13

Leadership,
Governance,
and Citizenship

CHAPTER CONTENTS

The Chapter Contents have not been updated here. They will be updated with the correct subsections and page numbers at the end of the approval process, as page numbers can change due to formatting and other factors.
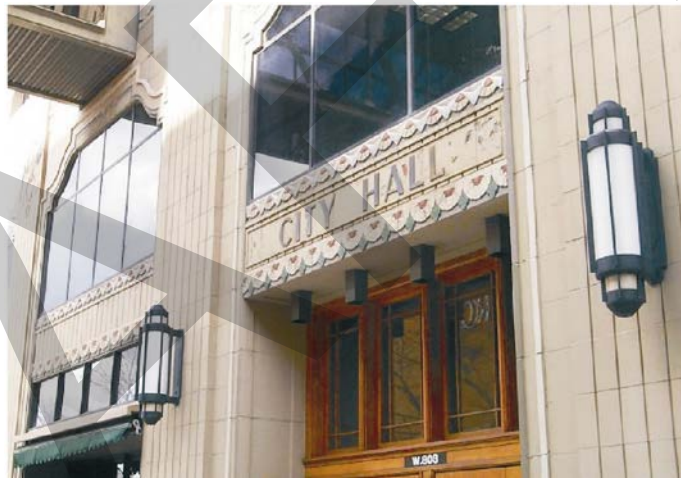
13.1 INTRODUCTION

Leadership, governance, and citizenship is a broad topic that explores the type of leadership, public participation, communication, accessibility, civic duty, and social responsibility needed for a healthy community. ~~Civic leaders across the country are weighing in with strategies to save cities threatened by inner city decline, and many urban centers have been successful in turning things around in their area.~~
~~A common theme emerged from those success stories; the elected officials and other key community members have demonstrated leadership. These committed people have achieved consensus on a community-wide vision for the future and have secured commitments from all parties toward an action strategy. Leaders have been tireless, focused, and disciplined. Casting a large net of inclusion within the communtiy and listening to what people said, they brokered the contract among the municipality, other institutions, and their constituents. In all of these cases, the high level of success is traced directly to leadership.~~

The introduction has been edited for streamlining.

~~The citizenship exercised by individuals also bears greatly on the community's health. Citizenship is demonstrated through voting, obeying laws, caring for others, inviting social diversity, and a host of other ways to further community well-being.~~ A prime opportunity for residents to practice citizenship is comprehensive planning, an activity that finds people's shared interests to build consensus on the community's future. Comprehensive planning presents one of the greatest challenges of citizenship, as people are asked to identify a future that is better for society as a whole rather than necessarily better for them as an individual. ~~The healthiest communities experience citizenship of this kind.~~

The achievement of this ideal results from a joint effort from elected leaders and active citizens. Spokane has already witnessed the tremendous impacts citizens can play in the realm of local government. ~~The Spokane Horizons process serves as a great testament to the power of a unified force working toward a common goal.~~ The goals and policies that are included in this chapter serve as the basis for how leadership, governance, and citizenship will <u>continue to</u> be encouraged and perpetuated in Spokane.

13.2 GMA GOAL AND REQUIREMENTS AND COUNTYWIDE PLANNING POLICIES

GMA Goals and Provisions

The Washington State Growth Management Act (GMA) includes 13 goals, which were adopted to guide the development and adoption of comprehensive plans and development regulations, provides the following specific direction:

For all chapters, the GMA Goal and Requirements and Countywide Planning Policies have been moved to Volume V, Appendix A.

RCW 36.70A.010 Legislative Findings

"The legislature finds that uncoordinated and unplanned growth, together with a lack of common goals expressing the public's interest in the conservation and the wise use of our lands, pose a threat to the environment, sustainable economic development, and the health, safety, and high quality of life enjoyed by residents of the state. It is in the public interest that citizens, communities, local governments, and the private sector cooperate and coordinate with one another in comprehensive land use planning. Further, the legislature finds that it is in the public interest that economic development programs be shared with communities experiencing insufficient economic growth."

GMA Leadership, Governance, and Citizenship Planning Goals (RCW 36.70A.020)

The GMA identifies thirteen specific goals, four of which substantively relate to the issues of leadership, governance, and citizenship. These include:

♦ Urban Growth. "Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner."
♦ Reduce Sprawl. "Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development."
♦ Citizen Participation and Coordination. "Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts."
♦ Public Facilities and Services. "Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current services levels below locally established minimum standards."

In addition, the GMA, in RCW 36.70A.140, gives explicit direction regarding public participation. It states that the City of Spokane "shall establish procedures providing for early and continuous public participation in the development and amendment of comprehensive land use plans and development regulations implementing such plans." Further, this passage instructs the decision-makers to "respond to public comments" in making the final decisions. In other words, should give substantial weight to process recommendations to respect the outcome of the public participation process.

Countywide Planning Policies

The Countywide Planning Policies provide some limited direction relative to Leadership, Governance, and Citizenship. This direction primarily addresses needs for on-going coordination of planning activities and service provisions between adjoining governmental agencies, such as between the City of Spokane and Spokane County. This information can be found in the Countywide Planning Policies and Environmental Analysis for Spokane County: Policy Topic 2 Joint Planning within Urban Growth Areas (UGAs); Policy Topic 3 Promotion of Contiguous and Orderly Development; and Policy Topic 8 Economic Development.

13.~~3~~2 VISION AND VALUES

Spokane ~~Horizons~~ volunteers <u>involved in the planning process</u> identified important themes in relation to Spokane's current and future growth. A series of visions and values was crafted for each element of the Comprehensive Plan that describes specific performance objectives. From the <u>Visions and Values</u> document, adopted in 1996 by the City Council, the Comprehensive Plan's goals and policies were generated.

Leadership, governance, and citizenship involves the role of government and type of leadership, participation, communication, accessibility, civic duty, and social responsibility.

All references to the "Horizons" process were deleted throughout the chapter, given the length of time that has elapsed since that process occurred – reducing the name recognition. The Comprehensive Plan now references the efforts of volunteers, including those that helped with "Horizons."

The Visions and Values of the "Horizons" process remain virtually untouched.

Vision

"Spokane will be an informed community that is visionary, respectful, tolerant, and inclusive. Spokane's leadership will be open, empowering, and responsible to planning for future generations within the city and greater community."

Values

"The things that are important to Spokane's future include:
♦ Respecting the needs of the city and surrounding community.
♦ Ensuring high quality of life for future generations.
♦ Encouraging the strong, visionary, decisive, and dedicated leadership of elected officials.
♦ Encouraging leadership that listens and responds to people.
♦ Ensuring a government that is responsive to the financial limitations of the community and controls spending appropriately.
♦ Guaranteeing that cost and benefits are distributed equitably among those receiving city services and amenities."

13.~~4~~3 GOALS AND POLICIES

Goals and policies provide specificity for planning and decision-making. Overall, they indicate desired directions, accomplishments, or aims in relation to the growth and development of Spokane.

☐ LGC 1 DECISION PROCESS

Goal: Make substantive planning decisions through an open public process in which the outcome of that process is expressed in the decision of elected officials.

Policies

LGC 1.1 City Council Direction

Begin each planning activity with formal Spokane City Council direction and a commitment to the process's outcome.

Discussion: City Council members, on behalf of their constituents, must assume ownership of the planning activity and assure its success. The first step is confirmation of the contract between the government and the governed, making sure the entire community is aware of this commitment. All participants need to know what is expected of the planning activity and what, if anything, are its limits. ~~This is accomplished through adoption by City Council of a resolution formally initiating each planning activity, setting out expectations, prescribing any limits imposed on the process, and committing future council members to the process. Finally, the elected officials have an obligation to respond to the results of the planning activity, taking such actions as are prescribed through the budgetary process, alterations to the Spokane Municipal Code, or changing the way the city conducts its day-to-day business.~~

This language was removed because it's procedural, not policy.

LGC 1.2 Resource Allocation

Commit sufficient resources to ~~each~~ planning activit~~ies~~ in order to __ensure that those activities engage the public and produce sound results.__ ~~reach a broad spectrum of the public through the citizen participation process.~~

~~**Discussion:** The City Council must provide sufficient resources (city staff, experts from other agencies, or money for subject matter specialists and other services), both in scope and subject matter expertise, to carry out the planning activity in a way that produces sound results. Being good stewards of public finances, leaders must precisely balance the project's needs with suitable resources.~~

The discussion was removed because the policy is self-explanatory.

LGC 1.3 Citizen Participation

Employ a variety of techniques and venues to ensure a broad representation of the citizenry in planning activities.

~~**Discussion:** One of the biggest challenges to community planning is ensuring effective citizen participation. Increasingly, people's daily schedules must accommodate more and more demands on their attention and available time. Participation in public processes faces great~~

This policy was likewise self-explanatory and discussion wasn't necessary.

competition for discretionary time. Also, there are great differences in the way that various groups and individuals in society view government and participation. Some of these differences are cultural and some are based on social status.

To engage citizens in planning activities, involvement techniques and venues must be varied and diverse. People should be able to participate as a group participant or as an individual, they should be able to participate in a central meeting place or in their home, and they should be able to participate actively or passively.

Technology offers new ways for citizens to access planning activities and should be utilized to connect with those who are comfortable with it. Technology should promote, not isolate, community dialogue — it should enhance opportunities to share opinions and desires in the context of a community-wide discussion.

The selection of participation venues should respond to citizens' limited time availability, their differences in mobility, and their perception of relevance between the subject and their geographic setting. Participation activities should be conducted throughout the community to involve citizens where they already convene for business, neighborhood, social or other purposes.

LGC 1.4 Documentation Trail

Incorporate a documentation trail into the public record of each planning activity, tracing the public input to its ultimate expression in the process's final decision.

LGC 1.5 Demographic Information

Utilize demographic information through viable census and survey activities to understand the profile of the community and measure public opinion.

This is common practice and does not necessitate a policy to direct it, thus it has been removed.

☐ LGC 2 CITIZEN-DIRECTED DECISIONS

Goal: Encourage citizens to become engaged in public process opportunities and direct the planning decision-making outcome.

Policies

LGC 2.1 Leadership Training

Pursue and support a variety of public and private leadership training programs for the general public, elected officials and city staff.

Discussion: The contemporary focus of c Community leadership training programs should focus on is servant leadership in which individuals are informed about the community, instilled with a commitment to hold the community's interest in trust, and provided given the skills to help build a healthier place. Programs such as Leadership Spokane, Youth Leadership Spokane and the Institute for Neighborhood Leadership provide valuable servant leadership training for citizens and should be supported with public investment and program enrollment

These program names are out of date so they have been removed.

LGC 2.2 Civics Education Throughout Life

Encourage the development of responsible citizenship and a knowledge of civics. in elementary and secondary education and throughout ensuing stages of life through other civics training programs to enable greater capacity for individuals to participate in community planning activities.

Discussion: Individual citizens participating in community planning activities bear a substantial responsibility for the success of these activities. It requires their exercise of initiative, discipline, thought, and communication. Increasing civic awareness through activities such as courses, lectures, webinars, and a strong public participation program can foster a more engaged citizenry. ~~This is advanced civics; they cannot pass this responsibility to any other individual, institution, or organization. It is an individual matter of personal integrity. This commitment must be learned at an early age through parental influence and consistent attention throughout their education. It must be continually reinforced through post-educational training and diligently exercised throughout their adult lives.~~

Mention of schools was struck from this policy because the city does not control the curricula of schools.

~~LGC 2.3 Encouragement of Healthy Citizenship~~

~~Reinforce healthy citizenship by city employees earning public trust through their daily contacts with citizens.~~

~~**Discussion:** Citizens are more inclined to participate in community affairs if they trust local government. One of the primary ways to increase trust is by officials and staff s demonstrating respect for public opinion, valuing the involvement of all citizens in governmental decision processes, and treating all citizens as equals.~~

This policy is redundant with Policy LGC 4.2, therefore it has been removed.

LGC 2.~~4~~3 Broad Community Representation

Strengthen the connection between city residents and city government by maintaining geographic diversity, cultural variety, and a wide range of community philosophies on boards and commissions.

LGC 2.~~5~~4 Boards and Commissions

~~Enhance the efficacy,~~ Recognize the credibility and value of City of Spokane boards and commissions by ~~assigning substantial value to~~ emphasizing the value of recommendations that are forwarded to decision-~~making bodies~~ authorities as an institutional discipline.

This policy language was modified for understanding and readability.

☐ LGC 3 PLANNING THROUGH NEIGHBORHOOD COUNCILS

Goal: Utilize the neighborhood councils and the Community Assembly as a way for the public to participate in planning activities and bring proposals through the City Plan Commission to the City Council.

Policies

LGC 3.1 Forum for Citizens

Use neighborhood councils as one of many forums for citizens to bring issues and/or problems to the City of Spokane for debate and to express their preferences for resolution.

LGC 3.2 Roles, Relationships, and Responsibilities

Maintain the role, relationship, and responsibility of the

neighborhood councils relative to City of Spokane activities as expressed in the City of Spokane Charter.

LGC 3.3 Collaboration and Problem Solving

Create opportunities that ~~showcase~~ foster successful collaboration among the neighborhoods.

Discussion: It is important to establish structure and ground rules for public discussion of planning issues and other topics. ~~The expectations of the community must be clear to everyone. In the early 1990s, the City Council created the Community Assembly and Neighborhood Council program as the principal conduit for communications. However, the guidelines necessary for effective and efficient communication initially were not established. It is important that these guidelines be institutionalized and passed on from generation to generation. It is also important that these guidelines promote~~ Neighborhoods must ~~collaboration~~ collaborate in pursuit of the common good and avoid ~~the ability of a neighborhood to pursue~~ the pursuit of a particular interest to the detriment of other neighborhoods or the city at large.

This language was modified because the historical information conveyed is not necessary to understand the policy.

☐ LGC 4 CITIZEN AND GOVERNMENT COMMUNICATION

Goal: Maintain open two-way communication between the city and its citizens through a variety of avenues.

Policies

~~LGC 4.1 City Communication With the Community~~

~~Continue to maintain a program of city communications with the community through all forms of media, utilizing trained and experienced professional communication officials.~~

This policy was redundant given the policy following (after modifications were made).

LGC ~~4.2~~4.1 Dissemination of Public Information ~~by Current Technologies~~

Use city cable television, ~~public access cable casting, the Internet, computer communication~~ websites, email, and other current technologies for dissemination of information on ~~the city's arts, health and human services, recreational, educational, vocational, and other~~ city and neighborhood activities.

This policy was modified to incorporate requirements from other policies and consolidate them into one.

~~**Discussion**: Traditionally, very limited communication tools have been used by the city, primarily consisting of the limited distribution of paper documents and occasional town hall and community meeting. *Modern technology provides many other opportunities for city officials and the citizens to communicate. The desire for better communication drives the city to explore all viable means.*~~

LGC ~~4.3~~4.2 Respect for Service Customers

Treat all citizens with respect in order to reinforce public trust ~~since they are the customers of city services~~.

Additional discussion was added here to strengthen the policy.

Discussion: Since citizens are the customers of city

services, city employees who have contact with the public must be periodically trained in customer service techniques. ~~Establish a culture of customer service by periodic training of all city personnel that have duties with public contact.~~ One of the primary ways to increase trust is by officials and staff demonstrating respect for public opinion, valuing the involvement of all citizens in governmental decision processes, and treating all citizens as equals.

~~LGC 4.4 Resources for Neighborhoods~~

~~Strive to provide all neighborhoods with education, resource, and information centers that may be located in schools, neighborhood centers, fire stations, or libraries.~~

This policy is redundant with the new Policy LGC 4.1.

~~LGC 4.5 Civil Discourse and Mutual Respect~~

~~Promote civil discussions of issues among persons holding different points of view.~~

This policy is redundant with Policy LGC 4.2.

~~**Discussion:** To a certain extent, communication is an intuitive human behavior, but it can be improved through practice. The contract between city officials and the citizens cannot be executed without open and effective communication. One of the most important leadership skills is active listening. The listening skills of city officials, residents, and other participants in the city's planning activities can be improved through training and continual practice.~~

☐ LGC 5 YOUTH CITIZENSHIP

Goal: Value youth citizenship as the foundation of the community's future and ensure that young citizens are informed about the community, invited into community-building processes, and ~~listened to for~~ given the opportunity to contribute ~~the~~ their insights and diversity ~~that they contribute~~ to the community dialogue.

Policies

LGC 5.1 Youth Participation

Support~~, model~~ and promote participation strategies~~, which~~ that provide opportunities for young people to engage ~~meaningful involvement~~ in decision-making ~~by young people.~~

The discussions under these policies were removed because the policies were self-explanatory.

~~**Discussion:** Young people have a fundamental right to participate in decisions which impact their lives. Partnerships with adults and peer support, an emphasis on consumer rights, assistance for youth action groups and membership on boards and commissions are appropriate strategies for implementing youth participation. Youth participation creates a sense of community ownership while building skills that will continue to be practiced as adult community members.~~

LGC 5.2 Young People as Citizens

~~Sharing~~ Share community resources, including public space and facilities, ~~is a fundamental right of~~ with young ~~people as~~ citizens.

~~**Discussion:** Provide opportunities for young people to speak out and, be listened to and make mistakes within a culture that gives respect and promotes empowerment. Recognize that education, legal and cultural rights are essential to combat stereotypes and promote acceptance of diversity.~~

LGC 5.3 Strategic Networking

Create effective advocacy in the interests of young people by building and maintaining alliances with a broad range of human resources, community interests, local government and the private sector.

~~**Discussion:** Promote young people's interest by emphasizing the effective use of resources and sound program outcomes. Collaboration and strategic action, leadership and a willingness to participate in mainstream policy and program initiatives are important elements of alliance building for youth.~~

~~LGC 5.4 Asset Initiative~~

~~Implement human asset-building concepts and terminology throughout all city processes.~~

~~**Discussion:** Assets are the fundamental building blocks of healthy development that each person, especially children, need to succeed. Valid and reliable research done by the **Search Institute**~~

This policy was removed because the management theories described are out of date and unclear.

~~has found that assets are powerful influences on adolescent and youth behavior – both protecting them from different problem behaviors and promoting positive attitudes and behaviors. Asset building crosses all cultural and socioeconomic boundaries. Implementation requires education of employees and customers about their potential as asset builders; development of policies that allow parents to be involved in their children's lives and that encourage employees to be involved with kids in the community; and supporting community asset-building efforts.~~

~~LGC 6 GOVERNMENTAL COORDINATION~~

~~**Goal: Encourage all jurisdictions to coordinate the planning, regulatory implementation, and capital expenditure process among governmental agencies (city, county, interstate).**~~

~~**Policies**~~

This goal is redundant with the Capital Facilities and Utilities Chapter as well as the CWPPs, and these activities are already required by the Growth Management Act (see Volume V, Appendix A).

~~LGC 6.1 City/County and Special District Coordination~~

~~Encourage city and county officials to meet regularly to enhance the delivery of urban services and transfer of governance related to growth in the unincorporated portion of the city's urban growth area.~~

This policy has been removed because it is already required by GMA and the CWPPs (see Volume V, Appendix A).

~~**Discussion:** Intergovernmental coordination unavoidably suffers when neighboring jurisdictions are in continual conflict over the tax base and revenues. The need for cooperation is great. Exceptional local leadership from both the City of Spokane and Spokane County is necessary to overcome the natural forces that separate the two jurisdictions.~~

~~LGC 6.2 Consolidated Service Delivery~~

~~Continue to consolidate service delivery functions when economically attractive and efficient so that the region's citizens receive an enhanced level of service and equitably distributed costs.~~

This policy has been removed because it is redundant with Capital Facilities Goal CFU 3 and the policies supporting it (see Chapter 5).

~~LGC 6.31 Uniform Standards and Regulations~~

~~Provide uniform engineering standards and land use regulations within the urban growth area, regardless of governing jurisdiction.~~

~~**Discussion:** Since all of the City of Spokane's urban growth area is expected to become part of the city within the 20-year planning horizon, it is important to prepare for the transference of government from unincorporated to City of Spokane incorporated status. Uniform standards and regulations help ensure that the City of Spokane does not inherit deficiencies in public facilities nor development patterns that are inconsistent with the city's ability to provide services cost-effectively and help create livable urban neighborhoods. A consistent standard between the City of Spokane and Spokane County also avoids development seeking the growth venue with the lowest (and, therefore, least costly) requirements.~~

This policy is already discussed in Chapter 5, Capital Facilities and Utilities.

☐ LGC ~~7~~6 RESPONSIVE CITY GOVERNMENT

Goal: Increase public confidence in the <ins>city's responsiveness to the pursuit of community values</ins> ~~responsiveness of city government to pursue community values~~ through the day-to-day administration of ~~city governmental services and operations~~ <ins>land use and development codes</ins>.

Policies

LGC ~~7~~6.1 Enforcement of Land Use and Development Codes

Utilize a violation-driven code enforcement system rather than a complaint-driven system to achieve compliance with land use and development codes.

Discussion: One of the fundamental principles of effective governance is to ensure responsiveness to the needs of citizens. Through the planning process, citizens express their desired quality of life and the features of the physical, social, and economic environments that characterize that quality of life. Land use and development codes are governmental tools to achieve those features. When violations of these codes occur, quality of life is damaged.

~~It is the duty of local government to pursue compliance with codes. This duty should not solely rely on citizens filing complaints to prompt enforcement action. Procedures should be established to engage all city employees in identifying potential violations and work for their resolution. Many employees work throughout the community on a daily basis and can spot infractions as soon as they surface. This proactive response to citizens' desires for quality of life enhances the government's respect and credibility.~~

This discussion was removed because it was not necessary in order to understand the policy.

~~This does not mean that citizens give up their responsibility for the care of the community. It is still important for citizens to be proactive about land use violations, nuisances, and other acts against public interest. Citizen complaints should be filed when violations are observed, and the maintenance of neighborhood quality should be promoted through peer education, actions by neighborhood councils and other local activity.~~

~~Although a violation-driven program will increase costs to produce higher levels of enforcement, financial penalties and remedies available to violators (such as recovering property by paying a fine) should be structured to offset these expenses.~~