeared from survey results that staff favored encouraging community involvement, while board members were split between involvement and representing the community. Second and third priorities appeared mixed, but board members appeared more concerned with livability for second while staff responses were more ambiguous. Despite this disparity, identified strengths and weaknesses were relatively congruent, suggesting a monolithic identity, perhaps with slightly discordant goals between staff and volunteer board.

Similarly, interview results suggested District Council respondents (both board and staff) were fairly evenly split between "lack of community involvement" and "marginalized presence at the city" being a frustration. Survey results for the item inquiring about the biggest obstacle also suggested that staff and board both were split about whether lack of resources or difficulties with city stakeholders were more significant.

The original design of the District Councils required that they provide a mechanism for public review of city structures and function. By creating an arena that provides access to relatively scarce city leadership attention, while requiring single-mindedness for success, the

District Council design builds in a conflict for the volunteer board function. Similarly, by requiring the provision of a representative community forum, while requiring single-mindedness for effectiveness, the District Council design builds in conflict for staff members.

Further, the professional, technically skilled, and (generally) efficient hierarchical city departments combined with official representative government entities (mayor's office and city council) are in a position that duplicates the function of the District Councils, without providing the same resources in terms of skill or funding, and without requiring the same rigor in the election process. Although the District Councils are chartered with advisory powers, they don't have the same resources to advocate for their own agendas -- on the one hand against professional city entities, and on the other hand on organized business interests. This positioning of District Councils as "amateurs" in specific planning or land-use conflicts may in turn reinforce a systems loop where their opinions are disregarded, and they in turn are loathe to deliver more opinions. Some survey results indicate that the Councils feel outmatched by stronger outside interests; and both the unpaid board and paid staff reported that available time was a constraint. District Council staff further indicated access to specific technical skills was wanted.

Salamon indicates that the original land-use focus of the Councils is a typical function that is privatized. At the same time, he notes that private organizations handling this type of work are generally funded by government money, which may make them vulnerable to government budget uncertainties (which we hear in the survey and interview results). Salamon further speculates that this private/public partnership introduces a tension between private interests vs. public interests. The private interests may be perceived as not "officially" or sufficiently representative; the public interests may be viewed as mission-distorting and bureaucratic.

Finally, Berry, Portney & Thomson's analysis of DC functions across several cities identified several features of St. Paul's system as significant. First, Councils were designed to have a voice on city capital projects (a desire expressed in the survey results)– but survey results indicate some don't believe they have this. Second, Councils' systems were designed so that they would have early, free access to city planning information– but survey results also indicate this may not be happening. Examining the District Council/city relationship could illuminate where it is functioning as designed or where compromises have been made to adjust to conditions on either side of the relationship, such as withholding information or access due to perceived lack of relevance (on the city's part).

Berry, Portney & Thomson also suggest that the St. Paul District Council design is unique in that its district units are significantly larger than in other municipalities. This design allows a relatively small number of District Councils to report directly to city leadership – but the trade-off is that the larger units cross multiple “natural” neighborhood boundaries. Districting is an issue that arises in the survey (District 13, in particular)– and failure of residents to identify Councils as forums may impede public engagement. A desire to reinforce community identity is expressed in the survey.

Lastly, Berry, Portney & Thomson advocate for a set of four indicators indicating neighborhood strength. These indicators have a complex interaction with socioeconomic status to moderate civic engagement. Using these indicators instead of the existing measurement tools might allow the Councils and City to better understand how they're interacting with communities. Larger geographic district size may prohibit full understanding of community needs and issues. Introducing better tools with a better focus on District Council's goals may increase relevance for the tracking process, and may help identify strategies that work more

efficiently. Survey results indicate that existing tools are relatively unknown, and multiple respondents complained that they lacked relevance.

## **Recommendations – in no particular order**

### **To achieve representation of diverse communities in district council decision making**

1. Increase public or private funding or resources, or offer other incentives (e.g.: a speed bump, signage, lighting) for meeting diversity involvement or citizen participation goals for a win-win strategy.
  - City works cooperatively with donors to make representation a priority in their funding decisions.
  - District Councils approach their local funders for support of their outreach strategies.
  - City and District Councils update Citizen Participation contracts to reflect diversity goals.
2. Create measurable diversity outcomes. Policy Analysts meet with those districts that reported no diverse participation on their Citizen Participation reporting form, to review their reporting procedures for errors and omissions. If diverse participation still appears at zero, then immediate ameliorative action and results are required or City should begin to exercise their remedies, including severing ties with the District Council non-profit.
3. Provide diversity education, training and follow-up evaluation for District Council staff and board citizens on a variety of topics.
4. Create a vision in order to increase diversity within each Council. Work to be done by Council Board and Policy Analyst.
5. Consider reframing the same issue many times to appeal to a variety of citizen groups. Work to be done by Policy Analyst.
6. Provide a uniform instruction sheet and tutor session to enable honest assessment of Council's measurements. Additional support from the City in this regard will also help alleviate the burden on District Council staff and resources. Beyond uniformity, the matrix indicators measured on the Citizen Participation reporting form can then be assigned threshold values or goals for measuring performance or progress. A participatory process for determining uniform community goals that are attainable and meaningful is yet another venue for engaging stakeholders.
7. Assemble a large group of stakeholders who will brainstorm those individuals that should be involved in the change effort. Consider actual potential stakeholder power, legitimacy, and consequences of omitted stakeholders. Next, assemble the full group and repeat stakeholder analyses and identify sponsors, collaborators, planners, etc. Proceed with participation planning matrix for stakeholders using an outside facilitator.
8. Create opportunities for communities of color, identified groups or tenants to organize around self-interests. Work to be done by City and District Councils.
9. Improve outreach capacity of District Councils. Work to be done by both City and District Councils.
  - Create ways to get new residents involved – welcome wagon concept
  - Someone needs to “be in charge” of outreach and outcomes and measure performance for Councils accordingly – someone needs to take authority.
  - Include sustainable principles - for example collaboration with schools for civic education and increased minority graduation which would also

benefit the City and District Councils.

- Additional funding and resources for outreach were a common refrain from the District Councils: one time funding, cost of living increases in funding.
10. Consider implementation of a targeted recruitment campaign. Neighborhood strength can be evaluated through four key elements:
- Door-to-door, outreach events, information provided (leaflets in various languages, Web sites, etc.)

**To strengthen the District Councils system overall**

1. Consider a city department which will survive administration changes to hold the Councils' policies, procedures, and recommendations safe through transitions in administration. An example would be to create an archival for District Council data, research, and evaluation and publicize its availability.
2. Build awareness between District Councils and City Council – share data frequently.
3. Create an effective way to implement ideas across District Councils and create meaningful ways to share the data
4. Increase the City's ability to communicate immediately and simultaneously with District Council members by assigning the responsibility of compiling and maintaining an electronic address book to a permanent position. Create method for contacting those without email access. Make available to policy staff.
5. Provide annual training & workshop opportunities focusing on organizational design that would include; communication, expectations, annual planning, outcomes, term limits and leadership succession planning as well as Volunteer Management. (Council to Council; individuals; City to Council)
6. Team building opportunities be provided (Within Councils; Council to Council; City and Councils)
7. Review recommendations from the Ad Hoc Committee report of 2004
8. Create meaningful measurement to improve data as well as precise measures (indicators) of accountability in Districts
9. Create opportunities for the Mayor to attend a District Council meeting or have a City Council meeting at a District Council site including a local tour of areas of concern for a first hand inspection and visits with and patronage of local business owners could be incorporated in such a plan. This would increase the connection of District Councils to City Hall, create a sense of communication, and provide a new forum for accountability, bridging collaboration within the city.
10. Change policy analysts' business cards to include District Council liaison work.
11. Review contracting practices between the City and District Councils and consider future changes. An example could be re-districting District Council borders.
12. Consider further research and study for ongoing support. Think about an annual project with Hubert H. Humphrey Institute of Public Affairs, etc.

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## Appendix

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## Informational Appendices

### Appendix 1A - City of St. Paul Resolution

JUN 14 2000 11:52PM CITY OF ST. PAUL 0512068919 COUNCIL 0318 10179  
 File NO. 10179

**Council Resolution**

Presented By Robert Sylvester

Referred To \_\_\_\_\_ Committee: \_\_\_\_\_ Date \_\_\_\_\_

Out of Committee By \_\_\_\_\_ Date \_\_\_\_\_

WHEREAS, the City Council fully supports the goal of improved citizen participation in the City of St. Paul, and

WHEREAS, the City Council adopted the boundaries of July 22 as amended delineating seventeen neighborhoods in the city, and

WHEREAS, the City of St. Paul has directed the Office of the Mayor to use these districts singularly or in combination as a basis for citizen input for community development programs, and

WHEREAS, the City Council has requested the Office of the Mayor to initiate an early warning communications system between the city and the neighborhoods, and

WHEREAS, the citizen participation component of the general district planning process may be found to be inadequate in some districts,

THEREFORE BE IT RESOLVED, that the Office of the Mayor is authorized to take steps to create or improve the citizen participation process when one or both of the following circumstances exist:

1. The district planning teams recognize the need for increased citizen participation in order to expeditiously bring about the completion of the general district planning process. In this case the Office of the Mayor would begin the citizen participation process by initiating whatever steps necessary to make the planning process viable.
2. The neighborhood itself may recognize the need for a broader based citizen component and request that the Office of the Mayor implement the necessary steps to strengthen the citizen participation process.

The guidelines and steps for this process are attached to this resolution and shall be considered a part thereof.

<b>COUNCILMEN</b> as _____ No. 15 Christensen Hunt Levine Roedler Sylvester Tedesco President MARK HOFFA		Requested by Department of: _____ By _____ Form Approved by City Attorney By _____ Approved by Mayor for Submission in Council
Opted by Council: _____ Date <u>OCT 8 1975</u> Certified Passed by Council Secretary by _____ Approved by Mayor: _____ Date <u>OCT 14 1975</u>	_____ in Favor _____ Against	

STEPS TO THE ESTABLISHMENT OF A  
CITIZEN PARTICIPATION PROCESS

There are some areas where difficulties are arising with the general planning process because there is no clear organization or combination of organizations that speak for residents of the area. Since planning can not take place in a vacuum this not only hampers the plans to be developed but will probably make the legitimacy of these plans open to question when the implementation phase begins.

In these cases it would seem more logical to emphasize the development of a citizen participation process prior to the completion of the district planning process. Unfortunately, the action of the City Council of July 22, 1975, which delineated seventeen neighborhood districts, directed to the Office of the Mayor to use these districts singularly or in combination as a basis for citizen input for community development programs, allowed the initiation of an early warning communication system, and the initiation of a general district planning process, did not give the administration the authority to proceed on the development of citizen participation components where necessary. Therefore, it is necessary to provide the administration with the authority and guidelines for this process.

The citizen participation process outlined in these guidelines may be activated in one of two ways:

- (1) The city planning team may recognize the need for increased citizen participation in order to promptly bring about the completion of the general district planning process. In this case the administration shall begin the citizen participation process using whatever steps necessary to make the planning process viable.
- (2) The neighborhood itself may recognize the need for a broader based citizen component and request that the administration implement the necessary steps to bolster the citizen participation process.

The steps and guidelines are as follows:

Step 1. The city shall develop an inventory of community groups and organizations.

This inventory shall identify all existing groups, institutions, organizations, clubs, individuals, social service agencies, churches, labor unions, fraternal organizations, and business associations.

Step 2. The city shall initiate contact with groups and individuals within the district and describe to them the citizen participation process and its relationship to community development activities and other programs.

In addition to meetings with groups and individuals, the city should use, wherever possible, existing resources within the area such as community newspapers, church bulletins, or community bulletin boards in order to assure broad dissemination of information relating to the program.

Step 3. Refine designated boundaries. The citizen organizations in the districts should first make every effort to reach agreement among themselves on the boundaries. If there is a dispute, citizen groups should be given a maximum of 45 days to resolve the matter.

City Planning staff should be requested to analyze the disputed area, taking into consideration such things as natural or man-made boundaries and other appropriate planning criteria. Planning staff should then make their analysis available to the community groups, as well as to appropriate City officials.

If the community groups are unable to reach agreement on the boundaries, the City Council, or an appropriate subcommittee thereof, should schedule a public meeting with advance notice to all interested parties. After hearing the facts of the situation and making use of the planning department analysis, the final decision should be made by the full City Council.



Door-to-door survey within the disputed area to elicit the opinion of the residents should be considered. There may well be areas in which a survey could be used and reasonably valid results obtained. (Step 3 represents policy already approved by City Council.)

Step 4. The City shall establish a working committee to develop structure, by-laws, and functions of the district organization.

All meetings of the working committee shall be open meetings.

Each district shall determine the structure for the process of citizen participation. This may involve the creation of a new organization, recognition of an existing group, or a cooperative arrangement among existing groups. However, this structure shall be one that will ensure that the process is broadly based, democratic and nonexclusionary.

The by-laws governing the process shall include: the purpose of the organization; the method of election or selection of officers; membership qualifications; duties of officers; the manner of conducting meetings; a regular meeting schedule; boundaries; and an affirmative action plan.

Step 5. Public hearings in the neighborhood on the proposed structure and by-laws shall be held. Prior to the hearing there shall be ample public notice and ample time for groups in the community to discuss the proposal at their regular meetings. The city shall provide groups and individuals with adequate material and resources to describe and explain the process.

Step 6. Following the above hearings, the working committee shall refine the proposed structure and make whatever changes necessary in the proposal.

Step 7. A public hearing in the neighborhood on the revised structure shall be held.

Step 8. The proposed structure is presented to the Mayor and City Council. The proposal is reviewed by City staff and staff makes recommendation to the Mayor and City Council.

Step 9. The City Council holds a public hearing on the proposed structure of the community organization. City Council approves, rejects, or modifies the proposal.

Step 10. The neighborhood implements structure and organization and integrates it with the district planning process.

If it is desired, the City shall assist the neighborhood in conducting any elections or community conventions required. The City shall also assist the working committee in notifying the residents and distributing election or convention materials.

# Appendix 1B – City Map with List of District Councils

## St. Paul District Councils

District Councils are nonprofit neighborhood resources for:

- \* Civic Engagement
- \* Crime Prevention
- \* Block Clubs
- \* Recycling
- \* Community Clean-Ups
- \* Development Issues
- \* Community Planning
- \* Navigating City Process

Got a question? Give us a call!

To make a comment or a complaint directly to the City, please call the Citizens Service Office at 286-8389

Created by St. Paul Office of Technology  
Steven Lohbeck, GIS Coordinator  
January 2006

DISTRICT NAME	ADDRESS	PHONE	FAX	EMAIL	WEBSITE	
D1	Battle Creek-Highwood	2550 Conway St.	(651) 501-6245	(651) 501-5346	districtcouncil1@gmail.com	www.district1stpn.org
D2	Greater East Side	1961 Sherwood	(651) 774-2220	(651) 774-2135	district2@stpaul.org	www.district2stpn.org
D3	WASCO - West Side	127 Winding St.	(651) 783-1708	(651) 783-0116	district3@stpaul.org	www.district3stpn.org
D4	Dayton's Bluff	796 7th St E	(651) 772-0776	(651) 774-5310	district4@stpaul.org	www.district4stpn.org
D5	Payne-Platten	213 Payne Ave	(651) 774-5234	(651) 774-5310	district5@stpaul.org	www.district5stpn.org
D6	North End South Canal	888 N. Dale St	(651) 488-4465	(651) 488-0343	district6@stpaul.org	www.district6stpn.org
D7	Thomas-Dale	627 S. Dale St	(651) 288-8585	(651) 288-5072	district7@stpaul.org	www.district7stpn.org
D8	Sumner-University	672 S. Dale St	(651) 288-8585	(651) 288-5072	district8@stpaul.org	www.district8stpn.org
D9	West 7th - Fort Red	574 7th St W	(651) 644-3888	(651) 644-3888	district9@stpaul.org	www.district9stpn.org
D10	Carro	1556 Carro Ave	(651) 644-3888	(651) 644-3888	district10@stpaul.org	www.district10stpn.org
D11	Pharmacia-Alway	654 Central Ave	(651) 644-3888	(651) 644-3888	district11@stpaul.org	www.district11stpn.org
D12	St. Anthony Park	654 Central Ave	(651) 644-3888	(651) 644-3888	district12@stpaul.org	www.district12stpn.org
D13	Wentworth Park	1084 S. Dale St	(651) 644-3888	(651) 644-3888	district13@stpaul.org	www.district13stpn.org
D14	St. Anthony Park	1084 S. Dale St	(651) 644-3888	(651) 644-3888	district14@stpaul.org	www.district14stpn.org
D15	Leaning-Hamline	1084 S. Dale St	(651) 644-3888	(651) 644-3888	district15@stpaul.org	www.district15stpn.org
D16	Leaning-Hamline	1084 S. Dale St	(651) 644-3888	(651) 644-3888	district16@stpaul.org	www.district16stpn.org

## Appendix 1C – Institutional Review Board Sample

### **CONSENT FORM PA 8002 Student Research**

You are invited to be in a research study of PA 8002 Synthesis Workshop. You were selected as a possible participant because the interviewer assumes you have had experience with the topic. We ask that you read this form and ask any questions you may have before agreeing to be in the study. This study is being conducted by students in the PA 8002 class at the University of Minnesota.

#### **Background Information:**

The purpose of this study is to explore implications of policy recommendation[s] with experts and practitioners in organizations.

#### **Procedures:**

If you agree to be in this study, we would ask you to do the following: Answer questions and make suggestions about policy recommendations. The interview may take one-half to about one hour and may be audio recorded.

#### **Risks and Benefits of Being in the Study:**

This study has no likelihood of personal risk.

#### **Confidentiality:**

The records of this study will be kept private. In the report I write for the class assignment, I will not include any information that will make it possible to identify you. There will be no publication of the project. Research records will be kept in a locked file; only researchers (students and the professor in the class) will have access to the records. I may receive help from someone to transcribe the recording of the interview. That person will be instructed to keep the information confidential. As soon as the tape has been transcribed, the tape will be erased; that will be within the next three weeks. All printed and electronic versions will be destroyed at the close of the summer session (August 6, 2006).

#### **Voluntary Nature of the Study:**

Your decision whether or not to participate will not affect your current or future relations with the University. If you decide to participate, you are free to withdraw at any time without affecting those relationships.

#### **Contacts and Questions:**

The researcher(s) conducting this interview is/are Master of Public Affairs students. You may ask any questions you have now. If you have questions later, you may contact Gary DeCramer at: The Humphrey Institute of Public Affairs; telephone (612) 625-3458.

If you have any questions or concerns regarding this study and would like to talk to someone other than the researcher or the instructor, contact Research subjects' Advocate line, D528 Mayo, 420 Delaware Street Southeast, Minneapolis, Minnesota 55455; telephone (612) 625-1650.

You will be given a copy of this form to keep for your records.

**Statement of Consent:**

I have read the above information. I have asked questions and have received answers. I consent to participate in the interview.

Signature:

\_\_\_\_\_ Date \_\_\_\_\_

Participant


Signature:

\_\_\_\_\_ Date \_\_\_\_\_

Interviewer

## Appendix 1D – Survey Sample

SurveyMonkey.com - Powerful tool for creating web surveys. Online survey software ma... Page 1 of 11

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because knowledge is everything

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Sunday, July 30, 2006

**Design Survey** [Show All Pages and Questions](#) [Back](#) [Preview](#)

To change the **look** of your survey, select a choice below. Click 'Add' to create your own custom theme.

Theme: Pumpkin Pie [Add](#)

**Humphrey Institute District Councils Survey** [Edit Title](#) [Edit Numbering](#) [Add Logo](#)

[Add Page](#)

**1. UMN District Councils study** [Edit Page](#) [Delete Page](#) [Copy/Move](#) [Add Logic](#)

This survey is part of a study being conducted by graduate students at the University of Minnesota's Hubert H. Humphrey Institute of Public Affairs.

This survey was created to gain a better understanding of the city of Saint Paul District Councils. Results of this survey together with other research and data will be used to provide suggestions for strengthening the District Councils, and increasing their capacity for outreach.

Please note that some of the questions may refer to materials produced by the 2004 Ad Hoc Committee on Citizen Participation.

[Add Question](#) [Add Page](#)

**2. Disclaimer of IRB process** [Edit Page](#) [Delete Page](#) [Copy/Move](#) [Add Logic](#)

This survey will be used by the researchers to assemble a broad survey of the District Councils current strengths and capacity. Your individual responses will be held in strict confidence, and will not be shared. No one will be individually identified in our report.

By proceeding with the following survey, you are agreeing to allow us to use the data you provide in our recommendations, and that you've read these disclaimers and understood the way your information will be used.

This survey is being conducted within the guidelines of the University of Minnesota Institutional Review Board process, designed to protect the privacy and rights of study participants. If you have any questions or concerns you are encouraged to contact Dr. Gary DeCramer at the University of Minnesota.

<http://www.surveymonkey.com/SurveySummary.asp?SID=2295978&R=0.3688013>

7/31/2006

Please reference study # 0606E88271, associated with PA 800Z Synthesis Workshop.

You may discontinue this survey at any time. If at any time you wish to have your data deleted from the survey, please contact Dr. DeCramer.

If you are ready to proceed with the survey, please click yes below and continue.

[Add Question](#) [Add Page](#)

[Edit](#) [Delete](#) [Copy/Move](#) [Add Logic](#)

\* 1. I have read the disclaimers and agree to participate in the District Councils Survey.

☐ Yes

☐ No

[Add Question](#) [Add Page](#)

### 3. Organizational information [Edit Page](#) [Delete Page](#) [Copy/Move](#) [Add Logic](#)

Please describe your relationship to the District Councils

[Add Question](#) [Add Page](#)

[Edit](#) [Delete](#) [Copy/Move](#) [Add Logic](#)

\* 2. Please select your affiliation:

☐

[Add Question](#) [Add Page](#)

### 4. Home ownership status [Edit Page](#) [Delete Page](#) [Copy/Move](#) [Add Logic](#)

[Add Question](#) [Add Page](#)

[Edit](#) [Delete](#) [Copy/Move](#) [Add Logic](#)

\* 3. Please indicate if you are a home owner or renter.

☐

[Add Question](#) [Add Page](#)

### 5. District Council specific information [Edit Page](#) [Delete Page](#) [Copy/Move](#) [Add Logic](#)

The following questions are specific to respondents having a distinct relationship to a single District Council.

[Add Question](#) [Add Page](#)

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4. How long have you been involved with your District Council?

[Add Question](#) [Add Page](#)

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5. What drew you to participate in this District Council?

[Add Question](#) [Add Page](#)

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6. How many board members does your District Council have?

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7. What is the term of service for board members?

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8. Does your District Council board have term limits?

☐ Yes

☐ No

☐ Don't know

[Add Question](#) [Add Page](#)

[Edit](#) [Delete](#) [Copy/Move](#)

9. How many paid staff does your District Council have?

[Add Question](#) [Add Page](#)

**6. Individual District Council priorities** [Edit Page](#) [Delete Page](#) [Copy/Move](#) [Add Logic](#)

Please describe, in your opinion, what the top three priorities should be for the District Council you are affiliated with.



**Add Question** **Add Page**

**Edit** **Delete** **Copy/Move**

**10. First priority:**

**Add Question** **Add Page**

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**11. Second priority:**

**Add Question** **Add Page**

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**12. Third priority:**

**7. Individual District Councils' strengths and weaknesses** **Edit Page** **Delete Page** **Copy/M**

**Add Question** **Add Page**

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**\* 13. What is the greatest strength of your District Council?**

**\* 14. What is the greatest weakness of your District Council?**

[Add Question](#) [Add Page](#)

**8. Working relationships**

[Add Question](#) [Add Page](#)

**15. Please indicate if you have a working relationship with any of the following parties. Please indicate N/A if this does not apply to you:**

	Yes	No	N/A
Media (print, radio, TV, local and/or community)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
City of Saint Paul Planning Department	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Local business	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Mayor's office policy associates (Melvin Carter, Ann Hunt, Joe Spencer, or Va-Megn Thoj)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other partners/Collaborators/Funders	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other Saint Paul District Councils	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Saint Paul City Council	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
City of Saint Paul Licensing Department	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Mayor Chris Coleman's office	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

[Add Question](#) [Add Page](#)

**16. Please indicate the importance of the working relationship with each of the following parties. Please indicate N/A if this does not apply to you:**

	Critical	Important	Notable	Insignificant	N/A
Local business	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Media (print, radio, TV, local and/or community)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Mayor Chris Coleman's office	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
City of Saint Paul Licensing Department	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
City of Saint Paul Planning Department	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Other Saint Paul District Councils	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Saint Paul City Council	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other partners/Collaborators/Funders	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Mayor's office policy associates (Melvin Carter, Ann Hunt, Joe Spencer, or Va-Megn Tho)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

## 9. Overall District Council critical issues

The following pages ask questions about the overall situation of all of the District Councils

17. What issue do you believe is most critical for all of the District Councils? This can be an issue in the community or internally to the councils themselves.

18. What is the biggest obstacle to solving this issue?

\* 19. Have you employed or been involved in employing specific strategies to solve this problem?

☐ Yes

☐ No

[Edit](#) [Delete](#) [Copy/Move](#)

20. Please describe what strategies you have employed:

[Add Question](#) [Add Page](#)

**10. Overall District Councils' strengths and weaknesses** [Edit Page](#) [Delete Page](#) [Copy/Move](#)

[Add Question](#) [Add Page](#)

[Edit](#) [Delete](#) [Copy/Move](#) [Poll/Chart](#)

21. Have you employed strategies recommended by the 2004 Ad Hoc Committee on Citizen Participation?

☐ Yes

☐ No

☐ Don't Know

[Add Question](#) [Add Page](#)

[Edit](#) [Delete](#) [Copy/Move](#)

22. If you use the following tools, please indicate how well you feel they've met your needs:

	Very well	Adequate	Inadequate	Critical failure
Fiscal and Administrative Accountability Matrix	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Data Collection and Evaluation Matrix for District Councils	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

[Add Question](#) [Add Page](#)

[Edit](#) [Delete](#) [Copy/Move](#) [Poll/Chart](#)

23. Do you feel that a focus on Accountability and Inclusiveness is the best way to improve the District Councils' overall effectiveness?

☐ Yes
















☐ No

[Add Question](#) [Add Page](#)

[Edit](#) [Delete](#) [Copy/Move](#)

24. Please characterize how the following instruments report on your efforts to increase accountability and inclusiveness?



	Very accurate	Adequate	Inadequate	Wholly inaccurate	Don't use this instrument
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Data Collection and Evaluation Matrix for District Councils					
Community Contacts Program Tracking Form					
Fiscal and Administrative Accountability Matrix for District Councils					

[Add Question](#) [Add Page](#)

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25. Please record any comments you have on how the District Councils work is tracked.



[Add Question](#) [Add Page](#)

**11. Overall District Councils', continued** [Edit Page](#) [Delete Page](#) [Copy/Move](#) [Add Logic](#)

[Add Question](#) [Add Page](#)

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\* 26. What one subject should the District Councils' focus on to improve their effectiveness?

[Add Question](#) [Add Page](#)

**12. Citizen participation** [Edit Page](#) [Delete Page](#) [Copy/Move](#) [Add Logic](#)

The following pages ask you to rate both the District Councils generally, and your own district council if you have an affiliation. If you are not affiliated with a specific District Council, please indicate N/A.

[Add Question](#) [Add Page](#)

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27. How would you characterize citizen participation?

Edit
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28. How are issues of participation being addressed?

Add Question
Add Page

13. Diversity [Edit Page](#) [Delete Page](#) [Copy/Move](#) [Add Logic](#)  
[Add Question](#) [Add Page](#)

	Very successful	Adequate	Inadequate	Critical failure	N/A
Your specific District Council	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
District Councils, generally	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**30. How do the District Councils address this issue?**

14. Resources [Edit Page](#) [Delete Page](#) [Copy/Move](#) [Add Logic](#)

Add Question Add Page

**31. How would you rate District Council effectiveness in allocation of funding?**

	Very effective	Adequate	Inadequate	Critical failure	N/A
Your specific District Council	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
District Councils, generally	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Add Question Add Page

**32. If more resources were available, how could those resources be used to benefit the work of the District Councils?**

Add Question Add Page

**\* 33. What one thing, other than money, could move the District Councils forward?**

Add Question Add Page

**15. Other comments**

**34. Please use the space below to provide any additional comments you would like to provide:**

Add Question Add Page

**16. Thank you**

[Edit Page](#) [Delete Page](#) [Copy/Move](#) [Add Logic](#)

Thank you for your time!

[Add Question](#) [Add Page](#)

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# Appendix 1E Data Collection and Evaluation Matrices for District Councils

Data Collection and Evaluation Matrix for District Councils

	2005 TOTAL	2005 IDENTIFIED GROUPS	2005 COMMUNITIES OF COLOR	2005 RENTERS	2006 TOTAL	2006 IDENTIFIED GROUPS	2006 COMMUNITIES OF COLOR	2006 RENTERS
Board Membership	15	13%	13%	6%	15	30%	30%	15%
Public Meetings	20	25%	25%	15%	20	35%	35%	25%
Org. Rep. Attendance @ Partner Events and meetings	112	13%	13%	6%	125	15%	15%	15%
Total # of People Engaged per Year	2310	20%	23%	15%	2500	45%	30%	20%
# of People with a Frequent and Regular Commitment	80	10%	20%	5%	95	5%	20%	15%
# of Notices Distributed	400	25%	48%	15%	500	25%	45%	35%
Newsletters, Articles, Web Sites, and Press Releases	12	100%	100%	100%	12	100%	100%	100%
% of Budget Committed to Inclusiveness	20%	50%	75%	5%	25%	50%	75%	10%
% of Staff Time Committed to Inclusiveness	25%	50%	75%	5%	30%	50%	75%	10%
OTHER STRATEGIES								
OTHER STRATEGIES								
OTHER STRATEGIES								
OTHER STRATEGIES								

\* Identified Groups are those demographic groups that individual district councils have identified as requiring specific and additional outreach  
 f e.g. block club members, committee members, ongoing projects, etc

10/2

Data Collection and Evaluation Matrix for District Councils

	2005 TOTAL				2006 TOTAL			
	2005 IDENTIFIED GROUPS				2006 IDENTIFIED GROUPS			
	2005 COMMUNITIES OF COLOR				2006 COMMUNITIES OF COLOR			
	2005 RENTERS				2006 RENTERS			
Board Membership	28	1	1	0				
Public Meetings	500	225	200	100				
Org. Rep. Attendance @ Partner Events and Meetings								
Total # of People Engaged per Year	400	325	300	150				
# of People with a Frequent and Regular Commitment	120	75	60	45				
# of Notices Distributed	500							
Newsletters, Articles, Web Sites, and Press Releases	16							
% of Budget Committed to Inclusiveness	100%							
% of Staff Time Committed to Inclusiveness								
OTHER STRATEGIES								
OTHER STRATEGIES								
OTHER STRATEGIES								
OTHER STRATEGIES								

\* Identified Groups are those demographic groups that individual district councils have identified as requiring specific and additional outreach

† e.g. block club members, committee members, ongoing projects, etc



*Data Collection and Evaluation Matrix for District Councils*

	2005 TOTAL				2006 TOTAL			
	2005 IDENTIFIED GROUPS				2006 IDENTIFIED GROUPS			
	2005 COMMUNITIES OF COLOR				2006 COMMUNITIES OF COLOR			
	2005 RENTERS				2006 RENTERS			
Board Membership	16	5	3	2	18	5	4	2
Public Meetings	30	20	20	20	50	36	20	10
Org. Rep. Attendance @ Partner Events and meetings	35	35	5	10	55	6	15	10
Total # of People Engaged per Year	4600	1322	1310	22	4000	322	1300	20
# of People with a Frequent and Regular Commitment	10	7	5	2	52	9	6	4
# of Notices Distributed	12000	6000	4000		12000	5000	5900	100
Newsletters, Articles, Web Sites, and Press Releases	5	12	12		80	14	12	2
% of Budget Committed to Inclusiveness	30	50	40	20	50	50	50	20
% of Staff Time Committed to Inclusiveness	30	50	50	20	50	50	50	20
National Night Out	2695	1300	1300	1500	1900	1295	1100	195
Block Clubs	700	50	45	130	510	55	45	5
OTHER STRATEGIES								
OTHER STRATEGIES								

\* Identified Groups are those demographic groups that individual district councils have identified as requiring specific and additional outreach  
 † e.g. block club members, committee members, ongoing projects, etc

Data Collection and Evaluation Matrix for District Councils

ITEMS	2004 TOTAL (FIRST TIME ESTIMATE) (NUMBER & PERCENTAGE)										2005 TOTAL (ACTUAL)									
	2004 TARGET (non-English) (RACIAL % of general pop.)					2004 COMMUNITIES OF COLOR (RACIAL % of general pop.)					2005 TARGET GROUPS (RACIAL % of general pop.)					2005 COMMUNITIES OF COLOR				
Board Membership	15	1	3	3	19	2	4	3												
Public Meetings & Group Events	74	30	25	20	50	40	50	50												
Org. Rep. Attendance @ Partner Events and meetings	42				46	3	5	50												
Total # of People Engaged per Year	1583	40	300	200	1500	30	50	60												
# of People with a Frequent and Regular Commitment	107	3	10	15	150	10	15	20												
Newsletters, Articles, Web Sites, and Press Releases	22567				25000															
% of Budget Committed to Inclusiveness	15				20															
% of Staff Time Committed to Inclusiveness	15				20															
DS SPECIFIC: # times facilitated collaboration	15				15															
DS SPECIFIC: # leadership development opportunities	5				7															
Larger meetings/events with language translation, childcare, and language training	4				5															
OTHER STRATEGIES																				

\* Target Groups are those demographic groups that individual district councils have identified as requiring specific and additional outreach

\* e.g. Black club members, computer users, young people, etc.

Please see attached worksheet of Events/Activities, participation counts and estimated activity hours.

D#69

Data Collection and Evaluation Matrix for District Councils

	2004 TOTAL	*2004 IDENTIFIED GROUPS	2004 COMMUNITIES OF COLOR	2004 RENTERS	2005 TOTAL	*2005 IDENTIFIED GROUPS	2005 COMMUNITIES OF COLOR	2005 RENTERS
Board Membership	X		X	13		3		
Public Meetings	480		49	360	122			
Org. Rep. Attendance @ Partner Events and meetings	16		X	36	12			
Total # of People Engaged per Year	345		X	2250	162			
# of People with a Frequent and Regular Commitment	119		X	450	44			
# of Notices Distributed	4500		4500	26,000	X			
Newsletters, Articles, Web Sites, and Press Releases	12		12	12	X			
% of Budget Committed to Inclusiveness	15%		X	35%	20%			
% of Staff Time Committed to Inclusiveness	15%		X	35%	15%			
OTHER STRATEGIES								
OTHER STRATEGIES								
OTHER STRATEGIES								
OTHER STRATEGIES								

\* Identified Groups are those demographic groups that individual district councils have identified as requiring specific and additional outreach  
 † e.g. block club members, committee members, ongoing projects, etc

THOMAS-DALE DISTRICT 7 PLANNING COUNCIL

CITIZEN PARTICIPATION CONTRACT  
FISCAL YEAR 2005

Data Collection and Evaluation Matrix for District Councils

	2004 TOTAL (FIRST TIME ESTIMATE)				2005 TOTAL (PROJECTION)				2006 TOTAL (ACTUAL)			
	2004 TARGET GROUPS (non-English)	2004 COMMUNITIES OF COLOR	2004 RENTERS	2004 TOTAL	2005 TARGET GROUPS (non-English)	2005 COMMUNITIES OF COLOR	2005 RENTERS	2005 TOTAL	2006 TARGET GROUPS (non-English)	2006 COMMUNITIES OF COLOR	2006 RENTERS	2006 TOTAL
Board Membership	10	10%	10	30%	12	17	59%	10	10	20%	20%	50%
Public Meetings	30	1%	10	15%	40	35%	25%	95	35	22%	22%	50%
Org. Rep. Attendance @ Partner Events and meetings	100	0%	10	5%	150	20%	20%	163	163	85%	85%	163
Total # of People Engaged per Year	140	2%	30	30%	300	50%	50%	292	292	48%	48%	292
# of People with a Frequent and Regular Commitment	50	0%	10	10%	100	25%	25%	97	97	21%	21%	97
# of Notices Distributed	20,000	80%	55%	15,000	80%	73%	65%	9,166	80%	73%	65%	9,166
Newsletters, Articles, Web Sites, and Press Releases	12	100%	100%	15	80%	80%	96	16	80%	80%	80%	16
% of Budget Committed to Inclusiveness	15%	12%	50%	23%	15%	80%	10%	24%	16%	66%	66%	16%
% of Staff Time Committed to Inclusiveness	3%	5%	50%	35%	3%	80%	15%	35%	3%	70%	70%	3%
D7 SPECIFIC: # leadership development opportunities	2	3%	6%	28	10%	18%	10%	23	10%	19%	19%	23
D7 SPECIFIC: # leadership development opportunities	10	60%	100%	4	100%	100%	100%	4	100%	75%	75%	4
OTHER STRATEGIES												
OTHER STRATEGIES												

For 2005 Projection figures:  
% = % of total by group indicated  
(more than 100% possible due to  
folks belonging to multiple groups)

For 2005 Actual figures:  
? = renters chose not to  
self-disclose this information.

\* Target Groups are those demographic groups that individual district councils have identified as requiring specific and additional outreach.  
† e.g. block club members, committee members, ongoing projects, etc.

#48

Date Collection and Evaluation Matrix for District Councils

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\* Identified Groups are those demographic groups that individual district councils have identified as requiring specific and additional outreach  
 † e.g. black club members, committee members, ongoing projects, etc



**District 9 Data Collection and Evaluation Matrix for District Councils**

	2004 TOTAL	*2004 IDENTIFIED GROUPS	2004 COMMUNITIES OF COLOR	2004 RENTERS	2005 TOTAL	*2005 IDENTIFIED GROUPS	2005 COMMUNITIES OF COLOR	2005 RENTERS
Board Membership	12	0	0	12	0	0	0	0
Public Meetings	30	0	10	20	30	0	10	10
Org. Rep. Attendance @ Partner Events and meetings	150	0	10	5	150	0	10	0
Total # of People Engaged per Year	2800	0	10	10	5000	0	10	10
# of People with a Frequent and Regular Commitment	150	0	10	10	150	0	10	0
# of Notices Distributed	6000	0	10	40	5000	0	10	10
Newsletters, Articles, Web Sites, and Press Releases	100	0	10	40	100	0	10	40
% of Budget Committed to Inclusiveness	10	0	50	50	10	0	50	50
% of Staff Time Committed to Inclusiveness	10	0	50	50	10	0	50	50
OTHER STRATEGIES								
OTHER STRATEGIES								
OTHER STRATEGIES								
OTHER STRATEGIES								

\* Identified Groups are those demographic groups that individual district councils have identified as requiring specific and additional outreach  
† e.g. block club members, committee members, ongoing projects, etc

Data Collection and Evaluation Matrix for District Councils

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	2005 TOTAL	2005 IDENTIFIED GROUPS	2005 COMMUNITIES OF COLOR	2005 RENTERS	2006 TOTAL	senior citizens	2006 communities of color	renters	renters
Board Membership	6%		6	18		1			
Public Meetings	21		5	25		20			
Org. Rep. Attendance @ Partner Events and meetings	22		5	640		12			
Total # of People Engaged per Year	24%		6%	1,500					
# of People with a Frequent and Regular Commitment	25		10	90		12			
# of Notices Distributed	30%		38%	28,000		12%			
Newletters, Articles, Web Sites, and Press Releases	100%		38%	22		12%			
% of Budget Committed to Inclusiveness	8%		2%	12%		2%			
% of Staff Time Committed to Inclusiveness	8%		2%	12%		2%			
OTHER STRATEGIES									
OTHER STRATEGIES									
OTHER STRATEGIES									
OTHER STRATEGIES									

\* Identified Groups are those demographic groups that individual district councils have identified as requiring specific and additional outreach  
 f e.g. block club members, committee members, ongoing projects, etc  
 identified groups

senior citizens  
 renters

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Data Collection and Evaluation Matrix for District Councils

	2004 TOTAL	*2004 IDENTIFIED GROUPS	2004 COMMUNITIES OF COLOR	2004 RENTERS	2005 TOTAL	*2005 IDENTIFIED GROUPS	2005 COMMUNITIES OF COLOR	2005 RENTERS
Board Membership	12	0	0	0				
Public Meetings	81	4	17	88				
Org. Rep. Attendance @ Partner Events and meetings	104	2	10	1				
Total # of People Engaged per Year	45	25	103	45				
# of People with a Frequent and Regular Commitment	507	2	3	1				
# of Notices Distributed	300							
Newsletters, Articles, Web Sites, and Press Releases	25							
% of Budget Committed to Inclusiveness	80%							
% of Staff Time Committed to Inclusiveness	30%							
OTHER STRATEGIES								
OTHER STRATEGIES								
OTHER STRATEGIES								
OTHER STRATEGIES								

\* Identified Groups are those demographic groups that individual district councils have identified as requiring specific and additional outreach  
 1 e.g. block club members, committee members, ongoing projects, etc

3/17/11  
Data Collection and Evaluation Matrix for District Councils

												2005 TOTAL	*2005 IDENTIFIED GROUPS	2005 COMMUNITIES OF COLOR	2005 RENTERS	2006 TOTAL (projection)	*2006 IDENTIFIED GROUPS	2006 COMMUNITIES OF COLOR	2006 RENTERS
Board Membership	21	5%	10%	10%		21	10%	15%	15%										
	Matt	Belinda	Patrick	Arnold															
Public Meetings	345	20%	5%	5%		500	25%	10%	15%										
Org. Rep. Attendance @ Partner Events and meetings*	87	5%	5%	0		177	15%	10%	10%										
Total # of People Engaged per Year	900	10%	5%	5%		1200	15%	10%	15%										
# of People with a Frequent and Regular Commitment†	50	5%	5%	5%		75	10%	10%	10%										

#1355  
Data Collection and Evaluation Matrix for District Councils

	2004 TOTAL	*2004 IDENTIFIED GROUPS	2004 COMMUNITIES OF COLOR	2004 RENTERS	2005 TOTAL	*2005 IDENTIFIED GROUPS	2005 COMMUNITIES OF COLOR	2005 RENTERS
Board Membership			8					
Public Meetings (held by SHCC)								
Org. Rep. Attendance @ Partner Events and meetings	6							
Total # of People Engaged per Year	14							
# of People with a Frequent and Regular Commitment†	60							
# of Notices Distributed								
Newsletters, Articles, Web Sites, and Press Releases								
% of Budget Committed to Inclusiveness								
% of Staff Time Committed to Inclusiveness								
OTHER STRATEGIES								
OTHER STRATEGIES								
OTHER STRATEGIES								
OTHER STRATEGIES								

\* Identified Groups are those demographic groups that individual district councils have identified as requiring specific and additional outreach  
† e.g. block club members, committee members, ongoing projects, etc.

8#6

Lexington-Hamline Community Council - Inclusivity Matrix

	2005 TOTAL (actual)				2006 TOTAL (projection)			
	2005 IDENTIFIED GROUPS (non-Eng)				2006 IDENTIFIED GROUPS (non-Eng)			
	2005 COMMUNITIES OF COLOR				2006 COMMUNITIES OF COLOR			
	2005 RENTERS				2006 RENTERS			
Board Membership	11	0%	9%	0%	12	5%	17%	0%
Public Meetings	16	0%	41%	4%	13	3%	10%	7%
Org. Rep. Attendance @ Partner Events and meetings	134	0%	8%	0%	144	0%	23%	0%
Total # of People Engaged per Year	515	15%	10%	0%	554	16%	15%	22%
# of People with a Frequent and Regular Commitment	57	9%	9%	0%	64	10%	9%	10%
# of Notices Distributed	1,800	0%	30%	2%	1,500	0%	27%	30%
Newsletters, Articles, Web Sites, and Press Releases	10,985	0%	30%	27%	11,000	0%	32%	35%
% of Budget Committed to Inclusiveness	30.45%	10.12%	10.14%	11.44%	12.25%	8.19%	7.72%	7.72%
% of Staff Time Committed to Inclusiveness	125.00%	51.06%	41.86%	41.86%	112.50%	51.50%	37.50%	37.50%

\* Identified Groups are those demographic groups that individual district councils have identified as requiring specific and additional outreach  
 i. e.g. block club members, committee members, ongoing projects, etc

	2005 TOTAL	*2005 IDENTIFIED GROUPS	2006 COMMUNITIES OF COLOR	2006 TOTAL	*2006 IDENTIFIED GROUPS	2006 COMMUNITIES OF COLOR	2006 RENTERS
Board Membership	18	1	4	20			
Public Meetings	10						
Orig. Rep. Attendance @ Partner Events and meetings ***				8			
Total # of People Engaged per Year	275						
# of People with a Frequent and Regular Commitment	8			35			
(15 different notices)	# of Notices Distributed	10,000 (approximate)					
Newsletters, Articles, Web Sites, and Press Releases	24			30			
% of Budget Committed to Inclusiveness							
% of Staff Time Committed to Inclusiveness							
OTHER STRATEGIES							
OTHER STRATEGIES							
OTHER STRATEGIES							
OTHER STRATEGIES							

\*\*\*MPC has representatives from the following organizations/committees:

- University UNITED
- Denroyer Park Improvement Association (DPIA)
- University of St. Thomas
- Macalester College
- HealthEast - Midway
- Selby Snelling Area Business Association (SSABA)
- Capital Corridor Collaborative
- West Summit Neighborhood Advisory Committee (WSNAC)

2. *Individual Groups* – those demographic groups that individual district councils have identified as requiring specific and additional research, e.g. black club members, committee members, ongoing projects, etc.

Data Collection and Evaluation Matrix for District Councils \*\*

	2004 TOTAL (FIRST TIME ESTIMATE)	2004 IDENTIFIED GROUPS	2004 COMMUNITIES OF COLOR	2004 RENTERS	2005 TOTAL	2005 IDENTIFIED GROUPS	2005 COMMUNITIES OF COLOR	2005 RENTERS
Board Membership	15							
Public Meetings	40							
Org. Rep. Attendance @ Partner Events and meetings	70							
Total # of People Engaged per Year	13,509							
# of People with a Frequent and Regular Commitment	150							
# of Notices Distributed	20,000							
Newsletters, Articles, Web Sites, and Press Releases	52							
% of Budget Committed to Inclusiveness	15%							
% of Staff Time Committed to Inclusiveness	15%							
OTHER STRATEGIES								

\*Target Groups are those demographic groups that individual district councils have identified as requiring specific and additional outreach  
† e.g. block club members, committee members, ongoing projects, etc



#9

Data Collection and Evaluation Matrix for District Councils

	2005 TOTAL	2005 IDENTIFIED GROUPS	2005 COMMUNITIES OF COLOR	2005 RENTERS	2006 TOTAL	2006 IDENTIFIED GROUPS	2006 COMMUNITIES OF COLOR	2006 RENTERS
Board Membership	15		3	16				
Public Meetings	17			20				
Org. Rep. Attendance @ Partner Events and meetings								
Total # of People Engaged per Year	346			350				
# of People with a Frequent and Regular Commitment	32			80				
# of Notices Distributed	3,000			3,000				
Newsletters, Articles, Web Sites, and Press Releases	30			37				
% of Budget Committed to Inclusiveness	1%			1.2%				
% of Staff Time Committed to Inclusiveness								
OTHER STRATEGIES								
OTHER STRATEGIES								
OTHER STRATEGIES								
OTHER STRATEGIES								

\* Identified Groups are those demographic groups that individual district councils have identified as requiring specific and additional outreach  
 † e.g. block club members, committee members, ongoing projects, etc.

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Data Collection and Evaluation Matrix for District Councils

	2005 TOTAL				2006 TOTAL			
	2005 IDENTIFIED GROUPS				2006 IDENTIFIED GROUPS			
	2005 COMMUNITIES OF COLOR (5%)				2006 COMMUNITIES OF COLOR (6%)			
	2005 RENTERS (53%)				2006 RENTERS (53%)			
Board Membership	21	0	2 (9%)	1 (05%)	21	0	2 (9%)	1 (05%)
Public Meetings	83	0	21	16	80	0	20	15
Org. Rep. Attendance @ Partner Events and meetings	40	0	0	0	40	0	0	0
Total # of People Engaged per Year	1322	0	30	21	1300	0	30	20
# of People with a Frequent and Regular Commitment	136	0	21 (5%)	21 (5%)	120	0	3 (3%)	3 (3%)
Individual Notices Distributed (Newsletters, Web E-News, etc.)	34,703	0	1,064 (3.1%)	14,361 (41.4%)	33,000	0	1,000 (3%)	13,000 (39.4%)
Individual Newsletters, Village Columns, SHA Web E-News Alerts	47	0	5%	53%	40	0	5%	53%
% of Budget Committed to Inclusiveness	28%	0	20%	20%	28%	0	20%	20%
% of Staff Time Committed to Inclusiveness	27%	0	5%	6%	27%	0	5%	7%
OTHER STRATEGIES								
OTHER STRATEGIES								
OTHER STRATEGIES								
OTHER STRATEGIES								

\* Identified Groups are those demographic groups that individual district councils have identified as requiring specific and additional outreach  
 † e.g. block club members, committee members, ongoing projects, etc

**Data Collection and Evaluation Matrix for District Councils**

	2005 TOTAL				2006 TOTAL			
	*2005 IDENTIFIED GROUPS				*2006 IDENTIFIED GROUPS			
	2005 COMMUNITIES OF COLOR				2006 COMMUNITIES OF COLOR			
	2005 RENTERS				2006 RENTERS			
Board Membership	76	100	38	12	330	120	50	21
Public Meetings	1020	400	35	70	800	400	80	80
Org. Rep. Attendance @ Partner Events and meetings	8				40			
Total # of People Engaged per Year	500	250	23	100	550	250	50	
# of People with a Frequent and Regular Commitment†	110	50	10	10	120	60	24	24
# of Notices Distributed	1300				1400			
Newsletters, Articles, Web Sites, and Press Releases								
% of Budget Committed to Inclusiveness	25%				25%			
% of Staff Time Committed to Inclusiveness	20%				20%			
OTHER STRATEGIES								
OTHER STRATEGIES								
OTHER STRATEGIES								
OTHER STRATEGIES								

\* Identified Groups are those demographic groups that individual district councils have identified as requiring specific and additional outreach  
 † e.g. block club members, committee members, ongoing projects, etc

## **Data Appendices**

### **Appendix 2A - Interview Findings**

#### **What are you most proud of about your District Council?**

Overwhelmingly, the respondents stated pride in the work that the District Councils perform. Phrases like “meaningful work”, “passion about the neighborhood” “commitment” and “leadership” were used.

#### **What has been the most frustrating thing about your District Council?**

The responses to this question varied amongst the respondents.

33% - Voices of the District Councils are marginalized at the City. Work done unfairly.

22% - Lack of community engagement; difficulty in diversity outreach.

11% - Transportation and road issues.

11% - Increased funding from the City (District Councils do a lot of work regarding land use, thus saving the City money).

11% - Limited time of the volunteers.

11% - District Council training.

#### **What do you see as your District Council’s goals or purpose?**

Most respondents (89%) viewed the purpose of the District Councils as to represent the neighborhoods’ views to the City and to involve and include community members in the politics of the neighborhoods (including issues such as crime, growth, and land use).

11% - Focused on the single neighborhood issue of resolving the parking issues and traffic problems.

#### **How are your council’s goals similar to other councils’ goals?**

22% - All want to participate and have their voices heard.

22% - Little contact with other District Councils.

55% - All are involved in planning, land use, reducing crime, and increasing safety in their neighborhoods.

#### **How are they different?**

The overwhelming response was the unique issues of each District Council. For example, LRT is an issue for the central corridor and the floodwall is an issue for communities along the river.

#### **What one thing, other than money, would most help your District Council achieve its goals or purpose?**

33% - Better communication and access to City departments’ resources– spend too much time trying to find out information from the City departments

33% - Increased Community Engagement with the District Councils

11% - having a “best practices memo or guidelines”- sharing information on successes with other councils.

11% - District Council communication.

11% - Training.

**If you did have more money provided to the District Council what could you do that you can't do now?**

77% - Increased staffing, staff pay and funding for projects.

11% - Create a staff and community newspaper.

11% - Park improvements and upgrade building.

**If you were talking to the mayor, what might you want him to know about your District Council?**

The majority of the respondents wanted to convey that there are many generous, hard working volunteers involved in the councils. There is value in having District Councils. "It is in the City's best interest to have a process that honestly and truly involves the citizens real participation and feedback from the residents."

Outlier- "District 13 is screwed up. They have 3 District Councils instead of one. Split funding 3 ways."

Outlier- "Spend time and money on reaching out to the District Councils."

**What might you ask of him?**

- "Walk the Talk." During his campaign the mayor consistently criticized his opponent as not being concerned with neighborhood issues.
- Honor the work of the District Councils by taking advantage of the citizen input.
- Is there more funding available?
- The people in Summit Hill are branded as people who are not open to change people who want to keep things out of their back yard in reality they are thoughtful open minded people looking for change.
- Don't work against us be decreasing the quality of life work on making our neighborhoods better.
- Promote our specific neighborhood versus other neighborhoods
- Have the City look at changing the zoning for rental properties in our neighborhood.
- We need more money and help with projects.

**Is there anything else you'd like me to know about your District Council?**

**\* Not all respondents answered this question, following are the responses.**

- The interview was helpful. It is really appropriate and very healthy to review the whole process by someone who is not on the inside. Helpful to review the institution of District Councils on a periodic basis to find out what is going well and what can be even better, not look at doing away with them.
- The Mayor has said that he will put value in the District Council process- hoping that he follows through on it. Previous administration would go to great lengths to get input, but the city department did not value input from the District Councils.
- Proud of the District Councils, welcomes any further help from the Mayors office.
- All want to do good job, they could be more effective, they could use more money, and they could set the agenda more.

## Appendix 2B - Survey Findings

Residents reported great uncertainty regarding total number of board members were on the District Council, current board members reported some uncertainty, but staff virtually none.

### *Reasons for participation:*

	Residents (n=12)	DC Staff (n=17)	DC Board (n=65)	Total
Community involvement	4 (27% of residents)	1	32 (39% of board)	37
Make a difference	2	2	8	12
Represent community	0	0	5	5
Prior participation	2	0	5	7
Org. role/rep	0	0	3	3
Recruitment	0	1	9	10
Interest in local politics	2	0	3	5
Specific issue	2	0	11	13
Prior experience with DC	3	2	7	12

Average length of service/involvement for DC board members was 3.3 years (n=66), DC staff was 14.2 years (n=19), and for residents (involvement only) was 5.6 years (n=12). DC board members and staff reported 2-2.25 years as average term of service for board members. Residents reported unawareness of term of service. 16 DC board members and 6 DC staff reported term limits for board members. Number of paid staff reported by DC board members and staff averaged 2-2.6 FTE.

### *District Council first priorities:*

	Residents (n=12)	DC Staff (n=16)	DC Board (n=57)	Other (n=5)	Total
Community involvement	2	6 (40% of staff)	12 (21% of board)	0	20
Crime prevention/safety	3	2	3	0	8
Internal DC function	0	0	2	0	2
Community/city liaison	1	0	6	1	8
Disseminate info	2	1	3	0	6
LRT	0	0	0	0	0
Local business	0	1	0	0	1
Environment	0	0	0	1	1
Livability	1	3	8	1	13
General land use/development	0	2	6	1	9
Represent community	1	0	12 (21% of board)	1	14
Resolve local disputes	0	0	1	0	1
Collaboration with other DCs	0	0	0	0	0
Representativeness	0	0	1	0	1

Trash collection	0	0	1	0	1
Neighborhood identity	0	0	0	0	0
Housing	2	0	1	0	3
Provide plan to city	0	0	1	0	1
Fiscal responsibility	0	0	0	0	0

*District Council second priorities:*

	Residents (n=12)	DC Staff (n=16)	DC Board (n=56)	Other (n=5)	Total
Community involvement	4	3	6	0	13
Crime prevention/safety	0	2	3	1	6
Internal DC function	0	1	0	0	1
Community/city liaison	0	1	3	0	4
Disseminate info	1	0	3	0	4
LRT	0	0	0	0	0
Local business	0	0	2	1	3
Environment	0	2	3	0	5
Livability	4	2	12 (21% of board)	1	19
General land use/development	0	1	6	1	8
Represent community	2	3	6	0	11
Resolve local disputes	0	0	3	1	4
Collaboration with other DCs	0	0	3	0	3
Representativeness	0	0	0	0	0
Trash collection	0	0	2	0	2
Neighborhood identity	0	0	2	0	2
Housing	1	0	0	0	1
Provide plan to city	0	0	2	0	2
Fiscal responsibility	0	0	0	0	0

*District Council third priorities:*

	Residents (n=10)	DC Staff (n=14)	DC Board (n=53)	Other (n=5)	Total
Community involvement	0	1	7	1	9
Crime prevention/safety	3	2	5	0	10
Internal DC function	0	1	1	0	2
Community/city liaison	0	0	5	1	6
Disseminate info	0	2	4	1	7
LRT	0	0	0	0	0
Local business	1	0	0	0	1
Environment	0	0	1	1	2
Livability	1	3	8	0	12
General land use/development	1	1	2	0	4
Represent community	2	1	7	0	10
Resolve local disputes	1	0	4	0	5
Collaboration with other	0	0	0	0	0

DCs					
Representativeness	1	2	2	1	6
Trash collection	0	0	0	0	0
Neighborhood identity	0	1	2	0	3
Housing	0	0	0	0	0
Provide plan to city	0	0	2	0	2
Fiscal responsibility	0	0	1	0	1

*District Council strengths:*

	Residents (n=13)	DC Staff (n=15)	DC Board (n=56)	Other (n=5)	Total
Size	0	0	2	0	2
Diversity	1	0	6	1	8
Respect and open discussion	1	1	3	0	5
Community involvement	0	2	5	1	8
Skills/commitment of staff/board/volunteers	4	5 (33% of staff)	28 (50% of board)	1	38
Involvement of the mayor/city	0	0	1	1	2
Financial stability	0	1	2	0	3
Experience/years of service	0	2	2	0	4
Balancing interests	0	1	1	0	2
Community understanding	0	0	3	0	3
Community organizing/collaboration	7 (54% of residents)	3	3	0	13

*District Council weaknesses:*

	Residents (n=13)	DC Staff (n=15)	DC Board (n=56)	Other (n=5)	Total
Lack of board retention	0	0	1	0	1
Lack of consensus/inefficiency	0	0	7	0	7
Time	0	1	2	0	3
Outside interests too strong	0	0	3	0	3
Diversity/representativeness	3	3	7	1	14
Perception of DC in community	1	0	2	0	3
Membership (lack/overstay)	3	3	6	0	12
Lack of authority	0	1	5	0	6
Money/staff/resources	2	5 (33% of staff)	11 (20% of board)	1	19
Lack of awareness of DC in community	0	0	3	0	3
Officiousness	0	0	1	0	1
Communication	2	1	2	2	7
Inexperience	0	0	1	0	1
Lack of focus on big issues	2	0	2	1	5
Complacency	0	1	1	0	2



*Working relationships; scale of importance is 1-4, 4 being highest:*

	DC Board (n=49)	DC Staff (n=15)	DC Board average importance (n=51)	DC Staff average importance (n=15)
Mayor's office	33	13	3.5	3.0
City Council	43	14	3.7	3.6
PED	36	13	3.7	3.5
LIEP	23	13	3.0	3.4
Other DCs	37	14	3.0	3.1
Mayor's policy associates	30	14	3.3	3.0
Media	24	12	2.8	2.7
Local business	41	13	3.3	3.0
Others	32	13	3.1	3.3

*Issue critical to DC:*

	Residents (n=12)	DC Staff (n=14)	DC Board (n=51)	St. Paul Staff (n=3)	Other (n=5)	Total
Planning and zoning	0	0	4	1	0	5
Finances	0	0	0	0	0	0
Expectations	1	0	0	1	0	2
Representativeness	1	2	4	1	2	10
Communication	0	2	4	0	1	7
Access to decision makers	0	0	1	0	0	1
Collaboration	0	2	4	0	0	6
Safety/livability	5 (42% of residents)	0	5	0	0	10
Being heard	0	1	1	0	0	2
Lack of resources	2	5 (36% of staff)	9 (18% of board)	0	1	17
LRT/transportation	0	0	7	0	0	7
Lack of awareness of DC/participation	2	1	4	0	1	8
Lack of authority	1	0	5	0	0	6
Community identity	0	0	1	0	0	1
Environment	0	0	1	0	0	1
Youth	0	1	0	0	0	1

*Biggest obstacles to solving issue:*

	Residents (n=12)	DC Staff (n=14)	DC Board (n=51)	St. Paul Staff (n=3)	Other (n=5)	Total
Lack of interest when issues not high profile	0	3	2	1	0	6
General apathy	1	0	7	1	0	9

Resources	8 (44% of residents)	5 (24% of staff)	24 (27% of board)	2	3	42
Communication	0	1	5	0	0	6
Attitudes of gov't/funders; lack of value placed on DCs	1	4	17 (19% of board)	0	1	23
Lack of authority	0	1	4	0	0	5
Timing of city meetings	0	0	1	0	0	1
Lack of information	0	2	3	0	0	5
Lack of collaboration	0	1	5	0	0	6
Complexity of relationships	1	1	9	0	0	11
Value placed on small vs. large business	0	1	2	0	0	3
Barriers to reaching community	2	0	3	0	1	6
Staff Training	2	2	2	0	0	6
Internal DC issues	3	0	4	0	1	8

49 respondents employed specific strategies to solve their problem, but only 8 had heard of the 2004 Ad Hoc committee. As numbers were low, the average reported satisfaction with the specific instruments (Fiscal accountability matrix, data collection matrix) is of questionable value. Existing average ranged from 2.2-2.8. Also, characterization of these instruments measurement accuracy is of dubious value, board responses slightly higher than staff responses.

*Other strategies employed:*

	Residents (n=3)	DC Staff (n=12)	DC Board (n=31)	St. Paul Staff (n=2)	Other (n=4)	Total
Perseverance	1	4	4	0	0	9
Gathering public opinion/focus groups	0	6 (25% of staff)	3	1	1	11
Collaboration with other DCs	0	1	4	0	0	5
Improved communication/outreach	0	8 (33% of staff)	16 (40% of board)	0	2	26
Council-specific issues	2	1	3	1	2	9
Fundraising/grant writing	0	2	6	0	0	8
Training/education	1	2	4	0	0	7

3 City staff (n=3) responded "yes" to whether a focus on accountability and inclusiveness was the best way to improve DC overall effectiveness. 20 board members (n=41), 4 staff (n=11), 5 residents (n=7), and 3 others (n=4) also responded "yes" to this question. Comparisons are largely inappropriate for our statistics, but less than 50% of DC board/staff thought these focuses were tied to effectiveness, as opposed to 100% of city staff.

*Open ended comments on tracking included the following:*

	Residents (n=5)	DC Staff (n=9)	DC Board (n=17)	St. Paul Staff (n=1)	Other (n=1)	Total
Measurement of dollars vs. accomplishments	0	1	0	1	0	2
Questions on relevance of 2004 tools	0	2	4	0	0	6
Internal DC tools used	1	2	5	0	0	8
Questions on relevance of accountability	0	3	3	0	0	6
Inconsistency in reporting	0	1	1	0	0	2
Unaware of 2004 tools	2	1	11	0	1	15

*Issues reported to improve DC effectiveness included the following:*

	Residents (n=11)	DC Staff (n=14)	DC Board (n=49)	St. Paul Staff (n=3)	Other (n=5)	Total
Communication to community/constituents	3	0	7	1	1	12
Effectiveness as intermediaries	0	0	0	1	0	1
Collaboration with other DCs	0	0	4	0	0	4
Relevance (value placed on DC opinion/work by city)	0	1	4	0	0	5
Resources	0	3	2	0	1	6
Consensus of purpose/efficiency	1	0	4	0	0	5
Communication/collaboration with city	0	0	5	0	0	5
Inclusiveness/representativeness	2	3	2	1	1	9
Community involvement/outreach	1	3	12 (25% of board)	0	2	18
Environment	0	0	1	0	0	1
Public safety	1	1	1	0	0	3
Awareness of DC work	2	2	3	0	0	7
Board capacity	0	1	2	0	0	3
Training	0	0	1	0	0	1

Although staff reported participation slightly higher than board, and much higher than residents, a wider survey is necessary to determine if this is significant.

*Reported citizen participation averaged as follows:*

	Residents	DC Staff	DC Board	St. Paul Staff	Other
Affiliated DC	2.5 (n=12)	3.3 (n=13)	3.0 (n=53)	N/A	2.8 (n=5)
Overall DCs	2.6 (n=9)	3.2 (n=14)	2.6 (n=41)	4 (n=1)	2.6 (n=3)

*Reported means of increasing participation:*

	Residents (n=4)	DC Staff (n=11)	DC Board (n=43)	Other (n=2)	Total
Communication to community (via flyer/web/email)	1	8 (67% of staff)	21 (44% of board)	0	30
Reduce community perception of council's irrelevance	0	0	1	0	1
Forums	0	0	3	0	3
Regular/open meetings	0	1	5	1	7
Reduce council cliquishness	0	0	1	0	1
Local newspapers	0	2	11 (23% of board)	2	15
Community events	0	1	6	0	7

Only one respondent from city staff rated general city council effectiveness in representing diverse communities. It would be prudent to follow up with a wider survey of St. Paul staff and residents to see if slight trends for board/staff to rate this higher than other groups were significant.

*Averaged ratings are as follows:*

	Residents	DC Staff	DC Board	St. Paul Staff	Other
Affiliated DC	2.6 (n=10)	2.8 (n=14)	2.7 (n=52)	N/A	2.6 (n=5)
Overall DCs	2.7 (n=6)	3.0 (n=12)	2.6 (n=36)	2 (n=1)	2 (n=3)

N was low for the open-ended question on representativeness. It would be valuable to study this along with the earlier question about how/why members were affiliated with DCs, and also on dimensions of diversity. Targetted recruitment, particularly, seems to be the preferred method of increasing representativeness.

*Methods of addressing representativeness were reported in the following categories:*

	Residents (n=6)	DC Staff (n=9)	DC Board (n=28)	Other (n=1)	Total
Address issues of institutional bias in larger community	0	2	3	0	5
Awareness	1	1	6	0	8
Reserved seats	0	0	2	0	2
Targetted recruitment	2 (67% of residents)	4 (44% of staff)	12 (46% of board)	0	18
Relevance	0	2	3	0	5

Relatively small numbers of respondents rated the "effectiveness in allocation of funding" item. This is another item where further research into differences between DC board/staff and residents/St. Paul city staff would be valuable. Although disparities are striking, total respondents from residents/St. Paul city staff are low.

*Respondent characterization was as follows:*

	Residents	DC Staff	DC Board	St. Paul Staff	Other
Affiliated DC	2.5 (n=8)	3.0 (n=13)	3.1 (n=41)	2 (n=1)	4 (n=2)
Overall DCs	2.8 (n=4)	3.0 (n=13)	2.8 (n=25)	2.5 (n=2)	N/A

Multiple points in the survey touch on adding staff. It is interesting that there is an apparent split between DC staff and DC board on this issue, but further study should be conducted before this is deemed significant.

*Reported possible uses of additional resources grouped as follows:*

	Residents (n=6)	DC Staff (n=13)	DC Board (n=43)	Other (n=4)	Total
Additional staff	2	9 (53% of staff)	10 (19% of board)	2	23
Reallocation by need	1	1	2	0	4
Communication to underrepresented groups	0	0	1	0	1
Data collection	0	0	1	0	1
Community education on DC purpose/PR	0	2	5	0	7
Technology	0	2	6	1	9
Outreach and communications	0	3 (18% of staff)	18 (35% of board)	3	24
Eliminate fundraising/expand direct service	2	0	9	0	11

Non-monetary needs included a wide range of responses. Particularly, “city relationships” is a complicated category that bears more granular investigation. As above, differences between board and staff are evident, but significance is not known.

*Needs were reported as follows:*

	Residents (n=9)	DC Staff (n=14)	DC Board (n=48)	St. Paul Staff (n=3)	Other (n=5)	Total
Political will	0	0	0	1	0	1
City relationships	1	2	15 (33% of board)	1	1	20
Recognition of accomplishments	2	1	7	0	0	10
Earlier inclusion in city decision making	0	0	4	0	0	4
Prioritization of issues	1	1	1	1	0	4
Consensus/collaboration	1	1	2	0	1	5
Regular visits by city council/mayor’s offices	0	0	1	0	0	1
Relevance/decision making	0	0	2	0	0	2

authority						
Citizen	2	1	8	0	0	11
communication/involvement						
Internal issues	2	1	4	0	1	8
Access to specific expertise/training	0	6 (46% of staff)	2	0	2	10

Other notable comments included:

“The mayor has made some good first steps ... it remains to be seen whether he will take their (District Council’s) counsel seriously.”

“These (District Councils) have the potential to really work but ... I think the system needs specific goals that relate to the city’s priorities, and that work should be tied to funding.”

“The District Councils are a very important and necessary component of a healthy, vibrant city. [Specific reference omitted] ... are capable of doing even more with the right resources and right call to action.”

“It seems to me that the city and the councils are failing in the area of promoting [reference to council area omitted] development and listening to our residents ...”

“more efforts to involve residential landlords, developers, renters, business owners, is needed (sic). Too often, the business assoc. and the District Council function as enemies rather than partners.”

“Glad to see the Mayor is concerned enough about District Councils to be researching ways to improve them. Key need is much better funding so we don’t have to spend all of our time raising the minimal dollars we need ... (which the City expects of us!).”

“I think that more community (sic) should have these community citizen input councils and MAC and the Met Council should be forced to come to the community councils when their plans impinge upon the councils’ purviews.”

“The District Councils are a vital link between neighborhoods and the City council and City agencies.”

“The District Council system is a great strength of the City ... and the individual councils are great strengths of their neighborhoods. It would serve both the City and the District Council system well to do research ... on ways the District Council system’s capacity can be enhanced through seeking and applying additional and existing un-tapped resources system-wide.”

“This (District Council system) is a great and innovated (sic) system for civic participation and engagement to assure that the government is truly accountable to the people. It been (sic) left to limp along for far to long due to decades of underinvestment.”

“The model ... is fabulous. But the model requires a variety of supports to be realized. Not all of these supports are monetary, but you can’t expect people to do this important work for low pay and also expect them to give up any hour of the day and their own cash to get themselves the training and resources they need to do the job they want to do well.”

“Community councils need to communicate with other nonprofits that are serving the area. None of us (sic) much money so combining resources for projects, etc. makes sense.”

“I really appreciate the key role of the CCs (community councils) in St. Paul.”

## Appendix 2C – Demographic Findings

2005 District Council indicators of citizen participation; diversity participation; and diversity representation were collected and analyzed.

Voter Registration was selected as a valid measure of current citizen participation. Table I compares each District Council's annual level of citizen participation to the City's current level of citizen participation as indicated by the percentage of the population registered to vote and the percentage of the population voting in the last mayoral election. Self-reported District Council citizen participation over a year ranges from a low of four-tenths of a percent in District 2, to a high of 48% in District 9. It should be noted that District 9 is a Community Development Corporation, which may account for the elevated citizen participation. The District Councils themselves acknowledge that citizen participation is an issue for them. In an on-line survey conducted in July 2006, "community involvement/outreach" ranked as the number one response to "what one subject should the St. Paul District Councils focus on to improve their effectiveness?"

**TABLE I Indicators of Citizen Participation**

**City of St. Paul Indicators of Citizen Participation**

City-wide % Registered to Vote = 55%

City-wide % Voting for Mayor = 20%

District Council Number	Annual % Engaged in District Council
1	12
2	0.4
3	6
4	23
5	5
6	9
7	17
8	1
9	48
10	12
11	4
12	15
13	9
14	18
15	11
16	19
17	9



Source: City of St. Paul. (2005). *Data Collection and Evaluation Matrix for District Councils*. Minnesota Secretary of State. (2005). *Election reporting system: unofficial results St. Paul City general election [online]*. Available at: <http://electionresults.sos>

The current Citizen Participation contract between the District and the City of St. Paul requires the District Councils to track and report three measures of diversity participation:

- 1). Identified Groups
- 2). Communities of Color, and
- 3). Tenants.

Table II illustrates the diversity participation in each District.

Five District Councils depicted "Identified Groups" as non-English speakers, renters, students, youth and seniors. Also, unless renters self identify themselves at the District Council, they are difficult to count. Consequently, only "Communities of Color" yields any meaningful data between the three measurements.

**TABLE II Diversity Participation**

District Council	% Identified Groups	% Communities of Color	% Renters
1	?	14	?
2	?	3	?
3	?	7	?
4	?	18	?
5	?	>1	?
6	?	2	?
7	?	12	?
8	?	0	?
9	?	1	?
10	?	9	?
11	?	4	?
12	?	5	?
13	?	2	?
14	?	0	?
15	?	0	?
16	?	10	?
17	?	2	?

Identified Groups are non-English speakers

Identified Groups are Youth and non-English speakers

Identified Groups are Seniors and Renters

Identified Groups are Seniors and Students

Source: City of St. Paul. (2005). *Data Collection and Evaluation Matrix for District Councils*. City of St. Paul, 2000 Census: Saint Paul Race and Ethnicity by Planning District [online] Available at: <http://www.stpaul.gov/census/stpaulbydist2000.h>

When annual District Council diversity participation for "Communities of Color" was compared to percentages for overall citizenry five categories emerged (see Map). District Councils 5, 8, 9, 14, and 15 revealed no or nearly no diversity participation. Lack of diversity/representativeness was cited as the number two weakness of the St. Paul District Councils in the July 2006 survey.

Table III highlights that board membership is proportionately more diverse than participants-engaged over the course of a year. Board membership data for Identified Groups and Renters is available for all the District Councils as required under their contract with the City. In addition, for each District Council, the sum for all percentages may exceed 100% as board members may possess multiple measurable qualities. Board Membership for Identified Groups ranged from 0% up to 57%; for Communities of Color the range is 0% to 58%; and for Renters it is 0% to 50%. Nearly half of all District Councils failed to seat one board member from their self described "Identified Group" and about a third do not have a board member of color from their community

**TABLE III Diversity Representation**

District Council	% Identified Groups	% Communities of Color	% Renters
1	13	13	6
2	4	4	0
3	57	33	24
4	31	19	12
5	11	21	16
6	8	23	15
7	17	58	50
8	0	52	13
9	0	0	0
10	6	0	31
11	2	17	0
12	5	10	10
13	5	9	23
14	0	0	0
15	0	0	17
16	0	9	5
17	33	13	4

Identified Groups are non-English speakers

Identified Groups are Youth and non-English speakers

Identified Groups are Seniors and Renters

Identified Groups are Seniors and Students

Source: City of St. Paul. (2005). *Data Collection and Evaluation Matrix for District Councils*.  
City of St. Paul, 2000 Census: Saint Paul Race and Ethnicity by Planning District [online]  
Available at: <http://www.stpaul.gov/census/stpaulbydist2000.h>

Finally, it is interesting to note that when asked to characterize citizen participation and their success in representing diverse communities, the majority of respondents to the July survey felt the District Councils were adequate on both dimensions.

## Appendix 2D – Meetings Findings

We attended four regularly scheduled District Council board meetings. Rough demographics are provided in the following table. For our purposes, audience members and organizer were included in our number.

	Male	Female	Caucasian	Non-Caucasian
	9	8	17	0
	12	5	12	5
	9	9	17	1
	4	10	13	1
Average	6.25 (44%)	8 (56%)	14.75 (89.4%)	1.75 (10.6%)

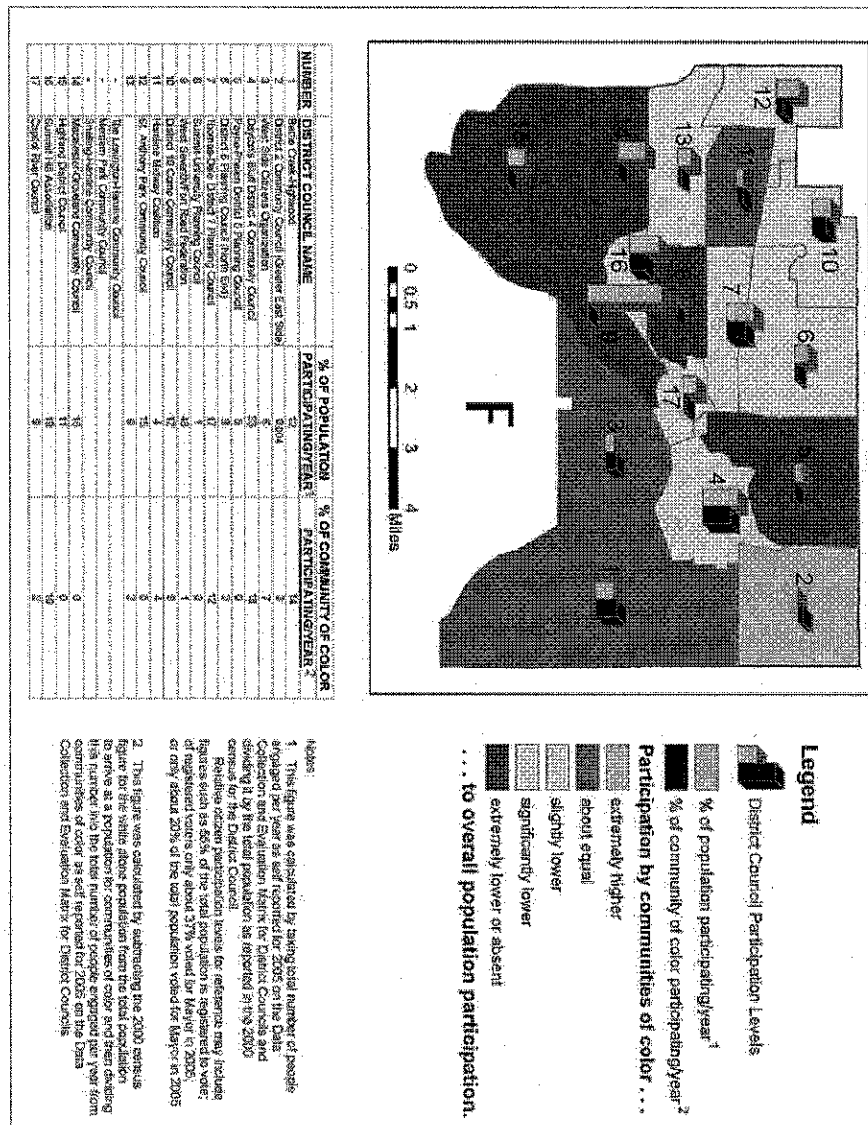
Meetings varied considerably in formality. Two observers reported fairly structured and formal meetings, whereas the other two reported fairly open and casual meeting atmosphere. All observers reported that meetings were run efficiently and with open and frank discussion.

Issues discussed varied to some degree, although common themes of land-use, including variances and development concerns, appeared. All districts also reported on district-specific issues (although common themes for central-corridor districts were observed for the two districts on the central-corridor).

Observers reported that council discussion indicated the following significant issues:

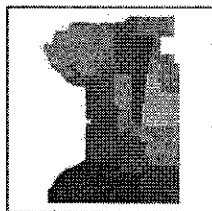
- Councils need technical assistance in responding to detailed or complicated land-use inquiries
- Councils are operating with the clear awareness that they have no real authority
- Councils are working together on issues that they share concerns on (central corridor/LRT)
- Councils are working to find ways for their voices to be meaningfully heard (representation on meaningful committees)
- Councils do not appear to be openly discussing issues of under-represented groups (renters/tenants, ethnic minorities, etc.)
- Council board members are very dedicated volunteers, some very enthusiastic about this process

## Appendix 2E – Geographic Information Systems (GIS) Map



## Total Citizen and Communities of Color Participation in District Councils

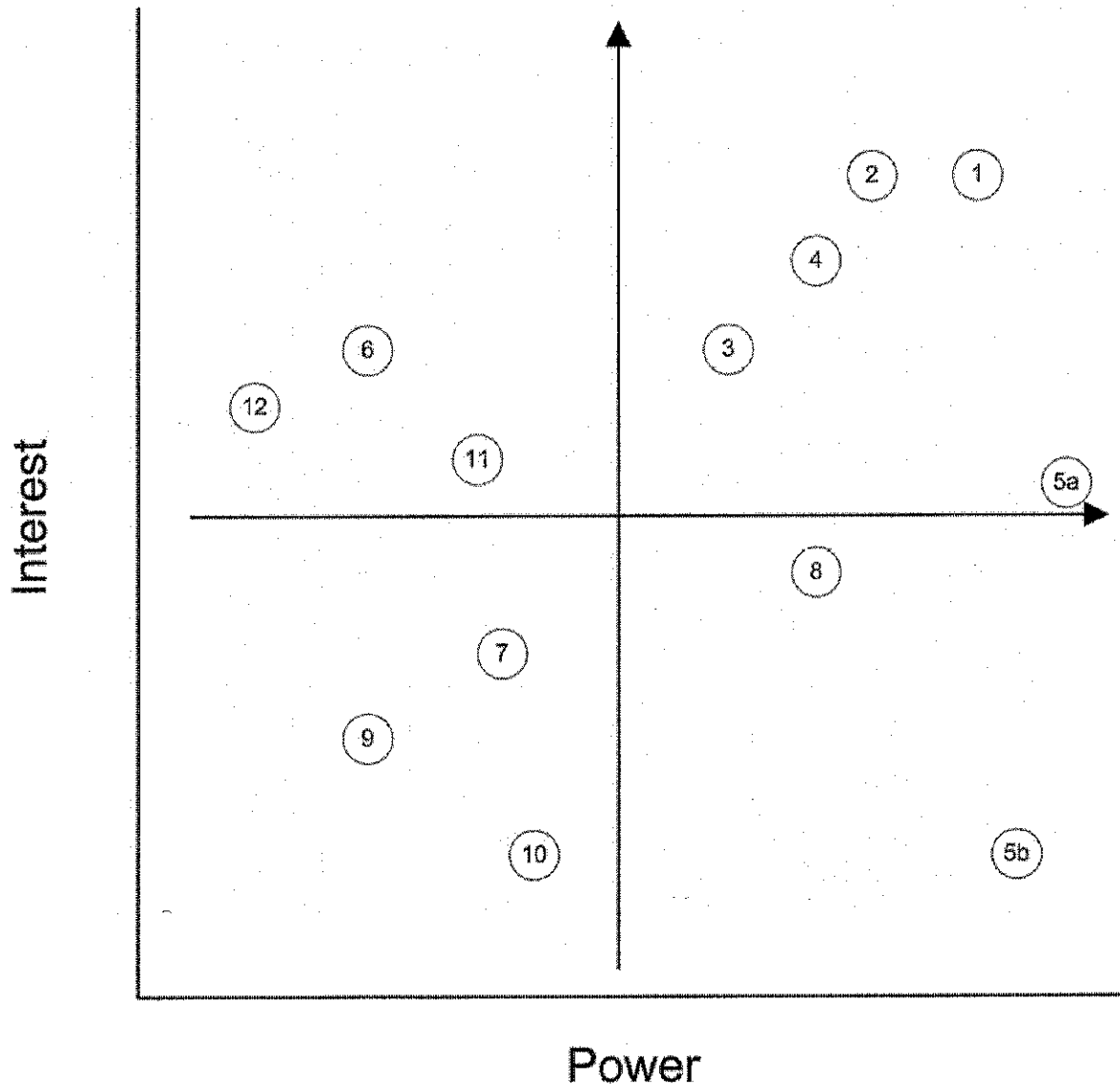
St. Paul, Minnesota



By: Paula J. O'Connell, July 28, 2009  
Source: Hironaka/2007

## Analysis Appendices

### Appendix 3A - Stakeholder analysis



#### Key to stakeholder analysis:

1. **Mayor Coleman** and his administration, such as the Mayor's Liaisons, maintain high expectations for diverse citizen participation and for the District Council leadership to be representative and connected to their constituents. The Mayor believes there is potential for these expectations to be met as evidenced by the appointment of liaisons to each District Council and the dedication of resources to these issues. In the short run, the Mayor desires a progressive engagement of the citizenry and the District Councils. In the long term, the Mayor seeks to improve the input from the District Councils and maintain long term trust, good will and political

capital. Most if not all Mayoral appointments, such as his policy analysts/liaisons, will not survive a new administration, a new agenda with new expectations. **The Mayor, as a stakeholder, is high power and high interest.**

2. **City Departments** are categorized into those that frequently interact with the District Council and the citizenry and those that do not. City Departments with frequent dialog are seen as the stakeholders for this analysis and include the following: Citizen Service; Human Rights; License, Inspection & Environmental Protection (LIEP); Neighborhood Housing & Property Improvement (NHPI); Parks & Recreation; Planning & Economic Development (PED); Police; and Public Works. The Departments with infrequent or no citizen or District Council contact include the City Attorney; Financial Services; Fire & Safety Services; Human Resources; Libraries; Marketing & Promotions; St. Paul Regional Water Services; and Office of Technology. Stakeholder City Departments maintain moderate expectations regarding diverse citizen participation in District Councils, taking their outreach direction from the Mayoral administration. The City Departments do have a high expectation that the District Council leadership is representative and connected to their constituency since District Councils frequently facilitate collaboration on issues and oversee block club activities. **The City Departments, as stakeholders, may hold a place even higher in interest than the Mayor but not as high on the power index.**

3. **City Council** expectations fluctuate based upon the Council Member's relationship with a particular District Council regarding diverse citizen participation at District Councils and for District Council leadership to be representative and connected to their constituents. City Council members are largely polarized either being very supportive of the District Council process with deference afforded to District Council decisions or are unsupportive. In general City Council maintains a high expectation for diversity participation. The long term response should seek to maintain an on going good relationship. **St. Paul is a strong mayoral government and as stakeholders, the City Council remain quite high in interest and in power but not a match for the Mayor's office.**

4. **District Councils** expectations for diverse citizen participation will vary by issue. District Council possesses an extremely high expectation that their leadership is representative and connected to the constituency based upon a belief that their input is needed. However, the Mayor and City Council only hear from the District Councils when there is a problematic issue, whereas their silence is seen as tacit approval of the *status quo*. District Council effectiveness is re-enforced by a high total number of people engaged per year; a high number of people with a frequent and regular commitment (e.g. block club members, committee members, ongoing projects, etc...); a high number of first time attenders; and a low number of open or vacant positions. Conversely, these expectations will fall if such numbers are reversed. District Councils maintain high expectations all around. In the short term, the District Councils may desire to be left alone. In the long term the District Councils will seek to improve access to the Mayor's office, relationships within the administration, citizen engagement, and secure stable funding. The District Councils are seen as entities that can improve neighborhoods but citizenry participation is low. **They are important to the City Council members, and have a greater interest but do not carry as much power.**

**5A. Citizens and 5B. Disenfranchised Citizens** are also known as Voters and Taxpayers. Citizen participation is divided into two main groups, one based upon participation and one based upon a citizen's classification. Participation levels range in scale from frequent and regular to infrequent and irregular to never. Citizen classifications are generated for two functions - accountability and funding. District Council accountability via the Community Contacts Program Tracking Form categorizes meaningful citizen participation for: youth; non-English speaking; people of color; and renters. The Citizen Participation Weighted Formula for funding District Councils disburses funds based upon council populations who are non-English speaking, in poverty and jobs available. Even citizens who never participate in District Council should have a high expectation that their participation is possible. Expectations for diverse participation among citizens are generalized as those in the majority believe diverse participation is present, while those in the minority believe diverse participation is absent. Expectations for the District Council leadership to be representative of and connected to the citizenry will depend upon where the citizen sits. Short term goals for citizens are motivated by one's self interest and participation is driven by issues that may affect one personally. Long term goals for citizens are a better place to live and civic engagement. **All citizens have great power if exercised. Disenfranchised citizens are lower on the interest grid than those who are not.**

**6. Local Businesses** are sources for members and funding. District Councils are accountable and track their outreach efforts to businesses that are: white; Asian; Latino; and African American. Local Businesses possess neutral expectations for diverse citizen participation and for the District Council leadership to be representative and connected to their constituents. Short term goals for local businesses are similar to those of citizens, except seen through an economic lens. Long term goals for success include reaching diverse markets and general overall economic prosperity. **Local businesses, as stakeholders, are considered higher on interest as the issues District Councils consider can affect their businesses but not very high on power.**

**7. Outside Interests** such as Public Interest Groups, Special Interest Groups, Labor Unions and Non-Profit Organizations may all be possible sources of funding for District Councils and/or be able to generate citizen participation. Outside Interests possess neutral expectations for diverse citizen participation and for the District Council leadership to be representative and connected to their constituents. Short term goals may include bouts of citizen engagement or quick resolutions to issues. Long term goals include influence. **Outside interest groups, as stakeholders would be lower on both interest and power as involvement would be sparcatic.**

**8. Other Government Bodies**, such as Minnesota State Legislature, Metropolitan Council or School Districts, expectations for diverse citizen participation at District Councils and for District Council leadership to be representative and connected to their constituents will vary issue to issue and according to specific individual relationships. Nevertheless, Other Government Bodies should possess a high expectations. Short term goals may include collaborations or partnerships. The long term goals include on going relationships and open communications. **Other Government Bodies, as stakeholders would be higher on power and lower on interest. These groups can influence decision making but are often dealing with issues different from District Councils.**



9. **Political Parties** include the Democrats, Republicans, Independents and Greens, but are not so limited, as political parties have the ability to generate civil engagement and political awareness. However, Political Parties and their partisans rarely take center stage at the local level, as District Council may distance themselves from political parties, leaving them with neutral expectations for diverse citizen participation and for the District Council leadership to be representative and connected to their constituents. However, many of the local Political Party players are active at the District Council level, yet these actors participate with distinct and different hats. Short term goals may include rallying voter turn-out, or campaign fund-raising. Long term goals are a for a strong base membership. **Political Parties, as stakeholders and due to their motivations, would be lower on power and lower on interest in terms of a body of influence for the District Councils.**

10. **Developers** generally have neutral expectations for diverse citizen participation and for the District Council leadership to be representative and connected to their constituents, based upon their self interests. Short term goals may include District Council approval of development projects. Long term goals include more development based upon success of past projects. **Developers, as stakeholders, could be quite influential in getting a project off the ground so the power is a bit higher in those cases. The interest would be short-lived, once their project is completed, there would be no longer any interest.**

11. **Media** includes everything from neighborhood newsletters to community papers, to city papers, cable access programming, community radio and local television. Ideally, the Media should possess neutral expectations for diverse citizen participation and for the District Council leadership to be representative and connected to their constituents. Short term goals may include hard or soft news coverage and hot tips. Long term goals include long term relationships and confidential sources. **The media has higher interest because a story could always come from the District Councils but the power index remains quite low.**

12. **Future Generations** are always stakeholders in public policies. Citizens and governments have an obligation to those who follow us to leave the world in just as good of shape as when we got here - or better. The public trust of; stewardship, citizenship, leadership and followership should be 'one'. Our nation has not done well to earn the public trust. The Iroquois Great Law of Peace said, "in our every deliberation, we must consider the impact of our decisions on the next seven generations." The alternative is to validate Yehundi Menuhin's remark, "we are the worst ancestors any people could possibly have." (Crosby & Bryson, 1992, p.142). **As stakeholders, the Future Generation are considered low power and a bit higher on the interest as some issues are presented that will create an interest in them - those within their own neighborhoods.**

## **Appendix 3B - Quantitative and qualitative survey measures**

### *Quantitative measures:*

Length of involvement was calculated in year increments, with indication of “+” resulting in rounding to the next higher whole year. Where months of service were given, length was reported in tenths or rounded to the next highest tenth of a year.

Length of board service was reported as a whole number in years if reported. If multiple terms were indicated, length of a single term was reported. If varied limits were reported, the longest possible term was reported.

Board limits were reported as 1 for no limits reported, 2 for limits reported, or 0 for unknown.

Number of paid staff was reported as FTEs, with estimates rounded to the lower number.

For the matrix indicating working relationships, 1 was recorded for no, 2 for yes.

For the matrix indicating significance of working relationships, 1 was recorded for insignificant, 2 for notable, 3 for important, 4 for critical.

For the question involving utilization of strategies, 1 was recorded for no, 2 for yes. Similarly, for the question involving utilization of strategies from the 2004 report, 1 was recorded for no, 2 for yes.

For the follow up question inquiring about the adequacy of the specific 2004 report tools, 4 was recorded for working very well, 3 for adequate, 2 for inadequate, and 1 for critical failure. For the question whether focus on inclusiveness and accountability (as suggested in the 2004 report) would improve effectiveness, 1 was recorded for no, 2 for yes.

For the matrix indicating on how well the 2004 report tools portrayed efforts, 4 was recorded for very accurate, 3 for adequate, 2 for inadequate and 1 for critical failure.

For the matrix characterizing citizen participation, 4 was recorded for excellent, 3 was recorded for adequate, 2 for inadequate, and 1 for critical failure.

For the matrix characterizing representation of diverse communities, 4 was recorded for very successful, 3 was recorded for adequate, 2 for inadequate, and 1 for critical failure.

For the matrix characterizing effectiveness of allocation of funding, 4 was recorded for very effective, 3 was recorded for adequate, 2 for inadequate, and 1 for critical failure.

### *Qualitative measures:*

Survey response for open ended questions were evaluated for general themes, and then counted by theme.

Reasons for participation (*Multiple themes were possible per respondent*): community involvement/participation, make a difference, represent community, prior participation, fulfill organizational role, request/recruitment from associate (neighbor, friend existing board member), interest in local politics, specific issue (land use, LRT), prior experience with DCs.

Priorities (*One theme per respondent, per cell – first theme recorded if multiple per cell*): community involvement/awareness (including communication, outreach, neighborhood bonding/building), crime prevention and safety, internal functioning, liaison between residents/city, provide information to residents, LRT, local business issues, environment, livable neighborhoods (parks, walking, transportation), general development, represent residents, resolve local disputes, collaboration with other councils, representativeness of board, trash collection, protect neighborhood identity, housing, provide official neighborhood plan for city, fiscal responsibility.

Strengths (*One theme per respondent, per cell – first theme recorded if multiple per cell*): size (large or small), diversity, respect and open discussion, community involvement, skills/programs/staff/volunteers (including talents and connections of staff/board members), involvement of mayor/city, financial stability, experience/years of service, balancing business/residential interests, understanding of community, community organizing/collaboration.

Weaknesses (*One theme per respondent, per cell – first theme recorded if multiple per cell*): lack of board retention, lack of consensus/inefficiency (divergent opinions, cacophony, too many voices), time, outside interests too strong, diversity/representativeness (lack of, including all dimensions—business, etc.), perception of DC in the community, members (including lack of members or issues with long-term members), lack of authority, money/staff/resources, lack of awareness of DC in community, officiousness, communication, inexperience, lack of focus on issues (too many little issues), complacency of organization.

Critical issues (*One theme per respondent, per cell – first theme recorded if multiple per cell*): planning and zoning (including issues with developers), finances, expectations of scope, representativeness, communication, access to decision makers, collaboration (internally, with other DCs, city depts, community), safety/livability, being heard, lack of resources (including funding), LRT/transportation, lack of awareness of DC in community/lack of citizen participation, authority (lack), community identity, environment, youth.

Obstacles (*Multiple themes were possible per respondent*): lack of interest when issues not high-profile, selfishness/apathy (citizens), resources (time, funding), communication (between DCs, city), attitudes of government/funders (perceived lack of value of DCs, including apathy and or bureaucracy), lack of authority, timing of city meetings, lack of information, lack of collaboration, complexity of relationships, value placed on small/large businesses, ability to reach community (including language barriers), staff training, internal DC issues.

Strategies (*Multiple themes were possible per respondent*): repetition of message/perseverance, gathering public opinion/focus groups, collaboration with other DCs, improved

communication/outreach with community, council/issue specific programs, fundraising/grantwriting, training/education.

Tracking of DCs (*Multiple themes were possible per respondent*): measurement of dollars not accomplishments, relevance of 2004 instruments, internal council formal or informal tools (minutes, memory, correspondence), relevance of accountability (including perception that city does not value reports), inconsistency of reported information, unaware of tools.

Issue to improve effectiveness (*One theme per respondent, per cell – first theme recorded if multiple per cell*): information/communication to communities/constituents, effectiveness as intermediaries, collaboration with other DCs, relevance (including value city places on DC work), resources (staff, etc), consensus of purpose, communication with city, inclusiveness/representativeness, community involvement/outreach, environment, public safety, awareness of DC work, board capacity, training.

Addressing issues of participation (*Multiple themes were possible per respondent*): communication/outreach to community (flyers/web/email), reduce community perception of (ir)relevance of councils, forums, regular/open meetings, reduce council cliquishness, local newspaper, attendance at community events.

Addressing issues of representativeness (*Multiple themes were possible per respondent*): environment/institutions (including city) are biased, awareness, subdistrict division/reserved seats, targeted outreach/recruitment, relevance.

Use of additional resources (*Multiple themes were possible per respondent*): additional staff, reallocation by need, communication to underrepresented groups, data collection, community education on purpose of councils/PR, technology, communication to residents/outreach, eliminate fundraising (expand direct service).

Resources other than money (*One theme per respondent, per cell – first theme recorded if multiple per cell*): political will, city assistance/respect/relationships, recognition of accomplishments, earlier inclusion in city decision making process, prioritization, consensus, regular city visits (council/mayor/city departments), relevance/decision making authority, citizen communication/involvement, internal DC issues (including board development and consensus), access to specific expertise/training,

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## **Helpful Contacts for District Councils and City Staff**

**Minnesota Council of Nonprofits**  
**Saint Paul, MN**  
[www.mncn.org](http://www.mncn.org)

The Minnesota Council of Nonprofits informs, promotes, connects and strengthens individual nonprofits and the nonprofit sector. Trainings on nonprofits and leadership are offered regularly. Opportunities to network with other nonprofits are offered in various formats, such as brown-bag-lunch, conferences, or focused discussions. Helpful information is available online or in hard-copy publications.

**IAP2. International Association of Public Participation**  
**Denver, CO**  
[www.iap2.org](http://www.iap2.org)

IAP2 is an association of members who seek to promote and improve the practice of public participation in relation to individuals, governments, institutions, and other entities that affect the public interest in nations throughout the world. IAP2 carries out its mission by organizing and conducting activities to:

- \* Serve the learning needs of members through events, publications, and communication technology;
- \* Advocate for public participation throughout the world;
- \* Promote a results-oriented research agenda and use research to support educational and advocacy goals;
- \* Provide technical assistance to improve public participation.

**MAP for Nonprofits**  
**Saint Paul, MN**  
[www.mapfornonprofits.org](http://www.mapfornonprofits.org)

MAP for Nonprofits complements the management expertise and resources of nonprofit clients with the right combination of paid staff, consultants and volunteers to achieve clients' strategic objectives.