The Austin, Texas African-American Quality of Life Initiative as a Community of Inquiry: An Exploratory Study

By

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ABSTRACT

This applied research project used the African-American Quality of Life Initiative in Austin, Texas as a case study to explore pragmatic community of inquiry principles. A community of inquiry is defined by a problematic situation, reinforced by a "scientific or experimental attitude" and linked together by participatory democracy (Shields, 2003, 511). In March 2005, a revised City of Austin Quality of Life Scorecard revealed that African-American residents experienced a strikingly different quality of life from other Austin residents. Subsequent community feedback categorized recommendations into six priority areas from which action plans were developed. Six Implementation Teams, co-chaired by a City of Austin department director and an African-American community leader, met between July and October 2005 to finalize the recommendations. The teams presented the finished product to the Austin City Council on October 27, 2005.

Document and archival data analysis and structured interviews with Implementation Team co-chairs (a multiple evidence collection method) provided evidence that either supported or refuted the three working hypotheses developed to determine the application of community of inquiry principles.

The findings established the use of community of inquiry principles to some degree by all Implementation Teams. Most teams created an environment that fostered "critical optimism" (Working Hypothesis 1) and promoted participatory democracy (WH 3). Most teams also used a scientific approach (WH 2) to tackle recommendations. With the exception of one team, there was scant evidence that teams used working hypotheses (WH2 c) to test recommendations. This research project focused on Implementation Team meetings during the nascent stage of the Quality of Life Initiative. Perhaps, that explains the limited application of working hypotheses.

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CHAPTER ONE

INTRODUCTION

Austin, Texas is well-regarded as a vibrant, thriving city that catches the attention of peer cities for its live music scene, numerous cultural venues, bustling downtown and overall quality of life for its residents. Austin is also touted as a "Livable City" and a socially liberal enclave that celebrates creativity and embraces diversity. In 2004, a *Hispanic* magazine survey deemed Austin the number one city for Hispanics to live.[1] Since 1990, Austin's Asian population has doubled and the city is "gaining a reputation as a great place to do business for Asian entrepreneurs.[2] Yet, in March 2005, a revised City-commissioned Quality of Life Scorecard and subsequent forums confirmed that African-American residents live in a parallel universe compared to other racial and ethnic groups in the city. Professional African-Americans cite housing costs, limited professional opportunities and a scant social scene as chief reasons for leaving Austin for larger cities like Houston, Dallas or Atlanta.[3] African-Americans choosing to remain in Austin opt to reside in Pflugerville, Round Rock or other burgeoning suburban areas neighboring Austin because of affordability and quality of public schools.

In 1990, African-Americans comprised 12% of the City's population. By 2000, the number dropped to 9%.[4] According to 2004 Census estimates, African-Americans now comprise only 8% (50, 492) of Austin's total population of 652,896.[5] In the Scorecard, City

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[1] Results from a 2004 *Hispanic* Magazine survey [June/July/2004].
[2] Executive Summary of the African-American Quality of Life Scorecard revised March 24, 2005.
[3] "Seeking a Reason to Stay" *Austin-American Statesman*. December 15, 2005.
[4] Executive Summary of Quality of Life Scorecard
[5] 2004 Census Estimates compiled by Linda Scott for "Seeking a Reason to Stay" article.

of Austin Demographer Ryan Robinson examined 10 direct and indirect comparative indicators of quality of life. He examined each indicator by ethnic groups in Austin and then he made a comparison with 28 peer cities, in Texas and the nation (a total set of 31 observations). For example, In Austin, the African-American poverty rate is 19.5%, the 6th lowest in the total set. However, when comparing the poverty rates by ethnicity, there is a sufficient gap; the Anglo poverty rate is only 9.2%.[6]

Coincidently, as the revised Scorecard released, the popular Midtown Live night club burned to the ground as several Austin Police Officers and dispatchers made racially insensitive remarks over their communication systems. This event embarrassed the city and deepened the divide between the police department and minority communities. The Scorecard and the fire may be the impetus for the Quality of Life Initiative, however, previous research documented that Austin faced inequalities and racial tension that necessitated further investigation and action.

According to Tommy Wyatt, Founder and Editor of *The Villager* newspaper, the Quality of Life Initiative is a "continuation of many efforts in the past."[7] Efforts by the City Planning Commission in the 1970's and 1980's confronted similar issues addressed during current initiative. Therefore, the Quality of Life Initiative is unprecedented because of the support from City Manager Toby Futrell and the extensive collaboration between the City of Austin and the African-American community.

Calcified Discontent

Literature (Berman 1997; King and Stivers, 1998) reveals cynicism, mistrust and outright hostility harbored by citizens towards government. Through their expertise and

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[6] Robinson utilized 2000 Census Data in the set comparisons and gap analyses.
[7] Personal Conversation- May 5, 2006.

technical skill, public administrators potentially lose connection to citizens.[8] Ignoring complaints from and concerns of citizens calcifies cynicism, mistrust and triggers discontent towards government. Dismissing citizens also exacerbates the characterization of the public administrators as unfazed by community conditions. However, the fact that many African-American community representatives involved in the Quality of Life Initiative have public sector experience deserves mentioning. By the same token, the City of Austin directors and staff defied the bureaucrat characterization because they were either born and raised in Austin or have resided in the city for many years. They too are vested in the Initiative and its outcome. The dynamics of citizen participation and administrator identity in the Quality of Life Initiative are unique and are explored further in the Literature Review chapter.

At the center of the storm, however, rests a strained relationship between African-American residents and the City of Austin. The tension centers around rising housing costs, gentrification, health disparities, low-quality public education, social and cultural exclusion; and allegations of misuse of deadly force by the Austin Police Department. These serious issues contradict Austin's well-marketed progressive identity. Substantive progress requires significant dedication and patience by everyone involved.

The Quality of Life Initiative is still sprouting. Implementing the recommendations presented and approved by City Council on October 27, 2005 may take two years or more. Furthermore, both the community and the City of Austin recognize that local government cannot operate above its capacity or outside its purview; the City of Austin offers no panacea for all issues confronting African-American residents.[9] Over time, the community plans to involve several other entities in its effort to improve quality of life, including Travis County, the Austin Independent School District (AISD) and private organizations. The African-

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[8] Adams and Balfour 1998; King and Stivers 1998; Yang 2005; Yankelovich 1991
[9] "One Team, One Dream" August 8, 2005 Community Update

American community at large also recognizes the need to improve its quality of life independent of government involvement. Nevertheless, collaborating with the City of Austin is a first step.

For the African-American community, confronting the City of Austin with research and data that confirms a problematic quality of life can potentially create an air of certainty about the solutions necessary to bring substantive change. From a public administrator standpoint, there are finite dollars and resources and entrenched structures for conducting its business. Therefore, recommendations offered to reconcile quality of life issues may suffice in theory, but wither in practice.

Firm (yet untested) expectations and uncompromising positions among both African-American representatives and City administrators can complicate resolving quality of life issues. If Austin indeed has a "hole in its soul"[10], then fruitful outcomes can only occur when a community of thinkers and problem solvers- not adversaries- unite around the goal of improving the experience of its African-American residents. African-American community leaders commonly reference the Quality of Life Initiative as a marathon rather than a sprint for it may take years to reverse documented gaps and inequities. A community of inquiry provides a framework that accommodates long-term problem-solving of this nature.

Community of Inquiry: A Framework for Citizen-Administrator Collaborations

As a pragmatically focused framework, a community of inquiry unravels issues to establish resolution. Daily, administrators confront challenges from dissatisfied citizens and interest groups. Developing a community of inquiry is particularly useful in administrator-

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[10] Reference made by City Manager Toby Futrell- May 26, 2005 Austin City Council Transcript

citizen relations because it creates an atmosphere that invites input and encourages unity to address dilemmas.

Dr. Patricia Shields, Professor at Texas State University- San Marcos, developed the community of inquiry through her avid study of Pragmatism as a valuable philosophy for public administration in practice. Her 2003 article of the same name introduced it as a method for administrators to rethink how problems are confronted and resolved. Specifically, a community of inquiry is defined by a problematic situation and reinforced by a "scientific or experimental attitude" and linked together by participatory democracy (Shields, 2003, 511). The community of inquiry may also add substance to citizen-administrator collaborations through "fact finding analysis and democratic decision making"; "making mistakes and making progress" (Shields 2003, 512) in the spirit of "critical optimism" (Shields 2003, 514). This is significant in light of commonly expressed disappointment from citizens who seek solutions to their problems from government.

Research Purpose

The purpose of this applied research project is to explore pragmatic community of inquiry principles within the Implementation Team work sessions for the Quality of Life Initiative between July and October 2005. This research benefits the practice of public administration because long-term citizen-administrator collaborations that convene under the weight of dissension need a framework through which to unravel and resolve complex, multi-layered issues.

Overview of Chapters

The next chapter provides a background about the Quality of Life Initiative. Chapter Two also summarizes the problematic situation(s) identified in all six priority areas along with the recommendations each Implementation Team addressed during the July-October

2005 work sessions. Chapters Three and Four explore citizen participation literature, further describe the community of inquiry and present the conceptual framework for the research project. The research methodology is presented in Chapter Five. Results and conclusions are presented, explained and determined in Chapters Six and Seven respectively.

CHAPTER TWO

THE PROBLEMATIC SITUATION

"Addressing the quality of life for African-Americans in Austin is a shell game, played out many times before, and Black Austin has never been able to figure out which shell the pea is under, because local leaders keep palming the pea. They flash a few promises, and then move some programs around to look like progress is taking place; then they put the pea back in their pocket and say, 'Better luck next time.'"

-Awkasi Evans, Founder and Editor-in-Chief of NOKOA The Observer[11]

"For many years, African-Americans have expressed concern that their experiences in Austin were different from those in other parts of the community. This is troubling since Austin prides itself on being one of the best communities in the country and is recognized as such."

-Chief Michael McDonald, Assistant Police Chief and Acting Assistant City Manager, Austin, Texas[12]

Purpose

This chapter has three purposes. It introduces the African-American Quality of Life Initiative as a case study for this research project. An overview of the Initiative is provided. An abbreviated history of pivotal events in Austin's racial history and a chronology of relevant reports, studies and events encircling the Initiative follows the overview. This chapter then summarizes the problematic situation for the six priority areas and lists subsequent recommendations (agreed-upon and modified) This applied research project explores community of inquiry principles within Implementation Team work sessions preceding the "Blueprint for Success" presentations to the Austin City Council on October 27, 2005.

The Quality of Life Initiative as a Case Study

The African-American Quality of Life Initiative (a problematic situation) is an ideal case study through which to explore pragmatic community of inquiry principles because

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[11] NOKOA, April 15, 2005
[12] Austin City Council Closed Caption Transcript, June 23, 2005

African-American residents in Austin report a different quality of life from other residents. In April 2005, the City of Austin hired Group Solutions RJW to host forums to learn the extent of African-American quality of life issues by posing two questions:

1. *"Is the quality of life in Austin for African-Americans different than that of other Austinites?"*

2. *"Is the quality of life in Austin markedly different for African-Americans than the quality of life African-Americans experience in other cities?"* [13]

With 45 days to complete her charge, Robena Jackson, President of Group Solutions RJW, developed and facilitated six discussions targeting African-Americans who represent the following segments:

- Students
- Corporate executives
- Activists
- Professionals
- Native Austinites
- Entrepreneurs and artists[14]

She presented 26 recommendations (within several key areas) to the Austin City Council on May 26, 2005. African-American community leaders requested that City Council take no action on those recommendations until the African-American community reviewed them. On June 11, 2005, under their "One Team, One Dream" mission, African-American community leaders convened a town hall meeting at historically black Huston-Tillotson University to review those recommendations and solicit further input from interested community members. Participants created 58 additional recommendations that were assembled into an official community position paper. At the June 23, 2005 Austin City Council meeting, African-American community leaders presented that position paper. By

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[13] Memorandum dated March 24, 2005 from City Manager Toby Futrell to Mayor Will Wynn and the Austin City Council.
[14] Summary of Findings and Recommendations, May 26, 2005, pg. 1

that time, both set of recommendations gathered by Group Solutions and at the town hall

meeting were organized into six priority areas:

- Health[15]
- Police & Safety
- Neighborhood Sustainability
- Arts, Culture & Entertainment
- Business and Economic Development
- Employment and Education

The City created an Implementation Team for each priority area. In his July 7, 2005

Implementation Team kick-off presentation, Acting Assistant City Manager and Austin

native Michael McDonald required each team to refine all quality of life recommendation;

establish short-term implementations plans and present a final implementation plan to City

Council in October 2005.[16] City Department Directors were appointed to Co-chair

Implementation Teams with African-American community leaders who coordinated the

town hall meeting and developed the community position paper. The co-chairs selected to

represent the African-American community also lead high-profile community organizations

(Austin NAACP; Austin Area Urban League (AAUL); ProArts Collective; Capital City

African-American Chamber of Commerce (CCAACC);Austin Revitalization Authority

(ARA); and the Alliance for African-American Health in Central Texas AAAHCT[17]).

Chief Mc Donald also outlined five "Guiding Principles" in his July

presentation:

- *Start and end meetings on time*
- *Make a good faith effort to adopt the recommendations*

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[15] Health was not a priority area until Shannon Jones, III (Assistant Public Health Director for the City of Austin Health Department) and Joe Barnes, Chair of the Alliance for African-American Health in Central Texas, presented their concerns at the Town Hall meeting and gathered recommendations from participants.
[16] Implementation Team Kickoff; July 7, 2005 (Power Point presentation)
[17] Only the Austin NAACP, Austin Area Urban League and CCAACC presented responses to the Group Solutions report at the May 26, 2005 City Council meeting. The community organizations spearheading the Initiative expanded to include ARA, ProArts Collective and AAAHCT.

- *Focus on the current recommendations*
- *Respect everyone's recommendations and opinions*
- *Professionally, agree to disagree, if impasse occurs on an issue*

On October 27, 2005, the final product titled "African-American Quality of Life: A Blueprint for Success", was presented and approved by the Austin City Council for implementation beginning in December 2005.[18]

The Past as Prologue

Given the Austin political structure, the collaboration between City of Austin and African-American community representatives is a highly feasible avenue for improving quality of life through the city policymaking structure. Austin has only one elected African-American on its City Council.[19] Since the early 1970's, a "gentleman's agreement" has specified Place 5 and Place 6 as the Hispanic and African-American seat. Apparently, this political arrangement ensures a racially diverse City Council.

The "Gentleman's' Agreement" is just one aspect that underscores a troublesome racial history in Austin that is beyond the scope of this research project. Yet, highlighting significant segments of Austin's racial history listed in Table 2.1 confirms that African-Americans have struggled for social, economic and political equity for many years. By no means an exhaustive list, the intention of Table 2.1 is simply to point out that the Quality of Life Initiative rests on a history of reoccurring crises. These crises confronted by African-American residents also provide an explanation for their thorny relationship with the City of Austin. The incidents listed below justify the need for the Quality of Life Initiative.

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[18] African-American Quality of Life presentation before Austin City Council: October 27, 2005 (Power Point presentation)
[19] The County Judge, one County Commissioner and Sheriff for Travis County are African-American. This stage of the Initiative only involved the City of Austin.

Event	Summary	Year
The Master Plan	The City of Austin hired Koch & Fowler to design a segregation plan for Austin. Per their recommendation, the area East of East Avenue (now Interstate 35) was designated as the "Negro District". Thus, municipal services (public education, sewers, parks, etc.) were only available to African-Americans in this area of Austin, now known as East Austin.[20] This plan served as an "official template until 1954."[21]	**1928**
Protest over Anti-discrimination ordinance	African-American activists hold a weeklong speak-in in City Council chambers after the Austin City Council refuses to adopt an anti-discrimination ordinance.[22]	**1964**
Abandonment of Fair Housing Ordinance	Austin was the first city in Texas to formally adopt the Fair Housing Ordinance.[23] However, "prominent realtors and bankers forced a public referendum on the issue and Austin voters subsequently rejected the ordinance."[24]	**1968**
Federal Suit Against the Austin Public Schools	The U.S. Justice Dept. and the Austin NAACP files suit against Austin Public Schools for failure to desegregate schools.[25]	**1970**
Discrimination Class Action Lawsuit	Citing discriminatory hiring practices and treatment at Brackenridge Hospital, African-American employees sue the City of Austin.[26]	**1977**
Death of Gril Couch	Couch was allegedly killed during a fight with two off-duty APD officers outside an East Austin nightclub.[27]	**1979**
Cedar Avenue Incident	Several Austin residents attending a party on Cedar Avenue were allegedly maced and struck with batons by APD officers[28]	**February 1995**
Conviction of Lacresha Murray	A 14 year old African-American girl convicted for murdering two-year-old Jayla Belton. She allegedly signed a confession she could barely read. The Third Court of Appeals overturned the conviction.[29]	**1998**
Shooting Death of Sophia King	King, a 23 year old mentally ill mother of two, was fatally shot by APD Officer John Coffey while allegedly attacking a housing manager. [30]	**June 2002**

[20] "Remembering the Past" by Tim Marshall. NOKOA the Observer, February 5-11, 1993.

[21] " Ethnic and Race Relations in Austin, Texas" LBJ School of Public Affairs Policy Research Report Number 137. Published in 2000 under the direction Professor Robert L. Schott. (The Schott Report).

[22] "Blacks in Austin Strive, Thrive" by Starita Smith. *Austin American Statesman.* A photocopy of this article is archived at the George Washington Carver Museum; the date of publication is indecipherable.

[23] Austin Interreligious Ministries Statement of Commitment to Racial Reconciliation.

[24] The Schott Report, pg. 8.

[25] Archival file at the George Washington Carver Museum. The article details were indecipherable.

[26] "Community Activist Dorothy Turner: Still Angry After All These Years" by K. Anoa Monsho. *The Good Life Magazine*. Nov. 2003. The revered Ms. Turner recounted her activism for social, economic and political justice on behalf of African-Americans in Austin. She died on April 6, 2005.

[27] This information was also found in the Good Life Magazine interview with Dorothy Turner.

[28] http://www.austinchronicle.com/issues/vol14/issue37/naledcity.html

[29] http://www.austinchronicle.com/issues/vol18/issue12/pols.naked.html

[30] "The Short, Unhappy Life of Sophia King" by Lucius Lomax. *Austin Chronicle*. August 2, 2002.

Event	Summary	Year
Shooting Death of Lennon Johnson	Motorist Lennon Johnson shot by Travis County officer Gregory Truitt[31]	**June 2003**
Shooting Death of Jessie Lee Owens	Unarmed 21 year old shot multiple times by Officer Scott Glasgow.[32]	**July 2003**
Midtown Live Fire	Prominent African-American nightclub burns while racist remarks are revealed over APD dispatch communications.[33]	**February 2005**
Shooting death of Daniel Rocha	Unarmed 18 year old shot in the back by APD Officer Julie Schroeder.[34]	**June 2005**
Death of Michael Clark	Clark, 33, stunned with Taser guns while being arrested by APD officers. He died later at South Austin Hospital.[35]	**September 2005**

Turning a Corner

City Manager Toby Futrell should be applauded for making the first move towards improving African-American quality of life. However, the Initiative also stems from concerned citizens, activists, non-profit organizations and researchers acting in concert over several years to bring equity issues to the forefront of the City of Austin agenda. Several previous undertakings (listed in Table 2.2) by City of Austin Human Rights Commission, the Greater Austin Chamber of Commerce, the LBJ School of Public Affairs at the University of Texas, the *Austin-American Statesman* and the community at large tilled the soil for the current initiative. The "One Team, One Dream" community position paper is largely based on the research and data revealed in these endeavors and it mirrors the posture of the position paper.

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[31] Source: 2004 NAACP Report Card: An Assessment of Black Life in Austin

[32] "Troubling Questions About APD's M.O." *Austin Chronicle*. July 11, 2003.

[33] "Austin, Texas Neighborhood Vows to Rise from the Rubble." By Akwasi Evans and Leonard Herrera.

[34] "Daniel Rocha's Last Night: Reconstruction, Recommendations, Reprimands" *Austin Chronicle*. December 2, 2005.

[35] "Family, Friends Vent Anger at Clark's Death" *Austin American-Statesman.* March 7, 2006.

Table 2.2- Abbreviated Chronology of Reports and Studies
Central to Quality of Life Initiative[36]

Report or Event	Summary	Year
The ICF Kaiser Report	Presented to the Greater Austin Chamber of Commerce, this report revealed that Austin had the greatest racial inequality of all cities reviewed in the report.	**1998**
The Schott Report	Revealed that widespread mistrust, isolation, frustration and suspicion harbored by African-Americans in Austin is detrimental to improving race relations.	**2000**
Austin Equity Commission Report	Conducted by the Austin Human Rights commission, This study argued that inequality destroys social capital.	**August 2001**
"To Be Young, Black and in Austin"	An *Austin American-Statesman* article that discussed the lackluster social scene for young, professional African-American residents.	**December 2002**
NAACP Austin Report Card	Austin received the following grades in six categories: Economics (D+); Criminal Justice (D); Politics (D); Labor (F); Social Infrastructure (D); and Education (C).	**August 2004**
"Blacks Bare the Brunt when Police Use Force"	Through statistical analysis, the *Austin American-Statesman* revealed that APD officers are twice as likely to use force against African-Americans than against whites.	**November 2004**
Release of Quality of Life Scorecard	Revealed disparities in 10 indicators of quality of life for Austin's African-American residents.	**March 2005**

Rationale for Six Priority Areas

The City of Austin and the community determined the following six areas as priority

for improving quality of life for African-Americans in Austin:

- Police & Safety
- Neighborhood Sustainability
- Business & Economic Development
- Arts, Culture and Entertainment
- Education & Employment
- Health

As stressed in the Community Position Paper, the lives of every resident in Austin are

intertwined. In theory, prosperity in one area of Austin should spill over to another area; the

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[36] A substantial portion of this chronology is adapted from the August 2005 Update of the African-American Community Position made available by the Austin Area Urban League at www.aaul.org

community representatives suggested that the City of Austin "be intentional and deliberate about it instead of hoping it might happen."[37]

POLICE & SAFETY

Local police departments provide the first line of defense when citizens confront imminent danger. By risking their lives, police officers provide an invaluable service. The mission of the Austin Police Department is to "protect and serve Austin's diverse community so that residents and visitors feel, and are safe." APD also has five goals- one of which is to "improve the trust and collaboration between community residents, businesses and police officers."[38] Over the last few years, this has been a challenging goal for APD. The appointment of three Police Monitors since 2002; a 2004 *Statesman* article revealing disproportionate use of force against African-Americans; the numerous fatal shootings of minorities in the line of duty and the Midtown Live incident have widened the chasm between the department and the African-American community.

Part of attracting and retaining African-Americans to and in Austin involves making the city a hospitable and welcoming environment for African-Americans. A satisfactory relationship between police departments and minority communities is part of what encompasses such an environment.

One of the six priority areas addressed in the Quality of Life Initiative involves police and safety. Participants in the Group Solutions forum and community town hall meeting raised serious concerns about the Austin Police Department. Participants believed that insensitivity and profiling occur regularly and that the Midtown Live incident exacerbated the problematic APD relationship with the entire Austin minority community. There is also

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[37] Community Position Paper, pg. 2

[38] Austin Police Department website: http://www.ci.austin.tx.us/police/mission/htm.

concern that the department fails to discipline its own officers (refer to Table 2.1).[39] Since 2002, numerous critical incidents have raised alarm about use of deadly force against minorities.

The recommendations listed below stem from these sentiments. The Implementation Team maintained consensus about these recommendations while others presented a challenge.

Table 2.3 Recommendations from October 27, 2005 City Council Presentation[40]

Original Recommendation	Recommended Change
1. Develop and implement an official City of Austin police policy of disablement, and not deadly force.	Reword "Develop and implement an official City of Austin policy of disablement." Use of Force policy will be revised with the Recommendation to emphasize disablement through the use of less lethal force.
2. Enhance police training and provide clear directions by policy a. Develop clear policies and training on de-escalation techniques and the use of steps in the continuum of force.	2a. Covered by Recommendation #1
b. Offer cultural sensitivity training and partner with African-American organizations to identify community members willing to participate in training scenarios.	b. Interpreted as community selecting the trainer provider. City recommends issuance of a Request For Proposals to select a training provider
c. The same type of training should be provided to City employees involved in providing contracting opportunities to African-American businesses	c. Reword "the same type of training should be provided to police communications employees"
3. Identify problem officers, document in personnel files patterns of inappropriate officer behavior, and appropriately discipline officers who behave inappropriately.	No change
4. Develop a positive interaction program to allow police/community interaction to	No change

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[39] Group Solutions RJW May 26, 2005 presentation before Austin City Council (Power Point)
[40] Power Point Presentation: "Blueprint for Success" presented to the Austin City Council on October 27, 2005.

Original Recommendation	Recommended Change
facilitate better understanding of African-American culture.	
5. Immediate review of early warning systems designed to monitor excessive use of force by police officers.	No change
6. Bring in an outside resource (i.e. NAACP) to teach the City of Austin police departments life skills in order to facilitate police officers that community supports.	No change
7. Evaluate effectiveness and publicize the results of existing community policing and substation locations. Establish programs within community to allow officers to interact with community and understand African-American culture.	No change
8. Examine psychological screening to ensure that the City of Austin police department is not hiring individuals with a pattern of racist tendencies.	No change
9. Promote more African-Americans into decision-making roles.	No change

HEALTH[41]

The mission of the Austin/Travis County Health and Human Services Department is to "provide community-wide wellness; prevent disease; and to protect the community from infectious diseases, environmental hazards, and epidemics."[42] Specifically, the department provides medical services to the neediest Austin residents and families. Its countless prevention efforts and awareness campaigns strive earnestly to narrow rates of STD infections/diseases and major illnesses. The department faces a considerable challenge to narrow health disparities of African-American residents.

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[41] Initially, health was not among the categories originally considered for the Initiative. Health was an overlooked category throughout the Group Solutions forums and was added as a category at the June 2005 Community Forum.

[42] Mission found at Department website: www.ci.austin.tx.us/health/

There are 15 major illnesses that claim the lives of Travis County residents each year and African-American residents die at a disproportionate rate from 10 of them[43]. In Travis County, poor African-Americans lack adequate health care. They are more likely than Anglos and Hispanics to feel disconnected from health providers, who may act in a culturally insensitive manner. Therefore, having more African-American health providers in Austin encourages African-Americans in impoverished areas to seek medical care. Otherwise, they wait until they are ill and use the emergency room as their primary means of medical care. The recommendations listed were developed at the community town hall meeting and placed in the Community Position Paper.

Throughout July-October 2005, the Health Implementation Team maintained consensus on every recommendation developed in the Community Position Paper. There were no changes made by the Implementation Team.

Agreed Upon Recommendations from October 27, 2005 City Council Presentation[44]

1. Encourage representatives on the Travis County Hospital District Board to present and seek support for motions seeking federal funding to operate an expansion clinic, similar to the Montopolis Clinic, in the African-American community.

2. Create a prevention team to direct focused services in African-American communities to improve health status and access to primary and preventative care services.

3. Create a panel to review and make recommendations to simplify the eligibility/service process for the Medical Assistance Program.

4. Develop a program to recruit more African-American health care professionals-including physicians, physician assistants, nurse practitioners, nurses, complementary professionals and others- to allow opportunity for greater face-to-face patient consultation and education.

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[43] Austin/Travis County Health and Human Services Department Leading Causes of Death in Travis County by Race/Ethnicity, 1998-2002.
[44] Power Point Presentation: "Blueprint for Success" presented to the Austin City Council on October 27, 2005.

5. Develop a prevention education plan containing culturally appropriate materials targeting the leading causes of death and disease in the African-American community utilizing media outlets- radio, television, newspapers and billboards.

6. Establish a panel comprised of representatives from other health care services sources (Seton, St. David's, etc.) to develop a strategy for increasing availability of services to African-Americans.

7. Develop a mental health strategy that works to improve access to services and physician level treatment; provides support to families; minimizes abuse and exploitation of the mentally ill; and addresses the disparity of care for African-Americans in this population.

8. Establish a Community Wellness and Prevention Consortium, consisting of representatives from all segments of community to advocate for prevention programs and funding that will target the health disparity with African-American and other minority populations.

9. Adopt a Neighborhood-Based Education Screening Model, which targets prevention health, services in neighborhoods experiencing health disparities.

NEIGHBORHOOD SUSTAINABILITY

"It's a balancing act. We're trying to reignite the economic and cultural life of this community without displacing the majority of the people who have lived and worked here for years. At the same time, if people whose families were either from this neighborhood or from neighborhoods like it around the country want to move back 'home,' we want them to be able to afford to do that. We also encourage people with higher incomes to join us because we recognize the importance of a mixed-income neighborhood to improving schools and the quality of services in the area." [45]

-Byron Marshall, President and CEO of
Austin Revitalization Authority (ARA) and
Implementation Team Co-chair

The City of Austin Neighborhood Housing and Community Development Office

"seeks to provide housing, community development, and small business development

services to benefit eligible residents so they can have access to livable neighborhood and

increase their opportunities for self-sufficiency."[46] According to a 2003 City gentrification

task force report, "there is heightened concern for those neighborhoods in East Austin that

include a higher number of moderate-income and low-income households relative to the rest

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[45] Excerpted from "Gentrification in Motion" by K. Anoa Monsho in Good Life Magazine, November 2004
[46] Mission Statement found on department website: www. ci.austin.tx.us/housing/about.htm

of the Austin urban core"[47] Residents of East Austin have voiced concern that they may be displaced from the community they and many African-Americans have called home for decades.

Again, in 1928, the City of Austin supported a segregation plan that offered municipal services to African-Americans only in East Austin (see Table 2.1). The reprehensible nature of this plan notwithstanding, African-Americans residing in East Austin created beautiful neighborhoods, managed businesses along East 11th and 12th streets and sent their children to schools in the area as well. According to Ryan Robinson, City of Austin Demographer, over time, integration allowed African-Americans to move to neighboring suburbs.

East Austin has experienced a resurgence; new homes replace vacant lots and dilapidated structures and businesses open in areas long neglected. Long-time residents, however, worry how these changes (albeit positive) impact their ability to afford their homes. Participants at the Group Solutions forums and the community town hall meeting stressed the negative impact of gentrification[48]. They recommended the City develop a way to keep long-time and/or lower income residents from losing their homes to rising property taxes, which of course stem from the rise in property values.[49] African-American residents also desire more affordable housing in the area. The recommendations listed below stem from these sentiments. The Implementation Team maintained consensus about these recommendations while others presented a challenge.

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[47] Staff Task Force on Gentrification in East Austin: Findings and Recommendations. March 2003. pg. 5
[48] Task Force report, pg. 6. Gentrification- "the process by which higher income households displace lower income residents of a neighborhood, changing the essential character and flavor of that neighborhood.' The Task Force borrowed this definition from the Brookings Institution.
[49] Summary of Findings and Recommendations- Group Solutions RJW, pg. 6.

Original Recommendation	Modifications
1. Provide resources to develop the capacity of neighborhood organizations and other non-profits to conduct culturally appropriate seminars on how to buy homes, file tax protests and protect their properties from tax or bank foreclosures.	No change
2. Identify low and moderate-income families home owners, particularly those owning historic properties, repair structures and catch up on taxes. Where appropriate purchase foreclosure property.	Staff concurs with modification. Public funding is not allowed to be used for personal taxes. Furthermore, Legal (City department) advises acquiring property before tax foreclosure requires additional analysis to determine some options which may allow for this to occur.
3. Adopt the Austin Equity Report as a City policy and create a policy requiring City to complete and publish an economic impact study prior to wholesale designation of any minority neighborhood a "desired development zone."	Staff concurs with modification. Some of the recommendations in the Austin Equity Report are no longer relevant. Staff plans to review the Repot and identify relevant housing recommendations for reconsideration within 90 days.
4. Develop a comprehensive approach to mitigating the negative effects of gentrification.	No change
5. Develop a land bank and deposit City-owned land to be used for affordable single family homes or for low-cost, long-term leases to community based, non-profit, community housing development organizations.	No change
6. Bring the physical environment of East Austin up to the level of the physical environment in other areas using the arsenal of tools available to the City. Encourage mixed use development in East Austin by improving landscapes along commercial corridors, developing City financed parking, improving necessary infrastructure, and enhancing and expanding the existing façade improvement program.	No change

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[50] Power Point Presentation: "Blueprint for Success" presented to the Austin City Council on October 27, 2005.

Original Recommendation	Recommended Change
7. Assist neighborhood organizations in building their capacity by having the primary focus of AHFC and NHCD staff to be that of collaboration with, versus competition with, those organizations.	Staff supports continuing our strategy that promotes the use of non-profit housing developers in some cases and in developing housing through private sector partnerships in other cases. This strategy has proven very successful.
8. Identify and designate areas that could serve as an economic empowerment zone that benefits African-Americans and redistribute funds back into the community (i.e., tax-increment financing); seniors and others would become tax exempt within this area..	Staff-recommendation- "Empowerment zones are not being utilized to the extent they should be. Staff recommends the continues identification of new strategies to accomplish the goals identified in this recommendation.
9. Create a joint City/County task force to create a comprehensive plan for attracting African-Americans to Austin and retaining them and developing affordable, middle and upper income housing in historic Black communities. The group would also review housing patterns and the history of Section 8 voucher placement process in Austin to improve the voucher allocation process and use vouchers as a tool for decentralizing poverty and creating true mixed income neighborhoods.	Staff recommendation- The joint City/County Task Force charge in this recommendation covers the major purpose of the AAQL Initiative. Staff recommends the AAQL Community Committee invite the City and County Housing Authorities to work with the City staff in the housing analysis and that the AAQL Committee serve as the oversight entity for reviewing that study.
10. Create incentives for private developers to build or finance the construction of affordable housing.	Staff recommendation- Inclusionary zoning has been eliminated as a possibility at this time because of legislative restrictions.

EMPLOYMENT & EDUCATION

"The quality of life begins with a job."

> -Jeffrey Richard, President and CEO of the Austin Area Urban League, and Implementation Team Co-chair.[51]

Increasing employment opportunities for low-skilled individuals and college students potentially places African-Americans on better economic footing, which of course improves their quality of life. A solid education prepares individuals for employment opportunities. The team focused on developing future collaborations with the Austin Independent School

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[51] Richards quoted his friend Gary Farmer- May 26, 2005 Austin City Council transcript

District. Addressing employment disparities fell within the purview of the Department of Small and Minority Business Resources office (DSMBR). The mission of the department is to enforce the Minority and Women-owned Business Enterprise (MBE/WBE) ordinance passed in 1987 by the Austin City Council.

The Department enforces the ordinance by "encouraging minority and women participation in City contracts by establishing special procurement goals for each group."[52] Many of the recommendations for the Education and Employment team relate to education, however, the mission of DSMBR to ensure minority and women business representation falls within the scope of recommendations proposed to improve employment opportunities for African-Americans. City human resources staff from various departments also participated on this team. DSMBR also played a role in the Business and Economic Development Implementation Team.

Respondents at both the Group Solutions forums and town hall meeting cited employment access and discrimination as barriers to a positive quality of life in Austin. They stressed the need for training opportunities that lead to higher compensation. A participant at the Group Solutions formed explained that "If African-American men can't get jobs to support their families, the family unit breaks down. When the family unit goes, the community goes."[53] The African-American community also expressed frustration with the quality of education in poorer schools in Austin. Again, the community will collaborate with AISD about these concerns at a later time.

Throughout July-October 2005, the Employment and Education Implementation Team found consensus on every recommendation developed in the Community Position

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[52] Mission statement found at department website: www.ci.austin.tx.us/smbr/
[53] Summary of Findings and Recommendations- Group Solutions RJW, pg. 3.

Paper.[54] The Implementation Team merged two recommendations and moved another

recommendation to the Business & Economic Development Implementation Team.

Agreed Upon Recommendations from October 27, 2005 City Council Presentation[55]

1. Review the City's own hiring and compensation practices to ensure that African-Americans are hired in appropriate numbers throughout city government and in decision making management positions that impact areas outlined in the "Blueprint for Success."

2. Use existing funds and identify additional funds to help make attending Huston-Tillotson University possible for lower-income students; provide employment opportunities while they are in school.

3. Create an education advisory council made of experienced educators and community education advocates for the purpose of exploring how Austin Independent School District (AISD) (and other school districts in the long-term) are supporting challenges and failures of African-American children. Further, this advisory council will provide recommendations for correcting and identified inefficiencies.

4. Foster an Education Attainment Goal Committee for 2015 (create evaluation subcommittees and tools for performing annual reviews to determine if the school systems are meeting standards/goals for global competitiveness). Encourage and provide incentives to businesses and other organizations as leverage, so that they would offer ex-offenders life skills, job skills training, and job opportunities.

5. Develop a page on the city's website that is dedicated to African-American educational issues and resources (e.g. a message board for parents to discuss issues, scholarship opportunities).

6. Increase collaborations with the Austin Independent School District, including joint-use facilities, after school programs, mentoring in low-performing schools, and other efforts that improve ineffective programs/curriculum.

7. Partner with community organizations (i.e. Austin Area Urban League, Skill Point Alliance) to create trade training for African-Americans interested in plumbing, electrical wiring, masonry, roofing, etc.

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[54] This team originally had nine recommendations, however it merged two and assigned another to the Business and Economic Development Implementation Team.
[55] Power Point Presentation: "Blueprint for Success" presented to the Austin City Council on October 27, 2005.

BUSINESS & ECONOMIC DEVELOPMENT

Attracting African-Americans to Austin challenges Central Texas employers; there is a question as to whether or not Austin "can provide the atmosphere needed to retain a diverse workforce."[56] Furthermore, African-American entrepreneurs desire access to opportunities that enable them to market their services and attract clientele. The City of Austin Economic Growth and Redevelopment Services office (EGRSO) offers many key services, however, two relate directly to the scope of the Initiative:

- "Form public/private partnerships with primary employers and key project developers in order to encourage location and/or expansion in the Desired Development Zone"

- "Provide development opportunities and resources to small businesses so that they may become self-sustaining in a competitive business environment."[57]

Comments at the Group Solutions forums and town hall meeting reveal frustration that the City of Austin grants lucrative tax incentives to companies to attract and retain them without tying those incentives directly to company commitment to recruiting and retaining African-American employees.[58] Comments from the forums and town hall meeting also focused on increasing opportunities for MBE/WBEs (Minority Business Enterprises/Women Business Enterprises).

The recommendations listed below stem from these sentiments. The Implementation Team maintained consensus about these recommendations while others

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[56] "Shades of Gray: Black Business Professionals Grapple with Population Loss, Disconnected Community" by Colin Pope. *Austin Business Journal*. May 13-19, 2005.
[57] Key services found at department website: www. ci.austin.tx.us/redevelopment
[58] Summary of Findings and Recommendations- Group Solutions RJW, pg. 7.

presented a challenge. The Business & Economic Development Implementation Team made

changes to recommendations.

Table 2.5 Recommendations from October 27, 2005 City Council Presentation[59]

Original Recommendation	Modifications
1. Partner with the African-American Chamber of Commerce to recruit African-American businesses. Facilitate a partnership between the African-American Chamber and the Greater Austin Chamber of Commerce to collaborate on selective recruitment initiatives. Recruit business that provide advancement opportunities for low-tech, semi-skilled and non-technical workers.	No change
2. Establish a program that allows MBE/WBEs to leverage executed contracts with a public entity to obtain a loan.	No change
3. Enforce the City's MBE/WBE ordinances and monitor contracts for compliance and ensure that adequate resources are being applied for making informed decisions toward setting MBE/WBE participation goals. Reward businesses that promote diversity by including MBE/WBE subcontractors in their proposal.	No Change
4. Re-establish and market the ombudsman role within the City of Austin to ensure access exists to resources and to hear issues or complaints from referenced business owners.	Recommended change- Use the Small Business Development Program's Business Solutions Center as the central point of contact for accessing information. Assign an Assistant City Manager to receive information on issues and complaints. Contract with an outside third party for the purpose of hearing unresolved issues.

[59] Power Point Presentation: "Blueprint for Success" presented to the Austin City Council on October 27, 2005.

Original Recommendations	Modifications
5. Adjust insurance and bonding requirements on advertised municipal solicitations to be based on the risk to the City of Austin and the value of the solicitations.	Recommended change- The City of Austin, over the next four months will explore the feasibility of reducing insurance requirements to facilitate small business contracting in both construction and non-construction contracts.
6. Ensure that input solicited from African-American businesses and organizations regarding the use of funds devoted to business and economic development.	No change
7. Increase access to business and economic development information via the City's website	No change
8a. Require corporations to do business with MBE/WBEs, with a focus on African-American business it corporations receive tax incentives Ensure the corporations formally agree to develop and implement programs that provide contract and procurement opportunities to MBE/WBEs.	The City will: - Ask companies receiving incentives to incorporate the City's MBE/WBE goals in their hiring practices, or - Ask companies to provide hiring and vendor diversity historical data, or - Ask companies to provide a plan for establishing goals for diversity in hiring and vendor contracting. - May require companies to work with DSMBR to assist in achieving goals. - Include diversity in matrix.
8b. African-American Business organizations (i.e., African-American Chamber, Black Contractor Association) should have an opportunity to participate in incentive negotiation process.	Recommended change- Provide the African-American business organizations an opportunity to meet with and communicate their interest to companies that are seeking incentives from the City of Austin.
9. Establish a capital investment fund program that provides 0% to 5% loans for MBE/WBEs for start-up or expansion capital. Evaluate venture capital opportunities to relax underwriting standards.	No change

ARTS, CULTURE AND ENTERTAINMENT

Arts, culture and entertainment are staples of the overall Austin scene, which attracts thousands to the city each year. The City of Austin Parks and Recreation Department (PARD) and the Economic Growth and Redevelopment Services Office (EGRSO) are the agencies that provide services pertaining to arts, culture and entertainment. Among many of its tasks, PRD is responsible for overseeing "arts and museums" and provides programs such as "Movies in the Park" and other culture-specific venues. Another key service of EGRSO is to "nurture, preserve and promote Austin's arts and creative industries in order to strengthen and sustain Austin's dynamic cultural vitality."[60]

The Group Solutions respondents and town hall participants questioned how Austin can market itself as the "Live Music Capital of the World" yet the South by Southwest (SXSW) and Austin City Limits Music Festivals attract few African-American performers. Forum respondents and town hall participants also stressed that African-American culture and history have limited visibility, even in taxpayer supported facilities.[61] Respondents, did, however, point to existing community and cultural assets and believe that aggressive marketing may draw more African-Americans to Austin.

The recommendations listed below stem from these sentiments. The Implementation Team maintained consensus about these recommendations while others presented a challenge.

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[60] Key services found at department website: www. ci.austin.tx.us/redevelopment
[61] Summary of Findings and Recommendations- Group Solutions RJW, pg. 3.

Table 2.6- Recommendations from October 27, 2005 City Council Presentation[62]

Original Recommendation	Modifications
1. (a,b,c)Promote Austin's African-American Culture, history, restaurants and events on Austin Convention & Visitors Bureau (ACVB) website and publications.	No change
2. Establish a position at ACVB that will liaison between ACVB and African-American producers and promoters of signature events in the Austin community.	No change
3. Include African-American signature events in ACVB promotional materials and on the ACVB website.	No change
4a. Create an African-American cultural fund, which is charged with providing marketing and production support to organizations (for-profit and non-profit) that produce signature events and arts and culture activities targeting the African-American Community.	Staff does not recommend a separate African-American Cultural Fund, rather: The City commits to: ▪ Increase Capacity Building Program in FY 2005-2006 by $140,000 ▪ As a goal, work to increase the number of African-American applicants and awards through outreach and technical assistance to the Cultural Arts Funding Programs to reflect 10% of the overall applicant and award pool by 9/30/07. ▪ Conduct workshops that provide technical assistance ▪ Work with community organizations already providing technical resource support services to the African-American arts community. ▪ Create a COA website that will provide the arts community information on proposing City co-sponsorships and Council approved fee waivers.

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[62] Power Point Presentation: "Blueprint for Success" presented to the Austin City Council on October 27, 2005

Original Recommendations	Modifications
4b. Establish a staff position within city government that is tasked with identifying resources (funding) for cultural events and programs. This type of support would be in addition to City sponsorships for fee waivers, permit fees, etc.	City will identify a staff position for minority outreach & improve minority participation in the cultural arts funding program. City staff will facilitate and provide technical assistance to the Black Arts and Entertainment Committee (BACE) to create a foundation that would focus on economic development, marketing, and promoting African-American events.
5. Create an African-American Cultural Arts District(s) in Austin that will formally preserve areas where these is a concentration of existing African-American landmarks (including businesses, churches, Carver Museum, and Library, Huston-Tillotson University, etc.)	June 2006, the City will initiate a comprehensive Community Cultural Arts Plan, as approved by City Council Staff recommends the creation of the community's recommendations, including: ▪ Retain a project consultant ▪ Adopt boundaries for district ▪ Complete 2-3 site visits to other successful Cultural Districts (e.g. Atlanta) ▪ Work through the Black Arts, Culture and Entertainment committee to accomplish specific recommendations made by the African-American Community Implementation Team.
6. Name the theatre at the Carver Museum after the late Boyd Vance.	No change
7. Contract with a marketing firm to assist ACVB/City with developing a campaign to effectively market Austin's African-American culture, history landmarks, and other resources inside and outside Austin.	No change
8. Ensure that African-American artists, musicians, film makers, and others are included in City co-sponsored and supported events; and events are publicized in African-American press and on community websites.	No change

Original Recommendations	Modifications
10. Establish a goal to retain African-American artists to create art in the "Art in Public" places program.	No change

This chapter summarized the problematic situations for all six priority areas and presented the recommendations (agreed-upon and modified) addressed by each Implementation Team. The next chapter presents a review of citizen participation literature relevant to this applied research project.

CHAPTER THREE

LITERATURE REVIEW

<u>Purpose</u>

Conceptually, citizen participation processes serve two purposes: they fulfill a basic democratic mandate (Yang 2005, 277) and they inform public agencies about the quality of its service delivery. By addressing concerns at public hearings, offering feedback through government-initiated forums and by collaborating directly with administrators, minority communities can fulfill their objectives by using citizen participation processes as a supplement to representative democracy. Yet, as a system for prompting substantive changes, citizen participation processes often face a constellation of criticism primarily because public agencies may be slow to respond, if at all.

Responsiveness is a fundamental expectation citizens maintain and it is engrained as a fundamental responsibility of the public sector. Responsiveness drives citzens' motivation to civically participate. Vigoda (2002, 527), however, contends that responsiveness is viewed as "a passive unidirectional reaction to the people's needs and demands" and "is based on a market place view of better service for citizens as clients or customers." Kathi and Cooper (2005, 560) follow suit by suggesting that responsiveness is "deemed a necessary evil that could inhibit effective performance by professional administrators." Inadequate response bares direct responsibility for citizen cynicism and mistrust (Berman 1997).

Then again, recent public administration and civic literature[63] indicates the need to engage ordinary citizens in meaningful participation to counter the cynicism and mistrust harbored by citizens toward local government. A 2004 report by the American Political Science Association (APSA) points to a crisis in citizen participation levels. In response,

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[63] Drogosz 2003; Fung and Wright 2005; Harwood 2004; Lando 2002; Morse 2004; Raffray 1997

non-profit organizations such as America Speaks, D.C. Agenda, and the National Issues Forum attract and sustain that interest by stimulating dialogue about policy matters which ultimately aim to "enliven democracy" (Morse 2004, 32). These organizations exemplify attempts to bestow ownership of existing and impending local issues upon citizens and administrators.

Simply reviving interest in civic matters for the sake of doing so is a goal with a short reach in terms of improving the dynamics of the citizen-administrator relationship. A basic (albeit naïve) assumption is that citizen participation of any kind and on any level "will produce 'better' public policy" (Rosener, 1978, 457). Administrators often perceive citizens as untrustworthy (Yang 2005), ignorant and irrational (King and Stivers 1998). Citizens tire of the ways in which local government customarily engages them in dialogue. By sponsoring focus groups, town hall meetings, etc., public agencies attempt to placate citizen dissatisfaction through public relations. (Harwood 2004, 74) In concurring with the attack against public meetings, Adams (2004, 52) summarizes the dilemma suitably:

> "A process that lacks opportunities for constructive citizen deliberation will lead to disillusionment among citizens and reinforce the disconnect between citizens and their government."

Therefore, the purpose of this chapter is to highlight typical barriers that obstruct successful citizen-administrator collaborations (unrealistic expectations and a bureaucratic mindset). This chapter also highlights the interplay between participatory objective and outcome and draws distinctions between citizens with respect to efficacy and social capital. Finally, it offers *engagement* rather than input as a philosophical shift necessary to engender solution-focused citizen-administrator collaborations. By de-emphasizing "us-versus-them" divisiveness and stressing "we", citizens and administrators can tackle the crucial social equity issues exemplified the Quality of Life Initiative.

Citizen Participation is a Waste of Time

The previous chapter explained how the Austin Quality of Life Initiative came into fruition. It was conceived from years of critical incidents, documented disparities and racial tension. By failing to give citizens what they want, trust and confidence deteriorates between public administrators and the citizens they serve (Kathi and Cooper 2005). Deteriorated trust also fosters cynicism (Berman 1997), thereby potentially leading to disinterest in civic matters all together.

As Weeks (2000, 360) declares: "Citizens are angry with their political leaders, estranged from civic institutions, distrustful of the news media, and pessimistic about the prospect for collective action to solve community problems. At the core of our dysfunctional political culture is the degraded quality of civic discourse- *how* we talk about public problems [italics added]." In her tome advocating civic participation as a potentially transformative experience for ordinary citizens, Campbell (2005, 693) offers public hearings as a case in point in her critique of them as a "symbolic gesture aimed at creating the illusion of inclusion without actually addressing the challenges and benefits that arise from expanded notions of citizen participation." She points out:

> "If the only participatory opportunity citizens have is to sit through a 4-5 hour meeting to make a 5-minute call to the public, why are we surprised by the lack of turnout?....After public comment, citizens are thanked, and that is the extent of their participatory efficacy. There is little interaction or exchange of ideas and virtually no dialogue regarding problem identification, agenda setting, or the crafting of potential solutions and policy recommendations."

Citizen participation scholars Mary and Robert Kweit (1981, 7) validate this sentiment by explaining that although citizen participation is rooted in the classical theory of democracy (embodied in the Lincoln axiom "Of the people, by the people and for the people"), it has since digressed:

"interests are only managed indirectly by elected officials and the subsequent policies implemented by bureaucrats who value expertise, efficiency, hierarchal authority, routine and impersonality. These values contradict democratic principles of equality, freedom and individual human dignity."

The routinized, process-driven nature of citizen input opportunities is perceived by citizens as "window dressing" (Harwood 2004, 76) because the aim by public agencies is to give citizens an opportunity to speak their minds and then go away and let the experts handle the problem (Lando 1999, 113). Unsurprisingly, citizen policy interests and demands progressively decline once the "realities of the government policymaking structure are realized" (Kweit and Kweit 1981, 7).

Unrealistic Expectations

Local governments face political and budgetary constraints. All parties desire a positive outcome, however, citizens need to modify their expectations (Smith and Beazley 2000). Time, uncertainty, distortion of information and crises challenge when and how public agencies respond to citizen requests (LeMay 2002, 149). Most important, public administration acts at the behest of elected and appointed officials.

Citizen participation is often romanticized democratic ritual (Boyte 2005). Harwood 2004) advises citizens involved in collaborative efforts with administrators to check their idealism; daunting issues may demand that administrators and the citizens convene about issues indefinitely and compromise about impending solutions. "Working with citizens is messy, complicated and takes longer than it does to make decisions on one's own" (King and Stivers 1998, 74).

Who is Left In the Room?

Unrealistic expectations and mindsets aside, the "realities" of the policymaking structure fails to keep all citizens away. This chapter previously addressed the difficulties citizens face when they seek traditional means of citizen participation. On the other hand,

there are citizens who find those venues satisfying for their specific goal. Adams (2004, 43)

agrees and points out a dual aim of public meetings:

> "Even though public meetings themselves are not
> deliberative, they can facilitate citizen participation and the
> development of good policy by assisting citizens in achieving
> their political goals."

A citizen may find it pleasing to approach a dais before elected representatives and vent, for

example, about the cost of traffic tickets. The input given can facilitate the development of

solid solutions; Adams (2004, 45) theorizes that participatory venues like public hearings can

actually "enhance other participatory tools" thereby developing a "more meaningful and rich

participatory structure."

It is important to distinguish the citizen who wants to offer feedback about traffic

fines from another who seeks to reduce the cost of the fines through organized political

action. According to Rosener (1978, 458);

> "To some citizens, participation means the sharing of
> decision power; to others it means only expressing an
> opinion…When we ask the question "how", we are inquiring
> into how different kinds of issues relate to participation. Since
> issues differ in terms of their complexity, duration, scope and
> intensity they generate different kinds of 'participation
> costs.'"

Citizen participation is stratified by objective and influence. A citizen wanting to reduce

traffic ticket fines will learn quickly that a task force to study traffic ticket fines will not

evolve from a three-minute communication to elected officials.

The citizen that can persuade an agency to form such a task force embodies not just

high efficacy, but possesses the proverbial *social capital*, about which there is volumes of

literature. Coined by Robert Putnum in his seminal book *Bowling Alone*, social capital, in

theory, refers to networks and relationships. Individuals with social capital are:

> "endowed with a rich stock of social networks and are in a stronger position to 'develop the capacity to address the problems of poverty, to rebuild their communities, and to achieve a measure of control over their lives" (Warren et al 2001, as quoted in Brown-Graham 2004, 32).

Politically, citizens with high social capital have insider knowledge about local government policymaking (or previous public-sector work experience); and have established relationships with political officials and administration decision-makers. These citizens also have established track records of community involvement or lead community-based organization. They are more inclined to seek and establish collaborative partnerships with administrators. As with the Quality of Life Initiative, the African-Americans members of the Implementation Teams were designated by their community as emissaries to represent community-specific interests and advocate for the proposed recommendations.

Encountering the "Bureaucratic Mindset"

Scores of literature describes and critiques the public administrator mindset and its disconnection to civic life[64]. Nalbandian (2005, 314) identifies a gap between "specialists" and "citizen focus and community problems." As an example, he offers an anecdote from his time as a council member:

> "When I was a council member, one of my political science colleagues was president of a neighborhood association. The city was planning to modernize what originally had been constructed to rural standards as a county road… to paraphrase, my colleague told me, 'The planning staff was courteous, accessible and wonderful to deal with. Unfortunately, I couldn't understand a word they were saying!'….He said that the staff talked in terms of plats, zoning rezoning and text amendments, and instead of saying 'street', they said 'right of way,' and instead of saying 'drive ways,' they said 'curb cuts.' He said that he heard everything they said while understanding little" (2005, 317).

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[64] Adams and Balfour, 1998; Frederickson, 1981; King and Stivers, 1998

Administrator mistrust of citizens actually reflects a strain of paternalism. Irvin and

Stansbury (2004, 62) cite that "complex technical knowledge is required before participants

can make decisions" as a high-cost of citizen participation. In what he describes as the

"Culture of Technical Control", Yankelovich (1991, 9) believes that only experts possess

knowledge and that knowledge is somehow linked to validation. With knowledge reserved

for the few and everyone else having opinions (1991, 49), an atmosphere of mistrust

naturally develops.

On the contrary, public administrators were originally professionalized to address

corruption and political favoritism. There were technical problems and technical expertise

was necessary and valued. [65] The nature of the public administration mission necessitated

what Vigoda (2002, 529) calls a "Weberian legacy":

> "…clear hierarchical order, concentration of power among
> senior officials, formal structures with strict rules and
> regulations, limited channels of communication, confined
> openness to innovation and change, and noncompliance with
> the option of being replaceable."

Over time, the elevation of expertise ignored or degraded the wishes and insights of the

citizen (King and Stivers 1998; Adams and Balfour 1998).

Administrators Are Citizens Too

Research revealed no literature specifically discussing the manner in which

administrators reconcile their identity as citizens. This is problematic given that

administrators, like citizens, are part of the same community. Administrators pay taxes that

fund the very services they are trusted to oversee. Many of the co-chairs and staff members

representing the City of Austin in the Quality of Life Initiative were born and raised in

Austin or have resided in the city for many years. It is also important to point out that many

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[65] Personal conversation with Dr. Patricia Shields, Texas State University- February 6, 2006

administrators serving on the Implementation Teams are African-American and may be personally affected by the outcome(s) of the Initiative.

A review of literature unearthed two philosophical tools that possibly mirror such reconciliation: "self-reflexivity" and "sympathetic understanding". Self-reflexivity (Lowery 2005) involves introspection about individual experience that can check unethical behavior (2005, 324). Originally developed by Michael Harmon in 1995[66], self-reflexivity also allows administrators to "train one's mind to go visiting" (deToqueville), to place oneself in another's shoes to know where it pinches (King and Stivers, 1998, 43). A degree of self-reflexivity can reduce barriers of mistrust between citizens and administrators. [67]

By embracing what late feminist and Nobel Peace Prize winner Jane Addams called "sympathetic understanding", administrators can relate to citizens on a personal level while maintaining a responsibility to the entire public they serve. According to Dr. Patricia Shields, "sympathetic understanding helps one make sense of others' experiences and this facilitates meaningful communication and social change" (Shields, forthcoming).

Self- reflexivity and sympathetic understanding are branches on the tree of communitarianism, which Lowery asserts has a strong impulse in the academic discipline of public administration (2005, 325). Lowery cited both Walter Lippmann (Starling 1986) and H. George Frederickson (1997) as advocates of benevolence as a "prerequisite for the idea of public interest" and an alternative to efficiency-driven nature of the field.

While incorporating compassion and individual experience within citizen-oriented initiatives is valuable, Yang (2005, 273), believes that "mutual trust is a significant ingredient

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[66] In 1995, Michael Harmon authored a book titled *Responsibility as Paradox: A Critique of Rational Discourse on Government.*

[67] Historically, the success of many social movements (i.e.-the Civil Rights Movement) necessitated a moral and spiritual introspection.

for democratic governance, a key factor for network creation and maintenance, and a necessary condition for collective action and societal learning." Yang (2005, 274) also believes that administrators must confront their own capacity to trust citizens as well because "in order to improve citizens' trust in government, one has to improve government's trust in citizens."

Citizen-Administrator Collaborations

Citizen-administrator collaborations are, by design, a series of prolonged meetings aimed to develop polices to rectify issues identified and brought forth by citizens. Theoretically, they mirror a participative model of decision-making (LeMay 2002, 143) and can, through deliberation, "create an investment in the solution" (Morse 2004, 41). The participative character of community-administrator collaborations is "distinguished from ordinary, thin modes of public involvement by the breadth and quality of participation" (Weeks 2000, 360). On a continuum of participatory impact, this level of civic engagement is most penetrating because it "takes time, give-and-take among people and willingness to insist that people consider different perspectives, choices and trade-offs" (Harwood 2004, 74). Through engagement, rather than input, citizens and administrators can confront real tension and arrive at a compromise by asking, "Can we live with this?" (Harwood 2004, 75). Citizens collaborating with administrators deliberate salient issues; this is a partnership that potentially diminishes the chasm between citizens and administrators described in the literature (Adams and Balfour 1998; King and Stivers 1998; Raffray 1997).

A Shift Towards Governance

According to Bingham, Nabatchi and O'Leary (2005), public administration is attempting to use quasi-participatory" structures to create a bridge between citizens and government. Through *governance*, citizens share power in decision-making with public

administrators it "provides a process for developing the common good through civic engagement" (Jun 2002 cited in Bingham, Nabatchi and O'Leary 2005, 548).

Boyte (2005, 537) concurs in his assessment that *governance* "intimates a paradigm shift in civic agency and in democracy." The shift, Boyte explains:

> "can be conceived as a move from seeing citizens as voters, volunteers, clients, o consumers to viewing citizens as problem solvers and cocreators of public goods. It involves a shift in the role of public professionals such as civil servants nonprofit managers, and office holders from providers of services and solutions to partners, educators, and organizers of citizen action" (2005, 537).

These shifts can potentially "address complex public problems that cannot be solved without governments, but that governments alone can never solve" (2005, 537).[68]

Conclusion

Despite its deficiencies, citizen participation remains a cornerstone of democracy because, in general, it provides an opportunity for citizens to contribute to the well-being of their communities if representative democracy presents no occasion. This chapter has pointed out that citizen input simply satisfies a democratic mandate while engagement between citizen and administrators promotes ownership of the results. The community-oriented, holistic process of engagement directly challenges the divisive nature of citizen-administrator collaborations. A review of literature also highlighted a shift in public administration; citizens and administrators are forging partnerships to sustain communities and promote ownership of and accountability for the finished product.

According to Stephen Goldsmith, former mayor of Indianapolis and former chair of the Corporation for National Service, civic engagement should "reinforce ties between groups that may have different motivations but a common purpose" (Drogosz 2003, 16). He

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[68] Bingham et al (2005) and Boyte (2005) appeared together in the October 2005 edition of *Public Administration Review* that featured a series of articles on civic participation.

also stresses that "citizen and public official are mutually obligated to foster arrangements that leave both parties better off for their engagement with each other." (Drogosz 2003, 17).

The next chapter introduces the Community of Inquiry as a useful framework for successful citizen-administrator collaborations. The working hypotheses and sub-hypotheses for this research project are developed therein and presented as the conceptual framework.

CHAPTER FOUR

THE COMMUNITY OF INQUIRY

"You can't solve a problem until you admit you have one. Then we need to act. We have to act individually, with personal accountability, and then we need to act as a community to fix the leak in our soul… the stakes are too high not to get it straight."
                    -Toby Futrell, City Manager, Austin, Texas[69]

Purpose

The previous chapter emphasized the dilemma of representative democracy for African-Americans and, overall, how unrealistic expectations by citizens and administrator expertise can impair the effectiveness of citizen-administrator collaborations. Therefore, this chapter presents and explains the community of inquiry as a broad, organizing framework that is well suited to address the recommendations proposed in the Quality of Life Initiative. The pragmatic origins of the community of inquiry and its key elements challenge the complexities of citizen-administrator collaborations addressed in Chapter three and they encompass the conceptual framework used to satisfy the research purpose.

The community of inquiry is an effective problem-solving tool because it requires participants in a collaborative process to suspend their beliefs and expectations and use facts and intelligence to labor through complex issues. Incorporating community of inquiry principles into citizen-administrator collaborations may strengthen results for public administrators and community representatives attempting to improve the quality of life for African-American residents.

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[69] African-American Community Update, October 21, 2005

The Purpose of a Community of Inquiry

> "Public administration deals with the stewardship and
> implementation of the products of a living democracy
> ……Public Administrators are stewards in that they
> are concerned with accountability and effective use of
> scarce resources and ultimately making the connection
> between the doing, the making and democratic values.
> Pragmatic inquiry is well suited to facilitate this vision
> of public administration" (Shields, 1998, p. 199).

With a community of inquiry, citizens and administrators have a map to guide the direction of their efforts. In her article, titled "Community of Inquiry", Dr. Patricia Shields introduces the community of inquiry as:

> "a powerful idea developed by classical pragmatists that has
> wide application to many contexts within public
> administration…[and] is powerful because it is an organizing
> principle that can be applied to diverse public administration
> contexts. It also reconciles some of the prominent
> controversies in public administration (PA), such as the
> practice/theory dichotomy, the role of expertise and ways to
> include democracy in practice" (2003, 511).

The community of inquiry is structured within classical pragmatism, that Shields (1998, 197) defines as the "philosophy of common sense." Unlike the administrative reliance on expertise ("knowing what to do"), experimenting is at the core of pragmatism (Snider 2000, 330). Shields believes that pragmatism also "uses purposeful human inquiry as a focal point" (1998, 197). In his essay, "The Logic of Inquiry", John Dewey defines inquiry as:

> "The controlled or directed transformation of an
> interdeterminate [unsettled] situation into one that is so
> determinate [conclusively settled] in its constituent
> distinctions and relations as to convert the elements of the
> original situation into a unified whole" (1938, 171).

In justifying that public administration reclaim John Dewey's philosophies in practice, Karen Evans (2000, 322) believes that using pragmatism as a guide when confronting problems presents "opportunities for collective inquiry and agency."

Incorporating a community of inquiry throughout citizen-administrator collaborations "reinforces founding ideals such as democracy, freedom and equality" (Shields 2003, 512).

Shields credits the late feminist and immigrant advocate Jane Addams and philosopher John Dewey for the development of community of inquiry concepts. In her Hull House settlement, Addams and her residents were drawn together by social problems and united by the faith that they could address them through inquiry and innovation (Shields 2003, Shields 2005). According to Elshtain (2001, 86), Addams references Nathaniel Hawthorne's "Ethan Brand" in her autobiography *Twenty Years at Hull House* to illustrate her disdain for dogmatic thinking and her emphasis on community and fellowship:

> "Brand returns one dark night and announces that he has made his discovery. The unpardonable sin is that of an 'intellect that triumphed over the sense of brotherhood with man and reverence for God and sacrificed everything to its mighty claims!' The unpardonable sin of intellect is to create an overarching ideological system that tries to force life to conform to its model."

In the same vein, Dewey, in *Logic: The Theory of Inquiry* (1998, 173), asserts that "to find out *what* the problem and problems are which a problematic situation presents to be inquired into, is well to be along in inquiry." Dewey (1998, 171) also believed that "we inquire when we question; and we inquire when we seek for whatever will provide an answer to a question asked." The quest for an answer calls for suspending belief systems that potentially hinder the exchange of ideas. Inquiry can motivate participants to accept new information that emerges throughout a discussion.

Again, within the Quality of Life Initiative, the "community" is both highly-experienced public administrators and knowledgeable and resourceful African-American community representatives. The nature of the problem is identified as an unsatisfactory quality of life for African-American residents. Therefore, the community of problem solvers

must resolve differences about the proposed recommendations; decide how to implement the recommendations and evaluate the effectiveness of those decisions.

Key Elements of a Community of Inquiry

A community of inquiry is defined as a group that coalesces around a problematic situation; uses a "scientific or experimental attitude" to examine the problem and is linked together by participatory democracy (Shields 2003, 511). This following sections describes the key elements that comprise a community of inquiry. Subsequently, the community of inquiry is used to craft working hypotheses that satisfy the purpose of this research project. Sub-hypotheses are subsequently expounded to refine the working hypotheses.

The Problematic Situation

A problematic situation catalyzes the formation of a community of inquiry (Shields 2003, 511). However, once a problem is identified, there is a natural tendency to "link problems to final (often, technical) solutions" which can "close off discussion and debate and may put a public bureaucracy in an untenable position because it is expected to solve unsolvable problems" (Shields 2003, 516). Within the Quality of Life Initiative, the City of Austin invited input from the African-American community to determine possible solutions. The recommendations presented in the Community Position paper offer the City of Austin a starting point.

Working Hypothesis 1: Critical Optimism

Central to a community of inquiry is critical optimism. Critical optimism "is a faith or sense that if we put our heads together and act using a scientific attitude to approach a problematic situation, the identified problem has the potential to be resolved" (Shields 2003, 514). Conceptually, critical optimism bridges optimism and pessimism because it "embraces uncertainty and change but with a skeptical attitude" (Shields 2003, 515). The Quality of Life

Initiative arose from a history of racial tension, inequities within the six priority areas and critical incidents involving the Austin Police Department; skepticism about the potential for change is a reasonable sentiment for both administrators and community representatives. However, under the leadership of City Manager Toby Futrell, the City of Austin, in partnership with African-American community representatives, is determined to change the status quo. Therefore, this research intends to learn whether:

Working Hypothesis 1 (WH 1):	**<u>Initiative Implementation Teams exhibited "critical optimism" as it developed final recommendations to improve quality of life for African-Americans residing in Austin, Texas.</u>**

Shields asserts that "critical optimism should surround the application of any idea to public administration or any organized effort to achieve the public good" (2003, 515). With critical optimism defined, three chief questions inevitably arise for individuals coming together to resolve a problem:

1. Why are we here?
2. Do we believe that the problem(s) can be resolved?
3. Are we able to work together to resolve it?

Rosener (1978) contends that it is important for both citizens and administrators to understand the nature of the task(s) before them, and be clear about the vision for their collaboration and to whom that vision belongs. Vision "moves people toward future conditions"(Brown-Graham and Austin 2004, 15). Establishing a vision is also crucial to critical optimism because indistinct goals and objectives and "exaggerated expectations" (Irvin and Stansbury 2004, 59) validates public resentment and cynicism towards government. According to John Dewey, "action which is not informed with vision, imagination and reflection, is more likely to increase confusion and conflict than to straighten things out" (Dewey, 1917/1981, 95 as cited in Evans 2000, 317). An established

vision is crucial to critical optimism because a conflicting vision and set of goals for collaborative process may impede Initiative progress.

Thus, this research study expects to identify critical optimism on teams in which:

Working Hypothesis 1a (WH 1a): <u>**Implementation Team leadership developed a vision for their team through clearly and consistently expressed goals and objectives.**</u>

Shields contends that critical optimism "orients the practitioner toward his obligations to his duty and to his supervisor" (Shields 2003, 515). Kweit and Kweit (1981, 57) suggest that administrators attempting to encourage meaningful citizen participation should "believe in and mean what they are doing. Their attitude should be positive and receptive to input." [70] Therefore this research project will determine whether:

Working Hypothesis 1b (WH 1b): <u>**Implementation Team members believe that quality of life for African-American residents has the potential to be resolved as a result of their involvement on the team.**</u>

Unity around the belief that efforts extended in the Initiative will bare fruit rests on trust developed amongst participants. Trust is a key component in any collaboration where there are differences of opinion because Berman (1997) believes it can establish unity between conflicting parties. Accordingly, mutual trust is a "…necessary condition for collective action and societal learning" (Yang 2005, 273). The dissatisfaction expressed by African-American residents raised questions about the capability of the City of Austin to effectively address their service delivery and policy concerns.

Mutual trust is important to critical optimism for two other reasons. First, John Dewey emphasizes that critical optimism "encourages intelligence to work to improve conditions and it arouses reasonableness and confidence as optimism does not " (as cited in

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[70] The authors credited John Staley, a City Forester in Grand Forks, North Dakota

Shields 2003, 515). For such work to commence, African-American representatives must be perceived more as "problem solvers and cocreators of public goods" as opposed to "clients and consumers" or spectators (Boyte 2005, 537). Raffray (1997) describes this re-characterization within his "citizen-as-decision maker" model. As problem solvers and decision-makers, citizens require access to resources to strengthen their understanding of policy matters, thereby encouraging stronger participation through a balance of power (Smith and Beazley 2000, 862). Thus, this research study expects to discover that:

Working Hypothesis 1c (WH 1c):   <u>**An atmosphere of mutual trust enabled Implementation Team members to resolve differences about Initiative recommendations.**</u>

As explained in Table 4.1, "critical optimism" provides a foundation for prosperous inquiry because vision, faith in the process itself and mutual trust prepares participants to confront the problematic situation intelligently and objectively.

TABLE 4.1
WORKING HYPOTHESIS 1: CRITICAL OPTIMISM

Working Hypothesis	Source
WH1: Initiative Implementation Teams exhibited "critical optimism" as it developed final recommendations to improve quality of life for African-Americans residing in Austin, Texas.	Shields (2003)
WH1a: Implementation Team leadership developed a vision for their team through clearly and consistently expressed goals and objectives.	Brown-Graham and Austin (2004) Evans (2000); Irvin and Stansbury (2004); Rosener (1978)
WH1b: Implementation Team members believe that quality of life for African-American residents has the potential to be resolved as a result of their involvement on the team.	Shields (2003); Kweit and Kweit (1981)
WH1c: An atmosphere of mutual trust enabled Implementation Team members to resolve differences about Initiative recommendations.	Berman (1997);Yang (2005); Boyte (2005); Shields (2003); Smith and Beazley (2000)

Working Hypothesis 2: A Scientific Attitude

Again, the African-American community and the City of Austin designated the problematic situation as improving quality of life for African-American residents. A "scientific or experimental attitude" comprises the second key element of a community of inquiry. A "scientific or experimental attitude…is a willingness to tackle the problem using working hypotheses that guide the collection and interpretation of data or facts" (Shields 2003, 511). It "involves a willingness to see and learn from experimental failures" (Shields 2003, 521). Unlike its formal counterpart, a *working* hypothesis is not a prediction, but an inkling. It is best construed as "anticipation of something that may happen; it marks a *possibility* (Dewey 1938/1998, 173). According to Shields and Tajalli (2005, 13), "working hypotheses signal that conceptualization is in its preliminary stages."

A "scientific or experimental attitude" also suggests that participants step away from their preconceived ideas about how a problem should be resolved. As a tool of classical pragmatism, a community of inquiry "stands in opposition to the idea that there are absolute values that are immovable and eternal and that can be judged absolutely true or false" (Hildebrand 2005, 348). This approach relies on "…adaptability, innovation and responsiveness to changes in the dimensions and dynamics of the problem being solved" (Stolcis 2004, 363).There is no "allegiance to some principle or universal ethic" (Miller 2004, 245). [71] The African-American community developed the recommendations it felt would improve its quality of life in Austin, however each Implementation Team must determine the ability of the City to implement them. Thus, this research project will determine whether:

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[71] In his article "Why Pragmatism Needs an Upgrade*" (2004) in *Administration and Society*, Miller responded to *The Community of Inquiry* by challenging Deweyan classical pragmatism with Richard Rorty's neopragmatism (which challenges the "scientific attitude"). However in this instance, he and scholars Hildebrand, Stolics and Webb agree on a basic tenet of pragmatism in spite of differences regarding how it can influence public administration in practice.

Working Hypothesis 2: Initiative Implementation Teams approached
recommendations with a "scientific attitude"
as it worked to improve quality of life for African-
Americans residing in Austin, Texas.

To illustrate the need for a scientific attitude, Shields (2003) uses the ancient

Buddhist story about three blind men who formed individual, empirically-based perspectives

about the same elephant:[72]

> "If the three blind men were members of a community of inquiry,
> they would behave very differently. They would talk to each other,
> compare perspectives, argue, and test hypotheses as they touched,
> smelled, and listened to the elephant (gathered facts)" (Shields 2003,
> 513).

By utilizing data and working hypotheses, participants in a community of inquiry arrive at

different principles and must be open to the "possibility of criticism and revision of those

principles in light the reflection on those consequences" (Webb 2004, 489).

The recommendations developed by the African-American community stem from

documented and/or perceived inadequacies in service delivery and documented and/or

perceived policy inequities. To determine if a recommendation can be addressed,

Implementation Team members may first need to ascertain the root cause of the issue(s) that

potentially justifies a recommendation.

Working Hypothesis 2a (WH2a):   Implementation Team members questioned
status quo and assumptions about issues
surrounding recommendations.

Determining more about issues which may justify a recommendation may also direct

the Implementation Team towards information it needs to determine the extent of the

problem. Information may include surveys, budgetary records; or local, state and federal law.

Therefore sensibly:

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[72] Shields cites B. Kyokai's *The Teaching of Buddha* (1993)

Working Hypothesis 2b (WH2b): <u>**Implementation Team members collected data to examine and determine the extent of the problem(s) from which the recommendations stem.**</u>

As Dewey (1938, 173) points out:

> "Observation of facts and suggested meanings or ideas arise and develop in correspondence with each other. The more the facts of the case come to light in consequence of being subjected to observation, the clearer and more pertinent become the conceptions of the way the problem constituted by these facts is to be dealt with."

In the circumstance of the Quality of Life Initiative, once the extent of the problem is determined, the Implementation Team is better equipped to determine how the City of Austin can assist in improving quality of life by implementing a recommendation:

Working Hypothesis 2c (WH2c): <u>**Implementation Team members developed working hypotheses to determine whether to accommodate or modify recommendations.**</u>

TABLE 4.2
WORKING HYPOTHESIS 2: SCIENTIFIC ATTITUDE

Working Hypothesis	Source
WH2: Initiative Implementation Teams approached recommendations with a "scientific attitude" as it worked to improve quality of life for African-Americans residing in Austin, Texas.	Shields (2003); Dewey (1938/1998); Hildebrand (2005); Stolcis (2004) Miller (2004)
WH2a: Implementation Team members questioned status quo and assumptions about issues surrounding recommendations.	Shields (2003) Webb (2004)
WH2b: Implementation Team members collected data to examine and determine the extent of the problem(s) from which the recommendations stem.	Shields (2003) Evans (2000)
WH2c: Implementation Team members developed working hypotheses to determine whether to accommodate or modify recommendations.	Shields (2003); Shields (1998); Evans (2000)

Working Hypothesis 3: Participatory Democracy

Creating participatory democracy "is both the simplest and the most profound component of the community of inquiry for public administration practice" (Shields 2003, 522). Unlike representative democracy, participatory democracy focuses on communicating and is "shaped by the interaction of the community and the facts" (Shields 2003, 511). Through participatory democracy, citizens are granted roles beyond that of "client or consumer" (Boyte 2005, 537) and granted influence as "owners" (Vigoda 2002) or "decision-makers" (Raffray 1997).

Not only does participatory democracy take place outside of state houses and city halls, it takes place in "new spaces" that find government institutions defying a hierarchal, command-and-control power structure (Booher 2004). These new spaces "create an important need for new ways of interacting, increased communication, a high level of trust, and new processes and rules for accountability" (Booher 2004, 33). Conceivably, these new spaces align with Dewey's philosophy that conflicting parties should allow for the other to express itself as opposed to having "one party conquer by forceful suppression of the other" (Dewey 1939/1998, 342). Therefore:

Working Hypothesis 3:   **Principles of participatory democracy are reflected in the Implementation Team process to improve quality of life for African-Americans residing in Austin, Texas.**

These new spaces provide the capacity for public administrators to exercise active listening and responsiveness. According to Stivers, "…rather than distancing, listening immerses and engages" (1994, 366). She also contends that listening "calls our attention to emergent aspects of situations and leads us in the direction of contextual rather than eternal (timeless) truths" (1994, 366). Subsequently, active listening engenders responsiveness "…because it promotes openness, respect for difference and reciprocity…" (1994, 367).

As inquiry proceeds (data collection, evolving ideas), the vision and subsequent goals and objectives may evolve. The individual(s) designated to lead a community of inquiry "must be flexible and capable of adaptation" (Shields 2003, 526) and yet remain focused on the "end-in-view" (Shields 2003, 526). Therefore this research project will determine whether:

Working Hypothesis 3a (WH 3a): <u>**Implementation Team leadership encouraged input from all team members.**</u>

Working Hypothesis 3b (WH3b): <u>**Implementation Team leadership demonstrated a willingness to actively listen to opinions and ideas about quality of life recommendations.**</u>

TABLE 4.3
WORKING HYPOTHESES 3: PARTICIPATORY DEMOCRACY

Working Hypothesis	Source
WH3: Principles of participatory democracy are reflected in the Implementation Team process to improve quality of life for African-Americans residing in Austin, Texas.	Booher (2004); Boyte (2005); Dewey (1939/1998); Raffray (1997); Shields (2003); Vigoda (2002)
WH3a: Implementation Team leadership encouraged input from all team members.	Booher (2004); Boyte 2005; Dewey (1939/1998); Vigoda (2002)
WH3b: Implementation Team leadership demonstrated a willingness to actively listen to opinions and ideas about quality of life recommendations.	Shields (2003); Shields (2005); Stivers (1994)

The working hypotheses and supporting sub-hypotheses for this research project comprise and are imbedded within the key elements of a community of inquiry. Relevant, scholarly literature listed in the conceptual framework supports the rationale for each working hypotheses and sub-hypotheses. The research methodology and subsequent operationalization of the working hypotheses are presented in the next chapter.

CHAPTER FIVE

METHODOLOGY

Purpose

Austin's Quality of Life Initiative is a case study through which to explore pragmatic community of inquiry principles. This chapter describes the methodology used to determine if the six Quality of Life Initiative Implementation Teams utilized those principles during work sessions from July to October 2005. Descriptions of document and archival data analysis and structured interviews used to collect evidence are provided. This chapter also presents and explains the operationalization of the working hypotheses.

Overview of Research Methodology

Tables 5.1-5.3 illustrate how Working Hypotheses 1-3 were operationalized to satisfy the research purpose. An operationalization table for each Working Hypothesis is formatted to accommodate the document analysis and archival data analysis conducted and structured interview questions posed to Implementation co-chairs. Each operationalization table explains the evidence used to test each sub-hypothesis.

A multiple method case study technique (document analysis, archival data analysis and structured interviews) was used for this research project. According to Yin, collecting evidence from multiple sources is recommended for case studies because it "allows an investigator to address a broader range of historical, attitudinal and behavioral issues" (1994, 98) thereby "triangulating" data to address the research purpose more completely (Yin 1994, 99). A narrative justifying each research technique and explaining their strengths and weaknesses follows each operationalization table.

TABLE 5.1
OPERATIONALIZATION OF WH1: CRITICAL OPTIMISM

<u>**Working Hypothesis 1:**</u>
Initiative Implementation Teams exhibited "critical optimism" as it developed final recommendations to improve quality of life for African-Americans residing in Austin, Texas.

Sub-Hypotheses	Document Analysis	Archival data	Structured Interview Question	Evidence
WH1a: Initiative Implementation Team leadership developed a vision through clearly and consistently expressed goals and objectives.	Subcommittee meeting agendas and minutes Action Plans Progress Reports	E-mail exchanges	**Q1.** Did each subcommittee meeting/ work session operate under a set of goals and objectives?	▪ Formally adopted mission statement/vision ▪ Consistent appraisal of goals and objectives
WH1b: Implementation Team members believed that quality of life for African-American residents has the potential to be resolved as a result of their involvement on the team.	Subcommittee meeting agendas and minutes Certified Austin City Council Transcript- 5/26/05 6/23/05 10/27/05	Departmental records (Organizational Charts; relevant budgetary data, etc.)	**Q2.** Did phase two of the Quality of Life Initiative (recommendation development) create a foundation for improving quality of life for African-American residents?	▪ Optimism over feasibility of recommendations
WH1c: An atmosphere of mutual trust enabled Implementation Team members to resolve differences about Initiative recommendations.	Subcommittee meeting agendas and minutes Action Plans Progress Reports	Departmental records (Organizational Charts; relevant budgetary data, etc.)	**Q3.** Did subcommittee members administrator- citizen collaboration positively? **Q4.** Did community representatives have access to resources pertaining to the recommendations?	▪ Co-management ▪ Information exchanges

TABLE 5.2
OPERATIONALIZATION OF WH2: SCIENTIFIC ATTITUDE

Working Hypothesis 2:
Initiative subcommittee in respective categories approached recommendations with a "scientific attitude" as it worked to improve quality of life for African-Americans residing in Austin, Texas.

Sub-Hypotheses	Document Analysis	Archival data	Structured Interview Question	Evidence
WH2a: Implementation Team members questioned status quo and assumptions about issues surrounding recommendations.	Subcommittee meeting agendas and minutes Action Plans Progress Reports Documents directly pertaining to recommendations African-American Community Position Paper Final Recommendation Presentation to Austin City Council: 10/27/05	Departmental records (Organizational Charts; relevant budgetary data, etc.)	**Q5.** Did any new evidence emerge in data or reports that challenged the feasibility of any recommendations? **Q6.** Did subcommittee members have a fixed perspective about the recommendations? **Q7.** Were subcommittee members willing to accept evidence that contradicted the recommendations?	▪ New or modified recommendations
WH2b: Implementation Team members collected data to examine and determine the extent of the problem(s) from which the recommendations stem.	Subcommittee meeting agendas and minutes Action Plans Progress Reports Documents directly pertaining to recommendations	Departmental records (Organizational Charts; relevant budgetary data, etc.)	**Q8.** Did the subcommittee use data and reports to determine the extent of the problems surrounding the recommendations?	▪ Examinations of recommendation through the lens of data and reports
WH2c: Implementation Team members developed working hypotheses to determine whether to accommodate or modify recommendations.	Subcommittee meeting agendas and minutes Action Plans Progress Reports Documents directly pertaining to recommendations	Departmental records (Organizational Charts; relevant budgetary data, etc.)	**Q9.** Did subcommittee members investigate proposed recommendations with expectations? **Q10.** Did the subcommittee use data to test expectations about recommendations?	▪ New or modified recommendations

TABLE 5.3
OPERATIONALIZATION OF WH3: PARTICIPATORY DEMOCRACY

<u>**Working Hypothesis 3:**</u>
Principles of participatory democracy are reflected in the Initiative subcommittee process to improve quality of life for African-Americans residing in Austin, Texas.

Sub-Hypotheses	Document Analysis	Archival data	Structured Interview Question	Evidence
WH3a: Implementation Team leadership encouraged input from all team members.	Subcommittee meeting agendas and minutes Action Plans Progress Reports	E-mail exchanges	**Q11.** Did all subcommittee members offer ideas and opinions about recommendations?	▪ Discussion ▪ Deliberation ▪ Disagreement
WH3b: Implementation Team leadership demonstrated a willingness to actively listen to opinions and ideas about quality of life recommendations.	Subcommittee meeting agendas and minutes Certified Austin City Council Transcript 10/27/05 Final Recommendation Presentation to Austin City Council: 10/27/05	E-mail exchanges	**Q12.** Did subcommittee members with divergent points of view continuously offer their opinions?	▪ Consistent participation from all subcommittee members

STRENGTHS AND WEAKNESS OF RESEARCH TECHNIQUES

Document Analysis

As a case study, the Quality of Life Initiative (July –October 2005) involved a series of Implement Team work sessions that potentially used volumes of information and/or data to justify accepting or modifying recommendations developed by the African-American community in its position paper. Yin (1994, 87) observes that analyzing documents is unobtrusive, static and "can provide other specific details to corroborate and augment evidence from other sources." Document analysis reveals details about an event that provides precise accounts of what occurred; it may also reveal how the problematic situation evolved.

For example, the African-American Community Position paper and the October 2005 "Blueprint for Success" presentation before City Council connected to and could be used to test WH2a (questioning the impetus for recommendations) identified in Table 5.2. Both documents identify two sets of recommendations: the original recommendations proposed by the African-American community and the final recommendations proposed by each Implementation Team. Through analysis of the documents, recommendation modifications could be identified, thereby uncovering differences about recommendations (viability, effectiveness, etc.) amongst Team members. Discovering that Team members questioned recommendations would be a first step in supporting or refuting Working Hypothesis 2 (scientific attitude).

Document analysis has a few weaknesses, namely low retrievability, restricted access and reporting bias (Yin 2003, 86). Fortunately, Michael McDonald, Acting Assistant City Manager and chief point of contact for the Quality of Life Initiative stressed that his office and Team co-chairs deemed the Initiative an open process; the City of Austin welcomed

interest from the Austin community.[73] The documents chosen for analysis were official correspondence specifically used for work sessions, thereby reflecting what should be unbiased reporting. Austin City Council transcripts were used also, but because of misspellings and other possible errors within them, certified transcripts through the City Clerk's office were collected to verify official motions made by the Austin City Council.

Archival Data Analysis

Archival data analysis comprised the second form of evidence used to satisfy the research purpose. Archival data were useful because they may have been produced for purposes besides the case study (Yin 2003, 89). As it pertains to the Quality of Life Initiative, archival data such as departmental records, etc. may have been used by Implementation Team members while deliberating about quality of life recommendations. Data collection is central to developing working hypotheses and fostering a scientific attitude. Because archival data "were produced for a specific purpose and a specific audience" (Yin 2003, 89), it diminishes the possibility that information was contrived for the purpose of the initiative.

For example, analyzing relevant departmental records could support or refute WH1 (critical optimism). In the case of the Police & Safety Implementation Team, archival data that tracks hiring of minority Austin police officers or use of force by Austin police officers may either undermine or bolster WH1 c (mutual trust) thereby connecting to support for or invalidation of WH 1 (critical optimism).

Like document analysis, access to archival data may be blocked. As previously mentioned, Chief McDonald stressed that the City of Austin wanted the Quality of Life Initiative to be an "open process."

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[73] Personal Conversation- December 21, 2005.

Structured Interviews

   Structured interviews comprised the third research technique for this project. Interviewing Implementation Team co-chairs tasked to lead work sessions presented an opportunity to hone in on *individual* perspectives (Yin 1994, 76). As a major strength, Yin cites interviews as "insightful" because they "provide perceived causal inferences" (Yin 2003, 86). Interviews were also a strong source of evidence because they focused directly on a case study topic (Yin 2003, 86); interviews clarified and reinforced documents and archival data used throughout the Implementation Team work sessions.

   For example, archival data and document analysis alone inadequately connected to WH3 (participatory democracy). Meeting minutes alone only revealed that deliberation advanced while e-mail exchanges and conversational notes only confirmed discourse among and between Implementation Team members. Implementation Team co-chair interviews developed a complete depiction of participation levels by Implementation Team members. By ascertaining whether all Implementation Team members offered ideas and opinions (Q11) and whether or not Implementation Team members with divergent points of view consistently participated (Q12), the stage was set to collect data that could adequately support or refute WH3.

   Structured interviews also contain weaknesses that could impede successful research. Poorly constructed questions, response bias, and reflexivity are typical weaknesses (Yin 2003, 86). To counter these weaknesses, the interview questions were structured within a conversation "rather than a structured query" (Yin 2003, 89). Co-chairs reflected on their own thoughts about their contribution to the Initiative and subsequently provided feedback about the Initiative process. The use of open-ended questions established a "greater uniformity of

responses" (Babbie 1998, 148). The questions posed offered an opportunity for Implementation Team Co-chairs to reflect on the first few months of Initiative work sessions.

Co-chairs representing the community offered candid responses to interview questions because doing so posed no risk for them. There was concern about co-chairs representing the City of Austin merely offering perceivably safe answers to avoid potential criticism from their superiors. However, to counter that possibility, Acting Assistant Manager Michael McDonald received a letter of introduction and a community of inquiry primer explaining the research project and plans to interview all Implementation Team co- chairs employed by the City of Austin. Again, Chief McDonald stressed that the City of Austin wanted the Quality of Life Initiative to be "an open process." The e-mails sent to each co-chair mentioned Chief McDonald's knowledge of the interview request.

Implementation Co-Chairs Interviewed

The following chart (5.4) lists the Quality of Life Implementation Team co-chairs interviewed for this applied research project:

Chart 5.4- Quality of Life Initiative Implementation Team Co-Chairs
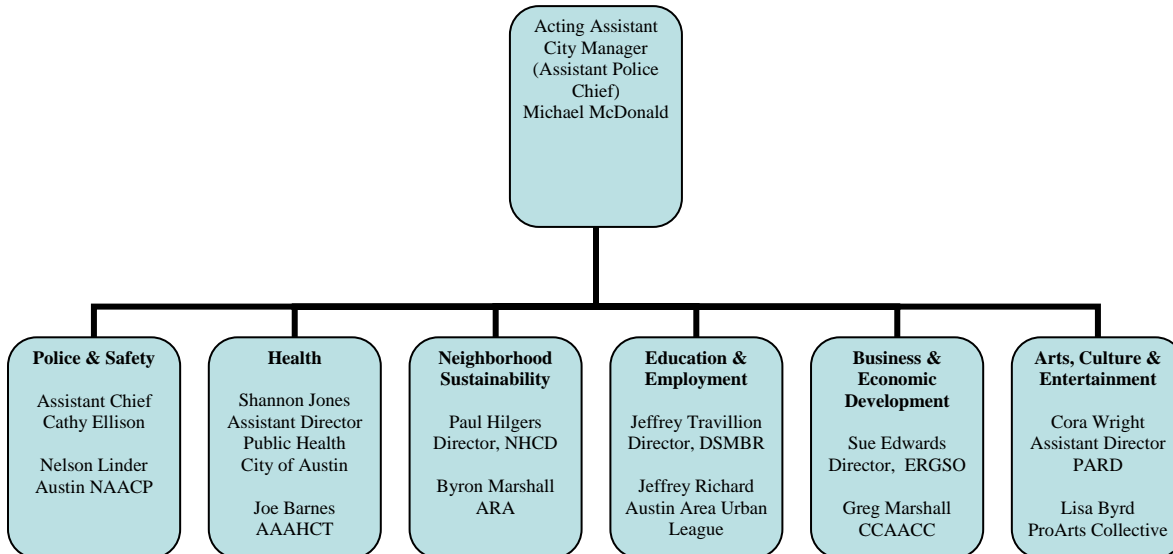
Interview Procedure

In mid-February 2006, letters of introduction were e-mailed to all 12 Implementation Team co-chairs. The e-mail contained an attached primer that explained the aim of the research project, a brief overview of the community of inquiry and a timeline for the project (See Appendix I). Terri Hasbrouck, Executive Assistant to Acting Assistant Manager Michael McDonald, was copied on each e-mail. A phone call was then placed to each Implementation Team co-chairs to secure a minimum one hour appointment for an interview. All interviews were conducted in person at the office of each co-chair with two exceptions. One co-chair agreed to an interview at a restaurant while on vacation and another responded to questions at a nearby sandwich shop while on a lunch break.

Every co-chair received an Informed Consent Statement prior to responding to any questions. Ten interviews were conducted from February 16-March 14, 2006. One co-chair felt compelled to postpone the interview until more information about the research project was ascertained. That interview was completed on April 10, 2006. The February 16, 2006 interview with Assistant Police Chief Cathy Ellison was postponed due to an urgent meeting and, despite persistent follow-up, never rescheduled. Chief Ellison only answered Question #1.

Human Subjects Protection

The Texas State University Institutional Review Board (IRB) required that projects involving human subjects be approved prior to commencing research. Dr. Craig Hank, IRB Chair, officially exempted this research project on January 23, 2006. He recommended that the Informed Consent Statement include IRB contact information. The Informed Consent Statement given to each Implementation Team co-chair explained the voluntary nature of the

interview and listed contact information for the MPA Advisor and Texas State Institutional

Review Board Chair as recommended (See Appendix II).

The next chapter presents the results of the multiple research techniques used to

identify evidence of community of inquiry principles throughout the six Quality of Life

Implementation Team work sessions. The Quality of Life Initiative is a long-term

commitment by the City of Austin and African-American community representatives; this

applied research project focused on Team work sessions between July and October 2005.

These work sessions finalized the community recommendations presented and adopted by

the Austin City Council on October 27, 2005.

CHAPTER SIX

RESULTS

<u>Purpose</u>

This applied research project explored all six Quality of Life Implementation Teams for principles of a community of inquiry preceding the October 27, 2005 Austin City Council Presentation. The research purpose was accomplished by testing the three working hypotheses- Critical Optimism (WH1); Scientific Attitude (WH2); and Participatory Democracy (WH3). The purpose of this chapter is twofold. Narratives discuss all documents, archival data and structured interviews analyzed and conducted to determine the level of support for sub-hypotheses and overall support for each working hypothesis. Tables summarizing the degree of support follow each narrative. This applied research project used documents and archival data made available from Chief McDonald's office, Implementation Team co-chairs and City of Austin staff.

The levels of support for each sub-hypothesis and working hypothesis were determined with only the evidence provided. Levels of support ranged from "weak" to "very strong." Insufficient evidence deemed support for or refute of sub-hypotheses and working hypotheses unattainable (N/A).

POLICE & SAFETY IMPLEMENTATION TEAM

WORKING HYPOTHESIS 1: CRITICAL OPTIMISM

WH1 a: Implementation Team leadership developed a vision for their team through clearly and consistently expressed goals and objectives.

Level of Support: WEAK

Document Analysis[74]

All Implementation Teams used the guiding principles from the Implementation Team Kick-Off presentation. As pointed out in the table 6.1, this document provides little evidence for WH1 a because the principles only provided ground rules rather than a vision or mission for the team to support.

Structured Interviews

Both Chief Ellison and Mr. Linder believed that each Implementation Team meeting operated under a set of goals and objectives (Question #1). Chief Ellison said that the team established rules for discussing each recommendation and City staff members asked the community members to clarify each recommendation

Again, there is a difference between following directives and developing a vision for how the team would complete its tasks. Combined with the guiding principles, the interview responses provide evidence that the Police & Safety Implementation Team had goals and objectives, however there is no evidence that the team had a vision for managing the recommendations. Therefore, support for WH1 a is weak.

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[74] No archival data was provided to test this sub- hypothesis.

WH1 b: Implementation Team members believe that quality of life for African-American residents has the potential to be resolved as a result of their involvement on the team.

Level of Support: N/A

Structured Interviews[75]

Mr. Linder believed that the Quality of Life Initiative created a foundation for improving quality of life for African-Americans (Question #2) because "for the first time in history, community-based participation was evident." This interview response revealed a belief that the Initiative can potentially resolve African-American quality of life issues, however, there is no other evidence of optimism about the feasibility of the Initiative. Therefore, without more evidence, support for WH1 b is unattainable.

WH1 c: An atmosphere of mutual trust enabled Implementation Team members to resolve differences about Initiative recommendations.

Level of Support: WEAK

Document Analysis[76]

The Police and Safety Executive Summary (sent to Chief McDonald's office in October before the October 27, 2005 formal presentation) revealed that police psychologist Dr. Carol Logan visited an Implementation Team meeting to describe how she screens recruits for racist tendencies. The Summary provided evidence of an information exchange that guided the team as it pondered recommendations.

Comments from the October 27, 2005 Austin City Council presentation corroborate this exchange of information. In their presentations, both Mr. Linder and Asst. Chief Ellison confirmed that Dr. Logan thoroughly explained the difficulties in pinpointing patterns of

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[75] No documents or archival data was available to test this sub-hypothesis.
[76] No archival data was available to test this sub- hypothesis.

someone with racist tendencies. Dr. Logan's presentation only provides evidence of an

information exchange; it provides no evidence of co-management. Therefore, there is weak

evidence of mutual trust to support WH1 c.

<u>Structured Interviews</u>

Mr. Linder believed that community representatives on the Implementation Team

viewed the citizen-administrator collaboration positively (Question #3). Community

representatives sought a policy of disablement and equal treatment regardless of race and class

distinctions. Mr. Linder also believed that community representatives could gain access to

resources (Question #4) that would better inform them about the recommendations. He felt

they could get that information because it was their right as citizens to get that information.

These interview responses indicated that community members had their own

collective goals and objectives on the team and there was no expectation that the City

members had to provide them with any information because they could obtain it on their

own. The posture of those responses indicated a weak level of mutual trust, at least from a

community perspective.

TABLE 6.1-RESULTS FOR WH1: CRITICAL OPTIMISM

Sub-Hypotheses	Document Analysis	Interview Response		Evidence
		Linder	**Ellison**	
WH1a: Initiative Implementation Team leadership developed a vision for their team through clearly and consistently expressed goals and objectives.	**7/7/05 "Blueprint for Success" Power Point presentation**	**Q1: Yes**	**Yes**	Formally adopted mission statement/ vision Consistent appraisal of goals and objectives
Level of Support				**Weak**
WH1b: Implementation Team members believe the quality of life for African-American residents has the potential to be resolved as a result of their involvement on the team.	**No document provided evidence**	**Linder** **Q2: Yes**		Optimism over feasibility of recommend-ations
Level of Support				**N/A**
WH1c: An atmosphere of mutual trust enabled Implementation Team members to resolve differences about Initiative recommendations	**Police & Safety Executive Summary and 10/27/05 Austin City Council transcript**	**Linder** **Q3: Yes** **Q4: Yes**		Co-management Information exchanges
Level of Support				**Weak**
Overall Support				**WEAK**

WORKING HYPOTHESIS 2: SCIENTIFIC ATTITUDE

WH2 a: Implementation Team members questioned status quo and assumptions about issues surrounding recommendations.

Level of Support: MIXED

Document Analysis[77]

The "Blueprint for Success" Power Point before the Austin City Council on October 27, 2005 revealed modified recommendations (See Table 2.3). However, it provided weak evidence that team members questioned status quo and assumptions. The team may have simply disagreed.

Structured Interviews

Mr. Linder believed that no new data emerged that challenged the feasibility of the recommendations (Question #5). "In general, the information came from existing data," he explained. He also felt that no Implementation Team members had a fixed perspective about the recommendations (Question #6). Finally, Mr. Linder believed that Implementation Team members were willing to accept new evidence (Question #7) and he cites Dr. Logan's presentation as an example. Community representatives may have trusted the perspective of Dr. Logan because she was newly hired by the Austin Police Department and offered a fresh perspective. Mr. Linder explained that she was not affected by the APD culture.

The level of support for WH2 a is mixed because there was little information to provide more evidence. Modified recommendations alone do not provide strong evidence that members tested their assumptions and decided to alter recommendations.

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[77] No archival data was available to test this sub- hypothesis.

WH2 b: Implementation Team members collected data to examine and determine the extent of the problem(s) from which the recommendations stem

Level of Support: STRONG

Document Analysis

The Police & Safety Executive Summary revealed an ongoing evaluation of the "Perspectives in Profiling" training as part of the goal of evaluating the effectiveness of the current cultural sensitivity training (Recommendation #4). This information gives some confirmation that the Implementation Team examined a recommendation using data and other information.

Archival Data Analysis

The Implementation Team used a matrix that showed the number of sworn officers in each rank by their ethnicity between 1996 and 2005. This matrix provided strong evidence for the team to review APD hiring and promotion of minorities on the force.

Structured Interviews

Mr. Linder believed that the Implementation Team used data to determine the extent of any problems surrounding the recommendations (Question #8). For example, Mr. Linder emphasized that APD hiring practices are not the issue; the atmosphere and culture of the department is problematic.

Overall, this response, in conjunction with the documents and archival data provide strong evidence that the Implementation team examined recommendations through the lens of data and reports. Support for WH2 b is strong.

WH2 c: Implementation Team members developed working hypotheses to determine whether to accommodate or modify recommendations.

Level of Support: N/A

Document Analysis[78]

Again, the October 27, 2005 "Blueprint for Success" Power Point presentation provided evidence of modified recommendations. It did not, however, provide evidence that the Implementation Team developed working hypotheses to determine what position to take concerning a recommendation.

Structured Interviews

According to Mr. Linder, Implementation Team members investigated proposed recommendations with expectations about the outcome (Question #9). He believed "the revenue proposed to implement the recommendations is incongruent" and the City of Austin "is leery about the community participating in the cultural sensitivity training process." (Recommendation 2b) In his responses, Mr. Linder conveyed that community members had expectations about the how APD would respond to certain recommendations. This does not indicate that the Implementation Team tested data to determine of recommendations would need modification(s). Alone, modified recommendations provide no evidence of having developed working hypotheses, therefore support for WH2 c is unattainable

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[78] No archival data was available to test this sub-hypothesis.

TABLE 6.2- RESULTS FOR WH2: SCIENTIFIC ATTITUDE

Sub-Hypotheses	Document Analysis	Archival Data	Interview Response	Evidence
WH2a: Implementation Team members questioned status quo and assumptions about issues surrounding recommendations.	**"Blueprint for Success" Power Point Presentation to Austin City Council- 10/27/05**	**No evidence provided**	<u>**Linder**</u> **Q5: No** **Q6: No** **Q7: Yes**	Modified recommendations
Level of Support				**Mixed**
WH2b: Implementation Team members collected data to examine and determine the extent of the problem(s) from which the recommendations stem.	**Police & Safety Executive Summary**	**Matrix of officer rank and ethnicity**	<u>**Linder**</u> **Q8: Yes**	Examinations of recommendation through the lens of data and reports
Level of Support				**Strong**
WH2c: Implementation Team members developed working hypotheses to determine whether to accommodate or modify recommendations.	**"Blueprint for Success" Power Point Presentation to Austin City Council- 10/27/05**	**No evidence provided**	<u>**Linder**</u> **Q9: Yes** **Q10: Inconclusive**	Modified recommendations
Level of Support				**N/A**
Overall Support				**MIXED**

WORKING HYPOTHESIS 3: PARTICIPATORY DEMOCRACY

WH3 a: Implementation Team Co-chairs encouraged input from all Implementation Team members.

Level of Support: N/A

Document Analysis[79]

The October 27, 2005 Austin City Council transcript of the "Blueprint for Success" presentation revealed disagreement between the community members and City staff on the Implementation Team. For example, in reference to Recommendation #2b- "offer cultural sensitivity training in partnership with community agencies." Asst. Chief Ellison stated: "We agreed with the recommendation. We disagreed with the process. The community felt that the training provider should be selected by the community. We recommend a request for proposal (RFP) to select the trainer."

Structured Interviews

Mr. Linder believed that all Implementation Team members offered their ideas and opinions about recommendations (Question #11). This response did not convey that Mr. Linder encouraged community members to participate or whether it was necessary at all. Chief Ellison's remarks about Recommendation #2b only conveyed disagreement and that does not prove that neither she nor Mr. Linder had to press the team to air its comments. Therefore, the level of support for WH3 a is unattainable.

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[79] No archival data was available to test this sub- hypothesis.

WH3 b: Implementation Team Co-chairs demonstrated a willingness to actively listen to African-American representatives' opinions and ideas about quality of life recommendations.

Level of Support: N/A

Structured Interviews[80]

Mr. Linder believed that Implementation Team members with divergent points of view continuously expressed their ideas and opinions about the recommendations (Question #12). They may have done so without prompting from co-chairs. Therefore, with only this interview response, the level of support for WH3 b is unattainable.

TABLE 6.3- RESULTS FOR WH3: PARTICIPATORY DEMOCRACY

Sub-Hypotheses	Document Analysis	Interview Response	Evidence
WH3a: Implementation Team Co-chairs encouraged input from all Implementation Team members.	**10/27/05 Austin City Council transcript**	<u>**Linder**</u> **Q11: Yes**	Discussion Deliberation Disagreement
Level of Support			**N/A**
WH3b: Implementation Team Co-chairs demonstrated a willingness to actively listen to African-American representatives' opinions and ideas about quality of life recommendations.	**No evidence provided**	<u>**Linder**</u> **Q12: Yes**	Consistent participation from all Implementation Team members
Level of Support			**N/A**
Overall Support			**N/A**

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[80] No document(s) or archival data provided evidence of consistent participation from all Implementation Team members.

HEALTH IMPLEMENTATION TEAM

WORKING HYPOTHESIS 1: CRITICAL OPTIMISM

WH1 a: Implementation Team leadership developed a vision for their team through clearly and consistently expressed goals and objectives.

Level of Support: Very Strong

Archival Data Analysis[81]

A September 8, 2005 e-mail sent to the Implementation Team from community Co-chair Joe Barnes stressed that the Katrina effort took priority for many Implementation Team members, therefore he developed a plan to keep the team on track. He recommended postponing the September 8, 2005 weekly meeting and resuming them on September 15, 2005. He also requested the remainder of all tracking forms "by close of business September 9, 2005". This information provided evidence that the team monitored its progress on recommendations. The tracking forms also provided evidence that the team consistently appraised its goals and objectives.

Structured Interviews

The Health Implementation Teams used the guiding principles stressed by Chief McDonald; that alone provides weak support for WH1 a. However, Mr. Barnes and Mr. Jones stressed that their Implementation Team had its own mission- to "simply find ways to operationalize the community recommendations" (Question #1). Combined with the e-mail and tracking form, these interview responses provide very strong support for WH1 a.

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[81] No document(s) were available to test this sub-hypothesis.

WH1 b: Implementation Team members believe that quality of life for African-American residents has the potential to be resolved as a result of their involvement on the team.

Level of Support: Strong

<u>**Document Analysis**</u>[82]

Again, the Health Implementation Team had pre-existing collaborations before the Quality of Life Initiative. Since 2001, members of the team have coalesced around the issue of racial/ethnic health disparities. An official overview of a 2001 conference to address those disparities provided evidence that the Implementation Team believed in the potential of the Initiative to resolve quality of life issues for African-American residents. The overview contained a wealth of data and strategies to narrow the health disparities.

<u>**Structured Interview**</u>

Both Mr. Jones and Mr. Barnes agreed that the Initiative had the potential to approve quality of life for African-Americans. (Question #2) "Yes, but in the case of health, this did not just occur; it began four years ago," clarified Mr. Jones, "the Initiative simply crystallizes the work we have already done." Mr. Jones also explained that "strategically, Joe and I had to collaborate to make this (Health) important." Mr. Jones referenced the initial neglect of health as a priority area. These interview responses provided evidence of optimism about the Initiative, however for different reasons; the Initiative provided an avenue for the Health Implementation Team to get the City of Austin to support its work to reduce minority health disparities. Therefore the level of support for WH1 b is strong.

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[82] No archival data was available to test this sub-hypothesis.

WH1 c: An atmosphere of mutual trust enabled Implementation Team members to resolve differences about Initiative recommendations.

Level of Support: Very Strong

<u>**Archival Data Analysis**</u>[83]

The September 8, 2005 e-mail sent to all Implementation Teams by Mr. Barnes provided evidence that he and Mr. Jones shared responsibility for guiding the Implementation Team.

An August 2005 Alliance for African-American Health in Central Texas (AAACT) Newsletter provided an Implementation Team update to the African-American community. The newsletter explained that community recommendations were divided among smaller joint city/community member groups for further development. The newsletter also informed readers that the combined Implementation Team would meet weekly on Thursdays through September 8, 2005. The newsletter provided evidence of co-management of responsibilities.

<u>**Structured Interviews**</u>

Both Mr. Barnes and Mr. Jones believed the Implementation Team viewed citizen administrator collaboration positively (Question #3). They felt this way, both co-chairs contend, because of the pre-existing relationship stemming from other efforts- "We worked hand in hand prior to the Initiative," Mr. Barnes pointed out. These responses provided evidence of co-management between the community and City representatives.

Regarding Question #4, Mr. Jones responded that community representatives had access to information that would better inform them about the recommendations. Mr. Barnes had a different point of view- the community representatives, like the City staff, were only there to find ways to implement the community recommendations. "We believed this was the

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[83] No document(s) was available to test this sub-hypothesis.

scope of our charge," he pointed out. This response insinuates a strong unity between the

community representatives and City Staff. Mr. Barnes concurred in his belief that "this was

the community's voice" (the position paper). The level of support for WH1 c is very strong.

TABLE 6.4- RESULTS FOR WH1: CRITICAL OPTIMISM

Sub-Hypotheses	Document Analysis	Archival Data	Interview Response		Evidence
WH1a: Initiative Implementation Team leadership developed a vision for their Implementation Team through clearly and consistently expressed goals and objectives.	**No evidence provided**	**9/08/05 E-mail**	**Barnes Q1: Yes**	**Jones Yes**	Formally adopted mission statement/ vision Consistent appraisal of goals and objectives
Level of Support					**Very Strong**
WH1b: Implementation Team members believe the quality of life for African-American residents has the potential to be resolved as a result of their involvement on the team.	**The overview of the First Conference on Racial and Ethnic Health Disparities in Austin/ Travis County**	**No evidence provided**	**Barnes Q2: Yes**	**Jones Yes**	Optimism over feasibility of recommendati ons
Level of Support					**Strong**
WH1c: An atmosphere of mutual trust enabled Implementation Team members to resolve differences about Initiative recommendations	**No evidence provided**	**9/8/05 E-mail and August 2005 AAACT Newsletter**	**Barnes Q3: Yes** **Q4: N/A**	**Jones Yes** **Yes**	Co-management Information exchanges
Level of Support					**Very Strong**
Overall Support					**VERY STRONG**

WORKING HYPOTHESIS 2: SCIENTIFIC ATTITUDE

WH2 a: Implementation Team members questioned status quo and assumptions about issues surrounding recommendations.

Level of Support: Mixed

Document Analysis[84]

No documents provided evidence of modified recommendations (City staff and community representatives agreed on all nine recommendations presented in the community position paper). The team sought to operationalize the recommendations, however, no documents provided revealed any evidence for WH2 a.

Structured Interview

For Question #5, again, Mr. Barnes stressed that "we found a way to put them (recommendations) into operation." Mr. Jones did, however, recall some anecdotal data involving use of clinics by African-Americans. For example, Mr. Jones and is colleagues noticed that fewer African-Americans were going to Rosewood-Zaragosa clinic. When asked, African-American residents responded that they no longer visited the clinic because there are few African-American employees there. Through more investigation, his colleagues determined that many African-American clinic staff retired and clinic job descriptions require applicants to be bi-lingual. This response provided no evidence of modified recommendations, however, the team used data to weigh the recommendations.

Mr. Barnes and Mr. Jones both agreed that Implementation Team members had no fixed perspective about the recommendations (Question #6). On the other hand, Mr. Barnes noted that the Implementation Team focused on the budget rather than the recommendations because the budget guides the operationalization of the recommendations. The Health

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[84] No archival data was available to test this sub-hypothesis.

Implementation Team had no struggle with the recommendations because their only task was to develop methods to implement them. Their assessment of data and budgetary considerations stimulated discussion.

Regarding Question #7, Mr. Jones contends that "the epi-data drove the process. There was some conflict regarding what was most important: targeting the behavior or targeting the disease." Mr. Barnes stated that the Implementation Team first divided what it could control and what it could influence (refer to pg. 15 for the list of recommendations). The team modified no recommendations, however, data provided opportunities to ascertain more information about how best to implement recommendations.

WH2 b: Implementation Team members collected data to examine and determine the extent of the problem(s) from which the recommendations stem.

Level of Support: Very Strong

Document Analysis[85]

The Leading Causes of Death in Travis County by Race/Ethnicity, 1998-2002, 2000 Travis County Mortality Rate documents and 2001 Conference information provided strong evidence that the Health Implementation Team examined recommendations by using data and reports.

Structured Interviews

Both Mr. Barnes and Mr. Jones agreed that the Implementation Team used data and reports to determine the extent of problems from which the recommendations stem. These responses, combined with the Mortality Rate and conference information provided very strong support for WH2 b.

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[85] No archival data was available to test this sub- hypothesis.

WH2 c: Implementation Team members developed working hypotheses to determine whether to accommodate or modify recommendations.

Level of Support: N/A

Structured Interviews[86]

The Implementation Team according to Mr. Jones, did not use data to test expectations about recommendations. Mr. Jones believes it is too soon to tell. "We will have the benefit of 'road-testing' the data over time." Mr. Barnes, however, cited the team's desire to know which disease carried the most impact. Once the team determines which disease significantly impacts African-Americans, it will develop programs to reduce that impact. Neither response provides evidence to satisfy WH2 c, therefore the level of support is unattainable.

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[86] The Health Implementation Team never debated the wording or appropriateness of the recommendations. The team focused on operationalizing them. Therefore, there are no documents or archival data that provided evidence of modified recommendations.

TABLE 6.5- RESULTS FOR WH2: SCIENTIFIC ATTITUDE

Sub-Hypotheses	Document Analysis	Interview Response		Evidence
WH2a: Implementation Team members questioned status quo and assumptions about issues surrounding recommendations.	**No evidence provided**	**Barnes** **Q5: Slightly** **Q6: No** **Q7: Uncertain**	**Jones** **Yes** **No** **Yes**	Modified recommendat-ions
Level of Support				**Mixed**
WH2b: Implementation Team members collected data to examine and determine the extent of the problem(s) from which the recommendations stem.	**The Leading Causes of Death in Travis County by Race/Ethnicity (1998-2002) and the 2000 Travis County Mortality Rate information**	**Barnes** **Q8: Yes**	**Jones** **Yes**	Examinations of recommendat ion through the lens of data and reports
Level of Support				**Very Strong**
WH2c: Implementation Team members developed working hypotheses to determine whether to accommodate or modify recommendations.	**No evidence provided**	**Barnes** **Q10: No**	**Jones** **Not at this time**	Modified recommendat ions
Level of Support				**N/A**
Overall Support				**MIXED**

WORKING HYPOTHESIS 3: PARTICIPATORY DEMOCRACY

WH3 a: Implementation Team leadership encouraged input from all team members.

Level of Support: Strong

Document Analysis

The Health Implementation Team Executive Summary cited several actions by the team to develop strategies for several of the recommendations. For example, for Recommendation #4 (recruiting African-American health professionals), team members began collaborating with other African-American professional and medical associations to develop recruitment strategies. This document only provided evidence of deliberation and discussion. It is difficult to determine any disagreement between team members.

Archival Data Analysis

A September 8, 2005 e-mail from Joe Barnes to all Implementation Team members offers a glimpse into the structure of the team. The team divided itself into groups to ponder how to operationalize assigned recommendations. This archival data provided evidence of that discussion and deliberation and, potentially, disagreement took place.

Structured Interviews

Both Mr. Jones and Mr. Barnes believed that all Implementation Team members offered their respective ideas and opinions about recommendations (Question #11). Mr. Barnes stressed that team members wanted to make certain they interpreted the community recommendations correctly. These responses provided evidence of discussion, deliberation and, potentially, disagreement.

WH3 b: Implementation Team leadership demonstrated a willingness to actively listen to opinions and ideas about quality of life recommendations

Level of Support: Strong

<u>**Document Analysis**</u>[87]

        An Implementation Team document provided an update mentioned that a July 21, 2005 meeting needed to be rescheduled to accommodate the schedule of community representatives on the team. This document pointed to a concerted effort by the team to be inclusive. The document also provided evidence of a desire for consistent participation by all team members.

<u>**Structured Interviews**</u>

        Mr. Jones and Mr. Barnes agreed that Implementation Team members with divergent points of view continuously offered their opinions throughout the work sessions. Mr. Jones believes this was the case because the pre-existing relationship between the City staff and community representatives created an inclusive environment. In fact, he pointed out that Mr. Barnes did such an excellent job in the community, he hired him to work in his office.[88] The Co-chairs may not have needed to encourage team members to participate because of the pre-existing relationship between the City staff and community members prior to the Initiative. Therefore, the level of support for WH 3 b is strong.

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[87] No archival data was available to test this sub-hypothesis.

[88] In March 2006, Marva Overton replaced Joe Barnes as the Community Co-chair for the Health Implementation Team. Mr. Barnes now a City staff member of the team.

TABLE 6.6- RESULTS FOR WH3: PARTICIPATORY DEMOCRACY

Sub-Hypotheses	Document Analysis	Archival Data	Interview Response		Evidence
WH3a: Implementation Team Co-chairs encouraged input from all Implementation Team members.	**Executive Summary**	**9/8/05 E-mail to team members**	**Barnes Q11: Yes**	**Jones Yes**	Discussion Deliberation Disagreement
Level of Support					**Strong**
WH3b: Implementation Team Co-chairs demonstrated a willingness to actively listen to African-American representatives' opinions and ideas about quality of life recommendations.	**A Team Update**	**No evidence provided**	**Barnes Q12: Yes**	**Jones Yes**	Consistent participation from all Implementation Team members
Level of Support					**Strong**
Overall Support					**STRONG**

NEIGHBORHOOD SUSTAINABILITY IMPLEMENTATION TEAM

WORKING HYPOTHESIS 1: CRITICAL OPTIMISM

WH1 a: Initiative Implementation Team leadership developed a vision for their Implementation Team through clearly and consistently expressed goals and objectives.

Level of Support: Very Strong

Document Analysis[89]

All teams used Chief McDonald's guiding principles for work sessions. A July 12, 2005 Implementation Team meeting agenda affirmed the purpose of their impending meetings and establish ground rules. A host of progress reports developed objectives and strategies to tackle all the recommendations. These reports aimed to keep Chief McDonald informed about team advance towards the finalized product. Both documents provided evidence of a formally adopted mission and vision for the Implementation Team.

Structured Interviews

Both Paul Hilgers and Byron Marshall were interviewed for this research project. Both agreed that the Implementation Team meetings operated with established vision, goals and objectives. Each meeting had an agenda and Mr. Hilgers believed that the meetings also presented an opportunity for plenty of listening. Each meeting had a guiding question. According to Mr. Marshall, the guiding question was, "Does this (recommendation) improve the lives of African-Americans?" Using guiding principles required by Chief Mc Donald as

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[89] No archival data available to test this sub- hypothesis.

well as their own along with progress reports provided a very strong level of support for

WH1 a.

WH1 b: Implementation Team members believe that quality of life for African-American residents has the potential to be resolved as a result of their involvement on the team.

Level of Support: Mixed

Structured Interviews[90]

Mr. Hilgers hoped that the Implementation Team meetings leading to the October 2005 City

Council presentation created a foundation for improving quality of life (Question #2). He

believed the Initiative "sets the framework for improvement" despite being so early in the

process.

Mr. Marshall concurred that the Initiative presented such a foundation, however, in

conjunction with community position paper and City of Austin support, it became a "three-legged

stool". These responses provided strong support for WH1 b, however, there is no other data to

provide evidence of optimism about the recommendations. Therefore, the level of support for

WH1 b is mixed.

WH1 c: An atmosphere of mutual trust enabled Implementation Team members to resolve differences about Initiative recommendations.

Level of Support: Very Strong

Document Analysis[91]

The Implementation Team developed a Short-Term Actions and Solutions document that

divided the team into workgroups to tackle each recommendation. Three Implementation Team

members comprised each workgroup. Both City of Austin staff members and community

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[90] No document(s) or archival data was available to test this sub-hypothesis.
[91] No archival data was available to test this sub- hypothesis.

representatives chaired a workgroup. This document provides evidence that the community and city co-managed contributions to the Implementation Team.

Structured Interviews

Regarding Question #3 Mr. Marshall believed that "collaboration in and of itself is a good thing" however, it is natural to have suspicions that the effort would yield anything substantial. It is common to be concerned about stalling tactics.

Mr.Hilgers believed that he came across as defensive and this was due to a "misperception about what we (my department) are doing". It is important that the community understand how the department is structured. These responses provided slim evidence that Implementation Team members viewed citizen-administrator collaboration positively.

With that, Mr. Hilgers believed that in addition to listening to what community members' opinions, it was equally important to provide everyone with information required to make progress on the recommendations (Question #4). Guest speakers were brought in to discuss various policies, procedures and programs. Mr. Marshall agreed that if he and community representatives had questions or required information, City staff granted their request(s). These responses provided strong evidence that community representatives had access to resources that better informed them about recommendations. Co-management of and co-leadership on the small work groups along with guest speaker provides very strong support for WH1 c.

TABLE 6.7- RESULTS FOR WH1: CRITICAL OPTIMISM

Sub-Hypotheses	Document Analysis	Interview Response		Evidence
WH1a: Initiative Implementation Team leadership developed a vision for their team through clearly and consistently expressed goals and objectives.	7/12/05 team meeting agenda and progress reports	**Marshall Q1:**	**Hilgers**	Formally adopted mission statement/ vision Consistent appraisal of goals and objectives
Level of Support				**Very Strong**
WH1b: Implementation Team members believe the quality of life for African-American residents has the potential to be resolved as a result of their involvement on the team.	**No evidence provided**	**Marshall** **Q2: Yes**	**Hilgers** **Yes**	Optimism over feasibility of recommendati-ons
Level of Support				**Mixed**
WH1c: An atmosphere of mutual trust enabled Implementation Team members to resolve differences about Initiative recommendations	**Short-term actions and solutions**	**Marshall Q3:** **Q4:**	**Hilgers**	Co-management Information exchanges
Level of Support				**Very Strong**
Overall Support				**STRONG**

WORKING HYPOTHESIS 2: SCIENTIFIC ATTITUDE

WH2 a: Implementation Team members questioned status quo and assumptions about issues surrounding recommendations.

Level of Support: Very Strong

Document Analysis[92]

The "Blueprint for Success" recommendation modifications provided evidence that team members questioned the original recommendations. Also, October 27, 2005 Austin City Council transcript revealed some discussion about differences between the community and City staff regarding recommendations. In referencing Recommendation #10, Mr. Hilgers stated that City members for the Implementation Team immediately recognized that the Texas Legislature outlawed inclusionary zoning. He stressed that his department was "very much in favor of finding additional private sector incentives to create affordability." The transcript provided evidence that the team questioned aspects of the recommendations.

Structured Interviews

Mr. Hilgers immediately referenced the inclusionary zoning law as evidence that emerged to challenge the feasibility of a recommendation (Question #5). Mr. Marshall referenced the law as well and also pointed to recommendation #2 which suggested that the City of Austin purchase foreclosure property.

Regarding recommendation #2, Mr. Marshall believed it was always important to inquire about other avenues the City of Austin could pursue to implement a

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[92] No archival data was available to test this sub-hypothesis

recommendation. He stressed that in addition to asking the City *if* they could take action, it was important to press City staffers about *how* they could take action.

Mr. Marshall believed that Implementation Team members had no fixed perspective about recommendations (Question #6). "People were willing to look at different paths." However, the community used the guiding premise a priority ("Does this [recommendation] help African-Americans?") The team also concentrated on the original two-pronged question posed by City Manager Toby Futrell: "How can Austin *attract* and *retain* African-Americans to and in Austin?"

Mr. Hilgers felt that all Implementation Team members were "strident in their positions" and contention centered around the approach and tools used to satisfy the recommendations. In his opinion, the negotiations about recommendations were also interest-based. These responses bolstered evidence that the team questioned assumptions about the recommendations.

Both Co-chairs agreed that each side was willing to accept evidence that questioned or contradicted the feasibility of recommendations (Question #7). According to Mr. Marshall, if evidence emerged that challenged the recommendations, the community "would simply press on by asking the City *how* it (the recommendation) could get done." He believed that the community representatives were stewards and were "not willing to say 'okay' and shirk off." The level of support for WH2 a is very strong.

WH2 b: Implementation Team members collected data to examine and determine the extent of the problem(s) from which the recommendations stem.

Level of Support: Very Strong

Document Analysis[93]

The community representatives presented an Affordability Comparison Chart to show City Staff how increasing affordability periods (time required to remain in a home) for private developers reduced the incidents of "flipping" homes. This document provided evidence that the Implementation Team examined recommendations by using data and reports.

Structured Interviews

Both Mr. Hilgers and Mr. Marshall believed that the Implementation Team used data and reports to determine the extent of problems from which recommendations stemmed. Mr. Marshall also offered that the Implementation Teams used history and intuition as well. These responses and the discussion about affordability periods provided evidence that team members examined recommendations with data, thus providing a very strong level of support for WH2 b.

WH2 c: Implementation Team members developed working hypotheses to determine whether to accommodate or modify recommendations.

Level of Support: Strong

Document Analysis[94]

The Affordability Comparison chart provided support for WH2 c, however it is unclear how the information ascertained impacted any strategies by the team.

Structured Interviews

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[93] No archival data was available to test this sub- hypothesis.
[94] No archival data was available to test this sub- hypothesis.

Mr. Hilgers believed that investigating proposed recommendations is still in progress (Question #9). He cited Recommendation #4 (mitigating the effects of gentrification) as an example. Providing home ownership counseling is one solution, however, deciding who conducts the training is an entirely different task. Mr. Marshall cited the Affordability Comparison chart as an example. Community representatives believed that increasing the affordability period for private developers was a good solution. The team "ran the numbers" to prove it. This response provided evidence that the Implementation Team had an expectation and used data to test it. The level of support for WH2c is strong.

Mr. Hilgers and Mr. Marshall agree that the Implementation Team used data to test expectations about recommendations. This response, together with the Affordability Comparison Chart provides ample support for WH2 c.

TABLE 6.8- RESULTS FOR WH2: SCIENTIFIC ATTITUDE

Sub-Hypotheses	Document Analysis	Interview Response		Evidence
WH2a: Implementation Team members questioned status quo and assumptions about issues surrounding recommendations.	**Blueprint for Success and 10/27/05 City Council transcripts**	**Marshall Q5: Slightly** **Q6: No** **Q7: Yes**	**Hilgers** **Slightly** **Yes** **Yes**	Modified recommendations
Level of Support				**Very Strong**
WH2b: Implementation Team members collected data to examine and determine the extent of the problem(s) from which the recommendations stem.	**Affordability Comparison: CHDO vs. Private**	**Marshall Q8: Yes**	**Hilgers Yes**	Examinations of recommendation through the lens of data and reports
Level of Support				**Very Strong**
WH2c: Implementation Team members developed working hypotheses to determine whether to accommodate or modify recommendations.	**Affordability Comparison: CHDO vs. Private**	**Marshall** **Q9: Yes** **Q10: Yes**	**Hilgers** **Q9: Yes** **Yes**	Modified recommendations
Level of Support				**Strong**
Overall Support				**VERY STRONG**

WORKING HYPOTHESIS 3: PARTICIPATORY DEMOCRACY

WH3 a: Implementation Team Co-chairs encouraged input from all Implementation Team members.

Level of Support: Very Strong

Document Analysis

The Short-term Actions/Solutions document showed that small work groups were established to tackle each recommendation. The document showed how these groups engendered discussion, deliberation and possibly disagreement. Both community representatives and City staff chaired those work groups which clearly pointed to co-management on the team.

Archival Data Analysis

Members of the Implementation Team developed an Activity and Meeting Calendar to keep track of meetings and to stay abreast of break out work groups and impending Implementation Team meetings. This archival data is part of an intentional plan by the Implementation Team to have consistent participation by all team members.

Structured Interviews

Mr. Marshall believed that all team members offered ideas and opinions (Question #11). Mr. Hilgers, on the other hand, "wished there were more participants at the table because you only have so much time when dealing with volunteers." He emphasized that the team had deadlines to meet and that brought everyone back to the table, however he wanted more "broad-based participation." However combined with the documents and archival data, the short-term Actions/Solutions provided a strong level of support for WH3 a.

WH3 b: Implementation Team Co-chairs demonstrated a willingness to actively listen to African-American representatives' opinions and ideas about quality of life recommendations.

Level of Support: Strong

Structured Interviews[95]

Both Mr. Hilgers and Mr. Marshall thought Implementation Team members with divergent points of view continuously gave their opinions (Question #12). Mr. Marshall went further to explain that members did not simply offer a different point of view- "they had to justify it." Those with different points of view about recommendations were asked, "how does it (their point of view) relate to the guiding premise (improving quality of life for African-Americans)?" These responses support WH3 b because team members with differing points were not only heard; they were challenged to think about how their ideas relate to the goals and objectives of the Implementation Team. These responses provided a strong level of support for WH3 b.

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[95] No document(s) or archival data was provided to test this sub- hypothesis.

TABLE 6.9- RESULTS FOR WH3: PARTICIPATORY DEMOCRACY

Sub-Hypotheses	Document Analysis	Archival Data	Interview Response		Evidence
WH3a: Implementation Team Co-chairs encouraged input from all Implementation Team members.	**Short-Term Actions/ Solutions**	**Activity and Meeting Calendar (July-October 2005)**	**Marshall** **Q11:** **Yes**	**Hilgers** **Uncertain**	Discussion Deliberation Disagreement
Level of Support					**Very Strong**
WH3b: Implementation Team Co-chairs demonstrated a willingness to actively listen to African-American representatives' opinions and ideas about quality of life recommendations.	**No evidence provided**	**No evidence provided**	**Marshall** **Q12: Yes**	**Hilgers** **Yes**	Consistent participation from all Implementation Team members
Level of Support					**Strong**
Overall Support					**STRONG**

EDUCATION & EMPLOYMENT IMPLEMENTATION TEAM

WORKING HYPOTHESIS 1: CRITICAL OPTIMISM

WH1 a: Initiative Implementation Team leadership developed a vision for their Implementation Team through clearly and consistently expressed goals and objectives.

Level of Support: Strong

Document Analysis[96]

All Implementation Teams used Chief McDonald's guiding principles. The

Employment and Education team also developed its own mission and vision for the team.

Co-chair Mr. Travillion explained the scope under which the Implementation Team worked

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[96] No archival data analysis was available to test this sub- hypothesis.

during his presentation before the Austin City Council on October 27, 2005. According to the transcript, he said:

> "the focus of our project and the focus of our committee was to make sure that we made the point and created the message that employment and education still provide significant opportunities to bridge the gaps that are experienced within this community."

Mr. Richards mentioned in his presentation to the Austin City Council on October 27, 2005 that Team meetings were every other Friday and that he and Mr. Travillion prepared for upcoming work sessions by meeting separately.

Structured Interviews

As co-chairs, both Mr. Travillion and Mr. Richards agreed that the Implementation Team operated within a set of goals and objectives (Question #1). They used Chief McDonald's guiding principles for all Implementation Teams and developed their own strategies. To that end, Mr. Travillion emphasized that the team needed to gather consensus about recommendations so that they would not "let what could be perfect overshadow what was good (enough)." Again, Mr. Richards pointed out that he and Mr. Travillion met before and after team work sessions to review progress. These responses, combined with the City Council transcript provide strong levels of support for WH1 a.

WH1 b: Implementation Team members believe that quality of life for African-American residents has the potential to be resolved as a result of their involvement on the team.

Level of Support: Mixed

Structured Interviews[97]

Both Mr. Richards and Mr. Travillion believed that the Quality of Life Initiative created a foundation for improving the lives of African-Americans (Question #2). These

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[97] No document(s) or archival data was used to test this sub- hypothesis.

responses provided evidence that the Initiative has the potential to resolve quality of life issues for African-Americans, however, as the only data available, the responses only provided a mixed level of support for WH1 b.

WH1 c: An atmosphere of mutual trust enabled Implementation Team members to resolve differences about Initiative recommendations.

Level of Support: Strong

Document Analysis[98]

During his October 27, 2005 presentation to the Austin City Council, Mr. Richards mentioned that he and Mr. Travillion met separately from the Implementation Team to recap previous work session and prepare the next ones (See Document Analysis for WH1 b). This comment provided evidence for WH1 b because by meeting after work sessions, the Co-chairs shared responsibility (co-management) for team progress.

Structured Interviews

There was a slight difference of opinion as whether or not Implementation Team members viewed citizen-administrator collaborations positively (Question #3). Mr. Richards believed that for the most part, community representatives on the team were suspicious at first- "they've been burned in the past," explained Mr. Richard. He pointed out that "this time it was different because we're leading it and we're writing the reports." Mr. Richards did point out that these feelings had no impact on the level of trust among members on the team. Many members had pre-established relationships, therefore "there was trust from day one."

Mr. Travillion stressed that the Implementation Team was not "monolithic." Some, he believed viewed it positively while others felt suspicious.

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[98] No archival data was available to test this sub- hypothesis.

Both Co-chairs agreed that the community representatives had access to resources which better informed them about recommendations (Question #4). The access, however, came from a strong level of efficacy among the community representatives. According to Mr. Travillion, "the community members are leaders in their own right." Mr. Richards concurred with this sentiment, "Yes, access to information did come from the City, but we drew from our own knowledge…if they needed statistics, they'd go to the Bureau of Labor Statistics." The responses to Questions #3 and #4 provided strong evidence of mutual trust because team community team members felt empowered by their own ability to get the information needed to make decisions about recommendations. The level of support for WH1 c is strong.

TABLE 6.10-RESULTS FOR WH1: CRITICAL OPTIMISM

Sub-Hypotheses	Document Analysis	Interview Response		Evidence
WH1a: Initiative Implementation Team leadership developed a vision for their team through clearly and consistently expressed goals and objectives.	**October 27, 2005 Austin City Council transcripts and 7/7/05 Team Kick-off presentation**	<u>**Richards**</u> **Q1: Yes**	<u>**Travillion**</u> **Yes**	Formally adopted mission statement/ vision Consistent appraisal of goals and objectives
Level of Support				**Strong**
WH1b: Implementation Team members believe the quality of life for African-American residents has the potential to be resolved as a result of their involvement on the team.		<u>**Richards**</u> **Q2: Yes**	<u>**Travillion**</u> **Yes**	Optimism over feasibility of recommendations
Level of Support				**Mixed**
WH1c: An atmosphere of mutual trust enabled Implementation Team members to resolve differences about Initiative recommendations	**10/27/05 Austin City Council transcripts**	<u>**Richards**</u> **Q3: No** **Q4: Yes**	<u>**Travillion**</u> **Somewhat** **Yes**	Co-management Information exchanges
Level of Support				**Strong**
Overall Support				**STRONG**

WORKING HYPOTHESIS 2: SCIENTIFIC ATTITUDE

WH2 a: Implementation Team members questioned status quo and assumptions about issues surrounding recommendations.

Level of Support: Mixed

Document Analysis[99]

The Employment and Education Executive Summary listed the City of Austin workforce by EEO categories. Recommendation #1 (see pg.18) called for a review of City of Austin hiring and compensation practices to "ensure that African-Americans are hired in appropriate numbers." Percentages *and* raw numbers were provided to safeguard against any conclusions hat African-Americans were over-represented in various City departments (see Structured Interview responses below).

Structured Interviews

Both Co-chairs were uncertain whether new evidence emerged that challenged recommendation feasibility (Question #5). They both agreed that team members questioned existing information. Mr. Richards pointed to the City of Austin workforce data as an example of how team members "challenged the foundation" by focusing on "raw data over statistics.

The Co-chairs disagreed about whether or not Implementation Team members had a fixed perspective about recommendations (Question #6). Mr. Richards believed that team members were flexible while Mr. Travillion believed they had a fixed perspective.

There was also slight disagreement over whether Implementation Team members were willing to accept evidence that contradicted the feasibility of recommendations (Question #7). Mr. Travillion felt some members were unable to accept new evidence, while Mr. Richards felt team members could do so.

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[99] No archival data was available to test this sub-hypothesis.

As mentioned in Chapter Two (pg. 23), the Employment and Education Implementation Team had no modified recommendations. The responses to these interview questions only established that team members challenged information presented that would help them determine how to implement recommendations.

WH2 b: Implementation Team members collected data to examine and determine the extent of the problem(s) from which the recommendations stem.

Level of Support: Strong

<u>**Document Analysis**</u>[100]

Again, the Employment and Education Executive Summary highlighted the areas in which African-Americans were represented in the City of Austin. The Team reviewed that actual document and determined that African-Americans are represented at all levels of City government. The information drawn from this document provided evidence that the team examined recommendations with data.

<u>**Structured Interviews**</u>

Both Co-chairs agreed that the Implementation Team used data and reports to determine the extent of any problems from which the recommendations stem (Question #8). Mr. Travillion cited the City of Austin workforce based on EEO categories. The team looked at the raw data as well as the statistics. Mr. Richards believed the process of examining the problems was "empirical all the way." The level of support for WH2 b is strong.

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[100] No archival data was available to test this sub-hypothesis

WH2 c:
Implementation Team members developed working hypotheses to determine whether to accommodate or modify recommendations.

Level of Support: Weak

Structured Interviews[101]

Both co-chairs agreed that Implementation Team members investigated proposed recommendations with expectations about the outcome (Question #9). Mr. Travillion added, "they (community members) wanted everything verified."

Mr. Travillion and Mr. Richards offered different responses about whether or not team members used data to test expectations about recommendations (Question #10). Mr. Richards believed that nothing in the data "suggested asking more questions" while Mr. Travillion believed the team did test expectations with data. The responses to Questions #9 and #10 provide weak evidence to support WH2 c .

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[101] No document(s) or archival data was available to test this sub-hypothesis.

TABLE 6.11- RESULTS FOR WH2: SCIENTIFIC ATTITUDE

Sub-Hypotheses	Document Analysis	Interview Response		Evidence
WH2a: Implementation Team members questioned status quo and assumptions about issues surrounding recommendations.	**10/27/05 Employment and Education Executive Summary**	<u>**Richards**</u> **Q5: Yes** **Q6: No** **Q7: Yes**	<u>**Travillion**</u> Uncertain Yes Somewhat	Modified recommendations
Level of Support				**Mixed**
WH2b: Implementation Team members collected data to examine and determine the extent of the problem(s) from which the recommendations stem.	**10/27/05 Employment and Education Executive Summary**	<u>**Richards**</u> **Q8: Yes**	<u>**Travillion**</u> Yes	Examinations of recommendation through the lens of data and reports
Level of Support				**Strong**
WH2c: Implementation Team members developed working hypotheses to determine whether to accommodate or modify recommendations.	**No evidence provided**	<u>**Richards**</u> **Q9: Yes** **Q10: No**	<u>**Travillion**</u> Yes **Q10: Yes**	Modified recommendations
Level of Support				**Weak**
Overall Support				**MIXED**

WORKING HYPOTHESIS 3: PARTICIPATORY DEMOCRACY

WH3 a: Implementation Team leadership encouraged input from all team members.

Level of Support: Mixed

Structured Interviews[102]

Both Co-chairs agreed that all team members offered ideas and opinions about recommendations (Question #11). Mr. Richards stressed that his job was to solicit input- "if a body of people showed up, I got them to participate." These responses provide strong evidence that all members with different opinions participated, however, without other data, it provides a mixed level of support for WH3 a.

WH3 b: Implementation Team leadership demonstrated a willingness to actively listen to opinions and ideas about quality of life recommendations

Level of Support: Weak

Structured Interviews[103]

Both Co-chairs believed team members with divergent points of view continuously offered their opinions (Question #12). Without other data to provide evidence, WH3 b receives only a mixed level of support.

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[102] No document(s) or archival data was available to test this sub-hypothesis
[103] No document(s) or archival data was available to test this sub-hypothesis

TABLE 6.12- RESULTS FOR WH3: PARTICIPATORY DEMOCRACY

Sub-Hypotheses	Interview Response		Evidence
WH3a: Implementation Team Co-chairs encouraged input from all Implementation Team members.	**Richards** **Q11:** Yes	**Travillion** Yes	Discussion Deliberation Disagreement
Level of Support			**Mixed**
WH3b: Implementation Team Co-chairs demonstrated a willingness to actively listen to African-American representatives' opinions and ideas about quality of life recommendations.	**Richards** **Q12: Yes**	**Travillion** Yes	Consistent participation from all Implementation Team members
Level of Support			**Weak**
Overall Support			**Mixed**

BUSINESS & ECONOMIC DEVELOPMENT IMPLEMENTATION TEAM

WORKING HYPOTHESIS 1: CRITICAL OPTIMISM

WH1 a: Implementation Team leadership developed a vision for their team through clearly and consistently expressed goals and objectives.

Level of Support: Very Strong

Document Analysis[104]

The July 7, 2005 Implementation Team Kick- Off Power Point presentation provided guiding principles for how to conduct each work session. A review of Business and Economic Development Implementation Team meeting minutes from 7/12/05 and 7/19/05 mention the purpose of the work sessions. Combined, these documents provided strong evidence that the Implementation Team had a clear mission and vision for its work sessions.

Archival Data Analysis

All Implementation Teams used performance tracking forms. These forms provide evidence of consistent appraisal of the goals and objectives of the team.

Structured Interviews

Both Co-chairs agreed that the Implementation Team operated within a set of goals and objectives (Question #1). According to Mr. Marshall, he and Ms.Edwards spent the first two weeks developing a framework. They wanted to create a "culture of openness" which Mr. Marshall deemed "critically important." Ms. Edwards explained that she and Mr. Marshall developed strategies to address each recommendation. They pondered how they would

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[104] No archival data was available to test this sub-hypothesis

present recommendations to the team and how best to illicit response(s). These responses

provided evidence that the teams developed vision for the team.

WH1 b: Implementation Team members believe the quality of life for African-American residents has the potential to be resolved as a result of their involvement on the team.

Level of Support: Mixed

Structured Interviews

Both Co-chairs believed the Quality of Life Initiative has the foundation to improve

African-American lives (Question #2). Ms. Edwards believed that the team "worked hard to

build trust and respect." These responses provided little evidence of optimism over the

recommendations, therefore they provided mixed support for WH1 b.

WH1 c: An atmosphere of mutual trust enabled Implementation Team members to resolve differences about Initiative recommendations.

Level of Support: Strong

Document Analysis

Implementation Team meeting minutes from 8/12/05 and 8/16/05 provided strong

evidence of information exchange on the team. On 8/12/05, Van Jobe and Susan Villareal

from City of Austin Neighborhood Housing and Community Development (NHCD)

provided information to the team about the Façade Program and the NHCD grant

application process. The meeting minutes also mentioned that additional information would

be forwarded to the team. According to 8/16/05 meeting minutes, Dave Porter, from the

Greater Austin Chamber of Commerce, also spoke to the team about Opportunity Austin (an

ambitious effort to create 72,000 new jobs in Austin by December 31, 2008.).

Structured Interviews

Initially, team members viewed citizen-administrator collaboration with skepticism, according to Ms. Edwards (Question #3). Mr. Marshall concurred- "we had different community members who were in different places with respect to trust and overall optimism about the process." Mr. Marshall explained that "a lot of folks had different experiences with the City" and at times the "distrust was so strong, if the City agreed with them (community representatives), they would become skeptical."

Both Co-chairs agreed that community representatives had access to resources that better informed them about recommendations. "We educated the community on city policies and structures," according to Mr. Marshall. Ms. Edwards stressed that the team "brought in who was necessary." These responses provided strong evidence of information exchanges that helped community representatives to make decisions about recommendations. This type of equity can engender trust among team members. The documents and the responses to the interview questions provided a strong level of support for WH1 c.

TABLE 6.13-RESULTS FOR WH1 a: CRITICAL OPTIMISM

Sub-Hypotheses	Document Analysis	Archival Data	Interview Response		Evidence
WH1a: Initiative Implementation Team leadership developed a vision for their team through clearly and consistently expressed goals and objectives.	**7/7/05 Implementation Team Kick-Off and meeting minutes from 7/12/05 and 7/19/05**	**Performance Tracking forms**	**Marshall** Q1: Yes	**Edwards** Yes	Formally adopted mission statement/ vision Consistent appraisal of goals and objectives
Level of Support					**Very Strong**
WH1b: Implementation Team members believe the quality of life for African-American residents has the potential to be resolved as a result of their involvement on the team.	**No evidence provided**	**No evidence provided**	**Marshall** Q2: Yes	**Edwards** Yes	Optimism over feasibility of recommenda-tions
Level of Support					**Mixed**
WH1c: An atmosphere of mutual trust enabled Implementation Team members to resolve differences about Initiative recommendations	**Team meeting minutes from 8/12/05 and 8/16/05**	**No evidence provided**	**Marshall** Q3: Somewhat Q4: Yes	**Edwards** Somewhat Yes	Co-management Information exchanges
Level of Support					**Strong**
Overall Support					**STRONG**

WORKING HYPOTHESIS 2: SCIENTIFIC ATTITUDE

WH2 a: Implementation Team members questioned status quo and assumptions about issues surrounding recommendations.

Level of Support: Very Strong

Document Analysis[105]

The October 27, 2005 "Blueprint for Success" Power Point presentation presented the strongest evidence of modified recommendations (see Table 2.5) to support WH2 a . Transcripts of the co-chair presentation to the Austin City Council on October 27, 2005 provided more detail(s) to substantiate the modifications. Modifications to recommendations alone provided little evidence that team members challenged assumptions about recommendations.

Structured Interviews

Both co-chairs believed that new evidence emerged in data and reports that challenged the feasibility of recommendations (Question #5). She also felt that new evidence emerged from members' perspectives as well. Regarding Recommendation #5, team member Hopeton Hay explained that "bonding is a state regulated law." He believed the team should no longer consider the matter.

Both co-chairs agreed that team members had a fixed perspective about recommendations (Question #6). Ms. Edwards noted that with respect to some recommendations, she and Mr. Marshall had to remind team members to focus on the desired outcome.

Ms. Edwards believed that team members were willing to accept evidence that contradicted feasibility of any recommendations (Question #7). Mr. Marshall believed that

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[105] No archival data was available to test this sub-hypothesis.

"in some cases" team members had a willingness to accept new evidence. These responses, in conjunction with the documents, provided strong evidence for WH2 a.

WH2 b: Implementation Team members collected data to examine and determine the extent of the problem(s) from which the recommendations stem.

Level of Support: Strong

<u>**Document Analysis**</u>

The Implementation Team conducted best practice research to determine how other cities tie incentives to the use of MBE/WBEs. For example, the team examined the incentive policy in Fort Worth, Texas. This document provided strong support for WH2 b because the team used the report in the deliberation about Recommendation #8a, which was later modified.

<u>**Structured Interviews**</u>

Both Co-chairs agreed that the team used data and reports to determine the extent of problems from which the recommendations stem (Question #8). Ms. Edwards also offered Recommendation #9 as an example. Apparently accessing capital is not the problem for existing and aspiring African-American business owners-it is the process through which to do so. As a solution, the team considered developing seminars to thoroughly explain the loan process. These responses and the report on incentives provided a strong level of support for WH2 b.

WH2 c: Implementation Team members developed working hypotheses to determine whether to accommodate or modify recommendations.

Level of Support: Weak

Document Analysis[106]

The "Blueprint for Success" Power Point presentation to City Council provided the strongest evidence that the Implementation Team modified recommendations, however doing so provided no sufficient evidence that the team developed working hypotheses.

Structured Interviews

Both Co-chairs agreed that the team members did not investigate proposed recommendations with expectations about the outcome (Question #9). Mr. Marshall believed "it (July-October work sessions) was all theoretical at that stage…June through October was all about strategy." It was unclear whether members had fixed perspectives, however Ms. Edwards noticed that community representatives were surprised as they learned more about policy structures. "Once they were presented with the facts, they said 'oh'."

Mr. Marshall and Ms. Edwards provided different responses for Question #10 (Did Implementation Team members use data to test expectations about recommendations?) Ms. Edwards believed this to be the case and she points to the incentive/MBE/MWE best practice research as an example. Mr. Marshall had a different perspective- "we simply wanted the community to be vested in the process." Emerging evidence made all team members more informed about recommendations. Perhaps this information necessitated modifying recommendations. Again, modified recommendations are no indication that team members developed working hypotheses. A surprised reaction by community members did not necessarily prove they had expectations about the outcome. Therefore is a weak level of support for WH2c.

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[106] No archival data was available to test this sub-hypothesis

TABLE 6.14- RESULTS FOR WH2: SCIENTIFIC ATTITUDE

Sub-Hypotheses	Document Analysis	Interview Response		Evidence
WH2a: Implementation Team members questioned status quo and assumptions about issues surrounding recommendations.	**10/27/05 Blueprint for Success Power Point presentation and 10/27/05 Austin City Council transcript**	**Marshall** **Q5: Yes** **Q6: Yes** **Q7: In some cases**	**Edwards** **Yes** **In some cases** **Yes**	Modified recommendations
Level of Support				**Very Strong**
WH2b: Implementation Team members collected data to examine and determine the extent of the problem(s) from which the recommendations stem.	**Best practice research on tax incentives**	**Marshall** **Q8: Yes**	**Edwards** **Yes**	Examinations of recommendation through the lens of data and reports
Level of Support				**Strong**
WH2c: Implementation Team members developed working hypotheses to determine whether to accommodate or modify recommendations.	**10/27/05 Blueprint for Success Power Point presentation**	**Marshall** **Q9: No** **Q10: No**	**Edwards** **Q9: No** **Q10: No**	Modified recommendations
Level of Support				**Weak**
Overall Support				**STRONG**

WORKING HYPOTHESIS 3: PARTICIPATORY DEMOCRACY

WH3 a: Implementation Team leadership encouraged input from all team members.

Level of Support: Very Strong

Document Analysis[107]

According to minutes from a 9/6/05 work session: "community reps stated that networking and job fairs are not working… Minorities need access to bidding opportunities." This document provided very strong evidence of discussion, deliberation and disagreement on the team.

Structured Interviews

Both Co-chairs agreed that all team members offered ideas and opinions about recommendations (Question #11). Ms. Edwards explained that the City staff "stopped and listened." She credits the strategies she and Mr. Marshall developed to guide the team- "Greg (Marshall) and I worked hard to develop this atmosphere." The 9/6/05 work session minutes and interview responses provide very strong support for WH3 a.

WH3 b: Implementation Team leadership demonstrated a willingness to actively listen to opinions and ideas about quality of life recommendations.

Level of Support: Very Strong

Document Analysis[108]

Minutes from the 8/30/05 Implementation Team meeting revealed that only one community representative was present among many City staff. The team decided to postpone

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[107] No archival data was available to test this sub-hypothesis
[108] No archival data was available to test this sub-hypothesis

the meeting until 9/6/05. This document provided strong evidence of a commitment by the team to have consistent participation by all team members, particularly from the community.

Structured Interviews

Both Co-chairs agreed that team members with divergent points of view continuously offered their opinions (Question #12). "No one was hesitant to express themselves," commented Ms. Edwards. These responses provided evidence that the team created an atmosphere conducive for candor by team members. These responses also provided evidence of consistent participation by team members, therefore providing very strong support for WH3 b.

TABLE 6.15- RESULTS FOR WH3: PARTICIPATORY DEMOCRACY

Sub-Hypotheses	Document Analysis	Interview Response		Evidence
WH3a: Implementation Team Co-chairs encouraged input from all Implementation Team members.	**9/6/05 Implementation Team meeting minutes**	**Marshall** **Q11: Yes**	**Edwards** **Yes**	Discussion Deliberation Disagreement
Level of Support				**Very Strong**
WH3b: Implementation Team Co-chairs demonstrated a willingness to actively listen to African-American representatives' opinions and ideas about quality of life recommendations.	**8/30/05 Implementation Team meeting minutes**	**Marshall** **Q12: Yes**	**Edwards** **Yes**	Consistent participation from all Implementation Team members
Level of Support				**Very Strong**
Overall Support				**Very Strong**

CULTURE, ARTS AND ENTERTAINMENT IMPLEMENTATION TEAM

WORKING HYPOTHESIS 1: CRITICAL OPTIMISM

WH1 a: Implementation Team leadership developed a vision for their team through clearly and consistently expressed goals and objectives.

Level of Support: Very Strong

Document Analysis

Every Implementation Team used the guiding principles from the 7/7/05 Implementation Kick-off Power Point presentation. Additionally, minutes from the first team meeting on 7/12/05 revealed that the team reviewed their charge, and "reconfirmed their commitment to create something positive and tangible out of this process." At this meeting, the team also defined "Culture", "Arts" and "Entertainment." During her October 27, 2005 presentation to the Austin City Council, Ms. Wright explained that the impact of the recommendations "is expected to accomplish two main things. One- to improve the sense of belonging for African-Americans who live within our city. Two- to brand Austin as a city that is inviting to African-Americans who live outside our community."

The 7/7/05 kick-off presentation, 7/12/05 meeting minutes and comment from the 10/27/05 City Council transcript provided very strong evidence that the team developed its mission and vision. They were clear about why they were present at the meeting. Team members collectively defined terms and established a unifying purpose.

Archival Data Analysis

A /3/27/06 performance tracking matrix listed the recommendation(s); tasks to complete; estimated initiation and completion date; and last action taken on said tasks. This

archival data provided strong evidence of goal and objective appraisal, thereby supporting WH1 a.

Structured Interviews

Ms. Wright believed that the Implementation Team meetings operated within a set of goals and objectives (Question #1) and Ms. Byrd explained that the teams "met constantly." She also explained that the team divided into two groups- City staff on the ACE (Arts, Culture, Entertainment) team and community members on the BACE (Black Arts, Culture and Entertainment) team. Ms. Byrd also stated that she and Ms. Wright "met and strategized about how this was going to work." These responses provided evidence that the Implementation Team co-chairs worked together to determine how the team would conduct its tasks. These responses also substantiated the documents and archival data to provide a very strong level of support for WH1 a.

WH1 b: Implementation Team members collected data to examine and determine the extent of the problem(s) from which the recommendations stem.

Level of Support: Mixed

Document Analysis[109]

The 7/12/05 team meeting minutes reported that "most acknowledged the potent possibilities inherent in this process." Although it is unclear if there was a balance between the City staff and community members regarding this sentiment, the document provided slight evidence of optimism about feasibility of the process. The statement revealed nothing about sentiments towards the Initiative recommendations.

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[109] No archival data was available to test this sub-hypothesis

There is disagreement about whether the Quality of Life Initiative provided a foundation for improving African-American lives (Question #2). Ms. Wright viewed the Initiative as a "launching board for addressing the priority recommendations." "It is the beginning of a relationship with the Black Arts community," she added. The Initiative created "an infrastructure" so that "we can respond quickly to concerns of Black artists."

Ms. Byrd believed that while there may be "forward motion" there is "no way that 10 things done in Arts, Culture and Entertainment can change the historic legacy of segregation in Austin." Ms. Byrd did, however, mention that "people were listening and paying attention." The minutes and the interview responses provided mixed support for WH1 a.

WH1 c: An atmosphere of mutual trust enabled Implementation Team members to resolve differences about Initiative recommendations.

Level of Support: Mixed

Document Analysis

Work session minutes from 8/2/05 revealed that two city staff members of the Implementation Team distributed two documents: *Cultural Districts: The Arts as a Strategy for Revitalizing Our Cities*; and *Funding for the Arts and Other Cultural Programs: A Selection of Cultural Fund Resources*. These documents were developed by City staff on the Team to provide more information that would be useful in determining actions on the recommendations. The 8/2/05 meeting minutes also revealed that City team members provided Initiative budget information from the City Manager that proposed $236, 855 for the first year funding for culture, arts and entertainment. Staff members explained that they would provide more "back-up numbers for a fuller picture of the current budgeted initiatives."

Archival Data Analysis

The performance tracking data revealed that ACE presented quarterly updates to BACE. This data revealed no the details about those quarterly reports, however, it did provide slight evidence that BACE members were informed about pertinent Initiative information.

Structured Interviews

There is a difference of opinion as to whether or not Implementation Team members viewed citizen-administrator collaboration positively (Question #3). Ms. Wright cautioned that "no one believed it would be easy…there were no naïve feelings about collaboration." She also pointed out that "no one had experienced this level of commitment- it was unknown territory." Ms. Wright concluded that the process was a "cutting-edge approach".

Ms. Byrd believed that community members "came to the table assuming they would get what they needed but ¾ through the process, they pushed back." Apparently, the community had expectations concerning the direction and scope of the team meetings.

There is also a difference of opinion about whether or not community members had access to resources that would better inform them about considered recommendations (Question #4). According to Ms. Byrd, "no funds were dedicated to the community to do this effort. There was homework, but no funds to provide for extra help." She also said that the community "asked but was rebuffed." Ms. Wright believed community members had access to information. She also contended that community members had plenty of questions to which City staff members sought answers. The staff sought answers to questions involving the co-sponsorship process for cultural events and measuring the economic impact of African-American artists' contributions on the local economy, etc.

Although Ms. Byrd believes the community lacked financial resources to better inform them about recommendations, minutes indicate that information was provided to team members to make informed decisions about recommendations. These responses and the other data provided mixed support for WH1c.

<u>TABLE 6.16- Results for WH1: CRITICAL OPTIMISM</u>

Sub-Hypotheses	Document Analysis	Archival Data	Interview Response		Evidence
WH1a: Initiative Implementation Team leadership developed a vision for their team through clearly and consistently expressed goals and objectives.	**7/7/05 Implementation Kick-Off Power Point Presentation, 7/12/05 team meeting minutes and 10/27/05 Austin City Council transcript**	**Performance tracking**	<u>**Wright**</u> **Q1:** **Yes**	<u>**Byrd**</u> **Yes**	Formally adopted mission statement/ vision Consistent appraisal of goals and objectives
Level of Support					**Very Strong**
WH1b: Implementation Team members believe the quality of life for African-American residents has the potential to be resolved as a result of their involvement on the team.	**7/12/05 Meeting minutes**	**No evidence provided.**	<u>**Wright**</u> **Q2: Yes**	<u>**Byrd**</u> **No**	Optimism over feasibility of recommendati-ons
Level of Support					**Mixed**
WH1c: An atmosphere of mutual trust enabled Implementation Team members to resolve differences about Initiative recommendations	**8/2/05 Meeting Minutes**	**No evidence provided**	<u>**Wright**</u> **Q3: Yes** **Q4: Yes**	<u>**Byrd**</u> **No** **No**	Co-management Information exchanges
Level of Support					**Mixed**
Overall Support					**MIXED**

WORKING HYPOTHESIS 2: SCIENTIFIC ATTITUDE

WH2 a: Implementation Team members questioned status quo and assumptions about issues surrounding recommendations.

Level of Support: Strong

Document Analysis[110]

The October 27, 2005 Blueprint for Success document provided the strongest evidence of modifications, however it does not substantiate WH2 a. Minutes from the 7/12/05 and 8/2/05 work session , however provides stronger evidence that team members questioned and pondered recommendations. At the 7/12/05 meeting, Bob Landers, from the Austin Convention and Visitors Bureau (ACVB), questioned the viability of the some of the Recommendations involving ACVB "given the standard industry practice and the Bureau's fiscal constraints." During a discussion about Recommendation #4a (Cultural Fund) at the 8/12/05 team meeting, a City staff team member "cautioned the committee to consider the legal implications and limitations of race based (cultural) funding."

Structured Interviews

There is difference of opinion about whether new evidence emerged in data or reports that challenged the feasibility or recommendations (Question #5). Ms. Wright was uncertain whether the evidence was new to anyone. Community representatives may have already made some conclusions, however, their charge was to "carry the torch" for the community.

To Ms. Byrd, evidence emerged that pushed the Cultural Heritage District "off the table." She explained that the City would have one if it was "inclusive and diverse."

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[110] No archival data was available to test this sub-hypothesis

Both Co-chairs agreed that team members had a fixed perspective about some recommendations (Question #6). Ms. Byrd specifically mentioned the renaming of the Carver Theater after the late Boyd Vance and the Cultural Heritage District as examples.

Ms. Wright mentioned Recommendation #4b (See Table 2.6) as an example. She said the Implementation Team "suggested that the Black Chamber (CCAACC) host that position." Finally she clarified that by suggesting the involvement of CCAACC, "the approach was modified, not the intent."

Ms. Wright was uncertain if Implementation Team members were willing to accept evidence that questioned the feasibility of any recommendations (Question #7). Ms. Byrd felt that community members understood if the City was unable to accommodate the recommendations; they would simply ask the City to find another way. The documents and responses provide strong support for WH2 a.

WH2 b: Implementation Team members collected data to examine and determine the extent of the problem(s) from which the recommendations stem.

Level of Support: Strong

Document Analysis[111]

Work session minutes from 8/2/05 revealed that two city staff members of the Implementation Team distributed two documents: *Cultural Districts: The Arts as a Strategy for Revitalizing Our Cities* ;and *Funding for the Arts and Other Cultural Programs: A Selection of Cultural Fund Resources.* These documents were developed by City staff members of the Implementation Team to provide more helpful information to determine actions on the recommendations. For example, recommendation #10 seeks increase the contribution of

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[111] No archival data was available to test this sub-hypothesis

African-American artists in the Art in Public Places (AIPP) program. According to the 10/27/05 Austin City Council transcript, Ms. Wright specifically referenced Recommendation #10 (see Table 2.6). She stated that "we confirmed through discussions with the community and we reviewed the program data and the level of participation for African-American organizations is lower than for other groups." These documents provide a strong example of data collection by the team to determine the root(s) of problems from which recommendations stem.

Structured Interviews

Both co-chairs agreed that the Implementation Team used data and reports to determine the extent of problems from which the recommendations stem (Question #8). Ms. Wright mentioned looking at various current and historical trends and economic impact studies. She even believed that Austin should conduct its own impact study concerning African-American arts, culture and entertainment. Ms. Wright specifically referenced the AIPP program as an example. The team determined that very few projects are done in East Austin and very few African-American artists receive AIPP commissions. The documents and interview responses provided a strong level of support for WH2 b.

WH2 c: Implementation Team members developed working hypotheses to determine whether to accommodate or modify recommendations.

Level of Support: N/A

Structured Interviews[112]

Both co-chairs agreed that the Implementation Team investigated proposed recommendations with expectations about the outcome (Question #9) Both Co-chairs cited AIPP as an example. Ms. Wright felt it was important to remember that this is only the first

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[112] No document(s) or archival data was available to test this sub-hypothesis

year of the Initiative and she confirmed that there is still a lot of work to do. With no other

data, support for WH2 c was unattainable

Table 6.17- Results for WH2: CRITICAL OPTIMISM

Sub-Hypotheses	Document Analysis	Interview Response		Evidence
WH2a: Implementation Team members questioned status quo and assumptions about issues surrounding recommendations.	**Blueprint for Success presentation; 7/12/05 and 8/2/05 meeting minutes provide evidence**	<u>**Wright**</u> **Q5: Uncertain** **Q6: Yes** **Q7: Uncertain**	<u>**Byrd**</u> **Yes** **Yes** **Somewhat**	Modified recommendations
Level of Support				**Strong**
WH2b: Implementation Team members collected data to examine and determine the extent of the problem(s) from which the recommendations stem.	**10/27/05 Austin City Council transcripts provide evidence**	<u>**Wright**</u> **Q8: Yes**	<u>**Byrd**</u> **Yes**	Examinations of recommendation through the lens of data and reports
Level of Support				**Strong**
WH2c: Implementation Team members developed working hypotheses to determine whether to accommodate or modify recommendations.	**No evidence provided**	<u>**Wright**</u> **Q9: Yes** **Q10: Yes**	<u>**Byrd**</u> **Yes** **Uncertain**	Modified recommendations
Level of Support				**N/A**
Overall Support				**MIXED**

WORKING HYPOTHESIS 3: PARTICIPATORY DEMOCRACY

WH3 a: Implementation Team leadership encouraged input from all team members.

Level of Support: Mixed

Document Analysis[113]

Meeting minutes from 7/12/05 showed how the Implementation Team into workgroups that met before each scheduled Implementation Team meeting. This document provided mixed evidence of discussion, deliberation and potential disagreement because it only showed who was supposed to meet; the area of focus and when the group should convene. Those were merely expectations, however, splitting the team into workgroups strongly supported WH3 a because doing so created opportunities for team members to participate more thoroughly.

Structured Interviews

Implementation Team co-chairs disagreed that all Implementation Team members offered ideas and opinions about recommendations (Question #11). Ms. Byrd felt all members offered their ideas. Yet, Ms. Wright believed there were quieter members on the team. She also stressed that sense BACE and ACE met separately, there may have been more participation from community members in the setting. In conjunction with the 7/12/05 meeting minutes, these responses provide mixed support for WH3 a.

WH3 b: Implementation Team leadership demonstrated a willingness to actively listen to opinions and ideas about quality of life recommendations

Level of Support: Strong

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[113] No archival data was available to test this sub-hypothesis

<u>Document Analysis</u>[114]

Minutes from the 7/12/05 work session mentioned a request from Ms. Wright to for all team members to complete a feedback form. This notation provided strong evidence for WH3 b because soliciting feedback from team members indeed demonstrated a willingness to listen to community representatives' ideas.

<u>Structured Interviews</u>

Both co-chairs agreed that Implementation Team members with divergent points of view consistently offered the opinions. Ms. Byrd noted that a small group of people who knew one another comprised the team and that as co-chair, it was her responsibility to "speak on the community perspective." Ms. Wright concurred- "they were comfortable speaking up." The work session minutes and interview responses provide a strong level of support for WH3 b.

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[114] No archival data was available to test this sub-hypothesis

Table 6.18- Results for WH3 a

Sub-Hypotheses	Document Analysis	Interview Response		Evidence
WH3a: Implementation Team Co-chairs encouraged input from all Implementation Team members.	**7/12/05 meeting minutes**	**Wright** **Q11: Somewhat**	**Byrd** **Yes**	Discussion Deliberation Disagreement
Level of Support				**Mixed**
WH3b: Implementation Team Co-chairs demonstrated a willingness to actively listen to African-American representatives' opinions and ideas about quality of life recommendations.	**7/12/05 Meeting minutes provide evidence**	**Wright** **Q12: Yes**	**Byrd** **Yes**	Consistent participation from all Implementation Team members
Level of Support				**Strong**
Overall Support				**STRONG**

With results from all six Implementation Teams presented, the final chapter of this applied research project synthesizes all the information collected from the Teams and draws conclusions from results. The purpose of this project was to explore each Quality of Life Implementation Team for community of inquiry principles.

CHAPTER SEVEN

CONCLUSION

"Whatever we do here today, we need to make sure that we are not back here in five years with the same findings and no progress. We need to resolve the contradictions between what we say we believe and what we actually do. To get at the heart of the race issue that confronts us in Austin today."
Toby Futrell, Austin City Manager[115]

Purpose

The purpose of this applied research project was to explore the six African-American Quality of Life Initiative Implementation Teams for community of inquiry principles. This research project focused on work sessions preceding final presentations before the Austin City Council on October 27, 2005. This chapter summarizes the results ascertained from document and archival data analysis and structured interviews and draws inferences from the findings to determine if community of inquiry principles were used. Comments, recommendations and the conclusion follow.

POLICE & SAFETY

Critical Optimism (WH1): Weak

Insufficient evidence made it difficult to determine levels of critical optimism on the Police & Safety Implementation Team. The interview with Assistant Chief Cathy Ellison ended abruptly due to an emergency meeting. Her schedule deemed a follow-up meeting impossible. The interview with Nelson Linder, community Co-chair, however, provided the only glimpse into how the Implementation Team conducted its meetings, approached recommendations, and maintained consistent team participation.

The team followed Chief McDonald's guiding principles; community members had access to information if they needed or wanted it; and Dr. Logan's presentation provided

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[115] Austin City Council Transcript: May 26, 2005

evidence of an information exchange. All of this, however, only conveyed a **weak** level of support for critical optimism because there was little evidence of a vision for the team. No documents or archival data revealed any optimism about the potential of the Initiative or any co-management between the team co-chairs.

Scientific Attitude (WH2): Mixed

The Police & Safety Implementation Team had ample existing data (See Table 2.2); therefore the Implementation Team placed little focus on debating the merits of the data. Data collected throughout this research project suggested that community members of may have a fixed perspective about the culture of the police department work environment. Apparently, this work environment supports an atmosphere of intolerance and cultural insensitivity. Two examples provided evidence of a fix perspective.

First, according to Mr. Linder , community members were willing to accept emerging evidence and did so when newly hired APD psychologist Dr. Carol Logan made a presentation to the team. She discussed how she screens recruits for racist tendencies. Community members may have trusted the information from Dr. Logan only because she is a new APD employee and not yet impacted by the APD workplace culture. Second, when the community team members learned that African-Americans are hired and promoted in APD at a satisfactory level, they accepted it and pointed to the APD culture as the true problem. Finally, the data suggests that the team used no working hypotheses as it discussed recommendations. This research project focused on the first few months, therefore, it was too soon to determine if the team used working hypotheses; the level of support for scientific attitude is also **mixed**.

Participatory Democracy (WH3): N/A

Overall, support for WH3 is unattainable due to the evidence provided. It is important, however, to note that Implementation Team members may not have needed encouragement from co-chairs to speak their minds about issues of public safety. Team members with divergent points of view may have consistently voiced their opinions regardless of active listening from co-chairs. Unattainable levels of support for participatory democracy does not indicate a poor level of participation by team members. In fact, Mr. Linder believed that all Team members participated throughout the process. Participation alone is just a facet of a community of inquiry. As explained in Chapter four, participatory democracy encompasses more than input; it is "shaped by the interaction of the community and the facts" (Shields 2003, 511). This explains the **unattainable** level of support for participatory democracy; no evidence provided showed that Implementation did more than disagree.

Overall, there is insufficient evidence to determine the application of community of inquiry principles by the Police & Safety Implementation Team.

HEALTH

Critical Optimism (WH1): Very Strong

The Quality of Life Initiative crystallized five years of work by the Health Implementation Team. Since 2001, they hosted various conferences and developed scores of reports to determine the state of health for African-Americans in Austin and surrounding counties. The team was armed with epistemological and anecdotal data they gathered over the years. As such, the main goal of their meetings was to operationalize the recommendations and rather than determine their feasibility or whether they rest within City of Austin purview. Their established track record of bringing African-American health to the

forefront of the policy agenda prior to the Initiative sustained mutual trust amongst team members from the City and community. The level support for critical optimism is **strong**.

Scientific Attitude (WH2): Mixed

The Health Implementation Team had no fixed perspectives about recommendations because of the scope of their charge. There are numerous examples of how the team used data to examine recommendations, however one example deserves mentioning. During a previous collaboration, members of the team learned that African-Americans were no longer visiting a neighborhood clinic because there were fewer African-Americans on staff.

That anecdotal data led them to find out why there were fewer African-Americans on staff. Team members learned that those employees were retiring and human resources set bilingual requirements for applicants in some of the vacant positions. Recommendation 4- develop a program to recruit more African-American medical professionals- directly stemmed from the Huston-Tillotson town hall meeting, but was confirmed with pre-existing data. Like the Police & Safety team, the weak levels of support for working hypotheses may indicate that it is simply too soon to tell. Therefore the level of support for scientific attitude is **mixed**.

Participatory Democracy (WH3): Strong

Both Health Implementation Team co-chairs also lead the Alliance for African-American Health in Central Texas. Every member of the team has collaborated in some form or fashion and their synergy allowed for discussion, deliberation and disagreement during work sessions.[116] The overall level of support for participatory democracy is **strong**.

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[116] It is important to point out that Mr. Barnes' commitment to health issues caught the attention of the City of Austin and he was subsequently hired to work for the Department of Public Health. In March 2006, a new community Co-chair replaced him on the Implementation Team

In spite of a mixed level of support for WH2, The Health Implementation embodies the spirit of a community of inquiry because the City of Austin members and community members are united around the problem of health disparities in the community.

NEIGHBORHOOD SUSTAINABILITY

Critical Optimism (WH1): Strong

As referenced in Chapter Two, increasing affordable housing and maintaining the integrity of Central East Austin are the central the aims of the Neighborhood Sustainability Implementation Team. Again, six of the 10 recommendations developed by the African-American community underwent modification throughout work sessions between July and October 2005.

The team was organized in its development of goals and objectives and coordinated logistics for each meeting (time, location, agenda). While the co-chair interview responses revealed slight skepticism that the Initiative itself is the only avenue for increasing housing affordability and sustaining communities, the team worked well to understand the perspectives of the community and the policies of the City of Austin. For those reasons, the level of support for critical optimism is **strong**.

Scientific Attitude (WH2): Very Strong

Determining whether the City of Austin could accommodate the community recommendations prompted the Neighborhood Sustainability Implementation Team to seek necessary information and data to confirm or refute the possibility. For example, the City consulted the Law Department to determine of the City could assist homeowners behind on property taxes. The City determined that it could not use public funds to purchase private property (See Table 2.4 for modifications to this recommendation).

The community representatives believed that increasing affordability periods for private affordable housing developers would thwart rising property taxes because residents would have own their homes for longer periods of time. This is one step in mitigating the negative impact of gentrification. To make a case for this recommendation, the community representatives designed a chart showing increasing the affordability periods increases the number of affordable homes in the central East Austin community. This is evidence that the team used working hypothesis. Therefore the level of support for scientific attitude is **very strong**.

Participatory Democracy (WH3): Strong

Both City staff and community representatives exercised a willingness to listen to other points of view and when questions or confusion arose, the team invited guest speakers to explain and/or clarify information. Also by dividing the team into small work groups by recommendation and designating other City staff and community representatives as Chairs, the team allowed all members to lead, thereby ensuring participation from all members. The level of support for participatory democracy is **strong**.

Strong levels of support notwithstanding, the Neighborhood Sustainability Team acted as a community of inquiry by requiring members with divergent points of view to justify their positions. In doing so, the team maintained unity of purpose stayed on task to meet deadlines.

EDUCATION & EMPLOYMENT

Critical Optimism (WH1): Strong

The Education & Employment Implementation followed the assigned guiding principles and also developed its own mission. The co-chairs met before and after each work session to determine success, struggles, etc. They agreed that the Initiative provided a

foundation for resolving quality of life issues. By working together and providing the community members with information it needed to consider the recommendations, mutual trust was developed among team members. The level of support for critical optimism is **strong**.

Scientific Attitude (WH2): Mixed

Both co-chairs were uncertain whether new evidence emerged that challenged the feasibility of recommendations and there was disagreement about fixed perspectives. Very little evidence was available to make a solid determination, however team members did use data to examine problems from which recommendations stem (i.e.- raw numbers vs. percentages regarding African-American representation within City of Austin workforce). It is uncertain if the team used working hypotheses through out its work sessions. Therefore, the level of support for scientific attitude is **mixed**.

Participatory Democracy (WH3): Mixed

Although co-chairs were in agreement that all team members (including those with divergent points of view) participated. Mr. Richard believed that under his guidance, community members provided input on education and employment issues. This Implementation team disagreed on no recommendations. They chose to combine two recommendations and decided that the Business & Economic Development Implementation Team was more suited to manage another recommendation. Agreement across the board on the recommendations in no way indicated that team members had no discussion or deliberation. The level of support for participatory democracy is **mixed.**

BUSINESS & ECONOMIC DEVELOPMENT

Critical Optimism (WH1): Strong

In addition to following the guiding principles, co-chairs for the Business & Economic Development Implementation Team worked very hard to create a "culture of openness" for work sessions, which Mr. Marshall deemed "important". Creating a culture of openness allowed the team to discuss recommendations candidly. Mistrust was an issue for the team, according to Mr. Marshall, however, the team invited numerous speakers from other departments to explain relevant City policies. These presentations provided information that enabled team members to make more informed decisions about recommendations. Therefore the level of support for critical optimism is **strong**.

Scientific Attitude (WH2): Strong

New evidence emerged during the work sessions that team members were willing to accept and the team collected data and reports to determine the extent of problems from which recommendations stem. Linking tax incentives to minority hiring and/or use of MBE/WBEs and how to improve access to capital for minority businesses are clear examples. The evidence that the team used working hypotheses is weak because co-chairs provided mixed interview responses and no document(s) or archival data provided sufficient evidence. In spite of insufficient evidence concerning the application of working hypothesis the overall level of support for scientific attitude is **strong**.

Participatory Democracy (WH3): Very Strong

The Business & Economic Development team had very outspoken members who hesitated little to address differences of opinion. Encouragement by the co-chairs was unneeded. To ensure full participation, the entire team ensured a community presence at

meetings; in one instance, they decided to postpone a meeting because only one community team member was present. By "stopping and listening" as Ms. Edwards mentioned, the team valued input from all members. Therefore the level of support for participatory democracy is **very strong**.

ARTS, CULTURE AND ENTERTAINMENT

Critical Optimism (WH1): Mixed

The Arts, Culture and Entertainment Implementation Team had a unique structure. Unlike the other five teams, the community representatives established their own separate committee – Black Arts, Culture and Entertainment (BACE) - that met separately from the Implementation Team. "Develop and maintain working relationship with BACE" is listed as one of the tasks in performance tracking data. At first glance, one assumes the community representatives and City staff team members had an uncordial working relationship based on the existence of two committees. The level of candor from Ms. Byrd in her City Council presentation may also give that impression. However, BACE was established to work towards increasing and improving the African-American cultural contribution in Austin. Its mission is similar in scope with the Alliance for African-American Health in Central Texas.

The Implementation Team followed Chief McDonald's guiding principles, but each committee had its own objectives. BACE wants the community to have ownership of its institutions while ACE wanted to ensure that Austin become a more welcoming environment for its African-Americans and tourists. Based on Ms. Byrd's responses, there is an engrained skepticism towards the City of Austin with respect to how African-Americans fare with culture, arts and entertainment. Despite having two committees, the entire team separated into workgroups to tackle recommendations. Therefore the level of support for critical optimism is **mixed**.

Scientific Attitude (WH2): Mixed

The City staff members of this Implementation Team compiled numerous reports and data to identify the nature of problems from which the recommendations stem. There was sufficient exchange of information to keep community representatives informed. For example, the team determined that the Arts in Public Places program (AIPP) awards very few commissions to African-American artists. No evidence provided to support the team's use of working hypotheses to test recommendations. Perhaps, it is too soon to make that determination because the Initiative is beginning to implement recommendations. Therefore the level of support for scientific attitude is **mixed**.

Participatory Democracy (WH3): Strong

Reviewing data and reports prompted ample discussion, deliberation and disagreement. Both co-chairs confirmed that team members were active participants. City representatives provided information and community representatives did in fact "carry the torch." There was no evidence that co-chairs had to encourage participation during meetings, however, by dividing the team to tackle recommendations, there was a concerted effort to resolve differences rather than simply disagree about them. Therefore the level of support for participatory democracy is **strong**.

PUTTING IT ALL TOGETHER

With all conclusions drawn from all Implementation Teams, Table 7.1 provides a

summary of all the three working hypotheses and levels of support.

Table 7.1- Use Community of Inquiry Principles by
Quality of Life Initiative Implementation Teams- Summary

Working Hypothesis	Police & Safety	Health	Neighborhood Sustainability	Education & Employment	Business & Economic Development	Arts, Culture & Entertainment
WH1 Critical Optimism	**Weak**	**Very Strong**	**Strong**	**Strong**	**Strong**	**Mixed**
WH 1a	Weak	Very Strong	Very Strong	Strong	Very Strong	Very Strong
WH 1b	N/A	Strong	Mixed	Mixed	Mixed	Mixed
WH 1c	Weak	Very Strong	Very Strong	Strong	Strong	Mixed
WH 2 Scientific Attitude	**Mixed**	**Mixed**	**Very Strong**	**Mixed**	**Strong**	**Mixed**
WH 2a	Mixed	Mixed	Very Strong	Mixed	Very Strong	Strong
WH 2b	Strong	Very Strong	Very Strong	Strong	Strong	Strong
WH 2c	N/A	N/A	Strong	Weak	Weak	N/A
WH 3 Participatory Democracy	**N/A**	**Strong**	**Strong**	**Mixed**	**Very Strong**	**Strong**
WH 3a	N/A	Strong	Very Strong	Mixed	Very Strong	Mixed
WH 3b	N/A	Strong	Strong	Weak	Very Strong	Strong

COMMENTS AND RECOMMENDATIONS

Police & Safety

According to Team co-chair Nelson Linder, the community members believe that the Austin

Police Department has a work place culture that tolerates insensitivity, despite respectable minority

hiring and promotion levels. The team needs to delve more into this issue because community members appear to have a fixed perspective about it as a serious problem at APD.

Neighborhood Sustainability

During interviews with both co-chairs, it became clear that the City of Austin Law Department provided critical information concerning local, state and federal laws by which the city must abide. Perhaps it would serve the community members well to appoint another community member to the team with a legal background to provide expertise to the team.

Arts, Culture and Entertainment

Through the establishment of BACE, the Arts, Culture and Entertainment Implementation Team has the potential to develop the same collaborative relationship between the City of Austin and the community as the Health Implementation Team. Unless already in place, a number of City of Austin staff should join BACE as it seeks to increase artistic and cultural contributions by African-American artists and strengthen existing African-American cultural venues in Austin.

CONCLUSION

By concentrating on a small window of time (July-October 2005), this applied research project focused captured information about the Quality of Life Initiative in its nascent stage. The Initiative is an impressive undertaking that moved quickly to sustain momentum and potentially change the perception of how Austin regards its African-American residents. Perhaps critical optimism on Implementation Teams will strengthen as working relationships among team members deepen.

Implementation Teams with weak levels of support for working hypotheses (WH2 c) may continue to test new ideas throughout the Initiative. As the implementation phase continues, perhaps new evidence will require that teams innovate existing ideas or develop new ways to meet the goals established in the recommendations. What is consistent over all, however, is that everyone

involved stayed the course for the first three months of work sessions. Co-chairs either created an environment that made discussion, deliberation and disagreement comfortable or community members already possessed a strong sense of efficacy- an engrained confidence about their ability to yield influence in the policy arena.

Stay Tuned

To stay abreast of Initiative progress, please reference the African-American Quality of Life Portal on the City of Austin website at http://www.ci.austin.tx.us/aaql/. For updates about actions taken by the African-American community, please visit the Austin Area Urban League website at http://www.aaul.org.

APPENDIX I
Community of Inquiry Primer

The Community of Inquiry In Action:
The Austin, Texas African-American Quality of Life Community as a Case Study

A Community of Inquiry is a pragmatically focused framework from which the field of public administration can benefit in its attempts to disentangle issues and arrive at resolution. On a daily basis, administrators confront challenges from discontent citizens and interest groups. Developing a community of inquiry is particularly useful in administrator-citizen relations because it creates an atmosphere that invites input and encourages unity to address dilemmas.

Dr. Patricia Shields, Professor, Director of the MPA program at Texas State University and ARP advisor, developed the community of inquiry through her avid study of Pragmatism as a valuable philosophy for public administration in practice. She authored an article in 2003 in *Public Administration Review* introducing it as a way for practitioners to rethink how problems are confronted and resolved. Specifically, a community of inquiry is defined by a problematic situation and reinforced by a "scientific or experimental attitude" and linked together by participatory democracy (Shields, 2003, 511). If you are interested in the article, I will be more than happy to provide a copy for you.

My applied research project (ARP) will focus on the African-American Quality of Life Initiative (AAQOL) as a case study for pinpointing evidence of community of inquiry principles throughout the first phase of the process (recommendation development). A chapter of the project will include background information on the initiative and the methodology is as follows:

- A review of approved minutes and pertinent documentation from all six AAQOL Implementation Team meetings.
- An archival data analysis of official City Council transcripts on AAQOL.

- Structured interviews with all Implementation Team co-chairs

These methods are commonly used in case studies and from this information, I will determine if City administrators and African-American community representatives were able to create and sustain "critical optimism" (Shields 2003, 514), develop *working hypotheses* (Shields 2003, 518) and created avenues for differing points of view to be presented (Shields 2003, 519) I also examine the use of facilitation and mediation skills by City officials leading Implementation Teams.

I will conduct my research from mid-February to mid- March 2006. A completed draft of the ARP is due March 31, 2006.

Thank you for your assistance.

Demetria Howard-Watkins

APPENDIX II
Informed Consent Statement

INFORMED CONSENT STATEMENT

Thank you for agreeing to participate in this applied research project. Your responses to interview questions will be immensely helpful in determining the how initiative recommendations were developed or modified. Your participation today is voluntary. Your refusal to participate will involve no penalty and you may discontinue participation at any time.

If you have any questions or concerns, please contact me at (512) 249-6609 or via e-mail at dhwatkins@txstate.edu. You may also direct questions or concerns to Dr. Patricia Shields, Texas State University MPA Director and ARP advisor or Dr. Craig Hanks, Chair of the Texas State University Institutional Review Board (IRB). Dr. Shields can be reached at (512) 245-2143 or via e-mail at ps07@txstate.edu. Please call (512) 245-2282 to speak with Dr. Craig Hanks or e-mail him at ch25@txstate.edu.

Thank you for your participation today.

Demetria Howard-Watkins

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