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AVAR ISSUE

2021 ICMA LOCAL GOVERNMENT EXCELLENCE AWARDS



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Be Wary of Conflicts of Interest

What to do when personal intersects with professional | BY MARTHA PEREGO, ICMA-CM

There is an extremely high probability

that at some point in your career, you will have a conflict of interest. Initially your reaction to that premise might be to reject it outright. After all, as a professional with a commitment to high ethical standards, you would never put yourself in a position where someone would question whose interests you are serving. You certainly would never engage in self-dealing.

But conflicts of interest don't always arise by intentional acts. In its simplest form and by its very definition, a conflict of interest pops up when your personal interests or loyalties intersect with your professional obligations. That conflict can and often does present itself in the ordinary course of living your life. Think about it. Unless you build a truly impenetrable firewall between your life and work (which is virtually impossible for anyone working in local government), your personal life will overlap with your professional obligations at some point. And when it does, you need to be alert to it and take the appropriate steps to resolve the conflict.

Beyond the unexpected conflicts that arise from your personal life are two other sources of conflicts: taking on a role related to your professional position and intentionally engaging in activity that creates

As you navigate a conflict, will anyone from the outside looking in question

whose

interests

you were

serving?

a conflict. Here are examples in these three spheres and advice for reconciling the conflict.

The Unexpected **Personal Conflict**

Examples of the ways in which your personal life could unexpectedly cross over into your work world are too varied and too voluminous cover. For one manager, the intersection was syrup. A personal hobby harvesting syrup from his backyard raised a conflict-of-interest question in his mind when an investor arrived with a proposal to grow syrup into a local and regional industry. Even though the manager's harvest was very small and not sold commercially, he stopped to reflect whether he would have a conflict of interest here in advancing this economic effort. Key to the determination that this was not a conflict of interest in fact or appearance was that his venture was purely personal. The output was



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ICMA

Creating and Supporting Thriving

ICMA's vision is to be the leading association of local government professionals dedicated to creating and supporting thriving communities throughout the world. It does this by working with its more than 12,000 members to identify and speed the adoption of leading local government practices and improve the lives of residents. ICMA offers membership, professional development programs, research, publications, data and information, technical assistance, and training to thousands of city, town, and county chief administrative officers, their staffs, and other organizations throughout the world.

Public Management (PM) aims to inspire innovation, inform decision making, connect leading-edge thinking to everyday challenges, and serve ICMA members and local governments in creating and sustaining thriving communities throughout the world.

shared with friends, and he had zero interest in ever going commercial. Absent personal or financial benefit, his advocacy for syrup as a growth industry for his city did not present a conflict of interest.

In all instances when the personal unexpectedly intersects with professional it is wise to pause to consider whether because of your role, one of the following will apply:

- You will be obligated to take some official action related to this conflict.
- You will have the potential to gain personally or financially.
- You will face the appearance from others that you can't be impartial or objective.



If any of these factors are present, then consider a workable strategy that extricates you from the conflict.

Unintentional Professional Conflicts

There are instances where a professional, who is clearly in their lane and may have governing body cover, finds themselves embroiled in a conflict of interest. Consider the case of the city manager who served as the executive director of the city's redevelopment authority. While an independent agency, it was created by the city and receives some funding from the city. The two organizations certainly have shared and mutual interest. Appointing the manager to serve in this dual role was intended to foster cooperation between the two agencies. But this arrangement placed the manager in the difficult position of serving two governing bodies. When faced with opposing positions on an issue, to whom does this city manager owe their loyalty? How does the public know whose interests are being promulgated by a manager serving in this dual role? To compound matters, out of concern for the financial well-being of the redevelopment authority, the manager decided to move funds from the city over to the authority. Even operating from a position of good intent, this action was criticized by the city council who did not regard it as in the city's best interest.

The issue of whose interests are being served is a bit more challenging and nuanced when an individual is appointed to serve on a regional

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To avoid selfinflicted harm. review the guidelines in the Code of Ethics on personal relationships, investments. private employment, giving policy advice. advocating for your personal cause, and confidential information.

body. In that capacity, they are appointed as the local government's representative with the expectation to serve the interests of their community in the context of also serving the region's needs. At times local interests may take a backseat to regional interests. When that happens, the representative would be smart to keep their governing body up to speed and to take direction from them.

Intentional and Unwise Professional Conflicts

These run the gamut from having a personal relationship with a subordinate staff member to directing staff to hire a relative to investing in a business opportunity in the community where you work. The first creates an enormous liability for the organization and disrupts the culture. The latter is a clear violation of the principle that

a public official should not leverage their office or position for personal gain. To avoid self-inflicted harm, review the guidelines in the Code of Ethics on personal relationships, investments, private employment, giving policy advice, advocating for your personal cause, and confidential information, just to name a few.

Murky Ground

In between unforeseen conflicts and intentional self-dealing lies what can be murky territory. As in many professions, it's not uncommon to use the talent and expertise gained in a career to teach or work as a consultant. If you are still a practitioner, it is a conflict of interest to serve as a consultant to your organization, represent an entity appearing in an official capacity before your organization, or work behind the scenes for an entity that involves your employer. Your clients should be far removed from your current role. Once you have entered the "encore" stage and no longer work for a local government, you have more leeway to engage so long as you show respect for the current manager and don't overstep your relationship with your former colleagues.

Guiding Principles

Best to frame the issue of conflicts of interest in terms of your integrity and credibility. As you navigate and resolve a conflict, will anyone from the outside looking in question whose interests you were serving? Relating back to Tenet 3 and the commitment to integrity, is your personal and professional conduct building trust? From the perspective of Tenet 12, are you respecting and advancing the principle that holding a public office or position is a public trust?

Be alert to the conflicts of interest that may come your way. Once in your path, discern whether it is a conflict of interest in fact or appearance, will disclosure cure the conflict, or do you need to disengage?



UPCOMING ICMA EVENTS

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More Events

October 14: Webinar: Leading Practices for **Public Performance Reporting**

October 20: Free Coaching Webinar: The Future of Work: Strategies for Adapting to a New Reality

October 26: Webinar: A Healthy Workplace Culture: The "Secret Sauce" for Success

November 5: Webinar: Mapping Inequity: Partnering for Data-Informed Decision Making

November 9: ICMA Courageous Conversation: A Life in Public Service. Three stories of the transition from the military to local government.

November 9: Webinar: Small Towns, Big Charm: Revitalizing Your Downtown with Small-Scale Manufacturing

Courageous Conversations

Recordings can be viewed at icma.org/living-history

- Creating a Truly Inclusive Culture
- LGBTQIA+ Experience in Local Government
- Asian American Experience in Local Government Part 2: Trailblazers in our Hometowns (Asian-Pacific Heritage Month)
- Coming Out of the Darkness: Mental Health and Suicide Prevention
- Asian-American Experience in Local Government
- Women Pioneer Managers in the Profession
- A Conversation with Marc Ott, ICMA's First Black Executive Director, and Sy Murray, ICMA's First Black President



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The Future of Work: Strategies for Adapting to a New Reality

WEDNESDAY, NOVEMBER 17

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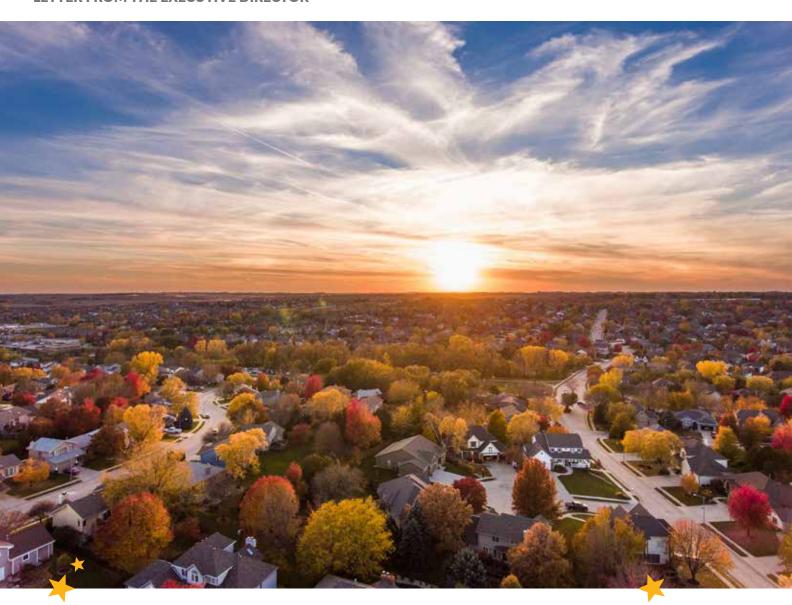
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A Toast to the 2021 ICMA Award Winners



Honoring the inspiring individuals and communities that made a **difference** | BY MARC OTT



Each year, for the past five decades,

ICMA celebrates the value of professional management and the contributions that professional local government leadership make to the quality of life in our communities.

It is difficult to believe that already eight years have gone by since I had the honor of receiving the Mark E. Keane Award for Career Excellence. When I was notified, I distinctly remember feeling a bit overwhelmed and humbled to discover that some of my colleagues thought enough of my career to nominate me—especially given that my work was truly a labor of love. It is still one of my

proudest accomplishments, especially to be counted among the many icons who have been recipients of this award. It was also a thrill for the city of Austin staff when we received a Community Sustainability Award. Getting a shout-out from ICMA for innovation and creativity represents a rare celebration of the value of public service that often goes unnoticed.

Since 1968, the ICMA Local Government Excellence Awards (icma.org/2021-local-government-excellenceawards) have recognized individuals for their contributions to the profession. There are also programmatic awards in



MARC OTT is executive director of ICMA, Washington, D.C.

five categories that recognize local governments under the leadership of a professional manager. Cities, counties, and towns have certainly had their share of challenges over these 53 years, but there has been no other year in which the courage, passion, and creativity of our members has had such a tremendous impact on their organizations and communities.

In looking over the award summaries in the October 2021 issue, one idea became very clear. Because of the farsightedness of these local government managers, of their ability to look beyond what was happening in the moment, they were able to uncover the strategies that best positioned their communities to take on unprecedented challenges that had not yet occurred—those brought on by the health and economic impact of the pandemic, as well as the social unrest stemming from the murder of George Floyd.

Whether it is creating new ways to reach residents with critical information, demonstrating the commitment of police officers to creatively engage with the community at every level, or establishing cross-jurisdictional processes to deal

Whether it is creating new ways to reach residents with critical information, demonstrating the commitment of police officers to creatively engage with the community at every level, or establishing crossjurisdictional processes to deal with the injustices laid bare by the pandemic, this year's award winners are exemplary.

with the injustices laid bare by the pandemic, this year's award winners are exemplary. I cannot imagine a more difficult job than reading and discerning, among the more than 100 deserving applicants, which ones should receive the 2021 awards. I extend a heartfelt thank-you to the Awards Evaluation Committee chaired by Vince DiMaggio, assistant city manager of El Cajon, California, as well as our ICMA membership team, who facilitate this process.

I look forward to offering a well-deserved toast to all this year's award winners at the Celebration of Service on Monday evening at the 2021 ICMA Annual Conference in Portland (conference.icma.org).

But I would be remiss if I didn't also point out that notwithstanding what people have been through this year, our members in every corner of the world stepped up to lead with courage. The sense of pride we feel in public service has only been elevated and intensified during this most challenging period. That says everything about the resilient spirit of our profession. It is our legacy, and it has never been stronger. PM

PROFILES OF **LEADERSHIP AND MANAGEMENT IN ACTION**



"Over my 25 year career, the ICMA Voluntary Credentialing Program has encouraged me to continue with ongoing training to maintain my Credentialed Manager status. I have never taken a year off from my continuing education. I attribute the extra incentive of the credentialing program to making me a better manager and contributing to my successful career in local government."

Kenneth L. Witt County Administrator County of St. Croix, WI Credentialed since June 2003

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View a list of credentialed managers and candidates at icma.org/credentialed

Authority versus Power

A **key distinction** in the council-manager form of government BY JASON GRANT

Professional management in the operation and administration of government has shown to reduce the likelihood of corruption, improve efficiencies within the organization, and increase the likelihood of achieving strategic goals and outcomes. That is why ICMA advocates for professional management in all aspects of local government.

While professional management can be implemented in any form of government, the councilmanager (C-M) form is a system of government that strategically limits undue political influence in the operation and administration of government while strengthening the power of the elected body who represent the interests of the people.

One issue that is often raised by those advocating against the C-M form and instead vying for elected politicians to serve as the chief executive of

government (typically in the form of a mayor or county executive) is the notion that "city/county managers are unelected officials with the power to operate independently from the will of the people." However, in a C-M system, the manager/administrator is appointed by the council (who are the elected representatives of the people) and is beholden to achieving their goals and outcomes.

If we understand "power" as the capacity to control government action, then the power of the manager/ administrator is rather limited and the power of the elected council/commission is significant under the C-M form of government. Specifically, the manager/ administrator can be terminated at any time by the elected body if they believe the manager/administrator is ineffective or acting outside of the policies they have adopted. Contrast this to a mayor-council form of





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government where the elected mayor has the power to operate independently from the council, can choose which goals and priorities to pursue regardless of the will of the people's elected council, and even has authority to veto a majority council decision. These are powers that a manager simply does not hold.

What is imperative to ensuring effective and efficient government operation then is not the question of power, but rather the question of authority. If we understand "authority" to mean the responsibilities given to individuals in order to achieve the objectives of government, then managers/administrators have significant authority within the constraints placed upon them by the elected body, though their power is rather limited.

In the C-M form, the elected body has the ultimate authority to adopt policies and establish outcomes to which the manager/administrator is beholden. The manager/administrator has no authority in establishing policies. Certainly, the manager/administrator offers professional guidance and recommendations to the elected body, but the ultimate authority rests solely with the elected body.

Similarly, the manager/administrator has ultimate authority to determine how government operates in order to achieve the outcomes within the designated policies and budget adopted by the elected body. Yet, the power of the council to hire and fire the manager ensures that the manager/administrator is held accountable for achieving the goals and outcomes established by the elected body. This separation of authority *requires* collaboration between managers/administrators and the elected body.

Despite not having authority in determining policy decisions, managers/administrators have professional knowledge and experience in how policies might impact the community. Councilmembers rely upon that expertise to help shape, strengthen, and inform their decisions from the dais. Likewise, elected officials have unique perspectives and a clear understanding of the needs of their constituents. They serve on local and regional commissions and committees and have insights into the types of policy decisions that may be effective. They have their own professional backgrounds and are a valuable resource to help inform operational and administrative activities.

And so, professional managers and elected officials work *together* to identify the needs of the people, set

goals, and develop strategies to address those needs. In this way, policy and administration are not separate functions of government with hard lines between elected leaders and professional managers. Nor is administration and policy a separation of powers. Rather, the councilmanager form of government recognizes the power of

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government.

the people rests in the hands of their elected representatives and should not be divided if government is to best serve the needs and interests of all people. Instead, the final *decision-making authority* is divided between administration and policy to ensure that government is effective, efficient, and equitable for all.

Generally, the manager/administrator and the elected body work collaboratively and are in agreement in the path forward. However, there are times when the professional recommendation of the manager/administrator and the elected officials' recommendations or preferences are in conflict. These moments of conflict are why the delineation of authority is imperative.

Because the goals of government must align with the political will of the people, the elected body must have final say on what the policy and outcomes will be. Yet, the administration of government is about achieving those outcomes, and the manager/administrator is evaluated

based on the ability to achieve the goals and outcomes of the elected body. They are hired to perform the duties set forth by the elected body, and they can be fired at any time if they fail to achieve the expected results. And so, the manager/administrator must have authority to determine how to operate government so that they can be held accountable for the outcomes.

In the end, the C-M form of government ensures a strong representative democracy where all people, regardless of political affiliations, have equitable access to the programs and services offered by their local government. They are assured that a professional with the knowledge, skills, and abilities to achieve desired outcomes is responsible for the day-to-day operations.

At times, there will be disagreement between the elected body and the manager/administrator. In those moments, the *authority* granted to the manager/administrator and the elected body respectively allows a more efficient and effective operation of government. Ultimately, the power remains with the council as they must make certain that the manager/administrator achieves the goals and outcomes the people expect from their government.

Call Sign: Weaver

How I **engage** the community as the ACAO | BY ELISA C. COX, ICMA-CM

One of my favorite interview questions

to ask is, "If you were an aviator, what would your call sign be, and why?" For me, my call sign would be Weaver for a few reasons:

- 1. I innately find myself bringing all the pieces together to tell a story to show the bigger picture, as a weaver would create a tapestry.
- I love to intertwine and connect people to make strong partnerships, teams, and support systems like a basket or safety net.
- Weaver also happens to be my maiden name. These tendencies to connect are part of what draws me to the role of assistant CAO/assistant city manager, or in my case, deputy city manager. In these roles, we have the opportunity to translate challenges and opportunities for employees,

We demonstrate our value when we can weave together various details to anticipate and address a challenge before it becomes a crisis.

governing bodies, and communities. Perhaps one of the most understated functions of the assistant role is to bring people together to avoid, or at least mitigate, obstacles that are a detriment to the city.

As a deputy city manager, nothing gets me so excited as a big project that "weaves" multiple agencies, partners, cooperatives, and communities together for the greater good. Right now, the city of Rancho Cucamonga, located in the heart of Southern California, is at the center of such a project with the San Bernardino County Transportation





ELISA C. COX. ICMA-CM, is deputy city manager, civic and cultural services, of Rancho Cucamonga, California.

Authority and multiple other agencies to develop a first-of-its-kind transit center, which will be home to a Brightline West high-speed rail station, entrance to an underground transit loop to the Ontario International Airport built by The Boring Company, improved Metrolink commuter rail access, bus rapid transit, local bus service, automobile rideshare, and a cycle track. The economic impact of such a center is the equivalent to a regional airport. Providing a hub for eco-friendly, sustainable travel, using zero emission trains and buses, rail vehicles, and Teslas, all set in a walkable and bikeable area, will result in more than 500,000 tons of CO2 being removed from the atmosphere annually.

However, expanding non-automobile transportation in a historically autocentric city, complemented by nine-story buildings not yet seen in the city, is no small feat, and one that can be a shock to residents who still remember when grape vines and citrus groves made up the majority of the city's 47 square miles. In the same vein, this area of the city has long been envisioned as a place with a more urban feel with walkability and easy access to transportation, shopping, dining, and entertainment, mixed in with mid-rise housing; and that vision has just been reiterated in the last year through the community engagement for the city's general plan. As our city manager is working on negotiating agreements with the various transportation agencies, establishing transit routes, and developing the look and feel of the station to be most efficient and effective, we acknowledge that there could easily be major points of contention from the community that could derail this project, and if not addressed, could negate the investments and undermine opportunities to increase the city's sustainability. Communicating the long-term benefits envisioned by the community in the general plan is where I came in to assist in addressing a secondary need to ensure the project's long-term success for the city's long-term vitality.

I began to think ahead about the various areas of contention and how we could prevent a community clash. I set out with a small, focused group

Connection makes community, community makes culture. culture makes connectionit's all woven together.

to give a name and sense of place and pride for the transformation on the horizon. We defined a vision for two new entities that make up a greater whole: The HART District and Cucamonga Station. The HART District being a transit-oriented, mixed-use district that elevates the area into a walkable, culture-rich experience. Deriving its name from the existing streets that surround the station, The HART District naming and brand capitalize on the familiarity of existing landmarks. As a new multi-modal hub, Cucamonga Station will connect the region to the world, offering new opportunities for the community to commute, travel, and explore new foods and shopping destinations, defining the development as the new HART of SoCal.

Breaking ground on the station is still a few years away but scheduled to be completed in time for the 2028 Los Angeles Olympic games, which means now is time to start weaving this vision for the district and station into Rancho Cucamonga's narrative. From experience we know introducing this magnitude of change should be done in an intentional, slow, and steady fashion, engaging our community during every step of the process, all the while building excitement and anticipation for the new station and expanded district. Our efforts will provide opportunities throughout the entire development process for the community to share comments and concerns and for the city and station partners to listen and address the impacts brought up in the process. In taking these proactive steps I have found that concerns and challenges tend to not escalate and divide the community and destroy a project. Ultimately, my goal and my role through these efforts is to support the vision of Cucamonga Station welcoming visitors to the HART of SoCal in order to provide connection, community, and culture for the city's sustainable future.

The dictionary tells me that one definition for weave is "to compose a connected whole by combining various elements or details." We demonstrate our value as deputy city managers, assistant city managers, and assistant CAOs when we can weave together various details to anticipate and address a challenge before it becomes a crisis. In doing so, we are provided the opportunity to create strong connections with our communities, employees, and governing bodies. After all, connection makes community, community makes culture, culture makes connection—it's all woven together.

So, what's your call sign?







City Manager, Santa Clarita, California

Leading and maintaining a successful, desirable city requires dedication and meticulous planning, even during the best of times. Santa Clarita City Manager Dr. Kenneth Striplin has been a steady guiding light when things are going smoothly and also during Santa Clarita's darkest hours. The final months of 2019 saw two of the most traumatic incidents in the city's history.

n October, the 4,615-acre Tick Fire forced the evacuation of 40,000 residents. When the smoke had cleared, 29 structures were destroyed, including 23 homes.

The next month, another unthinkable tragedy struck when gunshots rang out at Saugus High School. Striplin led the well-trained city team through the incident, establishing the command post and reunification center, dispatching city buses to evacuate students, and managing the massive influx of parents, media, first responders, and elected officials. By noon, the incident was over. The gunman was dead, having turned his weapon on himself after killing two fellow students and injuring three others.

In the aftermath, Striplin saw the immediate need for a strong show of community strength, and the city organized a vigil attended by more than 15,000 people. In addition, the city launched SaugusStrong, org, a website honoring the victims and a platform for people to leave messages, which came in from 48 states and

This award was established in memory of former ICMA Executive Director Mark E. Keane.

With funding support from Mission Square, this award recognizes an outstanding local government administrator who has enhanced the effectiveness of government officials and consistently initiated creative and successful programs.

29 countries. The city was able to create an opportunity for residents to grieve together and begin healing.

Santa Clarita is an idyllic suburb located 30 miles north of Los Angeles. Known for its high quality of life, topnotch city amenities, world-class events, included major capital improvement projects and harnessed new technology. The strategic plan enabled Santa Clarita to weather the pandemic and continue moving projects forward.

Striplin continues to develop the next generation of city leaders through

Striplin has demonstrated an unwavering dedication to the city organization and to the Santa Clarita community. Thanks to his guidance the city continues to thrive, even through heartache and adversity.

vast career opportunities, and beautiful expanses of open space, it regularly tops the list of safest cities in the nation.

Striplin has been the city manager since 2012, and has delivered on a reputation of excellence. Under his leadership, Santa Clarita has become a destination for outdoor sports, events, and filming. Thanks to his conservative financial philosophy the city maintains AAA bond rating and ranks among the most fiscally healthy cities in the state. Santa Clarita has gained a reputation as a business-friendly city and has become home to more than 8,000 businesses. It was voted one of the Happiest Cities in the Nation prior to the COVID-19 pandemic, and during the shutdown, it ranked seventh among America's Best Cities to Be Stuck at Home during a Pandemic.

All these accomplishments were founded on extensive research, planning, public engagement, and, of course, strategy. In 2015, Striplin guided the organization through an in-depth strategic planning process, resulting in a five-year plan that

mentoring, job shadowing, succession planning, and staff training. Well-known and respected in his field, he is active in many city management organizations, currently serving as the president of the California City Management Foundation (CCMF) and shares his time and experience to help others implement the programs he has pioneered. He, and the city, have received numerous awards and accolades. He was the recipient of the John H. Nail Award from the League of California Cities for his work as an outstanding assistant city manager, and Santa Clarita has won 19 prestigious Helen Putnam Awards of Excellence from the League.

As a leader, Striplin has demonstrated an unwavering dedication to the city organization and the Santa Clarita community. Thanks to his guidance the city continues to thrive, even through heartache and adversity, and continues to live up to its reputation of a safe, familyoriented, desirable place to live.

Sam S. Gaston, ICMA-CM

City Manager, Mountain Brook, Alabama

Sam S. Gaston, who has served as city manager in Mountain Brook, Alabama, since 1993, and as ICMA president in 2011–2012, has been a leader in developing new talent for the local government profession throughout his career.

uring his tenure in Mountain Brook, Gaston has hosted 26 MPA interns, 22 of whom work in government at the local or federal level, in nongovernmental organizations, and in other organizations with linkages to local government. These former interns include two city managers, five planners, and several department directors. Two of them are currently in ICMA's Local Government Management Fellowship (LGMF) program, and eight have participated in LGMF over the years.

While in Mountain Brook, interns conduct research and complete specific projects; attend meetings of the city council, planning commission, parks and recreation board, and other bodies; serve rotations in each of the seven city departments and the Chamber of Commerce to become familiar with their operations, services, and staff; shadow and interact with the city manager; and complete reading assignments that cover city documents and key local government publications. One of the "required readings" is the book, *This City This Man*: The Cookingham Era in Kansas City.

This award goes to an outstanding local government administrator who has made a significant contribution to the career development of new talent in professional local government management, in honor of former ICMA President L. P. (Perry) Cookingham, who is credited with creating the local government internship.

As an adjunct professor in the MPA program at the University of Alabama at Birmingham (UAB) from 2000 to 2014, Gaston taught the local government administration course one semester per year. The course was taught in the classroom, so he invited practicing professionals to come and speak to the students. In 2014, he accepted a position as a practitioner-in-residence/online with Regent University's MPA program, and he teaches two classes a year, including local government administration, public management, and intergovernmental relations. Through his interaction with students, he has persuaded several to embark on local government careers.

Gaston has also fostered career development through his involvement with ICMA student chapters. He organized the first student chapter in the nation at UAB in 2010, and has served as its chapter mentor since its formation. He also helped organize an ICMA student chapter at Regent University. He regularly interacts with both chapters, offers advice to their leaders and individual students, makes presentations, and participates in panel discussions.

Gaston serves on the MPA advisory committees for Auburn University, Auburn University at Montgomery, and Regent University. This affords him an opportunity to interact with professors and students to encourage an emphasis on local government management courses, instruction, and careers.

As a mentor with ICMA, Gaston has mentored four young or mid-career professionals. He served two terms on the ICMA Advisory Board on Graduate Education and was its chair from 2015 to 2018. He served as chairman of an ICMA task force to update the First-Time Administrator's Handbook in 2010, and has been an ICMA Legacy Leader since 2008.

He organized the first ICMA student chapter in the nation at University of Alabama at Birmingham in 2010, and has served as its chapter mentor ever since.

Gaston has also supported career development in his role as chair of the Scholarship Committee of the Alabama City/County Management Association (ACCMA). The committee reviews and selects students for ACCMA conference and academic scholarships under Gaston's leadership. At the conferences, he introduces the scholarship recipients to ACCMA members and makes them feel welcome. He also chaired the ACCMA Internship Committee, which has spurred several local governments in the state to establish internships based on the Mountain Brook model.

In recognition of his dedication to the local government profession, his mentorship of young professionals, and his service to ACCMA, Gaston was awarded the first annual ACCMA Vocational Excellence Award in 1999. He received the award again in 2010, and it was renamed the Gaston Vocational Excellence Award. UAB established the Gaston Excellence in Mentoring Award in 2017, and Gaston was the first recipient.

Through internships, mentoring, and teaching, Sam Gaston has devoted his time and talent to supporting the careers of the next generation of local government leaders. PM

ASSISTANT EXCELLENCE IN LEADERSHIP AWARD IN MEMORY OF BUFORD M. WATSON JR.



Director of Organizational Development and Performance Management, McKinney, Texas

Joe Mazzola came to McKinney, Texas, after service in the military and as president and CEO of a national nonprofit. When in uniform, Mazzola rose to the rank of colonel and served as a commanding officer in Europe and the Pacific. He holds a master's degree in public administration and has completed the academic requirements for a doctorate.

azzola is a servantbased leader committed to preparing others to be successful leaders themselves. In McKinney, he initiated an internal Leadership Academy with separate tracks for first-time supervisors and senior managers. The nine-month programs cover a host of important leadership topics: financial management, emotional intelligence, presentation skills, change leadership, cognitive biases, and more.

To provide real-world experience, Mazzola instituted capstone projects for each class where small teams work together to improve the city's culture. One project focused on the evaluation system, which had not been modified for years. Leadership Academy participants surveyed other employees, researched trends in the private and public sectors, and proposed changes: (1) a direct link to the city's values (respect, integrity, service, and excellence); (2) regular informal check-ins; (3) employee and supervisor goalsetting; and (4) emphasis on continuous learning. The city launched the new evaluation system in January 2020.

A second capstone project focused on improving the recognition program for the

This award, commemorating former ICMA President Buford M. Watson Jr., honors a local government management professional who has made significant contributions toward excellence in leadership as an assistant (regardless of title) to a chief local government administrator or department head. city's 1,200 employees. After conducting research, Leadership Academy participants proposed an app-based program that emphasizes peer-to-peer recognition, something new in the city but consistent with its high-performance organization (HPO) philosophy.

Mazzola is a servant-based leader committed to preparing others to be successful leaders themselves.

Mazzola and his team also:

- Started an emerging leaders course to start preparing high-potential frontline staff for increased responsibility.
- Developed a course on teamwork to support the organization's emphasis on collaboration and team-based problem-solving.
- Introduced hundreds of employees to the HPO framework through an internally developed "HPO 101" course that more than 1,000 employees completed.
- Launched an informal city-wide book club that meets weekly.

Furthermore, Mazzola helped improve the city's strategic planning process and performance management system. After the city council sets its annual goals, he and his staff work with departments to establish objectives that support those broad strategic priorities.

He introduced rigor and discipline into the process by ensuring that department objectives are specific, measurable, achievable, relevant, and time bound. His team also worked with communications and information technology staff to make the reporting dashboard more user-friendly and transparent. By managing it internally, they also saved the city \$30,000 per year.

Mazzola also plays an important role as facilitator of the executive leadership team, which serves as a "board of directors" for the city. They focus on the work of strategic leadership and address such areas as diversity and inclusion, innovation, teamwork, communications, and relationship-building.

What has this led to for McKinney? The impact can be seen in data from the fall 2020 engagement survey, which measured 15 dimensions of engagement. When compared with results from 2017, and with a benchmark of 45 other cities, McKinney's scores for "senior leadership" went up nine percent and were 15 percent higher than the average for the benchmark cities; scores for "management" rose six percent and were nine percent above the benchmark; "teamwork" scores rose seven percent and were 13 percent above the benchmark; and "innovation and decision making" scores were up seven percent and 11 percent above the benchmark. McKinney's overall engagement scores placed them in the top six percent when compared with the other 45 cities. These striking results were achieved, in large measure, because of Joe Mazzola's leadership.

Teodoro J. Benavides

Associate Professor of Practice, University of Texas at Dallas

After an illustrious and successful career as a city manager in two large cities, Teodoro (Ted) Benavides has turned his focus to academia, where he continues to have an impact on the lives of future public servants as an educator. Benavides was city manager in Denton, Texas, from 1996 to 1998, and in Dallas from 1998 to 2004, gaining practical experience that informs his teaching.

practice in the Public and Nonprofit Management (PNM) department in the School of Economic, Political, and Policy Sciences at the University of Texas at Dallas (UTD), he teaches undergraduate and master's level courses in urban planning, financial management, economic development, budgeting, ethics, and other subjects that are fundamental to local government management. In 2018, students in the department voted him Outstanding Undergraduate Instructor of the Year, and he received the 2020 Educator of the Year Award from the National Forum for Black Public Administrators.

s an associate professor of

Because of his grounding in practice and his ongoing interaction with city leaders nationwide, Benavides can help students navigate working in the public and nonprofit sectors, provide career advice, and help students land public service positions and manage career moves. He is the school's program liaison to the City Managers of Tomorrow Committee of the Texas City Management Association (TCMA) and serves the PNM department

servant leadership style, his low-key profile, and service as a practitioner and an academic.

His peers cite him for his his contributions to public

> 2020, he received ASPA's Paul Van Riper Award for Excellence and Service. He was president of the ASPA chapter from 2011 to 2016. Although it is not a requirement of his position, he maintains an active research and publishing agenda, which adds to the body of knowledge in public administration. He has co-authored articles published in top peer-reviewed journals and has published three books that are designated

as MPA director, graduate certificate

coordinator, and intern coordinator. Thus,

he is positioned to tap a sizable network to

place students in internships and help them

secure permanent positions after gradu-

ation. TCMA named him Academician

of the Year in 2017, and he received the

at UTD.

2020 Outstanding Community Outreach and Engagement Award from his school

Benavides was elected as a fellow of

the National Academy of Public Admin-

istration in 2000, and was named Public

Administrator of the Year by the North

Texas Chapter of the American Society for

Public Administration (ASPA) in 2004. In

as part of the ASPA book series. His book, Practical Human Resources Management for Public Managers: A Case Study Approach, has been adopted by prestigious libraries worldwide. Books on local government management and human resource information systems are under contract.

Benavides's peers cite him for his servant leadership style, his low-key profile, and his contributions to public service as a practitioner and an academic. They praise him as a humane and inspirational leader who brings tremendous value to his students, his program, his school and university, and the larger public administration profession. PA

Established in the name of Stephen B. Sweeney, the longtime director of the University of Pennsylvania's Fels Institute of Government, this award is presented to an academic leader or academic institution that has made a significant contribution to the formal education of students pursuing careers in local government.



Mallory (Owens) Merritt joined the city of Davenport through ICMA's Local Government Management Fellowship program after completing an MPA degree at Auburn University. As an ICMA fellow, she served as budget management analyst, working directly for the city's chief financial officer (CFO). Merritt was subsequently promoted to increasingly responsible positions and currently serves as the organization's assistant city administrator/CFO.

hen Merritt was asked to reflect on her initial role with the city, she emphasized the value of involvement with the budget, noting that it provided an opportunity to learn the city's key service areas, understand the importance of transparency, develop relationships in the organization, and dial in on her technical skills.

As a young professional, Merritt traverses effortlessly between personnel, policies, projects, and problems—all with a calm head and a professional approach. She is articulate and fair and finds a way to add levity when it is most needed. As a leader, she has tackled several challenging situations. When she was assistant to the city administrator, she assisted a variety of departments with their business functions. During a leadership transition within the fire department, she provided administrative support to the interim fire chief and command staff in the areas of personnel and records management, recruitment, budget/strategy, and communications.

When Merritt transitioned to the role of human resources director, she spent nearly three years realigning the

Established in memory of former ICMA Executive Director William H. Hansell Jr., this award recognizes an outstanding early career local government professional who has demonstrated leadership, competency, and commitment to local government as a profession.

department's mission to complement
Davenport's overall strategic direction and
workplan. Most importantly, she developed
a talented team focused on serving the
organization and its personnel. When
Davenport's CFO position became vacant,
Merritt agreed to serve as interim CFO
while maintaining the HR director role
through a challenging year. She has since
transitioned to the CFO role permanently
and has also assumed the new role of
assistant city administrator.

One of Merritt's most valuable professional skills is leading cross-departmental and cross-functional teams, gaining consensus on a shared vision and producing successful outcomes. Here are some highlights of her contributions:

COVID-19 Response. Merritt led the organization's employer response to the COVID-19 pandemic including implementing Families First Coronavirus Response Act programs, return-to-work procedures, and quarantine protocols. She led the city's CARES Act submission to the state of Iowa, resulting in the receipt of an additional \$2.4 million; Davenport was also selected to be a pilot submitter, and Merritt's team collaborated with the state on developing the submission system for all other Iowa municipalities.

Labor-Management Relations.

Merritt successfully negotiated six union contracts that were voluntarily settled, including contracts with police and fire. During her tenure, she has also significantly improved relationships with the Civil Service Commission and built strong and collaborative relationships with the city's six collective bargaining groups, resulting in a significant reduction in union grievances.

Public Safety Operations Study.Merritt staffed a police and fire operations

As a young professional,

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professional approach.

study that was completed in 2018. Recommendations from the study included staffing realignment, new facilities, and service delivery innovations, including priority-based dispatch. Merritt continues to work on these initiatives, most recently leading the RFP process for architectural and engineering services for the relocation and construction of a new Fire Station 3, which was a primary recommendation of this study.

Legislative Strategy. Merritt is actively involved in the city's legislative strategy initiatives and developed the city's first legislative issue papers, which are now adopted annually by the city council and distributed to the city's state delegation.

Other major initiatives included developing a citizens academy, leading an update of the city website, and serving as project manager for developing and launching two city-wide financial transparency tools. With these and other accomplishments, Merritt has demonstrated leadership, competency, and commitment to local government as an early career professional.

PROGRAM EXCELLENCE AWARDS

COMMUNITY uity & Inclusion

Under 10,000 Population

LIVINGSTON EQUITY PROJECT

Livingston, Montana

Michael Kardoes, City Manager



Meaningful inclusion and equity are a challenge everywhere, but perhaps more so in communities that are not culturally diverse. Equity and inclusion in city services requires a self-examination of all the ways in which community members can be unintentionally excluded or marginalized.

Livingston, Montana, is a rural community with a population of 7,800, of whom only 8.6 percent identify as other than Caucasian. The city began its self-examination in response to community complaints about aged infrastructure and concerns in the wake of the tragic events in early 2020 that brought conversations about race and equity into every American community. Livingston conducted a 205 Analysis, a process named for the part of Montana law concerning nondiscrimination requirements in access to and provision of local government services. The analysis became a blueprint for identifying inclusion and equity gaps and revising practices and policies.

All city departments participated in strategic planning that established three goals for the Livingston Equity Project: (1) comprehensive educational programs for staff; (2) addressing physical barriers; and (3) removing access barriers to city services. With gaps in all areas, the challenge was to prioritize and remove barriers and plan for ongoing improvements.

During 2020 and 2021, despite the COVID-19 pandemic, Livingston continued implementing the Equity Project through the following initiatives.

Employee Education. With in-person training suspended during the pandemic, Livingston contracted for cloud-based training in microaggressions, creating a welcoming work culture, trust and tribalism in the workplace, and bridging the millennialboomer divide.

Livingston's police chief included additional training on ethics in law enforcement, implicit bias, anti-bias training, and de-escalation tactics. The officers, the union, and management requested and received a state-of-the-art body camera system.

Access to Buildings and City Infrastructure. Livingston



developed and implemented an Americans with Disabilities Act (ADA) transition plan to identify and eliminate physical barriers to buildings and raise streets so that sidewalk transitions can be easily navigated by individuals with limited mobility. Departments in older buildings modified operations so that residents can receive services on the ground level. A new city hall facility purchased in 2020 is completely ADA compliant and co-locates frequently visited departments in a single downtown location on a bus route.

Removing Access Barriers to City Services. The city reviewed its operations, including commonly used forms, to identify unintentional barriers or extraneous questions. As a result, the city revised public documents, moved several transactions to an electronic platform for ease of use, and converted its website to be ADA compliant.

Demonstrating Inclusion and Equity. Proclamations delivered at city commission meetings codify the city's commitment to being a safe and welcoming community for people of color and of any religion, gender identity, or sexual orientation. In 2020, Livingston became one of a handful of communities

in Montana to recognize Indigenous People's Day. The city commission voted to convert all city contracts, documents, and ordinances to gender-neutral language and pronouns and change public communications.

Tangible results of the program include a reduction in ADA complaints for building access, reduced complaints against police officers, and increased collection rates on utility bills. In 2020, the city added questions relating to diversity and equity to its annual employee climate survey, and 82.4 percent of employees who responded answered that they believed people are treated fairly and equitably.

Through implementation, city leaders have come to realize that the work of inclusion and equity is never finished despite Livingston's impressive strides. The issues are complex and challenging, yet city leaders continue to work through them as colleagues committed to creating a better community that is safe, diverse, and inclusive and treats all its residents and visitors with fairness, dignity, and equity.

10,000-49,999 Population

NEIGHBORHOOD TREASURES

Monrovia, California

Dylan Feik, ICMA-CM, City Manager



The Neighborhood Treasures Program is a collaboration among the city's Monrovia Area Partnership (MAP), Art in Public Places Committee, local artists, historians, city council, and staff. The program celebrates diversity by recognizing historically and

culturally significant local heroes through public art installations.

The goals of the program are to educate and inspire, honor and showcase overlooked heroes, improve neighborhoods through public art, and engage residents in programs that elevate community pride.

The process begins with research on potential honorees as determined by MAP leaders, local historians, and city staff. Data about the individuals is confirmed based on the historical record and information from family members. The city distributes a "call for artists" that describes the program and provides information about the honoree. Submissions are reviewed by the Art in Public Places Committee, which makes a recommendation to the city council for approval. Staff finalizes a contract with the selected artist on placement and design. The installations have a standardized design; artwork and a decorative, informational plaque mounted on a pole. Each Treasure costs \$15,000 (\$12,000 for the artist and \$3,000 for the pole and plaque fabricator). Location of the installation is chosen based on its connection to the individual(s) recognized.



After the art is complete, the community celebrates with a block party. The party begins with a short program to celebrate the honoree and culminates with an art reveal, and includes city-hosted booths, free food, and games. Following are brief descriptions of Neighborhood Treasures honored in 2018 and 2019.

Lt. Col. Allen Allensworth, born into slavery in Kentucky, escaped during the American Civil War and became a Union soldier, a Baptist minister, and an educator. He was a leader among the Buffalo Soldiers and the highest-ranking African American in the military at the time. His mission was to provide educational, economic, and political opportunities for African Americans in California—a mission that led him to build Allensworth, the only town in the state established, financed, and governed by African Americans. It is now a state historic park.

Kate Wright and her son, Marshall, moved to Monrovia in 1900. She was divinely inspired to devote her life to care for the sick and the poor. Using donated supplies and labor, she built small cottages on her property where she tended tuberculosis patients who had no family or other resources. She served selflessly for more than 30 years.

Bettie Mae Scott was a member of the WASPs (Women Airforce Service Pilots) in World War II. An engineering test pilot, she was killed while flight testing a BT-13 Valiant aircraft. She was one of only 38 World War II WASPs killed while serving her country, but she received no military honors, as WASPs were not "officially recognized" by the military at that time.

Monrovia's Japanese pioneers were often overlooked for their significant contributions to the city. By 1900, Japanese American families had come to Monrovia and worked endless hours to build businesses that supported Monrovia's economy. Life there was hard for them, and they were permitted to live only in designated parts of town. After Pearl Harbor, many of them were sent to internment camps. After their release, many came home to Monrovia and resumed their lives and businesses.

Three new Treasures are scheduled for summer/fall 2021, and since the program's inception, the installations and block parties have had a growing impact on the city. An unexpected surprise has been that residents become involved in the program by performing research on potential honorees, providing donations, and serving as program cheerleaders. PM

50,000 and Greater Population

YOUNG WOMEN'S FIRE CAMP

Eugene, Oregon

Sarah J. Medary, ICMA-CM, City Manager



Eugene Springfield Fire established the Young Women's Fire Camp in 2010 at the urging of Fire Captain Jean Woodrich, who retired after 28 years of service. Recognizing the lack of female firefighters locally and nationally, Woodrich developed a five-day program for

young women ages 16-19 that would expose them to firefighting as a career and help develop confidence and leadership skills.

The camp uses hands-on activities to teach life skills such as team building, communication, and problem solving. Activities include extinguishing live fires, learning emergency medical service skills, rappelling, self-defense, and vehicle extrication. Participants also engage in conversations about peer pressure, societal pressures, self-image, and general mental health and wellbeing.

A core tenet of the camp is that it be free of charge and accessible to all young women. Camp leaders ensure diversity of applicants and equal opportunities by reaching out to all local high schools, alternative schools, and community outreach programs. Funding comes from multiple divisions of the fire department and the local chapter of the International Association of Fire Fighters. Local businesses have donated fire extinguishers, cars for extrication exercises, and internship opportunities.

In addition to empowering young women, the camp provides examples of successful women and career opportunities in the fire service, which has a very low percentage of females. Camp also includes guest speakers who talk about their career experiences. Speakers have included the first female paratrooper in the United States, the first female circuit court judge of Douglas County, and female emergency room doctors, police officers, and





leaders from local government—all of them supporting a diverse group of young women as they develop confidence and skills that will serve them in the future.

An additional benefit of the program is creating space for family relationships to grow. During camp graduation, mentors encourage parents to listen more and push back less. Mentors have received letters of appreciation from parents of camp attendees who cite more engagement and communication at home.

Camp mentors say that they learn just as much as those who attend. Through planning and organizing the camp, female facilitators learn to lead by example, communicate, and work as a team, and they have an opportunity to "pay it forward" as mentors. They also learn to adapt the camp to fit the needs of each group that attends, and they try to offer support that helps attendees have a successful and fulfilling week, whether the support is physical, mental, or emotional.

The camp also shows members of the community the importance of promoting and supporting programs that encourage young women. The relationships that are built with external partners grow each year as other organizations offer time and services that make the camp even more accessible and successful.

The success of the Young Women's Fire Camp will take years to measure, but its impact starts before the camp begins. The application includes an essay prompt that asks the applicant to write about her hero. By the end of the five-day program, the campers learn that they are more like their heroes than they expected, as they have overcome challenges and encouraged their peers to do the same.

A milestone for the program was reached in 2017, when the department hired its first camp graduate. A second graduate was hired in 2021. Many others have gone on to careers in firefighting, emergency services, and other public services such as military, police, and emergency relief work. Over the years, camp mentors have received numerous emails from graduates noting that they would not have explored these opportunities without the camp experience. PA

COMMUNITY Health & Safety

Under 10,000 Population

EXCELLENCE IN EMERGENCY MANAGEMENT

Mont Belvieu, Texas

Scott E. Swigert, Interim City Manager Charles Lee Atchison, Fire Chief





The rapidly growing city of Mont Belvieu established its new emergency plan to ensure a thoughtful, planned approach to emergencies with timely and accurate information for residents and business partners

throughout the area. This full-scale program provides emergency management, real-time weather updates, emergency notifications, and preparedness plans, as well as an overall response to catastrophic events.

Mont Belvieu began developing this program to ensure the overall safety of the community in the event of an environmental emergency, weather-related disaster, or industrial incident. The

city also needed to improve its preparedness, response, and fiscal responsibility to residents and partners through team-based, nationally recognized processes that met industry standards.

In the past, Mont Belvieu worked under the Chambers County emergency plan, but an analysis revealed that the county plan no longer had the technology or procedures necessary to meet the city's overall operational needs. The city developed an all-encompassing plan that addressed four specific areas: (1) rapid notification, (2) consistency of information, (3) emergency protective measures, and (4) response capabilities. The city added positions to ensure that its office of emergency management was adequately staffed to take on the roles necessary to achieve the goals of the new program.

Rapid Notification. The city established Mont Belvieu INFORCE, a mass notification system that allows the city to share pertinent information during weather-related emergencies, special events, and other public safety situations. These notifications can be targeted to specific geographic areas. Another means of notification is a new WeatherBug weather station, which is part of the National Weather Service and has the ability to automatically trigger the city's siren system and push automatic notifications through the INFORCE system if a tornado enters any area of the city. Next, Mont Belvieu undertook the additional steps required to become a Storm Ready City through the National Weather Service—a certification it received in 2020.

Consistent Notifications. To make the notifications work, the city hired a communications director who is trained in the National



Incident Management System (NIMS) and has attended specialized training for emergency communications through FEMA. He works daily with emergency management staff to ensure the maintenance of the system and consistency in delivery of information. During an activated event or incident, he serves in the emergency operations center (EOC) to share timely information. With these systems monitored 24 hours a day, seven days a week, the city has established the consistency and expedient delivery of information that residents and industrial partners require.

Emergency Protective Measures. The city spent almost a year developing its first emergency operations plan and has since trained all responsible staff to NIMS-level compliance. This plan served well during a year with six EOC activations for stormrelated events, as well as COVID-19. The plan ensures levels of protection and readiness for staff and residents.

Response Capabilities. Mont Belvieu is heavily populated with industrial complexes. To ensure its ability to respond to industrial emergencies, it needs to have specific organizations

in place for compliance, monitoring, and notifications. A local emergency planning committee (LEPC) was paramount. LEPCs are set forth by federal law to organize the planning and development of industrial partners in the area. Mont Belvieu's emergency management department coordinated with the county to form a joint LEPC that has allowed for the organization and notifications necessary to carry out emergency functions and planning for large-scale industrial responses.

Monthly, LEPC committees address the following areas to ensure a state of readiness: communications, public information and training, planning, emergency response, and resources. These committees are responsible for development and delivery of procedures and plans within their respective areas. With the establishment of the LEPC, the city has been able to assist with organization, dedicated response capabilities, as well as an overall information-sharing ability that was needed to keep Mont Belvieu residents and partners informed and safe in the event of emergencies. PM



10,000-49,999 Population

BLIGHT REDUCTION PROGRAM

Baldwin County, Georgia

Carlos Francisco Tobar, ICMA-CM, County Manager



In January 2018, Baldwin County, Georgia, had more than 300 properties on record that were dilapidated, abandoned, and unsafe for living. These properties were lowering neighborhood Carlos Francisco
Tobar, ICMA-CM property values, depressing the local housing

market, attracting illegal drug activity and squatters, and negatively affecting community health and safety. Many of the dilapidated homes were in mobile home parks whose owners often were extremely negligent, maximizing their profits by minimizing spending on property maintenance in already deteriorating communities.

To address the issue, the new county manager created a special task force of the county attorney, solicitor, code enforcement officer, and magistrate judge and asked it to develop procedures to communicate with residents about condemned properties and provide incentives for them to act. Previous efforts had faced roadblocks. For example, county leaders had tried to get a property maintenance code adopted, but it failed, as residents were concerned about government overreach and infringing on private property rights.

Nevertheless, the county manager realized they needed a stronger program in order to create effective change and reviewed the Unsafe Building Abatement Ordinance that had been passed previously but never enforced. It was not enforced because it has severe consequences for noncompliance. The manager came up with a plan and procedures that were firm but compassionate. The plan had to be accomplished within the existing budget, which had no allocation for cleaning up and demolishing these abandoned properties. The elected officials approved of the county manager's plan and allowed him to proceed.

County leaders hired a new code enforcement officer (a position that was already budgeted) and began drafting a series of enforcement letters. These letters notified owners when their property was condemned, gave specific instructions on how to proceed, and outlined the penalty for noncompliance. After notification, the homeowner had 30 days to start making progress on compliance without any penalty. Progress was defined as making any step, such as taking out a demolition permit or removing windows or siding from mobile homes. The code enforcement officer checked on progress frequently. As an incentive, the county lowered the demolition permit fee from \$100 to \$10 and allowed owners to "cluster" multiple demolitions and pay a single fee. The



county also recommended private demolition companies that had affordable rates. Community members and churches also stepped up to help their neighbors demolish properties.

By creating clear and attainable procedures, the Blight Reduction Program was enforceable and successful in motivating homeowners to demolish or renovate their dilapidated properties without the county having to take legal action. As a result of the program, 164 residential and commercial properties were demolished in twenty-seven months.

These accomplishments can be attributed to the leadership of the county manager, the collaboration of multiple parties, and the clarity and consistency of the measures taken by county leaders, specifically the code enforcement officer. Baldwin County is starting to see additional fruit of the project as negligent mobile home park owners who had refused to pay for improvements have been motivated to sell parks entirely to more responsible and civic-minded owners.

In implementing the Blight Reduction Program, the county learned valuable lessons about the importance of collaboration and planning to make programs clear and effective without the need for legal action. Leaders also discovered the importance of working with each individual property owner and his or her own circumstances. In sum, this program shows how government leaders can unite people for a common cause and create effective change, increasing the health and safety of the entire community. PA

50,000 and Greater Population

HOMELESS STREET OUTREACH PROGRAM

Burbank, California

Justin Hess, ICMA-CM, City Manager



Like many cities in California, Burbank has experienced an increase in homelessness, exacerbated by the state's housing crisis and economic downturn. From 2016 to 2020, the number of homeless in the city rose from 151 to 291. Over the past two years, Burbank's

city council has established housing and homelessness as top council priorities, enabling staff to create a collaborative and unique local approach to address the issue.

To help ease the crisis, Burbank developed a comprehensive Homeless Street Outreach Program that involves city staff, local nonprofits, Los Angeles County agencies, contracted services, the Burbank Police Department's Mental Health Evaluation Team (MHET), and the city's public information officer (PIO). This cooperative approach resulted in a robust outreach program that has been successful in proactively seeking out and assisting the most vulnerable individuals in the community.

Burbank's Homeless Street Outreach Program is funded by the city, local businesses, Los Angeles County agencies, and partner resources. A multi-departmental committee meets monthly to address issues related to homeless encampments, and staff from outward-facing departments routinely document and monitor resident complaints and interactions with homeless individuals.

Through its partnership with the Downtown Burbank Property Based Business Improvement District (PBID), the city expanded its street outreach using the services of StreetPlus, which deploys a team of trained professionals in the downtown, provides citywide social services outreach, and monitors the Downtown Burbank Metrolink station. StreetPlus has been instrumental in making referrals to community organizations and securing housing, clothing, medical assistance, and family reunifications, along with assisting individuals in obtaining critical identity documents. Family Promise of the Verdugos, a nonprofit, is another partner that works with homeless families, often single mothers with children who may be fleeing domestic abuse. The Burbank MHET, funded by the police department in conjunction with the county Department of Mental Health, proactively identifies and assists homeless individuals suffering mental illness.

Burbank's Homeless Street Outreach Program has numerous success stories. From April 2019 through July 2021, it helped 110 individuals procure shelter, food, clothing, and medicine and reunite with family members. The MHET team, which provides crisis support, on-going case management, and training



for others working with the homeless, has made 131 contacts and follow-ups with homeless individuals in 2021. A total of 189 contacts were made in 2020 alone. MHET links the individual to vital mental health and housing resources. The city's community partnership with Family Promise helped 387 families obtain shelter and housing in the last twelve months. Not a single family has relapsed into homelessness.

Coordination and effective communication are central to the program. From the internal tracking of encampments to the documentation of interactions and resources offered, constant communication and innovation from city staff and partners have been key to reducing Burbank's homeless numbers. As homelessness is dynamic, the framework of the program allows the flexibility to adapt the tactics, tools, and approach as needed. For example, the city was scheduled to complete a storage facility and access center in August 2021, where homeless individuals can temporarily leave their belongings and talk to Salvation Army staff, allowing for direct access to services while they are there.

Concerning outreach and community awareness, the city's PIO collaborated with the Community Development Department to provide awareness and share success stories using social media and created an informational video on the city's response to homelessness (https://bit.ly/3rpMQic).

Burbank's Homeless Street Outreach Program alone will not resolve the ongoing, systemic issue of homelessness. However, as a significant part of the city's overall homelessness plan, Burbank's street outreach is making great strides in mitigating this pervasive challenge, one individual at a time. PM

COMMUNITY Partnership

Under 10,000 Population

SEQUIM HEALTH & HOUSING COLLABORATIVE

Sequim, Washington

Charisse Deschenes, Interim City Manager



Sequim city staff responded to city council concerns about homelessness in 2017 by examining its human services funding and accountability. Staff were also fielding complaints, criticisms, and questions about

how the city—specifically its police department—

addressed panhandling, homelessness, and mental illness. Councilors wanted to know what could legally be done. After lengthy internal discussions, the city launched a multi-year journey with six local nonprofits committed to a new way of delivering human services to benefit those in need and the greater community.

For years, even during the Great Recession, the city of Sequim (population 8,000) budgeted and distributed \$75,000 per year for human services among various providers. So staff

dove into what exactly those agencies provided. Predictably, they found overlaps in some areas and gaps in others; and most of the funds did not go to the agencies that produced the most "bang for the buck" in terms of public impact.

Armed with that information, staff established an internal, cross-departmental leadership team that launched a plan to identify who were "the homeless" in Sequim and their needs. Staff took their findings and "gap analysis" to the city council and presented a plan to bring multiple agencies together to address homelessness, substance use disorder, and mental health issues in ways that would allow the city to enforce its quality-of-life laws. In 2018 the council adopted guiding principles:

- Focus on outcomes and results rather than on the identity of the provider
- Encourage provider collaboration to achieve the best value
- Collaborate with all funding sources to maximize investments
- Consider prioritizing funding for areas of greatest need. Focused on these principles, city staff hosted a Human Services Summit, inviting service providers from across the county.





Staff told the 50 participants that the city was changing its funding structure and looking for new ways to address community issues like substance use disorder and homelessness. Surprisingly, participants identified food insecurity as a big threat to the community. Staff also challenged participants

to examine how well they worked together because of real and perceived rifts among them.

After the summit, the city issued a human services request for proposals that aligned with the council's guiding principles and received one response. Nine local nongovernmental social service organizations had created the Sequim Health & Housing Collaborative (SHHC), and the council awarded it a three-year, \$75,000/year contract.

Despite COVID-19 challenges, SHHC launched its HOPE Outreach Program in 2020 to provide direct outreach to Sequim residents. The HOPE Team documented 832 encounters, which prevented homelessness for 54 households, enrolled 78 households in intensive case management programs, and provided 160 shelter nights for households that did not qualify for traditional shelter options. SHHC also arranged another 569 nights of emergency shelter and provided

more than 1 million meals in 2020, double the number in 2019.

Two years into the contract, SHHC consists of six providers, and they have accomplished more as a collaborative than any agency could have independently. Working together, the organizations have maximized their resources and streamlined communications and processes. They have deepened their relationships and knowledge of each other's strengths, which allows them to appropriately direct individuals to other service providers.

The journey to forming SHHC presented many challenges for the city—uncomfortable funding conversations (with council and providers), acknowledging service gaps, discussing legal challenges, addressing inter-organizational conflicts, administering multiple SHHC member contracts, and potentially alienating other long-term providers. From SHHC's perspective, ongoing challenges include data sharing,

outreach and recognition, and attracting new partners.

By overcoming these challenges, Sequim and SHHC have demonstrated what can happen when a committed city partners with dedicated nonprofits to perform outstanding work directly benefitting the community.



10,000-49,999 Population

MOVE TOWARD THE BADGE

Grandview, Missouri

Cemal Gungor, City Administrator Charles Iseman, Police Chief





Protestors and police faced each other in the streets of many U.S. cities in the summer of 2020, including in the Kansas City, Missouri, metro area. In the minority-majority community of Grandview, the Pastors Alliance was

praying with and for Grandview police officers, and residents were thanking officers for their service and inviting them to engage in real community conversations. These are the positive results of a long-term commitment to community through partnerships from a police department project implemented years earlier.

In early 2012, newly appointed Police Chief Charles Iseman began meeting with various groups and organizations in the community. Having served with Grandview Police Department since 1991, he was no stranger to the city, but what he learned in those meetings opened his eyes about policing and community. What he recognized was lack of trust and understanding.

Chief Iseman went to work with command staff to develop a long-term project to increase community outreach. The program needed to be consistent and sustainable and required developing partnerships and relationships in the Grandview community. Move Toward the Badge was born.

The new program couldn't be, and still isn't, confined to a special unit. Instead, it's the job of all 57 sworn officers to participate in community engagement—something that is now built into the department's culture.

The police department began Move Toward the Badge by focusing on youth, forming its first partnership with the Grandview C-4 school district by expanding the presence of school resource officers. One officer volunteered to don the old McGruff costume

Recognizing the impact of the positive contacts with the kids, officers also signed up to speak at school career days, teach classes, and host events such as bicycle rodeos to teach bike safety, family fitness nights, safe driving for teens (the sergeant often brings a golf cart and "drunk goggles" and lets the teens try to drive), pizza with police, and drug resistance and gang resistance training. Over time, officers became so trusted that schools started requesting their attendance at dances, career days, field days, and other events.

As the police department grew more secure in its relationships with community youth, officers expanded Move Toward the Badge





to engage adult residents and the business community through a variety of consistent interactions and partnerships: a citizens academy that teaches residents about police operations, "coffee with a cop" sessions

hosted by local businesses, ride-alongs during routine patrols, faithbased outreach involving police participation in church picnics and other events, presence at block parties, and business checks during which officers get to know business owners and store clerks and help them make their businesses safer.

When Missouri was under a stay-at-home order during the pandemic, Chief Iseman encouraged officers to find creative ways to keep the community connections strong. In response, the officers came up with "Cop Stories" (officers reading children's books on Facebook Live) and drive-by birthday parades for kids celebrating "a bummer of a birthday."

Officers also supported activities more directly related to pandemic response. Drive-thru COVID-19 testing came to Grandview about the same time as protests were occurring elsewhere after the death of George Floyd. Grandview PD set up a tent at every testing site just to wave and interact with drivers. People wearing "Black Lives Matter" masks were waving at police. Officers also helped distribute disposable masks and helped area churches by delivering food.

Move Toward the Badge has evolved and will keep evolving in response to community needs. Grandview has learned that successful community engagement cannot be relegated to just a few big events every year. The program has to be consistent, with daily positive interactions and a philosophy of service that permeates the entire department. Grandview PD's message is clear: We are your partners and we're here for you.

50,000 and Greater Population

GROWING JOBS AND TAX BASE

Catawba County, North Carolina

Mick Berry, ICMA-CM, County Manager Mary Furtado, Deputy County Manager

Hickory, North Carolina

Warren McDowell Wood, City Manager Yaidee Castillero Fox, ICMA-CM, Executive Assistant Manager Rodney N. Miller, Assistant City Manager/Chief Financial Officer Rick Beasley, Assistant City Manager













McDowell Wood Fox, ICMA-CM

Historically, the economy of Catawba County, North Carolina (population 159,494), has been based on manufacturing. During the economic recession of the 2000s, the community suffered significant job loss and high unemployment, topping out at 14 percent in 2010. Automation and the off-shoring of furniture and textiles drove these losses. From about 2000 to 2016, the metropolitan statistical area suffered a staggering 20.4 percent decline in jobs and significant loss in working-age population. These troubling trends underscored the need for bold action to reverse the curve, and local leaders responded by developing an appropriate adaptive response.

In 2014, in collaboration with the Economic Development Corporation (EDC) of Catawba County, the county and the city of Hickory (its largest municipality) partnered to develop a vision for Trivium Corporate Center, a Class A modern business park designed to attract higher technology business, research and



development facilities, and clean manufacturing. The center was designed to spur investment in the community and to provide jobs for residents. The city and county entered into an agreement sharing equally in governance, management, and funding.

The first step in transforming this vision into reality was working with multiple landowners to negotiate long-term acquisition options for 270 acres of real estate located close to a major interstate and less than an hour from Charlotte Douglas International Airport. (This was no small feat!)

A staff team worked through development of a site plan, requisite annexation and rezoning, and identification of public infrastructure needs as well as quality of life amenities. Land acquisition costs totaled \$6.9 million, and infrastructure costs at full build-out were estimated to be roughly \$13 million, spread over a 20-year development timeframe. Outside funding and revenue from Trivium's sale of land to final park tenants helped write down the out-of-pocket costs for both local governments.

The accelerated pace and success of Trivium Corporate Center's development has far exceeded initial expectations. In just six years, through January 2020, the partners announced a total of \$119 million in guaranteed minimum private investment and 398 jobs (all with wages exceeding the Catawba County average), thanks to location commitments by three internationally known companies: Corning, Inc.; ITM Medical Isotopes, Inc.; and Cataler North America Corp., an affiliate of Toyota Motor Corporation.

The Trivium Corporate Center initiative highlights the best attributes of true local government innovation: strategic thinking, adaptive response, collaboration, and professional management in execution.

The first lesson learned was the need for courage. The processes of land acquisition, rezoning, and annexation tested the mettle of the county and city governing bodies in the face of detractors. Eventually neighbors' concerns were addressed, converting most project detractors to supporters.

The second lesson was the importance of collaboration, which is deeply rooted in Catawba County's community culture. Even with this values-based commitment, collaboration required significant behind-the-scenes "heavy lifting" by staff to facilitate consensus of the two elected bodies on a host of details related to the undertaking.

The final lesson was the importance of sound project management and a consistent and relentless focus on execution. The many moving parts and important details associated with bringing the vision of Trivium to reality underscored the importance of a disciplined and regimented project management framework to ensure the work got done. The success of Trivium Corporate Center in growing jobs and tax base would not be what it is without the collaborative and strategic partnership among the Hickory, Catawba County, and the EDC. PM

COMMUNITY Sustainability

Under 10,000 Population

A NEW WAY TO RESTORE NEIGHBORHOODS

Cameron, Missouri

Stephen C. Rasmussen, City Manager



Dilapidated properties cause many issues for a community, such as increased crime, risk to health and welfare, and municipal costs. Cameron, Missouri, is no exception and the city has developed an innovative program to restore old neighborhoods. Rental proper-

ties are one cause of neighborhood blight, as tenants do not always maintain homes at the same level as owners living on the property. Approximately 53 percent of Cameron's housing stock is rental properties, and if these homes become dilapidated, the whole neighborhood suffers. Because of the high rate of rentals, this has an effect on the entire community.

Through its Demolition Program, the city encourages owners to remove structures that are substandard, hazardous, or dangerous. Each year, the city appropriates funds to partner with residential property owners to remove these structures. The goal of the city is to provide affordable housing and increase economic development, which, in turn, increases employment, competitive wages, and post-secondary education opportunities. The ultimate goal, however, is to make the program financially selfsustaining.

The Demolition Program, offered through the Community Development Department, provides two options. Property owners can elect to participate in the 50/50 option, whereby the owner splits the demolition cost with the city but retains the property, or in the 100-percent option, whereby property owners with limited funding sign over the property entirely to the city, which forgives any remaining property tax and removes the structure at the city's expense. Once the structure is removed, the property is placed for sale, and as part of the selling agreement, the buyer is responsible for constructing a single-family home on it within two years. The new owner will then be responsible for maintaining the property and making sure it remains free of city nuisances.

The process begins with a field inspection, a meeting with the property owner, and a meeting with the demolition contractor. It ends with a follow-up inspection once the structure is removed. The first line of contact with the property owner is the city inspector, who explains the program details. Part of the success of the program is the communication between the inspector and the property owners.

Cameron has adopted and enforced codes to maintain public health and safety, despite some resistance from residents who receive letters and/or citations. Now, for properties that are far beyond repair, the city promotes the Demolition Program rather than issuing citations. Thus, the program not only improves the housing in the city but also relieves property owners of a burden they can longer endure. The city partners with the community to resolve issues with dilapidated properties rather than wasting time and money trying to simply enforce codes.

Another benefit of the Demolition Program is that it helps revitalize neighborhoods by increasing the number of new. affordable, owner-occupied homes, which are low-maintenance and energy-efficient, and increase property values. The availability of these new homes can attract future business and provide revenue for the school district and the city.

The Demolition Program has had the full support of the city council and has been very successful. It won first place for the 2020 Missouri Municipal League Innovation Award and has also won the 2020 Missouri Municipal League Member's Choice Award. Cameron's Demolition Program shows what a local government can do when it partners with residents to make improvements for current and future members of the community.



10,000-49,999 Population

HOME TO HOPE

Charlottesville, Virginia

Charles P. Boyles, City Manager Ashley Reynolds Marshall, Deputy City Manager for Racial Equity, Diversity and Inclusion





Charlottesville, Virginia, has identified itself as a "Second Chance City," based on its commitment to facilitating the reentry of offenders who have been released to the community. In 2018, Mayor Nikuyah

Walker proposed a program to train individuals with prior justice involvement to provide peer support to those being released, and Home to Hope was born.

Charlottesville's challenges with respect to reentry begin with racial disparity. Young African Americans experience educational inequities, including segregation based on school location. Consequently, they often lack opportunities to prepare successfully for college and gain access to self-sufficient employment, and many ultimately end up in the local criminal justice system. African Americans make up a disproportionate percentage of bookings in the regional jail.

In partnership with several community service agencies, the city developed a Home to Hope training curriculum in relationship building, group facilitation, and other fundamentals for individuals applying to be "peer navigators." Recruitment for the

training began in spring 2019 based on the identified needs of those soon to be released from incarceration. For the inaugural class, eight individuals were selected from twenty-nine interviewees. After seven weeks of intense training, all eight graduated, and all were interviewed for four full-time city positions as Home to Hope peer navigators at \$18 per hour with benefits. All four of those who were selected are still employed with the city and three of the four obtained peer specialist certification from the state. The remaining graduates obtained similar positions in the local nonprofit community.

Home to Hope peer navigators help their clients search for stable employment, secure housing, obtain reliable transportation, and meet other needs by providing things like bus passes for job searches; gift cards for groceries, clothing, and fuel; and rental assistance in crisis situations. It also partners with Charlottesville Area Transit (CAT) to provide transportation to clients for meetings, employment, and other vital needs.

Incorporated into the Downtown Job Center in November 2019, the program has enrolled 389 time-served individuals. Once active, a participant completes a comprehensive case plan with his or her assigned peer navigator to determine how to measure individual success. That navigator, along with other team members, assists in guiding the participant through the labyrinth of community services needed for successful reentry. In addition to direct, one-on-one service, Home to Hope offers multiple weekly support groups for individuals who share similar experiences.

Even during the COVID-19 shut-downs, Home to Hope stepped up. Less than a week after lockdown, it organized the

> distribution of COVID-related relief bags to city residents in need. While unable to serve clients in the jail, Home to Hope still made a positive impact by overseeing many individuals who were released early or placed on home electronic monitoring. Staff also assisted in executing a \$1.2 million housing assistance program to aid those at risk of eviction due to COVID.

The Home to Hope program has helped the city achieve its community vision. The first goal in the city's strategic plan is to be an inclusive community of self-sufficient residents. This requires addressing the needs of the reentry population. Home to Hope has taken a community weakness and turned it into a demonstrable strength.

Of the 389 enrollees, only seven have returned to custody, and only three of those were actively involved in the program. That represents a recidivism rate of 1.8 percent, well below the 38 percent rate across the region. Home to Hope has truly represented a paradigm shift in offender reentry in Charlottesville.



50,000 and Greater Population

LOVE FOOD NOT WASTE

Eugene, Oregon

Sarah J. Medary, ICMA-CM, City Manager Kristie A. Hammitt, Assistant City Manager





Until 2011, millions of pounds of food waste went into Eugene's local landfill each year. To reduce waste and support its climate action plan, the city partnered with waste haulers and organics processors to launch the Love

Food Not Waste® (LFNW) program to collect food waste and transform food scraps into valuable compost. What began as a pilot program with local businesses, schools, and other organizations, expanded city-wide by 2019, diverting thousands of pounds of food waste and creating locally produced compost.

By diverting food scraps from the landfill, LFNW advances Eugene's climate action plan by creating a system to recover high-energy material while reducing greenhouse gas emissions. Reducing landfilled food waste decreases the production of methane, a harmful greenhouse gas produced when organic materials decay in low-oxygen environments. In addition, directing organic waste into compost production maximizes landfill space and produces a valuable product that contributes to soil health for farms and gardens.

LFNW was developed through the combined efforts of the city, licensed garbage haulers, and private processors who worked together to create a system for collecting and processing organic material from solid waste customers. Initial funding came from the city and a Lane County Waste Management grant. Ongoing administrative funding comes from city solid waste license fees, and operational funding comes from service fees charged by licensed haulers. Bagged LFNW compost is sold locally and regionally under the trademarked LFNW name. Revenues from the sale of the finished compost products go to compost processors and contribute to program support.

As an incentive for business participation, commercial customers that divert food waste through LFNW get a 20-percent reduction in their garbage service fee. The city trains participating businesses' employees and provides resources at no cost. The businesses also receive recognition through LFNW marketing messaging.

In October 2019, LFNW expanded to serve residents citywide after a successful three-year pilot program. Residents place food scraps in their curbside yard waste bins at no additional cost. LFNW is convenient and seamlessly integrated into the existing curbside yard debris collection system.

In addition to Eugene residents, more than 270 businesses and organizations, including all 44 Eugene public K-12 schools,



currently participate in LFNW. Collectively, these efforts diverted more than 18,000 tons of food waste from the landfill. The program received overwhelmingly positive reception from the community. While residents can still compost yard trimmings and vegetative food scraps themselves, LFNW offers opportunities to capture items such as meat scraps and bones that are not suitable for a backyard compost bin.

From the inception of the commercial program through the 2019 residential program roll-out and beyond, community awareness, education, and engagement have been key to the program's success. Program partners, including local garbage haulers and compost processors, contribute to public messaging and customer training using the wellrecognized LFNW logo and branding. Area waste haulers have been willing to leverage existing infrastructure and incorporate food waste into yard debris collection service to ensure the success of the program. Local access to commercial composting processors that have capacity to provide an end use for the materials has also been essential.

Eugene city leaders continue to provide strong support for innovative programs like LFNW that align with the community's commitment to sustainability and to ensure that Eugene is an increasingly resilient and livable city through partnerships and responsible stewardship of resources. Eugene's robust food waste collection program recognizes the importance of conscientious materials management and serves as an example to other communities seeking to advance their sustainability efforts. PM

STRATEGIC Leadership & Governance

Under 10,000 Population

INTERGOVERNMENTAL COLLABORATIVE GROUP

Port Townsend, Washington; Jefferson County, Washington; Port of Port Townsend; and Jefferson County Public Utility District #1

John Mauro, Port Townsend City Manager



The COVID-19 pandemic has created significant stresses, challenges, and disruption for local governments nationwide and exacerbated many preexisting structural vulnerabilities. Since before the pandemic, Jefferson County, Washington, has struggled

with chronic poverty, depression, and suicide; lack of childcare; job instability; food insecurity; inadequate infrastructure, including broadband; and affordability and availability of quality housing. These have been amplified by underlying issues of racism, inequity, and injustice further intensified by the pandemic. Many of these issues are cross-jurisdictional and affect overlapping constituencies,

but no formal mechanism existed for deep, agile, and meaningful collaboration among agencies and communities.

Recognizing that a fresh, dynamic collaboration was essential to progress-even survival—the four generalpurpose local governments in the region established the Intergovernmental Collaborative Group (ICG). In addition to Jefferson County and the city of Port Townsend, they included the Port of Port Townsend and Jefferson County Public Utility District #1 (https://www.jeffcotogether.net/). ICG's success depended on leadership from the elected officials and administrators of the four governments. The elected officials in particular

found themselves in a new forum that required courage and collaboration as they made decisions about the partnership--and they stepped up to the plate. The group met more than a dozen times, all in open meetings, and sponsored dozens of community meetings.

The goal of the collaboration was to align and amplify a coordinated, courageous community response to the pandemic that would promote long-term resilience for the region. Supercharged by this new structure, individuals and organizations stepped up their commitment, creativity, and leadership to tackle the challenges to the long-term collective well-being of the communities.

The initial result was a self-forming constellation of six community groups that focused on six identified challenges and priorities: children and families, jobs and economy, broadband, food resilience, culture and events, and human services.

Those groups, stewarded by the ICG, produced a unanimously adopted COVID-19 Recovery and Resilience Action Plan. The plan focuses on agreed-upon investments in building and maintaining physical infrastructure, the fundamentals of a robust local economy, a thriving and fair society, and a healthy



natural environment. This includes investments in social infrastructure to ensure protection of the most vulnerable and to strengthen the local democratic system.

ICG members adapted their institutions to become more collaborative and inclusive and to be ready for future challenges. Finally, they invested in strategic capacity and advocacy to ensure that they work together to advocate for their collective needs and vision.

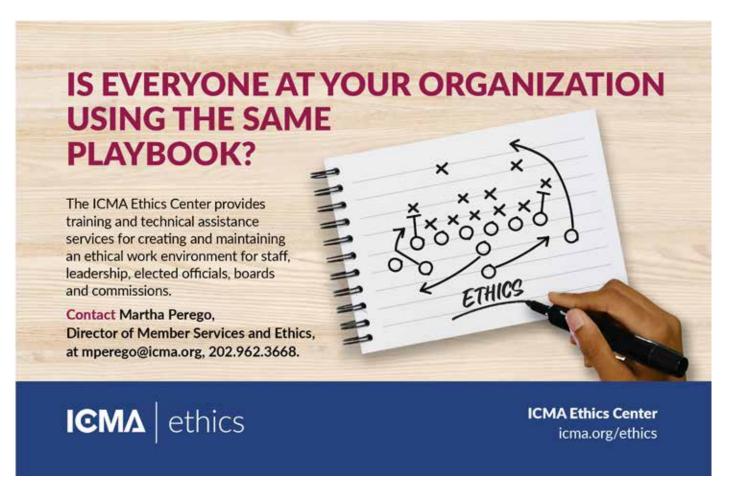
Although the Action Plan was 100 pages long, it was actionoriented and community-generated. Projects are underway and some have already delivered positive results. Community virtual events, a collaborative website, and regular media presence have amplified the reach, message, and positive impact.

The Action Plan represented a first bold step toward community recovery and resilience—but it is a living document, meant for frequent refinement. It is also a testament to a new way of working together that holds bright promises for the future. The ICG partners have re-committed themselves through another joint resolution, and the community groups continue their work on issues in anticipation of future funding streams and collaborative opportunities.

The Intergovernmental Collaborative group learned several lessons. First, partnerships prevail—but they can slow things down. Well-executed partnerships enable far greater progress on complex issues, but working together takes extra time and effort. The ICG challenged traditional ways of making decisions and working together, ultimately forcing a creative evolution that has proven to be more efficient, effective, and lasting.

The four administrators who proposed and stewarded the new agency partnership and were already servant leaders to their elected officials and the broader community. Still, they needed to nurture greater emotional intelligence, vulnerability, and creativity at an institutional level to refresh the role and story of local government and perhaps build better community trust and confidence.

Media attention and positive acknowledgment from regional neighbors, the state legislative delegation, and the federal congressional delegation helped cement trust in a well-organized, collaborative, and integrated government approach. As it energized us for what's possible, our best times are ahead. PM



PROGRAM EXCELLENCE AWARDS

10,000-49,999 Population

SOUTHLAKE PERFORMANCE EXCELLENCE

Southlake, Texas

Shana Yelverton, City Manager Alison Ortowski, Assistant City Manager





In 2006, the new city manager in Southlake, Texas, worked with the city council to redefine Southlake's employee culture after a scandal rocked the public's confidence in the organization. The first step was to adopt five

values—integrity, innovation, accountability, excellence, and teamwork—to act as guideposts for performance. Southlake employees "lived the values" through yearly employee appreciation events and programs that identified excellent work. Still, these programs didn't always recognize what motivated employees to strive for excellence for themselves and the city's customers.

In 2013, city leaders worked with Gallup to become one of the first local governments to use their Q12 platform to conduct the city's first Gallup Q12 Employee Engagement Survey. They then combined the results with specific questions in the city's citizen satisfaction survey, using what they learned to create a correlation between employee engagement and customer satisfaction. Survey data from 2013, 2015, 2017, and 2019 helped support a roadmap for internal and external services.

In August 2020, the Wellbeing and Inclusion Survey was added, using Gallup-developed questions to gain an even deeper understanding of employees' points of view. This survey, like the others, is biannual, alternating with the Q12 survey.

The city's citizen satisfaction survey informs the engagement strategy by assessing how residents evaluate employees' customer service skills. Research shows that high engagement levels enhance customer satisfaction and, in turn, improve organizational performance. The challenge: to improve scores in specific





areas such as customer follow-up and follow-through.

In 2020, the city made two vital investments. First, the city hired an operations manager for customer service charged with pursuing excellence on behalf of the city's customers. One example of the manager's initiatives was a time study to inform voters of wait times at the polls during the 2020 election.

Second, the city established the Employee Champions Matrix Team, charged with implementing employee engagement strategies based on findings from the surveys.

The employee surveys help city leaders identify department and citywide actionable priorities. The following initiatives are just a few examples.

- An Organizational Learning and Development Strategic Operations Plan was created to address the need for a more coordinated approach to developing managers and emerging leaders.
- A "Making Better Best" work group was created to improve succession planning and internal growth opportunities.
- The public works director increased department communication and one-on-one employee meetings and saw the department's overall engagement scores improve from a mean of 3.99 (68th percentile) in 2017 to 4.26 (86th percentile) in 2019.

So what does better engagement look like in Southlake? Based on the 2019 Q12 survey, Southlake is among the top 20 percent of local governments and the top 25 percent of organizations worldwide in engagement. Approximately 53 percent of Southlake employees are engaged compared with the 34 percent average among Texas state and local government employees. Further, 83 percent of employees are satisfied or extremely satisfied with Southlake as a place to work. In the 2019 citizen survey, 90 percent of residents reported satisfaction with the city's services, showing the service delivery strides the city is making.

Beyond the numbers, there is a visible difference in employees' outlook and performance, even after facing challenges brought on by the pandemic and an unprecedented ice storm. It's not about the numbers. It's about a culture of engagement. Southlake cares about its employees and the work they do and invests time in them, elevating the bar for local government service delivery. Employee engagement is a "must have" for any high-impact organization seeking to achieve exceptional outcomes.

50,000 and Greater Population

DAVENPORT STRENGTHS INSTITUTE

Davenport, Iowa

Corrin Spiegel, ICMA-CM, City Administrator



Competition for top talent has become increasingly fierce over the past decade, and municipalities have not been immune to the challenges of recruitment. In addition, in a mobile world, employers have been challenged to engage and retain existing talent in their

organizations. Davenport, Iowa, a mid-sized city in the Midwest, found itself unable to recruit qualified candidates for positions that are key to the organizational success of the city.

City leaders recognized that to build a strong and talented workforce, they could not rely solely on external recruiting but would need to develop existing employees for promotion from within. They also recognized that while employees had ample access to training in their own technical areas, they seldom had broader leadership development opportunities that create well-rounded employees who can respond to complex situations as they arise.

In response, the city launched the Davenport Strengths Institute (DSI) in 2018 to provide city staff with leadership development training while at the same time fostering working relationships across the organization. Employees must apply to participate, and a new cohort starts every six months. The ninth cohort began in January 2021, and to date 122 employees have completed the program.

The DSI curriculum is heavily based on Gallup's materials for managers and teams, plus training on workplace appreciation,

the growth mindset, unconscious bias, and leading positive change in the workplace. The curriculum evolves with changing organizational needs. Cohorts meet monthly for four hours, and as "capstones," small groups collaborate on a project revolving around Patrick Lencioni's Leadership Fables. The city made an initial investment of \$5,000 to certify a staff member as a Gallup Certified Strengths Coach.

Cohorts have approximately 15 employees from across the organization with diverse backgrounds in tenure and position. This purposeful selection of participants enables employees to build working relationships outside of their departments and has broken down "silos" that once existed. Here's an example. In 2018, an alderman expressed concern about illicit massage parlors in the city. A team consisting of the assistant to the city administrator, a criminal investigations division lieutenant, and the fire marshal convened to address the issue. All three had been in the first DSI cohort, and the relationships they had built led to a solution that included the creation of a new ordinance requiring registration of massage therapy businesses, undercover enforcement operations, regular business checks, and connecting women found in these locations with appropriate resources.

The Strengths Institute has been a critical tool in achieving the city administrator's goal of organizational and talent development. Since its start, 16 of the 122 participants have been promoted. Employee retention has also been extremely high for DSI participants; 97 percent have remained with the city,

In 2020 Davenport dealt with unprecedented disasters— COVID 19, civil unrest, and a destructive derecho. Having strong employee leadership and the ability to work seamlessly across departments was vital to the city's ability to respond effectively and efficiently.

The DSI has also proved that city employees have a strong

appetite for professional development and will seek out opportunities when they are available. In fact, the city has a waiting list for employees who want to participate. DSI has spurred many participants to consider a career in city management and participate in further training through ICMA. For example, one graduate is a member of the Leadership ICMA class of 2022. Two additional graduates have participated in other ICMA training opportunities, and one has enrolled in an MPA program with the goal of becoming a city administrator.

By tapping the potential of the city's employees, the Davenport Strengths Institute is creating the next generation of municipal leaders who will be well-rounded and prepared to respond to the challenges cities will face in the future.



DISTINGUISHED SERVICE AWARDS

Linda M. Barton, ICMA-CM, Retired

Special Advisor, Management Partners

inda Barton's career spans 36 years of direct service to local governments in six states and nine years of service as a professional coach and facilitator for council/ staff workshops and CAO evaluations. She was the first woman to hold the CAO position in three cities and has gained a welldeserved reputation for mentoring and encouraging women and members of underrepresented groups to prepare for and step into leadership positions.

Barton is regarded by her peers as a leader, a sage, and a role model. She is admired for her grounding in local government management at all levels, her generosity in sharing her wisdom, and her support and encouragement as a mentor and advisor to interns, executive assistants, department heads, assistant city managers, and city managers.

Barton was city manager in Livermore, California; deputy city manager in Bellevue, Washington; city manager in Bedford, Texas; commissioner of employee relations with the state of Minnesota; city manager in Burnsville, Minnesota; deputy city manager in Corvallis, Oregon; and assistant to the city administrator in Lakewood, Colorado. She is now a special advisor with Management Partners.

As a manager, she was recognized for her commitment to continuous improvement in serving the community. She was among the first to formalize a leadership team with broad responsibility beyond the purview of individual departments. She provided leadership for multi-year goal setting and strategic planning, initiated city-wide customer service training, and incorporated customer satisfaction into performance evaluations. She spearheaded a downtown revisioning and revitalization project in Livermore and provided inspiration for Legacy Livermore to help build the next generation of employee leaders through professional development opportunities.

A committed member of the Women Leading Government (WLG) organization, first established in California through ICMA, Barton was one of its first board members and has been a key mentor and speaker. She also received the Leader of the Year Award from WLG in 2009.

Barton was active as a member of the ICMA Task Force on Women in the Profession and as a coach in ICMA's Emerging Leaders, Speed Coaching, and Leadership ICMA programs. She has also served on ICMA's committees on governmental affairs and policy, academic affairs, conference planning, strategic planning, and fund for professional management and the assistants' steering committee. She was ICMA's representative



for the Model Charter Review by the National Civic League in 1996, and is an ICMA Legacy Leader.

In service to other organizations, Barton has been a board member for the Minnesota City/County Association, president of the City Managers Department of the League of California Cities, and president of the California Redevelopment Association. She also served as an active member of Cal-ICMA's Preparing the Next Generation Committee.

Barton has been a frequent speaker, mentor, and coach on a variety of important topics that help build the bench for the future of the local government management profession—council/manager working relations, team building, strategic planning, preparing the next generation, and performance management. She has been tapped as a speaker for California's Preparing the Next Generation webinars and at Texas state conferences. In addition, she served as adjunct faculty at the University of St. Thomas in St. Paul, Minnesota, for several years, teaching classes in its mini-MBA program and courses in the graduate school of public administration.

In nominating her for the Distinguished Service Award, Barton's peers and colleagues cite her many contributions to local government and her commitment to professional, ethical, and effective public service throughout her career.

Daniel W. Fitzpatrick, ICMA-CM, Retired

n a career spanning 45 years, Daniel ("Fitz") Fitzpatrick has served eight cities and several stints in the private sector, bringing inspiration and innovation to each position. He has been an advisor and teacher, leading by example and mentoring dozens of young professionals and peers who seek his guidance. Fitzpatrick has also contributed significantly to ICMA as a thought leader, writer, and teacher.

Fitzpatrick has been city manager in Rochester, New Hampshire; Englewood, New Jersey; Peekskill, New York; Oak Park, Michigan; Augusta, Maine; Ogdensburg, New York; and Poughkeepsie, New York; finance director in Poughkeepsie, and city auditor in Troy, New York. In the private sector he was a vice president and CFO at Blasland, Bouck and Lee, a consulting firm, and a regional vice president at Eastern Cleaning Services—positions that gave him a perspective on the differences between service in public and private organizations.

While serving as city manager of Augusta, Fitzpatrick's "reengineering" of the state's capital city resulted in a narrative in American City & County magazine and earned him ICMA's Award for Excellence in Honor of Mark E. Keane. In Oak Park, he instituted a total quality management (TQM) program that was recognized by ICMA with a Program Excellence Award for Innovations in Local Government. The TOM program was also highlighted by the Michigan Municipal League and the National League of Cities. His initiatives in Oak Park earned two other ICMA awards as well. In 2004, Fitzpatrick was the recipient of the prestigious National Public Service Award cosponsored by the National Academy of Public Administration and the American Society for Public Administration. In 2005, ICMA awarded him its Award for Career Development in Memory of L. P. Cookingham for his contribution to the career development of young professionals.

Fitzpatrick has been a leader in several professional organizations. He served as president of the Oakland County (Michigan) City Management Association and the New York State City/County Management Association. He has been on the board of the ICMA Fund for Professional Management and the Credentialing Advisory Board and served on the Task Force on Continuing Education and Professional Development. Fitzpatrick has been an ICMA Legacy Leader since 2007.

Fitzpatrick's service to the profession began in 1979, when he served as an instructor in the ICMA Training Institute, which later evolved into ICMA University. He mentored the first graduate of the ICMA Certificate in



Management Program in 2001, and continued as an ICMA trainer for many years.

Based on his experience in the public and private sectors, Fitzpatrick has contributed to ICMA publications over the years, writing Public Management (PM) magazine articles, Management Information Service reports on contracting and customer service, and serving as a reviewer/advisor for several ICMA textbooks. He was one of 20 practitioners invited to participate in the ICMA/University of Kansas Hansell Symposium on the Future of Local Government, and his contribution was included in the ICMA book, The Future of Local Government Administration.

In nominating him for the Distinguished Service Award, Fitzpatrick's colleagues described him as a thought leader and "a literal icon in our profession." He is recognized for his dedication, professionalism, and commitment to innovation and staff development in his contributions to ICMA and the cities he has served. PM

Tom Lundy, ICMA-CM, Retired

hroughout his 44-year career in Catawba County, North Carolina, Tom Lundy demonstrated managerial excellence in his work and exceptional service to the local government management profession.

Lundy has served ICMA and the profession by mentoring emerging professionals, advising peers, and guiding ICMA's leaders and members as they ponder strategic questions and make decisions about the organization's future.

As a mentor, he serves as an ICMA Senior Advisor and provides support to members of ICMA and the North Carolina City and County Management Association (NCCCMA). He initiated the first MPA Speed Coaching Program that has been part of the NCCCMA winter seminar each year since 2013. He has hosted ICMA Local Government Management Fellows since that program started in 2004, and numerous MPA student interns, almost all of whom are still in local government service today.

His dedication to developing emerging local government leaders is further demonstrated by his weekly commitment while working as an adjunct professor in the city/county management course at the University of North Carolina School of Government. He initiated a civic education program that produced a textbook for public schools in North Carolina on local government, which received an ICMA award for civic education.

Lundy has served as ICMA's president and contributed to more than a dozen ICMA committees and task forces, most recently the Credentialing Advisory Board, which he chairs. He is a Legacy Leader and a member of the Community Builders' Legacy Society.

In the past he has served on annual conference planning and host committees; the International Committee; the Academic Affairs Committee; the Local Government Hispanic Network Board; and task forces on leadership, organizational structure and governance, and financing ICMA. He also participated in international exchanges with Japan and Australia.

Lundy has served as a member and chair of the ICMA Retirement Corporation Board and was president of both the NCCCMA and the National Association of County Administrators.

As manager in Catawba County, Lundy developed a reputation for excellence, particularly in two areas: solid waste management and intergovernmental cooperation. The county's Ecocomplex received several awards for its innovation, and Lundy never hesitated to share this innovative solid waste project across the country and around the world. In fact, Catawba County partnered with Tirana, Albania, and Telavi, Georgia, to assist the cities in developing solid waste strategies through an ICMA CityLinks project funded by the U.S. Agency for International Development.



Regarding intergovernmental cooperation, Lundy frequently assisted municipalities in the county and the region as a partner in such areas as building inspections, serving as the IT provider for some smaller local governments, and partnerships to reduce duplication of services with the three school systems in the county.

Under his leadership, Catawba County won numerous awards for its innovative programs. It has won nine of the highly competitive North Carolina Association of County Commissioners (NCACC) Outstanding County Program Awards and four of the prestigious NCACC Ketner/Local Government Federal Credit Union Productivity Awards, given annually to only 10 programs in North Carolina that have increased employee productivity. In recent years, Catawba County received a Government Innovation Grant Award for its innovative use of quick response (QR) codes on building permits issued in the county. The Ecocomplex was recognized with the national Thomas H. Muehlenbeck Award for Excellence in Local Government. The county has received 194 Achievement Awards from the National Association of Counties (NACo) and two program awards from ICMA—for community health and safety and community partnership.

The Distinguished Service Award recognizes Lundy for a lengthy career of dedicated service to local government, the next generation of local management professionals, and ICMA.

Anne L. Pflug, Retired

Student Chapter Mentor, University of Washington at Seattle Student Chapter

n more than 40 years of exceptional public service in Washington and Oregon, Anne Pflug has helped break down barriers for women and others in leadership positions in professional city management. She is known as a mentor to many; a teacher to graduate students anticipating careers; a thought leader in equity, race, and inclusion in the public sector; and a manager who continues to lead through innovation.

As one of the female management pioneers in the Pacific Northwest, Pflug held many "first" positions. She was one of the first female professional managers in Washington when she was city administrator in Poulsbo (1976–1981) and city manager in Bothell (1988–1995). She has also been finance director in Springfield, Oregon, and assistant to the manager in Bellevue, Washington, and has held interim management positions in Kirkland, Bellevue, and Shoreline. At the state level she worked as a manager with the Department of Community, Trade, and Economic Development, and as interim chief financial officer for the Washington State Football Stadium Authority. She also owns a public service leadership consulting business.

In 2018, building on ICMA data showing the lack of female diversity in local government management, Pflug personally took this as a call for action and created the Northwest Women's Leadership Academy (NWWLA) to mentor and coach others, like herself, in the profession. She helped create the curriculum, taught courses, and enlisted partners. In March 2021, the second cohort of NWWLA graduates were ready to take key places in public service leadership positions, bringing the total to 120.

Pflug has served for 10 years as a senior advisor for the Washington City/County Management Association (WCMA), eight years as a lecturer at the University of Washington Daniel J. Evans School of Public Policy and Governance, and seven years at Central Washington University. She also conducts training and serves as an executive coach.

She has been a speaker at WCMA and Oregon City/County Management Association conferences and training sessions and an active participant in task forces and committees focused on improving local government operations.

Pflug's many accomplishments have garnered accolades, including the WCMA's Intergovernmental Negotiations Excellence Award and recognitions by the communities of Springfield, Bellevue, Bothell, Shoreline, Kirkland, Pasco, and Poulsbo.

In academia, Pflug believes in bringing practical, real-world examples into the classroom: "Teaching is at its best when students can actively apply what they have learned." She has taught courses that are fundamental to professional state and local government management, with a specific focus on race and equity, leadership, and organizational development.

In her role as a mentor, Pflug is viewed as the "most senior Senior Advisor" because of her experience in both local



government and higher education. She has advised peers and has pushed for increased internships and other opportunities for women and other underrepresented groups who are entering and advancing in the profession. She is well positioned to connect students with internships and other opportunities.

Pflug has grounded her leadership training in detailed research and analysis, as shown in her research and writing as a project manager for the Washington Department of Community, Trade, and Economic Development. She was the principal investigator for studies on local government management, service delivery, and finance for customers that included the Washington legislature, the governor's office, the state treasurer, and local government associations. These studies have included evaluation of county government operations and led to improvements across the state.

Pflug's passions include advocacy for disability and mental health services and equity in the criminal justice system. Drawing on decades of experience with courts, jails, and police, she is creating a Criminal Justice Race and Equity Tool Kit with the goal of "addressing racism at its core."

In nominating her for the Distinguished Service Award, her peers praise her as one of the Pacific Northwest's iconic examples of dedicated public servant leaders who has personally made an outstanding contribution to the management profession and local government as a manager, lecturer, researcher, mentor, coach, and friend. PM

ICMA HONORARY MEMBERSHIPS



He sought to educate the public with a curriculum called "Cities in the Classroom," which promotes professionalism in municipal government for seventh-grade civics programs.

Michael Sittig

Executive Director Emeritus Florida League of Cities

ichael Sittig retired in September 2020 after 25 years as executive director of the Florida League of Cities (FLC). He was the Florida City and County Management Association (FCCMA) executive director in the mid-1970s for several years (records from that time do not exist) and again from 1992 to 1996. Prior to his tenure with the League, he served for two years as assistant city manager in West Palm Beach.

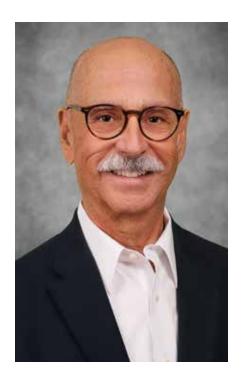
FLC provides administrative staffing for FCCMA, so Sittig's positions brought him into close contact with Florida's city and county managers, deputies, assistants, and other professionals, and he consistently supported their interests. He was front and center in defending several challenges to the council-manager plan and expanding FCCMA's membership to include county managers. He included managers on each FLC policy committee so that they had an active advocacy role in Florida and nationally—and he also lobbied state agencies to appoint city managers to advisory committees and boards whenever possible.

Under his leadership, the League ensured assistance to each city, town, and village (and many counties) with research, publications, conferences, and technical support. He urged managers to take advantage of FLC programs that would help their communities and regularly engaged FCCMA members in brainstorming sessions, retreats, and other activities. He helped create the Center for Florida Local Government Excellence (now at Florida Gulf Coast University) and ensured its financial sustainability with funds from FLC for more than a decade.

As FLC's chief lobbyist, he was a stalwart defender of municipal home rule powers. He also sought innovations in local government fiscal capacity and pushed for administrative reforms for most reporting requirements, rule-making procedures, and state agency relationships across the state.

Sittig was a vocal advocate for professional development of municipal staff, and his educational outreach included conferences, regional workshops, and digital events for practitioners. He also sought to educate the public with a curriculum called "Cities in the Classroom," which promotes professionalism in municipal government for seventh-grade civics programs.

Honorary Membership is conferred on Sittig in recognition of his support of professional managers, his contributions to strengthening the structure of local government, his leadership in increasing citizen understanding of local governance, and his role in enhancing the responsiveness and effectiveness of local government.



ICMA recognizes Strobeck's proactive support of professional local government management, the council-manager form, and his tireless service to Arizona's city and town managers.

Kenneth L. Strobeck

Former Executive Director League of Arizona Cities and Towns

en Strobeck served as executive director of the League of Arizona Cities and Towns from 2006 through 2019. In that capacity, he consistently supported the professional development and overall goals of the Arizona City/County Management Association (ACMA) through personal counsel and through a contracted agreement for management services. He also consistently supported and encouraged the council-manager form of government in the League's legislative lobbying efforts, its media relations, its publications, and its work with individual cities and towns. He personally supported members in transition and facilitated difficult policy/issue discussions among communities and their managers. He was readily available to members of ACMA and participated in strategic planning retreats with its executive board.

Prior to his service with the League in Arizona, Strobeck was executive director of the League of Oregon Cities, where he provided similar support and advocacy for local governments in that state. Earlier, he was a member of the Oregon House of Representatives and was recognized by the League for his support of city-friendly legislation.

During Strobeck's tenure, the Arizona League regularly highlighted the council-manager form of government during programs at its annual conference, in its annual training for newly elected officials, in its presentations to communities considering incorporation, and in new programs developed under his leadership, such as AZCities@Work.

Strobeck made numerous presentations to city and town councils and various civic and political groups on the structure and function of municipal government in Arizona, emphasizing that cities and towns with professional managers are run efficiently and have the support of their residents. He also advocated for the council-manager form in presentations to college and university classes and made himself available to local government interns.

Strobeck rewrote the publication, Council-Manager Government in Arizona, and edited other League publications that promote the council-manager form. He directed League staff to emphasize the council-manager form in social media whenever possible.

Under Strobeck's leadership the League offered an affordable recruitment service that was particularly valuable to small and rural communities with limited resources.

Strobeck served on the National League of Cities governing board and was a member of ICMA's Governmental Affairs and Policy Committee. He was an ex-officio member of the Arizona Municipal Risk Retention Pool (AMRRP) and contributed to positive decisions that have led to strong financial health of the risk pool and ultimately savings and better coverage for the 75 participating cities and towns.

The League's support for Arizona's managers goes well beyond its management services. It provides crucial education of elected bodies, protection of tax resources, and resistance to encroachment on home rule—without which local government professionals can't do their jobs.

For his proactive support of professional local government management and the council-manager form and his tireless service to Arizona's city and town managers, ICMA confers honorary membership on Ken Strobeck.

CELEBRATION OF SERVICE

In recognition of ICMA members' years of public service, these members will be presented awards in 2021.

50-Year SERVICE AWARD RECIPIENTS



Darlene Burcham has served in Virginia for her entire 50-year career. Since July 2020, she has served Pulaski, first as interim town manager and now as town manager. Before that she was in Clifton Forge as interim town manager (2010) and town manager (2010-2020), in Roanoke as city manager (2000-2010), and in Norfolk as human services director (1987-1989), assistant city manager (1989-1994), and deputy city manager (1995-2000). Early in her career, she was assistant county administrator in James City County (1979-1987) and director of social services in Hampton (1971-1979).

45-Year SERVICE AWARD RECIPIENTS



John Bennie, chief executive officer in Greater Dandenong City Council, has spent his 45-year career in Victoria, Australia, serving seven municipalities. He began his career as a graduate

engineer for Doncaster and Templestowe City Council (1976-1980) and went on to positions as works engineer (1980-1988), deputy city engineer (1988-1990), and city engineer (1990-1994) with Hawthorn City Council; district manager with Boroondara City Council (1994-1995); group manager, service planning, with the Mornington Peninsula Shire Council (1995-1999); and director of engineering services and later chief executive officer with Manningham City Council (2000-2006).



Russ Blackburn has served as city manager in Port St. Lucie, Florida, since 2016. He began his career in the private sector (1974-1976) before taking a position as a program analyst with the Lower

Savannah Council of Governments, South Carolina (1976-1977). He went on to serve as director of planning and grants administration in Beaufort, South Carolina (1977-1982); community development administrator in Charleston, South Carolina (1982-1984); assistant county administrator in Greenville County, South Carolina (1984-1987), Lee County, Florida (1987-1989), and Loudoun County, Virginia (1989-1997); county administrator in Martin County, Florida (1997-2005); and city manager in Gainesville, Florida (2005-2015).



Richard M. Brown, **ICMA-CM**, has been town administrator in Somerset, Massachusetts, since 2015. Previously, he served as town administrator in Freetown, Massachusetts (2012-2014),

technical specialist with FEMA (2010-2011), city manager in East Providence, Rhode Island (2006-2010), and city manager in New London, Connecticut (1992-2006). In Petersburg, Virginia, he was assistant finance director (1980-1981), assistant city manager (1981-1984), and city manager (1984-1992). In Jefferson County, Alabama, he served as a senior administrative analyst (1977-1980) and administrative analyst (1975-1976). He started his career as an intern with the Commonwealth of Kentucky Office of Policy Management (1974-1975).



Julie Couch has served three Texas municipalities during her 45-year career. She assumed her current position as town manager in Fairview, Texas, after serving on an

interim basis. Before that, she was in Rockwall as an administrative assistant (1979-1980), assistant city manager (1980-1993), and city manager (1993-2011). She began her career in Seagoville as an administrative intern (1975-1976) and administrative assistant (1976-1978).



David Cressman, ICMA-CM, Retired, most recently "re-retired" after serving as town administrator in Atkinson, New Hampshire (2019-2021). Most of his career was in Massachusetts,

serving in Tewksbury as town manager (1988-2009) and in Dartmouth as executive administrator (2009-2012) and town (administrator (2012-2018). After retiring and "un-retiring," he served in Winthrop, Massachusetts, as town manager (2018). He started his career working for the city of Allentown, Pennsylvania (1975-1980), working as an intern, planner, and then legislative aide to the city council. He then went to Hartford, Connecticut (1980-1988), starting as a management analyst before advancing to chief management analyst and director of management and budget.



Richard (Rick) French,

county manager in Alexander County, North Carolina, has served two counties, two cities, and two towns in the state. He was county manager in Lincoln County (1993-

1998), city manager in Newton (1988-1993), city administrator in Hamlet (1986-1988), and town manager in Mebane (1983-1986) and Huntersville (1976-1983).



James R. Fulcher, borough manager in New Holland, Pennsylvania, was previously borough manager in Mercersburg, Pennsylvania (1983-1985), county coordinator in Grant County,

West Virginia (1977-1983), and program manager in Centre County, Pennsylvania (1976-1977).



Michael Frazier has served three Arizona cities in his lengthy career, most recently as city manager in Surprise since 2018. He started his career as a police officer and assistant police chief in

Phoenix (1975-2007) and went on to become police chief in El Mirage (2007-2011) and Surprise (2011-2015) before becoming assistant city manager in Surprise (2015-2018) and later assuming his current position.



Robert (Bob) Hagemann has been county administrator in Jefferson County, New York, since 1996. He started his career as administrative aide to the city manager in Mexico, Missouri (1976-1976). He

went on to become administrative aide to the city manager in Columbia, Missouri (1977), before moving on to Muskegon, Michigan, where he was administrative assistant to the city manager (1977-1981), assistant city manager (1981-1983), city manager (1983-1989), and economic development specialist (1989). He then served as city manager in Altoona, Pennsylvania (1990-1994) and township manager in Logan Township, Pennsylvania (1994-1996), before advancing to Jefferson County.



Matthew Lutkus, town manager in Damariscotta, Maine, has served three other municipalities during his 45-year career. He started as an administrative intern in West Hartford, Connecticut

(1976-1977), and a public management intern in Kansas City, Missouri (1977-1978). He went on to become a budget systems analyst in Kansas City (1978-1980) before serving in four positions in Westminster, Colorado: assistant to the city manager (1980-1984), director of employee services (1984-1988), director of general services (1988-1991), and deputy city manager (1991-2012).



Mark McNeill, ICMA-CM, has been city administrator in Mendota Heights, Minnesota, since 2015. Before assuming his current position, he held city administrator positions in

Shakopee, Minnesota (1996-2014), Mason City, Iowa (1994-1996), and Savage, Minnesota (1983-1994). Before that, he was parking and traffic manager in Sioux City, Iowa (1981-1983).



Max Royle, city manager in St. Augustine Beach, Florida, began his 45-year career as an administrative assistant in Leavenworth, Kansas, in 1976. He went on to St. Petersburg Beach, Florida, where he

served as city planner (1976-1977), acting city manager (1977-1978), and city manager (1978-1988). In 1988-1989, he was city manager in Seward, Alaska, before going to St. Augustine Beach.



Mary Rupp has been special assistant to the city manager in Cushing, Oklahoma, since 2019. She started her career as secretary to the city manager in Stillwater (1976-1987). She went on to serve Stillwater as

assistant/deputy city manager (1987-2011), before moving on to become city manager in Perry, Oklahoma (2012-2016). She then served as interim city manager in Norman (2018-2019) before advancing to her current postion in Cushing.



John L. Salomone has devoted his lengthy career to cities in Connecticut and New York. He has served as city manager in Norwich, Connecticut, since 2016. Before that, he was town

manager in Newington, Connecticut (2006-2016) and city manager in Auburn, New York (2000-2006). His earlier positions were all in Connecticut: town manager in Cheshire (1997-2000) and in Watertown (1992-1997), director of finance in East Hartford (1991-1992) and Ridgefield (1988-1990), administrative officer with the Connecticut Conference of Municipalities (1987-1988), director of finance in Milford (1983-1987), assistant town manager in Watertown (1978-1983), budget director in Greenwich (1976-1978), and budget analyst in St. Petersburg (1975-1976). He was in the private sector in 1990-1991.



Eric Smith has been city manager in Englewood, Ohio, since 1979 and has served that city for his entire career. Before his promotion to the manager position, he was director of service (1977-1979) and city

planner (1976-1977).



Craig Stevenson serves as chief executive of New Plymouth District Council, New Zealand. Before assuming that position in 2017, he served South Taranaki District Council in four positions: chief executive

(2004-2017), group manager, community services and development (2000-2004), corporate services manager (1998-2000), and information services manager (1989-1998). For the former Hawera District Council he served as deputy treasurer (1985-1989). Early in his career he also held various clerical positions with Palmerston North City Corporation (1978-1985) and prior to that was a laborer with the Hawera Borough Council (1976 to 1978).



Julian M. Suso, ICMA-CM, town manager in Falmouth, Massachusetts, began his career in Ohio as director of planning in Wayne County (1976-1983), city manager in Rittman (1983-1986), assistant

to the city manager (1986-1987) and vice city manager (1987-1990) in Cleveland Heights, and city manager in Mentor (1990-2006). From Ohio he went to Massachusetts, serving as town manager in Framingham (2006-2011) before taking the position in Falmouth in 2011.

David Page Adamson General Manager City Services Christchurch, New Zealand

Michael G. Bartholomew City Manager Des Plaines, Illinois

Michael J. Bobinsky Director of Public Works & Utilities Somersworth, New Hampshire

Gregory E. Buckley City Manager Two Rivers, Wisconsin

David R. Caron, ICMA-CM Town Administrator Derry, New Hampshire

Anthony Caudle Deputy City Manager Wilmington, North Carolina

Jay W. Cravens Director of Development Collierville, Tennessee

Charles E. Dane Assistant City Manager Hopewell, Virginia

Mark G. Deven City Manager Arvada, Colorado

John A. Elsesser, ICMA-CM Town Manager Coventry, Connecticut

Ron R. Fehr City Manager Manhattan, Kansas

Brian Gramentz New Ulm, Minnesota Roger T. Hernstadt Town Manager Fort Myers Beach, Florida

Michael J. Johnson City Administrator New Prague, Minnesota

Robert B. Johnston Sr. City Manager Clinton, Oklahoma

Donna M. Kazia Personnel Director Anderson, South Carolina

Melvin A. Kleckner Town Administrator Brookline, Massachusetts

Kelvin E. Knauf Director of Planning & Community Development Orange, Texas

Cornell F. Knight Town Manager Bar Harbor, Maine

Jody McAfee Kole Chief Executive Officer Grand Junction Housing Authority, Colorado

Kenneth J. Leetham City Manager North Salt Lake, Utah

Paul A. Leonard Township Manager Upper Dublin Township, Pennsylvania

Brenton B. Lewis City Manager Woodcreek, Texas

Bert Lumbreras City Manager San Marcos, Texas

Mark S. Mansfield Assistant Township Manager Upper St. Clair Township, Pennsylvania

Patricia E. Martel ICMA West Coast Regional Director Napa, California

Barbara M. McKerrow Chief Executive Officer Wellington, New Zealand

Lucinda L. Mester Deputy City Manager Falls Church, Virginia

Willie Norfleet Jr. Village Manager Maywood, Illinois

David M. Osberg City Administrator Eagan, Minnesota

Joseph D. Parente City Administrator Parkville, Missouri

Norman Risavi County Administrator Montross, Virginia

Terry C. Schwerm City Manager Shoreview, Minnesota

Robert A. Stalzer City Manager Fairfax, Virginia

Leon Edward Towarnicki City Manager Martinsville, Virginia

Ana M. Urquijo, ICMA-CM Interim Assistant City Manager Tucson, Arizona

Kenneth R. Williams City Manager Buda, Texas

Nolan K. Young City Administrator Fairview, Oregon

Judith Ann Zimomra Sanibel, Florida

Louis A. Zullo Personnel Director/ Assistant Town Manager Cheshire, Connecticut

Carl L Alsabrook Brian W. Funderburk, ICMA-CM Daniel O'Donnell, ICMA-CM

Kevin P. Anderson Riccardo F. Ginex, ICMA-CM Richard C. Olson
Thomas Lane Anderson Mary K. Giordano Daniel P. O'Malley

Stephen A. Arbo Thomas K. Harmening Barbara Burns Matthews

Thomas J. Aspell Jr. William E. Harrell Joseph F. Pantano

Robert O. Barber Bret C. Heitkamp Charles P. Potucek

James A. Bennett, ICMA-CM Joseph A. Helfenberger Barry John Quirk

Eric G. Berlin Randall W. Hemann, ICMA-CM Marc Roberts

Paul T. BockelmanDavid J. HemzeRichard J. RoednerMichael T. BookerMark E. HindmanCynthia D. Rohlf

Rebecca Allen Bouska, ICMA-CM Jack Hobbs, ICMA-CM William H. Schimmel Jr.

Mark S. Brown Jane E. Mahony Howington Darrel P. Schmalzel

Patrick H. Burtch Paul Jepson David C. Scott, ICMA-CM

Patrick A. Cannon Faye W. Johnson William R. Shane

Susan Canon Teri P. Killgore Michael Timothy Smith

Rafael G. Casals, ICMA-CM Kenneth D. Krombeen Dennis Speer

Joseph A. Cavallaro Debra Kurita, ICMA-CM Craig Stephenson, ICMA-CM

David C. Cooke Linda K. Kutchenriter Tracy Diane Stevens

Ricardo T. Cortes Raymond C. Liggins Eric Swanson, ICMA-CM

Ryan D. Cotton Robert W. Lohr Jr. Russell P. Taylor
Raymond R. Cruz Lynn H. Markland Zina M Tedford
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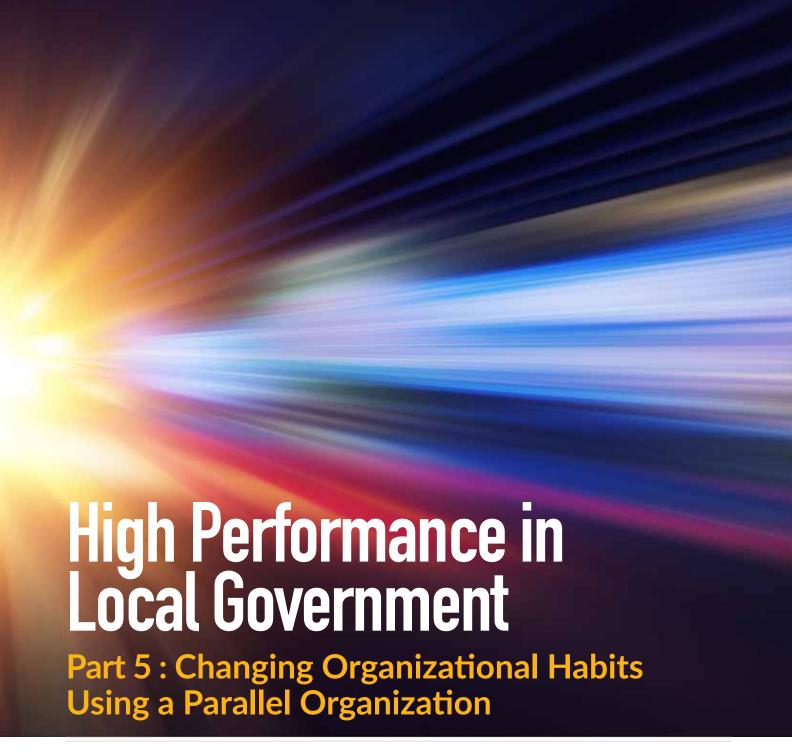
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The effective use of a parallel organization is a change mechanism for higher performance, enhancing the work of leadership across all parts of the organization.

Over the past four issues, we have reviewed major factors that contribute to creating a culture for higher performance. We concluded last month with a focus on the necessary work of leadership. In this article, we look at the concept of a parallel organization—a way to perform the work of leadership alongside our production work.1

BY DON JARRETT. WITH PATTY **GENTRUP**

Choosing Our Work, Using Our Time

In his book, Seven Habits of Highly Effective People, Stephen R. Covey adapted a time management system used by then General, later President Dwight Eisenhower to demonstrate how most of us sort and decide what we choose to do each day. In Covey's time matrix, shown in Figure 1, the vertical

Figure 1

	URGENT	NOT URGENT
IMPORTANT	QI Activities: - Crises - Pressing problems - Deadline-driven projects - Production work	QII Activities: - Prevention - Capacity building - Relationship building - Recognizing new opportunities - Planning, recreation
NOTIMPORTANT	QIII Activities: - Interruptions, some calls - Some email, mail, reports - Some meetings - Proximate, pressing matters - Popular activities	QIV Activities: - Trivia, busy work - Some mail, email, reports - Some phone calls - Time wasters - Pleasant activities

axis represents the degree of importance attached to a work demand, and the horizontal axis represents the sense of urgency to complete it.2 Quadrant I (QI) work is essentially production—doing tactical thinking and task and management activities. QII work is essentially leadership preparation activities, strategic thinking, and capacity and culture building. QIII is essentially "busy work," and QIV is mostly wasted time.

We generally choose to do QI work first. It has practical, productive applications. It's important for getting things done. Next, we do QIII work, succumbing to the sense of urgency and desire to check something off the list, believing that it yields production. We actually choose third to do QIV activities. Our important QII leadership work receives our lowest priority, and we do it last.3

One of the reasons we do not readily do OII work is that we do not consider some leadership, such as relationship building, to be real work. Another reason is that

leadership is hard, and we are not very proficient at most of it. Finally, we think that we don't have time. None of these or other reasons have real merit. Leadership is real work. And, we do have the time; the issue is how we choose to use it.

Indeed, production improves when we do more QII work, when we build culture and productive capacity, strategize, learn, and plan. Time spent in QIII and QIV activities too often detracts from actually getting meaningful things done. Consider, for example, the meetings we leave wondering why there was a meeting, the reports we prepare that no one reads, or the emails sent to too many people as a "just in case." We can find time to do QII work by reducing or eliminating the QIII and QIV work. Our QII work should be done with a sense of high priority and intentionality.

Where You Do Work **Matters**

While we have been diligent in structuring our time and workspace for QI production, we haven't for QII thinking,

learning, and planning. The parallel organization is that QII time and workspace, a part of our organization, working in tandem with the existing organizational structure and its methods of operating. Each part has a time, place, and process to do its specialized, differing work. We cannot continue to expect our organizations to effectively do "right-brain" strategic leadership work in a "left-brain" tactical production mode.

The Parallel Workplace-**Form and Purpose**

The parallel organization is more than conceptual. It is a very significant organizational practice that needs to be followed routinely by every individual, work group, department, and executive team. It is, for example, the time and place where individuals explore the high performance questions we discussed in the June issue; where work groups, like the snow removal unit, do strategic analysis about best practices and ways to improve; where departments establish collaboration and networks

internally and with others to better perform their missions; and where executive leadership teams develop additional resources and long-range plans.

To be effective, the "parallel" environment must be physically and mentally separated from the daily QI work environment. Its purpose is to provide opportunity to learn, think, debate, and discuss; to focus on leadership, establish relationships, and practice a high-performance Likert System 4 work culture.

It is essential that the parallel be reserved only for QII leadership work. The environment must be free of hierarchy and established process management procedures, using instead highperformance teamwork and value-based team dynamics. It must be sufficiently "official" to ensure a sense of discipline to schedule, commit to, and do the QII work, yet it must be flexible enough that it can be designed and practiced by all levels and divisions in the organization in a manner that works best for them.

However, we must appreciate that the parallel is not totally independent of the hierarchical side of the organization. It supports and benefits the organization and its means of production. For that reason, the conclusions, proposed actions, strategies, and changes developed in parallel are pushed back to the hierarchy for consideration and implementation as appropriate.

Being in Parallel

The work of leadership done in parallel requires the full use of a participative management system (Likert System 4) practiced according to the following guidelines:

No hierarchy or status.

In parallel, everyone is an equal participant, has no recognized expertise, and contributes. It is difficult, of course, to check status at the door. I know that my status as a lawyer unintentionally influenced many in our QII discussions, and I constantly had to be conscious of how I offered my input.

Agreed-upon and understood values and ground rules. In parallel, everyone needs to feel comfortable and psychologically safe, with a high degree of trust and respect. The best method for creating that environment is open dialogue, personal sharing, building relationships. Trust and openness are enhanced when those who are present share agreed-upon values with understood behavioral expectations. Every gathering should include time for sharing and re-enforcing the values and expected behaviors.

One team. The objective in parallel is interdependence, whether at the work group level or the entire organization, with everyone working toward the same purpose, focused on the best consideration for the organization as a whole. To do that, everyone must share responsibility for the entire organization and not act as a representative of some part.

Diversity, inclusion, and **unity.** The efforts in parallel are aimed at getting the best shared thinking available. Therefore, it is important to have a wide degree of diversity and inclusion, with a constant mindset of "what input are we lacking?" The participants must be vigilant to ensure that diversity and inclusion are valued as highly, if not more so, than unity.

Honor conflict and respect persons and differences.

We cannot continue to expect our organizations to effectively do "rightbrain" strategic leadership work in a "leftbrain" tactical production mode.

A full, open exchange of views can occur only when the participants honor conflict, realizing that differences of viewpoint are positive. Likewise, openness occurs only when viewpoints are respected, even in disagreement, and the differences are not personalized. Respect includes an understanding that while the substance of discussions can be shared outside the parallel, who said what should be confidential. Furthermore, there can be no retribution or negative consequences imposed in the hierarchy for viewpoints or disagreements raised in the parallel.

Enforcement and responsibilities are shared by all in parallel. Each participant in parallel must fully share the responsibilities for how the parallel operates. Violations of the guidelines, the agreed-upon values, or behavioral expectations must be addressed by the participants. We must establish relationships sufficient to provide feedback and to coach each other.

Operating in the Parallel

The work in parallel is conducted as teamwork. We believe parallel teams, whether permanent or temporary, should have and maintain a defined membership, with no allowed substitutions. Relationship building, good teamwork dynamics, and effectiveness are affected by membership changes.

All work process should be facilitated by a skilled, trained facilitator. Organizations must resist the temptation to "manage" the work process with structured agendas, time restrictions, and controlled processes. At the conclusion of each meeting, the team should evaluate its process and agree upon the work to be addressed at the next meeting. Facilitators can be brought into the parallel or can be members of the team, but if a member of the team, then that member cannot be a participant.

The work process itself should focus on consensus building. While a consensus decision is the objective, the more important factor is the process. Consensus means shared thought, and consensus building ensures that all thoughts are on the table. Too frequently, we seek easy pathways to claim consensus, such as asking whether everyone can support some popular proposition. Consensus is not voting, or choosing between two options, or compromising on alternatives. What we really want is the thoughtful exchange of viewpoints, "thoughtsmithing" rather than wordsmithing, the consideration of pros and cons, and the pursuit of a better conclusion.

Relationships

Without a doubt, the effective use of a parallel organization enhances the development

of relationships across all parts of the organization. Those relationships transfer readily from the parallel to the hierarchy, greatly increasing collaboration and production. It is the change mechanism for higher performance.

Growing Culture, Cultivating Change

In our next and final part, we will look at ways to grow and reinforce the culture, at adaptive change to align and evolve the way we work, and at practices that sustain the change and foster creativity. PM

ENDNOTES AND RESOURCES

- ¹ The "parallel organization" concept was championed by Dr. Robert Matson in his work at the Federal Executive Institute and University of Virginia.
- ² The axes can represent other criteria, such as consequences, their significance, and likelihood to be incurred now or later. The sorting is the same—magnitude and time.
- ³ That is often true in our personal life choices as well, such as retirement or health planning.

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Roger Kemp's background and professional skills are highlighted on his website. Dr. Kemp was a city manager in politically, economically, socially, and ethnically diverse communities, on both coasts of the United States

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