Women and Civic Engagement in Kansas City

Final Report

A Project Sponsored by the Greater Kansas City Women’s Foundation

April 21, 2014

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Introduction

This study was undertaken in response to a request from Mayor Sly James to provide information about ways of increasing gender equity and diversity on Kansas City civic commissions and task forces. The Women’s Foundation of Greater Kansas City funded this study of civic engagement of women under the direction of Professor Barbara Kerr, Distinguished Professor of Counseling Psychology at the University of Kansas.

Although women strongly value civic engagement, men are disproportionately found in civic leadership roles, particularly at the level of urban commissions and task forces. In Kansas City, women do indeed serve on commissions and boards; their proportion, however, is less than one-third of those serving. A closer examination, however, will show that women are more likely to serve on those commissions that deal with human services, the arts, and neighborhood quality, and less likely to serve on those commissions that deal with economic issues such as financial advisory, economic development, and building and fire-code appeals. See Appendix 1 for a list of commissions and boards and the proportions of men and women.

In addition, the demographics of women who are engaged in commissions and boards in Kansas City reflect the civic engagement of women nationwide. Women volunteers for roles in civic leadership are disproportionately white, older, married, highly educated, and upper middle-class. Diversity, then, is a core issue, as well as gender segregation. This is in contrast to women’s participation in volunteer work and to their participation in voting; in all ages and categories, women are more likely to volunteer in their schools, churches, and neighborhood organizations, and more likely to vote in elections.

What leads to lack of diversity and gender-segregation in civic engagement? Current explanations in the literature of civic engagement focus on individual variables; structural variables; and contextual variables. Individual-oriented studies ask, “What kinds of women are likely to be engaged in civic affairs?” They focus on demographics, attitudes, and personality as explanations for engagement. Some studies examine the contexts of civic engagement, for example, contrasting the group dynamics of volunteer organizations to city boards and commissions. Finally, only a few studies of women’s civic engagement concern the structural variables that support or discourage women’s involvement, such as access to transportation and child care.

Individual Variables: What Kinds of Women Participate in Civic Affairs?

As mentioned previously, the demographics of civic engagement are skewed not only in terms of gender, but also in terms of race, socio-economic status, age, and marital status. 2 White,
wealthier, older women who are married with grown children are more likely to serve in civic positions, although a study of state appointees found that half the women were unmarried. African-American, Latina, Asian-American and Native American are greatly underrepresented. Studies of African-American young adults have shown that many have low or negative expectations for what can be accomplished by committees and commissions, as well as low expectations for being asked to serve. It is clear that being young, married, and with small children may be a real deterrent to participating in civic commissions. In addition, women perceive participation as costly, and only upper middle class women may have the disposable income to travel to meetings and give up paid work time.

Another very important variable is knowledge and confidence. The majority of studies on women’s civic engagement show a tendency for women to feel less confident in their expertise and skills; they believe themselves to be competent to service on human services/arts/neighborhood quality committees, not on committees they perceive as requiring more knowledge of finance, real estate, or economics. A study of state women appointees showed that the majority of women appointed to state commissions, boards, and offices believed that the two most important factors in their selection was their particular expertise in a domain, and their confidence in their leadership skills.

Indeed, women do feel less comfortable in competitive roles. Women who are engaged in politics and civic leadership have been found to be more extraverted than those who are not. This means that not only are these women more outgoing; they are also comfortable with conflict and competition; they enjoy leadership; and they have strong achievement motivation. Women who are more introverted – those who are more inward and reflective; collaborative rather than competitive; who don’t mind a lower status role; and less achievement oriented in the conventional sense may be at a disadvantage. In fact, recent studies on the background of women political leaders have found that previous participation in competitive sports and governance activities was an important factor in their comfort with the conflict and competition of political roles.

Another factor that has been found to impact women’s civic engagement is their having less knowledge of news events and political structures than men, according to the Pew Foundation. Men spend more time reading about current events in the newspaper and online more than women do. They spend more time discussing the news online and face-to-face than women do. Women who are active in civic engagement tend to discuss the news and politics more than those who are not; interestingly, they are more likely to be engaged online than face-to-face in these discussions.

Contextual Issues
Another clue to the question of why women participate less than men in civic activities might be the context of the activities. While men participate more in commissions and boards, women participate more in volunteer activities for schools, churches, and charitable organizations. Volunteer organizations tend to be more homogeneous in values and political attitudes than commissions; women making the transition from volunteer leadership to civic appointments may be taken aback by the wide variety of opinions and values there. It may be, therefore, that previous volunteer experience in nonprofit organizations does not prepare women for the ways in which meetings are conducted and for the conflicted nature of the discussion.

Another issue is the concern that women have with belonging. Women may feel uncomfortable in organizations in which they are the only female, and particularly when they are the only female minority. They may feel singled out to speak for all women or all minorities; or they may feel invisible.

The conflict that ensues when there are many differing opinions may lead to discomfort for women. Conflict may turn many women away from attending meetings. When conflict arises, and undemocratic methods are used to resolve conflict, women are particularly likely to leave an organization.

Finally, women need to feel supported by family, co-workers, friends, and supervisors when they serve on a time-consuming committee. If close family and friends feel resentful of her participation and if co-workers and supervisors do not agree to her spending time away from work, a woman may believe she should not serve.

Structural Issues

In addition, structural issues such as lack of childcare, safety issues, and time constraints of multiple roles seem to play a part in restricting women’s participation—although surprisingly few studies have been done of these issues. Women value civic engagement, but find that their time is so restricted by work, child care, elder care, and household responsibilities that they need meetings to be strategically scheduled and efficiently run. Access to the internet seems important, because women build their networks often through social media, and the larger the social network, the more likely women are to be engaged in community leadership. Although men’s civic engagement is associated with participation in online political discussions; women are more likely to connect online through discussions of common concerns.

In addition, when meetings are held in parts of the city that are not safely walkable and when they are held during daytime hours—particularly those when children need to be dropped off or picked up from school—the leaders subtly communicate that these issues, of major concern to women—are not important.
The Questions of Our Study

Do the same concerns found in the literature of civic engagement affect women in Kansas City? The goal of this study was to discover if these, or other themes, emerged in our region. We began with the individual factors, the contextual factors, and the structural factors found to impact women’s civic engagement, and designed the overall study, the survey, and the focus groups to reflect these variables.

The objectives were as follows: 1) To gain descriptive information about women's attitudes towards civic engagement, 2) To compare responses of women at three levels of potential civic engagement, and 3) To draw themes from small focus groups to illuminate quantitative results.

We asked:

Who participates in city commissions and boards, and why?

What personal values and characteristics are important?

What are the contexts of women’s experiences?

What structural issues impede women’s participation?

Method

The study took place in three phases over two months’ time.

Phase 1

In Phase 1, we reviewed the literature and worked to create a valid, reliable survey. We investigated and synthesized key factors in women’s civic engagement in the literature review. The review yielded what would become the theoretical basis for the scale development. We generated items for six subscales that we labeled Confidence, Knowledge, Belonging, Structural, Contextual, and Values.

Confidence items measured the degree to which women believed they had leadership skills, strong opinions, and confidence in their abilities. It included items such as:

I hold strong opinions about community issues
I don’t feel competent to serve on a city commission
Knowledge items measured the degree to which women believed they had knowledge of current events, civic issues, and political structures. This subscale included items such as:

- I read the newspaper or news online every day.
- I am pretty aware of what is going on locally.

Belonging items measured the degree to which women believed they were a part of the city, had a strong sense of belonging, and knew their way around the locales and services. This subscale included items such as:

- There are things about Kansas City that I take pride in.
- I don’t think I would fit in with the kind of people who sit on city commissions.

Structural items measured how convenient, safe, and practical women believed civic meetings to be to them. This subscale included items such as:

- I would feel safe walking to meetings at City Hall.
- I would need childcare to attend meetings.

Contextual items measured the degree to which women felt supported for, and enjoyed the context of civic activities. This subscale included such items as:

- I don’t like competition.
- I enjoy volunteering to make my community a better place.

Values items measured the degree to which women valued civic engagement and believed in responsibilities of citizenship. This subscale included such items as:

- I believe every citizen should vote in local and state elections.
- I believe every citizen should help out the community in some way.
The team of researchers then generated at least twenty items for each subscale, and examined those items for clarity and direction (aiming for at least a third inverse scored items to reduce response set). These pools of items were then reduced in order to develop a scale that could be taken in ten to fifteen minutes. The survey was then sent through Qualtrics, an online survey instrument to the potential respondents.

In order to discover which characteristics might differentiate among women who served on city commissions and those who did not, it was important to have representatives of the three groups: women who currently serve on commissions; women who once served, but do not now; and women who have never served, but who represent the diverse group of women from whom the Mayor’s office would like to draw new commissioners and board members.

Three groups of women, therefore, were identified by the mayor's office and Women's Foundation, with care taken that the third group, potential members, was diverse in race, age, and socioeconomic status. Correct email addresses were available for 248 women who had served and for 49 potential members. Out of 297, a total of 159 women responded to the survey, although there were 14 who responded too late, but with interest, to the principal investigator. The response rate of 51% was far higher than most surveys of this type, where 30% is considered quite good. That alone is an indicator of women’s strong feelings about civic engagement!

Phase 2

The instrument, Women’s Civic Engagement, was then validated for this study using the responses to the survey. Six scales related to theoretical factors based on civic engagement studies were correlated to the total scale, and the items of each subscale correlated to the scale score. The subscales, and the total scale, even before winnowing out lower correlated items – items with low “alpha scores” — were found to be highly internally consistent. When responses were analyzed using only items with the highest alpha scores (.90-.96– very high), the survey was able to provide a very accurate picture of women’s attitudes toward civic engagement.

Phase 2 Focus groups

Focus groups were formed to provide the richness and depth of qualitative responses to the quantitative data.

Sixteen women who agreed to be contacted for focus groups were invited in groups of four to six to participate. The focus questions were: What prevents women from participating in
committees? What would encourage women to participate? The focus groups took place over two nights at the Women’s Foundation, with four participants the first night and six participants the second night. Women first generated many answers to the questions through brainstorming, and then were given ten “sticky dots” to assign in whatever quantity they wished to the answers they preferred. The number of dots after particular phrases was indicative of the strength of feeling behind the statement.

Results

Demographics

As can be seen from the charts below, all women who participated in the survey were actually similar to women who were engaged in previous studies. Probably all participants shared this similarity, because even those who did not serve on commissions had been selected from volunteer organizations that drew a similar demographic. A majority were older, married, high-income and highly educated. One promising difference, however, is that our sample was much more diverse than those of previous studies.
Service on city commission or task force by household type (Q10 * Q8)

<table>
<thead>
<tr>
<th>Q8</th>
<th>Yes, and I am still currently serving on a commission or task force for the City</th>
<th>I have before, but am not currently serving on a commission or task force for the City</th>
<th>I have considered serving on a commission or task force for the city, but have not done so</th>
<th>I have never thought about serving on a commission or task force for the City</th>
</tr>
</thead>
<tbody>
<tr>
<td>Married or Unmarried Couple</td>
<td>50</td>
<td>10</td>
<td>12</td>
<td></td>
</tr>
<tr>
<td>Female householder, no partner present (with dependent(s))</td>
<td>14</td>
<td>4</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>Non-family household</td>
<td>15</td>
<td>6</td>
<td>3</td>
<td></td>
</tr>
</tbody>
</table>

Respondents by Income Level

- Personal Income
- Household Income
Confidence

Women who were currently serving on committees were significantly more confident than women who had never served. Similar to the study of state-appointed women, the women who currently were appointed to committees were more confident in their leadership skills and expertise.

Knowledge

Women who were currently serving on committees were significantly more knowledgeable about news, current events, and the government of Kansas City. Previous studies have shown that women read the newspaper and online news less than men, and that women are less knowledgeable about current events. Women are also less likely than men to discuss politics with others. It is clear, therefore, that the experience of serving seems to be linked to previous and current interest in the news and current events.

Belonging

Women who responded to the survey were likely to have lived in Kansas City for more than twenty years. The three subgroups of women, those who currently serve, those who once served, and those have served are no difference in sense of belonging.
Map of the Location of Each of the Respondents to the Survey
Structural

The three groups did not differ in their concerns about such issues as parking, daycare, and safety of meeting places. It should be noted however, that concerns were still quite strong among all groups. Women, more than men, acknowledge the importance of convenience and efficiency.

Contextual

The three groups did not differ in their beliefs about the relationship of civic engagement to the rest of their lives. Unlike women in previous surveys, these women did not feel a lack of support from their family, friends, or networks for participation.

Values

The three groups did not differ in how much they valued civic engagement. Previous researchers have almost unanimously found that women deeply value civic engagement, but that they tend to express their values by voting and by volunteering. Finally, two predictors of high engagement were knowledge and previous experience as volunteers. This was in contrast to studies that showed that volunteer positions do not prepare women for civic engagement.

Open-ended Questions

Women had the opportunity to respond to the open-ended question: Please share with us, in your own words, what you think are the greatest barriers to women serving on task forces and commissions for Kansas City.

First, words that had salience for any aspect of civic engagement were listed. The frequency for these words were entered into a Wordle program and the following graphic emerged.
“Selection” was the most common word, and it emerged in discussions reflecting beliefs that they might not be asked to serve. Women were unsure about, or even dubious about the selection process. Several believed that they wouldn’t be asked to serve, despite their desire. Many said that they were concerned about how much time would be required, and the possibility of wasting time in inefficient meetings. These included strong concern for agendas, time limits, and discussion rules.

“Attitudes” was the word used to describe negative attitudes toward women and minorities on the committees. They didn’t want to be the only woman or minority in the room. Several referred to men’s behavior in groups, saying that men might have an “old boys’” network that ran things.

“Time” was a major word used to explain how little time was available in the day, how difficult it would be to set aside time for transportation, and how the meetings might not be efficiently run enough to use the time wisely. Even though structural issues did not differ between the three groups in the quantitative survey, they came through very emphatically in the comments section.

“Knowledge” was the word used to express concerns about lack of knowledge of civic structures, of current issues, and what it took to be able to serve.

In Appendix 2 are the Wordles by level of experience with service to commissions and boards.
Focus Groups

The findings of the focus groups echoed both the quantitative and qualitative results, and were surprisingly similar to one another.

The three most salient statements for the first group in answer to the question, “What prevents women from participating?” were

1. There’s never enough time because family and work are priorities.
2. They don’t know if they have the right skill set.
3. There’s a stereotype that it is men who serve, so won’t be asked

The three most salient statements for the second group in answer to this question were:

1. Nobody asked!
2. Feeling intimidated by the knowledge and experience needed.
3. Poor meeting process: Poor leadership, no time limits, unclear agenda, and clear delivery and respect for results.

In answer to Question 2, “What can be done to encourage women to participate?” the salient answers for the first group were

1. Women need to be asked and encouraged to serve.
2. Use technology and make meetings more flexible and efficient.
3. Women need mentoring.

The second group answered:

1. ASK them!
2. Leaders of the groups need to be trained.
3. Mentoring and training for leadership.

The minutes of the focus group meetings are included in Appendix 3.
Summary

Women who participated in the survey tended to be highly educated, older, with fewer family responsibilities. They had lived in Kansas City longer and had higher family income than the general population.

The civic engagement of women, both minority and non-minority, is related to knowledge and experience. That is, women who don’t serve differ from women who currently serve only in terms of the knowledge and in terms of experience they believe that they need. In addition, women feel like the selection process, and the meeting process, may be biased in favor of male participation. Finally, women need to be asked to participate; need to be mentored; and need to know that meetings will be well structured, efficient, and convenient. Clearly, all women value civic engagement, but need extra support and encouragement to participate in the civic life of the City of Kansas City.

Information points for the Mayor:

1. Women who have not served feel that they don’t have the knowledge and expertise needed, and feel less confident in their leadership skills. Previous volunteer work added to their confidence.

2. Women believe that they won’t be asked to serve, although they would like to. They were concerned about selection processes, not knowing how selection was done.

3. Structural issues were equally important to all groups: women wanted to be absolutely sure that time was spent efficiently; that meetings were conveniently scheduled; and that they would see results of their efforts for the time spent.

4. Women need mentoring in order to feel knowledgeable, confident, and to feel a sense of belonging.

5. Commission leaders need training in how to be more inclusive of women and minorities, how to run meetings democratically, and how to hold timely and efficient meetings.
Recommendations to the Mayor

1. Affirm women's self-confidence to lend their voice by asking them to serve and being clear as to why they are being asked.

2. Empower women of all ages, ethnicities, and socioeconomic status to value their own experience by providing them with accomplished and confident mentors who share their experiences and help women to feel knowledgeable about civic structures.

3. Incorporate structural changes that make meetings more accessible and value women's schedules and contributions (e.g., provide paid parking, schedule meetings at times that are convenient for women, demonstrate sensitivity to childcare issues, use technology to include the participation of women).

4. Train leaders of commissions and boards in efficient and effective meeting strategies and reporting structures (e.g., clear agendas, time limits on agenda items, prior electronic communications is lieu of "readings", etc.) that value women's time and demonstrate to them that they can have an impact.

5. Train leaders of commissions and boards to be inclusive of women's voices in their scheduling and running of meetings, as well as in how they call upon and encourage women's opinions to inform the business of the task force, commission and/or council.

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3 http://www.cawp.rutgers.edu/research/reports/ApptToStateGov.pdf
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Appendix 1

Current Commissions by Male and Female Participants
Survey Respondents who have never served on a commission or task force.
Survey Respondents who have previously served on a commission or task force.
Survey Respondents who are currently serving on a commission or task force.
Appendix 3

Women’s Foundation Focus Groups

March 5, 2014

What prevents women from serving?

1. “Never enough time”; Family and work responsibilities are priorities (6 dots)
2. Women don’t believe that they have the right skill set (7 dots)
3. Fear of failure
4. Do not feel “local” to KC, MO: What if I live in Kansas?
5. Stereotype around men being more associated with these positions (6 dots)
6. Men do not take you seriously; woman is asked to “take notes”
7. Woman does not feel “connected” enough; I do not know anyone in those circles, so I would not be selected.
8. Lack of awareness of opportunities
9. Time is really precious: “I have to feel my time is appreciated and valued”
10. Women are called names like “bitch” if they come across as capable and strong; negative perception of strong women
11. Unclear about the process (i.e., application and selection)
12. Privacy issues with the application; lots of detail in the application
13. Perception that the same women are asked over and over again
14. May need to make a financial or other contribution to the campaign
15. Cronyism
16. Not the right “age” to serve
17. Only women/people with influence in the community are accepted

Lack of confidence; if women are perceived as not being strong; even if you get the skill set.
Meeting of a diverse group, and you know that “answer”, but you don’t want to disrupt the dynamic in the room; it is not okay to be the “expert”.

**How can we encourage women to serve?**

1. We can help organizations put together clear objectives for what they need for women to serve.
2. Nobody asked!
3. Feeling intimidated by the knowledge and experience needed.
4. Poor meeting process: Poor leadership, no time limits, unclear agenda, and clear delivery and respect for results.
5. Provide a role model
6. Provide leadership mentoring – emphasize that you “can be opinionated” and not be considered a “bad word” by people
7. Logistics and frustration: what can we do to help with flexible meeting locations; publicize that parking passes are provided to commissioners;
8. Create an orientation program to talk about the process of application and service
9. Publicizing the work of the commissions to see public dissemination such that we address the concern that providing this time as an actionable result.
10. Encouraged to apply by an organization; women encouraging other women; ASK!
11. Don’t know how the issues being discussed will impact you as an individual personally. DATA, RESULTS in the local community
12. Lead by example; if they want women in there, they need to show them respect: TRULY do it; make sure there are visible women; have women in leadership roles (8 dots)

**Take Aways:**

Mentoring is important

Encouraging women to be part of the process

Training opportunity – could there be an opportunity

Need to train the Mayor’s Office staff and heads of boards, commissions and task forces

Need someone to talk about the process and enforce the interest

OK to be in policy making as a young person
Enjoy debate but are afraid to enter into the real world

Mayor can say a lot, but his policy leaders need to lead by example too.

Want to impress the opposite sex and don’t want to say something stupid.

Must do due diligence for talent of the commission; not just a “token woman”, but someone with intellect and the ability to contribute substantively.

Most powerful boards:

Planning Commission
Parks Board
Zoning Commission

TIF Commission is a recommending body; advance KC commission

Mayor’s Office is scary to young people; better publicity of opportunities; juniors and seniors in KC school districts; advisory capacity of how young people are impacted by the City decision.

Women’s Foundation Focus Groups

March 6, 2014

What prevents women from serving?

1. We don’t know what the opportunities are? Lack of knowledge
2. We don’t get asked
3. Do not feel you have the experience and knowledge to serve; not well-versed enough to understand the issues
4. Very rigid way of how things have been done in the past; hard to engage
5. Gender issue; the time of women is here; we have something different to offer in terms of management and engagement strategies; want to see a different way, but it is not clear that the gender dynamics are receptive
6. Good ole boys club
7. Why would I waste my time, if it will not make a difference; a lot of talk and very little action; we want to see the action; we won’t to get things done.
8. What is the purpose of this thing we are doing?
9. The time might be too great; might be a more gender neutral element
10. Women generally have more responsibilities at home than men/partner; more responsibilities that are not as easily delegated to others
11. Meeting schedule might not be conducive to our schedule
12. Sense of disappointment that progress is not more efficient; group is not conducted efficiently;
13. Discouraged by progress
14. Process is not very responsible and sensitive as it might be
15. They do not know how to run a meeting
16. Time is spent inefficiently; 2.5 hour meeting (doctors come an hour late on purpose)
17. No clear agenda and no clear time frame
18. Poor public interface; good ideas get lost
19. Reluctant to be on a board where you will be yelled at by others; conflict avoidant; people rolling their eyes at you when you are there to give your time
20. Women put other people and other people’s needs before their own
21. Need to be an engagement of the people who are being impacted by the decision; not enough on the part of the City to engage the stakeholders
22. Vision is not broad enough
23. Cumbersome application process
24. Do not get paid; can be costly to serve – transport; pay for your parking;
25. Others are there because they are being supported by their employers to be civically engaged;

Consolidated Items: Poor meeting process (poor leadership, time, agenda, goals, follow-through, efficiency)

How can we encourage women to serve?

1. Ask them to serve. Appropriate outreach – a way to ask us. Information that goes out through channels that reach us; goes through numerous groups
2. Mentorship – Develop a mentoring program
3. Embrace technology more: Providing materials via email, Skype to meeting, use dropbox
4. Engage women with the “processes”; get the meeting
5. Education of the members of the group on the “process” they will impact with their discussion and
6. Women in charge eat their young and don’t spread their knowledge; women do not bring on other women – share the spotlight;
7. Develop a more transparent and less political nomination process
8. Remove small barriers to attending the meeting (location, parking, childcare, expenses); move meeting around to be fair with location across the city.
9. Let women know that women are needed; public dissemination of opportunities in many venues;
10. Bring in more YOUNG women

If you take the time to reach out and engage us, it will be worth your time

Cast a wider net: age, neighborhood, community and try not to fill an idea that it has to be “equal” exactly – who does it impact

Adding female perspectives to city process is valuable to our community; tangible change to add women’s ideas

Never follow through with school activities into the real world; need more encouragement in the real world

Great to have women’s involvement, but we also need women of color, young women, and those from diverse backgrounds

You don’t have to know about the subject in great detail in order to contribute.

There is great opportunity to change; take advantage