

# CIVIC LEADERSHIP

FOR ARIZONA'S FUTURE



NOVEMBER 2012



## SPONSORS OF THE 101<sup>ST</sup> ARIZONA TOWN HALL

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We thank you for making the commitment to participate in the 101st Arizona Town Hall to be held in Scottsdale on November 25-28, 2012. You will be discussing and developing consensus with fellow Arizonans on the topic of *Civic Leadership for Arizona's Future*.

An essential element to the success of these consensus-driven discussions is this background report that is provided to all participants before the Town Hall convenes. As they have so often done for past Arizona Town Halls, the University of Arizona has prepared a detailed and informative report that will provide a unique and unparalleled resource for your Town Hall panel sessions.

Special thanks go to Project Coordinators H. Brinton Milward, Providence Service Corporation Chair in Public Management and Director of the School of Government & Public Policy at the University of Arizona; and Nancy Welch, Vice President of Arizona Center for Civic Leadership at the Flinn Foundation. We would also like to thank the report editors Angela Hackett, Research Assistant, University of Arizona, and Mike Letcher of BridgeGroup LLC for spearheading this effort and marshaling many talented professionals to write individual chapters.

For sharing their wealth of knowledge and professional talents, our thanks go to the authors who contributed to the report. Our deepest gratitude also goes to the Dean of the College of Social and Behavioral Sciences, John Paul Jones III, who made great efforts to ensure that the UofA could provide this type of resource to Arizona.

The 101st Town Hall could not occur without the financial assistance of our generous Professional Partners, which (at the time of this printing) include Collaborating Partners Arizona Commerce Authority, Flinn Foundation, Freeport-McMoRan Copper & Gold Foundation, and Snell & Wilmer. Supporting Partners Cox Communications, SCF Arizona, and Virginia G. Piper Charitable Trust.

When the 101st Town Hall ends, UofA's background report will be combined with the recommendations from the Town Hall into a final report. This final report will be available to the public on the Town Hall's website and will be widely distributed and promoted throughout Arizona. The Town Hall's report of recommendations and background report will be used as a resource, a discussion guide and an action plan for civic leadership in Arizona.

Sincerely,

A handwritten signature in black ink that reads 'Ron Walker'.

Ron Walker  
Board Chair, Arizona Town Hall

## Acknowledgments

Twice a year, Arizonans come together at the Arizona Town Hall to create a dialogue about how to make the state a better place in which to live, work and flourish. It is important to recognize the individuals who dedicate their time, expertise and resources to the Arizona Town Hall, making this conversation about our future possible. We extend our appreciation to the President of the Arizona Town Hall, Tara Jackson, who was an invaluable resource to the editors by facilitating communication among the authors. While the University of Arizona was responsible for this briefing book, we had a strategic partner in Nancy Welch, the Vice President of the Arizona Center for Civic Leadership at the Flinn Foundation. From providing graphic design to editing support, Nancy was immensely helpful and accommodating in coordinating authors, articles and deadlines. Martha Diaz and Brad Halvorsen were invaluable in the process. Emily Rajakovich and Denise Eskildson provided additional support. We owe a real debt to the Flinn Foundation and its President, Jack Jewett, for his effort to make civic leadership a critical issue in Arizona. Not content with that, the Flinn-Brown Civic Leadership Academy does an amazing job of bringing existing leaders together and giving them a skill set that is among the best in the nation. I wish to thank Vice President for Regional Development, Outreach & Global Initiatives, Mike Proctor and my dean, J.P. Jones of the College of Social and Behavioral Sciences. Both have been incredibly supportive.

We extend our sincere appreciation to the authors who contributed to the report. They brought their own perspectives, knowledge and understanding of how the public, private and nonprofit sectors contribute to, and are influenced by, strong, effective civic leadership. The authors, Jack August, Kirk Emerson, Jack Jewett, Mike Letcher and Kelly Nieto, were all helpful in making the report a cohesive manuscript about leadership. We also thank Flinn-Brown Fellows David Garcia, Peter Griffin, Joanne Osborne, Keri Silvyn, Audra Koester Thomas, Lisa Urias and Russ Yelton for their examples of civic action. Finally, we wish to express gratitude to the editing team of Mike Letcher, Assistant Professor of Practice in the School of Government and Public Policy at the University of Arizona, and Angela Hackett, a recent graduate in the Masters of Public Administration program at the University of Arizona.

We wish to thank President Ann Weaver Hart of the University of Arizona for her support and contribution to the report through her contribution of what civic leadership means at the University of Arizona. Likewise, we appreciate the insights from President Michael Crow of Arizona State University and President John Haeger of Northern Arizona University. Arizona Public Media at the University of Arizona, especially Fran Sherlock and Ian Hubbell, are to be commended for their work coordinating the interviews of three university presidents and creating a thoughtful video package as part of this report. The Arizona Town Hall is an Arizona asset and all of us associated with *Civic Leadership for Arizona's Future* appreciate the opportunity to be involved.

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## A PERENNIAL TOPIC

- Civic leadership is an evergreen topic for some good reasons. Times change. Pendulums swing. Mores shift. Elections happen. Systems fail. The tried and true stops working. A “black swan” shows up. It makes sense to revisit and reflect on civic leadership now and again.

## Civic Leadership: Back at Center Stage

When Arizona became a state, Governor George W.P. Hunt called its citizens to civic leadership—to be Arizona’s “champions and stewards.” He was only one of the early Arizona officials to call attention to the importance of establishing a strong civic leadership tradition. Fast forward to 1990. The exciting yet daunting possibilities of the 21<sup>st</sup> century prompted the Arizona Town Hall to look at the state’s “leadership challenges.” In 2002, the Town Hall studied “building leadership in Arizona” in part because of the [“five shoes”](#) waiting to drop on Arizona’s future.” After the ups and downs of the past decade and the pride of the state’s [centennial](#) celebrations, the topic of civic leadership for Arizona’s future is back just where it should be—in the spotlight at center stage.

Civic leadership is a perennial topic for some good reasons. Problems change. Pendulums swing. Elections happen. Mores shift. The tried and true stops working. A “black swan” shows up. Given the significance of context to civic leadership, it makes sense for every community and state to ask now and again: What is the environment in which civic leadership now must operate? How can we ensure civic leadership is well matched to complex, diverse circumstances? Are we continually creating and refreshing a deep pool of potential visionaries who can analyze issues, identify creative solutions able to stand the test of time and get the needed changes done?

The value of reflecting on challenges, what civic leadership means in our context, what the best civic leaders do in response and how to develop them in the public, private and nonprofit sectors is always high because the demand for great civic leadership never goes away.

The November 2012 101<sup>st</sup> Arizona Town Hall is not just the third time since 1990 that leadership has been the topic. It is also the third piece in recent years to relate to the complementary topics of governance and civic engagement. The 97<sup>th</sup> Town Hall in November 2010 discussed [Arizona’s Government: The Next 100 Years](#). The description of the functioning of state and local governments and how they have changed over time provided insights into Arizona’s culture and character. In April 2012, the 100<sup>th</sup> Town Hall focused on [civic engagement](#). Its report defined terms and described engagement’s benefits, while presenting options for addressing Arizona’s civic shortcomings. This Town Hall’s focus on civic leadership is the logical follow on, particularly given the circumstances these previous events identified.

This volume offers a variety of articles to support consideration of civic leadership for the future. One describes today’s context, while others explain why our environment requires leaders who can cross sectors and what defines them. Arizona’s three public university presidents share how their institutions are providing the foundation for tomorrow’s civic leaders. Another piece draws a distinction between management and leadership. An eminent historian looks back at some exemplars, while another discusses bridging from civic engagement to leadership. A selection of infographics and excerpts from current materials and past Town Hall reports augment the original articles.

You will notice that this report differs from other Arizona Town Hall backgrounders. The Town Hall Research Committee accepted the call to “break the mold” of the traditional report and try a shorter format that takes advantage of some of the digital features busy readers now take for granted. As a reminder, [blue type](#) denotes a link to further information or a video clip.

Civic leadership is rooted in the past and shaped by the present but it must be created for the future. In the 2002 final report, the Arizona Town Hall members renewed the call for Arizonans to be the state’s champions and stewards. They concluded that “every segment of Arizona’s diverse communities must play an active role in encouraging and developing leadership for Arizona’s future.” Now it is up to another group of Arizonans to take up the mantle and recommend how best to ensure the civic leadership residents want and that will best serve the state.

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# A FORMULA FOR A BRIGHT FUTURE

BY JACK B. JEWETT, PRESIDENT AND CEO  
FLINN FOUNDATION

- The speed of change, issues' complexity, scarcity of resources, shifts in attitudes and behaviors, and effects of past choices about government and institutions make 2012 different. Times have changed and civic leadership must also.
- Civic leadership is reflected in the capacity of a community (or state) to identify, analyze, and solve pressing societal issues through the collaborative efforts of residents and public, private, and nonprofit organizations.
- Civic engagement + knowledge of policy and institutions + civic leadership = Positive movement on the items that Arizonans have said are important to them. Observers have called this a formula for a bright future.

## A Formula for a Bright Future

By Jack B. Jewett, President and CEO, Flinn Foundation

[The Arizona We Want](#) made an indelible impression on countless Arizonans when it was published in November 2009. The clear, concise presentation of Arizonans' desires and concerns—especially about leadership—galvanized action throughout the state and, indeed, aided in the creation of the Arizona Center for Civic Leadership at the Flinn Foundation and its flagship program, the Flinn-Brown Civic Leadership Academy. Through a variety of programs and activities, the Arizona Center for Civic Leadership is working every day to strengthen civic leadership throughout the state.

### Arizona Center for Civic Leadership

The Flinn Foundation created the Arizona Center for Civic Leadership in 2010 to strengthen civic leadership in Arizona, particularly at the state level.

The Center has three components:

1. **Flinn-Brown Civic Leadership Academy** sponsored also by The Thomas R. Brown Foundations: An intensive program to help insure future state-level leaders have the knowledge, skills and commitment to address Arizona's long-term issues.
2. **Civic Leadership Collaborative:** A statewide catalyst for local and regional leadership programs to collaborate for impact.
3. **Outreach and Public Awareness:** An effort that helps to strengthen civic leadership, engagement, and the development of strong community connections.

Source: [www.azcivicleadership.org](http://www.azcivicleadership.org)

### Defining Civic Leadership

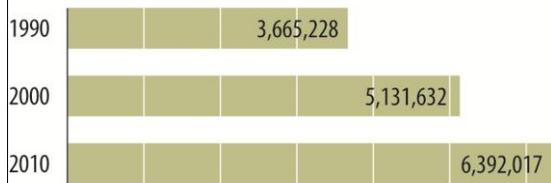
Described by noted author, physician and cellist [Ronald Heifetz](#), civic leadership is about adjusting to new, disruptive circumstances. His basic question is: "How can individuals take action...in their communities so that they can thrive in a changing and challenging world?"<sup>1</sup> His answer is "adaptive" thinking and action. The concept is rooted in the adjustments (or lack thereof) in the natural world that allow entire species to survive. In a recent overview, Heifetz and other scholars note that adaptation:

- Preserves the accumulated wisdom of generations
  - Rearranges or discards what no longer serves the current need
  - Innovates to develop new capacity to allow the community to thrive in new ways and challenging environments<sup>2</sup>
- Adaptation is both conservative and progressive since it allows a community to take "the best from its history into the future."<sup>3</sup>

Heifetz's concept of "thriving" relates closely to the definition taken up by the Arizona Center for Civic Leadership and that used by the Arizona Town Hall in its April 2012 session on civic engagement: "Civic leadership is reflected in the capacity of a community (or state) to identify, analyze and solve pressing societal issues through the collaborative efforts of residents and public, private and nonprofit organizations. Civic leadership requires talent development, organizational structures and processes that develop and engage emerging and current leaders in community problem solving. Civic leadership is exercised by crossing boundaries among the private, public and nonprofit sectors."<sup>4</sup>

Eric Liu and Nick Hanauer, authors of the recent book, [The Gardens of Democracy](#), also focus on adapting to new circumstances. They see that, thanks in part to shifts in technology, politics, economics and other areas, our traditional notions of "liberal" and "conservative" are outdated. "One thing that has made America exceptional thus far has been its ability to adapt. From the founding onward, this nation has reckoned with its own internal contradictions and with external threats...and it has evolved successfully in response to such circumstances."<sup>5</sup> These authors are seeking to "reach those who think independently. That might mean those who claim no party affiliation, though it also includes many loyal Democrats and Republicans. It definitely means those who are uncomfortable being confined by narrow choices, old paradigms and zero-sum outcomes."<sup>6</sup> Healthy, productive gardens are their metaphor for a civic life that is based on continual tending (think reflection), deep knowledge and many choices. Liu and Hanauer urge

## ARIZONA'S POPULATION, 1990-2010



Source: Arizona Indicators.

readers to look for the “big what and the small how” so that the public, private and nonprofit sectors agree on significant goals, yet all have a great deal of freedom in how to address them.<sup>7</sup>

The ideas from these three authors resonate with the approaches of a variety of Arizona leaders, past and present. During the 1980s and early 1990s, for example, when Arizona was getting used to addressing Senator O’Connor as Justice and people were trying to hold on through the savings and loan crisis, House of Representatives Majority Leader Burton Barr, Representative and Minority Leader Art Hamilton and

Minority (sometimes Majority) Leader Senator Alfredo Gutierrez used every trick in the legislative playbook to achieve their priorities. Even so, these Arizonans and their colleagues from a variety of political viewpoints also adjusted to do what needed to get done in ways that: 1) suited Arizona’s culture; and 2) served the greater good. Many stories relate how Barr would loudly ask “Have you talked to Arthur?” in response to nearly every significant idea brought in by members and leaders alike. He kept his eye on what it would take to get the big things done that session. Long-term success as civic leaders, such as with the development of the Arizona Health Care Cost Containment System during that period, depended on working with a wide variety of people from both parties and beyond. The work was at the same time:

- Partisan, bipartisan and nonpartisan
- Operating for the common good, while still trying to score political points
- Engaging in political theater and statesmanship
- Producing results that were sometimes monumental and other times incremental
- Responsive both to Arizona’s passion for individualism and tradition of collective action.

In a more recent example, Governor Jan Brewer showed the ability to depart from the expected when she championed the Proposition 100 sales tax that helped Arizona get through the worst of the Great Recession budget crisis.

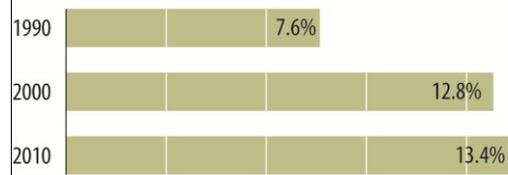
Everyone who has been in public service in recent decades has taken away a host of civic leadership lessons—likely along with some scars acquired during the conflicts that are inherent to solving society’s problems. Due in part to the conflicts, many have reported that they saw inclusion pay off because deciding on the best policy choices often paled in comparison to the complexity of getting to yes. Policy, politics and people’s perspectives are so closely connected that accomplishing a goal is as much art as it is science. Civic leaders have to be able to understand and excel at working all three to get anything notable done. Mapping out every move, but still being ready for the tug-of-war of politics and the media, certainly helps. The lessons are not to suggest that we should return to an earlier age for nostalgia’s sake or that the veterans have figured out everything about civic leadership for these our current times. Rather, these experiences highlight some of the “wisdom” that is available to us as we deal with the reality of the “Arizona we have.”

### **More People with More Differences**

Arizona is a different place than it was 20 years ago in many ways. Between 1990 and 2010, Arizona gained some 2.7 million residents. With more than 6.4 million residents now and some 10 million forecast for mid-century, Arizona cannot escape the impacts and implications of population growth. For example, population churn has been a growth byproduct. Arizona’s population in recent decades has tended to be transient—willing to give Arizona a try but also just as willing to move on. At the same time, newcomers have often maintained ties “back home” that some say have limited civic engagement in their new communities. The Great Recession slowed expansion for the near term but natural increase and long-term trends point to a future resurgence. Much of our recent growth has been among Latino and other minority populations, which now account for more than 40% of Arizona’s residents. The foreign-born

proportion continues to rise, even as the economy and immigration-related statutes have come into play. Arizonans are younger than expected, too, although the aging of the baby boomers is pushing the median age beyond 35 now. The fact is that more than 60% of Arizonans are either 24 years of age or younger or age 55+.<sup>8</sup> Younger Arizonans tend to represent the Latino community, while older Arizonans are more likely to be White.

### ARIZONA'S FOREIGN BORN POPULATIONS, 1990-2010



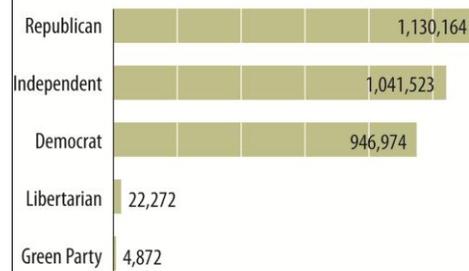
Source: Arizona Indicators.

Presently, nearly a third of Arizonans refer to themselves as “moderate” in their political views, yet over the last 20 years, an increasing number have begun to describe themselves as “conservative” as compared to “liberal.” From 1988-2011, on the same questions, the number of Arizonans who told Phoenix-based Behavior Research Center pollsters they are “very conservative” increased from 10% in 1988 to 20% in 2011. Those who see themselves in the middle have shifted from half to just over a third (36%). Arizonans who described their outlooks as the most liberal grew as well, but from a smaller base, from 4% in 1988 to 10% in 2011. These shifts echo some national trends, as does the growth in the number of “independents” among voters. Registration is now quite evenly divided among the major parties and independents, showing that the major parties have lost members to “other.” The independent numbers are expected to continue to grow apace.

### Demands to Share the Leadership Spotlight

Civic leadership used to be viewed as the domain of a few “wise men.” Cutting-edge ideas and practices now note the capacity of each person to be a leader. Decisions are about the involvement of many instead of the preferences of a few. Whether in local governments, with participatory budgeting, or in state-level planning processes to choose what “indicators” residents will watch to signal progress, civic leadership is now more shared, diverse and multi-faceted than ever. At the same time, a divided—some say polarized—electorate, 24/7 news environment and the burgeoning of new media while traditional outlets falter have created an environment in which productive debate and common sense compromises are harder to come by.

### VOTER REGISTRATION IN ARIZONA, 2012



Source: Arizona Secretary of State, June 2012.

The number of jurisdictions and players in public policy has increased over the years too. Arizona now has hundreds of local governments, special districts and other entities that have important traditional roles or were created to fill a particular gap.

In recent years, Arizona’s 22 Native American tribes have also entered the spotlight. Gaming has sparked economic growth in many quarters. At the same time, water choices, urban growth patterns and transportation infrastructure are just some of the issues in which tribal governments are increasingly dominant players..

### Tougher Issues to Address

Arizonans have long decried the state’s lack of a common vision and long-term plan. This gap has left the state without a rallying point, so it is no surprise that issues sometimes seem almost insurmountable. Many topics appear to defy solutions as opposed to those that, while complex, can be defined readily and are primarily technical. More stakeholders, fewer resources, cycles of public investments and cutbacks, distrust among many, harder boundaries and less confidence in public officials have also made public policy issues tougher to address.

## **Facing a Competitive World**

Arizona's economic assets are many but competition has become stiffer among states and nations. The Great Recession provided a stark reminder of what happens when an economic boom turns bust. The loss of 300,000+ jobs in the state, the collapse of the housing industry and some of the nation's highest foreclosure rates nearly shut down Arizona's economy. By 2008, the demand for public services was on the rise jobs disappeared. The cracks in the state's financial foundation became evident as deficits mounted to billions across several years. The public-sector cuts and private-sector losses forced everyone to adjust to "a new normal." Improvements have started and more are on the horizon but "recovery" still has a hollow ring for many. Diversifying the economy to, among other things, moderate the effects of the next recession is taking place, but slowly. The bright spots are increasingly among entrepreneurs and spin offs from science and technology investments.

## **Living with Five Big Choices and a Shift in a Dual Identity**

Arizonans have always wanted to keep governments responsive and close to the people and have not been shy about trying new tools to improve governance. Since the early 1990s, for example, five major reforms have been approved. Voters approved term limits and a "supermajority" requirement to raise taxes in 1992. The [Clean Elections Act](#), a system for public financing of political campaigns, came about in 1998, as did the [Voter Protection Act](#), which was intended to prevent the legislature from diluting voter-approved measures. Both of these measures have been altered by legal actions but some provisions remain. In 2000, a proposal for an Independent Redistricting Commission passed, putting the redrawing of districts in the hands of citizens rather than legislators. Whether these reforms have been good or bad overall has been debated vigorously. What is clear is that the changes have limited public officials' options, put leadership in flux and made change increasingly difficult to come by.

Arizona has prided itself on its rugged individualism. Yet at the same time, collective choices and government policies and programs have been success factors in huge foundational projects and thus to the state's development. Throughout the state's history, this dual identity—individual and collective—has been in a rough balance. In recent years, however, the scales have tipped to the individual. Without a balance "me" and "we," civic leaders' jobs are harder than ever.

## **Putting the Formula to Work**

*The Arizona We Want* highlighted eight goals on which Arizonans agree. These goals remain relevant and compelling, but moving towards achievement will take many choices and a great deal of collaboration. Some observers have said the key may be to create another Arizona-based innovation, namely to employ deliberately and systematically a new "formula." They say you:

- Start with an interest in community involvement and public service among residents from all perspectives and walks of life. (Think strong civic engagement.)
- Add an understanding of institutions and bold ideas for solutions suited to Arizona. (Think deep knowledge of public policy and strong public, private and nonprofit institutions and organizations.)
- Combine those with ethical actions from Arizonans in the public, private and nonprofit sectors who have the information, skills and commitment to get things done. (Think civic leadership capacity to debate vigorously and then work together and make decisions for the common good.)

### **The Arizona We Want—Eight Goals**

#### Caring for the Economy:

- Create quality jobs for Arizonans.
- Prepare Arizonans of all ages for the 21<sup>st</sup> century workforce

#### Caring for People

- Make Arizona "the place to be for talented your people.
- Provide health insurance for all, with payment assistance for those who need it.

#### Caring for Communities

- Protect Arizona's natural environment, water supplies, and open spaces.
- Build a modern, effective transportation system and infrastructure.
- Empower citizens and increase civic involvement.
- Foster citizen well-being and sense of connection to one another.

Source: Center for the Future of Arizona, November 2009

- Expect positive movement on the items that Arizonans have said are important to them.

The experience to date with the Arizona Center for Civic Leadership, and particularly the Flinn-Brown Civic Leadership Academy, has shown that a wealth of individual and organizational talent and creativity is available to be nurtured and employed for the state's benefit. Arizonans can answer such questions as "How must Arizona's civic leaders ensure the state adapts to the realities of these issues? What wisdom should we take from the past? What should we let go of? What innovations would allow us to test "the big what and the small how?" The formula just may work to ensure a bright future for Arizona. With these questions as guidance, the formula just may work to ensure a bright future for Arizona.

#### Things to Consider...

- How does the lack of "adaptation" to context become detrimental to a public institution? A private company? A nonprofit organization?
- With the age spread in Arizona like a barbell (with young and elder on each end), what do civic leaders need to do to bridge the differences? What policies or proposals might serve both ends of the spectrum?
- How are Arizona institutions adapting to the current environment?

### *How Are We Doing? Data Tools for Civic Leadership*

"Data-driven" to describe a type of decision process is now a common phrase—especially in civic leadership circles. Data-driven is shorthand for using a wide range of facts and evidence to guide choices, rather than simply relying on past experience or the tenets of a particular perspective. Facts and figures to answer "Where are we?" "How are we doing?" and "What works for this complex problem?" are easier than ever to find and analyze for communities, states and the nation. For example, [Arizona Indicators](#) provides context across 10 different fields from air quality, the economy and education to voting. [Arizona Health Matters](#) puts public health and health status data at leaders' fingertips. The Arizona Commerce Authority has revamped access to many important sources, including [maps for environmental and economic situations](#). Arizona Game and Fish's [Habimap](#) is another "make your own map" tool to answer specific questions generated by anyone from students to professionals and policymakers.

Some states have gone further by tying an overarching vision and plan for the state to data sites. The information then shows not just how the state compares to others but whether or not it is on the right track to achieve its goals. For example:

- Virginia Performs, <http://vaperforms.virginia.gov/> The multi-administration initiative is sponsored by the Council on Virginia's Future. It tracks the state's performance, supports planning and monitors progress.
- Minnesota Compass, <http://www.mncompass.org/index.php> Compass gives everyone in the state—policymakers, business and community leaders and individuals—a common foundation to identify, understand and act on community issues. Unbiased, credible information helps track trends that impact quality of life.
- STATS Indiana, <http://www.stats.indiana.edu/index.asp> STATS Indiana is the official digital data center for Indiana. It provides easy access to critical statistics for states, counties, cities and towns. STATS Indiana is part of the [Information for Indiana](#) initiative.

## ***Some Current Challenges for Arizona***

### A Rocky Fiscal Landscape and a Looming “Cliff”

A May 2012 Congressional Budget Office report states that “if the fiscal policies currently in place are continued in coming years, the revenues collected by the federal government will fall far short of federal spending.” This may seem a giant understatement. Recently, talk of the potential effects of a dangerous “[fiscal cliff](#)” has been everywhere as Congress faces the threat of “sequestration” on January 1, 2013. The federal government will need to take dramatic actions to meet the targets agreed to in 2012. At the state level, the Proposition 100 1 cent sales tax expires in 2013. While revenues have been trending upward, recent reports, such as the October 2012 [Monthly Fiscal Highlights](#), still show a rocky fiscal landscape at the state level.

### More Learning Faster at All Levels

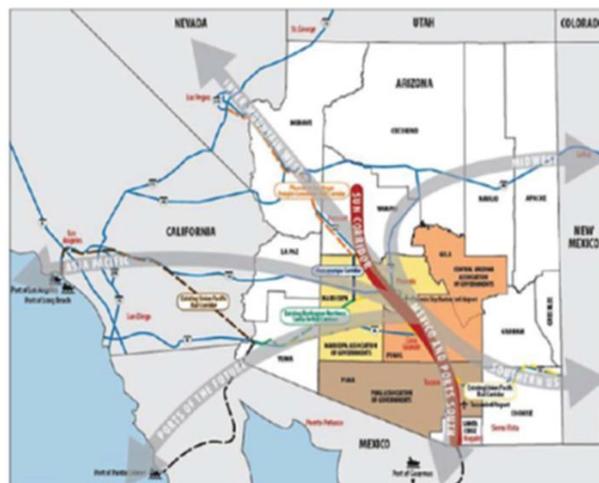
Nearly no one would argue about the value of education to successful careers and economies. Achievement matters to individuals and the state as a whole. Arizona has been working to improve PreK-12, community colleges, and universities through [Arizona Ready](#), early literacy work, new university plans, and an innovative [STEM network](#). But with below average funding and achievement and above average in disparities, Arizona has a ways to go to the world-class education parents and students have said they want. The [Arizona State Report Card](#) supplies a statewide overview. The [U.S. Census Bureau’s report on public education funding](#) provides a national snapshot.

### Water Choices and Planning

Aquifers, acre feet and angst could describe the next decades for Arizona water issues as they have the past. Many places have benefitted from years of civic leadership, smart planning and creative “plumbing” at a monumental scale. The [Water Resource Development Commission](#) and the [Water Resources Research Center](#) are two state entities working on a myriad of issues. But with climate change, rural growth and more population overall, the future is sketchier than many would like it to be.

### More and Better Jobs

Arizona ranks in the bottom 10 states on per capita income, a major indicator of economic health. While the state is home to landmark companies and cutting-edge institutions, the state’s job growth and quality remain concerns. The [Arizona Commerce Authority’s](#) concentration on key industries, such as defense and aerospace and the biosciences, and collaboration with other economic development organizations are expected to make a difference in a long process.



Source: Morrison Institute for Public



## A BRIEF LOOK AT THE PERCEPTIONS OF LEADERSHIP

- Outlooks have changed a lot about leadership overall but the trend is downward when it comes to how today's residents are looking at the quality of leaders. As showing in a variety of Arizona and US studies over about a decade, leadership to address society's problems is perceived to be in short supply.

## **A Brief Look at the Perceptions of Leadership**

### **80th Town Hall Leadership Recommendations a Decade Ago**

At the time of the last Town Hall on leadership in May 2002, Arizona was trying to regain its economic footing after a recession (a milder one than the most recent). The effects of global competition and the uncertainties left by the September 11, 2001 attacks were just beginning to be understood widely. Janet Napolitano and Matt Salmon were facing each other in the governor's race. The new century beckoned with promise but concerns about the state's shortcomings were evident too. The full recommendations from a decade ago are too long to include here but this selection shows some connections between past and present. The 2002 report noted:

- Effective leadership is critical to Arizona's future and must be improved.
- Families should encourage and teach strong values and a sense of self-worth beginning in early childhood. All members of the community should encourage the development of young emerging leaders. Employers should encourage their employees to give back to their communities. Communities should encourage the recently retired sector of the population to become more involved in leadership.
- The voting public needs to inform elected officials of issues that concern it and hold them accountable.
- The current Arizona Legislature should create an ongoing legislative structure that provides a mandatory orientation program for all legislators—plus staff. The executive branch should create a comprehensive program for departing and incoming elected and appointed officials.
- Formation of a statewide association of broad-based community groups should be considered to support and encourage collaboration and the identification of leaders for our communities.
- We need to encourage the establishment of more headquarters in Arizona, as well as the development of all sized businesses and franchises. Many new companies do not have a corporate culture requiring or even encouraging community involvement. We need to show these businesses that the community cannot be strong without their involvement and show them how that involvement will benefit their bottom line.
- The role of education includes developing new leaders, building the capacity of existing leaders through continuing education and teaching citizenship.
- There is value in the media's role as a watchdog to inform the public of questionable conduct by its leaders. However, there are boundaries that should be observed, especially the privacy rights of the leader's families, the failure of which can discourage quality leaders from serving.
- Perhaps the most significant impediment to developing new leaders in Arizona is the lack of common vision. We need to create a broad common vision for the state to continually revisit an update the vision, and monitor the progress in working toward realizing the vision.

### **What Americans Think**

Outlooks have changed a lot about leadership overall but the trend is still downward when it comes to how today's residents are looking at the quality of leaders. As shown in a variety of Arizona and US studies over some years, leadership to address society's problems is perceived to be in short supply. The excerpt below from the 2011 report shows why.

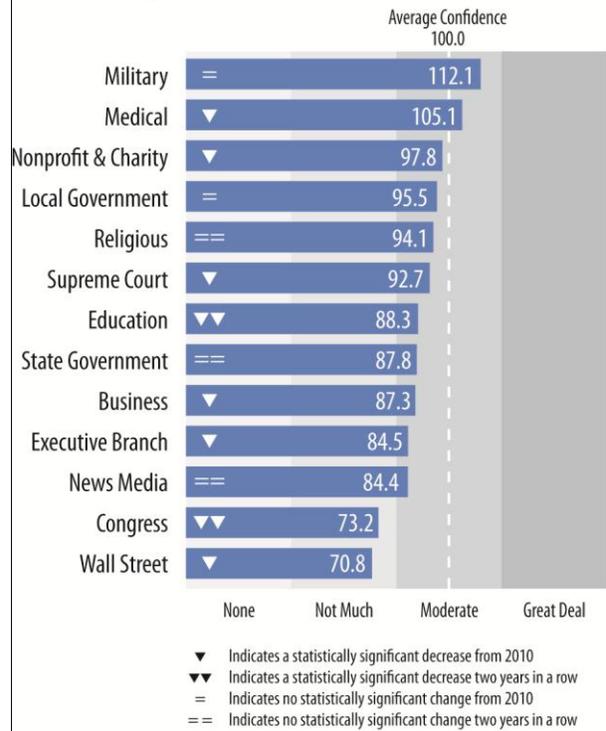
“In 2011, Americans’ confidence in their leaders has fallen to its lowest levels in the seven years since the Center for Public Leadership launched the *National Leadership Index*, an annual survey of Americans’ confidence in the leadership of thirteen key sectors....It is tempting for those in leadership positions to blame the recession for this lack of confidence, and to trust that an improved economy will turn the numbers around. But to do so would be to miss the point—and miss the longer-term message that seven years of surveys provide. The downward trend is gradual; Americans have been relinquishing confidence not overnight, but step by step. Even now, they retain a surprising degree of confidence in the possibility that with effective leadership, the nation’s problems can be solved....Above all, leaders must be trustworthy—a judgment supported when leaders demonstrate...competence, working for the greater good, and achieving results.”<sup>1</sup>

### The Gap in Arizona

*The Arizona We Want*, published in November 2009 by the Center for the Future of Arizona, revealed that leadership plays a big part in Arizonans’ feelings about the state. In fact, leadership was identified as one of five overarching issues that warranted sustained attention. The initial report noted: “Arizona needs fully prepared leadership and governance structures appropriate to the 21st century.” The graphics below point to the concerns Arizona have.

## CONFIDENCE IN SECTOR LEADERSHIP, 2011

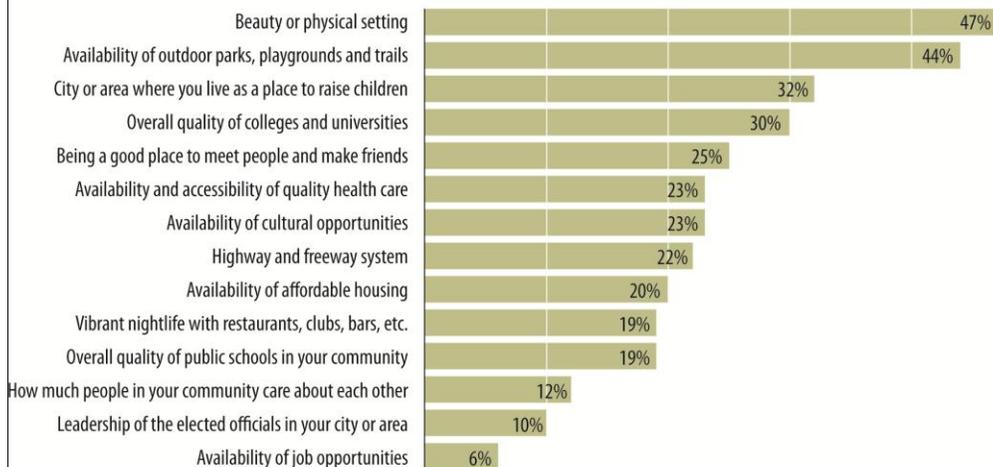
How much confidence do you have in the leadership of the following sectors?



Source: *National Leadership Index 2011: A National Study of Confidence in Leadership*, Harvard Center for Public Leadership.

## HOW WOULD YOU RATE THE FOLLOWING IN THE CITY OR AREA WHERE YOU LIVE?

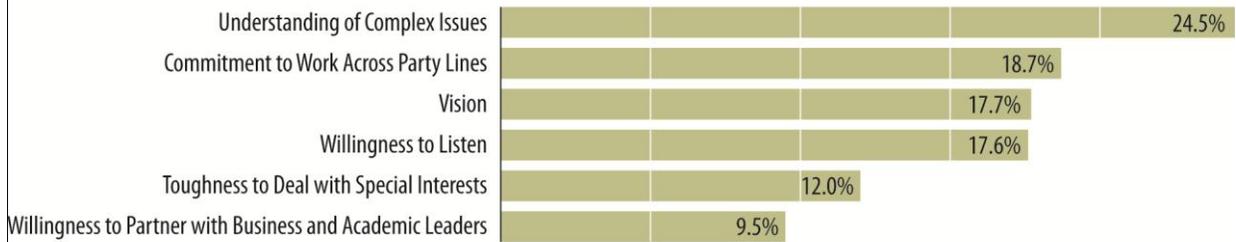
How would you rate the following in the city or area where you live?



Source: *The Arizona We Want*, Center for the Future of Arizona, 2009.

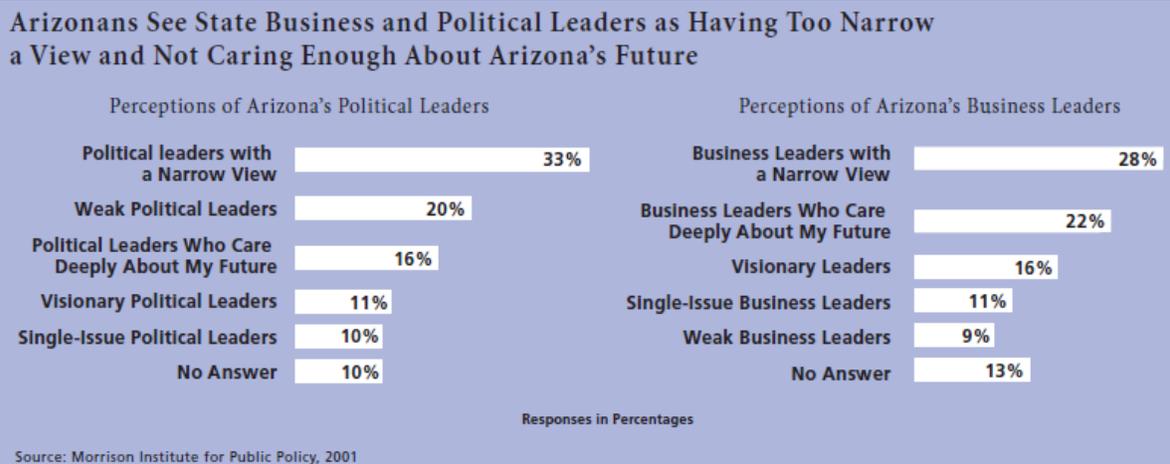
## ARIZONANS CHOOSE IMPORTANT TRAITS IN AN ELECTED OFFICIAL

Which ONE of the following traits is the most important quality in an elected official?



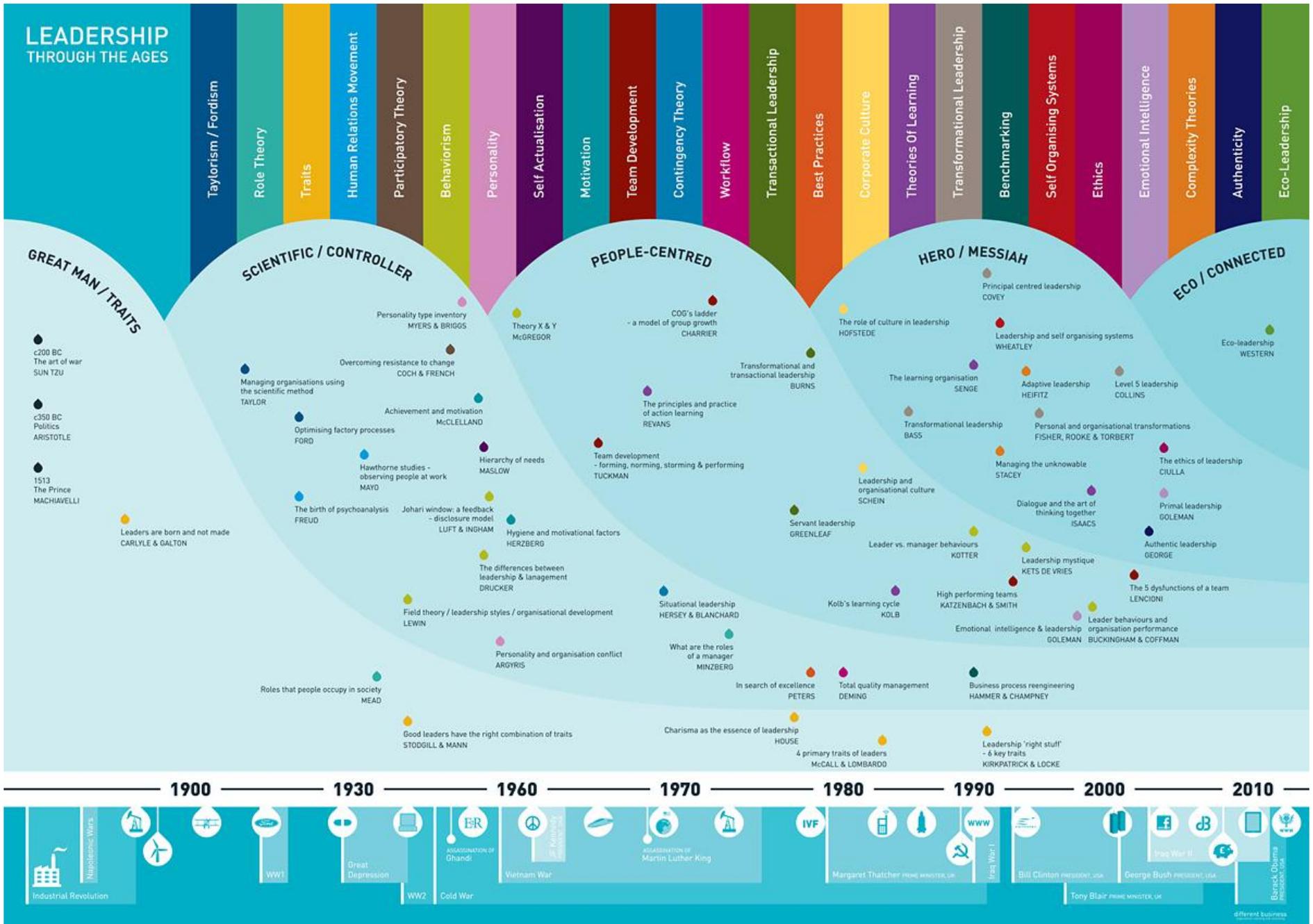
Source: *The Arizona We Want*, Center for the Future of Arizona, 2009.

These concerns aren't all that new. In October 2001, *Five Shoes Waiting to Drop on Arizona's Future* from Morrison Institute for Public Policy at Arizona State University posited that "leadership has become a spectator sport in Arizona."



We still study Sun Tzu, Aristotle and Machiavelli but thinking about leadership has evolved significantly since *The Art of War*. New ideas and practices have been particularly prominent in recent decades. This graphic by Lara Healey of Mzuri Design in the UK places major periods, tenets and thinkers along a timeline with economic, social and political milestones.

# LEADERSHIP THROUGH THE AGES





# LEADING ACROSS THE SECTORS

BY KIRK EMERSON, PROFESSOR  
SCHOOL OF GOVERNMENT AND PUBLIC POLICY, UNIVERSITY OF ARIZONA

- Contemporary issues are too complicated to be solved by just one group or sector. Working across the public, private, civic, and nonprofit sectors is the trend.
- Civic leadership across the public, private, nonprofit and civic sectors has never been more essential or more difficult.
- Effective cross-sector leaders are often “boundary spanners,” bringing people together, despite their differences.
- There is an entrepreneurial quality of cross-sector leaders, a stick-to-itiveness to hang in for the long haul. It also takes courage to be self-reflective and learn from criticism.

## Leading Across the Sectors

*by Kirk Emerson, Professor, School of Government and Public Policy, University of Arizona*

We live in an era in which effective governance is no longer the exclusive realm of government. Doing the public's business increasingly occurs in the context of cooperation across the public, private, nonprofit and civic sectors. Public policy issues are defined and framed through cross-sector policy networks. Proposed solutions are raised, debated and moved forward (or not) through competing and/or cooperating cross-sector coalitions and campaigns. Policy implementation and the provision of public goods and services take place through myriad combinations of multi-sector contracts, grants, partnerships and other hybrid arrangements.

Cross-sector governance is in part a response to the nature of the problems we face. Their sources and impacts are cross-boundary, cross-jurisdictional and cross-sector. Known by scholars as "wicked problems," their potential solutions are complex and contingent, uncertain and contested. Arizona is rife with such issues, from managing the Colorado River and groundwater supplies to education reform, health care access, energy infrastructure, immigration policy and border security. No one sector can tackle any of these policy problems successfully, and no one leader can address them alone.

We also live in a politically contentious time. Political polarization and partisanship among our leaders is on the rise. Civil discourse among political candidates and sitting members seems to be in short supply. The media headline ideological chasms but rarely cover or hale the bridge to artful compromise. Tolerance for such divisiveness is on the wane. A 2012 national survey commissioned by the National Institute for Civil Discourse found that more than [80% of voters without strong partisan ties were frustrated, angry or ashamed with leaders](#) who were failing to work together and address important policy issues.

The [National Institute for Civil Discourse](#) brings the nation's attention to working through problems. NICD was established in 2011 at the University of Arizona in Tucson specifically to advance the understanding and practice of civil discourse, strengthen our democratic traditions and improve governance and public decision making. For polling study and research summaries on political polarization and negative campaign advertising among other topics, see [www.nicd.arizona.edu](http://www.nicd.arizona.edu).

The public yearns for leadership, civility and solutions to pressing problems, while trust and confidence in government and elected officials to lead the way have declined. Emerging public leaders must now contend with the dual challenge of demonstrating their own integrity in a highly charged arena and restoring legitimacy to public institutions. These are not easy tasks to accomplish on one's own.

### **Six Leadership Principles for Cross-Sector Collaboration**

Public leadership across sectors has never been more essential or more difficult. It requires a different approach to leadership, one that relies less on formal authority and public acknowledgement and more on informal influence and discretion. Public leaders must now function in the networked world of the 21<sup>st</sup> century, where "an emphasis on command-and-control is being eclipsed by collaborate-and-connect" and where "effective governance is a product of collaboration."<sup>1</sup> Increasingly, scholars of leadership and public administration are researching, writing and teaching about cross-boundary leadership and collaborative governance. Much has been learned from studying leaders as they work in cross-institutional and cross-sector settings. While there is much still to be learned, consensus exists on principles that can be applied to cross-sector collaboration.<sup>2</sup>

Sharing commitment is the first principle of effective collaborative leadership. Leaders work together to identify their common interests, understand the nature of the opportunity to be grasped or the problem to be solved and agree on a strategy for moving forward together. They commit themselves, and those they represent, to work on a shared goal with clear conditions and expectations.

Sharing responsibility is a basic collaboration principle that grows out of shared commitment. Leaders agree to share the benefits and burdens of taking on a shared mission and attendant responsibilities. Contributions to the joint effort need not be identical, but correspond to each leader’s abilities and unique assets.

Sharing power is a challenging but essential principle of collaborative leadership. It requires an appreciation for the complexity of the problem and the fact that one jurisdiction or sector cannot solve it alone. Leading across sectors is “leading when no one is in charge,” where power-sharing is the likely way forward. This does not mean forsaking one’s own formal authority or values and beliefs, but rather using one’s power strategically and expanding the new shared authority through cross-sector collaboration.

Sharing capacity is a hallmark of effective cross-sector leadership. The purpose of such collaboration is to solve a public problem that could not otherwise be accomplished. This requires creating new capacity by leveraging shared knowledge and resources, building new institutional arrangements and attracting more leaders. Inspiring and maintaining new synergies and fostering mutual learning are critical components of this important leadership principle.

Sharing credit represents the humility principle that effective collaborative leaders exercise as they “check their egos at the door.” Cross-sector leaders understand their interdependent relationships with their fellow leaders and generously share the credit for joint accomplishments within and across organizations and sectors.

Sharing accountability is perhaps the most difficult principle to take on. Who is ultimately accountable for performance in a cross-sector initiative? There are many directions for finger-pointing in collaboration. To demonstrate this principle, leaders must be explicit at the outset about what success and failure will look like, how they will measure it and how they will learn from it. Tracking progress and adjusting along the way toward their shared goals will help facilitate shared accountability for collaborative performance.

Essentials for Collaborative Leadership: Stating these six leadership principles is one thing, enacting them is quite another matter. The different roles leaders play, their personal qualities and traits and their collaborative competencies all contribute to their effectiveness in working across the public, private, nonprofit and civic sectors.

Leadership Roles: Cross-boundary collaboration requires multiple leaders throughout the life of an initiative. Some leadership roles are crucial at the outset, others are essential for ongoing deliberation or in conflicts and still others champion actions through implementation.<sup>3</sup>

Initiators or Champions invest in getting a cross-sector initiative started. Their direction and commitment, good will and good offices attract their peers within and across the different sectors to participate and co-lead at the outset.

**Continuum of Organizational Sharing**

WHAT IS SHARED	MECHANISMS FOR SHARING		
Authority			Merger
Power			Collaboration
Activities & Resources		Coordination	
Information	Communication		
Nothing	None		

Source: Barbara C. Crosby and John M. Bryson. 2005. *Leadership for the Common Good Tackling Public Problems in a Shared-Power World*. San Francisco, CA: Jossey-Bass

Conveners assist in creating the right conditions for collaboration and bringing all people necessary to participate to the table. Their reputations as capable, fair and trusted leaders are especially important in motivating early commitment and establishing both internal and external legitimacy of the cross-sector collaboration.

Facilitators bring their professional expertise to bear as impartial managers of collaboration processes, working to assure transparency and build consensus among the group. Accountable to the group, they are particularly helpful in assuring effective and efficient processes and resolving disagreements when conflict or significant differences among members arise.

Partners lead too, representing the organizations and constituents in their sectors and committing to working toward joint solutions and shared benefits. Partners may collaborate across sectors as decision makers, planners and/or implementers.

Qualities and Traits: We would like to believe that anyone can be a collaborative leader. With experience, training and mentoring, we expect that anyone can be at the front of cross-sector endeavors. To the extent that there are many roles for leaders to play in collaborative action, that is true. Nevertheless, researchers have identified several individual qualities and traits to be important attributes of effective collaborative leaders. When looking for cross-sector leaders, or cultivating emerging leaders, these attributes should be kept in mind.

Trustworthy: Building and restoring trust among differing people and organizations are critical dimensions of collaboration and conflict management. Leaders' individual trustworthiness depends on developing and maintaining their reputation for personal integrity which includes, among many attributes, honesty, consistency, fair-dealing and dependability.

Public Spirited: Leaders with an interest and commitment beyond their own professional or business activity are essential to collaborative initiatives. Their perspective must be informed by a vision for what can benefit the public at large and by values that inspire them to work for the greater good. Being public spirited takes patience and the long view to overcome the bumps in the road and remain confident in the future's potential.

Empathic: Collaborative leaders are interested in other people, their lives, futures and capacities to make a shared vision a reality. Such leaders are in touch with other people's needs and concerns. They learn from others and are accessible and responsive to others. Empathy enables leaders to see the world from other vantage points and broaden or adjust course accordingly.

Courageous: Effective cross-sector leaders are often "boundary-spanners," bringing people together despite their differences and not shying away from conflict. It takes courage to tackle complex public problems, to extend beyond one's comfort zone and take risks. There is an entrepreneurial quality to cross-sector leaders, a willingness to be on the bleeding edge if necessary and a stick-to-itiveness to hang in for the long haul. It also takes courage to be self-reflective, to take criticism and learn from it, to know one's limitations and abilities and to mind one's ego in the midst of other leaders. Collaborative leadership is not for the faint of heart.

Leadership Competencies: The context of cross-boundary collaborative governance calls for special leadership competencies to build and maintain trust among a range of individuals and groups, inspire shared learning and

### **Five Qualities of Collaborative Leaders**

1. Feel driven to achieve the goal through collaboration, without ego.
2. Listen carefully to understand others' perspectives.
3. Look for win-win solutions to meet shared interests.
4. Use *pull* more than *push*.
5. Think strategically; connect the project to a larger purpose.

Source: Russell M. Linden. 2010. *Leading Across Boundaries*. San Francisco, CA: Jossey-Bass.

deliberation, and motivate joint problem solving and implementation of shared goals. Collaborative leadership requires skillful versatility to be able to work with many different people and organizations individually and collectively. It requires integrative, systems-thinking that can handle competing missions, ideas and interests simultaneously and see both the forest and the trees. When “leading when you are not in charge,” progress depends on the ability to exercise one’s authority while building joint authority, and balancing one’s own advocacy with open-ended inquiry into others’ interests and needs.

Leaders in cross-sector settings need to hone their communication, political and entrepreneurial skills. They will be called on to exercise not only their listening skills, but their power of persuasion and their ability to instill confidence and trust among many groups and the public simultaneously. These leaders will be particularly helpful at the outset to overcome the fear of and resistance to collaborating with those previously viewed as opponents or under-represented stakeholders. They will also be needed later on when building momentum and support for collaborative solutions. Collaborative leaders will also need specific skills in managing conflict and building consensus in the context of cross-sector collaboration. Additional political sensibilities will be needed with respect to timing and flexibility (for example, in the decision-making arena, to stretch or accommodate new ideas and alternative strategies).

### Collaborative Leadership Competencies

ATTRIBUTES	SKILLS	BEHAVIORS
<ul style="list-style-type: none"> <li>• Collaborative mindset</li> <li>• Passion toward outcomes</li> <li>• Systems thinking</li> <li>• Openness and risk taking</li> <li>• Sense of mutuality and</li> <li>• Humility</li> </ul>	<ul style="list-style-type: none"> <li>• Self-management</li> <li>• Strategic thinking</li> <li>• Facilitation skills</li> </ul>	<ul style="list-style-type: none"> <li>• Stakeholder identification</li> <li>• Stakeholder assessment</li> <li>• Strategic issues framing</li> <li>• Convening working groups</li> <li>• Facilitation mutual learning process</li> <li>• Inducing commitment</li> <li>• Facilitation trusting relationships among partners</li> </ul>

#### Things to Consider...

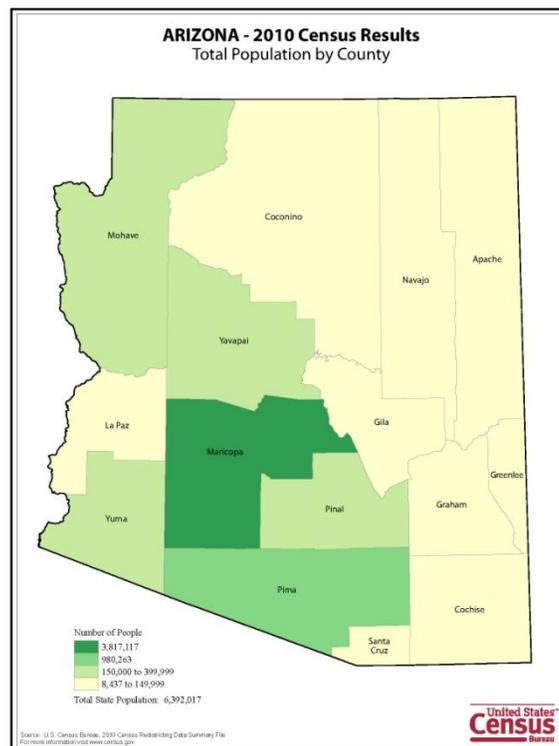
- What examples of cross-sector leadership are there in Arizona?
- Whom do you know in this state or your community who has played a cross-sector leadership role? What can we learn from their experiences?
- 
- What kinds of barriers make cross-sector leadership difficult in this state? How can we reduce these barriers and incentivize such collaborative leadership?
- How can we cultivate emerging leaders to work across sectors effectively?

## Edwards' 10 Steps to a Better Congress

Mickey Edwards once represented Oklahoma in the US Congress. He now directs the Aspen Institute-Rodel Fellowships in Public Leadership and has contributed to the *Chicago Tribune*, *Los Angeles Times*, and National Public Radio, among other media outlets. His latest work, [\*The Parties Versus the People: How to turn Republicans and Democrats into Americans\*](#), calls for improvements in the American political system—particularly changes in the two parties and elections to focus on more cooperative approaches to legislation. He identifies 10 steps to a more productive, efficient Congress that might also be productive in individual states.

1. Take away the right of the parties to control access to the ballot.
2. Take away the parties' control over redistricting.
3. Reduce spending, increase competition.
4. Establish a nonpartisan congressional leadership.
5. Establish nonpartisan congressional committees.
6. Restore democracy to Congress.
7. Eliminate the trappings of partisanship.
8. Longer workweeks, more interaction.
9. Eliminate one-party White House strategy sessions.
10. Sign no pledges, stand up to bullies.

Edwards acknowledges the difficulty of unifying a hyper-partisan system. His argument supports debate and discourse as resolution to deal with what he sees as a central problem: the U.S. political system is disenfranchising citizens and many have lost confidence in the political process, leading to declining participation and a dysfunctional system.





# CREATING COLLABORATIVE LEADERS

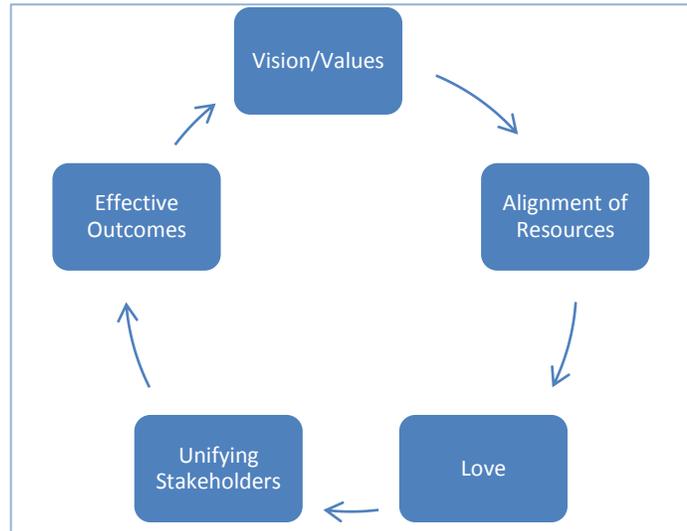
BY MIKE LETCHER, ASSISTANT PROFESSOR OF PRACTICE  
SCHOOL OF GOVERNMENT AND PUBLIC POLICY, UNIVERSITY OF ARIZONA

- Definitions of leadership have changed over time and continue to evolve.
- Past leaders could lean on authority and hierarchy. Today's leaders are one among many.
- Results are increasingly the measure of leadership.
- Leaders have to look to vision and values, align resources, love their work, unify stakeholders and produce outcomes.

## Creating Collaborative Leaders

by Mike Letcher, Assistant Professor of Practice, School of Government and Public Policy, University of Arizona

From the early 20<sup>th</sup> century heyday of “scientific management” originator [Fredrick Taylor](#) to the groundbreaking works of communitarian John Gardener, business consultants Tom Peters and Jim Collins and public sector observer Ken Miller, conceptualizations of public and private sector leadership have changed significantly and continue to evolve. Because, in part, of the long-term shift in leadership from being the province of the very few to the right of the many (think autocracy to democracy<sup>1</sup>), leadership is now seen to require building collaborative strategies and structures to address the complex, unpredictable problems facing societies. Past leaders could rely more on hierarchy, the authority of position, and familiar approaches to address problems. For example, building infrastructure in the 1950s to accommodate urban growth was far less complicated for the top-of-the-pyramid leaders compared to today’s context of public input to balance environmental quality with economic growth and social equity. Since no one person or discipline has all of the answers now, the problems leaders confront today demand working together across interests and perspectives to create successful solutions.



Source: Bridge Group

One way to look at it is that leaders now have to develop and implement collaborative solutions that are consistent with: Their vision and values

- The alignment of resources in the community and organization
- Their love for their work
- Unifying stakeholders for building consensus to implement solutions
- The development of effective outcomes for measuring and knowing what success looks like<sup>2</sup>.

Understanding the significance and learning how to use these collaborative skills are essential for current and emerging leaders.

### Vision and Values

Leaders must create a compelling journey for where the organization or community needs to go. But this is not simply the leader’s view of the future. “Visionary leaders work with others to co-create such vision—essentially *communal stories* that help diverse stakeholder groups develop a sense of what they have in common with each other and what they might do to tackle common problems and create a better future.”<sup>3</sup> Creating this shared vision does not diminish the need for leaders to shape the visioning process. To lead, leaders must understand their values. “All leaders are guided by their values, and those values must be aligned with those of the organization.”<sup>4</sup> A leader’s values create a vision linking the present state of the organization to its possible future. It embodies the story of the organization and illuminates a path from today to tomorrow. “First, remember that a compelling public vision is essentially a communal

story that links past, present and future.”<sup>5</sup> Leaders must chart a vision and then align that vision with the resources in the organization.

### **Alignment of Resources**

Having the right resources to execute the vision is critical for leaders. Assessing the capacity of the organization to accomplish the vision requires a commitment of time and resources that are often overtaxed by potentially less important issues. “The commitment of resources is the acid test for joint action to address public problems. The mobilization of new resources can make a significant difference. Even when a sufficient resource exists, they often must be configured or reallocated in appropriate directions.”<sup>6</sup> The alignment of resources is frequently an afterthought for leaders when implementing new projects. The leader has to be aware of the capacity of critical resources in the organization to take on new initiatives. “There are many kinds of organizational resources: human, financial, technology and intellectual... The better the leader possesses these resources and aligns the organization ... the better the organization functions.”<sup>7</sup> Alignment of resources is a critical component that leaders need to evaluate and assess before starting a new initiative. A great question for a leader to ask is: “What can we stop doing?” so that this new initiative can be started with sufficient resources.

### **Love the Work**

Leaders love what they do. It is the fuel that keeps them going. “Of all things that sustain a leader over time, love is the most lasting. It’s hard to imagine leaders getting up day after day, putting in long hours and the hard work it takes to get extraordinary things done, without having their hearts in it.”<sup>8</sup> The more that leaders work with the heart and mind in balance the more effective they can be. They can be positioned to attack one of the biggest impediments to organizational success, namely fear. “Effective leaders are reasonably comfortable with who they are—their strengths, their deficiencies and their humanity. They have to like themselves and recognize the truism that vitality and morale seldom flourish in an organization primarily based upon fear. They learn how to forgive and move on.”<sup>9</sup> Knowing who they are opens the leader to the power of listening to and respecting the opinions of others. Cesar Chavez noted: “There are many reasons for why a man does what he does. To be himself he must be able to give it all. If a leader cannot give it all he cannot expect his people to give anything.”

### **Unifying Stakeholders**

Everyone has an opinion. This fact is often magnified in groups. Leaders cannot operate in a vacuum. They may have created a compelling vision, aligned their resources in the organization for success and learned to lead with their heart, but that may not matter. The test is putting all of these skills in practice to unify the diverse populations and stakeholders they must rely on to get things done. “Leaders are invariably networkers. They help promote shared values and common ground. They are seldom able to win agreement on everything. The goal is to unite people to decide what is important and what their common goals and priorities are.”<sup>10</sup> For leaders to be successful unifying stakeholders, they must understand that “effective working groups do not seek agreement on a single, comprehensive answer or solution to the problem. Instead, they undergo the process of building multiple agreements and creating a set of strategies to which they can commit.”<sup>11</sup> The key for leaders is to create an environment that allows for this type of collaboration to occur.

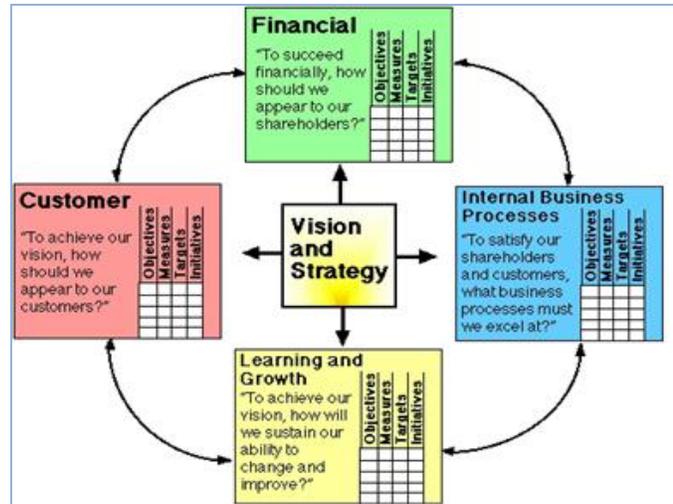
### **Effective Outcomes**

Leaders have to get results. Many organizations are great at counting what they produce, the number of clients served, arrests made etc. They are not so great at evaluating if their efforts are getting the outcomes that count. “Government and nonprofit agencies have less experience measuring outcomes than measuring activities.”<sup>12</sup> Focusing on the results assures the solution the organization developed is on target for addressing the problem. Leaders learn that the only solutions that count are the ones that truly make a measurable difference.

## Making Leadership Work

How can we operationalize collaborative leadership skills for the day-to-day roles leaders play in their communities and organizations? What tools can leaders use to allow collaborative leadership to work? In the early 1990s, companies started to use the “balanced scorecard” to develop more strategic approaches to their operations. The balanced scorecard helps organizations improve the articulation and understanding of their strategies. Although it has evolved and now is seen in many forms, the basic idea provides a framework for building strategies, addressing finances and customer service, creating internal processes aligned to customer needs and creating an environment conducive to supporting technology and organizational learning for continuous change.

- **Financial**--The strategy for diversifying revenue and excellence in financial reporting
- **Customer**--The strategy for improving customer service
- **Internal Business Processes**--The strategy for creating efficient and effective internal processes focused on customer satisfaction
- **Learning and Growth**--The strategy for creating an organizational climate that promotes change, innovation and continuous learning.



Source: Bridge Group

## The Example of 4 Square Management

Public sector leaders need a scorecard tailored to their needs and challenges. The scorecard should serve as a compass for aligning strategy with the tactical implementation of new initiatives and promote collaborative decision making. The vacuum that is often created without this alignment results in new initiatives that create some unexpected—even undesirable—consequences. A simple, but striking, example of such results is when a governing board acts on a policy without considering the staffing and long-term financial resources required to implement the policy effectively. Having an effective compass to guide an organization through the potential pitfalls is critical to more effective governance.

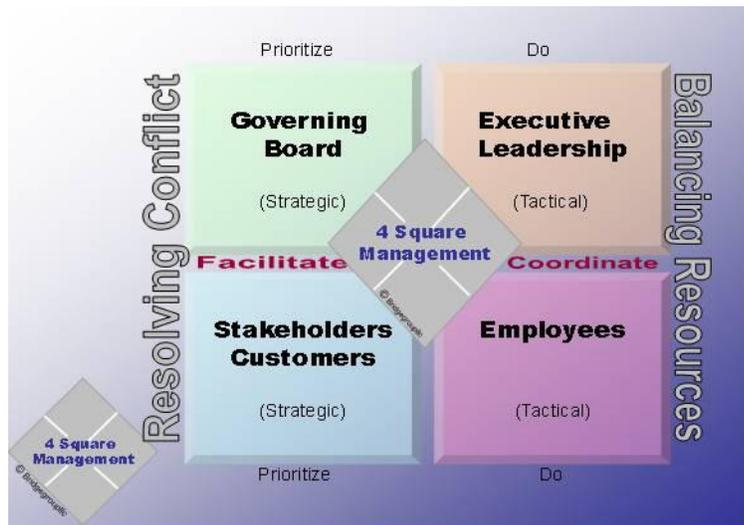
Staying on course is not easy in the public sector. A compass that keeps a steady direction for strategy and implementation would be useful. Public sector environments have significantly more transparency than the private sector. The actions of governing boards that direct management are conducted in the proverbial public “fish bowl.” Public opinion and external players, including print and social media, increasingly shape and dictate actions, instead of policymakers’ strategic decisions. A check list for public sector leaders could provide a compass to maneuver through the development and implementation of new initiatives. The key is finding the balance among:

- The stakeholder/customer expectations
- Governing boards’ desire to meet those expectations through policy direction
- Capacity to implement the policy
- Capacity of employees to execute the policy for the stakeholders/customers

4 Square Management is one tool among many to guide an organization through improving the effectiveness of implementing new initiatives or projects. Its questions make it effective as the creator of an environment for civic leadership and civic accomplishments

### Stakeholder/customers' expectations

- Is this initiative consistent with our vision and mission?
- Is it one of our stated priorities or strategic focus areas?
- Does it address an immediate, pressing problem that is appropriate for the organization to deal with?
- If funding is involved, can this initiative be sustained over the next five years among other competing budget priorities?



Source: Bridge Group

### Governing board desire to meet those expectations through policy direction

- What are the outcomes we will use to determine if this initiative is successful?
- When will the initiative be reviewed to determine how it is being implemented?
- Do we have existing policy direction from an approved plan to undertake this initiative?
- What are the best practices for this initiative?

### Management capacity to implement the policy

- Do we have the necessary operational procedures to implement the initiative?
- If the initiative requires technology, is it in place?
- Is a performance measurement system in place to track the outcomes?
- Do we have the necessary infrastructure and supervisory capacity to implement the initiative?
- Do we need a field trip to develop and implement the initiative?
- What are the contingency plans if the initiative has problems during implementation?
- What is our communication strategy for the initiative and the spokesperson?

### Capacity to execute the policy for the stakeholders/customers

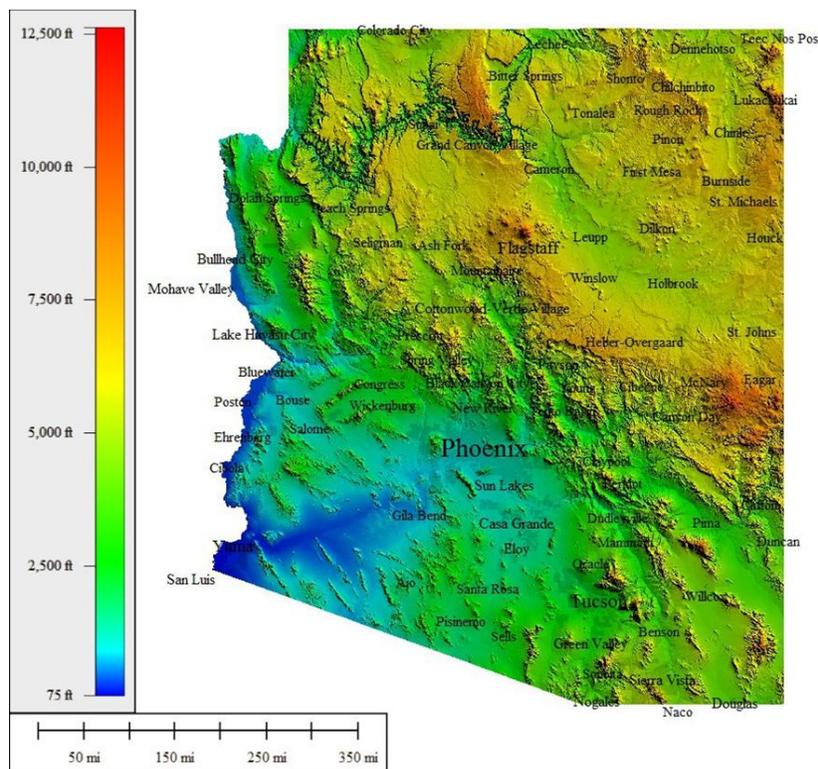
- Has first line employee/volunteer input been received on how to implement the initiative effectively?
- Is employee/volunteer training required to implement the initiative?
- How will implementing this initiative impact current work cycles for services?
- How will implementing this initiative affect timelines on implementing any other initiatives directed by the governing board?

Many tools can provide the platform for implementing a collaborative approach for leaders to facilitate vision and values, alignment of resources, love for their work, unifying stakeholders for implementation and making sure they have effective outcomes to achieve the results they want. This simple template for governing boards and management to use will not delay the development of new initiatives. Rather, it will help to make sure the initiative is ready for implementation.

Things to Consider...

How does your organization stack up on:

- Vision/Values for building a shared vision and values in the organization
- Alignment of Resources to the vision to address community and organization priorities
- Love for the work
- Creating an environment that unifies stakeholders and their views
- Using effective systems and tools to determine outcomes for measuring and knowing what success looks like for new initiatives and projects



## ***Powell's 13 Steps to Greater Individual Leadership***

Civic leaders continually learn from others. Former Secretary of State Colin Powell's recent memoir [\*It Worked For Me: In Life and Leadership\*](#) (with Tony Koltz) distilled lessons nearly everyone can relate to.

1. **It ain't as bad as you think.** It will look better in the morning. This rule reflects an attitude and not a prediction. I have always tried to keep my confidence and optimism up, no matter how difficult the situation. Things will get better. You will make them better.
2. **Get mad, then get over it.** I've worked hard over the years to make sure that when I get mad, I get over it quickly and never lose control of myself.
3. **Avoid having your ego so close to your position that when your position falls, your ego goes with it.** Accept that your position was faulty, not your ego. Loyalty is disagreeing strongly, and loyalty is executing faithfully.
4. **It can be done!** Don't surround yourself with instant skeptics. At the same time, don't shut out skeptics and colleagues who give you solid counterviews.
5. **Be careful what you choose.** You may get it. Don't rush into things.
6. **Don't let adverse facts stand in the way of a good decision.** Superior leadership is often a matter of superb instinct. Often, the factual analysis alone will indicate the right choice. More often, your judgment will be needed to select from the best courses of action.
7. **You can't make someone else's choices.** You shouldn't let someone else make yours. Since ultimate responsibility is yours, make sure the choice is yours and you are not responding to the pressure and desire of others.
8. **Check small things.** Success ultimately rests on small things, lots of small things. Leaders have to have a feel for small things—a feel for what is going on in the depths of an organization where small things reside. The followers, the troops, live in a world of small things. Leaders must find ways, formal and informal, to get visibility into that world.
9. **Share credit.** People need recognition and a sense of worth as much as they need food and water. Share the credit, take the blame, and quietly find out and fix things that went wrong. Whenever you place the cause of one of your actions outside yourself, it's an excuse and not a reason.
10. **Remain calm. Be kind.** In the "heat of the battle"—whether military or corporate—kindness, like calmness, reassures followers and holds their confidence. Kindness connects you with other human beings in a bond of mutual respect. If you care for your followers and show them kindness, they will recognize and care for you.
11. **Have a vision.** Be demanding. Purpose is the destination of a vision. It energizes that vision, gives it force and drive. It should be positive and powerful, and serve the better angels of an organization.
12. **Don't take counsel of your fears or naysayers.** Fear is a normal human emotion. It is not in itself a killer. We can learn to be aware when fear grips us, and can train to operate through and in spite of our fear. If, on the other hand, we don't understand that fear is normal and has to be controlled and overcome, it will paralyze us and stop us in our tracks. We will no longer think clearly or analyze rationally. We prepare for it and control it; we never let it control us. If it does, we cannot lead.
13. **Perpetual optimism is a force multiplier.** Perpetual optimism, believing in yourself, is a force multiplier. If you believe and have prepared your followers, the followers will believe.

### [Military Experience & CEOs: Is There a Link?](#)

Korn/Ferry International, a global human resources consulting firm and the Economist Intelligence Unit joined together in 2006 to explore the connections between success as a military leader and the potential of being a CEO of a global company. Their report highlighted that military and business success shared some common themes. The characteristics will sound similar to those inherent in civic leadership, as this excerpt shows.

“Large corporations need proven chief executive officers who can handle a fiercely competitive business environment — and candidates with military experience may well fit the bill. According to an in-depth analysis of data on S&P 500 CEOs, military training offers lessons in leadership that can prove invaluable in the boardroom. Although a statistical relationship between military service and executive performance is difficult to establish, some correlations are clear. This report, published by Korn/Ferry International in cooperation with the Economist Intelligence Unit, identifies the major traits that characterize ex-military CEOs and suggests that deft management of stressful situations in the real-world setting of military operations may well enhance performance in a corporate environment. Significant findings include the following:

Military officers are over-represented among the ranks of CEOs. Chief executives who served as military officers constitute 8.4% of the S&P 500, compared to only 3% of all US adult males who served as officers. CEOs with a military background are more likely to deliver strong performance. As of September 30, 2005, companies led by these CEOs delivered higher average returns than the S&P 500 index over the one, three, five and ten-year horizons.

Chief executive officers who have served in the military tend to survive longer on the job, probably because of their market-beating performance. They boast a median tenure of five years and an average tenure of 7.2 years, compared to four years and 4.5 years for all S&P 500 CEOs.

Ex-military CEOs are concentrated in the consumer non-cyclical and utilities sectors. Of the 59 CEOs with military experience that the study identified, 26% head up consumer noncyclical companies; whereas only 17% of CEOs without military backgrounds lead consumer noncyclicals. By contrast, ex-military CEOs are under-represented in the consumer cyclical and technology sectors.

The leadership skills learned in military training enhance success in corporate life. This is the most notable correlation we found between military service and executive performance. The CEOs interviewed reveal six leadership traits that have served them exceptionally well in the boardroom:

- learning how to work as part of a team
- organizational skills, such as planning and effective use of resources
- good communication skills
- defining a goal and motivating others to follow it
- a highly developed sense of ethics
- the ability to remain calm under pressure.



# FOUR INTERDEPENDENT SECTORS

BY KELLY NIETO, PRESIDENT AND CEO  
GREYMATTER DEVELOPMENT

- Through the lens of leadership, the similarities among the public, private, nonprofit, and civic sectors stand out more than the differences.
- The sectors are interdependent today, even as perceptions of their differences remain.
- The sectors technically operate independently of one another, yet are part of a larger system. As such, change and movement in any one sector impacts one or more of the others.

## Four Interdependent Sectors

*By Kelly Nieto, President CEO of GreyMatter Development*

It would be convenient to define the private, public, nonprofit and civic fields independently and list the myriad of differences across the sectors. If this report were focused strictly on sector management, that would be possible and desirable. However, this is about leadership in general and civic leadership in particular. Through a leadership lens, little difference actually exists, even though their definitions vary somewhat.

- The **business** sector is generally considered in terms of its key economic function, which is the production of goods and services.
- The **government** or public sector is part of the state that deals with the production, ownership, sale, provision, delivery or allocation of goods and services by and for the government or its citizens, whether national, regional or local.
- The **nonprofit** sector is the “umbrella” name used to describe institutions and organizations in American society that are neither government nor business. Other common monikers include the not-for-profit sector, third sector, independent sector, voluntary sector, or social sector.
- The **civic sector** is the collection of public and private organizations, elected and appointed officials, advocates and citizens who are active in developing the quality of life in their places.

Stating the basic definition of each sector highlights a paradox. The sectors technically operate independently of one another, yet they are now increasingly interconnected and interdependent. As such, change and movement in one sector impacts the others. The biotech industry provides an example. Traditionally, nonprofit institutions have recruited business leaders to sit on their boards. Research conducted in a nonprofit organization may lead to new products in the business sector. Government has perhaps supplied important support services. Jim Greenwood, President and CEO of the Biotechnology Industry Organization (BIO), has noted that “most biotech companies license technologies from nonprofit organizations...the continuation of this relationship—along with a strong, dependable patent system and flexible licensing practices—is essential to maintaining America’s global leadership in biotech innovation.” BIO reported the economic impact of university and nonprofit institutional patent licensing to be approximately \$388 billion on US gross domestic product. University and nonprofit licensing supported as many as 3 million jobs. In 2010, academic and nonprofit research institutions spun out 651 new companies.

Strength and opportunity or weakness and challenge clearly live in the interrelationships of the sectors. An increasingly competitive business environment and declining support from government budgets and private and corporate donors, dictate that nonprofits develop the efficiency, infrastructure and market-focused discipline represented most often in the for-profit sector. Likewise, business has had to learn how to motivate and focus their people and resources to achieve a common mission. Businesses focused on a service-based mission may experience higher profit margins and less attrition among clients and employees.

Southwest Airlines offers an example in its self-description. “We are a customer service company who happens to be in the airline industry.” This leadership and operational mindset has driven many aspects of Southwest Airlines, resulting in year-over-year high customer satisfaction ratings and above-average employee retention and profits. Businesses with leaders who have learned to lead with heart, which is sometimes more common in their nonprofit and civic counterparts, can thrive in a sector measured on results and profit margins.

Looking from a leadership perspective across the four sectors shows a lack of definitive boundaries. One finds interdependence and commonality rather than independence. This integration may not be apparent and should not be confused with cross-sector governance, which is covered by Kirk Emerson in her article on *Leading Across the Sectors*. Rather, cross-sector activity is considered here in the context of leadership as a whole.

There are numerous definitions of, references to, and interpretations of leadership. It can be described as a functional role or group of individuals in an organization, association or community—“leadership decided we would...”; or it can describe a process, performed by one or more people. For this article, the operating definition, compiled from multiple leadership theorists and discipline experts, will focus on the latter. *Leadership is a process that creates an environment for effective direction and mobilization of people and their ideas, produces movement and accomplishes change through the energy and efforts of others.*

### **Management versus leadership across sectors**

Differences among the four sectors may be attributed to how one manages within one sector, rather than the process of leading within it. The table below highlights managing versus leading. Both are described in general terms (not specific to a particular sector, industry, market, group, etc.). At their fundamental level, managing is to plan, organize and control while leading is to motivate and inspire. One leader with experience in government, nonprofit and civic arenas, said: “I was a good manager. Effective with using the talents/skills of people who worked for me to meet deadlines, budgets, etc. But to lead, I had to inspire people. Was I a good Leader? Cannot say, although I would like to think I was. It is difficult to do both, yet both are critically important.”

#### **Managing versus Leading**

Adapted from [Kotter International Change Leadership](#)

	<b>Managing</b>	<b>Leading</b>
The Work of Each	Planning and budgeting - operational decisions, steps and timelines, allocating time, money and organization resources towards working level goals	Setting Direction - establishing and communicating a vision of a future state, strategic decisions (often in uncertain situations) to guide the overall direction, establishing an environment conducive to reaching that future
How it is Accomplished	Organizing and staffing - a structure with positional authority, individual roles, responsibilities, processes and procedures, infrastructure to coordinate the work of each component of the system	Modeling and Alignment - Being an example of what is expected in the organization, influencing other leaders, putting the right people in strategic roles, giving them authority and resources
Progress Happens	Controlling and Monitoring - problem are solved, resources reallocated, status reported to plans and budgets, re-direction may happen to continue on path to goals,	Inspiring - motivating people to apply their best self, holding them accountable to the major stakeholders in an organization, influencing
Resultant Outcomes	Measurable achievement to particular working goals, margins and/or predictable results, task completion, budget to actuals	Change - market shifts, new products, ideas, perspectives, alliances and collaborative relationships shaping/impacting the future direction of larger systems, communities and methods

### **Looking Forward: What it means today and in the future**

Consider the systematic impact of the following influences on each of the four sectors as well as the challenges created by the:

- Election cycles, political administrations and their differences
- Human capital development and retention, availability of a skilled workforce, volunteers
- Tolerance of and truly leveraging diversity of thought/style
- Multi-generational presence in the workforce
- Long vs. short term views (budget and resource planning), economic variation
- Technology available today and in the future

Now, consider the opportunities for leading from a sector dependence viewpoint. Regardless of the sector, marketplace, stakeholders, size of the group, structure or purpose, leadership truly matters. Revisit the definition of leadership used earlier and ask yourself . . . Which part will you play and what impact do you envision having as a result?

Things to Consider...

- What if each sector openly acknowledged their dependence on other sectors?
- What if each sector intentionally worked to be a resource for other sectors?
- What if alignment existed around a long-term vision and each sector defined their contributions (as well as their obligations) to achieving that vision?

### *Where is Our ROI?*

Civic leaders continually learn from others. Former Secretary of State Colin Powell's recent memoir [\*It Worked For Me: In Life and Leadership\*](#) (with Tony Koltz) distilled lessons nearly everyone can relate to.

Thousands of books and articles about civic, public, private and nonprofit leadership sectors debut every year. A significant leadership "industry" has emerged if counted only by the volume of publications, events and classes. Even so, Harvard University scholar Barbara Kellerman voices her concern about a "yawning gap between leadership theory and leadership practice."<sup>1</sup> In this excerpt from [\*Cut Off at the Pass: The Limits of Leadership for the 21<sup>st</sup> Century\*](#) for The Brookings Institution, she admits that some have benefited but posits that actually "the returns on our investment have been meager...The evidence of the global leadership deficit is now so rampant it's difficult wholly to ignore. Nick Petrie from the Center for Creative Leadership concludes that leadership development programs have not 'delivered' what is 'really needed.'...Withal, the leader-centric model remains unchallenged. In spite of obvious evidence to the contrary, the idea that followers matter, that people without authority now have as much of an impact as people with authority, continues nearly entirely to elude or be ignored by leadership experts. Moreover there is insufficient discussion of the importance of contextual intelligence, of, for example, understanding history or of mastering the changing technologies. In other words, while I argue for a leadership model that is more holistic and inclusive (leaders, followers, and context), the model that persists and prevails remains resolutely leader-centric."

"The leadership industry continues to thrive. This in spite of the fact that it is unmonitored and unregulated and largely bereft of reliable metrics. Until large numbers of leadership educators acknowledge and act on the need to professionalize the work they do, the past might provide more promising a paradigm of what to teach and how than does the present."

"Remember civics—the idea that everyone benefits from receiving a civic education...It is based on the principle that plain people should be engaged and educated, taught not necessarily how to lead, but to participate, collaborate, cooperate, and compromise in the interest of the common good....Can it be that what we really need now is not more leadership education but less—not less civic education but more?"



# THE ROLE OF ARIZONA'S INSTITUTIONS OF HIGHER LEARNING AND THE NEXT GENERATION OF CIVIC LEADERS

BY ANGELA HACKETT, RESEARCH ANALYST  
SCHOOL OF GOVERNMENT AND PUBLIC POLICY, UNIVERSITY OF ARIZONA

- Universities, community colleges, and other educational institutions are vital contributors to a deep pool of potential civic leaders.
- Universities have long contributed to the pool of civic leaders.
- Today's efforts are more collaborative and extensive than ever before.
- Skills are gained increasingly from experiences in communities.
- It is necessary to nurture knowledge, but also vital to foster confidence. Leadership can be developed by engaging students in the real-life processes of government, business, and research.

## The Role of Arizona's Institutions of Higher Learning and the Next Generation of Civic Leaders

*By Angela Hackett, Research Assistant in the School of Government and Public Policy, University of Arizona*

When the first university opened in Bologna, Italy in 1088 as a center dedicated to unrestricted thoughts and the uninhibited exchange of even conflicting ideas and philosophies, ushered in a new era in thinking about how future monarchs, scholars and leaders were educated and trained. Nearly a millennium later, institutions of higher education continue this tradition. Universities, not to mention the many other types of higher education including community colleges, have distinct roles as major sources of adult education, basic and applied research and professional development and training. Institutions of higher education provide students with the knowledge, skills and confidence to thrive in the public or private sectors as well as the capacity to be an engaged citizen and a potential civic leader. However this role has not been as obvious in recent times as in some times past.

To better understand how Arizona's public universities prepare tomorrow's leaders and how they view their responsibilities for civic leadership, the Arizona Town Hall, with the cooperation of Arizona Public Media and the three Arizona university presidents offices, conducted interviews with each President to explore how universities promote civic engagement and leadership in their communities. President Ann Weaver Hart from the University of Arizona, Michael Crow of Arizona State University and John Haeger from Northern Arizona University discussed how their institutions prepare and encourage students on their campuses to engage in their communities and develop civic leadership skills. They also discussed the challenges the university environments encounter when attempting to promote civic-minded academic programming.

The following questions were presented to each president as a guide to sharing their vision of campus civic leadership with the Arizona Town Hall.

- What is the role of the university in preparing future civic leaders of Arizona? What are the expectations the university curriculum places on students who are interested in civic leadership careers?
- A well-rounded, applicable skill set is necessary for strong leaders. How are you teaching these skills at the university, to staff, administrators and students?
- How do you promote civic involvement and leadership on your campus? What are you most proud of at your university related to civic engagements and leadership on your campus?
- What leadership advantages and opportunities do we have here in Arizona that can be promoted both within Arizona and in other states?
- What challenges do we face in Arizona for addressing critical problems in civic engagement and leadership?

The brief excerpts below and the [three Presidents' interviews](#) point to the influence of these institutions. Examples from community colleges and PreK-12 can be found in later parts of this report.

### **President Michael Crow, Ph.D. Arizona State University**

The way we teach the basic fundamentals that lie behind civic engagement and civic leadership is to start with making certain that every student has an understanding of the principles of democracy, some conceptualization of history, in particular, American history...and our own evolution as a Republic. One has to focus on can we instill in students a capability for critical thinking and critical analysis, the questioning of authority...the key to liberty.

**John Haeger, Ph.D.**  
**Northern Arizona University**

One of the most important pieces of the university curriculum is...that students understand that data needs to drive decisions. Students learn that data drives reasoned decisions, not ideology.

**President Ann Weaver Hart, Ph.D.**  
**University of Arizona**

Arizona is located in the most vibrant and growing portion of the United States. The southwest is going to be seeing tremendous growth and development. We are going to grow and develop, and have an impact on the rest of the country...shaping government, culture and policy in the years to come.

### ***SeedSpeak and Experience Matters: New Approaches to Civic Leadership***

#### **SeedSpeak**

SeedSpeak is a social network to help Arizonans (and anyone anywhere) quickly share great ideas and spawn civic action. Co-founder Retha Hill, who is also executive director for the Digital Innovation Lab at the Walter Cronkite School of Journalism and Mass Communication at ASU, says SeedSpeak is expected to be a catalyst for people to work together and get results. SeedSpeak starts where the “report a problem” apps many municipalities are creating leave off. Say you know of an empty city-owned lot that could be an ideal place for a community garden. Using the SeedSpeak website or iPhone app, place your idea (aka a “seed”) on the map right where the garden could be. You can add a description, photos or video to help explain your idea. You can even add tags to make it easier to find. Other SeedSpeakers, including elected officials, public agencies and community groups can then discover your idea, build on it, volunteer or use their networks to get it done. A Knight Foundation grant-winner, SeedSpeak is now being tested in Arizona. Hill said the goals are similar, put people in better position to change their community. “If you can show there are people behind an idea or momentum and show it to officials in power you can make a difference,” Hill said.”

#### **Experience Matters**

Nearly everyone realizes that baby boomers are getting older—all 78 million of them across the country and approximately 1 million in Maricopa County. Many want to “give back” or start “encore careers,” often in support of their communities. Experience Matters is creating a model that will support them in both. The organization incorporates training, coaching and technology to 1) enhance nonprofit capacity; 2) engage community talent; and 3) match organizations with individuals. The group is designing a marketplace that enables social purpose organizations and agencies to connect with baby boomers through paid and unpaid service opportunities. The “Encore Fellows” effort is taking advantage of the talented Arizonans who are retiring from business and want to move on to their next career. These executives represent a source for civic leadership too.



# THINKING IN TIME: PAST, PRESENT, AND FUTURE

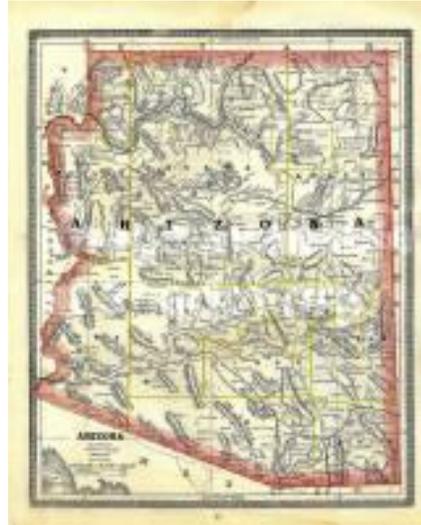
BY JACK AUGUST, EXECUTIVE DIRECTOR, BARRY GOLDWATER CENTER FOR THE SOUTHWEST  
AND VISITING SCHOLAR IN LEGAL HISTORY, SNELL & WILMER LLC

- At their best, many notable past leaders “thought in time” or for the long term. Examples show they could adapt to the circumstances and:
  - Set partisanship aside.
  - Look to the long term.
  - Work for the statewide interest.
  - Marshall resources for opportunities.

## Thinking in Time: Two Arizona Examples of Civic Leadership

*by Jack L. August, Executive Director, Barry Goldwater Center for the Southwest and Visiting Scholar in Legal History, Snell & Wilmer*

When Harvard University professors Richard Neustadt and Ernest May distilled decades of teaching and research experience into *Thinking in Time: The Uses of History for Decision Makers*, they “illustrated how decision makers and those who work for them could analyze and take account of what had happened in the past without being trapped into seeing history as a source of ‘lessons.’”<sup>1</sup> Looking back is still a good way to look forward. For [Arizona](#), the examples of Carl Hayden and Frank Snell are two case studies in civic leadership that have much to say for today, even as it is clear how much leadership and times have changed. However, they are not the only ones to show the strong roots of the Arizona style of civic leadership. Arizona has had a deep pool of civic leaders from which to draw such as the Babbitts, Udalls, Ragsdales, Rhodes, and many more in the public and private domains.



### **Public Leadership: Senator Carl Hayden**

As Senator Hayden’s good friend and fellow senator Barry Goldwater, stated: “Let me put it this simple way, whenever my service in the Senate is terminated, I hope that my service to my country and my state equals a small fraction of what Carl Hayden has provided in both areas.”<sup>2</sup> Hayden outgrew party personality early in his career. “I have friends in both political parties,” Hayden said, “and I do not forget that fact when there is an opportunity to be of service to them, regardless if they are Republicans or Democrats.” In short, Hayden never let political partisanship interfere with friendship or helping a constituent.

[Water use and distribution](#) lay at the heart of Hayden’s public career. The fortunes of his Arizona pioneer family were tied to water, or, more specifically, its diversion onto land. As a local leader of Tempe’s “southside” water interests in the 1890s, he lobbied for one of the first federal reclamation projects—Arizona’s [Salt River Project](#). During his first term in the House of Representatives he further displayed his understanding of the importance of water to his home state by obtaining authorization of an engineering study that led to the construction of Coolidge Dam on the Gila River and the San Carlos Irrigation Project.<sup>34</sup> He also helped shape federal reclamation policy early on by writing and securing passage of the provision that allows local water-user associations to take over the care, maintenance, and operation of federal reclamation projects. In nearly six decades in Congress, reclamation issues occupied more of his attention than any other legislative subject, with Colorado River development occupying a significant portion of that time.

He could also boast other areas of legislative proficiency that aided the growth not only of Arizona, but also of other western states. He was one of the leaders in federal highway legislation, co-authoring, for example, a New Deal measure that established a highway aid formula for the states on the basis of area rather than population. This legislation helped develop transportation links between the West’s widely distributed cities. He introduced and supported measures that advanced mining operations throughout the country. These efforts provided for fair prices, protection against unfair imports and subsidization of strategic metals. In 1919, he was the sponsor of the 19th amendment to the Constitution, extending the right of suffrage to women and he sponsored and managed the House bill to establish Grand Canyon National Park. He worked diligently for social security legislation and in 1950, fostered an amendment to that law which allowed American Indians to be included in its framework, thereby preventing the

withholding of benefits from a large number of American citizens. Forest conservation, national parks, labor, public lands, agriculture and veteran's affairs also attracted his attention.

The pinnacle of Senator Hayden's career was the passage of the Colorado River Basin Project Act of 1968, which resulted in the construction of Arizona's decades-long obsession, the [Central Arizona Project](#) (CAP). Today, Arizonans take the 336 mile-long canal for granted, but CAP, which channels Arizona's hard-won share of Colorado River water to the middle and southern portions of the state, including the rapidly growing metropolitan areas of Phoenix and Tucson. The project dramatically altered the course of reclamation history in the American West and it will continue to have an impact on the delicate desert environment throughout the 21st century.

Hayden's last "Arizona Report" to his constituents is still instructive; it suggested that his long life and career enabled him to "think in time," and that he knew he was a small part in larger historical processes. He noted that continuity was not everything and that human experience also included discontinuity—sudden, sharp, unexpected and difficult to foresee, if foreseeable at all.<sup>5</sup> He recounted his first impression upon entering the House of Representatives in 1912, where he received the advice of Maryland Congressman Fred Talbot, who explained that there were two ways to represent your people, "Being a show horse or being a work horse." Hayden informed Arizonans that throughout his career he tried to be the latter and he found it to be rewarding. He ended with: "Although I grew to manhood during the 19th century, I know full well our State and Country cannot return to the way of thinking of those years. The lesson is that we can learn from the past and Arizona...needs a Senator who is in full step with the times and is willing to lead us into the future where the fulfillment of the good life awaits all our people."<sup>6</sup>

As scholars and political leaders continue to reassess and revise their environmental and economic interpretations of federal reclamation in the American West, Carl Hayden will stand out in their analyses as a leader who championed and, in many ways, symbolized this movement. His unwavering support for water resource development defines most accurately the significance of his long tenure in Congress and speaks to Arizonans' core values during the better part of the twentieth century.

### **Private Leadership: Frank Snell**

If Hayden's unique western brand of leadership provides an historical example beyond the bounds of partisanship, Frank Snell, the co-founder of the law firm, Snell & Wilmer, demonstrated similar skills and dexterity in the private sector during the middle decades of the 20th century. Snell was the firm's rainmaker and considered "first among equals" of the so-called "Big Three" of mid-century Arizona—Snell, banker Walter Bimson and publisher Eugene Pulliam. A selective assessment of Snell's public engagement illustrates his enduring stewardship. He wanted to cultivate business relationships, encourage tourism and reform corrupt local political practices. Though his influence grew even more pronounced in the 1950s and 1960s the broad outlines of his civic leadership were evident before and during World War II. His actions complemented Senator Hayden's efforts in government affairs.

After graduating from law school at the University of Kansas, Snell arrived in the Salt River Valley in 1927 and entered legal practice. He joined almost every fraternal and booster organization in Phoenix, many of which aided the less fortunate, especially during the Depression decade. He learned that business could be generated through these connections. Perhaps the most important organization Snell joined was the Phoenix Chamber of Commerce, where he served as president in 1939-1940.

On the evening of December 16, 1939, in Florence, Arizona, Snell, in his guise as president of the Phoenix Chamber of Commerce, delivered the keynote address at the annual statewide meeting. He sought to find common ground with his chamber brethren, with "Arizona" the topic of his address. Snell launched into a rousing appeal to promote [statewide tourism](#), urging his audience to lift their eyes beyond the limited horizons of their own community interests; to pool their efforts and resources in behalf of the progress and development of the entire state.<sup>7</sup>

He spoke as a businessman and booster and not as an attorney for the Phoenix elite. He saw “hopeful tendencies to broaden our vision and enlarge our outlook”. Though he romanticized the past as he celebrated the region’s natural environment, he saw economic value in Arizona’s history and beauty. “We in Phoenix,” he avowed, “see your problems and appreciate your assets and you, in turn, must see and appreciate ours.” He pointed to neighboring New Mexico, which had developed a comprehensive program of state advertising. In January 1936, 50,000 tourists entered the Land of Enchantment and two years later 200,000 visited the state, all due, Snell said, to advertising and promoting New Mexico’s history and culture in a comprehensive fashion. Snell concluded his speech with an admonition: “It is high time that we as businessmen learn to sit around the conference table and talk ‘Arizona,’ and not ‘Phoenix, Tucson, or Florence.’ Snell left the podium to rousing applause and further affirmed his place among Arizona’s visionary civic leaders who viewed economic development in regional and not provincial terms.<sup>8</sup> Snell’s speech reflected his preeminent role in the burgeoning economy of Phoenix and Arizona as a whole. It was not only an attempt to build consensus and diffuse interurban tensions among rural and urban dwellers, but it also implied a related balancing between past and present.

During the war years, Snell, through civic action and public engagement, emerged as the preeminent leader in shaping the economic, social and political contours of Greater Phoenix. According to Phoenix businessman, Tom Chauncey, it was during these years that Snell created a public profile that prompted elected officials, journalists and the business community to consider him “the most powerful man that ever existed in Arizona.” Yet he used his influence with a notable degree of circumspection, discretion and dexterity. As one writer commented on this style of public stewardship, “Frank Snell used quiet power to influence Phoenix growth.” At times this quiet power was thrown into sharp relief when, in the late 1940s, a lobbyist being questioned by a legislative committee replied, “I can’t answer that until I check with Snell.”<sup>9</sup>

By 1940, Phoenix’s urban framework had been established as an agricultural center and it began a nearly half-century transformation into the economic, political and social metropolis in the region. A strong relationship between Phoenix and the federal government helped assuage pressing problems during the Depression. The New Deal had expanded the federal landscape in the West by its emphasis on the use of government as a positive social force. But New Deal policies laid a firm foundation for even greater involvement in the economy of the West.<sup>10</sup> The economic implications of mobilization and global conflict pushed Phoenix well toward metropolitan status. Snell & Wilmer, due in large part to Frank Snell’s persistent civic engagement, rode the boom as well as fostered the Valley’s economic rise, which, historians have argued, began as a combustible admixture of 300 days of sunshine per year with the technology of destruction.<sup>11</sup>

World War II stood as an important turning point in the growth of the American West; cities like Phoenix launched into a half-century of headlong urbanization. Snell described this juncture in apt terms: “We were coming out the Depression but the war came as a bang, really, businesses came in and labor was short.”<sup>12</sup> As a comparatively undeveloped region, Arizona was more open to experimentation than the older, more industrialized areas in the Midwest and East. Further, since most of the military action of World War II took place in the Pacific, Arizona was well-positioned geographically to become an important staging area. Moreover, it did not require massive reconversion to war production but instead offered ample opportunities for rapid development of new industries. Unquestionably, during World War II, the federal government transformed what had been a largely natural resource-based economy into one that was more diversified and could soon boast an industrial base.<sup>13</sup> Phoenix area business and political leaders, led by Snell, banker Walter Bimson and emerging construction magnate, Del Webb, shaped the nature and direction of this unprecedented economic growth.<sup>14</sup> Although the scale and pace of mobilization in 1940-1942 were unanticipated, Snell and his Phoenix booster colleagues had jumped into the metropolitan-military complex sweepstakes and they knew the competition for these federal defense industry fruits would be fierce.

These snapshots of Hayden and Snell tell only part of their respective stories and their commitment to civic leadership and public stewardship. While future leaders should utilize their examples, other developments during the second half of the 20th century, especially the increasing role played by Arizona’s nonprofit and philanthropic organizations, also will be critical in nurturing advances made during the last century. Indeed, non-profits and

philanthropies will play increasingly central roles in developing, supporting and encouraging civic leadership and responsibility in public and private sectors. In the future, the Haydens and Snells will not succeed if they do not have the support of the third leg of the stool; nonprofits and philanthropies focused on all manner of civic leadership in education, culture, political discourse, public health and other issues. The Flinn, Piper, Pulliam, Ivy, O'Connor House and Helios foundations, among others, represent this aspect of the social and political calculus that will be essential in sustaining a high level of civic leadership that will shape life in Arizona over the next century. Nonprofits and philanthropies will serve as the fulcrum of continuity that connect the lives and careers of Carl Hayden and Frank Snell to the future of Arizona and the Greater Southwest.

Things to Consider...

- How has Arizona's rich legislative history influenced current government decisions?
- What can be incorporated into modern government and business environments that are rooted in historical successes?

[Arizona: A History](#)

University of Arizona anthropology professor Dr. Thomas Sheridan updated his comprehensive history of Arizona for the centennial. This scholarly but highly readable book details Arizona's past in three major phases: incorporation, extraction and transformation. In an appearance on [KAET's Horizon](#) shortly after Arizona's 100<sup>th</sup> birthday, Dr. Sheridan discussed the state's past.

[Arizona Center for Civic Leadership: A Reading List for Civic Leaders](#)

Past experience often informs present public-policy choices. As a result, current civic leaders need a working knowledge of historical circumstances, people, and events. *A Short Reading List for Civic Leaders* is put forth simply as a resource for Arizonans who want to expand their knowledge to increase their service.



# CIVIC LEADERSHIP FOR ARIZONA'S FUTURE

BY NANCY WELCH, VICE PRESIDENT  
ARIZONA CENTER FOR CIVIC LEADERSHIP, FLINN FOUNDATION

- Recent mechanisms for bridging from civic engagement to civic leadership hold promise.
- Some of the strengths of past civic leadership can be seen in a variety of current examples.
- Arizona's next civic leaders are already among us.

## Civic Leadership for Arizona’s Future

*By Nancy Welch, Vice President, Arizona Center for Civic Leadership, Flinn Foundation*

Nearly everyone at one time or another has nodded knowingly after hearing a speaker share a centuries-old piece of wisdom: Tell me, I'll forget. Show me, I'll remember. Involve me, I'll understand.

This proverb, like civic leadership, sounds simple. Yet, they both assume a dynamic combination of knowledge and skills and the capacity to use many tools at once to influence actions and choices. The articles in this report have detailed much about the inner workings of civic leadership. Some examples will illustrate how various aspects, especially the cross-sector characteristics described by Kirk Emerson, are playing out across Arizona. Fellows in the Flinn-Brown Civic Leadership Academy provided the following vignettes.

### **Sharing Commitment—We Create Our Future in Pinal County**

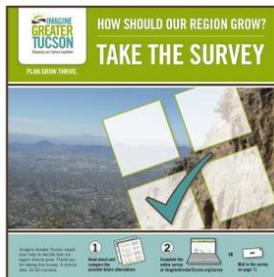


Like every county in Arizona, Pinal County is required to have an adopted Comprehensive Plan. When traditionally rural agricultural Pinal County started to experience the early-to mid-2000s growth boom, civic leaders, residents and professional planners realized that they had work to do to prepare for an urban future. Since a Comprehensive Plan update was also coming up, they elected to start process early with a countywide initiative to plan for quality growth while preserving the landscapes and lifeways residents prized. Countywide consensus and coordination among local, federal, state, and regional agencies; Native American communities; businesses, nonprofits, residents, and technical experts were both the goal and the result of this

intense effort. [“We Create Our Future”](#) was the mantra for Pinal County’s award-winning comprehensive plan. Audra Koester Thomas, senior associate at Partners for Strategic Action, Inc., was one of the principals who involved residents in this multi-year effort, which was readily approved by county supervisors and championed today.

### **Sharing Capacity—Northern Arizona Center for Entrepreneurship and Technology**

Business, government and civic leaders in northern Arizona were all too aware of the need for quality jobs in their region and the strengths and weaknesses of past economic development initiatives. They decided to support the creation of high-value jobs in their region in part by working together to “grow” new companies. The [Northern Arizona Center for Entrepreneurship and Technology](#), a technology business “incubator,” has hit its stride to do just that. CEO Russ Yelton reported that in the last three years, the center’s business clients have raised over \$70 million and created more than 200 new jobs, with salaries averaging north of \$65,000. The center also has connected similar programs across the state into an Arizona Business Incubation Association, contracted to manage the new Center for Entrepreneurial Incubation at Gateway Community College in Phoenix, and opened an office at Embry-Riddle Aeronautical University in Prescott. Structured programs for entrepreneurs are not new. The northern Arizona effort stands out for its civic leaders’ commitment to keeping young talent in the region and expanding opportunities for all residents. Indeed, the Arizona Commerce Authority recognized the organization with its 2012 Excellence in Economic Development Award. The center also received the William F. McWhortor Community Service Leader of the Year award for community development.



### **Sharing Accountability—Imagine Greater Tucson**

Tucson land use attorney Keri Silvyn spearheaded the creation of Imagine Greater Tucson to ensure Arizona’s second-largest metro area had a resident-driven vision for the future and concrete goals, plans and actions to achieve it. Thousands of Tucsonans have joined in the effort. To both protect and improve the region, she and many others wanted residents and leaders in greater Tucson to identify their shared values and goals as a basis for planning and decision making. As with IGT’s model Envision Utah, listening to residents, business people, community activists, and youth has been at the

centerpiece of a multi-faceted process. So far, Imagine Greater Tucson has identified community values, tested growth scenarios, and, most recently, announced [the regional vision](#). The next step is to integrate the vision and values into local plans and developments and move from hypothetical situations to real-life changes and long-term policies.

### **Sharing Responsibility—Teen Action Council**

Goodyear Vice Mayor Joanne Osborne started the [Teen Action Council](#) at her local “Y” years ago to not just give teens something to do but to help them learn leadership skills and develop a lifetime commitment to civic action. Leadership West has helped Vice Mayor Osborne over time by delivering a formal leadership component. The West Valley program’s Class XII created [Y2L](#) and added it to the Teen Action Council’s activities. West Valley business and government volunteers present to Y2L students on communication skills, team building and other issues. Each graduating class returns the next year to present Y2L to more students. Over nearly a decade, hundreds of youth have gained skills and perspective through planning and carrying out projects to help address local and regional problems, such as support for young people who are homeless.

**[Generational Differences Will Reshape Civic Leadership](#)**  
 Researchers have long described the characteristics of different cohorts of Americans and how those attributes affect attitudes and behaviors. These thumbnails show why civic leadership must be dynamic. The Pew Research Center created the following descriptions of today’s four major generational groups.

	<b>Born</b>	<b>Age</b>	<b>Characteristics</b>
<b>Millennial</b>	1981-1993	18-30	Less politically engaged than in 2008, most diverse generation—41% Hispanic or nonwhite, 17% of registered voters, consistently liberal views on many social and governmental issues, experiencing high rates of unemployment, but still upbeat
<b>Generation X</b>	1965-1980	31-46	Similar to Millennial on social issues, Grown more critical of government over the last decade, Since 2009, sharp drop in financial satisfaction, 26% of registered voters
<b>Baby Boomer</b>	1946-1964	47-65	37% of registered voters, now express as much frustration with government as the Silents, Uncertainty has many planning to delay retirement, Nearly half say life in U.S. has gotten worse since the 1960s
<b>Silent</b>	1928-1945	66-83	17% of registered voters, majority white, conservative views on government and society most of their lives, Social Security a top issue, highly engaged in 2012 election

*Source: Angry Silents, Disengaged Millennial: The Generation Gap and the 2012 Election, Pew Research Center, 2011*

### **Sharing Power—Real Arizona Coalition**

Lisa Urias, CEO of Urias Communications, and a wide variety of business people, residents and community leaders developed the [Real Arizona Coalition](#) in response to the potential damage to Arizona’s economy of negative publicity created by the passage of SB1070. Nearly 50 Arizona organizations, such as Greater Phoenix Leadership, Southern Arizona Leadership Council and East Valley Partnership have joined Tucson Regional Economic Opportunity, One AZ Interfaith Leaders, and Sundt Construction, among others to bolster Arizona’s economy while working for far-reaching immigration changes nationally. The coalition has also focused attention on state economic needs besides immigration, such as job creation, education, a quality environment, and Arizona’s competitiveness, while leading civil, fact-based discussions on potential federal reforms.

### Sharing Credit—Big Brothers Big Sisters

Pete Griffin, then CEO of Big Brothers Big Sisters of Central Arizona launched **Think Big!** to reinvent how the organization worked with other groups involved in helping kids. Nearly everyone who works with young people recognizes that mentors can be critical to helping children overcome challenges. But not every group has the mentoring expertise of [Big Brothers Big Sisters](#). Many otherwise strong programs were not integrating mentorships into their core programs or thought they had to start a mentoring effort to offer that support. Through Think Big! Pete and his colleagues brought their mentor-matching credentials to other youth-focused organizations. Thus, they did not have to create mentor programs from scratch and, in turn, Big Brothers Big Sisters could refer its “Bigs” and “Littles” to partner organizations for more learning and recreational activities. This win-win scenario benefited kids and got groups working together who were thinking they had to go it alone.

### Sharing Capacity—Arizona Education Policy Initiative

Arizona’s university faculty members have deep expertise in the complex subjects Arizona’s policymakers are expected to master quickly but sharing information and applying it to policy problems have not been easy. In 2003, David Garcia, then an assistant education professor at Arizona State University and now an Associate Professor and at the Mary Lou Fulton Teachers College, came up with a new mechanism to bring faculty knowledge to members of the Arizona State Board of Education. Through the Arizona Education Policy Initiative, university scholars, particularly those who are adept at “translating” statistics and research to support policymakers, confidentially answer the questions state board members pose. The initiative is also a means of generating policy-specific research for the board’s use in decision-making. The model allows both the board and faculty members to generate research proposals that address policy gaps. The once-informal initiative is now the research arm of the State Board of Education, allowing it to provide in-depth research expertise to the state superintendent and board, even through leadership changes. The faculty responses are just one source of input for board members but they give policymakers access to insights from scholarship and help to ensure decisions are grounded in facts and what works.

These stories are just a few of the many available throughout Arizona but they help to underscore some of the “takeaways” from this report. If there were space to share the details of each initiative, these players would say, most likely, that communication played a major role in their efforts. They learned, and benefited in the end, from collaboration. They enjoyed bringing new information to the issues and understanding topics from the birdseye to the grassroots’ levels. They hung in with the efforts because of a concern for the common good. Their experience provides an Arizona-based model for civic leadership for the future.

<u>Communication</u> Two Way, Continuous, and Inclusive	<u>Collaboration</u> with Different People, Programs, and Perspectives	<u>Actionable Information</u> from the Big Picture to on the Ground	<u>Decision Making</u> for the Common Good
<ul style="list-style-type: none"><li>• Social Media</li><li>• Storytelling</li><li>• Media</li></ul>	<ul style="list-style-type: none"><li>• Public Involvement</li><li>• Diplomacy</li><li>• Compromise</li></ul>	<ul style="list-style-type: none"><li>• Analysis</li><li>• Synthesis</li><li>• Translation</li></ul>	<ul style="list-style-type: none"><li>• Long-term, data-based view</li><li>• Transparent</li><li>• Determined</li></ul>

*Arizona Republic* columnist Laurie Roberts watches civic leaders and the civic life of Arizona closely. Her [centennial column](#) puts a fine point on why we are looking at civic leadership again now; why we are seeking to understand the environment in which civic leadership must work; how we can ensure civic leadership is well matched to complex, diverse circumstances; how we will continually create and refresh a deep pool of Arizonans who will analyze issues, identify creative solutions able to stand the test of time and get the needed changes done. She wrote that “Arizona’s 100th birthday should mean some presents” and made some suggestions: “I would give her the leadership she deserves, people with a passion for the land and the vision and intellect to grow this state well, as befitting a place that really could be heaven on Earth. But I think the best gift that I, or any of us, can give her would be to simply remember what it was that drew us here or kept us here, if we were fortunate enough to be native-born. We should each consider how we might say thank you.”

## ***Bridging from Civic Learning to Civic Leadership***

The pathway to civic leadership can start at any age or stage. Arizona's Department of Education, Maricopa Community Colleges, community leadership organizations and other groups provide opportunities for civic learning and bridging to civic leadership.

### Excellence in Civic Engagement for PreK-12 Students

In 2011, the Campaign for the Civic Missions of Schools released its report *Guardian of Democracy: The Civic Mission of Schools*. The report detailed a decline in civic learning in American schools and presented six proven practices for civic learning. The Arizona Department of Education's Excellence in Civic Engagement Program picks up the report's challenge to prepare students to be not just college and career ready but also prepared to participate in civic life. Connecting "civic literacy" to Arizona's common core standards in English language arts and mathematics helps ensure that young Arizonans understand and can apply history and civic knowledge to today's social and political realities. Through the Excellence in Civic Engagement Program, the Arizona Department of Education will recognize schools that are "preparing all Arizona students to participate as active and responsible citizens." The goal of civic literacy is to ensure that students have a fundamental knowledge of their government and demonstrate the skills and traits necessary to participate as active, responsible citizens. For more on how schools can become an "Arizona Civic Engagement School," see <http://www.azed.gov/civicengagement/>.

### Maricopa Community Colleges to Integrate Civic Learning in Common Classes

Civic learning can happen anywhere and should happen almost everywhere. That is the premise of a pilot program at through the [Maricopa Community College's Center for Civic Participation](#) which will include the basics of civic engagement and local, state and national public policy discussions in courses across a variety of disciplines. The goal is to help students understand the connections between course content and personal civic concerns. Dr. Pushpa Ramakrishna, a participating faculty member, said, "Too many people are disconnected from community and political processes. Focusing on community and public policy issues that relate to course content will make courses more relevant to students and prepare them for meaningful civic engagement." The project will be tested with bioscience, psychology, education, business, and communications among others. The Maricopa Community Colleges have a track record of excellence in increasing civic participation. Earlier this year, Chandler-Gilbert Community College [was selected](#) as one of ten institutions nationwide to participate in the prestigious Bridging Cultures program, a three-year effort to increase civic learning funded by the National Endowment for the Humanities.

### Arizona Civic Leadership Collaborative

For more than 30 years, local leadership development organizations from Flagstaff to Tucson, Yuma to Show Low and many places in between have been training Arizonans to increase involvement in civic leadership in their communities. By now, thousands of Arizonans have participated. The Arizona Center for Civic Leadership created an interactive [directory](#) of more than 50 various local and regional programs. The results of a recent survey of the local and regional programs in the Arizona Center for Civic Leadership's directory showed that the majority of respondents from throughout the state had seen demand for their programs rise in recent years. The organizations' reach into their communities may be on an upswing.

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- <sup>4</sup> Arizona Center for Civic Leadership [www.azcivicleadership.org](http://www.azcivicleadership.org).
- <sup>5</sup> Liu, Eric, and Nick Hanauer, *The Gardens of Democracy*, p. 1.
- <sup>6</sup> Liu, Eric, and Nick Hanauer, *The Gardens of Democracy*, P. 7.
- <sup>7</sup> Liu, Eric, and Nick Hanauer, *The Gardens of Democracy*, p. 46 and p. 136.
- <sup>8</sup> Share of Population by Age, Arizona and United States, 2010, U.S. Census Bureau, Arizona Indicators.

### Leading Across the Sectors

- <sup>1</sup> (Morse, 2007, 79, 81
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- <sup>1</sup> Kellerman, Barbara, *Cut Off at the Pass*, Governance Studies, Brookings Institute, August 2012.
- <sup>2</sup> ©
- <sup>3</sup> Crosby Pg.115
- <sup>4</sup> Dym Pg. 95.
- <sup>5</sup> Crosby Pg. 263
- <sup>6</sup> Luke Pg. 131
- <sup>7</sup> Dym Pg. 104
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- <sup>9</sup> Cronin Pg. 320
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- <sup>11</sup> Luke Pg. 213
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#### **Four Interdependent Sectors**

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<http://www.azcentral.com/arizonarepublic/local/articles/2012/02/17/20120217arizona-non-profits-recovering.html>

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#### **Thinking in Time: Two Arizona Examples of Civic Leadership**

<sup>1</sup> May, Ernest, *Biographical Memoirs Richard E. Neustadt*, Proceedings of the American Philosophical Society, March 2009.

<sup>2</sup> See Jack L. August, Jr., *Vision in the Desert: Carl Hayden and Hydropolitics in the America Southwest* (Ft. Worth: Texas Christian University Press, 1999) 4; Jack L. August, Jr. "Carl Hayden: Born a Politician," *Journal of Arizona History*, 26 (Summer 1985).

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<sup>4</sup> Hayden served in the U.S. House of Representatives from 1912-1927. In the elections of 1926 he defeated incumbent U.S. Senator Ralph Cameron. Hayden served in the Senate from 1927-1969.

<sup>5</sup> Richard Neustadt and Ernest May, *Thinking in Time: The Uses of History for Decision makers* (New York: MacMillan, 1986).

<sup>6</sup> Carl Hayden, "Arizona Report," 1968, Carl Hayden Letters, Folder 7, Arizona Historical Society, Tucson, Arizona; "In Memoriam: Senator Carl Hayden, 1877-1972," Hayden Biographical File, Carl Hayden Papers Collection, Arizona State University.

<sup>7</sup> *Florence Daily Dispatch*, (Florence, Arizona) December 16, 1939; *Arizona Republic*, December 16, 1939.

<sup>8</sup> Ibid. Some of the distinguished business leaders in attendance were R. J. Jones, representing the Coolidge chamber, Tom Fulbright, Florence attorney, H.C. Hill, president of the Florence chamber, A. L. Moore, president of the Phoenix chamber, W. W. Knorpp, director of the Phoenix chamber, Granville A. Collins, of San Francisco and president of the Sunbeam Mining Company, and Percy Wright, consulting engineer of the Silverbell Mine.

<sup>9</sup> See *Arizona Republic*, August 31, 2011; Frank Snell oral history interview with Kristina Minister, October 21, 1988, Greater Phoenix Chamber of Commerce. In several historical accounts Snell avoided direct comments about his influence. Once, when asked about being the most powerful man in the city, he looked down and said he wasn't alone.

<sup>10</sup> Gerald Nash, *The Federal Landscape: An Economic History of the Twentieth-Century West* (Tucson: University of Arizona Press, 1999) 42.

<sup>11</sup> See Gerald D. Nash, *The American West Transformed: The Impact of the Second World War* (Bloomington: Indiana University Press, 1985). According to Nash, it would have taken forty years of peace to reshape the West as profoundly as four years of war. See also, Sheridan, *Arizona: A History*, 271.

<sup>12</sup> Snell oral history interview with Johnson, September 22, 1977.

<sup>13</sup> Nash, *The Federal Landscape*, 43. In the broadest sense, the \$60 billion-plus spent in the West by the federal government between 1940 and 1945 dwarfed government expenditures during the New Deal. Congress authorized

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half of this amount for war materiel. This amount was five times the value of all manufactures in the West in 1939. Federal agencies spent almost half of the \$60 billion in California, which doubtlessly redounded to benefit Arizona as well. Much of this amount helped California build a powerhouse aircraft industry. Put another way, in 1930 the federal government spent \$130 million in California; in 1945 it spent \$8.5 billion. In its collaborative efforts with private enterprise, moreover, government set the parameters and goals. In short it was the senior partner and private enterprise was the junior associate in carrying out mobilization for the war. Even more, the war effort facilitated major shifts of population westward, a vast overhaul of selected sectors of the western economy, an enormous increase in the size and number of military establishments, and a reshaping of the economic contours of western cities, like Phoenix and Tucson. Finally, agriculture, mining, and electric power producers, most of which were bulwarks of Arizona's economy, increased their production during the conflict.

<sup>14</sup> Richard Snell, oral history interview with Jack L. August, Jr., November 7, 2011, Phoenix, Arizona, author's files.