

**DEMOCRATIC INSTITUTIONS CREATE CIVIC HEALTH:
How local jurisdictions can enhance their problem-solving capacities
through inclusive governance,
including a case study of Newark, Delaware**

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i. Executive Summary

Civic health is a community's economic, civic, and social infrastructure – its capacity to solve its problems. This paper explores how contemporary local governments address the opportunities and challenges facing their communities and how local governments could utilize civic engagement to enhance civic health. It also evaluates the status of Newark, Delaware's civic health and offers pragmatic steps Newark's government can take to enhance the community's civic health. Democratic governance is the 21st century engine for communities like Newark, Delaware to enhance their civic health. Collaborative and inclusive governance can improve a community's abilities to solve problems. The Newark community can enhance its civic health through democratic governance practices.

Problem solving in contemporary society presents new challenges for governments. Governments can no longer effect change without engaging citizens, nonprofits, and the marketplace. Citizen involvement tends to be low for issues of broad community interest, while involvement is robust but often unproductive for issues of self-interest. Governments are increasingly constrained in their agency to solve problems. To address these concerns, governments are turning to democratic governance, governing that is participatory, inclusive, deliberative, and collaborative. Democratic governance involves shared leadership, with government often acting as a convener. Examples of short-term democratic governance initiatives in Delaware include Newark's Building Responsibility Campus/Community Coalition as well as the consensus-based process used to formulate regulations for Delaware's Coastal Zone Act, among others.

Democratic governance is a means to achieve greater community capacity to solve problems, or greater civic health. According to the National Civic League, civic health can be measured through four components: having a community vision, fulfilling new roles for community governance, working together as a community, and the community's problem solving ability. Community governance involves significant and collaborative roles for businesses, citizens, local government, and non-profits. Working together involves bridging diversity, crossing jurisdictional lines, reaching consensus, and sharing information. Problem solving involves building community leadership, educating citizens to meet community challenges, and learning from experience.

This paper evaluates Newark's civic health based upon the results of a civic health survey. The survey was administered to 74 stakeholders from a cross-section of the community. Seventy-seven percent of surveys were returned. Overall, survey takers evaluated the civic health of Newark as being close to adequate but not terrific (the average response to survey statements regarding the civic health components fell between "Neither agree nor disagree" and "Agree").

Three "civic strengths" were identified, areas in which there was near consensus that Newark is doing well as it relates to civic health indicators. These included that the Downtown Newark Partnership is active and highly visible in the Newark community, that the Newark government is responsible and accountable to its citizens, and that businesses in the Newark community participate in broad community improvement efforts.

Four "growing edges" were identified, areas in which most survey takers felt Newark is not doing well as it relates to civic health indicators. These included a need to

develop and communicate Newark's community vision and desired future, a need to build leadership in the community, most citizens not participating in neighborhood or civic organizations, and a lack of awareness regarding the role of non-profits in the Newark community. Three areas for further discussion were also identified which had conflicting survey results; these included bridging university-community relations, bridging diversity, and crossing jurisdictional lines.

Democratic governance is being used comprehensively as an on-going practice to broadly help communities address their opportunities and challenges. Furthermore, democratic governance tools are being used in other communities to address challenges similar to Newark's "growing edges." Community visioning is a well established democratic governance tool communities use to develop, communicate, and implement a community vision and work toward their desired future. The first well-known community visioning process occurred in 1984 in Chattanooga, Tennessee.

Many communities have leadership development programs. These can range from Neighborhood Leadership Institutes (empowering civic leaders in community organizing) to Citizens Academies (which teach citizens about how their local government operates) to Youth Councils (which directly involve a community's youth in community problem-solving). Neighborhood involvement has been addressed through neighborhood council systems, which have legislative authority and institutional support; an example of such a program is Southlake, Texas's *Southlake Program for the Involvement of Neighborhoods*.

There are a number of pragmatic democratic governance techniques that can enhance Newark's civic health. Bridging non-profits with the rest of the community can involve creating a non-profit directory and capitalizing on already existing community events such as Community Day. Communities have also completed extensive outreach to discuss the issues and challenges facing non-profits; an example of this is "One Voice Arizona," the results from the Alliance of Arizona Nonprofits' town hall meetings that involved community collaboration.

Democratic governance, which involves cross-sector participation and the integral inclusion of the community in decision-making, is an alternative to traditional government-as-usual which often fails to create sustainable change. The civic health of the community of Newark, Delaware has both civic strengths and growing edges. Democratic governance tools can address the areas that need improvement and help Newark capitalize on its strengths. Furthermore, a systematic shift towards a democratic framework of governance would enhance the Newark community's ability to accomplish its goals. Giving priority to civic health and embracing democratic governance can lead to addressing problems comprehensively as well as transforming the fabric of our society into livable, sustainable, participatory communities.

I. Introduction

*All of us might wish at times that we lived in a more tranquil world, but we don't.
And if our times are difficult and perplexing,
so are they challenging and filled with opportunity.*
Robert F. Kennedy

*Our political system should include
both the capital "P" politics of elections and campaigns and voting
and the small "p" politics of volunteerism, philanthropy and self-government.*
Christopher T. Gates

Local governments are grappling with how to best address the opportunities and challenges facing their communities. With a committed approach to civic engagement and institutional frameworks in place for the integral involvement of the community in decision-making, communities can create the capacity for optimal processes and outcomes.

Unfortunately, most local governments do not find themselves in this optimal situation. Turnout around Not-In-My-Back-Yard (NIMBY) issues soars, but otherwise is quite low and not representative of the community. Those who are engaged are often unable to give genuine input into those decisions already determined before public input is requested, and thus decisions do not benefit from community input. Implementation is difficult without community buy-in. This government-as-usual mode is not working.

Communities are faced with increasingly limited resources and challenges of growing magnitude. The complexity within issues governments work to address, and the growing role of civil society outside government in effecting change, dictates that governments move to community-based decision making in order to have the capacity to address the opportunities and challenges facing their communities.

This paper will explore how local governments can use engagement and collaboration for community-based decision-making. It will explore democratic governance, the concept of civic health and how civic health can be measured, and the relationship between democratic governance and civic health. This paper will show why democratic governance is the necessary form of governing in contemporary society.

A case study of Newark, Delaware will apply the findings of how civic health can be measured and how democratic governance strategies can be used to improve civic health. This case study will bring these concepts out of a theoretical framework and into the practitioner's world; it will evaluate the civic health of Newark and offer pragmatic steps forward to enhance Newark's civic health. Finally, this paper will discuss implications of the case study, considerations regarding the findings of this paper, and suggest next steps.

The research questions addressed in this paper include:

- How can contemporary local governments address the opportunities and challenges facing their communities?
- Can local governments utilize civic engagement to enhance civic health?
- What is the status of Newark, Delaware's civic health?
- What pragmatic steps can the City of Newark's government take to enhance the community's civic health?

Democratic governance is the 21st century engine for communities like Newark, Delaware to enhance their civic health. Collaborative and inclusive governance can improve communities' abilities to solve problems. The Newark community can enhance its civic health through democratic governance practices.

II. How contemporary local governments address the opportunities and challenges facing their communities

This section addresses the methods by which communities address their opportunities and challenges. Communities solve problems through governance. Increasingly, twenty-first century governments are using democratic governance strategies to address community concerns.

Democratic governance has emerged as a modern technique for governments to address opportunities and challenges facing their communities. Not a quick-fix solution, democratic governance instead helps address community issues comprehensively through collaborative, deliberative, and participatory methods.

A. General History of Governing in the United States

A government's job is to address a community's challenges and opportunities to the best of its ability. In order to do so, governments must be cognizant of the broader societal context in which it is operating; governments must adapt to their environment to succeed. According to Robert Putnam, a lesson that can be learned from his studies of social capital in Italy is that "social context and history profoundly condition the effectiveness of institutions."¹ Governance techniques are a product of the context of where society is at the time; throughout American history, governments have evolved to address community needs.

The role of citizen collaboration in the U.S. government has evolved over time. Town meetings began in colonial New England in the 1630s and are the form of public deliberation with the deepest roots in America. Town meetings are essentially a citizen legislature, informal assemblies governing with genuine authority. Except for Rhode Island, over 80 percent of towns in each of the New England states continue to govern themselves through town meetings. Town meetings strive for consensus but allow resolution through secret ballot.²

In the late 1770s, the public was a deliberative body. Civic democracy was viewed during the time of the founding fathers as part of life and society. John Adams viewed citizens as having a vital role to play in the country. He viewed problem solving as happening "through a process of discussion, debate, and dialogue about current affairs."³

Transitioning into the 20th century and through the 1920s, government changed due to urbanization and the growth of corporations. This period marked a corporate model of citizenship. Services like road construction and building code enforcement required specialized expertise. The rise of public administration as a field, the public budgeting process, and the council-manager form of government led to an emphasis on efficiency and best practices. This expert and corporate model of government viewed city councils as the Board of Directors and citizens as the corporate stockholders.⁴

¹ Putnam, 1992: p182

² Williamson, 2004: p6

³ Hansell, 1996: p6

⁴ Hansell, 1996: p6-7

In the late 1940s and the 1950s, the post-World War II sprawl years, government continued to evolve. Suburbia created new demands for services and led to a growing NIMBYism on the part of the public.⁵ Marked by the civil rights movement and the Vietnam War, citizen activism was at its highest in the 1960s, though often outside the governmental system. Sit-ins, leaflet distributions, and passive resistance became popular democratic expressions.⁶ Open government and inclusion legislation was passed. The federal government's role increased; the International City/County Management Association moved from Chicago, Illinois to Washington, D.C. because of "the federal government's growing influence in metropolitan affairs."⁷

Participatory government marked the 1970s and 1980s. By the late 1970s, 20 million Americans belonged to a neighborhood association. Municipalities created Neighborhood Liaison offices with outreach to provide improved constituent services and support neighbors working together to solve problems. Participatory government also led to difficulties, such as tax-revolts like California's Proposition 13 that placed a cap on property tax, as well as decreased agency of decision-making discretion and a smaller sphere within which governments could operate.⁸

Local governments entered the 21st century with a public demanding greater involvement and blocking government action with which it disagreed. At the same time, local governments faced increasingly limited options for how to solve problems in their community.

⁵ Hansell, 1996: p7

⁶ Hansell, 1996: p7

⁷ Hansell, 1996: p8

⁸ Hansell, 1996: p8-9

B. Challenges to Governing in Contemporary Society

Contemporary society presents new challenges to local government. The twenty-first century is marked by extreme changes that have more closely integrated the world's economic, political, and cultural systems at a remarkably fast pace. Globalization is a term used to try to make sense of these changes. While often discussed in economic terms, globalization is not just about trade or internationalism. Globalization refers to the "range of economic, technological, cultural, social, and political forces and processes that are said to have collectively produced the characteristic conditions of contemporary life."⁹ The characteristics of modern society are dominated by globalization. Therefore, for communities to address their opportunities and challenges, they need to work within the framework of their globalized communities.

Globalization has transformed our society. Citizens have instant access to information and can organize around issues as experts. Unparalleled interconnectivity exists; people can travel the world by plane or at home on their computer. Changes in trade, communication, transportation, and the movement of capital connect municipalities directly to the global economy.¹⁰ Globalization has led to "a rather considerable degree of experimentation involving a restructuring of traditional roles and responsibilities," including privatization and new partnerships.¹¹

Interconnectivity and interdependence are the foremost characteristics of globalization.¹² Characterized by a "complex interdependence,"¹³ globalization has evolved the notion of civic health to become more inclusive of sectors outside of government. The role of the marketplace has expanded tremendously.¹⁴ Communities must work intentionally to stop economic integration from making their community into an "Anywhere USA." Globalization has brought about new challenges and needs.

As issues have grown more complex, some underlying conditions have made problem solving more difficult. According to the National Civic League, these conditions include "frustrated and angry citizens," "presumption of bad intent," "negative media," and "dysfunctional politics."¹⁵ "Public opinion studies have documented an increase in the number of citizens who believe the government is out of touch and unresponsive."¹⁶ "Community members consistently air their frustration toward government and other community problem solving activities as 'business as usual' where the same people are participating, the same ineffective processes are employed, and the same outcomes result."¹⁷

Barriers to problem solving at the community level currently exist. "First, many citizens are unaware of the nature and seriousness of problems in their community. When asked whether affordable housing, hunger, neighborhood safety, illiteracy, and quality of public education were problems in their community, a significant number of

⁹ Yeates, 2001: p629

¹⁰ Chernotsky, 2001: p30

¹¹ Chernotsky, 2001: p32

¹² Yeates, 2001: p629

¹³ Chernotsky, 2001: p31

¹⁴ Yeates, 2001: p629

¹⁵ National Civic League, 1999: p7-8

¹⁶ Verba, 1995: p 510

¹⁷ National Civic League, 105

respondents said no or not much of one. These perceptions belie the national statistics on all of these issues... A second barrier to participation for many people was that they are unsure whom to contact to get involved in their community. Thirty-five percent of those surveyed [in a 2003 survey commissioned by the Pew Partnership for Civic Change] said that not knowing whom to call is a reason they have not gotten involved in their community.”¹⁸ Both these barriers are a call to action for local governments to educate and outreach to their citizens.

Scholars have identified key policy-making challenges specific to contemporary society that are factors in the evolution to collaborative governance.¹⁹ The first is that new “spaces” are being created for governance. Whereas traditional spaces included government institutions in a hierarchical, command-and-control oriented practice, new spaces include “collaboration among traditional agencies with institutions outside the traditional political realm.”²⁰ Another factor is that contemporary society’s complexity has led to additional uncertainty. Also of significance is increased diversity in our communities²¹ and an increased awareness of interdependence in policy making.²²

New governance structures are being used because of “those controversial, increasingly ‘no win’ issues like land use, taxes and finance, underperforming schools, race and ethnic relations, and the role of police in the community... there are never enough resources to fix every problem, so conflicts over who gets what are inevitable. Public resources aren’t sufficient for solving public problems.”²³ Governments are experimenting in order to address the increasingly complex challenges their communities face. These challenges take many forms. How can communities maintain sense of place and a unique identity? How can communities develop their economy in a way that is sustainable? How can communities pay for health care and retiree benefits? How can communities accomplish environmental sustainability, fiscal stability, take care of mental health needs in their community, solve the increasing income gap, and increase peace locally and internationally? And how do local governments meet these challenges with continually decreasing federal and state funding – in the age of “fend for yourself federalism?”²⁴

None of these challenges have simple answers and none can be resolved without the involvement of non-governmental institutions. “Progress on difficult issues such as improving the welfare of children and families, ameliorating poverty, transforming neighborhoods, and reducing environmental degradation, among others, requires the action of multiple institutions and a significant number of citizens.”²⁵

Interdependence has eroded the possibility for clear direct solutions to most issues. Governance is reforming and evolving in a way similar to the times of reform leading up to the Progressive Era of the 1920s. Progressives worried that there was something wrong in the internal life of the nation. Now, as then, new arrangements are

¹⁸ Morse, 2004: p32

¹⁹ Booher, 2004: p32

²⁰ Booher, 2004: p33

²¹ Booher, 2004: p33

²² Booher, 2004: p34

²³ “Democratic Governance”: p8

²⁴ Chernotsky, 2001: p31

²⁵ Potapchuk, William R.: Building Sustainable Community Politics, 1998: p54

being sought “to preserve older values under radically new arrangements.”²⁶ Solutions require innovation as well as involvement of and collaboration with a multitude of stakeholders and institutions.

Contemporary society has problematized a community’s ability to address challenges due to the increasing complexity of policy issues and the need for a breadth of stakeholders and actors to address interdependent challenges. The role of the marketplace has increased. The evolutions of these factors all reflect a growth of inclusion. To address issues that are complex, institutions must collaborate and work inclusively to accomplish their goals.

²⁶ Dionne, 1998: p6

C. The Age of Democratic Governance

Governments' roles are evolving. Roles for governments used to include that of controller, regulator, funder, and service provider. Now governments are acting as conveners to bring groups together, as facilitators to help resolve conflicts, as catalysts to make change, and as partners to combine resources.²⁷ Twenty-first century government is increasingly collaborative governance that facilitates civic engagement.

The 1970s marked the emergence and growth of public-private partnerships. The 1980s saw nonprofits take a full partner role in community problem solving. The 1990s marked a rise in citizen activism²⁸ and a plethora of reforms that have become mainstream throughout society, including "vision processes, robust citizen participation initiatives, community collaboratives, conflict resolution and negotiation, dialogue groups, consensus organizing, multi-sector partnerships, and health and sustainable cities initiatives."²⁹ Emerging from the 1990s through today is the model of shared governance.³⁰

This evolution has also led the National League of Cities, a national organization representing municipal governments in the United States, to embrace the concept of "democratic governance" and create a CityFutures panel on democratic governance. According to Steve Burkholders, the first chair of this panel, "We seem to be moving toward a different kind of system, in which working directly with citizens may be just as important as representing their interests."³¹ "Where old leaders talked, new leaders listen; where old leaders argued, new leaders look for common ground; where old leaders were closed and secretive, new leaders are open to share information and information resources."³² "Communities and regions strive for inclusiveness for both pragmatic and social reasons."³³

Communities are evolving to "the next stage in the development of our political system. We are leaving the era of expert rule, in which elected representatives and designated experts make decisions and attack problems with limited interference, and entering a period in which the responsibilities of governance are more widely shared."³⁴ In the 21st century, citizens are "better at governing, and worse at being governed, than ever before."³⁵

Democratic governance is "the art of governing a community in participatory, inclusive, deliberative, and collaborative ways."³⁶ The term democratic governance is an attempt to describe the projects and structures that have emerged from democratic efforts and the new relationship forming between citizens and government.³⁷

²⁷ Potapchuk, William R.: Building Sustainable Community Politics, 1998: p8

²⁸ National Civic League, 1999: p9

²⁹ Potapchuk, William R.: Building Sustainable Community Politics, 1997: p54

³⁰ Hansell, 1996: p9

³¹ Leighninger, 2006: p2

³² National Civic League, 1999: p95

³³ Chrislip, 2002: p74

³⁴ Leighninger, 2006: p2

³⁵ Leighninger, 2006: p2

³⁶ Leighninger, 2006: p3

³⁷ Leighninger, 2006: p2-3

Democratic governance contains the capacity to create opportunities in this period of economic integration and chaotic change.³⁸

The National Civic League's definitions of collaboration and governance are helpful to deconstruct the term democratic governance. Collaboration is "working together toward shared or common goals by sharing resources, leadership, and responsibility, and changing the way business is done."³⁹ It is different from cooperation because organizations change their operational procedures to collaborate.

Governance refers to "the use of communally supported/created practices and norms meant to facilitate the processes of government and civic decision making."⁴⁰ "Governance" is different from "government" in that government "refers to execution and implementation of activities backed by those with legally and formally derived authority and policing power," whereas governance "refers to creation, execution, and implementation of activities backed by the shared goals of citizens and organizations, who may or may not have formal authority and policing power."⁴¹ Governance involves shared leadership and works for community improvement through civic engagement.⁴²

Democratic governance is not a return to past forms of community involvement; indeed, it is characterized by a few specific differences. First, the leaders and initiators of democratic organizing efforts cannot be categorized or grouped into one specific type. Second, recruitment of participants is not based on a specific cause or identity. And finally, as has previously been discussed, this evolution is part of the changes our society faces – such as pluralism, activist capacity, privatization of social issues, and an increasing emphasis on accountability.⁴³

Responsive representation through civic engagement may be an emerging measure of accountability. Governments can win awards for efficiency and innovation and citizens can rate their services with high marks, and yet the same citizens often do not approve levies to pay for the services they supposedly value. Part of this is attributed to the fact that citizens want a stake in public life. They do not want it left to professionals. Citizens frequently feel that while their local government may be working hard, the government views the relationship between government and citizens as a parent-child relationship instead of an adult-adult relationship.⁴⁴ Thomas Jefferson believed citizens must have avenues for "expressing, discussing, and deciding" the critical issues facing our society.⁴⁵ This need must be explored for governments to continue to move forward in today's modern era.

1. Traditional Public Engagement - The Public Hearing Process

The most popular citizen engagement activity in local government is the public hearing. Unfortunately, the public hearings process is an institutional roadblock to democratic governance. Local government meetings often have two goals – efficiency

³⁸ Dionne, 1998: p6

³⁹ National Civic League, 1999: p30

⁴⁰ National Civic League, 1999: p30

⁴¹ Bingham, 2005: p54

⁴² Bingham, 2005: p54

⁴³ Chrislip, 2002: p18-19

⁴⁴ Leighninger, 2006: p1

⁴⁵ Morse, 2004: p31

(making decisions quickly, fairly, and well), and openness, meaning advance notice of meetings, opportunities for public comment, no confidential discussions, and published minutes.⁴⁶ A third criterion that could be added is participation.⁴⁷

Public hearings are “open gatherings of officials and citizens in which citizens are permitted to offer comments but officials are not obliged to respond publicly.”⁴⁸ Public hearings are open to everyone and are held to gather input on a proposed policy or project. Often there are presentations followed by time-limited public comments. This is one of the most widespread venues for participation in the United States. For example, New York’s Department of the Environment, in the single year of 1998, held over 250 public meetings/hearings. Surveying of city administrators has found that 97 percent of American municipalities use public hearings as a strategy to involve citizens in decision-making.⁴⁹

Public hearings “rule out small-group deliberation, discourage people from describing their experiences, and fail to give citizens a meaningful chance to be heard.”⁵⁰ Many of the laws intended to boost citizen participation mandate processes and institutional frameworks that instead hinder that participation.⁵¹ “The room is often arranged so that citizen speakers stand at a microphone facing the assembled officials, with their back to other citizens. Officials have no obligation to respond to citizen comments during the actual hearing. In fact, engaging other citizens and officials in discussion may be prohibited.”⁵² Such “comment periods” where people approach the microphone are infrequently helpful.⁵³

Public hearings fail to draw a representative group of the public. Even with adequate outreach, people attend these meetings who have a vested interest in the specific outcome. Most people at public hearings do not speak. Presentations may or may not be comprehensible to a lay audience,⁵⁴ which discourages meaningful engagement by those who are not already “insiders.”

“The public hearing process is generally a formality.”⁵⁵ “At the conclusion of the hearing the decision makers spell out their position. It is not unusual at this point in the hearing to see the council or board members read from prepared statements. These statements obviously demonstrate the true lack of impact of the public hearing.”⁵⁶

Traditional processes like the public hearing as well as the institutions that support these processes present a challenge to democratic governance. Democratic governance involves the sharing of power; while many may be willing to share power to improve results in the community, some may not. Democratic governance is not structured around adversarial approaches with which many are familiar and

⁴⁶ Leighninger, 2006: p236

⁴⁷ Leighninger, 2006: p 237

⁴⁸ Williamson, 2004: p6

⁴⁹ Williamson, 2004: p6

⁵⁰ Leighninger, 2006: p14

⁵¹ Leighninger, 2006: p14

⁵² Williamson, 2004: p6

⁵³ Leighninger, 2006: p236

⁵⁴ Williamson, 2004: p6

⁵⁵ Lando, 2003: p1

⁵⁶ Lando, 2003: p4

comfortable, does not complement existing traditional practices such as public hearings, and may be seen as having unknown risky consequences or the potential to upset long-established arrangements. Furthermore, many local government officials and members of the public are not familiar with tools of democratic governance “such as mediation and facilitation, process design, authentic public participation, cross-cultural communication, and reflective dialogue; nor do they have the skills to participate.”⁵⁷ It is important that democratic governance be a truly collaborative and open process and that leaders not “try to co-opt civic experiments and manipulate them so that participants come to the ‘correct’ conclusion.”⁵⁸

⁵⁷ Booher, 2004: p41

⁵⁸ Leighninger, 2006: p227

2. New Democratic Governance Techniques

Modern governance involves government acting as a convener and collaborating with citizens and stakeholders inside and outside of government. When government serves as a convener, democratic governance usually comes in two forms, temporary organizing efforts and permanent decision-making systems.⁵⁹ Temporary organizing efforts are often described as “citizen involvement,” “public engagement” projects, and “democratic organizing.” Permanent decision-making systems may involve system reform or the formation at the neighborhood level of “neighborhood councils”, “priority boards”, and “neighborhood action committees.” These neighborhood structures began 30 years ago in Dayton, Ohio and St. Paul, Minnesota, and have since expanded throughout the nation.⁶⁰ Permanent structures can be created by applying the lessons learned by civic innovators to broader practices of governmentally organized deliberation.⁶¹

A form of deliberation commonly used for master planning and visioning processes is the collaborative forum. Collaborative forums are intentionally interactive, as opposed to testimonial, opportunities to address issues.⁶² Forums first became popular in the 1900s, with the “open forum” movement that sought to create discussions on current topics open to the general public instead of being limited to private clubs.⁶³ Collaborative forums have grown in frequency in recent years, particularly as a tool for local governments. Key stakeholders are invited and constructive dialogue is valued.

Democratic governance is the best governance technique for modern governments because it reflects the modern reality of our society being characterized by a need for inclusion and collaboration to address opportunities and challenges. Collaboration helps to solve problems; in addition, collaboration helps to build social capital and enhance civic health.⁶⁴ Democratic governance is a response to this need in local politics.⁶⁵

Regular, meaningful political opportunities for ordinary citizens are a key to modern community problem-solving. “The best projects and structures help citizens learn more about the issues, connect their personal experiences to the policy debate, forge effective working relationships with public employees, develop detailed plans and policy recommendations, and devote their own time and energy to implementing those action ideas. They demonstrate new possibilities for overcoming community divisions, making difficult policy decisions, and generating citizen action.”⁶⁶

For democratic governance to work, there must be institutional support by the local government, such as a reinvention of the public hearing process, improved facilitation techniques, and education of citizens regarding issues in their communities.

Democratic governance needs to involve institutional implementation. Communities function through institutions and governance. Institutions, including

⁵⁹ Leighninger, 2006: p231

⁶⁰ Leighninger, 2006: p3

⁶¹ Williamson, 2004: p13

⁶² Williamson, 2004: p11

⁶³ Gastil, 2005: p10-11

⁶⁴ Chrislip, 2002: pxvi

⁶⁵ Leighninger, 2006, p40

⁶⁶ National League of Cities, 2006: p3-4

local government, evolve as the context in which they operate changes. The growing complexity of issues exists across sectors such as government, businesses, nonprofits, and households; rarely can any one sector effectively address an issue without the collaboration of other sectors. There are increasingly limited resources to address challenges; these challenges increasingly require collaboration and tradeoffs. For example, land use planning now encompasses economic development, transportation planning, affordable housing, environmental quality, infrastructure issues, historic preservation, land use designations in and around a community, and many other issues. Governments must work with housing authorities, developers, other levels of government, current residents, and others to plan and implement desired changes. Institutional cooperation is beneficial and necessary for ultimate success of democratic governance projects. Institutional implementation involves the main power broker institutions of a community facilitating democratic governance processes.

Democratic governance will need institutional implementation to improve the public hearing process. Matt Leighninger, Executive Director of the Deliberative Democracy Consortium, suggests a number of changes to this process. He proposes that public hearing time would be better spent in facilitated small-group discussions with city officials mingling with audience members.⁶⁷ These discussions would involve setting ground rules, sharing personal experiences, and considering a range of views and options. Citizens would learn about issues and policy options instead of coming to a public hearing to complain. Activists would still have a seat at the table, but would not dominate the conversation.⁶⁸ On important or controversial issues, Leighninger suggests council set aside a separate session to deliberate with the public.⁶⁹ For these sessions, officials should recruit proactively to attract a wider array of people.⁷⁰

Leighninger also suggests that open meeting laws will need to be examined and sometimes redesigned so that they are supportive of democratic governance. In small-group sessions, one of the key ground rules often set by participants is confidentiality. If elected officials participate, this could be illegal. Still, these conversations could be permissible if the group creates a consensual public report to be released as record of the meeting.⁷¹

The public hearing process can also adapt its operating procedures to be more inclusive and collaborative. Robert's Rules of Order was established in 1876; according to General Robert, part of the aim of the procedures is to "restrain the individual."⁷² There are a number of procedures in a feminist or consensus process that would be appropriate for local government meetings. Robert's Rules can be legally amended to include these. Examples include having check-ins at the beginning of the meeting and having checkouts at the end of the meeting to discuss the meeting and process. Another example includes rotating facilitation. To ensure dialogue occurs without anyone being silenced, motions should not need a second to be discussed. Proposals can all include

⁶⁷ Leighninger, 2006: p236

⁶⁸ Leighninger, 2006: p15

⁶⁹ Leighninger, 2006: p236

⁷⁰ Leighninger, 2006: p237

⁷¹ Leighninger, 2006: p236-237

⁷² Susskind, 2006: p6-8

an accompanying neutrally written background, pros, cons, and considerations, called a “single-text.”⁷³ Council should develop “ground rules” for their discussions.⁷⁴

Finally, the actual facilitation can be more intentional and geared toward conversation. The facilitator can allow uninterrupted conversation during “sparking,” which is when a discussion generates a great deal of excitement.⁷⁵ Otherwise, the facilitator can keep a list of who wants to speak, call on people, adjust for power dynamics, put council members at the front of the list but not exclude any group of people from speaking at any given time, and allow the process to include clarifying questions at the beginning of proposals and direct responses at any time when there is important factual information to be given. These considerations when public hearings occur could help to promote meaningful dialogue.

Democratic governance initiatives require support. “Those who want to foster successful community problem solving, and thus to fund communities and systems, must also be prepared to fund the behind-the-scenes specialists, organizers, and coaches who are necessary to sustain the effort and get results. Planning together, implementing collaborative approaches, and sustaining action require support.”⁷⁶ “Fundors and community leaders must become aggressively intentional about their commitment to behind-the-scenes support for collaboration.”⁷⁷

New democratic governance techniques are collaborative and deliberative. Implementing democratic governance as a local government structure will involve restructuring some traditional systems such as the public hearing process as well as providing institutional support.

⁷³ Susskind, 2006: p103

⁷⁴ Susskind, 2006: p160

⁷⁵ Wheeler, 1989: p42

⁷⁶ Connor, 2003: p113-114

⁷⁷ Connor, 2003: 114-115

F. Delaware Case Studies

Democratic governance may seem “theoretical” or like something happening around the country but not necessarily locally in Delaware. There are many modern manifestations in the evolving toolbox of public deliberation; some of these civic innovations will be addressed in specific and concrete ways through case studies. Examples of short-term democratic governance processes from Delaware are provided to exhibit what democratic governance looks like. It is important to note that these examples all take place from the 1990s to present; in the evolution of governing, the 1990s marked the beginning of the age of democratic governance. Delaware has utilized democratic governance techniques to address modern challenges through modern methods.

1. Race Relations⁷⁸

Issue: YWCA Executive Director Ruth Sokolowski, “We didn’t have a way in the community for the average citizen to talk with others about common concerns... they want a place to have an honest, open conversation about racism.”

Civic Health Component: Bridging Diversity

Democratic Governance Tool: Public Deliberation (study circles)

Convener: YWCA

Partners: U.S. Attorney’s Office, domestic violence prevention groups, Study Circles Resource Center, State Human Relations Commission, National Conference for Community and Justice, State Office of Personnel, DuPont, Retired and Senior Volunteer Program, and others.

Implementation: Convened citizens to dialogue about race in facilitated forums; created action committees to take steps against racism.

Results: In 1997, the study circle partnership in Wilmington began with 75 partner organizations and 700 people participating. Participation grew to over 100 partners and has included over 7,000 people. Over 250 citizens have been trained as study circle facilitators. The target audience has been expanded from the “average citizen... to include workforce groups, faith-based organizations, and students and adults from schools.” In 1998, over 400 Department of Labor employees participated in the study circles, making this the largest workplace application of study circles in the nation.

Action groups formed to discuss transforming the dialogue into action. Action steps “range from organizing more study circles to sponsoring programs within schools, creating cultural festivals, and developing information sources for the media.”⁷⁹

⁷⁸ Morse, 2004: p39

⁷⁹ Morse, 2004: p39

2. Land Use Development⁸⁰

Issue: The City of New Castle needed to update their comprehensive plan. As part of that plan, the city wanted to include goals and strategies for future planning.

Civic Health Components: Having a shared vision that guides practices and policies and is inclusive of all sectors and citizens; participation from all neighborhoods; convening citizens in neutral forums where all opinions are shared.

Democratic Governance Tools: A leadership team with broad representation; proactive, network based recruitment; community meetings geared towards conversation and dialogue.

Convener: City of New Castle

Partners: Kise Straw & Kolodner and an ad-hoc task force, which included citizen commissioners (from the Tree, Historic Area, Planning, and Municipal Services Commissions), the city council president and mayor, the city manager, and a representative from the Trustees of New Castle Commons and from the Visitors Bureau.

Implementation: In 2002, an ad-hoc steering committee was formed and held four public meetings that included audience participation and working groups, with 30-60 members in attendance at each meeting. The Task Force then advertised and went to each of the city's neighborhoods and held community meetings, each with 50-100 residents, in a local park or open space. The task force, in cooperation with the consultant, put together the citizens' feedback, published a brochure and held an open meeting, with about 100 people in attendance, to explain the resulting goals and strategies and get questions and feedback.

Results: The goals and strategies, based on community input, were included for the top priority projects for the City of New Castle to pursue over the next five years. The "Five Year Action Program" contains goals and strategies for circulation and connectivity, economic development, annexation, aesthetics, recreation, environment, and land use.

⁸⁰ City of New Castle, 2003, 21-22

3. Delaware Cancer Consortium⁸¹

Issue: High cancer incidence and mortality rate.

Civic Health Component: Using lessons learned in the past to make better decisions for the future; Citizens, the public sector, private sector, and non-profits work collaboratively to solve community problems.

Democratic Governance Tool: Ongoing advisory group, involving stakeholders in a constructive collaborative system.

Convener: State of Delaware, Office of the Governor and State Legislature

Partners: Advisory council consisting of “medical communities, practitioners, legislators, the division of public health and cancer patients,”⁸² professionals in cancer control, citizens affected by cancer

Implementation: In 2001, the Governor formed a task force to develop a clear and useable cancer control plan. The task force felt strongly it needed extensive input from cancer control professionals and Delaware citizens affected by cancer. The task force heard from speakers and held monthly presentations from and with those communities. The task force also initiated “Concept Mapping,” in which they invited 195 Delaware citizens with cancer or who had been devastated by cancer to participate. Statements were collected completing the statement, “A specific issue that needs to be addressed in comprehensive cancer control in Delaware is....” The task force collected over 500 statements and used these, based on eliminating duplication and measuring importance and feasibility, as the basis for developing priorities and subcommittees with focus areas.

Results: “The Consortium has implemented programs and services, driven awareness and education campaigns and many other activities to lessen the cancer burden in Delaware. Delaware's rate of improvement for cancer mortality now leads the country.”⁸³

⁸¹ National Policy Consensus Initiative: Case Study: Delaware's, 1-4

⁸² National Policy Consensus Initiative: Case Study: Delaware's, 1

⁸³ National Policy Consensus Initiative: Case Study: Delaware's, 1

4. Coastal Zone Act⁸⁴

Issue: Delaware's Coastal Zone Act of 1971 had no formal regulations and was being implemented in an informal, undefined fashion.

Civic Health Component: Consensus-based decision-making in which citizens, government, business, and non-profits all participate; government should be accountable and responsible.

Democratic Governance Tool: Conflict assessment, consensus-based negotiation.

Convener: The State of Delaware's Department of Natural Resources and Environmental Control.

Partners: Environmental Mediation Services, Consensus Building Institute, Sierra Club, Delaware Nature Society, DuPont, Chemical Industry Council, unions, farming community.

Implementation: The conditions for a consensus-oriented process were evaluated and found to be lacking. The conditions were created and an advisory committee with the various stakeholders participated in three two-day negotiating sessions.

Results: Laws were implemented in April 1999 with full committee support and support from all stakeholders. The new regulations "ensure continuous environmental improvement in the coastal zone while at the same time providing industry with the flexibility to remain competitive in the global marketplace."⁸⁵

⁸⁴ National Policy Consensus Initiative: Case Study: Balancing, 1-2

⁸⁵ National Policy Consensus Initiative: Case Study: Balancing, 1-2

5. Curbing Binge Drinking^{86,87}

Issue: High-risk drinking was identified as a public health issue that needed to be curbed.

Civic Health Component: Need for collaborative work; the University of Delaware and Newark work together to address common problems. (There was a recognition that traditional efforts had failed.)

Democratic Governance Tool: Collaborative effort – coalition group formed to cooperate on an issue with a different operation and business model.

Convener: University of Delaware, City of Newark

Partners: Robert Wood Johnson Foundation, as well as “over 130 individuals representing a wide range constituencies-residents of Newark, students, faculty, and staff of the University of Delaware; elected officials, city and state employees, business owners and alcohol licensees, clergy, school nurses, public safety personnel, civic association leaders and many others-participate in the project.”⁸⁸

Implementation: In 1996, a grant was provided by the Robert Wood Johnson Foundation to address binge drinking among students. The Building Responsibility Campus/Community Coalition was formed, with a focus of “changing the norms, attitudes, policies, and practices that affect high-risk drinking at the university and in Newark.”⁸⁹

Results: The coalition reported changing attitudes, policies, and enforcement on campus and in the surrounding community. There is an “enhanced judicial system combined with increased spending on alcohol-free student activities and other alcohol and other drug prevention efforts.”⁹⁰

⁸⁶ Building Responsibility Coalition

⁸⁷ Center for College Health and Safety, 2001

⁸⁸ Building Responsibility Coalition

⁸⁹ Center for College Health and Safety, 2001

⁹⁰ Center for College Health and Safety, 2001

III. How contemporary local governments can utilize civic engagement to enhance civic health

Democratic governance methods in which a community makes decisions have been explored; it is also important to investigate what capacity a community needs to successfully make those decisions. Healthy communities need certain capacities, including a community vision, strong community governance, the ability to work together, and the capacity to solve problems. Civic health involves political engagement, social capital, and civic infrastructure.

This paper has discussed democratic governance, a term used by the National League of Cities and others to describe an inclusive and collaborative form of governance. Democratic governance is important because it is a means to achieve civic health. Civic Health, in the context of this paper, is a term used by the National Civic League and others to describe an inclusive and collaborative civic infrastructure. These terms have rarely been used together. However, democratic governance tools, which are collaborative and participatory, help enhance a community's capacity to solve problems. Democratic governance is a means to achieve civic health. "Public deliberation, we know from generations of examples, among people in a community helps solve problems-clear and simple. Communities of all sizes have reaped the practical rewards of organizing themselves to talk and act."⁹¹ Local jurisdictions can use democratic governance to enhance their civic health.

Devolution has led to an increasing role for nonprofits and the private sector in delivering services for which the government is still accountable. Developing a shared vision and ensuring citizens, the government, and major institutions share that vision will help to ensure the community moves in a common and focused direction. Developers will know what the community is looking for, universities and communities will collaborate instead of compete, and problems will be looked at through a common lens. Problems facing contemporary communities are complex and interdependent. In order to increase our capacity to solve problems, governments must reach out to stakeholders in various sectors, include citizens in ways they never have before, and work together with community partners. The same is true for civic health, which must be more inclusive to deal with these complex challenges.

Communities need civic health in order to have the capacity to solve problems. In order to increase a community's capacity to solve problems, governments must reach out to stakeholders in various sectors, include citizens, in ways never done before, and work together with community partners.

A. Civic Infrastructure

The capacity of a community to address its opportunities and challenges is vital for community sustainability. This capacity is measured in a variety of ways. One measure is political engagement, which entails indicators such as how many people vote, how many people advocate for legislation, as well as political awareness. Another measure is social capital, defined as "the norms and networks of social relations that build trust and mutual reciprocity among community residents, social organizations,

⁹¹ Morse, 2004: p31

and civic institutions.”⁹² Political scientist Robert Putnam theorized that building social capital leads to healthy communities.⁹³

Social capital, political engagement, and the formal and informal processes of decision-making capture the essence of civic infrastructure. In fact, “many people are beginning to interchange efforts that nurture social capital with a general notion of community building. Social capital is a necessary, but not sufficient, ingredient of community building. Indeed, it is the dynamic connection between social capital and other aspects of civic capacity that underlies a framework for both understanding the civic health of a community and developing initiatives to strengthen civic capacity.”⁹⁴

While problem solving is often initially thought of through the lens of the government or the private sector, this is a false dichotomy. Many Americans instinctively believe it would be better for the “private” sector to address social problems than for “government” to do the same; however, *private* is likely not meant to refer to businesses or the free market but instead to community-established voluntary institutions.⁹⁵ Philosopher Benjamin Barber believes, “Civil society, or civic space, occupies the middle ground between government and the private sector... It is not where we vote and it is not where we buy and sell; it is where we talk with neighbors about a crossing guard, plan a benefit for our community school, discuss how our church and synagogue can shelter the homeless, or organize a summer softball league for our children... Civil society is thus public without being coercive, voluntary without being privatized.”⁹⁶

Civil society is the core of democracy where the public interest is formed and determined. It includes a number of forms of engagement and is found in neighborhood groups, public forums, and nonpartisan civic associations.⁹⁷ Americans are involved for various reasons, including separation of church and state and diverse religious practices that lead to increased religious involvement, a tremendous range of voluntary associations, and a federalist system that increases the number of targets for political activity.⁹⁸ People working to better their community choose many different mediums: social services, research foundations, activism, art and culture, education, government, and socially responsible businesses, among others.

Former New Jersey Senator Bill Bradley wrote, “I have described American society as a three-legged stool, where government and the private sector provide two legs, and the third is anchored by civil society—our shared institutions, including schools, churches, and community organizations. The best way for local communities to tackle our toughest problems is through innovative collaboration among all three sectors.”⁹⁹

A community’s civic infrastructure is the “formal and informal processes and networks through which communities make decisions and attempt to solve

⁹² *Building Community*, 1998: p5

⁹³ *Building Community*, 1998: p5

⁹⁴ *Building Community*, 1998: p9

⁹⁵ Dionne, 1998: p30

⁹⁶ Dionne, 1998: p31

⁹⁷ Morse, 2004: p31

⁹⁸ Verba, 1995: p7

⁹⁹ Leighninger, 2006: p xiv

problems”¹⁰⁰; civic infrastructure is an essential component of a community’s building blocks. “Like a community’s physical infrastructure, if the civic infrastructure has deteriorated, it must be renovated and maintained on an ongoing basis.”¹⁰¹

¹⁰⁰ National Civic League, 1999: p13

¹⁰¹ National Civic League, 1999: p13

B. Measuring Civic Health

Civic infrastructure serves as the basis for measuring a community's civic health. The National Conference on Citizenship (NCoC) and the National Civic League (NCL) both offer interpretations of civic health. The National Conference on Citizenship is an organization chartered by the federal government to elevate the discussion of civic health in the United States. NCoC measures civic health in the United States through nine categories and forty indicators and issues an annual report on the state of the nation's civic health.¹⁰² These categories deal with trust, participation in institutions and organizations, and understanding and expressing civic and political life.¹⁰³

The National Civic League, originally called the National Municipal League, works to foster good government practices. It is well known for its annual All-America City Award. The National Civic League works to foster collaboration among citizens and the public, private, and nonprofit sectors. NCL developed a civic health index as a tool for communities to utilize for evaluating and improving their civic infrastructures.

Civic Health is defined by the NCL as the quality of a community's economic, civic, and social infrastructure.¹⁰⁴ The National Civic League's civic index explores four broad categories of civic health as well as the components that make up those broad areas, as follows:

Civic Health Index, National Civic League¹⁰⁵

- Community Vision
 - Vision for the Community
- Community Governance
 - New Roles for Businesses
 - New Roles for Citizens
 - New Roles for Local Government
 - New Roles for Non-Profits
- Working Together
 - Bridging Diversity
 - Crossing Jurisdictional Lines
 - Reaching Consensus
 - Sharing Information
- Solving Problems
 - Building Community Leadership
 - Educating Citizens to Meet Community Challenges
 - Learning from our Experiences

The NCoC civic health index focuses on civic participation and engagement by individuals. It primarily addresses roles for citizens. The NCL civic health index “provides a framework within which communities can increase their problem solving capacity.”¹⁰⁶ It is more comprehensive in identifying how communities can address

¹⁰² The National Conference on Citizenship, 2008

¹⁰³ The National Conference on Citizenship, 2008: p30

¹⁰⁴ Leighninger, 2006: p13

¹⁰⁵ National Civic League, 1999: p19-20

¹⁰⁶ National Civic League, 1999: p13

their challenges and opportunities. Therefore, the National Civic League's interpretation of civic health is used for this paper.

1. Community Vision

The first broad component of civic health is community vision, which is a measure of a community's ability to define and work towards a common desired future.

Community vision entails having a vision for the community, including a clear sense of both the past and where the community wants to go for the future.¹⁰⁷ Having a shared vision is necessary for concerted action.¹⁰⁸ The specific indicators in the National Civic League's sample survey for this component include:

Community Vision

- Does the community have a long-term plan that is inclusive of all sectors and citizens?
- Does the community have a shared vision that guides our practices and policies?
- Does the community clearly know its unique identity in relationship to other communities and seeks to preserve it?

¹⁰⁷ Leighninger, 2006: p19

¹⁰⁸ Chrislip, 2002: p9

2. Community Governance

Community governance is another broad component of civic health. To measure the skills and processes necessary for community governance, the NCL uses roles for citizens, roles for government, roles for non-profits, and roles for business as index components.

The roles citizens and these sectors are meant to fulfill reflect our contemporary society. Institutions are democratizing across sectors. Old management and structural styles focused on hierarchy are being replaced with inclusive team-oriented approaches. Institutions recognize human capital as a need and often strive for collaborative decision-making. “In an environment of change, partnerships are prized because they extend an organization’s capacity to marshal diverse skills and other resources to address problems that do not ordinarily fall within its scope of services. Partnerships can provide added capacity at little cost and permit an organization to add value to existing structures and people.”¹⁰⁹

In the private sector, U.S. corporations are changing their management practices and encouraging employee involvement. Organizations are concluding that they need to utilize their employees more completely, through participative management, to compete in world markets.¹¹⁰

Democratization of institutions is also happening across the major fields in the public sector.¹¹¹ Public administration is evolving in response to a “fragmented and disarticulated state... toward theories of cooperation, networking, governance, and institution building and maintenance.”¹¹² There is a new style of public management and a new type of public sector, “emphasizing collaboration and enablement rather than hierarchy and control” and recognizing “the collaborative nature of modern efforts to meet human needs [and] the widespread use of tools of action that engage complex networks of public and private actors.”¹¹³ Much of the change happening in public organizations involves structural reorganization and alterations in management practices to decentralize decision-making and enhance citizen and employee participation.¹¹⁴ The International Public Management Association for Human Resources (IPMA) has identified a number of relevant trends, including globalization of human resources, new partnerships, shifting and diversifying demographics, the need for leadership development, and decentralization, or the shifting of decision-making closer to the consumer.¹¹⁵ These reflect the public sector’s attempt to adapt to contemporary society through democratization.

Devolution, the change in responsibility and roles from the federal government to the state government, to the local government, and finally to the private and nonprofit sector, has increased the importance of the civic sector.¹¹⁶ These factors have led to a horizontal restructuring of private-public sector relationships. Local government roles

¹⁰⁹ Nalbandian, 2003: p7

¹¹⁰ McCaffrey, 1995: p603

¹¹¹ Leighninger, 2006: p1

¹¹² Bingham, 2005: p54

¹¹³ Bingham, 2005: p54

¹¹⁴ Patton, 2002: p8

¹¹⁵ Patton, 2002: p5

¹¹⁶ Zukin, 2006: p53

are shifting; other sectors now have equal power at the table of community decision-making and decisions cannot be implemented without cross-sector cooperation. The rising importance of non-profits, quasi-public agencies, and the private sector has contributed to a “shift in power away from the exclusive preserve of elected bodies and toward those controlling private resources.”¹¹⁷

Interdependence has resulted in an increasing importance of institutions such as businesses and non-profits. Civic health has evolved to recognize that not just citizen involvement is important; instead, all sectors must be civically oriented for our communities to thrive. According to the National Civic League, “successful communities,” those that can comprehensively address the opportunities and challenges that confront them, “blur the boundaries between the government, business, and non-profit sectors.”¹¹⁸

The first component of community governance is roles for citizens. Citizens must show initiative and take responsibility in sharing the burden of difficult decision-making and challenging problem solving. The specific indicators in the National Civic League’s sample survey for this component include:

Roles for Citizens

- Do citizens, the public sector, private sector, and non-profits work collaboratively to solve community problems?
- Do people from all sectors, neighborhoods, ethnicities, and economic levels have equal opportunities to participate in the community’s decision-making process?
- Do most citizens participate in neighborhood or civic organizations?
- Do citizens believe it is honorable to serve in public office and respect those that do?

Another component of community governance is roles for local government. Local government must look to how it can share leadership and serve as a convener.¹¹⁹ Twenty-first century governments attempt to involve a multitude of community interests in community problem-solving.¹²⁰ The specific indicators in the National Civic League’s sample survey for this component include:

Roles for Local Government

- Do the government and community have a shared vision for the future?
- Is the government responsible and accountable to its citizens?
- Are services in the community provided equally to all groups and neighborhoods?
- Does the government work collaboratively with the private sector and non-profits to address the community’s challenges?
- Does the government share decision-making with citizens?

Roles for non-profits are an important component of community governance. Nonprofits are “service deliverers and change agents.”¹²¹ This is a vital role in a

¹¹⁷ Chernotsky, 2001: p35-36

¹¹⁸ National Civic League, 1999: p13

¹¹⁹ National Civic League, 1999: p19

¹²⁰ National Civic League, 1999: p47

¹²¹ National Civic League, 1999: p19

community. Nonprofits must enhance their partnerships to bring more resources to the table. The specific indicators in the National Civic League's sample survey for this component include:

Roles for Non-Profits

- Do non-profits in the community collaborate to secure needed resources rather than compete for them?
- Do non-profits work with the government and business to achieve their goals?
- Do non-profits include their customers in determining priorities and planning programs?
- Do non-profits work to resolve turf issues in the community?

The final component of community governance is roles for business. To effect positive change in a community, businesses must work to create cross-sector partnerships.¹²² For a healthy functional community, "businesses must view themselves as key members and contributors to the overall health of the community."¹²³ Corporate citizenship involves listening to the local community to assess needs, creating matching gift programs, encouraging volunteerism among employees, and may entail creating long-term partnerships working on larger, complex issues. Corporate foundations can help to fund corporate citizenship programs so that the programs do not fluctuate based on the company's financial performance.¹²⁴ There is an increasing focus on socially responsible businesses and even Green MBA programs in which students can earn a Master of Business Administration degree in Sustainable Enterprise. Still, the National Civic League focuses less on internal operations and more on traditional business roles in the community. The specific indicators in the National Civic League's sample survey for this component include:

Roles for Business

- Is the Chamber of Commerce active and highly visible in the community?
- Do businesses in the community participate in broad community improvement efforts?
- Do businesses play a philanthropic role in the community?
- Do businesses encourage volunteerism among their employees?

¹²² National Civic League, 1999: p19

¹²³ National Civic League, 1999: p59

¹²⁴ Adler, 2006

3. Working Together

The third broad component of civic health is working together as a community. To measure a community's ability to work together, the NCL uses the index components sharing information, reaching consensus, crossing jurisdictional lines, and bridging diversity.

Part of the need for working together comes from generational shifts in outlooks, as demonstrated by the Millennials. The Millennials, also called the DotNets, are those in the United States born between 1977 and 1995.¹²⁵ As the most recent generation to analyze, Millennials shed the greatest light on the direction of our overall society.¹²⁶ This group is more ethnically diverse than ever before: one in five Millennials have parents who are immigrants and one in ten has a parent who is a non-citizen.¹²⁷ The intersection of diversity, increased exposure to people who are different, and previously unparalleled inter-community interactions has had an impact. Millennials have a higher level of tolerance towards others of different identities than previous generations have had.¹²⁸

Today's young people came of age when commerce, not government, dominated much of culture.¹²⁹ Because of this, young people are shifting the types of participation in which they choose to be engaged. This contrasts the conceptions held by some that young people are rejecting public life.¹³⁰ The rising importance of sectors other than government has changed citizen engagement, which has expanded and become more complex in order to target those areas in which activism will make a difference. This participatory shift recognizes the power of the marketplace.¹³¹ A study in Spring 2002 recognized that because of a company's conduct or worker conditions, over one-third of Americans, personally "boycotted" products, meaning actively choosing not to buy them, and over one-third of Americans also personally "buycotted" products, or intentionally chose to buy them.¹³² These types of intentional actions reflect "the changing nature of democratic engagement"¹³³ and a shift from action oriented towards government to action oriented towards the marketplace. This diffusion of power from government to the marketplace has changed the way citizens in American society focus their activism.

Millennials are known as "organization kids" who believe in their collective power.¹³⁴ In 1987, 44 percent of high school seniors reported volunteer activity. In 2001, 70 percent of high school seniors reported actively volunteering.¹³⁵ Americans, including this generation, want to be engaged. In the last ten years, North America has

¹²⁵ Zukin, 2006: p36-48

¹²⁶ Zukin, 2006: p9

¹²⁷ Zukin, 2006: p36-48

¹²⁸ Zukin, 2006: p46

¹²⁹ Zukin, 2006: p46

¹³⁰ Zukin, 2006: p9

¹³¹ Zukin, 2006: p46

¹³² Zukin, 2006: p62

¹³³ Zukin, 2006: p187

¹³⁴ Zukin, 2006: p36

¹³⁵ Zukin, 2006: p74-75

seen “a dramatic generational shift in what people want from their democracy.”¹³⁶ According to DYG (a social and marketing research firm that has completed an annual survey since 1987 on shifts in social values) a number of shifts have occurred in our society, including two with significant relevance to citizen perspectives relating to community and governance. The first is the “valuable life goal;” Americans are more actively pursuing meaning and significance in their lives. Americans are abandoning their “me-ism,” desiring to create change and leave legacies, and becoming more community focused. There is less focus on self and more focus on those who are part of “my world, who share my values and my neighborhood and my city.”¹³⁷ The growing tolerance and diversity of the Millennial generation has implications for a community’s capacity to solve problems. Most importantly, it means civic health includes a need for inclusion and collaboration, or the ability to work together.

The first component of working together is bridging diversity. Bridging diversity recognizes positive inter-group relations caused by acknowledging differences and working toward common goals.¹³⁸ The result is “greater cohesiveness, understanding, unity, and empathy among citizens.”¹³⁹

Often those who participate and are engaged are those with greater privilege.¹⁴⁰ There is “a systematic bias in representation through participation... Data shows that participatory input is tilted in the direction of more advantaged groups in society—especially in terms of economic and educational position, but in terms of race and ethnicity as well.”¹⁴¹

Americans support the notion of “participatory equality” – that even if equal opportunity but not equal outcomes is appropriate in other areas, when it comes to government there should be equal consideration of the interests of each citizen and equal responsiveness to each citizen.¹⁴² Studies have shown that participation affects outcome.¹⁴³ “What policymakers hear from citizens influences what they do. In short, participation matters and, therefore, unequal participation matters.”¹⁴⁴

The specific indicators in the National Civic League’s sample survey for this component include:

Bridging Diversity

- Does the community view diversity as an asset rather than a problem?
- Does the community communicate well across ethnic and cultural lines?
- Are all cultural and ethnic groups involved in community decision-making?
- Does the community, through policy and action, respond harshly to discrimination, racism, and racist acts?
- Does the leadership of the community reflect the diversity of the community?

¹³⁶ Leighninger, 2006: p1

¹³⁷ Hochstein, 2008: p39

¹³⁸ National Civic League, 1999: p20

¹³⁹ National Civic League, 1999: p68

¹⁴⁰ Verba, 1995: p1-2

¹⁴¹ Verba, 1995: p511-512

¹⁴² Verba, 1995: p527-528

¹⁴³ Verba, 1995: p30

¹⁴⁴ Verba, 1995: p526

Another component of working together is sharing information. All sectors should work together to make information transparent and accessible. Sharing information enhances a community's ability to make decisions¹⁴⁵ by helping citizens understand and be informed regarding the issues in their community.¹⁴⁶ The specific indicators in the National Civic League's sample survey for this component include:

Sharing Information

- Do citizens have the information they need to make good decisions?
- Does the media provide the community with constructive information that reflects the community's most pressing challenges and priorities?
- Do all citizens have access to new information technology?
- Do community leaders have regular opportunities to share information and experiences?

Reaching consensus is a third component of working together. Consensus helps bring different points of view to the table, therefore enriching the defining of problems and the means to address them.¹⁴⁷ Consensus is defined by the National Civic League as "being able to live with a decision to the point of supporting and not blocking its implementation."¹⁴⁸ The specific indicators in the National Civic League's survey for this component include:

Reaching Consensus

- Does the community address challenges proactively rather than reactively?
- Do the community's leaders convene citizens in neutral forums where all opinions are shared?
- Does the community practice consensus-based decision-making in which citizens, government, business, and non-profits all participate?

The final component of working together is crossing jurisdictional lines. Crossing jurisdictional lines is necessary because many of the issues local jurisdictions confront, such as transportation, economic development, land use, recreation, and environmental protection, are issues that extend beyond a singular community's local jurisdiction and necessitate working with neighboring municipalities.¹⁴⁹ This component is a necessary part of civic health because these inter-jurisdictional partnerships are part of the capacity to address community challenges. The specific indicators in the National Civic League's sample survey for this component include:

Crossing Jurisdictional Lines

- Does the local government work well with neighboring communities to develop region-wide policy?
- Do major institutions in the community work together on regional issues?
- Where appropriate, are community services provided regionally?

¹⁴⁵ National Civic League, 1999: 20

¹⁴⁶ National Civic League, 1999: 80

¹⁴⁷ National Civic League, 1999: p74

¹⁴⁸ National Civic League, 1999: p20

¹⁴⁹ National Civic League, 1999: p20

4. Problem Solving

The final broad component of civic health is a community's problem-solving ability. To measure a community's ability to solve problems, the NCL uses the index components of educating citizens to meet community challenges, building community leadership, and learning from our experiences.

The first component of problem solving is educating citizens. Citizen education teaches residents what they can do and how to apply what they have learned for the purpose of bettering the community.¹⁵⁰ According to the National Civic League, all sectors and institutions "must take responsibility for contributing to the citizen educational culture."¹⁵¹ The specific indicators in the National Civic League's sample survey for this component include:

Educating Citizens

- Does the community educate its citizens in the process of community decision-making and problem-solving?
- Do people of all ages have opportunities to participate in community decision-making?
- Does the community provide leadership and facilitation training for citizens?
- Do traditional leaders in positions of power promote and support citizen education and leadership training?

Another component of problem solving is building leadership. Quality leadership in a community is necessary to help with the ability to convene people together; leadership must be from all parts of the community. The specific indicators in the National Civic League's sample survey for this component include:

Building Leadership

- Does the community have programs to develop and encourage emerging leaders?
- Do leadership trainings provide avenues for immediate application of their new skills?
- Do programs to develop new leaders reflect the diversity of the community?

On-going learning is an important component of problem solving. Learning from experiences is important because not all attempts at problem solving are successful. It is vital to incorporate learning into subsequent efforts.¹⁵²

Part of learning from our experiences includes community members viewing problem solving as long-term. This presents a challenge to democratic governance that is similar to missteps that occur with civic engagement efforts. It is important to have proactive broad-based recruitment and to allow ample time and resources for democratic governance efforts. This ensures that people are not left out and that all groups are represented. Also, it is important to correctly judge the time and effort it takes to move from dialogue to action. Giving participants a meaningful chance to work on action items, advocate for policy ideas, or brainstorm pragmatic change will help

¹⁵⁰ National Civic League, 1999: p20

¹⁵¹ National Civic League, 1999: p94

¹⁵² National Civic League, 1999: p20

people keep from getting frustrated and will keep democratic governance associated with tangible improvements rather than empty talk.¹⁵³

In an article written about utilizing the National Civic League's civic health index, a caveat is given about thinking that it will result in easy solutions or straightforward explanations. "Obviously, communities and the issues that communities face are not black and white. Often, they are very abstract and complex, requiring a variety of perspectives, ideas, and processes to identify and address them successfully... A wide variety of variables influence change in communities: history, perspective, trust levels, personality, assumptions, communication levels, capacity for change, education, and economic levels—to name just a few. All of these variables must be taken into account when exploring how communities change."¹⁵⁴ These are some of the obstacles that communities will face when working to implement democratic governance. It is important for communities to accept that they will make missteps, but be sure to learn from their mistakes and correct them in the future.

The specific indicators in the National Civic League's sample survey for this component include:

On-Going Learning

- Does the community have a way to record its past learning and determine what has and has not worked?
- Does the community have a sense of its history and draw from that history in making decisions?
- Do people see their work in the community as on-going and long-term?
- As a community, does the community use lessons learned in past experiences to make better decisions for the future?

Civic Health is based on the premise that communities can "use public policy once more to encourage and cultivate, rather than to denigrate and undercut, the rich variety of vigorous civic, religious, ethnic, and voluntary associations once central to American society."¹⁵⁵ Civic health is a comprehensive measure of a community's ability to solve problems. The broad components of civic health include community vision, community governance, working together, and problem solving. These will be utilized in a specific case study of Newark, Delaware, in which the status of Newark's civic health will be evaluated through a community survey.

¹⁵³ Leighninger, 2006: p227

¹⁵⁴ Bloom, 1999: p296

¹⁵⁵ Dionne, 1998: p20

IV. The Status of Newark, Delaware's civic health

This paper has postulated that civic health is necessary for a community to address its opportunities and challenges, that civic health can be measured, and that in the 21st century, democratic governance is the means to enhance a community's civic health. Looking at how democratic governance can be used to enhance civic health is not solely a concept; it is a tool that can be applied in local communities. To choose appropriate democratic governance techniques, it is important to evaluate the civic health of a community.

This section will look at an application for Newark, Delaware. Newark is a college town in northern Delaware. Like other communities, Newark is facing many modern challenges, as described later in this section. Newark's civic health can be evaluated through the National Civic League's Civic Health Index. This can initially be accomplished through a survey of a cross-section of community stakeholders, though it should be followed with further dialogue and discussion.

A. Newark, Delaware

Newark is a college town with a population of approximately 30,000, a number that includes students who live within city limits. Newark is located in New Castle County, Delaware, just off Interstate 95. The city received its charter in 1758 and has an agricultural background. The University of Delaware, with approximately 21,000 full and part-time students, evolved from a small preparatory and grammar school named the Newark Academy, which had roots that began in Newark in 1765.

Newark is a Main Street community and its main employer and economic engine is the University of Delaware. Newark also has a technology park and a number of industries in the city such as Bank of America, Gore, and DuPont. Newark is largely a built-out community, though over 20 percent of its acreage is open space.¹⁵⁶ The city hosts a number of community events each year.

Newark has a council-manager form of government with a weak (ceremonial) mayor. The six council members are elected in staggered terms by district. Newark is part of Christina School district; the government has no jurisdiction over schools.

The Newark community has a similar evolution to other local governments. Council meetings usually have low turnout. However, NIMBY issues leave council chambers literally overflowing with citizens.

The landscape of issues Newark is facing is also changing. Newark has been discussing its role in global warming and whether the city government should participate in a greenhouse gas inventory program. Newark was home to a large auto manufacturing plant, but Chrysler Corporation permanently closed the plant in December 2008. Newark is also becoming more racially diverse. The following table shows the percentage of Newark's population that is not white from 1950 to present.

¹⁵⁶ City of Newark: Comprehensive Development Plan IV, 2008

Table 1. Percentage of non-white population in Newark^{157,158}

Year	1950	1960	1970	1980	1990	2000	2005-2007
Percentage person of color	6.9%	6.8%	5.2%	6.8%	9.7%	12.7%	13.8%

As the table shows, racial diversity in Newark has been increasing since the 1970s.

Newark has budgetary woes and shrinking resources. The city's retiree health care and pension funds are underfunded. During 2008, the state government discussed taking realty transfer tax revenues away from local jurisdictions to make up for their own financial shortcomings. According to one council member, Newark hopes to begin the "hard work of building a pathway toward long-term fiscal solvency."¹⁵⁹ Taxes have not grown at the rate of inflation and personnel have not grown at the rate of new services.

Newark is also facing a number of issues that, because the solutions are dependent on numerous institutions, require collaboration. The Newark community is interested in affordable housing; the Newark government must work with the Newark Housing Authority. The Newark community is interested in its Main Street and economic enhancement of the downtown; the Newark government must work with property owners who make decisions on what businesses will be in the heart of the community. The Newark community is interested in controlling its land use destiny; the University of Delaware is exempt from zoning and can unilaterally choose what to build and where to build it. The Newark community is interested in effective transportation; the state of Delaware owns and is responsible for many of the roads in the community, including Main Street. Like other local jurisdictions across the country, Newark is facing a number of challenges that the government cannot address without working together with other institutions.

Newark, like any community, needs a healthy civic infrastructure. This case study will evaluate the civic health of Newark. It will also examine how democratic governance can be used to enhance civic health.

The contemporary problems discussed earlier in this paper are not solely the problems of *other* communities. Newark is facing these same challenges and needs to confront them using modern tools and techniques. A civic health survey was administered in order to evaluate the civic health of Newark. The comments written on the surveys administered for this case study illustrate that Newark faces many of the same challenges communities across the nation are trying to address through democratic governance. A business leader writes that Newark has "too many factions: UD vs. city, old Newark residents vs. newer residents, college town vs. small town, Main Street vs. commercial districts." An active citizen writes, "Our community vision is not always inclusive" while another writes, "Newark's comprehensive plan is not really 'comprehensive' and does not include the community's vision in its development."

A survey taker notes, "Often times it is very disappointing to see how very few Newark citizens show up at a Newark Planning Commission meeting, or even take an

¹⁵⁷ *American Factfinder*

¹⁵⁸ City of Newark: Newark, DE- A Municipal Government

¹⁵⁹ Goss, 2008

interest in an agenda item at a city council meeting (People do come out if something is happening next door to them).” Another participant comments, “City council has never been adequately proactive to shape the community or develop its vision. Even the layout of Council Chambers gives the appearance of a court, with a council judging on proposals, rather than creating them.” Another writes, “The murals depicting only white people drive me nuts - We need to change those!! What about the lack of diversity in City staff and Council?”

Other responses include that “citizens... need opportunities to work in more organized ways with students” and that “UD officials are interested in UD’s own success... decisions to expand (and other decisions) are made independent of effect on [the] town.”

One city staff member writes “I see Newark as very parochial with almost no region-wide policies. They can't seem to coordinate with the University let alone the county or another state” and that “there is a very small vocal group that have an opinion (usually negative) on every subject and they are catered to.” A different staff member comments, “Citizen involvement in my experience usually takes place after all the community meetings take place and decisions are made. Civic leaders need to hold the vocal minority accountable for making their comments known during the upfront process and not when the final decision is being made.”

A city elected official comments that the “university can still be secretive.” Another survey taker comments, “There is a sense that the desires of the chosen few are satisfied in a quick and stealthy manner - i.e. lots of “done deals” before the community can participate - this effectively shuts down any sense that active involvement is worth the effort.”

As can be seen from these comments, Newark faces challenges similar to many other communities and there is still much room for improvement to Newark’s civic health. As one city staff member writes, “[Newark is a] great city with a lot of community involvement.” Newark can capitalize on its strengths and work on its growing edges – the areas in which Newark needs improvement. One survey taker says it nicely: “YES! Let's work on creating a culture where all citizens contribute to a shared vision.” The factors present in our modern society – interdependence, complexity, diversity, and overall more issues to deal with and less agency with which to act – all strongly suggest that collaboration and inclusion are necessary tools for Newark.

B. Civic Health Survey

A civic health survey was administered in order to evaluate the civic health of Newark. In analyzing the results of this survey, this paper will identify a few areas in which there was near consensus that the city is doing well or in which the city needs improvement. There are numerous other conclusions that can be drawn from the survey, numerous discussions that could be had based on some conflicting data, and a need for further in-depth exploration as to the status of some indicators and root causes for some of the responses.

To evaluate Newark's civic health, civic health indicators needed to be tailored to fit the community of Newark, survey takers had to be identified, the method of surveying had to be determined, and the survey administered and results analyzed. This section contains information regarding the survey.

1. Survey Background

Civic Health is not easy to measure. The National Civic League recommends using civic engagement and democratic governance techniques in a community as part of the process of measuring civic health. Many communities that look to their civic health hold numerous workshops with a cross-section of stakeholders to discuss each area of civic health in depth. For the purposes of this paper that was not possible. Instead, a civic health survey was given to a cross-section of Newark stakeholders. This is a simplified and less engaging method of information collection and does not address many of the complexities within indicators. This case study was limited in outreach to the survey and did not involve the type of community involvement for solutions and proceedings that offer a direct next step beyond further community discussions on these areas. However, for the context of this paper, the paper survey with limited sampling was necessary, and had the added benefit of soliciting more honest comments than may have been given in a public setting.

It is important to note that this case study is meant as an academic analysis and a toolbox, and its validity is limited because it did not involve broad community engagement. Democratic governance tools should be implemented through a community process; further steps to address areas of Newark's civic health should follow a more inclusive civic process.

The survey was formulated based on the National Civic League's Civic Health Index publication and tailored to reflect civic infrastructure needs in Newark. Stakeholders were selected based on civic health components. After going through the Human Subjects Review process, surveys were delivered in-person to people's homes and offices. Surveys and signed Informed Consent forms were mailed back. The survey was conducted in November 2008.

Seventy-four stakeholders were identified and given a paper survey. The survey instrument, which is included in the appendix, asked community members to evaluate each of the fourteen civic health index components discussed in this paper. Index components measure the skills and processes a community must possess to deal with its unique concerns.¹⁶⁰ The three to five specific indicator statements for each category were included; survey takers were also asked to evaluate the overall civic health component. This led to a total of 69 questions.

¹⁶⁰ National Civic League, 1999: p13

Survey takers were given six options with which to evaluate the indicator statements. These options included the following:

Available Responses to Indicator Statements

- ✓ Strongly Disagree
- ✓ Disagree
- ✓ Neither Agree nor Disagree
- ✓ Agree
- ✓ Strongly Agree
- ✓ I do not know

Each section also had space for survey takers to share thoughts in a comment section. There was additional space at the end of the survey for participants to share any additional thoughts regarding civic health in Newark.

a. Tailored Civic Health Index

The survey utilized in this study was created based on the National Civic League's Civic Health Index sample survey. In making the civic health index applicable to Newark, tweaks in language were made and two sections, Roles for the University of Delaware and Bridging University-Community Relations, were added. Statements regarding the overall health of component areas were also added. The nature of specific changes is explained in the remainder of this section.

The City of Newark does not have a chamber of commerce. Instead, the Downtown Newark Partnership acts as a private/public partnership dedicated to the economic enhancement of downtown Newark. A more recent initiative is the Greater Newark Network, a network of business, academic, and community leaders who seek to promote positive economic growth in the greater Newark area. These organizations were included in the roles for business section.

Within the component area of "community governance," the National Civic League's Civic Health Index publication labels components with the adjective "new" preceding the component title. For example, while in this paper and in the survey the component area of "Roles for Government" is discussed, in the National Civic League's index, the component is entitled "New Roles for Government." This reflects the evolving roles that have emerged for government, citizens, non-profits, and businesses. However, in this paper the ideal roles for community governance have been discussed. To include the adjective "new" in the survey would likely be quite confusing to survey takers without additional explanatory background. Therefore, community governance components were labeled without "new" in their titles.

Additionally, two components were added. The University of Delaware is a significant part of Newark. Therefore, one additional criterion for the civic health component of Community Governance includes New Roles for the University of Delaware. The following specific indicator statements were created:

Roles for the University of Delaware

- Does the University of Delaware view the Newark community as an asset rather than an obstacle?
- Are there open lines of communication between the University of Delaware and the Newark community?

- Does the University of Delaware create knowledge-based partnerships and synergistic sharing of intellectual capital with the Newark community?
- Does the University of Delaware participate in broad community improvement efforts and encourage service learning and volunteerism in the Newark community?

It is important to note that one of the specific indicators references “knowledge-based partnerships and synergistic sharing of intellectual capital.” The wording of this is such that the University of Delaware should not view itself solely as a source of wisdom to impart and give to the community, but that the University of Delaware also can learn and grow from its community counterpart. Healthy town-gown relationships recognize that collaborative partnerships include both contributing and receiving capital.¹⁶¹

Another factor that has implications for Newark’s civic health capacity in working together is university-community relations. Bridging university-community relations is an important criterion for the Newark community’s civic health. The following specific indicator statements were created to measure university-community relations:

Bridging University-Community Relations

- Do the University of Delaware and the Newark community have a shared vision for the future of Newark?
- Do community members outside the university view Newark’s student population as part of the Newark community?
- Are students involved in community decision-making?
- Do the University of Delaware and Newark work cooperatively to address common problems?

In the NCL’s Civic Health Index, a sample civic index survey with indicators is presented with three possible responses to rate the indicators: “Agree,” “Disagree,” and “Uncertain.” For the Newark community survey, stakeholders could respond to indicators with: “strongly disagree,” “disagree,” “neither agree nor disagree,” “agree,” “strongly agree,” and “I do not know.”

The NCL’s Civic Health Index publication also included a *Civic Index Evaluation Form*, in which the 12 civic health indicators could be ranked by stakeholders on a one to five scale; these ratings indicated whether the component is “doing poorly, needs immediate attention,” “needs improvement,” “average performance,” “doing well,” or “doing very well, our strong asset.” While not intended as a scientific measure of each component area, the results are intended as a list to show which components are strongest and weakest. NCL recommends that “the strongest components are assets from which to build” and “the weaknesses are areas in which the community will want to strengthen.”¹⁶² For the Newark community survey, stakeholders were given a statement that the community is doing very well in that component area and stating that it is a strong asset for the city, as opposed to needing immediate attention. Stakeholders were able to rate this statement with the five choices on the scale from strongly disagree to strongly agree or choosing “I do not know,” which allowed the survey instrument to be

¹⁶¹ University and Community Research Partnerships, 2002

¹⁶² National Civic League, Civic Health Index, 1999: p111.

consistent while maintaining the original intent of the evaluation form.

b. Survey Participants

The survey participants were identified based on the areas covered by the civic health survey. It was important to assure representation of appropriate stakeholder groups for all civic health component areas, as well as to hear both from stakeholders within groups with a specific interest in an area as well as from community members outside that area. Seventy-four stakeholders were selected based on these goals. Of those, twelve random citizens were selected, 16 percent of the survey participant population. The remainder of the survey participants were selected intentionally and not randomly. The following chart shows which survey takers were identified to ensure community representation in specific sections.

Table 2: Utilizing Civic Health Components to Identify Stakeholder Groups

Community Vision	
<u><i>Civic Health Component</i></u>	<u><i>Identified Survey Takers</i></u>
Community Vision	All survey takers

Community Governance	
<u><i>Civic Health Component</i></u>	<u><i>Identified Survey Takers</i></u>
Roles for Citizens	Active citizens, Random citizens
Roles for Government	City staff, City electeds
Roles for Business	Business leaders
Roles for the University of Delaware	University administrators, student leaders
Roles for Non-Profits	Non-Profit leaders

Working Together	
<u><i>Civic Health Component</i></u>	<u><i>Identified Survey Takers</i></u>
Bridging Diversity	Leaders of multicultural organizations
Reaching consensus	All survey takers
Sharing Information	All survey takers
University-Community Relations	University administrators, student leaders
Crossing Jurisdictional Lines	All survey takers ^A

Problem Solving	
<u><i>Civic Health Component</i></u>	<u><i>Identified Survey Takers</i></u>
Educating Citizens	Active citizens, Random citizens
Building Leadership	All survey takers
On-going Learning	All survey takers

A. For this component area, it could have been useful to survey government officials or leaders from other sectors from neighboring communities. However, the decision was made to not include those stakeholders in this survey so as not to skew results for the other thirteen components. Discussing inter-jurisdictional cooperation and collaboration with neighboring community leaders could be a next step for the City of Newark to further explore this civic health component.

***University administrators* (6)**

University administrators to whom surveys were distributed included the University of Delaware President, the Senior Vice President, the Vice President for Student Life, the University of Delaware Town and Gown Committee representative, the Director of Government Affairs, and the Director of Student Centers.

***Student leaders* (7)**

Student leaders receiving surveys included the Student Government Association President, the two Student Government Association City Relations Officers, the Graduate Student Senate President and Vice President, the Greek Council President, who is a fraternity member, and a Greek sorority leader.

***Active citizens* (7)**

Active citizens receiving surveys included a community member who attends most meetings and is very active in the local government, the president of a local community group Friends of Newark, and the chairs of local citizen commissions, including the Community Development Committee, Conservation Advisory Commission, Newark Housing Authority, Town and Gown Committee, and Planning Commission.

***Random citizens* (12)**

Random citizens were included in order to capture a broader spectrum of the Newark community – one that includes both those who are active in the community and those who are disengaged. Two random citizens were selected from each of Newark's six council districts, which are divided geographically and include a portion of the downtown and a portion of a student-oriented area. Newark's streets were listed by council district and assigned numbers. A random number generator selected two numbers, indicating streets within each district. Within each of these selected streets, a random number generator selected one house number. These houses were canvassed with the survey. Random citizens reflected a diverse group of the community. They included a fraternity house, a student home, a student rental, a chair of a citizen commission, a board president of a local nonprofit, a household that only lives in Newark part of the year, and a senior citizen, among others.

***Business leaders* (6)**

Business leaders receiving surveys included the Downtown Newark Partnership Acting Chair and Past Chair, the Merchants Committee of the Downtown Newark Partnership Chair, the New Castle County Economic Development Council Director who works with the Greater Newark Network, and the Board of the New Castle County Chamber of Commerce President and Chairman.

***City electeds* (7)**

City elected officials included Newark's six council members and the mayor.¹⁶³

¹⁶³ Author's note: As a city councilperson, I am one of these stakeholders in the Newark community and completed a survey. My position on city council was part of my motivation for completing this research.

City staff (12)

City staff included the acting city manager, the city solicitor, the city secretary, the city alderperson, and each department head. Departments in the city of Newark include the Department of Planning and Economic Development, the Building Department, the Public Works Department, the Water Department, the Police Department, the Finance Department, the Parks and Recreation Department, and the Electric Department.

Non-profit leaders (6)

Only nonprofits actively engaged with the City of Newark were included in this survey in order to get feedback from nonprofits that have worked with Newark. The six nonprofits selected were those the city gave money to the prior year through Community Development Block Grant and Revenue Sharing funds. Their executive directors or board presidents were asked to complete the survey. These nonprofits included Chimes of Delaware, Quilts for Comfort, Newark Arts Alliance, the Newark Senior Center, Hope Dining Hall, and the Newark Day Nursery.

Multicultural leaders (11)

While the civic health index primarily addresses race and ethnicity, other groups that are affected by diversity were included in this stakeholder group as well, such as a Veterans of Foreign War post and religious groups. Additionally, because of the specific identity organizations that exist and do not exist in Newark, it was necessary to rely more heavily on University of Delaware groups for participation than likely reflects a balance between the university and non-university segments of the community. University of Delaware multicultural groups often attempt to engage and include the community. The University of Delaware has also fostered some of the local diversity; for example, the first wave of Indian immigrants to Delaware came in the 1960s to attend the University of Delaware. Two decades later the Indian community's non-student population had grown and the Indo-American Association of Delaware was formed (IAAD).

Eleven different multicultural groups were included to attempt to have a broad spectrum of opinion. The presidents, executive directors, or other leaders of these groups were asked to complete the survey. The organizations included El Tiempo Hispano, Temple Beth El, Mount Zion African Methodist Episcopal Church, the Indo-American Association of Delaware, Lt. J. Allison O'Daniel Post 475 Veterans of Foreign War, Special Olympics Delaware, The University of Delaware Office of Affirmative Action and Multicultural Programs, the Center for Disability Studies, Haven (an LGBTQ group), Students Acting for Gender Equality, and the National Association for the Advancement of Colored People chapter at the University of Delaware.

2. Findings

This section investigates the results of the civic health survey. It will discuss Newark's strengths, growing edges, and areas that need further discussion. Survey data is reported in aggregate group form and is available in the appendix.

To analyze survey data, ordinal rankings were assigned to specific ratings. Statisticians will not perform certain calculations on ordinal numbers, such as finding an average score, because these numbers are ranked but the difference between "agree" and "strongly agree" may not be the actual difference between three and four. Nevertheless, this calculation method is often used by social scientists and is useful in looking at the data. The following chart shows the numbers assigned for each rating option:

Table 3: Calculations for Rating Scale

Number	Rating
0	I do not know
1	Strongly Disagree
2	Disagree
3	Neither Agree nor Disagree
4	Agree
5	Strongly Agree

"I do not know" responses do not mean a respondent intensely disagreed with the statement; neither does it mean the respondent believed the statement may or may not be true. Therefore, unless specified, all charts below include information analyzed after "I do not know" responses were removed from the data set. When "I do not know" responses are particularly significant or substantial, it will be noted.

a. Return Rate

Fifty-seven of seventy-four surveys were returned, making a return rate of over two-thirds. The following table shows return rates by stakeholder groups.

Table 4: Survey Response Rate

Stakeholder Group	Return Rate	Surveys returned	Surveys delivered
Total	77%	57	74
Nonprofit leaders	100%	6	6
City electeds	100%	7	7
Student leaders	100%	7	7
City Staff	92%	11	12
Active Citizens	86%	6	7
Business leaders	67%	4	6
Random Citizens	58%	7	12
Multicultural Groups	55%	6	11
UD administrators	50%	3	6

Return rate could be seen as a reflection of investment level in the city. Nonprofits, the “service deliverers and change agents” that need additional resources, and in this case were already engaged with the city government, had a perfect response rate. City electeds, student leaders, city staff, and active citizens also had high response rates. Active citizens provided the most written feedback on the survey comment sections.

Those with the lowest response rates included random citizens, multicultural group leaders, and university administrators. Not all random citizens are fully engaged in the community’s civic culture. One random citizen adamantly refused to take the survey, not willing to even look at the survey and suggesting an active citizen such as her neighbor a few doors down take the survey instead. One university administrator refused to take the survey, stating he felt unqualified because he lives in Wilmington and not Newark. University administrators were the only stakeholder group in their responses to offer no free response comments. Many multicultural groups did not have a direct relationship with the City of Newark.

Survey recipients who did not return surveys should not simply be excluded from the conversation on civic health. Not only do these people need to be recruited to be involved, their inability to complete the survey speaks to the civic health and level of engagement of the Newark community.

b. “I do not know” Responses

The civic health survey contained fourteen categories. The following table shows the average number of categories, broken down by stakeholder groups, in which survey takers responded, “I do not know” or “Neither agree nor disagree.”

Table 5: Averages by stakeholder group of the number of civic health components rated “I do not know” and “Neither Agree nor Disagree”

Stakeholder Group	I do not know	Neither Agree nor Disagree	Total
Average	2.3 / 14	2.8 / 14	5.3 / 14
Multicultural Group Leaders	7.2 / 14	1.8 / 14	9 / 14
Student leaders	4.6 / 14	2.9 / 14	7.5 / 14
Business Leaders	0.3 / 14	6.3 / 14	6.6 / 14
Nonprofit Leaders	3 / 14	2.2 / 14	5.2 / 14
Random Citizens	2.1 / 14	2.6 / 14	4.7 / 14
University administrators	1.3 / 14	3.3 / 14	4.6 / 14
Active Citizens	0.5 / 14	3.7 / 14	4.2 / 14
City electeds	0.3 / 14	3.3 / 14	3.6 / 14
City staff	1 / 14	1.8 / 14	2.8 / 14

Overall, there was an average of 2.3 responses out of 14 in which survey takers marked, “I do not know.” Multicultural group leaders and student leaders responded, “I do not know” to a third or more of the 14 statements regarding overall health for the civic health components.

This was not an easy survey for people to take. Perhaps people are not used to thinking about these issues. Many also expressed a feeling of being unqualified to evaluate these areas in their comments. A number of the multicultural group leaders commented that they had to mark “I do not know” a number of times either because they were new to their organization, did not live in the City of Newark, or had not had much involvement with Newark.

Student leaders comment that they did not feel the city viewed them as part of its governance structure and that information regarding the city was not available for them. Students were especially unable to answer whether the Newark community has a long-term plan that is inclusive of all sectors and citizens, some of the questions regarding building leadership, and all of the questions regarding crossing jurisdictional lines.

Comments reflect the reason for this. One student writes, “I tried to fill this out as honestly as possible. Unfortunately, I have a lot more information and knowledge on the relationship Newark has with the University rather than Newark separately.” Another writes, “Unfortunately, despite my active involvement at the University of Delaware, I feel as though I cannot answer questions related to the general Newark community. The nature of my interactions with community leaders has made it clear to me that the city prefers to keep the lines between students and citizens (which students cannot be regarded as) distinct. It has been my experience that efforts to bridge the 'divide' by students at UD have been met with resistance. As such, I know little of the city's goals, vision, or future plans for its members.” A third writes, “I'm not sure I know much about Newark's vision or what the game plan involves. I feel there are two communities - UD students and established residents.”

One random citizen comments, “We recently moved to Newark because we think it is a nice place to live. Both of us attended UD and have seen the opportunities, family events, and atmosphere that UD and Newark provide. We try to support local business and love being close to Main Street. Despite all of this, it appears we still do not know a great deal about how the city conducts business.”

On the other end of the spectrum, city electeds, business leaders, active citizens, and city staff all marked “I do not know” an average of one or less times out of 14 statements. For city staff, city electeds, and active citizens, this response level is understandable as these stakeholders are very involved in the happenings of the city.

A substantial number of survey takers responded with, “Neither agree nor disagree.” An average of 2.8 responses out of 14 were marked with this answer. Interestingly enough, business leaders favored the “Neither agree nor disagree” answer to the “I do not know” answer. While business leaders were tied with city electeds for answering, “I do not know” the fewest number of times, business leaders answered, “Neither agree nor disagree” the most of any stakeholder group.

Together, survey takers marked either “I do not know” or “Neither agree nor disagree” for 38 percent of the 14 categories. These responses were most prevalent among multicultural group leaders, student leaders, and business leaders. These responses were least prevalent among active citizens, city electeds, and city staff. Only two out of fifty-seven (3.5 percent) survey takers either agreed or disagreed in rating all 14 overall health categories.

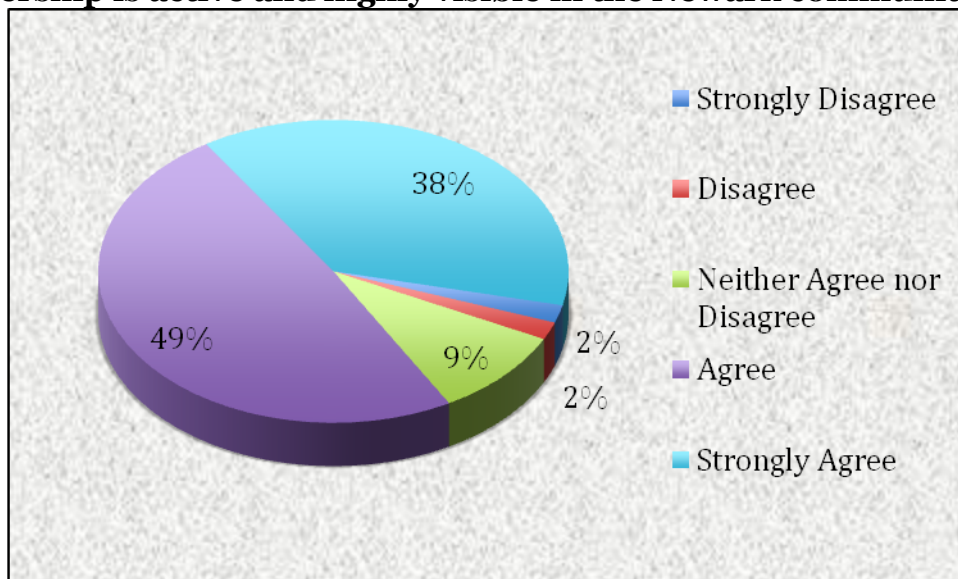
c. “Civic Strengths” – Areas of Newark’s Civic Health that are Strong

This section focuses on three areas of civic health in which there was near-consensus that Newark is doing well. While there were not any broad component areas in which near-consensus existed, there were specific indicator statements that received favorable responses. These included that the Downtown Newark Partnership is active and visible in the Newark community, that the Newark government is responsible and accountable, and that businesses participate in broad community improvement efforts. Even in these areas, however, respondents suggested areas for improvement.

1) The Downtown Newark Partnership

The Downtown Newark Partnership (DNP) is a private/public partnership dedicated to the economic enhancement of downtown Newark. The following pie chart represents ratings for the indicator statement found in the civic health survey, “The Downtown Newark Partnership is active and highly visible in the Newark community.” The chart does not include “I do not know” responses, of which there were four (7 percent).

Figure 1: Downtown Newark Partnership: “The Downtown Newark Partnership is active and highly visible in the Newark community.”

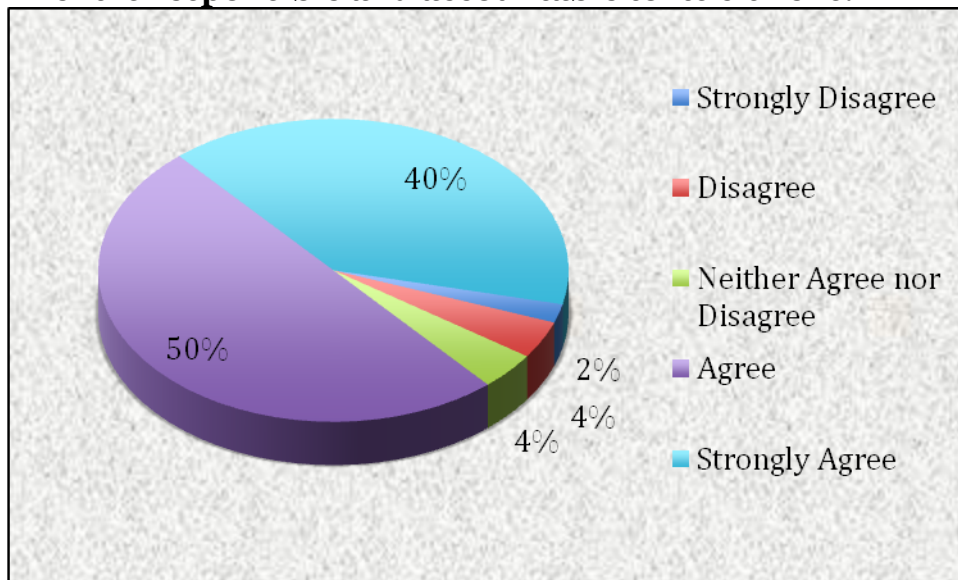


Eighty-seven percent agree that the DNP is active and highly visible in the Newark community, excluding “I do not know” responses; only four percent disagree. The average response was above three, or “Neither agree nor disagree,” in every stakeholder group. Survey takers believe the Downtown Newark Partnership is active and highly visible in the Newark community.

2) Responsible and Accountable Government

The following pie chart represents ratings for the indicator statement found in the civic health survey, “The Newark government is responsible and accountable to its citizens.” The chart does not include “I do not know” responses, of which there were seven (12 percent).

Figure 2: Responsible and Accountable Government: “The Newark government is responsible and accountable to its citizens.”

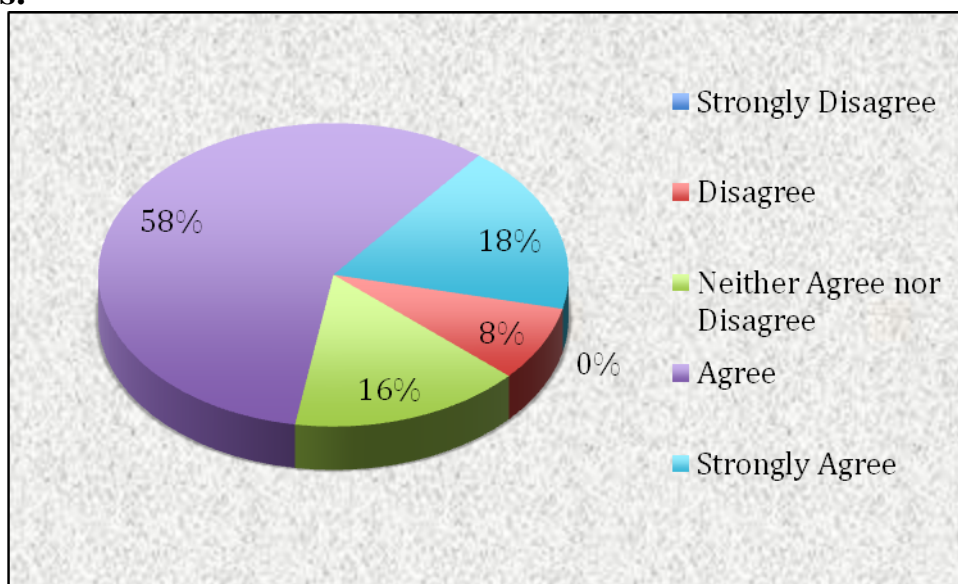


Ninety percent agree that local government is responsible and accountable to its citizens, excluding “I do not know” responses. The average response was above four, or “Agree,” in every stakeholder group except active citizens, where the average response was 3.3, between “Neither Agree nor Disagree” and “Agree.” Survey takers believe the Newark government is responsible and accountable to its citizens.

3) *Business Participation in Broad Community Improvement Efforts*

The following pie chart represents ratings for the indicator statement found in the civic health survey, “Businesses in the Newark community participate in broad community improvement efforts.” The chart does not include “I do not know” responses, of which there were seven (12 percent).

Figure 3: Business Participation in community improvement: “Businesses in the Newark community participate in broad community improvement efforts.”



Seventy-six percent of survey takers agree that businesses participate in broad community improvement efforts, excluding “I do not know” responses; only eight percent disagree. The average response was above three, or “Neither agree nor disagree,” in every stakeholder group. Survey takers believe businesses in the Newark community participate in broad community improvement efforts.

d. “Growing Edges” – Areas of Newark’s Civic Health Needing Improvement

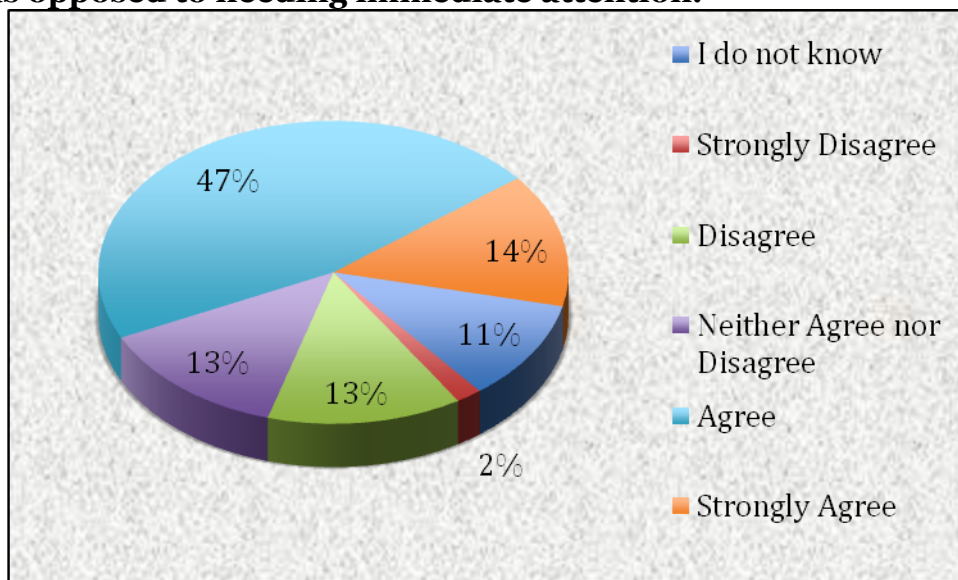
Newark is underperforming and could use some improvement in these four civic health areas. They include communicating Newark’s vision, building leadership, neighborhood involvement, and bridging non-profits.

1) Communicating Newark’s Vision

This component refers to the overall health of Newark’s community vision. This component is crucial as it is the sole measure of one of the four broad areas of civic health.

The following pie chart represents ratings for the indicator statement from the civic health survey, “Overall, Newark is doing very well as it relates to community vision. This is a strong asset for the city, as opposed to needing immediate attention.” Specific indicator questions asked whether Newark has a long-term plan that is inclusive of all sectors and citizens as well as whether Newark has a clear sense of place. The chart includes “I do not know” responses because this response implies an acknowledgement that the survey taker is not aware of a community vision, long-term plan, or community identity.

Figure 4: Community Vision (all respondents): “Overall, Newark is doing very well as it relates to community vision. This is a strong asset for the city, as opposed to needing immediate attention.”



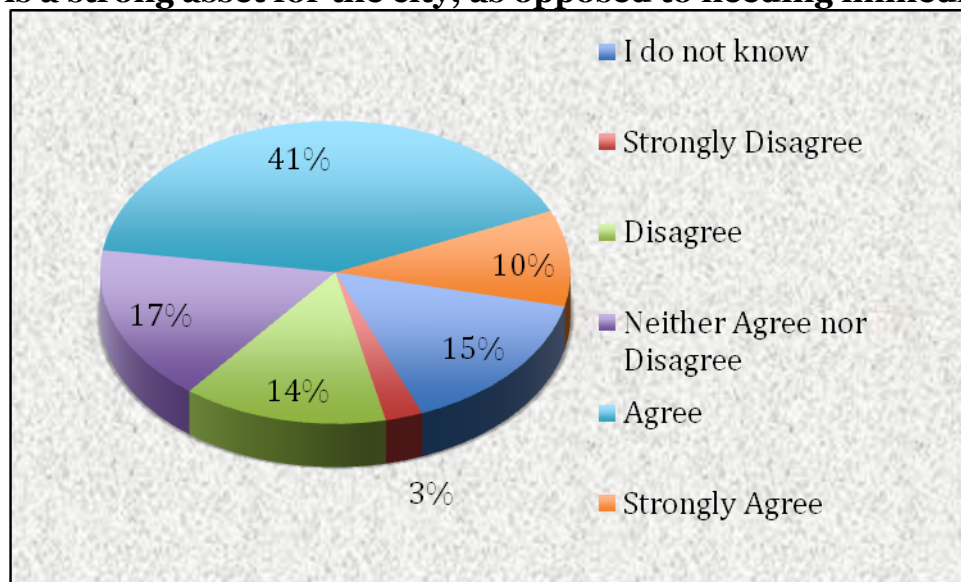
The overall health for community vision does not appear on first glance to be a weak area for Newark. Sixty-one percent agree Newark is doing well in this area; this number rises to 68 percent if “I do not know” responses are excluded. Still, 16 percent of survey takers disagreed that Newark is doing well in this area, excluding “I do not know” responses, and 25 percent of survey takers either disagreed or responded, “I do not know.”

However, the data shows different results, particularly within the specific indicator statements, when only considering responses of survey takers not directly

affiliated with the city government. A shared vision is one that all stakeholders and sectors in the community are aware of and working together to implement. Those in government – city staff and city electeds – may have an implicit sense of where they are trying to go, and therefore be more likely to agree with the statement. Therefore, it is important to also analyze this information with city staff and city elected responses isolated from the rest of the data set.

The following pie chart represents ratings for the overall health of community vision, for all survey takers except city electeds and city staff. The chart includes “I do not know” responses.

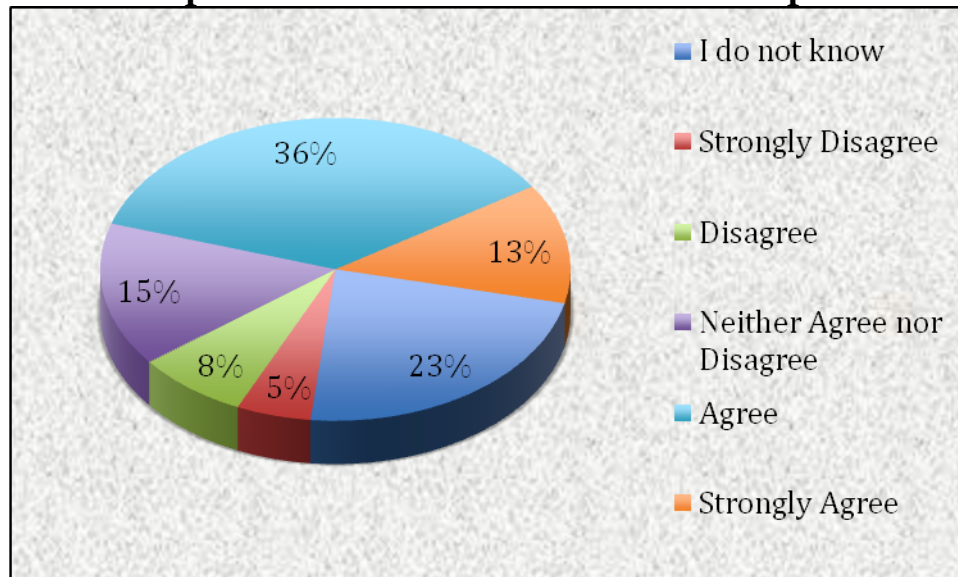
Figure 5: Community Vision (excluding city staff and city electeds):
“Overall, Newark is doing very well as it relates to community vision. This is a strong asset for the city, as opposed to needing immediate attention.”



Looking at this chart, 32 percent of survey takers either disagreed that Newark is doing well in this area or do not know if Newark is doing well. Fifteen percent responded, “I do not know.”

The following pie chart represents ratings for the specific indicator statement asking whether the Newark community clearly knows its unique identity in relationship to other communities and seeks to preserve it, for all survey takers except city electeds and city staff. The chart includes “I do not know” responses.

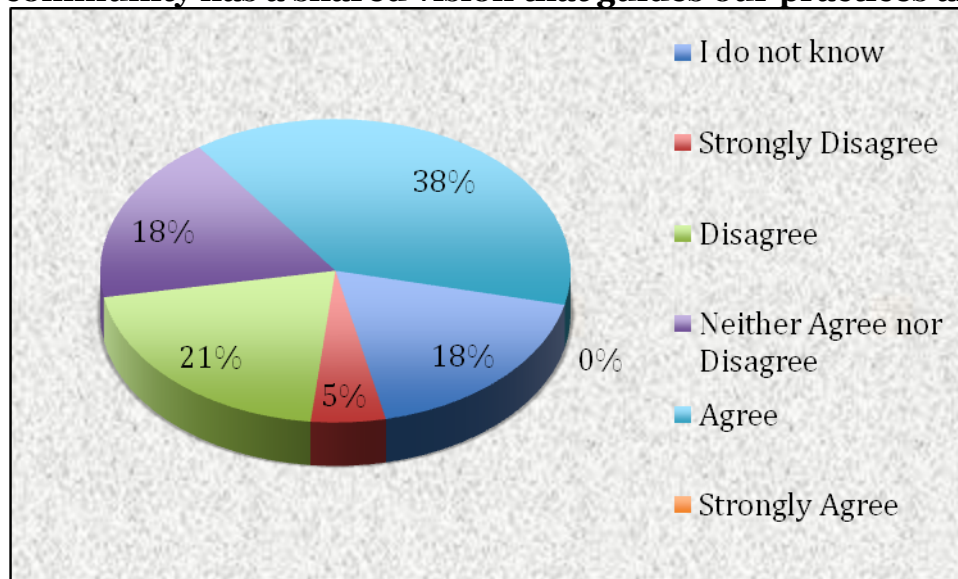
Figure 6: Unique Identity and Sense of Place (excluding city staff and city electeds): “The Newark community clearly knows its unique identity in relationship to other communities and seeks to preserve it.”



In this chart, 23 percent of respondents do not know whether the Newark community knows its unique identity. Thirty-six percent of respondents either do not know whether Newark knows its unique identity or disagree that Newark knows this.

The following pie chart represents ratings for the specific indicator statement asking whether the Newark community has a shared vision that guides our practices and policies, for all survey takers except city electeds and city staff. The chart includes “I do not know” responses.

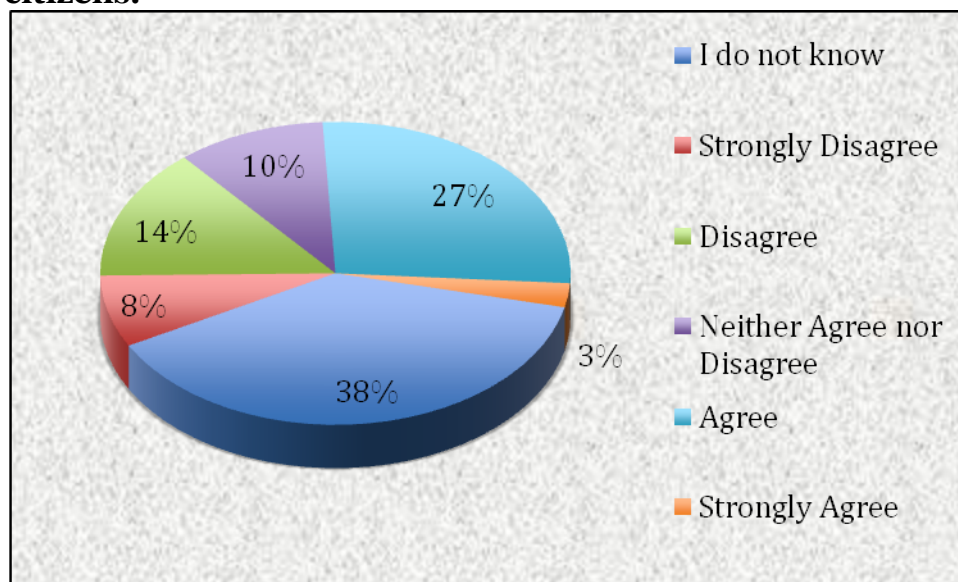
Figure 7: Shared Vision (excluding city staff and city electeds): “The Newark community has a shared vision that guides our practices and policies.”



In this chart, 18 percent of respondents do not know whether the Newark community has a shared vision. Forty-four percent of respondents either do not know whether Newark has this plan or disagree that Newark has it.

The following pie chart represents ratings for the specific indicator statement asking whether the Newark community has a long-term plan that is inclusive of all sectors and citizens, for all survey takers except city electeds and city staff. The chart includes “I do not know” responses.

Figure 8: Long-Term Planning (excluding city electeds and city staff): “The Newark community has a long-term plan that is inclusive of all sectors and citizens.”



In this chart, 38 percent of respondents do not know whether the Newark community has this long-term plan. Sixty percent of respondents either do not know or disagree that Newark has it.

With over half of respondents outside of those directly affiliated with the city government unsure or disagreeing that Newark has a long-term plan, this is an important issue for the community to address. Furthermore, there is no document to point these community members to that outlines Newark’s vision. The responses of government officials still point to a need to explore this area. Only three of seven, or less than half, of city elected officials could agree with all three specific indicator statements of community vision and the overall health of community vision.

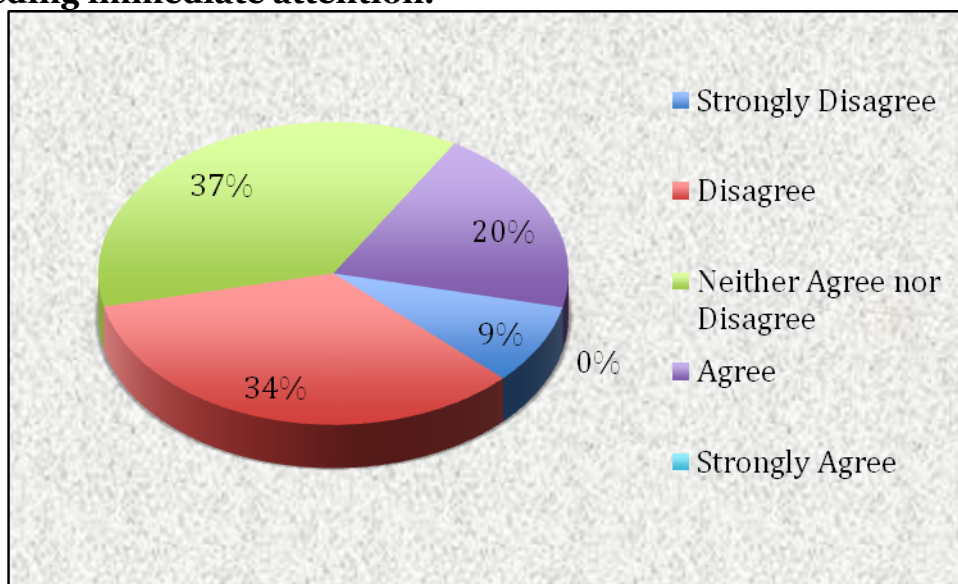
One elected official writes, “This could always use more attention.” Another writes, “Most people think Newark is going in right direction even if that direction is not real clear.” Twenty percent of city staff members disagreed or strongly disagreed that Newark has an inclusive long-term plan.

One city staff member suggests, “I think we all know what we want for Newark - the path to get there is open for discussion.” If Newark has a sense of its direction, and it is not clear all would agree it does, it would be helpful to communicate that vision intentionally.

2) Building leadership

One civic health component under the broad area of problem solving is building leadership. The following pie chart represents ratings for the indicator statement, “Overall, Newark is doing very well as it relates to building leadership. This is a strong asset for the city, as opposed to needing immediate attention.” The chart does not include “I do not know” responses, of which there were nineteen (35 percent). “I do not know” responses are relevant for this component and will be discussed below.

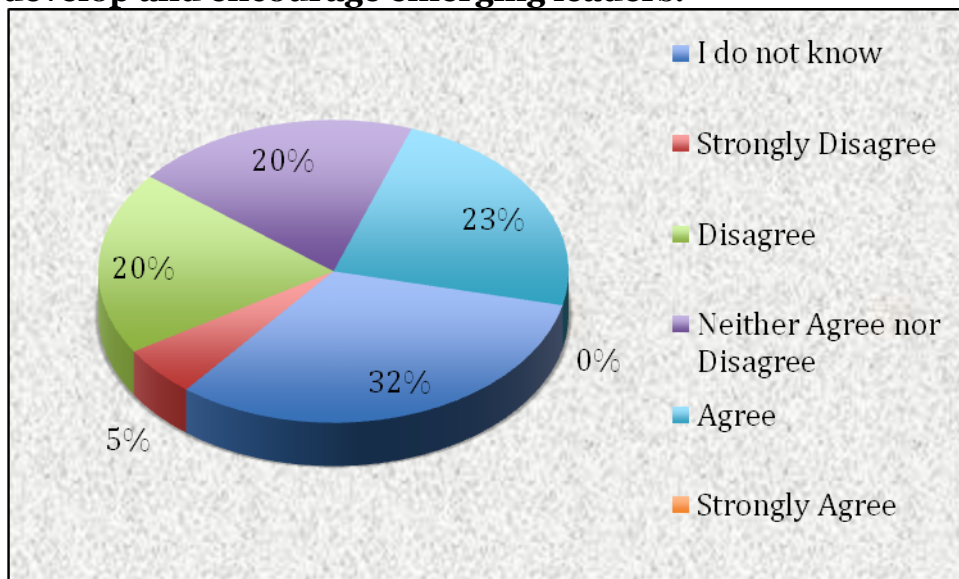
Figure 9: Building Leadership: “Overall, Newark is doing very well as it relates to building leadership. This is a strong asset for the city, as opposed to needing immediate attention.”



Only 20 percent of survey takers agree Newark is doing well as it relates to building leadership. No survey takers strongly agree with any specific indicator statements under this component, nor do they strongly agree that Newark is doing very well as it relates to building leadership. The average response to the overall health of building leadership as well as to all individual indicator statements was below the “Neither agree nor disagree” rating, excluding “I do not know” responses, and below the “Disagree” rating if “I do not know” responses were included as zeros in the calculation of averages.

The following pie chart represents ratings for the specific indicator, “Newark has programs to develop and encourage emerging leaders.” The chart includes “I do not know” responses because these responses indicate that whether or not Newark has these programs, these community members are not aware of them.

Figure 10: Leadership Development Programs: “Newark has programs to develop and encourage emerging leaders.”

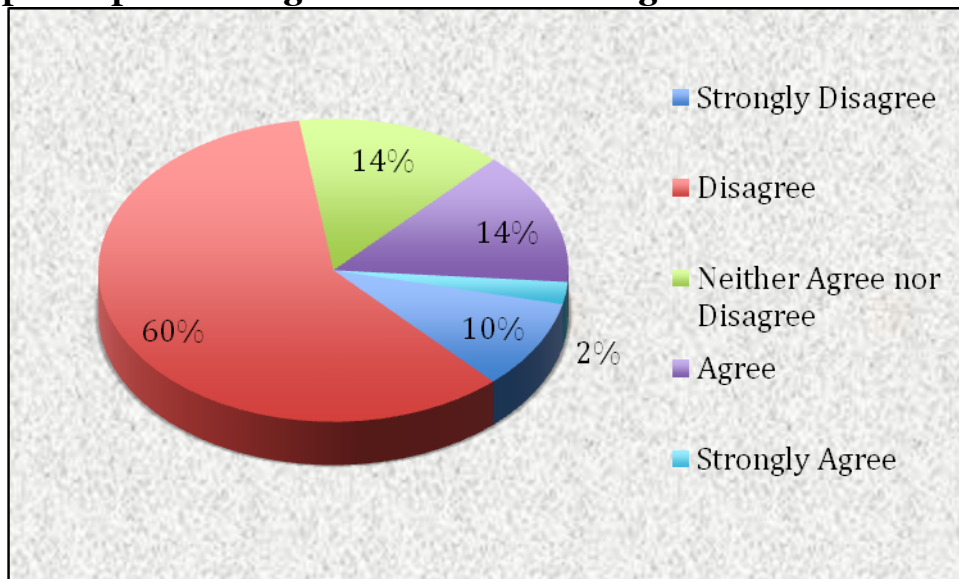


Thirty-two percent of survey takers do not know if Newark has such programs. Fifty-seven percent either do not know or disagree that Newark has such programs. Survey takers believe building leadership is a weak civic health area for the City of Newark.

3) Neighborhood Involvement

The following pie chart represents ratings for the indicator statement from the civic health survey, “Most citizens participate in neighborhood or civic organizations.” The chart does not include “I do not know” responses, of which there were fifteen (26 percent). “I do not know” responses may imply that these survey takers do not participate in their neighborhood association, but does not necessarily mean that most others do not.

Figure 11: Neighborhood Association Involvement: “Most citizens participate in neighborhood or civic organizations.”

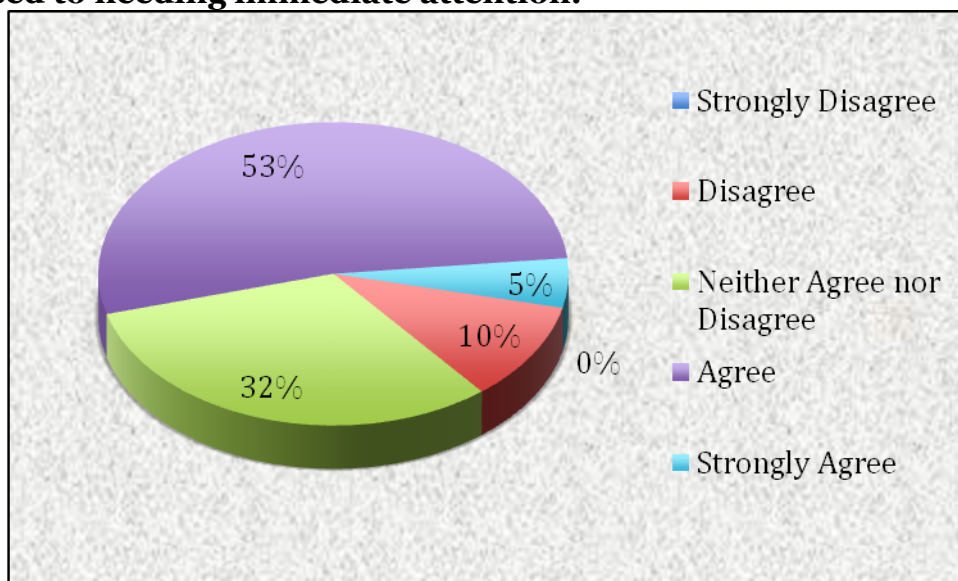


Seventy percent of respondents disagree that most Newarkers participate in neighborhood or civic organizations, excluding “I do not know” responses. The highest average score among stakeholder groups was a 3.0, or “Neither agree nor disagree,” from the university administrator group; this excludes, “I do not know” responses. Survey takers believe most citizens do not participate in neighborhood or civic organizations.

4) Bridging Nonprofits

One component under the broad area of community governance is roles for non-profits. The following pie chart represents ratings for the indicator statement found in the civic health survey, “Overall, Newark is doing very well as it relates to roles for non-profits. This is a strong asset for the city, as opposed to needing immediate attention.” The chart does not include “I do not know” responses, of which there were nineteen (33 percent). “I do not know” responses do have implications for this civic health component and will be discussed below.

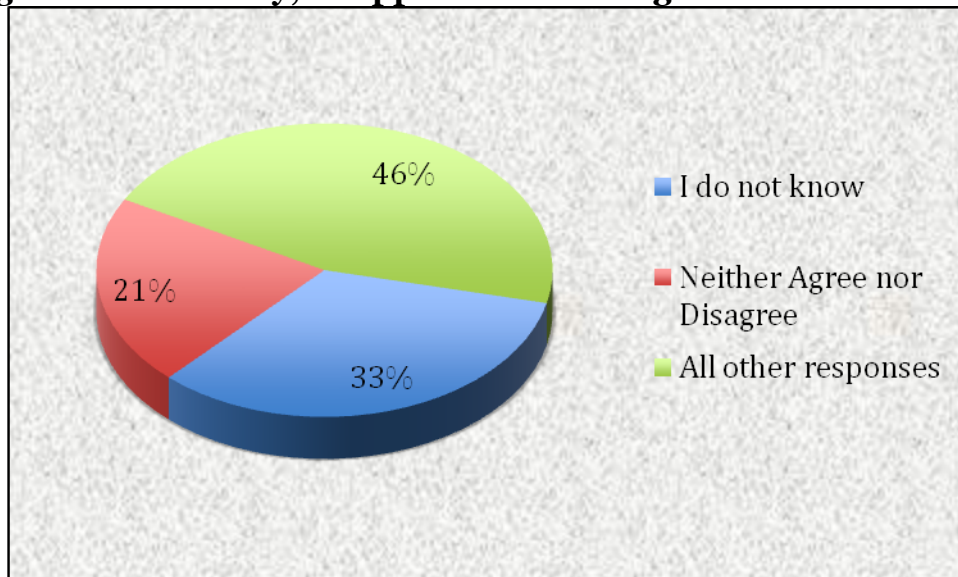
Figure 12: Roles for Non-profits: “Overall, Newark is doing very well as it relates to roles for non-profits. This is a strong asset for the city, as opposed to needing immediate attention.”



Fifty-eight percent of survey takers agree Newark is doing well as it relates to roles for non-profits, excluding “I do not know” responses. The average score is a 3.5, halfway between “Neither agree nor disagree” and “Agree.” These responses mean Newark is potentially doing well in this area.

However, the survey results also shed light on an area of concern. Below is a pie chart for the overall health regarding roles for non-profits, separated into, “I do not know,” “Neither agree nor disagree,” and all other responses.

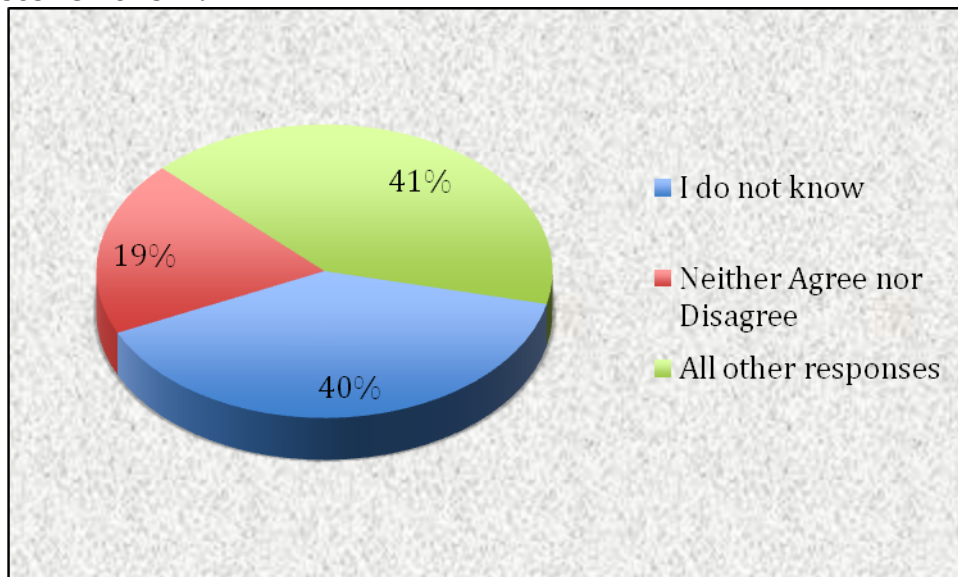
Figure 13: Roles for Non-profits, with “I do not know” responses, “Overall, Newark is doing very well as it relates to roles for non-profits. This is a strong asset for the city, as opposed to needing immediate attention.”



One-third of respondents answered, “I do not know” and over half (54 percent) responded either “I do not know” or “Neither agree nor disagree.”

Below is a pie chart for the specific indicator, “Non-profits in the Newark community collaborate to secure needed resources rather than compete for them”, separated into, “I do not know,” “Neither agree nor disagree,” and all other responses.

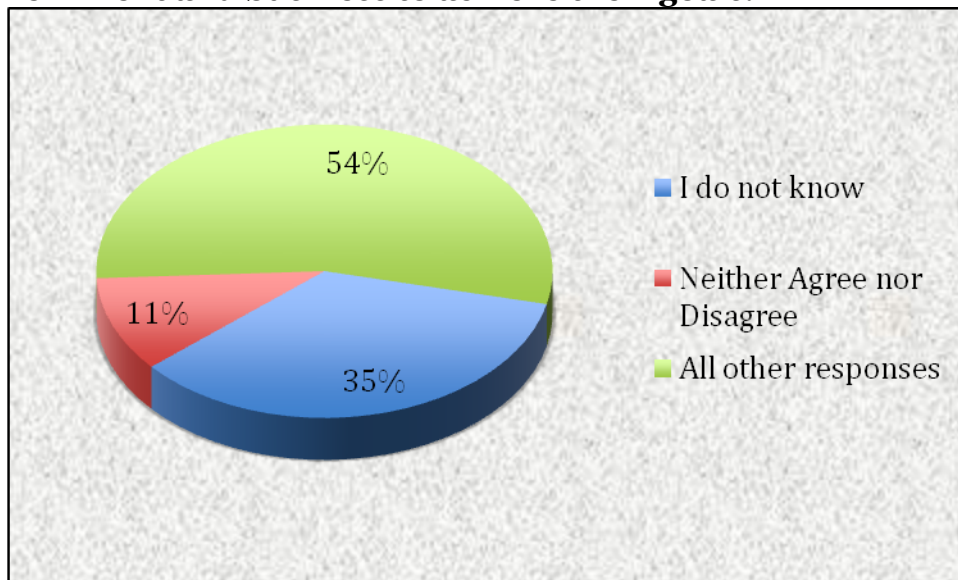
Figure 14: Non-profits collaborate with each other: “Non-profits in the Newark community collaborate to secure needed resources rather than compete for them.”



Forty percent of respondents answered, “I do not know” and over half (59 percent) responded either “I do not know” or “Neither agree nor disagree.”

Below is a pie chart for the specific indicator, “Non-profits work with the government and business to achieve their goals,” separated into, “I do not know,” “Neither agree nor disagree,” and all other responses.

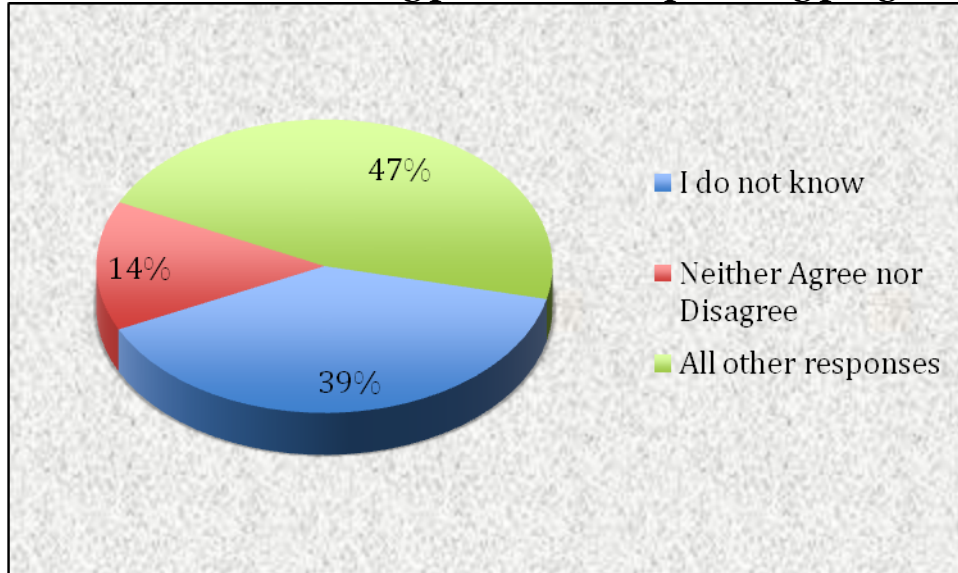
Figure 15: Non-profit cross-sector collaboration: “Non-profits work with the government and business to achieve their goals.”



Thirty-five percent of respondents answered, “I do not know” and 45 percent responded either “I do not know” or “Neither agree nor disagree.”

Below is a pie chart for the specific indicator, “Non-profits include their customers in determining priorities and planning programs,” separated into, “I do not know,” “Neither agree nor disagree,” and all other responses.

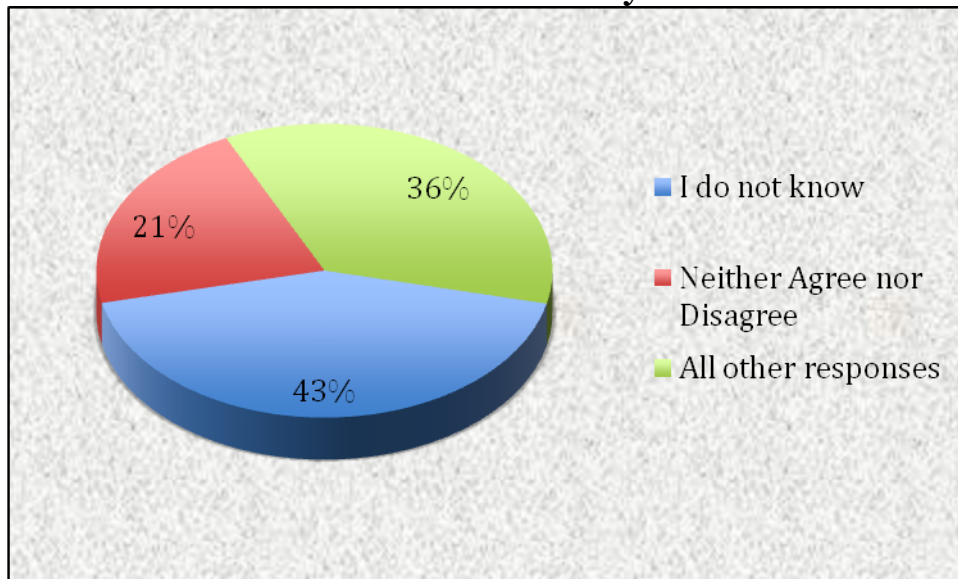
Figure 16: Non-profits include customers in planning: “Non-profits include their customers in determining priorities and planning programs.”



Thirty-nine percent of respondents answered, “I do not know” and over half (53 percent) responded either “I do not know” or “Neither agree nor disagree.”

Below is a pie chart for the specific indicator, “Non-profits work to resolve turf issues in the Newark community,” separated into, “I do not know,” “Neither agree nor disagree,” and all other responses.

Figure 17: Non-profits work to resolve turf issues: “Non-profits work to resolve turf issues in the Newark community.”



Forty-three percent of respondents answered, “I do not know” and over three-fifths (64 percent) responded either “I do not know” or “Neither agree nor disagree.”

Survey takers marked, “I do not know” as frequently for only one other component area, crossing jurisdictional lines. Survey takers frequently responded that they do not know the role non-profits are playing in the Newark community.

e. Civic Health Components

This section provides an overview of Newark's civic health ratings in the 14 civic health components. Additionally, this section elaborates on any additional areas in which there is general agreement or disagreement.

Specific indicator statements are discussed in this section; however, most evaluations of Newark's civic health focus on the ratings for the overall health of a component. A correlation analysis looked to see whether specific questions within an area "predict" the survey taker's response to the overall health statement for that category. All but three individual statements were good predictors (over 95 percent probability) of predicting the overall health of the category. These three individual indicators will be discussed later in this section; however, in discussing the overall civic health of Newark, only survey takers' ratings for the overall health of components were analyzed. The following statements were analyzed for the discussion of overall health:

- **Community Vision**
 - *Community Vision:* Overall, Newark is doing very well as it relates to community vision. This is a strong asset for the city, as opposed to needing immediate attention.
- **Community Governance:**
 - *Roles for Citizens:* Overall, Newark is doing very well as it relates to roles for citizens. This is a strong asset for the city, as opposed to needing immediate attention.
 - *Roles for Local Government:* Overall, Newark is doing very well as it relates to roles for local government. This is a strong asset for the city, as opposed to needing immediate attention.
 - *Roles for Non Profits:* Overall, Newark is doing very well as it relates to roles for non-profits. This is a strong asset for the city, as opposed to needing immediate attention.
 - *Roles for Business:* Overall, Newark is doing very well as it relates to roles for business. This is a strong asset for the city, as opposed to needing immediate attention.
 - *Roles for the University of Delaware:* Overall, Newark is doing very well as it relates to roles for UD. This is a strong asset for the city, as opposed to needing immediate attention.
- **Working Together**
 - *Bridging Diversity:* Overall, Newark is doing very well as it relates to bridging diversity. This is a strong asset for the city, as opposed to needing immediate attention.
 - *Bridging University-Community Relations:* Overall, Newark is doing very well as it relates to bridging university-community relations. This is a strong asset for the city, as opposed to needing immediate attention.
 - *Sharing Information:* Overall, Newark is doing very well as it relates to sharing information. This is a strong asset for the city, as opposed to needing immediate attention.
 - *Reaching Consensus:* Overall, Newark is doing very well as it relates to reaching consensus. This is a strong asset for the city, as opposed to needing immediate attention.

- **Problem Solving**

- *Crossing Jurisdictional Lines*: Overall, Newark is doing very well as it relates to crossing jurisdictional lines. This is a strong asset for the city, as opposed to needing immediate attention.
- *Educating Citizens to Meet Community Challenges*: Overall, Newark is doing very well as it relates to educating citizens. This is a strong asset for the city, as opposed to needing immediate attention.
- *Building Leadership in the Community*: Overall, Newark is doing very well as it relates to building leadership. This is a strong asset for the city, as opposed to needing immediate attention.
- *On-Going Learning*: Overall, Newark is doing very well as it relates to on-going learning. This is a strong asset for the city, as opposed to needing immediate attention.

Tables include an “average by individual” score, which takes the overall average score of all survey takers, in addition to an “average by group” score. The latter calculation gives equal representation to the nine stakeholder groups regardless of how many survey takers filled out surveys within that group. This is meant to balance out any group that may have had a fewer or greater number of respondents. All tables exclude “I do not know” responses; where these responses lend additional insight, additional information is provided.

1) *Community Vision*

The following table represents scores for the civic health area of community vision (a community’s desired future) and the corresponding civic health component of community vision.

Table 6: Community Vision Ratings^A

Stakeholder Group	Community Vision^B
Average, by individual^C	3.7
Average, by group^D	3.6
City Staff	4.2
Random Citizens	4.2
Student Leaders	3.8
University Administrators	3.7
Multicultural Leaders	3.7
City Electeds	3.6
Business Leaders	3.5
Non-profit Leaders	3.4
Active Citizens	2.4

A: Ratings Key

1=Strongly Disagree, 2=Disagree, 3=Neither Agree nor Disagree, 4=Agree, 5=Strongly Agree

B: Based on the statement, “Overall, Newark is doing very well as it relates to community vision. This is a strong asset for the city, as opposed to needing immediate attention.”

C: “Average by individual” is the sum of survey taker respondents’ ratings to this question divided by the total number of respondents.

D: “Average by group” is the sum of the average responses by respondents within stakeholder groups, divided by nine (the number of stakeholder groups).

This category was generally somewhat positive for survey takers, with the exception of active citizens who rated this area at a 2.4, between “Disagree” and “Neither agree nor disagree.” However, as has been discussed in the previous section “Community Vision,” this is an area that could use improvement.

According to one business leader, “Newark needs a vision for what it wants to look like in the future and a coordinated effort to make that vision a reality.” Business leaders gave Newark a high rating for knowing its unique identity in relationship to other communities and seeking to preserve it.

2) Community Governance

The following table represents scores for the civic health area of community governance and the corresponding civic health components of roles for citizens, roles for government, roles for non-profits, roles for business, and roles for the university.

Table 7: Community Governance Ratings^A

Stakeholder Group	Community Governance^B	Citizen Roles^C	Govt. Roles^D	Non-Profit Roles^E	Business Roles^F	Roles for the University^G
Average, by individual^H	3.7	3.6	3.9	3.5	3.7	3.7
Average, by group^I	3.7	3.6	3.8	3.6	3.7	3.7
University Administrators	4.1	4.3	4.3	4.0	4.0	3.7
Non-profit Leaders	4.1	4.0	4.2	4.2	4.0	4.3
City Staff	3.9	4.0	4.6	3.5	3.9	3.6
Student Leaders	3.8	3.6	4.0	3.0	4.0	4.2
Random Citizens	3.8	3.1	3.7	4.0	3.7	4.4
Business Leaders	3.5	3.5	3.8	3.3	3.0	4.0
City Electeds	3.5	3.9	3.9	3.2	3.4	3.3
Multicultural Leaders	3.3	2.5	3.0	4.0	3.5	3.6
Active Citizens	3.0	3.2	3.0	2.8	3.5	2.7

A: Ratings Key

1=Strongly Disagree, 2=Disagree, 3=Neither Agree nor Disagree, 4=Agree, 5=Strongly Agree

B: “Community Governance” ratings are the average score of the various components of community governance: roles for citizens, roles for government, roles for non-profits, roles for business, and roles for UD.

C: Based on the statement, “Overall, Newark is doing very well as it relates to roles for citizens. This is a strong asset for the city, as opposed to needing immediate attention.”

D: Based on the statement, “Overall, Newark is doing very well as it relates to roles for government. This is a strong asset for the city, as opposed to needing immediate attention.”

E: Based on the statement, “Overall, Newark is doing very well as it relates to roles for non-profits. This is a strong asset for the city, as opposed to needing immediate attention.”

F: Based on the statement, “Overall, Newark is doing very well as it relates to roles for business. This is a strong asset for the city, as opposed to needing immediate attention.”

G: Based on the statement, “Overall, Newark is doing very well as it relates to roles for UD. This is a strong asset for the city, as opposed to needing immediate attention.”

H: “Average by individual” is the sum of survey taker respondents’ ratings to this question divided by the total number of respondents.

I: “Average by group” is the sum of the average responses by respondents within stakeholder groups, divided by nine (the number of stakeholder groups).

This category generally had somewhat positive ratings from survey takers. University administrators and non-profit leaders who took the survey hold Newark's health regarding community governance in particularly good standing. The only ratings below "Neither agree nor disagree" include the rating of roles for citizens by multicultural leaders and the ratings of roles for nonprofits and roles for the university by active citizens.

Roles for Citizens

The statement, "Most citizens participate in neighborhood or civic organizations" was not a good predictor of the overall health of roles for citizens. The individual statement was evaluated as being less healthy than the overall component.

Multicultural leaders who took the survey ranked roles for citizens somewhat low. Active citizens and engaged nonprofit leaders agree that citizens believe it is honorable to serve in public office and respect those that do. Most elected officials believe everyone has equal opportunities to participate in the Newark community's decision-making process.

Roles for Government

City staff rated roles for local government higher than any other component; this group also ranked roles for local government higher than the overall average for this category.

Multicultural leaders and business leaders ranked the local government high in working collaboratively with the private sector and non-profits to address the community's challenges. The nonprofit leaders surveyed, which only include those who have received funding from the city, agree that everyone has equal opportunities to participate in Newark's decision-making process. Non-profit leaders surveyed also believe that the Newark government shares decision-making with its citizens, which may be in part due to these non-profits getting funding from the city based on allocation recommendations of a citizen commission.

Disagreement among the government leadership

Government officials, both the management leaders and the elected officials, completed this survey. As government plays an important role in communities, it is important to note the areas in which those largely responsible for policy and implementation of Newark city policy are not on the same page. Considerable disagreement among the government leadership on these issues suggests the city is not entirely sure of its current situation and does not have a shared vision and path forward for where it needs to go.

Among the city staff, there was considerable disagreement on some questions, in which a significant number of city staff felt the Newark community was doing well in an area and a significant number of city staff felt the Newark community was not doing well in the same area. This existed for all statements relating to building leadership and all statements related to sharing information. It also related to whether or not the Newark community, through policy and action, responds harshly to discrimination, racism, and racist acts. There was considerable disagreement regarding whether community members outside the university view Newark's student population as part of the Newark community and about whether or not the Newark community provides leadership and

facilitation training for citizens and whether traditional leaders in positions of power promote and support citizen education and leadership training.

Among city elected officials, there was considerable disagreement as to whether or not the Newark community addresses challenges proactively rather than reactively. There was also significant disagreement as to whether or not the Newark local government works well with neighboring communities to develop region-wide policy, and as to how the community is doing overall in educating citizens to meet community challenges.

Roles for Nonprofits

This area is discussed in an earlier section, Bridging Non-Profits. Multicultural leaders ranked roles for nonprofits as one of their two highest civic health component areas. Nonprofit leaders feel non-profits are meeting their roles.

Most city staff were unable to answer whether non-profits include their customers in determining priorities and planning programs. Business leaders feel that non-profits do not work to resolve turf issues in the Newark community.

Roles for Business

The highest average score for active citizens was for roles for business at 3.5, halfway between “Neither agree nor disagree” and “Agree.” Business leaders rated roles for business at an average score of three, lower than the overall average score for roles for business. Active citizens agree that businesses play a philanthropic role in the Newark community.

Active citizens had trouble answering whether businesses encourage volunteerism among their employees. The statement, “Businesses encourage volunteerism among their employees” was not a good predictor of the overall health of roles for business. The individual statement was evaluated more often with the answer, “I do not know” compared to the overall component of roles for business.

Roles for the University of Delaware

Random citizens gave roles for the university their highest ranking. Business leaders gave roles for the university a high rating. Business leaders who completed the survey believe the university views the Newark community as an asset rather than an obstacle.

Student leaders rated the indicator that the university participates in broad community improvement efforts and encourages volunteerism and service learning as one of its highest rankings; most city elected officials agree as well. Active citizens do not believe that the university and Newark community have a shared vision for the future of Newark.

3) Working Together

The following table represents scores for the civic health area of working together and the corresponding civic health components of bridging diversity, reaching consensus, sharing information, bridging university-community relations, and crossing jurisdictional lines.

Table 8: Working Together Ratings^A

Stakeholder Group	Working Together^B	Bridging Diversity^C	Reaching Consensus^D	Sharing Info.^E	University-Community^F	Inter-Jurisdictional^G
Average, by individual^H	3.3	3.1	3.3	3.5	3.2	3.2
Average, by group^I	3.3	3.0	3.3	3.6	3.2	3.2
Random Citizens	3.9	3.9	3.5	4.0	3.9	4.0
Non-profit Leaders	3.6	3.2	3.6	4.0	3.6	3.8
City Electeds	3.5	3.3	3.9	4.0	3.1	3.1
Business Leaders	3.5	3.3	3.3	3.3	3.5	4.0
City Staff	3.3	3.3	3.0	3.7	3.4	3.0
Student Leaders	3.1	3.2	3.5	3.4	2.8	2.5
Multicultural Leaders	3.0	2.8	3.0	2.8	3.3	— ^J
University Administrators	2.9	2.3	3.0	3.3	3.0	2.7
Active citizens	2.7	2.3	2.7	3.2	2.3	2.8

A: Ratings Key

1=Strongly Disagree, 2=Disagree, 3=Neither Agree nor Disagree, 4=Agree, 5=Strongly Agree

B: “Working Together” ratings are the average score of the various components of working together: bridging diversity, reaching consensus, sharing information, bridging university-community relations, and crossing jurisdictional lines.

C: Based on the statement, “Overall, Newark is doing very well as it relates to bridging diversity. This is a strong asset for the city, as opposed to needing immediate attention.”

D: Based on the statement, “Overall, Newark is doing very well as it relates to reaching consensus. This is a strong asset for the city, as opposed to needing immediate attention.”

E: Based on the statement, “Overall, Newark is doing very well as it relates to sharing information. This is a strong asset for the city, as opposed to needing immediate attention.”

F: Based on the statement, “Overall, Newark is doing very well as it relates to bridging university-community relations. This is a strong asset for the city, as opposed to needing immediate attention.”

G: Based on the statement, “Overall, Newark is doing very well as it relates to crossing jurisdictional lines. This is a strong asset for the city, as opposed to needing immediate attention.”

H: “Average by individual” is the sum of survey taker respondents’ ratings to this question divided by the total number of respondents.

I: “Average by group” is the sum of the average responses by respondents within stakeholder groups, divided by nine (the number of stakeholder groups).

J: All multicultural leaders replied, “I do not know” for the overall health of crossing jurisdictional lines.

This category generally had somewhat lukewarm ratings from survey takers. Random citizens held this area in the highest regard; university administrators and active citizens felt overall the Newark community needs improvement in this area.

Bridging Diversity

Regarding bridging diversity, multicultural leaders, active citizens, and university administrators all felt this area needs improvement. University administrators felt the city needs improvement communicating across ethnic and cultural lines. University administrators and active citizens believe Newark needs improvement in involving cultural and ethnic groups in decision-making. Active citizens, city staff, nonprofit leaders, and university administrators do not believe the leadership of the community reflects the diversity of the community.

City electeds are at a consensus that the Newark community views diversity as an asset rather than a problem and that the community responds harshly to discrimination, racism, and racist acts through policy and action. However, multicultural leaders all either disagreed or marked “I do not know” for the Newark community responding harshly through policy and action to discrimination, racism, or racist acts.

This area warrants further investigation to explore in what areas Newark is doing well and in what areas Newark needs to improve.

Reaching Consensus

Active citizens do not feel Newark is doing well in reaching consensus.

Sharing Information

Regarding sharing information, random citizens, non-profit leaders, and city electeds all felt Newark is doing well. City elected officials rated sharing information as one of the highest of any components. Multicultural leaders disagreed.

The statement, “All citizens have access to new information technology” was not a good predictor of sharing information. Survey takers disagreed or marked, “I do not know” more frequently on the individual question than for the overall component of sharing information.

Student leaders rated the specific indicator statement that citizens have the information they need to make good decisions as one of their highest rankings. City electeds all agree with this indicator statement well. City electeds all agree and engaged nonprofit leaders agree that community leaders have regular opportunities to share information and experiences. Active citizens do not agree that all citizens have access to information technology.

University-Community Relations

Regarding university-community relations, student leaders and active citizens feel this area needs improvement. Most elected officials disagree that the university and community have a shared vision for the future of Newark.

University administrators all disagreed that community members outside the university view Newark’s student population as part of the Newark community. One student leader comments that “the view of some residents portray all students as problematic. They must not all be painted with the same brush.” A different student,

who is a leader of a multicultural organization, comments that “there is an uneasy feeling between the citizens of Newark and students.”

Business leaders and all student leaders disagreed that “students are involved in community decision-making.” Multicultural leaders either shared this sentiment or marked, “I do not know.” One student comments that “the University and the city could improve their correlation on common problems and integrate students into decision making.”

Crossing Jurisdictional Lines

Regarding crossing jurisdictional lines, random citizens and business leaders feel the city does well in the area; university administrators, student leaders, and active citizens disagree. Active citizens do not believe that the Newark government works well with neighboring communities to develop region-wide policies.

Twenty-eight percent of respondents answered, “I do not know” to the overall health of this component. Twenty-eight to thirty percent of respondents answered, “I do not know” to the specific indicator statements regarding crossing jurisdictional lines. This component warrants further investigation as results were less favorable than in other categories and because there were numerous “I do not know” responses. Further discussion and investigation could help determine how Newark is doing in regards to crossing jurisdictional lines.

4) Problem Solving

The following table represents scores for the civic health area of problem solving and the corresponding civic health components of educating citizens, building leadership, and on-going learning.

Table 9: Problem Solving Ratings^A

Stakeholder Group	Problem Solving^B	Educating Citizens^C	Building Leadership^D	On-going Learning^E
Average by individual^F	3.2	3.2	2.7	3.7
Average by group^G	3.3	3.6	2.7	3.5
City Staff	3.5	3.3	3.1	4.0
Non-profit Leaders	3.4	3.2	3.0	4.0
City Electeds	3.3	3.1	2.7	4.0
Random Citizens	3.3	3.5	2.7	3.8
Student Leaders	3.2	3.2	2.7	3.6
University Administrators	3.2	2.5	3.0	4.0
Business Leaders	3.1	3.5	2.8	3.0
Multicultural Leaders	2.8	4.0	2.5	2.0
Active Citizens	2.4	2.6	1.5	3.2

A: Ratings Key

1=Strongly Disagree, 2=Disagree, 3=Neither Agree nor Disagree, 4=Agree, 5=Strongly Agree

B: “Problem Solving” ratings are the average score of the various components of problem solving: educating citizens to meet community challenges, building leadership in the community, and on-going learning.

C: Based on the statement, “Overall, Newark is doing very well as it relates to educating citizens. This is a strong asset for the city, as opposed to needing immediate attention.”

D: Based on the statement, “Overall, Newark is doing very well as it relates to building leadership. This is a strong asset for the city, as opposed to needing immediate attention.”

E: Based on the statement, “Overall, Newark is doing very well as it relates to on-going learning. This is a strong asset for the city, as opposed to needing immediate attention.”

F: “Average by individual” is the sum of survey taker respondents’ ratings to this question divided by the total number of respondents.

G: “Average by group” is the sum of the average responses by respondents within stakeholder groups, divided by nine (the number of stakeholder groups).

This category generally had somewhat lukewarm ratings from survey takers. Multicultural leaders and active citizens felt this area needs improvement.

Educating Citizens

Regarding educating citizens, multicultural leaders feel the city is doing well in this area; university administrators disagree. Multicultural leaders ranked educating citizens as one of the two highest civic health component areas.

Building Leadership

This area was discussed earlier in this paper in the section, *Building Leadership*. Building leadership received the lowest scores across the board. University administrators answered, “I do not know” to most of the building leadership questions. Building leadership was the only component that random citizens, on average, ranked as below a “Neither agree nor disagree.”

On-going learning

On-going learning received high ratings from city staff, city electeds, non-profit leaders, and university administrators. However, multicultural leaders rated this area quite low; these survey takers also had trouble answering these questions.

Student leaders and all city electeds rated the specific indicator statement that the Newark community has a sense of history that it draws upon in making decisions as one of its highest rankings. Almost all active citizens, all city electeds, and nonprofit leaders believe that people see their work in the Newark community as ongoing and long-term.

5) Newark's Civic Health – Responses to “overall” statements about the 14 components

The following table shows a breakdown of survey takers' evaluation of the overall health of the four broad components of civic health. It does not include “I do not know” responses.

Table 10: Overall Health by Broad Component Area^A

Civic Health Broad Components	Average, by individual^B	Average, by group^C
Community Governance ^D	3.7	3.7
Community Vision ^E	3.7	3.6
Working Together ^F	3.3	3.3
Problem Solving ^G	3.2	3.3

A: Ratings Key

1=Strongly Disagree, 2=Disagree, 3=Neither Agree nor Disagree, 4=Agree, 5=Strongly Agree

B: “Average by individual” is the sum of survey taker respondents' ratings to this question divided by the total number of respondents.

C: “Average by group” is the sum of the average responses by respondents within stakeholder groups, divided by nine (the number of stakeholder groups).

D: “Community Governance” ratings are the average score of the various components of community governance: roles for citizens, roles for government, roles for non-profits, roles for business, and roles for UD.

E: Based on the statement, “Overall, Newark is doing very well as it relates to community vision. This is a strong asset for the city, as opposed to needing immediate attention.”

F: “Working Together” ratings are the average score of the various components of working together: bridging diversity, reaching consensus, sharing information, bridging university-community relations, and crossing jurisdictional lines.

G: “Problem Solving” ratings are the average score of the various components of problem solving: educating citizens to meet community challenges, building leadership in the community, and on-going learning.

All broad component areas received average ratings between “Neither agree nor disagree” and “Agree.” However, the component areas of “community governance” and “community vision” received slightly higher ratings than the component areas of “working together” and “problem solving.” According to the National Civic League, Newark should work to build its community governance and community vision and strengthen the broad component areas of working together and problem solving.

Breaking down the broad civic health components into the fourteen civic health indicator components gives further information about Newark's civic health and its strengths and weaknesses. The following table shows a breakdown of survey takers' evaluation of the overall health of the 14 components of civic health. It does not include “I do not know” responses.

Table 11: Overall Health by Indicator Component Area^A

Civic Health Component	Average^B	Average, by individual^C	Average, by group^D
Roles for Government ^E	3.85	3.9	3.8
Roles for Business ^F	3.70	3.7	3.7
Roles for the University of Delaware ^G	3.70	3.7	3.7
Community Vision ^H	3.65	3.7	3.6
On-going Learning ^I	3.60	3.7	3.5
Roles for Citizens ^J	3.60	3.6	3.6
Roles for Non-Profits ^K	3.60	3.6	3.6
Sharing Information ^L	3.55	3.5	3.6
Educating Citizens ^M	3.40	3.2	3.6
Reaching Consensus ^N	3.30	3.3	3.3
Bridging University-Community Relations ^O	3.20	3.2	3.2
Crossing Jurisdictional Lines ^P	3.20	3.2	3.2
Bridging Diversity ^Q	3.05	3.1	3
Building Leadership ^R	2.70	2.7	2.7

A: Ratings Key

1=Strongly Disagree, 2=Disagree, 3=Neither Agree nor Disagree, 4=Agree, 5=Strongly Agree

B: “Average” is the average score of the “average, by individual” and “average, by group” ratings.

C: “Average by individual” is the sum of survey taker respondents’ ratings to this question divided by the total number of respondents.

D: “Average by group” is the sum of the average responses by respondents within stakeholder groups, divided by nine (the number of stakeholder groups).

E: Based on the statement, “Overall, Newark is doing very well as it relates to roles for government. This is a strong asset for the city, as opposed to needing immediate attention.”

F: Based on the statement, “Overall, Newark is doing very well as it relates to roles for business. This is a strong asset for the city, as opposed to needing immediate attention.”

G: Based on the statement, “Overall, Newark is doing very well as it relates to roles for UD. This is a strong asset for the city, as opposed to needing immediate attention.”

H: Based on the statement, “Overall, Newark is doing very well as it relates to community vision. This is a strong asset for the city, as opposed to needing immediate attention.”

I: Based on the statement, “Overall, Newark is doing very well as it relates to on-going learning. This is a strong asset for the city, as opposed to needing immediate attention.”

J: Based on the statement, “Overall, Newark is doing very well as it relates to roles for citizens. This is a strong asset for the city, as opposed to needing immediate attention.”

K: Based on the statement, “Overall, Newark is doing very well as it relates to roles for non-profits. This is a strong asset for the city, as opposed to needing immediate attention.”

L: Based on the statement, “Overall, Newark is doing very well as it relates to sharing information. This is a strong asset for the city, as opposed to needing immediate attention.”

M: Based on the statement, “Overall, Newark is doing very well as it relates to educating citizens. This is a strong asset for the city, as opposed to needing immediate attention.”

N: Based on the statement, “Overall, Newark is doing very well as it relates to reaching consensus. This is a strong asset for the city, as opposed to needing immediate attention.”

O: Based on the statement, “Overall, Newark is doing very well as it relates to bridging university-community relations. This is a strong asset for the city, as opposed to needing immediate attention.”

P: Based on the statement, “Overall, Newark is doing very well as it relates to crossing jurisdictional lines. This is a strong asset for the city, as opposed to needing immediate attention.”

Q: Based on the statement, “Overall, Newark is doing very well as it relates to bridging diversity. This is a strong asset for the city, as opposed to needing immediate attention.”

R: Based on the statement, “Overall, Newark is doing very well as it relates to building leadership. This is a strong asset for the city, as opposed to needing immediate attention.”

The civic health components of roles for government, roles for business, and roles for the University of Delaware have the highest ratings. The civic health components of bridging university-community relations, crossing jurisdictional lines, bridging diversity, and building leadership have the lowest ratings. The National Civic League recommends communities build their strong components and strengthen their weak components.

The following table shows a breakdown of survey takers’ evaluation of the overall health of Newark. Survey takers were not asked to evaluate the overall health of Newark. These numbers represent a breakdown of the 57 stakeholder survey responses. There was no question on the survey as to the overall civic health of Newark. The ratings presented in this table represent each individual’s average rating across the 14 civic health components; each individual survey taker’s responses were assigned a one, two, three, four, or five. These numbers were summed and divided by the total number of ratings for which the survey taker gave an answer. “I do not know” answers and responses that were left blank were not included in this calculation. The table displays the number of survey takers who rated Newark’s overall civic health, determined through this calculation, within specific rating ranges.

Table 12: Frequency Chart of Survey Takers by Overall Health Responses^A

Rating	Freq.
“I do not know”	2 ^B
1.0-1.5	1
1.6-1.9	0
2.0-2.5	4
2.6-3.0	9
3.1-3.5	15
3.6-4.0	18
4.1-4.5	8
4.6-5.0	0

A: Ratings Key

1=Strongly Disagree, 2=Disagree, 3=Neither Agree nor Disagree, 4=Agree, 5=Strongly Agree

B Two respondents responded, “I do not know” to the overall health of every category.

Most average ratings of the overall health of Newark fall between a 3.0 and 4.0. The average response was a 3.4, between “Neither agree nor disagree” and “Agree.” The median range was between 3.1 and 3.5. Overall, community members seem to feel Newark is doing somewhat alright in terms of civic health.

Active citizens rated the community’s civic health the lowest of any group, with an overall average of 2.4. City staff and nonprofit leaders did not, on average, rank any components below “Neither agree nor disagree.”

The survey included fourteen components of civic health. The following cumulative frequency table represents a breakdown of survey takers by the number of

components in which they felt Newark is not doing well and needs improvement. This was determined by analyzing each of the individual survey taker's responses and counting the number of responses to which the survey taker rated the statement that Newark is doing well for a component's overall health as "Strongly disagree" or "Disagree." "I do not know" and "Neither agree nor disagree" statements did not influence this table. The table displays the distribution of survey takers based on the number of overall health components marked as needing improvement.

Table 13: Cumulative Frequency Chart of Survey Takers by Number of Components Rated as Needing improvement

Number of components marked as needing improvement	Percent of respondents
7 or more of 14	9%
6 or more of 14	9%
5 or more of 14	16%
4 or more of 14	27%
3 or more of 14	32%
2 or more of 14	43%
1 or more of 14	54%
0 or more of 14	100%

Forty-seven percent of survey takers felt zero component areas need improvement. Over half of survey takers felt Newark needs improvement in at least one component area. Almost one-third of survey takers felt Newark is not performing well in three or more areas. Over one-quarter felt Newark is not performing well in four or more areas.

It is also important to note that for civic health components in which Newark receives ratings of "Neither Agree nor Disagree" or "Agree," this does not mean Newark could not benefit from enhancing its civic health in those areas. In fact, a few survey takers commented on some of the areas they rated as "Agree," stating there was always more Newark could do. Furthermore, areas in which Newark is highly performing could benefit from efforts to enhance these areas to build and capitalize on Newark's strengths.

V. Pragmatic steps the City of Newark's government can take to enhance the community's civic health

The case study of Newark, Delaware demonstrates that communities can use what is known about civic health and democratic governance as a tool to improve their community's capacity to solve and address problems. For example, a number of Newarkers are unclear regarding the direction in which the community is headed or what the vision is the community has for itself. This prevents the community from being able to work in a clear and unified manner. Visioning processes, a democratic governance tool, can help Newark to move forward in this area. Democratic governance tools can be used to enhance civic health.

Evaluating a community's civic health can help it to look at the democratic governance tools at its disposal to capitalize on its strengths and improve its growing edges. Democratic governance can also be used more broadly to help Newark comprehensively address its opportunities and challenges. From reforming the public hearing process to practicing deliberative budgeting, collaborative governance can be an on-going practice. This paper does not delve into details regarding how to comprehensively integrate democratic governance into government processes; it is beyond the scope in this paper both because every community is unique and requires unique approaches and because democratic governance should be instituted through a collaborative process. However, there are many resources and organizations working to support communities looking to delve further in this arena. These resources include such organizations as the National Civic League, the National League of Cities, and the Deliberative Democracy Consortium. The appendix includes a more complete list of organizational resources for local jurisdictions.

Overall, the survey results show that Newark's civic infrastructure is not weak nor in need of urgent focused attention. However, Newark's civic health is also not strong and could definitely be enhanced. Survey takers evaluated the civic health of Newark as being close to adequate but not terrific (the average response to survey statements regarding the civic health components fell between "Neither agree nor disagree" and "Agree").

Newark's strongest broad component area is community governance, which can be utilized to help enhance the community's vision, ability to work together, and problem solving capacity. A few of Newark's strengths include the Downtown Newark Partnership, a responsible and accountable government, and businesses participating in community improvement efforts. A few of Newark's growing edges include neighborhood involvement, building leadership, bridging nonprofits, and community vision. The areas of bridging diversity, university-community relations, and crossing jurisdictional lines deserve further discussion. This section offers examples of democratic governance tools used by communities to address a few areas of interest to Newark's civic health.

A. The Downtown Newark Partnership

Survey takers agree that, "The Downtown Newark Partnership is active and highly visible in the Newark community." The Downtown Newark Partnership is an example of democratic governance. It is a collaborative effort, meaning different groups partner together and change the way they do business in order to work together for a

shared vision. In this case, the government and business community came together through a new partnership entity to work for the economic enhancement of downtown Newark. The City of Newark acts as a convener for the partnership and partners with the state's Delaware Main Street Program. The partnership's board has broad representation from different stakeholders in the community and more involvement is encouraged through a Merchants' Committee, Design Committee, Economic Enhancement Committee, Special Events Committee, and Parking Committee.

While the Downtown Newark Partnership is a strong area for Newark's civic health, the community could capitalize on this strength. Not everyone who completed the civic health survey was overly pleased with the Downtown Newark Partnership; there is room to build upon this community strength. One active citizen comments, "Too many businesses, small non-restaurant businesses feel left out of DNP activities. More needs to be done to stay in touch with these businesses and to build a synergy between them to promote not just one business or one kind of business but all of Main Street... why isn't DNP promoting weekly, small-scale cultural programming according to the Main Street model?" Another active citizen comments, "I do NOT consider the Downtown Newark Partnership long-term plan as having had input from the larger community, nor was the larger community invited!!" This citizen continued that the Downtown Newark Partnership is active but is not known to most Newarkers. The citizen also called the Downtown Newark Partnership "too self-congratulating."

Other comments in the roles for business section detailed that some businesses do and some businesses do not participate in community improvement efforts and engage with the community. One survey taker comments, "Newark could do a better job seeking more businesses that would thrive in a college town!"

The Downtown Newark Partnership is an important service to the Newark community, focusing on the economic enhancement of the city's downtown. Survey takers recognize the DNP as active and visible. However, more outreach could be done to businesses and citizens. Additionally, the partnership board should make efforts to collaborate with citizens and be conscious to not isolate itself in discussions and decision-making.

B. Responsible and Accountable Government

Survey takers agreed that, “The Newark government is responsible and accountable to its citizens.” Being a local government with a district system helps council members to stay connected to their constituents. The City of Newark also addresses this index component in their mission and philosophy. “The City of Newark’s mission is to provide well-managed and cost-effective services to our customers, both internal and external, with an emphasis on quality, value, and responsibility.” The city also discussed customer service in its philosophy: “While interacting with both citizens and internal customers, keep in mind our customer service philosophy: customers are the most important persons in our business; customers are the people who purchase municipal services and pay our salaries; customers are not an interruption of our work; they are the purpose of it.”¹⁶⁴ As one city staff member puts it, “Newark is responsive and efficient in service delivery to all residents.”

Delaware as a small state is known for being personal. Citizens expect to know their most local and their highest office-holding representatives and elected officials. There is a culture in Delaware that the government, both elected officials and the government bureaucracy, should be accessible and responsive; this culture enhances democratic governance.

While the City of Newark was rated overall as being responsive and accountable to its citizens, there is room for honing this strength. One active citizen recounts numerous grassroots improvement efforts. “No one at City Hall was interested in doing anything to help.” Another active citizen notes, “My sense is that leadership and staff are responsive to those who are pro-active but are reluctant to encourage participation from all sectors. There’s a defensiveness.” A city staff member questions whether the government is accountable to all its citizens: “Government shares too much decision-making with a small number of citizens rather than deciding what is best for the whole.” The City of Newark could take additional steps to be proactive in working with and engaging citizens. Citizens need to know that their ideas and concerns are valued and taken seriously.

Additionally, the survey revealed some disparities among how citizens felt the community is doing in bridging diversity. There are citizens who feel the government is not as inclusive of minorities as it could be and there are people who feel that the city is more responsive and accountable to areas of the city other than their neighborhood. Newark could do more to proactively make sure it is accountable and responsive to *all* citizens.

¹⁶⁴ City of Newark: Newark, DE- A Municipal Government

C. Business Participation in Broad Community Improvement Efforts

Survey takers agreed that, “Businesses in the Newark community participate in broad community improvement efforts.” This component addresses the notion that civic health is no longer solely about government or citizen involvement in government. All sectors are democratizing and need to be good civic players to solve community’s problems. Corporate citizenship is an important component of that.

Business participation in the community is a component of democratic governance in that governance is not limited to government but also to shared goals of citizens and organizations. Business participation in community improvement is a local government function to the extent that local governments can work to encourage the business community’s involvement.

Businesses are not the same as citizens, but are “perceived as a member of society.” Therefore businesses are expected to fulfill their part of a social contract and fulfill certain institutional roles.¹⁶⁵ “The need for business participation in the community has grown as the result of social, ideological and practical trends, most prominently represented by the weakening of government institutions and the demand that nongovernment organizations, including businesses, extend their commitment to developing social and economic programs beyond funding to policy making and planning.”¹⁶⁶

This civic health component area is a strength for the community but could also be improved. A number of survey takers note that some businesses are engaged and some are not. It is important to help encourage more businesses to be involved in the community. Additionally, one active citizen comments, “Landlords (owners of a building) often do not try to attract a business occupant for their building that would really enrich, strengthen, diversify the business mix downtown, thus creating ‘missed opportunities.’” While businesses may be responsive to requests by organizations to participate in community events and improvement efforts, businesses need to enlarge their scope of community improvement by proactively working to be a socially responsible business and make decisions not just based on profit, but also based on ethics and community values.

¹⁶⁵ Boehm, 2005: p150

¹⁶⁶ Boehm, 2005: p148

D. Community Visioning

Many citizens, particularly those not directly affiliated with the city government, do not know or do not believe that Newark has a community vision or long-term plan. The City of Newark does not have a community vision statement or publication. However, the Downtown Newark Partnership Board had a visioning session to come up with priorities for the partnership. Additionally, Newark's comprehensive plan has in it a series of land development goals. These include the following:

Land Development Goals, Newark Comprehensive Plan, 2008

- To preserve and protect our natural environment, including our streams and waterways.
- To protect, maintain and upgrade our existing residential neighborhoods.
- To expand housing opportunities for future Newarkers of all income levels; Newark should strive to become a "destination and culturally-rich city" for young families, couples and single individuals seeking permanent residences.
- To encourage high quality business and industrial growth.
- To provide employment opportunities for Newarkers.
- To improve all local modes of transportation; including to encourage improved pedestrian and bicycle access
- To provide open space and recreational opportunities.
- To encourage and foster civic beauty.
- To preserve historic properties.
- To ensure an adequate and safe water supply.
- To maintain municipal facilities.
- To maintain adequate municipal revenues.
- To encourage and foster citizen participation in the land use regulatory process.
- To limit, insofar possible, unattractive sprawl development that unnecessarily disperses services and utilities and increases traffic congestion.
- To carefully review multi-unit residential projects within the Downtown Districts described in Chapter II in terms of their impact on downtown traffic and parking; their compatibility with existing downtown buildings in terms of design, scale and intensity of development; the contribution of the overall project, including proposed apartments, to the quality of the downtown economic environment; and potential significant negative impacts on nearby established businesses and residential neighborhoods throughout the City.

1. The Community Visioning Process

A community vision is about what a community wants to be in the future. Community visioning is a consensus-oriented process that includes a description of a community's ideal future and concrete action-steps and goals to get there.¹⁶⁷ Community visioning became popular in the 1990s.¹⁶⁸ For a community to complete a visioning process, it has to put the organization in place to do so. This includes establishing a credible representative leadership team, forming a staff of experts and trained volunteers, and designing a process for broad-based participation. After the organization is in place, the leadership team gathers information by making sure the

¹⁶⁷ Booher, 2004: p, 36-37

¹⁶⁸ Leighninger, 2006: p 15

public understands the process and discussion and garnering input from the public. The leadership team conducts in-person dialogues with citizens to discuss what they value about the community, what they want to preserve, and what they want to change. After ideas are formulated about a community's long-term aspirations, goals and action plans are developed, followed by prioritization. Finally comes implementation, of which success is predicated upon community buy-in, which can be predicted based upon the process having had broad-based interest and support. Implementation involves a report, a work plan organizing responsibilities for action items, and creating indicators or a process for monitoring implementation.¹⁶⁹

Visioning is likely to be successful only with adequate resources to support the visioning process. Visioning is also likely to be successful only if citizens believe that public dialogue will potentially result in good ideas and if there is not significant apathy or civic disengagement in the community.¹⁷⁰ Visioning must include measurable benchmarks and specific commitments by organizations and individuals.¹⁷¹

Community visioning is a democratic governance tool. Community visioning is a process in which members of a community build consensus on a description of the community's desired future and on actions to help make goals for the future a reality.¹⁷² Vision provides hope to a community.¹⁷³

¹⁶⁹ Booher, 2004: p36-37

¹⁷⁰ Booher, 2004: p36-37

¹⁷¹ Leighninger, 2006: p 16

¹⁷² Booher, 2004: p36-37

¹⁷³ Potapchuk, William R.: Building Sustainable Community Politics, 59

2. Chattanooga, Tennessee: Vision 2000

The first well-known modern community visioning process was in Chattanooga, Tennessee in 1984. In the 1960s the city faced frustration attracting professional job growth. The city's manufacturing sector led to environmental problems and in 1969 the U.S. Environmental Protection Agency (EPA) ranked Chattanooga as having the worst air quality of any urban area in the nation. Race relations were strained and in the late 1970s the nationwide recession further hurt the community. In 1984, community members decided it was time for change and did not feel their government was responding to their needs. They formed a nonprofit organization, Chattanooga Venture, a joint collaboration of business leaders, civic leaders, and local officials. Vision 2000 attracted over 2,000 participants in two community discussions. A group formed a draft of goal statements, which were put before another dialogue session to ensure they accurately captured the ideas previously generated. Action items were developed and a Vision Fair was held where citizens reviewed the goals and action items and voted on the top five actions to begin implementing. The results were a success on a number of fronts and Chattanooga has seen benefits in many of the community's sectors. The 1984 Vision 2000 process was repeated in 1994, called ReVision 2000.¹⁷⁴

¹⁷⁴ Potapchuk, William R.: Building Sustainable Community Politics, 36-37

E. Building Leadership

The civic health component of building leadership and all specific indicator statements regarding leadership development received the lowest ratings by survey takers. Active citizens wrote in their comments that they knew of some leadership programs, but that these programs were not well promoted and were within some specific organizations and agencies, and that those who are included in leadership programs tend to be a non-diverse group.

According to the civic health index, Newark should have programs to develop and encourage emerging leaders, and these programs should reflect the diversity of the community. Additionally, leadership trainings should provide avenues for immediate application of their new skills.

People are disconnected from government for numerous reasons, including scandals, wars, special interest control or perceived control, and gerrymandering and noncompetitive elections.¹⁷⁵ According to the New York Times, “What sets democracies apart is offering real choices in elections... something that is increasingly rare in the United States.”¹⁷⁶ In the City of Newark, only two of seven potential city elections in the past two years were contested. No one has filed for the April 2009 election as of yet. Without new leaders to replace the old leaders, a community’s future is not sustainable.

One survey taker notes he has not “found many ways that students can take leadership roles.” An active citizen writes, “There are leadership opportunities and leadership building efforts but they occur within organizations and agencies. We need more cross-pollination. How about instituting a Public Allies model for young Newark residents?” An elected official circles “Newark” in the statement “Newark has programs to develop and encourage emerging leaders” and writes “UD?” Another active citizen writes, “I think Newark has programs to encourage leadership but everyone around the table is the same color and gender.”

One active citizen discusses how leadership development should be an on-going process. “Every council member attending community meetings should be reaching out- not just to constituents, but specifically be looking for the person, preferably young person, with new ideas and energy.”

The City of Newark does have some leadership programs that people participate in and that could be further promoted, for example the Citizens’ Police Academy, which gives citizens an experiential education about law enforcement and how the City of Newark’s police department operates. Additionally the City of Newark’s Parks and Recreation Department has a Youth Beautification Corps Program that employs up to three Newark teenagers aged 15 to 18 during the summer and works closely with them in Parks operations. The University of Delaware, the state, and other organizations do offer some leadership programs – these programs could be better advertised in the community.

1. Neighborhood Leadership Institute

One community that is working to proactively engage citizens in leadership training, with a focus on average citizens instead of those already in leadership positions, is the City of Los Angeles. The city works to build the capacity of grassroots

¹⁷⁵ Zukin, 2006: p4

¹⁷⁶ Gibson, 2004: p23

leaders to advocate for the betterment of their communities. Under the leadership of Councilman Eric Garcetti, Council District 13 has a Neighborhood Leadership Institute, which trains neighborhood leaders in community organizing and government. Community members who go through the training get involved in their neighborhoods and immediately work for change. The Neighborhood Leadership Institute has graduated over 100 neighborhood activists. Training includes such skills as how to organize and lead a community meeting, how to organize a campaign, how to build power in order to bring about positive community change, and how to involve and develop new leadership in community organizing efforts.¹⁷⁷

¹⁷⁷ City of Los Angeles

2. Citizen Academies

Other communities, such as Colorado Springs, Colorado, Sacramento, California, and Orange County, Florida, are offering citizen academies. The local government offers courses and public sessions on areas like land use development, public financing, transportation, parks management, and other areas. The purpose of these courses is to empower citizens to be able to effectively participate in their local government.¹⁷⁸

3. Youth Councils

Many communities are also building leadership among their youth. By giving young people a “direct role in shaping or influencing local policies and programs,” the community will not only aid from the perspective of young people, but also young people will develop necessary leadership skills to contribute to the community. A number of communities now have Youth Councils. These councils range from serving in an advisory role, working with the city to address community problems, playing a direct role in the enactment of city ordinances, and allocating city funds for youth programs.¹⁷⁹

¹⁷⁸ Marcus, 2007: p17-20

¹⁷⁹ Johnson

F. Neighborhood Involvement

Most citizens in the Newark community are not involved in their neighborhood or civic association. “Democratic organizers and neighborhood council leaders will tell you that most citizens don’t know their neighbors and don’t feel a sense of attachment or belonging to the place where they live. People feel hard-pressed to affect even the most basic quality-of-life issues on their street-problems like excessive noise, dogs without leashes, graffiti, littering, and inadequate trash pickup. They feel powerless about most land use decisions, fearful that the empty lot down the block will soon be occupied by a housing development or a landfill or a drug treatment center.”¹⁸⁰

The City of Newark has a district system, which helps council members to connect to individual neighborhoods. Some neighborhoods have more active civic associations than others. Recently civic association leaders from West Newark have begun to meet every few months as the West Newark Civic League to discuss common issues.

Neighborhood civic associations often fail due to low turnout and high burnout among their organizers. This is in part because many civic association leaders view their role as to represent rather than involve fellow residents. Neighborhood associations which are action-oriented, act as neutral conveners, and work for change are often much more successful.¹⁸¹ Participants need motivation, capacity, and networks of recruitment (they need to be asked).¹⁸²

1. The Southlake Program for the Involvement of Neighborhoods

One community that has embraced neighborhood involvement is Southlake, Texas. Southlake began a program in 1993 called SPIN – the Southlake Program for the Involvement of Neighborhoods. The purpose of SPIN is to facilitate communication with citizens. SPIN is a council-appointed volunteer organization, with representatives from sixteen geographic areas as well as youth and senior community representatives. SPIN members organize forums; the initial role of SPIN was to organize community meetings with potential developers prior to the formal development process. SPIN has grown over the years and helps to market meetings and events, host events such as city council candidate forums, and communicate with city council.¹⁸³

¹⁸⁰ Leighninger, 2006: p 40

¹⁸¹ Leighninger, 2006: p4

¹⁸² Verba, 1995: p3

¹⁸³ Ortowski

2. Neighborhood Councils

In Juneau, Alaska, the municipality adopted an ordinance in 1996 creating 21 neighborhood associations. Neighborhood associations register with the city and have legal rights to advise council in a variety of areas. Unlike regular civic associations, Juneau's neighborhood associations have formal connections to the municipality. The neighborhood association system has improved communications and involved citizens in a number of community improvement and legislative projects.¹⁸⁴ Many communities have also established neighborhood councils. These are also different from civic associations and are a quasi-governmental layer of problem solving that is citizen and neighborhood oriented and helps bridge a city government to its community.

¹⁸⁴ Calvin, 2007: p2

G. Bridging Non-Profits

Non-profits play a vital role in the community; it is concerning that most survey takers are unaware of what kind of role nonprofits have in the Newark community. In particular, over half of student leaders and multicultural organization leaders marked “I do not know” to the majority of statements regarding the role of nonprofits. Over one-third of city elected officials and city staff also marked “I do not know” to the majority of statements regarding the role of nonprofits.

While Newark may not currently need to prioritize improving the role of nonprofits, Newark may need to bridge non-profits with the rest of the community, improving communications and collaborations. One non-profit leader writes that, regarding roles for nonprofits, there is “minimal forum for such collaboration.” An active citizen writes, “Newark works with the private sector but not really with nonprofits.”

According to an active citizen, “There could be more public awareness” and that “nonprofits, though not ‘businesses’, make up an important aspect of the economy. Can the City support and encourage our non-profits?” Another active citizen responds, “I do not know” to each question on non-profits and then explains why: “[I] Cannot answer because these involve the nature of Newark collaboration with nonprofits. Newark, relative to other comparable municipalities, does not collaborate very much with nonprofits.”

1. Capitalizing on Current Efforts

Newark does have some public awareness of and collaboration with non-profits. As one active citizen pointed out, there are many active non-profits in Newark, such as the Emmaus House, Newark Day Nursery, Planned Parenthood, Goodwill, Aetna Fire Company, houses of worship, etc. The citizen mentions that Community Day, held annually, often has great representation from non-profits and is an opportunity to engage and further involve citizens. A city staff member comments that, “MOSAIC is a great example of collaborating for limited resources.” MOSAIC is an annual masquerade gala fundraiser. It is a collaboration of the Mid-Atlantic Ballet, the Newark Symphony Orchestra, the Newark Arts Alliance, the Delaware Dance Company, and the Chapel Street Players. This collaboration helps to raise awareness for their cultural groups and raise money for their non-profit organizations.

Besides working intentionally to build upon Community Day as an opportunity to link nonprofits and the greater Newark community, the city could publish an online directory of nonprofits. It could also work to publish, promote, and highlight non-profit success stories. The government can act as a convener by getting nonprofits to the table and discussing potential collaborations to address this issue.

2. One Voice Arizona

The Alliance of Arizona Nonprofits is organized and is working to address the 21st century challenges confronting nonprofits. The alliance is collaborating to empower nonprofits and collaborate for resources. As part of the alliance's efforts, it held town hall meetings in six cities in Arizona. These town hall meetings included over 250 citizens. "These citizens represented the diversity of Arizona's nonprofit sector and its supporters: in Arizona communities from Yuma to Flagstaff, from social service organizations to government agencies, from arts groups to business leaders, from civic organizations to health advocates." From these discussions, the alliance put together One Voice Arizona, a publication that addresses issues, offers suggestions, and puts forward next steps for consideration.¹⁸⁵

¹⁸⁵ The Alliance for Arizona Nonprofits.

VI. Implications and Conclusion

This paper explores many issues relating to democratic governance and civic health; however, there are certain considerations that are worthwhile to mention. Democratic governance and civic health are tools. They do not solve issues but give to a community the capacity to solve issues. Democratic governance, like civic engagement, is not easy. It is messy and takes time, but the results are long-term.

Additionally, this paper discusses the impact contemporary society has had on civic health, transforming it to have a growing role across sectors. While this paper focused on democratic governance, government alone will not provide optimal civic health. Other institutions are democratizing and should not just look at their internal mission, but recognize their interdependence and civic duties and also be engaged in enhancing civic health. Civic education and civic health cannot be fully affected by local government. Community participation is vital. Nonprofits, businesses, and individuals have responsibilities outside of government to be good citizens and stewards of their communities and enhance them.

Of course, not all citizens want to be engaged. The survey administered did not ask survey takers the level of engagement in which they were interested or what next steps they want the city to take. The survey included 12 randomly selected households. At the first household, the person who answered the door refused to even look at the survey. She lamented the fact that her house had been selected and suggested the survey be given to her neighbor a few doors down who was engaged in community activities. She did not have time or interest and refused to consider participating. This points to a disconnect in the community between residents and civil society.

Further work will need to be done to convince those used to traditional government processes to adopt democratic governance techniques. Additionally, this paper is not a comprehensive guide to democratic governance techniques. There are many guides, books, resources, and organizations focused on this area and included in the appendix is information about useful relevant organizations.

This paper explored how local governments can address the challenges and opportunities in their communities and connect those affected by decisions to the decision-making process. Civic health is a measure of a community's civic capacity. Democratic institutions are the 21st century engine for enhancing civic health and thereby addressing challenges and opportunities. Through democratic governance, local jurisdictions such as Newark, Delaware can enhance their civic health.

The world is changing. Therefore our needs change. Our methods need to reflect this. Globalization has led to greater inclusion; this must be embraced. Democratic governance is community-based, inclusive, intentional, and deliberative governance. Democratic governance can lead to civic health, the capacity to solve problems.

Communities adapt their methods and concepts to the societal frameworks in which they live. Twenty-first century America is characterized by a number of factors that impact governance, including increased diversity, a larger role for the marketplace, and issues increasingly complex and interdependent. Because of this, institutions have reacted to globalization by increasing collaboration and inclusion. Civic health has evolved to encompass additional sectors and areas. Institutions are democratizing and become less hierarchical. Governance has evolved to be participatory. Effective 21st century institutions strive for collaboration and inclusion.

Too often decisions get made “for” the community without the integral inclusion of the community. It is a problem morally, but beyond the associated ethics, there is a practical problem of failing to create sustainable change. Decisions made without civic engagement, while sometimes adequate, tend to not be optimal decisions. Sometimes they do not confront root causes. Their implementation suffers without significant buy-in.

The civic health of the community of Newark, Delaware has both strengths and growing edges. Democratic governance tools can address the areas that need improvement. Furthermore, a democratic framework to governance would enhance the community’s ability to accomplish its goals.

Currently communities work with narrow options and NIMBY participation. Communities need to address problems comprehensively. This will happen if communities prioritize civic health and democratic governance. Local communities and governments are leading the way in this evolution of governances towards a collaborative, inclusive model; as this evolution continues, it will lead to change on a national and international scale. Embracing democratic governance and enhancing civic health can transform the fabric of our society into livable, sustainable, participatory communities.

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VIII. Resources

AmericaSpeaks

<http://www.americaspeaks.org/>

Reinvigorating American democracy by engaging citizens in the public decision-making that most impacts their lives.

Campus Compact

<http://www.compact.org/>

Our job at Campus Compact is to educate college students to become active citizens who are well-equipped to develop creative solutions to society's most pressing issues.

Center for Democracy and Citizenship

<http://www.hhh.umn.edu/centers/cdc>

The Center for Democracy and Citizenship is a university-wide resource based in the Hubert H. Humphrey Institute of Public Affairs, a leading public affairs graduate and research institution. The mission of the Center for Democracy and Citizenship is the promotion of democracy and the strengthening of citizenship and civic education within a variety of settings, with a special emphasis on youth.

The Center for Information and Research on Civic Learning and Engagement

<http://www.civicyouth.org/>

CIRCLE is a nonpartisan research center studying youth civic engagement and civic education.

Civic Practices Network

<http://www.cpn.org/>

Civic Practices Network (CPN) is a collaborative and nonpartisan project bringing together a diverse array of organizations and perspectives within the civic renewal movement.

Deliberative Democracy Consortium

<http://www.deliberative-democracy.net/>

The Deliberative Democracy Consortium (DDC) is a network of researchers and practitioners working together to strengthen the field of deliberative democracy. The Consortium seeks to support research activities and to advance practice at all levels of government, in North America and around the world.

Democracy Collaborative, Community-Wealth

<http://www.community-wealth.org/>

Community-based economic development

Institute for the Study of Civic Values

<http://www.iscv.org/>

The Institute for the Study of Civic Values was established in Philadelphia in 1973 to build a new politics of community focused on the fulfillment of America's historic civic ideals.

International Association for Public Participation

<http://www.iap2.org/>

IAP2 is an association of members who seek to promote and improve the practice of public participation in relation to individuals, governments, institutions, and other entities that affect the public interest in nations throughout the world.

Kettering Foundation

<http://www.kettering.org/>

<http://www.cpn.org/partners/kettering.html>

The Kettering Foundation works on strategies to strengthen democracy. The primary focus of Kettering's research is "What does it take to make democracy work as it should?"

National Civic League

<http://www.ncl.org/>

The National Civic League (NCL) is America's original advocate for community democracy. It is a non-profit, non-partisan, membership organization dedicated to strengthening citizen democracy by transforming democratic institutions.

National Conference on Citizenship

<http://www.ncoc.net/>

NCoC is a Congressionally chartered non-partisan, non-profit organization focused on measuring, analyzing, and promoting citizenship and civic-engagement.

The Pew Partnership for Civic Change

<http://www.pew-partnership.org/>

The Pew Partnership for Civic Change is a civic research organization that provides consulting and program support to communities, governments, foundations, and nonprofit agencies. We help clients identify and implement solutions and strategies crucial to making communities stronger.

The Policy Consensus Initiative

<http://www.policyconsensus.org/>

The Policy Consensus Initiative is a non-profit organization that assists governments with collaborative public engagement.

Portland's Office of Neighborhood Development

<http://www.portlandonline.com/oni/>

Enhancing the quality of Portland's neighborhoods through community participation.

The Saguaro Seminar: Civic Engagement in America

<http://www.hks.harvard.edu/saguaro/>

An ongoing initiative of Professor Robert D. Putnam at the John F. Kennedy School of Government at Harvard University. The project focuses on expanding what we know about our levels of trust and community engagement and on developing strategies and efforts to increase this engagement.

Social Capital, Inc.

<http://www.socialcapitalinc.org/>

Strengthening communities by connecting diverse individuals and organizations through civic engagement initiatives.

Study Circles Resource Center

<http://www.ssrc.org/>

Founded in 1923, we have developed a worldwide reputation for generating new knowledge to advance understanding of critical social issues, both nationally and internationally.

Wilks Leadership Institute

<http://www.units.muohio.edu/saf/wilks/>

The Harry T. Wilks Leadership Institute is committed to promoting community-based learning experiences that prepare students to become engaged public leaders and informed global citizens while also enriching and giving back to the communities that surround and support Miami University.

IX. Appendix

A. Survey Instrument

B. Aggregate Survey Results

<h1>Evaluating the Civic Health of the Newark Community</h1>			Scale			
	Strongly Disagree	Disagree		Neither Agree nor Disagree	Agree	Strongly Agree
<p><i>Thank you for taking this survey!</i></p>						
Community Vision						
The Newark community has a long-term plan that is inclusive of all sectors and citizens.						
The Newark community has a shared vision that guides our practices and policies.						
The Newark community clearly knows its unique identity in relationship to other communities and seeks to preserve it.						
Overall, Newark is doing very well as it relates to community vision. This is a strong asset for the city, as opposed to needing immediate attention.						
Share any thoughts on community vision in Newark:						
Roles for Citizens						
Citizens, the public sector, private sector, and non-profits work collaboratively to solve community problems.						
People from all sectors, neighborhoods, ethnicities, and economic levels have equal opportunities to participate in the Newark community’s decision-making process.						
Most citizens participate in neighborhood or civic organizations.						
Citizens believe it is honorable to serve in public office and respect those that do.						
Overall, Newark is doing very well as it relates to roles for citizens. This is a strong asset for the city, as opposed to needing immediate attention.						
Share any thoughts on roles for citizens in Newark:						
Roles for Local Government						
The Newark government and community have a shared vision for the future.						
The Newark government is responsible and accountable to its citizens.						
Services in the Newark community are provided equally to all groups and neighborhoods.						
The Newark government works collaboratively with the private sector and non-profits to address the community’s challenges.						
The Newark government shares decision-making with citizens.						
Overall, Newark is doing very well as it relates to roles for local government. This is a strong asset for the city, as opposed to needing immediate attention.						
Share any thoughts on roles for local government in Newark:						
Roles for Non Profits						
Non-profits in the Newark community collaborate to secure needed resources rather than compete for them.						
Non-profits work with the government and business to achieve their goals.						
Non-profits include their customers in determining priorities and planning programs.						
Non-profits work to resolve turf issues in the Newark community.						
Overall, Newark is doing very well as it relates to roles for non-profits. This is a strong asset for the city, as opposed to needing immediate attention.						
Share any thoughts on roles for non-profits in Newark:						

<h1>Evaluating the Civic Health of the Newark Community</h1>			Scale			
	Strongly Disagree	Disagree	Neither Agree nor Disagree	Agree	Strongly Agree	I Do Not Know
Roles for Business						
The Downtown Newark Partnership is active and highly visible in the Newark community.						
The Greater Newark Network is active and highly visible in the Newark community.						
Businesses in the Newark community participate in broad community improvement efforts.						
Businesses play a philanthropic role in the Newark community.						
Businesses encourage volunteerism among their employees.						
Overall, Newark is doing very well as it relates to roles for business. This is a strong asset for the city, as opposed to needing immediate attention.						
Share any thoughts on roles for business in Newark:						
Roles for the University of Delaware						
The University of Delaware views the Newark community as an asset rather than an obstacle.						
There are open lines of communication between the University of Delaware and the Newark community.						
The University of Delaware creates knowledge-based partnerships and synergistic sharing of intellectual capital with the Newark community.						
The University of Delaware participates in broad community improvement efforts and encourages service learning and volunteerism in the Newark community.						
Overall, Newark is doing very well as it relates to roles for UD. This is a strong asset for the city, as opposed to needing immediate attention.						
Share any thoughts on the university’s role in Newark:						
Bridging Diversity						
The Newark community views diversity as an asset rather than a problem.						
The Newark community communicates well across ethnic and cultural lines.						
All cultural and ethnic groups are involved in community decision-making.						
Through policy and action, the Newark community responds harshly to discrimination, racism, and racist acts.						
The leadership of the community reflects the diversity of the community.						
Overall, Newark is doing very well as it relates to bridging diversity. This is a strong asset for the city, as opposed to needing immediate attention.						
Share any thoughts on bridging diversity in Newark:						
Bridging University-Community Relations						
The University of Delaware and the Newark community have a shared vision for the future of Newark.						
Community members outside the university view Newark’s student population as part of the Newark community.						
Students are involved in community decision-making.						
The University of Delaware and Newark work cooperatively to address common problems.						
Overall, Newark is doing very well as it relates to bridging university-community relations. This is a strong asset for the city, as opposed to needing immediate attention.						
Share any thoughts on bridging university-community relations in Newark:						

<h1>Evaluating the Civic Health of the Newark Community</h1>			Scale			
	Strongly Disagree	Disagree	Neither Agree nor Disagree	Agree	Strongly Agree	I Do Not Know
Sharing Information						
Citizens have the information they need to make good decisions.						
The media provides the Newark community with constructive information that reflects Newark’s most pressing challenges and priorities.						
All citizens have access to new information technology.						
Community leaders have regular opportunities to share information and experiences.						
Overall, Newark is doing very well as it relates to sharing information. This is a strong asset for the city, as opposed to needing immediate attention						
Share any thoughts on sharing information in Newark:						
Reaching Consensus						
The Newark community addresses challenges proactively rather than reactively.						
Newark’s leaders convene citizens in neutral forums where all opinions are shared.						
The Newark community practices consensus-based decision-making in which citizens, government, business, and non-profits all participate.						
Overall, Newark is doing very well as it relates to reaching consensus. This is a strong asset for the city, as opposed to needing immediate attention.						
Share any thoughts on reaching consensus in Newark:						
Crossing Jurisdictional Lines						
The Newark local government works well with neighboring communities to develop region-wide policy.						
Major institutions in the Newark community work together on regional issues.						
Where appropriate, community services are provided regionally.						
Overall, Newark is doing very well as it relates to crossing jurisdictional lines. This is a strong asset for the city, as opposed to needing immediate attention.						
Share any thoughts on the crossing jurisdictional lines in Newark:						
Educating Citizens to Meet Community Challenges						
The Newark community educates its citizens in the process of community decision-making and problem-solving.						
People of all ages have opportunities to participate in community decision-making.						
The Newark community provides leadership and facilitation training for citizens.						
Traditional leaders in positions of power promote and support citizen education and leadership training.						
Overall, Newark is doing very well as it relates to educating citizens. This is a strong asset for the city, as opposed to needing immediate attention.						
Share any thoughts on educating citizens to meet community challenges in Newark:						

<h1>Evaluating the Civic Health of the Newark Community</h1>			Scale			
	Strongly Disagree	Disagree	Neither Agree nor Disagree	Agree	Strongly Agree	I Do Not Know
Building Leadership in the Community						
Newark has programs to develop and encourage emerging leaders.						
Newark’s leadership trainings provide avenues for immediate application of their new skills.						
Newark’s programs to develop new leaders reflect the diversity of our community.						
Overall, Newark is doing very well as it relates to building leadership. This is a strong asset for the city, as opposed to needing immediate attention.						
Share any thoughts on building leadership in Newark:						
On-Going Learning						
The Newark community has a way to record our past learning and determine what has and has not worked.						
The Newark community has a sense of its history and draws from that history in making decisions.						
People see their work in the Newark community as on-going and long-term.						
As a community, Newark uses lessons learned in past experiences to make better decisions for the future.						
Overall, Newark is doing very well as it relates to on-going learning. This is a strong asset for the city, as opposed to needing immediate attention.						
Share any thoughts on on-going learning in Newark:						
Thank you for taking this survey!						
Please share any additional thoughts regarding civic health in Newark:						
If you have any questions, contact me at Ezra@Udel.edu or (302) 981-3007. Thanks, Ezra J. Temko						

	Community Vision	1	2	3	Overall	Citizens' Roles	1	2	3	4	Overall	Government's Roles	1	2	3	4	5	Overall
Student leaders																		
"I do not know"		5	1	2	1		2	2	2	1	2		1	2	1	2	1	1
"Strongly Disagree"															1			
"Disagree"			1	1			3	2	3						1		1	
"Neither agree nor disagree"		2	1	2	1				2	1	2			1		2	2	
"Agree"			4	2	5		2	2		4	3		6	4	4	3	3	4
"Strongly agree"								1		1								
University administrators																		
"I do not know"									1	1								
"Strongly Disagree"																		
"Disagree"		1	1						1	1			1					
"Neither agree nor disagree"			1	2	1					1								
"Agree"		2	1	1	2		2	2	1		2		2	2	2	2	3	2
"Strongly agree"							1	1			1			1	1	1		1
Multicultural Organizations																		
"I do not know"		5	2	3	3		2	1	2	2	2		3	3	1	1	2	3
"Strongly Disagree"																		
"Disagree"			1	1	1		1	3	3	1	2		1		3		2	2
"Neither agree nor disagree"		1	3	1			2	1		2	2		1	2		1	1	
"Agree"				1	1		1			1			1	1	1	3		
"Strongly agree"					1			1	1							1	1	1
Business leaders																		
"I do not know"									2							1	1	
"Strongly Disagree"																		
"Disagree"		2	2		1			1	1				2					
"Neither agree nor disagree"					1		2	2	1	1	2		1		1			1
"Agree"		2	2	3	1		2			2	2			3	2	2	3	2
"Strongly agree"				1	1			1		1			1	1	1	1		
Non-profit leaders																		
"I do not know"		3	3	2	1		1	1	2	1	1		3	1	1	1	1	1
"Strongly Disagree"																		
"Disagree"		2	1		1		1		2						1			
"Neither agree nor disagree"			1	1	2				1		1		2	1		1		
"Agree"		1	1	2	1		4	3	1	4	3			1	2	2	5	4
"Strongly agree"				1	1			2		1	1		1	3	2	2		1

	Community Vision	1	2	3	Overall	Citizens' Roles	1	2	3	4	Overall	Government's Roles	1	2	3	4	5	Overall
Active citizens																		
"I do not know"		1							2	1			1			0.5		
"Strongly Disagree"		3	2	1	1			2	1		1		3	1	1	1	1	1
"Disagree"		0.5	2	1	2.5		0.5	2	3	1	1			1		1	1	1
"Neither agree nor disagree"					0.5		2								2	1		
"Agree"		1.5	2	2	1		2.5	1		2	4		2	3	1	2.5	3	3
"Strongly agree"				1			1	1		2				1	2		1	
Random citizens																		
"I do not know"				1			1	2					2			1		1
"Strongly Disagree"																		
"Disagree"									3		1				1			
"Neither agree nor disagree"		2	2						2		4		2		2		3	2
"Agree"		4	5	3	5		6	4	2	6	2		2	6	3	6	4	4
"Strongly agree"		1		3	2			1		1			1	1	1			
City staff																		
"I do not know"							2		3									
"Strongly Disagree"		1																
"Disagree"		1	1	1	1			1	6	1			1			1		
"Neither agree nor disagree"							1	2	1	2	1		2					
"Agree"		6	5	1	5		3	4	1	8	9		6	3	4	6	7	4
"Strongly agree"		2	4	8	4		5	4			1		1	8	7	4	4	6
City elected officials																		
"I do not know"																		
"Strongly Disagree"								1	2								1	
"Disagree"		1	1		1		1		4		1			1	1			1
"Neither agree nor disagree"				2	1		1			1	1					3		
"Agree"		4	6	5	5		3	2	1	4	3		7	3	3	3	5	5
"Strongly agree"		2					2	3		2	1			3	3	1	1	1
All survey takers																		
"I do not know"		14	6	8	5		8	6	14	6	5		10	6	3	6.5	5	6
"Strongly Disagree"		4	2	1	1		0	3	3	0	1		3	1	2	1	2	1
"Disagree"		7.5	10	4	7.5		6.5	9	26	4	5		5	2	7	2	4	4
"Neither agree nor disagree"		5	8	8	6.5		8	5	7	8	13		8	4	5	8	6	3
"Agree"		21	26	20	26		26	18	6	31	28		26	26	22	30	33	28
"Strongly agree"		5	4	14	9		9	15	1	8	4		4	18	17	10	7	10

	Bridging Town-Gown	1	2	3	4	Overall	Sharing Information	1	2	3	4	Overall	Building Consensus	1	2	3	Overall	Inter-Jurisdictional
All survey takers																		
"I do not know"		1			1	1		2	2	3	2	2		2	3	3	3	
"Strongly Disagree"		1	1	1														
"Disagree"		1	5	6		2		1	2	2				2			1	
"Neither agree nor disagree"		3			3	3			1		2	3			1	2	1	
"Agree"		1	1		3	1		4	2	2	3	2		2	2	1	1	
"Strongly agree"														1	1	1	1	
University administrators																		
"I do not know"								1		1	1							
"Strongly Disagree"			1															
"Disagree"		2	2	2	1	1			1					1	1	1	1	
"Neither agree nor disagree"				1		1				2		2		1	1	1	1	
"Agree"		1			1	1		2	2		2	1		1	1	1	1	
"Strongly agree"					1													
Multicultural Organizations																		
"I do not know"		3	2	3	1	2		4	4	2	2	2		3	3	4	3	
"Strongly Disagree"		1																
"Disagree"			2	1		1			1	2	2	2		2	1	1	1	
"Neither agree nor disagree"				1	2	2		1				1					1	
"Agree"		1	2		2			1		2	2	1		1	2	1	1	
"Strongly agree"		1			1	1			1									
Business leaders																		
"I do not know"														1		1	1	
"Strongly Disagree"																		
"Disagree"		2	2	3	1	1			1	1								
"Neither agree nor disagree"		1		1				1		3	1	3			2	1	2	
"Agree"			1		3	3		2	3		3	1		3	2	1	1	
"Strongly agree"		1	1					1										
Non-profit leaders																		
"I do not know"		3	1	1	1	1		1	1	2	2	1		1	1	2	1	
"Strongly Disagree"																		
"Disagree"			1	2		1				1				1	1	2		
"Neither agree nor disagree"		2	1	1	1	1		1	1	1				1			2	
"Agree"			1	1	3	2		4	4	2	4	5		2	3	2	3	
"Strongly agree"		1	2	1	1	1								1	1			

	Bridging Town-Gown	1	2	3	4	Overall	Sharing Information	1	2	3	4	Overall	Building Consensus	1	2	3	Overall	Inter-Jurisdictional
Active citizens																		
"I do not know"		1								1								
"Strongly Disagree"		2		1	1	2		1	1	1				3	1	2	2	
"Disagree"		2	3.5	2.5	2	1		1	1	3	2	2		1	1	0.5		
"Neither agree nor disagree"		1	1	2	2	2		1	1	1		1				1.5	2	
"Agree"			1.5	0.5	1	1		2	3		4	3		2	4	2	2	
"Strongly agree"								1										
Random citizens																		
"I do not know"		2			1					1		1		1	4	2	1	
"Strongly Disagree"			1															
"Disagree"				2				1		2								
"Neither agree nor disagree"			2	4	2	2		2	2	4	2			4	2	2	3	
"Agree"		5	4		4	5		4	5		5	6		2	1	3	3	
"Strongly agree"				1														
City staff																		
"I do not know"		1								2	1				1		1	
"Strongly Disagree"		1	1	1	1	1								1	1	2	2	
"Disagree"		3	4	4	1	2		4	5	4						2	1	
"Neither agree nor disagree"		3	1	2	1			2	1	1	2	4		4	2	1	2	
"Agree"		3	5	4	7	8		3	2	2	6	6		6	5	5	5	
"Strongly agree"					1			6	3		2	1			2	1		
City elected officials																		
"I do not know"										1								
"Strongly Disagree"			1	1														
"Disagree"		5	2	1		2			2	3				4			1	
"Neither agree nor disagree"		1	3	2	4	2			1	2		1			1	1	1	
"Agree"		1	1	2	3	3		7	4	1	6	6		3	5	1	3	
"Strongly agree"				1							1				1	5	2	
All survey takers																		
"I do not know"		11	3	4	4	4		8	7	13	8	6		8	12	12	10	
"Strongly Disagree"		5	5	4	2	3		1	1	1	0	0		4	2	4	4	
"Disagree"		15	22	24	5	11		7	13	18	4	4		11	4	6.5	5	
"Neither agree nor disagree"		11	8	14	15	13		8	7	14	7	15		10	9	9.5	15	
"Agree"		12	17	7.5	27	24		29	25	9	35	31		22	25	17	20	
"Strongly agree"		3	3	3	4	2		8	4	0	3	1		2	5	7	3	

Non-Profits' Roles						Business Roles						Overall	Roles for UD					Overall	Bridging Diversity						Overall
	1	2	3	4	Overall		1	2	3	4	5			Overall	1	2	3			4	Overall	1	2	3	
Student leaders																		1							
0	4	5	4	5	4		1	1	3	3	3	2				2		1		2	2	3	3	1	2
1															1									1	
2	2			1	1		1	4	1	1	2			1							1	2	1	1	
3		1	1	1	1		1	1	1		1	2			1	2				3	3	1	1	2	4
4	1	1	2		1		3	1	2	2	1	1		4	2	3	6	5		2	1	1	2	2	1
5							1			1		2		2	3		1	1							
University administrators																									
0																						1			
1																									
2				1										1	1			1		1	2	1		2	2
3							1	1												1	1	1	2	1	1
4	3	3	2	2	3		2	2	3	2	3	3		1	1	2	2	1		1			1		
5			1							1				1	1	1	1	1							
Multicultural Organizations																									
0	5	3	3	3	4		2	3	2	3.5	3	2			2	2	1	1		1	1	4	3.5	3	2
1																								1	
2												1		1			1	1			1	1	2		
3								1		1	1	1				1		1		3	2			1	2
4		2	2	3	2		3	1	3	0.5	2	1		4	3	1	3	2		2	2	1	0.5	1	1
5	1	1	1				1	1	1	1		1		1	1	2	1	1							1
Business leaders																									
0	1			1																			1		
1																							1		
2				1								1					1	1						1	
3	2	2	2	2	3			1	2	2	3	2			1	1	1			1	2	3		3	3
4	1	2	2		1		2	1	1	1	1	1		2	1					2	2	1	2		1
5							2	2	1	1				2	2	2	2	2		1					
Non-profit leaders																									
0	2	2	1	1	1		1	1	1	2	4	1		3	1	1	2	2		1	1	1	2	2	1
1																									
2																					1	1		3	1
3	1							2	1	2	1									3	2	4	1		2
4	2	2	3	4	4		2		2	2	1	5		1	3	3	2	3		2	2		3	1	2
5	1	2	2	1	1		3	3	2					2	2	1	2	1							

Non-Profits' Roles						Business Roles						Roles for UD						Bridging Diversity						Overall
	1	2	3	4	Overall		1	2	3	4	5		1	2	3	4	Overall		1	2	3	4	5	
Active citizens																								
0	1.5	2	1	2	1			2		0.3	5				1							2		
1							1	1					1	1	1		1		2	2	3	1	4	2
2	2	1	2	1	2		0.5	1	2	0.3	1	1	2.5	2.5	1	3	2		1	1	2		1	2
3	1	1	1	2	2		1	1		3.3		2	2	1	2	2	1		1	1	1			0.5
4	1.5	2	2		1		3	1	4	1		2	0.5	1.5	1	1	2		2	2		3	1	1.5
5							1					1												
Random citizens																								
0	2	2	2	3	1			2		1	4		1		2	1					2	1	2	
1																								
2																			1	1			2	
3	2	2	4	2	2			1	3	3	2	2	2		2	2				1	4		1	1
4	3	3	1	2	4		6	2	4	3	1	5		4	3	1	4		6	4	1	5	2	6
5							1	2					4	3		3	3			1		1		
City staff																								
0	5	4	8	7	5			1	1	4	6	2	1		2	1			1		3	1		1
1																	1						1	
2								1				1		1					1	2	3	1	6	1
3	5	1	1	3	1			2		1	2		2	1	3	3	2		1	3	2	3	3	4
4	1	6	1	1	3		4	5	8	6	1	7	6	6	5	4	7		4	6	2	4		3
5			1				7	2	2		1		1	3	1	2	1		3			1		
City elected officials																								
0	1	2	2	2	2						2													
1								1						1							1		1	
2	4	1			1				1	1		1	1	1	1	1	1			2	1		2	1
3	1		1	3	2			1	1	1	1	3	2		3	1	3				3		3	4
4	1	4	4	2	2		4	4	3	4	3	3	3	5	3	5	3		7	5	2	7	1	2
5							2	1	1	1	1													
All survey takers																								
0	22	20	21	24	18		4	10	7	14	27	7	5	3	10	5	4		5	4	14	14	8	6
1	0	0	0	0	0		1	2	0	0	0	0	1	3	1	0	2		2	2	4	2	8	2
2	8	2	2	4	4		2	6	4	2.3	3	5	7	5.5	2	6	6		4	11	11	4	18	7
3	12	7	10	13	11		3	11	8	13	11	12	8	4	14	9	7		13	15	19	7	14	22
4	14	25	19	14	21		29	17	30	22	13	28	22	27	21	24	27		28	24	8	28	8	18
5	2	3	5	1	1		18	11	7	5	2	4	13	15	7	12	10		4	1	0	2	0	1

					Educating Citizens																	
			Overall																			
1	2	3					1	2	3	4	Overall											
All survey takers																						
4	5	3	5			2	1	3	2	2		3	4	3	4		4	3	2	2	2	0
																					1	
1		1	1			2	2	1	1	1		1	1	1	2					1		2
1		1	1			1	1		2	2				2			1					3
1	2	2				2	3	2	2	2		3	2	1	1		1	1	3	3	4	4
								1									1	3	2	1		5
University administrators																						
			1			1		1	1	1		2	2	2	2		1				1	0
																						1
2	2		1			1	1	1	1	1		1										2
		1	2					1		1			1	1	1							3
1	1	1				1	2		1								2	3	3	3	2	4
																						5
Multicultural Organizations																						
6	5	6	6			2	2	3	4	4		5	5	4	4		4	4	4	6	5	0
																						1
	1					3	3	1				1	1	1	1			1	1		1	2
								1	1	1					1							3
														1			2	1	1			4
						1	1	1	1	1												5
Business leaders																						
																						0
																						1
1						2		2	1			1	1	1	1			1	1		1	2
	3	2	1			2	4	2	1	2		2	2	3	3		4		1	3	2	3
2	1	2	2						2	2		1	1					3	2	1	1	4
1				1																		5
Non-profit leaders																						
4	3	2	2			2	1	2	2	1		3	3	3	3		3	1	1	1	1	0
																						1
						2	1	2	1	1			1	1	1		1	1		1		2
2			2	1				2	2	2		2	1	1	1						1	3
	3	2	3			2	3		1	2		1	1	1	1		2	3	4	3	3	4
																		1	1	1	1	5

				Educating Citizens																						
	1	2	3	Overall		1	2	3	4	Overall	Building Leadership		1	2	3	Overall	On-going Learning		1	2	3	4	Overall			
	Active citizens																									
		1				1		2	3	1			1	3	1	1			1							0
	1						1	1					2	1	4	3										1
	3	1	1	2		3	2	2	2	3			1	1					1	1	1	2.5	1			2
	2	1	2	3		1		1	1	1			1	1	1	1			2	1		1	2			3
		3		1		1	3			1			1						1	4	4	2.5	2			4
			2																		1					5
	Random citizens																									
	2	1	1	1		2		3	4				4	4	4	4			1	1			1			0
																										1
						1	1	1																		2
	1		3			3	1	2		4			2	2	2	3			4		5	5	4			3
	4	6	3	6		1	5	1	3	3			1	1	1				2	3	2	2	2			4
																				3						5
	City staff																									
		1	2	1		2		1	2					2	1	1			3			1				0
	1	1		2																						1
	5	4	3	2		1	1	4	3	3			3	3	3	3			2	1	1	1	1			2
	1	1	1			3				2			2	1	2	1						1	1			3
	4	4	5	6		1	4	3	4	4			5	4	1	4			3	7	5	3	4			4
						2	3												2	2	3	4	3			5
	City elected officials																									
																										0
								1					1		1											1
	2	2	2	2		1	1	2		2			2	2	2	3			2			1				2
	3	2	1	2		2		3	2	2			3	3	3	3			1			1	1			3
	2	3	2	3		4	4	1	4	3			1	2	1	1			3	4	5	4	5			4
			2				2		1										1	3	2	1	1			5
	All survey takers																									
	16	16	15	15		12	4	15	18	9			18	23	18	19			17	9	7	10	10			0
	2	1	0	2		0	1	2	0	0			3	1	5	3			0	0	0	0	0			1
	14	10	7	8		16	12	16	9	11			10	10	9	11			6	5	4	5.5	5			2
	10	7	13	10		12	6	12	9	17			12	11	15	14			12	1	6	12	11			3
	14	23	17	21		12	24	7	17	17			13	11	6	7			16	29	29	22	23			4
	1	0	4	1		3	6	2	2	1			0	0	0	0			4	12	9	7	5			5