

PM

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10 STRATEGIES TO ENSURE THEIR
RESILIENCE AND VITALITY





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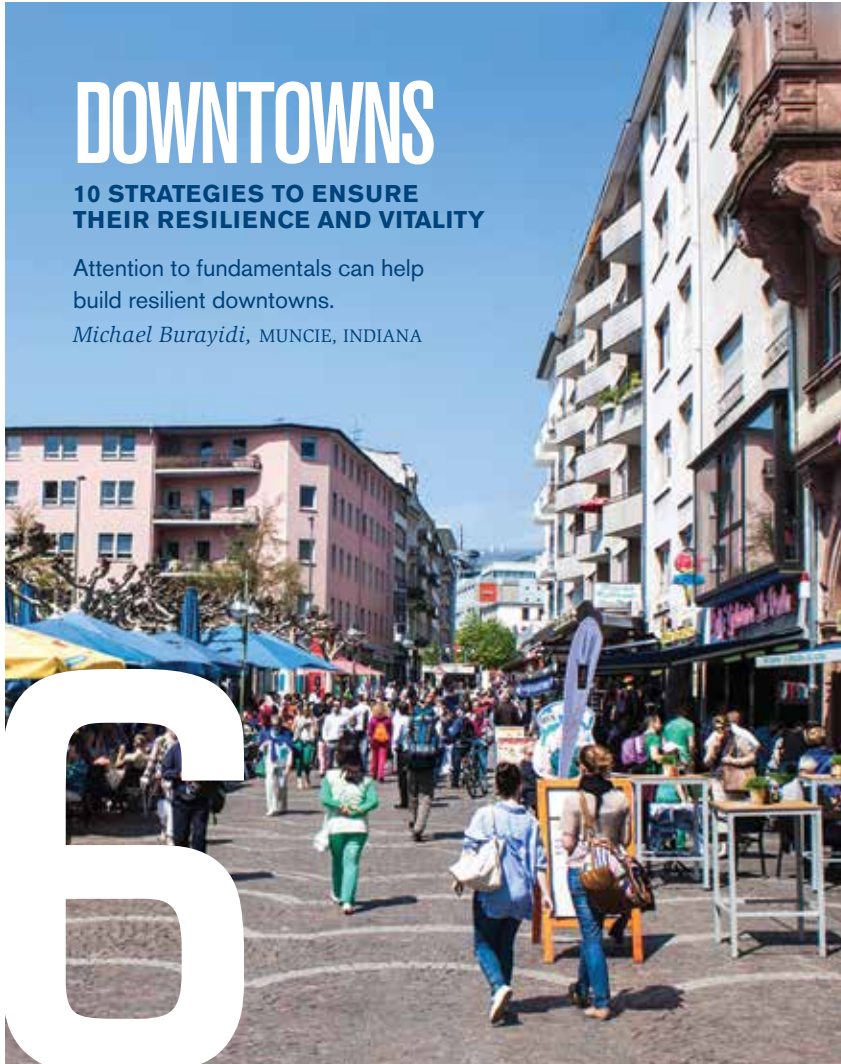
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DOWNTOWNS

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BY MARTHA PEREGO

SECOND ACTS: HOW TO SURVIVE AN ETHICS MISSTEP

Restoring your integrity, reputation, and employability

It's not been a stellar year, ethically speaking, for the broadcast journalism profession. In an industry where facts and objectivity are the foundation for building trust with the viewing audience, several professionals have had their integrity seriously dinged.

The anchor of the No. 1-rated nightly newscast in the United States was suspended without pay for six months after it was disclosed that he repeatedly told an inaccurate story about coming under enemy fire in the Iraq war. Another notable anchor for the No. 1 cable news program faced allegations that he embellished his experience reporting on a war that happened more than 30 years ago.

In an incident that perhaps might be characterized more about temperament than ethics, a talk-show host apologized for his reply to a message he posted on Twitter. Right before starting his weeklong "time out," the host acknowledged that his responses were "stupid and childish."

The Post-Incident Review

Not surprisingly, the details and timelines of who said what and when, along with the array of facts, all got dissected in the various news outlets and social media space. The respective employers responded to the media inquiries while conducting their own internal reviews to determine next steps.

For the newscaster involved in the Iraq incident, the topic of conversation quickly focused on whether he should retain his job. Does a professional journalist who misrepresented the details of an event on multiple occasions deserve to keep his job?

Does it matter that he evidently told the truth while on duty—in his "on the

air" reports—but chose to embellish the details when telling the story in personal engagements?

What weight should be given if this is the only serious ethical misstep in a long career? If this infraction is not worthy of dismissal, how will he regain the trust of both colleagues and the public?

Professional Parallels

Journalists have much in common with the executives running local governments. Well, with the notable exceptions being the compensation and perks of the position. But otherwise the similarities align.

Both operate in highly visible public roles. Success is dependent upon building trust with their respective audiences. Both rely on authenticity, objectivity, and credibility as key attributes in creating trust relationships. Conduct that violates the trust generally is punished with suspension or loss of employment.

The Road to Recovery

To be clear, recovery does not always mean keeping your position. In the worst-case scenario, it may not even mean remaining in your chosen profession. After all, the ability to move on from an ethical issue is influenced not only by what you do next, but also by the seriousness of the problem.

The nature of the violation, any prior violations, the willfulness of your conduct, and the level of responsibility are all factors that will influence the outcome. But recovery does mean restoring your integrity, reputation, and employability.

Obviously, the wisest course of action is not to do something wrong in the first place. But when the misstep



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happens, here are the critical things you can do to improve the likelihood that you will recover.

Be forthright. At the first hint or inquiry about questionable conduct, the best strategy is not to deflect the issue, but to address it in a forthright manner. Put all the facts and details on the table right away. Withholding information makes it appear that you had ulterior motives or something to hide, or were dishonest.

Be unequivocal in your acceptance of responsibility. When faced with the accusation that they did something wrong, far too many people offer a halfhearted or unclear response. This is a time when words really matter.

sucked at it for years. . . . I take full responsibility for not being more aggressive on this front. It's nobody else's fault but mine."

The best approach is to be clear, forthright, and bold in your statement of responsibility. Get out in front of the issue so that you can get past it.

Reflect, reassess, and move forward.

How did you end up here? What behavioral change will it take to ensure that you don't land here again? As Winston Churchill noted, "Success is not final, failure is not fatal: it is the courage to continue that counts."

For any of us witnessing an ethical drama, what is our obligation? Certainly,

AT THE FIRST HINT OR INQUIRY ABOUT QUESTIONABLE CONDUCT, THE BEST STRATEGY IS NOT TO DEFLECT THE ISSUE, BUT TO ADDRESS IT IN A FORTHRIGHT MANNER.

Consider the following two scenarios and the language selected by those giving the apology. Which one is clearer and more direct?

The news anchor under the microscope for his story about coming under enemy fire in Iraq said over the course of two statements that he made a "mistake" in a "bungled attempt" to honor the military. He "misremembered" and "conflated" the details of the event.

The CEO of Twitter recently told his employees and virtually the world, "We suck." Those words were used to describe the company's response to troll attacks on Twitter users. Dick Costolo said, "We suck at dealing with abuse and trolls on the platform, and we've

the profession sets the expectation that incidents of unethical conduct will be reported. Standards without accountability, after all, are pretty weak.

But as David Brooks noted in his *New York Times* column "The Act of Rigorous Forgiving," "A wrong is an occasion to reevaluate. What is the character of the person in question? Should a period of stupidity eclipse a record of decency?"

We may all be better served by focusing on forgiveness and second chances. **PM**



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WHAT IS BEING DONE IN YOUR COMMUNITY TO ENHANCE ITS ECONOMIC PROSPERITY?



STEPHEN CRANE

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In Massachusetts, local governments rely heavily on property taxes, and the ability to increase them is limited by a state law known as Proposition 2.5. Costs for providing services often increase more than 2.5 percent each year, so municipalities need to have new growth or sustain assessed values to keep pace.

Longmeadow is almost fully built out with single family homes, so new growth is an extremely small revenue generator. The focus, therefore, is on sustaining property values, and the highly ranked school district is the primary economic development engine.

So instead of creating jobs, the goal is to stimulate home sales that keep prices and assessed values on the rise. The town recently built a beautiful \$76 million high school, furthering the desirability of life in Longmeadow and offering a world-class education in a world-class building.

The town's support of the schools as well as other quality-of-life amenities make it an ideal place to raise a family.



AMY NELSON

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Community development partners in Yankton are taking a multipronged approach at fostering growth. The community is fortunate to have a diverse economic base with employers doing business in a wide range of manufacturing and service industries.

A 2014 city survey identified the need for 800 more employees in the next five years just to fill the jobs that are being created by existing businesses. Having a great start on the primary job base has allowed community leaders to focus on other important issues.

The local development corporation has helped create affordable workforce housing by filling gaps in the housing market. This year, some 50 to 70 new housing units will be available, with two-thirds of them specifically targeting price ranges for people entering Yankton's workforce.

The National Field Archery Association headquartered here has also worked to optimize its positive impact by supporting archery tournament activities and creating an archery business park.



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Our city's economic development strategy for 2014–19 has the vision “Whitehorse, Gateway to the East” and sets the guiding principles for economic sustainability initiatives for both Whitehorse and the wider region. It includes:

- A council-approved investment attraction prospectus.
- An investment and development facilitation service.
- Whitehorse Business Week.
- A business engagement plan (digital/broadband) that includes funding across 10 municipalities.
- Small business mentoring.
- A partnership with our local university (Deakin).
- A city procurement policy that guides the purchasing of local products.
- The Whitehorse Business Group composed of business and councillor representatives.



T.C. BROADNAX

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In Tacoma, city leaders have always maintained a deliberate and strategic focus on business retention and expansion and on small business development and entrepreneurship. Efforts include support services for veteran-owned businesses; international trade and investment, targeting opportunities with Pacific Rim countries; and downtown and neighborhood revitalization that involves historic preservation and arts and culture.

Tacoma's economy is further enhanced by a large international port, three major health care employers, and a significant military presence at nearby Joint Base Lewis-McChord.

As part of the vision for Tacoma's future, elected officials and staff are enhancing community access to jobs and ensuring that every zip code in our city benefits from investments made to foster a healthier economy. **PM**

1

7 STEPS TO AN ECONOMIC GARDENING STRATEGY

Preparing a strategy for an economic gardening program can be complicated. Information from an ICMA InFocus report can help managers with this economic development approach.

► icma.org/econgardening7steps



2

BECOMING A TOURISM MAGNET

Here are four tips on creating a tourism development strategy for your community.

► icma.org/tourismmagnet



3

SOLAR IN DUBUQUE

Check out this case study featuring Dubuque, Iowa, and installation of solar panels atop its municipal services building.

► icma.org/solarindubuque

4

U.S. AND CENTRAL AMERICAN CITIES PARTNER TO PREVENT CRIME

Alexandria, Virginia, and Santa Ana, California, are just two of the U.S. cities that are sharing their successful community-based crime prevention approaches with police and local government officials from El Salvador and Guatemala. ICMA's USAID-funded AMUPREV program is working with nine Central American municipalities that are taking steps to adopt broad-based crime and violence prevention strategies.

► icma.org/crime-prev

DOWNTOWNS

10 STRATEGIES TO ENSURE THEIR RESILIENCE AND VITALITY

By Michael Burayidi



Over the years, downtown economies have been pummeled by suburbanization of the middle class, deindustrialization, economic recessions, and globalization. Resilient downtowns have been able to successfully adapt to these changes and to even develop the capacity to overcome future hardships.

Downtowns that failed to successfully respond to the changing trends continue to decline. My research has identified 10 key strategies that civic leaders and downtown managers use to ensure the resilience of their downtowns.

1 Realize That Image Is Everything in Downtown Development

Over the years, the image of downtowns across the country has taken a beating. Stories of crime, blight, poverty, and dilapidated and collapsing infrastructure has distorted the public's image of these community centers.

So revitalizing downtowns must be preceded by, or at the very least, go hand in hand with an image makeover. Without a positive image, the private sector is unlikely to take the risk to reinvest in downtown, and it will be difficult to convince people to visit, much less live there.

In Wilmington, Delaware (www.ci.wilmington.de.us), the downtown development organization called Downtown Visions (www.downtownvisions.org) adopted a positive image campaign to change negative public perceptions. This goes beyond a positive slogan and is supported by substantive evidence.

Downtown housing units, for example, increased by 19 percent between 2000 and 2010, compared to city housing growth of only 2.1 percent over the same period. Downtown median incomes also grew by 94 percent compared to city median income growth of 9 percent over the same period.

To improve safety, the organization has a safety division, which hires and trains uniformed "safety ambassadors" to escort downtown patrons to their cars, banks, or any service area within the downtown. It also partnered with the police department to install cameras at 25 strategic locations in the downtown.

Video feeds are monitored by the safety ambassadors to identify suspicious behavior and report it to the police. The program has helped to locate missing children, to identify early stages of fire, and to boost the public's image of downtown Wilmington.

2 Monitor Surrounding Neighborhoods

Civic leaders of resilient downtowns understand that a vibrant downtown cannot be sustained if adjacent neighborhoods go downhill. Declining property values, crime, and blight in these neighborhoods can easily seep into the downtown if they are allowed to linger.

Thus, while the starting point for downtown renewal is Main Street, civic leaders must monitor surrounding neighborhoods. Some communities start by enlisting in the National Main Street program (www.preservationnation.org/main-street) to take advantage of the

expertise and technical support that this organization provides for fledgling Main Street programs.

Thereafter, they move beyond the national Main Street four-point approach (organization, promotion, design, and economic restructuring) as their downtown organization matures. The cities of Mansfield, Ohio (www.ci.mansfield.oh.us), and Holland, Michigan (www.cityofholland.com), for example, discontinued membership in the National Main Street program so they can broaden their redevelopment concerns to address parking, housing, traffic, and revitalization of historic neighborhoods.

In Middletown, Connecticut, the city led the redevelopment of the North End neighborhood, which is a near-downtown neighborhood, to help stem the decline of this area.

3 Maintain an Active Daytime Population

Human beings are a gregarious species, and we tend to go where others congregate. With the decentralization of economic activity to the suburbs in prior years, increasing the daytime population of downtowns has become a challenge. There are, however, ways to address this challenge.

One of the most ubiquitous strategies around the country has been to hold art walks downtown to attract art lovers. Beyond that, however, managers of resilient downtowns recognize the significance of civic and cultural amenities to increase the daytime population, so they redouble efforts to retain and attract such activities.

While local governments may have little leverage in the location of private facilities, the public sector has considerable influence in the location of courthouses, museums, libraries, police and fire stations, and educational facilities. Resilient downtowns have, at a minimum, half of their civic and cultural amenities located in the downtown or near-downtown neighborhoods, usually within a half-mile radius.

In New Mexico, commissioners of Santa Fe County (www.co.santa-fe.nm.us) dismissed suggestions by developers to relocate the old courthouse outside the city limits of Santa Fe. Instead, the commission opted for a downtown site for a new courthouse built with \$25 million in voter-approved bonds.

In California, several cities including Nevada City (www.nevadacityca.gov) and Santa Barbara (www.santabarbaraca.gov) resisted pressure from the State Judicial Council to relocate their old courthouses outside the downtown area for precisely similar reasons. This followed the passage of SB 1407 that the state legislature passed in 2008 to raise \$5 billion through court fees, revenue bonds, and court penalties for rehabilitating 68 courthouses in need of repair around the state.

4 Secure a Residential Population Base

Resilient downtowns have, at a minimum, 5 percent of a community's housing units and the community's population living there. This keeps the downtown lively at night when businesses close.

Two population groups are prime candidates for downtown living: millennials and empty nesters who are usually baby

boomers. These two demographic groups have different needs, and civic leaders ought to pay attention to their preferences in attracting them to live downtown.

Baby boomers want to stay active in retirement and therefore seek amenity-rich downtowns that provide them with opportunities to experience a diverse culture, exotic restaurants, and outdoor recreational activities. Also important, empty nesters want to continue to enjoy their favorite pastimes in retirement.

Most of the baby boomers I talked to want to be able to garden in their free time. Thus, where land is at a premium, rooftop gardens should be built into downtown housing to cater to this interest.

Millennials prefer the urban lifestyle because it frees them from automobile ownership and supports the goal of minimizing their environmental footprint. An efficient public transportation system, bicycle lanes, and public gathering places that provide opportunities to socialize and network with their peers can support this lifestyle.

Resilient downtowns invest in and provide such public amenities to attract millennials and retired baby boomers. To incentivize the provision of downtown housing that caters to these groups, Chico, California (www.chico.ca.us), provides density bonuses, deferral of impact fees, and priority review to developers for mixed-use buildings to encourage redevelopment of downtown buildings to provide upper-floor rentals and condominiums.

5 Reach Out to Immigrants

New immigrants to the United States can provide the population needed to revitalize a downtown if they are properly encouraged to live there. These immigrants want to experience and be part of the American dream. Many also have skills in the construction trade.

These skills can be tapped by local governments to help renovate older housing stock in and near downtowns and to assist new immigrants with

becoming homeowners. Some 13 percent of the Middletown, Connecticut, population is foreign born, for example, and 27 percent of the downtown residential population is foreign-born. To capitalize on immigrants for downtown revitalization, a community must be open and accepting of new and diverse cultures.

Former Schenectady, New York, Mayor Jurcynski's strategy for courting immigrants is legendary. To attract new immigrants there, he sent a bus to Queens, New York, to round up Guyanese immigrants so he could give them a tour of the assets that Schenectady (www.cityofschenectady.com) had to offer. Afterward, he would treat them to Italian cookies made by his mother-in-law.

In time, Guyanese immigrants moved to Schenectady and have helped revitalize the city's downtown. It is estimated that more than 8,000 Guyanese immigrants currently live in the city.

6 Cultivate Functional Diversity

Resilient downtowns are multifunctional districts with a mix of residential, retail, office, entertainment, and civic and cultural amenities. A multifunctional downtown ensures that the downtown is vibrant at all times, which helps to keep an "eye on the street" and decrease crime.

A downtown that has mixed uses also inoculates the downtown against total economic collapse should one sector of the economy falter. Nonetheless, retail, dining, and entertainment are the main drivers of downtown economies and resilient downtowns usually have about 8 percent of the community's retail businesses located there.

Multifunctional downtowns can be cultivated by attending to a community's zoning regulations to ensure that they support mixed uses in the downtown. Since 1980, for example, Santa Barbara, California's downtown plan has encouraged mixed-use development—particularly housing development to augment the rich cultural and retail businesses in the downtown.

Another example is the city of Nacogdoches, Texas (www.ci.nacogdoches.tx.us), which uses historic preservation to encourage adaptive reuse of its downtown buildings for civic, retail, and residential housing.

7 Leverage Heritage Resources

A community's heritage is concentrated in its downtown, and only downtowns have a history worth seeing. Heritage tourism, therefore, has the potential to bring people downtown.

Although most local governments now have historic preservation ordinances, they fail to link this to the promotion of tourism. When historic preservation is linked to heritage tourism it establishes a symbiotic relationship between the two sectors that benefits the community.

Through tourism, communities are able to obtain revenue from their historic resources, which is then reinvested to upgrade cultural resources. City and county leaders are also able to justify and make a convincing case for spending public funds on historic preservation since there is expectation of return on investment.

Improved heritage resources, in turn, help attract more visitors. In such cities as Fort Collins, Colorado (www.fcgov.com), board members of the Cultural Resources Board and the Convention and Visitors Bureau serve on each other's board. This allows for a seamless flow of information between the two bodies and for the implementation of joint strategies.

8 Develop Catalytic Projects

Resilient downtowns usually have one catalytic project that catapults the downtown from where it is to where it wants to be. Examples abound: the carousel project in downtown Mansfield, Ohio; Charlottesville, Virginia's (www.charlottesville.org) pedestrian mall; and the Peace Center for the Performing Arts in Greenville, South Carolina (www.greenvillesc.gov), all are signature downtown projects that promoted revitalization.

Nonetheless, downtown renewal need not begin with a large-scale project. Localities with resilient downtowns typically adhere to the VIC principle. They start with projects that are Visible, have an immediate Impact, and avoid exorbitant Costs.

To get public buy-in for revitalization, the initial project(s) must have high visibility so as to make a bold statement about the community's goals and vision for the downtown. That is why façade improvements and streetscaping projects are usually the ones that are tackled first before embarking on major catalytic projects.

Following the VIC principle also enables communities to finance these projects from the general revenue fund without going into debt financing.

9 Nurture Quality of Place

Quality of place is a thread that knits successful downtown development projects together. By creating quality public spaces, resilient downtowns are able to attract and keep both businesses and residents because of their exemplary amenities.

The sidewalk cafes in Greenville, South Carolina (www.greenvillesc.gov) and Hendersonville, North Carolina (www.cityofhendersonville.org); the public plazas in Nacogdoches and Santa Barbara; and the exquisite alleys adorned with hanging flower pots in downtown Fort Collins are all examples of such quality places.

There are long-term benefits to creating quality of place. Retail businesses in the downtown Charlottesville mall continued to flourish and the demand for housing did not wane in such resilient downtowns as Greenville, Hendersonville, Santa Barbara, and Wilmington, even during the recession.

10 Find Your Champion

In almost all cases of downtown revitalization, there is a person who rallies the crowd and mobilizes the community. In Santa Barbara, it was Pearle Chase; in

Holland, Edgar and Elsa Prince; in Fort Collins, George Mitchell; and in Greenville, Max Heller.

Today, Barbara Hughes, owner of Narnia Studios in downtown Hendersonville, is the community's downtown champion, organizing several downtown events each year and branding Hendersonville with the moniker "Friendliest City in America," with a website to boot (<http://www.friendliest-cityinamerica.com>).

To succeed and be sustainable long term, the redevelopment of the downtown has to be institutionalized in an organization of which there are three types. The first type is a downtown organization that is housed in a local government department. A second type is a bifurcated organization with one agency being the downtown development arm funded by the public sector and a business improvement district (BID) that is funded by special assessment on downtown property owners. The third type is one that combines functions of a BID and a downtown development authority.

The first organizational structure is tied to the day-to-day politics of the community and the split organizational structure may create conflict in responsibilities. The most successful organization is the third type since it has funding from assessed property in the business district and can also receive funding from local government for its operation.

Regardless of the downtown organizational structure, it bears remembering that downtown redevelopment is best pursued when it is facilitated by the public sector, but driven by the private sector. **PM**



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HOW NOT TO Fall Down the Stairs



And other design lessons
from a joint city hall, police,
and fire department

By Cindy McCleary



Photos courtesy of the city of Forest Lake, Minnesota, and LEO A. DALY.

When the city of Forest Lake, Minnesota (population 19,000), started to plan the replacement of its aging police headquarters in 2005, it was so outdated that the daily act of booking a suspect put an officer's life at risk. Between the too-small sally port or entryway and the tight booking room, an arresting officer would guide the handcuffed suspect up a narrow flight of stairs, just hoping the suspect wouldn't trip or try anything.

"I've fallen down those stairs several times," Forest Lake Police Chief Rick Peterson said. "I've had a few arrestees who decided they wanted to fight, and think, 'What a great opportunity to take an officer down with me.'"

He'd keep his gun out of reach by sending the suspect up first, "But no matter what kind of escort, there was just no safe way to do it," Peterson said. "You were always on guard, extremely diligent in watching the individual to make sure he or she didn't lean into you. It was easy for them to launch you backwards."

TAKEAWAYS

- > A shared city hall, fire, and police station can cut square footage and construction costs by more than 10 percent and significantly reduce operating costs.
- > A heated garage for police cruisers might not seem like such a luxury when you consider the damage a cold winter does to sensitive electronic equipment.

As an architect, I see this type of situation often, where local government workers make do with facilities that haven't been designed to meet their needs or put up with facilities that pose significant impacts and risks to their operations.

Those days are over for Forest Lake. Its new City Center—a joint city hall, police, and fire headquarters—opened in December 2014 and replaces separate facilities built and renovated multiple times during the last 60-plus years. City Center was designed in close collaboration with city staff and political representatives, using an integrated-design process.

Integrated design may sound like a fancy buzzword, but it describes an important approach to the development of a building. With this approach, the architecture and engineering team integrates the owner, user, and public into the design process from the beginning. Enlisting their input early and consistently helps to produce an integrated-system solution that optimizes function, security, space, and building performance.

In other words, its design asks the architect to think like a cop, firefighter, administrator, resident, and taxpayer to understand their individual challenges and the costs and risks of their business,

and then to create solutions that fit together like a puzzle.

Forest Lake City Center offers a number of great examples, ranging from how to maximize initial and operational costs in a new project to granular issues like how to provide the safest, most efficient environment for emergency-services staff, city staff, and visitors.

Shared Space Reduces Costs

One of the success stories of City Center is its estimated savings of \$1.5 million dollars in construction costs. By combining city hall, police, and fire headquarters into a single building and using an integrated design process, the building's footprint was cut from 75,000 to 65,000 square feet.

The construction budget was reduced from \$15.3 million to an anticipated \$13.8 million. Integration of advanced HVAC systems and other energy-efficient features is projected to save the city more than \$60,000 annually.

The design consolidates all city services into a single building, publicly accessible from a common "front door," saving residents time and frustration finding the right department. It also leverages shared spaces with an eye toward high security, especially in public spaces.

"We made a concerted effort to use shared spaces," said Forest Lake City Administrator Aaron Parrish. "The new facility does a good job of sharing resources, while still allowing some distinct identity and natural separation between departments."

The multifunctional community room is a good example of City Center's shared spaces. Located at the junction between secure fire and police wings, the large meeting room flips between uses easily, from hosting a community event, to accommodating the entire police force for group training, to being used as an emergency operations center. It also provides a logical connection between the public and administrative elements of the building.

By combining city hall, police, and fire headquarters into a single building and using an integrated design process, the building's footprint was cut from 75,000 to 65,000 square feet.

Environmental Stewardship

One of the biggest draws of Forest Lake as a city is its natural beauty. Located about an hour north of Minneapolis, this fast-growing suburban community relies on the health of its lakes, forests, and wildlife for part of its civic identity.

For this reason, every element of City Center's design, from the site selection to the interior finishes, is a reflection of Forest Lake's commitment to nature.

City Center sits on the site of a former shopping center that was desperately in need of revitalization. This brownfield site, tucked between two area lakes, was also a source of stormwater runoff contamination through the years. This situation contributed to high phosphorus levels in the adjacent lake and the algae blooms, and also damaged the native marshland.

"The city looked at many different plots of land and ultimately decided that purchasing and demolishing the near-vacant shopping plaza was the best fit for the project. Redeveloping it as an energy-minded city center supports the values of this community," Peterson said.

Through a \$382,000 grant from the state of Minnesota's Board of Soil and Water Resources, the project was able to implement a stormwater treatment program that will remove up to 100 pounds of phosphorus from Clear Lake annually and serve as an environmental education site.

Through the innovative design of an engineering firm, two tree trenches and a bio-filtration swale were designed to capture and treat runoff. A series of iron-enhanced sand filters treat runoff from not only the site, but also the entire Highway 61 corridor, which previous environmental studies had identified as a phosphorus-loading hot spot.

Energy efficiency and utility cost reduction also played an important role in the facility's design. Through the use of a utility-provider incentive program, selective material choices, heat-recovery and cooling systems, innovative use of daylighting and LED lighting, the design beats state-required energy consumption standards by 36 percent.

Designing to Minimize Risk

Anywhere police, criminals, evidence, firearms, and the public meet is a natural risk multiplier. An architect's job is to understand each of the system's vulnerabilities and to then design to minimize risk.

One of the most important elements in any police-station design is respecting and honoring the chain of custody, which is the pathway of evidence from crime scene to courtroom. For evidence to be useful, it must be handled with scrupulous care. Good design reduces potential exposures, protects the evidence-transport process, and reduces the risk of local governments and staff members.

Chain of custody was problematic at Forest Lake's former police station. Space had grown so tight that the tiny, 160-square-foot evidence-processing room was pulling double duty as the armory. Evidence and guns are a particularly bad pairing. Guns are messy. Evidence is sensitive.

"Contamination was a big concern," Chief Peterson acknowledged. "Lead dust, chemicals—who knows what could be in there?"

A protocol was developed such that, before unpacking evidence, an officer would clean the area with ammonia. Aside from being time-consuming, it introduced potential judicial risk into the chain of custody.

At City Center, police have dedicated rooms for ammunition, firearms cleaning, and evidence storage, as well as evidence processing and intake. Implementing these priorities into the design gives officers more time to serve the public and also greatly reduces the risk of judicial challenge.

Extending the Life of Equipment

Another problem facing the police force was the harmful effect the local climate had on the life of their squad cars, technology, and gear.

"Last winter was brutal on patrol vehicles, especially on the in-car cameras, radars, radios, and laptops we carry," Peterson said. "When it's 20 below, all the moisture freezes, then you warm up your car and the condensation melts and damages the equipment.

"We had radars that went down and in-car cameras that had issues because of the dramatic changes in temperature. Plus, it's hard on the battery. Vehicle battery life was about 18 months, max."

City Center features a 20-car squad garage, providing police vehicles a climate-controlled environment. "Looking at the cost of repairs and maintenance, I'd be willing to bet this [garage] will save us between \$18,000 and \$20,000 in the next two or three years," Peterson said.

Planning for Growth

Major civic projects can take decades to get off the ground. It's important that when they finally happen, they are designed to grow with the community.

As of today, Forest Lake's fire department is an all-volunteer force. Gary Sigfrinius, the fire chief, is the only full-time firefighter. This won't always be the case, however, because as the city

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The City Center's grand opening and open house drew hundreds of visitors.

Photo courtesy of *Forest Lake Times*.

grows, it will need to make the transition to a full-time paid crew.

The City Center is designed to accommodate this growth. The apparatus bay is large, featuring six tandem slots and accommodating up to 18 vehicles, including water rescue, boats, and ATVs. Four dorm rooms on the second floor are connected by fire pole to the apparatus bay.

"I believe it's a 'Build it and they will come' thing. A few young guys will live there for \$25 a month, and they'll be able to drop down the pole and go out immediately," Sigfrinius said.

"Of course, I won't be here." Chief Sigfrinius is retiring this year after 20 years of service to Forest Lake. In the meantime, he stands by the decision to fit out dorm rooms.

"I think we did it the right way. In the event there's a big emergency, we have that area for people to get some sleep. It'll be used. It may be for fire or for police during challenging incidents, but it's good to have that space available."

Keeping the "Clean Side" Clean

One of Chief Sigfrinius's biggest goals in City Center's design was to design in cleanliness.

"When you come back from a call, you're covered in soot, muck, bodily fluids. To stomp right into the apparatus bay, you're contaminating everything you cross," Sigfrinius said. "We want a clean side, and a dirty side, and don't you dare mix them."

The layout, materials, and technology present in the design facilitate this direc-

tive. The dirty side has turn-out gear (fire protective equipment), a decontamination shower, laundry facility, air tank refilling station, and tool maintenance bench.

All the items that are dirty or grimy from maintenance are on one side. "All the clean stuff, office, sleeping dorms, dispatch, training; all that is on the clean side," Sigfrinius said.

The epoxy floor in the apparatus bay also helps with cleanliness. It's abrasive enough not to slip on, but smooth enough to allow a squeegee to run across it without being damaged.

An in-floor radiant heating system in the apparatus bay helps, too. It heats the air directly above it by thermal mass, melting snow off the trucks quickly, while also being highly energy efficient.

Train How You Fight

Another big concern for Chief Sigfrinius was firefighter and emergency management services training. He is a big believer in the mantra, "Train how you fight," because he comes from a military background.

"The more real you can make a training activity, the more innate it becomes in someone's response. Any time you train someone to do something in a certain manner, you've created a new standard," he stressed.

"When they do it automatically in the heat of battle, they'll do it that way. If you train it the wrong way or rely on a poor simulation of a training activity, that will become their standard and they'll do it the way they are trained."

Case in point: chain-sawing through a roof: "You can practice from the ground, but balancing from a ladder in full gear makes all the difference," Sigfrinius said.

The new facility has a hose tower that supports ladder training, breaching from a rooftop, rappelling, and stair training, as well as confined-space and limited-visibility training.

"We could always rappel off our aerial ladder, but it's not easy to do, and it's not what we want to do. Now we can rappel down a wall. We can do it in a way that more closely mimics real conditions."

It also makes better financial sense to have on-site training. In smaller communities like Forest Lake, training often involves sending the squad to another city. This not only costs money, but also leaves the community temporarily without firefighters.

The new facility gives firefighters a full range of training opportunities, while keeping them close to the area they serve.

Getting It Right

The design process for Forest Lake City Center involved every level of stakeholder: administration, police, fire, elected officials, community members, along with state transportation, county highway, and local environmental officials. It took 10 years to make it a reality, but the end result is undeniably a great asset to the city.

By viewing the building as a whole, and considering the individual user as well as the big financial picture, good design can facilitate operational excellence that works for everyone. **PM**



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SEND *IN THE* **DRONES**

A drone pilot shares insights
about costs and outcomes

By Chris Thomas

LAW ENFORCEMENT. FIREFIGHTING. RIOT SUPPRESSION. SEARCH AND RESCUE. DISASTER CONTROL. PLANNING AND ZONING. ENVIRONMENTAL MAPPING.

These are just a few of the possible ways that unmanned aerial vehicles (UAVS), also known as drones, can be used in local communities. In Mesa County, Colorado, for example, the sheriff's department uses a drone to take high resolution images of a crime or accident scene.

The drone takes images that overlap each other. By using special software, these images can be recalibrated to the ground where distances and areas can be measured accurately and at an extremely high resolution. These same images then can be processed into 3D orthomosaic photos—a group of images

stitched together to create a panorama of the ground—saving the scenes forever.

When images of the scene are loaded into the software and an orthomosaic produced, then references to exact ground markers are entered, either as landmark points or GPS referenced points. With these markers, the software recreates an exact replica of the scene in the exact scale of the scene. The scene can be loaded by KML or KMZ files into Google Earth or a GIS system and reproduced any time in the future.

Another useful application is first-person video (FPV), where the pilot and a group of people can watch video from a drone camera in real time but keep a safe distance away. Disasters, police standoffs, fires, or hazardous waste spills can be watched or examined without putting additional personnel in close proximity of danger.

How Drones Work

Named after a working male honey bee, a drone is a device that uses a group of sensors to measure velocity, orientation, gravitation, wind speed, and more and send data to a controller (a small computer) that mathematically processes that incoming data. Signals are then sent to control surfaces that

manage the pitch, roll, and yaw of the flying device.

Fixed-wing drones (plane platforms) are controlled by an elevator, rudder, and aileron. Rotary drones (four, six, or eight separate engines and propellers) rely on the speed of each blade for control.

The controller is always sending signals to those control surfaces and receiving feedback from the sensors and forcing the drone to fly to a specific spot and on a specific flight line. Typically, it sends and receives data and makes changes to controls about 50 times per second.

Both types of drones can be used to monitor and map areas. Fixed wing drones that fly a preloaded mission flight plan via their autopilot can be easily made to cover specific areas with images and with other sensors.

Fixed-wing drones provide a stable platform and cover a lot of area. They do require some altitude to fly safely, so the resolution of the images are slightly less (two to three centimeters per pixel) than that of a rotor drone that achieves better resolution since it can fly at a lower altitude (less than a two-centimeter resolution per pixel).

Pilot Experience Is Key

With all the positive ways that drones can be used, they have downsides as well. The first and most important thing about all drones is this: Each flies in the air, either with wings or rotors—so a qualified person is needed to control the flying and do so safely.

From my experience, rotary drones are easy to fly. Anyone can pull a rotary drone out of a box and generally be flying it in a few minutes; however, to be competent with certain applications, it takes considerable practice. Many a story has been told of a person getting a new rotary drone, attaching a “gopro” or video camera and flying it straight up in the air several thousand feet.

As unsafe as that is, it does happen quite often. The person who flew his

TAKEAWAYS

- › Drones are aircraft either controlled by pilots from the ground or independently following a pre-programmed mission.
- › Local governments are expanding their use of domestic drones for routine aerial surveillance for golf course management, search and rescue, firefighting, and more.

phantom multirotor system onto the White House grounds this past January at 3 a.m. did that, but he claimed he had a “flyaway,” which is when a drone is incorrectly calibrated or feedback through the system tells the drone to go to another location.

It’s interesting that the maker of that drone stated the next day that the company could limit areas where these drones could and couldn’t fly, and the area around the White House is now off limits. If the manufacturer knew it could erect a no-fly zone in the devices’ software, perhaps it should have updated the software earlier.

Fixed wings are much harder to handle. It takes talent and experience to fly these. Generally, it takes practice time to be adept at handling them because they need to take off and land, and that takes knowledge.

Crashes can be costly when it comes to drones. With platforms costing anywhere from \$3,000 to \$50,000 depending on the system and attached cameras or sensors, and when the potential liability of people and things they could crash into are added to the cost, the liability can grow exponentially.

Types of Applications

A local government that owns a drone can use it when and how it wants to within legal and FAA requirements, which includes not flying the drone more than 400 feet high, no closer than five miles from an airport, and within the line of sight to the drone. This means during a disaster or emergency, a law enforcement agency can use one quickly if it has the know-how and a capable pilot.

Departments can map or video areas as often as needed to document or show changes. Near infrared radiation (NIR) and multispectral imagery can be incorporated that shows plant stress and areas on golf courses that need more or less water, which can greatly reduce fertilizer and water costs.

Some systems have the ability to carry light detection and ranging (LIDAR), which is a remote-sensing technology that measures distance by illuminating a target with a laser and analyzing the reflected light. It produces accurate 3D models, and infrared sensors detect any changes in terrain, development, watershed, river, and stream runoff.

The pilots flying any of these platforms have to practice until it is such a routine that it is semi-boring. Interesting enough though, I have been piloting drones professionally for six years and there are places that drones can go that still make me slightly nervous, like landing one on a short road with 200-foot pine trees surrounding the area. Unexpected changes in wind direction and wind speed, engine failure, and structural failures also can happen.

I tell potential pilots to do everything they can to plan ahead because you don’t want to be the person in the news for doing something less than responsible with a drone. You will be the test case, and that is not where you want to be—similar to the man involved in the White House drone situation, who was a geospatial expert but perhaps had been drinking.

When it comes to drone pilots, I want to repeat this again: Never put someone in charge of the drone fleet that doesn’t know how to manage and fly the drones.

This experience should not just be on a simulator, but someone who knows the real world outcomes and variables.

Drones have certain tendencies, and these must be included in mission decisions, including takeoff location areas, terrain features in the flight area that can create obstacles, and wind patterns at certain times of the day. Drones also don’t fly well during hot, dry days.

The bottom line is: No one should be able to tell the pilot in charge to fly a drone when he or she thinks it will not get imagery safely and will perhaps be destructive to the drone.

New System Developments

Drone developers are trying to take the qualified pilot out of the circle by calling their platforms autonomous, including takeoffs and landings where everything is controlled by the pilot or controller, even the pre-programmed flight plan. These systems are generally the ones the FAA should worry about causing damage and in my opinion, should highly regulate.

Some systems are reliable and some are not. I have seen autonomous fixed-wing drones—those that function and operate independently—take off and then go in a different direction and at a much higher speed than the person who submitted the mission’s flight plan for the drone thought they would.

I was once involved in such a flight when, after takeoff, the drone turned 90 degrees and flew away. We found the wings floating in a river some three miles away. We didn’t find the remaining parts; it’s a good thing we were testing in a remote area.

I’ve also seen the autonomous landings of fixed-wing mapping drones and watched them hit the ground and break in half. If a local government just paid \$50,000 and found that had happened, it would not be a good situation.

To label a drone autonomous is somewhat irresponsible in itself. Next time you’re in line at the grocery store, consider if each shopper bought an autonomous drone and could fly it

WHAT’S UP OUT THERE?

If drones are being used by local governments, managers are invited to share how they are used and any details and experiences they have learned to help others who are considering such an investment. The information will be published in an upcoming issue. Send the information to bpayne@icma.org by April 30, 2015.

around your neighborhood. Would you be concerned about it? I would.

People that do this need to know something about the physics of drones and how they work because having a working drone in a local government department would require someone to be on top of it every day. For such a program to be successful, I can't stress this enough.

Law enforcement and fire departments need to know this equipment would need to be available at any moment, and this takes a lot of money and effort. Generally, a backup drone and backup to the backup are needed.

Batteries must be kept completely charged, and the flying platform has to be kept in good shape, at all times. It will probably require two or three qualified pilots and maybe several ground-control people watching the flight, too. It also takes someone to process the images or video once they are completed, and that's just the basic setup. A person who

RESOURCES

Federal Aviation Administration website, Civil Operations:

https://www.faa.gov/uas/civil_operations.

CNN, February 15, 2015, "FAA to Announce New Rules for Flying Drones":

<http://www.cnn.com/2015/02/15/politics/drones-new-rules/index.html>.

USA Today, February 16, 2015, "FAA Unveils Drone Rules; Obama Orders Policy for Agencies":

<http://www.usatoday.com/story/news/2015/02/15/faa-drone-rule/23440469>.

programs controllers, rebuilds crashed drones, or builds payloads might also be needed and exponentially increase the cost of a drone program.

In general, my experience as a professional pilot has shown me that a local government's drone fleet will be cheaper in the long term if contracted with a specific drone company. It will have the expertise and will know the challenges and probably have already worked through much of the learning curve that might take a local government time and money to do, plus the liability will be a fraction of what it could be. All of which underscores the point that there is a lot for local governments to consider before they send in the drones. **RM**



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BY ROBERT ESKRIDGE

SOUTH AFRICAN LOCAL GOVERNMENT: CENTER STAGE IN REFORM

How the local level helped dismantle apartheid

The one-year anniversary on December 5, 2014, of the passing of South African leader Nelson Mandela again brought the world's attention to this African nation that peacefully transitioned from apartheid to democratic government—dramatic changes that took place at the national government level.

During the four years that I spent working in local government in South Africa as a financial and budget adviser, I discovered just how important local government reform was in the struggle for equality for the people of this nation, and how important local government management continues to be to its people. Understanding the importance of these reforms to the people of South Africa can help us understand the importance of these principles in our own communities today.

Three of the major reforms that took place among South African local governments highlight this fact: The creation of universal municipal government, the establishment of representative municipal councils, and the positioning of professional management.

The Push for “One City, One Tax Base”

Institutional separation and social separation were already in existence in South Africa before the apartheid era began in 1948. But the key piece of local government legislation of apartheid was the Group Areas Act, which required the racial segregation of local communities and began the forced removal of races to their own separate spatial areas.

One of apartheid's aims was to limit the extent to which affluent white mu-

nicipalities bore the financial burden of servicing the more disadvantaged black areas. To accomplish this, white towns were physically separated from the townships and Bantustans—territories or homelands set aside for black inhabitants under apartheid—of black majority South Africans, requiring official passes for blacks to enter these towns.

This arrangement had the result of creating a viable revenue base for the white towns while locating blacks in townships that had limited resources available to residents. The apartheid government did establish some limited local governments within these black areas, but residents lacked any real power or resources to tackle community problems.

Local government in South Africa was historically supported mostly by self-generated revenues consisting mainly of local property taxes and fees from the delivery of services. This obviously worked much better for the towns that had small white populations and a much larger resource base to tax than it did for the black areas that contained much larger black populations and little or no taxable resources.

In addition, because apartheid regulations did not allow most retail or industry to develop in these black areas, potential tax revenues were severely limited and black residents were forced to shop in the white areas for most of their needs. Attempts by Black Local Authorities, created in 1982 by the apartheid authority, in the black areas of the country to raise revenue through rent and service charges led to the rejection of these authorities by the black masses in the mid-1980s and to a popular uprising by the black population.

One must realize how critical a part local government issues played in the eventual collapse of the apartheid state to appreciate its current importance to the black population within the reformed government that replaced it. One of the popular slogans of the 1980s was “One City, One Tax Base.”

This slogan reflected the centrality of local government change that was embodied within the anti-apartheid struggle. Black South Africans organized consumer and rent boycotts in response to these inequities. These actions resulted in financial stress on the then white towns.

As a result of this financial stress, the leaders in many white towns began to negotiate with neighboring black townships. These talks grew out of immediate crisis, but led to more meaningful local government negotiations.

Because the equality imbued in the idea of “One City, One Tax Base” could only be realized through changes evoked in national legislation, local government reform became a major force in the national reform process and negotiations on local government change took place alongside those concerning changes in the national government.

Universal Municipal Government

The central importance of local government reform in South Africa democratization can be seen in its new constitution that took effect in 1997. Whereas the U.S. Constitution makes no mention of local government, the subject takes up an entire chapter of the new South African Constitution.

The new reformed government dissolved and replaced the old government cities and towns with new reformed

“municipalities.” These new municipalities are comprehensive and inclusive of the entire country.

They were organized and designed to ensure uniformity in governance, include all persons in the democratic processes, and give the populace assurance that the assets and revenue base, which had been used to serve the white minority population, would be used to serve all residents equally.

There are three types of municipal governments in South Africa: Types A, B, and C municipalities. The eight Type A municipalities compose the largest metropolitan areas of the country, notably Cape Town and Johannesburg.

The 226 Type B municipalities are the most numerous and are similar to U.S. counties. Many of these municipalities are quite large in area and, unlike the old towns with their limited boundaries, incorporate the entire country outside the metro areas.

Most of these Type B municipalities provide services similar to what one would find in local U.S. governments. No governance division exists below the municipal level in South Africa so there is no equivalent to what we would think of in America as an incorporated city or town, although many areas located within municipalities are often referred to by their old town or township names.

The 44 Type C municipalities known as district municipalities are regional in scope and are overlaid on top of these Type B municipalities. The closest U.S. equivalent to these Type C municipalities would probably be regional council of governments, although there are some significant differences. Unlike councils of governments, for example, district municipalities possess independent executive and legislative powers and are specifically delegated certain responsibilities.

CONTINUED ON PAGE 22



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Executive Director
Glenview Chamber of Commerce

"The relationship between a mayor and a city manager is an extremely important relationship because it's that relationship that ensures that people are on the same page in terms of the city government, and that we actually get things done."

JULIAN CASTRO

Three-Term Mayor, San Antonio, Texas
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These Type C municipalities are assigned such specific functions as coordinating the overall planning for those Type B municipalities included within their specific boundary area.

Representative Municipal Councils

Chapter 7 of the South African Constitution states that the local municipal councils are to be formed on a partisan basis and elected every five years using a modified “proportional representation” basis. To ensure that these councils are representative of local interest over the larger covered area, councils are also quite large in comparison to the normal U.S. council size. Although councils in the U.S. range from small (two members) to large (50), the most common size is six.¹

The rural Type B municipality that I was attached to (Lukhanji municipality, Eastern Cape), for example, was ruled by a municipal council composed of 54 partisan members consisting of 27 elected district representatives and 27 proportional representatives appointed by the different parties receiving votes.

Legislative responsibilities for these municipal councils are similar to duties of U.S. councils. They appoint the municipal manager, adopt local policies and ordinances, approve annual budgets, and set rates and tariffs on local services.

Professional Management

Professional management of municipalities was viewed as imperative to help ensure equitable treatment of all residents in the delivery of services. National legislation (The Structures Act) requires that all 278 municipalities appoint a professionally qualified municipal manager and establishes the general responsibilities of those municipal managers (The Systems Act). There is no discretion on the part of the local municipal council regarding this appointment, nor concerning the duties that the municipal manager must perform.

Responsibilities delegated to the municipal manager include most of the duties commonly held by U.S. city managers.

IN SOUTH AFRICA, MANY OF THE GOVERNMENTAL SERVICES THAT RESIDENTS NEED AND RELY ON ARE DELIVERED AT THE LOCAL LEVEL OF GOVERNMENT.

These responsibilities include management of the municipality’s administration in accordance with legislation, the appointment and training of staff, the promotion of sound labor relations, and compliance with appropriate legislation.

The manager is also responsible for carrying out the decisions of “the political structures and political office bearers of the municipality” to implement national and provincial legislation and to oversee the proper and diligent compliance of applicable finance management legislation.

Valuable Principles

Nelson Mandela fought for an all-inclusive South Africa in which everyone was included in the rights and privileges of citizenship. The changes he helped to bring about not only had major ramifications for the national level of government, but they also led to a major overhaul of local government.

The importance of reform in South African local government must be understood in the historical context of the country’s struggle for democracy and the important place that local government reform played in that struggle. Examining the reforms that took place in South African local government underscores valuable principles important to all local managers and public officials.

- Does everyone residing in your community feel that they are a part

of the democratic processes and sharing equally in the wealth of the community?

- Do all residents feel they have a representative voice in local governance?
- Do elected leaders understand the importance that professional management holds in ensuring equitable distribution of services throughout the community and equal treatment of both residents and staff?
- Do we make decisions based upon information from the entire community or only listen to a select few?

These issues can easily get lost in the urgency of managing the daily activities of running a complex organization. Yet they are what make us, as public managers, different from our private sector counterparts.

In South Africa, many of the governmental services that residents need and rely on are delivered at the local level of government. The unequal distribution of assets and resources at the local level during the apartheid era were major areas of concerns for the black masses.

As a result, institutionalizing structures at the local level that help ensure equal treatment and equitable distribution were critical to successful democratic reform. Universal municipalities, representative municipal councils, and professional municipal managers are three of the major reforms that, among others, were put into place to make democratic rule a success.

Reminding ourselves of how important these institutions were in South African reform can help us all remain good public managers. **PM**

ENDNOTE

¹ Renner and DeSantis, “Municipal Form of Government: Issues and Trends,” *The 1998 Municipal Year Book*, ICMA, Washington, D.C.



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BY JEFF DAVIDSON

WHO DO YOU WANT TO BECOME?

Start with a blank sheet to create your “to-be” list

Nearly anyone who holds a position of responsibility probably maintains some type of to-do list, whether it’s as simple as a few notes on a page or a comprehensive electronic system. To-do lists have high utility. The items on the list are constant reminders as to what we want or choose to get done.

How often, however, do you compose a to-be list containing a roster of the characteristics and traits that you’d like to attain, develop, or improve upon?

Your To-Be List

Considering who and what you’d like to be, at first, can be mind-boggling. After all, few people fixate on what they want to become as opposed to what they need to do.

Most people proceed directly to listing the projects and tasks that will help them to accomplish specific goals. Usually the goals are work-related, but often they are personal in nature as well.

Yet, without identifying and acknowledging who you want to be, you can miss the forest for the trees: Periodically it’s vital to make the cerebral link between the tasks that we accomplish and the roles and positions to which we aspire.

When you produce a to-be list, you help put in motion an array of behaviors and activities that will increase your probability of becoming the person you wish to be. For each to-be item that makes your list, a variety of to-do type tasks quickly become associated.

If Leadership Is Your Calling

If you aspire towards more effective leadership, for example, and your to-be list includes “to become a more effective leader,” then you are inexorably drawn to those tasks and activities that will help you to accomplish your goal. Such

tasks might not necessarily be those that normally make your to-do list.

In pursuit of being a more effective leader, beyond faithfully executing your recurring tasks as well as the assignments you are given, you might also choose to read one book on leadership each month; to regularly observe the leaders in your own agency; to volunteer for situations that enable you to exhibit enhanced leadership skills; and to start compiling articles, interviews, and features on leaders in your field, geographic area, or those whom you simply admire.

As a personal to-be example, if you aspire to be a better partner to your spouse or significant other, you might find yourself gravitating towards a variety of activities that traditionally would not have made your to-do list.

In becoming a better partner, perhaps you enroll in a course—with or without your partner—on relationships. Perhaps you speak at length with friends who have been in long and successful relationships, or perhaps you watch a YouTube video on becoming a more effective listener, and so on.

New Explorations for New Results

The items that make your to-be list might require new types of exploration. You might find yourself attracted to events and activities that are new to you, or find yourself associated with others with whom you previously felt you had little in common.

At some point, you find yourself trying new behaviors, putting yourself into novel situations, and asking others for advice on new topics.

A key aspect about a to-be list is that the mere act of composing the list increases the probability of your movement in the desired direction. The



positive, self-fulfilling progress that you make, compared with previously doing nothing of the sort, significantly puts the odds in your favor.

Theodore Roosevelt once said, “Believe you can and you’re halfway there.” He was right on the mark. Deciding to move in a particular direction and intending to take action to support your decision is the precursor to actual movement and achievement. Magically, inexorably, we gravitate towards what we dwell upon most often.

The Greek philosopher Aristotle said, “We are what we repeatedly do. Excellence, therefore, is not an act, but a habit.” Alexander Hamilton, our first secretary of the treasury, said, “When I have a subject in mind. I study it profoundly. Day and night it is before me. My mind becomes pervaded with it . . . the effort which I have made is what people are pleased to call the fruit of genius. It is the fruit of labor and thought.”

Give yourself the wonderful opportunity to become the person you truly want to be. Starting with a blank piece of paper or a blank screen, list four to six characteristics, traits, or attributes you desire to have, and dwell upon. You have it within you to become that kind of person. **PM**



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BY WILLIAM MORRIS

BEYOND ZONING

How one county affected by the oil boom is solving land-use problems

Eddy County in southeast New Mexico is a rural community that includes Carlsbad and the smaller communities of Artesia, Hope, and Loving. The county is also a local government that does not have zoning ordinances. This area is in the grips of the oil boom occurring within the Permian Basin, which is creating problematic situations for residents.

The establishment of zoning for Eddy County has been tried before, and it completely failed. The state of New Mexico also has a provision for creating extra territorial zoning (ETZ) areas around local governments.

An ETZ area is regulated by a joint planning commission made up of members from both the municipality and county; it can use whatever zoning system the two parties agree upon. Eddy County attempted to create an ETZ with Carlsbad, but it also failed miserably.

A Taboo Topic

The concept of zoning is considered akin to the “devil’s own work” to a lot of residents. Just mentioning the word “zoning” can actually upset some folks.

At the same time, because of the crush of activities resulting from the oil boom, residents began to complain about the impact on their quality of life. Oilfield service companies have been arriving on a daily basis from outside the area and are buying almost any parcel of land to set up their operations.

These operations can include truck yards, pipe and equipment yards, chemical storage areas, and automotive repair on heavy trucks. Many of the most desired parcels for purchase are usually located within formally residential areas since they are flat, usually cleared, and have access to some sort of road. Eddy County residents have complained that

THE RESIDENTS DO NOT LIKE WHAT IS HAPPENING TO THEIR WORLD BUT REJECT THE TRADITIONAL ZONING SOLUTION TO REGULATING THESE SITUATIONS.

these companies cause noise, vibrations, dust, and just a sense of general chaos that never existed on that road before.

The normal response on the part of others—usually city residents where zoning is already established—is usually something like, “Well, get the zoning in place!”

Then people from the other side become upset and leave, unsatisfied about the situation. Residents do not like what is happening to their world but reject the traditional zoning solution to addressing these situations. I did not find that this was satisfactory for me either.

I came up with the following solution.

Review the complaints. What I found was that there was concurrence on the same five basic problems countywide. Regardless of where I spoke with residents, complaints nearly always fell into one or more of the following five categories.

- Trucking companies locating in predominantly residential areas, overnight and long-term parking of vehicles, and automotive repair (heavy vehicle).
- Temporary workforce housing (i.e., “man camps”).

- Commercial uses locating in residential areas, primarily equipment laydown yards.
- Liquid waste noncompliance.
- Mobile home placement and relocation.

Create a series of discrete, single-issue ordinances. This phase calls for developing and adopting a series of closely defined regulations concerning specific issues that address the five problem areas. That way, if a particular ordinance gets hung up for whatever reason, the other ordinances can still proceed through the adoption process.

Combine single-issue ordinances, at a later date, into a single land development code. This step will call for combining all of the various proposed, as well as the several existing, land-use ordinances into a single document. This document will be based on situations that have been approved for regulation by the board of county commissioners and not through the imposition of zoning on a community that has a clear, visceral distaste for it.

Overall, Eddy County will be striving to tackle some extremely important issues identified by residents using these issues as the basis for a regulatory framework also allows staff to deal with a series of smaller, manageable policy issues rather than attempt to create an entire new zoning code for a community that did not want one.

There are already drafts of the liquid waste and mobile home placement ordinances. The temporary workforce housing ordinance is not far behind. A slower, piecemeal approach to addressing land-use problems created by the oil boom is proving itself to be a successful strategy that avoids the incendiary issue of a zoning code. **PM**



WILLIAM MORRIS, AICP and CZO (Certified Zoning Official), is director, Community Services Department, Eddy County, New Mexico (bmorris@co.eddy.nm.us).

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BY CARMELLA SEBASTIAN

BETTER HEALTH AT BARGAIN PRICES

Six ways to develop an affordable workplace wellness program

Workplace wellness programs are popular now. In fact, according to the 2012 Deloitte Survey of U.S. Employers, 62 percent planned to increase wellness and preventive health programs.¹ But there's a catch: The larger the employer is, the more likely it is to increase investment in employee health and wellness.

While the reasons vary from organization to organization, such investments boil down to two simple things: time and money. Unlike employers with deep pockets and large staffs, smaller organizations just don't have the resources to promote and support workplace wellness.

Or do they? Workplace wellness might not be as costly in terms of time or money as you might believe.

I have discovered a number of ways to develop and institute an effective worksite wellness program without a large investment of time or money. It's all about getting creative with the resources in your area and finding alternatives to pricey initiatives. And I've found that often the little things are just as effective as big, fancy program rollouts.

Best of all, "bargain" wellness programs don't only save you money on the front end—they can help your organizational bottom line in the future, too. In the February 2010 issue of *Health Affairs*, several wellness program studies were published, revealing that medical costs fell \$3.27 for every \$1 spent on wellness. Furthermore, absenteeism costs fell \$2.73 for every \$1 spent. That is a 6:1 return on investment! (The 2010 information is still the largest and most recent meta-analysis of return on investment for worksite wellness programs.)

Harder to quantify, but just as impactful, is the fact that investing in your employees' well-being will jump-start

their morale, loyalty, and engagement—all of which is good news for their productivity and your organization.

Here are six inexpensive—or free—workplace wellness ideas that work:

1 Ask your insurance carrier for support. If you provide health insurance for your employees, you need to tap into the resources available from your carrier. Insurers are all about health and wellness these days. After all, it's in their best interests to keep you happy and your employees healthy, because that translates into year-after-year renewals and low claim costs.

Don't be afraid to ask for and take advantage of what's available. At the very least, your insurer should be able to provide a health risk assessment,

WE ALL KNOW THAT PEOPLE TEND TO PARTICIPATE MOST ENTHUSIASTICALLY IN ANY TYPE OF PROGRAM WHEN THEY'RE WORKING TOWARD A REWARD.

and beyond that, most will cover the cost of having a health fair with biometrics. The labs can run through the medical claims so that should not be an extra charge.

If your insurer isn't willing to help with a health fair, or if you are a small organization that doesn't offer insurance, health risk assessments are available free of charge online—and you can collate the information yourself. Another great source is the Wellness Council of America, which provides all kinds of free stuff for the asking (www.welcoa.org).

2 Check with other vendors, too. If you have an employee assistance program (EAP) vendor, this organization can and should assist with any behavioral health education or support, which is what you pay them for, after all.

In the same way, your worker's compensation provider can do a worksite ergonomics assessment and instruct your employees about lifting and twisting properly to decrease injury on the job.

3 Partner up with local medical organizations. Especially if an organization does not provide insurance, get in touch with local medical organizations and ask for assistance. Keep in mind that a health fair is nothing more than offering a health risk appraisal or questionnaire for your employees, some biometric testing (like blood pressure and height and weight), and some free educational materials.

Specifically, I recommend asking your county medical society for the names of new doctors who have re-

cently joined. They will be building their practice and probably would be happy to spend some of their free time taking blood pressures and getting exposure to the community in hopes of attracting new patients. Your local hospital might even be interested in providing a glucose screening to increase exposure to their diabetes program.

4 Approach specialized groups for specialized help. It may be the case that your organization is facing specific challenges. Perhaps, for

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PROVIDE INCENTIVES THAT ARE HEALTH-FOCUSED IF AT ALL POSSIBLE, LIKE THREE FREE VISITS TO A LOCAL GYM OR A FREE HEALTHY LUNCH.

example, a significant percentage of employees smoke or is overweight. Go after this low-hanging fruit by partnering with groups who specialize in addressing those issues. Often, their help can make a difference at little to no cost.

Talk to organizations like the American Lung Association for smoking cessation programs, the American Diabetes Association, or your state's smoking quitline. They all offer free educational material you can use. Some will even come into your workplace and provide a lunch-and-learn program. Likewise, if you have 15 people to participate, Weight Watchers will come to your office and do a lunch program, too.

5 Rethink incentives. We all know that people tend to participate most enthusiastically in any type of program when they're working toward a reward. But if you're like many smaller organizations, you probably assume that incentives are only for big organizations and that you'll have to forgo them. After all, you just don't have the budget to provide lavish perks.

Hold on—incentives for “good behavior” do not have to be huge televisions or trips abroad. I have seen people do remarkable things for a water bottle, t-shirt, or a special parking spot. Provide incentives that are health-focused if at all possible, like three free visits to a local gym or a free healthy lunch.

6 “Committee up” for good health. In some circles, the word “committee” has a dubious reputation. But when it comes to staffing wellness programs in small organizations, sharing the wealth

by creating a wellness committee is the way to go. It is much better for a group of 10 to share responsibility for implementation, instead of dumping the entire task on one employee who already has a full plate.

Put one committee member in charge of a health fair. One person can seek out educational material and programming. And another can make calls to get freebies for the incentives.

Let each committee member choose which jobs he or she would prefer. A person who is tech-savvy may volunteer to do the fliers and promotional material, for example, and probably do it in half the time of someone who isn't.

Finally, once your “bargain” workplace wellness initiatives start to pay off, there's one thing you shouldn't skimp on: celebration. Whenever you achieve a goal, make a big deal about the achievement in order to maintain and increase morale.

Recognize and publicly congratulate employees who pass milestones. Over time, you'll create an affordable culture of wellness that's good for your entire organization. **PM**

ENDNOTES

1 <http://www.employmentlawdaily.com/index.php/news/most-employers-will-continue-to-provide-health-insurance-after-health-reform-provisions-take-effect-in-2014>



CARMELLA SEBASTIAN, M.D., manages the National Committee for Quality Assurance-accredited wellness program “Better You from Blue,” Florida Blue, Tampa, Florida, and is author of *Sex and Spaghetti Sauce: My Italian Mother's Recipe for Getting Healthy and Getting Busy in Your 50s and Beyond* (www.drarm.com).

BY JERRY IRVINE

THINGS PEOPLE SHOULD KNOW ABOUT P@S\$WORDS

How to make a hacker's life miserable

With all the publicity about hacking, viruses, and malware that can lead to identity theft; it is mind-boggling that people continue to use passwords like “password” or “123456.” Almost 80 percent of all mobile device users don't use a personal identification number (PIN). People use easy passwords simply because passwords are difficult to remember and typing complex passwords is time-consuming and inconvenient.

In truth, user IDs and passwords are just a nuisance to a skilled hacker. There are hundreds of free brute-force password crackers, password-cracking dictionaries, and password hash decoders available on the Internet to help a hacker (or the curious high school student) break, guess, or decrypt passwords. Still, when creating a password, the longer and more complex it is the harder it is to crack.

Complex Is Good

Passwords should be complex in design with 12 to 14 characters in upper and lower case letters, numbers, and special characters. As already emphasized, the longer they are, the harder they are to crack. Unfortunately, the longer and more complex passwords are, the more difficult they are to remember.

As a result, a person does have the option of using an encrypted password management application. There are multiple applications available for smartphones, tablets, and PCs. A password manager allows you to store all your personal information such as user IDs, passwords, and even credit card information in an encrypted file.

When you are logging onto a computer or website and need to know

your password, you can simply open the app and read your password. By using a password management application, a user only needs to remember one password, the one for the password management application, while all the others are stored for you.

Changing passwords frequently is necessary to protect yourself in case someone does get your password. Customers whose information was compromised in the Target and eBay breaches were told to change their passwords immediately in case a hacker attempted to break into their accounts.

Changing passwords once or twice a year leaves a lot of opportunities for someone who has your password to use it. It is suggested that you change your password at least every 30 to 45 days; however, changing your password to a previous password or simply adding a sequential number to the end really isn't changing your password.

Multiform Factor Authentication

Hackers can look at a password like Password2 and figure out that Password3 is probably going to be your next password. Also, because most hacking today is done using scripts or programs, if a hacker does have your password, he or she can simply put it into the script and attempt to use it forever. Once you have rotated through your password list and reused an old one, the hacker has your identity.

In order to increase the security of systems and data, you should use a multiform factor authentication process. Multiform factor authentication provides a higher level of protection because it requires more than just a password.

There are generally three form factors for authentication:

- Something you know: User ID and password.
- Something you are: Biometric, fingerprint, retina scan.
- Something you have: Smart card, security fab, mobile device.

By requiring a user to have at least two of the three items above, it becomes more difficult for a hacker to break into a user's systems or accounts.

More Is Better

No single form of authentication provides a high level of security. Using biometrics alone is no more secure than using a password alone. In fact, it took only minutes after the iPhone 5 cell-phone came out for a hacker to publish that he was able to hack the biometric fingerprint reader to gain access to the phone. The best means of security is to require multiple form factors.

Adding a second or even third form factor for authentication can be easy and inexpensive to add to computers, tablets, and smartphones. Some devices have smart card readers or biometric devices built right into them. There are peripherals that can be purchased and connected via USB or even Bluetooth.

Secondary authentication form factors also can be implemented using such separate devices that do not connect to your device as security fobs, which provide a security code to be entered into the device, or such applications as banking, credit card, and social media sites already mentioned.

The bottom line: In order to increase security, users should maintain unique user IDs as well as unique complex passwords for each account, along with at least one other form of authentication. **PM**



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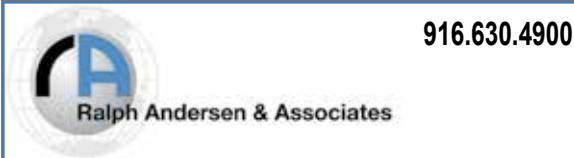
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TRENDS IN LOCAL GOVERNMENT EMPLOYEE COMPENSATION

Wages have shifted to benefits

According to the Center for State and Local Government Excellence (SLGE), local governments have had to shift the proportion of employee compensation from wages to benefits over the past decade. In 2013, wages made up 65 percent of employee compensation compared with 68 percent in 2005.

The squeeze on wages has been driven by two key factors: 1) the increase in unfunded pension liabilities after the Great Recession, and 2) rising health care costs. The rising cost of benefits has prompted many changes to health and pension benefits, especially for new hires.

Human resources managers responding to a 2014 SLGE survey reported these changes in health benefits for new hires: eliminating dependent coverage (10 percent); increasing the years to vest (8 percent); and shifting from a defined benefit to a defined contribution plan for retirees (7 percent).

The December 2014 SLGE study *Local Government Strategies to Address Rising Health Care Costs* (www.icma.org/LGHealthCareCostStrategies) also reported that local governments had increased premiums (57 percent); established wellness programs (53 percent), and increased deductibles for employees and retirees in order to contain costs.



Source: SLGE analysis of BLS Employer Costs for Employee Compensation (2015)

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- Bob O'Neill, Executive Director, ICMA
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