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COVER STORY

# Ethics: Alive and Well

by Elizabeth Kellar, Washington, D.C., and Jan Perkins, Laguna Beach, California.

Ethics has been at the core of the city and county management profession since ICMA was founded in 1914. And ethics can never be taken for granted.

As Clinton Gridley, city administrator, Woodbury, Minnesota, puts it: "Our organization's ethical underpinnings need constant tending, just like a garden. The organization may have a good reputation, but if there are momentary lapses, all of the good work and reputation we have built can be blown away."

Woodbury enjoys a strong reputation, consistently ranking in the top three local governments in a biennial citizen survey of some 50 communities in Minnesota. And yet, even Woodbury is not immune to an occasional ethical lapse. Gridley recounted that not long ago the city found that some city employees had misused the Internet to view pornographic sites from their city computers.

Although the employees' actions were not illegal, they were contrary to the organization's values. Gridley and the department directors were stunned to find anyone in the organization would have shown such poor judgment. The city put more restrictive Internet firewalls in place to make sure there would be no recurrence. The city's action caused inconvenience to some staff, but it was a small price to pay to restore confidence.

But Gridley wanted to do more than apply a corrective action to a particular problem. He turned to ICMA for local government ethics training to reinforce Woodbury's values. Gridley explains it this way: "As Stephen Covey would say, it's important to sharpen the saw. Ethical judgment is like the blade of the saw. It can get dull without training. ICMA's case examples stimulate active discussion and make people think."

Woodbury has a strong culture that builds on a "We HELP" values statement that was adopted some years ago:

Effective.

Look ahead.

Professional.

Employees are recognized when they exhibit what Woodbury calls "HELPish" values, sometimes with a written thank you, an intranet "pat on the back," or an employee award. After their ICMA ethics training, Gridley has encouraged top management to engage in ethical conversations. They now are sharing stories about particular ethical problems they have faced and are learning from each other. "What happens in one department can easily be repeated in another part of the organization," Gridley says.

Inspired by Patrick Lencioni's book, The Five Dysfunctions of a Team: A Leadership Fable, Gridley is challenging Woodbury's leadership to develop more skill and comfort in being honest and open with each other. In a "nice" culture like Woodbury has, Gridley recognizes it is not easy to learn how to criticize politely and appropriately. "But this is important to our goal of building and keeping the public's trust," he adds.

Terry Stewart, city manager, Cape Coral, Florida, and John Maltbie, county manager, San Mateo County, California, agree that it takes conscious effort and sound management practices to build an ethical culture. San Mateo County leaders have long worked to ensure there is a clear vision, mission, and expectations for people in the organization. Leaders must act consistently with the values they want to see in others.

Maltbie speaks at the new-employee orientation each month to share his vision of public service. He emphasizes that, as a county employee, each person must be accountable to the public, act in a transparent and open way, respect the people who are being served, and collaborate with others in the county and outside the organization to accomplish public service goals.

Cape Coral reinforces ethics in its personnel system. Ethical behavior is integrated into the organization's management style, which is open, encourages employees to speak their minds, and rewards ethical conduct. Stewart recalls the Cape Coral code enforcement officer who investigated a complaint about housing conditions.

Cape Coral had offered housing to a number of evacuees from Hurricanes Charlie and Katrina. When the code enforcement officer found appalling conditions in one home where a young family of evacuees lived, he took action that exceeded his responsibility of writing up code violations. He found a better city-owned home for the family and secured plugs for the electrical outlets so that the young children would be safe. Cape Coral made that code enforcement officer "employee of the year" for going beyond the call of duty and demonstrating ethical leadership.

A measure of an individual's ethical courage or an organization's ethical culture is how that person deals with problems when something goes wrong. When Jim Keene, now executive director of the California State Association of Counties, was city manager in Tucson, Arizona, he had to deal with a sticky accountability issue involving an elected official's staff.

Each member of the Tucson city council has six staff members who support them. One city councilmember had asked his staff to collect water bill payments. These employees had not been screened to do that kind of work, and no controls were in place to ensure that payments were processed appropriately. Keene told the councilmember that this practice could not continue, and he proposed that the city set up a satellite office to provide this service if there was a customer service issue that needed to be addressed.

The councilmember did not agree and took his case to the media, arguing that residents would be upset with any change. Keene continued to press for change. "This is a bad business practice and the city will have problems if we don't change," he said.

One month later, the city councilmember went to the city attorney to disclose that "a lot of money was missing" and asked the attorney what to do. The city attorney immediately brought Keene into the communication loop, and Keene launched a police investigation.

Because the recordkeeping was poor, the police said that it would be difficult to prosecute anyone for wrongdoing. The money collected for bills had been commingled with petty cash that staff used for a variety of needs, and cursory notes about various amounts of money had been left in the till. Keene handled the problem discreetly by sending a memo directly to the councilmember to require that the councilmember stop collecting payments for water bills in his office.

It was an election year, and Keene did not copy the entire city council on the memo. The councilmember himself, however, went public with the problem and accused one of his staff of misusing the funds. A reporter filed a freedom of information request and got a copy of Keene's memo. This reporter wrote a story about the problem three days before city council elections. The councilmember accused Keene of leaking the memo to the media. The city settled with the individual who had been accused by the councilmember. The councilmember narrowly won his bid for reelection.

One lesson that Keene draws from this experience and other ethical challenges he has faced is that a crisis can be a time to press for positive changes. "When things seem the darkest and the loneliest, the best strategy is to dive directly into it," he says. "It can be an opportunity for a shift in thinking and to recognize that many in the public are with you."

In Cape Coral, Stewart recalls the time when one of his subordinates demonstrated courage. Two years ago, the finance director became concerned that Stewart, the city manager, might have been trying to circumvent the city's system after he saw a memo that Stewart had written requesting that an individual be paid for his work. He came directly to Stewart to ask about it. Stewart thanked the finance director for raising the concern with him, saying, "I am glad you are paying attention to these issues. It was not my intent to go around the system. I just wanted to be sure we did all we could."

Stewart says that many organizations have problems because employees may fear speaking up. ICMA's ethics training reinforces the importance of ethical leadership and responsibility. Stewart adds that employees also need to understand that no "monkey visits" are allowed: "Employees cannot bring me a monkey and expect me to carry it on my back. If someone brings a problem to my attention, I am going to act. That is my responsibility, especially if it deals with a serious matter like sexual harassment."

County Manager John Maltbie has a similar perspective. He believes ethics is about two issues: discernment and discipline. Discernment is the ability to determine right and wrong. Discipline is the ability to act on the knowledge of what the right thing is to do, even when it is difficult or painful. The county counsel's office regularly helps the management team deal with difficult ethical issues so that staff know they have a place to go for advice that goes beyond the legal issues.

"We're engaged in the business of public service," says Maltbie, "which means our decisions and actions must promote the integrity and good intentions of government." He sees the profession of city and county management as one of the most ethical in the world. Maltbie says local government managers are held to a higher standard, and he believes they should be. He draws his leadership philosophy from his belief in the value of public service and the imperative to act consistently for the benefit of the public.

Although an individual's personal leadership is important in supporting an ethical culture, it is equally important to embed ethical values and expectations in the organization's systems, behaviors, and actions. Local government leaders

are stewards of the public trust. Building and supporting an ethical culture is a legacy that may not be as visible as a beautiful downtown, but it pays dividends to the community for years to come.

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COVER STORY

# Assessing the Ethical Culture of Your Agency

by JoAnne Speers, Sacramento, California; Jan Perkins, Laguna Beach, California; and Arne Croce, San Mateo, California.

Personal ethics are important, but those who manage staff-leaders of agencies, departments, and organizations-are responsible for more than their own personal ethics. If an employee makes an ethical or legal misstep, ultimately it will reflect poorly on the manager. It will also reflect on the public's perception of one's agency.

How then, does a manager promote public confidence in the agency as a whole, as the guidelines to the ICMA Code of Ethics suggest? A key way is to lead one's agency in a way that fosters a culture of ethics.

#### ORGANIZATIONAL CULTURES AS A DETERMINANT OF ORGANIZATIONAL BEHAVIORS

Ethics and public confidence are not just about a manager's faithful adherence to the ICMA Code of Ethics, although clearly that's an important first step. Just as superior organizational performance requires everyone to be pulling in the same direction, so do organizational ethics require that everyone pull together. Members of your staff are likely to engage in behaviors that they believe are valued by management. What signals are you sending about the kinds of behaviors and attitudes you value? What kinds of behaviors are rewarded? Does your organization have a mission or values statement? Are ethical values a part of that statement?

One way to find out what kinds of signals your staff pick up is to assess the staff, either formally or informally. From there, one can determine the agency's strengths and weakness. That in turn can help a manager formulate a strategy to maximize the agency's ethical culture. An assessment can also be a jumping-off point for internal ethics education efforts.

California's Institute for Local Government (ILG) and ICMA have collaborated on a tool to help managers reflect on their organization's culture in terms of ethics. The tool is available online without charge at www.cailg.org/culturechecks. The questionnaire probes such issues as whether employees feel encouraged to:

- Use ethical behaviors in the process of getting results on behalf of the public.
- Comply with the spirit as well as the letter of laws.
- Display civility and respect for their colleagues, even when there is disagreement.

The ILG assessment has three parts:

- Employees' perceptions of expectations of the employee.
- Employees' perceptions of management's attitudes and behaviors.
- Employees' perceptions of elected officials' attitudes and behaviors.

The assessment can be used in a number of ways. The first and most modest is for a manager to review the questions and anticipate what kinds of responses the organization's employees are likely to give to the questions. Most managers will have a fairly strong sense of their organization's culture. Thinking about the questions on the assessment can alert a manager to potential ethical blind spots (for example, a get-it-done culture or a whatever-ittakes culture) or problem areas.

The next approach is for a manager to ask leadership teams to complete the assessment. This approach offers a manager the opportunity to receive feedback on the organization's culture and sensitize the management team to the kinds of issues that can either enhance or erode an organization's ethical culture.

Another way the assessment can be used is for all employees to take the assessment. This will give a manager a topto-bottom assessment of the team's sensitivity to ethics issues and the kinds of prevailing messages in the organization.

#### Issues Explored by Ethics Assessment

The Institute for Local Government/ICMA ethics assessment explores the following kinds of issues in an organization:

- 1. Do employees feel encouraged to come forward and report any unethical practices they see in the course of their duties?
- 2. Are members of the public treated equally regardless of personal or political connections?
- 3. What is the prevailing attitude about the acceptance of gifts or favors from those who do business with the agency? Okay? Not Okay?
- 4. Is an environment of ethics and professionalism actively promoted within the agency?
- 5. Are employees encouraged to act according to the spirit as well as the letter of the law?
- 6. Is the public treated with civility and respect?

The assessment asks these questions from three points of view:

- What do respondents do?
- What do respondents perceive management as doing?
- What do respondents perceive elected officials as doing?

Finally, elected and appointed officials can also be included in the assessment process as part of an overall organizational commitment to ethics.

#### SAN MATEO'S EXPERIENCE

The city of San Mateo, California, used a phased approach to assess its organizational culture. The assessment became a focal point for an organization-wide conversation on ethics in the workplace.

The concept was first introduced at an executive team meeting in early 2006. This meeting involved a discussion of general principles of public service ethics and the nature of the assessment process. Top management staff expressed enthusiasm for going forward with the assessment as one step in a process to reinforce and strengthen the city's ethical culture.

The management team agreed to complete the assessment. The manager met with the team to discuss the results of the survey and get the team's thoughts on the city's current environment and how it could be strengthened even further. The team also provided valuable input about how to maximize the effectiveness of the assessment instrument.

The group decided to take the discussion deeper into the organization. The assessment was distributed to line managers (about 50 positions) responsible for major divisions within the city departments. The managers then received the results of their feedback in a workshop that included a review of public service ethics principles and frameworks.

The assessment was then distributed to all members of the city organization. As this article goes to press, the results of the full assessment are still being tabulated. Earlier distributions to management indicated a strong culture of ethics within the organization-a positive sign, of course. Staff also rated the city council's ethics highly, suggesting a strong "tone at the top."

Even though the city already is strongly committed to ethical practices, it is exploring how to reinforce that ethical culture in a number of ways. Department heads are facilitating discussion on the ethical dimensions of issues that their people face. The city is offering training to those departments that request it, and it is also adding ethics as value to the city's statement of core values.

### THE BEVERLY HILLS EXPERIENCE

City Manager Rod Wood, an early and strong supporter of the ICMA Code of Ethics, decided to engage members of his executive team in discussions about their roles as leaders in building an ethical culture in their organization. Wood used the ICMA Code of Ethics as the framework for these discussions, and he established an expectation that each member of the executive team would follow the tenets of the code.

The city invited ICMA to conduct training for the executive team on the Code of Ethics, as well as training for the full management staff on practical applications of everyday ethics. The manager and team understood that even though Beverly Hills staff had a strong reputation for professionalism and high standards, ethical challenges can and do arise in a variety of ways for employees, and staff need to be prepared to deal with circumstances as they come up.

In advance of the ethics training workshop for the executive team, members were asked to participate in the online ethics assessment survey. ICMA compiled the results and used them in the workshop to focus discussions with the executive team. The questionnaire helped the leadership team identify where they could best spend their time in fostering an even stronger culture of ethics in the city organization.

Through the assessment tool, executive staff were able to identify where the team believed the organization was doing well and where the team members should focus more attention with staff in helping employees understand how to deal with difficult situations. The city manager and executive team felt the assessment and training were useful, especially in addressing those gray areas in the political arena that we all can face with today's public organizations.

#### ICMA's Ethics Training and Technical Assistance Services

Experienced trainers and local government ethics experts provide on-site training for local government staff, elected officials, and boards and commissions. Training includes use of the cultural assessment tool with summarized results and provides the framework and practical strategies and tools to address ethical issues in a highly interactive format. For information about local government ethics workshops and technical assistance services, call the ICMA Ethics Center at 202/962-3521or visit icma.org/ethics.

#### IT'S NEVER TOO EARLY

Asking staff to complete the assessment can be a scary proposition, to be sure. In this situation, what you don't know really can hurt you professionally and personally. Having ethics issues arise within the agency during one manager's watch can damage that manager's reputation; it can also take a significant personal toll in terms of stress and efforts to engage in damage control.

Anticipating how one's staff will respond to the questions can provide food for thought to a manager who has strong personal ethics but may have emphasized other issues in hiring, performance evaluations, and other forms of feedback on what the manager values. For the workforce, simply completing the assessment prompts thinking about ethical issues and behavior. It's never too early to have discussions with staff about your commitment to serving the public both effectively and ethically.

As management expert Peter Drucker observed, "Management is doing things right; leadership is doing the right things." Are you leading your organization to do the right things?

<sup>1</sup>See ICMA Code of Ethics, Tenet 3, Guideline 1 (emphasis added): Public Confidence. Members should conduct themselves so as to maintain public confidence in their profession, their local government, and in their performance of the public trust.

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# On Retirement

# MAKE YOUR RETIREMENT MONEY LAST

Saving and investing for retirement should be key elements in any employee's plans for the future. But when the time for retirement finally arrives, don't think the hard work of building for retirement is done.

After a successful career of service in the public sector and a diligent program of saving and investing, you might believe that all that is needed is to sock away money in bonds and stable value funds and then read a few travel magazines. In today's world of better medical care and greater life expectancy, however, the investment horizon for any retiree may be much longer than one might anticipate. Of course, that is extremely good news. But it does mean that a retiree at age 60 may have to maintain a personal portfolio for 30 years or more. Making savings last is a critical

Here are a few ideas that can help you plan for your retirement after you leave regular employment:

Beat inflation. It's essential for any retired investor to make sure that savings outpace inflation; otherwise the consequences can be devastating. For example, after 10 years at 3 percent inflation, \$50,000 is worth only \$37,200. After 20 years, the value drops to \$27,700.

Monitor your spending. Limit withdrawals from your retirement funds, especially early in retirement. A 4 percent rate of withdrawal is a general rule of thumb. Statistics show that with proper diversification this level of withdrawal should make funds last for 30 years.

Aim for proper diversification. There's a natural tendency to load up on bonds or stable value funds to limit risk and produce reliable income. But relying too heavily on bonds can severely limit your total return and hurt your ability to keep up with inflation. One good strategy, some say, is a solid half-and-half mix of stock and bonds.

Watch volatility. Try to match your spending with your investment results. If your investments don't meet expectations, cut back on your spending. Be especially careful in the early years because compounding your assets is essential for beating inflation.

Age gracefully. Your portfolio and spending should become more conservative as you grow older. Your needs should shift from preserving income to avoiding investment loss because you have fewer years to recover from a setback. Most often, as you grow older, your expenses that are not related to health care decline as you travel less.

Anticipate increased health care expenses. More and more, retirees are taking closer account of their health care expenses, for both medical treatment and long-term care. One way to prepare for these expenses is through retirement health care plans through your employer and long-term health care insurance.

Consider target-date funds and managed accounts. If you think that all of this planning and investment is more than you care to handle during retirement, ask your provider about services that put management in the hands of professionals. These services might carry some additional fees, but you can feel more confident that professionals are supervising your portfolio during retirement.

Although there's no way to guarantee that your assets will last throughout your retirement, careful planning and sound strategies can greatly increase your chances of meeting your retirement goals.

Now you can open up those travel magazines!

—Joan McCallen President and CEO ICMA-RC Washington, D.C.

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# Profile

# Silvestri Hits 30 Years in the Manager's Seat

When Peters Township, Pennsylvania, Manager Michael Silvestri was hired in 1976, the township had three red lights and about 18 miles of private gravel roads. "We were a little country farm township," retired Councilman Jim Rocco said. "The biggest problem we had then was throwing red dog on the roads."

Township planners at the time anticipated the township would be built out by 2000, with close to 40,000 people living in mostly midsize ranch houses. But, as interest rates climbed in the late 1970s, so, too, did the cost of real estate.

Half-acre lots that sold for \$500 in the 1950s cost \$50,000 by the 1980s. Average home prices rose to \$187,410, and the population has not grown as much as predicted, from about 3,000 people in 1954 to more than 20,000 today.



Michael Silvestri is township manager of Peters Township, Pennsylvania.

Still, credited with managing the steady rate of growth in the community is Silvestri, who celebrated his 30th year working for the township this year. At a recent meeting, the seven-member council presented him with a framed aerial photo of his home to commemorate the anniversary.

"He's done a good job," council President Robert Lewis said. "We've worked hard to keep him here." Silvestri is the longest serving municipal manager in Washington County, a surprising feat in a profession where managers average six to eight years in one place.

"I admired him for his ability to listen," said Rocco, who recalled that, even in the 1970s, Silvestri sported his signature snowy white hair. "He was realistic. He seemed to have the perfect personality for that job."

Rocco, 78, and his fellow councilmembers oversaw the implementation of a home rule charter in 1975 and hired Silvestri with an eye toward replacing Jim Ross, who planned to retire in the late 1970s.

Silvestri became manager in January 1981, shortly after Ross retired. A Coraopolis native, Silvestri, 54, earned his bachelor's degree in geography and urban planning from Indiana University of Pennsylvania (IUP) and a master's degree from the University of Pittsburgh's Graduate School of Public and International Affairs.

Township managers Frank Siffrin, of North Strabane, and Doug Watkins, of Upper St. Clair, also attended IUP, and, Silvestri said, local municipal conferences often turn into class reunions for the group.

Silvestri also is marking 30 years of marriage to his wife, Susan. They have lived in Peters for 20 years and have a grown daughter, Michelle.

In 1984, the township hired Paul Lauer as assistant manager and the two have been a team since. "What I admire about Mike is the fact that it doesn't matter who you are, everyone is treated the same way," Lauer said. "He treats people in a professional manner and with a great deal of respect."

Lauer said many people don't realize how much time Silvestri puts into his work, which requires him to attend several evening meetings every week. He's always the first one in the office, and, Lauer said, it isn't unusual for Silvestri to work 12-hour days.

While overseeing a \$12.5 million budget and more than 65 township employees, Silvestri hosted and produced his own show on the local community access channel. In a move to encourage local cable television programming in the 1980s, Silvestri said, he and Lauer traveled to various sporting and township events, hauling and setting up cable equipment.

"I feel if you're in a community, you need to participate," he said.

Silvestri said he'd enjoyed working for Peters, mostly because of the attitude of residents and the professionalism of council. He said he was never asked to yield to special favors or forms of nepotism.

"Unlike other communities, we've always had a very unpolitical council," he said. "They were always out for the good of the community. Even though we're a growing community, the one thing about Peters is, even when residents are upset, they're always polite."

A history buff, golfer, soccer coach, past Rotary Club president and member of other organizations, Silvestri said he was most thankful for his family, who have supported him despite the long hours.

"I have to give credit to my wife and daughter," he said. "They have to put up with this all the time."

—Janice Crompton Staff Writer Pittsburgh Post-Gazette Pittsburgh, Pennsylvania

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#### INTERNATIONAL CITY/COUNTY MANAGEMENT ASSOCIATION

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# Performance Matters

# MANAGING RISK IS MORE EFFECTIVE WITH PERFORMANCE MEASUREMENT

Cities and counties across America are faced with a continually growing array of risks arising from new and escalating threats as well as the challenges of maintaining traditional government operations. From skyrocketing workers' compensation claims and lawsuits to law enforcement liability, employment practices liability, vehicle risks, terrorism and first-responder claims, environmental threats, and natural disasters, local governments have a full plate.

The burdens of accountability and rapid response lie squarely on the shoulders of local government entities, a fact that complicates the daily business of meeting demands for public services. And, because declining these responsibilities is generally not an option, local governments must find ways to make informed decisions to improve their risk management practices and better control their risk-financing costs.

Local governments are reaching out to organizations like the Public Entity Risk Institute (PERI), the Public Risk Management Association (PRIMA), and commercial insurance carriers that have stepped up to provide a wide range of risk management education and training services. These education and training programs provide strategies for addressing the various risks that local governments face.

But to truly improve risk management, local governments need information to show them where they stand and how to assess their comparative positions among their peers: How well is your risk management program working? How do your losses compare with similar cities or counties? Where are you most in need of improvement?

The PERI Data Exchange is a public sector benchmarking and performance measurement program that gives local governments essential tools for comparing their risk management performance with similar public organizations and for learning from their experiences. This national database of workers' compensation and public sector liability claims, judgments, and exposures allows cities and counties to compare loss experiences against jurisdictions across the same state, region, or country.

The data exchange delivers vital information for risk identification, risk mitigation, and performance measurement. Decision makers are empowered with the critical information necessary to make better informed policy decisions, with the added advantage of using the best practices from similar entities to effect solutions.

Participation in the PERI Data Exchange is free. Data suppliers are typically self-insured public entities, risk pools, or third-party administrators. After completing a short online questionnaire available on the PERI Web site at www.riskinstitute.org, participants submit a sample of their claims data.

PERI translates the data into the format used in the data exchange and the entity confirms the claims fields have been properly mapped. Participants are not required to modify their systems or to use a particular data standard or a specific set of codes. A complete list of the data fields is available on the PERI Web site.

Data exchange participants receive free prime workers' compensation and prime liability benchmarking reports, which compare participants' data with data from similar organizations. These prime reports present claims data for comparing, contrasting, and analyzing local governments' costs, exposures, and liabilities against jurisdictions within the state, the region, or across the country. Most reports include a chart related to the information in the data tables. Sample prime reports can be viewed on the PERI Web site.

In addition to the free prime benchmarking reports, PERI's data exchange program offers numerous value-added services at a reasonable price. The reports include:

Data marts. Highly flexible, user-driven databases that offer specialized reports designed to meet the unique needs of a designated user group. Reports can be customized in any number of ways to provide more detailed benchmarking information or to focus on specific loss areas.

Mini marts. Similar to data marts but designed for much smaller user groups, typically 5 to 10 users. The primary

purpose is to allow an entity to compare itself with others it normally benchmarks against.

**Series reports.** Defined sets of liability or workers' compensation reports that complement the free prime reports. Series reports provide additional detail for more in-depth benchmarking or focusing on loss areas of particular interest.

Special reports. Prepared on a customized basis in response to specific information requests.

PERI employs a multifaceted privacy strategy to protect confidentiality and security in the Data Exchange. It does not collect personally identifiable information about claimants or other parties involved in individual claims. The names of public entities, the specific members or insureds of risk pools, joint power authorities, and other multi-tier organizations are not identified in prime reports. Data are stored in a data warehouse that is maintained behind a secured firewall.

For more information on the data exchange, visit the PERI Web site at www.riskinstitute.org. The site also offers numerous articles and links to information on benchmarking and performance measurement for public sector risk management.

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# FYI

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His sentiments about the importance of local response were echoed by presenters Jaquelyn Polder, National Center for Infectious Disease, Centers for Disease Control and Prevention (CDC), who gave the strategic view; and Patricia Bean, county manager, Hillsborough County, Florida, who talked about local preparation.

Polder, who for the past few months has been detailed full time to work on the avian flu issue, said the CDC has worked intensely to provide local governments with as much information as possible, although "the CDC believes that preparedness is local," she said.

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"There will be a lot of local decisions needed," Polder said, "to diminish the number of cases and the impact on the health system." She said that CDC envisions multiple waves of infection lasting six to eight weeks each and absenteeism approaching 40 percent nationwide.

Other sobering statistics include children and babies remaining infectious even longer than the 10 days estimated for adults; 50 percent of those infected seeking health care; a possibility of two million deaths in the United States alone; and, on average, each infected person infecting two others. The disease is respiratory, spread by airborne droplets, and characterized by fever and cough.

In the early stage, CDC is considering isolating ill persons, protecting children by closing schools for as long as three months, quarantining homes voluntarily, advocating social distancing (liberal leave and working from home), canceling public events, and promoting individual infection control measures (hand washing, cough etiquette, use of masks, and use of disinfectant).

County Manager Pat Bean takes the CDC's warning seriously. In Hillsborough County, where hurricane planning is a regular exercise, she and her staff have already begun in earnest to plan their flu pandemic response. Early in April 2006, they had a tabletop exercise that brought together all the local experts and employees needed to support their effort.

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Security at the hospitals was a major problem, and people were upset when they found out they couldn't get vaccine. One of the county's assumptions in the exercise was that 35 percent of workers would be affected by the flu, leaving shortages in police and other emergency staffing. They also assumed no help would arrive from surrounding counties, which would be preoccupied with their own responses.

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# TEACHING EFFECTIVE LOCAL GOVERNMENT MANAGEMENT

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We present an elective course on Effective City Management (MPA 8500) taught at Villanova University as a specific example of how we addressed these concerns. We also present student feedback on the course to provide a balanced view of our effort.

#### ACADEMIC-PRACTITIONER COLLABORATION

Craig Wheeland as MPA director invited three township managers (Chris Canavan, Larry Comunale, and Daniel Olpere), all with MPA. degrees, to teach MPA 8500 as a team. Craig Wheeland guided the team in designing and managing the course, settling on grading practices, and determining teaching styles, but he did not participate as an instructor.

The team chose two ICMA books to serve as the foundation for the course: The Effective Local Government Manager and Managing Local Government: Cases in Decision Making. The course met once per week for two hours in the evening (a standard schedule for Villanova), and the instructors taught the course primarily as a seminar rather than a lecture format, with ample opportunity for students to discuss the case studies.

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# ADDRESSING TIME CONSTRAINTS

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Using a division of labor achieved an acceptable balance for each manager's obligations to local government work and quality family time. Students benefited by learning from three managers with unique career paths and personal approaches rather than learning from one manager. The division of labor allowed the students to meet all three managers in the beginning and again at the end.

One student wrote about the course: "Having the class team taught by real-world city management professionals was an excellent way to teach this material. All three professors brought different styles and insights to the material." The challenge of using a division of labor is to provide continuity from one instructor to the next, which the team

accomplished by carefully planning the course in advance and keeping each other and the students informed by e-mail.

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#### STUDENT FEEDBACK

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Questions	Spring 2005	Spring 2006	
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