OCTOBER 2016 | icma.org/pm

PM
PUBLIC MANAGEMENT

INSIDE

LEADING THE FIGHT AGAINST THE OPIOID CRISIS

ADVANCING PROFESSIONAL LOCAL GOVERNMENT MANAGEMENT WORLDWIDE

ICMA

What Can You Do With BoardDocs LT?

Now, more than ever, BoardDocs LT is the most comprehensive, entry level board management solution available. That's because BoardDocs LT now includes the same policy development and publication features found in BoardDocs Pro, plus a remarkably efficient Minutes Editing feature. All backed by the same, reliable and easy-to-use BoardDocs technology that about 2,000 organizations count on every single day. So you'll save more money and time, and improve your board's effectiveness more than ever before.

It's their future. It's your choice.

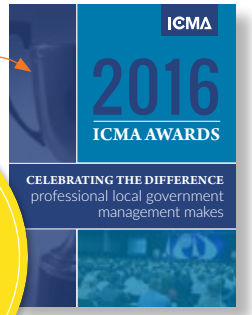
BoardDocs.com 800.407.0141

BoardDocs®
Your Paperless Governance Solution

PM
PUBLIC MANAGEMENT

contents

October 2016 | Vol. 98 No. 9



2016 ICMA AWARDS
Flip over the magazine to see the 2016 Awards program

features

departments

icma.org/pm
This issue of PM is available online and mobile at icma.org/pm September 27, 2016.

BY MARTHA PEREGO

COOKINGHAM'S LEGACY

The battle to end corruption in local government

As the philosophers of days gone by so wisely noted, "The only thing constant in life is change." Anyone who has worked in local government for a period of time can attest to the truth in that statement.

Whether the force of change is local, global, man-made or from nature, no two days, two months, or two years are ever the same. Constant change is the intellectual adrenaline that keeps so many "all in" to serve the public and build great communities.

While change is a constant, there is at least one issue that seems to be timeless for this profession: How to do this important work well with your ethics intact. For some, the challenge is direr. How do you put a stop to corruption in your city hall or county courthouse?

What better place to explore this issue than Kansas City, Missouri, home to this year's ICMA Annual Conference as well as to a legend in the profession, L.P. Cookingham. As city manager for Kansas City from 1940 to 1959, Cookingham knew firsthand the determination and courage it takes to end systemic corruption of epic proportion. He also understood that there is no other option if the goal is to build a functioning city that serves all the people.

Machine Politics and Corruption

Just how corrupt was Kansas City before Cookingham arrived? For two decades, every facet of the city, supposedly operating under a council-manager structure, was run and controlled by the extremely corrupt unelected political boss Tom Pendergast. If corruption thrives when the risks are low, penalties mild, and rewards great, Kansas City was lucrative territory.

Illegal gambling was a $12 million enterprise—that's roughly $200 million in 2016. In some precincts, ghost voters outnumbered registered voters, thus giving Pendergast control over city council elections and their choice for city manager.

A small note signed by Pendergast got you a city job. Patronage hiring bloated the payroll with both no shows and police officers who could neither read nor write. "Voluntary" payroll deductions from the police raised $78,000 in donations to Pendergast's political party one year. No wonder crime in Kansas City at that time was worse than in Chicago during Capone's era.

The new police chief, a former FBI agent, reported receiving $150,000 in bribes the first five weeks on the job. . . and death threats!

Cleaning House

Pendergast was eventually convicted of federal tax evasion. Cookingham was hired by a reform-minded mayor and city council whose campaign symbol was a broom. Here are five steps Cookingham took quickly to reform the organization:

Set the right tone. All employers were told "It is the policy of this administration to discourage political action among city employees. The only allegiance which any employee owes is to all the people of Kansas City."

Build a competent leadership team. Cookingham selected all the new department directors, the former having

PUBLIC MANAGEMENT

Public Management (PM) aims to inspire innovation, inform decision making, connect leading-edge thinking to everyday challenges, and serve ICMA members and local governments worldwide in the pursuit of excellence in local governance.

ICMA EXECUTIVE DIRECTOR
Robert O'Neill, Jr.

DIRECTOR OF PUBLISHING
Ann Mahoney

EDITOR
Beth Payne

DESIGN
Thor Design Studio
www.thor-studio.com

Public Management (PM) (USPS: 449-300) is published monthly except February by ICMA (the International City/County Management Association) at 777 North Capitol Street. N.E., Washington, D.C. 20002-4201. Periodicals postage paid at Washington, D.C., and at additional mailing offices. The opinions expressed in the magazine are those of the authors and do not necessarily reflect the views of ICMA.

SUBSCRIPTIONS: U.S. subscription rate, $46 per year; other countries subscription rate, $155 per year. Printed in the United States. Contact: 202/289-4262; subscriptions@icma.org.

POSTMASTER: Send address changes to *Public Management*, ICMA, 777 N. Capitol Street, N.E., Suite 500, Washington, D.C. 20002-4201.

ARTICLE PROPOSALS: Visit icma.org/pm to see "Editorial Guidelines" for contributors.

EDITORIAL INFORMATION
202/962-3619
bpayne@icma.org

ADVERTISING SALES
Ben Harmon
The Townsend Group, Inc.
Tel: 301/215-6710 x106
Fax: 301/215-7704
bharmon@townsend-group.com

PRINTING
Westland Printers
Laurel, Maryland

ICMA
icma.org | icma.org/pm

been fired by the interim city manager at council's insistence to rid the organization of Pendergast legacies. Not all were familiar with municipal management, but they were competent and understood for whom they worked.

Right size the workforce with the right skill set. In their first six months on the job, the new department directors fired more than 2,200 employees who were not needed, not qualified, or viewed as not loyal. That was one-third of the workforce.

Be a good steward of public resources. Existing contracts were reviewed and renegotiated to the city's benefit. All future purchases were subject to competitive bidding. The practice of buying concrete from a company aligned with the former political boss ended immediately.

The prolific assignment of city vehicles to staff for their personal use ended. City vehicles were allotted based on need, and personal use was prohibited. Even the city manager declined the use of a city vehicle.

Don't compromise your principles. Despite dramatic reductions in force, Cookingham was under significant pressure from the new council to move faster to clean house. The directive was to rid the place of all Pendergast cronies and to do it quickly!

But not all the employees were bad. Cookingham stood his ground, methodically explained why the current workforce met the city's needs, and eventually got council's support. The day he met with council, he brought along his letter of resignation just in case he didn't prevail.

Fight the Good Fight

The U.S. in particular has a long and rich history of corruption both in the private and public sectors. It has taken new laws, enforcement, and an army of Cookinghams over the past 100 years to build transparent, accountable, and well-functioning local governments. That effort by any measure has significantly reduced systemic corruption.

Yet, damaging episodes of individual acts of corruption occur often at the highest level. Should we just regard corruption as a shared human condition to be tamed and corralled but never eliminated? Or do we pledge to try harder?

THE DAY HE MET WITH COUNCIL, HE BROUGHT ALONG HIS LETTER OF RESIGNATION JUST IN CASE HE DIDN'T PREVAIL.

In memory of L.P. Cookingham and many other leaders, please try harder. Work to strengthen your culture. Be vigilant in strengthening your processes to reduce the likelihood of bad acts. Trust but verify the integrity of your staff.

Consider introducing "frauditing" to your standard operating procedures. Install a third-party confidential mechanism to encourage staff and residents to report wrongdoing.

Engage law enforcement when the situation merits. Independent prosecutors who follow the facts and the law are important allies.

Lastly, remember that you set the tone. Make sure your personal and professional conduct meets the highest standards. PM

MARTHA PEREGO
Ethics Director, ICMA
Washington, D.C.
mperego@icma.org

WHAT PEOPLE, EVENTS, OR PHILOSOPHIES HELP MOTIVATE YOU THE MOST?

JUSTIN WEILAND
City Administrator
Dell Rapids, South Dakota
justin.weiland@gmail.com

The answer to this question may seem obvious, but public service is what has always driven me. What is so perfect about our profession, especially in today's hyper-politicized environment, is that managers can remain apolitical and focus on what our experience informs us is best for the communities we serve.

Along with my community, the people I bump into at the grocery, coffee shop, or hardware store are another motivation to continue making the Dell Rapids community the most successful and livable in our region.

I've reached the point as a mid-career manager where the "bigger" and "better" opportunity isn't a major motivating factor. Therefore, focusing toward long-term goals to make the community I serve the safest and best place to raise my two daughters trumps any long-term career goals.

ELIZABETH HANSEN, ICMA-CM
City Administrator
Nevada, Iowa
ehansen@midiowa.net

Every other year I assist in the facilitation of a leadership goal-setting retreat, including the mayor, councilmembers, and department directors.

During the event, we discuss our impressive list of accomplishments, review the goals from the past retreat, and discuss organizational effectiveness. At the conclusion of the event, we have a road map—a dozen or so ongoing projects and the top five new initiatives.

Once the dialogue has occurred, consensus has been built, and the report has been approved, I am inspired to get going on the plan of action.

It is motivating to get publicly praised when the list of accomplishments has surfaced in the local newspaper or discussed at local businesses, community service clubs, events, board meetings, and other places.

JAMES DAVIDSON, ICMA-CM
City Manager
Orem, Utah
jpdavidson@orem.org

Over the course of my career, I have had a number of mentors who have been willing to invest in me and my development as a management professional. They were willing to give me difficult assignments, allowing me to stretch beyond what I thought my professional abilities were at the time.

While not everything went perfectly with a number of the assignments, these mentors were patient with me, offered constructive feedback, and allowed me to stumble in order to learn. They reinforced to me that character and the manner in which I did my work was just as important as the competence associated with doing the work.

While city management, as a profession, can be a challenge, I have learned that you are never alone in tackling the issues you face. The network of peers, mentors, and friends that you develop during your career can make all the difference.

KEITH CAMPBELL
City Administrator
Stayton, Oregon
kcampbell@ci.stayton.or.us

The philosophy that motivates me was created by Fred Emery, an organizational development psychologist. His work created a framework that identified key components necessary for employee satisfaction in the workplace. The summarized principles of the theory are:

1. Work that provides a minimum of variety and is reasonably demanding.
2. Ability to learn on the job and continue learning.
3. Social support and recognition.
4. Relate what one does to one's social life.
5. Job leads to some sort of desirable future (not necessarily promotion).

My success is directly dependent on the people with whom I work. This philosophy motivates my values and interactions with my employees. PM

EMPLOYMENT AGREEMENT TIP

If you are looking for a model employment agreement template for administrators, check this site for an example.

▸ icma.org/employment_agreement

1

CYBERSECURITY: DON'T TAKE IT FOR GRANTED

2

October is National Cyber Security Awareness Month. These ICMA resources can help you avoid cyber disruptions.

▸ icma.org/cyber-aware

PERFORMANCE MANAGEMENT LEADERS

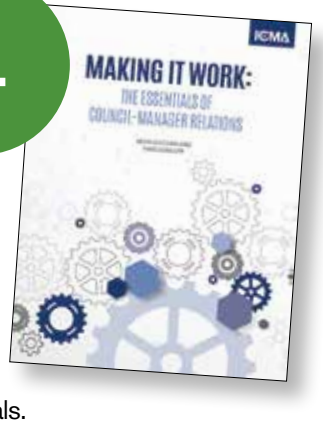
3

ICMA awarded Certificates in Performance Management to 53 local governments that demonstrate a commitment to collecting, using, and sharing performance data.

▸ icma.org/performance-certificate

LEADING PRACTICES FOR C-M RELATIONS

4



Download ICMA's e-book published in 2016, *Making It Work: The Essentials of Council-Manager Relations,* for tips on working with and maintaining good relationships with elected officials.

▸ icma.org/making_it_work

Massachusetts task force identifies local leadership initiatives

By Geoff Beckwith

MANAGERS CAN HELP LEAD THE FIGHT AGAINST THE OPIOID

Our nation is in the midst of an unprecedented opioid epidemic. This epidemic transcends locality, income level, gender, and race. In 2014, more Americans died from drug overdoses—47,055[1]—than in any year since 1968 when the federal government began tracking this data.[2]

The majority of those drug overdose deaths (more than six out of 10) involved an opioid—a category of drugs that includes heroin and prescription pain medicines like morphine, codeine, oxycodone, hydrocodone, methadone, and fentanyl.[3] Since 1999, the rate of overdose deaths involving opioids has nearly quadrupled, from 4,030 in 1999 to $18,893 in 2014.[4]

Among new heroin users, approximately three out of four report abusing prescription opioids prior to using heroin. The increased availability, lower price, and increased purity of heroin in the U.S. have been identified as possible contributors to rising rates of heroin use.[5]

Because of managers' unique position in the heart of our communities, they have an obligation to lead the fight to prevent opioid abuse and overdoses. Local government leaders and their employees have the resources, tools, and credibility to take the lead on this incredibly complex public health crisis.

While cities and counties have long provided a variety of essential services to residents, the opioid epidemic stands out as a unique challenge because it demands immediate action on multiple fronts. Local governments are actively seeking ways to effectively marshal and deploy local resources to assist residents who are directly and indirectly impacted.

In the summer of 2014, recognizing the opioid abuse crisis as a major public health issue, the Massachusetts Municipal Association (MMA) Board of Directors created a special Municipal Opioid Addiction and Overdose Prevention Task Force to assist local officials as they take action to combat the epidemic in their communities.

To ensure broad representation of cities and towns and local officials, 11 members were appointed by the board, including seven officers of MMA along with affiliate organizations, the executive director, and three municipal leaders from communities particularly hard hit by the opioid crisis.

The task force focused its efforts in several key areas, including identifying opportunities for leadership at home and across the state, enhancing intra- and inter-community information sharing, increasing public education and awareness, and ensuring the effective coordination of resources between federal, state, and local agencies.

Its 11 members met regularly for more than a year, seeking input from a wide range of partners, including service providers, advocates, experts, and organizations, to gather the broadest possible perspective. They reached out and surveyed the chief municipal officials in communities across the state to gauge the level of current and planned initiatives.

As task force members gathered information, assessed strategies, met with people who had lost loved ones, and learned from a wide range of professionals who are nearly overwhelmed by the scale of the problem, their sense of urgency grew. MMA's final report titled *An Obligation to Lead* was issued in January 2016 and broadcast a call to action to local leaders, focusing on leading practices and immediate steps that local officials could take to combat this public health crisis and save lives.

The report can be downloaded at https://www.mma.org/images/stories/NewsArticlePDFs/municipal_services/mma_opioid_task_force_jan2016.pdf.

TAKEAWAYS

› Local governments are uniquely positioned to connect affected families and individuals to resources, support, and treatment for opioid addiction and because of this, local officials have an obligation to take action.

› Federal agencies and other entities maintain lists of evidence-based prevention education programs.

Local Leadership Initiatives

Here are 10 opportunities and recommendations the task force identified for local leadership:

CRISIS

Take the lead to increase public awareness and engagement. Local leaders can work every day to disseminate information, enhance public awareness, reduce the stigma associated with addiction, and engage the community as a whole in a dialogue on the issue of substance abuse prevention.

Through the use of social media, information on local websites, and convening forums and events, local officials can facilitate connecting residents with valuable resources.

Local officials should act as a central clearinghouse for information, resources, and referrals in their cities and counties. They also should take the lead in reducing the stigma of substance abuse by providing a "safe space" for residents struggling with abuse as well as for family members and groups forming to support prevention and recovery efforts.

Increasing public awareness means recognizing the existence of a problem and being willing to have difficult and sometimes uncomfortable conversations. By publicly acknowledging victims and families and frequently publicizing municipal efforts, local leaders can become role models and encourage others to recognize the crisis in their communities.

MMA's report identified specific examples of community-based initiatives, including a vigil organized by Medford, Massachusetts, to honor residents who have died from addiction-related overdoses. Brockton, Massachusetts, has an excellent website that is rich with information and can serve as a model for other local governments.[6]

Designate a municipal point person on substance abuse prevention. In MMA's municipal opioid response survey, many cities and towns responded that a designated staff member has been assigned to lead their community's efforts to respond to the opioid crisis.

The designees worked in a variety of departments, including health, police, human services, youth outreach, and fire. In some cases, the board of selectmen or mayor serve in this capacity. Some communities created a new staff or department-level position to act as the local lead.

Communities may want to consider developing a cross-functional internal working group, whose members could include these designees

- Town manager/administrator
- Mayor's office
- Councilmember/selectman
- Police
- Fire
- Emergency medical services
- Public health
- Schools (school nurse, health and physical education teachers, school committee)
- Library.

Encourage intra-community, regional, and statewide collaboration. A number of coalitions have been funded through Drug-Free Communities grants (https://www.mma.org/images/stories/NewsArticlePDFs/municipal_services/mma_opioid_task_force_jan2016.pdf).

The federal Substance Abuse and Mental Health Service Administration (SAMHSA) oversees the program, which provides grants up to $125,000 per year for up to 10 years. SAMHSA is an agency within the U.S. Department of Health and Human Services that leads national public health efforts on substance abuse. These grants require that these 12 distinct sectors of the community be engaged in the coalition:

- Youth
- Parents
- Law enforcement
- Clergy and faith-based groups
- Schools
- Health care
- Media
- Business
- Civic or volunteer groups
- Youth-serving organizations
- Government agencies with expertise in the field of substance abuse
- Organizations involved in reducing substance abuse.

In MMA's survey, local governments indicated that the coalitions included representatives of these sectors, and also mentioned specifically engaging concerned residents, district attorney's offices, and recovery high schools—public schools where students can earn a high school diploma and are supported in their recovery from alcohol and drug use (www.massrecoveryhs.org).

They also included intervention and treatment agencies, ambulance services, judges, state and regional government, chambers of commerce and economic development agencies, pharmacies, jails, mental health services, and support groups.

Develop a one-page resource guide for families and those seeking treatment or assistance. Localities can develop a community-specific resource guide that is made available to family or community members seeking help for a neighbor or loved one. This one-pager should provide a checklist of action items and a list of available resources in the areas of prevention, intervention, and support.

It will be important to gather input from all sectors of the community, including local government departments, nonprofit service organizations, health care providers, support groups, and others to ensure that the resource guide is both comprehensive and appropriately customized for each community. It's important for this guide to be available as a physical document in government buildings, posted on the local government website with links to resources, and distributed at community meetings and events.

The Massachusetts Department of Public Health website provides an array of information and links that may be helpful as local officials customize their own resource guides for residents and families.[7]

Pilot innovative programs based on local needs. Local officials have the

opportunity to think outside the box and implement innovative solutions based on local needs and available resources.

These programs will be most effective when they are intended to de-stigmatize opioid addiction and transition the community away from a criminal justice approach to a more holistic focus on education and prevention, intervention, and support.

The Gloucester, Massachusetts, Police Department, for example, recently gained national attention when the police chief announced that any addict turning to the police department for help and willing to turn in any remainder of his or her drugs would not face criminal drug charges.

Instead, the person would be connected to appropriate treatment and recovery resources. This was in response to a community forum on what the city could do to help. The police department also indicated that it would pay for nasal Narcan for anyone who wanted it but could not afford it, using funds seized during drug dealer arrests.

Naloxone, also known as Narcan, can swiftly reverse the effects of an opioid overdose. When administered in a timely manner, it can dispel opioids that have bound to the body's nervous system receptors and restore breathing to a normal rate.

Attleboro, Massachusetts, has implemented a problem-oriented police (P.O.P.) team to help address the opioid crisis. This innovative community-policing method relies heavily on preventative measures instead of traditional criminal justice tactics. It engages directly with community stakeholders, taking proactive steps to reach out to those struggling with opioid addiction issues.

The department regularly monitors the outcomes from the use of preventative measures and reports on its findings. The city's website at http://attleboropolice.org/attleboro-police-p-o-p-team-action provides information on the P.O.P. team.

Arlington, Massachusetts, has added an Arlington Police Mental Health Clinician to the police force to reach out to drug addicts, residents who have previously overdosed, affected family members, and the community as a whole.

This expert provides valuable resources and information, teaches about the administration of potentially lifesaving Narcan, and works with members of the department to reduce the stigma associated with substance abuse.

Publicize the Good Samaritan Law. Local officials can encourage individuals to take action to intervene immediately when they are with overdose victims by publicizing that the Good Samaritan Law provides protection from prosecution.

Witnesses, friends, and bystanders can contact emergency personnel to convey that someone is not breathing, with a clear address and location. The Massachusetts Department of Public Health has identified personal fear of police involvement by bystanders as a leading cause of inaction in overdose situations.

Survival rates dramatically improve when medical intervention is quickly administered. The Good Samaritan Law is intended to add lifesaving measures to prevent overdose deaths, and can also help to break down barriers around the stigma of substance abuse. Most states have Good Samaritan laws in place. For information on states with drug overdose immunity and Good Samaritan laws, go to http://bit.ly/1rHABM8.

Partner with schools to implement programs aimed at prevention. The adolescent brain, which continues to develop until age 25, is profoundly susceptible to the influence of drugs and alcohol. Early substance use greatly increases the risk of addiction.

It is crucial to engage students in education and prevention as early as is appropriate, and municipal and school departments and officials should collaborate to make sure that initiatives are in place locally.

INCREASING PUBLIC AWARENESS MEANS RECOGNIZING THE EXISTENCE OF A PROBLEM **AND BEING WILLING TO HAVE DIFFICULT AND SOMETIMES UNCOMFORTABLE CONVERSATIONS.**

EPIDEMIC DATA

For information on the economic impact and average-day statistics on the opioid epidemic from the U.S. Department of Health and Human Services, visit http://www.hhs.gov/sites/default/files/Factsheet-opioids-061516.pdf.

Local officials can consider working with their state education and public health agencies to identify effective programs and models to implement, especially such evidence-based programs as screening, brief intervention, and referral to treatment (SBIRT), which is a practice used to identify, reduce, and prevent problematic abuse and dependence on alcohol and illicit drugs.

More information on SBIRT is available from SAMHSA at http://www.samhsa.gov/sbirt.

Create prevention curriculum and education programs. It's good for schools to implement prevention curriculum and education programs for students at the earliest possible age. Local officials are encouraged to work with their school departments to make sure that prevention education programs are in place.

There are many evidence-based prevention education programs available. Evidence-based programs are those that have been evaluated and found to be effective in reducing unwanted behaviors in students. Some prevention education programs are targeted to specific demographic subsets of students, and other programs are universal, meaning that any student can benefit from participation.

Federal agencies and other entities maintain lists of evidence-based prevention education programs, including Department of Education, Department of Justice, National Institute on Drug Abuse, Center for Substance Abuse Prevention, American Medical Association, Office of National Drug Control Policy, Centers for Disease Control and Prevention, American Psychological Association, and Substance Abuse and Mental Health Services Association. Links to these agencies' resources can be found in the MMA task force report and website noted earlier in this article.

Provide first responders with naloxone (Narcan) to prevent overdose deaths. There are no negative effects from the use of naloxone to reverse an opioid overdose (and no negative effects even if the person has not actually overdosed). Narcan comes in two forms—injectable and nasal. Nasal Narcan has become increasingly common due to its ease of administration for both first responders and civilians.

MMA's survey also showed that almost all EMTs and paramedics currently carry naloxone, and the report urged communities to ensure that all firefighters and police officers carry the life-saving drug, too.

Create safe disposal sites in your community for the discarding of prescription drugs. Dozens of municipalities across the state of Massachusetts have created safe drug disposal kiosks, generally at police stations. The department of Public Health provides a list of these drug drop boxes on their website.[8]

Residents are encouraged to bring unwanted or expired prescription drugs, including opioids, and used needles to the kiosks for the police or health professionals to dispose of appropriately. By bringing unwanted drugs to the kiosks for disposal, residents can minimize the risk that their unwanted or leftover drugs could be stolen or consumed inappropriately.

Use of the safe disposal sites also eliminates the risk posed to the environment that comes from throwing or flushing away unwanted drugs or discarding needles. The availability and location of the safe disposal sites can be posted online, including on the state's website, and in hard-copy and social media communications with residents. Local leaders are also asking pharmacies to host safe disposal sites.

Making a Difference

Opioid abuse is creating a public health crisis in communities large and small, with families being torn apart by the tragedy of addiction. Local government leaders can make a real difference in reversing opioid abuse, saving lives, and creating healthy, safe, and thriving communities through coalition building, engagement of stakeholders, and implementation of proven best practices. PM

ENDNOTES AND RESOURCES:

1 http://www.cdc.gov/nchs/data/health_policy/AADR_drug_poisoning_involving_OA_Heroin_US_2000-2014.pdf.
2 http://www.cdc.gov/nchs/data_access/cmf.htm.
3 http://www.cdc.gov/drugoverdose/opioids/index.html
4 http://www.cdc.gov/nchs/data/health_policy/AADR_drug_poisoning_involving_OA_Heroin_US_2000-2014.pdf.
5 https://www.cdc.gov/drugoverdose/epidemic.
6 http://opioidoverdoseprevention.org.
7 www.mass.gov/eohhs/gov/departments/dph/programs/substance-abuse/prevention/opioid-overdose-prevention.html.
8 www.mass.gov/eohhs/docs/dph/substance-abuse/opioid/ma-cities-and-towns-with-prescription-dropboxes.pdf.

GEOFF BECKWITH is executive director, Massachusetts Municipal Association, Boston, Massachusetts (gbeckwith@mma.org).

MASTER OF ARTS IN

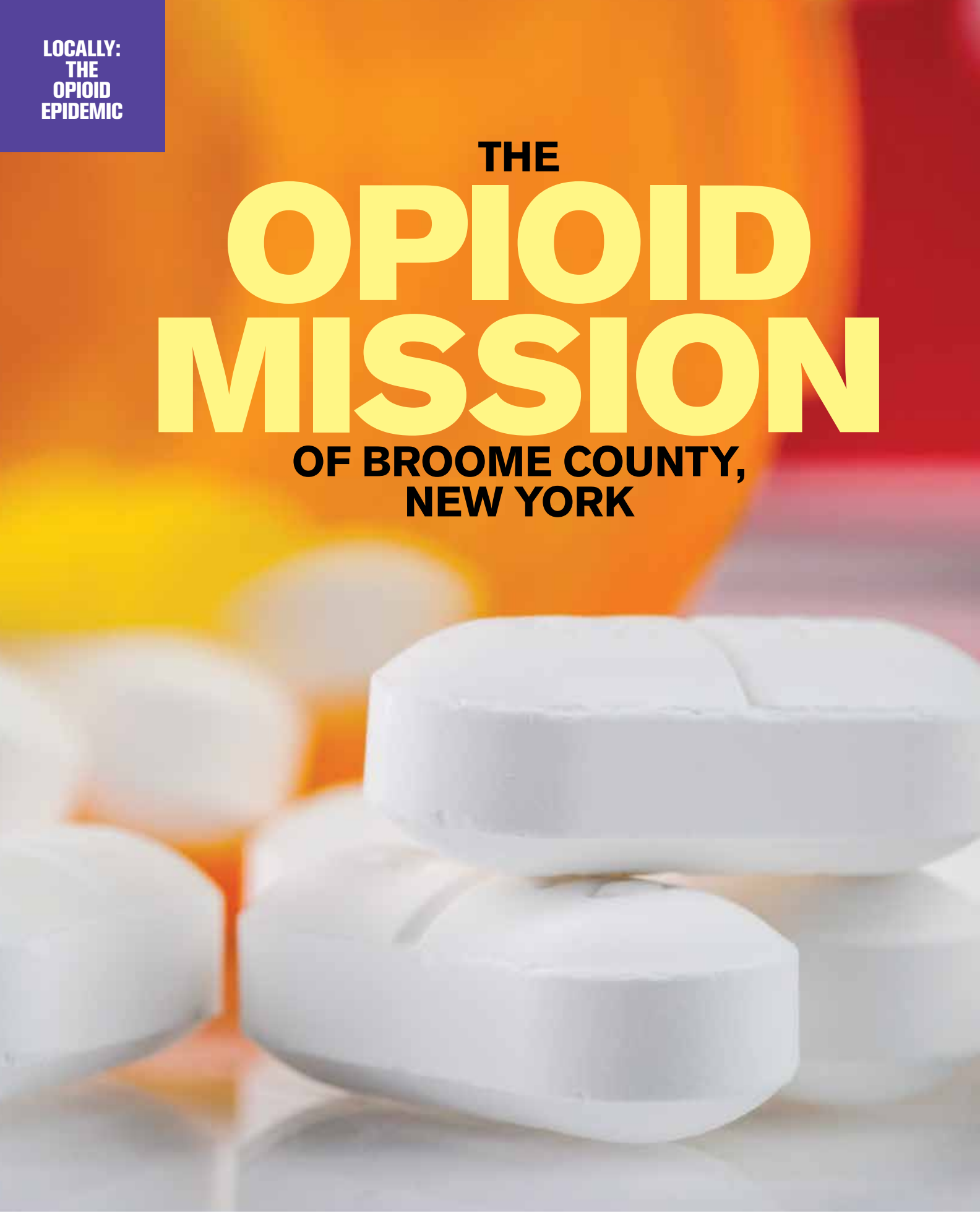
Public Policy and Administration

- Build a broad, highly relevant skill set for a career in nearly any type of organization: government, nonprofits, business and private enterprise.
- Learn analytic methods, statistics, qualitative and quantitative research.
- Understand, manage and lead organizational change
- Strengthen critical thinking, leadership and communication skills.
- Earn your Northwestern University master's degree on campus or entirely online.
- Choose the new Global Health specialization or one of four other specializations.

Apply today — **mppaonline.northwestern.edu • 312-503-2579**

Northwestern | SCHOOL OF PROFESSIONAL STUDIES

THE OPIOID MISSION OF BROOME COUNTY, NEW YORK



Multidisciplinary, collaborative effort provides meaningful action

By Sean Britton

Addiction is not a new phenomenon. While the particular drug of choice may vary between time and place, the behavior of becoming habituated to a substance is constant among a portion of any population.

Public policy often becomes involved with trying to remedy the issue of substance abuse within communities. This article highlights the work done by one local government to address the current opioid epidemic.

New Council Tackles Addiction Challenge

Broome County, New York (population 200,600), includes 1 city, 16 towns, and 7 villages.

Broome County's government is led by a full-time elected county executive and a 15-member legislature. Much like the rest of the nation, Broome County has had an increase in opioid overdose deaths in recent years. The number of deaths has steadily increased from 10 in 2011 to 31 in 2014, falling slightly to 30 in 2015.

In December 2014, the increase in rates of addiction and deaths influenced the county executive to establish the Broome Opioid Abuse Council. BOAC's mission is preventing future opioid addiction, mitigating rates of overdose death, and improving access to treatment for currently addicted individuals within the community.

This mission is accomplished through multidisciplinary collaboration between elected officials, public health agencies, emergency medical services, law enforcement, and substance abuse and mental health service providers, along with community stakeholders.

In order to pursue its ambitious goals, BOAC formed four committees—community education; law enforcement; education of medical professionals; and treatment, prevention, and harm reduction—that have been able to contribute toward the larger response to the epidemic.

BOAC held 8 public awareness events during 2015 and 11 events in 2016 by the time this article was written. Records maintained by county staff members report that thousands of county residents have attended these educational events. They feature a panel consisting of law enforcement, treatment providers, family members of addicted individuals, and individuals in recovery.

Attendees receive information on how to prevent opioid addiction, how to identify behaviors indicative of addiction, and how to seek treatment options for opioid-addicted individuals. Community education has also involved creating a support group for affected parents and grandparents of addicted individuals.

Law Enforcement Response

Broome County's law enforcement officials recognized that the opioid epidemic is a social problem that cannot be

solved solely through the criminal justice system. Law enforcement has increased its efforts to dismantle distribution networks through a countywide task force, crime analysis center, and acquisition of federal grants to support its work.

While law enforcement continues to aggressively diminish the supply of illicit drugs available, it has also sought to provide services rather than incarceration for drug abusers. The Sheriff's Assisted Recovery Initiative now provides assistance with obtaining access to rehabilitation services within the county.

An important aspect of the law enforcement response is supplying information. A public service announcement was developed and aired to inform people of New York State's Good Samaritan Law, which was passed in 2011, and bars arrest and prosecution for personal possession of drugs, paraphernalia, or underage drinking when someone calls for help to save the life of an overdose victim.

Patrol officers from all county agencies are distributing informational cards on the law and the resources for treatment to individuals being resuscitated with the medication naloxone, which is used to reverse the effects of an opioid overdose and allows the body to resume its natural respiratory effort.

Information is also being provided on medication take-back events offered by the sheriff's office. These are considered important interventions because an abundance of excess prescription opioids within the community creates the opportunity for their misuse.[1]

Another aspect of the law enforcement response was for all law enforcement agencies within the county to train officers on how to administer the medication naloxone. The administration of naloxone by law enforcement officers, who are often the first to arrive on the scene, has helped reduce the overall number of overdose deaths in the county. From January 2015 through the end of June 2016, law enforcement officers within Broome County had administered naloxone 62 times.

Broome County's law enforcement officials recognized that the OPIOID EPIDEMIC is a social problem that cannot be solved solely through the criminal justice system.

Promoting Outreach to Clinicians

BOAC has sought to improve adherence to evidence-based opioid prescribing guidelines. Clinicians prescribing higher doses of opioid medication have been shown to correlate with increased overdose deaths among prescription holders, and one study found 60 percent of the originally prescribed amount of opioids was later returned unneeded during medication take-back events.[2]

Providing clinical updates to health care providers can be challenging because they often face pressures to see more patients, rather than spend time in a seminar. Due to this reality, the most

effective method identified for providing clinical updates to providers is through a practice called "detailing."

Detailing is a brief educational visit provided to a clinician within that clinician's practice setting. The person performing the detailing will often have a standing meeting with the clinician in the hallway of the patient care area.

The detailer will typically have three minutes or less to deliver his or her message and provide any leave-behind materials for further reading. This method of provider education is frequently used by pharmaceutical sales representatives.

BOAC was able to acquire a grant for $35,000 from a local foundation to hire a detailer to spread the message of evidence-based opioid prescribing. The individual hired is a retired pharmaceutical sales representative with 29 years of industry experience.

Since this initiative—Opioid Prescription Reduction by Academic Detailing (OPRAD)—began in April 2016, the project's detailer has met with over 130 prescribing clinicians within their practice settings.

Expanding Services

BOAC has also worked to increase treatment resources and client navigation. The committee secured numerous grants to expand services; medication-assisted treatment using methadone, a drug which reduces symptoms of opioid withdrawal, offered by one provider was increased from 85 to 150 individuals.

A contract with one service provider was amended to require client intake within five business days of an individual requesting treatment services. Requests have also been made to state licensing agencies to increase the number of treatment beds available locally.

Grant funding was also used to begin a new governmental and nongovernmental partnership program between Broome County and the YWCA of Broome County called The Bridge.

The Bridge offers residential living quarters with around-the-clock staffing to eight women in recovery and their infants who were born addicted to opiates. The women receive mental health and substance abuse counseling, case management services, and vocational training services.

Collective Action Is Key

The county's comprehensive approach uses every evidence-based practice currently identified within the medical and public health literature for a local community to respond to this issue. The most important benefit that has been observed by BOAC members themselves is the collaboration across many disciplines.

This initiative has brought public and nonprofit organizations together to produce meaningful action on a community problem. BOAC's efforts are now being expanded into regional projects that include bringing in a nationally known substance abuse speaker and participating in a multicounty, presumed-opioid-overdose tracking database.

The main lesson learned from this initiative is that no matter the size of the community, it is the collective action of numerous partners rather than discreet efforts that provide the most effective level of service for the population. This model of action can be scaled to the size and capabilities of any local government seeking to address this serious problem. PM

ENDNOTES AND RESOURCES:

1 Welham, G. C., Mount, J. K., & Gilson, A. M. (2015). "Type and Frequency of Opioid Pain Medications Returned for Disposal." *Drugs–Real World Outcomes*, 2(2), 129–135. Overdose-related deaths. *Journal of the American Medical Association*, 305(13), 1315–1321.

2 Bohnert, A.S., Valenstein, M., Bair, M.J., Ganoczy, D., McCarthy, J.F., Ilgen, M.A., & Blow, F.C. (2011). "Association between Opioid Prescribing Patterns and Opioid Overdose-related Deaths." *Journal of the American Medical Association*, 305(13), 1315–1321.

SEAN BRITTON is director of public health and deputy emergency medical services coordinator, Broome County, New York (sbritton@co.broome.ny.us; www.facebook.com/BroomeCountyHealth; www.facebook.com/BCOES).

7 Elements
of a Successful Open Data Strategy

City and county managers know how open data can increase government transparency and accountability. But once citizens and government employees have access to open data, do governments realize there is a potential for benefits beyond transparency and accountability? There can be a substantial return on investment if they change their approach. Data drives better decision-making, and every service—from repairing potholes to dispatching first responders—requires accurate real-time data in order to perform well. Most local governments already use Esri technology for their daily operations. This means they more than likely have access to the framework necessary to take advantage of the following open data elements. These seven elements of a successful open data strategy will help you establish the hub of your smart community:

1 Make Data Explorable

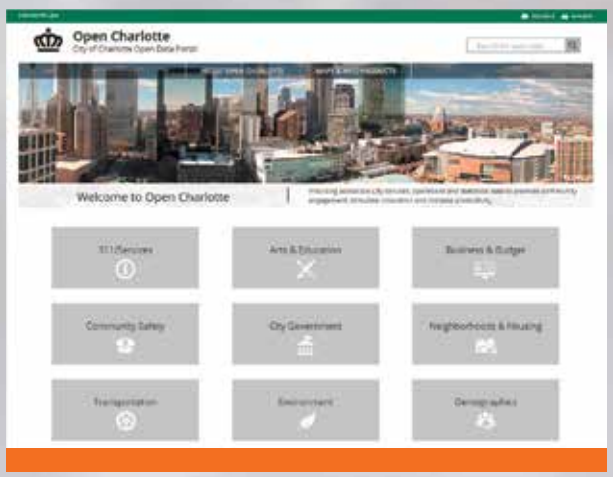
How do you create a return on investment for the vast quantities of information available on data hubs? Make that data easily discoverable in practical ways. To help encourage private sector innovation

and growth, the City of Johns Creek, Georgia, created an online site to provide the public with free access to the city's data. Businesspeople can use this information to perform market research, find new customers, and make better decisions. The Johns Creek open data site offers the kind of targeted data that enables small business owners to identify key demographics. Local businesses save money on costly market analysis, and the city creates opportunities for entrepreneurship and

revenue. It's a win-win situation that not only frees up resources for both the private and public sector but also adds value to the community. Open data helps the city promote an economic gardening strategy to support the businesses that are already invested in the community.

2 Promote Geospatial and Operational Data

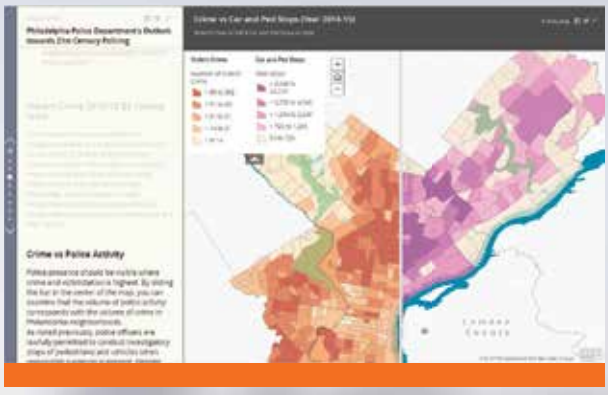
Open data is a technology that both geographic information system (GIS) and non-GIS professionals can benefit from. That is why an open data site has to incorporate a diversity of data types. For instance, while maps and imagery are often searched for and needed, one of the most commonly sought out civic datasets is government salaries. The City of Charlotte, North Carolina, opened up both spatial and operational data (i.e.,



employee salaries) in a single site. Esri recognizes this and knows citizens want to view information visually on a map, like street closures as well as the functional details about public service figures.

3 Provide Context for Issues through Story Maps

Interactive applications can help visitors realize the benefits of the data you've made available. Governments can present context for their decision-making process through the use of story



maps, which are easier to understand than raw data. Facilitating better communication between governments and citizens reduces gridlock and conflict arising from misunderstandings. The Philadelphia Police Department, for instance, was criticized for targeting certain low-income and minority neighborhoods. By using a story map—a combination of media and authoritative, interactive maps—the Philadelphia Police Department was able to communicate to the public that these policing efforts were targeted based on data that indicated areas with high crime density—not race or income—and that the city was properly allocating resources.

4 Share Open Data Internally and Externally

Open data sites must be focused on sharing information externally, as well as internally, to become more transparent to the community as well as improve collaboration and communication among staff and departments. The State of New Mexico's health departments were largely isolated from each other, as well as external nongovernmental organizations (NGOs) and nonprofits, while trying to fulfill one common need of the community. They decided to create a central, collaborative data site to support health services that reduced redundancies by sharing data among departments. This facilitated collaboration among governments,

NGOs, and nonprofits. It also improved data quality and standardized data sharing. With this new site, citizens and stakeholders can now see health trends and their outcomes such as vaccine rates and locations. People who have a profound effect on the community, like researchers and health care professionals, become better educated in less time. This makes for a healthier community.

5 Launch Apps for Immediate Use

A comprehensive open data strategy must include simple information products that the community can leverage immediately. The applications available on the ArcGIS platform make it easy to

launch solutions, like road closure apps and polling locators, almost instantaneously. The City of Los Angeles, California's open data site, dubbed the GeoHub, presents some of the city's high-level issues and initiatives, whether it be trash pickup or potholes, and provides applications and crowdsource tools that citizens can engage with to provide feedback and help improve their community.

6 Offer Training and Developer Tools

Anyone looking to use and benefit from the open data on a government site needs a central place where these resources are accessible and organized. The Los Angeles GeoHub site provides an easy-to-navigate section where developers can access data from the City of Los Angeles

Innovation Hub at no cost. They can download raw data and share insight with the community or build new applications that serve specific users. Providing developer resources, guidelines, and APIs can lead to the creation of hackathons and new solutions for the community. Fishidy is a Wisconsin-based app that consumes species and waterway data from governments and third parties to locate the best fishing spots. REscour uses GIS open data to aggregate, visualize, and access real estate information for commercial clients. In both cases, startups are using open data to create jobs and revenue.

7 Leverage a Larger Ecosystem

The ultimate goal of any organization leveraging open data should be to create a larger ecosystem of innovation, transparency, community building, and growth. Open data is not about one group or department; it should work to bring people together across departments, agencies, communities, and disciplines. By leveraging this larger ecosystem of stakeholders, startups, entrepreneurs, agencies, nongovernmental organizations, and developers can increase the support of an initiative, improve efficiency and productivity, cut costs by reducing duplication of work, and drive economic growth and entrepreneurship.

Upgrade Your Smart Community Now

Developing an open data strategy can launch innovation, collaboration, and transparency in your community. See how open data drives better decisions and helps your community be more well run, livable, healthy, prosperous, and safe.

To learn more about developing an open data strategy, visit esri.com/PMmag.

esri®

EYE ON CLIMAT

Strategies to help managers confront the challenges

By Rachel Bingham

TE CHANGE

The nature of climate change impacts is highly localized. In order to be successful, adaptation or mitigation interventions need to be tailored to fit the geographic region, community demographics, and resources available. This is why local governments are especially important and well-positioned to take action.

During the past two years, the United States has seen landmark shifts in its efforts to combat climate change. In 2015, both the U.S. Department of Defense and the Council on Foreign Relations declared climate change a threat to national security.

The Federal Emergency Management Agency (FEMA) now will only grant disaster preparedness funds for states whose hazard mitigation plans address climate change. (To find out if your state has taken this step, visit www.fema.gov/hazard-mitigation-plan-status.)

And, in 2016, the Department of Housing and Urban Development awarded $48 million to the first American climate refugees: Members of a tribal community in Louisiana need to relocate from the Isle de Jean Charles, which has experienced a 98 percent loss of land since 1955.[1]

The Isle de Jean Charles residents won't be alone for long; nearly 5 million people in the U.S. live within four feet of the local high-tide level in their communities.[2] The National Oceanic and Atmospheric Administration (www.noaa.gov) reports that more than 2 billion people around the world live within 60 miles of a coastal boundary. In the coming years, climate projections show that sea-level rise and land subsidence combined with storm surges at high tide will increase flooding in many of these regions.

Yet, coastal communities are not the only ones at risk. Rising temperatures, changes in seasonal variation, and increases in extreme weather events will impact communities all over the world.

The United Nations Development Programme estimates that more than 70 percent of climate change reduction measures and up to 90 percent of climate change adaptation measures are undertaken by local governments.

According to the *Local Government Sustainability Practices* survey conducted by ICMA in 2015, less than a third (32 percent) of local governments in the U.S. have adopted a sustainability plan even though almost half (47 percent) identified environmental protection as an overall community priority, and only 19 percent have dedicated budget resources specifically to sustainability or environmental protection.

Why is this? According to the same survey, lack of staff capacity and support (59 percent), lack of information on how to proceed (51 percent), and lack of community and resident support (49 percent) are among the most significant factors hindering local sustainability efforts.

Addressing the Challenge

Here are steps that local governments can take to address climate change challenges:

Identify key vulnerabilities. The first step in designing effective adaptation and mitigation strategies is to identify the likely impacts on the community and how the changing climate will affect a local government's ability to deliver services. A variety of tools

are available for completing a climate risk assessment (see https://climate-screeningtools.worldbank.org/content/complementary-risk-analysis-tools).

Women, children, seniors, disabled, and impoverished residents are all more vulnerable to such climate change impacts as urban heat island effect and increased instances of flooding and drought. Climate change also will impact storm and wastewater management, delivery of clean drinking water, waste and chemical management, and air quality.

COMMON CLIMATE CHANGE TERMINOLOGY

Adaptation: The process of adjusting to actual or expected type of weather and its effects in order to moderate harm or exploit beneficial opportunities. Adaptation activities build resilience to the unavoidable impacts of climate change.

Mitigation: Actions to reduce the amount of greenhouse gasses released into the atmosphere, to recapture greenhouse gasses currently in the atmosphere, and then to sequester them in ecosystems.

Urban Heat Island Effect: A phenomenon where the concentration of structures and waste heat from human activity causes the temperature in urban regions to be higher than their rural surroundings.

Make data available. Access to and dissemination of climate data is critical to a local government's ability to make informed decisions and identify key vulnerabilities. Coordinating data and projections beyond single teams and areas of service delivery allows for consistent and comprehensive planning across multiple sectors.

Unfortunately, information sharing between departments, agencies, and local research institutions is often overly bureaucratic or nonexistent. Finding ways to liaise between or partner with these entities will help you direct resources toward analyzing existing data and filling gaps rather than duplicating work. Data transparency is important for both local governments and the residents they serve.

Lead by example. Just because data is available, it doesn't mean local government staff members understand or know what to do with it. In 2015, Fort Lauderdale, Florida, piloted a citywide staff climate training for all full-time employees. The mandatory two-and-a-half-hour training focused on climate science and impacts, along with the city's sustainability projects (http://gis.fortlauderdale.gov/GreenYourRoutine).

The city held 32 sessions, including evening options, with 85 employees per class for two months. Sixty-nine percent of attendees felt they could use the information learned during their everyday activities at work. Fort Lauderdale also trained the assistant city manager and the department heads to serve as climate ambassadors for the community.

Engage your community. Residents who are aware of and understand climate change vulnerabilities are less likely to be impacted by them and are more likely to support local projects that address them. Townsville, Australia, for example, has been implementing a collective social learning exercise in a workshop format to engage and educate the community for the past decade.

The workshop helps stakeholders create realistic outcomes and solutions to public challenges through an interactive visioning process. When complex information is shared in ways that make sense to local decisionmakers, it allows them to develop actionable, affordable, and equitable strategies.

Look for knowledge exchange opportunities. You are not alone. There are local governments all over the world in varying stages of climate preparedness with which you can trade lessons learned. In South Africa, for example, eThekwini Municipality established the Central KZN Climate Change Compact[3] as a way for regional municipalities to pool resources and capacity to address climate change.

Compact members have different levels of institutional capacity and access to resources but have been able to leverage the compact to combat institutional inertia and garner political support. The compact is modeled on the Southeast Florida Regional Compact[4] that eThekwini Municipality was exposed to during an ICMA CityLinks™ partnership.

These compacts are a form of regional climate governance that commit local governments to working together on mitigation and adaptation activities.

Explore "no regrets" strategies. Invest in projects that generate social

WHAT DO THESE PLACES HAVE IN COMMON?

Local governments used as examples in this article were all participants in ICMA's CityLinks Climate Adaptation Partnership Program, funded by the U.S. Agency for International Development.

The CityLinks model was designed by ICMA as a way to enable local government officials in developing and decentralizing countries to draw on the resources of their international counterparts to find sustainable solutions tailored to the real needs of their cities.

It is based on the premise that well-managed communities are the key to efficient service delivery, economic growth, sound management of resources, and political stability.

CLIMATE CHANGE ADVICE

Here is what representatives of the ICMA CityLinks cities had to say when asked: How do you begin to face climate change?

"So much of what people think about climate change is wrapped up in the 2030, 2050, or 2070 horizon and how warm is it going to be then, along with other factors that are even harder to discern, like how wet or dry it might be.

"Local government managers need to look at climate change through the lens of what they need to do long term, but they also need to be thinking of what does this practically mean for what we need to do in the next year, in the next five years.

"I think there are a wealth of examples from the past that we could choose from, where we maybe weren't as prepared as we could have been, and we know that climate change is going to exacerbate those issues.

"So [consider] what planning strategies we can employ that really set us up for success in that five- to seven-year horizon that we can achieve and then set another five- to seven-year horizon. Then, by the time we're at these future dates, we're hopefully much closer to the track we need to be on."

—Russell Sands
Watershed Sustainability and Outreach Supervisor, Boulder, Colorado

"If you can find a city that you can communicate with—whether it's by Skype or e-mail, establish a link with that city. Learn about other projects it has already done, like creating a climate action plan, and it will provide a good base for you to move forward."

—Kerry Chambers
Chief Administrative Manager, Portmore Municipal Council, Jamaica

"Understand what the nature of impacts are over a period of time. Some cities view climate change as a big thing, just an immense thing they're grappling with, but you can't build bridges with people by constantly telling them a doomsday scenario.

"Be strategic with what actions you can do over a period of time. Make sure that you can break down problems into a short-, medium-, and long-term approach. Constantly evaluate your actions in dealing with those problems as they are grouped in how they are improving and keeping you on track."

—Pradesh Ramiah
Climate Change Planner, Gold Coast, Queensland, Australia

"Don't go looking for models of a city that has solved climate change or adaptation. I think one of the most interesting things about this partnership is that none of us can actually claim to be the experts.

"What we're doing is sharing challenges and maybe there's some things along the way that we're hopeful for or some small things that can be replicated. There isn't one city that is fully adapted or has even come close.

"Look for things that are useful and replicable, but recognize that there is unpredictability and that's what resiliency is all about."

—Oliver Sellers-Gracia
Director of Sustainability and Environment, Somerville, Massachusetts

and economic benefits independently of increasing your community's resilience to climate change. Boulder, Colorado, as one example, was able to provide green space and recreation for its residents while keeping critical infrastructure out of low-lying areas through its Greenways Program.

The city program sought to buy vulnerable land in flood plains for environmental protection, habitat restoration, flood mitigation, and increased storm water drainage capacity.

Track your progress. Climate change adaptation or mitigation projects need to be goal-directed, evidence-based, and cost-effective. Using performance management, data analysis, and project management tools to identify opportunities for improvement, and tracking the implementation of those plans is crucial to the short- and long-term success of climate change preparedness goals.

To support its greenhouse gas emissions reduction targets, Somerville, Massachusetts, uses MassEnergyInsight, a free, Web-based tool that can help local governments understand their energy use and reduce their carbon footprint. It delivers customized, easy-to-use reports on electricity, natural gas, and oil use.

Confronting Climate Change

Climate change is a global problem, yet many future solutions will be found at the local level. Local governments that work across community sectors and boundaries, as well as with each other, will be the leaders the world needs. PM

ENDNOTES AND RESOURCES:

1 http://www.coastalresettlement.org.
2 National Climate Assessment Report, http://nca2014.globalchange.gov/report.
3 Central KZN Climate Change Compact, http://www.durbanadaptationcharter.org/news/dac-central-kwazulu-natal-climate-change-compact.
4 Southeast Florida Regional Compact, http://www.southeastfloridaclimatecompact.org.

RACHEL BINGHAM is communications specialist for CityLinks, ICMA, Washington, D.C. (rbingham@icma.org).

BY ROD GOULD, ICMA-CM

TUNE UP YOUR EMERGENCY PREPAREDNESS

Steps to take now

Responding to an emergency in the community is the one local government service a manager hopes never to provide. Yet, chances are the service will be needed, perhaps multiple times, during a manager's career.

Earthquakes, floods, mass shootings, toxic spills, tornados, wildfires, and even terrorist incidents are not out of the question. The time spent preparing and practicing will pay off many times over when an emergency does occur. It is local government's greatest opportunity to shine or fail.

Here are steps to follow to become ready for such an event:

Update the local government's emergency operations plan and checklists. Too often, these items are out-of-date and of little use. The checklists are important for your disaster service workers, who may need simple reminders in order to get started when a disaster hits.

Equip and practice setting up an emergency operations center (EOC). An EOC is the nerve center that manages local response. It need not be a standalone building, but it does need to be a space large enough for this function and also able to be set up with the needed furniture and equipment in a reasonably short period of time.

The technology and communications equipment need not be Space Age; however, they should be dependable and well understood. Have the school district's emergency center and local hospital representatives located close by or in the EOC.

Understand the National Incident Management System (NIMS). The NIMS approach really works. Train by using it so it becomes second nature. For information on NIMS, visit www.fema.gov/national-incident-management-system.

Orient disaster service workers and plan to meet their needs during an emergency. Many city and county employees don't know or forget that they are required to report and serve during an emergency in their communities.

It's a good idea to review this obligation regularly. Be sure to offer means for employees to communicate with their families and provide food, sleeping accommodations, and medical help to support them in performing their duties.

Know how regional resource decisions will be made. If the emergency is not localized, a community will be competing with others for emergency staffing, equipment, materials, and supplies. This should not be learned on the fly.

Obtain the needed equipment and supplies in advance. This may include emergency generators, cots, food, and water for disaster service workers; emergency packs for evacuees; and open contracts with local businesses for the rest. The communication system being used should be tied into the regional system as seamlessly as possible.

Feed a local government's website and local news stations with accurate information on the local emergency and the response. Try to get elected officials on the air with regular updates.

Use geographic information systems to map the disaster and update the media. Don't underestimate the public's ability to access the Internet and your community's website to get up-to-the-minute information.

Be ready to make triage decisions. Demands for emergency resources can quickly outstrip availability. Staff should be ready to make hard decisions to maximize the preservation of life and property. Elected officials should back staff in making these tough calls.

Use shifts for disaster service workers. Don't use all of your personnel at once. Staff members will need to be relieved of their duties after the first 24 hours, so plan to use service workers in shifts. Hold briefings often in the EOC.

This allows everyone to hear information at the same time and to understand the decisions being made. Brief elected officials and those in the evacuation centers.

Don't scrimp on recordkeeping. Having good records of the emergency and the decisions made throughout it are essential for after-action reporting and federal and state reimbursement. Have the forms and paperwork ready before the emergency. Get ready for recovery.

Assemble your development assistance and social service teams because as soon as the emergency is over, residents will want answers on how to rebuild their homes and lives.

A manager's leadership and involvement is essential if a community is to be properly prepared. This is the height of public management service. PM

ROD GOULD, ICMA-CM, is senior manager for training, Center for Public Safety Management (CPSM; www.cpsm.org). He formerly served as city manager of Santa Monica, California (rodgould.com; rgould@cpsm.us).

THE BEST TIME FOR YOUR EMPLOYEES TO REACH US

IS ANYTIME.

Cigna's customer service representatives are available 24/7/365. This round-the-clock assistance helps us give your employees the customer service that works for them. And works for you.

Learn more at **Cigna.com.**

Cigna®

Together, all the way.®

BY ALEXANDER STEVENSON

WHAT HAS HAPPENED TO PUBLIC SECTOR MANAGEMENT?

Consult the hedgehogs and the foxes

In 1953, Isaiah Berlin published the book titled *The Hedgehog and the Fox*. A distinguished philosopher, Berlin was reportedly bemused by its almost instant success. He had intended the essay to be a frivolous piece, a parlour game for his more easily distracted philosophical colleagues.

Berlin was inspired to write it by the following fragment from the Greek Poet Archilochus: "The fox knows many things but the hedgehog knows one big thing." From this, Berlin developed a framework of two character types.

On the one hand, hedgehogs "who relate everything to a single central vision, one system" and on the other hand, foxes "who pursue many ends, often unrelated and even contradictory."

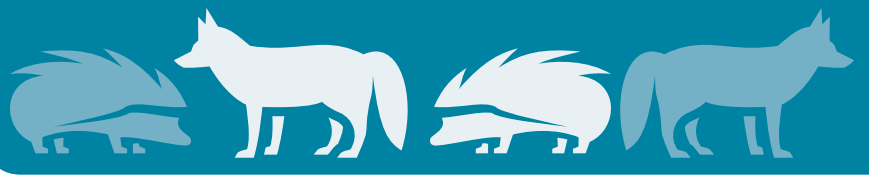
You can, he argues, place anybody into one of these two boxes. In Berlin's eyes, Dante is a hedgehog, Shakespeare is a fox, and Tolstoy "was by nature a fox, but believed in being a hedgehog."

So how might this framework help us think about public sector management? Here are three hypotheses.

Private sector managers are hedgehogs and public sector managers are foxes. This seems fairly uncontroversial. After all, the private sector has an obviously coherent system. Every decision can be framed by asking, "Will this make us more profitable?" It is hard to imagine a more erinaceous environment.

By contrast, the challenges facing public sector managers are well captured by Berlin's fox who pursues different, unrelated, and contradictory objectives. The prison governor, for example, who is expected to punish and reform prisoners or the planner who seeks economic regeneration while protecting communities and the environment. Or even a president who must decide whether he wants to make the country wealthier, happier, safer, fairer, more powerful, more peaceful, or all the above and more.

ASKING HEDGEHOGS TO TEACH FOXES HOW TO MANAGE IS LIKE ASKING BACKGAMMON PLAYERS TO TEACH CHESS.



Despite being foxes by nature, public sector managers have been encouraged to behave like hedgehogs. Since the advent of new public management in the 1980s, public sector managers have been expected to imitate private sector management techniques.

Many of these techniques have been useful. Measuring inputs and outputs is clearly sensible, as is introducing competition and outsourcing in some of the more straightforward areas of public service delivery.

But this approach has its limitations in an environment where hard-to-measure outcomes trump outputs, and complex meshes of relationships and accountabilities quash command-and-control hierarchies. This is an environment in which you need to be a fox to thrive.

Hedgehogs dominate management theory and practice. If you look for a management book on Amazon's website, you will end up looking in the business section. This symbolises a wider malaise: that public sector management is considered an offshoot of business management, if indeed it is considered a separate discipline at all.

This matters. Public sector management does require a different approach. In fact, in most important respects, managing in the public sector is far more complicated and harder to do well than managing in the private sector. Asking hedgehogs to teach foxes how to manage is like asking backgammon players to teach chess.

Berlin is careful to stress that neither fox nor hedgehog is superior. In the world of public sector management, however, the hedgehogs have inexplicably and damagingly held sway for far too long. It is time to bring in the age of the fox. PM

ALEXANDER STEVENSON is coauthor of *The Public Sector Fox – Twelve Ways to be a Brilliant Public Sector Manager* and author of *The Public Sector – Managing the Unmanageable,* (Kogan Page, 2015), London, United Kingdom (alexander@elvine.co.uk; @alsteve1).

Voyager cuts IT equipment and support costs with a smart, quickly deployed solution that interfaces with other government systems.

SOCIAL. MOBILE. SMART.

YARDI

YARDI Voyager® for Government

Operate more efficiently by automating all real estate processes with a mobile-enabled, cloud-based ERP solution that provides comprehensive financial, accounting and management tools.

To learn more, call **800.866.1144**
or visit **www.yardi.com/government.**

BY JEFF DAVIDSON

DEMANDING TIMES

Why there is so much on your plate

It's a given these days that career professionals manage many issues all at the same time. Here is a look, in Q&A format, on why this is happening.

Q: Why do things seem to be getting more complex in our immediate environments?

A: I'll answer this question by posing some questions: Why does it seem that there's more on your plate, more to handle? Is it because you're getting older or your job responsibilities have increased?

Certainly, those things are important. A number of factors are converging, however, which creates a situation in which your job becomes more challenging than it would have been just 10 or 15 years ago, not to mention several decades ago.

In previous eras, when information moved at a snail's pace, you could do the same job for your entire life and be well rewarded for it. Your grandfather or grandmother probably learned professions that comfortably served them for their entire lives. Obviously, this is no longer the case.

In addition, increasing technological intrusion in our society all but ensures that you will have more tugging on you. Culturally, we develop hundreds of major technological breakthroughs every single day. As a consequence of being in such an environment, each of us ends up having to face greater complexity.

Q: I knew that we were advancing rapidly in technology, but why at such a pace?

A: Increasingly, there is a blurring of entertainment and information, something that can be confirmed by simply turning on the television or cruising the web. Often, you find that news and information are mixed. Delivering a message today certainly means conveying information, but an added goal is to make it entertaining and to keep the viewer interested.

Perhaps most onerous, as we proceed into the future and society gets more complex, more stringent documentation is often required of us by the government and others who have the ability to demand it of us.

A NUMBER OF FACTORS ARE CONVERGING, WHICH CREATES A SITUATION IN WHICH YOUR JOB BECOMES MORE CHALLENGING THAN IT WOULD HAVE BEEN JUST 10 OR 15 YEARS AGO.

Hiring or firing someone, expanding operations, merging responsibilities, or outsourcing assignments—almost any function you can name requires more documentation, which contributes to each of us having to handle an increasing amount of work. Do you know anyone who has vast, uninterrupted stretches of time that are unaccounted for, during which they can tackle any one priority they want?

Q: There is constantly more work to do. Why?

A: As you become more adept at your job and are given more technology tools to assist you, you are asked to do more. When you only had a typewriter, with which you could generate three or four pieces of correspondence at a given time, that's how much you were asked to do. In the age of computers, which allows a multitude of correspondence to be generated with a few keystrokes, people ask you to do more.

So the mere fact that you can do more tends to lead to people asking you to do more. These demands come from employers, fellow employees, family members—everywhere you turn.

Q: How can we better manage this flood of demands?

A: Take charge of your environment by assessing what you face, cataloging the resources available to you, and plotting your path. For example, consider your personal life.

Suppose that your health is a critical priority. An objective related to being healthy is to live a long, healthy life. A goal—perhaps one of many—could be to join a health club and work out three times a week, or to buy an exercise bike that you'll use whenever you watch TV.

One's productive work life is limited. While you might work and live much longer than you expect to, your productive work life is finite. Change is guaranteed. To better manage all the professional demands on your plate, it's necessary to take stock of the challenges you face and determine the best way forward. PM

JEFF DAVIDSON, MBA, CMC, is principal, Breathing Space® Institute, Raleigh, North Carolina (www.BreathingSpace.com or Jeff@Breathingspace.com). An author and presenter on work-life balance, he holds the world's only registered trademark from the United States Patent and Trademark Office as "The Work-Life Balance Expert."®

A comfortable retirement should be the reward for a job well done.

People who dedicate their lives to serving others deserve an organiztion that dedicates itself exclusively to them. For over forty years, we've met the challenge to help public sector workers realize their retirement dreams.

icmarc.org/info

AC: 30259-1115-7938

ICMA-RC

BUILDING PUBLIC SECTOR RETIREMENT SECURITY

BY JIM BUSTON

EVALUATING TECHNOLOGY INVESTMENTS

Staff time is a critical consideration

Most local government managers agree there is a need to invest in technology for the betterment of an organization. This investing in technology, however, means something different to each person contemplating it.

Many publications address the topic of technology investment. Some advocate for spending a certain percentage of an organization's overall budget. Others suggest it's best to narrowly focus technology expenditures to achieve a desired budget outcome.

And still others look to technology to remedy some still unforeseen financial obstacle that may need to be hurdled in the future. Most of these publications focus on the price tag of the technology. They talk about "net present values" and "payback period."

THE PRIMARY QUESTION THAT NEEDS TO DRIVE INVESTMENT IN TECHNOLOGY IS: WILL IT BETTER MAXIMIZE EMPLOYEE TIME?

Look Beyond the Price Tag

Technology investment is one of many tools available to make sure that an organization is providing the best possible services to residents and doing it in the most efficient and cost-effective manner. However, the price tag of the technology should not be the only consideration when making an investment decision.

Ultimately, staff time is the one finite commodity needed to deliver services. In selecting how to invest public dollars in technology, the use of employees' time must be taken into consideration. The primary question that needs to drive investment in technology is: Will it better maximize employee time? For all of the progress managers have made in deploying technology in our organizations, we are a long way from maximizing employees' efficiencies, and therefore are a long way from providing the ultimate customer experience.

A Personal Story

To illustrate this point, let me tell you about an experience at my local bank. This particular bank, like most banks, has a drive-through option that allows its customers to bank from their vehicles. I use this option most of the time because it is convenient and quick.

Not long ago, my bank updated its computer systems. What used to be a quick trip through the drive-through is now a noticeably longer task. The main reason for this slowdown is the sluggishness of the printers and check validators at the teller windows.

I am sure that the justification for the new computers and printers was cost savings for the bank, and its information technology department probably received kudos for saving the organization money. I have no doubt that the technology upgrade was needed.

What my bank did not factor into the equation was that with this new technology, employees would end up taking more time servicing the bank's customers, and the customers (at least me) would be less satisfied with the service. The ramifications of this oversight are obvious.

When evaluating the cost of technology for your local government, take the time to consider more than just the actual dollars spent acquiring the technology. You also need to evaluate the cost of employees' time and the level of service desired for residents. A technology investment strategy that considers all these factors works best for all concerned. PM

JIM BUSTON is assistant city manager and chief information officer, Auburn, Alabama (jbuston@auburnalabama.org). He is a member of the ICMA Advisory Panel on Technology Content.

BY ASHLEY BONNER AND THOM RICKERT

RETALIATION CLAIMS IN THE WORKPLACE

Steps you can take to minimize risks of a claim

Employee retaliation is the No. 1 claim in the workplace today according to the U.S. Equal Employment Opportunity Commission (EEOC). During 2015, there were a total of 39,757 retaliation charges received, and we can assume that only a fraction of incidents of retaliation were reported by employees to EEOC.

This is a staggering 44.5 percent of the total 89,385 workplace discrimination charges received by the EEOC. Race and disability claims, which were next most common, accounted for 34.7 percent (31,027) and 30.2 percent (26,968), respectively.[2]

Resolving a retaliation claim, or preferably avoiding the occurrence, requires a workplace foundation that gives equal attention to "best practice" processes and the people in the organization. Key to the process is a clear and unambiguous anti-retaliation policy, understood by all employees and periodically reviewed to keep pace with the changing legal and societal landscape.

The linchpins to "people" risk management are training and culture. Training must be specific to the learning group and provided in the manner and with the frequency required by law.[3]

Of equal importance is the creation, or hopefully, maintenance of a culture of respect and tolerance within the organization. If claims do occur, organizational leaders need to act deliberately and with compassion.

ADDITIONAL RESOURCES

https://www.eeoc.gov/eeoc/internal/harassment_order.cfm

https://www.eeoc.gov/policy/docs/harassment-facts.html

Here is what can be done to minimize the risk of a claim:

- Develop your anti-discrimination and anti-retaliation policies using available **best practices.**[4]
- Have the policy reviewed by a **labor attorney** prior to approval and implementation.
- Conduct **annual reviews** of the policy to make sure it is up-to-date and reflects any changes in your organization and the law.
- Make a copy of the policy available to all employees. Require a **signed acknowledgement** of receipt from each staff member.

What can be done for employees:

- Provide **training** specific to supervisors and staff.
- Create a **culture** of trust.
- **Listen** and be aware of the cooperative energy at your organization.
- Ensure managers apply the policy **uniformly across the organization.**

Here is what can be done if a claim occurs:

- To the extent permitted by law, keep claim reports and investigatory results **confidential.**
- Conduct a **prompt** investigation.
- Take **appropriate corrective steps** if there is evidence that any adverse treatment of an employee may have been prompted by participation in a protected activity. Examples of protected retaliation activities for which there is a basis for charge: threatening to file charges, complaints pursuant to an employer's internal reporting procedures, or opposition to a supervisor's order or practice believed to be illegally discriminatory.

Depending on severity, discuss the matter with the responsible individual or individuals, explain why it was inappropriate, and instruct them to cease behavior. If those responsible seem unaware of these responsibilities, appropriate training should be provided. More severe cases may call for disciplinary action for violations of the conduct standards, which can include suspension, demotion, or termination.

- Always **consult** with your organization's designated human resources professional, who may consult with legal counsel, before implementing any remedial action.
- When an investigation or charge is closed, **continue to monitor** to ensure compliance with published policies. PM

ENDNOTES AND RESOURCES:

1 EEOC – Retaliation-Based Charges FY1997–2015. Website reference: https://www.eeoc.gov/eeoc/statistics/enforcement/all.cfm.

2 EEOC Releases Fiscal Year 2015 Enforcement and Litigation Data. Press release 02/11/2016. https://www.eeoc.gov/eeoc/newsroom/release/2-11-16.cfm.

3 See, for example: California Fair Employment and Housing Act (significant changes effective 04/01/2016). Cal. Code Regs. tit. 2 § 11024(a)(2)(C); (b)(2) (2016). http://www.paulhastings.com/publications-items/details/?id=35bae869-2334-6428-811c-ff00004cbded#_edn12.

4 Society for Human resources Management (SHRM): https://www.shrm.org/templatestools/samples/policies/pages/cms_000551.aspx.

ASHLEY BONNER is senior risk control adviser, Trident Public Risk Solutions, an Argo Group International company, San Antonio, Texas (abonner@tridentpublicrisk.com). **THOM RICKERT** is vice president of marketing, Trident Public Risk Solutions (thom.rickert@tridentpublicrisk.com).

BY ROBERT BEEZAT

BUILD YOUR CHARACTER, MAKE BETTER DECISIONS

10 activities to strengthen you and your organization

When I began my career in local government management, I was fortunate that three experienced city managers shared their wisdom with me, which has guided me in my own management career. From them I learned:

"If it weren't for the people, this job would be easy." I chuckled when one of them said it, but over the years of managing organizations, I learned he was right.

"People who do the work every day usually know better ways to get the work done." It is crucial to include those who do the work every day to define a problem, come up with a solution, and make the best decision possible.

"Trust in the wisdom of deliberative bodies." Honest, open, and respectful discussions will result in better decisions and outcomes than those decided by one person.

Then 10 years ago I was teaching a university course on principles of management and learned this pearl of wisdom that comes from author Henri Fayol (1841–1925), and wished I had known it earlier in my career: *"In making decisions . . . the moral character (of the decisionmaker). . .determines the quality of the decisions."*

At the time I wondered: "Who is Henri Fayol, and what does he mean by that statement?" It turns out that Fayol was one of the first to write about management theory and practice. His work is still one of the foundations of organizational management.

Character and Success

Fayol's statement made me think more seriously and deeply about the possible connection between moral character and managing an effective and successful organization.

For my own writing pursuits, I explored the link between character and decision making. My premise is that our behaviors reflect and grow out of our character and that our character greatly influences the quality and effectiveness of our decisions and the success of our organizations.

Ten character-building activities, which involve considerable self-reflection, can help us make better decisions, improve our organizations' productivity and effectiveness, and increase job satisfaction for the organizations' employees:

1. Listen. Do I really think other people are worth listening to? How well do I listen to understand what the person is really saying? Am I willing to invest time in this kind of listening?

2. Involve employees in defining and solving a problem. Do I come to discussions about defining and solving a problem with answers I want my employees to accept or do I welcome honest and broad input that may change my initial ideas? Do I really think my employees have good ideas on how to get work done better and more effectively? Am I willing to invest time in this type of group effort?

3. Allow oneself to be challenged by staff members. Am I open and willing to changing my mind based on the input of the people I manage? Am I afraid that I will look weak or indecisive if I change my mind?

4. Help people grow. What have I done to honestly assess the strengths and weaknesses of my organization's employees? Have I assisted them in growing their talents and skills?

5. Help people solve their work-related problems. Have I asked employees what they are struggling with that hinders their own productivity and effectiveness or of someone they manage? Have I made a deliberate effort on a timely basis to help them resolve the matter?

6. Be friendly and genuinely respectful and caring for employees. Do I genuinely respect employees? Am I friendly and kind to employees? Am I also firm with them when necessary?

7. Treat everyone equitably and fairly. Am I perceived as favoring one or more employees? Do I show the same patience and understanding to everyone? Do I equitably share praise for work that is well done by an individual or a team?

8. Always learn as broadly as possible. Do I have a plan and am I willing to invest time to broaden my base of knowledge? What have I learned recently that was not work-related and new to me?

9. Be a person of your word. Do I always do what I say I will do? Do I tell the truth even when it is unpleasant? Am I trustworthy?

10. Be healthy. Do I exercise regularly? Do I eat a healthy diet? Do I do things that are relaxing and refreshing to my body and mind? Am I willing to invest time in getting healthier?

The app BABU (Be a Better You) at https://babu.characterbasedmanagement.net will help you rank yourself on a scale of 1 to 5 on each of the 10 activities outlined in this article. Enjoy your character-building journey! PM

ROBERT BEEZAT is of counsel, GovHR USA, Northbrook, Illinois, and a former local government manager. He is author of the book *Character Based Management: A Key to More Productive & Effective Organizations* (rbeezat@govhrusa.com; www.characterbasedmanagement.com).

#WeThriveHere CHALLENGE

40 HOURS IN 2017

Introducing #WeThriveHere, the digital challenge that will motivate you to spend at least 40 hours enhancing your leadership and management skills to thrive in the profession.

How the challenge works

1

SIGN UP
for the challenge at icma.org/wethrivehere by December 1.

2

GET POINTS FOR YOUR HOURS
by participating in select ICMA events and program initiatives from January 1 – October 1, 2017.

3

TRACK YOUR PROGRESS
on the #WeThriveHere leaderboard to see how you stack up against other local government professionals participating in the challenge.

4

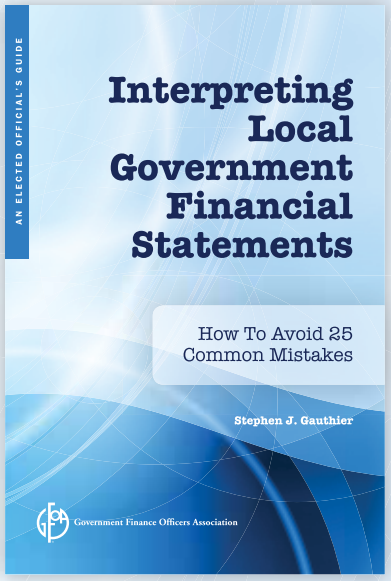
WIN PRIZES
Get the most points and compete for a shot at being named 2017 #WeThriveHere champion, free registration to the 103rd ICMA Annual Conference, bragging rights, and more!

ARE *YOU* UP FOR THE CHALLENGE?

Join today at icma.org/wethrivehere

#WeThriveHere isn't just about winning the challenge or the great prizes, it's motivation to help you maintain and enhance the knowledge and skills you need to improve the efficiency and effectiveness of your community; to make you aware of the changing trends and directions in your career, and to help you make meaningful contributions to your team.

Government Finance Officers Association



NEW

We are all familiar with the notion of *optical illusions*, such as a mirage in the desert or the wheels on a speeding car that appear to be turning backward. So too in local government financial statements, certain items are not always necessarily what they at first appear to be. Such "financial statement illusions" can easily lead to serious misinterpretation and bad decisions. GFOA's new publication *An Elected Official's Guide: Interpreting Local Government Financial Statements — How to Avoid 25 Common Mistakes* aims to help minimize that risk by examining 25 specific and commonly encountered mistakes of this kind. The goal is not just to serve those who seek to improve their own knowledge of local government financial reporting, but also to assist financial reporting professionals who desire a practical approach for sharing their knowledge with others.

Order today at www.gfoa.org.

For information about quantity discounts, e-mail publications@gfoa.org.

Elected Official's Series

These popular booklets provide practical and easy-to-understand explanations — in plain language — on a variety of public finance topics. Using a simple question-and-answer format, each one provides a thorough introduction to a single topic. An affordable price structure and quantity discounts make these booklets ideal for distribution to newly elected officials, government employees, citizen and taxpayer groups, the media, and others interested in local government finance.

Quantity discounts are available.
To learn more about the books in the Elected Official's Series, visit www.gfoa.org.

2016 ICMA Coaching Program

Thrive in local government!

Platinum sponsor:

ICMA-RC
BUILDING PUBLIC SECTOR RETIREMENT SECURITY

ICMA is proud to present a new complimentary resource for local government staff looking to develop, advance, and do great things for their communities!

- Six live webinars annually with digital archives
- One-to-one coaching resources to provide personalized support
- Monthly Career Compass advice column
- More resources including live speed coaching events, career stories, and more.

All resources are complimentary and free for anyone to use, thanks to our platinum sponsor ICMA-RC. ICMA would also like to thank our major sponsors, ICMA members and Cal-ICMA, and our 2016 State Association partners!

Learn more at **icma.org/coaching**

ICMA | Cal-ICMA California Consortium A State Affiliate of ICMA

UPCOMING WEBINARS

- **SURVIVAL SKILLS FOR MANAGERS**
  Thursday, October 20
  11:30 a.m. – 1:00 p.m. PT

- **SUCCESSFUL PLANNING AND KNOWLEDGE TRANSFER**
  Thursday, November 17
  1:00 – 2:30 p.m. PT

Register now at:
icma.org/coachingwebinars

Missed a webinar? Watch it full screen 24/7. High quality, full screen video recordings are available for these and other webinars.

Visit **icma.org/coachingwebinars** to view advance agendas for each session, view the archives and to join the email list to receive regular notices of program services, activities and detailed agendas for each webinar.

ICMA | coaching