100th Arizona Town Hall Report

Civic Engagement

100th Arizona Town Hall

April 22-25, 2012
Tucson, Arizona

ARIZONA TOWN HALL
Creating Solutions for 50 Years!

100th Arizona Town Hall Report
Civic Engagement

The Arizona Town Hall gratefully acknowledges the support of our Professional Partners who understand the importance of convening leaders from throughout the state to develop consensus-based solutions to the critical issues facing Arizona. Our sincere thanks are extended to the sponsors of the 100th Arizona Town Hall.

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Creating Solutions for 50 Years!

We thank you for making the commitment to participate in the 100th Arizona Town Hall held in Tucson on April 22-25, 2012. You will be discussing and developing consensus with fellow Arizonans on the topic of Civic Engagement.

An essential element to the success of these consensus-driven discussions is this background report that is provided to all participants before the Town Hall convenes. As they have so often done for past Arizona Town Halls, Arizona State University has prepared a detailed and informative report that will provide a unique and unparalleled resource for your Town Hall panel sessions.

Special thanks go to editor Kelly Rawlings of the School of Public Affairs at ASU for spearheading this effort and marshaling many talented professionals to write individual chapters.

For sharing their wealth of knowledge and professional talents, our thanks go to the many authors who contributed to the report. Our deepest gratitude also goes to the Dean of the College of Public Programs and Director of the School of Public Affairs for ASU, Jonathan Koppell, who made great efforts to ensure that ASU could provide this type of resource to Arizona.

The 100th Town Hall could not occur without the financial assistance of our generous Professional Partners, which (at the time of this printing) include Premier Partner APS, Contributing Partner Bank of America, Collaborating Partner Snell & Wilmer, Supporting Partners Wells Fargo and the Virginia G. Piper Charitable Trust, and Civic Partners Maricopa Community Colleges and Ryley Carlock & Applewhite.

When the 100th Town Hall ends, ASU's background report will be combined with the recommendations from the Town Hall into a final report. This final report will be available to the public on the Town Hall's website and will be widely distributed and promoted throughout Arizona. The Town Hall's report of recommendations and background report will be used as a resource, a discussion guide and an action plan for civic engagement in Arizona.

Sincerely,

Ron Walker
Board Chair, Arizona Town Hall

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OFFICIAL EVENT

100th Arizona Town Hall
Civic Engagement

Background Report Prepared by Arizona State University

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Setting the Stage

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Introduction: Setting the Stage

Kelly Campbell Rawlings

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"In a quick survey of people sitting in a room, most of them would probably define civic engagement as voting and volunteering. They would be right—partially. Civic engagement is about voting and volunteering, but also about building and creating strong communities"

(Van Benschoten 2000, p.304).

Chapter 1: Introduction: Setting the Stage

Kelly Campbell Rawlings, Arizona State University, School of Public Affairs

Teasing out the Terminology: What is civic engagement?

When introduced to the idea of civic engagement, one is immediately confronted with a concept whose meaning is more complex than one might initially assume. The definitions of civic engagement vary depending on the type of research or work being done and the measurements being used. This chapter will serve as a general introduction to the idea of civic engagement and the key issues and ideas surrounding it as well as provide readers with an overview and outline of what is contained within this report.

As a field of study, civic engagement covers a wide scope of inquiry, spanning numerous disciplines including public administration, nonprofit studies, political science, sociology, social psychology, urban planning, and communications to name a few. Moreover, to make things potentially even more confusing, civic engagement encompasses literatures addressing social capital, deliberative democracy, citizenship, participation, and discourse theory. It has often been said that the definition of civic engagement changes depending on who is being asked to provide the definition. Although there may be some disagreement regarding a particular definition of civic engagement, in recent years, civic engagement is more and more commonly viewed as a catch-all term intended to capture the wide variety of ways in which individuals can and do make a difference in their communities. One of the most frequently cited definitions of civic engagement, and the one serving as the foundation for this research report, comes from Adler and Goggin (2005) who explain:

> *"Civic engagement describes how an active citizen participates in the life of a community in order to improve conditions for others or to help shape the community's future"*(p.241).

In this sense, civic engagement includes a wide variety of political, civic, and interpersonal activities ranging from traditional and formal activities such as voting, serving on a community board, and volunteering to more informal activities such as helping a neighbor, discussing politics with friends, or making a charitable donation. Civic engagement can take place in a variety of locations and is supported (or not) throughout a range of public and private institutions and actors. Within each of the various spheres and sectors of our lives,

there are opportunities to become engaged and active participants. Even so, what becomes apparent as you read through this report is that although many opportunities for engagement may exist, they are not always immediately apparent or ideally implemented. In fact, there is still quite a way to go in regards to creating inclusive, diverse, and sustainable civic engagement efforts.

Effects and Outcomes of Engagement: Why Civic Engagement Matters

Throughout this report, there are multiple examples and discussions surrounding the value of civic engagement in terms of the effects and outcomes these kinds of activities and efforts have on those who participate, their communities, and the larger governing context. Given this, what follows is just a brief introduction to the effects and outcomes commonly associated with civic engagement.

Civic engagement generally involves some form of interaction with and among citizens and typically allows people an opportunity for them to share their experiences and learn from those of others. This interaction often develops a sense of connection between participants and their communities and governments.

In general, studies have shown that, on an individual level, civic engagement and public participation results in: 1) the development of empathy; 2) increased personal empowerment and critical awareness; and 3) personal development and maturity (Buchy & Race, 2001; Hurtado, Engberg, Ponjuan, and Landreman, 2002; Couto, 1998; Cooke, 2000). Civic engagement has also been shown to have impacts and effects on individuals' attitudes towards government, political efficacy, civic skills, civic ownership, and political knowledge. Moving beyond the individual level, civic engagement has been shown to influence policy development and outcomes, serve as a means of educating citizens for public life, build social capital, and improve a community's ability to address problems and work together (Daubon & Saunders, 2002; Kirlin, 2003; Putnam, 2000).

Necessary Ingredients For Individuals: Motivation, Ability, and Opportunity

One of the most commonly explored issues related to civic engagement involves trying to understand what is known *why* people get involved or engaged in their communities. In general, Delli Carpini (2000) explains how "People—young or old—choose to become engaged in public life when they have the motivation, opportunity, and ability to do so"(p. 343).

In terms of **motivation**, people typically become involved when they feel that they have a responsibility to do so or they believe that their actions can make some kind of difference. The literature on volunteer motivation can be helpful here. Social psychologists Clary, Snyder, Ridge, Copeland, Stukas, and Haugen (1998) discuss six motivational functions of volunteering which have since then been commonly utilized, discussed, and adapted

throughout the wider civic engagement literature. According to Clary et al, the six common things that serve to motivate individuals to engage are: 1) *values* (feelings of altruism or concern for others); 2) *understanding* (desire to practice certain skills or abilities and have new learning experiences); 3) *social* (interest in developing or maintaining relationships with others); 4) *career* (opportunities that may help advance a career); 5) *protective* (protect self from negative feelings or guilt); and 6) *enhancement* (centered on positive personal growth of ego) (p. 1517-1518). It should be noted that when examining civic engagement, it is all too easy to get "stuck" on the idea that motivation is the central component for civic engagement and to make assumptions that anyone who is not engaged is either simply apathetic or not interested. Instead, it is important to remember, as mentioned above, that there are three things that typically explain why people become involved and motivation is only one piece of the puzzle. The issues of ability and opportunity are key factors that must also be included in any exploration of civic engagement.

A person's **ability** to engage is determined by several factors including education, knowledge, resources, skill levels, past experiences, and the like. Typically, as Delli Carpini (2000) points out, things such as "time, money, information, and certain kinds of organizational, communications, and leadership skills" play an important role in determining who participates (p. 343). There is a wide range of research that has revealed that there is a direct correlation between education and levels of public involvement and participation. For example, Emler (1999) argues that persons with more education are more likely to be politically active and Verba, Schlozman, and Brady (1995) revealed that parental education plays a significant role in political activity and socialization. Similarly, several studies have revealed other common characteristics of the highly engaged such as having parents who were involved in civic activity, being socialized towards participation, and having early participatory experiences or being civically involved throughout adolescence (Mettler, 2002; Jennings and Niemi, 1981; Verba, Schlozman, and Brady, 1995) .

That being said, a person can be highly motivated *and* have the skills and abilities to participate, but may find themselves without an **opportunity** to do so. Opportunity involves the nature, structure, and availability of civic engagement efforts and initiatives. A large portion of the chapters in this report deal in one way or another with issues related to opportunities for engagement. Throughout the report, the authors examine the ways in which the current system is set up and explore the various opportunities that exist (or don't exist) for participation and civic engagement.

What's to Come

As a whole, this research report focuses primarily on teasing out the different principles, methods, and practices civic engagement, as well as identifying the ingredients necessary for success and the actors and institutions required for sustaining these kinds of efforts and initiatives. The report is organized into four sections that are intended to provide a broad

overview of the many issues and elements related to civic engagement. In addition to the formal chapters, throughout the report readers will also find profiles of "Engagement in Action," which are short case studies and examples that illustrate the wide range of civic engagement activities that have been, or are currently being, undertaken throughout Arizona.

Section I: Setting the Stage begins with a concise examination of the key concepts and ideas related to civic engagement and includes a more specific snapshot of the current state of civic affairs in Arizona. *Section II: Principles and Processes of Civic Engagement* narrows the focus to look more specifically at what is known about the general principles underlying civic engagement as well as the kinds of protocols and processes that have been associated with successful engagement efforts. Within this section, the authors also identify several emergent challenges facing individuals and communities working on civic engagement initiatives. *Section III: Exploring the Civic Infrastructure* provides a more thorough examination of the various actors and institutions that play important roles in the civic engagement landscape. Finally, *Section IV: Engaging Arizona's Diverse Communities* concludes with a focus on the wide range of communities and individuals involved in civic engagement efforts throughout Arizona and the unique challenges and opportunities these different perspectives and voices bring to the table.

As you read through the sections and chapters, you will notice certain themes emerging. Although the intention is for each participant to identify and determine important issues and areas for discussion, a few key themes will be briefly noted here. The first of these involves concerns about identifying and addressing the existing and potential barriers to participation and civic engagement that can occur on individual and/or institutional levels. There are also numerous authors who point out that there are costs as well as benefits associated with implementing civic engagement. Depending on the nature of the engagement effort and its level of sophistication, there are typically monetary and political costs as well as costs related to the time and energy spent by those who engage. The question then becomes focused on how to determine the appropriate level of financial, organizational, and personal investment. Another theme that emerges from the report involves the role and influence of technology. Several authors question and explore the ways in which technology is changing the nature of engagement and whether new technologies and ways of interacting are opening or narrowing the opportunities for civic engagement. A final theme that is seen throughout the report is a concern regarding what appears to be an increasingly polarized political climate and lack of civility. Even so, entwined in this discussion is also the hope that civic engagement efforts have the potential to respond to the challenges facing Arizona as we move into the next 100 years.

Section I

Setting the Stage

Chapter 2

The Importance of Civic Engagement to Arizona's Future

Lattie Coor
Center for the Future of Arizona

- The Gallup Arizona Poll found that Arizonans are highly *attached* to their communities but don't feel *connected* to their community or to one another.

- Arizona citizens agree on more than they disagree about the issues, including a strong dissatisfaction with their elected leaders.

- The Arizona Civic Health Index shows clearly that people who are socially connected to family, friends and neighbors are more likely to participate in civic life.

- A promising new movement that relies on civic engagement and citizen-centered solutions has the capacity to transform democracy in the 21st century.

Chapter 2: The Importance of Civic Engagement to Arizona's Future

Lattie F. Coor, Center for the Future of Arizona

In 2008, the Center for the Future of Arizona made an unexpected entrance into the civic engagement space when it asked the Gallup organization to help create a Citizens' Agenda for Arizona by identifying the major goals Arizonans sought for their future. Several of the goals, six of the eight to be exact, addressed a number of important and expected issues — job creation, education, the environment, and access to health care, for example. But two of the goals, one-quarter of the total, focused on very specific aspects of civic engagement, one dealing with actions that influence government and the other with actions that build community.

The presence of these two civic engagement goals led the Center to examine each of them closely, seeking to understand what they meant, to determine how well Arizona was doing compared to the rest of the nation, and to set some specific, measureable goals in order to accomplish what Arizonans said they wanted in *The Arizona We Want* report.

In the ensuing years since the Gallup Arizona Poll was released, it has been made very clear that, as never before, the active engagement of our citizens with their government and with their community is essential to the realization of the kind of Arizona citizens say they want.

Building a Citizens' Agenda: The Gallup Arizona Poll and *The Arizona We Want* Report

More than a snapshot in time, the Gallup Arizona Poll captured a realistic and compelling picture of what citizens think about life in Arizona communities, what concerns them, and what they want for the future. Some of the news was surprisingly good. People in all regions of the state are deeply attached to Arizona as a "place" and they agree on more than they disagree.

The level of consensus found among citizens made it possible to derive a citizens' agenda of eight goals entitled *The Arizona We Want*.

The Arizona We Want

A Citizens' Agenda for Arizona's 2nd Century

CARING FOR THE ECONOMY

1. Create quality jobs for all Arizonans.
2. Prepare Arizonans of all ages for the 21st century workforce.

CARING FOR PEOPLE

3. Make Arizona "the place to be" for talented young people.
4. Provide Health insurance for all, with payment assistance for those who need it.

CARING FOR COMMUNITIES

5. Protect Arizona's natural environment, water supplies and open spaces.
6. Build a modern, effective transportation system and infrastructure.
7. Empower citizens and increase civic involvement.
8. Foster citizen well-being and sense of connection to one another.

The first six goals deal with public policy issues and speak to the quality and availability of services that citizens value for their importance to the state's overall prosperity and quality of life.

For example:

- Arizonans want higher paying jobs and, given the changing nature of skills needed for high wage employment, they want job training and retraining programs for all ages.
- Arizonans want high school graduates to be college/career ready, and they want academic preparation in Arizona to be competitive with the rest of the world. They favor raising graduation requirements in math, science, and language to national and international standards.
- They strongly support investing in new technology and facilities for key opportunities such as solar energy and they want solutions to the challenges of such issues as water, preserving the state's open spaces and parks, and balancing growth with other environmental concerns.

At the same time, citizens expressed a number of concerns about the social and political fabric of Arizona, conveyed their sense that something had gone wrong in recent years, and they spoke clearly to their growing distrust in the ability of elected officials to solve the state's problems.

Two serious disconnects emerging in the Gallup Arizona Poll are particularly significant:

- Although citizens feel a high sense of attachment to Arizona as a place, they don't feel very connected to one another. Only 12% of Arizonans believe the people in their community care about each other.
- Although Arizonans express a high degree of consensus on policies related to issues such as education and job creation, they also share a strong dissatisfaction with their elected leaders. Only 10% believe their elected officials represent their interests.

This level of citizen-to-citizen and citizen-to-government disconnect led to the two final goals of *The Arizona We Want.* The underlying concerns expressed by citizens in goals 7 and 8 caused the Center to partner with the National Conference on Citizenship (NCoC), a Congressionally chartered organization that publishes the national Civic Health Index (CHI) annually.

Working with NCoC, the Center published the first Arizona Civic Health Index in 2010 and the second in 2011. The two reports, based on data from the Center for Information & Research on Civic Learning and Engagement's (CIRCLE) analysis of U.S. Census Bureau Current Population Survey (CPS) data, measure participation by Arizonans on a variety of national civic health indicators and provide state-to-state rankings.

Arizona's Civic Health

The *2010 Arizona Civic Health Index* was a first ever report on the actions of Arizonans that influence government (voter registration and voter turnout, for example) and on actions that build community. The results were a wake-up call as Arizona was below the national average on every indicator of civic health, and in the bottom 10 states on several measures.

In terms of *Actions that Influence Government,* Arizonans ranked 40th in voter registration, 43rd in overall voter turnout and 41st in voter turnout among 18-to-29 year olds based on participation in the 2008 Presidential election. Citizen participation in other kinds of civic activities (2008-2009) ranked below the national average on 12 CHI indicators and was in the bottom quartile on six.

The 2010 report included a special section about how well informed citizens are and the study revealed that one-third of all Arizonans said they never follow or discuss the news. Among the 13 states providing state-level years in 2010, Arizonans had the lowest rate of news consumption.

2010 ARIZONA CIVIC HEALTH INDEX
Arizona Summary

ACTIONS THAT INFLUENCE GOVERNMENT

	2008-2009 AZ	Ranking
Voter Registration	68.9%	40th
Voter Turnout	59.8%	43rd
Voter Turnout (age 18-to-29)	47.0%	41st
Discuss politics frequently	39.1%	32nd
Participate in non-electoral political activities	24.8%	36th

ACTIONS THAT BUILD COMMUNITY

	2008-2009 AZ	Ranking
Do favors for neighbors	13.5%	48th
Eat dinner with family/ household members	86.9%	45th
Work with neighbors to fix a problem	8.1%	34th
Attend meeting about local community issues	8.9%	41st
Make charitable gifts	48.2%	38th
Volunteer time	24.8%	36th
Belong to organization that meets regularly	34.3%	33rd

In terms of *Actions that Build Community,* Arizonans ranked 48th for exchanging favors with neighbors, 41st for attending a meeting about local community issues, and 38th for making charitable contributions.

According to NCoC research, people who are socially connected to family, friends and neighbors are more likely to participate in the political life of their community, state and nation. Arizona's highest ranking on any social indicator, 33rd, was for the number of citizens who belong to at least one organization that meets regularly.

Overall, the results said clearly that Arizona has a long way to go to achieve the level of civic engagement and sense of connectedness that is necessary to accomplish the citizen goals captured by the Gallup Arizona Poll and *The Arizona We Want* report.

The *2011 Arizona Civic Health Index* offered some surprising results. For example, Arizona was one of only 13 states that increased voter turnout in the 2010 Midterm election

as compared to the 2006 Midterm election, exceeding the national average for the first time since 1974. Overall, Arizona improved on 11 CHI indicators measured the previous year and exceeded the national average on 10 of them.

The 2011 report makes it clear that even small changes in citizen behavior can produce large results. Given this finding, and with a consistent set of national benchmarks for civic engagement and citizen connectedness, the Center has challenged all citizens to achieve the ambitious goal of making Arizona a regular top 10 state on every indicator measured by the nation's Civic Health Index by 2020.

Can Arizona become a top 10 state?

ACTIONS THAT INFLUENCE GOVERNMENT

	Current	Rank	Increase Needed
Presidential elections			
Voter Registration	68.9%	40th	7.1 % points
Voter Turnout	59.8%	43rd	8.6 % points
Midterm elections			
Voter Registration	66.0%	27th	4.0 % points
Voter Turnout	48.8%	18th	3.5 % points
Non-electoral political action			
Discuss politics frequently	27.2%	21st	2.8 % points
Attend public meetings	9.4%	29th	4.5 % points
Contact public officials	10.0%	32nd	3.7 % points

ACTIONS THAT BUILD COMMUNITY

	Current	Rank	Increase Needed
Do favors for neighbors	17.9%	9th	
Talk with neighbors	43.9%	22nd	2.5 % points
Eat dinner with household	87.4%	34th	3.4 % points
Talk online to family/friends	58.3%	16th	3.5 % points
Work with neighbors to fix something	8.3%	28th	4.4 % points
Make charitable gifts	51.3%	29th	6.1 % points
Volunteer time	23.9%	41st	9.0 % points
Belong to organization that meets regularly	31.5%	40th	9.2 % points

In 2012, the Center will publish a special *Arizona Civic Health Index* report to honor the Arizona Centennial, and to provide all citizens with the most current information available about civic behavior during the past year, trends we see emerging, and some exciting new ideas from leaders in key areas (e.g., job creation, education, healthcare, and the environment) about how to achieve the citizen goals described by *The Arizona We Want.*

Conclusion

The Gallup Arizona Poll provided a number of actionable insights — one of the most compelling was the fact that Arizonans believe the strength of the state rests in its local communities. This finding aligns closely with the rapid evolution of new information technology that gives people access to thousands of news and opinion outlets — a global platform for information, social connection and political expression. The democratization of information has far reaching implications and nowhere is the shift more evident than in the growing importance of capturing, understanding and engaging the "citizen perspective."

As never before, democracy's most promising opportunity to flourish is at the local level. The emergence of a new movement that is reliant on citizen-centered solutions offers Arizona a very intriguing way forward to accomplishing the future our citizens say they want. Civic engagement, in short, may well be the most promising currency of change in the 21st century.

Engagement in Action: Citizen-centered Solutions and The 5 Communities Project

Lattie F. Coor, Center for the Future of Arizona

The Center for the Future of Arizona launched the 5 Communities Project in direct response to two key insights gained from the Gallup Arizona Poll:

- Arizonans express high levels of passion and loyalty to the state as a "place" to live, but feel disconnected from both their elected leaders and even from one another.

- Arizonans believe the strength of the state rests in its local communities.

These findings coincide with the emergence of a new movement in America that relies on citizen-centered solutions to the economic, social and civic needs of the 21st century. Inspired by the Case Foundation report, "Citizens at the Center: A New Approach to Civic Engagement," this movement encourages citizens to identify problems in their own communities and to develop their own solutions, and warns against top-down approaches that assume "one size fits all." Following the release of the report, the Case Foundation launched "Make It Your Own," a national awards program developed to give communities the opportunity to address specific issues of concern to them.

The efforts of the Case Foundation inspired the Center to see just how much resiliency, creativity, and leadership could be found in Arizona communities during these tough times. As a result, the 5 Communities Project was launched in Spring 2011, with several objectives in mind — not the least was the need to address Arizona's current image as a financially strapped, economically distressed, and socially contentious society. Although that image has elements of truth, the 5 Communities Project was designed as an opportunity to tell a different story.

Communities of all kinds — municipalities, school districts, tribal communities, economic development regions, faith communities, neighborhoods — were invited to propose their best ideas for achieving one or more of the citizen goals identified in *The Arizona We Want*. The only firm guideline for communities to follow was that successful proposals would make citizen participation and civic engagement important parts of the action plans developed to move their communities forward.

5 Communities Proposal Sites

The Center's goal was to ultimately select five communities from among the participants and to partner with them in a national funding effort to provide the resources needed to implement each of their plans over a three-year period. The invitation to participate was sent to more than 2,000 community leaders and organizations and seven workshops were hosted in various regions of the state to explain the process.

To make participation easy, the Center developed a three-phase process that began with a simple Letter of Intent that involved only six questions. Far beyond expectations, the Center received 96 proposals from communities large and small. Of those proposals:

- 75% involved a public-private partnership;

- 60% placed a strong emphasis on education and workforce development;

- 14 proposals focused on Science-Technology-Engineering-Math (STEM) education;

- 31 focused primarily on job creation and economic development;

- Several included research on such things as preservation of open spaces, forest health, sustainability, and water management.

- All 96 participants were committed to engaging citizens in project planning and implementation.

- Many indicated that participation in the 5 Communities Project helped them organize their efforts and, regardless of the results, their efforts would continue.

The selection panel organized for the project included seven Arizona leaders and four representatives from national foundations. Panel members also served as consultants to the communities by submitting individual notes on each proposal throughout the process.

Following an initial selection of 33 semi-finalists, 10 finalists were selected and each of these finalists received a $5,000 grant provided by the Arizona Community Foundation, the Community Foundation of Southern Arizona, Arizona Public Service and Arizona State University to support the completion of their final proposals. Site visits to each of the 10 finalists communities were conducted by the Center and various members of the selection committee, and communities were encouraged to use the final submission as an opportunity to tell their story in a unique and compelling way. They were encouraged to make use of new

technology and to package the final proposal as a high quality marketing tool that could be used for a variety of purposes, including fundraising.

In December 2011, five communities were selected to partner with the Center in a national funding effort, including the three-county Arizona Wine Growers Association, Desert Botanical Garden's Mountain Preserves Conservation Alliance, Gangplank, International Sonoran Desert Alliance, and YWCA Tucson. Efforts are now underway to provide each of the five communities with the resources needed to achieve their goals for Arizona.

To maintain the momentum and optimism created by the 5 Communities Project, the Center is planning a statewide workshop conference that will bring communities together again for updates and technical assistance in areas that the communities themselves feel would be most helpful.

Principles and Processes of Civic Engagement

Principles and Processes of Civic Engagement

Chapter 3
Principles, Processes, and Conditions for Success

Cassandra O'Neill and Sarah Griffiths

Wholonomy Consulting

- Civic engagement is complex; it can mean many things. There is no one-way of doing it and no simple recipe for success.

- Civic engagement is about creating the right conditions—structured processes that invite and value engagement create the conditions for success.

- Process matters. Different processes lead to different results.

Chapter 3: Principles, Processes, and Conditions for Success

Cassandra O'Neill and Sarah Griffiths, Wholonomy Consulting

Civic engagement has power. It can bring new meaning to organizational and community processes. It can transform neighborhoods and ignite relationships. It can catalyze action and unite people behind a common goal. Yet it is an art rather than a science. Traditional ideas about civic engagement can be limited. New processes, structures, and facilitation methods are emerging that more meaningfully engage citizens and community members.

As has been described earlier, there is a wide range of activities that are called civic engagement. Sometimes it is used to describe voter registration and voting. Other times it is used to describe processes that ask citizens to share opinions and give input on issues and planning processes. For some in the field, civic engagement can mean the process of inviting community input to approve ideas that leaders or experts have already decided upon. For others it's putting the power and agenda in the hands of communities and engaging them in the resulting activities and initiatives. There is also a great deal of middle ground between these two perspectives.

In this chapter, we are using civic engagement to mean the use of processes that build the capacity and long-term commitment and involvement of people who are part of the community or system that is being addressed. We will look first at some of the key principles in this type of civic engagement. We will follow this by exploring some of the components of civic engagement activities and actions that when put in place can then help create the conditions for success.

The Principles and Conditions for Success

Meaningfully engaging citizens is complex. Part of the inherent complexity of community change and civic engagement is that there is no single answer and no one solution. There are however, principles and engagement strategies that create conditions for effective and meaningful engagement. Structured processes that invite and value engagement create the conditions for success. In this section, we will first explore what we're calling civic engagement principles and then outline a set of conditions that could illustrate adherence to these principles and set the stage for a meaningful civic engagement process.

The Principles of Civic Engagement

Civic engagement is an invitation to share the power in a change process. Whether that process is reforming a school, building community, or engaging neighbors in the re-visioning of a community, when we invite people into the process of change we need to ensure that their input will be respected, valued, and acted upon. The following civic engagement principles will help to set the stage for meaningful civic engagement and also help to create conditions for success:

Engage with purpose—The best place to begin when thinking about where and how to involve people is to first consider the goal of the engagement. Why is engagement important? At what point are you inviting input? We emphasize this because it's not effective to seek input for activities which are not flexible, or which may already have a decided upon result. If you are an architect and you're designing a home, you wouldn't invite your client to tell you how many bedrooms they want when the design is already finished. In other words, use strategic and purposeful civic engagement.

Shift from Problems to Possibilities—According to Block (2009), the challenge of citizen and community engagement is to "transform the isolation and self-interest within our communities into connectedness and caring for the whole" (p.1). Moreover, he explains:

> "The fact that a sense of community has practical importance is probably best established in the work of Robert Putnam in his book, *Bowling Alone*. He found that community health, educational achievement, local economic strength and other measures of community well-being were dependent on the level of social capital that exists in a community. Geography, history, great leadership, fine programs, economic advantage, or any other factors that we traditionally use to explain success made a marginal difference in the health of a community. A community's well-being simply had to do with the quality of the relationships, the cohesion that exists among its citizens. He calls this social capital. Social capital is about acting on and valuing our interdependence and sense of belonging. It is the extent to which we extend hospitality and affection to one another. If Putnam is right, to improve the common measures of community health—economy, education, health, safety, the environment—we need to create a community where each citizen has the experience of being connected to those around them and knows that their safety and success are dependent on the success of all others"(Block, 2009, p.5).

Civic engagement can be a tool for building social capital.

Build social capital—If building social capital is a lever of community change and transformation, then civic engagement is one means by which we can build it. However, this means creating civic engagement processes that invite the weaving of community and set the stage for meaningful dialogue and the building of relationships. This needs to be

structured and processes need to be designed to create conditions for engagement. There are many different engagement strategies that are effective, but a lack of engagement strategies will not likely lead to a successful outcome.

Accountability—If we invite participation then we need to honor and act upon the input received. This is demonstrated by designing the engagement process to be ongoing, to include sharing the outcomes of the input, and to continue to ask for it. In this way, civic engagement can become the way an organization does its work in the long-term.

Capacity Building—If we want successful civic engagement, we need to build the capacity of those people involved to participate. Engagement processes can build shared leadership. They can build the capacity of communities and groups to engage in meaningful conversations about complex issues; they can create a process for bringing creative solutions to problems, and help people build the skills needed to think of and share the implementation of those solutions.

Use strategies that invite all stakeholders—We need to welcome the input and participation of all those who play a role in the success of a system. This speaks of the principle of inclusion. This means, for example, that if you're looking to improve a school, you include everyone in that system as part of a civic engagement effort—teachers, children (depending on the age), principals, district employees, custodians, parents, community members—anyone who has the interest, passion, investment, knowledge or experience needed for a successful outcome. There are different perspectives within a system, and the sharing of these perspectives is critical to decision making. There are a number of facilitation methods that are specifically designed to help people from all parts of a system communicate with each other. These methods are sometimes called whole system methods. Examples of whole systems methods include Appreciative Inquiry, Open Space Technology, and World Café. More information about these techniques is included in Appendix C.

Managing expectations— When inviting community members and residents to public meetings, there is often a disconnect between what their expectations are in regards to getting immediate action, and the ability of the conveners to meet these expectations. Public processes that seek input from residents on broad goals, such as increasing health and well being, reducing crime, etc., are often focused on developing policies which, by their very nature, take time to develop and implement. Professionals involved in public policy understand these timeframes, however, residents or community members often do not. In these situations, it is important to help align expectations. This can be done by sharing the goals for the meeting with the group, at the beginning of every meeting. These meeting goals can be general, for example, to brainstorm ideas for the future, or to identify shared goals. After sharing these, ask participants to identify their own. Upon hearing participants' goals, it may be necessary to explain that certain things might not be possible in a two-hour meeting. Instead, identify what can be done and how that could lead to the actions that

people want. However, people who come to a meeting because they feel strongly about a change they want to see, often find it challenging to engage in a discussion about policy change or planning. If there are people that can respond to direct requests at the meeting or information about individuals who can help with these types of concerns, this can help people participate in a different type of discussion.

Ongoing—Civic engagement is not only a series of activities; it can become a way of doing business. Sometimes the scope of civic engagement is limited by the nature or scope of a project. However, even when a project is limited, civic engagement efforts can become a springboard for ongoing conversations. The benefit of this is that the organization initiating the involvement can continue to build on the relationships, trust, and conversations.

Pause, reflect and adapt: Civic engagement is more of a marathon than a sprint. It may take time and different processes may work better for different groups. Flexibility is critical. What we often see is what has been called the Fundamental Attribution Error. This occurs when participants are blamed for failure, but maybe the process is at fault (Heath and Heath, 2010). For example, if parents don't come to PTA meetings at the school they can be judged as not caring, or if community members don't come to a forum, they can be judged as not being interested. Chip and Dan Heath instead invite people to see it as a mismatch between process and participants; in other words, look for a different match. The environment and process often create the result and changing the process can lead to a different result.

Conditions for Effective Engagement

If we want to engage people in meaningful conversations and sustain their involvement, we need to pay attention to what sets the stage for successful civic engagement and what does the work of building community.

The following process conditions are elements that, as the orchestrator of a civic engagement processes, you can ensure are put in place. You cannot control how many people come into a room, nor can you force people to contribute. However, you can put in place processes that invite and value every person's participation and contribution:

Relationships and trust—In order to build relationships and trust we need to be trustworthy and display a genuine respect for others participating in the civic engagement process. We have to hold ourselves accountable, work to implement the results of civic engagement processes, and invest in civic engagement strategies that allow relationships to be built.

Pay attention to process—Process matters. Different processes will have different results. The following are elements of invitational processes that can create conditions for successful civic engagement:

- **Brain-friendly engagement processes—**People want to be engaged and brains do not like being bored. Processes can be designed that are structured toward successful outcomes, and take into consideration what works to support people in their thinking. Focusing on solutions is key. David Rock (2006) talks about the four directions that conversations can go: problem focused, philosophical, solution focused, and detailed. In Quiet Leadership, he describes the one direction that always seems faster than all the others, focusing firmly on solutions, without getting into the details. Building on this, focusing on creating rather than problem solving leads to more productive and enjoyable meetings. This means aligning meeting processes with what we know about change and how to support it, paying particular attention to what we know about the brain and multiple learning styles. Use visuals, allow people time to walk around, use different meeting strategies and pay attention to the furniture and the use of space in the meeting room. Remember those boring classes you sat through as a child and all those boring meetings you've attended? Try to avoid replicating them. They do not activate the best thinking of participants, nor do they contribute to the work of building relationships and social capital. Allow for the majority of the meeting to be spent in small group conversations rather than having one person talk at a time in front of the whole group.

- **Create opportunities for meaningful conversations—**Group conversations and decision-making do the double duty of eliciting community input and inviting people in the room to begin the process of building relationships. They help to weave that magic web of community and trust that is vital for success. Allowing people to talk to each other in pairs and small groups invites participation from everyone, not just those few who feel comfortable talking in front of a large group. Offering opportunities for people to talk to each other in pairs and small groups assures that people will feel safe contributing. Specific facilitation methods that support meaningful conversations that are being used in Arizona include the aforementioned Appreciative Inquiry, World Café and Open Space Technology.

- **Focus on creating the results you want**—Creating what you want is "fundamentally different from making bad things better"(Elkin, 2001, p.31). Creating is a learning process and it invites a different type of thinking and involves different parts of the brain. When we focus on problems we limit the creativity of participants. Recent positive psychology research has shown that if positive emotions are not generated, people cannot see the big picture or think creatively. Bruce Elkin (2001) writes about the unintended negative consequences of focusing on problem solving: focusing on problems is driven primarily by a desire for relief, not results; problem solving depresses groups, and individuals; the cure is often worse than the disease; most difficult, challenging situations are

not problems; and focusing too narrowly limits the ability of people to think up creative solutions. Focusing on creating the result participants wish to see is about developing and building individual, team, and organizational learning capacities in service of the desired results. It is intrinsically more creative, it allows people to think outside of the box, and helps build their capacity to do so into the future.

- **Ask powerful questions—**Getting different results requires that we use different types of processes and engage people in different ways. Using powerful questions is critical to helping people think differently. If we ask the usual questions we'll get the usual result. If we want something different, we need to invite people to engage with different types of thinking and different types of questions. Questions can have power. However, we need to make sure that we are asking the right ones. "Questions that have the power to make a difference are ones that engage people in an intimate way, confront them with their freedom, and invite them to co-create a future possibility"(Block, 2009, p.105). According to Peter Block, questions that are designed to make other people change are the wrong type of questions.

Pay attention to physical spaces: The process of engaging people and bringing them together requires that we view the organizing of meetings and events more as a party host than a lecturer. This doesn't mean that we provide streamers and cocktails but it does mean that we create the conditions for people to have meaningful conversations about things they care about. This requires that we look at seating and space in any meeting room from the perspective of maximizing participation and learning. In order to do this we need to pay attention to the layout of the room and the use of furniture. Structuring furniture for meeting processes can support or hinder the process. Chairs in a circle or circles can easily allow participants to move around and to meet different people and form small groups for discussions. Visuals that support learning, such as photos, posters, flip charts and markers for people to make posters, and pipe cleaners to support kinesthetic learners, can signal that the meeting is going to be different.

Civic Engagement Examples

Understanding the principles and conditions for success is important. If you haven't experienced the kind of engagement that is being described, understanding how this type of engagement can be put into effect is helpful. Throughout this report, there are several examples of "Engagement in Action" that are provided to illustrate the different depths of engagement and different engagement strategies introduced in this chapter.

Chapter 4

Civil Discourse and the Quality of Engagement

Jane M. Prescott-Smith

National Institute for Civil Discourse
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- Civil discourse is important because it provides an avenue for civic empowerment and it is a tool to convey the information needed for sound civic decision-making.

- Civil discourse can be defined as robust, honest, frank and constructive dialogue and deliberation that seeks to advance the public interest.

- The frustration of the American public with the current state of political leadership provides a window of opportunity to harness the power of technology to teach citizens how to embrace civil discourse as a tool for successful civic engagement.

Chapter 4: Civil Discourse and the Quality of Civic Engagement

Jane M. Prescott-Smith, National Institute for Civil Discourse, University of Arizona

Established in February 2011, at the University of Arizona, the National Institute for Civil Discourse is a nonpartisan center for advocacy, research, and policy regarding civil discourse that is consistent with First Amendment principles. Although the 2011 shooting tragedy in Tucson was not the result of vitriolic rhetoric, it sparked a national conversation about civic engagement and civility. The University of Arizona responded to this increased public awareness by launching the Institute, helping to create the space for civil discourse between people with conflicting values and ideas, which can lead to more civic engagement and better governance. As a Presidential Institute led by Honorary Chairs Bill Clinton and George H.W. Bush, it has recruited a high profile National Board of Advisors, which will be a tremendous asset in focusing attention on civil discourse.

Civil Discourse Defined

One of the ironies that emerged through the development and creation of the Institute was realizing the difficulty of defining civil discourse. The Institute's definition is "robust, honest, frank and constructive dialogue and deliberation that seeks to advance the public interest." During a forum at the United States Supreme Court in the fall of 2011, it was much easier for participants to articulate what was NOT civil discourse. For instance:

- *Civil discourse has nothing to do with abridgement of the First Amendment or the silencing of certain views.*

- *Civil discourse does not imply any commitment to political moderation or consensus views.*

- *Civil discourse does not just mean being polite.*

Some other insightful comments included:

- *Civil discourse implies a willingness to explain the reasons behind one's opinions and to listen carefully and try to understand the opposing side's reasons for its stance.*

- *Civil discourse can exist – and is in fact especially important - during times of increased political polarization.*

- *Civil discourse, like democracy itself, requires a basic level of trust, so challenging the basic legitimacy of the other side precludes civil discourse.*

Brint Milward, the Institute's Director often speaks of "muscular civility" as important to the democratic process as envisioned by the drafters of the Constitution. In an Institute newsletter he wrote:

> We believe that good governance is a product of the clash of ideas and values in the political arena. Our founders fashioned an arena with plenty of ways for power to check power. Unless one believes that one set of interests or ideas can prevail over others for long periods of time, we need to listen to our opponent's arguments and look for areas of common interest, not because we want to, but because the structure of our government with its checks and balances demands it if we are to govern this country effectively.

Importance of Civil Discourse

Civil discourse needs to be embraced not only by our elected leaders who hold sway in the spotlight of the political arena but also by every citizen. America is a government "by the people" and it is imperative that every citizen have a voice, not just once every few years in a voting booth, but in an ongoing exchange of ideas.

Public conversation has long been a way for Americans to be engaged, precisely because of our cherished right of free speech. As Amanda Kathryn Roman, the Co-Creator and Project Partner of *Living Room Conversations* says:

> If you look back throughout the history of our country, many of our grand visions and democratic ideas began with informal conversations in taverns and parlors, coffee shops and living rooms. Patriots, activists, elected officials and volunteers, these Americans talked about their passions, hopes and dreams to good effect. They developed transformative action plans in the melting pot that is the United States of America.

The converse of this principle is true as well. When citizens feel unheard and disenfranchised, their frustration grows to the point that it spills over into anger and a rejection of conventional politics. This has been seen repeatedly in recent American history from the civil rights movement to the Vietnam War protests to the Occupy Movement and the Tea Party.

Civil discourse is important not only because it provides an avenue for civic empowerment, but also because it is a tool to convey information needed for sound civic decision making. In a research brief, "*Political Knowledge, Persuasion and Campaign Rhetoric*"**,** authored by J. Taylor Danielson and Robin Stryker and posted on the Institute's website, http://nicd.arizona.edu/, multiple sources are quoted to support the point that Americans are less well-informed about political issues than peers in other post-industrial countries.

Moreover, the less knowledgeable an individual, the more prone he or she is to be swayed by political persuasion, which can result in voters unwittingly casting ballots for candidates who do not best represent their interests. In this way, a lack of civil discourse can negatively impact that most basic form of civic engagement, voting. Of course, sometimes voters knowingly choose to vote in line with their principles and beliefs even when this is at odds with personal self-interest. The important takeaway is that a successful democracy requires a well-informed electorate.

Arizona Leadership in Civil Discourse

In August of 2011, the National Institute for Civil Discourse held an Arizona Convening Conference at the Flinn Foundation. Thirty participants (representing more than 20 organizations) from across the state met to discuss ways of strengthening civil discourse in Arizona. Participants included groups like the League of Women Voters of Arizona, The Center for the Future of Arizona, and the Arizona Humanities Council. Prior to the meeting, the Institute developed a network analysis based on survey data showing linkages between organizations committed to civic engagement and civil discourse in Arizona. The analysis was shared with these groups at the meeting. Interestingly, linkages were least developed in the area of strategic planning (compared with information sharing, program collaboration and resources). In the convening report that came out of the meeting, it was noted that

> It is difficult for groups that exist to serve different missions, constituencies and agendas to work together to promote public discourse in addition to their existing agendas. Unless groups make the improvement of public discourse a part of their main agendas, cooperative efforts in this regard are unlikely to be successful. Most nonprofit and civic groups [at this Convening Conference] can and should find a way to integrate into their activities nonpartisan efforts to promote the development of a more informed electorate and improve voter registration, as well as recognizing the importance of and encouraging civil discourse.

At the conclusion of the Convening Conference, a number of participants expressed an interest in continuing the discussion for the purposes of collaborative planning around the promotion of civil discourse. Project Civil Discourse, an initiative of the Arizona Humanities Council (which was represented at the convening), offered to provide an ongoing platform for this purpose. Two specific recommendations from the Convening are under development:

- A catalog of civil discourse resources that can be made available to individuals and groups working to promote civil discourse.

- Designation of a specific period of time to promote civil discourse by coordinating the various ongoing efforts of participating groups.

Challenges Inherent in Civil Discourse Work

Few days go by that some press pundit or irate email doesn't disparage promoters of civil discourse as "civility police" intent on undermining First Amendment freedoms. The Institute has experimented with a number of rebuttals. As is often the case, humor can serve to defuse the situation, especially in one-on-one email exchanges. A favorite quote from Mark Twain has proved useful:

> It is by the goodness of God that in our country we have these three unspeakably precious things: freedom of speech, freedom of conscience, and the prudence to never practice either.

The Institute position is a pragmatic one. Unless one's intention is to shut down a conversation, choosing civil rhetoric is in one's own best interest because it increases the chances of having one's point of view heard and possibly even understood. In fact, there is some research indicating that using virulent language can backfire, as documented in a research brief, "*Negative Campaigning*" authored by Robyn Stryker, Carli Brosseau and Zachary Schrank and posted on the Institute website.

A second challenge has to do with the lack of role models for those who seek to embrace civil discourse. During the forum at the Supreme Court, it was suggested that America would benefit from a "shadow Congress" of former members who could debate issues in a civil manner to serve as a model not only for the current members of Congress but also for the citizenry as a whole. It was also pointed out that there are few opportunities today for children to practice rule-governed discourse, and that this deficit could be addressed through more co-curricular activities along the lines of model United Nations clubs. Finally, we need to identify media leaders who are willing to demonstrate that civil discourse is a viable alternative to the current shouting matches. Robert Reich shared this disheartening anecdote in a recent article in the Institute's newsletter

> Not long ago I had a televised debate with a conservative Republican that was going rather well. We made our points respectfully, found areas where we agreed, and began to discover the sources of our disagreements. But during the station break the producer asked me to "be angrier." I asked why. "Because viewers surf through hundreds of channels and stop when they see a good fight," she explained. I told her I didn't want to be angrier, that I was enjoying the exchange and I thought viewers were enjoying it as well. She insisted on more anger. At that point I lost my temper - not at my debating partner but at the producer.

The two-fold challenge then is this: First, to convince citizens that civil discourse doesn't infringe on their rights but actually serves to make their free speech more powerful. Second,

to find ways for citizens to learn how to successfully engage in civil discourse by providing role models and other learning opportunities.

Civil Discourse Opportunities

Organizations and individuals dedicated to the pursuit of civil discourse and civic engagement have been working in this field for decades. Much progress has been made, but even the most inspiring stories have received little media coverage. In the aftermath of the tragic Tucson shootings, however, civil discourse became top of mind for many Americans. National media outlets interviewed experts and posed questions to their followers. In this moment of heightened awareness there is an opportunity to harness energy and transform it into action.

Technology has made it easier to span time and space constraints, providing many more opportunities to participate in civil discourse. Students in Tucson can participate in a discussion based in Boston with the help of web cams and live streaming. Town halls can be conducted electronically with questions posed via Twitter. Elected officials can quickly take the pulse of their constituents through online survey mechanisms. There are risks, of course, to using technology as a civil discourse tool. For instance, one runs the risk of marginalizing citizens who don't have access to the technology tools, especially those who are poor or older or both. Using technology to augment traditional civil discourse venues, however, has tremendous potential to expand civic engagement especially among young Americans, whose conversations increasingly take place electronically.

Conclusion

Civil discourse has played a central role in the history of our democracy by giving voice to wide-ranging and sometimes startling ideas that were then molded through ongoing dialogue to become central tenets of our national identity. By recommitting to meaningful public discourse, we encourage others to join the conversation and become more civically engaged.

Section II

Principles and Processes of Civic Engagement

Chapter 5
Deliberative Democracy

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- Deliberative democracy is a range of practices aimed at involving lay citizens in problem solving and decision making processes on issues of general public interest or community concerns.

- Deliberative democracy practices typically emphasize bringing together diverse and representative groups of community members to learn about each other, and by working through differences and areas of disagreement, seek areas of common ground and agreement, or mutual benefit and concern.

- Common ground issues serve as the basis for collaboration, as well as individual and group decision making, and can be used to inform decision making by government agencies and community organizations.

Chapter 5: Deliberative Democracy as a Form of Civic Engagement

Mary Grier, City of Phoenix and Alberto Olivas, Center for Civic Participation

What is Deliberative Democracy?

"Public discourse lies at the heart of American democracy. People can and will have a different view on matters of public concern, and it is the engagement of that diversity that is the political process. . . . Key elements of civil public discourse include dialogue, respectful communication, and informed public decision-making"(American Bar Association, 2011).

These key elements of civil public discourse are at the heart of the concept of "deliberative democracy," a term that was originally coined by Joseph M. Bessette (1980) to refer to the concept that political systems work best when informed citizens and public officials deliberate to identify and promote the common good. Deliberative democracy (sometimes called discursive democracy) is a form of democracy that makes public deliberation the central focus of lawmaking. While it maintains many of the components and elements of traditional understandings of democracy (e.g. representation), it differs in that the primary legitimacy of a law comes from public deliberation and not from voting.

The term "deliberative democracy" gained popularity after it appeared in publications by Bernard Manin (1987) and Joshua Cohen (1989). According to Cohen "deliberative democracy" refers to an association founded on debate and deliberation that is conducted in accordance with previously agreed upon rules, the purpose of which is to achieve a consensus, but which may be settled by a majority decision (Wojciechowska, 2010). "This 'deliberative majority rule' differs from majority rule in liberal democracy in that it is based on a majority who support a given position because they are convinced it is right -not on a group of people voting for a given option by chance"(Wojciechowska).

"Deliberation is not a debate and is more than a dialogue. Deliberations are conversations that matter because they work methodically toward consensus, attempt to build common ground, with an eye to the public interest, rather than self interest. The quality, the depth of these conversations, is important and a great deal of effort is expended by conveners, or deliberative designers, to create respectful, educational, purposeful, egalitarian spaces"(Carson, 2011). According to the Deliberative Democracy Council, deliberation "is an approach to decision-making in which citizens consider relevant facts from multiple points of view, converse with one another to think critically about options before them and enlarge their perspectives, opinions, and understandings"(Deliberative Democracy Council, 2011).

Deliberative democracy has become a widespread movement that is evolving to address the vast array of circumstances that can benefit from civil public discourse. While researching a chapter on citizen consensus councils for an upcoming book on co-intelligence, Tom Atlee (2011), author of the Tao of Democracy and other works, discovered that "for at least thirty years ordinary citizens have been formally convened in diverse groups all over the world to reflect on social problems and public policies and come to conclusions designed to inform the opinions and actions of institutions, officials and the public at large. This is happening in many places right now. Hundreds of deliberative forums have been held, involving tens of thousands -- if not hundreds of thousands -- of people…Scores of different deliberative models are being used, and this movement is bubbling with creative experimentation…Dozens of brilliant investigators and academics are describing, researching and critiquing a wide range of citizen deliberations."

"There is a growing inventory of methods to bring the public into decision-making processes at all levels around the world--from local government to multinational institutions like the World Bank. Working in groups as small as ten or twelve to larger groups of 3,000 or more, deliberative democracy simply requires that representative groups of ordinary citizens have access to balanced and accurate information, sufficient time to explore the intricacies of issues through discussion, and their conclusions are connected to the governing process"(Deliberative Democracy Council, 2011). Examples include National Issues Forums, Choices for the 21st Century, study circles, deliberative opinion polls, the Arizona Town Hall summits (a description of this process is included after the chapter), and the 21st-century town meetings convened by AmericaSpeaks, among others.

Deliberative democracy works by involving the whole community in the decision-making process. It replaces public opinion with public judgment, an informed, stable consensus reached through thoughtful deliberation. It gives citizens substantial and relevant information and tells policy makers what trade-offs citizens are willing to support. It gives citizens a realistic policy problem to work on, challenging them to make choices that reach past compromise to shared solutions. It allows governments to invest the time and money required for quality policy research. The results of such a process are more likely to be accepted as credible and worthy of implementation, and to empower policy makers to take strong, decisive action (Deliberative Democracy Project, 2011).

Opportunities and Challenges Related to Deliberative Democracy Efforts

There are many methods and models by which deliberative democracy may be encouraged. Each has advantages and disadvantages, and presents challenges and opportunities.[1] This suggests that there is no single method or model that can consistently accomplish and sustain deliberative democracy in any community. Sustainable deliberative democracy in practice requires a wide range of invested stakeholders, in long term partnership with each other to employ a range of practices with the common goal of informing the community about key issues and involving them in the deliberation and decision making processes on those issues.

Permanent vs. Temporary - Permanent groups or structures may not be sufficiently inclusive; they must emphasize recruitment over time, or may devolve into small sets of "professional citizens" who don't necessarily involve or represent their communities of interest.

Temporary assemblies and projects take more time and resources to organize, may lack continuity and follow-through, and have greater difficulty affecting policymaking processes. Even when they are extremely successful and have produced a range of tangible outcomes, they often don't lead to structured, long-term changes in the way citizens and governments interact.

Governmental vs. Private - Recurring government-led initiatives have the strongest connection to the policy making process, but unlike private initiatives, they are often narrowly focused on the policy questions of the moment, and do not encourage citizens to devote their own energy and time to solving broader public problems.

Web-based vs. Physical Participation - The internet provides an incredibly powerful platform for global participation and communication. Information and ideas can be made available to large numbers of participants very efficiently, and each participant may participate in a time and manner that is most convenient to them. Greater inclusivity is possible with such a platform.

On the other hand, electronic communications are less personal and ultimately may be less persuasive. Human beings may have difficulty assessing the credibility of other participants when they cannot see and interact with them personally. Such interactions may be less spontaneous, more impersonal, and ultimately less rewarding.

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[1] This analysis borrows liberally from Deanna Grant-Smith and Peter B. Edwards, "It Takes More than Good Intentions: Institutional and Attitudinal Impediments to Engaging Young People in Participatory Planning," Journal of Public Deliberation: Vol. 7: No. 1, Article 11 (2011), last viewed on December 15, 2011 at http://services.bepress.com/jpd/vol7/iss1/art11.

Large Groups vs. Small Groups - Larger groups may permit greater participation by more diverse and representative participants. The product of such discussions may be perceived to be more important, and may have greater impact on the public decision making processes. On the other hand, participants in large groups may find it more difficult to express themselves or to be heard, and may feel that their participation is less important and meaningful.

Gatherings of smaller groups are less efficient, and it may be difficult to be sufficiently inclusive and balanced to achieve participation by all interests affected. However, in a smaller group there is less pressure on people to speak before they are ready to do so, and people find it easier to listen when they do not have to jockey for an opportunity or stand in front of large numbers of people.

<u>**Best Practices and Lessons Learned**</u>

From the vast array of resources addressing the many different means of promoting deliberative democracy, certain common themes emerge. Deliberative Democracy involves three basic tenets –*representativeness*, *deliberation* and *influence*. Those engaged in promoting deliberative democracy use the following techniques and guiding principles, summarized and restated here from McCoy and Scully's (2002) experiences with Study Circles (information about Study Circles can be found in Appendix B).

1. **Bring everyone to the table**. Be inclusive and representative. It is important to bring a large, diverse set of people together to address public problems and decisions regardless of gender, age, wealth, race, political views, education, and other attributes. Encourage multiple forms of speech and communication to ensure that all kinds of people have a real voice. For example, Study Circles use a variety of devices, such as ground rules, encouraging reflection on personal experiences, storytelling, brainstorming, and emphasizing the importance of listening. Everyone should have the opportunity to speak, and the conversation should begin with questions and topics that most people can relate to. Impartial facilitators play a strong role in establishing equality within the group.

2. **Make listening as important as speaking**. A strong emphasis on listening increases the likelihood that more people will participate fully in the discussion. Processes that promote listening reduce pressure on people who may be reluctant to expose their feelings or ideas before strangers. Good listening also increases the chance that people will truly understand—and even empathize with—each other. Facilitators should encourage respectful, empathetic listening through their use of ground rules and trained peer facilitators. The facilitation style and discussion materials should encourage people to ask follow-up questions of their fellow participants to make sure they understand one another.

3. **Connect personal experience with public issues.** The single most effective way to overcome people's initial hesitancy to discuss public issues is to ask them to share their experiences and talk about how the issue at hand affects their daily lives. Too often public engagement processes ask people to leap into a discussion of policy options without giving them adequate opportunity to reflect on the relevance of the issue to their own personal experience.

    Research conducted by the Harwood Group for the Kettering Foundation revealed that most people are not looking for quick answers or decisions on a course of action when they initiate conversations about public issues with family members, friends, co-workers, and neighbors. "Rather, they are striving to better understand what is happening around them and to be understood by others." By engaging in conversation, people are trying to make sense of issues that can be complex and confusing. At the same time, they are strengthening their personal relationships by exploring how others see the issue.

4. **Build trust and create a foundation for working relationships.** For deliberative dialogue to lead to meaningful action and change, it must encourage the building of trust and working relationships. To create change in a collaborative hands-on way, people need to form working relationships with their fellow participants. When people consider whether they are willing to work together—to give up or share some of their time, resources, and power—they inevitably ask themselves whether they can trust others to act in good faith.

5. **Welcome and explore a range of views about the nature of the issue; provide informational materials as needed.** Before asking people to make decisions regarding solutions to complex public challenges, deliberative dialogue should help them explore a range of views about the nature of the issue. Richard Harwood's research makes a strong case that "public engagement techniques often push people in very targeted directions, too often avoiding the natural path that people want to take when it comes to talk." Allowing people to sort out what is going on around them and why it is happening is crucial to people's ability to develop a sense of ownership of public issues.

    To have this type of deliberative dialogue, participants should use discussion materials that help them explore representative points of view, including those that may be unpopular with some members of the group. Moreover, it is difficult for people to take responsibility for an issue unless the process allows and encourages them to challenge and amend the points of view presented in the materials.

6. **Encourage analysis and reasoned argument.** Most political theorists who focus on the importance of public deliberation emphasize the importance of critical thinking and reasoned argument to the creation of sound public policy. Deliberations aren't just discussions to promote better understanding; they promote decision making, which requires that people face the unpleasant costs and consequences of various options and 'work through' the issues and concerns. Most promoters of public deliberation agree that civic engagement processes should provide a baseline of information about issues, but warn against overwhelming people with too many facts.

7. **Help people develop public judgment and create common ground for action.** When diverse groups of people use deliberative dialogue to consider different points of view on public issues, they develop the public judgment and create the common ground that is integral to achieving workable public policy and sustainable community action. As conceived by Daniel Yankelovich, public judgment is a more mature, considered form of public opinion, developed after people take into account the facts as they understand them and their personal goals and moral values and their sense of what is best for others as well as themselves.

8. **Provide a way for people to see themselves as actors and to be actors.** Our everyday public discourse reinforces the idea that real change happens "out there," beyond most people's reach or influence. While this reflects a disconnect between citizens and elected officials and between community members and the institutions and resources of the community, it also reflects the difficulty in seeing how individuals' efforts to create change connect to the larger issues or the larger community. Effective deliberative dialogue processes should bring "us" and "them" together in the conversation, so that the conversation is about "all of us" making a difference in the community. When participants have the chance to consider a range of actions that different actors (such as individuals, small groups, nonprofits, businesses, schools, and government) can take, they are more likely to see that solutions to public problems can come in many and varied ways, and to see themselves as actors. Many deliberative democracy efforts encourage citizens to think of themselves as problem-solvers (rather than simply making recommendations on how government should solve problems) and help them coordinate their action efforts.

9. **Connect to government, policymaking, and governance.** A common practice in public talk processes is to ask participants to report the results of their deliberation to elected officials. Yet if the process does not include a way to establish trust and mutuality between citizens and government, it will fall short of

helping them work together more effectively. Some engagement processes include ways to capture themes and convey them to public officials.

10. **Create ongoing processes, not isolated events.** As previously discussed, it seems inconceivable that any public engagement process could meet ambitious goals in a single two- or three-hour session. There is, of course, a trade-off between the time commitment a process calls for and the number of people who will participate. Lack of time is a major barrier to participation in any civic activity. People are less likely to commit to taking part in long, drawn-out processes. Ideally, the time should be divided into at least three or four separate meetings over a period of several weeks.

Initiating a Deliberative Democracy Effort

Deliberative democracy is both a philosophy about how communities should work, as well as a commitment to improving public engagement on matters of public policy and common interest. While there is no one "magic bullet" practice or methodology to accomplish that, there are, many resources and organizations available to those wanting to learn more about, or to engage in these practices. The range of practices included provides great adaptability to best meet the needs of the community and the issue or issues at stake.

The resources guide found in the appendix of this report describes a number of organizations and projects devoted to deliberative democracy practices. These organizations can be sources of information, resources, or potential partners for interested individuals or groups.

Engagement in Action: Arizona Town Hall

One example of deliberative democracy in action can be seen in the work of the Arizona Town Hall. Arizona Town Hall is a private nonprofit corporation founded in 1962, for the purpose of identifying and discussing critical policy issues facing Arizona and creating solutions. Much of the success of the Arizona Town Halls lies in the fact that the process incorporates the knowledge, thoughts and ideas of all the participants. The Town Hall process has been adapted and utilized by many other groups who strive to create solutions by drawing upon diverse views and building informed coalitions.

Background Report

Prior to each Town Hall a background report is developed on the topic. To ensure a comprehensive and objective report, the process is overseen by a committee that is diverse in perspective and professions.

Panel Discussions

The Town Hall begins with panel discussions that are facilitated by a Panel Chair and a Recorder. Each panel addresses the same questions during the first portion of the Town Hall. The process and guiding principles for the panel discussions are as follows:

- The panel strives for consensus (votes are taken only if absolutely necessary).
- Consensus is reached when no one wants to add anything, and no one objects strongly to the wording offered.
- The Recorder's role is to keep the panel on time, capture the consensus comments, read back consensus statements to the panel and make edits with participants.
- Viewpoints of all participants are considered equally valuable, regardless of title or position.
- Discussions are encouraged to be robust while maintaining a respect for different viewpoints. Participants are allowed to criticize concepts—not people.
- Minority viewpoints must be very strong to find their way into the final document (at least 1/3 of the total group).
- The process is as valuable as the recommendations.

Creation of the Draft Recommendations Report

Once complete, the consensus statements are taken from each panel to the Report Chair. The Report Chair reviews the statements from all five panels and looks for consensus across all of the groups. With assistance from the Panel Recorders, the Report Chair creates a draft report of what appears to be the consensus of the Town Hall participants.

The draft report is distributed early in the morning before the plenary session on the Wednesday of each Town Hall. Panels meet prior to the start of the plenary session to review the draft and outline any areas the panel wants to address at the plenary session.

The Plenary Session

At the plenary session, Arizona Town Hall's Chairman of the Board leads all of the Town Hall participants, as a full body, in an organized review of the document. All participants work to approve, amend or reject each section of the report of recommendations.

Section II

Principles and Processes of Civic Engagement

Chapter 6
Identifying the Engagement Gaps

Matt Leighninger
Deliberative Democracy Consortium

- There are many common components and benefits of successful public and civic engagement efforts.

- There is a need for stronger cross-sector plans or structures that embed and sustain engagement.

- Although much is known about civic engagement, there is still a need to focus further on tracking, measuring, and assessing engagement.

- It is important to explore the ways in which online and face-to-face engagement can support one another.

Chapter 6: Identifying the Engagement Gaps
Matt Leighninger, Deliberative Democracy Consortium

We know a great deal about how to do civic engagement well. Around the country – and, in fact, around the world – a diverse array of local leaders have been able to involve ordinary citizens in public decision-making and problem-solving. These initiatives have some common strengths, and also some common gaps and shortcomings.

Typically, successful public engagement efforts use proactive, network-based recruitment to bring large, diverse numbers of people to the table. They usually rely on successful group process techniques and tools, such as impartial facilitation, an emphasis on small-group discussion, and opportunities for participants to share experiences and consider a range of policy options. Many of these projects build in opportunities for citizens and other non-governmental actors to contribute their own time and energy to implementing action ideas. And some efforts now weave in online engagement opportunities as a complement to face-to-face meetings. Many of the other chapters in this report describe examples of civic engagement that embody these and other successful strategies.

As discussed throughout this report, this kind of planned, structured participation has been shown to have the following benefits:

- Raising the level of civility and trust in public discourse (see Polletta, "Public Deliberation After 9/11," or Muhlberger, "Building a Deliberation Measurement Toolbox");

- Reducing government costs through closer public oversight and better understanding of citizen needs and attitudes (Zachrzewski, "Democracy Pays");

- Creating more realistic budgets, either by building support for higher tax rates, spending cuts, or both (Involve, "Making the Case for Public Engagement");

- Generating new policy ideas and tapping the problem-solving capacity of citizens (Fung and Fagotto, "Sustained Public Engagement," or Gaventa and Barrett, "Mapping the Outcomes of Citizen Engagement");

- Breaking through legislative gridlock on high-profile policy questions (Leighninger, "Democracy, Growing Up," or Fung, "The Difference that Deliberation Makes");

- Improving civic learning among high school and college students, and building student capacity for public engagement and problem-solving (U.S. Department of Education, "Call to Action," 2012);

- Producing higher levels of "community attachment," potentially – according to new research – leading to higher levels of economic growth and vitality ("Soul of the Community" study, Knight Foundation and Gallup Corporation).

Common Gaps in Engagement Approaches

Communities might capitalize on these benefits much more effectively by addressing some of the common gaps in how they approach civic engagement.

Gap #1 – Cross-sector plans or structures that embed and sustain engagement

Perhaps the biggest shortcoming of civic engagement as it is being practiced in most places today is that it consists largely of temporary, issue- or decision-specific efforts. It conforms more often to the goals and concerns of the 'engagers' – whether they are public officials, community organizers, school administrators, or some other variety of local leader – than the engaged. Though there is often a very tight and coherent structure to the sessions and meetings, there is usually no external structure within the community to house and maintain the work. Therefore, public engagement tends to be piecemeal and disjointed rather than collaborative and sustained.

Evidence suggests that engagement is most compelling to people when it allows them a range of opportunities and reasons to participate, on different issues and different levels of governance. But in most places, people don't have these kinds of welcoming structures that give them a chance to talk about ideas and concerns. Unlike countries such as Brazil and India, the United States lacks an established national participation infrastructure to facilitate the kind of multi-faceted, citizen-centered engagement that links citizens to local, state, and federal issues. Instead, at the federal level a variety of face-to-face and online tools have been developed and used, usually in a piecemeal fashion. (For a comprehensive assessment of the public participation plans of federal agencies, see Nabatchi, "Assessing Public Participation in an Open Government Era")

This pattern of one-off, piecemeal public engagement means that the costs – not necessarily in financial terms, but definitely in the labor required by organizers, facilitators, and others – are unsustainably high. All the work of recruiting large, diverse numbers of participants must be done over again each time. Rather than periodically trying to re-engage the public, communities and agencies may be rewarded by supporting structures in which the public is already engaged.

Local examples of civic engagement, as seen throughout this report, tend to be more robust, but are not necessarily linked to one another, let alone state or federal policymakers. Agencies and communities alike need a sustainable, widely supported infrastructure for public engagement that accommodates a range of participation tools and methods (Leighninger and Mann, "Planning for Stronger Local Democracy").

Over the long term, communities are likely to be more participatory and effective if they:

- Create cross-sector coalitions of organizations that are committed to the idea of participation, and recognize that the private, nonprofit, faith, and philanthropic sectors have active roles to play in supporting it.

- Provide both face-to-face and online opportunities for participation and keep the growing use of mobile devices in mind when designing online participation processes.

- Avoid the problematic formats of traditional, podium-dominated public hearings and meetings, and ensure that participation opportunities are carefully structured and facilitated so that every participant has a meaningful role to play.

- Assemble a large and diverse critical mass of citizens (in certain situations, a smaller, demographically representative set of people can be convened to serve as a proxy for the larger population).

- Find ways of keeping this critical mass mobilized, through social media networks, neighborhood meetings, or other formats that are convenient and compelling for citizens.

- Give people the chance to compare values and experiences, and to consider a range of views and policy options.

- Give people time to participate and respond - time to think, consider, evaluate, listen, learn, and engage.

- Produce tangible actions and outcomes; these can include policy and planning decisions, changes within organizations and institutions, actions driven by small groups of people, individual volunteerism, and changes in attitude and behavior.

Gap #2 – Tracking, measuring, and assessing participation

Most communities do a poor job of gathering information on engagement opportunities, including data on how well (or poorly) they are engaging the public. Without the ability to track engagement, citizens are generally in the dark about the opportunities open to them. Without transparent evaluation of engagement, it is more difficult for communities to improve how they do this work.

This lack of measurement applies to even the most basic benchmarks of engagement: the number and diversity of participants, and the depth of their participation. Communities should always monitor and track the:

- Number of participants

- Diversity of participants, according to demographic factors such as age, racial and ethnic background, and income level

- Diversity of participants, according to ideology and party affiliation

- Number of participation hours spent per participant

The challenge of measuring civic engagement is complicated by the question of whether a community is launching a single engagement activity or implementing a well-rounded participation plan. A second set of potential indicators, which focus on the quality of the participation experience, are more likely to reflect the presence of a broader participation plan (or the absence thereof). These measures include:

- Level of participant satisfaction with the process

- Extent to which participants took public action of some kind (voting, volunteering, engaging in advocacy, working with others to solve a public problem, running for public office, etc.) as a result of the experience

- Quantity of interactions between participants, and between participants and public officials and employees

- Quality of deliberation within the process, including analytical rigor, equality of participation, level of civility, and consideration of values and viewpoints (see Gastil and Knobloch, 2010, for a comprehensive example of measuring the quality of deliberation)

A third category of measurement deals with how participation impacted the participants, public officials and employees, the policymaking process, and problem-solving (by both governmental and non-governmental actors) on the issue being addressed. These measures are highly dependent on the presence of a broad array of participation opportunities, and also on the political context surrounding the participation:

- Impact of the experience on participants' feelings of trust in government, community attachment, interest in public affairs, confidence in their capacity to effect change, and openness to the views of others;

- Impact of the experience on public officials' and public employees' feelings of trust in the public, confidence in their capacity to effect change, and openness to the views of others;

- Level of similarity between the recommendations of participants and the public policies eventually adopted;

- Number and ultimate success of new problem-solving efforts (involving citizens, government, non-governmental organizations, or some combination) to emerge from the process.

Perhaps the most significant opportunity in this area is to find ways of involving citizens in the work of tracking, measuring, and analyzing public participation. Just as well-structured participation taps into citizens' capacity to understand and solve public problems, it should capitalize on their ability to improve participation itself. New online tools that allow citizens to gather and analyze data, along with evaluation methodologies such as action research, suggest new directions for innovation.

Gap #3 – Online engagement that supports and complements face-to-face opportunities

Though many communities are pioneering new ways of engaging citizens online, those efforts are still uncommon (particularly relative to the great potential of online engagement), and they are usually not connected to online opportunities in an effective way.

Within the context of a long-range strategic public participation plan, there are different short-term online tactical tools that will make sense in different scenarios. The chart on the next page (reprinted from the IBM Center for the Business of Government report on "Using Online Tools to Engage – and be Engaged by – the Public") presents the most common scenarios in which public managers seek to engage the public, suggests the tactics and online tools that make the most sense for those circumstances, and identifies the situations where face-to-face interaction may be crucial.

Ten Tactics for Engaging the Public

Tactic	Why Do It?	Online Tools
Collaboration		
1. Develop documents collaboratively via Wikis (Wikis)	You are trying to encourage citizens to take shared ownership of an issue and participate in addressing it	• Wikispaces, free at basic level: www.wikispaces.com • Wikiplanning,™ fee for service: www.wikiplanning.org
2. Create shared work space for citizens (Shared Workspace)	You are trying to encourage citizens to take shared ownership of an issue and participate in addressing it	• Google Docs, free: docs.google.com • Dropbox, free at basic level: www.dropbox.org • GoogleGroups, free: www.googlegroups.com • Ning, fee for service: www.ning.com • BigTent, fee for service: www.bigtent.com • CivicEvolution, fee for service: www.civicevolution.org
3. Facilitate large-scale deliberation online (Large-scale Deliberation)	• You are in the midst of a high-profile situation in which people do not agree about what should be done • You are trying to encourage citizens to take shared owner-ship of an issue and partici-pate in addressing it • You are trying to educate and inform citizens about a particular issue or decision	• Ascentum Choicebook,™ fee for service: www.ascentum.ca • DialogueApp, fee for service: www.dialogue-app.com • Zilino: www.zilino.com • Microsoft TownHall, fee for service: www.microsofttownhall.com • IBM MiniJam and InnovationJam, fee for service: www.ibm.com/ibm/jam/
4. Use "serious games" to generate interest, under-standing, and input (Serious Gaming)	You are trying to educate and inform citizens about a particular issue or decision	• Second Life, free at basic level: www.secondlife.com • Zynga, fee for service: www.zynga.com • Persuasive Games, fee for service: www.persuasivegames.com
Survey Attitudes		
5. Survey citizens	You want the immediate opinions of citizens	• SurveyMonkey, free at basic level: www.surveymonkey.com • SurveyConsole, free at basic level: www.surveyconsole.com • SurveyGizmo, fee for service: www.surveygizmo.com
6. Aggregate opinions expressed on social media networks (Aggregate Opinions)	You want the immediate opinions of citizens	• ThinkUp, free: www.thinkupapp.com • CitizenScape, fee for service: www.citizenscape.net • Business Analytics, fee for service: www.ibm.com/software/analytics/ • COBRA, fee for service: www.almaden.ibm.com/asr/projects/cobra/
Prioritize Options		
7. Gather and rank ideas and solutions (Idea Generation)	You need ideas and information from citizens on a given issue or issues	• IdeaScale, free at basic level: www.ideascale.com • Spigit, fee for service: www.spigit.com • Bubble Ideas, fee for service: http://bubbleideas.com/ • Delib Dialogue App, free at basic level: www.dialogue-app.com • Google Moderator, free: www.google.com/moderator/
8. Work with citizens to iden-tify and prioritize problems that government can fix (Identify Problems)	You need ideas and information from citizens on a given issue or issues	• SeeClickFix, free at basic level: www.seeclickfix.com • OpenStreetMap, free: www.openstreetmap.org • OpenLayers, free: http://openlayers.org • WikiMapia, free: http://wikimapia.org • Twitter, free: www.twitter.com
9. Help citizens to visualize geographic data (Mapping)	You are trying to educate and inform citizens about a particular issue or decision	• GoogleMaps, free: www.googlemaps.com • Virtual Earth, free: http://virtualearth.com • WorldKit, free: http://worldkit.org/ • CommunityViz, fee for service: www.communityviz.com • MetroQuest, fee for service: www.metroquest.com
10. Help citizens to balance budget and revenue options (Identify Priorities)	You are trying to educate and inform citizens about a particular issue or decision	• Budget Simulator, fee for service: www.budgetsimulator.com • Budget Allocator, fee for service: www.budgetallocator.com • Demos-Budget, fee for service: www.demos-budget.eu

Gap #4 – Bringing a diversity of viewpoints and backgrounds to the table

This final limitation of civic engagement practice is not nearly as common as the other three. Many communities have shown that they can mobilize a diverse range of people. However, because it is such a critical success factor for public participation, and because ideological rifts, patterns of immigration, and other developments continue to present new challenges in this work, proactive recruitment continues to deserve special emphasis.

The combination of face-to-face relationships and online connections is crucial for recruiting participants with a diverse array of views and backgrounds. A personal, one-to-one appeal from someone you already know is still far and away the most effective means of recruitment, and those relationships are usually based on face-to-face interaction. But because of the growth of social media, it is easier than ever to tap into networks of people who already have these kinds of relationships. Online tools can also help conveners of civic engagement efforts involve people more meaningfully in the planning and publicizing of events and processes.

Successful engagement initiatives tend to use these recruitment strategies:

- Mapping the networks of people within the public that conveners want to engage – for example, the residents of a particular community, the stakeholders on the issue they are working on, or the people who are likely to be most affected by a certain policy or decision. It is important to consider all the different kinds of online or face-to-face groups and organizations, based on workplace, faith community, ethnicity, or shared interest.

- Reaching out to leaders within those networks, groups, and organizations, and working with them to understand the goals and concerns of their members and constituents. An important question – and one that conveners sometimes overlook – is whether their goals for engaging the public match the public's goals for getting engaged. Another key question to ask, repeatedly, is "Who is not at the table, who ought to be here?"

- Using conversations to develop a recruitment message that will appeal directly to people's core interests. Conveners should ask the leaders of various groups and networks to recruit participants, using individualized messages – telephone calls, personal e-mails – as much as possible.

There is plenty of room for innovation in this work. Different communities are likely to come up with different approaches to filling these gaps in public and civic engagement practice. By working together to develop long-term, well-rounded plans for engagement, communities can tap into their full civic potential.
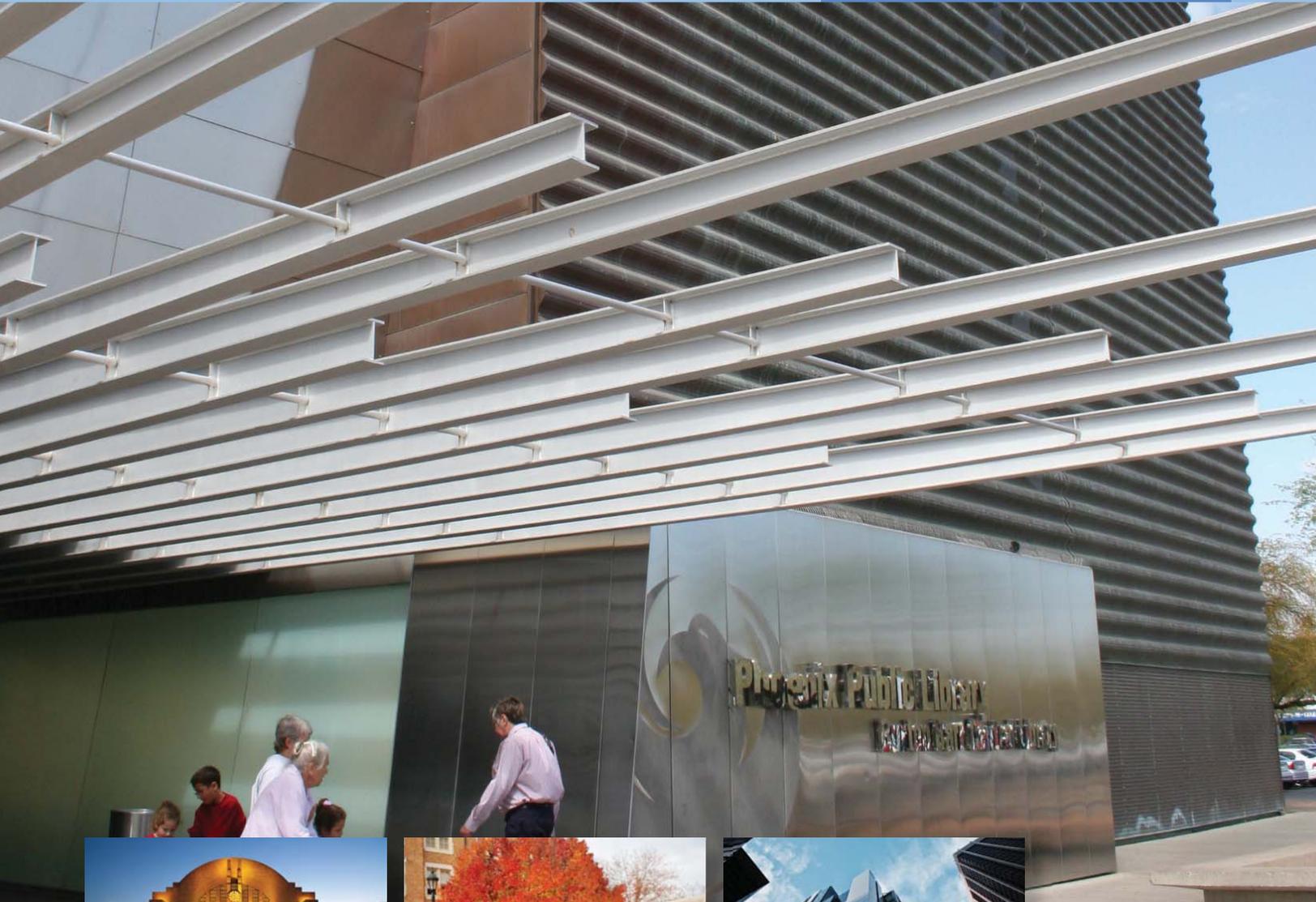
Exploring the Civic Infrastructure

Exploring the Civic Infrastructure

Chapter 7

Civic Leadership and Civic Status in Arizona

Nancy Welch and Emily Rajakovich
Arizona Center for Civic Leadership

- Research in Arizona shows a civic culture in flux and gaps in the development of future civic leaders, particularly at the state level.

- There is currently no system that links civic learning, engagement, and learning across ages.

- Research showed the potential for improving civic learning and leadership development. The Arizona Center for Civic Leadership is one response.

Chapter 7: Civic Leadership & Civic Status in Arizona

Nancy Welch and Emily Rajakovich, Arizona Center for Civic Leadership

The Great Recession provided a stark reminder of what happens in Arizona when a boom turns bust. By 2008, demand for public services was on the rise as more and more jobs disappeared. The cracks in the state's financial foundation became evident as deficits mounted. Arizonans increasingly worried about the state losing its way, just when it should be preparing to prosper in the 21st century.

Given where Arizona stood in 2009, the Flinn Foundation decided to examine the future of civic leadership with the help of the Battelle Technology Partnership Practice, a well-respected research organization familiar with the state. Rooted in civic engagement, civic leadership is reflected in the capacity of a community (or state) to identify, analyze, and solve pressing societal issues through the collaborative efforts of residents and public, private, and nonprofit organizations. At their best, civic engagement and leadership produce wise decisions for the places in which we live. Problems are solved. Goals are achieved. The common good is served.

Unfortunately, strong civic cultures are not automatic or immune to decline. They can, however, be developed and enhanced, as shown by the impact of community leadership programs, the results of academic scholarship, and the conclusions from studies of civic education. Battelle's analysis revealed that Arizona would be well served by filling gaps to ensure a sufficient number of residents would be up to the challenges of civic leadership in the future, particularly at the state level. Battelle's major findings are summarized below.

Civic Leadership Research Conclusions

Arizona's civic culture is in flux. Many Arizonans have long been concerned about comparatively low levels of civic involvement in the state, due in part to rapid population growth. A portion of Arizonans have not had time—or perhaps the inclination or support—to learn how to be civically active and effective in their new state. But the state's communities also have experienced, as have other places, decline in traditional service clubs, less engagement by businesses in civic life, and fewer venues for dialogue among people from different perspectives.

Some say in response that civic engagement is not declining, but is instead, simply changing shape. They point to the growth of social networking, the rise of a new generation reportedly attuned to service, and a growing emphasis on the "social entrepreneur" to make their case. They could be right since, as shown below in Table 1, various generations approach civic engagement in different ways and the opportunities for contributing in new ways are increasing. However, some scholars have noted that new forms of civic action have, for now, not been bringing in substantial numbers of additional participants. At the same time, some experts see much of today's civic action, among young adults especially, as a largely individual mission mismatched to solving complex, large-scale problems (Kiesa et al, 2007).

Table 1: Generational Differences May Extend to Civic Engagement and Leadership

Researchers have long described the characteristics of different cohorts of Americans and how those attributes affect attitudes and behaviors. These generational differences, to be sure, can be overly general and simplistic. At the same time, they provide a valuable guideline for how groups think and feel. The Pew Research Center created the following descriptions of today's four major generational groups.

	Born	Age	Characteristics
Millennial	1981-1993	18-30	Less politically engaged than in 2008; Most diverse generation—41% Hispanic or nonwhite; 17% of registered voters; Consistently liberal views on many social and governmental issues; Experiencing high rates of unemployment, but still upbeat
Generation X	1965-1980	31-46	Similar to Millennial on social issues; Grown more critical of government over the last decade: Since 2009, sharp drop in financial satisfaction: 26% of registered voters
Baby Boomer	1946-1964	47-65	37% of registered voters; Now express as much frustration with government as the Silents; Uncertainty has many planning to delay retirement; Nearly half say life in U.S. has gotten worse since the 1960s
Silent	1928-1945	66-83	17% of registered voters; Majority white; Conservative views on government and society most of their lives; Social Security a top issue; Highly engaged in 2012 election

Source: *Angry Silents, Disengaged Millennial: The Generation Gap and the 2012 Election*, Pew Research Center, 2011

Table 2: Views on Leadership Have Changed Expectations
Leadership research has shown how outlooks have changed over time. The "contemporary" view shows the shifts in the past 10-20 years.

Conventional View	Contemporary View
Hierarchical Siloed structures	Systems orientation; networks; webs; communities of learning
Fragmented and isolated	Connected and interdependent
Leader's role: authority, decider	Leader's role: meaning maker, facilitator
Followers to be led	Followers as leaders themselves
Leadership as behavior of one positional leader	Leadership as the process of the group
Personal vision	Shared vision
Discussion	Dialogue
Share information	Create knowledge
Providers	Partners
Receiving	Reflecting
Goals and bottom line	Core values and vision
Change initiated from top	Change initiated from anywhere
Incremental change	Dynamic flux
Either-or thinking	Both-and thinking

Source: Excerpted from "Contemporary Leadership Theories," *Political and Civic Leadership*, Richard A. Couto, editor, 2010.

At the same time, being a civic leader has become more complicated. As Table 2 illustrates, the expectations and requirements of today's public and private sector leaders have changed—for better and for worse. Issues have become more complex and urgent and demands for transparency, accountability, and collaboration have increased. Competition from far beyond a community's borders has reshaped "what works," while years of deficits have forced leaders to look far beyond "business as usual" to provide and pay for desired services.

Confidence in leaders and institutions has eroded. Civic leadership, particularly public service, has become undervalued as an avocation and a career. In 2009, the *National Leadership Index* showed that the traits and qualities which most influenced Americans' confidence in leaders included "trust, competence, working for the greater good, shared values, results, and being in touch with people's needs and concerns." Battelle's interviews in Arizona at about the same time, along with other research, noted civic leaders needed:

- Personal integrity

- Courage and the capacity to take risks

- Ability to collaborate, based on trust

- Willingness to give credit to others

- Effective communication skills

- Practical intelligence

- Consensus building

- Commitment to tackle complex problems

Unfortunately, as Figure 1 illustrates, Arizona and national studies, including the 2011 *National Leadership Index*, show that confidence and trust in officials has been eroding. At the same time, the rewards for public service have been viewed as insufficient to attract committed, knowledgeable practitioners.

Figure 1

AN INDEX OF AMERICANS' CONFIDENCE IN THEIR LEADERS

Source: *National Leadership* Index, Center for Public Leadership, Harvard University Kennedy School, 2011.
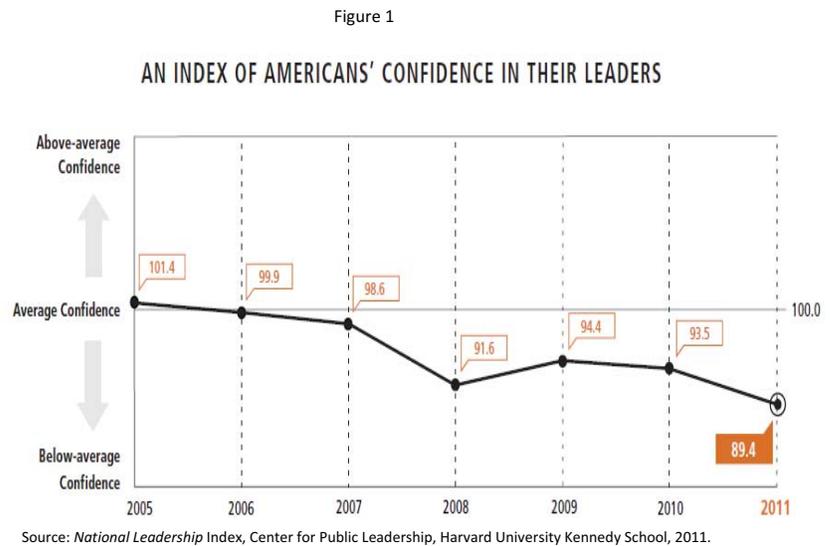
No system exists in Arizona to link leadership programs and other civic resources across age groups (i.e., youth, collegiate, young adult, business, and senior). From school to work to post-retirement, Arizona lacks a coherent continuum for learning about and practicing civic engagement and leadership. Scores of targeted programs are serving their communities but their fragmentation is leaving opportunities untapped and Arizonans of all ages not as engaged as they could be. The lack of extensive connections among programs and across age groups hampers efforts to pool resources, place graduates, and adjust programs. An overall vision for how civic leadership and engagement programs should contribute to achieving state-level goals has not been created. Limited performance tracking has produced scant hard data on programs' impact. Constrained resources among many civic engagement and leadership programs account for some of the issues. A 2009 analysis of more than 50 civic leadership training organizations in Arizona, for example, showed decreasing corporate contributions since 2004. The economic downturn accelerated the trend while also reducing the number of contributors and participants.

Civic education has not been a priority recently in grades K-12. While parents and other institutions play significant roles, research has shown that quality civics education can help create a strong civic culture and engaged residents. Civics, along with American history, world history, geography, and economics, comprise social studies in Arizona schools and standards. According to a statewide study published in 2009, with data from thousands of Arizona teachers, administrators, and middle and high school students, civics has languished in Arizona's schools. *The Study of Civic Education in Arizona* noted "Arizona has pushed civics education to the backburner. We need to teach our children how to participate fully and responsibly as a citizen." The research showed educators have devoted less attention to civics education at the K-12 level in recent years as other subjects have taken precedence. Just less than 40% of the teachers polled online reported "that they almost never teach

social studies….Only one out of three teachers reported that teaching social studies is encouraged at their schools"(Haas, 2009).

Arizona's civic potential is in a constant tug of war with its shortcomings. In 2005, Judy Goggin and Richard Adler's *Blueprint for the Next Chapter* (See Figure 2 at the end of this chapter) pictured the range of civic engagement and leadership activities as a continuum, showing that, although all of these activities have a role in civic life, there are differences among them. Arizonans have exhibited interest and belief in the potential of all of the stages. Studies over time have shown, for example, that:

- Arizonans, according to a November 2011 study, are most concerned about immigration, education, and jobs—issues of substantial long-term impact that require sustained attention (Merrill, 2011).

- Arizonans identified leadership as one of the key opportunities for the state in *The Arizona We Want*, the 2009 study by the Center for the Future of Arizona described elsewhere in this report. Residents placed the highest priority on ensuring leaders understand complex issues, followed by being fully prepared to lead; having critical analysis skills and a long time horizon and vision; and being able to work across party lines (Coor, 2009).

- Strong majorities of Arizonans have told surveyors that, in their minds, good community-based programs could help prevent problems such as substance abuse, homelessness, dropping out of high school, child abuse, and juvenile delinquency (Morrison Institute for Public Policy, 2008).

- The majority of Arizonans who volunteer are motivated by a feeling of responsibility to those who have less as well as a desire to spend time with family, and to carry out their religious beliefs. A majority of Arizonans have noted they would like to volunteer more in their communities (AIM Alliance, 2007).

Research has shown that those with greater affluence and more education are more likely to be civically engaged. This is where some of Arizona's characteristics, in addition to the mobility of the population and fluctuations in trust, may be dampening civic engagement and leadership. For example:

- Fewer than four of 10 Arizonans were born in the state.

- Arizonans told survey researchers that they trusted local elected officials least among six public and private institutions, to act in the best interest of their communities (Morrison Institute, 2008)

- Approximately one in five Arizonans lives in poverty (U.S. Census, 2011).

- Arizona households earn less than the national median (U.S. Census, 2010).
- Just a quarter of Arizonans over age 25 has a college degree (U.S. Census, 2010).

A further look at the number of Arizonans doing the activities along the civic engagement continuum underscores that the potential for civic engagement among 6.4 million Arizonans is yet to be realized, even though some scholars have pointed to the informal nature, and thus underreporting, of civic engagement in some, notably minority, communities.

A Philanthropic Choice to Address Civic Leadership

Private philanthropies, such as the Flinn Foundation, have been known primarily for their grant making. However given the Flinn Foundation's statewide experience, the civic leadership research, and the potential for improving the state's civic culture for the long run, the Foundation decided the best course was to add civic leadership and engagement to its established programs in the biosciences, arts and culture, and scholarships. In designing the Arizona Center for Civic Leadership, the Foundation used the lessons learned from its other programs. The philanthropy's resources allow it to make long-term commitments, find and try innovations based on research, and focus on the entire state. The ability to convene potential partners to collaborate fosters multi-institution efforts to achieve shared goals.

Arizona Center for Civic Leadership Components

With the approval of the Arizona Center for Civic Leadership by the Board of Directors and the addition of the Tucson-based Thomas R. Brown Foundations as a partner, the 45-year-old Flinn Foundation made its implicit commitment to developing the state's civic leadership capacity explicit. The Arizona Center for Civic Leadership, formed in 2010, has three components, including:

- *The Flinn-Brown Civic Leadership Academy*—Designed for Arizonans who want to focus their civic leadership at the state level, the academy develops potential members of state boards, commissions, or advisory councils, elected officials, policy advisors, and state government executives. The intensive academy combines information about current issues with the practical leadership and public policy skills needed to get things done. An applied program that emphasizes the value of public service and fact-driven decision making for the common good, the Flinn-Brown academy has Spring and Fall sessions per year for approximately 25 Arizonans. These Fellows are selected competitively and come from all perspectives and walks of life. The Fellows learn from more than 60 presenters with expertise and experience in public policy and state government and are matched with an advisor from the public or private sector. The academy is differentiated from other leadership programs by its focus on the state-level and its combination of policy and political analysis.

- *The Arizona Civic Leadership Collaborative*—The statewide collaborative seeks to serve as a statewide resource and convener for the numerous organizations interested and involved in strengthening civic leadership and engagement. The first-ever directory of local and regional leadership programs was its initial accomplishment. The development of a network that allows Arizonans of every age and life stage to learn about and be civically active is expected to be its next focus.

- *Community Outreach and Public Awareness—Civic Leadership News,* the Center's monthly electronic digest, is just the first step toward a broad effort to increase Arizonans' awareness of the importance of civic leadership and help to expand residents' engagement.

Regular evaluations will track the program's impact and the work of those associated with it. The Center's first year showed the enduring power of partnerships, while highlighting that learning and leading go hand in hand. Getting the Center up and running also points out how much there is to do. The next areas to tackle include developing the civic engagement network so that Arizonans of all ages can contribute; building collaborative efforts so that best practices and sufficient resources are in place; and continuing to support the development of the Flinn-Brown Civic Leadership Fellows.

Some call the Arizona Center for Civic Leadership a civic infrastructure project. Others call it a public policy laboratory. Still others see it as a natural step after years of philanthropic investing. It is most accurate to call it a work in progress as it seeks to prepare Arizona's future leaders and develop its civic culture.

Figure 2: Arizonans' Civic Engagement

It is difficult to determine exactly the intensity with which Arizonans are engaged in these general activities since there are many definitions and ways of deciding what does and does not "count." The data from the *Arizona Civic Health Index* and Arizona Indicators provide a general sense of how Arizona is doing in these areas even though there may not be a direct match between the source of the activities and the sources of data.

Informal/Private Individual Action ← → Formal/Public Collective Action

Community Activities	Helping a neighbor	Contributing to a charity	Membership in a religious, fraternal or community group	Occasional or episodic volunteering	Sustained, intensive service
	18%[1]	51%[2]	32%[3]	24-33%[4]	200 Hours[5]
Political Activities	Engaging in a political discussion with friends	Voting	Advocating for a policy	Active participation in a party or interest group	Running for public office
	27%[6]	49%[7]	10%[8] 9%[9]	8%[10] 1/3 1/3 1/3	71,000[11]

Source: Adler and Goggin, What is Civic Engagement? Adapted from David Crowley, Social Capital, Inc., Journal of Transformative Education

[1]The action of "do favors for neighbors" is reported as "frequently." *Arizona Civic Health Index 2011,* Center for the Future of Arizona and National Conference on Citizenship. (Figures from this source have been rounded to the nearest whole number.) The Arizona Civic Health Index is produced nationally by the National Conference on Citizenship and CIRCLE, the Center for Information and Research on Civic Learning and Engagement, a national research organization based at Tufts University. The data come from the federally sponsored Current Population Survey. State-specific reports, such as Arizona's, are extensions of the national study. See www.ncoc.net for more information on methods and caveats for interpretation.

[2]Made charitable contribution of $25 or more among ages 16+. *Arizona Civic Health Index 2011* Center for the Future of Arizona and National Conference on Citizenship.

[3]Belong to one or more groups, such as school, neighborhood or community associations, service or civic associations, sports or recreation associations, religious institutions, and others, among ages 16+. *Arizona Civic Health Index 2011* Center for the Future of Arizona and National Conference on Citizenship.

[4]Volunteering among Arizonans ages 16+. Data on this measure varies from survey to survey. For example, the *Arizona Civic Health Index 2011* Center for the Future of Arizona and National Conference on Citizenship studies pegs volunteering at 24% while the data available from Arizona Indicators puts it at a third of Arizonans. The range is presented to prevent confusion.

[5]Of those who volunteer, the average annual service is about 200 hours. *Arizona Giving and Volunteering Survey, 2009,* Arizona Indicators.

[6]"Discuss politics with family, friends" is reported as "frequently." *Arizona Civic Health Index 2011,* Center for the Future of Arizona and National Conference on Citizenship.

[7]The figure is for the 2010 mid-term election, based on the number eligible to vote. *Arizona Civic Health Index 2011* Center for the Future of Arizona and National Conference on Citizenship.

[8]One out of 10 Arizonans contacted a public official. *Arizona Civic Health Index 2011* Center for the Future of Arizona and National Conference on Citizenship.

[9]Nearly the same number participated in a local meeting. *Arizona Civic Health Index 2011* Center for the Future of Arizona and National Conference on Citizenship.

[10]Slightly fewer reported playing a leadership role in an organization, according to the *Arizona Civic Health Index 2011* Center for the Future of Arizona and National Conference on Citizenship. Arizona's voter registration, according to the Secretary of State's office is now essentially a third, a third, and a third among Republicans, Democrats, and Independents.

[11]School boards, city councils, legislators, state-level officials, boards of supervisors, and special district officials are just some of the more than 1,000 elected positions in Arizona. Some races go uncontested each election cycle while others have numerous candidates.

Compiled by Arizona Center for Civic Leadership

Exploring the Civic Infrastructure

Chapter 8

Overview of Government and Citizen Engagement

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- Citizen engagement is about the direct involvement of people in their communities and there are a wide range of tools and approaches available that can be used to effectively engage citizens.

- Engagement can be viewed as the "right" thing to do as well as the "smart" thing to do.

- Research has shown that effective citizen engagement can foster a greater sense of community, engender trust, enhance creative problem solving, and even increase the likelihood that citizens will support financial investments in community projects.

- It is important to consider *who* is being engaged and *when* engagement should be sought and utilized.

Chapter 8: Overview of Government and Citizen Engagement

James H. Svara and Janet Denhardt, School of Public Affairs, Arizona State University

Citizen engagement is about the direct involvement of people in their communities. It has been defined as the "ability and incentive for ordinary people to come together, deliberate, and take action on problems or issues that they themselves have defined as important" (Gibson 2006, 2). It encourages residents to develop a shared sense of purpose about ways to improve the community. Citizen engagement can be contrasted with one-way exchanges between government and citizens such as voting, information campaigns and efforts to gain voter support for programs and policies. Citizen engagement, on the other hand, focuses on multi-directional dialogue that can revitalize democracy, build citizenship, and reinforce a sense of community.   While one-way exchanges and engagement are different, the two are often connected. Citizen engagement is often built on a foundation of positive exchange experiences that demonstrate a government that shares information, invites input and is receptive to suggestions, and clearly explains what it is doing and why.

Citizen engagement strategies have been used to address a wide variety of community, state and even national issues. As mentioned and illustrated throughout this report, citizen engagement approaches have been successfully used to frame and determine budget priorities, design parks, enhance sustainability, redistrict voting boundaries, improve public safety, clean and maintain public spaces, address community conflicts, and plan for the future of public education.

Citizen engagement requires a great deal of creativity, energy and commitment to succeed. But the effort appears to be worth it: research has shown that effective citizen engagement can foster a greater sense of community, engender trust, enhance creative problem solving, and even increase the likelihood that citizens will support financial investments in community projects. Because of these benefits and advantages, many communities are looking for opportunities to encourage citizen engagement.   As discussed throughout this section of the report, governments, citizens, nonprofits, neighborhood groups, and others can and do initiate civic engagement. This chapter however, focuses attention specifically on ways that *governments* can foster engagement with and among citizens. Local governments are increasingly turning to citizen engagement activities as a way to build community identity and solve community and neighborhood issues.

Why Citizen Engagement?

There are many reasons to foster citizen engagement, but most can be boiled down into two main categories: it can be viewed the "right" thing to do, and it can be seen as the "smart" thing to do. The first group of arguments centers around the idea that we should foster citizen engagement because it is the "right" thing to do according to democratic ideals and our desire to build a sense of community identity and responsibility. Seen this way, it is less about solving a particular community problem than it is about providing a vehicle to help individual community members become "citizens" in the highest sense of the word.   Citizens can be defined as people who have a concern for the larger community in addition to their own interests and are willing to assume personal responsibility for what goes on in their neighborhoods and communities. From this perspective then, building citizenship is not about legal status or rights, it is about inculcating a way of thinking and acting that is characterized by openness to opposing ideas, collaboration, and a sense of responsibility to others. It can promote a sense of belonging, community pride and attachment.

The second group of reasons for fostering citizen engagement suggests that it is both "smart" and practical.   This perspective is based on the idea that local governments cannot solve community problems alone. It assumes that in some situations, citizens are in the best position to come up with a solution to a problem, resolve a conflict, and share information with other citizens to achieve their cooperation. In addition, engagement is practical because it can increase citizens' commitment to support the course of action that is developed.

Alternative Approaches

Perhaps in the best of all worlds, the "right thing" and the "smart thing" reinforce each other in order to promote shared "ownership" of problems and a willingness to contribute to their solution. Citizens engage in differing levels of the decision-making processes that create goals and priorities, set policies, and/or solve problems as well as involvement in delivering services and meeting community needs. Citizen participation and engagement can range along a continuum from one-way exchanges such as newsletters, complaint lines, and simple polling, to multi-directional dialogue and activity such as in the case of citizen juries, neighborhood-based activities, and town halls. A presentation of the continuum of involvement in making decisions and delivering services is provided at the end of this chapter.

Some of the engagement approaches that have been used include:

- Surveys, Citizen Panels, and Focus Groups are used to measure preferences and solicit opinions, and are sometimes even used as a basis for an ongoing dialogue about a particular problem or issues.

- <u>Educational Programs</u> offer opportunities for citizens to interact with and learn more about their communities through programs such as citizen academies and information campaigns.
- <u>The Internet and Social Media</u> such as websites, blogs, Twitter, and other technologies provide tools that can be used in all of the dimensions of engagement and in communications within communities.
- <u>Deliberation</u> can be used in community decision-making dialogues, community forums, and study circles to enable participants to increase their awareness of the perspectives and life experiences of others and develop shared solutions to problems.
- <u>Service delivery and performance measurement</u> is an arena where citizens can partner with governments, nonprofits, and other organizations in co-production of a service, volunteer efforts, or neighborhood improvement projects as well as developing performance measurements to evaluate the effectiveness of a service or program.
- <u>The Arts</u> are a particularly good way of reaching previously uninvolved citizens and encouraging them to draw on their own experiences and creativity to express thoughts and ideas that might otherwise be too difficult to communicate.
- <u>Neighborhood organizations and Home Owners Associations</u> have emerged in many U.S. cities and towns as tools of citizen engagement and self-governance

Citizens and officials should be aware that some types of citizen participation are mandated by law. For example, according to Arizona Revised Statutes, a public hearing is required on any proposed zoning ordinance that a municipality is considering.[1]

What appears to be most important from a citizen's perspective and from the standpoint of attaining ongoing engagement is not the strategy employed, but what happens when citizens voice their preferences. For citizens, there are two questions that are paramount: Did the government listen and take action based on what they heard from us? Was it worth my time and effort?

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[1] See ARS 9-462.04. These requirements apply when the city or town has a planning commission or a hearing officer. The statutes also specify the notice that has to be given before the hearing and when and how the notice must be provided. See http://law.onecle.com/arizona/cities-and-towns/9-462.04.html (accessed March 2, 2012).

Who Are We Trying to Engage?

Another important issue in designing citizen engagement strategies is deciding *who* we are trying to get to participate in governance. Not surprisingly, our answer to the question of why we want citizen engagement influences who we want to participate. A key question is: who counts as a "citizen?"

The question of who is a citizen can be a complicated one, not only because of legal issues, but also in terms of what we intend to accomplish. Defining citizens as taxpayers with legal status may be sufficient if the goal is to attempt to avoid short-term voter opposition to a particular policy. If, however, the goal is to engage citizens in solving neighborhood-based problems, to build responsible citizenship behavior, or to pursue democratic ideals in the longer term, the notion of defining citizenship as a legal status makes much less sense. In the area of public safety or education, for example, the exclusion of those without legal status may sacrifice the success of local programs and policies. Obviously, if we want participation to foster good citizenship and increase the number of people who are engaged with and committed to their community, the more inclusive we would want to be in citizen engagement efforts.

Tools Can Be Used Effectively and Ineffectively

There is not a single correct way to promote citizen engagement or a single stage in the community decision-making process when it occurs. Some methods are short-term initiatives and others are ongoing. Whether citizen engagement is sought as the "right" or the "smart" thing to do, there are some issues, topics and times that are better suited to the use of certain approaches over others.

A fundamental point is that citizen engagement involves actual dialogue rather than simply an exchange of information. The basic test of engagement is whether citizens have the opportunity to discuss ideas or efforts with other citizens and officials to better understand each other. For example, a well-publicized series of roundtable discussions in Decatur, GA, in multiple locations, succeeded in getting over 700 citizens to take part. These meetings were organized in ways that encouraged participants to look at issues more broadly and learn from each other and officials about how to address it.

 In contrast, a task force in a city recently held sessions in multiple locations that were billed as opportunities for citizen engagement to discuss a sensitive issue involving frictions between residents and the police. However, the typical session with approximately twenty participants was run as if it were a public hearing with a task force member chairing the session and a staff member taking notes. Five or so people spoke, most of whom wanted to make complaints about police treatment. There was no opportunity to talk in small groups or to pose larger questions such as: What kind of community do you wish to create? How

can citizens and police officers contribute to creating that community? What kinds of actions by citizens and officers interfere with creating that community? Nor was there an opportunity to brainstorm about ways to improve police-community relations. It is likely that both the representatives of the staff and the citizens who attended the session went away frustrated and feeling that the city or the residents were not interested in constructive action. An opportunity for engagement had been missed.

When Should Citizen Engagement be Sought?

Not all community decisions require citizen engagement, and some required citizen participation may not promote engagement. The first factor to consider is the degree to which the problem is structured or unstructured. A structured problem is one for which information is available, and alternatives and expected outcomes are known. In these situations, not only may there be less of a need to engage the public in the decision making process, but citizen involvement may be shallow and ineffectual in helping citizens learn from each other and form attachments to the community. With structured problems, citizen participation can be important in understanding or choosing the alternatives to be pursued and developing shared commitment to act, but it is less important in defining the problem or identifying alternatives. If, however, the problem is unstructured, information is lacking, there is conflict or controversy, and/or citizen acceptance is needed for legitimacy and effective action, citizen engagement efforts are more often appropriate, necessary, and effective (Thomas 1993; Walters, Aydelotte, and Miller 2000). As Roberts (2008) points out, complicated and intractable problems "require trade-off and value choices" and the only way to successfully address them is through more, rather than less participation and greater opportunity for deliberation.

Holding a public hearing on a change in the zoning ordinance may comply with the citizen participation required by state law, but it does not necessarily meet the engagement needs in a given situation. Citizens may want to request, or city officials may choose, to facilitate discussions between a developer and residents of the area impacted by a project in addition to the required public hearing over a zoning change. Through these discussions, the developer might change plans to meet the concerns of nearby residents. Whereas hearings are a method of exchange, discussions between residents, the developer, and city officials promote engagement.

The complexity of the issue can also be related to another factor: time constraints. If an issue, even a complex one, must be decided in a very short time frame, it may not be well-suited to a broad-based public engagement process. However, it is sometimes easy to over-estimate the degree to which an issue is time-limited. Besides, there are often time constraints on both decision making and implementation, and they may be inversely related—time saved on the decision making process by limiting involvement may slow implementation if disagreements arise while projects are being carried out.

The willingness of citizens to come together to address a complex problem will depend in part on the prior relationship building that has occurred over the years. Perhaps the most important factor to be considered is whether decision makers are willing to listen and take into account the result of citizen engagement processes in decision-making. A guide to citizen engagement prepared by the Swedish Association of Local Authorities and Regions, states "citizen dialogue must be meaningful . . . people must know that they are being listened to, and get feedback on how their views have been taken into account."

To assess the possibilities for citizen engagement in your community, here are some questions to consider:

- What issues should we be talking about to gain a better-shared understanding and commitment to action?
- Who should be involved in the discussion? Everyone can be welcome, but are there certain individuals, organizations, or groups that should definitely be included?
- How should discussions be organized? For example, is the focus on deliberation and getting to know each other better in the process of working on a common project?
- Who should initiate the discussion? Who is the best "convener" who will help insure good participation and open sharing of ideas? Sometimes governments initiate the process but ask a community organization to be the convener.

Public Involvement Spectrum in Local Governance

The involvement of citizens in governance can take many forms as we have discussed. The following table organizes them according to the focus—making policies such as creating a new ordinance on redeveloping properties in neighborhoods or delivering services such as providing recreational services—and the degree of involvement, that is, whether citizens are simply receiving information or providing input in a one-way exchange or are they being engaged in ways that permit them to interact with each other and with officials. The categories can be used for purposes of classification and evaluation. For example, if a city government conducts a citizen survey, it is "consulting" in the sense that it is seeking input from citizens. If the city suggests that the survey engages citizens, one could evaluate the claim by saying that a survey only allows the one-way exchange of individual citizens' views with the government. Real engagement could be achieved, however, by focus groups of citizens who meet with officials to assess the results of the survey and help interpret the results. The table also offers a reminder that citizens can be engaged not only in shaping new policies but also by coming together to work on shared concerns like a neighborhood cleanup campaign.

Another use of the categories is to suggest approaches that residents and officials in a city might want to consider. For example, would it be useful to explore ways to involve citizens as volunteers in providing services? If so, what kinds of services would be best suited for volunteers and how might a community volunteer program be organized?

Table 1: Varieties of Citizen Involvement*					
	Exchanges with Citizens		**Citizen Engagement**		
Interaction in policy making>	**Inform**	**Consult**	**Include/ Incorporate****	**Collaborate**	**Empower**
Goal: Decision-Making and Problem-Solving	Provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities, and/or solutions	Receive and respond to resident comments, requests, and complaints

Obtain public feedback on analysis, alternatives, and/or decisions | Work directly with residents throughout the process to ensure that public concerns and aspirations are consistently understood by staff and the public and considered | Partner with residents in each aspect of the decision including the identification of issues, development of alternatives, and the choice of the preferred solution | Place final decision-making authority or problem-solving responsibility in the hands of residents |
| Interaction in service delivery> | **Provide/ Enforce** | **Consult** | **Include/ Co-produce** | **Collaborate** | **Empower** |
| Goal: Service Delivery and Addressing Community Needs | Provide services and enforce laws and regulations | Receive and respond to citizen requests and complaints

Obtain public feedback on quality of or satisfaction with services | Involve residents in deciding which services to evaluate and in assessment of results

Involve residents as volunteers and in production of services | Partner with residents in determining service priorities and taking actions to achieve objectives, e.g., crime watch

Partner with non-governmental organizations | Place final responsibility for meeting a community need in the hands of residents or assumption of responsibility by residents |

Reprinted from James Svara and Janet Denhardt, *The Connected Community: Local Governments as Partners in Citizen Engagement and Community Building.* Alliance for Innovation, 2010.

*First row adapted from "Public Involvement Spectrum" in Lukensmeyer and Torres (2006, 7, Table 1) who in turn credit the original work of the International Association for Public Participation (IAP2) in developing the scale.

**The term "engage" is used for this column in Lukensmeyer and Torres.

Engagement in Action: The Maricopa Association of Governments—Regional Plan to End Domestic Violence

Cassandra O'Neill and Sarah Griffiths, Wholonomy Consulting

The Maricopa Association of Governments' (MAG) Regional Plan to End Domestic Violence provides a blueprint for continuing to make a difference in the lives of individuals and families seeking to escape violence. The landscape of domestic violence has changed dramatically over the past 10 years, especially in the wake of the recession. Funding for domestic violence providers has been drastically reduced while case managers are reporting their clients are experiencing an increase in intensity and complexity of abuse. Job loss and home foreclosures are increasing the severity of financial strains experienced by many families throughout the region. This new environment provides plenty of uncertainty, but it also presents a unique opportunity to reassess how to work better together as a region to address domestic violence.

The MAG Regional Domestic Violence Council was developed to reduce the incidence of and trauma associated with domestic violence in the MAG region. The Council coordinates initiatives with community partners and municipalities in accordance with the regional plan. Survivors of domestic violence, advocates, and community partners guided the development of the plan, and ultimately, the Council's work.

The MAG Civic Engagement Process

For MAG, one goal of the process was to engage a diverse group of stakeholders to both collect information that could inform the development of the roadmap and also ensure broad participation in the planning summit.

In advance of the summit itself, more than 150 individuals took part in Appreciative Inquiry interviews. These interviews of both domestic violence survivors and professionals focused on gleaning information about supports that are effective and focused on what success in the system looks like and could look like in the future. The themes that emerged were brought into the planning of the summit so that the ideas, responses and information produced from them would be represented in the plan.

The summit was highly interactive, with participants engaged in paired and small group discussions. Through the use of World Café and Open Space Technology facilitation methods, participants were invited to spend their time discussing issues that related to their passion and expertise. The resulting innovative ideas generated for continuing meaningful work are captured in the plan's strategies and action plans. The strength of this plan lies in the diverse perspectives of those who participated in this process. The MAG Regional Plan to End Domestic Violence represents the collaborative work of many advocates, professionals, and survivors devoted to ending domestic violence in the region.

This document serves as the next regional plan to end domestic violence. The expected outcomes of the plan will involve addressing sustainability of funding, raising awareness and education, enhancing multi-disciplinary coordination, and strengthening long-term supports to increase survivor safety, hold abusers accountable, and trim costs through streamlined processes.

The Council's work has positively impacted the region's ability to respond to domestic violence.
   - Additional shelter beds are now available to help meet the demand for safety.
   - Employers are more active in addressing domestic violence in the workplace. Teens are connected to an online resource about dating violence.
   - First responders and healthcare professionals receive training about identifying potential domestic violence victims.
   - Efforts are underway to increase survivors' access to legal help. Countless lives have been saved by the work of the MAG Regional Domestic Violence Council in partnership with dedicated community partners.

The MAG Regional Plan to End Domestic Violence provides a roadmap for continuing an impactful regional response to domestic violence. Many dedicated community partners participated in the plan development process.

Exploring the Civic Infrastructure

Chapter 9

Civic Engagement and Participatory Governance

Daniel Schugurensky

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- In "ballot box democracy," citizen participation is sporadic, and citizens are perceived as consumers rather than as partners of government. In this situation, the few avenues for citizen involvement that do exist seldom go beyond information and consultation.

- Participatory governance refers to democratic spaces of deliberation and decision-making that allow people to influence policies and share control on matters that affect them.

- Participatory governance can make a contribution to revitalizing democracy by reducing public alienation with democratic institutions as well as the feelings of disconnection that people have with government and with their own communities.

Chapter 9: Civic Engagement and Participatory Governance

Daniel Schugurensky, School of Public Affairs, Arizona State University

When it comes to people engaging with government, many contemporary societies share three related features. First, people's participation is sporadic; it is usually limited to voting every few years. In this kind of "ballot box democracy", there is little citizen participation in between elections. Second, government tends to perceive citizens as consumers rather than as partners and consequently affords them few opportunities to share their time, expertise, and ideas to make a contribution to the common good. The few avenues for citizen involvement that do exist seldom go beyond information and consultation. Third, when active participation occurs, it tends to be around controversial issues, attracting the most polarized viewpoints and creating a confrontational atmosphere. People's dissatisfaction with this model of democracy can be observed, among other things, in decreasing voting turnouts, in a number of international opinion polls that reveal high levels of cynicism, disengagement and distrust, and in the proliferation of protests that took place in 2011 in many parts of the world.

At the same time, there are people and governments in many places who are concerned about the gap between the ideal and the reality of democracy and who believe in the importance of citizen participation in public affairs and in the need to complement the *institutions* of representative democracy with *processes* of participatory democracy. For this reason, in the last decade there has been a slow but steady growth of participatory governance experiments, particularly at the local level, where people have the possibility of deliberating and affecting decisions.

This chapter is organized in three sections and a conclusion. The first section presents evidence of a so-called 'democratic deficit' and connects it to some of the limitations of the traditional 20ᵗʰ century model of governance. The second section introduces and explores the concept of **participatory governance**, and observes that today there is a growing interest in moving towards genuine processes of deliberation and decision-making. The third section explores the justifications and main arguments for participatory governance. Finally, the concluding remarks outline some challenges that can undermine the proper implementation of participatory governance and summarize its main potential contributions to democracy.

Overall, this chapter suggests that participatory governance can make a contribution to revitalize democracy in the 21ˢᵗ century by reducing public alienation with democratic institutions as well as the feelings of disconnection that people have with government and

with their own communities. Although participatory governance is not a magic bullet that can solve all the problems of democracy, it can help to open more democratic spaces for deliberation and decision-making, improving the quality of democratic processes, the quality of decisions, and eventually the quality of life in our communities.

The 'Democratic Deficit' and the 20th Century Governance Model

In many parts of the world, it is possible to observe a general dissatisfaction with the quality of democracy. In one of the largest surveys of public opinion on this topic (50,000 people in 68 countries) conducted by Gallup/BBC in 2005, less than half of those polled (47%) said that elections were free and fair in their country. On all continents, the majority of participants expressed dissatisfaction with modern government. The survey also found that politicians are generally the least trusted group: globally, only 11% trust politicians – less than military, religious, and business leaders.

Such low public confidence in political actors and democratic institutions is also observable in the USA, where recent polls revealed that half of interviewees (53%) have lost confidence in the people who are running for or hold elected office, and only 10% have a positive view of the Congress, a record-low. These perceptions, together with little confidence in the impact of voting to change policies, help explain decreasing voter turnouts and overall disengagement from the political system. They also help to explain, at least partially, the emergence of grassroots movements like the Tea Party and the Occupy Movement which, from opposite sides of the political spectrum, share a common frustration with politics and the performance of political institutions. In Arizona, the situation is particularly worrisome as the aforementioned Gallup survey commissioned by the Center for the Future of Arizona found (see Chapters 2 and 7).

Part of the problem is that not many municipalities provide significant opportunities for meaningful civic involvement in local affairs. In most cases, they still implement a traditional model of public participation in which citizens are seen as consumers and recipients of information rather than active collaborators with government in shaping policies and programs (Fung and Wright 2003, CIVICUS 2006, Lukensmeyer and Torres 2006). This model of public participation often focuses on consultations and public hearings that tend to attract only a handful of participants who are not representative of the entire community ("the usual suspects") and are allowed to participate only through short monologues (e.g. 3-minute deputations), with little dialogue, mutual listening, and compromise taking place.

Peterson et al. (2011, p.5) report that this old model of public engagement was described by the late senator Daniel Patrick Moynihan as "the device whereby public sector officials induce non-public individuals to act in a way the public officials desire" and that another government official pointed out that this model is based on the three principles of "involve, inform and ignore". Admittedly, this situation is not always due to lack of interest or

commitment on the part of public administrators. In some cases, even if they want to implement more open and participatory models, they cannot do it because they are constrained by restrictive laws, norms, and procedures.

Sometimes, drastic and controversial changes in policies, programs or services do lead to large and lively meetings in which citizens have real possibilities to influence decisions. However, these meetings are normally attended only by those who are strongly in favor or against the proposed changes, and the government often takes a "decide, announce, and defend" approach (Leighninger 2006:119). As a result, the meetings are often confrontational and have high potential for conflict, frustration, and resentment. In such a hostile context, it is not infrequent that citizens and government officials see each other as adversaries. Increasingly, however, more citizens are interested in developing genuine collaborations with government, and more local governments are looking at citizens as partners and as assets who can help solve problems by channeling their collective intelligence in creative ways. This double dynamic is generating a variety of participatory governance experiments.

Participatory Governance in the 21stCentury: The return of an old idea

For the purposes of this discussion, *participatory governance* refers to democratic spaces of deliberation and decision-making that allow people to influence policies and share control on matters that affect them. Participatory governance has two main expressions: self-governance and co-governance. *Self-governance* refers to the democratic structures and processes set in place by a particular group, organization, or institution in order to make decisions without direct intervention from external authorities. This type of participatory governance is based on shared leadership rather than top-down managerial approaches and can be observed in a variety of community organizations, institutions, and workplaces. *Co-governance* refers to structures and processes of collaboration and co-ordination between two or more groups, organizations, and institutions to make decisions. For example, in the case of workplaces, governance is shared by management and workers. In the case of local governments, governance is shared by public officials and residents.

While this may sound like a radical utopia, it is certainly not a new idea. Consider Ancient Greece, where a remarkable experiment in participatory governance took place over 2,500 years ago. Citizens regularly gathered at the Assembly to make proposals, listen to each other, discuss, and pass legislation on issues that related to every aspect of Athenian life. Unlike other societies of that time period, decisions were not taken by kings or despotic rulers, and not even by an elite of representatives, but directly by citizens themselves. Although not everyone had citizenship rights (women, slaves, and foreigners were excluded), all those who were citizens, despite their economic status, could participate and make proposals on the governing of the city.

Closer to home, participatory governance has historically been practiced in North America by indigenous communities (most notably the Six Nations) and in the early 1830s, in his famous book *Democracy in America*, French political thinker Alexis de Tocqueville expressed his admiration for the associative democracy that he found in American townships. He described how people managed to govern themselves through a system of "continual gentle political activity" that joined narrow expressions of self-interest with the common good.

Today, at the beginning of the 21st century, participatory democracy is experiencing a renaissance, with growing interest in the topic and a great variety of democratic experiments being implemented in all continents. For instance, in *Beyond the Ballot:* 57 *Democratic Innovations from Around the World*, University of Southampton Professor Graham Smith (2006) examined a wide range of effective and creative democratic practices in electoral processes, consultations, deliberations, co-governance, and e-democracy. In the U.S., participatory governance is expressed in many different ways, including public deliberation about ballot initiatives in Oregon (Citizens' Initiative Review), citizen deliberation and decision-making on budget allocations for investments in infrastructure (Participatory budgeting) in Chicago and New York, and resident participation in fund allocations to human service organizations (Agency Review) in Tempe.

Why Participatory Governance?

As suggested in other chapters of this report, there are at least four main reasons to justify participatory governance. The first is based on notions of ***political justice***, which includes the principle that people should have the opportunity to have a say about matters that affect them. If democracy is the government of, by, and for the people, everyone has the right to be involved in the shaping of institutions, policies, and decisions in the communities where they live. From a political justice perspective, participatory governance is important because it enhances the quality of democracy, builds community, and empowers citizens (Svara and Denhart 2010, Catlaw and Rawlings 2010).

A second reason is based on claims of ***efficiency***, and it is premised on the argument that when people participate in deliberation and decision-making about problems in their communities, they usually come up with more sensible and creative solutions than those made by an elite few (Surowiecki 2004). In 2009, Arizona State University Professor Elinor Ostrom won the Nobel Prize in Economics precisely by demonstrating that common resources are best managed when their actual users set the rules and regulations. She observed that when ordinary people deliberate and make decisions together about issues that affect them, they use their associative intelligence in efficient and productive ways to solve problems and improve their communities. She concluded those who experience a situation on daily basis have relevant local knowledge that can make a significant contribution to address problems effectively.

A third reason is that participatory governance improves ***accountability*** and makes government more ***responsive*** to the public, thus reducing the margin for political patronage, lobbyism, and bias.

A fourth reason is that participatory governance provides opportunities for people to develop the skills and ***civic capacities*** necessary for democratic decision-making. According to this argument, people's participation in making decisions that affect them develops responsible social and political action, and also helps develop knowledge about the working of government, democratic dispositions, and deliberative skills. In other words, one of the best ways to learn democracy is by doing it.

Last but not least, a fifth reason is that participatory democracy enhances the ***legitimacy*** of the system. The argument is that when people participate in deliberation and decision-making processes that are perceived as genuine and fair, they are more likely to accept those decisions, even if they didn't support them in the first place. Likewise, as residents gain new knowledge about government, they develop more trust in government; as they learn more about the trade-offs in government programs, they are less likely to demand more services while eschewing taxes.

Concluding Remarks

Participatory governance cannot occur in a vacuum. As has been previously discussed throughout the report, for these kinds of initiatives to happen, certain basic enabling conditions have to be present. Among them are access to good information, a diversity of viewpoints, a disposition to listen to those who have different ideas, a safe space to express opinions, and an agreed-upon mechanism to move from individual judgments to collective decisions.

Civic engagement is both an input and an output of participatory governance. Participatory governance works best when residents are engaged with each other and with their local government. Conversely, good processes of participatory governance result in higher levels of civic engagement, both in terms of quantity and quality. Together, civic engagement and participatory governance generate more collaborative public action and a government that is closer to the needs and aspirations of the community. Through participatory democracy, people and government work together to find solutions to issues of public concern, and translate those solutions into actions.

Effective implementation, of course, should not be taken for granted, and can be limited by several challenges. Among them are the exclusion of marginalized groups, asymmetries in the access to information, co-optation of the process by powerful groups, scalability, lack of diversity, poor deliberative processes, unfair decision-making procedures, manipulation, tokenism, and meeting fatigue. Some of these challenges are more difficult to overcome than others, but none of them is necessarily insurmountable, and need to be acknowledged in the design, implementation and evaluation of the process.

Participatory governance is not a magic wand that will solve all the problems of democracy. However, it can make a modest contribution to improving the quality of democratic processes and outcomes, and to reduce cynicism and disengagement in political and civic affairs. Today, people are better informed about issues than in the past and many desire to contribute to the betterment of their communities through collaboration with the government. However, they often face difficulties finding appropriate and welcoming avenues to channel their interest for participation. This calls for the development of a civic environment that engages citizens in meaningful and enjoyable ways. Indeed, with participatory governance, citizens gain opportunities to express their ideas, interact with others in applying their intelligence to solve problems, and feel ownership of decisions that impact their lives. Public officials also benefit by adding more creative problem-solving capacity to their repertoire, engaging citizens as partners rather than adversaries, increasing their knowledge of local issues, and finding common ground on controversial issues. Moreover, participatory governance often nurtures community revitalization, civic pride, community empowerment, organizational capacity, and the development of democratic leaderships and a deliberative political culture. In sum, participatory governance brings together the best traditions of civic engagement, community building, and good governance through the creation, consolidation, and refinement of participatory institutions and processes. As John Dewey noted, "the cure for the problems of democracy is more, and not less, democracy".

Section III

Exploring the Civic Infrastructure

Chapter 10
Education for Civic Engagement

Arnold Danzig
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- Throughout history, one of the expectations for public education has been to provide individuals with the knowledge, dispositions, and skills necessary to participate in public life.

- Civic engagement is enhanced when schools prioritize open inquiry and free interplay of ideas and schools contribute by creating environments, i.e., school structures, processes, and curricula, that respect the rights of all.

- Schools also contribute to citizenship by providing opportunities to engage in public discussions and debates where one's narrower interests are held up to scrutiny of a larger and wider community.

Chapter 10: Education and Civic Engagement

Arnold Danzig, School of Public Affairs, Arizona State University

The Civic Mission of Schools

Since Colonial times, one of the goals of education has been to provide youth with the knowledge, skills, and dispositions that are required to engage with others in meaningful ways. Puritan ministers urged followers to create a good society (defined as a religious commonwealth) and passed laws requiring reading and writing, "to ensure not only that individuals read the Bible and religious tracts but also that they became good workers and obeyed the laws of the community." Thomas Jefferson argued that education and schooling should provide the average citizen with the tools of reading and writing, to improve the human condition by adding to the accumulation of knowledge across time and generations (Spring, 1986, p. 2; 41).

Like Jefferson, John Dewey's vision for democracy viewed the ordinary individual as capable of participating in the economic and political decisions that determined their fates (Robertson, 1992).   Dewey (1933) proposed that people learn by holding their experiences up to experimental scrutiny and that civic capacity is enhanced as people deliberate, take actions, and reflect on their actions. For Dewey, the goal was for individual citizens to participate in the economic and political decisions that determined their fate. Schooling would be the place to"...retain all youth under educational influences until they are equipped to be masters of their own economic and social careers" (1916, p. 98).

The discussion of how education contributes to civic engagement is important for understanding how schools have developed in the United States. Conflicts can be found between those who wanted to use education to maintain a particular view of society (thereby extending power and influence), and those seeing education as a way of improving the life conditions for all people (Curti, 1959). Differing conceptions of the role of education and its impact on the human condition have shaped the development of laws around education and the extension of schooling into the lives of children and families. The Massachusetts Law of 1642, required investigation of the ability of children to "read and understand the principles of religion and the capital laws of the country" (Cubberly, 1934 cited in Spring, 1986). In *A Bill for the More General Diffusion of Knowledge* (1779), Jefferson proposed tuition-free education for children to be taught reading, writing, and arithmetic as the basic education of the citizens of the new republic (Spring, 1986, p. 41). Dewey viewed education as a "means for binging people and their ideas and beliefs together, in such ways

as will lessen friction and instability, and introduce deeper sympathy and wider understanding" (Dewey, 1902, cited by Spring, 1986, p. 159). The extension of compulsory schooling and the growth of the American high school during the 19th and 20th centuries accompanied these debates.

Schooling and Civic Engagement

How then do schools contribute to the ways people learn to act as citizens in a democracy? Lakoff (2002) points out that there are deeply embedded and unconscious ways that people think about what it means to be a citizen and schooling contributes to their understanding how these definitions are formed. In his view, people are not born good citizens, but learn to be good citizens in school and other educative settings. Without purposeful efforts, people take for granted the ways in which personal preferences and self-interest shape their understanding of what it means to be a citizen. Schooling provides ways for people to examine their own assumptions. Schools can foster examinations of the very language and built-in tensions required for civic engagement. Learning to be a citizen involves managing the tensions between egalitarian aims and unequal outcomes (equality and excellence). The deep learning that occurs in school settings pays attention to the language and metaphors that people use to understand and explain their everyday experiences related to civic participation and engagement (Lackoff, 2002; Fischman & Haas, 2012).

The Importance of Reflection to Civic Engagement

The idea that we learn civic engagement in schools draws from the work of John Dewey (1916, 1938) and emphasizes the importance of reflection. Dewey's vision for democracy views ordinary individuals as capable of participating in the economic and political decisions that determined their fates (Robertson, 1992). Dewey (1933) proposes that people learn by holding their experiences up to experimental scrutiny and that civic engagement is enhanced as people deliberate, take action, and reflect on their actions. Rogers (2002) adds that reflection is critical to learning in four basic ways: 1) Reflection is meaning-making; it moves the learner to a deeper understanding of experience and its relationship with and connections to other experiences and ideas; 2) reflection involves systemic, rigorous, and disciplined ways of thinking with roots in scientific inquiry; 3) reflection is part of a community of learners, and best understood in interaction with others; and 4) reflection is an attitude which values the personal and intellectual growth of oneself and others (Rogers, 2002, p. 245).

This view of civic engagement does not ignore conflict. Participation occurs in the presence of conflicts, disputes, and disagreements and participants in civic affairs bring multiple values to their perspectives. For there to be meaningful engagement, all parties must be willing to learn and to learn what informs their perspectives as well as the perspectives of others. Deliberation and democratic social inquiry promote the discovery of new courses of action

and reveal underlying shared interests. In Dewey's view, the educational process could result in the transformation of the underlying conditions that produced such conflict among individuals and groups, making it possible for a common political culture to be established and maintained (Dewey, 1916; Bozeman, 2007).

Democratic Deliberation and Youth Engagement

Schools further contribute to civic engagement in multiple ways. Civic engagement is enhanced when schools prioritize open inquiry and free interplay of ideas. Civic engagement is increased when the commitments and efforts of those who work for the common good are recognized and rewarded. Schools contribute by creating environments, i.e., school structures, processes, and curricula, which respect the rights of all, including the least powerful. Feinberg (2012) identifies one goal of public schools as providing the young with the skills, dispositions, and perspectives that are needed to engage with strangers about shared interests and common fate, about how to contribute and shape the future. A democratic society emphasizes reciprocal (as opposed to hierarchical) relationships among community members, in which authority is understood as authoring oneself rather than directing others what to do. In democratic school settings, learners are best served when they control the conditions of their own learning (Danzig, Borman, Jones, & Wright, 2007).

Another aspect to how schools contribute to citizenship is the opportunity schools provide for engaging in public debate in which one's narrower interests are held up to scrutiny of a larger and wider community. With public debate and public scrutiny (publicity), alternatives are deliberated, social consequences are tested, and the most widely shared public good is identified. School communities that engage in public discussion over what it means to participate actively and meaningfully in community life, and in the educational norms that govern the community, require democratic deliberation (Gutmann, 1995). In her view, deliberation includes the ideal of autonomy to deliberate in a non-repressive and nondiscriminatory environment. In Gutmann's view, democratic settings require that individuals come to public deliberation with an 'open mind.' If people are predisposed in advance, the opportunity for democratic deliberation breaks down and the system becomes ideologically driven. Instead, conflicting interests and the values that underlie them, must be brought into the open in order to be discussed and evaluated. This process requires holding suppositions open to public scrutiny and public deliberation. In this sense, democratic deliberation in schools is directly related to citizenship and civic engagement.

Research also suggests that when youth engage civically, they are more likely to participate civically as adults (Rogers, Mediratta, & Shah, 2012). The educational responsibility of schools is to broaden interests and improve intellectual and communicative skills. Students are empowered by relating personal experiences to broader social and economic conditions including patterns of inequality. Ultimately, schools can help students develop their capacity

for reflection which, as previously discussed, is an important tool for connecting individual experience to the community of practice that facilitates civic engagement.

Schooling and Social Cohesion

One final way that schools contribute to civic engagement is through social cohesion. Schooling is an important location for the development of key social building blocks for a cohesive, multiethnic society. Mickelson and Nkomo (in press) provide a detailed review of research on social cohesion in multiethnic democratic societies. They report that the preponderance of social and behavioral science research finds that a positive relationship exists between attending schools with diverse peers and life-course outcomes consistent with social inclusion in democratic, multiethnic societies. Their review finds that integrated education is positively related to acceptance of cultural differences and lower rates of racial prejudice. Diversity in one's educational experiences in school is an important building block of a more cohesive democratic society, and students' experiences in school are based in contributing to civic engagement.

Conclusion

This chapter provides a brief explanation of the many ways that education and schooling intersect with civic engagement. Changing demographics are part of the story of 21st century schools and communities. Ongoing change means that new stories and narratives are now being written, for people in Arizona, the nation, and around the world.   Schools and classrooms are places where these new narratives play out on a daily basis. Ideally, schools, as sites of formal education, are places where participants are afforded meaningful opportunities to belong, aspire, contribute, and grow, to be inspired and to inspire others. For further information about civic education and schooling, see the Carnegie Corporation/CIRCLE publication, *The Civic Mission of Schools Report* (2003).

Engagement in Action: Vail Unified School District

Cassandra O'Neill and Sarah Griffiths, Wholonomy Consulting

The Vail Unified School District (VUSD), 30 miles southeast of Tucson, encompasses 432 square miles and originally consisted of isolated rural pockets of homes, with no social services, medical facilities, parks, libraries, public transportation, or recreational facilities. Since the early 1990's the VUSD has experienced steady, unprecedented growth and has struggled to systematically unify a diverse and geographically challenged population. Despite the increase in population, services for families remain dismally lacking and because Vail is unincorporated. There is no local government or elected representatives to advocate for community needs.

In 2005, the VUSD was awarded a federally funded Safe Schools/Healthy Students (SSHS) grant. A requirement of the SSHS initiative is to develop goals and strategies in six areas, including a community involvement component.

The Vail Civic Engagement Process

The VUSD SSHS initiative decided to address the need for stakeholder involvement and empowerment by creating a Community Action Board (CAB) to be the "voice of the community." To create this group, a SSHS committee, consisting of grant partners, first identified strong voices in a broad spectrum of the Vail population. This included business owners, sports organizations, parents, teachers, law enforcement, colleges, retirees, youth activity leaders, faith-based leaders, long-time residents and new arrivals, as well as representatives from all different areas of the community. The committee wrote letters, emails, and made phone calls to invite over 250 people to a luncheon to discuss the assets and needs of the Vail community. The School Superintendent welcomed the group and gave an overview of the SSHS grant. After diverse small groups discussed strengths and priority needs of the Vail community, the 130 people who attended were asked if they would be interested in participating in a Community Action Board that would serve as a sustainable driving force for positive change in the Vail community. Over 60 people sent resumes to be selected for the 20 community positions that would join the 8 to 10 SSHS grant and district staff members.

Community Action Board membership was determined by considering a broad spectrum of diversity and expertise. The selected CAB members then developed bylaws and created three subcommittees to address Vail's priority areas: (1) Behavioral Health: advocates for behavioral health services within the Vail community through needs assessment and resource development (2) Youth and out-of-school time: provides information to families about available opportunities and works to create new programs to meet the needs of students and parents. (3) Early childhood: envisions connecting to all childcare providers and preschool programs in the Vail School District to support the development of quality early care and education by providing services and resources. A fourth subcommittee, Strategic Planning and Operations, was created to guide the direction and operation of the CAB.

The VUSD CAB began with sustainability in mind. The plan was to spearhead the development of the CAB and then turn it over to the community members. During the first year and a half, the SSHS grant-paid Executive Director worked with each subcommittee and had a paid staff person co-chair each committee with a committee member. Then the shared leadership changed so that the non-staff committee member chaired the subcommittee and the grant staff person supported them. In the third year, the non-staff committee member chaired and the paid SSHS staff people withdrew completely so that the CAB membership gained total ownership over its governance to ensure that it would be sustained beyond the SSHS grant. This transition of leadership has been successful. The grant funding ended in 2008 and the CAB has been meeting successfully with a full agenda and calendar since then.

Section III

Exploring the Civic Infrastructure

Chapter 11
Nonprofits and Civic Engagement

Patrick McWhortor
Alliance of Arizona Nonprofits

- The very nature of nonprofit organizations reveals the ways in which they are part of the civic fabric of our communities and by which civic engagement is core to their purpose as a sector.

- Nonprofits have played central roles in the engagement of citizens throughout U.S. and Arizona history.

- Future challenges facing Arizona, which require citizens to work together to solve common challenges and pursue their collective public interest, will require the active participation of nonprofit organizations as vehicles for those citizens to organize outside of government and without financial gain.

Chapter 11: Nonprofits and Civic Engagement

Patrick McWhortor, Alliance of Arizona Nonprofits

We awoke one sleepy Saturday morning in January 2011, to the shocking news that someone attempted to assassinate Rep. Gabrielle Giffords and tragically ended the lives of six Arizona citizens. In the days and weeks that followed, the people of Arizona entered a period of reflection and deliberation to try to understand how our civic dialogue had become so fractured that the first reaction of most of us to the news of the shooting was an assumption that the gunman was using his weapon as a form of public discourse. While we learned that Jared Loughner's motivations were more complex and affected by his mental illness, it didn't change the fact that the event and its reaction raised serious questions about the nature of civic engagement in our state.

During that week, one of the messages shared with people throughout the state was a statement by the Alliance of Arizona Nonprofits about the role of nonprofits in the midst of this tragedy. "In the days to come, as we heal and learn from this tragedy, we will surely engage our fellow citizens across the nation about the meaning and implications of the event. We will discuss the condition and capacity of our behavioral health system. We will discuss the effect of our laws concerning firearms. We will contemplate the implications of security for our elected officials, and how that affects the direct engagement of citizens in our democracy. And just like we saw this week, nonprofits will be in the thick of these deliberations: advocating, discussing, organizing...pumping like a heartbeat in the bloodstream of our vital civic dialogue." (*The Connector* e-newsletter. January 11, 2011.) This message was a reminder that nonprofit organizations are intensely involved in civic affairs and the activities of the community surrounding civic engagement. But just what is the nature and extent of the role of nonprofits in our civic life?

Understanding Nonprofits

In order to understand this role, an individual must first understand the nature of a nonprofit. Often, people hold myths and misinformation about the nonprofit sector. This inadequate understanding is born out of the incredible diversity of organizations flying their flags under the nonprofit "umbrella."

A nonprofit organization, stripped to the core, has only two characteristics: 1) it is a private organization (unlike government) that is <u>not</u> owned by individuals or shareholders (unlike a financial profit business); and 2) it is exempt from corporate income taxes, and other selected taxes. Therefore, a nonprofit organization is a private corporation which is exempt

from some taxes. This gives the nonprofit a position in our society that some call the "third sector," set off from the public sector, which is accountable directly to the public through elected officials, and the financial profit sector, which is a vehicle for individuals to organize financially remunerative activities and generate wealth. The position of nonprofits as "third sector" organizations means that they are the vehicles for citizens to formally organize activities which are not motivated by profit, but which are best left out of the governmental arena.

While sharing these two characteristics, nonprofit organizations (more than 20,000-strong in Arizona) cannot all be painted with the same brush. Organizations are categorized usually by their status with the Internal Revenue Service, which controls federal tax exemption. The IRS defines many types of tax-exempt organizations, ranging from charities to homeowners associations to credit unions, based largely on the purposes for which they have been formed. IRS rules then set forth the activities in which that particular type of organization may engage. Of all the types of tax-exempt organizations, three are particularly likely to be involved in civic engagement because of the purposes for which they are formed.

Charitable organizations (501(c)3 organizations) are formed for a charitable, religious, educational, scientific, or literary purpose. In order to qualify for, and keep, their tax-exempt status, they must operate exclusively for public purposes and not for financial gain, and they are subject to scrutiny by the IRS both when they are formed and on an ongoing basis. They are unique among nonprofit organizations in that they not only do not pay taxes on their own income, but may pass on a tax benefit to their donors, who are permitted to deduct from their own taxable income any financial and in-kind contributions given to the organization. 501(c)3 organizations are forbidden from acting to influence candidate elections or engaging primarily in lobbying activities, but can undertake other charitable or educational efforts directed to matters of public concern.

Social welfare organizations (501(c)4 organizations) are formed to promote social welfare. While they do not pay taxes on their own income, they do not pass on tax benefits to their donors; contributions to these organizations are not tax-deductible. As a result, social welfare organizations are permitted a broader scope of public and political activities: they can engage in substantial amounts of direct or grassroots lobbying and can, under the recent *Citizens United* Supreme Court decision, spend money to influence the elections of candidates for office, so long as their efforts are not coordinated with any candidate. Because 501(c)4 organizations have more flexibility, many 501(c)3 and 501(c)4 organizations exist in pairs, with each sibling engaging in the activities in which it is permitted to engage: the charitable organization would focus on charitable endeavors, while the social welfare organization might lobby for the continuation of programs assisting the same people served by the charity.

Section 527 organizations are organizations whose primary purpose is influencing elections. These organizations include political committees ("PACs") that directly support and advocate for candidates, as well as organizations that attempt to influence elections through issue advocacy that does not mention specific candidates. Like contributions to 501(c)4 organizations, contributions to section 527 organizations are not tax-deductible. Section 527 organizations that directly support or advocate for candidates may also have to disclose the names of their donors, unlike other tax-exempt organizations.

The implications of these tax laws for the role of nonprofits in our communities should be clear. Nonprofits must act in accordance with their community purpose, whether it be charitable, educational, social welfare or election-related, and thereby provide benefits to the community at large. Furthermore, since these organizations have no owners in the for-profit sense (the first characteristic named above), one can assume that they are, de facto, "owned" by the community, and supported by the community in the sense that the community is giving up taxes it would otherwise be able to collect on their activities. Even though they are not required to answer to elected officials, as do government agencies, they share a common perspective with government to serve the public.

The Role of Nonprofits in Civic Engagement

So the very nature of a nonprofit organization reveals the way in which it is a part of the civic fabric of our communities. But other facets of nonprofits and their history in the United States suggest an even stronger connection to civic engagement. For example, the First Amendment of the U.S. Constitution includes two provisions, less often cited than those pertaining to free speech and religion, about our collective rights as citizens. Congress can make no law abridging the "right of the people peaceably to assemble, and to petition the Government for a redress of grievances." In essence, this language in the Bill of Rights carves out a special role for "third sector" organizations to both hold government accountable for its actions and allow citizens to organize without interference from government.

Alexis de Tocqueville, traveling across the new American nation in the early 1800's, identified a peculiar U.S. activity, unfamiliar to his countrymen in Europe. He called them "associations," but that term had a broader meaning than we usually have today. "In the United States, as soon as several inhabitants have taken an opinion or an idea they wish to promote in society, they seek each other out and unite together once they have made contact. From that moment, they are no longer isolated but have become a power seen from afar whose activities serve as an example and whose words are heeded" (Tocqueville 1840, 599). From that point on, the United States became the innovator of "third sector" private forms of collective organization.

The gradual march of progress toward inclusive and unfettered citizenship and democracy, from the elimination of slavery to the right of women to vote to the realization of full

equality in the civil rights movement of the twentieth century, began through the formation of nonprofits to organize the activities of citizens clamoring for change.

This history of nonprofits in the United States places this sector squarely in the middle of any and all civic engagement to make the world a better place. While the sector has grown in recent years largely through the role of private, community benefit organizations delivering services directly to citizens, it is this central role of the sector in giving voice to citizens who wish to pursue change and collective action which still forms the soul of nonprofit work.

Nonprofits in Arizona

As a young state, Arizona's nonprofit community is still finding its legs and building its capacity to contribute fully to the civic community. More than 65 percent of nonprofits in Arizona have been formed since 1990. Most of the largest Arizona foundations, which are nonprofits that fund community work, have formed in the past 20 years. Meanwhile, the relative newness of Arizona's nonprofit community also means that it is more deeply shaped by recent trends in nonprofit developments than older states. That probably explains why some observers note that Arizona's nonprofits are particularly innovative and nimble compared to some of their brethren in other states. Upon arriving in Arizona as the new President & CEO of Arizona Community Foundation in 2010, Steve Seleznow made this observation to an audience in his first year: "Arizona is home to some of the most innovative nonprofit ideas in the nation."

But even considering this youth, nonprofits have been major players in the development of the civic fabric of Arizona throughout its first 100 years. For example:

- San Xavier del Bac is one of the oldest continually operating nonprofits on U.S. soil, founded in 1692.
- The national food bank movement began in Phoenix with the formation of St. Mary's Food Bank in 1967, which became the model adopted by thousands of communities in the decades since.
- Kids Voting, a model initiative for the inculcation of civic habits in young people from ages 5 to 17, before they become registered voters, was started as an Arizona nonprofit in 1988.

Nonprofits in Arizona embrace their civic role and play critical parts in the advancement of civic engagement. For example:

- Residents of Tucson who wish to find a pathway to engage their passion to volunteer in the community likely begin their search at Volunteer Southern Arizona, a 501(c)3 nonprofit. In metropolitan Phoenix, the search begins at Hands On Greater Phoenix, also a 501(c)3 nonprofit.

- People who have passion for the arts can become engaged through Arizona Citizens for the Arts, a 501(c)3 nonprofit, and Action for the Arts, the 501(c)4 companion advocacy organization.
- Parents who wish to connect a concern for high quality education for their children with the public policy sphere can sign up with Expect More Arizona, a collaboration of several foundations and corporations to promote educational excellence across the state.
- Citizens in Yuma (which has one of the highest unemployment rates in the country) who wish to help low income families boost income through the earned income tax credit, can volunteer at United Way of Yuma County in their Volunteer Income Tax Assistance program.

To summarize, there are numerous ways in which nonprofits serve to engage citizens in their communities. Nonprofits allow citizens to organize themselves to advocate for issues that should be addressed in the public sector and/or hold government officials accountable for their actions. Nonprofits also allow citizens to collectively advocate for issues more broadly and provide opportunities for citizens to act as volunteers, channeling their non-working hours into issues and service that benefit the community, not their personal pocketbook. Finally, nonprofits organize services to meet the needs of citizens and their communities that cannot, should not, or will not be addressed directly by the government or the financial profit sector.

Looking to the Future: Opportunities and Challenges

The experience of nonprofits in Arizona's first 100 years offers many lessons about the opportunities for this "third sector" to shape the next 100 years of our state. It also presents many challenges that need to be addressed in order for nonprofits to fully take their place in the civic space of Arizona communities.

The *opportunities* for nonprofits to craft the nature of civic engagement include:

New organizational forms to foster innovation and greater impact. Nonprofits and financial profit companies with a social purpose are beginning to define new business models, public-private partnerships and hybrid corporate forms to raise the level of performance and community impact. These new models are creating civic space to perform work that does not fit into a financially profitable model, and does not belong in the public sector, but which meets important community goals. Examples of this are social enterprises founded by nonprofits to produce income that can be used to support their mission and community objectives.

Engines of innovation. Because they are independent organizations, nonprofits have the capacity to practice innovation and experiment with new ideas affecting public goals,

without some of the burdens of launching such initiatives in the public sector. Nonprofits are often the vehicles for testing ideas before they "go to scale." Examples of this are organizations testing new educational curriculum, which can be deployed later through public schools once they are proven.

Channeling community talent. Nonprofits are often the places where people in the community learn leadership skills and channel their talent into social purpose passions beyond the regular workplace. Nonprofits create tremendous opportunity for meaningful paid and unpaid work. One example of this trend is the Experience Matters initiative in Maricopa County, which promotes civic engagement of people over age 50 who wish to apply their skills and experience to make a difference in the community (This initiative is discussed in greater detail in Chapter 19).

The *challenges* facing nonprofits as we turn from Arizona's first century to its second century include:

Defining public value. Because the essence of a nonprofit is the creation of community value and realization of community impact, it rides the tide of public opinion about public values. As the public sector and values surrounding the common good have deteriorated in recent decades, the idea of a nonprofit in the public mind has become clouded. Nonprofits are seen more for their service role (and therefore generally viewed positively by the public) than their role in civic engagement. However, when nonprofits do activate their role as advocates for community interests, their public image becomes associated with government. To the extent that the citizens of Arizona identify common values about public action, nonprofits will more likely capitalize their potential as agents of civic engagement.

Protecting First Amendment rights. While nonprofits arise from the freedom of association protected in the First Amendment, their ability to exercise those rights has often been challenged throughout the past century. As corporate law developed and became more complex in the twentieth century, nonprofits became increasingly defined by their definition under state corporate laws and state and federal tax laws. These laws included various restrictions on advocacy, which sometimes created a chilling effect on active public engagement by staff and leaders of nonprofits. In some cases, laws and regulations have been proposed which severely restrict the ability of nonprofits to fully exercise their rights of association and redress of grievances with government. The future of the nonprofit role in civic engagement depends upon more clarity of public policy surrounding nonprofits and advocacy.

Sustainability of missions. Even before the Recession of the first decade of the 21st century aggravated perilous financial conditions, nonprofits faced serious challenges to the ability to sustain their work in the long run. The Recession has put these challenges into sharp relief, and significant deliberation and analysis is being focused on the need for better models of

financial and programmatic sustainability. The reliance of nonprofits on taxpayer resources, which grew significantly in the last four decades of the last century, has placed their underlying financial models at risk in this new era of scarcity. This issue also challenges the capacity of nonprofits to fulfill their role in civic engagement.

In summary, the role of nonprofits in civic engagement could not be more critical as Arizona moves into its second century. At a recent gathering of nonprofit leaders, someone pointed out the topic of civic engagement as it relates to nonprofits, and another person said "Wouldn't that be the entire scope of work of the nonprofit sector – civic engagement?" For those who understand the importance of this "third sector" in offering citizens the space to organize themselves and pursue collective action, nonprofits are central to any conversation about civic engagement. As thousands of organizations in Arizona pursue the opportunities and address the challenges identified above, they will be doing so in the context of their responsibility to create community value and to that end, they are critical partners in any effort to advance and broaden civic engagement.

Engagement in Action: The Community Foundation of Southern Arizona and The Ajo Regional Food Partnership

Cassandra O'Neill and Sarah Griffiths, Wholonomy Consulting

The Community Foundation of Southern Arizona, (CFSA) began investing in multi-organizational collaborations in 2010. They used a community engagement process to identify the issues and goals that multi-organizational teams would work toward. During this process teams were formed by organizations who had a shared goal, one that was larger than any one organization could achieve on it's own. A key element that each team was asked to address, was to include community engagement in their work, as this would lead to more sustainable solutions. More information about this process is available in an article in the Charity Channel Nonprofit Boards and Governance Review Newsletter called "Collective Leadership and Shared Governance: A New Approach to Increasing the Impact of Foundation Investments."

One of the teams funded by the CFSA is the Ajo Regional Food Partnership. The Lead Organization for this partnership is the International Sonoran Desert Alliance (ISDA) and partners include:

- Hia C-ed O'odham Alliance
- Tohono O'odham Cultural Center & Cultural & Museum
- Desert Senita Community Health Center
- Ajo Unified School District
- Ajo Community Food Bank
- Ajo Community Garden Consortium
- UA Pima Cooperative Extension
- Pima County Natural Resources Parks & Recreation
- Ajo Botanical Company
- Pima County Health Department
- Ajo Community Supported Agriculture

Ajo is currently defined as a "food desert." Fresh fruits and vegetables are not grown locally and must be brought in from Phoenix. There is a high prevalence of obesity and diabetes in the town of Ajo and in the nearby western communities of the Tohono O'odham Nation.

Diabetes was nonexistent in the 1960's among this population, when the local diet was based on traditional, locally grown foods. Economic development in Ajo has been limited since the mine that employed many of the local residents closed.

The Ajo Regional Food Partnership, through a diverse collaboration of groups, intends to address these issues resulting in a sustainable local food system, new community awareness and engagement in making healthy food choices, restoring the residents' rich cultural foods heritage, and developing new food-based economic opportunities for community residents. This means that food would be grown, distributed and processed locally with robust educational support not only for the growers, distributors and processors, but also for the whole community. The result will be improved community health and an enhanced local economy.

Desired Impact:
- Transforms Ajo from a food desert to a desert oasis
- Integrates Ajo and Tohono O'odham food, economic development, health and obesity initiatives
- Involves all elements of the food system and engages entire community leadership

Early Outcomes:
- The number of local backyard gardens has tripled and residents have begun to bring excess food to the food bank and the newly created farmers market.
- Four committees – Ajo Grows, Ajo Cooks, Ajo Eats, and Ajo Learns -- with participation from community members and every relevant organization and leader in the region, are meeting monthly to implement food system projects.
- A "Food Matters" media campaign has been launched with a series of ads and stories in the local newspaper.
- The Ajo Partnership has been able to leverage additional funding including two federal grants from the US Department of Agriculture.

Exploring the Civic Infrastructure

Chapter 12
Civic Engagement in the Arts

Julie A. Richard
West Valley Arts Council

- The arts have been a catalyst for civic engagement throughout history.

- The arts influence civic engagement through two primary schools of thought –one related to the actions of the arts in engagement and the other related to the roles of the arts in engagement.

- There is much exciting work happening throughout the state of Arizona in this field.

Chapter 12: Civic Engagement in the Arts

Julie A. Richard, West Valley Arts Council

The arts have long been a catalyst for civic engagement – in some cases going all the way back to ancient Greece when the arts were considered to promote virtue. The Native Americans have used dance and chant for centuries to bring together community and, more recently, "civic pageants" were encouraged during the early 20th century to uplift the masses and "Americanize" immigrants (Stern & Seifert, 2009). Today, the arts are used to provoke, inspire, and catalyze society in a number of ways to promote social change and civic dialogue.

There are two primary schools of thought on *how* the arts influence patterns of civic engagement. In many ways, the two theorize the same concepts only stating them differently. However, these two theories appear and re-appear in the literature so they will both be represented here.

The first school of thought includes **didactic, discursive, and ecological theories of action.**

Didactic Theories of Action

Didactic theories of action are instructive. They use the arts to improve the public's understanding of civic issues and its moral stance. Documentary films, theater pieces, and literature are probably the most common art forms that instruct and inform society about civic issues. Some examples are the films by Michael Moore – *Fahrenheit 911, Bowling for Columbine, Roger and Me*; and the play, *The Laramie Project.* In addition, You Tube, TED and other websites influence and instruct the public as well.

In the early 20th Century, an architectural and urban planning movement called the City Beautiful Movement theorized that "art and beauty could improve civic virtue." Proponents moved from squalor and inner-city crowding to wide boulevards, monumental structures, orderly promenades, and architecture in order to improve the population and the way that it felt about life (Stern & Seifert, 2009). Advocates believed that such beautification would promote harmonious social order and improve the quality of life. (Wikipedia)

However, it can also be noted that truth can be manipulated in film, theater, mass media, etc. to ill effects. Art forms can and have been used to influence the masses in a negative way – documentary films that stretch the truth or that stage scenes to prove a point – are just a few examples.

Because of this, the didactic approach is not as commonly used today to influence public opinion. Essentially, the public today is more skeptical about what they see, hear, and read.

Discursive Theories of Action

The discursive theory of action proposes that the arts further public dialogue. This is accomplished in the following ways:

- artist as provocateur or animator of dialogue;
- civic ritual and the construction of community;
- public art, public space and place making;
- the arts as a social inclusion strategy and;
- arts as engagement (Stern & Seifert, 2009).

Within this theory, practitioners are divided over whether civic dialogue is an end in itself or a means to an end (Stern & Seifert, 2009). Today, social media such as Facebook and Twitter can be used to keep dialogue going ad infinitum.

The Artist as Provocateur - The arts can provoke discussion or motivate people to collective action. There are many ways that the arts accomplish this: a painting of a monster in a fancy suit by a young artist to illustrate his contempt for Wall Street and in support of the Occupy Movement; New Carpa Theater's production of *American Pastorela: Everything You Ever Wanted to Know about Ethnic Studies But Were Afraid to Ask* satirizes the controversy over Mexican American studies in the Tucson Unified School District and steps on a few politicians along the way. These are just a few examples of art creating civic dialogue.

Civic Ritual and Construction of Community - This aspect of discursive theory poses that the space where art occurs engages the public. Many civic rituals bring together communities to celebrate and unite. Community dances, tree-lighting ceremonies, festivals, and parades are typical examples of civic ritual involving the arts.

Public Art, Public Space & Place-Making - Public art contributes to the animation of public space. Many mural projects bring communities together such as the What's Happenin' Art Movement (WHAM!) located in Surprise, AZ. This project worked with Benevilla (a Center for Senior & Intergenerational Services) to create a public mural made up of tiles. The mural is located in Benevilla's Community Garden and students, members of the community, and clients of Benevilla created the tiles. The project is part of Communities for all Ages and purposely brought together divergent groups to create a larger sense of community for the Center.

Artists and arts organizations working together with community planners contribute significantly to the development of "places where people want to live and work." Arts organizations are often involved in city planning efforts and local arts councils drive cultural

planning efforts within cities to ensure the integration of the arts as a City develops. This is especially the case here in Arizona. With the development of cities and towns in the outskirts of Phoenix and Tucson, the integration of the arts in city planning has been critical. From 2005 to 2007, the West Valley Arts Council led a cultural planning process that involved all thirteen cities and towns in Western Maricopa County. This unprecedented effort took eighteen months, involved a 75-member steering committee and input from more than 2,500 citizens. The resulting West Valley Cultural and Heritage Blueprint has become the document that drives cultural development throughout the region.

Another example is the artist colony of Jerome. Before the turn of the 20th Century, Jerome was a thriving mining town and was once the fourth largest city in Arizona. Phelps Dodge ran the mine but when the mine closed in 1953, Jerome became a ghost town – literally. In the 1970s, a group of artists discovered the affordable real estate and moved in. Now, Jerome is a thriving tourist town that bustles with artists of all kinds. Artists re-developed Jerome and made it what it is today.

Arizona is also seen as one of the foremost states in the country for public art. Glendale, the first City in Arizona to adopt a public art ordinance, has led to the acquisition of significant art work from artists such as Dale Chihuly, Joe Tyler and many more. Scottsdale, Tucson, and Phoenix followed suit, making Arizona a much envied in the public art world. Public art in Arizona has been decorative, compelling and, sometimes, controversial.

Art as Social Inclusion Strategy - The arts can also serve as an invitation and safe place, drawing in individuals and groups who have historically been excluded from public dialogues. Historically, settlement houses often used arts and cultural programs to engage immigrant populations. Some former settlement houses are thriving cultural centers today (Stern & Seifert, 2009).

Arts as Engagement: At the core of arts programming is audience engagement. The fact that the arts engage the public ties directly to arts engaging the public in civic dialogue. While not all arts performances or works of art seek to create civic dialogue, most of them do.

More and more, the public is seeking ways of participating directly in arts activities – or artist-centered collective creativity (Stern & Seifert, 2009). Taking art classes, singing in a community choir, participating in a public mural – these are all about process that actively seek participants' perspectives in the creation of the art.

Ecological Theories of Action

The ecological theory of the arts' connection to civic engagement suggests that arts and cultural activities create a natural spark for civic engagement regardless of the intention. Since many communities rely on arts and culture as community-building tools, they naturally engage communities. The Urban Institute's Arts and Culture Indicators in Community

Building Project studied the connection of the arts to community well being which is now part and parcel to all of their community building efforts (Jackson and Herranz, 2002).

Over the past five years, a few cities in Arizona including Goodyear, Surprise, and Avondale have undertaken city center planning initiatives that extensively involve the development of cultural venues, artist live-work space and design that encourages community gathering and participation. Unfortunately all of these projects have been put on hold due to the economy, but this work shows the important place the arts hold in Arizona community development.

Art as Spark, Invitation, Space, and Form

The second school of thought for looking at art and civic engagement comes from the *Arts & Civic Engagement Toolkit* prepared by Americans for the Arts. They theorize that there are four roles for art and culture in civic engagement:

Art as a <u>spark</u> for civic participation - Art can be a catalyst that focuses attention on a civic or social concern, prompts people to explore the questions surrounding it, or motivates people to become engaged. For example, the West Valley Arts Council's The Big Read, done in partnership with Arizona Theater Company, held a Mock Trial as part of a statewide reading of *To Kill a Mockingbird*. This mock trial examined the democratic process and racism in the early 30s and compared them to today – pointing out the ties between racism then and the issues surrounding immigration in Arizona today.

Art as an <u>invitation</u> to participate - Art can bring forward the voices of those often silenced or left out of public discourse. It can bring together groups of people with divergent viewpoints who might not readily agree to talk or work together in other settings. An example of this would be an oral history project that provides a welcoming invitation to elders to more readily engage in redevelopment plans in their neighborhood.

Art as a <u>space</u> for engagement - In addition to offering a physical setting, the arts and humanities offer psychological, experiential, and intellectual space conducive to reflection and discussion. Art taps and validates emotions, giving permission for emotion to exist in public space. It can create empathy among participants, helping people suspend judgment and hear others in new ways. To illustrate this, think of an artist residency at a social service agency that creates a safe environment for new immigrants to express their concerns about immigration issues. The art created is exhibited and used as a space for public conversation.

Art as a <u>form</u> of engagement - Art provides an alternative form of engagement. Dance, poetry, theater, performance art, and other forms – when they embody dialogue or participation in their structure or processes – may carry meaning and communicate beyond the limits of conventional language. For example, a photography project that gives students cameras in order to visually convey what they see as the implications of school system

budget cuts. The photos offer students' perspectives into public forums (Arts & Civic Engagement: A Tool Kit from Animating Democracy. Americans for the Arts).

Animating Democracy and Other Civic Engagement Work in Arizona

In 1996, the Ford Foundation awarded a grant to Americans for the Arts to profile a representative selection of artists and arts and cultural organizations whose work engages the public in dialogue on key issues – in other words to study civic engagement and the arts. Americans for the Arts is the national service and advocacy organization for local arts agencies and several Arizona arts councils are members.

This study's resulting report published in 1999, *Animating Democracy: The Artistic Imagination as a Force in Civic Dialogue*, mapped activity during the last couple decades of the twentieth century, identified issues and trends, and suggested opportunities for leaders in the field, policy makers, and funders to work together to strengthen activity in this arena.

As a result of this study, and following an extensive cultural planning process, the P.L.A.C.E. (People, Land, Art, Culture and Engagement) Initiative was instituted as part of the work of the Tucson Pima Arts Council. Grant making in the P.L.A.C.E. initiative was designed to leverage and enhance resources and talent to implement arts based civic engagement projects that dealt with issues of cross-cultural understanding and/or civic society in Tucson. Funds from several national foundations were acquired to provide the grants to local Tucson/Pima organizations to execute these projects. Since the P.L.A.C.E. Initiative was developed, three rounds of more than 40 grants have been awarded totaling almost $200,000. In 2009, the Tucson Pima Arts Council engaged Mark Stern and Susan Seifert of the University of Pennsylvania to collaborate on a project to document those civic engagement practices funded by P.L.A.C.E. The goal of the project was to develop a system for collecting and analyzing data on civic engagement. This project is currently under development and results will be available within the next year.

In November 2011, the Tucson Pima Arts Council and the Alliance for Audience invited southern Arizona residents to engage in a conversation about the role of artists in the broader community. This program was also part of the P.L.A.C.E. Initiative. "Arts, Culture & Democracy: A Tucson Community Discussion" gave participants a chance to hear from leaders from both the political and artistic realms, including Ron Barber, District Director of the Office of U.S. Rep. Gabrielle Giffords, local artist Denise Uyehara, and Doug McLennan, the Seattle-based founder and editor of ArtsJournal. Uyehara and Roberto Bedoya, Executive Director of Tucson Pima Arts Council, joined Arizona Illustrated to discuss the issues surrounding civic engagement and the arts in an attempt to better inform the public how they could get involved in civic life through the arts.

In addition to the extensive work the Tucson Pima Arts Council has done in this area, Gregory Sale, Artist and Assistant Professor of Intermedia and Public Practice at Arizona State University has also explored civic engagement through his own art practice and his work as ASU. In the fall of 2011, Gregory participated in *Kickin' It in Five* which brought together cultural producers to discuss how their work engages issues affecting the world. Each participant represented a different type of artistic practice or discipline. Each artist prioritized engaging the public to ask questions over offering answers. The resulting performances were compelling, engaging and provocative and provided a forum for significant dialogue following the presentation. *Kickin' It In Five* was part of a conference offered by Arizona State University entitled "Light It Up: Optimizing Public Practice". The conference brought together participants to examine public practice - an evolving field that uses participation, reciprocal relationships and collaborations in community contexts to promote civic dialogue and investigate pressing issues of our time through various sectors – including the arts.

Engagement in Action: **The Defenders of Wildlife**

Cassandra O'Neill and Sarah Griffiths, Wholonomy Consulting

The Southwest Office of the Defenders of Wildlife recognized the need to align their own engagement strategies with best practices that are emerging as a result of new understanding of how people think. Knowing that relying on facts and figures and rational arguments of logic are not enough to engage citizens effectively, the Tucson Wildlife Defenders did something different. They convened a group of artists and wildlife conservationists to brainstorm ideas about how to engage citizens. Participants were asked to attend one meeting. The meeting was so successful that many of the participants continued to work together on several projects. The goal of the meeting was to generate ideas of how to engage citizens using the arts in learning about the jaguar. Specifically, the organizers wanted participants to learn about the importance of the jaguar, the history of the jaguar in this region, and the role the jaguar played in the culture of people who lived here. Many ideas were generated at the meeting, and several were put into action.

A group of participants started a project called Sewing Spots together. This project is involving citizens in creating an ever-growing quilt that depicts the jaguar, which is being brought to different community events. In addition, a book is being written about Jaguars that was sparked by the initial convening of artists and conservationists. The book will be called Jaguar: Bringing the Big Cat Home and will be edited by Gregory McNamee, one of the participants. Among the topics to be covered are the biology and ecology of the jaguar, the international politics involved in making a safe and protected habitat for the jaguar, and the place of the jaguar in the imagination and culture of the region.

As part of the Defenders of Wildlife program to help the jaguar recover in Arizona and New Mexico, Gregory McNamee will edit an anthology of writings—nonfiction, fiction, and poetry—about the big cat and its world. Among the topics to be covered are the biology and ecology of the jaguar, the international politics involved in making a safe and protected habitat for the jaguar, and the place of the jaguar in the imagination and culture of the region.

Additionally, a scavenger hunt was held in the fall of 2011, with fifty wolf silhouette art pieces displayed across Tucson, celebrating the return of Mexican wolves to the Southwest. The wolf silhouettes were displayed at local museums, libraries, businesses, schools, and churches. These organizations distributed educational materials about Mexican gray wolves, such as an explanation of the key role wolves play in the circle of life and myth-busting facts about wolves and humans.

Exploring the Civic Infrastructure

Chapter 13

Local Business, Economic Development, and Civic Engagement

Kimber Lanning
Local First Arizona

Michelle Rider
WESTMARK

Todd Hornback
DMB Associates Inc.

- Local businesses create a sense of place and offer unique experiences that cause people to identify themselves with that place. Local businesses can help foster civic engagement and civic pride in communities.

- A 2011 study by the National Conference on Citizenship found states with higher levels of civic engagement were more resilient to unemployment and better equipped to handle periods of economic downturn.

- Civic engagement in economic development is not only important for citizens but also for developers.

Chapter 13: Local Businesses, Economic Development, and Civic Engagement

Kimber Lanning, Local First Arizona; Michelle Rider, WESTMARK; and Todd Hornback, DMB Associates Inc.

There is an interrelationship between local businesses, the economic resilience of communities, and civic engagement. Likewise, civic engagement can play an important role in economic development. What follows is first, a brief discussion of the role local businesses play in civic engagement. The focus then turns to an exploration of the ways in which civic engagement can impact economic development and improve the likelihood of economic stability within communities. Finally, this chapter concludes with one example of how the development community in Arizona has intentionally worked to develop and sustain civic engagement and build community networks.

Local Businesses and Civic Engagement

Local businesses create a sense of place and offer unique experiences that cause people to identify themselves with that place. Cities that have a strong local business presence almost always have a high level of measurable civic engagement. Citizens will get involved with community process if they feel personally at risk for losing something they love dearly. Conversely, in cities and towns with low civic pride, citizens are much less likely to vote, volunteer, or endlessly cheer for the home team because they simply don't feel connected or at risk of losing something meaningful.

By their very nature, local businesses increase civic engagement because the local business owner is a member of the community who is typically committed to the place where he or she does business. Whether through sponsoring the Little League team, volunteering at the church down the street, committing to community service, or simply keeping an eye on the neighborhood, local business owners often dedicate significant amounts of time and resources to their community.

Here in Arizona, civic engagement is on the rise and so is hometown pride. We traditionally have had communities like Tucson and Bisbee that are full of civically minded residents and businesses. But we are seeing increases in civic pride in places like Cottonwood, Sonoita, and even Greater Phoenix. Part of the transition that is occurring is simply a result of maturation-some of these communities are just growing older and settling in to who and what they are going to be.

In addition, new business opportunities like the burgeoning wine industry stand poised to shape entire communities and clearly define an identity for three distinct grape growing regions in Arizona. We are seeing the businesses in these communities band together to pool their marketing dollars to encourage city dwellers in Greater Phoenix and Tucson to explore Arizona's rural regions. As a state, we spend $6 billion per year vacationing in California. If we could re-direct even 10% of that into our rural areas we could begin to see economic recovery, create jobs, and increase opportunities for our wine regions to thrive and eventually become a destination for Californians and others.

Local businesses of all kinds are also banding together to do business here in Arizona, which keeps additional dollars circulating and increasing the tax base. Spending locally keeps up to 30% more money re-circulating in the state and simultaneously makes people feel more invested locally. In addition, a local business takes its income and hires other local businesses like graphic designers, accountants, sign makers and others, which allows more jobs to grow and the economy to thrive.

Can Civic Engagement Strengthen the Economy?

A possible link between civic engagement and economic development and prosperity is a compelling one. In 2011, the National Conference on Citizenship released a report titled "Civic Health and Unemployment: Can Engagement Strengthen the Economy?" that found states with higher levels of civic engagement were more resilient to unemployment and periods of economic downturn. There were five common measures of civic engagement that appeared to contribute to this resilience: attending meetings, helping neighbors, registering to vote, volunteering, and voting. The researchers drew several conclusions about the linkages between civic engagement and economic conditions:

- Participation in civil society can develop skills, confidence, and habits that make individuals employable and strengthen the networks that help them to find jobs.
- People get jobs through social networks.
- Participation in civil society spreads information.
- Participation in civil society is strongly correlated with trust in other people.
- Communities and political jurisdictions with stronger civil societies are more likely to have good governments.
- Civic engagement can encourage people to feel attached to their communities (p.5).

The thinking here is that in general companies and employers are more willing to invest in communities when they feel attached to a particular place, where there are high levels of trust and good government, where there is good information that flows easily between individuals, and there is a strong and skilled workforce. Each of these contributing factors to economic stability is also correlated with higher levels of civic engagement (p.6). For

additional information, the full report can be accessed at http://www.ncoc.net/Press-Conference-Civic-Health-and-Unemployment

Civic Engagement and Economic Development

Civic engagement in economic development can be very powerful, from both the perspective of the economic developer, as well as from the average citizen. One recent example is the request for proposals issued by the Arizona Department of Corrections (ADC) to private prison contractors for the construction and operation of a 5,000-bed prison to house minimum/medium security male inmates. The ADC listed five sites for the responders to consider, including an expansion of Perryville Prison in Goodyear as well as sites in Winslow, San Luis, Eloy, and Coolidge. The public opposition in Goodyear—from local organizations, businesses and residents—to the expansion of Perryville Prison turned the favored site of the ADC into an untenable location for the expansion, and Goodyear was subsequently removed from consideration.

Conversely, public support for the project in a few of the smaller towns—which badly need the related jobs, and perhaps the revenue resulting from the population increase—enabled their sites to remain in consideration. In each example, the educated public was able to impact an important economic development decision. Interestingly, in the first example, the majority of the public united behind the idea that the City of Goodyear had potential for more desirable development that would bring more of a beneficial economic impact to their community. However, in the second example, the majority of the public had the information of how the project would affect their area, and actually decided that the prison expansion would bring more of a positive than a negative impact to their specific area and so they decided to support it. The education and engagement of the public was critical to the objectives of the municipalities involved and the individuals had a demonstrable impact on what kind of development could, or could not, occur in their communities.

Although this was a very localized issue, the same principle of engagement can be applied to the success or failure of issues affecting larger groups of people, such as public policy issues related to including incentives to attract or maintain businesses.

Civic Engagement as a Business Imperative in Community Development

While the previous discussion focused primarily on the role civic engagement can play in terms of allowing or prohibiting economic development, it is also important to explore the ways in which civic engagement can play an intentional and significant role in the fostering and development of communities. In order to view this idea in action, what follows is an overview of the approach taken by one Arizona developer who views civic engagement as both a core business value and a strategic priority.

DMB Associates, Inc. – A Unique Approach to Community Life and Civic Engagement

DMB strives to achieve enduring business success by creating environments that enrich people's lives, are appreciated and rewarded in the market, and have a positive impact on the larger community of which they are part. To this end, they focus their business on creating lasting, mutually beneficial partnerships with their residents and community stakeholders. They work to ensure that each DMB community is driven by its own unique vision that helps focus and align all who play a role in bringing that vision to life.

By creating opportunities for social and civic interaction, DMB Associates' goal is to create authentic communities that enhance residents' quality of life. By delivering a variety of civic engagement programs and distinct opportunities and settings for neighbors to connect, DMB creates meaningful opportunities for residents to achieve their dreams and ambitions for their community today and into the future.

It is DMB's belief that when residents are engaged in their community, they become invested in the values and principles that define the places where they live. When people are engaged in their communities, property and home values within those communities increase. Moreover, engaged residents not only become ardent supporters over the long haul, but they also care for and steward the continuing value growth of their communities.

To achieve their goals, DMB employs a Community Life approach that seeks to develop engaged and purposeful communities that grow in value over time. This long term viewpoint, combined with the knowledge that people will own what they help create, underscore the point that DMB's civic engagement strategies are the key to their business success. They place central importance on the understanding that people are increasingly seeking an engaged way of living. In their business, where premiums resulting from quality community development are coveted, civic engagement has become a business imperative. To put it simply, the DMB model is as follows:

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Authentic Community Life Approach

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Civic Engagement Practices

=

Resident Investment in Community Values

▼

Increased Property & Home Values

▼

Profit for Community Developer

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According to DMB, before getting started in civic engagement activities, it is important to examine the basic principles for how community developers see the world and people in it. Understanding one's mental models and the way in which one views their residents is an

absolute prerequisite for developing a community in this way. Disingenuous attempts at building an engaged community are glaringly obvious. Only real commitment to believing in people and the value they bring to the table will be embraced and sustained. Catchy marketing slogans and half-hearted attempts to sell community are missing the point and, as a result, will be short lived.

In order to ensure authenticity for this approach, DMB asks their Community Life teams to examine their world-view about people along the following continuum:

Do we view:	Do we view:	Do we view:
People as Problems	**People as Customers**	**People as Assets**
Waiting to emerge?	*Needing to be served?*	*Wanting to be unleashed?*
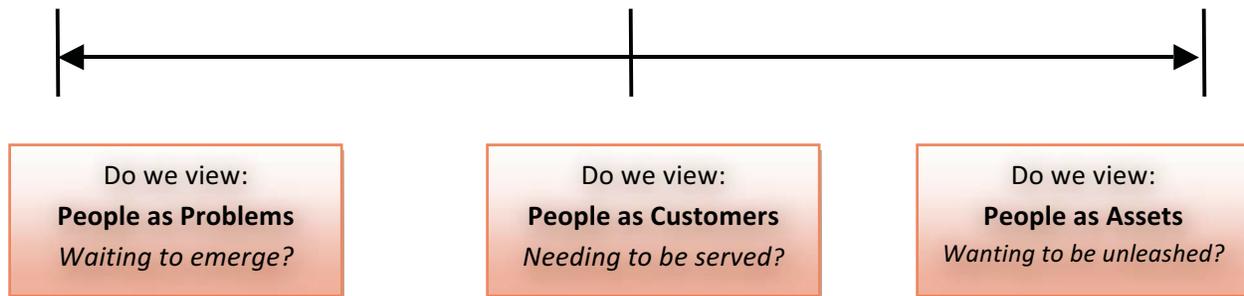
If people are seen as potential problems, their input will rarely be sought to build community, and as a result, developers will design programs that tend to be rules-oriented, rigid and top-down, and will ultimately establish strict protocols that manage the risk associated with working with people. In fact, this has been the predominant worldview of many community developers, property managers, and municipalities over the years.

Moving toward the middle of the continuum with a customer service model is an admirable step in the right direction. Yet it falls woefully short in establishing an environment that values residents as partners in the creation of community. Rather, it relies heavily on the wisdom of experts, paid staff, and service approaches to deliver community services and programming. This is often hailed as the mantra of the community association management industry, for example, where trained professionals are hired to work in isolation of their residents, create a variety of community services, and *deliver them to* their residents, rather than *in partnership with* the community. Customer service should be considered a strategy for community building, not an aspiration for civic engagement.

The guiding principle of the DMB model is that their residents are their greatest asset. Working in partnership with residents to shape their own future, DMB is best positioned to establish the value proposition they are seeking. In this world-view, residents invest in community values and also take care of what results over the long haul. They become a powerful force of volunteers, impassioned supporters of their community, and everlasting stewards of what is being cultivated. Residents create and participate in community affairs that, in turn, grow value for both DMB and for themselves.

Exploring the Civic Infrastructure

Chapter 14

Civic Engagement in Science and Technology

Elisabeth Graffy

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- Everyday life, especially in desert cities of the Southwest, depends heavily on technology which is sometimes taken for granted.

- Many science and technology issues do not have well-established histories of civic engagement like some other fields (health, environment, education, etc.), but a strong interplay between social and scientific perspectives is historically common.

- As awareness grows about how key "S&T" issues, such as energy, overlap with many other societal issues, the importance of civic engagement for how we imagine, design, and implement research and technology -- and even how we define progress – is increasing.

Chapter 14: Civic Engagement in Science and Technology

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There are three main reasons to talk about civic engagement and science and technology (S&T): 1) public investments in S&T research are connected to social ideas of progress and what progress means; 2) public expectations of engagement and accountability from technical experts on issues like the environment, health, energy, agriculture, transportation, and war are increasing rather than declining; and 3) the fairly recent emergence of scientific or technological tools, loosely called social media, may facilitate public engagement on a multitude of issues in ways that alter the governance landscape. The first two are interrelated and have fairly well-established historical foundations. The third, being still quite new, is difficult to characterize except by anecdote and speculation. It is, however, a potentially important arena that has been addressed elsewhere throughout this report and must also be acknowledged here.

Scientific inquiry and technology research and development (R&D) have long been recognized as cornerstones of global economic competitiveness and geopolitical power, and they are being highlighted in current national policy goals. This perspective did not come out of the blue, and some historical context helps explain how and why civic engagement matters -- perhaps more now than at any other time. During much of the last century and until well past the end of World War II, science and technology were widely viewed as uniquely powerful and socially beneficial activities, especially in the United States. The conventional wisdom assumed that the best solutions to all social problems (ranging from poverty to education to national security to food to health – and more) would come straight from scientific study. In fact, the maxims that good decisions need to be science-based or that facts and emotions should be kept apart and viewed as opposites are cultural reflections of this history.

Indeed, the American way of life, especially in cities throughout the Southwest, depend heavily on technology to exist. Water, food, transportation, heating and cooling, financial transactions, medical care, and entertainment are all part of both the social and technological aspects of day-to-day life that most people take for granted. This reliance on technological marvels does not preclude the fact that the relationship between society and technology has never been entirely harmonious. The rise of enthusiasm for civic engagement after World War II tracked right alongside the rise of public skepticism about the infallibility of science and expertise in light of mistakes and disasters related to poorly designed, inadequately regulated, or simply new technologies. The down side of such a close social-

technological relationship in everyday life includes explosions at factories and meltdowns at nuclear power plants; public exposure to toxic industrial chemicals that find their way into air, water, food and consumer goods; the extinction or threatened extinction of species, including iconic animals like the bald eagle and polar bear; global weapons escalations; the emergence of energy-linked climate disruption; and unexpected negative side affects of medicines.

Requiring Engagement and Public Input: Real or Fake Participation?

The ability for public engagement to play a part in many arenas with science or technological dimensions, most especially those that intersect with environmental matters, took a leap forward in the 1970s. Stakeholder processes were stipulated in foundational environmental legislation first crafted and passed with overwhelming bipartisan support. As a consequence, federal and state natural resource management and environmental agencies routinely solicit public input as a part of regulatory rulemaking. Besides required processes, a great deal of experimentation goes on at the local, state and national level, motivated by a profound belief in the right of citizens to participate in decisions that affect them. This belief combines with a recognition that emerged strongly during the 1990s that unguided science is not always sufficiently relevant to contemporary social problems (Pielke and Byerly 1998) and that technical solutions are simply not adequate to find solutions for emerging problems (Sarewitz 1996).

Though varying in style and consistency (as illustrated throughout this report), civic engagement has come to acquire substantial legitimacy as a way of meeting both democratic (so-called "normative") ideals of governance (that is to say, people ought to be able to weigh in on decisions that affect them) and of increasing the effectiveness and acceptability of governmental decisions and actions (Beirerle and Cayford 2002[2], Warren 2008, Moynihan 2003). The proliferation of public or civic engagement practices and mainstreaming of stakeholder engagement has led some to warn against a trend toward "fake" participation – when decision-makers or officials look like they are including the public but only in a cursory way to meet requirements and not a meaningful way that is likely to affect decisions or actions (Snider 2010).

Civic engagement in science and technology with the goal of influencing specific decisions about the direction of research and technology design can take place in a variety of ways, from formal political choices (including voting as well as participation in public meetings,

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[2] These include serving six important civic functions: educating and informing the public, incorporating public values into decision-making, improving the substantive quality of decisions, increasing trust in institutions, reducing conflict, and achieving cost-effectiveness.

etc.) to informal political dialogue (protests, letters to the editor, casual conversation with friends and family). A recent investigation observed that "[t]he scientific community, along with governments and industry, now all recognize that a sufficiently hostile public and media can seriously constrain or even veto a contentious research program" (Sturgis and Allum 2004, 57).

Civic engagement can also occur through market choices. The idea of the "citizen-consumer" who buys or avoids products in order to send a larger participatory signal has had significant positive impact on the growth of, for instance, the natural foods market. Consumer demand can be a factor in what kinds of technological options become developed or as a corrective for products that are perceived as running counter to social values. The rapid removal of plastics containing "BPA" was driven largely by consumer avoidance of those product and the industry changed its technology for plastic bottles almost overnight. Studies showing the deleterious health effects of BPA had been public since at least the mid-1990s with no appreciable effect on the market, but when consumers suddenly decided, as news of these effects once again resurfaced, to refuse to buy products containing the chemical, ripple effects went far up the R&D chain.

In science and technology domains outside of environment or health, requirements for public input are less common but still required in specific circumstances, such as when permits are being considered to site new industrial facilities. In Arizona, for example, public input is sought in several ways each time a new solar facility is proposed. These processes are not always congenial and suffer from criticism that they amount to "fake" participation in that input infrequently changes the decision being proposed. Public engagement around energy decisions shows a particular sensitivity to imbalances in power and top-down processes (Wolsink 2007), a lesson which few processes have yet taken to heart.

Perhaps mechanisms for public participation in the development stages of decisions about science and technology are weak because they are a fairly recent and still evolving historical phenomenon. Indeed, the strength of public engagement with scientific and technological issues is sometimes most obvious when citizens protest nuclear power or stem cell research, debate the existence of climate change, oppose or support the permitting of a tar sands pipeline, or question the reliability of new electoral voting machines. In all of these cases, protests occur when members of the interested public feel that participatory mechanisms were either not effective or, in some cases, were non-existent.

On issues that involve sweeping impacts or national-scale systems, civic engagement may not focus on a specific decision by a specific agency and, instead, become a dialogue or debate about the very meaning of societal progress. Civic engagement in these cases can deal directly with big questions about where society "should" go and where it ought not. For instance, if genetic testing can predict the likelihood of a person developing a deadly disease, it is ethically correct to perform these tests? If so, under what circumstances? What is

society's responsibility to those who may receive test results pointing to a high likelihood of disease? Not surprisingly, these sorts of public dialogues use languages of both science and morality. Ethics is an increasingly common element of the study of science and technology, including the ethics of public engagement itself. Special councils are sometimes formed to advise national officials on ethical considerations related to scientific issues.

Social Implications of Science and Technology

Some kind of interplay exists among *social preferences, cultural values, directions for scientific inquiry, and technological change*. It is from the sense of the inevitability of and need for that interplay that calls for 'democratization' of science, civic science, and various experiments to encourage public engagement and deliberation in science have emerged. Even when new technologies do not trigger ethical concerns, their introduction virtually always has some implications for quality of life, gender relationships, community dynamics, environmental quality, social equity, and public health and safety. These changes can be positive, negative or just different. Historical examples include the introduction of industrialized agriculture, the shift from horses to cars, the inventions of the light bulb, the telephone, and penicillin.

The impact of cell phones may be the most common contemporary example, with a vast number of social implications to consider. In the United States, we often hear about changes in interpersonal relationships associated with the use of social media, health effects, electronic waste, traffic safety due to distracted driving, and privacy. Internationally, cell phones have in some cases become a "leap-frog" technology bringing educational and social communication opportunities to regions without previous telecommunications infrastructure.

Social implications of new technology may be foreseeable or unexpected, either way provoking potentially intense socio-political debates such as those surrounding Love Canal and thalidomide in earlier decades and "fracking" in this decade. Children of today may well remember the dramatic crises surrounding the Deepwater Horizon and Fukushima disasters. Overall, concerns about the human health, economic, environmental, and equity implications of the existing global energy systems have given rise to a broadening and deepening public dialogue about what a sustainable energy future looks like in Arizona, the nation and, indeed, the world. Constructing a meaningful role for civic engagement in this dialogue is emerging as one of the most significant challenges.

Evolution of Civic Engagement in Science and Technology

Despite these strong examples of civic engagement, the degree to which it can or does exert influence on investments in research, directions of research, or applications through technology and product development varies considerably and is often weak. The S&T

domain is enormous, and civic engagement is only one factor and a not very well-developed one at that. Public scrutiny is, historically speaking, recent and still not fully accepted as legitimate by all parties. The general public can only observe a very small portion of the domain and usually takes for granted the many S&T-related systems, products, and services encountered each day.

Nevertheless, a general skepticism of government and scientific expertise continues to lead to public calls for improved accountability by scientific experts to social needs. The 1990s proved to be a turning point that has dramatically changed expectations about both the rightful role of science in policy and the rightful role of the public in S&T. Some of these changed expectations have occurred within the scientific community itself. Highly regarded scientists regularly say that a "new social contract" with science is coming into being, and few technical experts propose that major societal challenges can be resolved with scientific research and technology development alone. Both scientific experts and members of the public recognize that taking care of agricultural lands, forests, sport fisheries, national parks, and water resources depends on a combination of scientific investigation and public values to allow for more holistic or comprehensive management. In government agencies, more demonstrations of public accountability and relevance to social concerns are now being demanded of science and technology agencies, leading to innovations in what research gets done and even what successful research looks like (Graffy 2008).

Ongoing efforts are still underway in federal and academic circles to strengthen connections between science and technology research and social priorities like health, education, and economic development. Last but not least, multilateral collaboration around science and technology innovation is regarded as an important aspect of international diplomacy and sustainable development. This brings notions about civic engagement into cross-cultural and diplomatic arenas.

Some observe that the innovations or breakthroughs of the future will not be based upon scientific knowledge and technologies themselves but by how social entrepreneurs employ and mold them to distinctive social uses (Hill 2007). As noted, solutions to the "grand challenges" of this generation, such as a transition to more sustainable energy systems and finding adaptive and mitigating solutions to climate change, require a mix of social and technological components. All evidence points to an increase, not a decline, in civic engagement in science and technology, but exactly what forms and pathways that may take remains an open question.

The so-called "social dimensions" of these issues remain at a very early stage of understanding in the S&T field as a whole. A widespread assumption is that addressing the social dimension means encouraging social adoption of new technological innovations. Processes of engagement are, then, viewed as mechanisms for persuasive social behavioral change and marketing, not consultation and engagement. Social marketing of this sort can

be viewed as coercive in a way that is antithetical to the goal of civic engagement. Public scrutiny of scientific information and technical assessments can illuminate questions that were not asked or bring to the table values that may have been left out but are sorely needed to find innovative solutions.

As democracy-driven demand for civic engagement increases, partly as a reflection of limitations in the capacities of formal civic processes (like voting) to deal adequately with the complexities of modern life, we should expect civic engagement or public participation to become more standard governmental procedure. As members of the public come to see that they have a stake in issues that may not have well-developed, meaningful public participation opportunities, we should expect that people will request and even demand them.

Engagement to Popularize or Democratize Science?

Civic engagement processes that are well-conceived and well-implemented are crucial for helping society as a whole to prioritize, manage, and evaluate issues with a scientific dimension. One way of thinking about these processes is rooted in whether their purpose is to popularize or democratize science. Civic engagement that is mainly designed to inform and build scientific literacy about technical issues -- to "popularize" science and technology -- may not be open to all of the collaborative potentials of public involvement. Engagement that intends to empower public participation -- to "democratize" science and technology -- can actually craft a common understanding of problems, issues, and solutions that integrates cultural and technical elements. This kind of process opens science and technology to the possibility of criticism and change, which can be beneficial but may also be uncomfortable for some. This is a higher level of engagement that demands more of all participants, and democratization-oriented engagement can therefore be much harder to design and carry out.

Basic concepts of scientific or technological innovation are very much affected by which of these two models of engagement we imagine. Consider that natural resource management goals that were historically oriented almost exclusively toward economic production and development results (i.e., board feet of lumber from forests, total tons of fish, etc.) are now under pressure to shift toward more holistic objectives, featuring the ecological sustainability of dynamic ecosystems and social values (Lubchenko 1994). At the present time, a similar conversation is beginning to occur around the concept of sustainable energy – a conversation that is probably only in its infancy. The innovations that go along with these shifts may, and often do, involve a broad range of evolving socio-economic and cultural changes like new kinds of jobs and new social, legal, and market arrangements of many kinds. Media coverage may change. Research itself changes further in the direction of being "use-inspired," "stakeholder-driven" or "problem-focused" as a reaction to the pressures of

needing to be more responsive, accountable, and inclusive of these more holistic goals and the need to adapt over time.

Concerns and Challenges Related to Engagement

It is still common in some circles to see concerns about the low level of public understanding of science as a reason for apprehension about the idea of public participation in S&T-related decisions. Members of the public may, themselves, believe they have nothing valid to offer the discussion and keep out; the public reaction to biotechnology in this way prompted one research to call it the "spiral of silence" (Priest 2006). Perhaps because it can be so difficult for members of the public to feel confident of their participation on technical issues, proponents of civic engagement tend to be vigilant about "gate-keeping" that poses barriers to public involvement in decision-making and bars the inclusion of multiple kinds of knowledge and values as relevant to deliberation (Woolley 1998; Glicken 1999). Others see civic engagement as a pragmatic way to gain public buy-in (Addis and Les (1996), as a basic element of democratic governance (Beierle and Cayford 2002, Phadke 2010), or both.

The trend toward greater, not less, public involvement in scientific and technology issues, despite its difficulties, requires a realistic perspective about what such participation entails. On contentious issues that are likely to have large societal impacts or are understood as having deep cultural implications, more engagement may intensify rather than reduce conflict and controversy – at least in the short term. It is sometimes (wrongly) assumed that if the public receives more scientific information, then conflicts will naturally decline. It is also sometimes (wrongly) assumed that any conflict is a bad thing. A certain amount of conflict is not only natural but probably necessary to sort through multiple goals and ways of harmonizes across diverse perspectives. At the same time, engagement methods that exacerbate conflict or that are unprepared to manage it creatively may be worse than no engagement at all.

In fact, the primary need is for more robust conceptual frameworks and methods for creating and managing public engagement that can encompass and harmonize public values, policy priorities, and scientific and technology development. This is not to say that analytical tools are unneeded or not worthwhile, but they do not replace consultative or collaborative processes that allow different modes of knowledge, values, worldviews, and goals to be aired and negotiated in a respectful way. Common ground is a distinctly social concept, and societal decision-making around issues with S&T dimensions requires having good processes of engagement in place to help find it. While many are working on this challenge, it is fair to call it a work in progress rather than a done deal.

Engagement in Action: Future of Phoenix

Arnim Weik and Cynthia Selin, School of Sustainability, Arizona State University

When Carol Johnson, the Planning Manager of the City of Phoenix, first heard about ASU's research on sustainability transitions and anticipatory governance, she had to know more. Many people in government, administration, business, and non-profit organizations throughout the United States have started to use these new concepts to address sustainability challenges and to overcome weaknesses in the way cities are being governed. In particular, urban planners are searching for innovative approaches to long-term planning and have launched promising initiatives in cites throughout the U.S., for example, in Boulder, Berkeley, Chicago, New York City, Pittsburgh, and Portland.

These initiatives address complex sustainability problems that threaten the long-term integrity and viability of cities across the country. These urban challenges include budgetary deficits, aging infrastructure, air pollution, climate change, poverty, social segregation, and public health issues such as childhood obesity and Type II diabetes. Conventional research has made some progress in analyzing these challenges but very little progress in solving them. At the same time, urban planning tends to be guided by past plans and status quo data rather than visionary goals rooted in sustainability principles and stakeholder values.

Parting with conventional research and planning approaches, the City of Phoenix made the decision to use sustainability and anticipatory governance as guiding concepts for the General Plan Update. The General Plan is the city's most important guide for long-term planning and, by law, must be updated every ten years. With an update coming due, Carol Johnson met with ASU researchers Dr. Arnim Wiek and Dr. Cynthia Selin. They designed a graduate workshop course and additional thesis research to assist the under- staffed city planning office with the General Plan Update. Ultimately, 23 students and seven faculty from five academic programs across ASU delved into this work, using the frameworks of transformative sustainability science and anticipatory governance, developed at ASU's School of Sustainability and ASU's Center for Nanotechnology in Society.

ASU's interdisciplinary research team collaborated with the city's Planning Department to craft a vision for a sustainable Phoenix, to analyze the current state of the city, explore future scenarios, and develop sustainability transition strategies. Each of the above steps answered one of four questions, respectively: Where do we want to go; where are we now; where are we headed; and how do we get to where we want to go? In collaboration with city staff, the research team conducted a series of workshops that engaged up to 115 citizens and stakeholders from across the city. These workshops were an important part of the first large-scale public engagement on the city's future in 30 years (contributing to the General Plan). Through the successful partnership between ASU and the City of Phoenix, the city administration seized the opportunity to familiarize administrative staff and citizens across Phoenix with sustainability and anticipatory governance in the practical matter of urban planning.

Public Engagement

Participatory research with stakeholders was conducted in a series of workshops that engaged up to 115 citizens and stakeholders from across the city. These workshops were an important part of the first large- scale public engagement on the city's future in 30 years (contributing to the General Plan). With these efforts, the city built capacity for sustainability planning and anticipatory governance in different administrative departments as well as across different stakeholder groups.

While the project aimed to create actionable knowledge, the research team did not follow a conventional action-research approach. We recognize both the needs of the community as well as the needs and interests of researchers and other stakeholder groups. Therefore, we followed an approach that integrates facilitation and negotiation into community-based participatory research. This approach allowed *all* parties to work toward an acceptable solution.

Urban planning in Phoenix has traditionally been expert driven as opposed to community based. This approach disconnects the planning processes from the communities they are supposed to serve. Yet, there is a fully developed set of community-based participatory approaches that provide guidance for urban planning and research and that go beyond extracting feedback from citizens to truly engaging with the affected communities through listening, deliberation and negotiation.

These approaches lead to more democratic and transparent planning and decision-making and thereby enhance the ownership of and accountability for the challenges and the solutions across all stakeholder groups.

With this in mind, all engagement activities in this project were designed in compliance with the following principles:

- Community members have an active role in directing the scope, procedure and organization of the engagement activity.
- Engagement activities take place at locations that are easily accessible for the community and are scheduled at times that allow maximum participation of community members.
- Engagement activities have a high level of interactivity that allows participants not only to articulate community perspectives but also to engage in meaningful discussions, deliberations and negotiations among different stakeholder and expert groups.
- Research results are communicated and disseminated in socially and culturally appropriate ways, acknowledging language barriers, literacy, educational background, and preferred modes of communication.
- Engagement activities are guided by the principle of mutual learning and the co-production of knowledge among community, stakeholder and expert groups.

What came to be known as the Future of Phoenix project has received considerable attention for both its collaborative process and results. Since the completion of the General Plan Hearing Draft in December 2010, the research team has continued to work with the city administration and other stakeholder groups on the next set of use-inspired research activities. Workshops with community partners have identified three neighborhood communities in Phoenix willing to collaborate on solutions for urban food, mobility, public health, energy and groundwater contamination. The research team is also exploring solution-oriented collaborations with ASU's urban exerts and engineers. One neighborhood presents the opportunity for community-based research on the governance of innovative socio-technical processes for soil and water remediation at a Superfund site.

Section III

Exploring the Civic Infrastructure

Chapter 15
The Media and Civic Engagement

Richard De Uriarte
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- Media influence has waned in recent years, yet the media remain an important contributor to civic life, principally by informing, educating and providing a forum for public debate.

- Many fear that media coverage has become increasingly negative, polarizing, sensational and biased, eroding the confidence and cohesiveness of our state and its people.

- The rise of Internet-based information outlets threaten traditional media's economic base but also exponentially expand the reach and connections among policymakers and citizens.

- Spanish-language media, particularly TV and radio, have added a dynamic new element to the mix.

Chapter 15: The Media and Civic Engagement

Richard De Uriarte, Office of Communications, Maricopa County Board of Supervisors

In March 2006, Latino community activists in Phoenix organized a march to protest anti-immigration legislation in Congress and Arizona. The group planned to walk from St. Agnes Catholic Church at 24th Street and McDowell Road to Camelback Road and 22d Street, the state office of U.S. Sen. Jon Kyl. "Maybe a few thousand people," were expected, according to organizer Alfredo Gutierrez[1]. Instead, more than 20,000 protesters showed up and police had to shut down 24th Street. Scores of businesses were rendered virtually inaccessible. The detours backed up traffic across east Phoenix. Angry residents complained. A frustrated Mayor Phil Gordon, whose administration had assiduously courted Hispanics, denounced the march for crippling nearby neighborhoods. He said city officials had never been advised of the magnitude of the march and were left hopelessly outnumbered.

 "The truth is we were unprepared for the turnout. We did not anticipate the impact Spanish language television would have in creating such a turnout," Gutierrez remembers. "Once Univision and Telemundo adopted it, the numbers went way beyond our expectations." Two months later, an estimated 200,000 showed up for a "March for Justice" to downtown Phoenix, again publicized and mobilized by Spanish television and radio outlets. The massive protests stood conventional wisdom on its head.

 On the spectrum of civic activity, Americans typically participate through voting, making a political contribution, and maybe writing a letter to the editor or their elected officials. Relatively few will attend a debate, much less a protest rally. In addition, as previously discussed in this report, researchers have long associated political and civic participation with higher income and education levels. So a daytime, work-day protest march of construction workers, landscapers, maids, students and dishwashers -- many of them undocumented who had previously tried to remain under the public radar -- surprised most Arizonans. And the sight of the marchers waving Mexican flags angered just as many.

 But since those marches in 2006, no one underestimates the impact Spanish-language media can have in focusing, exciting, and mobilizing Latinos here, especially first-generation immigrants and their children.

Traditional Media Role and Influence

Corporate media influence is generally taken for granted historically in Arizona, especially in Maricopa County, where media moguls and personalities like Gene Pulliam, Tom Chauncey, Del Lewis, Jack Williams and "Duke" Tully boosted and shaped growth for decades.

Throughout history, journalists have generally been seen as playing an essential role in a free society and being inextricably linked with American democracy. In Revolutionary times, independence-minded pamphleteers carried the message of self-government and liberty across the colonies. Freedom of speech is specifically mentioned in the U.S. Constitution, part of the First Amendment. No other commercial industry enjoys such recognition, as reporters are quick to remind. Partisan newspapers and journals were well read and influential throughout the 19th century. And scholars have long associated high levels of voting and civic participation with newspaper reading. There has certainly been a strong correlation -- if not quite causality -- between citizen engagement and the media and this correlation remains high today[2].

Today's journalists are steeped in that tradition. They are taught in school that the media's first obligation is to the truth and its first loyalty is to the citizens. Many can recite by memory one of Thomas Jefferson's most famous quotes: "Were it left to me to decide whether we should have a government without newspapers, or newspapers without government, I should not hesitate a moment to prefer the latter."[3] Journalists swell with pride on their crucial role in promoting and defending democracy. Phil Boas, editorial page editor of The Arizona Republic, describes this underlying mission:

> "Our most important role is to serve as an objective source of information. There's a gusher of information out there, but much of it is freighted with agendas and prejudices that make it unreliable, even deceptive. The newspaper, if it is faithful to the truth, serves a tremendous role providing the larger public and policy shapers with the information they need to make informed decisions.

> "Secondly, we provide discussion. Problems don't get solved if no one cares. By putting a spotlight on what's broken, the newspaper creates the impetus to find solutions. We provide the public to prod and cajole their leaders to act.

> "Finally, we give the public a voice. More than ever, our readers are becoming active, not passive consumers of news, firing back their opinions and ideas. They often tell us where the discussion should lead. New technologies (story chats, blogs, YouTube video, Twitter, etc.) are enjoining the public to become more a partner in producing the news and developing a more complete picture of what is happening."[4]

Even as new technologies and digital "platforms" emerge and the print media face enormous economic strains, traditional values endure. At their best, the media seek to inform honestly

and comprehensively, explain and educate thoroughly, scrutinize government performance consistently, serve as a fearless watchdog, hold accountable those in power, provide an open public forum, create a marketplace of ideas and set forth a public agenda for leaders to pursue and achieve. It's a daunting assignment.

Recent Challenges, New Uncertainties

The economic landscape has drastically changed for media outlets, particularly large daily newspapers. The emergence of the Internet has diverted large chunks of classified advertising revenues while offering libraries full of information and opinion in new and accessible ways, free to consumers and readers with a computer, phone, or ipad. As a result, newspapers have downsized their staffs over the past decade, buying out or laying off some of their most experienced (and highly paid) reporters, slicing the layers of fact checks and vetting traditionally handled by copy editors. The end product has clearly suffered.

Simultaneously, the "free" Internet has become a competitor for readers' attention. Practically every media outlet has its own online site, actually carrying more informational and news content than the newspaper and the television news program, along with a heavy emphasis on entertainment, celebrity, and feature pieces preferred by the coveted younger readers. In addition, the Internet has brought all kinds of new entrants into the media world: smaller, ideological, partisan, personal, and interest-based outlets that vie for readers' time and loyalty. All of these sources are accessible with a few clicks. The "mass" has been taken out of the mass media, along with the commercial incentives to cater to a broad-based, diverse population. The notion of "journalist" has morphed as well, and is now less attached to notions of neutral, impartial, and "fair and balanced." Americans once understood the journalistic principle of maintaining a "wall" between reporting and opinion, fact versus commentary. That wall has been battered in recent years. Following the history of talk radio, independent Internet bloggers have grown more popular – at least for a time, as they go bolder and more opinionated.

The result? A freewheeling and fragmented information ecosphere, more democratic, more open, and more accessible than its predecessor, but also more polarized, politicized and pugnacious, and less credible and less rooted in the wider community interest.

Do Media Do Their Jobs Well Enough?

Not everyone agrees the media do their job very well, or as well as they should. Political conservatives decry the hopelessly reflexive liberal bias of what they dismiss as "the mainstream media." Liberals dismiss "pack journalism" as a corporate lap dog, occasionally stumbling over the truth, only to get up and continue on its clueless way, fearful of antagonizing audiences, reluctant to ask difficult questions, much less challenge conventional wisdom.

Over the past decade, how many journalists, for example, gave voice to the occasional courageous academic who worried that the state's overheated and overinflated housing bubble would eventually burst? For that matter, why did Arizona's political media-based pundits remain silent throughout the last decade while a Democratic governor and a Republican state legislature pursued a course of simultaneously increasing spending and cutting taxes – a policy that resulted in a budget crisis once a prolonged and deep recession hit? It's not as if Arizona's fragile fiscal condition was not well understood. Budget crises occurred in the early-1980s, early 1990s, and early 2000s under similar circumstances of a tax cut followed by increased spending.

The criticism goes deeper, and involves questioning the reliability, credibility, and basic humanity of today's scandal-obsessed reporters. In the most recent Gallup Poll (Nov. 28 – Dec. 1, 2011), no more than 26 percent of Americans now hold a favorable view of journalists' ethical standards and honesty. That rating puts journalists just ahead of bankers and lawyers in public esteem.[5] People who have been subject of a news article, or even quoted in a story can often find small, even large, inaccuracies within the finished product. There's an axiom in civic life, not often expressed aloud by media practitioners: that one's confidence in any particular news article varies inversely with his or her knowledge of the subject matter. Not much of an endorsement.

Part of the criticism, frankly, is the abnormally high expectations and difficulty of the journalist's assignment. On any given day, a reporter must cover a complicated, emotional story or issue – starting from a blank slate. It's as if the reporter is expected to be an expert in economics, finance, accounting, criminal law, traffic, police investigation, judicial practice, political science, Robert's Rules of Order, history, chemistry, physics, international relations, polling, campaign finance laws, federal, state and municipal tax codes, budgets, medicine, social science, psychiatry, and popular culture of three generations.

Secondly, there is an inherent conflict between the media's role as a "mirror" of society that provides audiences a generally accurate reflection of reality and the very definition of news being that which "juts out" of everyday life. Reporters don't cover the hundreds of thousands of households that were not victimized by strong-armed robberies, shootings, fires, and other calamities. They cover the car crashes, the convenience store robberies, the hostage situations, and the traffic tie-ups.

So while today's journalists often see themselves as safeguarding freedom, exposing corruption, protecting the weak and championing those inalienable rights, many others see them far differently. They cite excessive negativism, disturbing inaccuracies, sensationalism, ideological bias, an obsession with personal scandals, and callous insensitivity to those they cover and write about.

As alluded to in Chapter 4, citizens have long brooded that media coverage of civic affairs has created incentives for excess and vitriol. The concern is neither new nor confined to Arizona. In 2004, a study commissioned by the Center for Information & Research on Civic Learning & Engagement (CIRCLE), nearly two thirds (65 percent) of Republican and Democratic leaders surveyed think that the "media has done much to turn young people away from politics."[6] Longtime Arizona political consultant Kurt Davis has said the media's emphasis on personality and manufactured scandals will "convince good people not to run for political office."[7] Davis told an Arizona State University journalism class that in today's media-driven political culture, "Winston Churchill would be unelectable." As noted earlier, the explosion of the media ecosphere over the past 20 years has only made more difficult its role as a forum of ideas and a "public square" where engaged and involved citizens can discuss and resolve conflicts and address common problems. The explosion of cable stations and Internet sites, many of them with pronounced partisan and sharp ideological formats, has fragmented and segmented audiences, dividing and polarizing them into separate camps, with "separate truths." If viewers can't agree on facts, they can hardly come up with solutions and compromises, a central ingredient for American representative democracy.

These are not new concerns to Arizona Town Hall. In 1996, at the 69th Arizona Town Hall, "Building A Community of Citizens for Arizona," participants urged that "media reporting must be comprehensive, report the whole truth and present differing viewpoints and must not focus on the extremes. The obligation of the media is to serve as a clearinghouse of ideas and facilitate community dialogue. Reporting facts and information; the obligation of the public is to consult more than one media source and verify information presented."[8]

Media Efforts to Build Community

Despite these concerns, Arizona's media regularly encourage good citizenship, volunteerism, problem solving, and civil debate through their news coverage, charitable initiatives, and promotions. Examples abound:

- For more than 25 years, five days a week, Arizona's Public Broadcasting KAET-TV produces Horizon, with in-depth coverage and analysis of Arizona issues. Likewise, KNAU-FM in Flagstaff has done important series and news features on the foreclosure problem in the Prescott Valley and life on the Navajo and Hopi reservations.
- Community-based newspapers, including *The Arizona Daily Star* in Flagstaff, *The Prescott Courier,* and *The Prescott Valley Tribune* have examined regional water issues in depth, helping Arizonans understand the stakes.
- KJZZ, a public radio station based in Tempe, earned several journalism awards for its continuing coverage of illegal immigration, the state's budgetary crisis, and an analysis of neighborhood crime.

- At a time when it is fashionable in some political circles to condemn education, KTVK Channel 3 in Phoenix is honoring eight teachers across the state with its "Silver Apple Award."
- The "Season for Sharing" campaign of azcentral.com raised about $2.6 million in the 2011-12 holiday season. The first $800,000 in donations are matched 50 cents on the dollar by the Gannett Foundation and the Nina Mason Pulliam Charitable Trust. The money is distributed to as many as 137 agencies across the Valley and state.
- *The Tucson Weekly* profiles community heroes, "Tucsonans whose deeds make our community a better place."
- Despite the downsizing of newsrooms throughout the state, newspapers large and small have reported courageously, sensitively and intelligently on the complicated immigration issue, offering perspectives from all sides of the issue. Among these have been *The Arizona Daily Star, The Arizona Republic, The Bisbee Daily Review,* and *The Phoenix New Times.*
- In the past year, *The Arizona Republic's* Craig Harris produced major investigations on the Fiesta Bowl and a looming fiscal crisis in the state's public employee retirement system. Both series have spurred investigations and reform proposals.
- Many media outlets in Arizona routinely sponsor and cover candidate debates, conduct and publish candidate questionnaires and surveys, and offer readers and viewers a forum in their online products to comment and express their opinions. News personalities are guest speakers at various community events and civic club events.

As previously discussed, in the wake of the horrific 2011 shootings in Tucson, the need for civil discourse became an even greater concern for Arizonans. President Barack Obama seemed to voice the hopes of every American, regardless of party, when he invoked the example of Christina-Taylor Green, the nine-year old Tucson girl who was a member of her school's student council and one of six people killed. "I want us to live up to her expectations. I want our democracy to be as good as she imagined it," he said. Arizona's media have responded with some moving initiatives. Arizona Public Media produced "Together We Heal," a documentary that chronicles how that city continues to recover from the national tragedy.

Additionally, *The Arizona Republic* and KPNX Channel 12 have combined on a project to tap Arizona's young people for hope and example. Nearly 1,200 students in grades 7-12 throughout Arizona submitted short essays and videos on how to return civility and respect to public life. Twelve students were selected to discuss their ideas with retired U.S. Supreme Court Justice Sandra Day O'Connor on a Channel 12 program that aired in January, 2012.

Former Arizona editor Keven Ann Willey started a similar "Civility Challenge" two years ago at *The Dallas Morning News*. The project was launched with a special section devoted to

civility, with columns and opinion pieces by prominent experts, ethicists, public officials, bloggers, and academicians. "We want a robust debate and discussion, but we don't want it to be uncivil," Willey has said.[9] Since then the newspaper has solicited columns nearly once a month to sustain the focus on civility.

Late last year, Randy Lovely, senior vice president of news and audience development for *The Arizona Republic*, decided to do away with anonymous postings on azcentral.com to ensure greater accountability and reduce the vile, mean-spirited rhetoric that had come to dominate online story chats and commentaries. In a column announcing the change, Lovely said "the final straw" came in the aftermath of the Tucson shooting when some anonymous, hateful bloggers made light of the tragedy.

The Spanish-Language Difference

There are hundreds of thousands of Spanish speakers in Arizona and many of them listen to Spanish-language radio and television and read Spanish-language newspapers. They are part of Arizona's media landscape and many do important work. Yet, there are criticisms.

"Most of the Spanish language TV and radio – like the English media – cover most everything superficially," commented local activist, longtime Arizona Senate Minority leader, and Spanish-language radio host Alfredo Gutierrez." But on the issue of immigration, they cover it from an advocacy point of view. This is an issue important to their audiences, whether they're high-income Latinos from Northeast Scottsdale or low-income workers in the Garfield (neighborhood of Phoenix). It is seen as a battle."

Radio stations like Radio Campesina, talk shows and news commentators like Gabriel Villalobos and the controversial activist Carlos Galindo of KASA have enormous influence and give voice to activists like Salvador Reza, Gutierrez, and others. Valeria Fernandez, an independent Spanish-language reporter, sees Spanish radio as a constant presence among working class Latinos, especially immigrants who work in the fields, on construction projects, driving their cars, or working in private homes. "The Spanish language audience is much younger than the typical newspaper reader," she said.[10]

The Impact of the Internet: An Uncertain Future

Like practically every other technological innovation, the Internet has been greeted with equal amounts of hope and concern. For journalists, it has been a double-edged sword. Clearly, the Internet has cut into advertising with the arrival of things like Amazon and Craigslist that allows retailers to directly reach their consumers. Faced with declining advertising revenues and its traditional revenue base imploding, news executives have

lowered costs and trimmed newsroom staffs. Arizona's media newsrooms are substantially smaller than they were a decade ago.

Yet for the consumer of news, information has been exponentially expanded. Each of us – if we had the time – could read hundreds of stories and commentaries each day from all sorts of news outlets and sources across the state, nation and globe – for free. For the individual reporter, columnist and blogger, technology offers exciting new ways to deliver information – accessing and sharing original documents, providing links to photos and videos, and offering opportunities for two-way communication with audiences – instantaneously. A news story can be immeasurably deepened and enriched by offering a platform for those directly involved and on-the-scene.

Media scholar and author Dan Gillmor thinks the media future will be "messy" but exciting: "When we have unlimited sources of information, and when the Big Media organizations relentlessly shed their credibility and resources in the face of economic and journalistic challenges, life gets more confusing, The days when we had the easy but misguided luxury of relying on Big Media are gone."[11] That might well be the key observation. The media "ecosystem" will rely on the good will, the discipline, and the energy of the consumers. Indeed, it always has.

If the media of the past two decades have become more fragmented, polarized, and divisive, is it not a reflection of American civil society as a whole? Criticisms of the press and their shortcomings are not new. Even Jefferson, so often portrayed by the news media as its defender, was a fierce and bitter critic: "The man who never looks into a newspaper is better informed than he who reads them, inasmuch as he who knows nothing is nearer the truth than he whose mind is filled with falsehoods and errors." How can citizens expect the media to perform in a civil manner if they reward, by their attention and viewership, the shrillest and angriest media types? The Pogo comic strip had it right. "We have met the enemy and he is us."

Engaging Arizona's Diverse Communities

Section IV

Engaging Arizona's Diverse Communities

Chapter 16

Citizen Involvement in Arizona's Local Government

Ken Strobeck
League of Arizona Cities and Towns

- Opportunities abound in Arizona's municipalities for local residents to engage in the civic life of their community, whether as a first-timer or a veteran participant.

- Cities and towns frequently partner with other local governments, chambers of commerce, private businesses, foundations or volunteer groups to offer leadership training programs to citizens in order to equip them for effective civic engagement.

- Whether required by statute or simply a city "best practice," volunteer advisory groups often play a critical role in providing vision and direction for a community's General Plan or for specific local projects.

Chapter 16: Citizen Involvement in Arizona's Local Government

Ken Strobeck, League of Arizona Cities and Towns

Arizona's 91 incorporated cities and towns frequently provide the first opportunity for citizens to become involved in public policy matters. Local government is generally the most accessible level of government for members of the public and city services are evident every day through police patrols, fire or emergency responses, city parks and recreation services, libraries, road and street repair, and the presence of a city or town hall. Less visible, but arguably just as important to a community's quality of life, are other city-delivered services such as water, sewer, planning, and zoning. It is in these areas, particularly related to land use and neighborhood issues, that a number of opportunities exist for public participation.

While the focus of this chapter is on programs offered by cities and towns, there are many other governmental and non-governmental organizations that provide programs in civic leadership. These include counties, regional consortiums, foundations, universities, business groups and chambers of commerce, for example.

Advisory Boards and Commissions

The former Speaker of the US House of Representatives, Tip O'Neill, is famous for originating the quote, "all politics is local." The same can be said of local involvement and participation in city-based boards and commissions. They exist because of the very nature of local issues and the interest of motivated citizens to be involved in making their communities better places to live and work.

Arizona state law requires that every incorporated city and town have a Board of Adjustment, which is set up to hear and decide appeals of decisions made by the municipal zoning administrator (ARS § 9-462.06). The board consists of five or seven members and, in some cases, consists of the elected city or town council. However, in many communities, the members are citizen volunteers who have expressed interest in serving and have been appointed by the council.

To qualify for membership on this board, as with most other municipal advisory boards and commissions, one simply must be a resident of the city or town. Individuals are not required to be members of a particular political party, to have any specific educational requirements or even to be registered voters. Simply being a city resident with a desire to make the community a better place to live is all that is required.

State law acknowledges, but does not require, that a municipality may have a Planning Commission. All municipalities are required to adopt a comprehensive ten-year General Plan that outlines the community's community goals and development policies (ARS § 9-461.05). The Planning and Zoning Commission is the body typically created to delve into the details of a city's zoning maps and future development patterns. They also recommend Conditional Use Permits, zone changes, and various other zoning items. Appointment to these commissions is often highly sought-after since there are few issues that are more important to the quality of life in a community than their use of available land and development standards. Recommendations of the Planning Commission are forwarded to the city or town council for final adoption. City or Town Council members often begin their public service as members of a Planning and Zoning Commission.

Boards and Commissions can be created by the council in response to a specific need or due to a longstanding issue of community interest. There is no limit on the number of advisory groups that can exist and, because they are reflective of local values, they differ from city to city. The City of Flagstaff, for example, has advisory committees on bicycles and pedestrians, sustainability, transportation, and tourism.

The City of Phoenix has a large and active boards and commission structure consisting of around 60 groups with more than 800 participants. Some "village" commissions are focused on single-neighborhoods such as the Encanto Village Planning Committee and similar organizations exist for the Maryvale, Laveen, Desert View, Deer Valley, and Paradise Valley neighborhoods, among others. Other groups deal with a wide range of issues such as transit, parks, workforce, women, and youth. Others focus on broad programs such as historic preservation, sister cities, arts and culture, and fire safety. Still others have important input into governance policies of the city such as civil service, pension reform, employment relations, aviation, and license appeals.

Neighborhood Associations

Phoenix and other large cities also have robust Neighborhood Association programs. These kinds of groups are often formed for public safety and neighborhood livability purposes. Neighborhood meetings provide a comfortable atmosphere for people to get acquainted with others living in their immediate area and to establish Neighborhood Watch groups to reduce neighborhood crime and vandalism. The City of Phoenix also has a Tool Lending program for neighborhood groups that want to organize a neighborhood cleanup or graffiti removal day. These kinds of grassroots groups activate people on a block-by-block basis to become involved in making a positive difference for their neighborhoods and communities.

The City of Chandler has one of the more unique processes for connecting neighbors together. They have recently introduced a Neighborhood Connect-Social Media program

designed to train citizens in the use of social media tools such as Facebook and Twitter to organize neighborhood meetings, build a community social media page, or create electronic newsletters and invitations to keep residents informed of meetings and current issues. The program is one way to let residents know of the many activities available from the City's Office of Neighborhood Programs.

Even in the face of severe budget cuts that allow the City of Tucson to pay for only one mailing per year, the City boasts 130 different registered neighborhood associations. Volunteer opportunities abound for projects such as holiday decorations, neighborhood cleanups, block watch programs, community gardens, and volunteer services for veterans and seniors.

Leadership Training Programs

All across the state, cities and towns are helping organize programs designed to introduce residents to the various opportunities available for volunteer service or other levels of civic engagement in their communities. Sometimes these programs are done in connection with local chambers or other business or civic groups, some cities link up with their neighbors to offer a joint program, and others organize the programs on their own.

Examples of some of the better-known programs in the state's major metro areas include those offered by Leadership West, Scottsdale Leadership, Greater Tucson Leadership, Chandler Chamber Community Foundation, Mesa Leadership Training and Development, and the Flagstaff Leadership Program. Rural areas of the state tend to have programs that include a larger geographic area such as Gila Valley Leadership, Graham County Chamber Arizona, Verde Valley Leadership, Inc., and Southern Gila County Leadership Academy.

One relatively new program has embraced the concept of preparing community leaders across the entire state: the Arizona Center for Civic Leadership. As discussed in Chapter 7, this program is a project of the Flinn-Brown Civic Leadership Academy and the Arizona Civic Leadership Collaborative with support from the Flinn Foundation and the Thomas R. Brown Foundation. Participants in the 12-seminar program are nominated by community and civic leaders and competitively selected. The program has attracted a high level of participation from civically-engaged individuals including elected city, county, and state officials who want to learn more about community leadership skills and prepare themselves to seek additional elective offices. The Arizona Civic Leadership Collaborative has also taken on the responsibility of trying to assemble a single-point of reference for community and regional leadership programs across the state with the goal of helping them "work together on a statewide agenda to expand and enhance civic leadership at all levels."

These leadership programs typically involve a once-a-week meeting over a period of several weeks. Participation is sometimes limited and potential attendees are asked to submit an application outlining their interest in attending the program. The programs target people who hold the ambition to serve on a local board or commission or elective office, but are not familiar with either the structure of government or the local volunteer opportunities. Elected officials and other experts make presentations to the students on the processes of government and advisory boards and other presenters offer lessons in leadership skills such as public speaking and working productively in small groups. Over the last few years, these classes have produced a number of community volunteers and candidates for local and state office.

One such program that has achieved national recognition is the Citizen Leadership Institute in the City of Apache Junction that began in 1998. In 2004, the program received an Excellence Award from the International City/County Managers Association (ICMA) for cities with populations of 10,000 to 49,999. According to the City, the Institute offers seven sessions "on topics of interest related to local city and county government; the structure and role of community government, creating community and working together, preserving open space, planning and zoning, the operation of service departments (e.g., police, parks and recreation), economic and community development, and infrastructure and demand-driven services. Another function is to encourage citizen participation in city council, planning and zoning sessions as their direct involvement in the process gives resident a better understanding of how municipal decision-making comes about." The city reports that of the 109 residents who have successfully completed the program to date, 27 percent have gone on to serve on a city board, commission, council or special city task force (http://www.ajcity.net/index.aspx?NID=135).

The Town of Queen Creek hosts an annual 11-session Citizen Leadership Institute that includes an overview of local governments in Arizona and detailed sessions on specific departments of the town. Similar community leadership training programs are available in a number of cities and towns including Chandler's Neighborhood Academy, Marana's Citizens Forum, and Bullhead City's Leadership Program that is presented jointly with the Colorado River Women's Council. Their 8-month program includes a group project such as designing a dog park, public awareness of school taxes, and how to direct your tax dollars, and cleanup of a nature preserve.

A joint program presented annually by Goodyear and Litchfield Park is called Citizens' Academy. Litchfield Park also sponsors an annual Town Hall Meeting each January. Elected officials and department heads discuss the operations of the city in detail. Tabletop displays provide additional information about city services and include local civic and non-profit groups. The meeting serves as an excellent tool to engage the residents of the city and keep an open line of communication between the city government and the community.

Engagement in Action: City of Peoria's PACE Program

Tracey Booth, City of Peoria

With public outrage seemingly increasing over the past few years, the City of Peoria wanted to help residents engage in a positive, meaningful way. As they began to explore the opportunities before us, they knew they had to assist their own organization by building greater understanding of, and capacity to, authentically engage communities. They also recognized it was imperative to help the public learn how to effectively engage with their government.

In the beginning, a grassroots team of City of Peoria staff members, including individuals from the City Manager's Office, Human Resources, and the Budget Office began brainstorming how to provide a civic engagement educational opportunity for employees, citizens and other stakeholders who have an interest in more effectively engaging the public. Thus, the Positive Action through Civic Engagement (PACE) Conference was created. Through the PACE conferences, the City hopes to help educate citizens, staff, local businesses, and non-profit organizations in techniques for civic engagement and on how to productively engage with each other.

In 2010, it was quickly decided that the first PACE conference needed to offer a foundational context for civic engagement; "What is and what is not" civic engagement and "how to" effectively engage the public. It was clear PACE must be a "learning" event. The PACE planning committee began identifying the best format for the first conference, and decided on one that supported learning and was motivational and issues-focused. The conference format included two keynote speeches, a variety of breakout sessions, and a panel discussion.

The second PACE conference in 2011, was focused on the convergence of education, the community and business – and how each one individually and together can be engaged and improve our communities and government decision-making process. In addition to the keynote speakers, there were also three interactive panel discussions with 13 prestigious panel members and three breakout sessions that provided training in different participation methodologies and techniques. Throughout the conference, participants were also able to ask questions and provide comments via microphone or through a text polling system.

From the comprehensive assessment of the 2010 conference, the planning committee incorporated many of the aforementioned elements into the second PACE conference, and as a result, attendance and participation for the second conference more than doubled. Additionally, the City was able to ensure more city of Peoria staff and leadership were in attendance at the conference in order to take back ideas from keynote speakers and panel discussions for possible implementation into daily operations. Finally, the number of high school students in attendance more than doubled, thus increasing the ability to build the potential for successful civic engagement with youth. In addition to these successes, the 2011 conference again was provided at no cost to citizens – all expenses were recovered through sponsorships and ticket prices.

The City of Peoria plans to continue the annual PACE conference, and each year will focus on different aspects of civic engagement. PACE keynote speeches as well as a variety of civic engagement resources and references can be found on the City of Peoria's PACE Website.

Section IV

Engaging Arizona's Diverse Communities

Chapter 17

Engaging The Next Generation of Civic Leaders: Young Adults

Michelle Lyons-Mayer
Public Allies
Arizona State University's
Lodestar Center for Philanthropy and Nonprofit Innovation

- Research conducted by the Center for Information and Research on Civic Learning and Engagement provides a compelling profile of civic engagement among youth.

- Two factors have a significant impact on civic engagement among youth and young adults– college education and race/ethnicity. Studies have identified a large and growing number of "civically alienated" young people who are most likely characterized as "Latino, non-college-educated and low income youth."

- Public Allies Arizona is an AmeriCorps program of the ASU Lodestar Center for Philanthropy and Nonprofit Innovation that provides a 10-month program of full-time, paid apprenticeships in nonprofit organizations and includes leadership development and training, one-on-one coaching, and community service.

Chapter 17: Engaging the Next Generation of Civic Leaders: Young Adults

Michelle Lyons-Mayer, ASU Lodestar Center for Philanthropy and Nonprofit Innovation

Like every emerging generation before it, much has been speculated, researched, and written about the generation of young people now entering the workforce and community life in mass numbers. Known for their love of technology and impatience with the status quo, Generation Y, also known as the Millennial Generation or Generation Next, generally refers to the population born between the early 1980's and the late 1990's. Despite the many stereotypes that have been popularized about this generation, it is important to "look to the data" to separate fact from fiction as it relates to young people and civic engagement.

The Center for Information and Research on Civic Learning and Engagement (CIRCLE), based at the Jonathan M. Tisch College of Citizenship and Public Service at Tufts University, was founded in 2001, to conduct "research on civic education in schools, colleges, and community settings and on young Americans' voting and political participation, service, activism, media use, and other forms of civic engagement." In addition to the examination of youth voting trends dating back to the early 1970's, CIRCLE has also conducted extensive research on youth volunteering and other forms of civic engagement. The 2006 Civic and Political Health of the Nation surveyed 1,700 young people between the ages 15 and 25 and 550 adults over the age of 26 to measure nineteen core Indicators of Engagement. Based on their findings, we can develop a general profile of the ways in which young people are currently engaged in civic life.

The good news is that there is a certain segment of the youth population that is extremely involved. According to the study, "Some young people are intensely involved. Thirteen percent of American youth are what we call 'dual activists,' engaging in at least two different forms of community engagement and two different forms of political participation. Almost seven percent of young Americans are hyper-involved, claiming 10 or more different kinds of participation" (p.9). " The bad news is that substantial numbers of young people are disconnected from politics and community life. A majority of young people (58%) is unable to cite two forms of civic or two forms of political engagement that they have done; we count them as 'disengaged'. Of those who are disengaged, 28% have not done any of the 19 forms of civic engagement that we have measured in this survey. They are 'highly disengaged' "(p. 9). Furthermore, "only 10% (of all youth) are confident that they personally can make a great deal of difference in solving community problems, although another 45% believe they can make some difference"(p.13).

Two particular factors emerged that appear to have a significant impact on youth behavior as it relates to civic engagement. The first is college attendance, which is strongly correlated with civic engagement. According to the study, "If we compare young people (age 18 to 25) who have some college experience with non-college youth, the former group is ahead on every indicator except canvassing, protesting and contacting the broadcast media" (p.19). As the second factor, race and ethnicity also played a role. The research suggests that African Americans and Asian Americans are generally highly engaged. One the other hand, Latinos appear to be the least engaged group reporting the largest percentage of disengaged youth (67%). "According to the study, young Whites present a mixed picture: Whites are the most likely to run, walk, or ride a bike for charity and to be active members of a group. They are the least likely to protest, donate money to a party or candidate, or persuade others about an election. Their average number of civic activities and their percentage of highly engaged and highly disengaged people place them close to the norm for the whole youth population." (p. 20).

A more detailed examination of voting and volunteering behavior suggests that young people are not only less likely than their older counterparts to engage in these activities, and that education levels and race/ethnicity continue to emerge as significant factors influencing youth and young adult behavior.

Voting

Historical data tracked by CIRCLE demonstrates that people age 18-29 typically turn out to vote significantly less than their adult counterparts (age 30 and above). In the 2008 election, voter turnout among young people reached a record high (51% of eligible voters aged 18-29) but still lagged behind eligible voters aged 30 and above (67%). That same year, CIRCLE reports " young people with college experience were almost twice as likely to vote as those without college experience (62% vs. 36%)" (p. 5). They further report that "educational level has long been understood to be a strong predictive factor of one's likelihood of voting. More-educated individuals—those who have had at least some college education—have consistently been almost twice as likely to vote as those who have received no more than a high school diploma. Between the 2000 and 2008 presidential elections, turnout among college-educated young people increased one point more than it did among lesser-educated youth" (p.5).

While African-American youth voted in their greatest numbers in the 2008 presidential election (58.2%), historically White youth are most likely to vote with African American youth close behind. In that same year, Asian and Hispanic youth were significantly less likely to vote (40.7%).

Volunteer Service

With regard to volunteering, similar trends can be found suggesting that generally young adults volunteer less than their over 30 counterparts with both educational attainment and race/ethnicity factoring significantly. According to the <u>Arizona Giving and Volunteering Report 2008</u>, conducted by the Arizona State University Lodestar Center for Philanthropy and Nonprofit Innovation, "the age group of 31-45 had the highest rate of volunteering at 42.5 percent, however, the age group of over 70 years old also volunteered at high rate of 42.2 percent" (p. 8).

The study further found that "volunteering also increases steadily with education, from a low volunteering rate of 17.2 percent among those with less than a high school education to a high of 47.5 percent of those with a postgraduate degree. Hispanic households reported the lowest rate of volunteering at 21.3 percent opposed to the White (non-Hispanic) households volunteering at the highest rate of 45 percent. The Black (non-Hispanic) households reported a slightly lower rate (41.3 percent) but significantly higher number of hours per year volunteering" (p. 8).

Collectively, this data suggests a general profile of young adults who are somewhat less engaged than their older adult counterparts, with the greatest disparities occurring among non-college educated, Hispanic young adults. A more recent examination of the 2008 and 2010 election data has prompted CIRCLE to release a new study that encourages engagement efforts to avoid assuming that young adults represent a uniform group with regard to civic engagement. In the report, <u>Understanding a Diverse Generation</u>, CIRCLE identified a large and growing number of "civically alienated" young people who are most likely characterized as "Latino, non-college-educated and low income youth" and encouraged the development of specific strategies to increase the engagement of this largely disengaged group of youth (p. 19).

Public Allies Arizona at the ASU Lodestar Center for Philanthropy and Nonprofit Innovation

In 1992, a diverse group of young social entrepreneurs were helped by a number of established community and national leaders to create Public Allies, believing that there were many energetic, talented young people who wanted to address critical issues in their communities and many organizations and communities who could benefit from their contributions. Nearly 20 years later, Public Allies has emerged as a national leader in engaging diverse young people through a growing network of program sites in twenty-one communities across the country. Public Allies *"advances new leadership to strengthen communities, nonprofits and civic participation"* using a demonstrated set of strategies that embraces the ideal that every young person in the community has potential as a community leader and that leaders can come from unexpected places in the community. In short, Public Allies aims to primarily engage those who are historically least engaged in civic life.

In 2006, Public Allies invited the ASU Lodestar Center for Philanthropy and Nonprofit Innovation to become the local "operating partner" for Public Allies Arizona. With its history in preparing people for leadership roles in the nonprofit sector, the Lodestar Center saw this partnership as a tremendous opportunity to expand the Center's growing portfolio of "next generation" leadership development programs. For more than 25 years, ASU had been home to the American Humanics program, an undergraduate certificate in nonprofit leadership and management. The ASU Lodestar Center had also expanded its academic programs to include both an undergraduate and graduate degree in nonprofit leadership and management. Finally, the Generation Next Nonprofit Leadership Academy had been established to provide a cohort of the Valley's top emerging nonprofit leaders the knowledge and tools needed to take on leadership roles within the nonprofit community. Public Allies fit a unique niche that focused on the development of non-traditional leaders who have yet to establish themselves professionally in the nonprofit sector.

To accomplish this goal, Public Allies Arizona identifies talented young adults (Allies) from diverse backgrounds and, with support from the national AmeriCorps program, advances their leadership through a 10-month program of full-time, paid apprenticeships in nonprofit organizations. The program recruits those who are typically under-represented in local leadership programs. Allies develop valuable skills while contributing 1,700 hours of substantive direct service in full-time apprenticeships at local nonprofits. They plan and execute community service projects that address critical community issues, and receive more than 300 hours of training on topics such as civic engagement, power and privilege, nonprofit management, cross-cultural communication, conflict mediation and community-building. The program establishes a learning community in which young people from diverse backgrounds learn how to work together to affect change.

Public Allies Arizona deploys a unique set of strategies specifically designed to engage young people who are traditionally under-represented and provide them with an array of tools and skills to succeed as civic leaders. First, Public Allies Arizona engages in a targeted recruitment process aimed at ensuring a diverse class of AmeriCorps members that reflects every segment of the community while over-representing people who are typically under-represented. As a result, Allies are diverse, 60% are people of color (32% Hispanic), 30-40% have yet to earn a college degree, 25% report being first generation college students, and 15% identify as being a part of the Lesbian, Gay, Bisexual, Transgender, or Questioning community. Allies represent a wide diversity of political and ideological beliefs, spiritual and religious affiliations, and socio-economic backgrounds. Finally, Public Allies Arizona seeks to develop indigenous leadership. Therefore, recruitment efforts focus on the identification of talented youth who are living in and committed to serving the Phoenix community. The majority of Allies report having strong community connections and that they intend to continue their careers in the local nonprofit and public sectors.

The core component of the program is a ten-month full time apprenticeship in a local nonprofit organization. "Partner Organizations" are competitively selected by the ASU Lodestar Center based on their ability to provide the Ally with a meaningful and substantive leadership role within their organization that results in a substantial increase in the organization's capacity, either through the expansion of programming, through outreach to underserved populations, or through the development of new organizational systems. The organization commits the resources of an experienced nonprofit professional who acts as both supervisor and mentor to the Ally through their term of service. In addition to their "full-time" placement, Allies are also responsible for working in teams to execute a minimum of two Team Service Projects. The Team Service Projects serve as a practice field for the knowledge/skills Allies are learning about in training and at their placements. Allies design their projects to leverage community assets and produce measurable results.

As an enhancement to their "applied experience" at placement and through community service, Allies participate in a rigorous leadership development program designed to enhance their skills and expand the ways in which they engage in civic leadership. Allies meet every other Friday for training focused on: community-based leadership, nonprofit management, Asset-Based Community Development, and civic participation. Each Ally is also paired with a staff member of the ASU Lodestar Center, called a Program Manager, who provides coaching and support around an individualized Leadership Development Plan. Allies, supervisors, and staff participate in 360° Feedback process twice a year, to give constructive feedback on their growth as leaders. At the end of the year, Allies prepare a formal portfolio and present what they have learned to the community.

Program Impact

Since the program's launch in the fall of 2006, the ASU Lodestar Center's Public Allies Arizona program has graduated five classes and 137 AmeriCorps Members and has demonstrated a strong track record of engaging young people in effective community service in the Valley. Allies have collectively served more than 215,000 hours and impacted more than 156,000 people in the Greater Phoenix community. Furthermore, Allies leveraged additional service by recruiting more than 20,000 volunteers, who in turn served more than 88,000 hours of service and impacted more than 45,000 people. Allies have had a significant impact on the broader community by creating almost 2,000 new partnerships on behalf of the organizations they are serving in and through the implementation of 58 service projects benefiting Arizona communities.

Program evaluation data indicates that Allies are more civically engaged than their peers. End of year evaluation data for the 2010-2011 cohort provides the following information:

- 70% of Allies report that they "always" vote and an additional 17% report that they vote "sometimes."

- 76% of Allies believe that people like themselves can make a "big impact" in making their community a better place; 22% believe they can make a "moderate impact."

- 85% report that they have "a clear vision for what kind of change in (their) community (they) want to be a part of."

- 97% of Allies reported that they were "satisfied" or "very satisfied" with their experience.

- 91% of Allies reported that Public Allies had been a "transformational experience."

- 91% of Allies see themselves as leaders.

- 100% of Allies reported that they gained skills during their term of service that they plan to use in future education, service or employment opportunities.

- 100% of Allies reported that they "are aware of how (their) strengths and weaknesses affect (their) work in a professional setting."

Though the program is relatively "young" here in the Phoenix community, a survey of Public Allies Arizona Alumni conducted in 2010 revealed that 86% remain employed in the nonprofit sector.

Best Practices and Lessons Learned

Public Allies is a complex program that employs an array of strategies that ultimately all combine to produce the results achieved. However, the combination of an Asset-Based Community Development approach along with a rigorous commitment to diversity and inclusion are the most fundamental components of the program and account for much of its success.

First Lady Michelle Obama, founding director of the Public Allies Chicago program, summed it up well in a 2009 address at a DC Cares event:

"At Public Allies, we endeavored to do this also by bringing these young people together from diverse backgrounds. We worked with African Americans, Asian Americans, Latinos, Native Americans, white, gay, straight, you name it, college graduates, ex-felons, we brought them all together every week to work in a group. And truly, that's where the magic happened, when you saw those kids from all those different backgrounds really tussling it out and trying to figure out their philosophies in the world in relationship to their beliefs and stereotypes. The law school graduates realized they had a lot to learn about how communities really work and how to engage people. There's nothing funnier than to watch a kid who believes they know it all -- (laughter) -- actually come across some real tough problems in communities that test every fiber of what they believe.

And then you see the young person with a GED realize that they could go to college because they're working with kids who are just as smart or not smart as them who are going, and they gain a sense of the possibilities that they have. They know that their ideas are just as good, sometimes even better. That's when those lights go off. That's what we think about when we think of Asset-Based Community Development -- that a kid from Harvard and a kid with a GED are both full of promise. Everyone learned to build authentic relationships with one another where they could recognize each other's strengths and provide honest feedback on their challenges. They gained a blend of confidence and humility that prepared them to be able to lead from the streets to the executive suites. You could take any one of those Allies -- and it's not just Allies, there are kids like this all over the country, and you could plop them down in any community, and they would know how to build relationships. You know, that's not just important in non-profit, that's important in life. These are the kind of gifts that we can give people through service".

The ASU Lodestar Center for Philanthropy and Nonprofit Innovation

Nonprofit organizations deliver essential human services that enhance the quality of life in communities, but these organizations are only as effective as the individuals who serve in leadership and management roles. The mission of the ASU Lodestar Center for Philanthropy and Nonprofit Innovation is to "*build the capacity of the social sector by enhancing the effectiveness of those who lead, manage and support nonprofit organizations*" By improving the practice of these individuals, nonprofit organizations will be strengthened and the quality of life in communities will improve.

Section IV

Engaging Arizona's Diverse Communities

Chapter 18

Civic Engagement in Higher Education: Arizona Blue Chip Program

Corey Seemiller
Director of Leadership Programs
University of Arizona

- Today's traditional-aged college students are coming to college more service-oriented, but this mindset is not translating into other action-based forms of civic engagement.

- Higher education has an opportunity to capitalize on this interest and dedication to service by offering service learning opportunities, connecting students to the community, and offering resources and opportunities to develop students motivation to become actively engaged in the electoral process.

- The Arizona Blue Chip Program, a 4-year comprehensive leadership program at The University of Arizona, integrates community service, service learning, social change initiatives, social justice advocacy, and community involvement to help develop civically engaged leaders.

Chapter 18: Civic Engagement in Higher Education: Arizona Blue Chip Program
Corey Seemiller, Director of Leadership Programs, University of Arizona

Are college students civically engaged? That depends. More than half of today's traditional aged college students are coming to college having participated in service learning in high school (Skinner & Chapman, 1999 as cited in Billig, Root, & Jesse, 2005). But, this service-oriented mindset is not translating into other action-based forms of civic engagement such as community involvement and electoral participation (Junn, 1999; Long, 2002; Sanchez-Jankowski, 2002 as cited in Kahne, J.E. & Sporte, S.E., 2008). As previously discussed, for the past 35 years, 18-24 year olds have lagged behind all other age groups in both voter registration and voting behavior (Dalton & Crosby, 2008).

What is higher education's role in developing students' sense of civic engagement? First, having service learning opportunities available at the college level can capitalize on the great interest and dedication to service that is being fostered in high school; students are coming to college seeking experiences to continue serving the community. Not only is there a market on the college level for student participation in service learning, it can provide a valuable learning experience conducive to the higher education environment. Participating in service learning can assist students in developing their understanding of community needs, expanding their knowledge of politics, fostering a greater sense of responsibility to the community, and increasing their interest in becoming actively involved in their community (Billig, 2000; Westheimer & Kahne, 2000; Youniss & Yates, 1997; Youniss, McLellan, & Yates, 1997 as cited in Billig, Root, & Jesse, 2005). Whether there are formal service programs, a service learning office, service-based clubs and organizations, or service learning integrated into course curriculum, college can be an ideal place to offer opportunities for students to serve the community.

Although community involvement is not necessarily a focus for today's college student, the college setting is a prime place for students to develop community connections and get involved in some aspect of the community beyond volunteering. Through clubs and organizations that are tied to community initiatives, internships, and community based projects in classes; students have ample opportunities to develop ties to the community. For many students, this may be the first community involvement opportunity they have had, linking them to the prospect of future community involvement.

As for student participation in the electoral process, this proves to be a bit more challenging. Students do not typically have an interest in getting involved with the controversy and

divisiveness that politics has become, and most would rather abstain from both discussing politics and voting (Dalton & Crosby, 2008). Because of this, higher education has an opportunity to play a significant role in bringing students into the electoral process to help foster a custom of electoral involvement that can continue for a lifetime. Some colleges may host voter registration drives and voting polls, political debates may be held on campus, and student government offers students a local way to participate electorally, as a candidate and/or a voter. In addition, discussing political issues in classes, clubs and organizations, and at campus events can provide space for meaningful dialogue and reflection to develop a student's motivation to become actively engaged in the electoral process.

The Arizona Blue Chip Program

At The University of Arizona, opportunities for civic engagement are offered through formalized co-curricular programs coordinated by university personnel, student-run clubs and organizations, as well as curriculum integrated in academic courses.

The Arizona Blue Chip Program (Blue Chip), a 4-year leadership development program for 450 students at The University of Arizona is one such example of a co-curricular student program dedicated to civic engagement. Blue Chip was created in 1999, and offers team-based experiences, retreats, workshops, courses, and experiential learning in an effort to help students develop their leadership capacity. The mission of the Arizona Blue Chip Program was originally to "build leaders who will make a difference" but was changed in 2008 to "build leaders who make a difference," having removed the word, "will." This was because as college students, they were already making a difference in their communities through service, social change efforts, and social justice advocacy.

Phase I: Community Service

Blue Chip is divided into four phases with each phase lasting one academic year. Each phase is considerably different in content and structure based on the development of students in their progression through college. Led by a third year student, students in Phase I meet weekly with a team of 11 other students to participate in discussions and activities to help them better understand themselves and what it means to be a member of a larger community. The content centers on self-discovery, values exploration, and the development of introductory leadership skills.

Team Service Project. The first opportunity the students have to put their leadership skills into action is through the team service project. This project involves the team first selecting an issue that they are all interested in and then spending several weeks researching to better understand the underlying causes of the issue. Each team is responsible for learning about and working with existing community agencies and initiatives to set up and engage in a

service project related to their issue. Finally, the students reflect on their experience about what they learned and what more they can do.

Phase II: Service Learning and Social Change

For Phase II of Blue Chip, students have an opportunity to join one of the following themes: Arts in Leadership, Eco Leadership, Global Leadership, Service Leadership, or Social Entrepreneurship. Although Service Leadership is its own theme and has a nearly exclusive focus on community involvement, the concepts of service, civic engagement, and social change are interwoven into all themes. Students in each theme take a 2-credit class related to that theme and are required to do two projects, the community partner project and the social change project.

Community Partner Project. The Community Partner Project is a 10-hour service initiative with a predetermined community partner related to each theme. During class, students learn about the project and the issue associated with it. Then, the class as a group participates in the project. For example, the Eco theme has partnered with the Watershed Management Group to create water harvesting in neighborhoods; the Global theme has worked with the YWCA Racial Justice Program to serve as facilitators for the youth forum on race; and the Social Entrepreneurship theme has worked with Kiva.org to engage in microlending. After the completion of the project, students process the experience during class as well as through assignments.

Social Change Project. The other class project is the social change project that focuses on understanding an issue and developing ideas to create social change around that issue. For this project, students work in groups of four to select an issue related to their theme and around which they are interested in creating social change. The groups work throughout the semester on a variety of smaller assignments to help them understand their issue better and identify root causes so their proposal for social change is better informed. Some of these assignments include an immersion in which each student observes or participates in a real-life experience related to the issue, a debate in which each group member is assigned a different perspective related to the issue to argue, and a presentation with ideas to address the issue.

Case Competition. Another unique aspect about the integration of social change into Blue Chip is through the Phase II Case Competition. Each year, Blue Chip administrators work with a community partner in Tucson to identify an issue facing the community. The community partner develops a case question and then provides a 2-hour overview of the issue for all the students in order to give them the information they need to begin the case study. Students from across themes are then put together on teams of three and given most of the semester to research the issue and develop a 20-minute social change proposal that they will present to the community partner. Of the nearly 20 teams that participate each year, the community

partner selects 4 finalists and a winning team. Past case competition questions have revolved around how to better create a sense of ownership for residents in their neighborhood communities (PRO Neighborhoods), getting youth involved in the process of Imagine Greater Tucson, as well as creating a positive image of a geographic area under revitalization (Oracle Area Revitalization Project).

Phase III: Social Justice Advocacy

Social Justice Retreat. Phase III of Blue Chip focuses on social justice. At the start of the school year, students participate in a 3-day overnight social justice retreat. They are presented with a variety of social justice issues and many find an emotional connection to a particular issue that they want to become more involved with upon their return from the retreat. Students are in teams at the retreat and upon returning they engage in a team social justice advocacy project on a topic of their choice. Teams have done projects such as creating films, doing petition drives, creating and showcasing photo exhibits, and educating other students through social media. For many of the student designed projects, the aim is to create momentum to get others to participate in the electoral process and to create change on a larger level, whether that is to sign a petition, vote on a proposition, or understand an issue better to be informed when voting.

Phase IV: Community Involvement

Meridian Project. In Phase IV, students engage in the Meridian Project working with a pre-determined community partner on a major initiative that takes place over the course of the academic year. Students in the Service theme develop and run a bimonthly service leadership class at a local middle school. Students in the Arts theme help run a theater production at a local high school that lost funding for the theater program. Students in the Global theme serve on Community Justice Boards in which they meet bimonthly to hear and engage in restorative justice for youth committing truancy or misdemeanors. These particular projects are well beyond short-term community service and many would not exist if it were not for the participation and ongoing involvement and commitment of the Blue Chip students. This aspect of Blue Chip has been so instrumental for some students that they have continued to be involved long after they have graduated college.

Conclusion

Overall, a leadership program such as Blue Chip that has a focus on service, social justice, and social change demonstrates that leading is serving, and regardless of the context these students lead in, they value contributing to the community.

Engaging Arizona's Diverse Communities

Chapter 19

The Other "Next Generation": Older Adults and Civic Engagement

Carol Kratz and Karen Leland
Virginia G. Piper Charitable Trust

- 77 million people are turning 65 years old and while 65 is often considered a traditional retirement age, boomers/older adults view retirement as a time to repurpose their skills and expertise in meaningful ways.

- An "encore career" is term used to describe a reframing of retirement whereby older adults apply their talents, skills, and desires to social causes and needs on their terms.

- Connecting older adults to civic engagement opportunities is a newer movement in early stages but there are a growing number of formalized programs that are supporting older adults in its early stages seeking encore careers and organizations in need of experienced human resources.

Chapter 19: The Other "Next Generation": Older Adults and Civic Engagement

Carol Kratz and Karen Leland, Virginia G. Piper Charitable Trust

Baby boomers—the 77 million people born between 1946 and 1964 who are turning 65 at the rate of one every eight seconds—do not envision a retirement like their grandparents. No bingo, Jello, or 4:00 p.m. dinners for this group after their working careers. Quite the opposite—they want to contribute in meaningful ways to their communities, using the talents and skills they have acquired over a lifetime of work. This dynamic population presents a phenomenal new human resource that can address issues, and real needs, in nonprofits, schools, and ultimately, communities at large. This "calling" that baby boomers feel about working outside traditional retirement boundaries for the public good is often referred to as civic engagement. To illustrate—picture yourself with time on your hands to allocate to something you've always dreamed of and the reward is that your contributions are meaningful and making a difference for others—this is civic engagement.

As has been discussed throughout this report, civic engagement has many definitions that encompass some form of involvement in working toward the public good. In the realm of older adults, the term has matured beyond traditional notions of volunteerism, and instead, civic engagement takes a person into a late-career or post-retirement part of life that provides rich connections and a variety of rewards (some personal, some paid). An emerging term for this reframing and merging of work, volunteerism, and retirement is called an "encore career." For baby boomers in particular, their involvement must have meaning and impact. They view their participation as paid or unpaid "work" and expect that their contributions of time and talent will make a difference. Marc Freedman (2011), CEO of Civic Ventures, in his new book The Big Shift, notes:

> *"The surge of people into this new stage of life is one of the most important social phenomena of the new century. Never before have so many people had so much experience and time and the capacity to do something significant with it" (p. 16).*

Further, couple the variables of people, experience, and time with this—a recent study by MetLife Foundation and Civic Ventures (2011) captured these important points about baby boomers contemplating civic engagement and encore careers:

- Approximately 9 million people, 9 percent of all Americans age 44 to 70, are already in encore careers (careers that combine varying proportions of "purpose, passion, and paycheck") equating to 16.7 billion hours of labor; another 31 million people are interested in joining those in encore careers;

- Current employment uncertainties, scarcity of job openings, disappearing pensions, and volatile stock and real estate values have shifted boomers' plans and expectations; financial barriers can delay pursuit of encore careers;
- Despite economic conditions, one in four (27 percent) of those interested in encore careers say that they are very likely to move into encore positions within the next five years;
- Concern about future generations is high; approximately 70 percent said it is important to them personally to leave the world a better place (p. 1).

Rowe and Kahn (1998), in their book <u>Successful Aging</u>, document the health benefits to older adults of engaging in productive activities after retirement. Their research shows similarities to Civic Venture's findings and relays how attitude, lifestyle, and activity can prove to be more important than genetics when it comes to one's health and longevity; people retiring at the traditional age of 60 to 65 can expect to have another 20 to 25 years of productive time (p. 16). Again, this "second adulthood" provides the opportunity to pursue life-long interests and a chance to balance meaningful "work" with free time once any financial barriers are addressed.

National Trends

Interest in retirement trends is gaining momentum at the national and local levels. Civic Ventures, a national think tank and renowned thought leader in the area of civic engagement, announced its sixth class of "Purpose Prize" winners at their annual conference on December 1, 2011. Five individuals, chosen from 1,000 applicants, were recognized for the outstanding and impactful contributions they made after retirement. Almost two hundred organizations participated in this conference that provided a forum for sharing information about existing or forthcoming programs and projects that capitalize on the boomer talent pool. For example:

- Intel is sponsoring "Encore Fellowships" across the country for their employees who are planning retirement. Encore Fellowships are paid, limited-time fellowships that match skilled, experienced professionals at the end of their mid-life careers with social-purpose organizations. This special type of fellowship is popping up all over the country.
- Sherry Lansing, former CEO of Paramount Motion Picture Group, and Silicon Valley's Steve Poizner, high tech entrepreneur and founder of Strategic Mapping, Inc. software firm, formed a new for-profit company in June 2011, called the Encore Career Institute. Partnering with UCLA, on-line certificate programs will be delivered in ten fields where employment possibilities have been identified. The program is geared toward baby boomers who are transitioning to second careers or desire to enhance their skills and value in today's rapidly changing and demanding workplace.

- Communities are forming through a nonprofit called The Transition Network (www.thetransitionnetwork.com). Through one of its programs, aptly named, the Caring Collaborative, members can tap each other for peer support when in the midst of a medical crisis or for short-term, nonemergency caregiving. Programs are mushrooming as others begin similar efforts.

According to the MetLife Foundation/Civic Ventures study (2011), the fields that have benefitted greatly from those in encore careers are education, healthcare, government, and nonprofit organizations. Reasons for engaging in paid or unpaid work opportunities stem from a person's passion for an issue, desire to help solve a particular issue, or the need for a paycheck. The research also found that the recession has impacted people's ability to and/or the timing of when to engage in encore careers since many will likely stay longer in their current positions because of the need to earn a paycheck (p. 3).

Arizona Activities

There is a large and growing volume of activity with regard to civic engagement and older adults in Maricopa County as well. A survey conducted for the Phoenix Metropolitan region by Visiting Nurse Service of New York (2002) discovered that 83 percent of those over 65 reported their health as excellent or good and 97 percent needed no help with daily activities. Not until the ages of mid- to late-eighties did people begin to experience health problems that contributed to more limited conditions (figs. 14.1; 23.1). This research confirms that Maricopa County must rethink its definition of aging to better incorporate and utilize this vibrant group of people with much to offer. By 2020, almost one in four Arizonans will be in the age group of baby boomers, thus, it is critical to understand this population's great potential for positive impact on the region's communities (U.S. Census Bureau, 2005).

In the area of grantmaking for older adults, Virginia G. Piper Charitable Trust incorporates civic engagement—the pursuit of meaningful activities that benefit communities—as one of its primary strategies; this supports healthy aging and enhances resources for nonprofit agencies. Over the past eight years, Piper Trust has developed pilot projects and explored new strategies to provide nonprofit agencies with methods for accessing this new and skilled workforce. The goal is to effectively match people and skills to organizations and ultimately, strengthen agencies and improve services.

There are a number of projects in place that provide civic engagement opportunities. Experience Corps, already reaching 31 schools in Mesa, Tempe, and Phoenix, has 200 older adult tutor/mentors working with at-risk readers; results show dramatic grade level increases at the end of the school year. The contributions that older adults are providing to our elementary school students alone is critical as new legislation requires that children are ready to read by the third grade. These tutors and mentors are filling a significant gap that

would otherwise go unfilled due to the already limited resources and declining budgets of schools. Images from these initiatives can be found on the cover of this section of the report.

Civic engagement of older adults is a major component of the Arizona Community Foundation's initiative "Communities for All Ages." Ten communities across Arizona are using the talents of older adults to identify and address problems in their neighborhoods alongside children and adults who also reside there. Results include a Community Leadership Academy for intergenerational leaders in Phoenix; an arts economic development strategy and intergenerational learning center in Ajo, Arizona; incorporating residents of all ages into community organizing in Pima County; and establishing a multi-generational center in Concho, Arizona that offers events, programs, and public services like a computer lab. All of these efforts focus on engaging older adults and all ages in civic engagement. The generations work together making their communities a good place for people of all ages to grow up in and grow older in.

The United Way of Tucson and Southern Arizona, supported by the Community Foundation for Southern Arizona, is implementing the ELDER Initiative. This effort involves multiple agencies, targeted to making the Tucson region a model elder-friendly community where older adults can remain in their homes. According to the Community Foundation of Southern Arizona, the project relies on the engagement of older adults to envision and create an ideal community in which to live and grow old gracefully.

Experience Matters, a new organization, acts as an innovation center for new approaches to capitalize on the time and talent of older adults. Experience Matters provides training to both individuals seeking civic engagement opportunities, and to nonprofits in need of experienced talent. In partnership with Arizona Community Foundation, BHHS Legacy Foundation, Bruce T. Halle Family Foundation, Intel, Lodestar Foundation, PetSmart Charities, and Virginia G. Piper Charitable Trust, the "Encore Fellows" program, offered by Experience Matters, provides stipends to older adults who work part-time with 12 nonprofit agencies to help advance their missions. A total of 70 individuals attended the Encore Fellows informational workshop; 40 applied and 12 were selected for the first Encore Fellow placements in 2011.

Some examples of encore activities include: designing experiments and educational materials at the Arizona Science Center; coordinating volunteer opportunities at Duet (an agency that provides health and well-being services to older adults); working at nonprofit agencies in Mesa through the Mesa United Way; assisting the Valley of the Sun United Way with the creation of an action plan to alleviate hunger in the Phoenix region; and performing a financial analysis for the City of Mesa Utility Department, among myriad examples.

As one Encore Fellow noted:

> *"If nonprofits could more actively recruit they would make valuable volunteer connections. There are lots of people like me who have different talents and experiences and are willing to give some of their time to help society."*

Gateway Community College trains older adults who wish to re-career into social services and healthcare areas. For example, older adult volunteers teach fall prevention strategies in senior centers as part of an Area Agency on Aging AmeriCorps' project that uses older adults. These individuals are extending the reach of the nonprofit agencies in a cost-effective manner that also supports meaningful civic engagement activities.

Challenges

Civic engagement of older adults does face some challenges. First, nonprofit agencies must rethink the way in which they recruit, train, and manage their experienced volunteers. These individuals want to work on meaningful projects that help agencies better serve clients or assist with infrastructure enhancements. While organizations often need envelopes stuffed or phones answered, this type of clerical activity will not keep the older adult baby boomer engaged. They want to be real members of the team and feel valued within the executive structure of the agency. Management of these volunteers differs from the traditional volunteer coordinator's role. There are now sound training modules available for nonprofits to help them transition to working with the "the new volunteer." For example, Experience Matters offers training, designed by Temple University, to nonprofits to help them redesign job descriptions, develop recruitment and retention strategies, and identify appropriate projects.

A second challenge is identifying those older adults who want to be civically engaged but have a difficult time locating appropriate volunteer or stipend opportunities. Again, Experience Matters provides "Explore Your Future" workshops (created by Temple University) for older adults looking to be matched with nonprofits in need of talent. Identifying appropriate nonprofits and matching individuals' time and skills requires a hands-on approach and on-going assistance.

To recap there are a number of lessons learned:

- Using older adults in meaningful short-term civic engagement activities is a new movement that is in its early stages.
- A growing number of baby boomer retirees seek civic engagement opportunities but are not always finding them available; currently there are more boomers than there are opportunities.
- The nonprofit and governmental sectors can benefit from this new resource but must redefine how these individuals will be utilized.

- The ideal high-level volunteer likes a job description with specific job responsibilities, wants the responsibility to plan and make decisions, and seeks flexibility and autonomy.

A clear economic value results from incorporating the time and talents of older adults into nonprofit organizations. A project of the National Council on Aging in partnership ten Maricopa County nonprofits (2008) found that the older adult volunteers' high-level service value was seven times higher than the amount the agencies invested in the project (p. 5). The beauty is that nonprofits and the public sector, especially during this time of economic downturn, truly need the type of talent and expertise that seasoned baby boomers bring to the table. Continuing to strengthen the infrastructure for matching the state's vibrant and willing older adults with nonprofits and organizations for the public good is critical—it is a game-changer that has the potential to drastically improve the overall health and well-being of generations and societies to come.

Section IV

Engaging Arizona's Diverse Communities

Chapter 20
Civic Engagement and Tribal Communities

Eric Descheenie
Navajo Nation

- Civic engagement in tribal communities is often derived from affinity to a unique set of tribal sovereignty rights and principles.

- Tribal communities exercise their rights to elect tribal leadership to lead their respective tribal governments. Tribes find value in uniting in areas where they share common ground.

- American Indian people have demonstrated their ability to influence decisions that often threaten the cultural and religious integrity of lands and locations.

- Native American people often engage one another as a matter of inter-personal relationship largely defined by sets of principles and practices stemming from Indigenous origin stories.

Chapter 20: Civic Engagement and Tribal Communities

Eric Descheenie, Navajo Nation

According to the 2010 U.S. Census, the state of Arizona is home to 296,529 American Indian and Alaska Native peoples translating into 4.63% of the total state population. Most of the American Indian peoples who reside in Arizona are enrolled members of one of the 22 federally recognized tribes whose political boundaries rest in part or entirely within the boundaries of Arizona. The Zuni Tribe, Fort Yuma Quechan Tribe, Colorado River Indian Tribe, Fort Mohave Indian Tribe, and Navajo Nation maintain political reservation boundaries beyond Arizona extending into neighboring states including California, Nevada, Utah, and New Mexico. Over a quarter of Arizona consists of Indian reservation lands. While the population of American Indians is low to the overall make up of Arizona, tribal communities have demonstrated, time and time again, they can speak larger than their actual and perceived size by way of innovative and courageous acts to influence public policy, laws, and common thought.

Sovereignty and Self-Governance

One of the most compelling reasons as to why tribal communities engage in civic participation internally and externally to their respective governments and social communities is derived from their affinity to a unique set of inherent and explicit tribal sovereignty rights and principles. Or in other words, their activities align with their political rights to self-governance and self-determination pursuant to centuries old treaties with the U.S. Government, and ways in which tribal communities governed themselves domestically and religiously prior to colonial contact.

A relatively recent example of this is the 1992 standoff between the Fort McDowell Yavapai Nation and the federal and Arizona state government where the tribe and its community members successfully asserted its sovereignty amid forceful federal action. As Fort McDowell Yavapai Nation, alongside other tribes, moved to negotiate state-tribal gaming compacts with then Arizona Governor Fife Symington they were met with considerable opposition. At the behest of Governor Symington and the aid of the US Attorney's Office, FBI agents on the morning of May 12, 1992, raided the Ft. McDowell Yavapai Nation casino, seizing slot machines. Tribal community members immediately responded to the raid with a blockade using heavy construction equipment, motor vehicles, and their own bodies to prevent the machines from leaving the confines of their tribal lands. These actions induced what would become a three-week standoff. The violent affair ended with the Governor

conceding to mounting political activity with his signature to negotiated tribal-state gaming compacts, including that of the Ft. McDowell Yavapai Nation.

While most examples of tribal communities' rights to self-governance carry-on daily, in less dramatic ways relative to May 12, 1992, tribal communities across the state find unique and creative ways to assert, and re-assert civic engagement and their rights to self-determination, including intra-tribal affairs as demonstrated by the citizens of the Navajo Nation.

For the past two decades, the people of the Navajo Nation have been governed by an 88-member council. That was, until a 2009 referendum of the Navajo people decreased the council from the largest tribal council in the Southwest (88 members to 24 council members) and afforded the President of the Executive Branch budgetary line-item veto authority. Since 1990, the Navajo Nation government has consisted of a three-branch government: Legislative Branch, Executive Branch, and Judicial Branch. The initiative to decrease the size of the tribal council and grant line-item veto authority was touted as a means to safeguard the public purse and improve government efficiency and effectiveness. On January 11, 2011, the 24 member Navajo Nation Council took office, and is presently adapting to the sizeable change.

In addition to one's affinity to sovereignty as a motivating factor to civic engagement, deep religious meaning stemming from Indigenous origin stories is often referenced as a motivating reason. Additionally, there is the pursuit of basic needs that severely lack across "Indian Country", such as safe, decent, and affordable housing, access to adequate medical care, safe drinking water, and quality education.

Electoral

With respect to the electoral sector, tribal communities exercise their rights to elect tribal leadership to lead their respective tribal governments. The 22 tribes of Arizona vary considerably in governmental structure, geography, population, Indigenous religious language and practice, and of course issues, thus creating an environment for genuinely unique examples of tribal civic engagement.

Tribes also find value in uniting under a single banner in areas where they share common ground. A proven example of this is the Inter-Tribal Council of Arizona, Inc. (ITCA), a non-profit organization representing 20 of 22 Arizona tribes that was established "to be the voice of the member Tribes in bringing about Indian involvement and self-determination" (Articles of Incorporation of the Inter Tribal Council of Arizona, Inc.). By way of ITCA's advocacy, many of Arizona tribal governments are able to speak in unison through adopted resolutions to strategically advance tribal sentiments and official positions on any given issue as it relates to local, state, federal, and international issues.

In terms of civic engagement and tribal government gaming, the Arizona Indian Gaming Association (AIGA), governed by the top elected leaders of Arizona's 19 gaming tribes, was established: "to protect and promote the general welfare of tribes striving for self-reliance by supporting tribal gaming enterprises on Arizona Indian lands. Speaking on behalf of its member tribes with one unified voice, AIGA serves as a clearinghouse and educational, legislative and public policy resource for tribes, policymakers and the public on Indian gaming issues and tribal community development. This organization is deeply committed to maintaining and protecting Indian sovereign governmental authority." (AIGA website)

While organizations such as ITCA and AIGA provide a forum for multiple tribal governments to produce shared visions, concerns, and positions, other coalitions exercise civic engagement at the grassroots level.

Grassroots Voice

American Indian people, by way of non-profit organizations, coalitions, and concerned citizens groups, have demonstrated in recent decades their ability to influence decisions that often threaten the cultural and religious integrity of lands and place. In Indigenous thought, *lands* and *place* are understood as critical *participants* to the overall ability of Indigenous people to actualize physical, emotional, social, and communal health. Through language and religious protocols consistent with centuries of traditional practice, Indian people are able to negotiate health through religious "ceremonies," provided the integrity of "those" who embody and exist among or in the land and place remain. Certainly, Indigenous people strive to protect and preserve their ability to create and re-create health, likely the same way non-Indigenous people would strive to protect the knowledge, practice, and existence of Western medicine as we know it.

To this effect, the Zuni Salt Lake Coalition, consisting of concerned citizens from a myriad of backgrounds and professions, in concert with the Zuni Tribe, championed an initiative to stop the Salt River Project's (SRP) proposed mining development from taking shape in order to prevent permanent depletion of the Zuni Salt Lake. The proposal called for the development of an 18,000-acre Fence Lake Coal Mine, where 80 million tons of coal over the course of 50 years would be conveyed to the Coronado Generating Station in St. Johns, Arizona to deliver electricity to approximately 190,000 Phoenix residents.

Moreover, the proposal called for 85 gallons a minute or 2.2 billion gallons over 50 years to be pumped from aquifers underlying Zuni Salt Lake, and this was what the Zuni coalition was most concerned with. The Zuni Salt Lake Coalition maintained that such water extraction would be devastating to the viability of Zuni Salt Lake, thus the ability for Zuni people, as well as other tribes in the region, to harvest the rare and religiously significant salt for traditional medicinal use.

The Zuni Tribe, among other tribes in Arizona and New Mexico, revere the Zuni Salt Lake with the utmost significance as it relates to their respective religious traditional thought and practice. For Zunis, the Zuni Salt Lake is understood to be home to Salt Woman, called Ma'l Oyattsik'I and is surrounded by tens of thousands of acre-land containing burials and shrines consistent with thousands of years of traditional practice.

After the better part of two decades, this affair was finally brought to an end in August 2003, when SRP relinquished their state and federal permits to study mining and elected instead to pursue an alternative venture in the state of Montana. While the influence of the Zuni Salt Lake Coalition was not publically credited for the shifting plans of SRP, they claim victory nonetheless. Pablo Padilla, an activist and enrolled member of the Zuni Tribe observed the following:

> "…the fight was about more than a strip mine and a lake. This was not a battle between Salt River Project and the Zuni Tribe. This was a battle of values. It just happened to play itself out between a coalmine company and a tribe. (On one side there were) energy resources, security, those sorts of things that are involved in producing electricity, and then (there were) the other values — having something sacred and holding onto it." (High Country News – Hillary Rosner)

Comparable to the Zuni Salt Lake affair, 11 Arizona tribes, various coalitions, and concerned citizens presently oppose the effort by the Arizona Snowbowl Ski Resort to produce artificial snow using any source of reclaimed water for ski resort recreation and business development purposes. Arizona Snowbowl is located on the San Francisco Peaks adjacent to the city of Flagstaff, Arizona. The heart of the matter speaks to neighboring tribes' position that such activities desecrates a sacred site (San Francisco Peaks) and for all intents and purposes, threatens the religious veracity of what the mountain means to tribal communities, respectively. Concurrently, environmentalists, tribal and non-tribal, assert that subjecting people to artificial snow derived from reclaimed, effluent water will create serious health and safety risks.

While tribal governments engage the matter with diplomatic agendas, grassroots organizations and passionately driven citizens over the years have launched a variety of grassroots initiatives to disrupt the ski-resort progress, including lawsuits, educational campaigns, acts of civil disobedience, and petitions to the International United Nations forum, to name a few. To date, artificial snowmaking has yet to commence, though construction to achieve such capacity is underway.

Community Leadership and Service

As tribal people leverage higher education as a means of finding innovative ways for tribal communities to constructively and responsibly co-mingle mainstream culture with tribal

heritage, tribes emerge more equipped to remain as a people. The late Josiah N. Moore of the Tohono O'odham Nation demonstrated this as an educator and tribal leader and continues to do so through the legacy he left for Native American communities to follow.

As an alumnus to the College of Education at Arizona State University, ASU Adjunct Professor of English, Chairman of the Tohono O'odham Nation, and Director of the Arizona Indian Education Office within the Arizona Department of Education, Josiah championed a myriad of initiatives to empower Indian people to transform their respective communities. Such efforts included the use of education to find new ways to acclimate to the dominant society. He set out to convince his people, the O'odham, "to believe that they can function in the white man's world without compromising their heritage…. We know our culture and have our own standards, values, and traditions. We need to bring this to the forefront."

Before passing in 1993, Josiah helped found the Native American Alumni Chapter of Arizona State University, a volunteer organization created to enable alumni to continue creating opportunities for Indigenous people to achieve a higher education. As a testament to Josiah's influence, U.S. Senator Dennis DeConcini proclaimed to the U.S. Senate that with Josiah's death, the State of Arizona and this country lost an outstanding Native American leader.

Josiah's inspiration carries on through the annual Josiah N. Moore Memorial Scholarship Benefit Dinner and Endowment created by friends and family of Josiah and members of the ASU Native American Alumni Chapter. In 2011, the alumni chapter celebrated for the 17th consecutive year of this dinner in his memorial and multiple academic scholarships were awarded to current ASU undergraduate Native American students, alongside other leadership awards. The Native American Alumni Chapter of ASU organized with a board of directors and volunteers from across the Southwest to the coast of Massachusetts (Wampanoag Tribe of Gay Head – Aquinnah) to continue to make differences in Arizona tribal communities through student recruitment, professional mentoring, and student support advocacy, to name a few.

Kinship in Civic Engagement

Generally and traditionally speaking as it relates to Indigenous thought and practice, Native American people engage one another as a matter of inter-personal relationships that are largely defined by certain sets of organized principles and religious practices stemming from origin stories. While many tribal communities utilize mainstream societal norms associated with occupational hierarchy, rank, or status, Indigenous inter-personal relationships sometimes take precedent and can govern not only every-day interaction, but also how tribes maintain order and the ways in which key decisions are made by religious leaders and the highest elected officials of tribal government.

As it relates to the Navajo Nation, Diné (Navajos) exercise the concept of K'é. This can be pragmatically described as the way in which Navajo people relate to one another, as well as, how they joke, respect, and interact with others. K'é, in part, takes shape through a system of clans predicated by the four original clans created by "Changing Woman." Changing Woman is an other-than-human-person who, in Diné origin stories, designed the system of clans to be matrilineal, meaning each Navajo person born would first take the mother's clan ("Born to"), followed by the father's clan ("Born for") as part of his or her identity and familial lineage. The third and fourth clan of Navajo people is ascertained from the maternal and paternal grandfather's clan, accordingly.

Navajo kinship and the practices associated are intricate and complicated, particularly as they relate to the depths of traditional Diné religious thought and practice. To contextualize the value and use of K'é in societal issues, consider what a Navajo leader once asked a Navajo congregation:

> *"We are asked every year to appropriate more and more money to our police department for improved public safety. Yes, public safety is a significant need, but I ask this, 'how did we police ourselves a hundred years ago without a police department?' It was K'é…let us return to our ways."*

Engagement in Action: Imagine Sedona 2020 and Beyond

Ken Strobeck, League of Arizona's Cities and Towns

The City of Sedona wanted extensive community input into their new Community Plan. A Citizen Steering Committee was formed to help the public communicate ideas to the City in enough detail to assure that the new Plan reflects the kind of Sedona they want in "2020 and Beyond."

Ten public meetings were held — three programs in May and June 2011 that gave details of the process and gathered a summary of residents' ideas. From September through November, seven public Topical Workshops were held to go into more detail on specific matters like Transportation, Housing, Sustainability, Economy, Regional Issues, etc. More localized meetings reached homeowners in subdivisions, young people in schools, the Hispanic community, and others.

At the same time, a "Party in a Box" kit was developed to equip residents with the tools needed to gather their friends and neighbors in small home meetings to gain understanding of their concerns. These efforts, carried out in informal home atmospheres, reached many residents who wouldn't normally attend City meetings. Additionally, a Community Room in a storefront was stocked with graphics and information for the public to visit. In this space, residents can input their own ideas, writing an "Idea Form," or marking up enlarged aerial views of City thoroughfares and neighborhoods. A special website and a Facebook page also facilitate communication with the public.

The public may also attend regular meetings of the Steering Committee. The 11 Committee members are ordinary citizens, not "government." The city hasn't hired a consultant — participants work for free and are supported by very professional city staff members. Between regular meeting times there are small working team meetings to study details for the full Committee. During these meetings, news material, video and slide programs are prepared, and public input ideas are organized so they're not lost in later stages of the process.

The next steps involve drafting parts of the plan, while keeping residents and businesses involved by using websites, the Community Room, and more public meetings.

Testimonials from Imagine Sedona Committee members:

"It was with pride and excitement that I found out just over a year ago that I had been accepted onto the Citizen's Steering Committee for the Sedona Community Plan. I found myself as a part of an amazingly energetic and diverse group of men and women whose goal was to develop and create a new Plan for the next ten years. It has been an amazing experience. I have learned a lot. We have had numerous meetings and workshops with the public and devised many different ways of touching the different types of folks who live here – "parties in a box' for example, where someone will organize a local get together and pick up our box which is full of tools to enable folks to have a party and discuss "the plan"….or meeting with our Hispanic population at their church after services on a Sunday night! Our group is diverse, but it is also united in our dedication and desire to build a plan that is community driven and will set a framework for the future. We are united in our love and respect for Sedona and desire to protect the place for not just our children and grandchildren, but for future generations of this world."

"One strong benefit of this all-volunteer committee that should not be overlooked is the opportunity for its members themselves. As someone who is recently retired, with virtually zero experience in city government, I have gained a wealth of knowledge about community affairs, my city's rich history, and the values and creativity of my fellow citizens, all because the Sedona City Council entrusted me with this important assignment. The personal rewards are substantial, and I know I will remain active in public affairs as a result."

Section IV

Engaging Arizona's Diverse Communities

Chapter 21
Engaging Rural Communities

Linda Elliott-Nelson
Arizona Western College

Civic engagement in rural Arizona encompasses many of the traits that are present in urban Arizona, with some unique aspects:

- Limited resources lead to more holistic knowledge

- Isolated geographic regions tend to have more social cohesion

- Informal networking is present

- Peer pressure is strong in rural communities

- Volunteer burn out occurs due to limited population

Chapter 21: Engaging Rural Communities

Linda Elliott-Nelson, Arizona Western College

Although most of Arizona's land mass is considered rural, only 10.6% of state residents live in a rural area (Rural Assistance Center, 2011). Only 6 out of the 15 counties in Arizona are defined as "micropolitan" or rural; however, Arizonans, in general, term areas outside of the Phoenix and Tucson metropolitan areas as "rural" since these 2 metropolitan population areas comprise 82% of the total state population (Rice & Vest, 2011). Due to this general point of view, this chapter will describe unique aspects of civil engagement in communities outside of the Phoenix and Tucson areas.

In rural communities, the community can serve as the source of personal identity, the topic of discourse, and the foundation of social cohesion (Lyson, Torres & Welsh, 2001). One resident's perception was that in rural Arizona, "people derive identity from a sense of place." Larry Gould, a sociologist with Northern Arizona University – Yuma Branch Campus, suggested that people who live in rural communities generally have more feelings of self-reliance and independence. He observed that "people will step up because they feel they have an impact" since residents feel they can control the process of affecting change in their community.

Data from the USDA Economic Research Service (2011) agreed with a nationwide study that in general, rural residents of Arizona, as is typical in the United States, tend to have a lower education and income rate than urban residents (Butler & Eckart, 2007). The 2011 Arizona Civic Health Index noted that while the rural geographic region was not below state average for reporting on attending community meetings or doing favors for neighbors, rural residents were significantly lower than state average for belonging to groups, volunteering, or making charitable contributions. General statistics, however, cannot cover the breadth of rural communities, which can be as different from each other as they are different from urban communities. Rural communities in Arizona vary depending on their location within the state, their cultural mixture, the influence of religious institutions within the community, the influence of a large presence of military, the percentage of long-term residents versus residents who move often, and the level of education of the residents, among other aspects, that are variables that affect the level and type of rural community engagement.

Unique Aspects, Opportunities, and Challenges

Rural communities share commonalities with urban venues, but bring with them unique characteristics created from limits: limited population, isolated geographic areas, and limited resources. Throughout the state, whether urban or rural, the same types of individuals and groups participate in civic engagement. Similar membership organizations volunteer in civic engagement, such as Rotary and Lions; similar non-profit organizations draw volunteers to participate, such as hospitals and food banks; similar infrastructures for publicly-elected officials exist; and public organizations where a significant portion of the population has some personal linkage, are present, such as public schools. However, rural residents describe a number of unique aspects that foster civic engagement in a smaller community.

Limited resources create holistic knowledge (needs and resources available)

Although limited resources could be seen as a negative factor, some rural residents see this as an opportunity, since, as a college professor in a rural area stated, "I can develop a strategy quickly because I see the categories of institutions available; they are definable and a finite number of resources. I can operate in a holistic way." This individual stressed that he would not be able to plan projects of civic engagement as effectively in an urban community since there would be too many resources available and he would not be able to know nor include all the organizations available. Limited resources allow him to "comprehend, analyze, and select which institutions to use" when creating an event requiring community resources.

With limited resources, a non-profit organization employee stated that, "The fight for resources is fierce. If you don't control the process, someone else will." The holistic knowledge of what is available encourages engagement from the perception of controlling the process of change rather than assisting it. This limitation of resources also encourages organizations and people to combine their efforts to meet needs or solve problems.

Isolated geographic area creates social cohesion

One aspect visible in rural communities is a greater mixture of socioeconomic levels engaging together in one geographic area. As one rural area volunteer stated, "all of our kids go to the same schools, and the isolation of our town forces us to work together." Another non-profit organization's director mentioned that "the amount of collaboration and cooperation taking place" in her rural community is something that "blows people away" with its prevalence. This collaboration among all residents of a rural area results in a more holistic involvement instead of organizations or individuals operating within isolated silos of activities. Redlin, et al (2010) described this as the "density of acquaintanceship" that brings rural communities together as a cohesive unit to solve problems. A rural teacher stated that the sense of social cohesion stems from the viewpoint that due to geographic isolation, "no

one else will help us, so we might as well work together." This observation noted that rural communities, although lesser in size, can be diverse in nature and focus.

Rural communities may contain cultures within their boundaries that are complementary, or radically different. These differences may be based from ethnic, religious, political, or cultural backgrounds. What one public radio news director noted, however, was that if an issue involved education, heritage, or quality of life within their rural community, even radically different groups would cross boundaries to work together for a common purpose. For example, the Yuma community drew together several hundred volunteers from all walks of life who pooled their efforts to build a children's playground at West Wetlands Park over a period of 4 days when financial resources were lacking.

This rural community social cohesion carries with it the "guilt" factor. The smaller population base contains what one rural volunteer termed "a sense of guilt", or peer pressure, to become involved with civic activities since neighbors will publicly and privately ask about someone's absence since they know their fellow residents on a personal basis.

Informal networking leads to greater communication

In rural communities, the consensus appears to be that individuals know each other and that groups come together to meet a common goal. Redlin, et al (2010) stressed that smaller communities have a stronger community identity due to the denser social networks that exist. For example, one community events director described activities that occurred in Somerton and San Luis, rural communities located in the southwestern corner of the state. "People [in the communities] share the common goal to keep kids off the streets at night." Due to this common goal, various groups became involved, sharing their own resources for the common good. For example a government entity shared facilities available, another organization provided food, yet another organization provided coordination of effort, and another group provided contacts, so that 100 volunteers came together quickly to provide a venue for after-school activities for children in the area.

Rural areas also have an under-the-surface knowledge of whom to go to if something has to be done. As one rural-area administrator stated, "Getting things done depends on who you know." One individual with knowledge of whom to contact was able to pull together a group of residents to take over the Yuma Territorial Prison Park when the State Park Service notified the town that the park would need to be closed due to a lack of funds. This park has since been improved and has experienced a greater sense of civic pride and ownership from the residents.

Fewer channels of formal communication

Although the Internet is also present in rural areas, more formal methods of communication, such as the variety and frequency of newspapers, radio stations, and television channels, can be limited in rural communities. Due to this, rural communities have their own methods of "informal" communication. Informal communication takes place through people with connections, who know how to contact individuals on a personal basis through phone or email, or through a public posting venue, whether it's the local grocery store or a well-known center. Knowing where to post information for a town's people to become involved enables activities to start quickly. In Dragoon, a rural area in the southeastern area of the state, most residents know that clothing, food, tutoring, and public meeting needs and sharing can be posted on the one bulletin board at the Women's Club.

The needs of a rural area can be covered through existing infrastructure, such as the public school system. After learning that school meals were often the only source of nourishment for children who went hungry during weekends, one Rotary organization partnering with the foodbank from another town was able to assist the rural Dateland area through disseminating donated food via backpacks that children from the public school system took home over the weekend and then were replenished on a weekly basis from the same school location. This activity has since extended to other rural communities as well.

Limited population creates a repetition of the same volunteers

Individuals and businesses volunteering for many different needs can become "burnt out" from a repetition of causes due to the limited population in rural communities. As a resident of Sierra Vista stated, "In smaller communities, you see the same people engaged over and over – the people don't change." Another resident of Eastern Arizona stated that at one point he was serving on 3 separate boards, "plus being involved heavily in my religious organization, none of which were related in any way." The influx of a transient population can bring new faces to civic engagement, but in towns where the population remains similar, one news director noted seeing the same faces in an activity in 2011 as he had seen in the mid-1980s.

Limited circle of local focus can limit ideas

One of the drawbacks of rural communities can be a tendency to limit focus. As one rural resident described, "There is a core group of people who are the insiders, with many generations living in the same place. Input from people recently moved may not be as valued as the insiders." The effect of this viewpoint may take place in a lack of diversity on board membership within a community, the unwillingness to engage in certain activities because they vary from the traditional focus of a community, or the refusal to take on a certain

project that would change the community from its current state. When an idea does take hold in a rural community; however, it can move along very rapidly.

Fewer formal constraints create project rapidity

Projects in a rural area have the potential of happening more quickly due to less "red tape" if the need-to-know individuals are involved. The Yuma community began an agri-tourism program by knocking on the doors of local companies. Although area farmers were concerned about ongoing problems of tourists walking through fields with produce, they saw the advantage of educating tourists about the importance of food safety. Within a few months, the visitors' bureau had created "Field to Feast" events where tourists purchased tickets for a tour involving picking produce from designated fields, learning about produce and food safety, then dining on meals at the local community college created from the produce gathered. The success of the "Field to Feast" created more enthusiasm from other areas that then became involved in other events involving agri-tourism. As the head of the visitors' bureau observed, "there is a lot more trust with people you've known a long time", which speeds up activities and decreases potential obstacles.

Smaller communities allow for greater community presence

Rural areas can more easily demonstrate a sense of community, with the effort expended receiving an immediate, holistic response. One multi-national company that relocated from an urban area to a rural one expressed publicly how sponsoring the local robotic competition gave their employees the sense of community presence that they had not felt when living in a larger urban area. Employees felt their contributions were more valued by the community, and were astounded at the participation from the public at the events they sponsored. "We regained our sense of community," observed one manager, which encouraged their employees to become further involved with their new place of residence. This company manager stated that during their time in an urban area, communicating with public officials involved a "great deal of red tape." Since their move to a rural area, company managers met the city mayor directly at sponsored events, knew a number of the individual movers-and-shakers on a personal basis, and mentioned that civic projects moved along much more quickly.

Closer relationship with local elected officials

Although rural areas reflect similar public official infrastructure, a greater percentage of residents might know the mayor or city council on a first name basis. One rural resident who works with non-profit organizations mentioned that at public events, "the number of VIPs present is outstanding." The direct, personal contact with elected officials appears to lend a relationship of accountability for activities taking place in rural communities.

Conclusion

Unique aspects of rural communities involve limited resources, with a smaller population and resource base; isolated locations; social cohesion; a more informal networking infrastructure; more necessary repetition of individuals and available resources towards causes; more readily available information dissemination via individuals; more knowledge of immediate local needs; a greater peer pressure network; and a greater sense of engagement being directed towards the collective versus the individual. Although the makeup and viewpoint of a community could limit participation in an activity, once an idea is accepted, it can progress very rapidly.

Although statistics may show fewer organized civic engagement activities from rural Arizonans, many informal networks for engaging with others may exist. Rural Arizona has banded together within their towns to help their areas, as demonstrated by several examples in this chapter. However, although the informal networking can move activities and projects along more quickly, there is burnout from employing the same people to cover more needs for a rural geographic area. Limited resources and limited population may signify a more holistic viewpoint of what is needed, and an attitude that "we're in it all together since no one else will help" can bring things together, but a lack of wherewithal can tire volunteers out. However, the strong sharing of identity within rural communities creates significant social cohesion to come together to solve problems and meet community needs.

Engagement in Action: Sierra Vista's Public Facility and Park Planning

Ken Strobeck, League of Arizona's Cities and Towns

Sierra Vista's Public Facility and Park Planning program started in 2001, and has been used for a dozen different facilities and parks since then. It is a structured process that starts with an opportunity statement and a set of givens. From there, a full communications plan is developed to ensure that as many people as possible are reached. Facilitated public meetings are included—often times multiple meetings—starting with a host of ideas, and then filtering down into different options. The process involves hundreds of people and ends up getting great community support for new facilities and parks. Here are some examples:

Tompkins Park – This was the first project using this process, and the initial outreach was extensive. Door hangers were distributed to homes within walking distance; "meeting in a box" opportunities for folks who wanted to host a small gathering in their home – video, materials and even popcorn provided for the participants; newsletters sharing the progress to all participants; public meetings, even one in which participants were given models of the park and scale drawings of different amenities, where they were asked to "design" what they think should be there. The result is a well-utilized park that took into consideration the needs of the adjacent neighborhood for what is really a large regional park.

Skate and Bike Park – This one was unique in that the 150+ young people who participated ended up designing the facility with the architect, achieving 100% acceptance.

Garden Canyon Park – This is the largest park the city owns, and the process was extensive. There were incredibly diverse views on the degree to which the park should be developed. The final outcome, after multiple meetings, on-site hikes of the area led by local residents, and commercials inviting folks to participate, resulted in three segments with varying degrees of development. But all focused on maintaining the natural beauty of the area.

Cyr Center Park – This is a redevelopment area in the city's west end that consisted largely of an old industrial gravel operation that was donated to the city for use as a park. The city needed additional lit sports fields, so area residents were engaged to make sure they understood the overall plan, received information on how the lighting would be managed so as to not disturb them, and find out what else they would like to see in an area with very few recreational amenities.

Appendix A: Contributing Authors

Lattie F. Coor

Lattie F. Coor, President-Emeritus, Ernest W. McFarland Arizona Heritage Chair in Leadership and Public Policy and Professor of Public Affairs at Arizona State University, is Chairman and CEO of the Center for the Future of Arizona. For the previous 26 years, he served as a University President, most recently at Arizona State University from 1990 to 2002, and as President of the University of Vermont from 1976 to 1989. He has held positions with a variety of higher education associations, boards and commissions. Currently, he serves on the Board of Directors of Blue Cross/Blue Shield of Arizona and is a member of the Greater Phoenix Leadership Council. An Arizona native, Coor was born in Phoenix and graduated with high honors from Northern Arizona University in 1958. He pursued graduate studies in Political Science at Washington University in St. Louis, Missouri, earning a master's degree in 1960 and a Ph.D. in 1964. He has honorary degrees from Marlboro College, American College of Greece, the University of Vermont and Northern Arizona University.

Arnold Danzig

Arnold Danzig is professor in the School of Public Affairs/College of Public Programs at Arizona State University and director of MPA/MPP programs. In 2009-2010, he served as Professor and Director of the Division of Advanced Studies in Policy, Leadership, and Curriculum and Professor in Education Leadership and Policy Studies in the Mary Lou Fulton Institute and Graduate School of Education. His research offers a humanistic vision of leadership for schools and democratic institutions, with deep and practical commitment to the betterment of individual and institutional lives. He has authored or co-authored numerous articles on school leadership, administrator professional development, and school-to-work transitions, which appear in multiple journals including *International Studies in Educational Administration, Education Policy, Journal of Educational Administration, Educational Leadership and Administration, Journal of Educational and Psychological Consultation*. He is co-editor for the 2012 and 2014 volumes of the *Review of Research in Education* published by the American Educational Research Association.

Janet Denhardt

Janet V. Denhardt is a Professor of Public Administration in the School of Public Affairs at Arizona State University. Her teaching and research interests focus on organizational behavior, leadership, governance, and citizen engagement. Dr. Denhardt has authored five books, several of which are now in multiple editions: *The New Public Service, The Dance of Leadership, Managing Human Behavior in Public and Nonprofit Organizations, Public Administration: An Action Orientation*, and *Street-Level Leadership*. Her work has also appeared in journals such as the *Public Administration Review*, the *Journal of Public Administration Research and Theory, Administration & Society*, and the *American Review of Public Administration.* She holds a doctoral degree in public administration from the University of Southern California.

Eric F. Descheenie

Eric F. Descheenie resides in Window Rock, Arizona as Deputy Chief of Staff for the Honorable Johnny Naize, Speaker of the 22nd Navajo Nation Council. As such, Eric is responsible for advancing the priorities of the Speaker and resolve of the Navajo Nation Council, particularly as it relates to government reform and inter-governmental relations with the State of Arizona and U.S. Government. While Eric is a proud enrolled member of the Navajo Nation, he is outnumbered by his wife, Miranda, and three sons, Sequoyah, Denali, and Na Koa, all of whom are enrolled members of the Confederated Tribes of Siletz Indians of Oregon.

Richard de Uriarte

Richard de Uriarte is Communications Manager for the Maricopa County Board of Supervisors, a position he accepted in August 2008 after 30 years as a reporter, editorial writer and reader advocate at The Phoenix Gazette and The Arizona Republic. He retired from the newspaper in July 2008. During his career, he has covered and commented upon state and local government, demographics, politics, minority issues, immigration and the media. Richard was named the 2009 recipient of the Lifetime Achievement Award for Service to Journalism by the Arizona branch of the Society of Professional Journalists. He was also honored by Valle del Sol in 2005 for leadership and service. He has taught media ethics and diversity at the Walter Cronkite School of Mass Communications & Journalism at Arizona State University.

Linda Elliott-Nelson

Dr. Linda Elliott-Nelson has been the Dean of Instruction at Arizona Western College since 2006. She previously served as Division Chair of Modern Languages and Professor of Spanish at the same institution and continues to teach. Her prior work experience involved several years in the international business sector. Elliott-Nelson received a Ph.D. in Education from Walden University, an M.B.A. and an M.A. in Spanish from Arizona State University, and a B.A. degree from Northern Arizona University. Her activities have included coordinating the Gifted Summer Academy for 4th – 8th graders; managing the AWC Language Institute; co-coordinating the Binational Conference on Education with Baja California, Mexico; serving on the Modern Language Association Committee on 2-year Colleges; and volunteering with the City of Yuma on evaluating employee Spanish language proficiency. She received the Outstanding University/College Educator Award from the Arizona Language Association in 2000 and the Teacher of the Year from Arizona Western College in 1999. Elliott-Nelson has presented nationally on community outreach, accelerative learning techniques, and community college projects. She is a member of the Arizona Town Hall Board of Directors and Executive Committee.

Todd Hornback

Todd Hornback is the Executive Director of Community Life with DMB Associates where he oversees all aspects of community operations from building a robust volunteer portfolio to developing innovative community partnerships. Prior to joining the team at DMB, Todd served in a variety of non-profit executive and leadership roles including; President & CEO of Parents Anonymous of Arizona, President & CEO of the Alliance of Arizona Nonprofits, and Executive Director of Scottsdale

LINKS. Todd has also consulted with hundreds of organizations in various strategic planning, board development, and community/organizational transformation endeavors. Todd remains a highly sought after speaker, trainer and consultant in community leadership and nonprofit management. Todd earned a Masters' Degree in Human Services Administration from National University, San Diego in 1997; a Bachelor's Degree in Public Health Education from San Diego State University in 1991; and, executive leadership certificates from Stanford University and Harvard University for Finance and Community Design, respectively. Todd currently serves as the Immediate Past Chairman of the board of directors for West Valley Arts Council, Chairman-Elect of the board of directors for Surprise Regional Chamber of Commerce, leadership council member for ASU's Lodestar Center for Philanthropy and Nonprofit Innovation, board member for the Sundancers of Surprise, honorary commander for Luke AFB/Fighter Country Partnership and member of the United Way's West Valley Regional Council. Todd was recognized as a West Valley 24 Mover & Shaker, by West Valley Magazine in 2007 and Forty Under 40, by Phoenix Business Journal in 2004.

Elisabeth Graffy

Elisabeth Graffy is Professor of Practice at the Consortium for Science, Policy and Outcomes (CSPO) and a Senior Sustainability Scientist at the Global Institute of Sustainability, both Arizona State University. Her main focus at the moment is on the socio-political aspects of major energy system change. She designed and is teaching a new course called Investigating Sustainable Energy as a Social Problem. Prior to joining the ASU faculty, she served for two decades in the federal government, holding positions in both the Executive Branch and U.S. Congress, focusing on environmental, science-policy, and organizational transformation challenges. Prior to federal service, Dr. Graffy worked in several non-governmental, state and municipal contexts, including directing refugee relief in Somalia and serving as a mediator for American farmers seeking financial backing to adopt innovative practices. Her publications appear in many venues including academic journals such as Public Administration Review, Society and Natural Resources, and the International Journal of Global Environmental Issues. She holds degrees from Princeton University and the University of Wisconsin-Madison.

Mary Grier

Mary Mangotich Grier is an Assistant City Attorney for the City of Phoenix where she supports several City programs and departments. From 1994 through 2007 Ms. Grier served as an Assistant Attorney General representing the Arizona State Land Department in major litigation and real estate development matters. Before entering public practice Ms. Grier was a partner in two law firms in Tucson and Monterey, California. Ms. Grier is a member of the Board of Directors of the Law College Association of the University of Arizona's James E. Rogers College of Law and of Soroptimist International of Phoenix, and serves as a member of the Arizona Supreme Court's Committee on Examinations.

Carol Kratz

Carol Kratz is the Program Director for Virginia G. Piper Charitable Trust where she works with the Board of Trustees to evaluate proposals in the areas of older adults and arts and culture. She is also responsible for reviewing grant proposals, meeting with potential grantees and visiting nonprofit

locations. Previously, Carol worked for the Maricopa Association of Governments in accommodating the human services needs of children, families, older adults and people with disabilities. She holds a Master of Public Administration degree from the University of Pittsburgh's Graduate School of Public and International Affairs and a bachelor's degree in political science from Chatham College in Pittsburgh. She served on the Board of Directors of Grantmakers in Aging and was a member of the Leadership Council of the National Council on Aging.

Kimber Lanning

Kimber Lanning is an entrepreneur, arts advocate and community activist who works to cultivate strong, vibrant communities and inspire a higher quality of life in the greater Phoenix metropolitan area. Lanning is actively involved in fostering cultural diversity, economic self-reliance and responsible growth for the Phoenix metropolitan area. In 2003, Lanning founded Local First Arizona, a grassroots, non-profit organization dedicated to raising public awareness of the economic and cultural benefits provided by locally owned businesses. In late 2005, Local First secured 501(c) 6 non-profit status, and proceeded with Lanning as the executive director. The organization has since mushroomed to over 1,500 members, and Lanning works extensively with city and state policymakers to create a supportive environment for entrepreneurs of all sizes. Lanning was most recently appointed as a director for the City of Phoenix Development Advisory Board.

Matt Leighninger

Matt Leighninger is the Executive Director of the Deliberative Democracy Consortium (DDC), an alliance of the major organizations and leading scholars working in the field of deliberation and public engagement. The DDC represents more than 50 foundations, nonprofit organizations, and universities, collaborating to support research activities and advance democratic practice, in North America and around the world. Over the last eighteen years, Matt has worked with public engagement efforts in over 100 communities, in 40 states and four Canadian provinces. Matt is a Senior Associate for Everyday Democracy, and serves on the boards of E-Democracy.Org, the National School Public Relations Association, and The Democracy Imperative. He has also been a consultant to the National League of Cities, NeighborWorks America, Centers for Disease Control, and the League of Women Voters. His first book, *The Next Form of Democracy: How Expert Rule is Giving Way to Shared Governance – and Why Politics Will Never Be the Same,* traces the recent shifts in the relationship between citizens and government, and examines how these trends are reshaping our democracy.

Karen Leland

Karen Leland is Director of Communications and External Relations for Virginia G. Piper Charitable Trust. She is responsible for advancing the mission of the Trust through the creation and implementation of effective communications and public relations strategies. She works to communicate about the opportunities and impacts of Piper Trust's many initiatives as well as on the activities of its grantees. Karen formerly led communications and marketing operations for several units at Arizona State University including the Global Institute of Sustainability, the Office of Research and Economic Affairs, and Morrison Institute for Public Policy; and for economic development

organizations such as Greater Phoenix Economic Council. She is a graduate of Arizona State University's W.P. Carey School of Business.

Michelle Lyons-Mayer

Michelle Lyons-Mayer is the Program Director for Public Allies Arizona at the ASU Lodestar Center for Philanthropy and Nonprofit Innovation. Michelle has twenty years of experience in the nonprofit and public sectors with expertise in youth and community development, national service and volunteerism, and nonprofit capacity building and leadership development. Michelle served as an appointee to the Arizona Governor's office for nine years, where she administered federal grant programs including AmeriCorps and Safe and Drug Free Schools, and served as a policy advisor to the administration on numerous community issues. Michelle joined the ASU Lodestar Center's staff in 2003 and had managed the Nonprofit Management Institute for the three years before becoming the founding director of the Public Allies Arizona program. She earned her MPA in 2004 with a concentration in nonprofit management and was selected in 2009 as one of twenty-four national nonprofit leaders to participate in the inaugural class of the American Express Nonprofit Leadership Academy in New York.

Patrick McWhortor

Patrick McWhortor is President and CEO of the Alliance of Arizona Nonprofits. The Alliance is a statewide membership organization dedicated to serving, supporting, protecting and promoting all Arizona nonprofits. McWhortor's background in the nonprofit community includes being founder of NPower Arizona, serving as Interim Executive Director of the NPower National Network, working as Assistant Director at Data Network for Human Services, and serving on many nonprofit boards of directors. He is the current Chair of the Board of Directors of the National Council of Nonprofits. He also taught public policy and political science courses at ASU and in the Maricopa Community Colleges. McWhortor, a 2004 graduate of Valley Leadership, cut his teeth as an advocate in the late 1980's and early 1990's as a lobbyist for education and environmental causes. McWhortor earned both a B.A. in political science and M.A. in public administration from Arizona State University. A resident of Arizona for more than 30 years, he and his family live in Cave Creek.

Alberto Olivas

Alberto Olivas is the Director of the Center for Civic Participation. In this capacity, he develops civic education and leadership programs for students, faculty and staff at the Maricopa Community Colleges. He also oversees public engagement projects and voter education and outreach efforts on behalf of the district. Alberto is an experienced practitioner of public participation and deliberative democracy practices, and has worked with colleges, universities and community leadership organizations across the country to develop their capacity to partner with community organizations for deliberative public engagement projects and to enhance civic education outcomes. Alberto previously served as Director of the Governor's Office of Equal Opportunity, as Voter Outreach Director for the Arizona Secretary of State, and as a Commissioner for the Arizona Commission of Indian Affairs. He is currently Board Chairman for Kids Voting Arizona and serves on the boards of directors for Valley Leadership, Arizona Town Hall and the Mesa Association of Hispanic Citizens.

Alberto is originally from Sierra Vista, Arizona, and has a B.A. Anthropology from Arizona State University and a M.Ed. in Educational Leadership from Northern Arizona University.

Cassandra O'Neill and Sarah Griffiths

Cassandra O'Neill MA, and Sarah Griffiths MA, are Senior Partners with Wholonomy Consulting llc. Wholonomy Consulting is a network of consultants and coaches who apply strengths based approaches to change, learning, and growth to capacity building. O'Neill and Griffiths have experience facilitating groups using strengths based approaches such as Appreciative Inquiry, and training people how to use high engagement facilitation methods. They help funders, government agencies, non profits and schools engage community members, residents, families, and employees to identify shared goals and build collective leadership. They love building capacity for system change, self-directed learning, and participant centered presenting. Their work with the Community Foundation of Southern Arizona has recently been written about in the Chronicle of Philanthropy and Axiom News. Their e-book *The Six Secrets for High Engagement Presentations* and their flexible action planning tool are available at ideaencore.com (www.ideaencore.com/search/apachesolr_search/wholonomy).

Jane Prescott-Smith

Jane Prescott-Smith is the Managing Director of the National Institute of Civil Discourse. She is a twelve-year veteran of the University of Arizona, serving previously in director positions at the Steele Children's Research Center and at the Eller College of Management. Prior to joining the University of Arizona, she was Director of Corporate Relations for Northwestern University. Before beginning her academic career, Ms. Prescott-Smith was a marketing manager at Kraft Foods and a buyer for Macy's and Federated Department Stores. Ms. Prescott-Smith holds an MBA from Northwestern University's Kellogg School and a BS in Economics from Stanford University.

Kelly Campbell Rawlings

Kelly Campbell Rawlings is an assistant research professor with the School of Public Affairs at Arizona State University where she is also the co-director of the Participatory Governance Initiative. Her research focuses on examining and identifying emerging ideas and institutions of democracy and the ways in which public participation is understood and interconnected throughout the various spheres of life and sectors of society. Her work has been published in *Administration & Society*, *Administrative Theory and Praxis*, the *Journal of Public Affairs Education*, and in the book *Government is Us, 2.0.* She teaches courses on public administration, organizational behavior, leadership and change, and democracy and civic engagement. Dr. Rawlings received her BA in women's studies and her MPA and PhD in public administration from Arizona State University. Prior to academia Dr. Rawlings worked in the nonprofit sector as a prevention education specialist for the Center Against Sexual Abuse, a policy advocate for the Arizona Coalition Against Domestic Violence, and as an academic associate for Arizona State University's Lodestar Center for Philanthropy and Nonprofit Innovation, where she conducted research on the nonprofit sector and developed and coordinated projects designed to build the organizational capacity of the nonprofit sector. She also has a background in theater and stand-up and improvisational comedy.

Emily Rajakovich

Emily Rajakovich is the program manager for the Arizona Center for Civic Leadership at the Flinn Foundation. She previously worked at the Arizona State Legislature and most recently as an associate at ZWPA Strategies, a business consulting firm in Washington, DC. At ZWPA Strategies, Ms. Rajakovich concentrated on Department of Homeland Security and Department of Justice accounts. Ms. Rajakovich holds both a bachelor's degree in History and a law degree from the University of Arizona.

Julie A. Richard

Julie Richard is currently the President & CEO of the West Valley Arts Council in the West Valley of Phoenix, Arizona. She most recently held the position as Executive Director of the Metropolitan Arts Council in Greenville, South Carolina. She is noted for her ability to take organizations to the next level and has done that wherever she has worked. Julie earned BS degrees in Psychology and Music (Voice) and a MA in Business (Arts Administration) all from the University of Wisconsin-Madison. She has extensive experience in development, strategic planning, arts education and organizational development. Julie is a member of Valley Leadership's Class XXXI and a Past Chair and member of the national Arts Education Council for Americans for the Arts. She is a member of the WESTMARC Board of Directors, the City of Avondale's Municipal Arts Committee, the AZ Citizens/Action for the Arts Board of Directors, and the City of Surprise's Arts & Culture Board. She is also on the Research Committee for AZ Town Hall. Julie is a member of the St. Thomas Aquinas Schola Cantorum and Choir. She and her artist husband, Ed Buonvecchio, live in Goodyear with their Maine Coon Cat, Fafner.

Michelle Rider

Michelle Rider, President & CEO of WESTMARC, is a third-generation Arizonan and a graduate of Northern Arizona University with a degree in Political Science. Rider was an intern for U.S. Senator Jon Kyl in his Washington, D.C. and Phoenix offices. She has worked at several non-profit organizations in Washington, D.C., including the Cato Institute and Citizens for a Sound Economy (now called FreedomWorks). She joined the Greater Phoenix Economic Council (GPEC) in 2002, and was the senior vice president of external relations prior to her current position at WESTMARC.

Daniel Schugurensky

Daniel Schugurensky is professor in the School of Public Affairs and in the School of Social Transformation at Arizona State University, where he is also the co-director of the Participatory Governance Initiative, an interdisciplinary space aimed at promoting collaboration and innovation in participatory governance research and practice. Professor Schugurensky is particularly interested in the connections between participatory democracy, citizenship education and community engagement. Among his most recent books is "Learning citizenship by practicing democracy: International initiatives and perspectives" (Cambridge Scholarly Press, 2010). Other recent publications include "The Tango of Citizenship Learning and Participatory Democracy", "'This is our school of citizenship': Informal learning in local democracy", "'I took a lot of stuff for granted': Participatory budgeting and the Neighbourhood Support Coalition", "Who Learns What in

Participatory Democracy? Participatory Budgeting in Rosario, Argentina", and "Participatory Budgeting in North America: The Case of Guelph, Canada". He has helped organize three international conferences on citizenship learning and participatory democracy and has conducted research on participatory budgeting in four countries. Professor Schugurensky is also an associate of the Participatory Budgeting Project.

Corey Seemiller

Dr. Seemiller received her Ph.D. in Higher Education from The University of Arizona and has worked with a variety of leadership programs in higher education, K-12, and in the community for the past 16 years. Dr. Seemiller is co-founder and President of the Sonoran Center for Leadership Development, a non-profit leadership center in Southern Arizona. She also currently serves as the Director of Leadership Programs at The University of Arizona overseeing 13 leadership programs (including the Arizona Blue Chip Program) as well as 40 courses for credit in leadership and the minor in Leadership Studies & Practice. Dr. Seemiller also teaches courses on foundations of leadership, global leadership, organizational leadership, critical perspectives on leadership, leadership strategies, and leadership for social change at The University of Arizona and has taught other courses such as Dynamics of Leadership, Multicultural Leadership, and Critical Thinking and Decision Making at other higher education institutions. In addition, she has served as a facilitator with the YWCA Racial Justice Program, Anytown and Anytown Jr. camps, We-Lead, and LeaderShape, as well as has coordinated and facilitated for the Equiss Social Justice Experience 14 times. She is one of the creators of the P2O social justice activity and travels nationally to facilitate P2O at institutions of higher education. Dr. Seemiller's research focuses on student leadership competencies and their connection to learning outcomes in academic programs in higher education.

Cynthia Selin

Cynthia Selin is an assistant professor in the Consortium for Science, Policy, and Outcomes and the School of Sustainability at Arizona State University. She graduated with a B.S. in American Studies from University of California/ Santa Cruz (1996) where she wrote her senior thesis on the promise and peril of nanotechnology. In 2000 she completed a M. A. in Science, Technology and Society from Roskilde University (Denmark) where her research focused on technology assessment, and, more specifically, scenario planning. These interests were pursued at Copenhagen Business Schools' Institute for Management, Politics and Philosophy in her doctoral project, completed 2006. Her PhD dissertation, entitled *Volatile Visions: Transactions in Anticipatory Knowledge* explores three interwoven research areas- foresight methodologies, the sociology of expectations and the emergence of nanotechnology- in order to understand the development of new technologies and to explore the tools and methods used to grasping their emergence. Dr. Selin has published in *Science, Technology and Human Values*, *Futures*, and *Time & Society*.

James H. Svara

In his research and teaching, James Svara specializes in local government politics, management, ethics, and citizen engagement. He is the author of numerous journal articles and book chapters including the recent white paper "Connected Communities: Local Governments as Partners in Citizen Engagement and Community Building" co-edited with Janet Denhardt for the Alliance for Innovation.

He is a fellow of the National Academy of Public Administration, an honorary member of the International City/County Management Association, and a board member of the Alliance for Innovation. Dr. Svara received the BA in History from the University of Kentucky in 1965 and the Ph.D. in Political Science from Yale University in 1972. He has served on the faculty of the University of North Carolina at Greensboro and at North Carolina State University where was director of the Public Administration Program from 1990-1998 and head of the department from 1998-2005.

Nancy Welch

A nationally recognized public-policy analyst, Nancy Welch joined the Flinn Foundation in October 2010 to direct the Arizona Center for Civic Leadership. She came to the Foundation from the Morrison Institute for Public Policy at Arizona State University. Ms. Welch joined the Morrison Institute in 1989 as a senior research analyst. After leaving in 1999 to join the Insight Group, a Tempe-based research firm, she rejoined Morrison in 2003 as assistant director and soon was promoted to associate director. At Morrison, she managed policy research, project development and client relationships. Welch previously served as executive director of the nonprofit Arizona Women's Education and Employment, and as a planner at the Arizona Department of Economic Security. She earned a master's degree in History at the College of William and Mary in Williamsburg, VA.

Arnim Wiek

Dr. Wiek is an Assistant Professor at the School of Sustainability at Arizona State University with affiliations to the Consortium for Science, Policy & Outcomes (CSPO), the School of Public Affairs, and the Decision Theater at ASU. He is the head of the Sustainability Transition and Intervention Research Lab at the School of Sustainability with currently twelve graduate students. His research group conducts sustainability research on emerging technologies, urban development, resource governance, and climate change in different European countries, Canada, USA, Sri Lanka, Mexico, and Costa Rica. Dr. Wiek is the Principal Investigator of the research grant "Reinvent Phoenix: Cultivating Equity, Engagement, Economic Development and Design Excellence with Transit-Oriented Development" (in collaboration with the City of Phoenix' Planning Department) funded by the U.S. Department of Housing and Urban Development (HUD). He is member of the editorial boards of Sustainable Development (Wiley), Sustainability Science (Springer), and the International Journal of Sustainability in Higher Education (Emerald). Dr. Wiek holds a Ph.D. in environmental sciences from the Swiss Federal Institute of Technology Zurich, and a Master's degree in philosophy from the Free University Berlin.

Appendix B: Additional Resources

ORGANIZATION	MISSION	WEB ADDRESS
Arizona Based Initiatives and Organizations		
Arizona Center for Civic Leadership	Administered by the Flinn Foundation, the Center works to strengthen civic leadership in Arizona and foster collaboration among all types of organizations involved in civic leadership and civic engagement.	http://azcivicleadership.org
Arizona Civics Coalition	Unites community partners, educators, and youth to revitalize civic education for young Arizonans. Gathers and maintains an electronic database of supporters accessible on the Arizona Civics Coalition website who will promote the policy agenda of the Coalition partners by using the Arizona Civic Index and local forums.	http://www.azcivics.org/
Arizona Commission on Civic Education and Engagement	Nine-member commission was established by Arizona Legislature to promote the informed, responsible participation in political activities by American citizens who are committed to the fundamental values and principles of the American system and promote civic education and engagement in civic activities for persons of all ages.	http://www.azcivics.org
Arizona Town Hall	An independent nonprofit membership organization that identifies critical issues facing Arizona, creates the forum for education and exploration, promotes public consideration of the issues, builds consensus, develops leadership, promotes implementation of recommendations.	http://www.aztownhall.org/
Maricopa Community Colleges Center for Civic Participation	Seeks to enrich public life and public discourse, promote effective practices related to civic responsibility, increase awareness about policy issues, civic involvement, and how government works and increase involvement y in civic life at all levels. The Center partners with nonpartisan civic and government agencies to conduct voter education, training, issue forums, and other civic programs that promote civic participation.	http://www.maricopa.edu/civic/

ORGANIZATION	MISSION	WEB ADDRESS
Center for the Future of Arizona; The Arizona We Want Institute	More than a think tank, the center is an independent "do tank" that combines public-policy research with collaborative partnerships and initiatives that will create opportunities and quality of life for all Arizonans	www.arizonafuture.org http://www.thearizonawewant.org
Imagine Greater Tucson	Our goal is to involve the people of greater Tucson in creating a shared vision for our region's future, and catalyze the development of strategies to realize this vision.	http://www.imaginegreatertucson.org
National Institute for Civil Discourse, National Conference on Citizenship, University of Arizona	Nonpartisan center for advocacy, research, and policy regarding civil discourse consistent with First Amendment principles.	http://www.ncoc.net
Positive Action Through Civic Engagement (PACE)	Initiative to enhance public participation within the communities in Arizona to help government officials make collaborative and informed decisions.	http://www.peoriaaz.gov/content.aspx?id=37266
O'Connor House	Mission is to continue Justice Sandra Day O'Connor's legacy of solving important social, economic and political problems through civil talk leading to civic action. O'Connor House has become home to a broad based community effort to drive civic action and an ambition public policy agenda through inclusive consensus building	http://www.oconnorhouse.org/
Participatory Governance Initiative at Arizona State University's School of Public Affairs	The Participatory Governance Initiative (PGI) is a university-wide interdisciplinary space that aims at bringing together academics, students, elected and non-elected government officials, community members and practitioners interested in promoting excellence, collaboration, and innovation in participatory governance research and practice.	http://spa.asu.edu/participatory-governance-initiative
Project Civil Discourse Arizona Humanities Commission	Project Civil Discourse is a special initiative of the Arizona Humanities Council working in collaboration with organizations from around the state to provide opportunities for the public to participate in trainings, forums, and special events that share, model and provide insight on collaborative problem-solving skills that can enhance and improve debate and discussion about the important issues that affect our future.	http://www.projectcivildiscourse.org/

ORGANIZATION	MISSION	WEB ADDRESS
National and International Initiatives and Organizations		
Active Democracy Dr. Lyn Carson, Centre for Citizenship & Public Policy at the University of Western Sydney, Australia	Resource for links and articles on public participation in decision-making.	http://www.activedemocracy.net/
America Speaks	Mission of providing citizens with a greater voice on the most important issues that impact their lives. Has engaged 135,000 citizens in groups of 50 – 10,000 citizens at a time on important issues, like the recovery of New Orleans after Hurricane Katrina, health care reform in California, and economic development in Northeast Ohio.	http://americaspeaks.org/about/history/
Ascentum	Using a complementary mix of online and face-to-face tools, Ascentum allows foundations to foster dialogue across whole communities, including a broad range of interested and affected citizens, as well as local stakeholders, using innovative, dialoguecircles.com platform – a suite of face-to-face and online tools to support deliberative democracy.	http://www.ascentum.com
Campaign for Stronger Democracy	Coalition of advocates of electoral reform, campaign finance reform, civic engagement, deliberative democracy, open government, civil rights, collaborative governance, media reform, service and immigrant civic inclusion.	http://strongerdemocracy.org/category/deliberative-democracy/
Campus Compact	Campus Compact is a national coalition of more than 1,100 college and university presidents—representing some 6 million students—who are committed to fulfilling the civic purposes of higher education. As the only national higher education association dedicated solely to campus-based civic engagement, Campus Compact promotes public and community service that develops students' citizenship skills, helps campuses forge effective community partnerships, and provides resources and training for faculty seeking to integrate civic and community-based learning into the curriculum.	http://www.compact.org

ORGANIZATION	MISSION	WEB ADDRESS
Canadian Community on Dialogue and Deliberation (C2D2)	Canadian network attracts international audience to biannual conferences that convene practitioners and advocates of related fields, such as intergroup dialogue and conflict resolution, in addition to people who work in deliberation and democratic governance.	www.c2d2.ca
Center for Deliberative Democracy (Housed in the Department of Communication at Stanford University)	Devoted to research about democracy and public opinion obtained through Deliberative Polling® conducted in the US, Britain, Australia, Denmark, Italy, Hungary, Bulgaria, China, Northern Ireland and other countries.	cdd.stanford.edu
CIRCLE (The Center for Information and Research on Civic Learning and Engagement) based at Tufts University.	Conducts research on civic education in schools, colleges, and community settings and on young Americans' voting and political participation, service, activism, media use, and other forms of civic engagement.	http://www.civicyouth.org/about-circle/
Citizenship Counts	Committed to educating today's middle and high school students on the tenets of citizenship, inspiring their pride in America and encouraging them to participate in community service.	http://citizenshipcounts.org
Co-Intelligence Institute	Promotes awareness of "co-intelligence" and methods to apply it to democratic renewal, community problems, organizational transformation, national and global crises.	http://www.co-intelligence.org/
Deliberative Democracy Consortium (DDC)	Alliance of practitioners and researchers representing more than 50 organizations and universities interested in deliberation and democratic governance. Develops publications, builds connections between different fields, and convenes meetings targeted at particular issues and areas for collaboration.	http://www.deliberative-democracy.net/ http://www.facebook.com/deliberative.democracy
E-Democracy.Org	Hosts local online town halls called Issues Forums; requires 100 participants before a forum is officially opened. Issues Forums in the network currently reach 15 communities in three countries.	forums.e-democracy.org

ORGANIZATION	MISSION	WEB ADDRESS
Everyday Democracy (formerly the Study Circles Resource Center)	Helps local communities find ways for all kinds of people to think, talk and work together to solve problems, with particular attention to how racism and ethnic differences affect the problems they address. Has worked with more than 550 communities across the United States.	www.studycircles.org www.everyday-democracy.org
Hands On Network	HandsOn Network is the largest volunteer network in the nation and includes more than 250 HandsOn Action Centers in 16 countries. HandsOn includes a powerful network of more than 70,000 corporate, faith and nonprofit organizations that are answering the call to serve and creating meaningful change in their communities.	http://www.handsonnetwork.org
Institute for Civic Discourse and Democracy (ICDD)	Housed at Kansas State University, ICDD builds community capacity for informed, engaged, civil deliberation and stronger democracy through enhanced public deliberation.	http://www.icdd.k-state.edu
International Association for Public Participation (IAP2)	Network of practitioners in the U.S., Canada, and Australia; includes planners and development specialists who have used democratic principles to involve citizens in land use and development decisions.	http://www.iap2.org/
International Association for Public Participation – USA (IAP2-US)	Nonprofit organization; supports the advancement of public participation in the United States by providing members, government, industry and nonprofit organizations with tools and information to conduct high quality public participation processes.	http://www.iap2usa.org
Jefferson Center for New Democratic Processes	Originator of the Citizens Juries process: a group of citizens, randomly chosen to represent the entire community, are given enough information and time to have a thoughtful discussion on a difficult public policy question.	http://www.jefferson-center.org/
Journal of Public Deliberation	On-line, peer-reviewed articles that synthesize the research, opinion, projects, experiments and experiences of academics and practitioners in the emerging multi-disciplinary field and political movement called by some "deliberative democracy."	http://services.bepress.com/jpd/

ORGANIZATION	MISSION	WEB ADDRESS
John S. and James L. Knight Foundation	"Thus we seek to bestir the people into an awareness of their own condition, provide inspiration for their thoughts and rouse them to pursue their true interests."	http://www.knightfoundation.org/
Kettering Foundation	What does it take for democracy to work as it should? What does it take for citizens to shape their collective future? The Kettering Foundation explores ways that key political practices can be strengthened through innovations that emphasize active roles for citizens.	http://www.kettering.org/
myImpact.org	Online platform for volunteers in national and community service programs	http://myimpact.org/
National Conference on Citizenship	NCoC was chartered by Congress in 1953 to harness the patriotic energy and national civic involvement surrounding World War II. Today, through our events, research, and reports, we continue to discover and share best practices in civic engagement.	http://www.ncoc.net
National Coalition for Dialogue & Deliberation	Network of over 700 organizations. Website offers a comprehensive assortment of over 2,000 tools, best practices, and links related to participatory democracy, public engagement, collaborative action, and conflict resolution.	http://www.ncdd.org/
National Issues Forums (NIF)	Nonpartisan, nationwide network of locally sponsored public forums for the consideration of public policy issues. These forums, organized by a variety of organizations, groups, and individuals, range from small or large group gatherings similar to town hall meetings, to study circles held in public places or in people's homes on an ongoing basis.	http://www.nifi.org
National League of Cities' Center for Research and Innovation	Contributing to a national effort to strengthen democracy and governance at the local level by involving residents in government and public life and by focusing on developing an inclusive, collaborative, and effective relationship built on trust between citizens and government.	http://www.nlc.org/find-city-solutions/research-innovation/governance-civic-engagement/planning-for-stronger-local-democracy

ORGANIZATION	MISSION	WEB ADDRESS
PACE - Philanthropy for Active Civic Engagement	A learning community of grant makers and donors committed to strengthening democracy by using the power, influence and resources of philanthropy to open pathways to civic and community participation.	http://www.pacefunders.org/
Participedia	Participedia is an open knowledge platform that will over time accumulate a database of all significant initiatives in participatory governance. The database will be created by and serve the needs of researchers and practitioners who seek to improve our knowledge and practice of democratic governance.	www.participedia.net/
People and Participation.net	Aims to be a central portal for information and inspiration about participation to practitioners across the world. We believe that the methods and principles we promote through these sites will be of use to people in the public, private and voluntary sectors.	http://www.peopleandparticipation.net/display/Involve/Home
Points of Light Insitute	Points of Light is the leading volunteer organization with more than 20 years of history and a bipartisan presidential legacy. With a mission is to inspire, equip and mobilize people to take action that changes the world, Points of Light provides access to tools, resources and opportunities to help volunteers use their time, talent, voice and money to meet the critical needs of our communities.	http://www.pointsoflight.org
Project Vote Smart	Non-partisan information on U.S. federal and state candidates, ballot measures, issues and legislation	www.votesmart.org
Public Agenda	Public Agenda is a research and civic engagement organization working to strengthen democracy's capacity to tackle tough public policy issues. We want to ensure the public's views are represented in decision-making and that citizens have the tools and information they need to grapple with the critical challenges of the day.	http://www.publicagenda.org/
Public Conversations Project	The Public Conversations Project prevents and transforms conflicts driven by deep differences in identity, beliefs, or values. PCP collaborates with participants at every phase, playing a guiding role in planning, designing, and facilitating dialogues.	http://www.publicconversations.org/

ORGANIZATION	MISSION	WEB ADDRESS
Social Capital Research	This site is intended to be a guide to anyone interested in gaining a greater understanding the complex nature of this important concept, including its conceptualisation and operationalisation.	http://www.socialcapitalresearch.com
The Whitman Institute	Private foundation that exists to promote a more peaceful and sustainable world through respectful dialogue, critical thinking and vibrant citizen engagement. TWI is explicitly process-oriented, rather than issue-oriented.	http://www.thewhitmaninstitute.org/

Appendix C: Chapter References & Notes

Chapter 1

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Chapter 3

Appreciative Inquiry—For more information about AI go to: Appreciative Inquiry Commons at http://appreciativeinquiry.case.edu/

Open Space Technology—For more information go to: www.openspaceworld.org

World Café—For more information about the World Café go to: www.theworldcafe.com

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100th Arizona Town Hall Report

Civic Engagement

TOWN HALL
Creating Solutions for 50 Years!

Background Report Prepared by Arizona State University