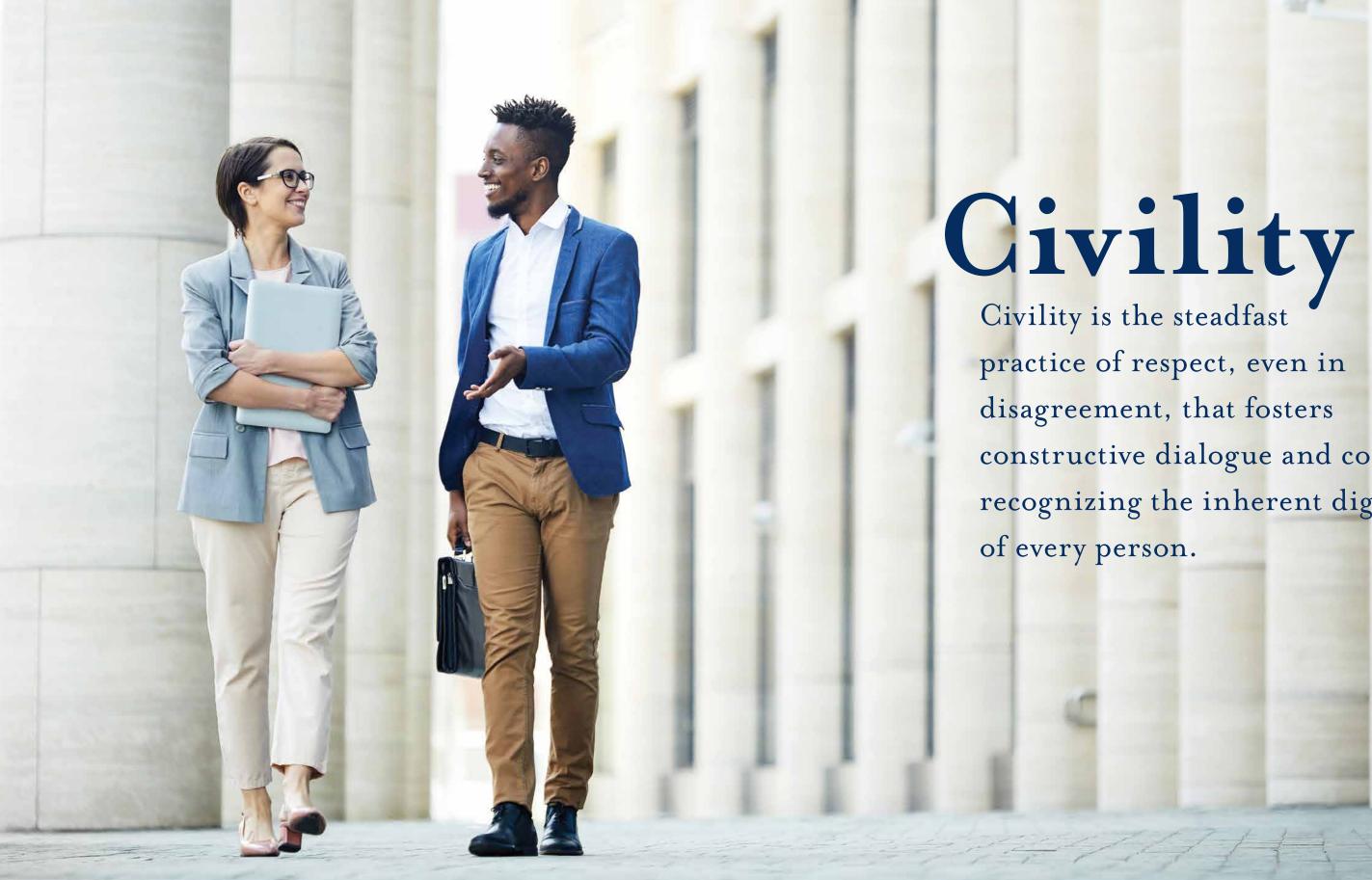
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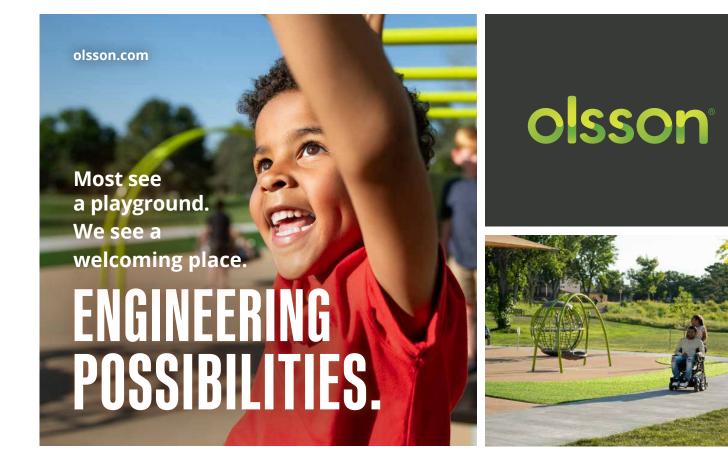
Vol. 100, No. 2, April 2024

Civility

Cultivating respect in Colorado local government, one conversation at a time



practice of respect, even in disagreement, that fosters constructive dialogue and connection, recognizing the inherent dignity

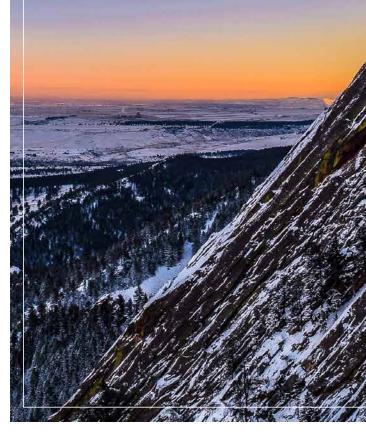






CENTURY **OF SERVICE**

More than 100 years ago, representatives from 11 municipalities met in Boulder to establish the Colorado Municipal League. Municipal government would never be the same again. Discover more about the history of the League at cml.org.



ABOUT SOME OF OUR CONTRIBUTORS



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municipal officials about new programs, perform their jobs and better serve their citizens and communities.

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Have thoughts about an article that you read in Colorado Municipalities?

Want to share those thoughts with your colleagues across the state?

CML welcomes thought-provoking letters to the editor! Send comments to CML Engagement & Communications Manager Denise White at dwhite@cml.org.

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Each issue of Colorado Municipalities reaches 5,000 municipal officials and decision makers. To reach those who lead Colorado cities and towns, contact CML Engagement & Communications Manager Denise White, dwhite@cml.org

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About CML The Colorado Municipal League is a nonprofit association organized and operated by Colorado municipalities to provide support

services to member cities and towns. The League has two main objectives: 1) to represent cities and towns collectively in matters before the state and federal government; and 2) to provide a wide range of information services to help municipal officials manage their governments.

MISSION Colorado Municipalities is published to inform, educate, and advise appointed and elected services, trends, and information to help them

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CML's 2024 President's Initiative is aimed at promoting

civility in local governance.

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For associate membership information, contact CML Engagement & **Communications Manager** Denise White at dwhite@cml.org.

INTRODUCTION

President's Initiative celebrates its fifth year

BY KEVIN BOMMER

EXECUTIVE DIRECTOR OF THE COLORADO MUNICIPAL LEAGUE

November 2019, the National League of City's (NLC) City Summit was held in San Antonio, Texas. Alamosa City Councilmember Liz Hensley was in her fifth month as Colorado Municipal League president and was taking in all that she could from what turned out to be NLC's last fall conference until City Summit 2022 in Kansas City.

I remember the moment that then-President Hensley exclaimed out loud how impressive it was that the incoming NLC president established an initiative or area of focus for the year ahead. If memory serves, I think she said, "That's cool!"

"I proposed the President's Initiative because I witnessed a similar approach during my visit to the National League of Cities conference," said Hensley. "Recognizing its potential, I believed it could serve as a means for the (CML) President to infuse their personal touch and leave a lasting impact on the Colorado Municipal League during their tenure."

Thus, the CML President's Initiative was launched, and it has become an integral part of CML's focus. For her term, Hensley focused on the theme of "good governance" and establishing the Sam Mamet Good Governance Award. The award was established in honor of retired CML Executive Director Sam Mamet, a tireless advocate for municipalities in his 40 years with CML, serving his last 14 as executive director. Former Colorado Springs Mayor John Suthers received the first award in 2020; awards have been presented at CML conferences since 2021.

Since 2020, CML presidents have created initiatives on Diversity, Equity, and Inclusion (2021), Housing (2022), and Succession Planning (2023).

Current CML President Jessica Sandgren, Thornton



councilmember, has set this year's initiative on "civility." Given the often contentious nature of public policy at the federal, state, and often the local level, Sandgren wanted to leverage the League's resources to provide practical information, training, and tools for municipal elected officials and staff. This edition of Colorado Municipalities serves as a kickoff to several opportunities for municipal leaders to learn, practice, and advocate for civil discourse both internally and when engaging with residents.

Now in its fifth year, the CML President's Initiative stands as a significant opportunity enabling CML to focus on specific issues and provide information and support to municipalities. The resources and tools from past and current initiatives are intended to exist beyond a single year, being carried forward in the League's information and training. The next steps will include incorporating key strategies and goals into CML's strategic plan,



"This edition of Colorado Municipalities serves as a kickoff to several opportunities for municipal leaders to learn, practice, and advocate for civil discourse both internally and when engaging with residents."

especially when best practices and emerging trends can enrich CML's training curriculum.

President Hensley observation in 2019 was right. The President's Initiative is definitely cool! In addition to the ongoing areas of focus for information and training reflected in the League's strategic plan and training calendar, the initiative establishes an opportunity to address critical issues facing municipalities and offers information and training to support local decision-making.

This year's focus on civility could not have come at a more opportune time.

Given the continuous challenges to the respectful debate over policies and ideas, this edition of Colorado Municipalities will highlight President Sandgren's initiative and the opportunities to improve the discussion and debate that occurs at the level of government closest to the people.

Restoring respect: Why civility matters

BY JESSICA SANDGREN COLORADO MUNICIPAL LEAGUE EXECUTIVE BOARD PRESIDENT

IN today's world, disagreements can quickly turn into nasty arguments, and civility is often the first thing to disappear. This is especially pronounced in town meetings, where spirited discussions can escalate into shouting matches, and online debates can descend into personal attacks. Unfortunately, this can cause good people to

quit their elected or staff positions and residents to disengage, harming the entire community.

Amid this current political landscape, we must remind ourselves of the fundamental importance of civility. It isn't about avoiding conflict or constantly seeking agreement; instead, it is about engaging in respectful dialogue even when we have substantial differences of opinion. Civility lies at the heart of effective gover-

nance because when our focus shifts from problemsolving to personal attacks, everyone loses.

Yet, maintaining civility isn't always easy. We all face the constant struggle to refrain from responding impulsively to attacks or to navigate heated disagreements with grace. However, that shouldn't prevent us from treating each other with civility and respect. We are all human, with our unique experiences and perspectives, and good and bad days. Civility needs to be a goal we strive for, even in challenging conversations, especially for those in leadership roles within our communities.

> Municipal leaders and staff have a unique responsibility: to uphold the principles of civility. Despite the task's difficulty, self-reflection and personal accountability remain essential tools for fostering a culture of respect and understanding. Town halls and council chambers are where local democracy happens, and they should be places where anyone feels welcome to share their views. Elected officials should be

able to have tough debates respectfully, and decisions should be made that reflect what the whole community needs. When civility breaks down, that entire system falls apart, hindering progress. We should be able to focus our disagreements on the issues at hand and not the person. By doing so, we can cultivate a more conducive environment for civil discourse, where differing perspectives are valued and respected.

Municipalities can set a good example. We must reset expectations for how we treat each other in and outside our public spaces. That means reminding ourselves of basic communication skills such as active listening, focusing on the issue at hand instead of personalities, and disagreeing without being disagreeable. It also means enforcing reasonable rules of conduct at meetings to ensure everyone can be heard and First Amendment rights are respected.

Without civility and respectful dialogue, gridlock can occur, progress becomes elusive, and compromises seem unattainable. Essential projects stall and the vitality of our communities diminishes. We risk losing talented, passionate community leaders, members, and staff because even the most capable people can't sustain constant attacks. They'll volunteer their time elsewhere or not run for office at all. Businesses think twice about locating in an uncivil community, and families may choose to live elsewhere. When the public sees meetings interrupted or leaders unable to maintain order, they lose faith in the process, leading to disengagement and mistrust.

As municipal leaders, it is our duty to reset and restore a tone of civility within our communities. Change is possible, and it starts with the self. This year, recognizing the need to address incivility directly, Colorado Municipal League is launching the Civility Initiative, which offers a range of practical solutions to support municipalities in enhancing civility at every level of local government.

A key element of this initiative is the Civility Pledge, a





powerful statement of commitment to respectful dialogue and seeking common ground. Additionally, a Civility Toolkit provides a comprehensive resource for promoting civil discourse, offering practical strategies and guidance for fostering respectful communication.

Furthermore, CML is developing training modules covering civility fundamentals and practical skill-building, such as communication, conflict de-escalation, meeting management, and even self-care strategies for dealing with the stress of public service. Recognition programs will also be implemented to celebrate cities and towns that prioritize civility, incentivizing a culture of respect and collaboration.

Restoring civility takes time and effort but is essential for our communities. And there is no better place to start than right here at home. Local government is closest to the people we serve, where changes have an immediate and direct impact. When we treat each other respectfully in our cities and towns, even when we disagree strongly, we create places where everyone's voice matters and good ideas succeed. Civility benefits all of us and sets an example that ripples out into our wider communities.

Together, let us reaffirm our commitment to civility in our interactions and decision-making processes and lead by example, inspiring positive change that reverberates throughout wider society. Change may not happen overnight, but we can make meaningful progress with self-awareness, skill-building, persistence, and collective effort. As municipal leaders, we have the power to shape the tone of our communities, fostering an environment where respect and collaboration thrive.



By Linda G. Olson, Ph.D., and **Denise White**, CML engagement & communications manager

The 2023 American Bar Association's Survey of Civic Literacy revealed what many of us in local government already sensed. A whopping 85% of Americans think our civility is worse off than 10 years ago. While over 50% blame social media and the media in general for this demise, a good third believe that public officials and community leaders are responsible for improving civility. Additionally, 79% want to see public leaders work together and compromise to find better solutions that improve our communities for all.

While this data is not a surprise to many who serve in elected office or structures of public governance, the question of how to reset our practices around civility without signaling a policing of language, emotion, and passion is complex. Clearly, the task at hand starts with each of us individually, compelling us to take stock and reflect on our practices of respect and openness with those with whom we may disagree and even mistrust. Our democracy, lived out at the local level in particular, depends on hearing and understanding our community's different voices, needs, and aspirations.

We in Colorado are not alone in this quest to strengthen our democratic processes for productive dialogue and care for all in our communities. State municipal leagues around the country have been grappling with how to assist towns and cities in this endeavor. Most agree that civility is not about agreement nor plain politeness. It is about listening deeply, refraining from demonizing, and working toward better understanding.

CIVILITY STARTS HERE

Municipal leaders and employees play a crucial role in fostering respectful dialogue. Few challenges faced by local leaders are more important than managing the destructive effects of incivility, as it can undermine effective decision-making, erode community trust, and hinder one's ability to serve the public good. Imagine communities transformed by civil discourse - more engaged, more collaborative, more invested in the future of Colorado.

Colorado Municipal League is leading a statewide campaign through the 2024 President's Initiative — Civility Starts Here. This initiative aligns with CML's mission to provide advocacy, information, and training for exceptional municipal governance, with a specific focus on fostering respect in Colorado local governments, one conversation at a time. This initiative draws on extensive research and best practices from success-

ful programs implemented by other municipal leagues. We've adapted these insights into the Civility Starts Here campaign, designed specifically for Colorado municipalities. The goal is to:

Equip elected and appointed municipal leaders with the tools to engage in respectful, productive dialogue across differences at all levels — council/board, community constituents, municipal staff, and those doing business with or addressing affairs that impact the city.

Civility Starts Here envisions a Colorado where all communities use civil discourse to build bridges, deliver effective governance, and inspire positive civic engagement. Civility begins with the individual, extends to our local governments, and ultimately shapes the character of our entire state.

To encourage public commitment to working toward more civil discourse, CML offers a clear definition of civility creating a foundation of common language, along with a Civility Pledge for individuals, boards, and councils. CML will also provide training opportunities and maintain a Civility Toolkit at *cml.org* for further support and resources. These tools will help being considerate of others' opinions.

municipal leaders and employees understand the root causes of incivility, develop techniques for respectful communication and de-escalation, and foster collaboration for effective governance through civil discourse.

DEFINING CIVILITY

As a starting point, we offer this definition:

Civility is the steadfast practice of respect, even in disagreement, that fosters constructive dialogue and connection, recognizing the inherent dignity of every person.

While a definition provides a clear understanding, the true essence of civility lies in its application. The following guiding principles illustrate how civility translates into practical actions for fostering respectful and productive interactions within local government. These principles serve as a roadmap, guiding municipal officials, staff, and the public in navigating complex issues and achieving positive outcomes for Colorado communities.

THE GUIDING PRINCIPLES OF CIVILITY

• Listen as intently as you speak. Practice active listening and consider briefly summarizing what you heard to ensure understanding.

• Focus on issues, not individuals. Dig into the substance of the problem, and if you disagree, disagree with the idea, not the person. Acknowledging differing perspectives can help everyone to reach a more well-rounded decision.

• Distinguish between fact and opinion. Seek clarity on both while Civility

is the steadfast practice of respect, even in disagreement, that fosters constructive dialogue and connection, recognizing the inherent dignity of every person.

It's okay to agree to disagree; just make and goodwill while striving to solve sure you understand the fundamental points of differences.

• Get curious instead of furious. Strive to manage your emotions in the moment. If you notice yourself getting upset, pause, and take a breath before speaking. Ask questions with the intent to learn and answer questions with respect.

• Acknowledge knowledge. When someone makes a logical or interesting point, acknowledge it. Embrace a continuous learning mindset by staying open to new ideas and facts to expand your understanding.

• Own your intentions and your **impact.** Our words and behaviors may not reflect our intent to those receiving them. Value and prioritize honesty

problems.

• Seek common ground. Build bridges by prioritizing shared values and goals. Strive to find commonalities and shared understanding as a basis for productive, resolution-oriented discourse and problem-solving.

• Be a role model. We're in this together. We can't control others' behaviors, just our own. Encourage each other to practice these behaviors and courteously challenge disrespectful behavior.

These principles serve as a foundation for respectful dialogue. It's important to remember that civility isn't about blind agreement or stifling your ideas. It's about creating a space where everyone feels heard and respected, even amidst disagreement.

It takes courage for leaders to self-reflect, self-correct, and inspire others to build a political culture of trust. Civility Starts Here is not a cureall for the widening polarization in our democracy, but it is a call to action for a step in the right direction.

By championing respectful dialogue and understanding, we can bridge divides, strengthen governance, and create a more vibrant future for our communities. And one thing is sure we can only start with ourselves and then hope to bring others along. Take the challenge and promote civility in your community through a renewed commitment to respectful dialogue and understanding.

10 resources to inform and equip for civility

mbark on a journey to explore the state of civility in society with this curated list of resources that have helped shape Colorado Municipal League's civility campaign. While we refrain from specific endorsements, each offers invaluable insights and tools to foster civic dialogue and understanding across diverse perspectives.

Pew Research Center published a report on trust in government from 1958-2023 https://tinyurl.com/ytew4wdb

Citizen University equips Americans to be "civic culture catalysts" https://citizenuniversity.us

Living Room Conversations connects people across divides to build understanding https://tinyurl.com/2jmczxfm

South Carolina **Municipal Association**

https://tinyurl.com/yck9n244

Georgia **Municipal League** https://tinyurl.com/2nus2bht

Pennsylvania **Municipal Association** https://tinyurl.com/bdctv9bb

CSU Center for **Public Deliberation** enhances democracy through improved public communication https://cpd.colostate.edu/

More In Common conducts research to address the underlying drivers of polarization https://tinyurl.com/nwwukw9k

Civity seeks to build relationships across difference to transform communities https://www.civity.org

The Dignity Index is a scale for measuring how we talk to each other when we disagree https://www.dignityindex.us/

Institute for Civility promotes civility in government, workplaces, schools, and elsewhere https://tinyurl.com/2u6kwnjk

Unify America helps people work together to tackle our country's biggest challenges https://www.unifyamerica.org/

National Civic League offers resources to bridge the divides in communities https://tinyurl.com/3txtaveu



PROMOTING CIVILITY IN PUBLIC MEETINGS

By **Rachel Woolworth**, CML municipal research analyst

ocal public meetings have long served as an accessible outlet for impassioned community members to share views about contentious matters, whether local, national, or international. Sometimes, such views take the form of hate speech, personalized attacks against officials, or other manifestations of uncivil conduct by members of the public. Cities & towns utilize different tools to encourage respectful & efficient public comment

Throughout 2023, various Colorado municipalities fell victim to coordinated expressions of hate speech during public meetings. Colloquially called "Zoombombing," the virtual barrages of uncivil conduct were delivered by remote callers with fictitious names during public comment periods of council meetings in Wheat Ridge, Mountain Village, Glenwood Springs, Durango, and Lakewood, to name a few.

Last fall, an individual refused to leave the podium after reaching his three-minute time limit on public comment and disrupted municipal business at various Thornton city council meetings. These disturbances led to council recesses, clearing of the council chamber, and eventually, the person's arrest.

Such instances of incivility on behalf of members of the public have led Colorado's municipalities to examine the question: How can cities and towns honor the First Amendment at public meetings while also promoting civility and efficiency?

MANAGING PUBLIC COMMENT

Though the primary purpose of public meetings is to transparently accomplish government business, they also serve as forums for public input. Municipalities can encourage civility and efficiency during public comment periods by promoting respectful conduct among elected officials and staff, increasing input opportunities outside of official public meetings, and utilizing various procedural tools that may reduce the chance of disruptive conflict.

Municipal leaders set the tone at public meetings. How elected officials and staff treat each other serves as a

model for how the public should treat members of boards and councils. Uncivil interactions among councilmembers often trigger uncivil conduct on behalf of the public.

Municipal officials can promote civility by interacting respectfully with the public. To do so, officials can aim to treat all members of the public equally, avoid disruptive conflict, stay open to uncomfortable conversations, and gracefully accept criticism.

To relieve the pressure on public meetings, municipalities can also create opportunities for public input outside of public meetings. Town halls, visioning sessions, in-person and online comment boxes, and community surveys are all effective ways to seek public input. Providing such opportunities may help minimize the number of community concerns presented at official public meetings.

UTILIZING PROCEDURAL TOOLS

Cities and towns across Colorado are experimenting with a wide variety of procedural mechanisms to maintain civility and efficiency at public meetings. Such tools include public comment sign-up sheets, scripts to help elected officials respond to disruptions, restrictions on remote participation, limitations on speaker time and content, and adjustments to the chronological placement of public comment periods.

SIGN-UP SHEETS AND SCRIPTS

Requiring public comment participants to sign up beforehand helps add organization and formality to council meetings. Cañon City, Kersey, and Vail utilize sign-up sheets to track public comment participants while Alamosa, Cortez, and Fountain ask members of the public who wish to speak to fill out comment cards before the start of meetings.

Scripts and talking points are helpful procedural tools for municipal officials responding to disruptions at public meetings. These prescriptive write-ups prepare elected officials to handle various situations, such as individuals choosing to stay at the podium past time, excessive noise, or the need to call for a recess.

LIMITATIONS ON **REMOTE PARTICIPATION**

Municipalities across Colorado are experimenting with different limitations on remote participation in public comment — whether partial or total. This strategy could be affected by House Bill 24-1168, which if passed, would require local governments to offer remote public testimony participation. The bill was pending in the Colorado General Assembly as of mid-April.

The City and County of Broomfield contracts with CRL and Associates, Inc. to help facilitate the virtual side of public meetings. CRL staff screens all remote call-ins to council meetings, asking callers their numbers and why they are calling before adding them to the official public comment roster. If a person with a fake name passes the first screening, CRL notes the number in hopes of weeding out a repeat call.

"It's pricey but definitely beneficial," Nancy Rodgers, Broomfield's attorney, said of the service.

Fruita and Mead recently moved to eliminate remote public comment entirely. Both municipalities accept written

Fountain: Public to be **Heard Request**

Today's Date	
Spokesperson's Name	
Spokesperson's Address	
Phone Number	
Item of Discussion	
What eity personnel have you	1 conta

What city personnel have you contacted in an attempt to resolve your problem?



statements to be read into the record if an individual can't attend a meeting in person.

For Fruita, this marked a return to the city's pre-pandemic meeting protocol: virtual broadcasting with in-person or written public comment. The decision to eliminate remote participation for Mead was, in part, a reaction to the hate speech scenarios that unfolded in council chambers across Colorado last fall.

"In addition to the Zoombombers, we also discussed that several of our online participants have had trouble connecting to the meeting with their audio, video, or both. That generally puts us in an awkward position of trying to talk to them, trying to help them, and generally getting nowhere," said Mary Strutt, Mead's director of administrative services. "We felt the best way to handle both was to only accept in-person public comment."

LIMITATIONS ON TIME AND CONTENT

Various Colorado municipalities are utilizing speaker time and content limitations to promote civility and efficiency at public meetings. Cities and towns should exercise discretion, especially with content-based restrictions, as they hold the potential to run afoul of the First Amendment.

Aurora invites the public to comment on items not listed on the agenda at the beginning of every regular council meeting. This comment period is limited to one hour, with speakers allotted three minutes each. Speakers commenting on agenda items are similarly limited to three



minutes, but there is no overall time tion during the COVID-19 pandemic. limit capping the number of individuals who wish to speak.

Mead, on the other hand, offers a public comment period to speak on agenda items at the beginning of board meetings and a second public comment period for non-agenda items at the end of meetings. Mead implemented this policy, Strutt said, to ensure the board completes essential business in a timely manner.

PLACEMENT OF PUBLIC COMMENT

Cities and towns may reduce impacts on conducting official business by altering the chronological placement of public comment periods. Various municipalities hold public comment periods at the start of council meetings, at the end, or offer multiple opportunities for comment.

Cortez, for example, added a second public comment period to its city council meeting protocol while experiencing elevated levels of civic participa-

According to Cortez City Attorney Patrick Coleman, the city found the system worked well and has maintained it ever since.

Cortez's first public comment period is held towards the start of the meeting before any action items or public hearings. Speakers are asked to fill out an "Intent to Speak" card before the meeting and are allotted three minutes to comment on agenda or non-agenda items. There is an overall time limit of 30 minutes, and speakers are called upon on a first-come first-served basis.

"Ninety-eight percent of public comment is received during the first 30-minute section," Coleman said. "And I don't remember a time when that first public comment period exceeded 30 minutes."

The second opportunity to speak is carved out at the end of the meeting, allowing residents to comment on statements made or actions council took throughout the meeting. Though speakers are still held to the three minutes individually, there is no overall time limit.

LOOKING FORWARD

Fostering civility in public meetings is an ongoing challenge for municipalities across Colorado. Striking a balance between open access and maintaining order is a complex task, with the consequences of uncivil conduct — including potential liability for municipalities, delays in business, and eroded public trust - threatening the very foundation of these meetings.

Municipalities must avoid such consequences by creating a civil environment at public meetings where business moves forward professionally and efficiently. By encouraging public officials to set a positive tone, creating diverse opportunities for public input, and engaging a range of procedural tools, such as sign-up sheets and modified participation models, municipalities can ensure that public meetings remain a space where business is conducted transparently, all voices are head, and trust in government is strengthened.

One vote, one voice

Restoring civility in state government

BY JULIE MCCLUSKIE SPEAKER OF THE COLORADO HOUSE OF REPRESENTATIVES

C itting in a room with more than 20 speakers of the Not house at a conference last fall, I was not at all surprised to hear them each name "civility, respect, and decorum" as the missing ingredients in their legislatures' committee hearings and debates. Our discussion was troubling. Where name-calling and vitriol had once only appeared occasionally in social media posts at the federal level, we as state leaders are now feeling the pain of a deteriorating commitment to democratic norms in our

chambers. The shadow of a dysfunctional and darker Washington, D.C., landscape is falling over many states, including Colorado.

But the Colorado Spirit thrives with Republicans and Democrats alike. With partners like Colorado Municipal League and their Civility Initiative, I have already seen more productive engagement between members, stakeholders, and the public.



Civility, respect, and integrity are the foundational principles of a well-functioning democracy. As elected leaders and servants to the public good, we must recommit ourselves to modeling these values in our every encounter with one another and our constituents because the strength of our democracy depends upon it.

In my opening day address, I talked about how we can guarantee a fair shake for every member, respect our diversity of lived experiences and identities, and make civility in our discourse a priority. The House rules are here to guarantee that each member has one vote and one voice and to ensure that no member's vote or voice is

more important than another's. After all, we each represent thousands of Coloradans.

A fair shake for every member also means the opportunity to speak to legislation, offer amendments, and engage in the legislative process with the understanding, as well as the expectation, you will be treated with respect.

How might we break ourselves free of these maddening habits of conflict and instead move toward more productive engagement? To quote Ted Lasso who maybe



quoted Walt Whitman: "Be curious, not judgmental." I'd like us to remember that curiosity and spirit in how we approach our conversations to engage in authentic debate with each other. That means raising respectful questions that further our desire to explore the subject at hand.

It means listening to and appreciating one another's point of view, putting down our

phones, getting off of social media, and having real conversations.

We can engage on tough issues because we have done it before. One of the hallmarks of our legislature is the way we find ways to reach across the aisle on important policies that impact our communities. We are all working hard on behalf of our communities. Let us do so in a way that does not disregard the humanity and dignity of our colleagues or accuse each other of poor motives.

I hope that we can work together with our partners at CML to achieve lasting policy results; civility is essential to that critical goal.





of de-escalation: Taming tense situations

By Denise White, CML engagement & communications manager

public service, strong differences of opinion are not only inevitable but essential. Unfor-

tunately, healthy dialogue in public meetings, community forums, and even day-to-day interactions can turn into a heated exchange. Mastering the art of de-escalation is a critical skill for elected officials and staff, empowering you to face difficult conversations and personal relationships, and hinder the development of constructive solutions. However, skillfully managed disagreements foster understanding, pave the way for solutions, and promote civility.

Understanding why interactions can flare into conflict is the first step towards mitigating them. Miscommunication, unmet needs, and deeply held beliefs often fuel tension and derail conversations.

As we better understand these dynamics, we can equip ourselves with practical tools to effectively navigate such situations. The A, B, and Cs of de-escalation —attending to emotions, becoming an active listener, carefully validating feelings, discovering common ground, and employing 'I' statements— offer a structured approach that enables us to maintain composure, foster understanding, and promote constructive dialogue even in the face of tension and conflict.

De-escalation is a powerful tool that demonstrates strategic thinking, a willingness to understand opposing viewpoints, a commitment to finding solutions, and a desire to preserve relationships. De-escalation is not about suppressing emotions but rather about connecting even during disagreement. While complete agreement may not always be feasible, navigating conflicts with grace and respect is invaluable in fostering positive outcomes and maintaining relationships, even if that outcome involves compromise or agreeing to disagree respectfully.

Mastering these techniques requires practice, but by consistently applying them, we can navigate even the most challenging interactions with professionalism, composure, and a focus on community benefit.



ATTEND TO YOUR EMOTIONS

Successful de-escalation starts with self-awareness. Recognizing your triggers (whether it's raised voices or dismissive shrugs) is key to remaining calm under pressure. Learn calming techniques like deep breathing and mindfulness and maintain a respectful demeanor even when provoked. Your composure sets a positive tone for the interaction and encourages others to engage more constructively.



of voice.

CAREFULLY VALIDATE FEELINGS

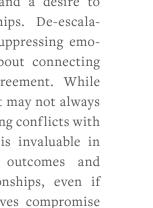
Acknowledge the person's emotions without endorsing their behavior. Phrases like "I can see why you're upset" or "I understand your frustration" demonstrate empathy. Validating someone's feelings doesn't mean you agree with their position. It simply opens the door for a more constructive dialogue. Remember, treat the other person with dignity and respect, avoiding language that could be perceived as insulting or taunting.

DISCOVER COMMON GROUND

Despite strong feelings, nearly every conflict has an underlying area of shared interest. Seek common goals, like identifying the core issue at hand. Finding a shared purpose helps shift the situation from adversarial to problem-solving solutions that can address various perspectives and concerns. Focus on "we" language to promote collaboration ("How can we work together ... ").

EMPLOY "I" STATEMENTS

When stating your perspective, use "I" statements to express how the situation affects you. For example, "I feel hesitant to continue the discussion when voices are raised ..." avoids blame and models respectful communication. Offer alternatives or choices to empower the other person and foster cooperation where possible.



BECOME AN ACTIVE LISTENER

Give the person your full, undivided attention. Make eye contact, avoid interrupting, and reflect back their concerns to demonstrate understanding. Active listening, a cornerstone of police de-escalation, validates feelings and helps people feel heard — a crucial step in diffusing anger. Also, pay attention to nonverbal cues — yours and theirs — like body language and tone



Colorado Springs & Longmont have first-hand experience with First Amendment auditors. Here is their advice on how to keep your cool

By **Rachel Woolworth**, CML municipal research analyst

V iewed by some as a form of activism, and by others as a nuisance, so-called First Amendment audits are conducted ostensibly to test governmental transparency. Such audits occur when a member of the public photographs or records videos in public spaces such as sidewalks, parks, and public areas of police stations, city halls, post offices, and parking lots. The auditor may record or photograph a public employee or official or a member of the public, sometimes interacting with the subject to provoke a response through inquiries or offensive language. While many courts have recognized a First Amendment right to record public officials engaged in their duties, the U.S. Supreme Court has not ruled on the question, and the extent of that right is unclear. At a minimum, in Colorado, the right to film police officers is protected in statute.

First Amendment auditors are sometimes tied to organized groups and often generate income from posting audit videos online or through legal action against governments. The more eventful the audit, the more views the auditor will likely receive on YouTube or other online platforms.

From an auditor's perspective, a First Amendment audit "passes" if their activity is not prohibited or disrupted in a way that they feel violates the First Amendment. A "failed" audit, often the goal of auditors, may include verbal confrontations, orders to stop filming, or even the auditor's citation or arrest when not justified under the First Amendment.

From the perspective of a public employee, elected official, or someone seeking the government's help, audits can feel intrusive and harassing. And though the protections enshrined in the First Amendment are expansive, there are limits to the rights to film and record. Generally, auditors cannot film in nonpublic spaces, such as designated "employee only" spaces and restrooms. Auditors cannot keep public employees from conducting official business or the public from accessing governmental services. It can be challenging to determine when an auditor crosses the line.

How municipalities respond to First Amendment audits can pose the risk of lawsuits and potential liability. In 2018, Colorado Springs settled a wrongful detention claim for \$41,000 after police officers seized an auditor's camera and cell phone and detained him in a police car. Silverthorne settled a case in 2020 for \$9,500 after the town's police department asked a man filming inside the Silverthorne Post Office to leave.

Though the protections enshrined in the First Amendment are expansive, there are limits to the rights to film and record.

Colorado Springs and Longmont sat down with Colorado Municipal League to discuss their first-hand experience with First Amendment auditors, offering a set of recommendations on how municipalities can best protect themselves from liability:

EDUCATE MUNICIPAL EMPLOYEES

• Conduct internal training. Such training should focus on First Amendment protections and limitations and best practices for dealing with auditors. Employees should know their power to not engage with an auditor and when to contact a supervisor or law enforcement. In Colorado Springs, city attorneys periodically give presentations on First Amendment audits to the departments they cover. "The goal is to protect city employees, as well as the city at large," said Frederick Stein, a public safety attorney for Colorado Springs. • Provide educational materials. Equipping employees with written resources may help public servants respond to audits appropriately in the moment. Colorado Springs provides employees with a handout on audit guidance prepared by the city attorney's office. The document covers lawful and unlawful behaviors surrounding presence in public areas and recording, to name a few. According to Stein, Colorado Springs' education protocols around First Amendment audits are largely a response to the 2018 wrongful detention claim.

PREPARE PUBLIC SPACES

• Clearly delineate public and nonpublic spaces. Install clear signage with messages such as "Employees Only" or "Restricted Area." Municipalities may also limit access to nonpublic spaces through locked doors, key cards, and appointment systems.

• **Create privacy barriers.** Ensure the privacy of individuals' personal business by positioning computer screens away from public view and constructing partitions around business counters. Post clear notices instructing the public to wait at a specific distance until called. Offer alternatives for providing service if privacy concerns arise.

• Keep documents on hand. Stay one step ahead of auditors by having commonly requested documents, such as city council agendas or public records request forms, at the ready.

SET THE TONE

• Act with professionalism and respect. Treat auditors like any other member of the public. Municipal em-



ployees are not required to interact with auditors or answer questions. In some cases, it may be appropriate to ask if you can assist the auditor or refer them to resources about municipal business.

• Stay calm and don't engage. Avoid engaging in any provocation attempts. "Take a step back and take a breath," Longmont Assistant City Manager Sandi Seader recommended. "It's natural for people to feel threatened when they are startled." Seader has responded to three First Amendment audits in her 20 years working for the City of Longmont. Remember, audit videos are less popular online if public officials stay calm and choose not to engage.

WORK TOGETHER

• Alert other municipal employees. When First Amendment auditors arrived at the Longmont public safety building a few years ago, the police department called the city's other municipal buildings to alert employees. "Thanks to the heads up, I was able to meet the auditors at the door of the civic center, greet them, and treat the situation proactively," Seader said. Managers can also help employees who may be sensitive to being filmed find an alternate work location.

• Call a supervisor. Colorado Springs Division Chief of Prosecution Shantel Withrow asks employees to pass auditors off to department managers. "It is extremely nerve-wracking and it's not fun to read comments about yourself online later on," Withrow said, noting that she prefers to bear that burden herself.

• Continue serving the public. The best antidote to First Amendment audits is often to carry on with business as usual. Be an example of the important role municipal governments and their employees play in communities across Colorado.

Preparing for First Amendment audits can only go so far. Each person will react differently to an audit and should prepare to respond in an appropriate way that best suits them. Municipal employees are already skilled in calmly and diplomatically engaging with the public and should treat a person with a camera in the same way.

"We try to be more open than we have to be ... the potential for liability is just not worth it," said Stein. "If you give these people latitude and it's boring, they don't come back."

SPOTLIGHT

Self-care for public servants

Protecting your well-being

By **Denise White**, CML engagement & communications manager, and **Kharyl Jackson**, CML marketing & communications specialist

Serving the public can be incredibly rewarding but also comes with unique pressures. Elected officials and municipal staff often face incivility related to the complexities of their roles. Between managing constituent demands, media scrutiny, and internal workplace dynamics, it is easy to push self-care to the bottom of our to-do lists.

"When we neglect our own physical and emotional needs, our ability to focus, make sound decisions, and collaborate effectively suffers," observes researcher and author Shawn Anchor in *The Happiness Advantage*. "Self-care is the foundation of high-performance."

Self-care is not a luxury in public service; it is a necessity. By employing strategies that work for you, you can strengthen your resilience when faced with incivility, better serve your community, and protect your well-being. Prioritizing your well-being is essential for both personal health and continued effective service in the workplace. We all need to replenish and re-energize from time to time; here are some helpful tips on ways to take care of yourself.



UPHOLD BOUNDARIES

Protect yourself by clearly and firmly communicating what behavior is unacceptable to you. Also, while serving your community is important, it is equally vital to carve out time for yourself and your loved ones by defining life and work boundaries.

AVOID INTERNALIZING NEGATIVITY

Public-facing roles come with the territory of occasional negativity. Remember, frustrated constituents often react by expressing feelings and opinions about a situation directed at the role you have, not you as a person. (How cognitive distortions fuel your stressors, Elizabeth Scott, PhD, Verywell Mind, 2023)

FOCUS ON SUCCESSES

Make sure to take time to celebrate your positive impact on those constituents you have successfully served. This practice can help counter any negative bias or narrative that may overtake your brain.

BUILD A SUPPORT SYSTEM

According to Harvard Health Publishing, there is a direct correlation between stress levels and human connections. Surround yourself with people you trust who can boost you during tough times. Cultivate relationships with colleagues who understand the challenges of your role.

IMPROVE YOUR CONFLICT MANAGEMENT SKILLS

Seek training on handling conflict and difficult communication geared toward public servants, like active listening, empathy, and assertiveness techniques.



PRIORITIZE SELF-CARE

Take time for activities that reduce stress and improve your mood, such as hobbies, getting creative, exercising, or spending time in nature.

DON'T HESITATE TO ASK FOR HELP

Consider seeking support from a therapist or counselor who can provide guidance for you to develop coping mechanisms that support your mental health and well-being.

PRACTICE FORGIVENESS

Holding onto anger and resentment can negatively impact your mental health. Practice forgiveness, not for the other person's benefit, but to reclaim your own peace. (The effects of forgiveness on mental and physical health: a meta-analysis, Frederic Luskin, Journal of Counseling and Development, 2016)

REFRAME AND SET REALISTIC EXPECTATIONS

We cannot please everyone all the time. Set realistic expectations and learn to recognize valid criticism while choosing not to internalize unwarranted negative encounters.

FIND WHAT WORKS FOR YOU

Much like the challenges we face, your self-care and well-being routine is specific to what works for you. How ever you choose to take time for yourself, make sure it is on your terms. Do not focus on what it should look like. Do what works for you.

PRIORITIZE YOUR SAFETY

If you ever feel physically threatened, remove yourself from the situation as quickly as possible and seek help if needed.



FOSTERING CIVILITY IN GOVERNANCE A Q&A WITH TODD GLOVER

By Kevin Bommer, CML executive director

the realm of municipal governance, where decisions directly impact the lives of citizens, the importance of civility cannot be overstated. At the forefront of advocating for respectful and effective governance stands Todd Glover, the executive director of the Municipal Association of South Carolina (MASC).

With a rich background in public administration and a steadfast commitment to enhancing the fabric of South Carolina's cities and towns, Glover brings a wealth of experience and insight to the table. Notably, under Glover's direction, MASC developed a civility training program specifically designed for local government officials in South Carolina. This program has been instrumental in equipping leaders with the necessary tools to navigate disagreements constructively.

In a Q&A session with Colorado Municipal League Executive Director Kevin Bommer, Glover sheds light on the significance of fostering civility in governance, the challenges faced by municipalities, and the pivotal role played by municipal associations in supporting members through these endeavors.

KEVIN BOMMER: Can you share a specific instance where promoting civility in a municipality proved particularly difficult? How did you overcome that challenge?

TODD GLOVER: We had a town adopt the civility pledge in a public meeting and then the meeting completely fell apart afterwards, both on the part of the public and elected officials. The next day the headline in the local paper read "Council, Public Undaunted by Civility Pledge." The act of adopting the civility pledge doesn't magically change the behavior of people. It must be a concentrated effort by all to maintain civility and hold each other accountable. Elected officials must demonstrate civility themselves if they are to have any standing to expect it from others.

BOMMER: Some people may see civility efforts as stifling free speech. How can we address these concerns and promote respectful dialogue?

GLOVER: Stifling free speech is an often-used criticism of the civility initiative. However, the civility initiative actually promotes free speech in that the foundational tenet of the program is to respect all viewpoints. Our society has trended toward the mindset that whoever is the loudest



TODD GLOVER Executive director of the

wins the moment. That behavior often intimidates others **BOMMER:** How can civility be incorporated into public from speaking up, which deprives decision making bodies of policy and program design to foster respectful public disa variety of viewpoints from which they can make informed course? decisions.

GLOVER: Respectful public discourse can begin with **BOMMER:** What role can bystanders play in promoting how municipalities prepare for and govern meetings. Just civility within public spaces? a few simple things like putting as much information out **GLOVER:** The aspect of the civility pledge that speaks to as possible before the meeting, moving controversial items to the top of the agenda, making sure there is enough seating, and encouraging participants to actively pay attention can make a world of difference in a conten-

me the most is that everyone in attendance, elected officials, staff, and the public, recites the pledge. The goal is that we hold each other accountable in maintaining civility. We are all human and certainly can lose our composure at times. It tious meeting. is our responsibility to one another to point out when civili-**BOMMER:** What metrics can be used to measure the ty is suffering. Civility does not mean the lack of disagreesuccess of civility initiatives within a municipality? ment; it just requires us all to address differing viewpoints GLOVER: The success of these initiatives is hard to meawith respect. When we fail to engage in civil discussions, we sure, but I am sure that the elected officials, staff, and the need to have the maturity to respond well when we are held public will notice the difference. accountable.

BOMMER: What resources would you recommend to BOMMER: How can municipalities leverage communicamunicipal governments that want to learn more about civiltion channels, including social media, to advance civility efity and implement best practices? forts?

GLOVER: Our staff has prepared an excellent civility sec-GLOVER: Municipalities need to understand their tion of our website at https://www.masc.sc/civility-initiative. "brand," and how residents view their actions. If elected of-Also, the Iowa League of Cities hosts an annual National Cificials have a reputation for misbehavior at public meetings, vility Summit, and they have a great deal of resources on unfortunately that is their brand. By the municipality and their website as well. the officials promoting civility through social media and demonstrating a commitment to civility, they can make ci-To learn more about how Colorado municipalities are advility their brand. This in turn results in more effective vancing this cause, visit CML.org and explore the CML meetings and the exchange of ideas, debate, and even dis-President's Civility Initiative. Together, let's prioritize reagreement. People respond better to the ideals of civility spect, transparency, and collaboration for the betterment when it is expected of them. of our communities.

"Civility does not mean the lack of disagreement; it just requires us all to address differing viewpoints with respect."

Municipal Association of South Carolina



CML 2024 ANNUAL CONFERENCE

ELEVATE YOUR EXPECTATIONS

UNFORGETTABLE EXPERIENCES **AWAIT YOU IN JUNE**

By Kharyl Jackson, CML marketing & communications specialist

olorado's premier event for municipal leaders is back! Prepare to immerse yourself in a transformative experience at our highly anticipated 2024 Annual Conference. Our signature event draws over 1,200 decision-makers throughout the state to share the latest news on accomplishments, growth, legislation, and policies that impact your municipality.

PRESIDENT'S INITIATIVE: CIVIL DISCOURSE

Under the leadership of CML Executive Board President Jessica Sandgren, this year's conference will resound with discussions, workshops, and initiatives geared towards fostering civil discourse and inclusive decision making in local governance.

CAPTIVATING KEYNOTES

Prepare to be inspired! Experts from across the nation including keynote speakers Justin Forsett and Heather R. Younger — will deliver captivating presentations, offering insights and perspectives to prepare your organization for success.





Justin Forsett will discuss how municipalities can shift perceptions of failure, drawing upon his experience as a Pro Bowl NFL player and CEO of a multi-milliondollar wellness brand, as he presents "Greatness Grows Best in the Shadows: A Story of Perseverance and Hope."

Heather R. Younger, the visionary founder and CEO of Employee Fanatix, will discuss how cities and towns can create workplaces where everyone feels heard, seen, and respected. Her session, "The Art of Active Listening," will reveal how to strengthen relationships so team members feel supported.



A golfer takes a swing at the Mariana Butte Golf Course in Loveland, Colorado.

GET A HEAD START

ready to serve. Explore sessions on state legislation, home Get a jump start on your learning at one of the pre-conferrule, eminent domain and condemnation litigation, liquor lience meetings. Sharpen your skills and gain valuable insights censing, development, planning and land use, public comment and the First Amendment, ethics, contract litigation, and before the main conference begins. Choose from focused pre-conference sessions on "Municipal Finance & Budgeting more! These sessions are relevant for all municipal govern-101 for Elected Officials" to enhance your understanding of ment officials and employees, including mayors, council memfiscal management, "Building a Culture of Civility in Your Mubers, managers, clerks, attorneys, and department heads. nicipality" to support civil discourse in your community, or **CELEBRATIONS AND CONNECTION** "Effective Governance" to help you navigate your role as an CML's Annual Conference is about more than just learning elected official with confidence. Plus, explore innovative projit's about connecting. Engage in meaningful networking, exects with our mobile tours, including visits to the Chimney change ideas, and celebrate excellence within our municipal Hollow Reservoir in Loveland, a Habitat for Humanity communities. You can purchase individual tickets to attend var-3D-printed community in Greeley, or public-private partnerious special sessions and events, including the Luncheon Sesships and downtown revitalization efforts in Fort Collins. sions, Elected Officials Breakfast, and 5K Fun Run/Walk events. **EDUCATIONAL SESSIONS** Join us as we honor the recipients of the 2024 Sam Mamet CML knows the most pressing issues and challenges facing our Good Governance Award on Wednesday or the Meeting of the municipalities; our conference seeks to keep you informed and Minds Luncheon with Environmental Protection Agency Region

Photo courtesy of the City of Loveland



Eight Administrator KC Becker on Thursday. Tickets must be bought in advance as there are no on-site ticket sales.

EXPLORE THE EXHIBIT HALL

Discover a vibrant showcase of top-tier companies, organizations, and institutions presenting a diverse array of products and services tailored to municipal needs. Our conference exhibitors are esteemed subject matter experts in municipal projects and services, ready to help you and your municipality across multiple areas. CML extends heartfelt gratitude to all our sponsors for their support of the League and for empowering municipalities across the state. Stop in to chat and see everything they have to offer.

WHO SHOULD ATTEND?

From elected officials to municipal managers, from municipal staffers to dedicated partners — if you play a role in shaping

Photos courtesy of the City of Loveland

Colorado's communities, this conference is for you. In addition, the conference offers a special line-up of sessions where you can receive CLE credits as a municipal attorney. We welcome everyone interested in municipal government to join us.

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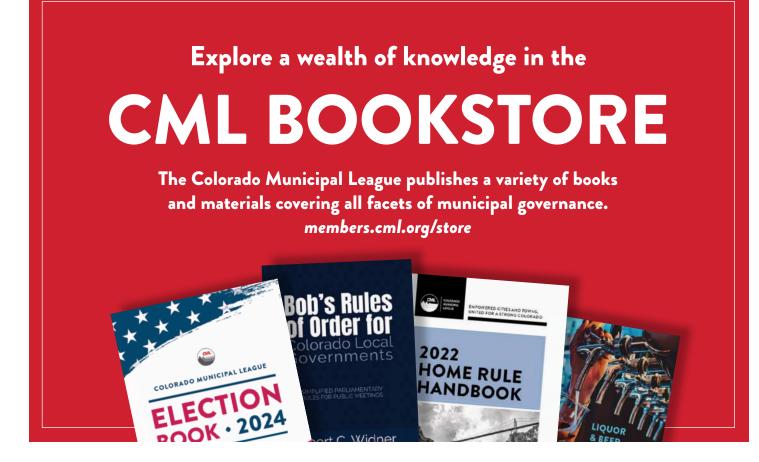
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COLORADO MUNICIPALITIES Denise White & Rachel Woolworth, editors Alex Miller, graphic designer Mark Vanderbrook, circulation

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Manuscripts: Original articles on subjects of interest to Colorado municipal officials accepted. Contact the editor for guidelines. Subscription rate: \$25 an issue, \$100 a year. (Colorado residents, add sales tax: in Denver, 7.72%; all others in Regional Transportation District, 4.1%; all others in Colorado, 2.9%.)

Periodical postage paid at Denver, Colorado. Postal Information: *Colorado Municipalities* (USPS 123-140) is published January, April, July, and October by the Colorado Municipal League, 1144 Sherman St., Denver, CO 80203-2207, 303-831-6411 / 866-578-0936.

POSTMASTER: Send address changes to Mark Vanderbrook, Colorado Municipal League, 1144 Sherman St., Denver, CO 80203-2207; email: *cml@cml.org*.

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COLORADO MUNICIPAL LEAGUE

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