



STRATEGY & *Creating a Solid Foundation for Success* **WORK PLAN 2010**



Prepared by CultureBrokers, LLC

World Cultural Heritage District Development Group

Strategy & Work Plan 2010

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World Cultural Heritage District Development Group

2009 Steering Committee

Toni Carter - Ramsey County Board of Commissioners

Jacquelyn Cooper - Assistant to Commissioner Toni Carter

Bruce Corrie - Concordia University

Gene Gelgelu - African Economic Development Solutions

Paul Hardt - Greater Frogtown Community Development Corporation

Daisy Haung - Shuang Hur Supermarket

Nghi Huynh - Asian American Press

Sia Lo - U-7

Carl Nelson - Selby Area Community Development Corporation

Marilyn Porter - U-7

Nieeta Presley - Aurora - St. Anthony Neighborhood Development Corporation

Lisa Tabor - CultureBrokers Foundation, Inc.

Va-Megn Thoj - Asian Economic Development Association

Arthur Weddington - Selby Area Community Development Corporation

Advisors

Angela Burkhalter - City of Saint Paul MBDR Program

Veronica Burt - Just Equity

Lester Collins - Council on Black Minnesotans

Readus Fletcher - City of Saint Paul MBDR Program

Hector Garcia - Minnesota Chicano Latino Affairs Council

Brian McMahon - University UNITED

History

On June 5, 2001, Ramsey County Regional Railroad Authority (RCRRA) gave notice of intent to prepare for the Central Corridor (originally proposed in 1981). As part of its public involvement efforts, RCRRA held nearly 80 meetings with Central Corridor stakeholders.¹

In 2004, the Minneapolis Regional, Saint Paul Area and Midway Chambers of Commerce formed the Central Corridor Partnership to unite business, government, labor and non-profits to accomplish one goal: build an LRT line on time and on budget.² This was their second attempt to build business support for the Central Corridor, after they failed to do so in the 1990's.

In late 2005, Ramsey County, the City of Saint Paul and the district councils (individually and through the District Councils Collaborative³) began paving the way for the \$840 million transportation project along Saint Paul's University Avenue. Finally, on April 21, 2006, the RCRRA released the Alternatives Analysis and Draft Environmental Impact Statement (DEIS). The DEIS provided "information about the design, benefits, and costs of proposed transportation improvements." It also allowed "for the examination of social, economic, transportation, and environmental impacts that may result from the implementation of the project." That June, the Metropolitan Council announced University Avenue as the "locally preferred alternative" for the transit way.⁴

Early on, the impact this major change to the city's infrastructure would have on ethnic populations along the line – especially businesses – were top issues for many individuals and organizations along the new route. Dr. Bruce Corrie, a professor of economics at Concordia University, was one of those concerned. He saw the LRT construction as an opportunity for the existing ethnic businesses to grow from the influx of new customers. Having consulted with the Saint Paul RiverCentre and the Saint Paul Convention & Visitors Bureau⁵ on the potential of the "diverse" meeting and convention market, he saw that a neighborhood of ethnic tourism assets could have an impressive impact on the city's treasury.

In 2006, Dr. Corrie convened dozens of like-minded neighborhood stakeholders, business owners and elected officials. They organized the World Cultural Heritage District Steering Committee and called for

¹ According to Metropolitan Council "Central Corridor History" website, <http://www.metrocouncil.org/transportation/ccorridor/cchistory.htm>, January 31, 2010.

² From information included in Central Corridor Partnership letter to Ramsey County, June 11, 2008 (as part of its Central Corridor Public Comment Record) and Saint Paul Area Chamber of Commerce Position Profile for President/CEO, November 2006.

³ From Ramsey County Regional Railroad Authority meeting minutes, October 25, 2005. They note individual meetings with several district councils. The Alliance for Metropolitan Stability Organizer Roundtable report, "Central Corridor LRT Community Agreement: Leveraging Community Benefits from Transitway Development", states the District Councils Collaborative "...was established in June 2005 to organize joint strategies to address neighborhood concerns related to the LRT."

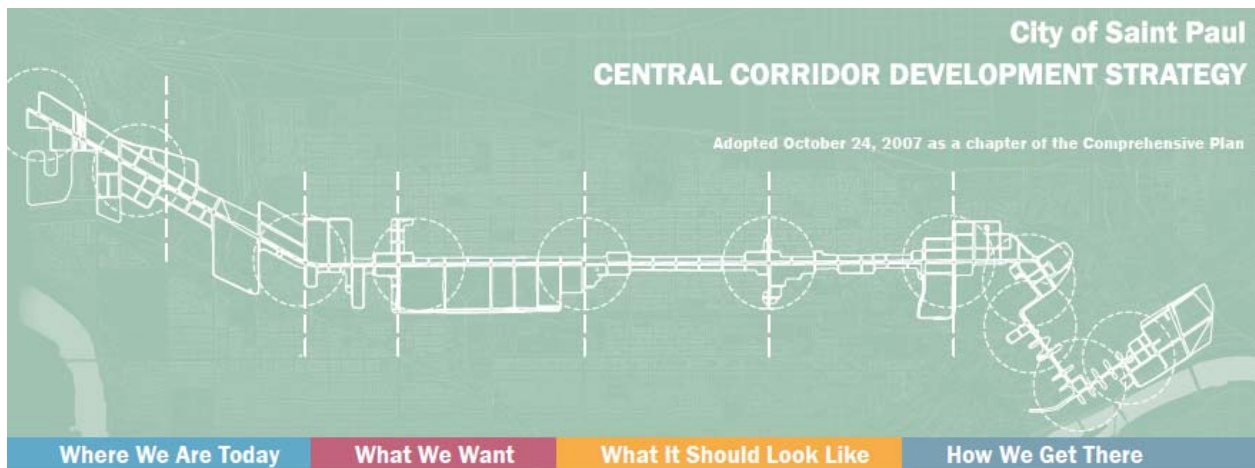
⁴ From the Metropolitan Council "Central Corridor History" website, <http://www.metrocouncil.org/transportation/ccorridor/cchistory.htm>, accessed on January 31, 2010.

⁵ These two organizations merged in 2006 to create Visit Saint Paul.

a resolution designating an area of University Avenue as the *World Cultural Heritage District*.⁶ A number of neighborhood organizations and individuals endorsed the resolution, and the concept became part of Saint Paul’s Central Corridor Development Strategy in 2007.⁷

Dr. Corrie and many neighborhood-based stakeholders assembled often over the next few years to define and execute the actions necessary to realize their vision. By spring 2009, the Steering Committee had developed some action plans. They held a town hall meeting at Concordia University, funded by a grant from the Otto Bremer Foundation, to explore the implications of light rail construction on the World Cultural Heritage District (WCHD)⁸. They also re-affirmed Dr. Corrie’s leadership role and appointed two official co-chairs: Nieeta Presley of Aurora-Saint Anthony Neighborhood Development Corporation, and Paul Hardt of Greater Frogtown Community Development Corporation.

These leaders advanced the WCHD by integrating the concept into the work of the Frogtown/Rondo Action Network (F/RAN).⁹ This broadened the base of support and garnered seed funding from F/RAN and the Central Corridor Funders Collaborative.¹⁰ By the end of winter, 2010, the Steering Committee had a group of strategic advisors and a new name, World Cultural Heritage District Development Group, and adopted this Strategic & Work Plan.



⁶ See Addendum A.

⁷ Central Corridor Development Strategy 2.3.2: Establish the World Cultural Heritage District. Establish tickets and transfers as “Cultural Passports” that offer discounts and incentives to both use public transit and visit the World Cultural Heritage District. (Section 2, page 14)

⁸ “Light Rail Implications WCHD”, May 1, 2009.

⁹ F/RAN was established in 2008 through funding from Twin Cities LISC to develop a way for neighborhood-based organizations to collaboratively acquire and share resources, save money and improve their outcomes. The group identifies, selects, facilitates, mentors, monitors and measures projects that will bring prosperity to people in its service area.

¹⁰ Because the environment in which we are working is highly changeable, we need to be agile and flexible. Rather than attempt to predict the future so far ahead, we chose to use the Real-Time Strategic Planning Process (by DavidLa Piana) to create a one-year plan and a set of tools and “iterative” processes. These will allow us to quickly respond to any future challenges and opportunities.

Opportunity

In 2007-2008, Minnesota tourism generated more than \$4 billion in the Twin Cities Metro area. Less than 25% of that money was spent in Ramsey County.¹¹ Although the city has some infrastructure challenges, such as the lack of a convention hotel, Saint Paul still has the opportunity to increase its share of this lucrative market by developing a visitor destination with a value proposition unique to Minnesota: The World Cultural Heritage District.

Cultural travelers make up 78% of all leisure travelers. They spend more and stay longer. Forty percent of these visitors say that cultural and heritage activities influence their choice of destinations. In addition, 30% of all travelers said they enjoyed exploring urban neighborhoods.¹² The World Cultural Heritage District (WCHD) happens to be one of the richest sources of urban-based cultural capital in the state – along one of the nation’s busiest, most diverse and economically successful roadways. It is perfectly poised to attract the lucrative cultural tourism market and propel Saint Paul to greater dominance in Minnesota’s tourism industry.

Estimates made from the 2000 Census indicate approximately 66 % of WCHD residents are non-white/multiracial, and 22% were born outside the U.S. These populations have already built strong commercial and artistic communities within the area. Their restaurants, retail, arts, entertainment and recreation enterprises can provide a solid foundation for creating a unique tourism characteristic district. The area has an estimated buying power of over \$70 million.

WCHD funders and investors will realize an excellent return – every \$1 invested in tourism marketing returns an estimated \$4.60 in new state and local taxes, \$20.40 in wages and \$53 in gross sales.¹³ A simulation using an econometric model found that \$50 million flowing into Ramsey and Hennepin counties’ hospitality industries would lead to an additional increase of \$25 million in revenue and 850 new jobs.¹⁴



¹¹ The Economic Impact of Expenditures by Travelers on Minnesota June 2007-May 2008 County Report, Davidson-Peterson Associates.

¹² Cultural Heritage Tourism Market Research Study, US Cultural & Heritage Tourism Marketing Council et al., October 2009, www.uscht.com.

¹³ Based on Minnesota Office of Tourism Advertising, 2000.

¹⁴ Simulation using the Economic Modeling Specialists Inc. (EMSI) Model of the local economy, www.economicmodeling.com.

Benefits

An investment in developing the WCHD is an investment in the future of Saint Paul and in Minnesota. In addition to improvements in the built environment, additional capacity-building benefits will result.

Promote Economic Development

Tourism districts, to be successful, are inherently safe, comfortable and beautiful environments that attract a large number of customers. These customers, in turn, attract additional commercial interests. These enterprises, in turn, generate tax revenue for public services.

Advance Local Tourism Product

The city must compete with others locally and nationally for the tourism dollar. Ethnic tourism destinations meet the visitor's desire to participate in cultural and heritage activities and provide Saint Paul's marketers with a value proposition distinctly different from that of any other city.

Improve Society

Tourism districts create people-centered environments, improve spaces and encourage social interaction. An ethnic tourism district increases familiarity and comfort with cultural differences. It works on behalf of the entire city's social image and builds a shared identity.

Geography

The World Cultural Heritage District overlaps Saint Paul Planning Districts 7 and 8 (Thomas-Dale or "Frogtown", in Ward 4, and Summit-University in Ward 1, respectively). To prioritize our work, we have conceptually divided the area into two sections: WCHD1 and WCHD2 (see Addendum). Because each section is so different, the distinction will help us develop the most effective strategies for each area.

WCHD-1: University Avenue

University Avenue is the WCHD's main commercial corridor. It runs the length of the Central Corridor from the State Capitol complex (Rice Street) to Lexington Avenue. Each light rail station serves as a hub or "gateway" to the surrounding neighborhoods and other parts of the city. It is the "area of greatest opportunity" since light rail construction here will generate major change over the next five years. WCHD1 will receive the bulk of our immediate attention and effort.

WCHD-2: Surrounding Neighborhoods

WCHD2 encompasses University Avenue's surrounding neighborhoods north to Minnehaha Street and south to Selby Avenue. This area is predominately residential, and is expected to remain stable during light rail construction. In addition, these neighborhoods connect the World Cultural Heritage District to other ethnic cultural districts like the African American Heritage Corridor and the proposed Little Mekong district.

Vision

Our vision is to have thousands of people visiting Saint Paul's World Cultural Heritage District to learn, connect and have fun. These visitors will generate millions of dollars in revenue for the city, ethnic businesses and cultural organizations while exploring the area's ethnic art, music, history, businesses and entertainment venues. Although the World Cultural Heritage District will be a destination all its own, it will also be a hub connecting visitors from near and far via LRT to other cultural destinations.

Mission

Our mission is to develop the World Cultural Heritage District into a significant tourist destination that celebrates, enhances, preserves and connects the cultures of the world represented there.

Identity

We are the World Cultural Heritage District's "convention and visitors bureau". We advocate for conditions that are favorable to visitors. We lead in the development of tourism-based business in our neighborhoods; we market the area as a destination and ensure that ethnic communities benefit. We emphasize our competitive advantages of an intimate knowledge of our diverse community, our collective technical expertise in economic development and our individual histories of success. We are sustained by grants and earned income from programs and services.

Customers

1. Visitors

Our primary customer is the visitor/traveler in Minnesota. This focus differentiates our organization from all others working along the Central Corridor. It also differentiates us from the Saint Paul RiverCentre Convention & Visitors Authority, whose main markets are meeting planners and people residing outside the state.

2. Tourism Businesses & Nonprofits

Ethnic tourism businesses – retail, restaurants, lodging – and arts & culture organizations are our secondary customers. Their existence and success form the basis of the World Cultural Heritage District's unique value proposition. They are direct providers of the "brand promise" and are instrumental to the success of the WCHD,

Programs & Services

We provide ethnic tourism development leadership, advocacy, and planning on behalf of our customers. We also engage in marketing and communications programs to connect our two customers and produce a flow of exchange and consumption.

Key Policies

Experiment

We will adopt a “time is of the essence” approach to our work, and use quick testing (prototyping) as a valuable way to learn about what is effective, and what we are capable of achieving with available resources.

Minimize Organizational Infrastructure

We will avoid developing operational infrastructure as long as we can use other means to deliver efficient programs and services at the speed and quality expected by this group and demanded by our customers.

Use Iterative Processes

We will regularly use the Strategy Screen¹⁵ and other tools developed during our strategic planning sessions to make decisions as our work moves forward and new issues appear.

Systematize Program Development

We will use the Program Logic Model¹⁶ to develop all our programs. We will use the most relevant objective data available to guide our decisions.

Make It Sustainable

We will embed sustainability factors into our programs so that we will be able to generate income and reduce our future dependence on grants.

Be a True Partner

Whenever possible, we will include strategic partners in our funding requests and otherwise support any effort that will help us achieve our mission.

Benefit the Entire Community

Residents and all other businesses and neighborhood organizations are important stakeholders in our work. We will work through the district councils, business associations and the like to inform these stakeholders, to ensure that we are respecting their way of life, and to make certain that they share in the benefits.

¹⁵ The Strategy Screen is a set of eight decision-making criteria. See Addendum C.

¹⁶ The Program Logic Model is a tool to connect program investments to results. See Addendum D.

2010 Goal & Strategies

Leading Issue

The World Cultural Heritage District Development Group is a new collaborative with a highly promising (but untested and contested) idea. We operate alongside dozens of other formal and informal groups serving multiple audiences along the Central Corridor. We are all competing for limited and reduced resources.

Goal: Demonstrate the value of the World Cultural Heritage District's ethnic tourism concept to the right people so we can get the support and resources we need now and in the future.

Organizational Strategies

1. *Define the Economic Rationale*

We need to provide strong economic argument for decision-makers to support this idea. We will do this by developing an Economic Impact Report that describes the current situation, and compares two scenarios: a) what might happen to the area if development were to proceed “as usual” and b) what could happen through our focused, coordinated effort.

2. *Conduct Strategic Advocacy*

Policymakers must be educated about the World Cultural Heritage District so that they will facilitate our success whenever possible. We will do this by conducting an Advocacy Campaign focused on those who have an immediate and direct impact on this geographic area and on developing the local tourism industry.

3. *Generate Financial Resources*

We are a volunteer-led group, with very busy volunteers. Our efforts are only as good as their execution, and there will be a number of activities to juggle in 2010. It is imperative that we have excellent, timely and consistent management and coordination of our work. We need to hire a part-time administrative professional who will commit to at least one year of service. We will raise capital by producing a Case for Funding Support and conducting a short and intense fundraising campaign to raise \$95,000.

Programmatic Strategies

4. *Develop the Brand*

Our desire is to distinguish the World Cultural Heritage District as a geographic, physical and experiential destination. We will do this by developing a visual and descriptive brand. We will secure a logo and hire a professional to refine our brand and create a design. We will use that design on all marketing and communications materials. We will produce “visual indicators”, such as window clings or banners, to identify tourism businesses and organizations in the area. We will place these indicators where people already buy into the concept, and set the stage to increase usage of the indicators over the next year.

Programmatic Strategies (Continued)

5. *Connect Our Two Customers*

We must demonstrate that our idea will generate “visitor-ship” and produce value for our customers today. We will do this by developing two prototype programs to attract visitors to tourism businesses in the World Cultural Heritage District. One program will be for the local visitor, focusing on building loyalty and generating “buzz”. The other program will be for attracting the traveler (overnight visitor). Both programs will build in a strong evaluation component. We will test these during the peak tourist season, June through Labor Day. We will track and then communicate the results.

6. *Conduct Market Research*

Who is our visitor, why do they come here, and what is their experience? We need to know. We will gain a thorough understanding of the current visitor market by conducting a detailed market study and visitor survey. We will add to the current pool of knowledge by focusing our information-gathering on people of color who travel and on people who engage in cross-cultural activities while they travel. We will then develop a set of WCHD Visitor Profiles to better clarify and communicate about our target audience, and to inform program development in 2011.

7. *Communicate With Key Stakeholders*

We need to be “top of mind” with those who matter to our success. We will do this by executing a quarterly 2- or 4-page update/newsletter to secondary customers, funders and key stakeholders.

Operational Strategies

8. *Secure Administrative Assistance*

Because we are an all-volunteer organization, we require a dedicated person to handle the light administrative tasks for the group and our programs. We will do this by hiring an experienced independent contractor to work approximately 12 hours per month.

9. *Generate Strategic Partnerships*

Strategic partners can help us meet our immediate goals. We will develop a target list of prospective partners and integrate them into our Development Group, program and advocacy projects.

10. *Build Tourism Competency*

We need to build the Steering Committee’s tourism development knowledge base and competencies so we can better understand our work and make good decisions over time. We will do this through informative presentations at every monthly meeting and by providing other learning and networking opportunities.

Work Plan

Strategy	Goal	Timeline	Budget	Responsibility
1. Define the Economic Rationale	Produce an Economic Impact Report	Q1	\$5,000	Co-Chairs
2. Conduct Strategic Advocacy	Conduct an Advocacy Campaign	Q1 – 4	\$0	Co-Chairs
3. Generate Financial Resources	Produce a Case for Funding Support; raise \$62,000	Q1 – 2	\$5,000	Fundraising Consultant (TBD); Co-Chairs
4. Develop the Brand	Secure a logo; design and produce the collateral and visual indicators	Q1	\$3,000	CultureBrokers; Graphic Designer (TBD); Co-Chairs
5. Connect Our Two Customers	Develop and execute two prototype programs to attract a) local and b) overnight visitors	Q1 – 3	\$20,000	CultureBrokers; Co-Chairs; Contractors (TBD); Administrator
6. Conduct Market Research	Conduct a market study and visitor survey focused on cross-cultural interactions and experiences of people of color; develop Visitor Profiles	Q1	\$30,000	Co-Chairs; Consultant or Researcher (TBD)
7. Communicate With Key Stakeholders	Produce and strategically distribute a short quarterly newsletter	Q1 – 4	\$10,000	Co-Chairs; Administrator; Contractor (TBD)
8. Secure Administrative Assistance	Hire a part-time, experienced administrative assistant	Q1	\$12,000	Co-Chairs
9. Generate Strategic Partnerships	Identify strategic partners and integrate them into our efforts	Q1	\$10,000	Co-Chairs
10. Build Tourism Competency	Include tourism-based educational presentations in each monthly meeting	Q1 – 4	\$0	Administrator
Total Estimated Budget			\$95,000	Via Grants



Addendum A: Resolution

Resolution for Calling for the Creation of The World Cultural Heritage District in the University Area in Saint Paul June 20, 2006

Whereas there exists a vibrant presence of ethnic communities, businesses and cultural groups in the area from Lexington Parkway to the State Capital and from Selby Avenue to Minnehaha Avenue, and

Whereas the area has a buying power of over \$70 million dollars, over 9000 workers and over 100 ethnic businesses, and

Whereas, a common sentiment is that any vision for this area should benefit and include the people currently in the area and small businesses located in the area, especially as it relates to the construction of light rail through this area,

Be it resolved that the City of Saint Paul:

1. Designates the area from Lexington Parkway to the State Capital and from Selby Avenue to Minnehaha Avenue as the, "World Cultural Heritage District" and
2. Instructs the City Planning and Economic Development Department and other entities in the City of Saint Paul to effectively market and promote the area as a tourist destination where visitors will find a rich mosaic of people, cultures, ethnic restaurants, ethnic businesses, ethnic art, dance and theatre, and
3. Actively works with community groups to find resources to build the necessary infrastructure to bring out the multi ethnic character of the district to make it more attractive to tourists; attractive to Minnesotans seeking to experience other cultures; residents seeking to live in a multiethnic community; and businesses reflecting the multi ethnic characteristics of the community, and
4. Encourage the location of businesses, commercial, and residential establishments that celebrate, enhances and preserves the theme of the district – celebrating the cultures of the world, especially those currently in the district.

Addendum B: Map

World Cultural Heritage District | 1/1/2010 | <http://www.ethnictrends.info/WorldCulturalHeritageDistrict.html>



Addendum C: Strategy Screen

WORLD CULTURAL HERITAGE DISTRICT DEVELOPMENT GROUP

Strategy Screen Worksheet

This Strategy Screen will help ensure that our strategic choices are conscious. It captures our view of the important criteria that any new strategic decisions must meet. If we decide to violate one of the criteria, however, we will do so knowingly.¹

The Big Question

Our Proposed Strategy

Our Strategy Screen Criteria

In the table below, rate the proposed strategy on how well it meets the criteria, from strong (3) to weak (1). Use zero (0) if the strategy does not meet the criteria at all. If deciding among two or more strategies, total the ratings and compare the scores.

Criteria	Rating			
	3	2	1	0
<ul style="list-style-type: none"> Supports our mission to develop the WCHD into a significant tourist destination that celebrates, enhances, preserves and connects the cultures of the world represented there. 	REQUIRED			
<ul style="list-style-type: none"> Leverages our competitive advantages of intimate knowledge of our diverse community, collective technical expertise in economic development and individual histories of success. 	REQUIRED			
<ul style="list-style-type: none"> Clearly aligns to our identity as the WCHD “convention and visitors bureau”. 	3	2	1	0
<ul style="list-style-type: none"> Is of high quality, so as to exceeds the expectations of our customers (visitors/tourists, tourism businesses, and arts & culture organizations). 	3	2	1	0
<ul style="list-style-type: none"> Pays for itself. 	3	2	1	0
<ul style="list-style-type: none"> Positions this organization as a leader. 	3	2	1	0
<ul style="list-style-type: none"> Uses existing resources. 	3	2	1	0
<ul style="list-style-type: none"> Significantly builds our capacity to meet our mission. 	3	2	1	0
Total Score				

¹Adapted from “The Nonprofit Strategy Revolution”, David La Piana, 2008

January 2010

Addendum D: Program Logic Model

PROGRAM DEVELOPMENT Planning – Implementation – Evaluation

Program Action - Logic Model

