# Who Gets to Decide?



**Capstone Project Submitted in Fulfillment of the Master in Community Development, University of Detroit Mercy School of Architecture**

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## Acknowledgements
This capstone team would like to thank our advisor Lara Wasner for her unwavering support and encouragement. Your enthusiasm, excitement, and belief in democratic decision-making processes and in our ability to push through made taking this journey with you an honor for all of us.

We would like to thank every resident that took the time to talk to us, to share you story, and offer words of wisdom. We especially appreciate and respect all of your unique expertise that can only be developed by lived experience and passion for your community. We would like to express our gratitude to Pastor Barry Randolph and the entire Church of the Messiah for welcoming us with open arms.

Finally, thanks to the following individuals for their contributions to this capstone project:
Orlando Bailey
Maggie DeSantis
Michelle Lee
Charlevoix Village Association
Esther Yang
Alexa Bush
Omar Davis
Jill Ferrari
Aamir Farooqi
Ceara O'Leary

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# Executive Summary

# Executive Summary

Detroit was not unlike other U.S. cities experiencing tremendous growth and economic prosperity as a result of industrialization during the first half of the 20th Century. Filling manufacturing jobs was a matter of urgency for a burgeoning auto industry, and word spread quickly throughout the nation and world about the need to train workers to work on Detroit's assembly lines. By 1920, Detroit was the fourth most populated city in the U.S., largely due to immigration from abroad as well as the country's Great Black Migration (1915-1930). This convergence in Detroit not only contributed to the city's economic boom, it helped shaped Detroit's neighborhoods and landscape.

Neighborhoods like Detroit's Islandview community on the city's east side offer reminders of the city's growth and prosperity, while also serving as reminders of the city's struggle for social and economic justice and racial equality. Like many communities in Detroit, Islandview (named for its view of Detroit's Belle Isle Park) bore witness to racial struggles dating back to the 1800s when Detroit abolitionists provided safe haven as a key destination of the Underground Railroad; freed slaves and abolitionists in Detroit often fended off bounty hunters seeking to return former slaves under the Fugitive Slave Acts. For many decades since, Detroit has been labeled the most racially segregated city in the United States, in large part due to historically discriminatory practices, including housing doctrines, such as restrictive covenants, and practices such as redlining, that kept blacks from owning homes, especially in white neighborhoods. For the majority of the 19th and 20th centuries, minorities were shut out not only from homeownership but also from city planning processes. Some would argue that the legacies of racism are the root cause of why many Detroiters feel marginalized, if not excluded, from planning and development today. While the racial uprisings in 1943 and 1967 were blamed for Detroit's rapid population decline, social and economic inequality were the true destabilizers in Detroit. Plans unveiled over the years designed to help Detroit recover have been steeped in paternalism, the most recent example being state-mandated emergency financial management in 2013-14. Urban renewal programs over the years have offered mostly prescribed solutions, benefitting few in Detroit's neighborhoods, leading to deep-seeded mistrust; words like "civic engagement" ring hollow for those who link this buzzword to the many promises of "renewal" and "recovery" for which longtime residents of many neighborhoods still await, while the downtown and midtown areas enjoy new prosperity.

In the 1960s, participatory models like Arnstein's Ladder of Citizen Engagement offered democratic community engagement approaches by creating inclusive processes where citizens, especially those residing in neighborhoods -- including those most marginalized -- would have voice in, and be central to change in their communities. Detroit's Citizens' District Councils (CDCs), which were formed in 1969, were publicly-funded platforms allowing marginalized communities, particularly African American com-

munities, to have a say in development projects taking place in their neighborhoods. It was a respected form of representation, as the council members lived and/or had businesses in the community and their input was taken seriously. While the CDCs were viewed positively by those they served, others viewed them as a hindrance to economic development within the city. During Detroit's Emergency Management period (2013-2014), CDCs were abolished by repealing the city code that created them. Forty-five years of impactful citizen engagement was snuffed out with the stroke of a pen.

## *Why Now?*

The City of Detroit in 2017 has offered many plans that will shape the city's neighborhoods and, ultimately, its future. While some residents are hopeful, many have grown wary of ambitious plans for fear that these are rolled out without appropriate citizen input. Citizen engagement, in all stages of planning and implementation, is imperative for stabilizing neighborhoods; but, issues like gentrification continue to counteract and contradict this imperative. It can be argued that, if plans for Detroit's future do not have a mechanism in place to ensure that residents are included on key issues and decisions, the city and its people cannot move forward together.

The question of who gets to decide what happens in a particular neighborhood is a timely one. Since Detroit emerged from bankruptcy in 2014, critical plans have been made about the city's future by individuals, organizations, groups, elected officials, city staffers, and others. Decisions about what gets built, what gets torn down, how police interact with the community, school closures, new community services, recreation opportunities,  and who represents a community are all things that require an effective process of deliberation to ensure that all stakeholders' voices are heard.

The City of Detroit's Planning and Development Department in 2017 is working with teams of planners, designers, landscape architects, and engagement partners in a number of neighborhoods across Detroit in order to develop plans for their future. These include many historical neighborhoods, like Islandview, the community of focus for our Capstone project.

Our community partner in Islandview, Church of the Messiah, provided us the context for interviews and meetings with residents, and we attended meetings about development projects in this and bordering neighborhoods. Residents now and over the years have voiced concerns about not being included in the decision-making processes about projects happening in their own neighborhoods. This project explored this dire need and sought to improve the process of equitable citizen engagement. Our Capstone project consisted of four main phases, which took place over the eight-month, two-term project duration period.

***Phase I - Research***

Phase I included gathering key information about past and current citizen engagement processes and about Islandview and its unique needs. Research about equitable engagement consisted of case studies, including national and international exemplars, as well as handbooks for creating democratic strategies and tools for equitable community building. These studies and materials informed our project by showing successful examples of how other communities have effectively elevated residents as central vessels of positive change within their communities.

This phase also provided historical context for citizen engagement methods in Detroit, and explored how mechanisms like the Citizen's District Councils were once effective before being abolished as part of Detroit's exit from recent bankruptcy; or, how community benefits agreements sound good in theory, but are nonbinding and do not necessarily provide residents maximum benefits during Detroit's current rebuild. While various case studies and historic analysis are important components of the project, engaging directly with Islandview residents and citizen engagement professionals and practitioners was critical to understanding how to effectively and equitably engage residents. In conducting this engagement, we were able to synthesize our findings into common themes, which informed Phase II of our Capstone, our project deliverable.

***Phase II - Creating a Project Deliverable***

Throughout our research, it was evident that there was a disconnect between those entities completing projects and the residents affected by them. By using a bottom-up approach, we concluded that a self-assessment workbook, developed in collaboration with residents and community practitioners (who we define as community development organizations, developers and government officials), would be an effective project deliverable that could be used to improve the community engagement process in Islandview and serve as a model to more broadly improve engagement practices in Detroit and elsewhere. The workbook is a tool designed to help organizations self-assess their community engagement processes. The tool is designed to be used by anyone - no matter their staff size or budget - seeking to meaningfully engage community residents in the decision-making process of any given project. The workbook contains ten questions based on common themes gleaned from our research, during which we identified promising practices in community engagement, facilitated exercises, conducted resident surveys and interviews with community development practitioners, and conducted observations during a series of planned community engagement meetings. This tool will not only help community practitioners (city officials, developers, independent consultants and community development organizations) improve their engagement practices, but it will also help residents assess the engagement processes they are currently participating in, allowing for more equitable and effective projects throughout the city of Detroit and beyond.

***Phase III - Practitioner Engagement and Testing***

Paramount to creating an effective Capstone deliverable was ensuring that the workbook be a practical and useable tool for practitioners to use in their work. Our team worked directly with a variety of practitioners, ranging from community organizations to government officials to developers during Phase III, and presented a draft of our workbook for testing. During this process, the practitioners provided feedback about the clarity and overall effectiveness of the questions and themes contained in the workbook and also about the format so that the tool could be improved and its impact could be maximized. Testing the workbook with practitioners during this phase revealed that there is a need and willingness amongst various practitioners to improve the way in which they include stakeholders in community projects and the revelation that a self-assessment tool could be effective in guiding more equitable and inclusive projects in their future work.

***Phase IV - Next Steps***

With a useable workbook in place that reflects both resident and practitioner input, the fourth and final phase of the project examined how the tool would be implemented, its projected outcomes, and both micro and macro success indicators that could be used to determine the workbook's effectiveness in the 12 months following our team's Capstone period through December 2018 and beyond. Our team determined that the workbook could have immediate impacts in Islandview's more immediate future as well as be catalytic in creating a more equitable and inclusive projects within this neighborhood as well as in others over time. Specific projected outcomes are detailed later in the book but, in summary, our team determined that our workbook could have implications on regional development in Detroit's metropolitan area, on social and racial justice for residents in Islandview and in other neighborhoods, and on various future physical and human service projects.

Our team outlined specific ways in which stakeholders and practitioners can measure the effectiveness of our deliverable. Successful outcomes will be measured by the extent in which practitioners use the workbook to improve their community engagement practices. The first group measured is those who provided feedback and tested the workbook as part of Phase III, categorized as our "Core Practitioners". Our goal is for 100% of our Core Practitioners to review and complete the workbook with relevant staff members. We will also measure success by how many new practitioners use the workbook. It is our goal for 10 additional practitioners doing work in Islandview or in the broader Detroit community agree to complete the workbook by April 2017. In order to do this, our team has created a list of practitioners who are doing relevant community engagement work and we will work with Church of the Messiah's leadership to send these organizations the workbook and encourage them to use it in their future work. The workbook

will be completed by practitioners independently to be used for self-reflection and assessment. To track this, our team will circulate a survey in December 2018 to the Core Practitioners and the new practitioners who received the workbook. The survey will include questions designed to gauge both the breadth of organizations who have used the survey the extent in which the workbook has influenced their engagement practices. It is our goal that 75% of the Core Practitioners and additional practitioners have adopted at least one of the capstone team's recommendations for improvement. This can be measured using indicators such as how many hours of community engagement-related training have practitioners taken as a result of using the workbook, how many practitioners have either submitted grant proposals for or secured funding to increase their community engagement capacity, or how many practitioners have performed a community engagement activities (surveys, meetings, charettes, etc.) as a result of using the workbook.

The success of the workbook can also be measured by its impact on Church of the Messiah's efforts to engage Islandview residents and the residents themselves. Assessment methods in this area will include how many monthly community engagement training workshops Church of the Messiah facilitated, how many Islandview residents were engaged in at least one community engagement process and how many Islandview residents were engaged in a community engagement process for the first time. Specific measurables and methods for each of these indicators are detailed in this book.

In formulating these outcomes, our team also recognized that the workbook is an important step in creating more equitable and inclusionary engagement but it does have limitations and will not completely solve all the issues at hand. We recognized that many practitioners often lack the resources, whether through staffing bandwidth or budget restrictions, needed to commit to community engagement. It is our hope that this workbook will have a catalytic effect on various stakeholders and that practitioners can use it meaningfully to recognize the importance of improving citizen engagement practices, while also beginning to address their limitations in this area.

# Masters in Community Development Program and Capstone Project Overview

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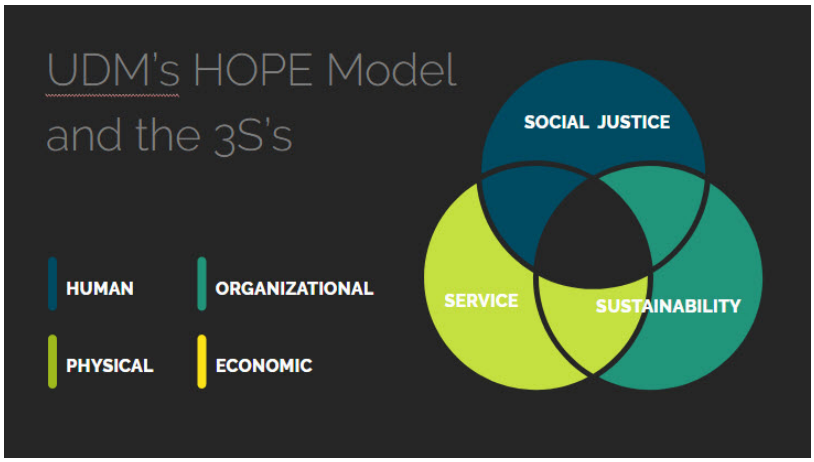
The University of Detroit Mercy's Master in Community Development (MCD) program provides an interdisciplinary, holistic approach to the theory and practice of community development and culminates in a two-semester project that builds on core principles, skills, and knowledge learned through academic coursework. This project is known as the Capstone project. Each Capstone team collaborates with a local entity - whether municipal, non-profit or otherwise - in order to benefit the residents of their respective communities. A final deliverable of this project is a published book that can inform the community partner and be used as a tool for community engagement, or generate further research. The Capstone book encapsulates contextualized research and data pertinent to the project in a way that leads to recommendations and implementation strategies for the partner organization and serves as a model to be used more broadly by other organizations.

***HOPE Model and 3 S's***




The MCD program - rooted in the HOPE Model - studies the human (H), organizational (O), physical (P), and economic (E) aspects of community development for a comprehensive approach to the renewal of communities.This model acts like an intricate working organism further supported by three pillars, which provide the framework and foundation for individuals living in a community.

The Human Development aspect studies persons and how they function in society or community, further providing data for critical examination about the social and physical aspects of humans and their interaction with the surrounding environment. Organizational Development focuses on how individuals can improve their surroundings by banding together and utilizing talents, government, personal knowledge, and other variables to better their communities. Physical Development studies the environment and the tools utilized within a community, such as buildings, and their correlating human impact. And, lastly, the Economic Development component encompasses how sustainable a community is through all financial aspects.

The HOPE Model cannot be sustained without the three pillars of service, social justice and sustainability, known as the 3 Ss. The service aspect embeds students in a community allowing them to use their leadership and experiences for community development. Social justice enables a student to step back and evaluate situational issues within a community and form a plan of attack to assist in solving those issues that arise. Finally, sustainability allows for long-term ideas to fix community issues or problems. It creates a platform for further development and ongoing self-sustainment.

# Research Approach

# Research Approach

Our research approach utilized action-based methods, and employed a critical analysis of assets. As a mixed-methods study, it includes both qualitative and quantitative analysis of not only our geographical site, but also to the practice of equitable engagement.

We collected background information about our community, reviewed historical documentation, conducted interviews and observations, compiled and analyzed data, surveyed stakeholders (residents and organizations), and conducted case studies to identify best practices for community engagement. A SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis helped us further analyze assets within our community.

Our team was charged with identifying case studies that best fit the parameters of the Capstone project and allow us to gather data necessary to gain a basic understanding of how the community engagement processes in Islandview. Conversations with our organizational partner helped us not only sharpen our purpose, but it provided the input needed to outline the critical questions we ask those doing the work of community engagement that ultimately shaped our workbook.

The workbook can be used as a tool for practitioners to reflect on engagement practices, analyze the effectiveness of current engagement processes and implementation, inform by providing resources to other promising practices, and improve processes going forward in ways that are meaningful, strategic, and manageable.

# What Is Democatic Decision Making?

# What is Democratic Decision Making?

Throughout this Capstone, our team examined the issue of equitable and inclusive community engagement and the extent to which residents are included in the decision-making process. In order to understand this issue(s), we first needed to define the process itself. According to Policy Link's Community Engagement Guide, democratic decision-making is often referred to as equitable community engagement. It is a way to:

- Increase likelihood of community support for plans and projects
- Improve the long-term relationships between community and government/organizations
- Develop enhanced understanding of community's views on particular issues
- Reduce likelihood of increased costs in the long-term
- Exercise democratic decision-making every day

Community engagement is both a process and an outcome. It includes decision-making, relationship development, and capacity building. It depends on the context in which it is happening. Government entities are required by regulations to engage the community. Community organizations seek to increase understanding and connection to services and resources. Developers often seek to gain community support and sanction of a particular project.

Democratic decision making, or community engagement if often guided by the following principles (Policy Link 4):

- Honor and build on the knowledge of people living in the community
- Treat participants with respect and as people with local expertise
- Be honest about what the process is and is not. Acknowledge the power imbalances.
- Engage in shared decision making and Share decision making and develop opportunities leadership development and capacity building
- Review the process on a regular basis and be willing to respond to what you hear

Engagement is often confused with outreach. There is a distinct difference between the two concepts. Community outreach is transactional, short-term, and attached to a specific goal or event. Engagement is relationship focused, long-term, develops new leadership, and builds trust between stakeholders. Authentic community engagement or decision-making processes, can have long-term impacts on a community. It can lead to better processes and outcomes for future work, address racism, create community consensus, highlight assets, and recognize the contributions and opinions of different groups. Authentic community engagement can promote racial equity if it takes special consideration to include the voices and decisions of marginalized communities (Voices for Racial Justice 1).

## *Why Now?*

Since Detroit emerged from bankruptcy, critical decisions are being made to shape the city's future and the future of its residents. Decisions are being made by individuals, by organizations, by groups, and by elected officials and city staffers concerning the future of the city. The question of who gets to decide what happens in a particular neighborhood is a timely one. Decisions about what gets built, what gets torn down, how police interact with the community, school closures, new community services, recreation opportunities, and who represents a community are all things that require an effective process of deliberation that ensure that all stakeholders' voices are at the table. However, it can be argued that Detroit's current landscape does not have a system in place to ensure that residents' voices are being heard on key issues and decisions. Detroit's Citizens' District Councils (CDCs), which were formed in 1969, were publicly-funded platforms allowing marginalized communities, particularly African Americans, to have a voice in development projects that took place in their neighborhoods. It was a respected form of representation, as the council members lived and/or had businesses in the community and their input was taken seriously by city council members. As a part of Detroit's Emergency Management's unilateral decisions, CDCs were abolished by repealing the city code that created them. Forty-five years of impactful citizen engagement was snuffed out with the stroke of a pen.

### *Detroit's Citizens' District Councils Abolished*

Detroit's Citizens' District Councils (CDCs) were formed in 1969 as a result of the harm caused by federal blight removal programs in African-American communities. This publicly-funded platform allowed for those who were marginalized to have a voice in development projects that took place in their neighborhoods. It was a respected form of representation, as the council members lived and/or had businesses in the community and their input was taken seriously by city council members. While the CDCs were viewed positively by those they served, some viewed them as a hindrance to economic development within the city (Silverman 10). As budgets began to shrink in the city, so did the funding that helped support the CDCs' efforts. Once the city entered bankruptcy in 2013, the future of CDCs were in peril. As a part of Detroit's Emergency Management's unilateral decisions in 2013-2014, the fate of the CDCs was sealed by repealing the city code that created them (Executive Order). A poorly advertised comment period on the plan to eliminate CDCs was attended by just two people (Kaffer), a possible reflection of the city administration's view on the necessity of equitable engagement.

### *The City of Detroit's Plans in 2017*

The City of Detroit's Planning and Development Department (PDD) and Department of Neighborhoods (DON) are currently working with teams of planners, designers, landscape architects, and engage-

ment partners in a number of neighborhoods across Detroit in order to develop plans for their future. Our Capstone team had the opportunity to observe and work with the DON and PDD throughout our project to understand their community engagement practices and strategies. We learned that the neighborhoods that are are undergoing improvements are those that have existing population density and would support commercial development and nearby anchor institutions (Bush and Yang). The current neighborhoods undergoing this process include: Southwest Detroit, Grand River, Islandview/Greater Villages, and Rosa Parks. The request for proposals (RFPs) for these planning processes outlines a standard for community engagement which includes community meetings, speaking to communities in plain language, and experience working with diverse communities and communities that have been impacted by poverty. The intention of these planning processes is to consider new housing options, commercial areas, and use of green space (Bush and Yang). While many of the city's requests for proposals want to see at least one local firm included on a project, local insight is inconsistently included. The success of engagement of these processes largely depends on the experience and style of the firms and the district manager as well as cooperation and commitment from neighborhood residents and leaders. This often results in an uneven and non-standardized process across the neighborhoods (Planning and Development, 2017). An added layer of nuance is that the engagement process is managed by the DON made up of district managers placed in each city council district. According to the City of Detroit website, these district managers work to eliminate blight by connecting City departments to community groups, organizations, and faith communities. The DON is a relatively new department in the city, formed in 2015 to fulfill Mayor Duggan's promise to improve city services in neighborhood across the city.

***Development Projects in Islandview***

In addition to projects being considered and implemented by the City of Detroit, there are also many private development projects that are either currently being implemented are being planned in the Islandview community in the near future. It is unclear how much public participation will be elicited for each project. The following development projects will impact Islandview over the next few months or years:

- The Platform's activities in several closed care facilities and the site of the now-closed Big Boy restaurant
- Conversion of the former St. Charles school into luxury condos
- The continued efforts to revitalize East Riverfront
- Beltline Greenway
- LEAP III

# Neighborhood Focus: Islandview

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***Historic Context***

Before our team could synthesize the historic trends and best practices relating to citizen engagement in Islandview, we first needed to research and document the historical context of the geographical region and define the neighborhood itself. Islandview is a neighborhood on Detroit's lower eastside. The City of Detroit recognizes its boundaries as Mack Avenue to the north, Jefferson Avenue to the south, Baldwin Street to the east south of Kercheval Avenue and Maxwell Street north of Kercheval Avenue and Mount Elliott Street to the west. Islandview's roots date back to the city's settlement in the early eighteenth century. When French explorer Antoine Laumet de la Mothe, Sieur de Cadillac arrived in the area that would become known as Detroit in 1701, he began appropriating indigenous land, under the authority of the government of France, dividing it up among the settlers. He awarded prominent residents and families narrow parcels that started at the river and extended inland for two to three miles and proved to be advantageous as they granted their owners unobstructed access to the riverfront. This was particularly important to farmers who lived on their land and the burden of travelling from a central filage to the farm was eliminated as a result (Kadushin 90). In fact, many of the individuals who owned these plots of land are the namesakes of many of today's eastside streets, including St. Antoine, Dequindre, St. Aubin, and Joseph Campau (CFSEM 1). Today, the neighborhood is organized in a block structure with the north and south blocks being the longer compared to the shorter east and west blocks. These blocks are based on the original ribbon farm layout (see Figure 2) that was established in 1701 (CFSEM 1).


**Figure 1 Islandview Boundary Map,** ***Source: Google Maps/Author***


**Figure 2 Detroit Ribbon Farms**
***Source: William L. Clements Library, University of Michigan.***

By the late 1800s, Detroit's population and industry were growing. In 1850, Detroit's population was estimated to be 21,000 and by 1900 it had increased to 286,000. It continued to grow until its peak of 1.8 million in 1950. By the end of the nineteenth century, Detroit was home to diverse trades, including stove

manufacturing, cigar making, pharmaceutical production, and food production. Detroit's proximity to cities mining coal, iron, and copper, made it easily accessible by water and land; its location in the Great Lakes region helped spur industrial growth. Many of Detroit's major industries located along the east riverfront included Parke-Davis, U.S. Rubber (Uniroyal), the Detroit Stove Works and the Detroit Shipbuilding Co., with rail lines built along Dequindre and Beaufait in order to transport goods to the riverfront from inland. These rail lines attracted small and mid-sized businesses to nearby roads including Gratiot and Charlevoix, taking advantage of the functioning transit system and the proximity to the Detroit River. (Sugrue, 17). Chrysler, Hudson Motors, Hupp Motors (see Figure 3), and Briggs Manufacturing all set up shop on the lower east side (CF-SEM 2). The rise in manufacturing led to an increase of wealthy businesspeople who built many of the large homes and luxury riverfront houses. Houses in nearby Indian Village (approximately 1 mile east of Islandview) were designed by renowned architects for rich industrialists in Detroit's early industrial period. The strong economy also led to a need for more wage workers who required housing. The simple frame houses and apartment buildings were built for these workers on the east side. Workers tended to live closer to the factories in order to be able to walk to work. The houses of rich industrialists, managers, and others profiting from the boom in industry lived in architecturally majestic houses in neighbourhoods outside of the immediate neighborhoods surrounding plants. These neighborhoods are the ones that currently make up the eastside of Detroit (Kadushin 94).


**Figure 3 Hupmobile Dealers Convention**
***Source: Detroit Public Library National Automotive Collection***

***Population Trends***

Detroit's early industrial period drew many from across the country and throughout the globe, contributing to great waves of migration and immigration of people seeking employment and settling in the city as a result. These periods were not without social challenges and sometimes unrest. The U.S. Immigration Act, established in 1924, made finding work difficult for Detroit's immigrant populations. Prior to 1924, people from European countries immigrated to Detroit to find work in the factories, as prior training and education were not required, making work easier for the immigrant populations to obtain jobs (Sugrue).


**Figure 4 Kercheval Avenue and East Grand Boulevard, Detroit, Mich.**
***Source: Detroit Public Library Digital Collection***

Detroit experienced its first population increase in the 1930's during the Great Migration, when whites and blacks from the south migrated to Detroit to fill numerous factory jobs. Between 1920 and 1940, Detroit's black population was mainly concentrated in Detroit's Black Bottom/Paradise Valley communities, which spanned from the edge of the downtown area to Grand Boulevard. Although the community was poor and overpopulated, black-owned business thrived, that is, until Detroit's plans for urban renewal, including the I-375 freeway construction, literally bulldozed the neighborhood and replaced the people living there with concrete and cars. Between 1940 and 1950 the black population in Islandview increased from approximately 400 to 5,700, due to the displacement of people from nearby Black Bottom, and due to the neighborhood's proximity of factory jobs to the community. By 1950, Detroit's population was at an all-time high with just under 2 million people (Sugrue) living within its borders. Despite a booming economy due to the conversion of auto factories during the World War II effort, social and racial tensions loomed due to stiff competition for housing and jobs. Housing shortages, discriminatory housing practices, racism in the workplace, police brutality, and zero representation of minorities in government, all played integral roles in ensuing incidents.

The Great Migration in earlier years included not only blacks from the south but also also whites from the Appalachian area of the country. Appalachians were generally from lower income rural areas in states such as Pennsylvania, West Virginia, Tennessee, Kentucky, Alabama, and Mississippi, who had moved to the Detroit area for better jobs, wages, and work conditions. However, they were often looked down upon by other whites when they moved to Detroit because they were perceived to be lower-skilled and undereducated, some houses were referred to as "eyesores," and landlords feared that others would immigrate to the area if they rented houses to them. A large population of Appalachian people moved to the east side of Detroit so they could be within walking distance of the many factories in the area. On the other hand, workers from Appalachia gained a reputation for having a strong work ethic and were considered a close-knit community "safe" from unionizing. As factory jobs moved out of the city, many from the Appalachian community moved out of Detroit neighborhoods like North Corktown to suburbs such as Warren, Taylor, and Hazel Park. There were some who continued to live in North Corktown well into the late 20th century. (Balestier)

Many factors converged to create a crisis on Detroit's east side after World War II, as automobile manufacturers began to change their methods of production. First, was the process of automation, which replaced low-skilled, entry level labor with machines. Second, the auto industry started to move out of the city, producing either in suburban areas of Michigan or setting up factories in other states. As plants began to relocate, auto suppliers and other businesses closed permanently or moved to the suburbs and rural areas as well (Sugrue). Additionally, smaller manufacturers were replaced by new technologies allowing larger companies to manufacture parts in-house. These major changes to the auto industry hit the areas on Detroit's east side hard. Neighborhood restaurants and bars, which relied on auto workers as their major customer base, were forced to close as workers left Detroit to follow jobs to rural or suburban areas. As a result, the eastside became home to empty factories, vacant houses, and shuttered commercial corridors (Kadushin 94).

Detroit's African American population was particularly affected by the decentralization of the auto industry on the eastside. Hundreds of thousands of Black workers came to the city to escape the deep racism of the south and in search of high-paying jobs in manufacturing. Between 1940 and 1970, the Black population of Detroit went from less than 5 percent of the city's total population to 60 percent in 1970. Following the 1967 Rebellion, tens of thousands of industrial jobs had been lost, white flight was well under way, as was depopulation, disinvestment, and blight in Detroit. This was especially visible in and devastating to the east side neighborhoods developed in order to staff the automotive plants. (Kadushin 97). The 1950s and 1960s saw declining car sales and more plants closures, with jobs that were once done by people now being performed by new technology. This loss of jobs, coupled with increased mobility due to freeways, the building of shopping malls on Detroit's outskirts, and new housing constructions outside the city, led to bigger population losses. This flight to the suburbs caused a massive shortage in demand for houses in the city proper. As the population left Detroit, so did businesses that relied on residents for a customer-base. As the jobs, population, and commercial businesses left the city, the rail lines became abandoned. (Kadushin 94)

According to a 1996 study by Abraham Kadushin, Islandview lost 50 percent of its population and one third of its original housing stock became vacant by 1990 as a result of the deindustrialized area. (97) In 1996, he said that Islandview "eventually became one of the most devastated neighborhoods in the United States" (95).

***Uprisings in Detroit***

Several conditions converged to create periods of civil uprisings, often labeled "race riots" or rebellions. The term of choice depends on perspective, identity, and personal experiences. For this paper, we will refer to these incidents as rebellions. The 1943 Rebellion, which is said to have began on Belle Isle, lasted

**Figure 5 Man fleeing mob, 1943 riot**
***Source: Time.com***

three days, resulting in 34 killed and numerous others injured; property damage was approximated at $2 million. Whites placed blame on blacks for starting the incident; while blacks blamed the uprising on white violence, racism, discriminatory housing practices, and workplace discrimination.

Afterward, the Detroit Housing Commission established two housing plans; however, the site for blacks was erected in a predominantly white neighborhood. Local whites were enraged by this housing plan site and vowed to keep black families out. By World War II, the City of Detroit saw its first of two "white flight" migrations to the suburbs, while Detroit's black population did not move from the city because they could not, mainly due to redlining, suburban residential covenants that prohibited blacks from moving into white neighborhoods and a vicious backlash by former white Detroit residents, many of whom continue to blame black Detroiters for the city's demise. Furthermore, in the 1950's and 60's, transportation became a major issue to accommodate the traffic into and out of the city created by the new urban-suburban sprawl. This created a boom in freeway construction which uprooted many more residents.

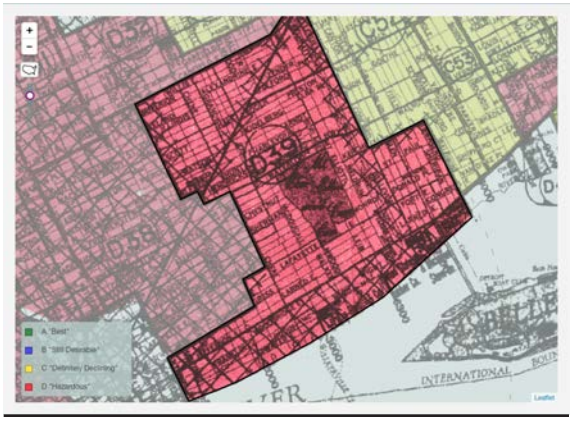


**Figure 6 1939 Redline Map of Islandview area**
***Source: "Mapping Inequality", American Panorama***

In 1966 and 1967, housing discrimination, police brutality, and racism led to another rebellion. While the 1967 "race riots" are often blamed for Detroit's population decline and white flight in particular, they were another symptom of widespread discrimination. During the period that followed the 1967 Rebellion, blight and abandonment in Islandview were accompanied with high crime, particularly the illegal drug trade, and high unemployment. The community's several churches of various Christian denominations continued to provide services to the community, all of whom were dealing with blight and abandonment. According to Kadushin, in 1995, Islandview had an unemployment rate three times the national average. Forty percent of residents' incomes were below $10,000 a year. Twenty percent of homes were vacant, a vast majority of the remaining stock were old (built before 1925) and 30 percent of land was vacant; sixty percent of the population were renters. What remained in Islandview were 19 large and small churches, four public schools, 26 nursing homes, and nine social service organizations (Kadushin, 94).

Decades would pass before new plans would resurrect Detroit and struggling communities like Islandview. Today, there are 672,795 residents living in a city that was once the fourth largest in the U.S.

The historic section of this Capstone project seeks to highlight community participation in decisions related to the Islandview community on Detroit's lower eastside. This history will serve as a foundation for the rest of the Capstone as our team seeks to define community engagement as effective and equitable participation. Community engagement is a term that often has different meanings, depending on the context, however, our team defines community engagement as democratic participation in decisions that will impact one's neighborhood. While not all community decisions are directly linked to community engagement, there are ample examples throughout Detroit's history where residents have participated in an engagement process at some level. These decisions can include land use, use of vacant buildings, and an array of other things. With this in mind, keeping democratic engagement at the heart of this study, our team will provide a city-wide context, and develop a series of recommendations for improvement processes for participation.

***Islandview Today: Demographics in 2017***

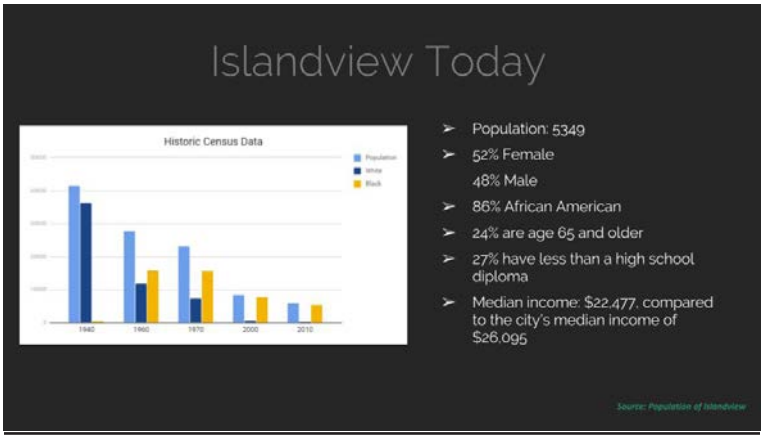



**Figure 7 2017 Islandview Demographics, *Source: Population of Islandview***


**Figure 8 2017 Islandview Zoning, Property Overview and Tax Status**
***Source: Loveland***

# Asset Map

# Asset Map

An asset map is a visual representation of a community's assets. It is a tool that can be used to understand where assets are located and clustered and where there maybe gaps in certain assets. This tool aided in our research to gain more information about Islandview and helped to inform our needs assessment. These assets will be described in sections that correspond to their category within the HOPE model. Many will overlap into two or more sections.

All neighborhoods are host to an array of assets that make them unique and give them the character that makes them 'home' to residents, businesses, schools, faith institutions, place-based organizations, and other stakeholders. Community assets can be defined as anything in a community that can be leveraged to improve the quality of life for people who live, work, learn, and play there. Most of these assets can be organized into four categories which correspond to the way the MCD program is organized: Human, organizational, physical and economic assets.

### *Human Assets*

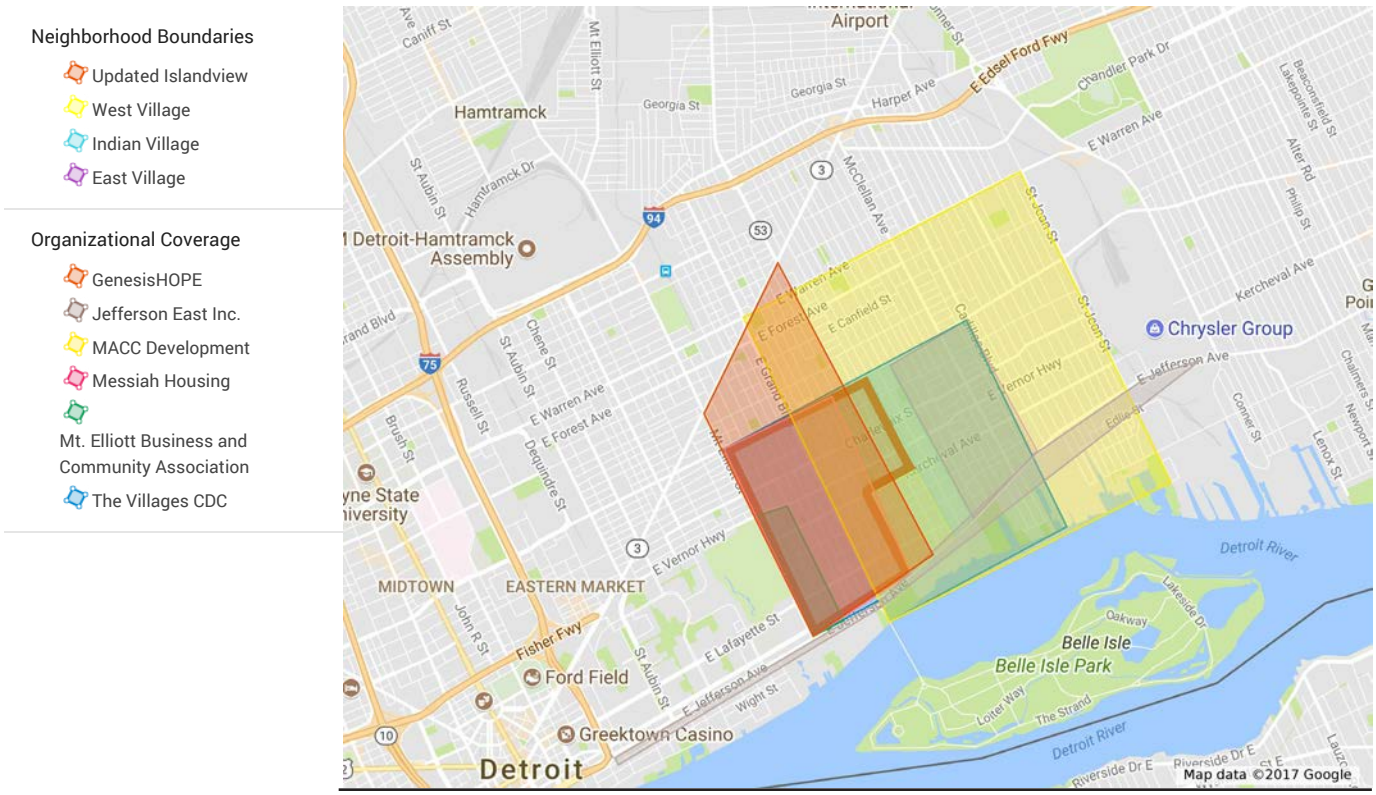



**Figure 9 Islandview Human Asset Map, *Source: Google Maps/Author***

Human assets are the people in a community. They can play formal or informal leadership roles. Blocks clubs and other grassroots organizations may be included as human assets. Human assets can also include

aspects about the population as a whole such as age, race, income, level of volunteerism, etc.
According to a 2011 study by Data Driven Detroit, Islandview's population is 5,972 residents (9). This population is diverse in terms of age. Though it's population of residents under 18 years old is 18%, its population over 65 years old is only 20%. This suggests that the population of middle aged to upper middle aged residents is significant. The population between 19-64 years is 61% with the highest percentage belonging to the between 45-64 years age bracket at 34% (10-13).

Islandview is home to many of the city's strongest and most organized resident groups in Detroit. Among these groups include Charlevoix Village and Mount Elliot Business and Community Association. Both groups have active membership comprised of residents from the community. These groups are active in maintaining vacant property and lots, advocating for their communities, and encouraging their other neighbors to be involved in their community. Much of this community organization may be attributable to years of dealing with population loss and increasing availability of vacant land and participation in a community planning effort known as the Lower Eastside Action Plan (LEAP). LEAP was a two-year community planning process, led by the Warren Conner Community Development Organization (know Eastside Collaborative Network). Residents from different block clubs met in order to develop their vision for future land use in the area ("What is LEAP?").


**Figure 10 LEAP logo**
***Source: facebook.com/leapdetroit***

***Organizational Assets***

Organizational assets are the services and cultural assets in a community. These can include recreation centers, schools, hospitals, community development organizations, social service organizations, etc. Islandview is home to many strong organizations. These organizations serve a variety of functions that support the community. Organizational assets in a community might be:

- Churches
- Community Development Organizations
- Block Clubs
- Recreation Center
- Urban Farm
- Food security

*Church of the Messiah*

Church of the Messiah has been in Islandview since 1911. It provides a variety of services to the community outside the traditional Church functions. The Church provides a job search and training program for


**Figure 11 Islandview Organizational Asset Map, *Source: Google Maps/Author***

men who have experienced homelessness, issues with addiction, and/or gang affiliation. The Church offers after school tutoring programs and a day-camp in the summer, both for youth impacted by poverty. The Church also operates the Church of the Messiah Housing Corporation. This organization develops affordable housing and engages in economic development work designed to improve quality of life for residents in the area. The Corporation was started in 1978 and was one of the first community development organizations in the country. It was started to deal with the increasing vacancy and blight in Islandview by working on neighborhood stabilization through the development, rehabilitation, and management of apartment buildings and building single family homes for rent and ownership ("The Church of the Messiah").

*Butzel Family Center*

The Butzel Family Center is a community center run by the City of Detroit's Parks and Recreation Department. It serves as a hub for social services and programs for families. It strives to provide services for people at all life stages. It has been in the community for twenty five years. It serves as an anchor institution for the lower eastside. Services available at the center include: youth sports leagues, horseshoe pits for seniors, holiday events, cooking classes, yoga classes, summer fishing activities, and a variety of arts and crafts programs ("Butzel Family Center").

*Capuchin Soup Kitchen and Earthworks Urban Farm*

Capuchin Soup Kitchen and Earthworks Urban Farm operate a variety of services related to wellness and food security. They operate a meal service where hundreds of people are fed a nutritious meal daily for low to no cost. They offer a 12-step program as well as support a small live-in rehabilitation program for men where residents receive treatment for six to nine months. Residents are hired at the soup kitchen and provided a modest stipend for their work. Once residency is completed, many work at On The Rise Bakery, which is a social enterprise operated by Capuchin. There is also distribution of emergency food and clothing. The site is set up like a real store complete with freezers and racks for clothing in order to preserve the dignity of users. This allows users to choose what they want. They also provide furniture and small appliances for those who have been displaced by fire or other emergency. Case management for people raising children is provided by degreed social workers ("Capuchin Soup Kitchen").


**Figure 12 Earthworks, *Source: facebook.com/ioby***

They also run the Rosa Parks Children and Youth Program that works with young people to enhance creativity and provide alternatives to violence. The program provides therapy, tutoring, a library, family activities, counseling, youth development and a summer peace camp. The camp is arts-based and provides academic improvement exercises and gardening workshops.

Capuchin also runs the Earthworks Urban Farm. The farm was started in 1998. It is a 2.5 acre farm that is certified organic. The farm hosts classes for gardeners across the city. They offer youth programming after school. They also offer a growing training for adults.

**Figure 13 Genesis Hope logo *Source: genesishope.org***

*Genesis Harbor of Opportunities Promoting Excellence (Genesis HOPE)*

According to their website, Genesis HOPE was formed in 2008 by the Genesis Lutheran Church to respond to the concerns and issues expressed by residents. Their main objectives are to build community power to address issues and to develop future leaders. Their main focus is to address food insecurity through economic empowerment. Their core belief is that community-driven urban agribusinesses can lead to economic empowerment and address food security.

To meet their objectives, Genesis HOPE runs several food security and economic

development programs. They operate the Metro Detroit Food and Spirit which is a regional food security program designed to provide emergency food relief, education about the food security system, advocacy about food security, and engage in the development of food production and retail operations for its affiliated growers. They also operate a food entrepreneur internship program for youth ages 14-24. This is a 20-week program that provides training, networking, and marketing skills to the participants. Graduates of the program own and operate the Seed Grow Farm and a stall at the Islandview Farmers' Market. The market operates from June-September on Wednesdays between 4:00 p.m. and 7:00 p.m ("Genesis HOPE").

*Gleaners*

Gleaners is an organization that deals with emergency food assistance. They run a number of programs designed to provide food and teach about healthy food options to the community. They run Cooking Matters which is a nutrition-education class that provides people experiencing poverty the knowledge to cook healthy meals on a budget. They also run a variety of emergency food programs geared toward providing healthy and nutritious meals all year long to children, families, and seniors. They make extra efforts to provide meals to children during the summer when school lunch programs are on summer break.


**Figure 14 Gleaners logo**
***Source: facebook.com/gleanersfan***

Gleaners also serves as a community meeting space. A number of people use the space, especially when trying to engage residents in Islandview. A recent City of Detroit Planning and Development Department community meeting about its Islandview and Villages planning process used the space for a community meeting. This is an important function for a community that does have access to many community meeting places (Gleaners).

***Physical Assets***

Physical assets can include structures, spaces, and infrastructure. Among these assets include parks, buildings, housing design, street layout, and location within a larger area. Islandview is known as the western gateway to the rest of the villages. It is known for its turn of the century homes. Church of the Messiah Housing Corporation has developed infill housing that has fit in with the character of the rest of the community. Many of these developments were designed with input from the community who expressed concern over altering the community's character. East Grand Boulevard is lined with buildings of different uses. There are large, historic homes, many of which have been used as elder care facilities. There are apartment buildings and single family homes as well as commercial properties. The following is a list of affordable housing properties developed by Church of the Messiah Housing Corporation ("The Church of the Messiah"):

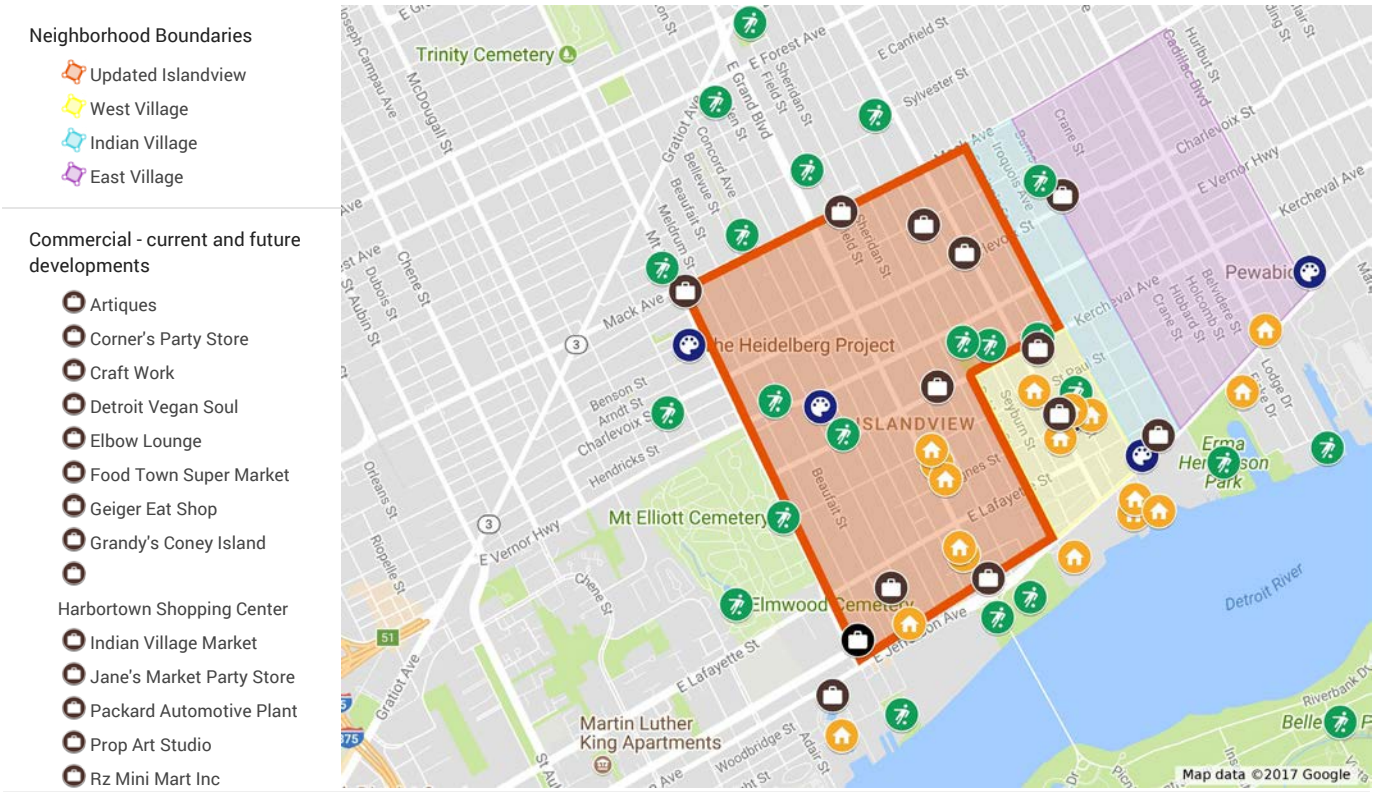



**Figure 15 Islandview Physical Asset Map,** ***Source: Google Maps/Author***

- St. Paul Manor Apts
- Kingston Arms Apts.
- El Tovar Apts.
- The Hamilton Building Apts.
- Bridgeview I Townhomes
- Bridgeview II Townhomes
- Field Street I Townhomes
- Field Street II Townhomes
- Bellevue Village

According to a presentation prepared by the City's Planning and Development Department for the Islandview and Greater Villages planning process, the housing in the greater villages area is 30% multifamily and 70% single family home. There are 25 historic structures within Islandview and 14 are currently on the national or local historic registry("Neighborhood Planning").

The planned Beltline trail will also run through Islandview. This trail will transform the obsolete former

Beltline railway. The trail will be between Bellevue Street and Beaufait Street. There are several businesses located along the trail ("Neighborhood Planning").

Another physical asset in the community is land. There are several parks in the area. The Kiwanis Park was recently the recipient of a $55,000 grant from Kresge Foundation, Erb Family Foundation, and Community Foundation for Southeast Michigan. The process was facilitated by the Eastside Community Network, Lower Eastside Action Plan, and resident groups with Community and Public Arts. (Hodges 2017)

In addition to parks, Islandview is rich in land. There are many vacant houses and lots that could serve the community better. The Detroit Land Bank Authority (DLBA) is the largest property owner in Islandview ("Islandview"). This provides an opportunity for residents and community partners to work with the DLBA to acquire land to be used for a variety of uses. In some cases, infill housing may be developed. In others the land may be bundled for a community garden or green stormwater infrastructure project. Islandview and the Greater Villages area were impacted heavily by the flooding in 2014. Available land is an opportunity to reduce flooding for nearby residents.

### *Economic Assets*

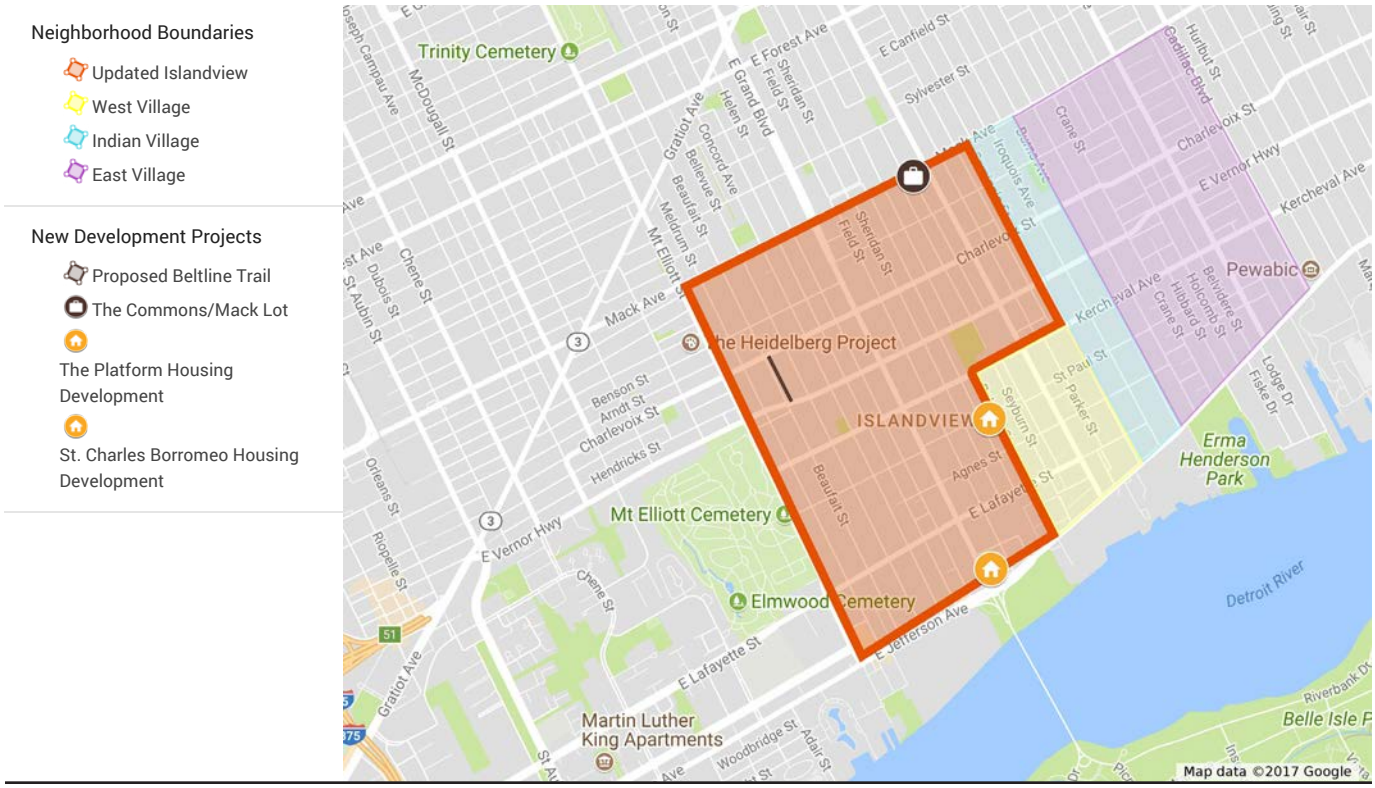



**Figure 16 Islandview Economic Asset Map,** ***Source: Google Maps/Author***

Economic assets help improve the economy of a neighborhood. They may be large employers, new development, or other economic drivers. The following are three development projects of note happening within the boundaries of Islandview.

1. Banyan Investments is building 25 housing units at the former St. Charles Borromeo School. They will also build 10 housing units on a property next door. This development is located at St. Paul and Townsend.
2. The Platform is building a $9 million mixed use, 4000 square feet property which will include 60 housing units, of which twelve will be affordable units. They will also re-develop five properties along East Grand Boulevard.
3. MACC Development is developing a $1.5 million commercial property which will be 1200 square foot commercial space and will feature a community cafe and laundromat at Mack and Van Dyke.

Islandview is rich with assets that may help support the development of more democratic decision making. After completing the asset map, it is clear that the area has strong community-based organizations (both formal and informal), sought after geography, interest of the City and resources associated with this interest, as well as strong commercial corridors. These are the kinds of assets that make Islandview a community that is well-positioned to participate in the decisions being made about its future.

Strong place-based organizations such as Church of the Messiah, Genesis Hope, and MACC Development are well-positioned to work and negotiate with developers, the City of Detroit, as well as others interested in working or living in the area. These organizations provide a strong, stable presence in the community. These are also the kinds of organizations that may be able to support resident-led groups in their quest to influence decisions being made in the community.

The City's focus on the area could be leveraged to realize larger community goals. The city's Islandview and Greater Villages strategy has a strong focus on commercial corridor development and mobility as well as on affordable housing development and retail amenities. There is a potential for community-based groups and resident groups to leverage interest in these areas to influence decisions being made in a way that would help meet larger community goals. For example, focus on bike lanes along corridors could be leveraged into actions that impact public safety or infrastructure improvements.

# Needs Assessment

# Needs Assessment

Having completed the asset mapping exercise, our team was able to better understand Islandview's strengths, weaknesses and needs. This section brings together our various research methods to conduct a needs assessment for Islandview. In doing so, we used first person observation of the community, a guided community tour, independent visits in the community, interviews with current and past residents, interviews with current and past stakeholders, notes from community meetings, and compiled electronic data from the City of Detroit and other sources to assess Islandview's strengths weaknesses, opportunities and threats. This information was applied to the HOPE Model and turned into a self-assessment workbook to form a more comprehensive assessment. In completing this section, our team has gained a better understanding of the neighborhood itself as well as valuable and direct insight from stakeholders to more effectively pursue our capstone topic.

Our needs assessment informs our Capstone project by providing us with an increased level of understanding of community engagement and participation. Our interviews and observations at community meetings provides us with a landscape view of the state of engagement and decision-making in Islandview. Through participation in several meetings, speaking with several residents, we were able to better understand improvements that can be made in the engagement process. Our research on methods used in other places as well as other engagement processes in Detroit, highlights the notion that democratic decision-making and community engagement are not exact sciences. It is complex and nuanced work. Results from these efforts have been mixed leading many to de-value the theory and practice of democratic decision-making. Our SWOT analysis can be found in the appendix. The Islandview community shows a community that is rich with assets and also lacking basic amenities such as local restaurants, shops, and services. Islandview is at a critical juncture - while long-time residents have been left waiting for improvements, the city is in the midst of a planning process that is viewed as flawed by some and as a welcomed process by others. The future of Islandview is being determined now. The question is what role and how big a role will residents play in deciding what that future may be.

# Case Studies

# Case Studies

Neighborhoods like Islandview, while unique in many ways, follow many of the same historical trends and share many characteristics of other American cities that have experienced periods growth and prosperity and subsequent struggles with or racial equality, and social and economic justice during the 20th century. In order to better understand the importance of stakeholder participation in community development decisions in Islandview, our team sought case studies of this dynamic in cities and neighborhoods outside our study area and learned that there was much to be learned from other communities grappling with similar issues.

In reviewing two local engagement efforts and two cases from other cities, this capstone team seeks to learn about successful engagement efforts, their lessons learned, and consider how these learnings could be applied in Detroit. The local and published initiatives we examine are:

- Focus: HOPE's HOPE Village
- UDM MCD Capstone Project: *"Designing with instead of Designing For"*
- City Form Detroit and MACC Development
- Scotland's Community Empowerment Act
- Chicago's Participatory Budgeting Process
- Pathways to Collaboration Workgroup.
- Neighborhood Resource Connection (NRC): *Engaging Youth, Engaging Neighborhoods Program*

**Figure 17 Focus:HOPE logo**
***Source: facebook.com/focushope***

*Focus: HOPE, HOPE Village/Community Plan*

Focus:HOPE is a Detroit-based organization that seeks to overcome the burdens of racism and poverty by providing workforce education and community development. The organization was started in response to the 1967 Rebellion as a way to unite a city sharply divided by race and class. They provide a variety of services including food programs, workforce education, community safety and revitalization, and services for student improvement. Part of their revitalization work is a project known as HOPE Village (www.focushope.edu). This work was chosen as a case study to inform this capstone project because it is an example of a community organization working with a partner to engage in community planning in an area that is not a primary focus of the City's Planning and Development Department. The level of community engagement and the way the results were used to create a future vision for the community potentially holds many lessons for others doing engagement work or who are seeking to provide opportunities for resident participation in decision-making. The HOPE Village program is designed to stabilize the 100 blocks immediately surrounding the Focus:HOPE campus. Its goals is to ensure that by 2031, all of the residents who

live in the area have the education they need to succeed, are able to prosper economically, and are living in a safe community. Through its Keep it 100 HOPE Village projects include (www.focushope.edu):

- 8 Residents led projects
- 50 Homes and garages boarded
- 200 Photo banners hung
- 500 Tires removed
- 125 abandoned homes demolished
- 45 blocks of curbs cleaned
- 12 Curbs painted

Part of Focus: HOPE's revitalization work was a community planning effort that sought to involve the residents of the Hope Village area in learning, planning, and making recommendations for the future of their community. This plan was done in partnership with Detroit Future City.

The engagement process for the community plan started in 2015 through the Keep it 100 initiative. This process included a street team that conducted one-on-ones with as many residents as possible. The team went door-to-door and talked to residents about their experiences in the community and their vision for the future – for themselves, their families, and the community. In addition to their one-on-ones, the Street Team hosted a variety of opportunities for residents to participate in the decision making about the future of their community. These efforts included (Focus:HOPE, 2016)

- Tabling in lobbies of commercial and residential buildings to survey and talk to residents
- Hosting town hall meetings (on weekdays and weekends to accommodate the schedule of residents)
- Convening small focus groups in various areas of the community
- Attending various community events and being in places frequented by residents to talk About the planning process and get input
- Making phone calls to previously engaged residents who were not participating currently
- Having an information page on the Focus: HOPE website

The formal community planning process unfolded in four (4) phases all informed by the intensive community engagement being conducted by Focus: HOPE and Detroit Future City staff. The first phase known as "here and now" reviewed current conditions in the neighborhood related to population changes, land use, property use, employers, commercial corridors, and transportation. The second phase called "what does the future look like" is the phase where most of the engagement took place. In all, 514 residents and stakeholders attended meetings or answered a survey to provide input into the plan. During this phase, the organizers were careful to ensure that the meetings themselves were very participatory and

had multiple opportunities to provide feedback. They used many meeting facilitation techniques to elicit participation including: World Café, voting with clickers, mapping exercises, and break-out sessions. The third phase called "how do we get there" involved educating the community about funding, policies, and how city government functions. The results of phases two and three were the data used to develop the plan. The organizers did not make any recommendations that did not come from the community itself. The final phase, "finalize the plan" involved the participants coming to consensus on the plan (Focus:HOPE, 2016).

*UDM MCD Capstone Project (Keith Crispen, Joe Gifford, and Caitlin Murphy: "Designing with instead of Designing For")*

This capstone project worked with Live6 and focused on how to engage residents who don't typically get involved in citizen engagement processes in their neighborhood. The team created a public charrette with members of the Fitzgerald community to better involve residents in community engagement decisions.

**Figure 18 MCD Capstone "Designing with instead of Designing For" Engagement Session, *Source: Capstone Author***

**Figure 19 MACC Development logo *Source: facebook.com/MACCDevelopment***

*MACC Development and City Form Planning for Mack Avenue*

MACC Development and City Form Detroit worked with local stakeholders on a participatory planning process to create a vision and plan for the future of Mack Avenue. Engaging the community and its stakeholders was a key activity during the planning process (City Form Detroit, 3). This was done to get the community's input and feedback about the project. The engagement process included residents, owners of local businesses, other property owners, and local Church leaders. This was done through a series of community meetings and meetings with individuals. (City Form Detroit, 10)

Each of the stakeholder meetings had clearly defined goals. The first three meetings centered around the discussion of goals and objections for the future of the corridor. The discussions included asking the community about they wanted to see along the corridor and how the corridor could support the surrounding community. (City Form Detroit, 10)

The results of the community engagement process were used in combination with analysis of current conditions to develop the Mack Avenue Corridor Development Plan. This plan is the beginning of a new way to develop commercial corridors in Detroit that has cohesion between local businesses, reuse of vacant land both supporting a street that is pedestrian friendly and bike safe. These goals are articulated through the development of four key project activities: neighborhood center, alternative land uses, placemaking, and non-motorized transportation. (City Form Detroit, 12)

**Figure 20 Flag of Scotland**
***Source: gov.scot***

*Community Empowerment (Scotland) Act 2015*

Scotland's Community Empowerment Act (the Act) is being examined as an example of formal government processes being used to develop and implement changes to decision-making processes, planning, and services delivery. The Act was developed using the results of a national community consultation strategy that sought people's opinions about community development topics. The Act is legislation that regulates community development activities including (www.legislation.gov.uk) :

- Disposal and use of public and private property
- Decision-making in local and national issues
- Allotment gardens
- Provides mechanisms for residents to give suggestions for service improvements to local governments.

The Act has provisions to ensure special efforts are made to engage Scotland's most marginalized residents (seniors, youth, racialized people, people living in poverty, people with disabilities, and homeless people) and communities in decision-making. The Act seeks to empower communities to do things for themselves and to include the opinions and voices of residents in social and land use planning and delivery of services. The Scottish government believes that when communities and residents are empowered there are tangible positive results including (www.gov.scot):

- Increased participation in decision-making;
- Increase in residents' capacity and skill;
- Increased satisfaction with quality of life;
- Better, more appropriate and effective services;
- Improved overall outcomes for communities.

The underlying principle behind the Act is the understanding that the residents of Scotland are the country's greatest asset. Residents are in the best position to make decisions about the future of the country. Their personal experiences of living in communities has given residents a level of expertise to know what it will take to build strong and resilient communities. A key goal of the Empowerment Act is to create conditions for increased community empowerment. There are eleven (11) topics that are covered under the act (www.gov.scot):

1. *National Outcomes:* Scottish Ministers will work on developing national outcomes related to community development and should regularly report on their progress of developing these outcomes. All

public organizations or people who work on public functions should use the outcomes to implement their work.

2. *Community Planning:* community organizations should be involved at all stages of community planning. A special focus on reducing barriers and inequities in the planning process should be a specific goal. Community Planning Partnerships (formal planning bodies for the Scottish government) should place extra focus on developing "locality plans" which are hyper local plans for particularly marginalized areas.
3. *Participation Requests:* develop formal mechanisms for community groups to provide input about how services and be improved to better support their communities. This can take the shape of community groups delivering services themselves.
4. *Community rights to buy land:* give the community the right to buy land in urban and rural areas. This includes the right of community groups to buy land and property that is abandoned, blighted, or otherwise causes harm to the community by being environmentally harmful. If the purchase is in the best interest of the community, the purchase may be able to made even in cases where the current owner is unwilling to sell the property or land.
5. *Asset transfer requests:* allows community groups the right to buy, lease, manager, or otherwise use land and building that are owned by various levels of Scottish government. When deciding whether a group can use a building or land, special considerations will be given to reducing inequities. A list of land and buildings available to the public shall be provided to the public.
6. *Delegation of forestry commissioners' functions:* provides opportunity for community groups to be involved in forestry leasing.
7. *Football Clubs:* Football club supporter are to be given a role in making decisions about or even ownership in football clubs when the opportunity arises. The Act gives Ministers the ability to create policy that facilitates involvement.
8. *Common good property:* requires local authorities to maintain a list of all properties they own for the common good. Any proposal for disposal or changing use should be made public.
9. *Allotments:* requires local authorities to provide allotments in times when waiting lists are extremely long. The Act regulates the rents for allotments and allows tenants to sell their surplus produce. Local authorities are required to develop a food growing strategy. This includes identifying land that is appropriate for use as an allotment and identifying other land that would be suitable to use by the community to grow vegetables, herbs, and flowers.
10. P*articipation in public decision-making:* enables Ministers to require public authorities to facilitate public participation in their activities including allocation of resources. This topic is designed to build

community capacity and support the public sector to better identify local needs and priorities.

11. *Non-domestic rates:* provides the power for local councils to determine their own local business rates that reflect local needs.



Resident groups, community development organizations, and government entities are supported to comply with the Act by the Scottish Community Development Centre (SCDC). The SCDC works on developing best practices in across Scotland. They work with policy makers, public organizations, community development organizations, and community groups. Its vision is of a Scotland that is inclusive and just and that across the country, communities are "strong, equitable, and sustainable. (Scottish Community Development Center)" Their mission to "support best practice in community development" is achieved through three priority activities:

- Research on public policy issues and participation on government issue-based working groups and committees
- Support individual organizations and networks to develop effective and appropriate engagement and participation channels
- Work to build healthy communities that are rooted in sustainability and equity

The Scottish government's community development strategy is an example of a promising practice of a government setting standards for community participation and regulating the instances where engagement is necessary. The case also provide useful insight into how a supporting organization such as the Scottish Community Development Center supports governments, development organizations, and community organizations.


**Figure 21 PB49 logo**
***Source: ward49.com***

*Chicago Participatory Budgeting*

Participatory Budgeting (PB) is a process rooted in democratic practice that enables residents to decide how public budgets are spent. It is intended to provide residents with power to make decisions about money. It originated in Brazil in 1989. There are currently over 1,500 PB processes being undertaken around the world. The PB process is generally used at the municipal level to make funding decisions about local issues. The PB process includes residents and stakeholders coming up with ideas for projects to fund, developing proposals on these ideas, determining final projects to go on the ballot, hosting events to show projects, residents vote on their preferred projects, and funding the winning projects.

PB started in Chicago in 2009, under the leadership of Alderman Joe Moore, who at the time was the first elected official to use PB to make budget decisions. Residents of Moore's 49th Ward decided how to spend $1 million of the discretionary budget. Hundreds of projects ideas were generated. Dozens of these ideas were developed into full proposals which were voted on. Examples of funded projects include side-

walk repairs, bike lanes, parks improvements, and murals.

PB Chicago, a coalition of alderman, city-wide organizations, and place-based organizations, was launched in February 2012. This group was formed to include more areas of Chicago into the PB process. They work with groups who are interested in PB and provide technical assistance to those groups.

PB is not without detractors, even in Chicago. Alderman Ricardo Munoz from Chicago's 22nd Ward abandoned the PB process after doing it for two years. The reasons are complex. The ward was facing infrastructure issues that the residents did not vote to fund during their PB process. They instead voted for park lighting, murals, and public building improvements. Munoz abandoned the PB process because it was re-routing funds that could be used for infrastructure needs in his ward. His suggestion is to alter the PB process by spending money on infrastructure improvements and allocating a separate fund available for PB (Clark).


**Figure 22 PB49 results, *Source: ward49.com***

PB has been touted as a model form of democratic engagement. The usual forms of community engagement, including meetings, design charrettes, and online surveys do not seem to generate the same expectation of results that PB does. According to Archon Fung, a Harvard University professor whose main focus is participatory governance, many people who participate in traditional engagement processes do not have high expectations that their participation will change anything. He claims that PB is different because people expect to see direct change as a result of their participation.

PB does not come without complication. The labor invested in the PB project is not insignificant. Facilitators work with residents to come up with ideas about how to spend the money each year. The most promising ideas are those that make it to the ballot. The process of narrowing down the project ideas has been deemed un-participatory by some. Many residents express disappointment that projects are limited to physical projects and that funds cannot be used for programming. A focus on capital projects is problematic in a city facing issues of violence and loss of programming. Some residents would prefer the funding be used for youth programming. One resident, Sydney, was quoted as saying "Yeah, the murals are nice and give the neighborhood a good feel but as someone who lives up in here, it's just not what need right now."

The level of participation has also come into question. There exists, as with other community

engagement processes, a gap in the level of participation. The way to decrease this gap is an increase in community outreach which is an expensive process that many municipalities do not have the capacity for. The labor is takes to achieve critical mass is noteworthy. It has also been found that groups that focused on the built environment had higher levels of participation in PB processes than organizations geared more towards organizing and advocacy

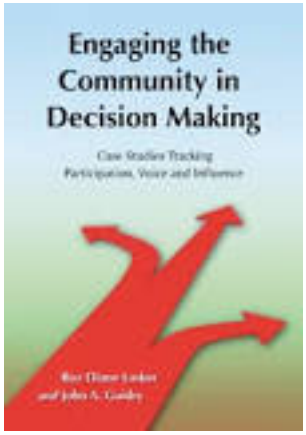



**Figure 23 Scan of Collaboration Book, *Source: Author***

*The Pathways to Collaboration Workgroup*

In 2006, the Pathways to Collaboration Workgroup - five community-driven partnerships in the United States - embarked upon an investigation to take a fresh look at some of their experiences working with members of the communities to determine 1) how influential different groups of people had been and 2) how the pattern of influence affected what the partnerships had been able to accomplish. Over the course of their exploration they committed themselves to maximizing the voice and influence of the people who were most often the most marginalized residents, typically the poorest and least educated. They committed themselves to figuring out how well their participation processes were working to promote the voice and influence of different kinds of community members, and to identify what the partnerships could learn from each other to optimize influence. This required them to look examine their work and look at influence directly. The groups involved in this partnership were the Community Leadership Team of Beyond Welfare in Story County, Iowa; the Humboldt Park Empowerment Partnership in Chicago, Illinois; the MIRACLE Group in Cass Lake, Minnesota; the Southeast Oklahoma Champion and Enterprise Community in southeast Oklahoma; and the Tri-County Workforce Alliance in the Mississippi Delta (Lasker and Guidry 5-6). Each group contributed two case studies. These ten cases "fit the bill" because they met three important criteria: they varied in the extent to which different kinds of people had been involved; the partnerships were excited about investigating them; and sufficient evidence was likely to be available to carry out the investigation (Lasker and Guidry 10). While the individual case analysis was interesting and valuable, the larger objective was to identify general findings across all ten cases as a whole. As a result, they uncovered a common pathway consisting of four steps that players' ideas need to travel in order to be influential in community participation processes. As provided by the authors, these four steps, along with realized observations, are:

1. *The Opportunity to Participate*
   - Opportunities for participation did not necessarily give players opportunities to contribute their ideas.
   - Some players lacked opportunities to contribute ideas in important areas.
   - Participation was more feasible for some players than others.

- The extent to which different players had timely and feasible opportunities to contribute ideas in important areas mattered.
    - The opportunities brought players into the process who otherwise would not have had ways to contribute their ideas.
    - Lead players and others lacked ideas and knowledge that were needed to develop effective projects and programs.
    - The lack of opportunities for marginal and ordinary residents to contribute ideas in other important areas created problems for them in later steps of the pathway.

*2. Expression of Ideas*

- The ability of players to express what they wanted to say depended on the conditions of their participation
- The ability of players to express what they wanted to say depended on the questions they were asked.
- The way ideas were elicited and the conditions under which ideas were elicited mattered.
    - Broad, open-ended questions and safe, comfortable conditions enabled marginalized and ordinary residents to identify important issues, problems, and needs that the lead players had not raised or been aware of before.
    - Opportunities with more targeted questions also elicited valuable ideas from community members.
    - When conditions prevented people with a "seat at the table" from expressing their ideas, those people experienced negative emotional consequences and other players lacked ideas and knowledge that were needed to develop effective programs.
    - When the conditions of participation changed, marginalized and ordinary residents lost their only means of expression.

3. *Communication of Ideas*

- Opportunities for direction communication and discussion of ideas varied substantially among players.
- In the course of articulating, recording, and reporting ideas, some of the ideas that players expressed were misinterpreted or lost.
- The ideas of different kinds of players were rarely differentiated in records or reports.
- The extent to which players' ideas were communicated accurately, specifically, completely, and widely mattered.
    - These kinds of opportunities broadened support for some ideas by making more people aware of issues, problems, and needs that community members wanted to be addressed and by identifying different reasons for wanting a particular action to be taken.

- Sharing ideas broadly prevented the substitution of ideas.
- Bringing diverse people together on an ongoing basis led to the development of relationships that made concerted actions possible.
- Through ongoing meetings where they could share and discuss ideas, participants – particularly members of marginalized groups – gained voice and skills and a sense of power over their own lives.
- The careful recording and reporting of ideas supported difficult and controversial actions to address issues that mattered a lot to marginalized residents.
- The lack of reports, or the nature of the reports that were prepared, limited the broader community's awareness of issues, problems, and needs that mattered a lot to marginalized residents.
- The lack of clarity or specificity in the communication of ideas created serious problems in some of the cases, particularly when one party was acting on ideas expressed by another.
- In some of the cases, opportunities that didn't differentiate ideas among people in different groups created a false semblance of consensus and limited what the lead players and others could accomplish.

*4. Use of Ideas*

- Ideas contributed by lead players were very influential.
- Many of the other influential ideas came from other players with clout, resources, or acknowledged expertise who could help move the lead players' ideas forward.
- The use of ideas from marginalized and ordinary residents depended on the alignment of their ideas with the ideas of other players.
- The use of ideas from marginalized and ordinary residents depended on the support of other players in moving residents' ideas forward.

*Neighborhood Resource Connection (NRC): Engaging Youth, Engaging Neighborhoods Program*

This program is a collaboration between the Neighborhood Resource Connection (NRC) and researchers from the University of Notre Dame in South Bend, Indiana. Youth that participate in the program are in grades 7th thru 12th, and examine their neighborhood and take pictures giving them a chance to express what they would like and what they would like to see changed through pictures. There are a few different groups and each have a different theme such as, "Twelve great things about my neighborhood, "Twelve things I would like to change about my neighborhood," or "Living in my neighborhood." After the pictures are taken, they meet with their mentors and researchers from the University of Notre Dame to discuss why they chose to take the pictures they did in their neighborhood. This research method is called Photovoice. The goal is to determine what needs to be changed and what kind of plan can be put into place.

The end result of this program is to give youth a chance to express themselves and have a voice in

their neighborhood be heard. By doing so, the youth will learn about community engagement that could influence them to be involved with the community in the future and adulthood. Stuart Greene, a University of Notre Dame professor and a program partner stated, "the key points of EYEN are creating a sense of community, creating a sense of voice, and creating a sense of democratic space,"

This specific program has been in existence for about 6 years. The NRC wanted to create a program for youth to have a voice about how they would like to see in their neighborhood improve. The first year 2011-2012, the students who participated were from a neighborhood called Monroe Park. Working with the NRC, community members, and other stakeholders, the
students walked around and assessed the neighborhood. They believed a concerning issue was the lack of play space for children. After the the project was complete, faculty from the University of Notre Dame wrote up the details of their experience and sent it to a national outreach conference. The faculty, as well as the students, were invited to the conference to be co-presenters.

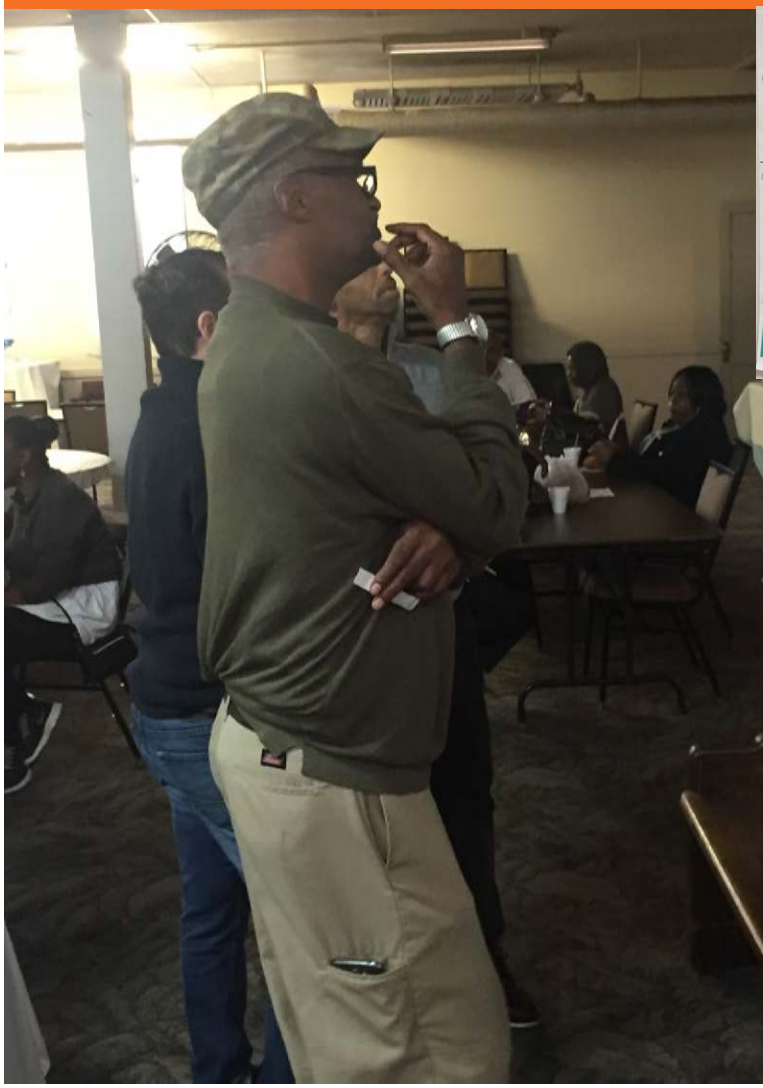
In 2012-2013, Robinson Community Learning, which is sponsored by the University of Notre Dame, contacted the NRC expressing an interest in their photography students to become involved in the program. The group decided they wanted to revamp Kelly Park. The students could show Mayor Pete Buttigieg their findings and made suggestions to the park that would later be implemented.

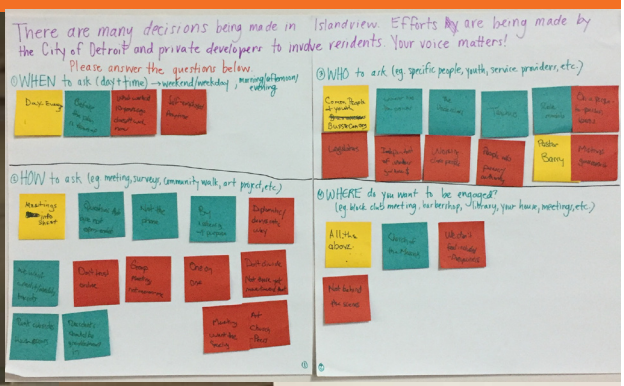
EYEN has not only helped youth express themselves in their community but also examines how the process works if there is something they would like to see change. This program also alters the way students feel about getting involved with projects in their community, creating a greater sense of involvement when they can see their feedback translated into real results. The positive impact of EYEN is evident and proves the importance of generating more programs such as this in communities.

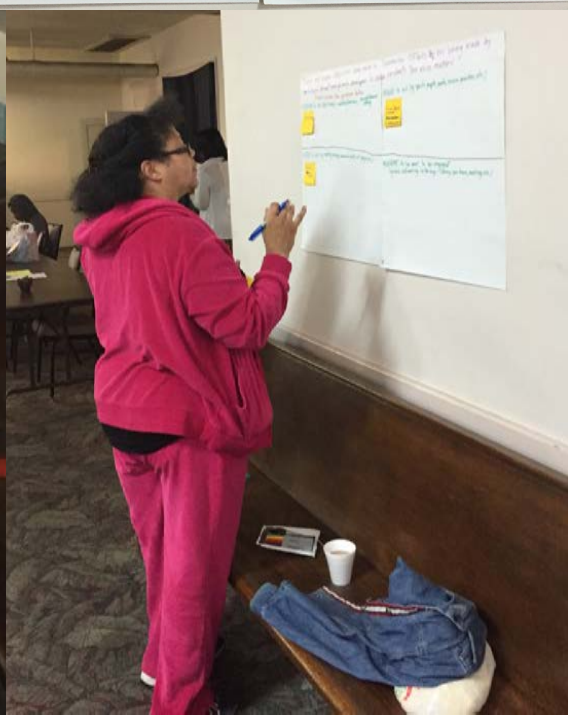
A number of key lessons were learned from reviewing case studies. The overarching theme is that community engagement is hard and labor intensive work that requires a specific skillset that must be learned before embarking on a community engagement effort. Many of the people involved in the projects highlighted in our case studies section, were working with the community in a way that involved the community in planning the engagement process. This is something that was considered while developing the self-assessment tool.

Another lesson learned from the case studies is that community engagement is viewed and organized different outside of the United States. The examination of Scotland's Community Empowerment Act provided an example of a country-wide standardized process and minimum standards for community engagement. This enabled us to learn about how formalized community engagement efforts can be. It encouraged us to look outside of the box in terms of what could be possible.

# Citizen Engagement Research





# Citizen Engagement Research

***Timeline of Community Involvement in Development Decisions in Islandview: 1990-2017***

All of the examples below are examples development decisions or planning processes that had an element of resident participation in them. In each section, the type of involvement of residents has been described. Many of these levels of participation fall at various levels of Arnstein's Ladder of Participation, which will be explored in later sections of this capstone report.

*1990 – Islandview Infill Housing Development Plan*

This infill housing plan, led by Church of the Messiah, which is located at 231 East Grand Boulevard, was created with the input of residents, church leaders, and social service/human service organizations. The intention was to develop a plan for new infill housing for low-to-moderate income households in the areas immediately surrounding the church (East Grand Boulevard and East Lafayette). Infill housing is housing that is built on vacant land or lots and are located between existing housing in urban areas. The housing development plan was designed using an advisory planning committee made up of community residents who were already active, representatives from different neighborhood service organizations, businesses, and a variety of others. This was a year-long process led by the advisory committee who made sure to involve residents and stakeholders from various sectors. Residents were presented with materials and opportunities to critically assess and refine the results at each stage. In this case, residents were involved at each iteration of the process. They had opportunity to see data, present ideas and solutions, identify challenges, and participate in the final decision making process. The results of the advisory committee with resident participation was a plan that included the development of different housing types, all of which would blend in with the character of the neighborhood and not disrupt scale or character. The plan also included measures to ensure existing residents were not displaced. It also included methods to use vacant land that included parks and other recreational uses (Kadushin 104).

*1990 Islandview Community Development Roundtable*

The community development roundtable was a twelve member committee of residents and representatives from neighborhood organizations that came together to identify and deal with needs in the community. They were working to develop solutions to disinvestment, increasing vacancy, and increasing crime.  Eight of these groups voted to develop the Islandview Community Development Corporation (Kadushin 104).

*1993-1994 Neighborhood Empowerment Zone/Islandview Physical Development Plan*

The Neighborhood Empowerment Zone (EZ) was an initiative developed during the Clinton/Gore administration to improve the communities most impacted by blight and disinvestment. Cities had to apply to get EZ designation and would in turn receive new funding, moderate business tax breaks, and encouragement to increase collaboration in the community. A successful application needed to show that the applicant had multi-sectoral participation and included the input of residents, and had partnerships rooted in the community. During his announcement of this program, then President Clinton said "Not a dime will go out without a coordinated strategy developed at the grassroots level." (DeParle) A group was assembled in Islandview to apply for EZ designation. The application was successful as part of a larger lower east side EZ designation (Pictoff). Though residents were mandated to be part of this application to receive this designation, the process has been described as being rushed in order to meet the Empowerment Zone requirements (Kadushin 186).

*1992-present Community Foundation of Southeast Michigan (CFSEM) – Detroit's Riverfront East Neighborhoods*

The Community Foundation of Southeast Michigan has supported efforts to improve the east riverfront since its inception. The foundation has recognized for many years that the riverfront is a key opportunity in the revitalization of Detroit (CFSEM, 4). The foundation believed that the riverfront development was the key to unlocking millions of dollars worth of investment in the east riverfront area as well as they key to attracting thousands of new residents. Their involvement in the development of the east riverfront has been to build the conditions that would encourage community engagement, through data publications and engagement strategies, and funding multiple projects along the riverfront itself, and in the ten neighboring communities, including Islandview (CFSEM 4).

*1992 and 1996 Greenways Initiative*

CFSEM funded the Rails-to-Trails initiative that was intended to look at the potential alternative uses for using abandoned rail corridors. Specifically, they sought to see if abandoned rail corridors could be turned into uses that would promote health, recreation, preservation of land, and economic and community revitalization (CFSEM 6).

*2005-2007 East Riverfront Planning - Conservancy and Riverwalk*

CFSEM, Kellogg Foundation, and Ford Foundation joined forces in 2005 to leverage the potential of the Riverfront to help revitalize Detroit. All three agreed that whatever activities took place, they should have positive benefit for the ten communities that were close to the river. They decided to collectively fund the Detroit Neighborhood Fund (DNF) which was a community development initiative to support the

thousands of residents who lived near the riverfront. The purpose of the DNF was to build stronger and healthier communities. The three foundations invested over 15 million dollars into this strategy. They DNF gave grants to projects that increased the involvement and leadership of residents to deal with issues in their communities (CFSEM 6).

Their activities included funding research into the ten communities and holding focus groups to present data to residents. They also asked residents how they thought issues should be addressed. The three foundations agree to fund only projects that helped to build neighborhood leadership capacity. They also commissioned some work from a team of three organizations - LISC, Urban Ventures, and New Detroit to support the development of a community engagement plan for working in the ten communities. This team talked to over two hundred residents and stakeholders to develop this plan.

CFSEM invested in three leadership development opportunities in the Riverfront communities, including Islandview:

1) Good Design Builds Good Neighborhoods

This project was coordinated by several nationally recognized architects. The intent of this work was to increase the understanding of people who wanted to become more involved in the future of the Riverfront. The group organized a series of workshops that presented information about the communities that were adjacent to the riverfront. During these meetings, the organizers asked residents to think about what could make the communities better in terms of safety, health, and economic, social, and environmental sustainability. The use of interactive sessions was used in order to provide ample opportunity for resident participation and feedback. The results of these workshops was a set of recommendations that might be used to improve the way the neighborhoods look and to improve walkability (CFSEM 8).

2) 2008 Involving Residents in Planning

In 2008, the Villages Community Development Corporation asked residents to participate in a community-wide planning effort that included design charrettes, which are focused planning sessions where various stakeholders work together to develop a vision or strategy or plan. They are designed to be open and have room for all to participate. During these charrettes residents and other stakeholders identified steps to make the community more walkable, to increase park usage, expand recreation opportunities, increase safety along commercial corridors, and develop an overall vision for a healthy community. All of these decisions were based on realistic, and the most up-to-date data (CFSEM 8).

3) Tackling the Vacant Land Issue

a) 2009-2010 Lower Eastside Action Plan (LEAP)

CFSEM funded part of the LEAP planning process. LEAP was a resident and stakeholder-driven,

planning process that sought to take on the issue of vacant land in the lower east side. This participatory planning process was created by Community Development Advocates of Detroit (CDAD). It was spearheaded by CDAD and the Warren Conner Community Development Corporation who coordinated the work of eight participating community development organizations. The group surveyed 7000 residents and worked with a 'stakeholder advisory committee' of 150 members to draft a set of recommendations and future land uses for the eastside. These recommendations included ideas to repurpose vacant land, use local assets to their highest potential, and methods to preserve existing density. The LEAP process put the voice of residents up front in the planning process on equal footing with the professional planners (CFSEM 9). Since the LEAP planning process, CDAD has supported many other areas of the city in their participatory planning processes including: Brightmoor, Northeast Detroit, Cody Rouge, and Springwells Village.

b) 2010 Community Legal Resources (CLR)/Vacant Property Campaign

CFSEM funded a series of resident-driven neighborhood stabilization plans that was developed by using the experiences of residents and the participation of residents in a series of meetings and workshops. A plan was developed to stabilize residential areas. This plan was known as the "Neighborhood Stabilization Plan – the Villages Communities. This funding was also used by CLR to provide technical assistance to the LEAP process (CFSEM 9).

*Genesis Hope – Islandview Village Master Plan (2016)*

Genesis Hope Community Development Corporation worked with Lawrence Technological University Design Studio to create visual concepts for residents' community plans. These plans were based on previous community meetings as well as some meetings designed specifically for this purpose. Students also used first person observation, interviews and workshops to develop their materials (Neighborhood Exchange 2016).

*2010 - 2012 Detroit Future City (DFC)*

Detroit Future City was an ambitious process commissioned by Mayor Dave Bing to develop a framework for the future of Detroit. This framework was developed after much controversy surrounding the then Mayor's comments about relocating residents. The framework was created using the knowledge of staff, data, and the results of an intense community engagement strategy. This intense engagement strategy included hundreds of meetings and informal engagement strategies, 30,000 conversations, 163,000 'connections' and over 70,000 surveys. DFC is a city-wide framework and thus made recommendations for the future of Islandview (DFC 3). Included among these recommendations include future land use recommendations. DFC recommends that much of Islandview be converted to Innovative Productive in the next 50 years. This is a land use that allows residential dwellings and productive land uses (26).

*2017 The Villages Neighborhoods Strategy – by City Form Detroit*

This strategy was commissioned by Villages CDC to use as the guiding framework to implement physical and economic development strategies for sustainable development for the villages. The community involvement in this process unfolded over the course of three community meetings that resulted in four key recommendations for the community (City Form:The Villages Neighborhoods Strategy):

- Develop a complete neighborhoods
- Improve mobility,
- Foster diverse/equitable prosperous community
- Build neighborhood connectedness, character, identity

*City of Detroit Planning and Development Department - Islandview and the Greater Villages*

The City of Detroit is engaging in a planning process in Islandview and the Greater Villages. The process involves the Mayor's Office, Department of Neighborhoods, Detroit Water and Sewerage Department, and Housing and Revitalization Department. The purpose of this planning process is to develop a "... comprehensive neighborhood, landscape, and Green Stormwater Infrastructure (GSI)" (PDD, Islandview/Greater Villages 2017). Islandview and the Greater Villages is an area that was chosen due to its varying housing density, strong economic potential, and issues with neighborhood flooding. This process is intended to improve the quality of life, strengthen the local economy, reduce the risk of flooding, develop new housing options, and create more vibrant, walkable neighborhoods.

To date, there have been four community engagement meetings in this planning process (PDD, Islandview/Greater Villages 2017). These meetings were set up where residents rotated between different tables. Each table corresponded to a different decision that was being made, and included things like: the beltline greenway, transportation, new housing, commercial corridors, and greenspace. The first meeting was met with some opposition from some residents. A group of residents submitted a 'list of demands' during the process which highlighted issues they thought were important to include in this planning process. These 'demands' were related to ensuring that upcoming development plans would not lead to gentrification-led displacement and that the process included more opportunities to engage (Resident, Public Meeting, May 18, 2017). The second meeting was disrupted by a small group of residents who were concerned that the issues raised in the first meeting were not represented amongst the list of issues raised at the last meeting. This meeting deteriorated as residents demanded to be heard about their concerns (Residents, Public Meeting, May 18, 2017).

***Team Engagement Activities***


**Figure 24 Analysis of Resident Survey,** ***Source: Author***

Through attendance at community meetings, academic research, and conducting interviews with people at all levels of the community development process, common themes of the challenges regarding community engagement work in Detroit today emerged. These themes reflect feedback our team heard during our own engagement process.

*Little understanding of the local community on part of those doing the engagement*

In any interaction with the community, there is an inherent power imbalance between those being engaged and those doing the engagement (Unite for Sight). This power imbalance is exacerbated by the feeling that many people doing community engagement work are working in community that they do not or have not ever lived in (Resident, Public Meeting, May 18, 2017). There is a risk of professionals having preconceived notions about the community based solely on data and media reports. Residents report feeling that their input has been trivialized and not evident in the final project or program plans (Unite for Sight; Resident, Public Meeting, May 18,2017).

*Inflexible engagement processes*

Many community engagement opportunities operate within strict parameters. These parameters offer little opportunity to challenge the power dynamics of the engagement process or discuss anything outside the scope of the particular engagement process – even if the topic is directly related to what is being discussed (Resident, Community Meeting, May 18, 2017). Engagement processes are often constrained by funding sources, who the engagement worker is representing, and any timeline limitations. These constraints often limit the authentic participation of residents by imposing strict limitations on what is being discussed, how it is being discussed, and how long it is being discussed (Unite for Sight).

*Relying on personal networks when inviting participation*

Many times, the same residents and stakeholders are asked to participate in community engagement efforts. This is often because they are the most well-known, the most vocal, and the most docile. By constantly turning to the same residents, it is often the residents and stakeholders with the highest social capital that are constantly being engaged. Engaging those with the highest social capital, or those that are the most well-known, often marginalizes those whose voices are difficult to include due to barriers to participation (Resident, Community meeting, June 14, 2017). It also gives additional decision-making powers to those who claim to represent the community but in fact do not. Many times, these individuals are removed from the most challenging aspects of a community. This also increases the risk of powerful community members posing as gatekeepers between the community and the entity doing the community engagement (Unite for Sight).

*Conflicting opinions between groups within a community*

Conflicts can arise when there are opportunities for growth or development in a community that is often plagued by limited resources (Resident, Community meeting, June 7, 2017). Without processes embedded within a community to develop shared plans and a shared vision, there is potential for conflict regarding what should happen in a community. This uncertainty may make it easier for outsiders to exploit the community by using inauthentic engagement methods. This is an added risk for highly diverse communities in terms of language, age, and socioeconomic status (Unite for Sight).

*Timeline and product over process*

Authentic community engagement is time-consuming and can require many resources. The time and resources required to do authentic community engagement often poses a challenge to those doing the engaging. This challenge can be attributed to the tension between delivering a product in a timely fashion and having time to engage in an authentic process with a community (Resident, Community Meeting, May

18, 2017). Residents who have been dealing with ongoing challenges in their communities may want quick results as well. The importance of having a good engagement process is something to consider in any work within a community. A good process may reduce cost and time in the long run by ensuring that the work reflects what is appropriated and desired by a community.

*Residents not interested in participating*

Many residents in Detroit have been through multiple engagement processes throughout the years. They may feel 'consultation burnout' or fatigue. This is a reason they may be hesitant to participate in an engagement process. Another reason they may not be interested in participating is that project is not of interest to them. This could be an indication that whatever project or program is being planned is not appropriate for the community. Another reason residents may not want to participate is that they do not trust the entity doing the engagement (Resident, Community meeting, June 7, 2017).

Our team then synthesized these themes into the following 10 core questions , which were used to inform our project deliverable:

1 – At what stage of the engagement process are stakeholders involved?
2 – Are participants reflective of the community?
3 – Is the decision making process responsive to community input?
4 – How does the process allow residents to speak to what concerns them?
5 – Is there a diversity of engagement opportunities?
6 – Are barriers to participate in the process being addressed?
7 – Is the process welcoming?
8 – Is the data being shared with the whole community?
9 – How is the data being used?
10 – What is the facilitator's' knowledge of the community?

Researching and documenting Islandview's history, current conditions and needs, and the context in which attempts to include residents in the decision-making process of various projects, were key processes in informing our team's future work on our Capstone Project. By synthesizing the neighborhood's historical context both in terms of circumstance - pertaining to the history of community engagement methods - as well as geographic region - examining the history of the region itself- our team was in a better position to understand the needs of the Islandview's neighborhood and create a deliverable that would create more effective and equitable community engagement best practices.

# Project Proposal and Deliverable

# Project Proposal and Deliverable

Throughout our research, it was evident that there was a disconnect between those completing projects and the residents affected by them. By using a bottom-up approach, we concluded that a self-assessment workbook, developed in collaboration with residents and community practitioners (who we define as community development organizations, developers and government officials), would be an effective project deliverable that could be used to improve the community engagement process in Islandview and serve as a model to more broadly improve engagement practices.

***Project Proposal***

Based on the information from our research, interviews with residents, community development organizations, developers, and other stakeholders, we developed a self-assessment workbook, called the Community Engagement Workbook, to be used during regular intervals during and after the implementation process to ensure effective and equitable engagement of community stakeholders. This community engagement workbook is a tool designed to help organizations assess their community engagement processes. The tool is designed to be used by anyone - not matter your staff size or budget - seeking to meaningfully engage community residents in the decision-making process of any given project. The tool can be useful in developing (but is not limited to) the following projects:

- Planning processes (private consultants, city staff, community group, etc.)
- New or repurposed housing or commercial projects
- New programs and services
- Starting a new place-based organization
- Determining what activities your organization should engage in
- Placemaking
- Community benefits negotiations

The workbook consists of 10 questions, which were developed from the 10 commons themes our team uncovered in working with community stakeholders and were designed using the knowledge and insight gained from research including promising practices in community engagement, facilitated exercises, surveys with residents, interviews with community development practitioners and observations during a series of community engagement meetings.

*Resident engagement research included*


**Figure 25 2017 Islandview Resident Engagement Activities, *Source: Author***

The workbook consists of the following questions and the complete workbook is included in the appendix of the Capstone book:

*10 Questions to ask when doing Community Engagement*

1. How well are community engagement practitioners informed about the community they are engaging with? (historical context, current issues, demographic and income information, etc.)
2. Do community engagement practitioners have practical knowledge and training in various methods and theories of engagement?
3. Are residents from the community involved in designing the engagement process?
4. Do participants from the community reflect who lives in the community?
5. Are you providing multiple engagement methods (surveys, charrettes, meetings, etc.) being used? Do residents have the ability to provide input as to what methods are being used?
6. Do residents have the ability to raise issues that are important to them during the engagement process?
7. Are potential barriers for residents to participate being anticipated? How will they can be addressed?

8. How are the results of the engagement process being shared with stakeholders (residents, City officials, or community development organizations)?
9. How are residents involved in analyzing data about their community and choosing actions based on what the data has revealed?
10. How are you notifying the residents about your process? Are you using a variety of communication methods?

***Action Proposal and Key Recommendations***

This tool will not only help community practitioners improve their engagement practices, but it will also help residents to assess the engagement processes they are currently participating in, allowing for more equitable and effective projects throughout the city of Detroit and beyond.

The following are our key recommendations and some examples of action proposals for our deliverable. In creating these proposals, our team determined various strengths, weaknesses, opportunities and threats associated with each proposal:

*Improved Participatory Planning*

The workbook will help practitioners to plan for strong community-wide, participatory planning as a method to ensure voice of community is included in determining or preserving its future. These planning processes can cover land use, neighborhood stabilization, and quality of life issues such as community safety, education, and employment.

Strengths:

- Highly participatory
- Doesn't start from a particular point of view
- Allows residents to define the terms

Weaknesses:

- Resource heavy - requires a lot of labor and money
- Many meetings (meeting fatigue)
- Difficulty to find people who know how to facilitate this kind of process

Opportunities:

- People are becoming more supportive of this kind of planning (not a foreign concept anymore)
- Plans being leveraged to raise other money
- Local examples of plans of this nature

Threats:

- Difficulty finding funding for this kind of process

- Planning and Development Department only working in certain neighborhoods and only considering a narrow focus (tension between those and other neighborhoods)
- Belief that residents' expertise not as valuable as technical expertise

*CDOs have staff dedicated to community engagement*

Community Development Organizations (CDOs) having staff dedicated to community engagement. Very often, many CDOs are resource limited and do not have the luxury of having staff dedicated solely to community engagement. Very often staff at CDOs do community engagement that is connected specifically to short-term projects. Having permanent staff dedicated to building relationships with the community would help the CDO have an ongoing relationship with the community.

Strengths:

- Improved communication between residents and the organization
- Increased trust between residents and the CDO
- Possibility of decreasing barriers to decision-making in the community

Weaknesses:

- Requires funding for a full-time staff person
- Difficulty understanding how the organization will use the input from residents
- Often requires many hours of work that is not reportable as action to funder

Opportunities:

- Local examples - Jefferson East Inc., Skillman neighborhoods
- Possibilities for community engagement workshops for local CDOs through Community Development Advocates of Detroit and Michigan Community Resources

Threats:

- Difficult to find staff that can navigate demands of community and needs of organization
- Potential for these positions to be tokenistic or in name only (a cover for the CDO to do what it wants)

*Other Recommendations*

City-wide community development capacity-building groups (such as LISC, Community Development Advocates of Detroit, or Michigan Community Resources) consider engaging in the following activities to build the capacity of community development and engagement practitioners.

Current community development and engagement practitioners be offered classes on community engagement and democratic decision-making to help them improve their practice. Course curriculum should be co-created with residents, other stakeholders, and community development practitioners. Cours-

es should feature a variety of instructors including residents.

A group of community development practitioners, planners, and residents meet to develop core competencies and standards for community engagement. This would provide some common skills and knowledge that engagement practitioners should meet and provide some base level standards to meet for engagement processes.

A group of community development practitioners, residents, and planners meet with local funders to advocate for funding for permanent community engagement staff for community development organizations and other place-based organizations. These engagement workers should work to build relationships between their organizations and between residents and other stakeholders in the community. Permanent engagement staff at place-based organizations can help support stronger decision-making processes in the future by building strong, long-term, trusting relationships with residents and connecting residents to decision-making opportunities. This would reduce the need for outsiders to build engagement strategies in isolation from the community they are engaging in.

When an organization based outside of a community is attempting to engage the community in a decision-making process, they should develop a partnership with a local, trusted place-based organization and representatives from various resident groups. This group would help guide the engagement process and demystify the inner-workings of the community. They would help determine what methods would be appropriate and help them build trusting relationships with residents.

***Implementation Strategy and Project Outcomes***

*Projected Outcomes*

Throughout the Capstone process, our team considered various projected outcomes, anticipating the implementation of of our workbook. The workbook was created using a bottom-up approach and included input from Islandview stakeholders and research from implemented community engagement efforts, to create a self-assessment tool that all neighborhood stakeholders can use to create a more equitable community development engagement process in the future. The HOPE Model can be used to show various outcomes of the workbook for Islandview's stakeholders.

<u>Human Development</u>

Creating a tool that enables Islandview residents to be more effectively and equitably ngaged in the community development process is at the core of our capstone project. Our project can provide a tool for residents to assess and hold accountable those who are impacting their neighborhood in various ways. This tool can also be used by residents to gain greater understanding of an engagement process that is be-

ing implemented in their community. Should the entity engaging the community share the results of their engagement matrix, there is possibility of residents having the opportunity to suggest improvements to the process if appropriate.

Organizational Development

It is our hope that this capstone project can be implemented in other neighborhoods and communities and that CDC's and other community development entities will self assess their own community engagement practices. The self assessment tool and accompanying research is to be created in such a way that it can be used by any organization of any size or experience level. The tool will be designed in such a fashion that an organization can use the initial assessment as a foundation from which to build their future engagement work. Organizations will be able to use this tool on a regular basis to measure the direction of their engagement work and be able to consider questions about whether they are improving their processes or not.

Physical Development

The self-assessment component of this capstone project has a particular use for developers working on physical projects in Islandview and beyond. If implemented, our project and the direct feedback included in it from neighborhood residents and stakeholders. Knowing the community's preferences ahead of time can save developers time and money. In addition to understanding the community's preference for particular development projects, this assessment tool will also be appropriate to design a process for engaging the community and other stakeholders in questions related to local jobs, community benefits,and other concerns related to issues including environmental impacts and local character.

Economic Development

In the same way that the self-assessment component of this project can inform effective physical projects in Islandview, it also informs economic development projects. Not only can development companies and individuals self-assess their own community engagement practices going into a project, but residents can demand an established standard of engagement practices. Ultimately, economic developers and residents can work together to create projects that are profitable and that serve the community.

*Other Important Outcomes*

Additionally, outcomes of the workbook can be considered beyond the HOPE Model in the following ways:

Social Justice

Detroit's Islandview community offers reminders of the city's era of growth and prosperity, as well as its struggle for racial equality and social and economic justice. As there are many plans proposed that will impact this community, our project offers an opportunity for there to be equitable community building and participation and engagement for those who live, work, and recreate in Islandview. This would help ensure that plans result in an inclusive future.

Expected Restraints/Limitations

An overall lack of resources that individuals and organizations can commit to community engagement can be considered a major restraint/limitation with this project. Many community-based organizations, as well as the City itself, are underfunded and are often understaffed, making adequate community engagement difficult as part of their work.

Expected Impact on Diversity and Multiculturalism

By creating a workbook to assist all parties of interest in assessing themselves and the work they are doing, the desired goal is that there will be an intentional effort made to include all members of a community – youth, seniors, single mothers, returning citizens, etc. The desire is that all residents feel as though "There is a Place for You in Islandview" (Pastor Barry). It is important to honor the experiences of those living in the community and respect their expertise.

Expected Impacts on Regional Development

While our project is focused on the Islandview neighborhood in the City of Detroit, it is our belief that our workbook could be used within any community in city and surrounding metropolitan area. The best practices provided can be a guide for all stakeholders to utilize in their efforts to create equitable community development into the future.

Influence (opportunities & impediments) of Public Policies and Other External Forces on the Project

There is an opportunity for the workbook, created with input from and for stakeholders in Islandview, to serve as a model for effective and equitable community engagement for the work of the the City of Detroit's Planning & Development Department. As the City implements and expands its work into the neighborhoods of the city, a self assessment tool could be a major asset. Currently, there is a sense of urgency to get work done, which leaves little time to engage the community. In addition, without a binding and effective Community Benefits Agreement in Detroit, there is no checks and balances system to incentivize developers to truly engage with the residents. While this is a current impediment, there is room for

adopting our principles of engagement, should a revision to the law were to occur.

***Implementation Strategy***

Our team also created a strategy by which the workbook can be implemented in Islandview. The workbook itself was created in collaboration with the Islandview stakeholders who will be responsible for using it. In order to create an effective tool to improve future community engagement practices, we first needed to establish buy-in from the following key community stakeholders:

*Community Development Organizations (CDOs)*

CDOs regularly engage in work in the communities they serve. Whether they build or manage affordable housing projects, steward land, work on commercial corridor development, or a number of other activities they engage with residents on a daily basis. In some circumstances, the CDOs may have a strong relationship with the community in which they serve. In other cases they may not. It is important for residents to be connected to the work of CDOs in order to ensure what is happening in their community reflects what residents want.

| | |
|---|---|
| Strengths | • CDOs are usually permanent fixtures in their communities and have long standing relationships with some residents<br>• They are likely known to the community especially if they have been in the community for a long time<br>• Any recommendations posed by this group can be added to their existing community engagement strategies |
| Weaknesses | • Many CDOs are under financial duress – they may not have the resources to intensify their engagement efforts<br>• Many CDOs are long established and may have difficulty changing their current engagement habits<br>• CDOs do not usually have staff dedicated to community engagement and usually conduct engagement on a project by project basis, they may not be able to make a stronger commitment to engagement on an ongoing basis |
| Opportunities | • Resident-based groups have been working to improve their communities and have often forged stronger relationships with their local CDO than they had in previous years<br>• The work of place-based organizations is changing – many are no longer developing housing. This shift in work will require a stronger relationship with residents |

| | |
|---|---|
| Threats | • Funding for community engagement efforts is difficult to secure – most funding is attached to specific projects. To be able to have funding for a community engagement process requires either dedicated funding by a progressive funder or the use of unrestricted funding for community engagement efforts |

*Developers*

There are many developers doing work in Islandview and across the city. Many of these developers develop housing that will generate income through rents or purchases. Others are working with the intention of dedicating 20% of units in their buildings for affordable housing. The definition of affordable housing is something that is widely contested in Detroit. Other developers are developing commercial properties or large land use projects. All development should include a community engagement process.

| | |
|---|---|
| Strengths | • Developers may be able to raise funds for community engagement work<br>• Developers may want to do engagement work in order to improve public relations |
| Weaknesses | • Developers are not under any obligation to engage the community unless their development triggers a community benefits negotiation<br>• Developers may not understand the concept or practice of community engagement |
| Opportunities | • Developers in Islandview are having public meetings and residents are attending. This is an opportunity to voice their concerns. |
| Threats | • The urgency of development in certain neighborhoods across the city means that things are happening very fast. Islandview may be one of these areas of the city. This means there is risk that development projects will not have a community engagement component to them. |

*Planning and Development Department (PDD)*

PDD is currently working in Islandview on a planning process. Our team had the opportunity to observe and work with PDD throughout our Capstone project. We attended three planning meetings and worked with PDD staff in the testing phase of our workbook. Below is a summary of our findings in working with PDD:

| | |
|---|---|
| Strengths | • PDD will be working in the community in perpetuity so the product has a chance to be used long-term<br>• PDD will likely have resources to engage the community and will be able to use some of the recommendations in their work |
| Weaknesses | • PDD are likely to be under tight budget and time constraints and may not ever be able to undertake a robust community engagement strategy<br>• PDD are unlikely to engage in a full community planning process and may not be able to address much of what is raised in an engagement process in the near future |
| Opportunities | • P&DD staff who lectured to our class seemed open to the idea of receiving a resources about community engagement<br>• Information from residents about how they want to be engaged will enhance this project. Every effort will be made to build the recommendations based on the participation of a wide variety of residents<br>• P&DD is engaging in this type of planning work across the city and there may be opportunity to use the guide in other areas |
| Threats | • It may be too late in the Islandview process to regain the trust of many residents (both the particular residents causing disruption/those who nod their head in agreement with them) and those that feel the process has been 'hijacked' by the vocal residents |

**Preferred Action Plan**

After our community engagement and research, the team settled on developing a self-assessment tool in the form of a workbook that includes spaces to measure one's own engagement process against a number of areas gleaned from our research, a list of suggested actions to improve one's engagement work, some suggested readings and hints that your engagement process is improving. The complete guide can be found as Appendix 29. This tool was designed with Islandview in mind, but can be used in any community by anyone trying to engage the community in making decisions. The tool is based on the ten themes and was informed by our interviews and testing phase. The team went through several iterations of a final product and settled on a self-assessment tool based on the feedback we received from testing the product with people who do community engagement work who said they wanted something useful, that helped them assess their work without outside cost or judgement and that provided some resources to help them improve. The feedback we received was there were not many tools available to measure community engagement processes.

**Key Recommendations**

The team created a set of recommendations related to the self-assessment tool and a set related to community engagement in general. In regards to the use of our self-assessment tool, the team recommends:

1. Those whose jobs include engaging the community should assess their work using the tool and identify any areas where they can improve their process
2. People are going to embark on a community engagement process should review the tool to avoid some common mistakes that people make while engaging the community
3. Those who are struggling to understand why community engagement is so important to the future of Detroit, should review the tool and learn about the 'real life examples' and how they lead to success.

In relation to community engagement in Detroit in general, the team recommends that:

1. A community development support organization, such as Community Development Advocates of Detroit or Michigan Community Resources, and University of Detroit Mercy organize a community engagement training for people who are trying to work with the community to make decisions. This training should include a variety of trainers including residents.
2. A group of community engagement practitioners come together with residents to develop standards for community engagement. These standards could be used to streamline the community engagement process. A more streamlined process may reduce the unevenness experienced by residents across community engagement processes.
3. A group of community engagement practitioners and residents come together to advocate to local funders for funding for community engagement workers placed at local community development organizations. This kind of permanent engagement staff would enable organizations to develop trusting and long-lasting relationships with residents. These kinds of trusting relationships would also enable the organizations to connect outside organizations with residents in the community when decisions need to be made.
4. If people or groups from outside the community are hired to do community engagement inside the community, they should always develop a partnership with a long-standing organization or group that is highly trusted by the community. This organization could help the group make connections and gain insight they would otherwise not be able to get.

*Budget*

Budget constraints are one of the biggest barriers to successful community engagement. Constraints impact what the engagement activities are, the timeline, and the methods to get people involved in the pro-

cess. There are costs associated with getting meeting spaces, printing maps, printing materials, flyers for engagement, food and refreshments, staff time, and costs associated with technical assistance. To mitigate the costs of community engagement, organizations should put realistic requests to funders in their project proposals. These requests should reflect the actual costs of engagement and not be a rough estimate. There are several funders working locally that fund community development work. These funders should be approached to fund separate community engagement funding whenever possible. Among these funders include: Kresge Foundation, Kellogg Foundation, Ford Foundation, Knight Foundation, Erb Foundation, and Ralph Wilson Foundation.

***Project Assessment Methods***

Paramount to creating an effective Capstone deliverable was ensuring that the workbook was a practical and useable tool for practitioners to use in their work. Our team worked directly with a variety of practitioners, ranging from community organizations to government officials to developers, during Phase III and presented a draft of our workbook for testing. These "Core Practitioners" included:

- Banyan Investments
- Building the Engine of Community Development in Detroit (BECDD)
- City Form Detroit
- The City of Detroit's Planning and Development Department (PDD)
- Church of the Messiah
- Community Development Advocates of Detroit (CDAD)
- Detroit Collaborative Design Center (DCDC)
- Shelborne Development

During this process, the practitioners provided feedback about the clarity and overall effectiveness of the questions and themes contained in the workbook and also about the format so that the tool could be improved and its impact could be maximized. Testing the workbook with practitioners during this phase revealed that there is a need and willingness amongst these various practitioners to improve the way in which they include stakeholders in community projects and that a self-assessment tool could be effective in guiding more equitable and inclusive projects in their future work.

With a useable workbook in place that reflected both resident and practitioner input, the final phase of the project examined how the tool would be implemented, its projected outcomes, and both micro and macro success indicators that could be used to determine the workbook's effectiveness in the 12 months following our team's Capstone period through December 2018 and beyond. Our team determined that the workbook could have immediate impacts in Islandview's more immediate future as well as be catalytic in creating a more equitable and inclusive projects within this neighborhood as well as in others over time.

Specific projected outcomes are detailed in the book but, in summary, our team determined that our workbook could have implications on regional development in Detroit's metropolitan area, on social and racial justice issues for residents in Islandview and in other neighborhoods, and on various future physical and human service projects.

Our team outlined specific ways in which stakeholders and practitioners can measure the effectiveness of our deliverable. Successful outcomes will be measured by the extent in which practitioners use the workbook to improve their community engagement practices. The first group measured is those who provided feedback and tested the workbook as part of Phase III, categorized as our "Core Practitioners." Our goal is for 100% of our "Core Practitioners" to review and complete the workbook with relevant staff members. We will also measure success by how many new practitioners use the workbook. It is our goal for 10 additional practitioners doing work in Islandview or in the broader Detroit community agree to complete the workbook by December 2018. In order to do this, our team has created a list of practitioners who are doing relevant community engagement work and we will work with Church of the Messiah's leadership to send these organizations the workbook and encourage them to use it in their future work.

The workbook will be completed by practitioners independently to be used for self-reflection and assessment. To track this, our team will circulate a survey in December 2018 to the "Core Practitioners" and the new practitioners who received the workbook. The survey will include questions designed to gauge both the breadth of organizations who have used the survey the extent in which the workbook has influenced their engagement practices. It is our goal that 75% of the "Core Practitioners" and additional practitioners have adopted at least one of the capstone team's recommendations for improvement. This can be measured using indicators such as how many hours of community engagement-related training have practitioners taken as a result of using the workbook, how many practitioners have either submitted grant proposals for or secured funding to increase their community engagement capacity, or how many practitioners have performed a community engagement activities (surveys, meetings, charettes, etc.) as a result of using the workbook.

The success of the workbook can also be measured by its impact on Church of the Messiah's efforts to engage Islandview residents and the residents themselves. Assessment methods in this area will include how many monthly community engagement training workshops Church of the Messiah facilitated, how many Islandview residents were engaged in at least one community engagement process and how many Islandview residents were engaged in a community engagement process for the first time. In the survey assessed in December 2018, both the "Core" and new practitioners will be asked how the weaknesses generated in the workbook have been addressed.

# Conclusion

# Conclusion

Islandview is considered the western gateway to the rest of the villages. Its proximity to downtown, the Detroit River, the Riverwalk, and Belle Isle make its location ideal. Despite being challenged by vacancy, blight, and crime, Islandview is a community with rich assets. Among these assets are human, organizational, physical, and economic. The community is enriched by community development organizations, block clubs, parks, and development projects. Our team was fortunate to work with the Church of the Messiah, one of the Islandview's most influential community organizations. As a neighborhood entity that residents trust, leaders from the organization helped our team gain access to residents so that we could hear the concerns they have for the future of their neighborhood. They recognized that there have and will to continue to be many opportunities for developers, planners, city officials, and elected officials to complete projects in their area and that they expressed to us that they want to be included in decision-making of projects that will impact their community. And while practitioners often have the best of intentions to include residents in the process, community input is still not incorporated into projects. Our workbook directly addresses this issue and while it will not completely solve the issue of equitable community participation, it can be a catalyst for practitioners to either improve their community engagement practices or, for those that do not currently have a strategy, to begin one. The tool is designed to be used by anyone - not matter your staff size or budget - seeking to meaningfully engage community residents in the decision-making process of any given project.

# Appendix

# Appendix

**Figure Index**

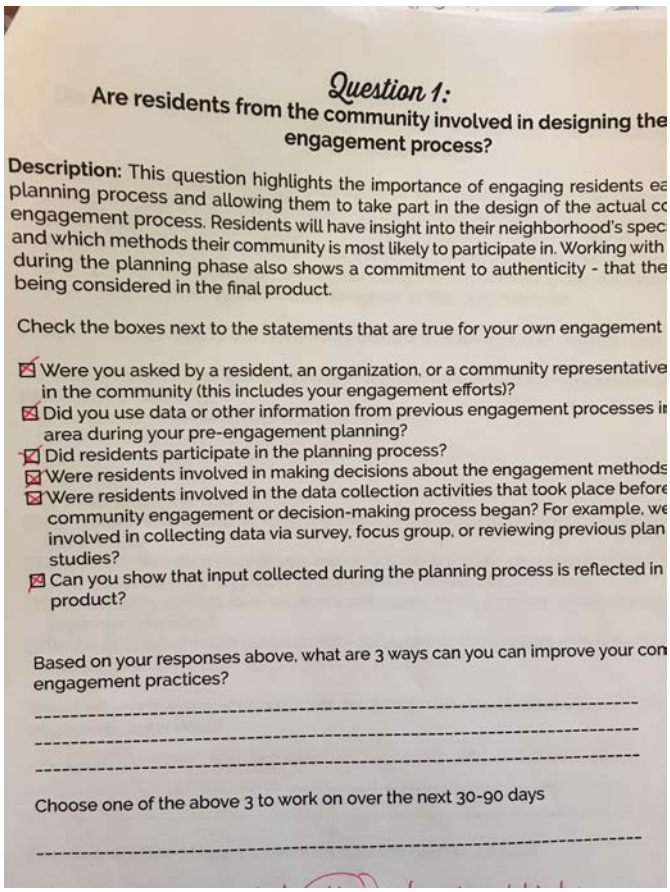
Figure 26.
SWOT Chart

| SWOT/HOPE | Human | Organizational | Physical | Economic |
|---|---|---|---|---|
| Strengths | ★ Population Size<br>★ Public Transit<br>★ Concentration of nursing homes and retirement communities<br>★ Stakeholder passion | ★ Organizational presence and support<br>★ Places of worship<br>★ Well-established organizations | ★ Walkability - less than 1 sq. mile<br>★ Land<br>★ Beltline Greenway | ★ New development - Platform and Banyan<br>★ Mack Avenue Development<br>★ Beltline Greenway<br>★ Land |
| Weaknesses | ★ Population Density<br>★ Median Income<br>★ Only 15% of populations is between 0-17 years old | ★ One recreation center (Butzel Recreation Center) within 20 min walk | ★ Lack of diverse housing options (70% Single Family)<br>★ Affordable housing options<br>★ Conflict Intersections<br>★ Barriers to access<br>★ Gaps in non-motorized systems<br>★ Low curb appeal | ★ Lack of commercial and retail properties<br>★ Local of non-chain restaurants within boundaries |
| Opportunities | ★ Neighborhood Culture and Identity | ★ LEAP Stakeholder Advisory Committee/LEAP III | ★ Proximity to Belle Isle/Riverfront<br>★ Beltline Greenway Expansion<br>★ Open Space Development<br>★ Concentration of employment opportunities | ★ City of Detroit's RFP<br>★ Historic Preservation<br>★ Proposed Economic Projects |
| Threats | ★ Lack of health services<br>★ Unemployment and lack of job opportunities<br>★ Gentrification<br>★ Crime/Safety<br>★ No permanent, year-round grocery stores/markets within boundaries | ★ Weak relationships between groups in the community | ★ City of Detroit's RFP - if community is not engaged in the process<br>★ Stormwater/Drainage management<br>★ Unsafe crossings | ★ Outsourced workforce<br>★ Outsourced food |

Figure 27.
Survey Data Analysis

| | Residents have opportunities to make decisions about things happening in your neighborhood | It is important for residents to be involved in making decisions about their neighborhood | Residents should be involved in making decisions about... | When do you want to be asked? | How do you want to be asked? | Where do you want to be asked? | Who do you want to ask? | Other Noteable |
|---|---|---|---|---|---|---|---|---|
| Agree | 12 | 26 | [redacted] | Before decisions are made - 1( | Meeting at COM | COM - 7 | Pastor Barry - 2 | Who had the power to name my neighborhood? |
| Disagree | 13 | | | During the day | Town Hall Setting - 5 | My School | Elected or City Officials - 5 | The same way they ask people with the money |
| Not Sure | 1 | | | During the evening | Survey - 3 | My House - 3 | Developers - 2 | What worked 10 years ago, doesn't work today |
| Park Projects | [redacted] | | 15 | | Email - 6 | No preference | Working class | |
| Housing Developments | | | 21 | | Phone Call - 3 | | | |
| Commercial Projects | | | 23 | | Text | | | |
| Land Use | | | 16 | | Door-to-door | | | |
| Bus Routes and Schedules | | | 17 | | Social Media | | | |
| Bike Lanes | | | 2 | | One-on-one | | | |
| None - I trust.. | | | | | | | | |

Figure 28.
Portion of Survey Completed by Ceara



*Question 1:*

**Are residents from the community involved in designing the engagement process?**

**Description:** This question highlights the importance of engaging residents ea planning process and allowing them to take part in the design of the actual co engagement process. Residents will have insight into their neighborhood's spec and which methods their community is most likely to participate in. Working with during the planning phase also shows a commitment to authenticity - that the being considered in the final product.

Check the boxes next to the statements that are true for your own engagement

- ☒ Were you asked by a resident, an organization, or a community representative in the community (this includes your engagement efforts)?
- ☒ Did you use data or other information from previous engagement processes i area during your pre-engagement planning?
- ☒ Did residents participate in the planning process?
- ☒ Were residents involved in making decisions about the engagement methods
- ☒ Were residents involved in the data collection activities that took place before community engagement or decision-making process began? For example, we involved in collecting data via survey, focus group, or reviewing previous plan studies?
- ☒ Can you show that input collected during the planning process is reflected in product?

Based on your responses above, what are 3 ways can you can improve your con engagement practices?

---

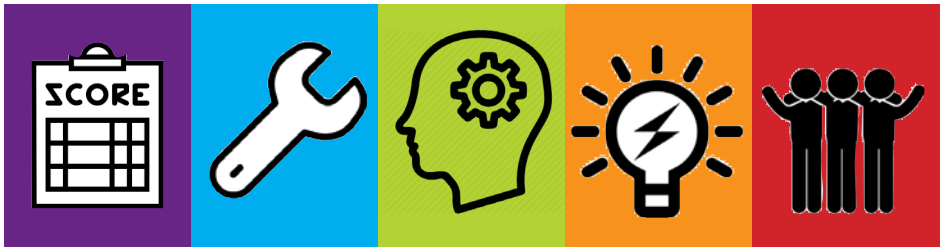
---

---

Choose one of the above 3 to work on over the next 30-90 days

---

Figure 29.
Engagement Workbook




# Am I Doing this Right?

## A guide to assess your community engagement work

**University of Detroit Mercy Master of Community Development**
**Capstone Team "Who Gets To Decide?"**
**MCD Capstone Team Members: Arkuski, Neistein, Newman, Reddy**

### *Our Group Process*

The ten questions in this section of the workbook were designed using knowledge and insight gained from research including promising practices in community engagement, facilitated exercises, surveys with residents, interviews with community development practitioners and observations during a series of community engagement meetings. These questions were established by students in the University of Detroit Mercy's Master of Community Development program as part of their capstone project. These questions were created after conducting comprehensive research in Detroit's Islandview neighborhood over an 8-month period from May-December 2017.

The hope is that this tool will not only help community practitioners (city officials, developers, independent consultants and community development organizations) improve their engagement practices, but it will also help residents to assess the engagement processes they are currently participating in, allowing for more equitable and effective projects throughout the city of Detroit and beyond.

**Resident engagement research included:**
70 Surveys Distributed
10 Stakeholder Interviews
10 Case Studies
7 City of Detroit Planning and Development Department Meetings
6 Community Meetings
4 Community Events
2 Community Engagement Sessions with Community Partner
5 Practitioner interviews
75 informal discussions with residents

### *10 Questions to ask when doing Community Engagement*

1. How well are community engagement practitioners informed about the community they are engaging with? (historical context, current issues, demographic and income information, etc.)

2. Do community engagement practitioners have practical knowledge and training in various methods and theories of engagement?

3. Are residents from the community involved in designing the engagement process?

4. Do participants from the community reflect who lives in the community?

5. Are you providing multiple engagement methods (surveys, charrettes, meetings, etc.) being used? Do residents have the ability to provide input as to what methods are being used?

6. Do residents have the ability to raise issues that are important to them during the engagement process?

7. Are potential barriers for residents to participate being anticipated? How will they can be addressed?

8. How are the results of the engagement process being shared with stakeholders (residents, City officials, or community development organizations)?

9. How are residents involved in analyzing data about their community and choosing actions based on what the data has revealed?

10. How are you notifying the residents about your process? Are you using a variety of communication methods?

### *Directions*

The following questions have been created based on qualitative and quantitative research on community engagement processes and models and with direct input from Islandview residents and other community stakeholders.

The purpose of this exercise is for community engagement practitioners to assess their own engagement practices and consider how they can be made more equitable and effective. Each section has questions for you to assess your engagement process, some actions you can consider to improve, suggested learning tools, and a real life example.

**Defining community engagement:**

Policy Link defines community engagement as "a way of communication, decision making, and governance that gives community members the power to own the change they want to see, leading to equitable outcomes." (Bergstrom, Rose, Olinger, Holley, 4)

According to the Tamarack Institute, community engagement is defined as:

"...the process by which citizens are engaged to work and learn together on behalf of their communities to create and realize bold visions for the future. Community Engagement can involve informing citizens about your initiative, inviting their input, collaborating with them to generate solutions, and partnering with the community from the beginning to create a desired outcome together. As Community Engagement increases, citizens move from being passive consumers of information to taking active leadership roles".
*(http://www.tamarackcommunity.ca/communityengagement)*

Tamarack institute described engagement as a long-term process that can include several stages and have different characteristics at each stage. Their 'Community Engagement Continuum' is a helpful tool to assess what stage your own engagement process is in. Look at the continuum and reflect on your own process. What stage are you working in?

# COMMUNITY ENGAGEMENT CONTINUUM

| | INFORM | CONSULT | INVOLVE | COLLABORATE | EMPOWER |
|---|---|---|---|---|---|
| |  |  |  |  |  |
| GOAL | To provide stakeholders with balanced and objective information to assist them in understanding the problem, alternatives and solutions. | To obtain stakeholder feedback on analysis, alternatives and/or decisions. | To work directly with stakeholders throughout the process to ensure that their concerns and aspirations are consistently understood. | To partner with stakeholders in each aspect of the decision from development to solution. | Shared leadership of community-led projects with final decision-making at the community level. |
| STYLE | "Here's what's happening." | "Here are some options, what do you think?" | "Here's a problem, what ideas do you have?" | "Let's work together to solve this problem." | "You care about this issue and are leading an initiative, how can we support you?" |

*Adapted from the IAP2 Public Participation Spectrum*

The Tamarack Institute
https://cdn2.hubspot.net/hubfs/316071/Resources/Tools/Index%20of%20Engagement%20Techniques.pdf

## *Framing Questions*

**Before diving in, consider the following questions to help frame your goals forcommunity engagement.**

| Community Engagement Planning Question | Your reflection |
|---|---|
| Why do you want to engage the community? What do you want to achieve? | |
| Who do you want to engage? Are you trying to engage the whole community? A certain part of the community? A certain geography? | |
| Are there residents or groups that you know you should connect with? Who are they and how will you reach them? | |
| How will you involve residents in the pre-engagement planning process? | |
| Who can you partner with? Are there individuals, organizations or networks that are doing work related to what you are doing? | |
| What resources do you have (funding, people and other)? | |
| What resources do you need? | |

| | |
|---|---|
| What engagement methods will you use? | |
| How much time do you have for your engagement process? | |
| How will you know if your efforts were successful? | |

After you have completed the questions about pre-engagement planning answer the following ten questions considering your own organization's engagement process. Reflect using the 0-5 answer key provided below. Review each section one-by-one: complete the self assessment, look at the suggested methods to improve, the real-life example and the learning list and then identify three ways you can improve your engagement process.

***Self-Assessment Scoring Key***

**When you are scoring, use the following prompts to answer:**

0= we are not doing it and it is not on our radar
1= we know we have to do it but we have not planned how we will do it
2=it is part of our current plan but we have not started yet
3=we are working on it now
4= we have done it and we are seeing results
5= we are having positive results and are ready to share our process with others

# Question 1

***How well are the community engagement practitioners informed about the community they are engaging with?***

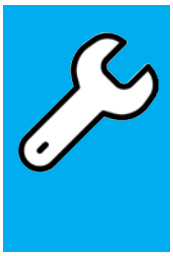
*(historical context, current issues, demographic andincome information, etc.)*

This question examines how knowledgeable engagement practitioners are about the community that their work will take place in. Knowledge of community includes understanding of the historical forces that lead to the current conditions in Detroit neighborhoods.


**When you are scoring, use the following prompts to answer:**

0 = we are not doing it and it is not on our radar
1 = we know we have to do it but we have not planned how we will do it
2 = it is part of our current plan but we have not started yet
3 = we are working on it now
4 = we have done it and we are seeing results
5 = we are having positive results and are ready to share our process with others

| Answer the following questions considering your own organization's engagement process | 0 | 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|---|---|
| 1.1 Does your team include native and long-term Detroiters? | | | | | | |
| 1.2 Are residents from the community working as part of the engagement team? | | | | | | |
| 1.3 Are residents from the community working as part of the engagement team in a paid capacity? | | | | | | |
| 1.4 Did you use data from previous engagement efforts to plan your engagement strategies? | | | | | | |
| 1.5 Do members of your team have experience working in the community you are engaging? | | | | | | |
| 1.6 Does anyone on your team have any personal connection to the community? | | | | | | |



## Suggested actions

- Native Detroiters teach others on team about city's history
- Hire more Detroiters
- Read up on history of the particular neighborhood you're in
- Hire/involve more residents on your planning team
- Walk the community with residents
- Read key texts about Detroit history
- Attend meetings in the community before the pre-planning process starts

## Learning list

June Manning Thomas, Redevelopment and Race: Planning a Finer City in Postwar Detroit (Detroit, MI: Wayne State University Press, 2013).

John Gallagher, Revolution Detroit: Strategies for Urban Reinvention(Detroit, MI: Wayne State University Press, 2013).

Sugrue, Thomas J. The Origins of the Urban Crisis: Race and Inequality in Postwar Detroit. Princeton, N.J: Princeton University Press, 1996. Print.

"A People's Story of Detroit." YouTube, uploaded by Building Movement Detroit, 12 September 2015, https://www.youtube.com/watch?v=qcAvvr6yYjM&t=551s

**Based on your review, what are 3 ways you can improve your engagement process?**

## Signs that your process is getting better

- engagement team reports deeper understanding of current conditions
- engagement team reports deeper understanding of historical issues
- there are less misunderstandings due to lack of historic knowledge during community meetings
- less time spent learning about historic and current events as time goes by

## Real life example:

A group of residents in Toronto hosted a "Jane's Walk". This walk was designed to teach people about their community. The walk covered history, current challenges, and assets in the community. A group from the council member's office and from local community organizations attended in order to learn more about the community from the perspective of residents.
*See: www.janeswalk.org/toronto for more details about Jane's Walks in general and www.janeswalk.org/detroit about Detroit Jane's Walks.*

# Question 2

## *Do community engagement practitioners have practical knowledge and training in various methods of engagement?*

This question examines the level of experience and training that practitioners have with community engagement. It is important to consider whether those involved in the process understand the complexities of community engagement, and know how to handle issues as they arise during the process.


**When you are scoring, use the following prompts to answer:**
0 = we are not doing it and it is not on our radar
1 = we know we have to do it but we have not planned how we will do it
2 = it is part of our current plan but we have not started yet
3 = we are working on it now
4 = we have done it and we are seeing results
5 = we are having positive results and are ready to share our process with others

| Answer the following questions considering your own organization's engagement process | 0 | 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|---|---|
| 2.1 Do the people who are engaging the community have training in community engagement practice? | | | | | | |
| 2.2 Do the people who are engaging the community have previous community engagement experience? | | | | | | |
| 2.3 Have the people who are engaging the community received group facilitation training? | | | | | | |
| 2.4 Are the people who are engaging the community experienced in taking notes at community meetings? | | | | | | |
| 2.5 Do you use trained residents in your engagement process - facilitation, surveying, focus groups, etc. | | | | | | |
| 2.6 Do you have a budget for community engagement training? | | | | | | |

### Suggested actions

- all practitioners receive training in community engagement practice
- practitioners who are not experienced are paired with experienced practitioners to learn
- all practitioners receive group facilitation training
- those who are not experienced in group facilitation act as 'co-facilitator' with a practitioner with experience
- training is provided to key residents who are part of the engagement process
- use residents as facilitators and engagement workers
- secure funds for community engagement and facilitation training for staff and resident volunteers

## Learning list

Neighborworks Community Engagement Professional Certificate Program
http://www.neighborworks.org/Training-Services/Training-Professional-Development/Courses-and-Certifications/Community-Engagement

IAP2's Foundations in Public Participation and Strategies for Dealing with Opposition and Outrage in Public Participation, https://www.iap2.org/events/EventDetails.aspx?id=1017967&group=

Bens, Ingrid. Facilitation at a Glance: a pocket guide of tools and techniques for effective meeting facilitation.
Montreal, PQ: Goal QPC Inc, 2008. Print.

**Based on your review, what are 3 ways you can improve your engagement process?**

## Signs that your process is getting better

- all staff and volunteers who will be part of the engagement process receives training in engagement and facilitation
- staff and volunteers report being more confident in their abilities to facilitate meetings and conduct engagement work
- staff and volunteers have increased ability to deal with common challenges that arise in public meetings
- staff and volunteers have the ability to design an effective and appropriate community engagement process
- increased participation in your engagement process

## Real life example:

Springvale Rise Primary School in Australia was planning a new community service hub and wanted to engage the community in a process to determine what services and activities will happen in the new building. The staff wants to work with the community and they do not know where to start. The staff receives training in community engagement and embarks on a process of working with the community to decide what services will be offered in the space and how residents will be able to access the space for their own meetings. The community hub goes on to become a well-used community space providing much needed community services and assistance. *www.communityhubs.org.au*

# Question 3

## *Are residents from the community involved in designing the engagement process?*

This question highlights the importance of engaging residents early in the planning process and allowing them to take part in the design of the actual community engagement process. Residents will have insight into their neighborhood's specific needs and which methods their community is most likely to participate in. Working with residents during the planning phase also shows a commitment to authenticity - that their input is being considered in the final product.


**When you are scoring, use the following prompts to answer:**
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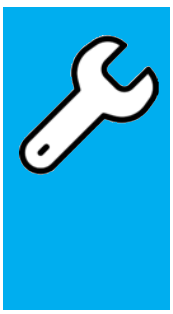
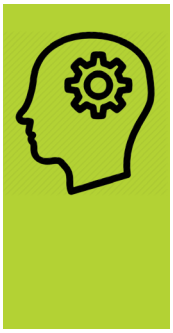
2 = it is part of our current plan but we have not started yet
3 = we are working on it now
4 = we have done it and we are seeing results
5 = we are having positive results and are ready to share our process with others

| Answer the following questions considering your own organization's engagement process | 0 | 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|---|---|
| 3.1 Were you asked by a resident, an organization, or a community representative to work in the community (this includes your engagement efforts)? | | | | | | |
| 3.2 Did you use data or other information from previous engagement processes in the area during your pre-engagement planning? | | | | | | |
| 3.3 Did residents participate in identifying what issues would be addressed in the engagement process? | | | | | | |
| 3.4 Were residents involved in making decisions about the engagement methods? | | | | | | |
| 3.5 Were residents involved in the data collection activities that took place before the community engagement or decision-making process began? For example, were they involved in collecting data via survey, focus group, or reviewing previous plans/studies? | | | | | | |
| 3.6 Can you show that input collected during the planning process is reflected in the final product? | | | | | | |
| 3.7 Did residents agree to the intended outcomes of the engagement process? | | | | | | |



### Suggested actions

- work with a committee of stakeholders and residents in all stages of the pre-planning process
- involve this committee in making decisions about engagement goals, what decisions will be made during the engagement process, what methods will be used, and how the data will be used
- ensure that this committee has enough background information to make informed decisions
- ask community partners and residents for copies or information about any engagement efforts the community has experienced in the past
- consider having a resident act as the co-chair of the planning committee
- be prepared make decisions about how to handle issues that cannot be addressed by the engagement process



## Learning list

"Lessons Learned: Involving the Public in a Planning Process by Institute for Local Government ." Institute for Local Government.

"Participatory Approaches to Planning Community Interventions." The Community Toolbox, KU Center for Community Health and Development .

Heierbacher, Sandy. "Resource Guide on Public Engagement." National Coalition for Dialogue and Deliberation, National Coalition for Dialogue and Deliberation, 11 October 2010.

**Based on your review, what are 3 ways you can improve your engagement process?**

## Signs that your process is getting better

- a planning committee that is comprised of residents, other stakeholders and those who will be doing the engagement
- values established for the engagement process
- collaboratively developed and agreed upon outcomes and goals
- an agreed-upon engagement strategy including timeline and methods

## Real life example:

Residents of the Saint Sauveur neighborhood and their local planning council in Quebec City worked together to design the neighborhood's sustainable mobility plan. The council assembled a planning committee that included planning staff, residents, business owners, and other stakeholders. Together, this group designed the engagement strategy including goals, timelines and engagement methods. Each person on the committee committed to actively participating in the engagement process.
*Participatory Urban Planning by Montreal Urban Ecology Centre*

# Question 4

## *Do the participants in your engagement process reflect who lives in the community?*

This question urges practitioners to consider whether the people they are engaging are representative of the demographics of the focus community/neighborhood. The overall purpose of the engagement process should be to elicit participation from those who are most impacted by the decisions that will be made. By engaging a representative community sampling you are increasing the likelihood that your project comprehensively addresses the needs of the neighborhood.


**When you are scoring, use the following prompts to answer:**
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2 = it is part of our current plan but we have not started yet
3 = we are working on it now
4 = we have done it and we are seeing results
5 = we are having positive results and are ready to share our process with others

| Answer the following questions considering your own organization's engagement process | 0 | 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|---|---|
| 4.1 Do residents participating in the process appropriately reflect the neighborhood in regards to the following:<br>■ Long and short-term neighborhood residents<br>■ Age<br>■ Race<br>■ Ethnicity<br>■ Socio-economic level | | | | | | |
| 4.2 Did people who would be most impacted by the decisions being made participate in the process? | | | | | | |
| 4.3. Did you deliberately use/design methods that would elicit participation from those who would be most impacted by the decisions being made? | | | | | | |
| 4.4 Did residents participate at all levels and stages in the process - including pre-engagement planning? | | | | | | |
| 4.5 Was a distinction made between data collected by those who live in the community and those who do not? | | | | | | |
| 4.6 Did we reach out to local partners to help connect to groups of residents who are not part of an existing block club or association? | | | | | | |

### Suggested actions

- review your engagement planning and review any strategies designed to reach the populations that are not participating in the engagement process
- work with groups or people that have relationships with these communities to design strategies to increase participation
- consider what in the engagement process may be preventing certain populations from participating

## Learning list

100 Ideas to Help Engage Hard to Reach People by Capire Consulting Group
http://www.mengage.org.au/MENGAGE/media/MediaLibraryOne/Capire/Community-Engagement-100-Ideas-to-Help-Engage-Hard-to-Reach-People-Booklet.pdf

Youth Engagement Toolkit by School-based Health Alliance
http://www.sbh4all.org/training/youth-development/youth-engagement-toolkit/

**Based on your review, what are 3 ways you can improve your engagement process?**

## Signs that your process is getting better

- increased participation of groups that were not participating earlier
- new or strengthened relationships with resident groups and/or organizations serving hard to reach populations
- decision to diversify engagement methods to deliberately reach hard to reach populations

## Real life example:

An organization in Hamilton, Ontario serving renters was having difficulty reaching a newly arrived immigrant population. The organization worked with a local group supporting immigrants and formed a new partnership that would help them connect to renters from that community. When the organization started building relationships with the newly arrived renters, they started a "renter ambassador" program and trained people in the community to be renter advocates.
*Hamilton Tenant Education Project*

# Question 5 - Engagement Methods

## *Are multiple engagement methods (community meetings, art projects, community walks, Photo Voice, etc.) being used? Do residents have the ability to influence what methods are being used?*

Residents represent the full gamut of diversity that exists in society and it is important that your engagement process considers various factors that influence whether or not all residents have the ability to participate. This question considers how the input residents and other stakeholders provide during the engagement process are being used to influence and shape the actual engagement methods. The right methods in the right circumstances can influence the success of the engagement.


**When you are scoring, use the following prompts to answer:**
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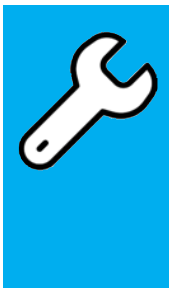
3 = we are working on it now
4 = we have done it and we are seeing results
5 = we are having positive results and are ready to share our process with others

| Answer the following questions considering your own organization's engagement process | 0 | 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|---|---|
| 5.1 Does your engagement process include opportunities for residents to reflect independently? | | | | | | |
| 5.2 Does your engagement process include opportunities for residents to work collaboratively with other residents? | | | | | | |
| 5.3 Does your engagement process include opportunities for residents to meet other stakeholders? | | | | | | |
| 5.4 Does your engagement process include opportunities for residents to participate at different times of day and different days of the week? | | | | | | |
| 5.5 Does your engagement process utilize a variety of engagement methods (surveys, meetings, hands-on activities, interviews, etc.)? | | | | | | |
| 5.6 Do you make sure residents are able to participate and communicate in a way that is comfortable for them? | | | | | | |
| 5.7 Are there opportunities for residents to interactively participate (small group discussions, exercises, games, etc.)? | | | | | | |
| 5.8 Did you design engagement methods specifically to increase participation from those who will be most impacted by the decisions being made? | | | | | | |
| 5.9 Do you evaluate your engagement methods and adjust the process according to the results? | | | | | | |



## Suggested actions

- Think about all the different ways to get resident participation and think beyond surveys and meetings. Consider non-traditional places to meet residents such as:
  - barber shops
  - beauty salons
  - laundry mats
  - food distribution centers
  - Church groups
  - holiday and community celebrations

## Learning list

Index of Community Engagement Techniques by the Tamarack Institute
http://www.tamarackcommunity.ca/library/index-of-community-engagement-techniques

The Laundromat Project
http://laundromatproject.org/

The Arsenal of Exclusion and Inclusion by Interboro Partners
http://www.interboropartners.com/projects/the-arsenal-of-exclusion-inclusion

## Based on your review, what are 3 ways you can improve your engagement process?

## Signs that your process is getting better

- increased resident participation in your engagement process overall
- increased entry points into the process/more engagement methods being used
- increased participation from groups that are hard to reach/engage

## Real life example:

An organization organized a voter education campaign and noticed that there was very little participation from young men. They organized a campaign to host voter education workshops in the large barbershops in the community. These barber shop sessions were hosted during different times and days during the week.
*Sharp Insight Project*, https://knightfoundation.org/grants/6816

# Question 6 - Resident ability to influence the process

***Do residents have the ability to raise issues that are important to them during the engagement process?***

This question addresses the idea that residents should have some degree of control over what is being discussed during the engagement process/what decisions are made. How will you react if residents inform you that what you have planned for the engagement process is in fact not what is important to them. Do participants have the ability to influence what is being discussed. What safeguards are built into the process to respond to this?


**When you are scoring, use the following prompts to answer:**

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1 = we know we have to do it but we have not planned how we will do it
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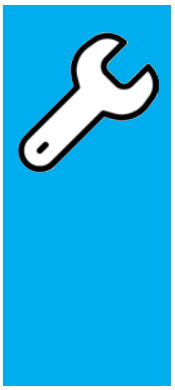
3 = we are working on it now
4 = we have done it and we are seeing results
5 = we are having positive results and are ready to share our process with others

| Answer the following questions considering your own organization's engagement process | 0 | 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|---|---|
| 6.1 Did you involve residents in the pre-engagement planning phase? Were they involved in determining what issues would be discussed during the engagement process? | | | | | | |
| 6.2 Did you address accountability and set expectations with residents during the pre-engagement planning process? | | | | | | |
| 6.3 If residents want to discuss issues that are not currently on your radar, are you are willing and able to change course? | | | | | | |
| 6.4 Were residents encouraged to raise issues that were important to them during the process even if they were not on the agenda? | | | | | | |
| 6.5 Is your process completely emergent (no pre-identified outcomes, outcomes determined by results of engagement strategy) and not designed around pre-identified outcomes? | | | | | | |



## Suggested actions

- take the time to learn about what is important to the community during the pre-engagement phase
- if residents report that the issues being discussed in the engagement process are not important to them, slow down your process and talk to the community about what is important to them
- at the beginning of the process, be upfront about what the engagement process will and will not cover
- be clear about who you are employed by and what the expectations of your organization are for the engagement process
- invite people to any meetings that may be able to address residents concerns over vacant houses, street conditions, and lighting
- develop group agreements at the beginning of the process and review at each meeting

## Learning list

Not Another Consultation - Making Community Engagement Informal and Fun by Involve Scotland
https://www.involve.org.uk/wp-content/uploads/2011/09/Not-Another-Consultation.pdf

Recommitting and Re-Energizing Community Engagement in Post-Disaster New Orleans by The Association of American Colleges and Universities
https://www.aacu.org/diversitydemocracy/2007/fall/devine

**Based on your review, what are 3 ways you can improve your engagement process?**

## Signs that your process is getting better

- there are less disruptions in the engagement process
- residents understand what issues the engagement process is about
- there are more positive evaluations about the process
- strategies are developed to support residents with issues raised that are outside the scope of the engagement effort

## Real life example:

Community Development Advocates of Detroit (CDAD) was asked to work with a community to do land use planning. When the engagement process began, residents began to raise challenges they were facing in their community. Most of these were not strictly related to land use. The staff working with the community convened a group of residents to decide how to proceed. The group decided to open up the process and work on developing a future vision for the neighborhood that included land use, community safety, employment, and youth services.
*www.cdad-online.org*

# Question 7 - Barriers to participation

***Are potential barriers for residents to participation (time and location of meetings, language proficiency, accessibility, etc.) being anticipated? How will they be addressed?***

It is important to address barriers for residents to participate to the best of your ability. In doing so, you must consider residents' needs in regards to childcare, access to technology, language barriers, reading deficiencies and other barriers.


**When you are scoring, use the following prompts to answer:**
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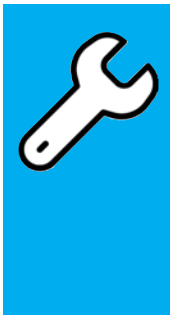
2 = it is part of our current plan but we have not started yet
3 = we are working on it now
4 = we have done it and we are seeing results
5 = we are having positive results and are ready to share our process with others

| Answer the following questions considering your own organization's engagement process | 0 | 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|---|---|
| 7.1 Were residents involved in planning the engagement process? | | | | | | |
| 7.2 Did you consider the community's demographics while planning your engagement process? | | | | | | |
| 7.3 Do you provide childcare during our engagement activities? | | | | | | |
| 7.4 Do you address language barriers, reading deficiencies and cognitive abilities of residents during your process? | | | | | | |
| 7.5 Are your engagement efforts held in spaces that are ADA compliant or accessible to residents with disabilities? | | | | | | |
| 7.6 Are your engagement efforts are in spaces that are easily accessible by residents who use public transit? | | | | | | |
| 7.7 Do your compensate residents for their time? | | | | | | |
| 7.8 Do you provide meals during the process? | | | | | | |
| 7.9 Are your materials easy to read? Do they have easy to understand graphics and text written in plain language? | | | | | | |
| 7.10 Do you greet people when they arrive? | | | | | | |
| 7. 11 Do you thank people each time they participate? | | | | | | |
| 7.12 Do we make sure there are no financial burdens to participate (including fees for transportation and child care)? | | | | | | |



## Suggested actions

- involve residents from different backgrounds to participate in pre-engagement planning and in the engagement actions
- consider convening a group of diverse 'community ambassadors' that are paid to engage members of their own communities
- translate all written materials and make sure there are interpreters available
- Consider where you are having your meetings and other engagement. Are they culturally appropriate? Is there any reason anyone would feel uncomfortable?
- provide childcare to facilitate the participation of parents
- consider having separate meetings for youth that are organized by youth

## Learning list

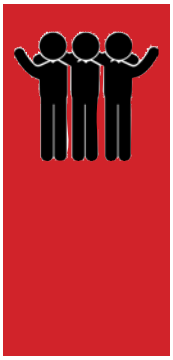
100 Ideas to Help Engage Hard to Reach People by Capire Consulting
http://www.mengage.org.au/MENGAGE/media/MediaLibraryOne/Capire/Community-Engagement-100-Ideas-to-Help-Engage-Hard-to-Reach-People-Booklet.pdf

Engaging Youth in Community Decision-Making by Center for the Study of Social Policy
https://www.cssp.org/community/constituents-co-invested-in-change/other-resources/engaging-youth-in-community-decision-making.pdf

**Based on your review, what are 3 ways you can improve your engagement process?**

## Signs that your process is getting better

- increased participation in your engagement efforts
- increased diversity of participants
- increased diversity of engagement methods being used
- changes to the original engagement plan to accommodate actions to decrease barriers



## Real life example:

Newport-Mesa Unified School District sought to increase participation in school activities designed to reduce the number of students that were being suspended or expelled. Many of the students who had been suspended or expelled were Latinx students. The district reached out to a local group to help them connect with Latinx families of children being suspended or expelled. Bilingual information meetings and resources were created to engage these parents in the process of reviewing policies that could help reduce suspensions and expulsions as well as to connect them to resources that could support them. The district hired a Latinx staff to coordinate the program. After less than one year, there was a measurable decrease in the expulsions and suspensions of Latinx students. *http://www.promoteprevent.org/sites/www.promoteprevent.org/files/resources/strategies_for_engaging_immigrant_and_refugee_families_2.pdf*

# Question 8 - Sharing Results

***How are the results of the engagement process being shared with stakeholders (Residents, city officials, or community development organizations) in the community?***

This question speaks to the notion of transparency. Sharing your data with community organizations or residents is one way to ensure that those who can work on advancing issues and ideas raised during the engagement process are aware of what issues were raised. Your engagement results may strengthen the work of others by enhancing their knowledge of what is happening in and important to the community. Sharing the results of your process can also help to mitigate 'engagement fatigue' because it streamlines the community engagement process.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3 = we are working on it now
4 = we have done it and we are seeing results
5 = we are having positive results and are ready to share our process with others

| Answer the following questions considering your own organization's engagement process | 0 | 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|---|---|
| 8.1 Do you work with residents to analyze data and discover themes? | | | | | | |
| 8.2 Do you share raw data from the engagement process with others working in the community? | | | | | | |
| 8.3 Do you share the themes and final reports with others working in the community? | | | | | | |
| 8.4 Do you share data with elected officials and city staff? | | | | | | |
| 8.5 Have you connected community stakeholders who are working on some of the issues that were raised during the engagement process? | | | | | | |

## Suggested actions

- work with pre-engagement committee to determine what results to share and how to share them
- ask residents what information should remain anonymous or confidential
- make a list of others working in the community who may want to see the results of the engagement process
- work with a committee of residents to present the results of the engagement strategy at a community event where other residents and stakeholders are present

## Learning list

Facilitator's Toolkit for a Photovoice Project by United for Prevention in Passaic County
http://www.wpunj.edu/uppc/images/UPinPC+Photovoice+Facilitator+Toolkit+Final.pdf

Communicating Information to Funders for Support and Accountability by Community Toolbox
http://ctb.ku.edu/en/table-of-contents/evaluate/evaluation-to-understand-and-improve/funder-support-accountability/main

**Based on your review, what are 3 ways you can improve your engagement process?**

## Signs that your process is getting better

- community partners have increased understanding of the results of the engagement process
- an increase in people/groups asking to develop partnerships with your organization or residents based on the results of the engagement process
- new programs or services developed based on the results of the engagement process

## Real life example:

A group of organizations working in a neighborhood in Toronto were creating a workplan. They were debating how to figure out what they should be working on to help the community. A member of the group was a community engagement worker who worked with residents and other stakeholders to create a set of strategies to improve the community. This group of residents was invited to the group of organizations to share the results of the engagement strategy. The group of organizations committed to implementing many of the actions the residents presented to them.
*https://www1.toronto.ca/City%20Of%20Toronto/City%20Clerks/Elections/Candidates/Candidate%20Questions/Files%20-%20CQ/JF%20NAP%20Minutes%20Apr%2017%202014_final.pdf*

# Question 9 - Data Analysis

***How are residents involved in analyzing data about their community and choosing actions based on what the data has revealed?***

It is important for residents to be involved in the data collection and analysis. The phase when data is collated and organized into themes is a crucial part of a decision-making process. It is important for residents to be involved in this process as they will have insight that may not have been captured during the engagement process. They may also be able to help prioritize various needs.


**When you are scoring, use the following prompts to answer:**
0 = we are not doing it and it is not on our radar
1 = we know we have to do it but we have not planned how we will do it
2 = it is part of our current plan but we have not started yet
3 = we are working on it now
4 = we have done it and we are seeing results
5 = we are having positive results and are ready to share our process with others

| Answer the following questions considering your own organization's engagement process | 0 | 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|---|---|
| 9.1 Are residents involved in data analysis? | | | | | | |
| 9.2 Are residents involved in discovering themes from the data? | | | | | | |
| 9.3 Are residents involved in deciding what actions will be implemented? | | | | | | |
| 9.4 Are residents involved in determining what partnerships will be involved in implementing action items? | | | | | | |

## Suggested actions

- have a team review the raw data from the engagement process
- have a team develop themes based on the engagement results
- review themes with the community before publishing or making anything 'official'

### Learning list

What is Participatory Action Research Workbook by MIT Action Research
https://actionresearch.mit.edu/par-workbook

Participatory Analysis, by Innovation Network
https://www.innonet.org/media/innovation_network-participatory_analysis.pdf

**Based on your review, what are 3 ways you can improve your engagement process?**

### Signs that your process is getting better

- a group of residents, stakeholders and engagement practitioners is formed to analyse data
- themes culled from the data are checked with the community
- there is a wide acceptance of the themes and implementation strategy that will be published

### Real life example:

A city department is working on developing a city-wide poverty reduction strategy. The staff wants the strategy to be based on people's real life experiences living in poverty and working with those in poverty. They decide to start a committee of social workers and residents living in poverty. This group helps to plan the community engagement, collect data and analyse data. The group agrees to themes and recommendations which they test with community members. These themes and recommendations will form the basis of the poverty reduction strategy.
*https://www1.toronto.ca/wps/portal/contentonly?vgnextoid=faeabf088412e410VgnVCM10000071d60f89RCRD&vgnextchannel=de8f727e05c79410VgnVCM10000071d60f89RCRD*

# Question 10 - Communication

## *How are you notifying the residents about your process? Are you using a variety of communication methods?*

This question speaks to your communications strategy. The best planned engagement efforts will be lost if people are not aware of what is happening at all stages. People have to know that you are organizing something you want them to participate it. The communications strategy should reach all corners of the community and be clear about what the process is and how to get involved.


**When you are scoring, use the following prompts to answer:**
0 = we are not doing it and it is not on our radar
1 = we know we have to do it but we have not planned how we will do it
2 = it is part of our current plan but we have not started yet
3 = we are working on it now
4 = we have done it and we are seeing results
5 = we are having positive results and are ready to share our process with others

| Answer the following questions considering your own organization's engagement process | 0 | 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|---|---|
| 10.1 Do you use a variety of methods to communicate with residents and other stakeholders, including social media, notifying community groups, notifying community development organizations and flyers in public spaces? | | | | | | |
| 10.2 Do you make sure to use easy to understand language in our communication materials? | | | | | | |
| 10.3 Were residents involved in designing the communication strategy and the communication materials? | | | | | | |
| 10.4 Do you translate materials into a variety of languages? | | | | | | |
| 10.5 Is your communications strategy increasing participation from a variety of residents (seniors, people living in poverty, youth, life-long Detroiters) in our engagement efforts? | | | | | | |

### Suggested actions

- look at your engagement plan and revisit who you want to participate in the engagement process
- design a communication strategy for the different audiences you want to reach
- work with residents to define an appropriate communications strategy - where to place public notices, what meetings to attend, where to survey, etc.
- tell residents how they can get in touch with you

## Learning list

Salem Neighborhood Associations Strategic Communications and Citizen Engagement Summary and Action Plan by Salem's Neighborhood Associations
https://www.cityofsalem.net/CityDocuments/neighborhood-association-communications-plan.pdf

Communications Plan Worksheet by Centers for Medicare and Medicaid Services
https://www.cms.gov/Medicare/Provider-Enrollment-and-Certification/QAPI/downloads/Commun-Plan.pdf

**Based on your review, what are 3 ways you can improve your engagement process?**

## Signs that your process is getting better

- increased participation in the engagement process
- new people participating in the engagement process
- a new communications strategy is developed and being used

## Real life example:

The Vermont Housing Awareness Campaign promotes development of affordable housing. One of those goals is to promote the importance of affordable housing to all people in the city. In order to do this, they needed to develop a communications plan that would reach different demographics throughout the city. After developing their 'case for affordable housing' they created a communications plan that was designed to have deep reach into neighborhoods as well as into boardrooms. *oakhillcdc.org/wp-content/uploads/2010/10/Strategic-Plan-2010-2013.pdf*

# Conclusion

Congratulations on completing your community engagement self-assessment! Over the next few months consider how you might work on areas that you identified as needing improvement. Use this tool as a guideline. Make some changes and re-assess in a few months' time. Involving the community in decision-making processes is no easy task. Consider reaching out to others doing community engagement work to provide support and share information.

The team has made some recommendations to help support the culture of equitable community engagement and decision-making. The following recommendations are geared toward community development intermediaries, community development organizations, city departments, University of Detroit Mercy and Detroit's funding community.

1. Current community development and engagement practitioners should be offered classes on community engagement and democratic decision-making to help them improve their practice. Course curriculum should be co-created with residents, other stakeholders, and community development practitioners. Courses should feature a variety of instructors including residents. A model such as the Mel King Institute in Boston should be explored. A local organization or university could be host to such an institute.

2. A group of community development practitioners, planners, and residents should meet to develop core competencies and standards for community engagement. This would provide some common skills and knowledge that engagement practitioners should meet and provide some base level standards to meet for engagement processes. University of Detroit Mercy should consider developing a partnership with groups like Community Development Advocates of Detroit, Michigan Community Resources and Building the Engine of Community Development in Detroit.

3. A group of community development practitioners, residents, and planners should meet with local funders to advocate for funding for permanent community engagement staff for community development organizations and other place-based organizations. These engagement workers should work to build relationships between their organizations and between residents and other stakeholders in the community. Permanent engagement staff at place-based organizations can help support stronger decision-making processes in the future by building strong, long-term, trusting relationships with residents and connecting residents to decision-making opportunities. This would reduce the need for outsiders to build engagement strategies in isolation from the community they are engaging in. Specific funders that may have an interest in this work are: Ford Foundation, Knight Foundation and Kellogg Foundation.

4. When an organization based outside of a community is attempting to engage the community in a decision-making process, they should develop a partnership with a trusted place-based organization and representatives from various resident groups. This group could help guide the engagement process and demystify the inner-workings of the community. They will be able to help determine what methods would be appropriate and help them build trusting relationships with residents.

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