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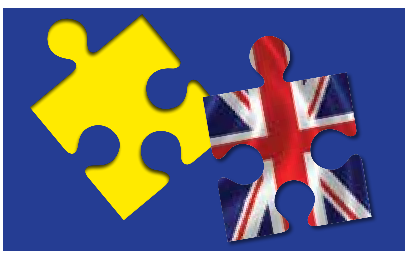

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This issue of *PM* is available online and mobile at icma.org/pm October 27, 2016.

BY MARTHA PEREGO, ICMA-CM

UPSTREAM CHALLENGES

What to do when the ethical dilemma involves your elected official

Any CEO, whether leading a private or public organization, knows that success can depend on first establishing a solid relationship with the governing body. The relationship, individually and collectively, must be built on a foundation of mutual trust and respect for the other's unique role and responsibilities. Local government managers face the added challenge of doing this publicly, despite competing interests and the pesky requirements of democracy.

When either party fails to understand its role or strays across boundaries, intentionally or not, the relationship can be strained or fractured. An elected official acting like a manager can create an ethical dilemma for the manager as well. Here are two real-world incidents that highlight ethical issues that can arise.

Incident #1

The takeaway from the new city manager's first council retreat was that public works was a real weakness in the organization. The manager promised to pay close attention to the situation and, after a year, concluded that the public works director lacked the technical and management skills needed to lead the department.

A significant amount of coaching and direction didn't seem to yield better results. The manager terminated the public works director and then informed the mayor and council. The following year, the wife of the now former employee ran for and won a spot on city council.

The new councilmember is highly critical of the manager's performance and prefers to address her concerns and complaints only in public forums. She also goes directly to staff to inquire about project status, get information, and issue requests for service. The manager met with the councilmember

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in an effort to get her to deal directly with him and identify the source of her discontent. Nothing has worked.

The manager next learned from a vendor that the councilmember called the vendor to determine why a project was not progressing on time and to demand better results. The manager believed her action was improper! He wonders what his next step should be. Should the manager address this issue with the councilmember? Go to the mayor?

Many times elected officials are motivated by pure desire to serve the voters, and they wander into the manager's "territory" because they lack an understanding of the manager's role and how to get things done. Managers can help newly elected officials understand the division of labor between elected officials and staff. Council retreats, orientations, presentations by corporation counsel, and regular discussions are all effective ways to build a strong understanding of roles and responsibilities and establish the ground rules for conduct of all parties. A low-key, one-on-one approach often is successful in resolving missteps and issues.

But the manager can't be expected to correct inappropriate upstream conduct. Governing body members must police the conduct of their peers and weigh in when it crosses boundaries. In this case, the manager should explain to the councilmember that her intervention is neither helpful for the project nor appropriate. The manager should also inform the mayor and request that the councilmember's conduct be addressed by her peers.

Incident #2

What do you do when the mayor is the offending party? One city manager faced that issue after the departure of the director of the city's performing arts center. The mayor then presented the manager with an ultimatum: rehire the director or meet with council in executive session called specifically to consider the manager's continued employment.

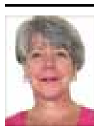
The director had resigned from the city following a media report that he had accepted many gifts from individuals doing business with the city and failed to follow the disclosure laws. The director had been competent, but his conduct violated city policy and the law and embarrassed the organization.

This was a deal breaker for the manager because all staff, including the director, had been through ethics training that specifically addressed the gifts issue. The manager had offered the director the option to resign or be fired.

The manager informed the mayor that he would not reconsider his decision and was glad to discuss his rationale with the full council in executive session. From the manager's perspective, this was not about power or territory but about preserving the city charter and rule of law. His ethical obligation is to resist encroachment on his professional responsibilities, to handle each personnel matter fairly and on the merits, and to do what is right—even at the cost of losing his position.

Governance coach Mike Conduff reminds both managers and elected officials of the importance of the team relationship: "It is hard to imagine an effective team environment where members don't know or operate within their roles. Visualize an airline pilot leaving the cockpit to serve drinks or a pitcher abandoning the mound to catch a fly ball in the outfield.

Elected officials are critical in their governing role, and in order to be effective must be educated, trained, and coached in that role. Managers can clearly assist with training, but mentoring and discipline rest largely with the mayor and governing body." We skip training camp at our peril! PM



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HOW DO YOU PRIORITIZE YOUR WORK ON A DAILY, A WEEKLY, OR EVEN A LONG-TERM BASIS?

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Signing time sheets, purchase orders, and so forth are routine daily duties that can take shorter amounts of time. I have found it best to clear those items out as soon as possible. The paperwork can seem overwhelming at times, but I know that people often depend on that simple signature to get on with their day.

Oftentimes, my weeks and months are spent either planning for a commissioners' meeting or working on items from prior meetings. The county commission meetings often deal with board priorities and major policy decisions, so of course, much of the workday revolves around what happens there.

There are other parts of the job that require long-range planning, especially when it comes to budget preparation. The months of March through June are mostly filled with budget planning meetings. Finding time to do much else during these months can be difficult.

I have found it important to delegate; to make decisions thoughtfully, but quickly; and to stay focused on organizational priorities. These tricks of the trade help me to meet county goals as well as maintain my personal sanity.

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Government work is equal parts reactionary and future-oriented. Best intentions for long-term community goals must be weighed against issues that arise requiring an immediate response or action. On most days, my team and I are working on projects in each area. In order to balance these needs, I rely on quality staff, regular communication, and written work plans.

I return calls and e-mails within 24 hours or less. The most pressing situations get pushed to the forefront of my attention, while less-urgent concerns are sometimes delayed for another day or two. While I may spend a good portion of a day working on an unplanned issue, I try to always keep the long game in mind. Setting task timelines or benchmarks is helpful.

For longer-term prioritization, I rely on written to-do lists and other visual management tools. A simple chart in my office displays tasks on Post-it notes. As the task moves from "not started" to "in progress" and finally "done," I can quickly and easily track the status of these projects.

Long-term capital and vision plans are implemented through an annual work plan, which is set each year with staff and board input. Throughout the year, the plan is updated as duties are completed and new projects are added, as necessary. I believe that what gets stated gets done; however, there are times when unexpected situations occur that pull staff attention away from planned projects.

It is important to be flexible and understand that the work plan can be a fluid document as long as we are making headway on the larger goals.

SUGGESTIONS FOR QUESTIONS

PM readers like to read Q&A from their management colleagues. Do you have a question you'd like to see answered in this department? Send it to bpayne@icma.org.

LOOKING FOR A LOCAL GOVERNMENT JOB?

ICMA's **Job Center** offers a database of current job openings for local government professionals, from intern to manager. You might find your next job here!

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STORMWATER MANAGEMENT

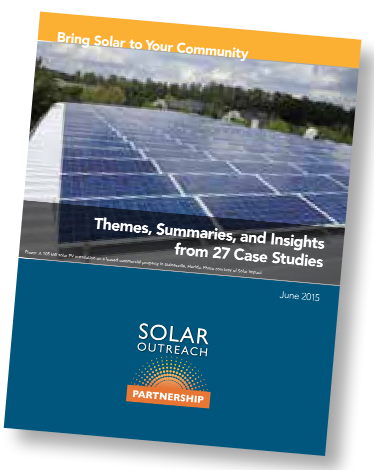
The stormwater management approach of Prince George's County, Maryland, included creating a Center for Watershed Protection.

▸ icma.org/stormwater_mgt

MUST BE THE SOLAR

For 27 local government case studies on rooftop solar PV deployment, see the ICMA publication *Bring Solar to Your Community: Themes, Summaries, and Insights from 27 Case Studies.*

▸ icma.org/27_solar_casestudies



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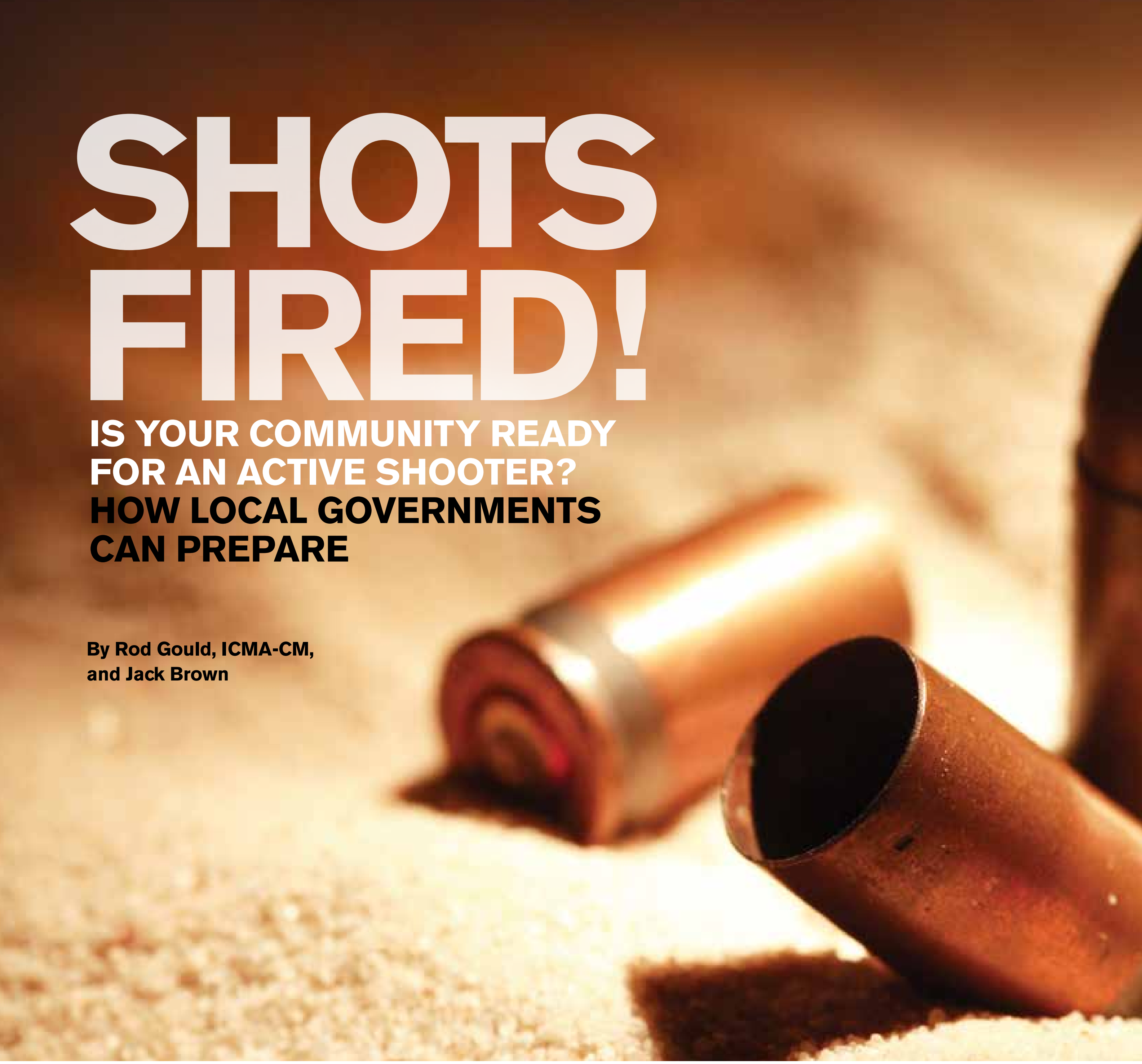
ICMA's coaching program, available to members and nonmembers, is ready to help supply resources, webinars, and coaching for local government professionals.

▸ icma.org/coaching



SHOTS FIRED!

IS YOUR COMMUNITY READY FOR AN ACTIVE SHOOTER? HOW LOCAL GOVERNMENTS CAN PREPARE

By Rod Gould, ICMA-CM, and Jack Brown

Active shooter incidents are increasing in America and around the globe. Local government managers and assistants have an affirmative duty to guide preparation, prevention, and response actions to limit the loss of life in the face of this alarming trend.

Not only must these efforts knit together first responders, including police, fire, and EMS personnel, into an integrated response, but research and experience indicates that local governments must increasingly involve and educate residents and business people in what to do when confronted with such a threat or an actual shooting itself.

Big or small, no community is immune from this deadly behavior. According to the Gun Violence Archive, there were 277 mass shootings in 2014, 332 in 2015, and 191 mass shootings in 2016 up through July 16, 2016.[1]

Time and learning from experience teaches that there are a number of actions a local government can take to preempt a lethal shooting or effectively cope when one occurs.

Emergency Preparedness

Make sure your organization's general emergency preparedness plan, including equipment, is up-to-date. Get elected and management support to make it happen.

Equip and practice setting up an emergency operations center (EOC), which will be the nerve center that manages the local response to the active shooter and mass casualty incident. An EOC does not need to be a stand-alone building. It requires a large enough space that can be set-up with the necessary furniture and equipment in a reasonable period of time.

Invest in emergency training. Understand the National Incident Management System (NIMS).[2] All too often, city officials give lip service to this system and its proven techniques. This system really works. Train on it so it becomes second nature.

Orient your disaster service workers and plan to meet their needs during an emergency. Most importantly, exercise your plans and check your equipment quarterly, if possible, using different scenarios, including an active shooter. This way your staff will be able to move into emergency response mode with confidence and speed.

For too long, law enforcement, fire, and EMS have perceived their first-responder roles as independent of one another. This is a major mistake. All three need to train together to provide an integrated response and must be comfortable with an integrated Incident Command Structure.

The manager must get the buy-in of the chiefs to overcome institutional bias in emergency planning and response. This is critical. Use the Rescue Task Force (RTF) concept.[3] The RTF is essentially a simple response model made up of multiple four-person teams that move forward into the unsecured scene along secured corridors to provide stabilizing care and evacuation of the injured.

There is also a need for common operations language using simple terms to avoid confusion during the pressure of an active shooter incident. Consider cross training law enforcement, fire, and EMS dispatchers.

Provide the necessary equipment for your first responders, including ballistic vests, helmets and eye wear, and assault rifles for your law enforcement officers. Get your first responders into major public and private facilities so that they are familiar with their layouts and train in them when possible.[4]

Similarly, make sure your radio and communications systems are up to snuff. This means that they are interoperable so that police, fire, public works, the schools, local cities, and the county can all talk with one another seamlessly. Create redundant systems.

It is a best practice to provide direct and simple training for residents and business people about what to do in the event of an active shooter. Many jurisdictions are using instructional videos on local cable television and at community events, service clubs, and other gatherings and are encouraging employers to show them to their employees.

The common advice is to run, hide, or fight when the shooter is active. Good examples include a video provided by Houston, Texas: "RUN. HIDE. FIGHT.® Surviving an Active Shooter Event" (https://www.youtube.com/watch?v=5VcSwejU2D0). Or one titled "Surviving an Active Shooter" by the Los Angeles, California, Sheriff's Department: https://www.youtube.com/watch?v=DFQ-oxhdFjE.

MAKE SURE YOUR ORGANIZATION'S GENERAL EMERGENCY PREPAREDNESS PLAN, INCLUDING EQUIPMENT, IS UP-TO-DATE. GET ELECTED AND MANAGEMENT SUPPORT TO MAKE IT HAPPEN.

These videos can be disturbing, but the information they contain can help prevent folks from freezing up and becoming easy targets.

Advanced active shooter prevention requires regular and structured communication between law enforcement, mental health and social workers, schools, and community nonprofits dealing with at-risk populations. Too often, there are danger signs that are not shared that could have been acted upon.

Unless these agencies and their staffs actively collaborate, there is a chance that a potentially dangerous person can fall between institutional cracks and become an active shooter.

Sharing concerns and warning signals can lead to interventions that end up saving lives. This takes a shared commitment on the part of organizations that don't always work well together.

Saving Lives, Coping Strategies

Empirical evidence indicates that the speed of the emergency medical response is key to saving lives. That means moving properly trained, armored (not armed) medical personnel, who are accompanied by law enforcement officers, into areas of mitigated risks—sometime referred to as "warm zones"—as quickly as possible.

Early aggressive hemorrhage control is essential for better outcomes. All first responders need to know how to use tourniquets and hemostatic agents like gauze for severe bleeding. Rendering life-saving care in warm zones by EMS, fire, and law enforcement is a relatively new paradigm supported by data.[5]

The American College of Surgeons studied lessons learned from the battlefield and the responses to active shooter events in the U.S. and has made recommendations known as the Hartford Consensus about how emergency workers should respond in these situations. The white paper (http://bulletin.facs.org/2015/07/the-hartford-consensus-iii-implementation-of-bleeding-control) is well worth reading and boils down to the acronym THREAT:

T – Threat Suppression
H – Hemorrhage Control
RE – Rapid Evacuation
A – Assessment by medical personnel
T – Transport to definitive care.

DATA ON ACTIVE SHOOTERS

- There is no one demographic profile of an active shooter.
- Many active shooters display observable pre-attack behaviors, which, if recognized, can lead to the disruption of the planned attack.
- Bystanders generally represent the greatest opportunity for the detection and recognition of an active shooter prior to his or her attack.
- Active-shooter incidents often occur in small- and medium-sized communities where police departments are limited by budget constraints and small workforces.
- The average active-shooter incident lasts 12 minutes. Thirty-seven percent last less than 5 minutes.
- Overwhelmingly, the offender is a single shooter (98 percent), primarily male (97 percent). In 40 percent of the instances, they kill themselves.
- Two percent of the shooters bring improvised explosive devises (IEDs) as an additional weapon.
- In 10 percent of the cases, the shooter stops and walks away. In 20 percent of the cases, the shooter becomes mobile, moving to another location.
- Forty-three percent of the time, the crime is over before police arrive. In 57 percent of the shootings, an officer arrives while the shooting is still underway.
- The shooter often stops as soon as he hears or sees law enforcement, some times turning his anger or aggression on law enforcement.
- Patrol officers are most likely responding alone or with a partner. When responding alone, 75 percent had to take action.
- A third of those officers who enter the incident alone are shot by the intruder.

Source: "Addressing the Problem of the Active Shooter," Katherine W. Schweit, J.D., *FBI Law Enforcement Bulletin,* May 2013: https://leb.fbi.gov/2013/may/addressing-the-problem-of-the-active-shooter.

EMPIRICAL EVIDENCE INDICATES THAT THE SPEED OF THE EMERGENCY MEDICAL RESPONSE IS KEY TO SAVING LIVES. THAT MEANS MOVING PROPERLY TRAINED, ARMORED (NOT ARMED) MEDICAL PERSONNEL ACCOMPANIED BY LAW ENFORCEMENT OFFICERS INTO AREAS OF RISK AS QUICKLY AS POSSIBLE.

This involves tactical emergency casualty care (TECC)[6] and the need for integrated planning, preparation, response, treatment, and care.[7] The analysis deserves careful consideration. Public managers should work with their chiefs and labor groups to institutionalize these practices and procedures.

After the tragic event, the community will need time and space to grieve and heal. Social workers, therapists, and faith community members must be involved to assist individuals and groups to process their losses.

Community gatherings to remember and unite must be organized. First responders will also need help in dealing with the trauma of the shooting. Having good relationships with these support groups in place prior to an active shooter event will be beneficial when the time comes.

Expect media saturation for at least a week after the shooting incident. The public information officer will be stretched to his or her limits, so be sure the individual gets the requisite training in advance.

Be Prepared

Sadly, active shooters are increasingly common in civil society. Local governments must prepare for, prevent where possible, and respond to mass shootings as an important subset of public safety and emergency service.

ICMA has put together a useful compendium of articles and papers on this topic, which can be found at ICMA.org/Active_Shooter. Local government managers and assistants must educate themselves and staff members to protect their communities from the scourge of active shooters. PM

ENDNOTES AND RESOURCES:

1 www.gunviolencearchive.org: Definition of mass shooting: four or more shot and/or killed in a single incident at the same general time and location, not including the shooter.

2 www.fema.gov/national-incident-management-system.

3 "Improved Active Shooter/ Hostile Event Response," A Report by the Interagency Board, September 2015, p.16, and "Arlington County, Virginia, Task Force Rethinks Active Shooter Incident Response," *Journal of Emergency Medical Services,* Blake Iselin, November 30, 2009.

4 "Improved Active Shooter/ Hostile Event Response," a report by the Interagency Board, September 2015, pp 8–12.

5 "First Responder Guide for Improving Survivability in Improvised Explosive Devises and/or Active Shooter Incidents," Homeland Security Office of Health Affairs, June 2015.

6 Fire/Emergency Medical Services Department, *Operational Considerations and Guide for Active Shooter and Mass Casualty Incidents,* FEMA, U.S. Fire Administration, September 2013.

7 "See Something, Do Something: Improving Survival," American College of Surgeons, September 2015 *Bulletin*, Volume 100, Number 15.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Advancing LOCAL BROADBAND *Access*

Six strategies for success

By Lindsey Frost, Michael Baskin, and Jelani Newton

As people increasingly rely on the Internet not only for their work and education but also for everyday activities, it is easy to take this invaluable resource for granted. One in 10 Americans, however, does not have access to high-speed Internet, as reported in 2016 by the U.S. Federal Communications Commission (FCC).[1]

In rural communities, 39 percent of the population lacks high-speed Internet access.[2] Understanding the significant impact that Internet access has on education, economic opportunity, and quality of life, stakeholders at all levels of government and across private and nonprofit sectors have been working to close the gaps in access.

In the movement to expand reliable high-speed Internet access to all, managers and local governments have an important role to play in assessing and addressing the unique needs of their communities. This role can include providing network access where the private market does not, convening public and private stakeholders to create or expand networks, and removing barriers to access by offering subsidies and digital literacy training.

Six Cities Collaborate

Representatives from six U.S. cities collaboratively developed a resource guide for other local government leaders seeking to advance high-speed Internet access and digital literacy in their communities. The cities of Chattanooga, Tennessee; Gonzales, California; Greensboro, North Carolina; New Orleans, Louisiana; Springfield, Missouri; and Youngstown, Ohio, with support from the National Telecommunication and Information Administration (NTIA), were brought together by the National Resource Network (the Network).

The Network is a core component of the Obama administration's Strong Cities, Strong Communities (SC2) initiative sponsored by the U.S. Department of Housing and Urban Development (HUD). The Network is administered by a consortium that includes ICMA.

The full resource guide, which was released in October 2016, can be found at www.nationalresourcenetwork.org/broadbandguide.

Drawing from the guide, this article outlines six strategies for success in expanding community access to reliable, high-speed Internet service. We're using the term "broadband" to refer to high-speed Internet service that exceeds the FCC's 25 megabits per second download speed threshold. Here are the strategies:

Seek out partners and resources. One of the most important strategies for success in expanding broadband access is getting the right individuals and groups to the table, working together on the complex social and technical issues involved in expanding access. Issues range from understanding federal regulations to overcoming divides in digital access, requiring local leaders to bring a diverse stakeholder group together to ensure the necessary expertise.

Such national nonprofit organizations as Next Century Cities (http://nextcenturycities.org), Mozilla Foundation (https://www.mozilla.org/en-US/gigabit), and US Ignite (https://www.us-ignite.org) support the advancement of high-speed broadband networks in communities across the nation.

Further, national meetings and events like the annual Gigabit City Summit, hosted in Kansas City, Missouri, by Kansas City Digital Drive (http://www.kcdigitaldrive.org) provide opportunities to network with potential partners and gain technical expertise.

State and federal government agencies can also be valuable partners in expanding community access to broadband. FCC, NTIA, HUD, and other agencies have established ongoing programs and specific initiatives through which local leaders can gain access to funding and information resources.

HUD's Connect Home initiative (http://connecthome.hud.gov), for example, is a public-private collaboration to increase broadband access for families who live in HUD facilities.

Locally, there are many natural partners. Broadband access provides a platform for local government leaders to engage with the tech and start-up communities, general businesses, community groups focused on digital access, libraries, research organizations, and schools. Broadband access is also of interest to police departments and housing authorities who may not initially appear to be likely allies but can become an important part of the effort to expand access to new communities.

Local leaders should conduct a network scan and develop a resource map to understand what potential partners and resources already exist and how they can support their specific community goals.

Understand key barriers and limitations. Identifying common barriers can help communities to understand what is possible and what needs to be done.

One obstacle commonly faced by local governments is the legislative environment in their states. State laws in Tennessee and North Carolina, for example, impose geographical limits on the expansion of broadband access to protect the interests of incumbent service providers.

FCC, however, supports removing barriers to broadband investment and competition, as directed by Section 706 of the Telecommunications Act of 1996.

In 2014, Chattanooga and Wilson, North Carolina, filed petitions with FCC arguing that their respective state laws violated Section 706, which requires FCC and state agencies to "encourage the deployment on a reasonable and timely basis of advanced telecommunications capability to all Americans." In February 2015, FCC voted to pre-empt those state laws. Unfortunately, this FCC ruling was recently overturned in court.

Local leaders should actively seek to identify legislative, financial, political, or other obstacles early in the process and evaluate any possible alternatives to mitigate or remove these barriers. In Tennessee, for example, a utility can offer fiberoptic phone service outside of its electrical service footprint but is limited to that footprint for providing broadband. Similarly in North Carolina, although electrical utilities can sell electrical service outside of their home county, they can only sell broadband within their home county.

Engage the community throughout the process. It is critical to engage the local community throughout the entire

TAKEAWAYS

› The value of a broadband network goes beyond speed and is maximized when it is built to meet a community's specific needs, match its values, and bridge its divides.

› Local government leaders can draw upon the work of those who have gone before, tapping into peer-pioneering cities and global supports from nonprofit organizations.

process of any local broadband expansion initiative. Early and active public engagement can inform prioritization and ensure that the initiative meets the community's needs.

Hosting information sessions and design charrettes that engage diverse groups from across the community is critical to wider buy in. Kansas City, Missouri, the first Google Fiber city,[3] ensured early community engagement by hosting a series of meetings with representatives of different neighborhoods, industries, and stakeholder groups to learn what these groups wanted to gain from high-speed Internet and what access gaps were already present.

Kansas City leaders published their learnings from these meetings in a city playbook (http://www.kcdigitaldrive.org/playbook), a reference guide to the city's wants, needs, and hopes for broadband implementation. By creating this playbook in an open, inclusive manner through community conversation, the city was able to galvanize broad support for broadband access and to identify key community focus areas, values, and goals.

The playbook process helped align diverse stakeholder priorities and, importantly, shift the conversation from network implementation to network activation—the "who, what, when, and to what end" of how the Google Fiber network could be brought to life for the benefit of Kansas City's residents.

Several communities have taken creative approaches to community engagement around broadband access. In Louisville, Kentucky (Speed Up Louisville) and Seattle, Washington (Seattle Broadband Speed Test), broadband access leaders deployed apps that quickly tested user download speeds and mapped those speeds so that the community could contribute to building its own map of access.

The apps not only built wide support for action and lists of supporters, they also created transparency that held providers accountable for advertised speeds and helped them find market opportunities for expansion.

Engaging the public early and making sure all community voices are represented in the discussion lays the groundwork for future success, activating your network with a focus on innovation and inclusion at every step.

Select the best model for your community. There are many ways to bring broadband access to your community. After assessing the landscape and engaging the community, local governments should assess the viability of possible models of broadband adoption:

Municipal broadband. Local governments fund local broadband deployments. Chattanooga—one of the first cities in the country to offer gigabit speeds[4] to its residents—is among the most notable examples of successful municipal broadband implementation.

Chattanooga's community-owned Electric Power Board (EPB) launched its gigabit service in 2009, following a $300 million network modernization investment.

Private Internet service providers. Communities interested in expanding broadband access may be surprised to learn that Internet service providers like AT&T and Comcast are already offering high-speed connections in a growing number of places across the nation.

It's important to map the existing services offered in your community before exploring options or approaching other private providers in order to avoid later service-area conflicts. Your community's large anchor institutions, including universities, museums, or libraries, may already be connected to private high-speed connections and may be able to help you map existing connections.

Cooperative models. As more cities and counties seek out ways to upgrade their broadband infrastructure and to offer high-speed Internet, creative public-private partnership models are emerging. Internet service providers, for example, are leasing existing utility-built networks in select cities in order to provide broadband service.

This is often known as a "dark fiber" network. In this case, the utility that built the infrastructure gets the added benefit of being able to use the network for metering, managing peak hours, and other functions while customers benefit from the new option for high-speed Internet service.

Each cooperative partnership between a community and a private sector provider will develop differently and present unique opportunities and constraints. In every case, however, it is critical that the agreement between the locality and the Internet service providers be thoughtfully co-designed, accounting for such day-to-day issues as network maintenance and repair responsibilities, as well as for larger community issues that can include digital inclusion, public access points, and anchor organization connection prioritization.

> *It's important to map the* **EXISTING SERVICES OFFERED IN YOUR COMMUNITY** *before exploring options or approaching other private providers* **IN ORDER TO AVOID LATER SERVICE-AREA CONFLICTS.**

Identify a backbone organization. Building a broadband network and activating it to benefit the community it serves are two necessarily intertwined but distinct endeavors.

After the network launches, it is critical to make sure that an individual or organization continues to think about how to leverage the new infrastructure, how to avoid potential pitfalls of expanding digital divides, and how to engage the new gigabit community in the nation's growing gigabit ecosystem.

In short, a new gigabit community needs a backbone organization not just to drive the implementation of a broadband network but also to make sure that the realities of this new network live up to its promise.

In some places, like the Kansas City metropolitan area with Kansas City Digital Drive, the backbone organization has remained consistent throughout the building and activation phases of the network. In other cities like Chattanooga, however, the backbone agency has shifted as the needs of the community have changed.

Initially built and driven by EPB, the Chattanooga Forward[5] Technology, Gig, and Entrepreneurship Task Force recommended the creation of a separate organization to lead Chattanooga's gigabit ecosystem building efforts. Today, the Enterprise Center[6] is charged with leading the city's efforts at building gigabit applications, building an innovation economy, and bridging the digital divide.

Whether it's the same backbone organization who led the drive to get broadband in Kansas City or an entirely new organization like the one in Chattanooga, it's vital that there is a driving force behind helping the community to activate and leverage its new infrastructure.

Measure outcomes and share successful practices. Local broadband leaders should continually document their challenges and successes in expanding broadband access and share best practices and lessons learned within their communities as well as with other communities.

This peer-to-peer information sharing will support the development and improvement of broadband access initiatives across the country, and ultimately help to close geographic access gaps.

By working openly and sharing lessons learned across communities, people can help build a national broadband ecosystem that is innovative and inclusive. This openness is all the more important because expanding broadband access is not a one-size-fits-all endeavor. There are many possible models:

Fiber for all: Chattanooga, Tennessee. Chattanooga is currently the only city in the United States where 1 gigabit-per-second speeds are available to every home and business in the legally available service area covered by EPB.

More than 150,000 homes and businesses are connected to Chattanooga's pervasive broadband network. High-speed service was immediately made available to every part of EPB's service area from launch.

The Fiberhood: Kansas City, Missouri, and Kansas City, Kansas. Google Fiber launched the first Google Fiber City via the "Fiberhood" model. Once enough customers in a given neighborhood had expressed interest in the service, the infrastructure was built and that community was connected.

Over time, more neighborhoods beyond the initial fiberhoods were connected as were major anchor organizations. This model is interesting in that it creates gigabit ecosystem "hot zones" within a community and creates opportunities for clustering network activation activities in a limited geographic area.

Anchor-led rollout: Cleveland, Ohio. Cleveland's OneCommunity, a nonprofit organization, has led the rollout of an ultra-high-speed, open, and neutral fiber network to hospitals, academic institutions, and government organizations across northeast Ohio. This anchor organization-driven network now spans 24 counties and 2,500 miles.

Network activation and community engagement: Austin, Texas. Austin understood the importance of beginning the activation, access, and inclusion conversation early on and of continuing this conversation well beyond initial broadband implementation.

The city got ahead of the curve by building its gigabit playbook in the form of a citywide digital inclusion strategic plan. This plan articulated Austin's values and goals for building a digitally literate gigabit city and has helped to guide how the community's broadband network has been built and implemented.

This early value articulation has been key to shaping the network and to laying the groundwork for a successful community gigabit innovation ecosystem. Ongoing reporting on and tracking of the plan's metrics ensures continued stakeholder buy-in and fidelity to community vision in implementation.

We recommend reading the network resource guide at www.nationalresourcenetwork.org/broadbandguide to learn more about available resources to support broadband access in your community. The guide is published at GitHub (https://github.com), and you can contribute your own best practices and lessons learned with the broader community of local government leaders through the guide.

As the world moves toward an even more connected future, it becomes increasingly important for local government leaders to play an active role in closing the digital divide and bringing the benefits of broadband access to all. PM

ENDNOTES AND RESOURCES:

1 https://apps.fcc.gov/edocs_public/attachmatch/FCC166A1.pdf, FCC 2016 Broadband Progress Report, page 34, "Americans without Access to Fixed Advanced Telecommunications Capability."

2 https://apps.fcc.gov/edocs_public/attachmatch/FCC166A1.pdf, FCC 2016 Broadband Progress Report, Appendix D, "Americans without Access to Fixed Advanced Telecommunications Capability."

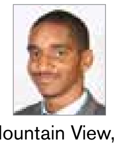
3 Google Fiber is Google's fiber initiative, which began in Kansas City. Google Fiber offers connection speeds beginning at 1000Mbps.

4 Gigabit speeds are defined as 1000Mbps. At gigabit speeds, a full digital movie file will download in about 120 seconds.

5 http://www.chattanooga.gov/mayorsoffice/Chattanoogaforward.

6 http://www.theenterprisectr.org.





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The BREXIT CONUNDRUM

Local authorities face uncertainty and new challenges

By Kim Ryley

Following the United Kingdom's national referendum on June 23, 2016—only the fourth one ever undertaken—the decision that Britain will leave the European Union (EU) is likely to have significant implications for local councils in the UK. The medium-term effects are still being analyzed; however, some of the main areas of impact are starting to become apparent.

This initial commentary highlights these issues and reminds us of how we got here. It sets out both the potential threats to, and new opportunities for, local government in the UK.

How It Came to Be

It needs to be remembered that there was no groundswell of pressure from the public in the UK for a referendum on its membership in the European Union. Rather, this was a tactical political judgment by ex-Prime Minister David Cameron as a way of reducing the clamor from a large proportion of his party and much of the right wing media to withdraw from Europe.

This desire has existed for the past 40 years and has frequently split and undermined the Conservative Party. Leaders including President Obama advised Cameron against his decision because the outcome of such a referendum would be uncertain.

However, the rise of a new anti-European, anti-immigration political party, UKIP, which was drawing away Conservative voters before a national election this past year, led Cameron to promise a referendum on Britain remaining a part of the European Union if his party won the election, which seemed uncertain at that time.

One result of this is that David Cameron is the third conservative Prime Minister to have lost office as a result of this issue.

In practice, the unexpected outcome of the referendum was less a vote on being part of Europe and more about concerns that are much higher on people's list of worries. The successful "leave" campaign channeled a howl of (well-founded) pain, fear, resentment, sense of injustice, and anger from those in Britain who felt that 21st century life was passing them by.

It tapped into a strong sense of marginalization and economic insecurity in an age of dysfunctional globalization. The outcome of the referendum vote was a response to the changes that have left millions in the UK feeling that they and the once thriving towns they live in have been consigned to the scrap heap, and that national politicians do not understand or care about their plight.

Public opinion polls show that most British people significantly overestimate the number of migrants in Britain. The English, in particular, have feelings of being overwhelmed by newcomers. This has led to deep concerns about a loss of national identity and confidence, and to many being deeply troubled by rising immigration and its impact on such public services as schools and hospitals.

Voting to change this situation provided a temptingly simple solution to a frightening, complex, and seemingly intractable problem. It was a typically British, bloodless, popular uprising against the ruling class and its apparent indifference or impotence.

Ironically, it is possible that Britain could experience a surge in immigration during the protracted negotiations over leaving the EU, both from elsewhere in Europe and from the wider world because of the uncertainty over future arrangements. The desire to retain free trade with Europe is likely to depend on accepting the principle of free movement of labor within the EU.

A Divided Country in Shock

The seismic reverberations of this most divisive of referendums are now being felt in homes and families throughout the UK. As in a civil war, chasms have opened up in our communities, separating mother from daughter, brother from brother, and friend from friend depending on how they voted.

Among those who voted to remain in Europe, there is a profound sense of shock, disbelief, and bereavement about what will be lost. The "Remainers" and even some of the "Leavers" have a deeply felt sense of having been robbed by major politicians who are cynical liars and who reneged on their promises within days of a vote they did not expect to win.

Those who voted to leave are optimistic about a better future outside Europe, despite the absence of any plan for this and the loss of almost all the main politicians who championed their cause in the referendum campaign. Most shocking has been the visible rise in racism and xenophobia, with a 50 percent increase in hate crimes committed daily on our streets against anyone who cannot trace their British ancestry back for at least several generations.

Restoring a sense of community cohesion and collective action in facing an uncertain future together will be one of the long-term challenges for local government.

Following lobbying by local government, UK government ministers have agreed that English local authorities will be part of the negotiation of the terms of the EU exit, with some powers being devolved directly from the EU to local government.

Economic Consequences

The sense of disaffection among many people in Britain is not surprising given that only the rich have seen the end of the economic recession that started seven years ago. In fact, recently published research shows that in the UK we have experienced a lost decade of income, in the biggest fall in real wages since the financial crisis in 2009 of any other developed country except Greece.

Average UK incomes have dropped by more than 10 percent in that period, compared to growth of 23 percent in Poland, 14 percent in Germany, and 11 percent in France. Wages in the UK are 25 percent below where they would have been if the growth experienced in the period 2000 to 2007 had continued.

Wages fell off a cliff after the financial crisis and for most people, they have not yet recovered. With work increasingly insecure, despite high employment levels, many now face a fresh squeeze on their spending power as the recovery is put on hold as a result of the Brexit vote.

Markets abhor uncertainty and since the referendum, across companies of all sizes, investment decisions have been halted or delayed until the economic impact of Brexit is clearer. Service industries and banks on which the British economy depends have all been particularly hard hit by a dramatic deterioration in business confidence, with the UK economy likely to shrink in the remainder of this year and possibly beyond.

The first figures show the sharpest downturn in economic activity on record since the financial crisis in 2009. National and international banks have announced the loss or relocation to mainland Europe of tens of thousands of jobs, and the Ford Motor Company is talking about factory closures in the UK.

The pound has experienced the

fastest drop in its value in such a short period and may face further devaluation as the British economy slows, as predicted before the referendum if it produced a leave vote.

Falling consumer confidence will also affect retail spending, and high-end property prices in London have fallen by 12 percent, with sales down 23 percent. Some are predicting that such prices could be cut in half by 2020 if senior bank staff in the financial center of London are relocated overseas, with some building development projects likely to be abandoned.

Such effects are likely to continue for five years or more as Britain's exit from the EU is negotiated and new world trade deals are pursued.

For these reasons, the Bank of England and the treasury have taken quick action to restore business confidence in the UK economy and to prevent Britain from sliding into a recession later this year. The measures, which have had a positive though probably temporary effect, include a cut in interest rates to 0.25 percent and a resumption of quantitative easing of £50 to £60 billion, with the need for government spending increases on major infrastructure projects and tax cuts later in the year if the UK economy is then strong enough to make these affordable.

At the time this article was written, this seems unlikely, and tax rises are a possibility to support extra spending by the government.

The UK was due to receive around £5.3 billion of EU structural funds in the 2014–20 program period. The government moved quickly to reassure people that all projects agreed to by October 2016 would be funded. It committed only to reviewing later funding bids on a case-by-case basis after that date, which leaves uncertainty about investments in the medium term.

Those poorer parts of the UK, for example Wales, which benefit from such funds have demanded that the UK government ensure that equivalent sums be invested in their areas, but this is not guaranteed. Similarly, British farmers who voted overwhelmingly to leave the EU expect the British government to replace the European subsidies on which they depend for their livelihood.

The government has committed to this only until 2020, by which time it is hoped that a new funding scheme will be in place. All this extra expenditure will be difficult to guarantee at a time of little or no growth in the UK economy.

The European Investment Bank has invested £42 billion in the UK over the past 10 years. Although membership in the EU is not required to access loans, the application process will be harder for the UK in the future. A number of green infrastructure projects in the UK being considered by the European Investment Bank could be adversely affected by this ongoing uncertainty.

The effect of Brexit on the UK economy will not be clear for some time. The size of its impact will need to be measured as much by the loss of future investment and of the jobs that would have been created, as by the scale of immediate business cutbacks.

Financial Impact on Local Government

Some uncertainty has been expressed about the future of major "devolution deals" (of powers and funding) to local authorities in the UK by national government as a result of the Brexit vote, despite reassurances by government ministers of no change of direction.

As a result, the new Mayor of London Sadiq Khan has called for extended devolution of power to London, where people voted overwhelmingly to remain in the EU. He has called for powers over fiscal responsibility, including tax-raising powers and more local control over business and skills, housing and planning, transport, health, and policing and criminal justice.

These demands are echoed elsewhere, with the Local Government Association (LGA) assertively seeking to fill the void of national political leadership by taking on bigger roles for local authorities. It is local councils that are maintaining a sense of calm and business as usual in our communities, despite uncertainties at the national level.

LGA is seeking greater delegation of powers, with support from senior government officials in such areas of activity as waste recycling, food hygiene, and air quality, as well as freedom to raise public funding at the local level.

The UK government's plans to scrap local authorities' Revenue Support Grant by 2020, with local government instead retaining business tax revenue locally, will mean that councils will become more exposed to likely falls in tax revenue resulting from any economic downturn, at a time when demand for local public services is likely to grow.

This uncertainty will also make long-term financial planning more difficult and will encourage councils to maintain or build up their financial reserves despite funding cuts to cushion them

This uncertainty will also make long-term financial planning more difficult and will encourage councils to maintain or build up their financial reserves despite funding cuts to cushion them from sudden changes in their financial circumstances.

from sudden changes in their financial circumstances.

The Brexit vote has also prompted warnings about the impact of prolonged uncertainty on house prices in the UK and the cost of borrowing, at a time when home ownership levels are falling in the UK and the lack of affordable houses is causing a national housing crisis.

The construction industry is highly reliant on migrant labor and limits on future free movement of labor could have an adverse impact on building costs and supply, as will the higher cost of materials because of the devaluation of sterling. Those local authorities with a planned house building program will need to make sure that their plans are robust and still sustainable during the next 5 to 10 years.

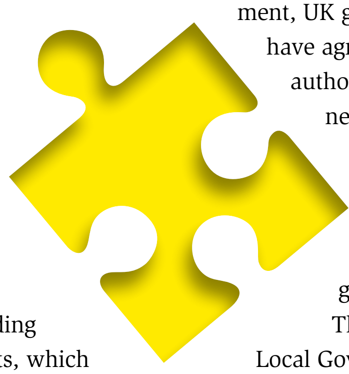
Large numbers of migrant workers also support the running of the National Health Service in Britain, residential care homes, hotel and hospitality sectors, as well as crop picking. There are concerns that future restrictions on migration will lead to acute labor shortages in employment activities that indigenous British workers choose to avoid. Recent research shows that British workers will not see increased wages from a reduction in cheaper migrant labor.

Some local councils and a number of housing associations have seen their credit ratings downgraded following the Brexit vote. This will affect their borrowing status and the rate of interest they will be required to pay on future loans.

Possible Legal Impacts on Local Councils

Key pieces of EU legislation affect activities carried out by local councils in the EU. These include the processes for procuring goods and services; waste collection and disposal, including recycling and recovery targets; energy efficiency; and trading standards. Most of these requirements have been transposed directly into secondary UK domestic law and so will not be automatically or immediately affected by the UK's exit from the EU.

The UK after that, however, will be able to amend and/or repeal such legislation. The current government has stated its aim to reduce what it sees as bureaucratic red tape from Europe, including employment protection rights, which it believes is stifling the success of British companies.



Negotiating Brexit

Leaving the EU requires the UK to implement Article 50, which is an untried process unlikely to start until the Spring of 2017. Withdrawal, on agreed terms, subject to ratification by the British Parliament and by all EU member states, would then need to happen within two years. There are two key sets of tasks that need to be completed by the UK government:

- Formulating an acceptable withdrawal agreement and setting out the terms of the "divorce."
- Defining the future relationship between the UK and the EU, including any trade agreement. This is likely to take five years and might only be possible to start after consensus on the withdrawal agreement has been reached. The UK cannot enter into any other world trade agreements until its withdrawal from Europe has been completed, as it is still bound by current EU agreements in the meantime.

This complex process, for which there is no plan in place yet, is likely to cost £1 billion and take until 2019 to complete. The new UK Prime Minister Teresa May has stated that she wants a new, bespoke deal with Europe, the terms of which are not yet clear. The attitude towards Britain and willingness of the EU to be helpful in such negotiations vary significantly between European countries.

Following lobbying by local government, UK government ministers have agreed that English local authorities will be part of the negotiation of the terms of the EU exit, with some powers being devolved directly from the EU to local government.

The new Minister for Local Government has said that: "When we are transferring power from the EU to Britain, I think that Whitehall [national government] is not the default destination for them." Recent letters from the Society of Local Authority Chief Executives (SOLACE) to the new UK government have stressed the importance of this and have offered its expertise to advise the government on the best way forward.

The current climate in the UK among those who voted to leave the EU is hostile to any compromise. It is difficult to know how the new government ministers can negotiate any deal on the future of our changed relationship with the rest of Europe that will be palatable to the majority of the British people.

As part of the wider transformational changes already taking place in local councils across the UK, Brexit adds further unwelcome uncertainty and challenge, and it cannot be avoided. In the best British tradition, we will simply "stiffen our upper lips and muddle through" as we always do.

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An earlier version of this article appeared on the LG Professionals Australia website at http://www.lgprofessionalsaustralia.org/au/resource-hub.

A CONSTRUCTIVE DIALOGUE

Facilitated performance reviews can provide meaningful feedback

By Jan Perkins, ICMA-CM, and Frank Benest, ICMA-CM

Facilitated performance evaluations emerged as an important tool in helping local government managers succeed, according to the 2015 study, *Challenges and Strategies: Maximizing Success for City and County Managers in California.* Conducted by Cal-ICMA—the official state affiliate for ICMA members in California—the study involved an online survey and several focus groups of local government managers to gather information.

Managers said that one of their key stressors was their relationship with elected officials. They also pointed out that an annual facilitated performance evaluation process can be a way to engage the governing body and manager in a constructive dialogue that can strengthen the relationship.

Focus group members mentioned the value of facilitated performance reviews, particularly in politically turbulent environments. These managers said that such a performance evaluation process was helpful in getting useful feedback from elected officials. The process also offers a venue for the manager to say difficult things to elected officials about what is needed for the manager to be successful.

In the focus groups, the managers who suggested a facilitated evaluation process said that it surfaced important issues and improved the relationship with the governing body. It allowed an important dialogue between members of the governing body so they could know—face-to-face—what each other was thinking about on some critical issues. That is an opportunity often unavailable in the open, public arena.

This is what Erik Kvarsten, city manager of Gresham, Oregon, thinks about the facilitated process: "I have always appreciated facilitated performance evaluations because they are thorough, and stimulate an environment where councilors can most freely engage the process and express themselves.

"In my experience, this has resulted in far more constructive and useful performance feedback than other approaches. In addition, I have been fortunate enough in a number of cases to have former city managers facilitating the process, who fully know and understand the job and its challenges.

"This has opened the door for extremely useful exchanges with the elected officials I serve and opportunities to receive timely and candid advice from the facilitator, in addition to the formal performance review."

An Overview

When it comes to performance evaluations, the most typical options are:

- The mayor, governing body president, or chair of the personnel committee collects performance comments from governing body members and leads the performance discussion.
- The manager facilitates and manages the process, including sending out the evaluation format and facilitating the conversation. While this is not a best practice, managers sometimes find themselves needing to do this because the governing body will not.
- The city attorney or county counsel manages the performance review.
- A review does not happen because the elected officials either do not want to do it, see no need for an evaluation, or claim they do not have the time for a review process.

Yet another option is for a third-party facilitator to conduct the evaluation process. The manager or governing body hires an experienced adviser to conduct the review in a timely manner and reach consensus on the evaluation.

A good facilitator will be able to conduct interviews with officials, facilitate governing body discussions, and keep the conversation balanced and moving toward consensus. A background in local government, particularly as a manager, is a bonus.

A facilitated performance evaluation may be especially useful if:

- Past feedback has not been helpful or specific.
- There are strong differences on the governing body and the elected officials cannot constructively have a conversation about such an important matter without help.
- It's difficult for the governing body to forge a consensus about the manager's performance.
- The governing body resists doing an evaluation.
- Past evaluations were not completed in a timely manner.

Understanding the Process

A 1999 *PM* article by George Caravalho, then city manager, and Jo Anne Darcy, then mayor of Santa Clarita, California, outlined the process they used and the benefits of a facilitated performance evaluation, many of which still hold true today.

In their case, the facilitator met with the manager and councilmembers individually, eliciting ideas and feedback on issues facing the local government, relationships, and the manager's strengths and areas for improvement.

The facilitator then met with the city council in an executive session for discussion as a group, after which the manager joined the meeting to hear feedback presented from the group perspective and offered thoughts on it.

The facilitator guided the group toward a list of action statements, an overall summary evaluation and a report from the facilitator, along with any proposed compensation increase. A follow-up report was scheduled for six months later to update the council on the goals and action items agreed to during the review.

In many cases, the manager is included in the entire executive session in order to fully understand the differing and similar points of view and to be part of the entire discussion.

Some managers are interested in more input than only from the governing body, so they pursue what is sometimes referred to as a 360 review, in which direct reports or even other people can be asked for their input about the manager.

The manager needs to be extremely clear about what he or she is hoping to gain from that input and to whom it will be presented. Input can be gained through a confidential survey conducted by a third party or through individual interviews.

With either approach, the responses are consolidated into a report and reviewed with the manager. The facilitator and manager can decide early in the process whether the responses will also be reviewed with the governing body as part of the closed-session discussion.

Every situation, of course, is different, and the process must be tailored to the unique circumstances of the local government. If evaluations are public record, participants may wish to present findings verbally rather than in a written report.

Some states require disclosure of personnel evaluations, including those of the manager. In closed sessions, it may be necessary beforehand to set ground rules regarding confidentiality and the use of social media.

Even though, for instance, the rules for executive sessions are that the discussions will be confidential, some elected officials have been known to tweet during the session, as remarkable as that may seem. A skilled facilitator will work with participants to devise a process that works for everyone.

SOME MANAGERS SAID THAT SUCH A PERFORMANCE EVALUATION PROCESS, OFTEN IN **POLITICALLY TURBULENT ENVIRONMENTS,** WAS HELPFUL IN GETTING USEFUL FEEDBACK FROM ELECTED OFFICIALS.

The Ratings Issue

The questions used in the evaluation are critically important. The questions should relate to the chief executive's job and not be the same questions used for the organization's other managers, including department heads or mid-level managers.

The job of executive is quite different from the job of an organization's other managers because it involves relationships with the governing body; particular types of interactions with the community; overall management and organizational leadership; budget and finance; and specific goals for the individual.

Some governing bodies like the idea of ranking the manager's performance with numerical scores, while others find that numbers become the focus and detract from specific feedback and suggestions. The manager has to first determine what the value of ratings would be in deciding whether or not to attach them to questions.

Governing body members can be "hard" or "soft" graders. Ratings can end up being the focus of the conversation. The true focus should be on the specific feedback.

The greatest value to the manager and to the governing body is the conversation during the executive session. Keeping the focus on the governing body members' responses to the questions and forging consensus from the conversation is a way for everyone to come out of the session with a clear understanding of expectations for the manager. Numerical ratings can distract from this focus.

If there is a reason that an overall rating is necessary, asking for an overall rating, after all of the questions are asked, would be a way to gauge a governing body's view of the manager, particularly in consideration of compensation.

Tangible Benefits

A facilitated process can provide benefits for both the manager and the governing body. The facilitated process can offer opportunities to head off problems before they grow; recognize and celebrate successes; provide dedicated time to reflect on the working relationship and consider feedback that may not arise in day-to-day dealings; design an action plan with specific ideas; and communicate openly and honestly without becoming personal or defensive.

Specific benefits for the manager include:

- A timely and well-managed process.
- Specific, useful feedback.
- Consensus view of the manager's performance and clarity about the majority's desires regarding future performance and priorities.
- An opportunity to discuss compensation or contract changes in a constructive manner.

For the governing body, a facilitated process can be valuable because:

- The process consumes less time and effort.
- All governing body members have their say; one or two members do not dominate the conversation.
- The dialogue is less politicized and more focused on objective criteria.
- The governing body achieves a consensus about a few priorities moving forward and the desired role of the manager in achieving those priorities.

Dan Keen, city manager, Vallejo, California, says this about the benefits he perceives from facilitated performance evaluations: "Earlier in my career, I didn't use a facilitator, instead relying on mayors and councilmembers to provide me with their feedback using checklist forms.

"Some of those evaluations were simply awful experiences. Councilmembers wouldn't give honest feedback in front of one another, petty issues received more discussion than core performance objectives, and discussions sometimes became difficult and emotional between the councilmembers.

"Since using a facilitator, I've found that I get much more valuable feedback, from every councilmember, and the discussions are appropriately focused on my performance and my team's performance, rather than the minor issues.

"Plus, these sessions often turn into mini team-building sessions with the council and manager, with typically positive outcomes."

Obstacles Exist

While a statistical survey has not been

conducted, our conversations with colleagues around the country indicate that only a small minority use facilitated performance evaluations. There may be any number of reasons that facilitated processes are not used:

- The internal process has worked well in the past and there is no perceived need for outside help.
- The manager or governing body has no experience with facilitated evaluations and doesn't know how the process can help.
- If performance evaluation reports or discussions from closed sessions could be made public, the manager may be reluctant to have a structured process.
- The cost may be viewed as an obstacle.

Cost will differ by region as well as complexity of the process. A general guide would be the cost of a facilitator for a one-day workshop in your area. To better determine the cost in your region, reach out to colleagues who have used facilitated evaluations.

The cost will also depend on how complex the process is. If it involves only the governing body and manager, then it will be lower than if the manager desires a 360-degree evaluation, with input from direct reports or others.

Setting the Stage

For managers interested in the idea of facilitated performance evaluations, there are a few ways to raise the topic with a governing body. Some managers include the practice as a provision in their employment agreement.

Others identify governing bodies in their region that have used facilitated evaluations and then present a report on the process to their elected officials.

Another good approach is to raise the idea after a regular performance review. Include an overview with the board or relevant board committee that looks at what went well, what was difficult, and whether a facilitated evaluation would improve the process.

The Bottom Line

Every employee deserves to know what supervisors think of his or her performance, and everyone involved in the evaluation benefits from a process that is well-organized, helpful, specific, and timely.

For the unique circumstances of local government managers, a facilitated evaluation process can eliminate many potential obstacles to a constructive review, ensuring that all involved are working toward the goal of continuous improvement.

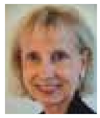
There are a variety of means to achieve that end. An outside facilitator can be an addition to the manager's toolbox to use to discern what his or her governing body members truly think.

City Manager Wade McKinney, Indian Wells, California, and president, California City Management Foundation, believes this about the facilitated process: "Evaluations are beneficial to maintain a healthy council-manager relationship, which is key to our success and sanity.

"The facilitated evaluation provides more feedback to both the council and manager in a useful way. Councilmembers can each communicate in their own way, and the facilitator can help them clarify their thoughts and make productive suggestions.

"The facilitator makes the discussion between the two engaging, positive, and useful. I find that I come away with an actual understanding of where I can improve and what the council expects.

"A clear benefit is the advice and counsel that the facilitator provides to both elected officials and managers on building relationships and keys to success." PM

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BY SUSAN BROWN

PUBLIC LIBRARIES AS PARTNERS

Collaborative initiatives that serve local governments

Early literacy programs. Community maker spaces. Small business development initiatives. In both traditional and innovative ways, public libraries are creating and delivering value for their communities. More than ever before, today's libraries are identifying the unique goals, hopes, needs, and aspirations of the communities they serve and aligning themselves with them.

While a public library's external community—the residents—is the most important constituency, it is not the only group that a library serves. Public libraries can hold a great deal of value for what might be called their internal constituencies—local governments and their employees.

Local governments have their own goals, hopes, needs, and aspirations. Whether a small municipal library, a multi-branch county library system, or a large regional network, public libraries can also do for local governments what they do for resident communities at large: understand and align their goals and create and deliver value.

Here are some practical ways that public libraries might do this for the local governments they serve:

Training resources. Local governments that place an emphasis on employee development and training have a wealth of resources available at the library. From online learning systems like Lynda.com to regular computer classes for all skill levels, many public libraries are already invested in community workforce development and stand ready to help with internal efforts.

Tech initiatives. Whether revamping a website or trying to close the digital divide, local governments working on technology-related initiatives will find tech-savvy professionals at their public library who are attuned to both the back-end, high-tech aspects of a project and the front-end, user experience.

Community outreach. Libraries are bustling community hubs where residents of all ages and stages gather and engage. Local governments seeking to access a broad swath of their community, perhaps for a town hall meeting or a bond referendum information session, can reach a diverse population at and through the library.

Information sources. Librarians connect people to the information they need. Whether a local government is establishing a 411-style information service or considering a larger scale open-data program, librarians are skilled information professionals who can assist and libraries are recognized as trusted community information resources.

These are just a few ways that libraries can collaborate with local government generally. What follows are a few of the ways that one public library specifically has partnered with local government and contributed to its goals and aspirations.

Chapel Hill Public Library (CHPL) is a municipal public library serving Chapel Hill, North Carolina, a college town of some 60,000 people. As a town department, CHPL is, by default, closely aligned with other town departments and staff members. In recent years, CHPL has positioned itself as a key partner in a number of the town's organizational initiatives:

Library accounts for all employees. All of the more than 700 Chapel Hill employees are eligible for a library account at no cost, regardless of where they live, and many live outside the legal service population area. The library made it easier for them to get a card by including an application form in new employee orientation sessions.

Employees fill out the application at the same time as health insurance and tax forms, and CHPL can send them a card using interoffice mail. With it, they have access to a wealth of resources to support their personal and professional goals.

Joint programming. Both the Chapel Hill fire and police departments are focusing on community education and engagement, and the library is working on increasing its capacity for educational programming. Recent programs, including Coffee with a Cop and the Fire Department's "Sci Why" STEM (Science, Technology, Engineering, Math) program for upper elementary and middle school students, successfully leveraged the library's space and reach and the fire and police's subject matter expertise to achieve shared goals.

PUBLIC LIBRARIES CAN HOLD A GREAT DEAL OF VALUE FOR WHAT MIGHT BE CALLED THEIR INTERNAL CONSTITUENCIES—LOCAL GOVERNMENTS AND THEIR EMPLOYEES.

Open data. In recent years, Chapel Hill Town Manager Roger Stancil, along with the town council, have shared a growing

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interest in increasing transparency and facilitating access to public information. As a trusted community institution whose core values include making information available in a neutral, nonbiased way, CHPL has been a natural candidate to shepherd an open data portal into existence. The site launched this summer at www.chapelhillopendata.org.

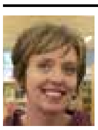
Leadership resources. One of Manager Stancil's goals is to develop leaders across the organization and at all levels. To help meet this goal, the library contributes a regular "Leaders Are Readers" column in *TownTalk,* the monthly newsletter for Chapel Hill employees.

The column highlights relevant library resources on everything from presentations and public speaking to stress management and leading change. Since all employees can easily get a card, they can readily access these resources.

While these ideas might seem simple and straightforward, that doesn't mean they will necessarily be easy to implement. While closely collaborating with the library may well be a new idea for local governments and staff, engaging deeply with local governments might be new territory for libraries, too.

Assumptions will need to be tested, mutual learning will be required, silos will need to be broken down, and either side might be met with "No, thanks," before "Yes, please!"

The result of this work, however, is well worth it. When public libraries understand the goals and aspirations of local government and local governments understand the strengths and skills of public libraries, then all boats can truly rise together, thereby creating an environment that brings more value to all—the library, the local government, and all the people they serve together. PM



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BY RAMONA SIMPSON

INNOVATION IN RECYCLING

Turning textiles into reusable fibers

Since its incorporation in 1989, the town of Queen Creek, Arizona (population 33,649), has worked hard to combine a relaxed, rural lifestyle with all the amenities enjoyed by residents in larger communities, including access to entertainment, dining, shopping, parks, and infrastructure.

In 2005, the town was one of the fastest growing communities in the country, which prompted its new residents to request curbside trash and recycling services. By the time the recycling program was finally ready for council consideration in 2010, the Great Recession had deeply affected much of the budget for starting new programs and public outreach. While it was a perfect time to begin providing curbside services, public outreach dollars were nonexistent.

Due to these budget constraints, the town needed to integrate innovative thinking when developing new solid-waste and recycling services. It entered into numerous partnerships, which opened up opportunities not typically available to smaller communities, including the nation's first curbside textile recycling collection program inside the recycling cart.

The "Do More Blue Jeans" program debuted with a pilot program in September 2013, running for three months and collecting more than 27,000 pounds of material. The program continued again in November 2014 in recognition of America Recycles Day and continued through January 2015. After redesigning the collection bag, the program will continue in the spring of 2017, with plans for the program to be an annual three-month event.

Partnering on Innovation

The textile public-private partnership required multiple entities working effectively together to be successful, and included the town's hauler Right-Away-Disposal (RAD), United and Phoenix Fibers, the Material Recovery Facilities, and the producer of the final product.

Since United Fibers already had a relationship with the Boys & Girls Club of Arizona, and the town is a partner to the group, they chose the local branch of the Boys & Girls Club to be the charitable organization to receive the program's proceeds. In the upcoming program, however, Queen Creek is planning on submitting a solicitation for developing and creating the bag, as well as the charitable organization to receive the material and the proceeds.

The town worked with these partners to create an informational packet and to develop a blue textile bag. The instruction sheet and bag were mailed to each resident. Residents could place the filled bag directly *into* their blue recycling carts on their regular recycling pickup day.

At the recovery facilities, the material would be sorted, processed, and broken down into fibers of an almost raw, cotton product. These bales of fiber then were transferred to an affiliate company, which used the fibers to create an eco-friendly insulation product called Ultra Touch. The insulation product is used in cars, new homes, and even dishwashers, and is sold in home improvement stores like Lowe's and Home Depot.

This cutting-edge pilot program collected more than 27,000 pounds of material, donated $2,700 to the Boys & Girls Club, and invited national media coverage in *USA Today*, *Waste & Recycling News*, the Earth 911 website (http://

earth911.com), and Washington state's recycling hotline (1-800-RECYCLING; http://1800recycle.wa.gov/info.html).

Calls were also received from local governments in the United States and Canada, including offices in seven states and Calgary, Canada. Working together with other communities, Queen Creek was creating conversations and developing new ideas on textile recycling opportunities.

THIS CUTTING-EDGE PILOT PROGRAM COLLECTED MORE THAN 27,000 POUNDS OF MATERIAL, DONATED $2,700 TO THE BOYS & GIRLS CLUB, AND INVITED NATIONAL MEDIA COVERAGE.

Fine-tuning the Program

The pilot program was extremely successful; however, there were some challenges to overcome before the program could go forward. The biggest hurdle was the textile bag itself.

The bag was not strong enough to withstand the recycling process in the blue cart collection, which included compaction in the recycling truck. In some cases, the textiles became contaminated and were unusable.

Another challenge was the instruction card. This was printed and placed separately into a mailing envelope. Many residents complained that they lost the instructions and were unsure what to do with the bag. In addition to the instruction card, the envelope also needed refining.

Some residents stated that they did not receive a mailing, since they thought the envelope they received was just an advertisement for the Boys & Girls Club, so they did not even open the envelope. Finally, cost was a factor in order to address all of the above-mentioned challenges.

In order to address the bag situation, a more durable textile bag was found with a weave pattern, similar to an industrial-sized onion sack but not a mesh style. Instructions were printed directly onto the larger, more durable bag. The envelope was redesigned with the Do More Blue and town logos so that residents knew that the material was from the town.

In an effort to better inform residents to watch for the redesigned bag in the mail, staff members took advantage of social media, and other town outreach methods to advertise about the upcoming textile bag mailing and program. Community partners and sponsorships covered the additional costs for the redesign, the better bags, and outreach efforts.

These community partners were provided with space for their logos to be printed directly onto the textile bags and advertising inserts were allowed in the envelope. The size of the logos and advertising inserts were relative to the dollar amount of a sponsorship.

Queen Creek launched its second annual textile collection program in 2015 and expects to continue this program as a yearly event. It gives residents a convenient opportunity to recycle their unwanted textiles, creates an innovative product, closes the recycling loop, and keeps jobs and dollars in the community. PM

RAMONA SIMPSON is environmental programs supervisor, public works, Queen Creek, Arizona (ramona.simpson@queencreek.org).

BY MIKE CONDUFF, ICMA-CM

PAINLESS TURNOVER

Advance planning ensures smooth transitions

While the career-honoring ceremony for the retiring city manager was exemplary and the appointing of the successor extraordinarily well done with all the appropriate pomp and circumstance, from a governance perspective it was all quite anticlimactic. These decisions had, in effect, been made 18 months earlier.

The mayor and council had been discussing executive sustainability and succession planning at their annual retreats for at least half-a-dozen years after the large number of municipal senior executives eligible for retirement, including the city manager, had been identified during a SWOT analysis update.

Four years earlier, they had tasked the city manager with identifying at least two candidates for the office and grooming them to give the governing body ample future choices. They also had asked for annual updates on senior department managers and their succession plans.

Thus, when the city manager did reveal retirement plans, the council had extremely good choices and easily made a unanimous decision, which councilmembers shared so that all internal components could adapt over an appropriate time frame. It was a process that was thoughtfully designed, professionally implemented, and it resulted in a completely smooth transition.

Hard Work and Discipline

While this scenario may seem like nirvana, it took a lot of hard work on the part of the elected officials and great discipline on the part of the staff. The process spanned turnover on the council and led to some departures of city staff as decisions crystallized.

Done in full compliance with all appropriate sunshine statutes, it ensured that the community would have an orderly management transition with minimal organizational stress.

ICMA annual conference attendees know from hearing Jim Collins on numerous occasions that he and many other researchers believe that corporate performance is significantly better when there is a qualified insider to succeed to the job of CEO.

In fact, it is one of the key success determinants that Collins discusses in his *Good to Great* and *Built to Last* books. While this internal successor planning is a bit of a change of thinking in our learn-and-move-out-to-move-up culture, and may not fit some of our smaller or even midsize communities, it is at least worth exploring from a governance perspective.

It is also a great risk management tool in the event of unexpected turnover—for whatever reason.

Some Key Advice

As the long anticipated "silver tsunami" becomes a reality, more and more communities find themselves in a position where many, and sometimes all, of the key senior staff are eligible to retire.

In states with points-based retirement systems—a combination of age plus years of service—this can almost force tenured staff to move, and can put councils in the position of having to deal with CEO turnover based solely on financial disincentives.

As councils and local government managers have asked me to help them with this, I have tried to give meaningful advice and make sure that:

- The organization is building a pipeline of folks with great attitudes that come from diverse backgrounds—technical as well as administrative.
- These folks have an opportunity to experience and understand the strategies, systems, and culture of the community through formal and informal mentoring processes.
- There is a pathway, including appropriate salary adjustments, for these folks to remain on staff as they grow, even if it means being creative with job titles and duties.
- There are increasingly complex opportunities for them to learn from, and that they are able to experience failure without it being fatal to their careers.
- There is a multidepartmental—and even multijurisdictional—exposure process.
- They have the opportunity to see "behind the curtain" of council-manager relationships.
- The governance system minimizes drama to the extent possible.

A Valuable Process

Interestingly, much of this advice also applies in many ways to the governing body itself. The ballot box, of course, determines the ultimate results, but good councils looking to be great also help recruit, train, mentor, and challenge their own members.

In locales with term limits, the timing of turnover is often well known and consequently much easier to work with. In other cases, it simply means being more observant and being prepared.

Remember that elected succession planning is almost always a process more than an event, and having a larger pipeline of qualified and interested candidates is always a good thing.

Whether on the council or in the manager's suite, turnover that is planned, programmed, and prepared for is almost always less painful. More importantly, it allows for the organization and the community to continue to progress unabated. PM

MIKE CONDUFF, ICMA-CM
Former City Manager President and CEO, The Elim Group
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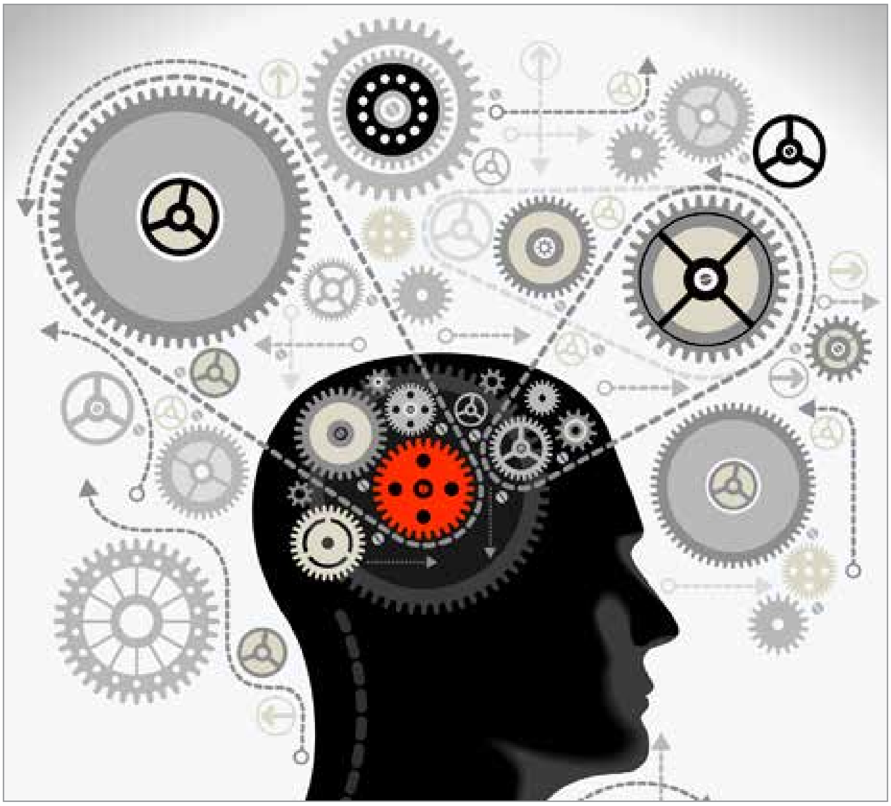
BY PAUL O'CONNELL

TIME FOR A NEW POLICE MINDSET

New skill set will decrease risks



Traditionally, public safety managers—particularly police executives—have engaged in linear thinking in the form of simplistic cause-and-effect reasoning, where problems are presented and solved sequentially. This approach became the original *modus operandi* of public safety organizations due to their bureaucratic and hierarchical structure.

Police executives have managed their agencies primarily by precedent, pattern, and routine. They have been far too preoccupied with the known knowns.

Unfortunately, this approach makes no provision for expansion of thought in multiple directions, from multiple perspectives and starting points. Most importantly, it makes little provision for inclusiveness, insight, or creativity. The organizational architecture simply will not support it.

Successful local government managers engage in systems thinking, whereby they gain a perspective of the entire organizational landscape and design effective sense-and-respond mechanisms to detect subtle, but nevertheless essentially important, changes in the internal and external work environments.

The structure of many public safety organizations needs to be adjusted accordingly. More importantly, the personal skill sets of their leadership must be substantially enhanced. The days are long gone when the ranking officer is presumed to be the smartest person in the room.

As Carol Dweck, a psychologist at Stanford University, eloquently points out, you either have all the answers you need to manage, or you don't; you either have an open and learning mindset, or you don't. Each organization either has a learning orientation or a learning disability.[1]

Many police organizations unfortunately have a learning disability, and it tends to be the same one: a complete lack of comfort with doubt and uncertainty. I have studied police departments in 26 American states and abroad and observed the same phenomenon in the majority of them: a profound lack of comfort with change and uncertainty on the part of senior command staff.

Rather, they rely on old routines and the personal abilities and world view of only one or two key leaders. This approach subjects the entire organization to unnecessary risk.

A New Mindset

Local government managers need to do what they can to encourage the development of a new mindset among police leaders and their organizations. In many respects, this calls for a dramatic paradigm shift for these paramilitary organizations.[2] For this reason, there is a need also for subtle structural shifts within these organizations.

All police organizations conduct some form of periodic command staff meetings, but the critical questions are: Do these meetings encourage strategic reasoning, insightfulness, and perseverance? Do these organizations have the ability to identify and actively manage risk, or are they simply a victim of it?

Authors Arthur Costa and Bena Killick provide a clear blueprint for radically improving command staff meetings by

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substantially enhancing the personal skill sets of the participants in these areas:[3]

Listening. An effective leader has the ability to truly listen to subordinates and to value the thoughts and insights of others.

Flexible thinking. This entails the skill of approaching a problem from various perspectives. Examples include the use of red teams in the military, where certain personnel are tasked with acting as an enemy would, in order to test existing defenses. This technique is quite similar to the use of white-hat hackers who are engaged and directed to probe and attack an organization's IT systems.

Metacognition. This is simply thinking about thinking, setting aside think time and evaluating the quality and quantity of thinking being performed.

Questioning. This entails asking oneself, "How do I know what I know," and "What am I (or we) missing here?"

Creating, imagining, and innovating. This is where the true magic happens. It is the result of robust and honest discourse and reflective conversation. This is where the management team considers novel suggestions and new approaches. To do this effectively, all participants must understand and embrace the process of management by inquiry.

Remaining open to continuous learning. All managers must be comfortable enough to admit what they do not know. They must continuously welcome relevant new information on many subjects from all sources. It is imperative to realize that authentic and honest feedback is a gift.

The Compstat Model

Organizations wishing to acquire or to further develop the above skills would benefit greatly from a thorough examination (or perhaps re-examination) of the Compstat model of police management, which was developed in 1994 and employed effectively since that time in public service organizations, both within and outside the public safety field.[4]

Named after the New York City Police Department's internal accountability process, Compstat is a combination of management philosophy and organizational management tools for police departments.

When properly understood and implemented, Compstat serves the purpose of allowing senior leadership to gain the benefit of information and insights developed by field-level personnel. This is done during highly interactive Compstat meetings.

Such information rarely flows upwards in hierarchical bureaucracies where formal rank structures and pathologies like groupthink completely frustrate open and honest dialogue. Internal management conversations tend to be a one-way street in bureaucracies; this is lethal to organizational learning efforts.

All essential units are represented and participate at Compstat meetings. It is essentially the entire organizational chart present in one room, thinking out loud, questioning one another, and learning. It is based upon a simple premise: that "no one of us is as smart as all of us." It encourages reflection, introspection, rumination and, most importantly, collaboration. The result is more intelligent decision making.

There is a large and still-growing body of literature about Compstat. Despite reports of ineffective implementation or worse still, deliberate dishonesty when reporting performance results, Compstat has proven to enhance organizational performance and to foster organizational learning in many organizations.[5]

Former Mayor Martin O'Malley used it as the foundation of CitiStat, a comprehensive process for managing essential services for the city of Baltimore, Maryland. He used it again to implement StateStat once he took office as Maryland governor, and he likely would have brought it with him to Washington had he succeeded in his quest for the White House. There is obviously something to it.

Neither Compstat, nor any other management model will succeed, however, if it is merely mimicked. Senior leadership must adopt an entirely new mindset.[6] They must have the confidence to ask for input from many different sources, regardless of rank, and they must truly *listen*.

I do not propose turning these organizations into complete democracies since, at the end of the day, the boss is still the boss, and he or she ultimately owns each important decision. I do propose that the boss simply get beyond the fear of appearing weak or indecisive and begin to ask more questions.

Most importantly, he or she must listen because it is then far less likely that unforeseen risks will completely elude detection. PM

ENDNOTES AND RESOURCES

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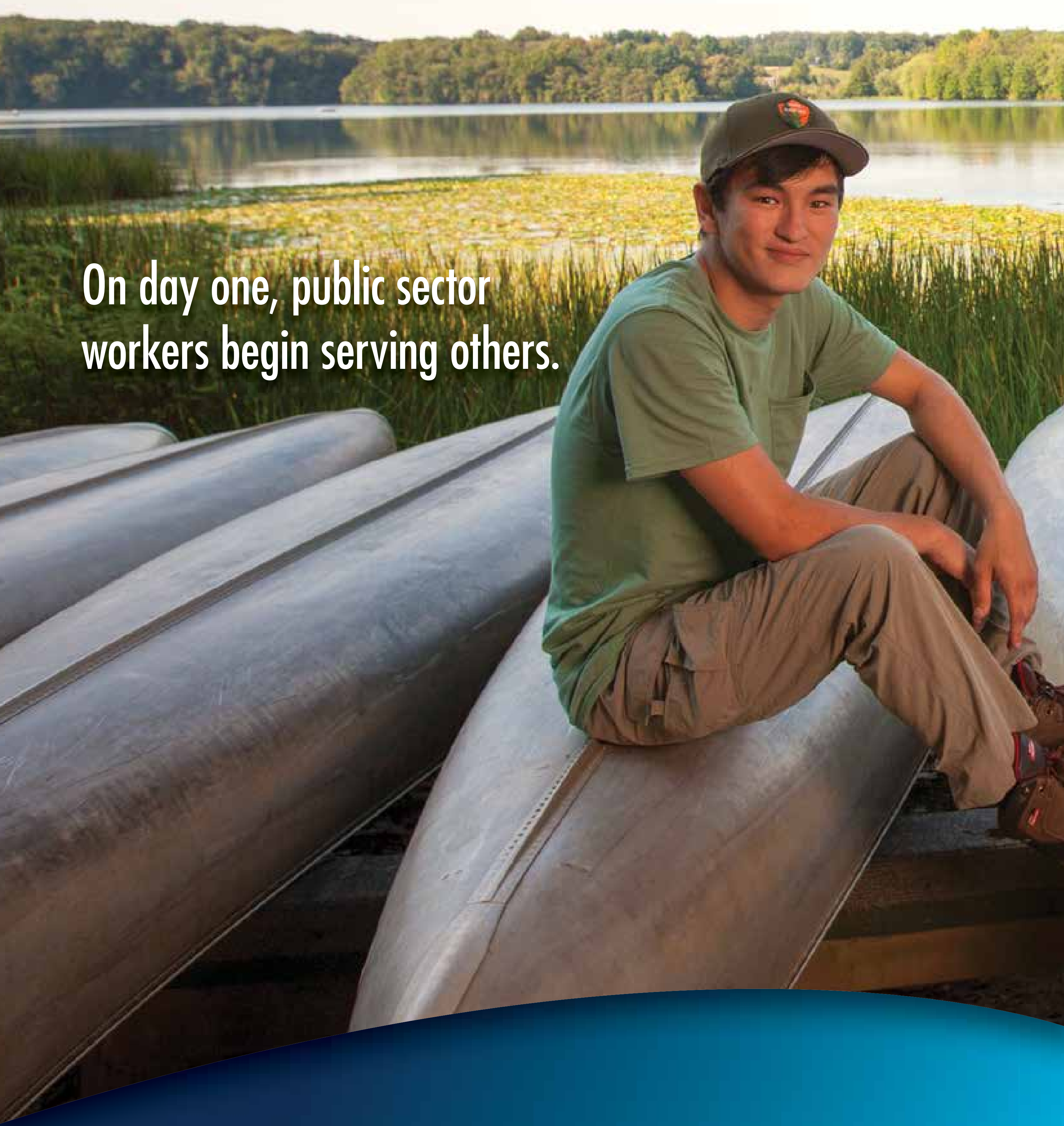
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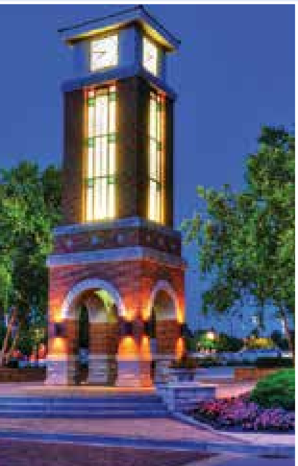		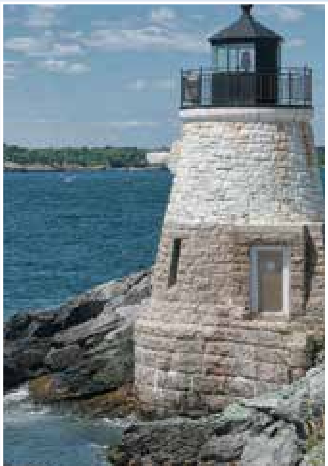	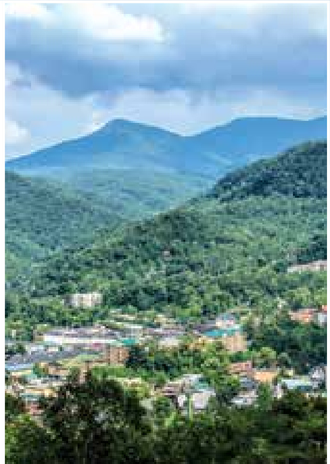	
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