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ICMA

ADVANCING PROFESSIONAL LOCAL GOVERNMENT MANAGEMENT WORLDWIDE

PM
PUBLIC MANAGEMENT

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This issue of *PM* is available online at icma.org/pm November 1, 2012.

BY MARTHA PEREGO

BUT THAT'S MY JOB!

No place for a "go along to get along" mentality

Resisting encroachment on your responsibilities is more than just a battle over turf. Allow me to explain.

The national search to find the next police chief for a city produced two finalists: a highly rated deputy from another city and an internal candidate with 25 years of service in the department. The city manager, who was responsible for the selection, had a tough decision to make as both were highly rated leaders.

On any given day, being a police chief is a challenging job. Whoever was selected for this city would face the daunting task of winning back the public's trust. Two recent and high-profile incidents had the department and the city's leadership under intense public scrutiny. With this in mind, the city manager decided that the external candidate had the greatest likelihood of success on all fronts.

After the Choice

Decision made, the manager started the process of informing the elected officials with a call first to the mayor. The manager summarized the key reasons that led to his choice noting that the formal announcement would come the next day.

In clear and uncertain terms, the mayor opposed the manager's decision. No amount of persuasion or comparison of the candidate's attributes would sway the mayor's opinion.

Tired of the back and forth, the mayor finally told the manager to choose the internal candidate. The manager informed the mayor that he was sticking with his initial decision. In closing the conversation, the mayor alluded to a future conversation with the city council about the manager's "leadership style." After the manager announced his selection the next day, the mayor publicly criticized the decision.

The conversation about the manager's leadership style—it never took place. The mayor didn't get traction from his posturing. The city council as well as the public backed the manager on this one.

This true story is probably more commonplace than one would imagine. Elected officials cross the line into management's realm. Managers drift into policy decisions that are the responsibility of elected officials. We are navigating along a two-way street except that managers generally don't have the same type of leverage to use with their bosses.

PM
PUBLIC MANAGEMENT

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

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Peace or Principle

If this happens all the time, why fight it? Isn't peace between the parties more important than principles? The answer is no! This is a principle worth fighting for and here is why:

- **It's about respect for the law, not power.** Elected officials and appointed managers hold a public office. Their duties are outlined in the law, be it a state statute, local charter, ordinance, or other. And all parties took an oath to uphold the law. Democracy doesn't function well when the rule of law gets discarded by those who swore to uphold it.
- **Governance and oversight matter.** Elected officials perform a critical governance role in providing oversight of the management of the organization. The door for abuse and corruption is wide open when managers play both the management and oversight role.
- **Arbitrary decisions are costly.** An actual or perceived lack of fairness or equity in actions taken by a public agency, especially in personnel, can create a real financial liability.
- **Assume no ill intent.** Most elected and appointed officials are well intentioned. They drift into the other's territory due more to a lack of understanding of their role than a desire to be Machiavellian. Coaching helps.

Local government professionals have an ethical obligation to resist encroachment on their duties. There are real consequences to the organizations and public we serve when we lack the courage to do our jobs. There is no place in the profession for a "go along to get along" mentality. PM

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BY BONNIE SVRCEK, ICMA-CM

ICMA 2012–2013 PRESIDENT'S MESSAGE

A road map for the year ahead

Great keynote speakers, incredible sessions, and social networking at its finest defined ICMA's annual conference in Phoenix last month! Many thanks to the Phoenix/Maricopa County Host Committee for welcoming ICMA to Arizona and to the Conference Planning Committee for creating educational sessions that were so relevant to the work that each of us does to make our communities the best places to live, work, play, and visit. We left Phoenix reconnected, reengaged, recommitted, and renewed to lead our communities.

Throughout this year I will connect and communicate with members in many ways, including in *PM*. As communication is critical to resident engagement in our communities, communication from ICMA is critical to ICMA member engagement.

My Plans

I want to share with you a few of the areas that I will focus on as ICMA's president between now and the time members meet again at the annual conference in Boston, Massachusetts, September 22–25, 2013. (You might want to save this date on your calendar now!)

Here are my goals for the upcoming year and corresponding performance measurements or indicators of success:

- **Member engagement.** Challenge members to value their investment in membership by doing "Just One Thing" to engage in ICMA; for instance, contribute to the Knowledge Network, volunteer for a committee or task force, attend a regional summit or the annual conference, contribute to the Fund for Professional Development or Life Well Run Campaign, explore the ICMA Web site on a weekly basis, attend a webinar, become a Legacy Leader, sponsor a Local Government Management Fellow, become a Credentialed Manager, and more.
  —Success indicator: *Each of these areas will experience increases from the current year.*
- **Enhance communication with affiliate members.**
  —Success indicator: *The president will communicate quarterly (October, January, April, July) with affiliate leadership.*
- **Create a Task Force on Women** in Local Government to review the status of women in the profession. (The group's first meeting was held in Phoenix.)
  —Success indicator: Recommendations and strategies for increasing the presence of women in local government management will be defined.
- **Explore opportunities to partner with our peer organizations** (Government Finance Officers Association, American Public Works Association, American Planning Association, and others).
  —Success indicator: *A meeting will be convened to explore potential opportunities to collaborate and strengthen ICMA through broadened peer association partnerships.*
- **Increase the number of ICMA student chapters.**
  —Success indicator: *Increase the number of student chapters from 11 to 20.*

My Promise

These are some items on my plate that I hope will make ICMA an even stronger member-driven association. And, with your help and engagement, what I know for sure is that in Boston in 2013, and paraphrasing *The Athenian Oath,* together we will have ". . .transmitted ICMA, not only not less, but greater and more beautiful than it was transmitted to us."

With much admiration and gratitude for the work that you do every day to make your communities better places to live, work, play, and visit. PM

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WHAT'S THE BEST ADVICE YOU'VE EVER RECEIVED?

THOMAS DOWLING
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After more than 40 years of local government service and working as a senior manager since 1987, I have had the opportunity to reflect many times on advice given over these years.

The best leadership advice I have been given is to bring people on your journey with you. The impact of people willingly sharing the same journey with the same end destination creates amazing results, which have enormous positivity and goodwill for all involved.

For example, if a local government body, state agency, and the population in the community share and understand the same vision for their community, then they can achieve anything they desire.

If, however, you force or impose your vision on a community or indeed the staff in the local government organization, there will be resentment and a poor outcome with significant reputational damage to the organization. It will be seen as uncaring and believed by the people that it also neither consults nor listens adequately.

ELIZABETH DRAGON
City Manager
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I am not sure where I learned this piece of advice, whether from a book, in a class, from a mentor, or just from my experiences along the way but the best advice was: Never ask someone to do something you wouldn't do yourself. For me, this means showing department heads and employees that you live by the same set of rules.

Lead by example! Setting high expectations for yourself will filter down to high expectations for the rest of the organization. Employees and other managers respect this and will follow a leader who is worthy of their respect.

I have also found that employees respect a leader who isn't afraid to get her hands dirty—literally. Pick up litter on the way to your office and be the example because sometimes actions speak louder than words.

Also, don't be shy about opportunities to get out of the office and connect with employees. Lead, but don't forget to take everyone else along with you. The best leaders set the example and show the way.

JOHN PATTERSON
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I do think it is all about getting the right people on the bus. To that end, the best advice I was ever given was to "hire based upon personality, because you can train up the rest." Passion, determination, enthusiasm, and persistence—these qualities are what I look for in the hiring decision.

Generally, by the time we winnow down the resumes, the final few look the same. It is the candidates' personal style that puts the person on my bus.

CAROL GONZALES
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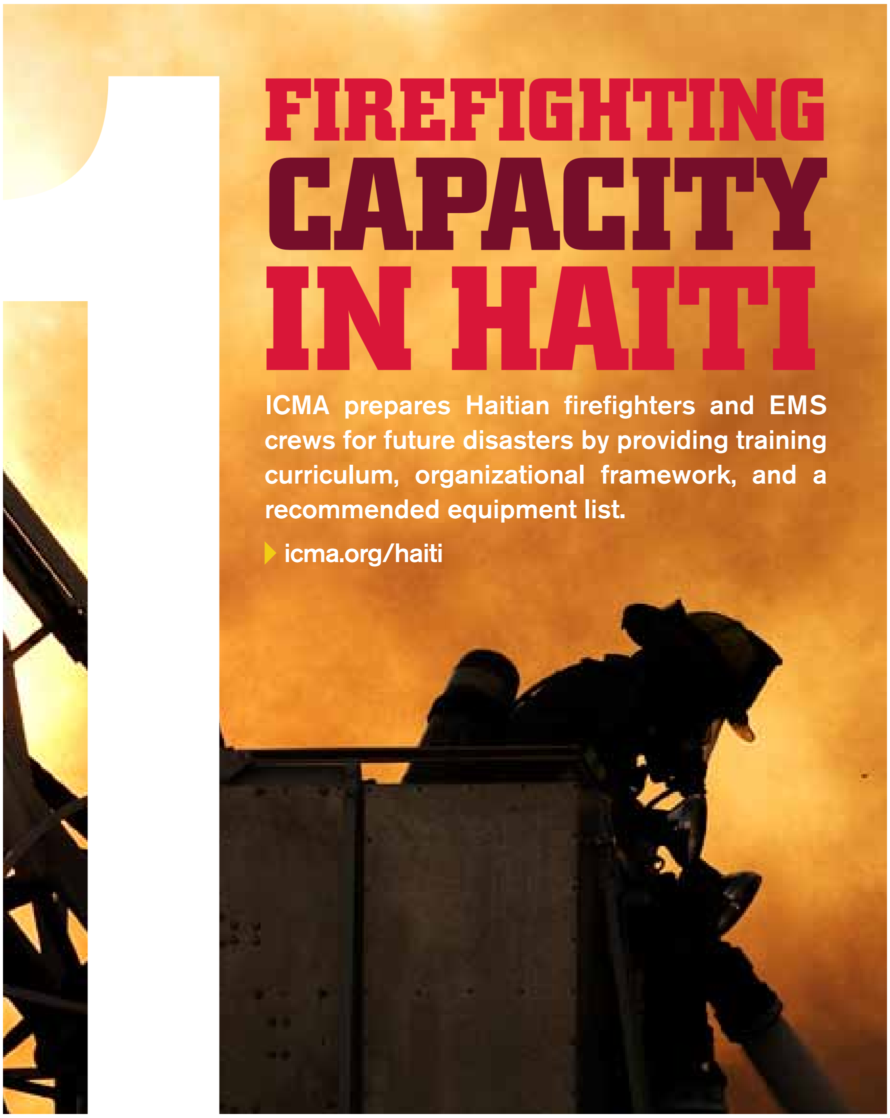
I learned what I've come to realize is the most powerful strategy a manager can use from listening to my dad, who worked in executive management at our local utility company while I was growing up.

He taught me by example through comments and anecdotes about numerous interactions with employees. While he sometimes discussed work-related projects and how helpful "Ralph's" input had been, more often he told us about people's anniversaries and new babies being born, or he shared funny stories "his people" had told him about their lives.

His genuine interest and personal investment in them was obvious. It wasn't until I interned with the company during college that I fully recognized how important this was. Everyone who knew him expressed their loyalty and respect to me. They remembered how much he cared.

I like to think that I've woven that legacy of real leadership into my own style. PM



1

FIREFIGHTING CAPACITY IN HAITI

ICMA prepares Haitian firefighters and EMS crews for future disasters by providing training curriculum, organizational framework, and a recommended equipment list.

▸ icma.org/haiti

2

BUILDING DIGITAL COMMUNITIES, PART 2

A new resource, Building Digital Communities: A Framework for Action can help communities set a vision for future digital use. (Its companion primer is Building Digital Communities: Getting Started, featured in this column in the October 2012 PM.)

▸ icma.org/building_digital

CAREER WISDOM

3

Check out the latest Knowledge Network discussion on career resources.

▸ icma.org/career_questions

4

VIRTUAL WELCOME PACKAGE

With the help of a website launched during summer 2012, new residents and business owners can learn about services and programs provided by Santa Clarita, California.

▸ icma.org/welcome

HARNESSING THE POWER OF MONEY

How to improve local government procurement and save money in the process

By Michael Bevis

TAKEAWAYS

› Why spend analysis can save money and add value.

› How purchasing professionals can create platforms for enhanced intergovernmental cooperation.

› How the Cloud is providing new levels of public transparency.

As this article is being written, the Gulf Coast is reeling from the impact of yet another hurricane. The damage caused by the unrelenting power of water reminds us that water has the power to support life or destroy everything in its path.

Similarly, government spending can either bring life to communities or create a cycle of flood and drought that can cause unintended damage to the very community we seek to protect. Like water, spending must be controlled and managed to be most effective; its scope and impact has to be fully understood for it to be managed.

In the community setting, local government managers are harnessing the flow of spending and maximizing the impact of government spending by coordinating with co-terminus jurisdictions, those that share geographic boundaries and often appear on the same tax bill. These efforts are enhancing the whole community's ability to deliver cost-effective services to residents.

Through integrated procurement initiatives, procurement professionals are capturing and documenting spending through all levels of government and using this information to add value and enhance service delivery through such participating agencies as local governments, park districts, and school boards.

Money flows through localities and other units of government at an amazing rate. According to the U.S Census Office, state and local government spending accounted for more than $2 trillion in 2010.[1] But this spending is fragmented among thousands of local jurisdictions that are each spending money in myriad ways.

Until recently it was difficult, if not impossible, to identify where all the money went, much less direct it towards desired goals. Technology is changing this. Cities and counties are beginning to both harness the power of their spending, directing it in purposeful ways, and making it more visible and accessible to the public through the use of sophisticated spend analysis.

Relying on procurement professionals, communities are now able to identify and share all of their spending information, detailing exactly how much is spent with whom and on what. In some cases, this information can also be shared and, more importantly, combined with spending information from co-terminus jurisdictions to help redefine the potential of regional cooperation and cooperative purchasing.

The Infrastructure: Spend Analysis

Even within individual organizations the challenge of managing spending can be daunting. Effective spend management requires that the spend data be collected, cleansed, redacted, classified, hopefully enriched, and collated. Only then can the analysis begin.

This is hard work because the data is challenging to collect and even more challenging to categorize. The challenges to collection reside in the fact that government spends money in various ways and through systems that don't effectively share details of transactions. A city, for example, might spend money with purchase orders, through the use of procurement cards, through check requests, through petty cash reimbursements, and through confirming orders, just to mention a few methods.

Each of these methods has its own strengths, weaknesses, and appropriate applications. Each is also appropriate to use in specific circumstances. The challenge is how to combine the information to create a true picture of the complete spend. It is not enough to know what is spent on contracts through purchase orders. The true power of spend analysis lies in the ability to identify how every dollar is spent—especially the money spent off contract.

Spend analytics creates the ability to channel spending in the most efficient and effective directions. This channeling may not be as simple as seeking lowest first cost because a government's needs are far too complex for such simple solutions. As the Army Corps of Engineers channels flood waters through canals to protect and support communities, local governments must channel spending to most effectively achieve the strategic goals of their communities.

These goals may be developing local, small, and historically underused businesses, providing meaningful community resources for youth programs, ensuring the safety and health of at-risk residents, and so forth. These complex goals can best be advanced through a complete understanding of how spending flows through governmental organizations and into the community.

Spend analysis and management are the backbone of this ability to leverage expenditures for the public good by identifying the who, what, when, where, why, and how of local government spending and in the process, creating the potential for jurisdictions to coordinate spending to provide a renewed ability to serve residents.

For years, consultants have touted the benefits of spend analysis and offered to work with jurisdictions and accept payment on a "shared-savings model" that would result in the consultant receiving some percentage of the savings identified through their efforts. In many cases, the promises are too good to be true and the realities are disappointing.

Here is an example. A standard spending report would be the top vendors based on number of payments made. Why would it matter if an agency is paying a vendor more than once a month for various reasons? In one jurisdiction, the number of payments received by the top 10 vendors exceeded 4,000 payments in a year.

This means staff members were processing an average more than 50 invoices per vendor per month at a considerable staff cost. While the monthly volume of invoices from each vendor varied, everyone benefitted from the invoice consolidation effort. It reduced accounts payable efforts for the jurisdiction and reduced accounts receivable efforts for the vendors.

If consultants working on a percentage of savings provided this information, they would seek payment for the savings realized through more effective management of these payments. The challenge is that cashable savings would be dependent on staff reductions, which could be neither reasonable nor realistic. In most cases, these savings result in reallocation of staff resources to other purposes.

Under the consultant-on-commission model, one possible result could be both positive (resources are reallocated) and negative (adviser gets a percentage and the net impact on the budget is negative). Another standard report available through spend analysis is the existence of duplicate payments. Often duplicate payments are the result of installment arrangements, but they sometimes indicate overpayments that are recoverable.

In addition to creating the ability to identify multiple invoice and duplicate payment issues, by creating and managing their own spend analysis, local governments are able to identify contract compliance issues and rogue spending; that is, spending with non-contracted vendors where a contracted vendor exists. They can identify commodities that should be extended (i.e., need more vendors) and those that should be rationalized (i.e., need fewer vendors).

Through analyzing these issues, Naperville, Illinois, has identified more than $750,000 in savings. As rich and

SPEND ANALYSIS STEP-BY-STEP:

- **Identify how money is spent:** payables, purchase cards, check requests, petty cash, and contracts.
- **Collect the data:** payables, purchase card, purchase order, and so forth.
- **Cleanse the data:** standardize the information, eliminate duplicates, fix errors.
- **Redact:** remove payments to individuals and where security issues may be involved.
- **Classify:** align vendors and payments to the proper commodities.
- **Collate:** aggregate the spend and related data into one database.
- **Take Action:** identify opportunities to create value for your entity.

SPEND ANALYSIS ACTION STEPS:

- **Consolidate invoices.**
- **Identify duplicate payments.**
- **Insure existing** contracts are being used.
- **Verify correct** prices are being charged.
- **Insure the optimum** number of vendors for each commodity.
- **Negotiate best terms.**
- **Coordinate and cooperate** with neighboring jurisdictions.

promising as these savings are, they pale in comparison to the possibilities of integrated cooperative purchasing.

Cooperatives and Piggyback Contracts

Managers probably are familiar with the concept of purchasing cooperatives. Often, it is important to distinguish between true cooperatives and piggyback contracts. True cooperatives are joint purchases where entities combine their buying quantities in the hope of getting either better pricing, better service, or both.

Piggyback contracts are joint purchases where a "lead" agency issues a bid on its own behalf and makes and then issues a contract that can be used by any qualified entity. Many states and councils of government already offer piggyback contracts and some manage true cooperatives.

There are several regional and even national groups, some privately held, that offer piggyback contracts. Again, like payment methods, cooperatives and piggyback contracts both have their proper place. For local governments and other governmental agencies in regions that lack adequate competition or sufficient buying power, these piggy back contracts can offer extremely attractive prices. They also avoid the delays, reduce the costs of acquisition, and provide a way to respond to emergency situations.

The challenge for participants in these piggyback contracts is determining whether they actually get the best value for money. Often, local vendors and small businesses are blocked from participation and equally often, there is a fee structure in place to support the administration of the cooperative. These administrative fees can sometimes be excessive; in fact, some states actually negotiate prepayment of potential piggyback contract revenue as a condition of contract award.

These prepayments to the host state are then applied to the state's budgets. Because the costs of prepayments are reflected in the ultimate prices charged, they are effectively redistributed to the local entities buying from the piggyback contract. The hosting states collect money from the contractor, which then charges the local communities. While it is certainly reasonable to recover the actual costs of the programs, some see this as a masked redistribution of tax funds to the contract-holding entity.

How does a manager know whether the contract is a true cooperative or a piggyback? It is simple. Was your organization involved in the development of the bid sharing requirements and possibly committing to minimum order requirements? If so it is probably a true cooperative.

If the contract was identified through research or by a contractor representative it is probably a piggyback. Either way, it is important to understanding how the contract is managed and how costs are allocated.

IN THE COMMUNITY SETTING, LOCAL GOVERNMENT MANAGERS ARE HARNESSING THE FLOW OF SPENDING AND COORDINATING WITH CO-TERMINUS AND NEIGHBORING JURISDICTIONS TO ENHANCE THEIR COMMUNITY'S ABILITY TO DELIVER COST-EFFECTIVE SERVICES TO RESIDENTS.

Integrated Cooperative

Spend analysis and particularly the coordination of spending information, creates opportunities for local cooperation on new levels. In regions with adequate competition, local governments and especially co-terminus governments, can combine their spend to positively impact their ability to deliver enhanced value.

While state and national cooperatives are properly focused on lowest-first cost as a value proposition, co-terminus cooperatives can focus on more comprehensive and meaningful concepts of value. Localities and schools boards, for example, can coordinate contracts and their activities to reduce the impact on a given community by combining road projects with sidewalk and parking-lot projects.

Such bundling reduces start-up costs for vendors, increases the appeal of the contract for local vendors, and creates the opportunity to coordinate projects on a more comprehensive level. Cities and parks can bundle landscape, construction, or uniform contracts to create area contracts that are more appealing and profitable for local contractors.

From a competitive-market perspective, the coordination of spending can avoid unintended dilution of buying power. In the marketplace—any marketplace—competition drives the ability to maximize value. Buyers have two primary tools to optimize the effect of competition: bundling and timing.

Bundling is the aggregation of spending into the size packages that appeal to the optimum number of suppliers. Road-resurfacing projects, as one example, could be combined in such a manner that only a few contractors could bid the work, thus limiting competition and the ability to spread the work in the most cost-effective manner.

Alternatively, the same work could be packaged in such a way that start-up costs drive prices too high. Timing is the entry into the market at a time when competitors are most desirous of work. If a county is bidding a major road project, a school district needs a parking lot resurfaced, and those two bids hit the street at the same time, the parking-lot project may not get the attention it deserves, reducing competition and costing taxpayers extra money.

If these purchases can be coordinated based on schedule or even bundled into one integrated project, both jurisdictions can save on start-up costs and offer the market a more attractive package. Both

Naperville, Illinois, and Lee Summit, Missouri, have explored the potential of integrated cooperatives and found fertile ground for value enhancement.

These efforts have included the coordination and integration of procurements ranging from construction projects involving adding one entity's smaller

ABOVE: The North Central College "Gateway" Project--a $1 million example of the new cooperation between public and private entities, was completed by a private college linking the college, park facilities, and the Naperville, Illinois, downtown area. This project was completed on time and on budget through the private use of the city's cooperative construction contract.

project—sidewalk replacement of parking lot resurfacing—to a larger neighboring road job of work, thereby reducing the community impact during construction and reducing costs associated with mobilization and contract administration, to sharing access to office supply contracts resulting in lower costs, reduced administrative costs, and better performance.

In initial efforts to integrate and channel spending in the most effective way, the Naperville effort has identified $100 million in savings. This savings is realized through the coordination of contract approaches where the three jurisdictions (in this case a city, a school district, and a library district) either combine spending on a given commodity or already share contractors.

The analysis has revealed that 23 vendors were common to all three agencies, and 123 were common to at least two of the agencies, identifying

FYI RESOURCES

For information on certified public procurement professionals, contact:

The Universal Public Procurement Certification Council
http://www.uppcc.org.

For information on training, educational resources, and public procurement research, contact:

National Institute of Governmental Purchasing (NIGP):
http://www.nigp.org

National Association of State Procurement Officials (NASPO):
http://www.naspo.org

National Association of Educational Procurement (NAEP):
http://www.naepnet.org

FAU Public Procurement Research Center:
www.fau.edu/pprc

ABOVE: One of the first cooperative construction contract projects in Naperville, Illinois, this new canopy project at a Park District senior center was completed for under $15,000 and in a matter of a few weeks, from identification to completion. It also resolved several structural challenges and provides a safe point of entry for seniors.

the best contract among the three and realizing even a 2 percent savings that will allow $480,000 to be redirected to new purposes.

One of the most challenging of these cooperative opportunities is construction contracting. Construction often represents the largest single category of spending and the most public activity of an organization. Through the more comprehensive understanding of its spending and that of its neighboring jurisdictions, Naperville was able expand the traditional use of cooperatives beyond traditional commodities, like office supplies and paper, to include construction.

The implementation of a cooperative construction contract that included the needs of several co-terminus jurisdictions and also made the contract available to other jurisdictions as a piggyback contract, created a contract that is essentially a 20,000+ line item construction catalogue listing units of completed work. Entities can "order" construction work through the contract.

This contract has provided for the timely and cost-effective completion of more than $1.5 million in small construction projects across several integrated co-terminus jurisdictions, including the Naperville Library District and Naperville Park District. The net effect has been to bring the community these completed projects sooner and at a lower cost than possible under prior contracting models.

The process has been so successful that a local university located in Naperville's downtown has also used the same contract to complete a "gateway" project that is bringing enhanced facilities to the university and the neighborhood. The expansion of the contract to the private university created several advantages.

First, the university was able to get the work underway and completed faster and at a lower cost than even its own processes would have allowed because of the buying power and scope of the cooperative contract. Second, the city was able to rely on the fact that the contract specifications for the specific units of work were the specifications it had developed for its own contract, thereby insuring full compliance with city needs.

Finally, the contractor was better able to coordinate road closures and utility efforts because of the preexisting work being done by the contractor.

Ability to Share Spend Data With the Public

Spend analysis, in addition to its effects on fiscal responsibility, provides the potential for greater transparency and can enhance public confidence in government. The best and highest use of spend analysis may not be cost savings or even facilitating intergovernmental cooperation. It may well turn out to be the ability to share spend information with the public in an immediate and meaningful way.

Spend analysis has enabled jurisdictions to move to the next level of transparency. While many jurisdictions are working towards making contract spending available to the public, comprehensive spend analysis and management can make an agency's, and, in fact, an entire community's spending, accessible to everyone.

Cloud and Internet solutions are making spend data available to the public in ways unimaginable only a year ago. Through a system developed in cooperation with the Naperville Chamber of Commerce and other co-terminus jurisdictions, businesses and residents can access Naperville's complete spend data and see where every dollar goes regardless of the payment platform online anytime.

The data can be downloaded and the site can provide aggregations with and comparisons to other participating jurisdictions and also provides the ability to understand local, regional, and even national spending patterns. Naperville's spend site can be found at http://www.spotlighton-spend.org/1061/City+of+Naperville,+IL/Spend/Monthly.

Money and how we chose to spend it at the local government level can have tremendous impact. Managing that impact is the job of the procurement professional under the guidance and vision of local government managers.

By seeding the Cloud with readily available information on who, what, and with whom money is spent, procurement professionals are providing transparency to the community at large. They also are providing specific information to businesses that allows them to compete and ultimately grow the local and national economy.

By understanding and effectively managing their spending patterns, procurement professionals are creating the opportunity for local government managers to harness and channel the power of their spend, to coordinate the flow of money with their co-terminus and to bring enhanced value to their jurisdictions. PM

ENDNOTES

1 www.census.gov/compendia/statab/2012/12s0430.pdf.

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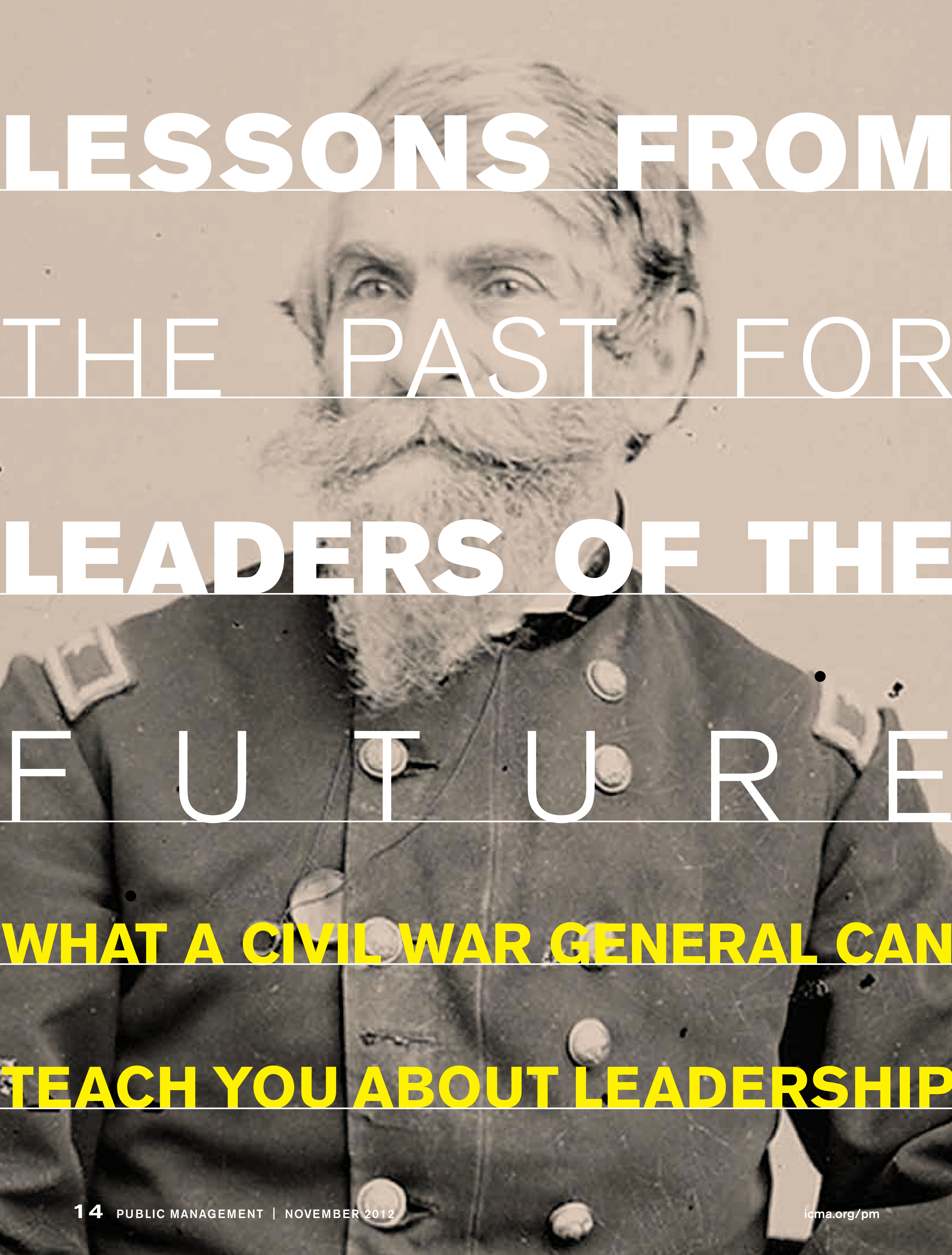

LESSONS FROM THE PAST FOR LEADERS OF THE FUTURE

WHAT A CIVIL WAR GENERAL CAN TEACH YOU ABOUT LEADERSHIP

BY ADEN HOGAN, JR.

History is full of opportunities to learn from the experiences of others. Historic figures, in particular, can provide exceptional insights.

We all know that there is an incredible volume of theory on leadership. There are also myriad models of leadership principles and methodologies. In fact, there is so much information that it can be overwhelming to look at how an individual becomes a leader or improves one's leadership capacity and skills.

Seeking history's lessons can help. Even after 150 years, the Civil War provides lessons that are still relevant today and not just from such well-known names as Abraham Lincoln, Ulysses S. Grant, and Robert E. Lee.

In my opinion, Union Brigadier General George S. Greene's actions at Gettysburg in July 1863 illustrate eight excellent principles of good leadership.

Who Was Greene?

Greene—"Old Man Greene" his soldiers called him or sometimes "Pap Greene"—at age 62, was one of the oldest generals in the Union Army. But he was far from doddering or ineffectual. Greene was a hardy war-horse, a man who spent most of his time in the saddle, an officer who insisted on hard drilling and discipline in camp and hard fighting on the battlefield.

Harsh in his manner, Greene was not a man who won immediate affection from his troops. But those under his command soon learned to appreciate his ability.

He was a colorful figure, with a full head of silver hair, huge mustachios, a large grizzled spade beard, and an easy-going style of dress that made him look more like a kindly preacher or farmer than an Old Army regular. To the New Yorkers of his brigade, most of whom were under 21, the old man must have seemed an ancient relic out of the Revolution or the War of 1812.

In fact, though he was a relative of Revolutionary War hero Nathaniel Greene, General Washington's second in command, he was the son of a ship owner who was financially ruined by the War of 1812, and he was a native of Warwick, Rhode Island.

Greene had planned to go to Brown University, but his father's plunge into poverty made this impossible. Instead, he went to New York where he could find work. There he was fortunate to receive an appointment to West Point and graduated second in his class in 1823.

Due to his excellent academics, he was retained at West Point until 1827 as a professor of mathematics and engineering. Ironically, one of the students he taught during this period was Cadet Robert E. Lee.

This article will travel in time to the morning of July 2, 1863, in Gettysburg, Pennsylvania, and examine eight principles all leaders can learn from.

TAKEAWAYS

› Leadership is melding a variety of skills and methodologies. The article demonstrates how one Civil War leader did this to solve a nearly impossible situation.

› To effectively lead you must show up! Not only does the leader in this article do that, he also uses his talents to provide his men with the "opportunity" to succeed.

› Once the plan is made, communicated and committed to, then the leader's job is to support its implementation. This article shows how a Civil War general won a major victory by following this simple process and leading the way.

Greene's Leadership Principle #1: Be Prepared

The early morning of July 2, 1863, finds General Greene arriving at Culp's Hill (southwest of the town of Gettysburg). He's in command of the third brigade of the Union XII Corps, second division. His brigade has less than 1,400 men. He immediately realizes his position demands breastworks (above-ground trenches).

Disregarding the objections of his division commander, Greene orders construction to begin. Fortunately, the hillside has ample supplies for their work. The result is an imposing rampart of wood, stones, and earth that would give Confederate attackers few targets.

General Greene knows that the Culp's Hill position is critical as it commands the entire Cemetery Ridge battle line. If the Confederates can get artillery up there, they could destroy the Army of the Potomac!

Good leaders always make preparations for worst case scenarios. Regardless of the task or role set before you, it is your job as leader to be prepared. That means learning as much as possible about your department, your role in the organization, and the expectations of your superiors. Once you understand what you are expected to know, you can educate yourself about your organization.

That doesn't mean that you will learn every nuance in detail. It does mean that you will gain an overall working knowledge of everything that goes on in your department that will equip you to lead.

Preparation makes the difference in your ability to present yourself as a leader who cares and intends to lead the department toward greatness. As an informed leader, you will be prepared to make accurate and difficult decisions.

Prior preparation and planning makes the difference in your ability to present yourself as a leader who cares, who is competent and who intends to lead the organization toward success. As an informed leader you will be ready to make accurate and effective decisions.

Greene's Leadership Principle #2: First Things First

The Union left has almost broken late on the afternoon of July 2, 1863. Lieutenant General James Longstreet's Rebels have hit the Federals hard for more than an hour, with the 15th and 47th Alabama storming up Little Round Top; they were poised to capture the key high ground on the Union left flank. Major General George G. Meade, commanding the Army of the Potomac, responds to the threat on his left by calling up the XII Corps, which is guarding the Union right on Culp's Hill.

Upon receiving Meade's instructions, Major General Henry Slocum requests permission to leave one of his two divisions on Culp's Hill as a precaution.

The unexpected will happen. Not only should you plan for the unexpected, but also train your staff to expect it too.

But Meade is adamant in his call for all available troops and allows Slocum to pick only one brigade to stay behind. The weight of Meade's questionable decision falls on the shoulders of Brigadier General George Greene and his brigade of New Yorkers.

As dusk set in, Greene orders his five New York regiments to stretch out in a line one-man deep, with one foot of space between the men. The fortified trenches are nearly half-a-mile long, and as Green inspects them, he wonders if he has enough manpower to hold his ground.

Now instead of a whole Corps to defend the hill, General Greene has only his understrength brigade of 1,400 New Yorkers. He knows his priority is to hold Culp's Hill and thus deny the high ground to the enemy. He moves forward with his plan and places his men along the breastworks for the attack he expects to come.

Each day will greet you with new challenges, obstacles, and changes. It is your job as the leader to prioritize the tasks facing your team. As the elements of the challenge change, you are the one who must maintain focus on the big picture. Tasks may need to be prioritized day-by-day, and sometimes even hour-by-hour. Over time, priorities change according to the needs and desires of the organization.

Good leaders put planning in the decision-making process to ensure that the key objectives are kept in focus and that resources are deployed to accomplish the "first things first." Keeping the overall goal in your sights allows you to get to the biggest problems first. An unmanaged crisis is a pending disaster. General Greene's No. 1 goal was to hold Culp's Hill.

Greene's Leadership Principle #3: Expect Problems

For General Greene, it was too late to do anything more than wonder. Being the type of leader he is, however, Greene has been focused on the problem since he arrived at Culp's Hill. At 7:15 p.m., Union skirmishers spotted Confederates crossing Rock Creek, near the foot of Culp's Hill. As the drab butternut-and-gray mass approaches, the skirmishers fire a few volleys then race up the rocky, wooded hill for the safety of the breastworks.

General Greene has anticipated the attacks; he expects it. His prior preparations throughout the day have put his team in a position of readiness that could mean the difference in the coming fight. Now it is here. The attack that General Meade didn't expect now occurs.

The unexpected will happen. Not only should you plan for the unexpected, but also train your staff to expect it too. Remember that "variables do, and constants may not always be." Checking our assumptions is always a good thing as the action plan unfolds.

This doesn't mean living on the edge of your seat, always anticipating the worst. It does mean being aware that things don't always work out the way we plan or would like them to. As managers know, things can happen, and it is critical that you, as the leader, be flexible enough to maneuver yourself and your team through the unexpected.

Greene's Leadership Principle #4: Be a Decision Maker

As dusk settles in, Confederate Major General Richard Ewell launches an entire division (nearly 5,000 men) at Greene's single understrength brigade. Three brigades of Maryland, North Carolina, Virginia, and Louisiana troops waded through Rock Creek and storm up the rise through the near darkness created by the canopy of leaves that block the fading sun.

General Greene certainly does not like his situation, but he doesn't hesitate to deploy his troops for the fight he knows is coming. His foresight has his men in the breastworks, and he deploys early-warning skirmishers before the enemy attack begins. This gives his brigade the initial advantage.

Good leaders are decision makers and solution creators. In a crisis situation, decisions will often need to be made on the spot. Good leaders will have already weighed their options before that decision time comes.

The outcome of your decision can often impact a variety of areas within the organization so don't forget to take this into consideration. Don't be paralyzed, however, by fear that you will make the wrong decision. In a crisis, take what time you have to make the most reasonable and well-thought-out decision you can.

But don't procrastinate. Inaction is an action. Procrastination kills morale and makes your team sluggish. It also can cause self-doubt and will certainly affect the outcome negatively.

Inaction is like a vacuum. If you don't make a decision someone else will. Do not allow your decisions to be usurped because of procrastination. A well-informed and prepared leader will be able to make decisions based on the best interest of the organization, even in the tight timeframes of a crisis.

Greene's Leadership Principle #5: Don't Avoid Problems

Even as his skirmishers frantically leap over the breastworks to get back under cover, General Greene dispatches a courier to XI Corps commander Major General Oliver Howard and to Brigadier General James Wadsworth of the I Corps with an urgent plea for reinforcements.

Random shots ring out as the Confederates approach the top of Culp's Hill. Federals crouch anxiously behind their bulwarks, listening to the ominous footfalls in the woods. Suddenly, the lead Confederate ranks appeared out of the shadows, and Greene's officers order the New Yorkers to open fire.

Out into the night, like chain-lightning, leaps the zigzag line of fire. Scores of Rebels drop as the New Yorkers' burst of flame and lead find its mark. Confederate officers pull their shocked troops back into the woods to regroup.

Greene and his brigade were as prepared as he could make them. Even as the attack was unfolding, he took the necessary steps to deal with the problem—the attack—and to safeguard his team by requesting reinforcements. General Greene was affecting the actions of the enemy by his planning, preparation, and management actions.

Successful leaders don't avoid problems, they provide solutions. Small problems that are not addressed promptly and decisively can turn into major obstacles. Evaluate problems as they arise. Some problems are technical, others organizational, and others interpersonal. Have key people in place to handle specific issues and hold them accountable for resolving issues.

Ignoring problems is another morale killer. Leaders who hide their head in the sand leave themselves and their team exposed to the unmanaged events that can create a disaster.

Greene's Leadership Principle #6: Maintain Focus on Your Purpose

For the Union troops, the respite is brief. Their attackers reorganize quickly and open fire from behind large rocks and trees. But it soon becomes clear that with the Federals heavily entrenched on high ground and shrouded in darkness and smoke, the Confederates cannot capture the hill with long-range fire. The order to charge comes again.

About 8:00 p.m., Confederates from Virginia and Maryland assaulted Greene's extreme right. Holding the position are the 456 men of the 137th New York. Even though they gain part of the vacant Union works, the attacking Virginians and Marylanders are unable to push through the thin, defiant line.

Meanwhile, the fighting rages on all along the line. On Greene's left, six regiments of Virginians tangled with the 60th and 102nd New York. In the center, five Louisiana regiments storm the works in front of the 78th and 149th New Yorkers. Greene's troops hold fast. The Confederates make four separate charges between 7:00 p.m. and 10:00 p.m., with each attack meeting the same disastrous end.

Greene never has more than 1,350 troops in line to face 4,000 to 5,000 Confederates. He is able to maintain his bristling defense of the hill by using his limited resources wisely, rotating troops to and from the battle line to restock their cartridge boxes and clean their weapons. The Union troops cheer on their comrades as they race back and forth, pushing each other to greater and greater heights of determination.

Once you have established goals and surrounded yourself with good people, work to keep your goals and priorities in focus. It's easy for you and your employees to forget the big picture as you deal with daily concerns. It is your job as the leader to keep the primary focus in front of yourself and your employees.

Every job, every person, and every strategy should be committed to reaching your primary goal. If this is to happen, you will have to remind others often of your team's focus and purpose. A lack of focus would have had fatal results for General Greene. Not only would he and most of his brigade likely have been killed in the mounting attack, they would have also lost their critical asset of the high ground of Culp's Hill and allowed the advantage to swing to the enemy.

In crisis or daily routines, a lack of focus allows errors, bad decisions, and poor actions to creep in, which can destroy progress toward the team's goals. Effective leaders stay focused on the mission!

Each day will greet you with new challenges, obstacles, and changes. It is your job as the leader to prioritize the tasks facing your team. As the elements of the challenge change, you are the one who must maintain focus on the big picture.

Greene's Leadership Principle #7: A Big Part of Leadership Is Being There

Throughout the raging battle, General Greene rides up and down the line, showing no regard for his personal welfare. He remains conspicuous, constantly moving through his lines while under fire to encourage his besieged troops. He is often seen stopping alongside his men, firing his pistol at the charging enemy, and offering support and motivation to his men.

About 10:00 p.m., the Confederate attacks cease. At the same time units of the XII Corps began to return to the hill. General Green's line has bent but has not broken. The right flank had been tested, and it has been saved by a small, gutsy force and a gallant leader, General George S. Greene.

Early on July 3, the Confederates try three more times to take Culp's Hill, but the attacks prove fruitless. Ewell withdraws late in the morning. Greene estimates Confederate losses at 2,400, while his brigade has lost only 307 killed or wounded.

To have the leader with you, especially in a crisis, makes a team stronger than it would be on its own. There is power in good leadership, but you have to be there to use it. General Greene's presence bolstered frightened and tired troops and because of his leadership they stayed with him. The fight that his men put up on the night of July 2, 1863, ranks as one of the best of any brigade during the entire Civil War.

Good leaders are visible. They share the hardships and the good times with their team. Our integrity as a leader is tested in crisis by standing in front of the team and setting the example of behavior and action. The battle cry of "follow me" tells us we must be in front where everyone can see us.

Greene's Leadership Principle #8: Keep Things Simple

General Greene's most important contribution at Gettysburg was his early-morning decision to construct breastworks, while officers on both sides still opposed their use. Not Greene. He believed human lives were too important to be sacrificed to bravado or unplanned battle tactic.

He had a practical, simple, yet elegant solution to a pending problem. The construction of the breastworks allowed his significantly small force to hold off a whole Confederate division for most of the night until he was reinforced. It also resulted in reduced casualties in his brigade.

If Culp's Hill had been lost, the day's battle would have been for nothing, and the Union would have likely lost the battle that unfolded the next day. But General Greene and his New Yorkers held the hill.

The burdens of leadership can sometimes have a negative, snowball effect. Decisive, clear leadership keeps this from happening. Simplify issues whenever possible. Keep small things small. Break actions into understandable and doable pieces. Don't allow little issues to be blown out of proportion. Keep the mission simple.

Delegating minor responsibilities and keeping competent personnel in place who can handle minor problems allows you to focus on the larger goals and initiatives. Provide clear, concise instructions. Leadership is complicated enough so you need to keep your job as simple as possible.

These principles are just as valuable for us today as they were 150 years ago. Successful leaders are prepared, honest, forward-looking, competent, focused, inspiring, and "in the present," as well as life-long learners. The principles gleaned from General Greene and his leadership example at Gettysburg can serve us well in tackling the issues we confront in local government today as well as in the future. PM

Author's note: Excerpts in italics are paraphrased from *Battle of Gettysburg: General George Sears Greene at Culp's Hill*, by Eric Ethier (9-1-2006). Public domain materials can be found at http://www.historynet.com/battle-of-gettysburg-general-george-sears-greene-at-culps-hill.htm.

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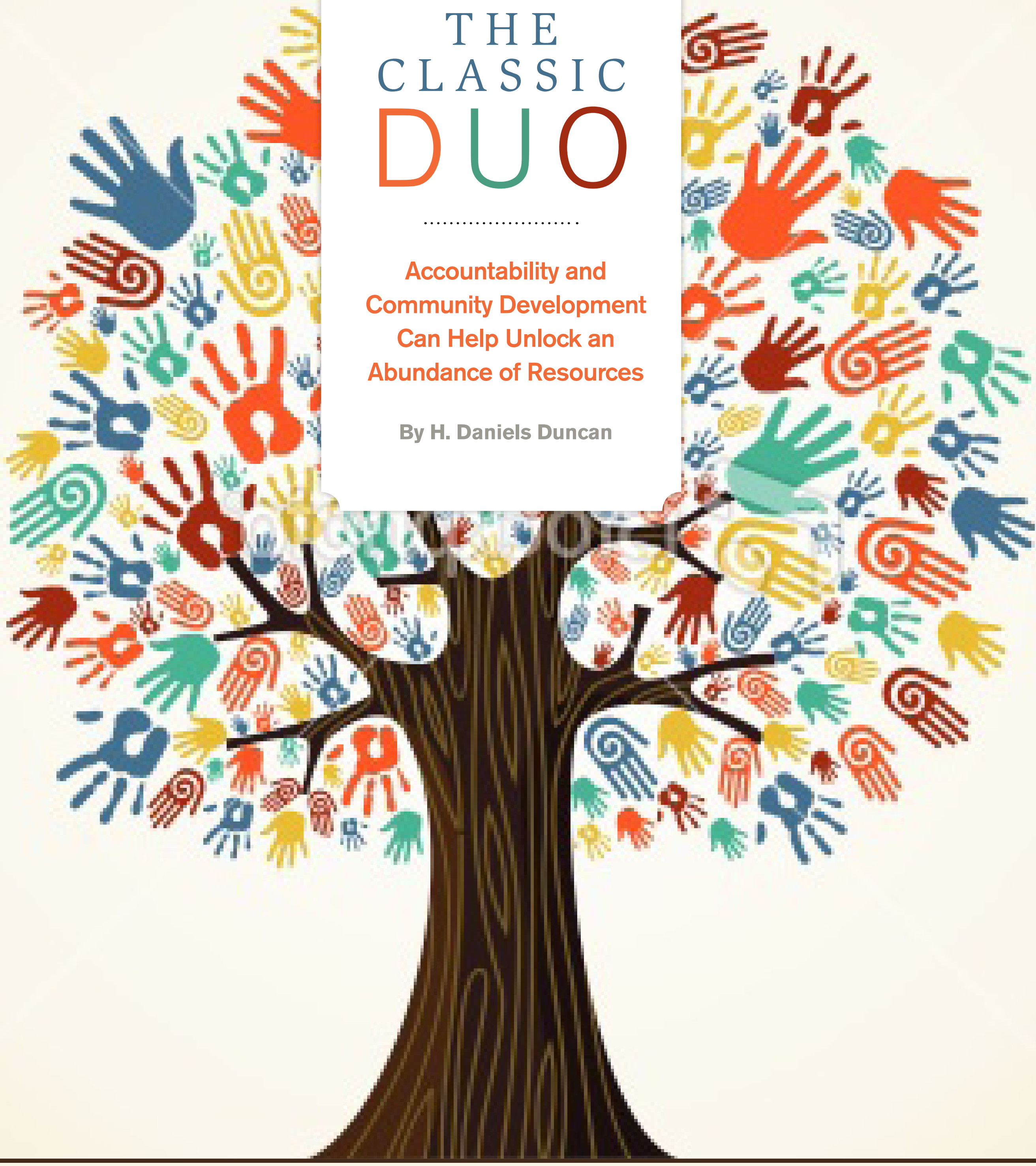
THE CLASSIC DUO

Accountability and Community Development Can Help Unlock an Abundance of Resources

By H. Daniels Duncan



Local governments can create effective community change. How? By becoming community engagement organizations and bringing the community together—residents, associations, nonprofits, the business community, and government—to act collectively as coproducers of their community's well-being.

Using results-based accountability (RBA), coupled with asset-based community development (ABCD), local governments can drive the promise of measurable change through community engagement.

How Can RBA Help?

The RBA structure, as developed by Mark Friedman, author and director of the Fiscal Policy Studies Institute, allows local governments to strategically focus their work on substantial community issues and, at the same time, build a culture of measurement and shared accountability. RBA identifies quality-of-life conditions (population results) and the corresponding measures or indicators required to track their achievement, as well as the operational measures to track and improve the performance of programs and agencies.

RBA introduces the concept of "turning the curve" to drive long-term action by focusing on improving a quality-of-life indicator over time and not setting arbitrary numerical goals. "Turning the curve" recognizes that to create measurable change requires a variety of strategies beyond the delivery of services. Strategies must include resident action, media engagement, and public policy work to create sustainable long-term change.

The RBA framework allows local governments to develop effective community-based strategies and enhance their service-delivery activities through the adoption of performance measures that more effectively track and improve the activities of local programs, agencies, and service systems. The performance measures answer these three questions:

- How much did we do?
- How well did we do it?
- Is anyone better off?

The RBA framework also helps government by engaging residents as partners and advocates rather than adversaries. Together, they set communitywide strategies and share accountability. This shared population accountability becomes the catalyst for sustainable long-term change because together government and residents systematically ask and answer the following questions.

TAKEAWAYS

› How to enhance community engagement strategies to achieve greater results.

› How to look at a community through the lens of gifts and assets, not just needs and problems.

› Strategies for engaging residents as coproducers and partners in achieving common community goals.

› Concepts and power of asset-based community development and results-based accountability.

- What are the quality-of-life conditions (population results) we want for the children, adults, and families who live in our community?
- What would these conditions look like if we could see them?
- How can we measure these conditions?
- How are we doing on the most important of these measures?
- Who are the partners that have a role to play in doing better?
- What works to do better, including no-cost and low-cost ideas?
- What do we propose to do?

RBA provides a framework for local governments to identify the critical quality-of-life issues they want to address for residents as well as the indicators to track their progress. ABCD can provide the framework necessary to work collectively with the community—other governmental entities, nonprofit agencies, businesses, neighborhoods, and residents—to develop and implement the wide range of strategies necessary to turn the curve and create measurable impact.

RBA AND ABCD are complementary processes. RBA starts with the ends we want for our children, families, and communities and works backwards to the means that will get us there. ABCD provides a robust way of looking at the means to get us there.

MARK FRIEDMAN, director, Fiscal Policy Studies Institute, Northwestern University

Power of ABCD

Asset-based community development (ABCD) can help enhance community engagement strategies and provide an effective framework to answer the RBA questions 5, 6, and 7 through implementation of the wide range of strategies necessary to improve the results identified for action. Through the power of ABCD, many of the most effective strategies can be implemented with little or no additional financial resources.

ABCD is a place-based framework pioneered by John McKnight and Jody Kretzmann of the ABCD Institute at Northwestern University. Its foundation rests on a few simple truths: 1) everyone has gifts, 2) everyone has something to contribute, and 3) everyone cares about something and that passion is his or her motivation to act.

Strong, safe, and healthy neighborhoods and communities are built on the strengths and capacities of their residents and associations that call the community home. We cannot build strong caring neighborhoods without unlocking the potential of residents.

The traditional approach to community development is focused on providing services to address the community´s and its residents´ needs and deficits. The ABCD approach starts with discovering the assets and gifts already present in the community. This is followed by asking residents to share their gifts and connecting people with the same passions to act collectively and provide care.

The most successful community efforts include resident engagement and action (no-cost/low-cost solutions) working together with existing institutions and programs. We cannot achieve the results required without the strong engagement of the resources and efforts of residents as well as the work of institutions. To be truly effective, residents must join the effort as coproducers/cocreators of their own and their community's well-being.

Role for Residents

True resident engagement requires government and institutions to lead by stepping back and creating space for residents to be involved as producers. Initially, it is imperative to determine three roles: 1) what are the things that only residents can do; 2) what are the things that residents and institutions or government can accomplish together, as coproducers; and 3) what are the things that only institutions or government can do.

Traditionally, individuals have been relegated to one role, that of a recipient of service--a client, customer, or patient. As clients, individuals are objects of service, dependent on the professionals and institutions for their overall well-being.

To unlock the power of community, we need to rethink how to view individual residents. We must acknowledge residents' skills and identify their existing resources. We must expand their roles beyond that of a client to include serving as advisers and helping institutions provide more useful services.

But their greatest value is that of coproducers of their own and their community's well-being. Rather than just asking people what do you need, we need to ask "What can you contribute? How can you use your existing skills and resources to achieve what you need?"

Residents in the most successful and effective systems participate in all three roles. If a person breaks his leg, for example, he is rightfully identified as a client and patient. If an individual has particular knowledge about her neighborhood and its residents, she may advise an agency on how to most effectively serve the neighborhood and to define what services the neighborhood actually wants/needs.

As coproducers, residents become part of the solution. If we want to make sure that every household with young children has age-appropriate books to help them learn to read, neighborhood parents who have a passion for reading can organize a book drive. This activity does not require institutional or government resources.

There is a difference between care and service, and both concepts are needed to turn the curve. Care is what residents offer through their engagement. They share their assets, skills, and talents working collectively for the common good.

Service is what institutions and professionals provide as a means of addressing the problems of an individual or community. Both care and service are required to build a healthier, safer, and more prosperous community for all.

Tucson Neighbors Look Out for Seniors

In Tucson, Arizona, the Neighbor's Care Alliance is an extremely successful example of using care to help turn the curve. Using RBA, the quality-of-life indicator identified to be tracked over time was the increase or decrease in the number of public skilled nursing home admissions as a percent of the total senior population in Tucson.

The goal of the Neighbor's Care Alliance is to help seniors living alone remain in their own homes longer, thereby avoiding higher service costs and potential institutionalization. It is based on the concept of neighbors caring for seniors living alone in their neighborhood.

PRO Neighborhoods, a partnership between Tucson, Pima County, Community Foundation, and United Way helped launch and support this effort to train neighborhood residents to:

- Identify seniors living alone in their neighborhood.
- Identify neighboring residents who have a passion for caring for seniors.
- Ask these people to care for neighborhood seniors who live alone.

Through this process, residents in the neighborhood provide care to seniors living alone by checking on them daily, bringing an occasional meal, shopping for them or taking them shopping, taking them to their doctor's appointments, or doing minor repairs for them.

This simple act of caring does not require professional services; it is a low-cost and potentially no-cost solution that enables seniors to live in their own homes longer and to thrive.

Neighbors caring for one another also stretches institutional resources by enabling agencies to focus their limited resources on the critical services that only institutions can provide (i.e., medically required services).

Without the care provided by neighbors, the potential exists that seniors would not receive the care they need because of high-service costs, and, conversely, local institutions may not be able to provide needed services due to inadequate funding and lack of service fees. In either event, seniors' quality of life would be negatively impacted.

Role of Local Governments

Governments can achieve their long-term goals by: 1) encouraging the work of neighborhood grass-roots leaders; 2) supporting neighborhood organizing to unlock the gifts of residents; and 3) collaborating with local institutions to recognize and more effectively use the power and resources of resident engagement.

To unlock the gifts in a neighborhood and encourage residents to share their gifts, local governments should support the work of grass-roots leaders and organizers to mobilize the residents of a neighborhood or community to share their individual gifts through the three acts of ABCD: discovering, asking, and connecting.

The role of neighborhood leaders and organizers is to:

1. Discover the skills (gifts) of the individuals who call a neighborhood or community home.
2. Ask them to share their individual gifts.
3. Encourage them to connect with other individuals who have the same passions to work collectively for the common good.

To be effective in this effort, governments and institutions must abide by the beliefs that support effective resident engagement and institutional action, which will ensure the successful achievement of the governments' real long-term results in their communities:

- Everyone has gifts.
- Relationships build stronger communities.
- A citizen-centered organization is the key to community engagement.
- Every resident cares about something and this passion is his or her motivation to act.
- Listening discovers passions and gifts.

To be effective in today's world, institutional and government leaders must recognize they need the resources of the community and its residents to achieve quality results.

Worthwhile Journey

The combined use of RBA and ABCD has the potential to assist large and small communities achieve measurable results. RBA provides a simple understandable framework to identify quality-of-life conditions and their related indicators to drive collective action and the performance measures to track and improve individual programs and strategies. ABCD unlocks the resources of individual residents in communities while providing direction for more effective institutional action.

If your community has begun the journey to align resources around specific outcomes, you may want to explore--as a growing number of communities have--the power of increased community engagement through the combined application of RBA and ABCD. These complementary processes have the potential to unlock an abundance of resources to truly make a difference and change community conditions for the better. PM

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READING NEWSPAPERS IS OKAY, BUT. . .

The May 2012 *PM* cover story "Too Little Time to Wear All Those Hats" offered helpful hints for local government managers, especially those who are employed by smaller communities. The authors suggested strategies for coping with the varied and numerous roles associated with local government management.

These strategies included paying attention to priorities and helping the governing board to set them, collaborating with nearby communities, and taking advantage of consultants and outside sources as well as interns and volunteers.

Another suggestion was using multitasking skills to fulfill professional development needs. It is this last part of their discussion that we would like to clarify.

The authors state on page 8: "Using the ICMA Credentialed Manager program is a great way to plan your professional development. Set aside two to three hours every two weeks, perhaps during lunch, to read newsletters, blogs, websites, or books."

This paragraph offers good advice as a way to plan professional development activities on a regular basis while accomplishing another task (having lunch), but it suggests some activities that are generally not considered professional development under the Voluntary Credentialed Manager Program policy as interpreted by the Credentialing Advisory Board (CAB).

The quibble here is with newsletters, blogs, and websites (not books) as appropriate vehicles for professional development. What is important is distinguishing between work-as-usual and professional development. Answering the question of "what is professional development," the CAB has stated:

"Many members regard experience as their best teacher. While this notion may be true, there would be no need for a 40-hour requirement if doing one's work were sufficient. Professional development searches outside daily work to obtain enlightenment from ideas offered by authors, colleagues, commentators, educators, futurists, and specialists.

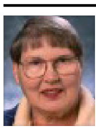
"Its thrust is learning new information and new ways of performing work. In other words, daily work is the 'practice' of our profession; professional development is the set of learning activities we pursue deliberately to enhance our work competencies, or the study of how to improve our 'practice.'"

Newsletters, blogs, and websites can be extremely useful sources of information, but they do not constitute professional development. They are a part of our daily work communication.

It is sometimes hard to draw the line between professional development and daily work because both relate to a manager's professionalism. In general, professional development reading needs to provide more than facts. It needs to offer new insights and ideas to the manager.

Accordingly, books, journal articles, and scholarly materials are in a different category than newsletters, blogs, and websites. The former help the manager to develop depth; the latter activities help the manager to keep abreast of changes in the "who's" and "what's" of local government management and are work related.

We encourage managers to follow the author's prescriptions to make it possible to fulfill the many roles assigned to a local government manager, including professional development. We, however, urge managers to be sure that the activity is truly professional development leading to an improvement in skills rather than daily information gathering as a part of routine work.

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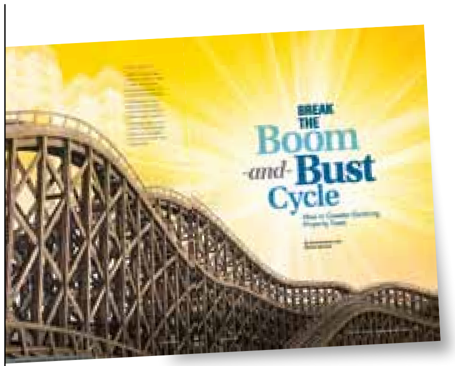

DOESN'T PERTAIN TO MY AREA

After reading the August 2012 *PM* article, "Break the Boom and Bust Cycle: How to Counter Declining Property Taxes," I want to offer my opinion that the theory in this article isn't exactly relevant to southwest Missouri. Here, local governments collect little property tax—most goes to school districts—and the county government where we are located, Christian County, doesn't collect property tax at all.

So maybe the author's research is relevant in some states, but I'm not so sure I agree that it pertains to my community, as property tax revenue is not a significant portion of our revenue. Plus, I don't believe necessarily that if people have a reduction in real-estate property taxes that they will definitely put that savings into fixing up their home and/or commercial buildings.

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Continued on page 25

AUTHORS' RESPONSE *Continued from page 24*

There is a great deal of variability across the country regarding the degree to which individual jurisdictions rely on property tax revenues. As you point out, some local governments receive no property tax revenues whatsoever. All states and their component jurisdictions, however, are free to determine what taxes are levied and in what proportion those taxes will contribute to revenues.

But a community that does not levy a property tax today could decide to do so in the future, either instead of or in addition to other existing taxes. The point of the August 2012 *PM* article is that some taxes make productive activities more costly and other taxes do not. To the extent that we replace taxes that impede production with taxes that do not, there is an opportunity to help improve the economy.

Concerning your point on fixing up buildings, you are quite correct. There is no guarantee, nor even an expectation that every reduction in building taxes will result in more building construction, improvement, or maintenance. But some will.

And most important, lower building costs and land prices can help lead to lower residential and business rents, and that should allow both residents and businesses to spend more money on other things, some of which will result in more state and local employment.

With regard to Missouri, some of its larger cities like Saint Louis are having economic troubles. Enacting permissive legislation at the state level for a "universal abatement" as proposed in the article and having Missouri's larger cities implement it could help improve their economies and provide uplift for the entire state. Permissive legislation at the state level might be to your community's advantage, even if local officials do not elect to implement it.

Bottom line, the article could be relevant to your jurisdiction if people want to replace taxes and fees that impede economic growth with taxes and fees that do not. PM

Rick Rybeck and Walter Rybeck
WASHINGTON, D.C.

BY WILLIAM MORRIS

BABY BOOMERS MEET XYZ

And what happens when they do

We all have heard about or taken classes on the differences in various generations and how they relate to workplace interactions. Each group—baby boomers, Generation X, Generation Y, and Generation Z—has unique characteristics that managers must understand in order to be able to work effectively with staff.

Most of the literature on this subject is specifically geared to help older people (baby boomers, that is) to be better able to understand their younger staff members. It is almost always a top-down view of interoffice interactions.

What happens, though, when you, a baby boomer, are much older than your boss, who is a member of Generation Y? How does this appear when you are looking up?

World views can collide!

The first clue that things will be different in the workplace is communication. For the baby boomer manager, staff meetings at the beginning of the week are a normal means to get a grip on what is happening in various departments.

The Old-Time Staff Meeting

Holding the proverbial coffee cup, the Baby Boomer manager starts by telling staff at the table about what of import you will be doing that week and then going around the table and asking for the rest of the necessary facts and issues that the directors will be dealing with. Most of the directors, also generally being older, will crack open their old and battered Day Runner calendar books and jot down with ink pens the notes, dates, and times.

Gen X directors though, will do things a little differently. They will pull out small laptops, Droids, or some sort of the latest i-things to use to input the same data and will often be carrying two cellphones, one—of course!—is for work and the other is a personal phone.

You look at phones as a necessity, and, as your boomer eyes get worse, you might actually yearn for the day you get one of those old-folks phones with buttons the size of quarters. The younger generations see cellphones as indispensable to life as water and air.

So later you change jobs, and your new boss is Gen X. The morning conversation with the new, younger boss begins with, "Hey boss, can we set up a meeting to go over some pending issues?" The reply is, "Sure, but let me get to my Outlook for a time and date, and I'll text you."

Yet, the staff meeting never happens, and you get a text asking for a list of those important issues.

You send a three-page assessment of a potentially explosive land use issue, assuming that this will surely elicit a response from the front office and require an immediate face-to-face meeting. Then an e-mail notice pops up with a response that reads: OMG TMI 4 TC 2 get Mayor  CU @ 1 BTW LOL Baxter 2 b next PD chief. THKU C

After uttering "What the heck?" or maybe thinking it's a computer error message because Windows might have just crashed, you later get a translation from your four-year-old grandson and find out the message says: Oh my goodness, that's too much information for the town council to be able to assimilate in the short term. The mayor is really not happy about the issue. See you at 1:00 pm. Oh, by the way, really funny, but Baxter is being named as the next chief of police. Thank you. C****** [manager's name].

Later you receive an e-mail that has the manager's questions in a light blue color after each issue. You then respond in royal blue by providing the answers to her light blue questions.

Later, you get a light blue response following your royal blue answers that says "Thanks." This e-mailing, your thinking is, is just exhausting! Can't the person just pick up the phone or come down the hall?

What's What

The e-mail is efficient, I must admit. Yet, doesn't the importance of the issue sometimes warrant more personal interaction instead of trying to analyze and discuss a major issue using abbreviations, emoticons, and texting?

Not so from many a young person's perspective because "face time" is so not productive. But the implications of organizational isolation can be disruptive to an organization.

The younger generation's dislike for personal, face-to-face meetings and unbridled love for all things digital may create or exacerbate the effect of "silo-ing." With the use of staff meetings decreasing, there is less opportunity for individual department directors to understand the larger world of their counterparts, which increases the silo effect and reduces the sense of being on the same team.

Communications are fundamental, especially to baby boomers. We boomers need the feedback and interaction to validate positions we are taking, and to be able to have each other's back.

Yet, we will also need to understand that the upcoming generations do not need or want that kind of interaction as much. So, older subordinates will need to get used to less interaction from younger management or will need to find agreeable ways of cornering the managers to make them listen, face-to-face, without having to duct tape them to their chairs.

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BY DARNELL EARLEY, ICMA-CM

BE A CHAMPION FOR CHANGE

Inspired reform is a must for high performance in difficult times

Saginaw, like virtually every other city in Michigan, in America and around the world, continues to struggle with the issues of declining revenues and increasing expenditures. For decades, Saginaw has been faced with financial challenges brought about by a number of variables.

Also, like many other local governments both urban and rural, these individual factors in totality amount to an urgent need for reform, if future services are to be provided to residents at even a minimal level. The past decade has been focused on meeting those challenges through professional management and ongoing training in crisis management, innovation, and sustainability.

Given the urgency of these challenges, reform processes in many cases have been broadened and expedited as leaders diligently seek ways to manage decline, while at the same time follow a blueprint for organized retrenchment, in order to meet the forecasts of five-year or other financial plans.

LOCAL GOVERNMENT MANAGERS ARE OFTEN CHARGED WITH THE RESPONSIBILITY OF BEING CHANGE AGENTS.

Fierce Attitude, Fierce Action

Across the board, these efforts have involved major changes in the way we are providing services, as well as discovering bold, new initiatives for managing declining financial and human resources.

Change is never easy. It is usually met with varying degrees of defiance, mistrust, skepticism, anxiety, and fear. Yet, in the final analysis, when communities fail to explore change in favor of maintaining the status quo because it offers a path of least resistance, they rarely ever solve the systemic problems that eventually prove to be their undoing.

As I saw firsthand in the case of Flint, Michigan from 2001 to 2004, and witnessed in other Michigan and U.S. local governments and school districts, this scenario then requires a more drastic intervention and corrective action, rather than a well-thought-out, planned, and anticipated response. It has always been the goal of our profession to realize effective, full-service delivery systems within the revenue structures that communities can afford to operate.

Anything outside of that equation invites fiscal and administrative distress that leads the city or county to bigger and more complicated problems and ultimately an inability to sustain itself. Unfortunately, this is becoming more and more the norm, as bankruptcy has become as much a part of the financial management lexicon as the terms "fiscal year" and "emergency manager," and as much a part of the state legislative vernacular as "revenue sharing."

Never Show Signs of Cracking

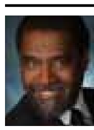
Local government managers are often charged with the responsibility of being change agents. We will never have a better opportunity to explore and implement much needed change and reform of our communities than we have now.

I want to take this time to encourage managers who face these challenges, as we continue to examine how best to reform, reinvent, and sustain such costly operations as public safety, retirement, and health care benefits. Elected officials, residents, and neighboring jurisdictions look to us to find ways to be more cost efficient and to operate more effectively despite opposition.

The great British statesman Sir Winston Churchill who faced huge opposition helping guide America's allies during World War II once said: "There is nothing wrong with change as long as it is in the right direction." I am sure managers can point to major reforms we have implemented and declare that, indeed, they were, ". . . in the right direction!"

By so doing we have probably saved our communities millions of general fund or other budget dollars, avoided mass employee layoffs, maintained general fund balances instead of amassing huge deficits, and in the process, improved the quality of life for our residents.

It is from these initial points of progress that we must continue to examine leading practices and other performance and evaluative criteria, which will keep our communities on a path toward high performance, organizational effectiveness, and long-term sustainability during these difficult sociopolitical and economic times. PM



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BY JASON COUGHLIN

MAKING SOLAR ENERGY ACCESSIBLE TO COMMUNITIES

Best of all, it might not cost you a dime

Local government managers across the United States are tapping into a new wave of innovation to overcome market barriers and deliver the benefits of solar energy to residents in their communities.

The concept, called "solarize" by its earliest adopters, helps community members band together to seize volume discounts by purchasing solar photovoltaics (PV) in bulk from a group-selected, solar-installation contractor. With solarize programs, a local government can transition from a traditional direct-procurement role of building solar installations on public facilities to a facilitation role of bringing community members together to make residential solar energy a reality.

This shifts governments' focus from investments of money to investments of time. It can also reframe energy efficiency and renewable energy initiatives from cost effective *versus* sustainable to cost effective *and* sustainable.

In these ways, solarize programs can satisfy government leadership imperatives to implement sustainability measures while also addressing economic challenges.

A Grass-roots Revolution

The solarize model began in Portland, Oregon, and has achieved such success that cities in Arizona, Colorado, Washington, Massachusetts, Vermont, California, and others have established their own programs to buy solar energy in bulk and share the savings among participants. Variants of the solarize model now include multicity campaigns and employee group-purchasing discounts offered by organizations as an employee benefit.

In all, solarize programs throughout the United States have resulted in 1,960 installations since 2009. Here are successful examples:

Solarize Portland. Starting as a grass-roots movement, Solarize Portland campaigns revolutionized the market for solar, driving down prices by more than 30 percent and generating more than 50 permanent green jobs within the solar industry. During the past three years, six Solarize Portland campaigns have achieved a total installed capacity of 1.7 MW on 560 homes.

Solar Benefits Colorado. The Solar Benefits Colorado program represents a model of what leadership can achieve in a short amount of time through collaboration among local, state, and federal governments. By offering hassle-free solar at an impressive $3.90 per watt (a 15 to 20 percent discount from current market rates), the program has attracted 1,100 residential participants and counting since its launch in May 2012.

Solarize Washington. Managed by a Seattle-based nonprofit organization that works with community groups to organize solarize campaigns in multiple neighborhoods, Solarize Washington has completed two successful campaigns and launched two more in 2012. After 56 installations and 237 kWh total installed capacity, the program's success has prompted several local utilities to offer their support.

Solarize Massachusetts. In an effort to expand the state's solar PV market beyond traditional early adopters, program organizers established a competition among four green communities to achieve widespread solar adoption. Campaigns in Harvard, Winchester, Hatfield, and Scituate resulted in 162 installations with 829 kW total installed capacity.

Step-by-Step Solarize

Solarize campaigns follow the same basic steps to success, which are detailed in the U.S. Department of Energy's *Solarize Guidebook: A Community Guide to Collective Purchasing of Residential PV Systems.*

This how-to guide is designed for consumers, utilities, local governments, and community groups who want to replicate the success of the Solarize Portland model, overcome barriers to implementation, and permanently transform the market for solar energy in their communities.

STEP 1: PLANNING (MONTHS 1–3). Develop partnerships. Enlist key allies and supporters, starting with a primary project manager. Ideally, the project manager can partner with a technical expert who undersetands solar technologies (e.g., energy department or local utility staff) and a community organizer or volunteer coordinator. Together, these players collaborate to plan the project and identify tasks, responsible parties, and community partners.

STEP 2: ESTABLISH INFORMATION SYSTEMS AND RECRUIT VOLUNTEERS (MONTHS 1–2). Provide a database structure that will enable the solar-installation contractor to track customer follow-up, schedule installations, and capture project results. Also during this time, host a meeting to recruit core volunteers who are organized into two committees: the outreach committee, which manages communication and outreach to potential participants, and the request for proposal (RFP) committee, which chooses the contractor.

STEP 3: SELECT THE CONTRACTOR (MONTHS 2–3). Write the RFP and issue it to a wide group of solar contractors. Evaluate and score each proposal, then interview the top two or three candidates. Select the

Figure 1. Sample Roles in a Solarize Campaign. This chart shows roles and responsibilities for a typical solarize campaign. The project manager is an essential role and could be a neighborhood coalition, a municipality, a local ASES chapter, or any organization with the capacity to devote a half-time person to leading the charge.

	PROJECT MANAGER	VOLUNTEERS	CONTRACTOR	UTILITY/MUNICIPALITY
Planning	Manage program; provide resources	Provide ideas		Provide tech support; provide resources
Volunteer Recruitment	Recruit and organize committees			Advise committees
Request for Proposal (RFP)	Issue RFP; advise on RFP and contractor selection	Draft RFP; select contractor	Respond to RFP	Advise on RFP
Outreach	Manage outreach campaign; create and print fliers; lead workshops	Build website; distribute fliers, outreach materials; schedule workshops; identify venues	Teach nuts and bolts and Q&A session	Provide workshop curriculum; teach workshops
Enrollment	Compile database of enrollees; engage customers	Recruit neighbors	Conduct preliminary assessment and schedule site assessments	
Site Assessments	Track contractor turnaround time and signed contracts		Conduct site assessments with homeowners; prepare bids	
Installations	Track contractor turnaround time and customer experience		Execute contracts; install systems; complete paperwork	Streamline solar permitting process; inspect installations; interconnect systems
Celebration!	Issue press release; promote, evaluate and replicate	Plan and/or host party	Plan and/or host party	Evaluate

best candidate and announce your selection to all RFP respondents.

STEP 4: CONDUCT OUTREACH AND EDUCATION (MONTHS 4–6). Spread the word about your solarize program with a program Web site; colorful fliers, buttons, stickers and yard signs; and blogs and e-mails. Hold workshops that inform and motivate homeowners to sign up for the program.

STEP 5: ENROLL CUSTOMERS (MONTHS 4–6). Run a three-month enrollment period concurrently with outreach and education. Engage media early so they can help get the word out. Offer online enrollment as well as phone registration.

STEP 6: PERFORM SITE ASSESSMENTS (MONTHS 4–8). As participants enroll, the contractor conducts a detailed evaluation of each participant's site and determines the solar system size. The customer and contractor then sign a contract for installation.

Figure 2. Sample Budget Although every program will vary by location and population size, this sample budget provides a starting point for project planners.

LABOR HOURS	PROJECT ORGANIZER	VOLUNTEERS	CONTRACTOR	UTILITY	TOTAL
Project Management	250	250			
RFP Committee	40	80			
Outreach Committee	70	50			
Workshop Design and Delivery	100	50	20	10	
Site Assessments			*		
Installations			*		
Celebration and Evaluation	30	30	20		
Total Hours	490	460	40	10	1,000
Materials Expenses					
Collateral (fliers, yard signs, etc.)	$1,000		$1,000		
Advertising	$150				
Database Development	$2,000				
Workshop Venue Rental	$400				
Speaker Fees	$300				
Booth Rental for Events	$100				
Web Hosting/Domain Name	$200				
Celebration Event	$200		$300		
Total Materials	$4,350	$0	$1,300	$0	$5,650

*Contractor hours for site assessments and installations will vary by number of participants and are not shown here because they are not unique to a Solarize campaign.

From the Experts: Strategies That Work

Assemble the right players. Find champions who hold key leadership positions within each of the local and state agencies. These might include members of management and human relations who have the authority to move things forward on behalf of their organizations and are committed to attending regular meetings or conference calls throughout the program.

Understand the barriers. The biggest obstacles participants face are high up-front costs, time, and effort. Make the program both affordable and convenient by negotiating a volume discount and offering different financing options to participants, which the solar PV companies should detail in their RFP responses.

Frame the program as a benefit. If you offer your solarize program to employees, frame the offering as a benefit (rather than an obligation or expectation), emphasizing the rewards of solar energy. This approach allows you to reach participants through existing channels such as human resources Web sites and newsletters.

Overcome customer inertia. While many people are interested in solar energy, issues like the variability of utility rebates and tax credits can cause people to delay their decisions until the right time becomes apparent. Move people to action by making a time-sensitive offering, which encourages participants to sign up within the limited window of availability.

Invest most of your time in outreach. Market your program through a variety of media–presentations, webinars, Web sites, human resources bulletins, newsletters, and fliers–to reach your audience frequently, catch their attention, and drive them to action. Make outreach easy for your partner organizations by creating all of the materials for them.

Figure 3. Solar Installations. Solarize programs throughout the United States have resulted in 1,960 solar installations since 2009. Source: David Sweet, courtesy of the city of Portland, Oregon.

STEP 7: INSTALL SOLAR ELECTRIC SYSTEMS (MONTHS 5–9). The contractor installs systems and updates the customer database accordingly. If target capacity is reached, all participants receive a lower final price. The project manager monitors the program's status and coordinates regular team meetings to discuss installation progress and address any issues or concerns.

STEP 8: CELEBRATE AND REFLECT (MONTH 9). Complete your solarize program by acknowledging everyone's hard work and support. Listen to participant feedback and hold lessons-learned sessions with the organizing team to help improve future programs.

Learn More

For more information, download *The Solarize Guidebook: A Community Guide to Collective Purchasing of Residential PV Systems* at http://www.nrel.gov/docs/fy12osti/54738.pdf.

In addition, the DOE SunShot Initiative has just released a video highlighting the Portland Solarize program (https://www.eeremultimedia.energy.gov/solar/videos/purchasing_solar_collectively_solarize).

Two sister publications of *The Solarize Guidebook*, also developed with funding from the SunShot Initiative, detail additional ways communities are finding to deliver the benefits of solar to residents:

- *A Guide to Community Shared Solar: Utility, Private, and Nonprofit Project Development* (http://www.nrel.gov/docs/fy12osti/54570.pdf) helps communities navigate the complexities of implementing and financing a single shared solar system.
- *Solar Powering Your Community: A Guide for Local Governments* (http://www4.eere.energy.gov/solar/sunshot/resource_center/sites/default/files/solar-powering-your-community-guide-for-local-governments.pdf) is a comprehensive resource to assist local governments and stakeholders in building sustainable local solar markets.

For more information, visit the DOE SunShot Initiative website at http://www1.eere.energy.gov/solar/sunshot. PM

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BY STERLING CHEATHAM, ICMA-CM

THE CHALLENGING TERMINATION

It doesn't always go according to script

Like many managers, from time to time I get the opportunity to speak to a variety of different groups. Most really don't have a sense for what a city manager does. I am typically asked these three questions: What does a manager do? What has been your worst day? What has been your biggest challenge?

My response to the first question is fairly well predicated on things that have gone wrong or right for that particular day, as the manager's job is constantly changing. In regard to the second and third questions, however, my answer is most frequently the same.

The response to the second one is my first day on the job when I had the experience of having a high-ranking elected city official arrested by my own police department for driving-under-the-influence, a charge that was determined later to be unsubstantiated.

The response to the third question is typically linked to the second question, and that is having the experience of terminating the police chief, who is a community symbol of stability, justice, and authority. Events like these can provide life-changing insights, both personally and professionally, to a new manager.

Right Thing to Do

You see, even after 30-plus years as an experienced, fairly-well-read assistant who had fired a number of employees, I had no experience in terminating a police chief. Throughout my career, I have worked closely with the police. I had dealt with tense police and community issues, the hiring of chiefs, and even disciplining them.

But this situation presented a unique set of challenges. The matter was magnified by the fact that in our community, the council gets to select the police and fire chiefs, but these officials report to the manager and serve at will.

As most managers know, the police chief is often only second to the mayor and manager in his or her visibility in the community. He or she is always protecting and serving and is the leader of a significant contingent of employees who have that same responsibility.

Police chiefs typically have a strong community base and are politically savvy. Managers typically want to have a seamless, wholesome relationship with their chief and all department staff, for that matter. It is mutually beneficial to do so.

Soon after my initial days as manager, it became apparent that I had to take action to relieve the police chief—and the sooner the better. This was not necessarily due to other actions of the chief beyond an erroneous DUI arrest charge but because of escalating friction in the police department and the community.

I felt the time had come, and I needed to do the right thing, the right way, at the right time. Yet, I had no answer on how best to do any of the "right things."

In Preparation

My first step in the termination process was to advise the mayor of my decision, knowing he would be a primary focus of media attention. My next step was to notify the council of my intent, and then set up the meeting to advise the police chief. All of these actions needed rapid sequencing.

I decided to take the big-picture approach for a tempered discussion with the chief by approaching it with such statements as: it's in your best interest, the organization and the community's best interest, and so forth, that I suggest you resign.

For the dreaded termination meeting, I thought it best to call for an early morning, next-day meeting that I had carefully scripted in my mind to focus on accomplishments, how things had changed, how the present situation was not benefitting anyone, and how he would be perceived positively by the community by removing himself from all of the contentiousness and innuendo. This chief was a model No.1 tough guy, known to have a mercurial temperament, and a colorful vocabulary, so I anticipated, at best, a difficult discussion.

My approach was so easy that it failed. In the meeting, he refused the invitation to resign. I was left to summon the courage to take the termination route. With the best-made plans now discarded, the discussion quickly got personal and proved as tormented, painful, and threatening as I envisioned.

Finally, it was over after significant emotional and mental duress. The whole meeting lasted 30 eternal minutes.

Afterwards, I contacted the police department's second-in-command and asked him to assume interim leadership. This was a tough request of the second-in-command, as I had limited previous interactions with staff, instead focusing my communications with and through the soon-to-be-former chief. Thankfully, due to the second-in-command's loyalty to the department and city, he accepted this challenge. To this day, I am uncertain what my second option would have been if he hadn't.

Handling the Attention

As you would expect, there followed a flood of media calls and questions, e-mail messages, and phone calls from concerned residents, as well as internal staffing issues to deal with, which eventually waned. In its wake arose an opportunity to begin setting a new direction for the department. PM

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"The fire chief of tomorrow must be equipped to operate in an environment that is more dynamic, more challenging, and more unforgiving than in the past....the opportunity for the fire and emergency services profession to mobilize around meaningful and effective change is also great."

—Adam K. Thiel, Fire Chief, FACETS Consulting, LLP, and Charles R. Jennings, Associate Professor, John Jay College of Criminal Justice, City University of New York, Editors

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