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Civic Leadership – An Introduction

Daniel Yankelovich states, “The American public is in a foul mood... They are pessimistic about the future and cynical about all forms of leadership and government.”¹ This statement sums up what many Americans believe about their community today. As a result of moods such as these, feelings of an incapability to create change consume the citizen and contribute to the inadequate number of communities collaborating for positive social change and civic engagement.

A lack of civic engagement/participation and a lack of effective leadership are two emergent trends in American society. Civic engagement is when people involve themselves in political, social, religious, economic, and educational institutions of society. Effective leadership is a process which efficiently involves all participants and creates change. As people involve themselves less in society the lack of activity harms the civic society: the American common ground, the intersection of the political, social, religious, economic, and educational institutions.²

In many areas of the United States, people complain about the leaders in their communities. Historically, when people think of ‘leaders’ in their communities, the majority of them are predominantly white, male and affluent. The American citizen believes that a portion of these leaders are shrouded in scandal, corruption, mistrust, exclusiveness, and power. The American citizen finds difficulty when trying to enter into the elite group of decision makers.
Citizens and organizations accuse these leaders of making decisions that do not reflect the best interest of society, but rather benefit themselves. As a result, Americans call out for better leadership which will close the gaps between the citizens and the communities and the problems and solutions.

As a student of leadership studies, I recognize that better 'leadership' can be created. However, creating better 'leaders' is not easily accomplished. One definition of leadership states that leadership is the process of enabling others to attain their goals. This definition suggests that leadership is a process, a process which includes followers, situations, and leaders, so leadership is not defined as the actions of a leader. Another definition of leadership states that leadership is the act of people mobilizing other people to create positive change in the community. Using these definitions, a discussion can initiate the method of finding a way to narrow the gap between the traditionally elite group of decision makers and the American citizen. Gardner believes that as citizens answer the call for better leadership, they need to investigate "the accomplishment of group purpose, which is furthered not only by effective leaders but also by innovators, entrepreneurs and thinkers; by the availability of resources; by questions of morale and social cohesion." By exploring these characteristics, this paper will address the problems of inadequate social participation and leadership, attempting to answer the question: How do citizens and communities meet the leadership and civic needs of their communities?
I believe that a prescriptive, proactive process will emerge, Civic Leadership. This paper demonstrates how Civic Leadership answers the call for better leadership and closes the gap between community problems and solutions. It is my hope that this paper will effectively communicate how Civic Leadership can unite citizens, community, and society into a process enabling the actors to positively affect community problems.

The Crisis in American Civic Society

Every time I turn on the news I hear about the killings, corruption, and selfishness of American society. The media does not lack significant quantities of negative information to pass on to the American public. These negative stories reiterate that civic society in America is not an efficient or community oriented society. Americans murder assault, rape, and rob one another at a greater rate than citizens of any industrialized country. This statistic identifies some effects that occur in society as a result of greater problems (i.e., lack of leadership). Citizens strike out at each other and commit horrendous acts of violence. These actions appear to be the problem in society, but debates spark concerning which was first, societal problems or violence?

Gardner states that "We [Americans] give every appearance of sleepwalking through a dangerous passage of history. We see the life threatening problems but we do not react. We are anxious but immobilized." This immobilization may be the key to understanding how citizens are
disengaged in their lives today. The rates of voter turnout at elections falls lower and lower each year. Citizens of the nations 12 largest metropolitan areas are 10% less trusting and report 10-20% fewer group memberships than residents of other cities, towns, and suburbs. Even with facts such as these Americans appear unwilling to take action to change society.

Yankelovich believes that our society is plagued with 'a failure to adapt to change - both in government and civil society." At the same time though, Peck finds "the vast majority of [Americans] to be very decent sorts... They are generally concerned about their neighbors and behave in a kindly fashion toward them." Later Peck notes that "they[Americans] are generally unconcerned about the broader social or systemic issues that affect them... They have opinions about such matters." This lack of community participation allows one to conclude that Americans are apathetic to social problems. Yet, as Peck points out, Americans have opinions about issues and they care about their neighbors. This leaves American society in a perplexing state of social conscious. Yankelovich fears that if attitudes and lack of activity such as these do not change, then the “present mood will harden into class warfare, generational warfare, exacerbated racial tensions, polarization and political extremism, demagoguery, and instability as we careen from one oversimplistic solution to another.” This condition of American society leaves all of its citizens with many challenges to face as society continues to change rapidly, with conditions for children worsening, more political corruption, and the end of welfare.
Citizens do not channel their opinions and energy into proactive solutions to better the community around them.

Crisis of Leadership

In contemporary society, people seem to complain about disorganized, corrupt, and ineffective leadership. This sentiment can be referred to as a “Crisis of Leadership” in American society. There are two major contributions to this crisis: the gap between the designated leaders and the citizen and the lack of knowledge about leadership.

As I pointed out earlier, everyday the American public hears more and more about the corruption of our political leaders. At the same time though, these same ‘leaders’ sit at the decision making table for the country. This group of mostly white men make decisions for citizens representing various ethnic, race, economic, and geographical backgrounds.

Yankelovich states that there is a “growing disconnect between the thin layer of the nation’s leaders, and the general public.” Seventy-five percent of the cities that responded to the Pew Civic Entrepreneur Initiative stated that their communities needed to close the ‘diversity gap’ between the citizens and the decision makers of the community. Meaning that typically the people that made decisions for the community did not adequately or effectively represent the sentiments of the citizens. These communities believed that for leadership to
help their communities, it needed to represent all of its' residents. Furthermore, David Matthews writes that the professional and greater public relationship is characterized as one in which the professionals view the public as a 'passive mass'.\textsuperscript{15} Yankelovich theorizes that this attitude "creates an invisible barrier between them and citizens. Leaders come to see themselves as elites who 'do things for' people. And 'the people,' who are placed in the role of those for whom things are done, grow passive and unrealistically demanding."\textsuperscript{16} This attitude of the elites creates a cycle that perpetuates deteriorating relationships between the traditional decision makers and the citizens, ultimately chipping away at American democratic institutions.

John Gardner and James MacGregor Burns have written extensively about leadership and the crisis facing our communities. Gardner believes that "most leadership today is an attempt to accomplish purposes through (or in spite of) huge, intricately organized systems."\textsuperscript{17} Organizations utilize these bureaucratic-like systems to remove the human error element from decision making and task allocating. As a result of these systems much 'red-tape' and hierarchical structures determine the ways in which leaders lead followers. Situations such as these tend to create a lack of motivation in employees and a disinterest in taking on greater responsibility because employees do not want to fall victim to stringent rules and regulatory leadership.
In addition to intricately organized systems, Burns believes that the crisis of leadership today relates to the mediocrity and irresponsibility of the people in power. He states:

The fundamental crisis underlying mediocrity is intellectual. If we know all too much about our leaders, we know far too little about leadership. We fail to grasp the essence of leadership that is relevant to the modern age and hence was cannot agree even on the standards by which to measure, recruit, and reject it... Leadership is one of the most observed and least understood phenomena on earth.¹⁸

Burns, Gardner, Yankelovich, and several U.S. communities attempt to understand and explain leadership crises within their respective realms. Communities face significant challenges to close the gap between the elitist leaders and the citizens. Citizens need to understand how to more effectively accomplish this process through leadership and at the same time educate the public about what leadership means and entails.

**Inadequate Social Capital**

Great debate surrounds discussion concerning the causes and effects of the crises in civic society and leadership. Inadequate social capital and individualism contribute to the crises of leadership and civic society. The next section defines and identifies causes of the crises in American communities.

Social capital includes the moral resources and public goods that citizens, groups, organizations, and businesses invest in the development of people in a community.¹⁹ In America social capital does not generally receive as much
attention and investment as economic capital. Consequently, the resources for many people in America insufficiently meet their physical and emotional needs. As the media portrays, many people face violent and poverty-stricken lifestyles. Why is there such an abundance of inadequate social capital for the majority of Americans? This next section will investigate the role of community decision making as a contributor to this problem.

Many service providers, government employees and organizations, private corporations, and educational institutions list that the number one goal to attain in their community is to create harmonious diversity. As previously identified, 75% of the cities submitting essays to the PCEI felt that accurately representing the faces of the community at the decision making table and working with people of various backgrounds were essential to leadership development.

Incorporating Diversity in all decision making bodies is necessary to effectively determine how to meet the needs of all community members. Traditionally, women and minorities were kept out of positions of power in the communities. Frequently, minorities and women experienced discrimination as a result of unfair legislation passed by the traditional leaders.

Bell and Newby believe that in society, the traditional elites dominated thought about community decision making. These traditional elites worked with in a unique social system, “Social stability can only arise within the context of an inegalitarian and hierarchical social structure if those in subordinate
positions can be persuaded to subscribe to the system which endorse their own inferiority." The elites in society have suppressed the subordinates, voice which continuously kept them away from the decision making table.

As society strives for attaining harmonious diversity there are various factors which effect the process. Social conflict is one of these factors. Conflict serves as an effective measure for bringing about change in communities. The change will help create cohesive bonds between community members and organizations. Gluckman states that "The result is that conflicts in one set of relationship, over a wider range of society or through a longer period of time, lead to the re-establishment of social cohesion."21

Conflict emerges as one considers the collision between traditional decision makers and the average citizen. This conflict is a purposeful component in a society that desires to achieve a unified or cohesive community. Coser states "social conflicts which concern goals, values or interests that do not contradict the basic assumptions upon which the relationship is founded tend to be positively functional for the social structure."22 The basic assumption for the two groups is that people want an improved society, which is safer and healthier for all its inhabitants. To achieve this civil society it is necessary to experience conflict.

Our communities need a leadership process which focuses on providing adequate social capital, for all citizens. Every citizen deserves the benefits of
networks which can provide a better quality of life for themselves, their families, and the community, creating a perpetuating cycle to improve social capital.

**Individualism**

Previously in this paper it was noted that Yankelovich and Peck both identify contradictions in the behavior of American citizens. Yankelovich and Peck identify that Americans demonstrate concern for their community but are inactive in working for positive community change. This section will address the concept of individualism. Through this exploration I hope to shine light on why Americans are not more active participants in their communities.

The word “individualism” came into the English language and also into French to describe the social ideology of American democratic society. Alexis de Tocqueville coined the term when he wrote his book *Democracy in America* in 1840. De Tocqueville stated that a democratic society is one which emphasizes the equality of all citizens and puts the individual first. Dr. John William Ward, in his talk on “Tocqueville and the Meaning of Democracy,” states that:

Tocqueville is arguing that social conditions of equality in American society give rise to different phenomena. One is self-sufficiency and individualism; but at the same time, the tyranny of the majority – that is, a conformitarian mass society, in which people are not independent and do not trust their own feelings and their own rights.
Tocqueville's findings about American individualism remains a topic of great
debate as critics work to understand individualism in terms of freedom or
selfishness.

During the Enlightenment the liberal social ideal was formed. Various
theoretical formulations came forth to describe this liberal ideal. Adam Smith
and John Stuart Mill were two classical economists who made contributions. They believed that individualism was the key to a modern capitalistic society.
Seidman states that they believed that “the most important feature of modern
societies was the freedom given to the individual to choose his or her work,
lifestyle, and leaders... it[individualism] underpinned the division of economic
labor which, in turn, engineered an economy of material abundance.”

Smith and Mill supported a capitalistic view of individualism, but
Durkheim believed that individualism was the liberal ideal and should be
focused on creating a moral citizen. Seidman states:

His[Durkheim] liberalism fused the English and American respect for
individualism with the European concern for moral order and civic virtue;
it affirmed economic freedom but only if socially regulated; he defended
individualism but only if the individual was firmly rooted in social
institutions; he valued cultural pluralism but only in a society that had a
clear moral center.

Durkheim's vision of society integrated individualism, social justice, and moral
order. He believed that social differentiation, cultural pluralism, and secularism
initiate individualism and modern society has a need for individualism to keep
society functional. Durkheim concluded his thoughts on individualism
claiming that individualism is only good when it occurs within a social and moral framework.

American Individualism

American society perpetuates a form of individualism which demonstrates negative and positive aspects of American behavior. From at least the early 1970s Robert Bellah produced writings about a declining America and its citizens. One of the books that he wrote, *Habits of the Heart*, addresses the idea of American individualism. In this book he shows links between individualism and problems in society. Bellah states:

> We [Americans] believe in the dignity, indeed the sacredness of the individual. Anything that would violate our right to think for ourselves, judge for ourselves, make our own decisions, live our lives as we see fit, is not only morally wrong, it is sacrilegious.  

Bellah proceeds to acknowledge that American individualism has many polarities. He states that American individualism is "the deep desire for autonomy and self-reliance combined with an equally deep conviction that life has no meaning unless shared with others in the context of community." Further evidence shows that American individualism is responsible for various effects, both negative and positive, in our society. Seidman poses that:

> The individualistic culture has contributed to the weakening of the authority of our key institutions, from the family to the government. It has separated individuals from the very communities that nurture them, it pits individuals against one another in a fight for survival and dominance.
Seidman proceeds by stating that these negative effects of individualism surface in the high rates of illegitimacy, divorce, illiteracy, high school drop outs, etc. Individualism in America can be praised for boosting our economy and making our country financially strong. Yet at the same time, a sense of community and community improvement has been sacrificed to this extreme pride in individual freedom.

**Putnam's Findings**

Another major voice commentating about the causes of the crises of civic society is Robert Putnam. His recent works ignited conversations and debates about the lack of civic participation. In the early 1990’s, Robert Putnam published numerous articles on the lack of civic participation and a civic America in our communities. His findings sparked much debate over the legitimacy of his arguments, his statistics, and for bringing awareness to various people about the conditions of Civic America. At the same time his work has been a major force in bringing conversations addressing inadequate civic participation to the ‘table.’ People do agree with Putnam that there is a problem in American communities and American civic involvement.

Putnam cites that there are multiple possible answers to the falling rates of engaged citizens in society. These are as follows:

- Busy-ness and time pressure;
- Economic hard times;
- Residential mobility;
Suburbanization;
- The movement of women into the paid labor force and the stresses of two-
career families;
- Disruption of marriage and family ties;
- Changes in the structure of the American economy, such as the rise of chain
stores, branch firms, and the service sector;
- The sixties, including: Vietnam, Watergate, disillusionment with public life,
cultural revolt;
- The Civic Rights revolution;
- Television, the electronic revolution, and other technological changes.\(^{33}\)

As Putnam proceeds through his article he finds a lack of substantial support for
the items above, except for one -- television.

Putnam concludes that television is the culprit. He states that in the 1990's
television viewing absorbs 40% of American free time.\(^{34}\) He believes that in
viewing television American citizens become more privatized in leisure time;
therefore, less communal in associations and network building. He states that
"each hour viewing television is associated with less social trust and less group
membership, while each hour reading a newspaper is associated with
more...television viewing might account for as much as one-quarter to one-half of
the total drop in social capital."\(^{35}\)

Putnam's findings spark controversies and generate frequent debates.
One of the more popular arguments against his findings debates whether the
items Putnam signifies as causes are actually the causes or the effects of
inadequate social capital and lack of civic participation.

**Civic Needs – Citizen Response**
Inadequate social capital, individualism, insufficient civic participation, discrepancies in community decision making, and gaps between citizens and leaders cause or are the effect of civic needs in America. In December of 1996, 60 United States cities responded to a Request For Proposals (RFP) from the Pew Civic Entrepreneur Initiative. These cities competed for funding to initiate a Civic Entrepreneur program for their regions. In the proposals each applicant outlined what their community had designated as their leadership needs for the 21st century.

An analysis of these essays indicated what groups of geographically and occupational diverse citizens believed about their civic needs. The city of Syracuse, for instance, identifies a strong definition of civic. In their essay, it states that civic is the common ground and common location for interaction between the economic, religious, social, political, and educational institutions in each community. (See Diagram #1). It is evident from the content of the essays that the other cities followed this definition or one very similar as they prepared their responses.

The essays identify eleven major needs:

1) Diversity – (75%) – Accurately representing the faces of the community at the decision making table, the ability to work with people of various backgrounds.

2) Bridging Barriers – (65%) – Eliminating barriers between race, class, age, ethnicity, and geographic locations.

3) Collaboratives – (42%) – A process in which a mutually beneficial relationship develops through constructively exploring differences and solutions of a problem that go beyond an individuals vision of what is possible as they work toward common goals.
4) Vision – (40%) – Conceptualizing short and long term goals or solutions for the community.

5) Community Awareness – (30%) – Understanding the history and dynamics of the region and utilizing this information for effective work.

6) Improve Social Capital – (27%) – Improve the quality of life, i.e., housing, education, poverty, racial disparities, etc.

7) Create Social Change – (25%) – A proactive process which will effectively adapt to change.

8) Critical Thinking Skills – (25%) – Enhance critical thinking and problem solving skills, especially for resolving conflict.

9) Commitment – (17%) – Encourage citizens to invest in their communities for a significant time period.

10) Youth Involvement – (12%) – Utilize youth input and involvement in service providing organizations.

11) Technical Skills – (12%) – Train citizens in computer and electronic communication skills

These 11 identifications describe the areas that the communities believe were the most important elements of or outcomes of a leadership development program (See Attachment #2).

Civic Needs – Community Response

Each citizen has a responsibility to their community. Each community requires different actions to create an environment in which the social, political, religious, economic, and educational institutions work together harmoniously. These actions build community. Peck states that community building is the vehicle
for both the teaching and learning of civility. Bruce Adams believes that the objective of community building is creating a 'healthy community.' He believes that a healthy community needs common visions that utilize network building blocks to nurture civic entrepreneurs and continuity in policy and adaptation. In his article Adams cites the Committee for Economic Development's definition of a healthy community as "a positive civic culture encouraging citizen participation rooted in a practical concern for the community as a whole."

The Communities of the Future, a network of over 30 communities established by the Pew Partnership for Civic Change, established eight principles to guide community change. These principles are:

1) Understanding the Trends of the Future -- Communities must become more familiar with what changes are expected to occur.

2) Educating for the Future -- School of the future will be a system of learning, not a building. Knowledge must be integrated in all aspects of society.

3) Building Consensus for the Future -- Local communities need to build shared vision among diverse groups. This shared vision must go beyond a consensus of elected officials and other traditional community leaders.

4) Using Technology for Changing the Future -- Information and data will move faster, but the individual will slow down in the future. Electronic networks amongst organizations and citizens are essential to success.

5) Local Business and the World Market -- The future of business in the United States will be proportionate to the effort taken to become world class producers and service providers within a totally new framework for the future.

6) The Community as Family -- It will be in our self-interest to work together as never before, because our problems and our opportunities are intertwined with those of everyone in the community.
7) *Process Leadership* -- Developing pools of 'process leaders' in every area of society to be able to help facilitate new shared visions for a future quality of life.

8) *See, Touch, and Feel the Future* -- Our challenge is to bridge the gap between the unknown of the future and the reality of the present, and analyze and introduce what is coming in a way that all people can understand it and embrace it without fear and resistance. People will need to see, touch, and feel a new world that they think is spinning out of control.

Communities of the Future designated these eight principles to serve as guides for communities as they work to achieve positive change, thus becoming more economically efficient and responsive to citizens' needs.  

The two above sets of information, the citizen and community civic needs, designate entities necessary for creating positive change. This information leads me to a question: How do citizens and communities meet their civic needs to more effectively create positive community change?

**Methodology**

The remainder of this paper will focus on answering the above question. I believe that there are three steps to this process:

1. Identifying the problems in American communities.
2. Discovering the causes of these problems.
3. Finding a way to close the gap between the problems and solutions.

In accordance with these steps I began my method by researching the problems. I investigated areas concerning civic involvement, democracy, civic responsibility, community leadership, community change, social capital, and social conflict. This
research lead me to understanding the causes of the identified problems. I was able to examine the problems, the effects and the causes of these problems (i.e., lack of civic involvement, crises of leadership and civic society, etc.). This process prepared me for the third step in my method.

Two pieces of data that I collected summarized the citizen view and community view about their civic needs for creating positive community change. I reasoned that by intersecting this information a process would emerge that would close the gap between problems and solutions in American communities. To do this I identified the needs as determined by American citizens. Then, I gathered the information about the civic needs as written by community organizations. Next, I designed a matrix and examined where overlaps in information occurred. I looked for overlaps in meaning of the items being crossed and in the process designated to meet the identified need. For instance, the number one need according to citizens is "Incorporating Diversity;" therefore, I investigated how many of the eight community identified principles included addressing diversity issues, creating diversity awareness, or diversity training. I decided that diversity was included in 5 of the 8 community needs. This is how I began intersecting the information, in hopes of identifying a process which will help citizens and communities unite to create positive community change.

Closing the Gap and Meeting Civic Needs
The following will define, demonstrate, and develop the emergent process, 
*Civic Leadership*, as determined by American citizens and community identified needs. The information provided by the Communities of the Future and the essays submitted to the PCEI contribute a unique set of data for analysis. As I mentioned before, citizens are not participating as frequently in community activities as in the past. There is a growing disconnect between citizens, communities, and organizations within that community. I believed that after analyzing the two sets of information that if one was to look at the intersections, similarities, overlaps, and gaps that a process would emerge depicting a method of involving citizens and communities to create positive social change.

First in this process I operationalized the 11 needs the PCEI essays identified into 6 components. These 6 components are: Incorporating Diversity, Citizen & Servant Leadership, Empathy in Leadership, Collaboration, Civic Responsibility, Positive Social Change. All 11 needs fall into one or more of these categories. The 6 components create a systems progressing from individual preparation to group process to community outcomes. This system of design best aligns with acknowledging the causes and problems in American society.

I concluded that the Communities of the Future piece operationalized the needs they identified to create their 8 principles for community change. Now I cross referenced each item, searching in two directions: Did one term define the other term?; Was one term inclusive of the other term? I discovered some interesting connections. (See Attachment #3).
This process of analysis revealed strong similarities between incorporating diversity, empathy in leadership, civic responsibility and educating for the future, building consensus, community as family, and process leadership. These identifications provide the framework for establishing a process working towards positive community change. I found that the intersection between Process Leadership and Civic Responsibility created a 'box' that functions within the realms of a Civic Leadership process (See Attachment #4).

As I examined this intersection, I discovered that the intersection is defined by the characteristics of Civic Responsibility and Process Leadership. It should be noted that Civic Responsibility is defined by the points of intersection with the community principles, just as Process Leadership is defined by the operationalized citizen needs. So now one may ask, what does all of this mean?

It is possible to best describe the significance of this discovery through the voices of American citizens. To illustrate each of the 11 intersections, I will use segments of the essays submitted from various American cities.
Process Leadership & Incorporating Diversity

Jersey City’s (NJ) entry best describes what is consisted in this section. The essay states that the most of Jersey City’s 97 ethnic groups are not represented in elected office. Jersey City faces a difficult challenge as it tries to bring diversity and leadership together to serve the community. The essay states:

We need leaders from constituencies which are not visibly active in Jersey City leadership circles; leaders from among the disenfranchised. There are upper middle class people living in expensive high rises on the waterfront in the east, and people living in poverty concentrated in the southern and western portions of the city. Our community needs leadership who will reach out: the Chamber of Commerce needs to sit down with the Welfare Office; waterfront executives need to tour Martin Luther King Drive. Another challenge leaders face is how to get new middle class residents and workers invested and involved in the community.41

This excerpt describes the need and the process of bringing together diversity, leadership, and proactive solutions. Another city, Providence, RI emphasizes the importance of connecting diversity and leadership. Providence’s essay states that a priority for the community is to integrate emerging ethnic groups into mainstream economic and community development. The essay proceeds to comment on leadership:

Leadership must be ethnically diverse and sensitive of diversity. Providence is a rapidly changing city demographically, and has a significant population of all major racial groups. Diversity presents clear opportunities and challenges. It is important to reach individuals in contexts which are comfortable and supportive, as many of the existing leadership programs clearly strive to do. It is also essential that understanding and relationships be developed across ethnic groups.42
This example demonstrates the need and method of incorporating diversity into an effective leadership process, one which creates positive social change.

**Citizen Leadership and Servant Leadership & Process Leadership**

Citizen Leadership and Servant Leadership are follower focused leadership processes and involve a leader to the extent that they can aid the followers. In citizen leadership the leader is focused on serving the group first, before trying to be a part of the group. Some of the characteristics that describe these two leadership processes are as follows:

- Participates in civic life.
- Facilitates organized action to improve conditions of people in communities to address basic needs of society at the local level.
- Establishes trust with all of the groups involved.
- Accepts and empathizes, never rejects.
- Responds to problems by listening first.⁴³

Anchorage, AL’s and Charlotte, NC’s essays describe concepts of desired leaders in their communities which emulate the citizen and servant leader.

Anchorage’s essay states:

Anchorage needs an infusion of new faces at the tables of leadership: citizen leaders who know their city and its history, who are trained in voluntary civic leadership, who know the model practices of other cities, who understand how boards, communities, and organization function, and who are, most importantly, in close touch with their neighborhoods and constituencies, their issues, and their needs... They must also be committed to the city as a permanent home, and be prepared to provide, and be a part of, the kind of stability that Anchorage in the past has sorely lacked.⁴⁴
Anchorage characterizes itself as a community with a plethora of newcomers who do not consider the heritage of the community or the community as a permanent home. These two characteristics produce a group of citizens disengaged from work which promotes community well being; therefore, this leads their essay to focus on citizen and servant leadership.

Charlotte, NC is a southern community in the midst of a “leadership revolution,” where the old order of top-down leadership is giving way to a new order. Charlotte’s essay reflects that “Citizen leaders of tomorrow will have as their central task the engagement of all segments of the community in a continuing conversation. Some will be facilitators, some mediators, some motivators, and some innovators… Leaders must know how to build followship.”

Empathy in Leadership & Process Leadership

Empathy in leadership is an integral aspect of leadership, for it brings together all people to a shared understanding of other members of society.

Albuquerque, NM’s essay states:

Leadership development requires an imaginative and empathetic vision of the community and for what it can become, bringing into that vision the rich inheritance of the diverse peoples and sectors of the community. Thus leadership development requires a context for valuing the memories of the community and engaging in continuing dialogue about how a shared vision is possible to build.

Albuquerque, a town with one of the highest growth rates in the nation, includes a large Hispanic population, significant white population, and a shrinking Native
American population. During this century, the civic participation of Native Americans confines itself to reservations and a growing rate of inactivity.

Corpus Christi, TX adds an interesting insight concurring that “leadership will increasingly be a matter of framing the proper questions, as opposed to supplying the right answers. Therefore, those who lead Corpus Christi must learn to listen carefully and to interpret accurately citizens’ often conflicting concerns and interests.” This reflection captures an essential aspect of empathy in leadership.

Collaboration & Process Leadership

Collaboration is the buzz word of the 90's for service providers. Suzanne Morse states that “Collaboration is what might be called the amoxicillin for the 1990s.” People utilize collaboratives to network, effectively promote, and pool resources. Arthur Himmelman believes that collaboration is more than networking, coordinating, and cooperating. Collaboration is the combination of these and more. Himmelman states that in collaboration there are the following:

- Exchanging information, altering activities, sharing resources
- Enhancing the capacity of another for mutual benefit
- Achieving a common purpose
- Formal sharing of risks, rewards, responsibilities, and resources -- human, financial, technical, physical, and knowledge
- High levels of trust
- Time commitment
- Creating areas of common turf
These characteristics list what is included in collaboration and the outcomes of collaborating. Suzanne Morse states that "Collaboration - like health - is not mechanical: its success is not strictly based on a recipe of steps or best practices. Rather, there are necessary ingredients called goodwill, trust, and yes, shared laughter, that take participants beyond the intended purpose." The process of developing collaboratives will change with each group and community. The steps discussed earlier in this section are necessary preparation steps; so that, the group is ready to engage in collaboratives.

In Discovering Common Ground, Marvin Weisbord offers a design for creating the collaborative community. These 8 steps are:

1) Involve community leaders from a wide range of "functional sectors" -- public safety, recreation, social welfare, mass media, art and culture, politics, businesses, and the religious community;
2) Recruit, motivate, and mobilize diverse groups of people;
3) Develop new ways for the polarized, distrustful, segments of the community to be included;
4) Demonstrate the value of differences of traditions, ideas, beliefs, needs, and expectations as a resource;
5) Foster civic entrepreneurship -- the skills needed to develop collaborative networks and support their effective functioning;
6) Increase the awareness, sensitivity, and skills of professionals, volunteers, leaders, and members to allow them to bring in other members of the community;
7) Develop procedures for linking ad hoc initiators and groups into the ongoing structures of the community;
8) Develop effective follow-up strategies on goals, intentions, and plans discussed during the initial stages of collaboration.

These eight steps identify important aspects of creating an effective collaborative.
The Twin Cities, Minneapolis and St. Paul, MN, proposal exemplifies a plan for a collaborative initiative. These two cities submitted their proposal for the PCEI as a combined effort bridging the region. The essay states that:

...both cities have experienced an increase in communities who are rooted in a constituency-based sense of connections. The result is that the historic place-based definition of community has shifted away from a strict geographic definition of neighborhood or city line parameters to an emergence of the constituency-based sense of community.52

The essay proceeds to refer to initiating a collaborative which develops “alliances across the two cities to address issues which transcend city limits. As communities increasingly cross city lines, city issues become metropolitan issues and neither city can solve them alone. We must work jointly, combining resources and leadership to have a greater impact on our communities.”53 This effort by the Twin Cities generates an initiative to effectively meet community needs through collaborative efforts.

Understanding the Trends for the Future & Civic Responsibility

At this intersection lies a description in Anchorage’s response. The essay identifies the importance of citizens understanding the past of the community. Yet at the same time, recognizes the rapid growth and changes occurring in the community. Anchorage is a city characterized by a dependency and investment in the oil market, but lately this dependency may not benefit the community. The essay states that “with the prospect of the future far less flush with oil revenue
than the past 20 years have been, these leaders must focus primarily not on short-term financial outlooks but on what quality and culture of life in Anchorage can be for the long term.” This statement demonstrates the need and the method leadership must use to combat uncertain future changes in cities.

**Educating for the Future and Civic Responsibility**

Approaches for improving education in America frequently include a system design or community method of educating its citizens. Buffalo, NY believes that education institutions are essential partners for initiating a leadership development program. Buffalo’s essay demonstrates that a new “infrastructure” must be developed to “nourish and retain new ‘non-traditional’ citizen leaders from all age groups and backgrounds. This infrastructure will challenge the City’s youth to remain in Buffalo and assume civic leadership roles.”

This new “infrastructure” includes changes in ways of administrating education and establishing partnerships with educational institutions. Buffalo’s essay states that the infrastructure will require “city educational institutions strongly connected to and supportive of their urban ‘culture’ and citizen ‘leaders.’” Buffalo’s concept of an “infrastructure” prepares the community for future changes. Buffalo will be in a position to change rapidly to respond to the growing requirement of educational institutions. This will be largely possible as a result of the community wide effort to support educational institutions.
Building Consensus & Civic Responsibility

Spokane, WA begins addressing their civic needs by stating:

Our community recognizes the importance and value of a broad, changing, connected and resourceful base of leadership as we move into the next century. Our primary goal is to learn how to bring the various community entities together to work in the spirit of trust understanding, recognizing the best community projects result when the broadest community involvement is not only sought but embraced and assured equal opportunity in the process. We need to learn how to build trust, share information, and power, encourage diverse opinion, “agree to disagree,” and realize our common stewardship for our community and its people.56

Spokane’s essay identifies various aspects of a consensus building process.

Consensus building processes began in the late 1960s in Spokane, when discussions emerged on whether or not to bring the world’s fair to Spokane. When it was agreed to locate the world’s fair in Spokane, 195 organizations pulled together to meet the challenges of the event. This example demonstrates that Spokane’s organizations and citizens emulate civic responsibility by understanding the method for and effectively building consensus.

Local Business and the World Market

Des Moines, IA depicts multiple aspects of bringing local communities into a global world. Des Moines is nestled in a region of Midwestern “Hometown” communities. This ‘hometown’ attitude characterizes Des Moines well; yet, Des Moines is changing rapidly and is not immune to the problems and concerns of
larger metropolitan areas. Des Moines' essay focuses on a variety of components that play into taking the community into a world market. The essay states that: Leadership in the next century will ideally encompass these elements:

**Macro view:** Leaders must possess the ability to strategize for the future, developing plans that can serve the community long-term.

**Economic Focus:** The economic base of Des Moines is considerably more diverse than its surrounding rural counterparts. Leadership will continue to build on a marketable base of industries to position Des Moines on a global playing field.

**Technically astute:** The leaders of the next century must be empowered to capitalize on available technology, from the Iowa Communications Network (ICM) – Iowa’s state-wide fiber optic telecommunications network – to the Internet and its global audience.

**Media Savvy:** Des Moines’ leadership will need to build on existing communications strategies to effectively communicate the community’s plans, opportunities, and challenges to a variety of audiences.

These various characteristics combine and enhance a leadership program placing an emphasis on bettering the community through regional, state, and world market development.

**Community as Family & Civic Responsibility**

In Grand Rapids, there is a sentiment that the smaller rural and suburban areas do not effect and are not affected by decisions made in the central city. The Grand Rapids essay states that this sentiment must change and that:

Leadership must make clear what happens in the core city affects those who live in the suburbs and rural regions, and conversely, that what those in the outlying areas do and don’t do affects life for those who reside in the city...
Leaders in the 21st century will need to be less parochial, more inclusive—simply more concerned about the quality of life for every person in the region.\textsuperscript{58}

The last section of this quote recognizes that leaders need to be concerned about every other person in the region—creating a family of the community members in the region. Grand Rapids' essay proceeds to identify a ‘forum,’ where all people can meet and develop trust. This forum is composed of congregations, government, non-profit, neighborhoods, minority communities, businesses, CEO's, and philanthropy. The intersection of these entities is the “Idea proving ground Forum,” which will provide the space for citizens to interact, develop trust, work through conflict, and develop a family-like environment of support.

**See, Touch, and Feel Leadership & Civic Responsibility**

This intersection focuses on promoting action, which is understandable and bridges the gaps between the future and the present. Honolulu's essay identifies various characteristics that focus on leadership development that promotes proactive involvement. The essay states that a leader for the 21st century needs to

- Action oriented – has the ability to move something forward, proactive, produce results
- Able to mobilize collective leadership – not necessarily manifested in one person - able to share responsibility - able to work within diverse contexts including young and old, leaders don’t always lead from “the front,” servant leadership - interest is on larger group benefit rather than individual benefit, team builder.
- Skillful at convening, catalyzing, mediating, facilitating relationships; paying attention to process over time while being results oriented.

- Works from an assets perspective – is able to effectively identify resources of all kinds in various situations and helps to use these resources to build enduring solutions.

It is necessary for Honolulu to be focused on proactive solutions because of the rapid economic booms experienced in the 1980’s. These economic booms left many uncertainties for the future, as people wonder how the community can respond to the growing demands. Honolulu’s situation is similar to many American cities. Across the county rapid growth or demand for services pushes cities to the limits of resources.

**The Intersection: Process Leadership and Civic Responsibility**

There is one box on the matrix where both concepts intersect. In this box lies the combination of all characteristics of leadership and civic responsibility. This intersection defines, *Civic Leadership*: Citizens exercising leadership to create positive community change through collaborative efforts.

By examining the matrix one can identify that Civic Responsibility is defined by the meanings of the intersections in Understanding Trends, Educating for the Future, Building Consensus, Local Business and World Markets, Community as Family, and See, Touch, and Feel the Future. The actions,
characteristics, or components of each of these principles creates the method of being responsible to the community or Civic Responsibility.

Process Leadership is defined by the intersections on the opposite column. The descriptions of Incorporating Diversity, Citizen and Servant Leadership, Empathy in Leadership, and Collaboration combine to create a design of an effective leadership process, that is responsible to the community, leadership process oriented, and striving for positive community change.

This intersection is best described in the essay submitted by Syracuse, NY. Syracuse is a city very similar to many American communities. Major manufacturing corporations once head quartered there have left the area, traditional power holders and decision makers have not included the greater community into decision-making processes. The demographics of Syracuse is rapidly changing. Plans were made to revitalize the business community, at the expense of poorer minority populations losing their homes and community. Even with these negative events hovering above the community, Syracuse writes about a functioning civic society or sector. The intersection of the economic, religious, social, political, and educational institutions create the Civic Society. Each of the individual sectors represents specific needs and interests, with clear defining parameters and goals. The essay states “The civic sector, however, is the intersection of sectors, the common ground where we work for the public good of the entire citizenry. The civic sector, then, is the integration of any combination of the others, a collaboration between parties, a public space that is entrusted to all
and guarded by none.\textsuperscript{60} To attain this functioning civic sector the essay poses that a leadership process is needed.

The essays states the following assumptions about leadership for the 21\textsuperscript{st} century:

\begin{itemize}
  
  \item To develop collaborative leadership will require time, face-to-face interaction, and an honest discussion of turf, friction, and competition, and the barriers created by race, social class, ethnicity, and other differences.

  \item Leadership within the community needs to include those from suburbs and rural areas, many of whom work in the city, to foster a larger sense of community. Leadership demands a genuine understanding of macro-economic issues of disinvestment and suburban dislocation. All residents of the county will benefit from more cooperation and collaboration in solving county-wide and city-wide problems.

  \item With traditional bases of power and leadership becoming more diffused, there is a mandate to build broad and collaborative bases of support.

  \item There is a need to creatively combine leadership training with the community's most relevant issues, economic development and collaborative community development.

  \item Team leadership will be the model for the future.

  \item Leadership development activities need to promote creativity and entrepreneurial spirit within our young citizens.

  \item To be inclusive of all within the community who may not picture themselves as leaders requires a recognition and sensitivity to different attitudes about leadership.

  \item The entrepreneurial model of leadership may be characterized by implicit tensions between efficiency and equity.

  \item Within the development of leadership, there is an opportunity to think about one's own role within the broader context of the community and to become true "civic trustees."

\end{itemize}
Civic dynamics have changed with the greater participation of women, who have different styles for getting things done.\textsuperscript{61}

These characteristics identify integral aspects of leadership development programs, so as to prepare citizens and communities for the future of growing demands and rapid changes.

**The Outcome: Process Leadership & Creating Positive Social Change**

The last box I will identify is Process Leadership and Creating Positive Social Change. This box signifies that through a leadership process, with an emphasis on Civic responsibility, the process will produce positive social change. The matrix is designed to imply that in this section lies Community Outcomes. After analyzing all of the essays submitted to the PCEI, I conclude that all of the responding communities and citizens desire positive change, through leadership.

Even though people desire this outcome, it is not easily defined. Every community is different and different actors play various roles. Therefore, the input into the process is different for every community and the desired outcome is undefined. There is not one task driven process to achieving positive change.

This matrix does illustrate that by crossing Civic Responsibility and Leadership a method will emerge for each community, providing guidance for creating positive change.
Concluding Remarks

The information revealed in the matrix crossing Civic Needs from a citizen and a community perspective provide significant insight into determining the direction American cities desire and need to turn to prepare for the leadership challenges of the 21st century.

As I researched numerous perspectives on what the civic needs are in America, why these needs exist, how the problems occurred, what has been attempted before to remedy the problems, and what to do in the future, I found it all very complicated. I then focused on the words written by American citizens describing what they think needs to happen in their communities. This information pool provided the most beneficial insights into developing a process attaining the goal established by these communities: Creating Positive Social Change.

The ideas and conceptual frameworks revealed in the essays submitted to the PCEI, the principles for community change by Communities of the Future, and research into leadership studies provide a resource of information. When tapped into these resources comprehended another system to unite citizens and communities to reach a functioning civic society. This system brings together civic responsibility and leadership into Civic Leadership.

As demonstrated in the matrix and the summaries of each component, the system designed as Civic Leadership applies to any community. The design
incorporates three sets of components: individual preparation, group processes, and community outcomes. These three sets create a process which flexes with community changes, rapid growth, diversity, and different situations.

The identified process of Civic Leadership meets the civic and leadership needs of citizens and communities and unites them in collaborative efforts striving for positive social change. Implementing processes which follow the Civic Leadership system provide a way for citizens to engage in community life and to close the gap between the “traditional” leaders and the American citizen; thus, this leadership process initiates a method of narrowing the gap between problems and solutions in American communities.

3 Dr. Marc Swatez’s Foundations of Leadership Studies, Class Definition. (Spring 1994).
9 Ibid., 6
13 Ibid., 11.
24 Ibid., 10.
25 Ibid. 8.
27 Ibid., 54.
28 Ibid., 57.
29 Ibid., 63.
31 Ibid., 143.
34 Ibid.
35 Ibid.
39 Ibid., 6.
53 Ibid., 8-9.
55 Ibid., 6.
61 Ibid., 8-9.
Works Consulted


Porter, Jeanne L. (Fall 1995). Building Diverse Communities. Leadership


Essays submitted from community organizations from various United States cities to the *Pew Partnership for Civic Change’s: Pew Civic Entrepreneur Initiative*. (December 1996). Charlottesville, VA. Cities including: Albuquerque, NM; Anchorage, AK; Buffalo, NY; Tulsa, OK; Syracuse, NY; Orlando, FL; Honolulu, HI; Jersey City, NY; Baton Rouge, LA; Charlotte, NC; Grand Rapids, MI; Greensboro, NC; Lexington, KY; Mobile, AL; Providence, RI; Shreveport, LA;
Santa Ana, CA; Minneapolis & St. Paul, MN; St. Louis, MO; Spokane, WA; Corpus Christi, TX; Des Moines, IA; Fresno, CA; Richmond, VA;
Left(#1) -- Syracuse's Definition of Civic
Civic Leadership Needs for the 21st Century according to 60 U.S. Cities

Bar chart showing the percentage of importance for various leadership needs:
- Diversity: 70%
- Bridging Barriers: 60%
- Collaboratives: 50%
- Vision: 40%
- Community Awareness: 30%
- Improve Social Capital: 20%
- Create Social Change: 10%
- Critical Thinking Skills: 0%
- Commitment: 0%
- Youth Involvement: 0%
- Technical Skills: 0%
Civic Needs: Citizen Response

- Diversity -- Accurately representing the faces of the community at the decision making table, the ability to work with people of various backgrounds.

- Bridging Barriers -- Eliminating barriers between race, class, age, ethnicity, and geographic locations.

- Collaboration -- A process in which a mutually beneficial relationship develops through constructively exploring differences and solutions of a problem that go beyond an individual's vision of what is possible as they work toward common goals.

- Vision -- Conceptualizing short and long term goals or solutions for the community.

- Community Awareness -- Understanding the history and dynamics of the region and utilizing this information for effective work.
Civic Needs -- Citizen Response

- **Improve Social Capital** -- Improve the quality of life, i.e., housing, education, poverty, racial disparities, etc.

- **Critical Thinking Skills** -- Enhance critical thinking and problem solving skills, especially for resolving conflict.

- **Create Social Change** -- A proactive process which will effectively adapt to change

- **Commitment** -- Encourage citizens to invest in their communities for a significant time period

- **Youth Involvement** -- Utilize youth input and involvement in service providing organizations.

- **Technical Skills** -- Train citizens in computer and electronic communication skills.
Civic Leadership
The Prescriptive Process

- Incorporating Diversity
- Citizen Leadership
- Servant Leadership
- Empathy in Leadership
- Civic Responsibility
- Collaboration
- Creating Positive Social Change
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Citizenship Needs -- Community Response

- **Understanding the Trends of the Future** -- Communities must become more familiar with what changes are expected to occur.
- **Educating for the Future** -- Schools of the future will be a system of learning, not a building.
- **Building Consensus for the Future** -- Local communities need to build shared vision among diverse groups.
- **Using Technology for Changing the Future** -- Information and data will move faster, but the individual will slow down in the future.
Civic Needs -- Community Response

- Local Business and the World Market -- The future of business in the United States will be proportionate to the effort taken to become world class producers and service providers within a totally new framework for the future.

- The Community as Family -- It will be in our self-interest to work together as never before, because our problems and our opportunities are intertwined with those of everyone in the community.

- Process Leadership -- Developing pools of 'process leaders' in every area of society to be able to help facilitate new shared visions for a future quality of life.

- See, Touch, and Feel the Future -- Our challenge is to bridge the gap between the unknown of the future and the reality of the present, and analyze and introduce what is coming in a way that all people can understand it and embrace it without fear and resistance.