



PUBLIC MANAGEMENT



Housing, Policy, and Local
Government's Role
in Structural Racism **10**

Designing Smarter
Communities **14**

Economic Recovery
in Eastvale, California **20**

HOUSING AND ECONOMIC RECOVERY

City of Eastvale, California
Read more on page 20.

JUNE 2021
ICMA.ORG/PM

SAFE Communities



Excess Liability Insurance for Public Entities

Protecting your community is States' sole mission. Our coverage is uniquely designed by public entity risk managers for the risks you face today and as a member-owned company, States' insureds enjoy stable, predictable rates and a personal relationship with claims and risk control teams.

Partner with States to protect your community today.



612-766-3310 statesrrg.com

FEATURES | »

10

Housing, Land-Use Policy, and Local Government's Role in Structural Racism

Lead the effort in confronting racial inequality by examining policy
Tom Carroll, ICMA-CM

14

Designing Smarter Communities: A Moment to Pause and Reflect

Today there is an even greater need to consider how our designs impact all members of our communities
Kevin C. Desouza

20

Pandemic Economic Recovery in Eastvale, California

The city's unique approach proved successful for local business, residents, and the community as a whole
Marc A. Donohue

24

Work Works: A Comprehensive Solution to Homelessness

As the United States rebuilds from the pandemic, we cannot repeat past mistakes and exclude the most marginalized among us
Isabel McDevitt

28

Welcoming the New Manager

How the governing board and staff can help promote a successful transition
Kevin C. Duggan, ICMA-CM; and Cheryl A. Hilvert, ICMA-CM

32

High Performance in Local Government, Part 1: Creating a Culture for Higher Organizational Performance

Introducing our newest series
Don Jarrett, with Patty Gentrup

38

The Evolving Role of Strategists

They might not have "strategy" in their job title, but these folks are revolutionizing your organization
Kel Wang

42

Leadership in Local Government, Part 6: The Leadership Journey

The ultimate trip
Ed Everett, ICMA-CM



24

DEPARTMENTS | »

2 Ethics Matter!

Resolving Everyday Ethics Challenges

5 ICMA Award Spotlight

ICMA's First-Ever 60-Year Service Award

6 Letter from the Executive Director

Austin Vote Shines Spotlight on Professional Local Government Management

8 Assistants and Deputies

When to Make the Leap to the Number-One Spot

44 IDEALS

Celebrating Pride Month

47 Professional Services Directory

20



44

**ICMA**

International City/County
Management Association

LETTERS TO THE EDITOR

Share your thoughts on *PM* magazine by emailing us at pm@icma.org. Submit an article proposal to pm@icma.org or learn more at icma.org/writeforus.

Resolving Everyday Ethics *Challenges*

Why seeking advice is **beneficial** | BY MARTHA PEREGO, ICMA-CM

Imagine for a moment that your otherwise productive day is interrupted by an ethical dilemma. Perhaps it was lobbed over into your court by another party, or created by a series of events that unfolds in an unanticipated manner, or maybe it was created by your own conduct. A critical element in plotting out a successful course of action to resolve any problem is having good, complete information. Next, consider whether your outcome would benefit from the advice of an independent, objective, and trusted source. Might that advice help you see all aspects of the issue? Uncover your bias or lack of objectivity? Explore additional avenues to reach your desired outcome?

Of course! And that is why ICMA provides confidential ethics advice to our members. We believe that an impartial but informed outside perspective contributes to better decisions and outcomes. Here are some ethics scenarios where members sought advice on how best to address the issue or presented their proposed course of action for feedback.



MARTHA PEREGO,
ICMA-CM, is

director of member services and ethics director, ICMA, Washington, D.C. (mperego@icma.org).

Considering an Invitation to Speak at a Rally

A deputy city manager was invited to speak at a rally at the county courthouse adjacent to city hall. The invitation came from a coalition of community groups. Alarmed by the rise in violence experienced by members of the Asian American Pacific Islander community, the group seeks to

elevate public awareness of the gravity of the situation and promote changes to the law and new policies to address the harassment and violence. Given the deputy's portfolio within the organization and her tenure, she is well known within the community. She is also the highest-ranking Asian American local government official, elected or appointed, in the region. Clearly the invitation reflects her standing in the community. The deputy is interested in speaking, but what are the ethical implications of doing so?

Answer: The guideline on personal advocacy under Tenet 7 of the Code of Ethics states that members may advocate on behalf of issues. As the deputy city manager, she could also attend to provide information about city policies and practices addressing the issue. But given her role with the city, the deputy may want to expand her exploration to consider these questions:

- Will she be representing the city or speaking as a private individual? The difference may be a nuance from the perspective of the public since one never really stops being an appointed official. But in her remarks, she will want to be clear about who she is representing and whose perspective she is sharing. It would be wise to discuss this with the city manager before committing to the event.
- Who is sponsoring the rally? By virtue of speaking at the event, she may be perceived to be aligned with the sponsor's mission. Is she clear about who they are,

ICMA

International City/County
Management Association

icma.org

June 2021

Public Management (PM) (USPS: 449-300) is published monthly by ICMA (the International City/County Management Association) at 777 North Capitol Street, N.E., Washington, D.C. 20002-4201. Periodicals postage paid at Washington, D.C., and at additional mailing offices. The opinions expressed in the magazine are those of the authors and do not necessarily reflect the views of ICMA.

COPYRIGHT 2021 by the International City/County Management Association. All rights reserved. Material may not be reproduced or translated without written permission.

REPRINTS: To order article reprints or request reprint permission, contact pm@icma.org.

SUBSCRIPTIONS: U.S. subscription rate, \$46 per year; other countries subscription rate, \$155 per year. Printed in the United States. Contact: 202/289-4262; subscriptions@icma.org.

POSTMASTER: Send address changes to Public Management, ICMA, 777 N. Capitol Street, N.E., Suite 500, Washington, D.C. 20002-4201.

ARTICLE PROPOSALS: Visit icma.org/pm to see "Editorial Guidelines" for contributors.

For more information on local government leadership and management topics, visit icma.org.

Public Management (PM)

icma.org/pm

ICMA
777 North Capitol Street, N.E.
Suite 500
Washington, D.C. 20002-4201

EDITORIAL OFFICE:
pm@icma.org

ADVERTISING SALES:
Kyle Elgin, MCI USA
410.316.9866
kyle.elgin@mci-group.com
Learn more at <https://go.networkmediapartners.com/icma-mediakit>

ICMA MEMBER SERVICES:
800.745.8780 | 202.962.3680
membership@icma.org

ICMA

Creating and Supporting Thriving Communities

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

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



where they get their funding, and the policies that they are advocating? She should research the sponsor so that she makes an informed decision. Best not to be caught off guard by a group's advocacy for a policy or activity that runs contrary to the city's position, purpose, or goal.

- Will speaking at the rally affect her ability to do her job? Equal rights and protection for the safety of all should not be a controversial issue. But in an era where virtually all issues are polarized, some consideration should be given to this point. If she concludes that

participating in this event will impair her effectiveness, then it may be best to sit this one out so that she can advance this cause and many others without the potential controversy.

Awarding a Contract to a Firm Where a Principal is Running for County Commission

The county issued an RFP to select engineering firms to work on complex capital improvement projects. Staff were really pleased that the solicitation resulted in a very competitive pool of proposals. When briefed on the process, the county manager raised a concern. The principal in one of the firms who responded to the RFP had recently filed to run for a position on the county board of commissioners. The firm has worked for the county before and has a good track

record, as does this engineer. But the engineer's entry into politics now is raising a legitimate ethics concern for the manager. The proposal identifies this person as the lead engineer on the projects. Given the complexity of the work, should this firm be selected, the work will carry into and beyond the election season. What are the optics of the county awarding a contract to a firm where a principal is running for county commission? Is the integrity of any otherwise objective competitive process compromised? Of note, the general sentiment is that this individual will be successful in their bid for office.

Answer: Whether by experience or instinct, the ability to identify an ethics issue peering over the horizon is enormously helpful. Far better to see it and proactively address it than invest energy to repair

2020–2021 ICMA Executive Board

PRESIDENT
James Malloy, ICMA-CM
Town Manager,
Lexington, Massachusetts

PRESIDENT-ELECT
Troy Brown
City Manager, Moorpark, California

PAST PRESIDENT
Jane Brautigam, ICMA-CM
City Manager, Boulder, Colorado

VICE PRESIDENTS International Region

Stephen Parry, ICMA-CM*
Chief Executive,
Gore District Council, New Zealand

Robert Kristof
City Manager, Timisoara, Romania

Chris MacPherson
Chief Administrative Officer,
Fredericton, New Brunswick, Canada

Midwest Region

Clint Gridley
City Administrator, Woodbury, Minnesota

Molly Mehner, ICMA-CM
Assistant City Manager,
Cape Girardeau, Missouri

Victor Cardenas, ICMA-CM
Assistant City Manager, Novi, Michigan

Mountain Plains Region

Michael Land, ICMA-CM
City Manager, Coppell, Texas

Raymond Gonzales Jr.
County Manager, Adams County, Colorado

Dianne Stoddard, ICMA-CM
Assistant City Manager, Lawrence, Kansas

Northeast Region

Christopher Coleman, ICMA-CM
Town Administrator,
Westwood, Massachusetts

Teresa Tieman, ICMA-CM
Town Manager, Fenwick Island, Delaware

William Fraser, ICMA-CM
City Manager, Montpelier, Vermont

Southeast Region

Laura Fitzpatrick, ICMA-CM
Assistant City Manager,
Chesapeake, Virginia

Michael Kaigler, ICMA-CM
Assistant County Manager,
Chatham County, Georgia

Nate Pagan, ICMA-CM
City Manager,
Owensboro, Kentucky

West Coast Region

Edward Shikada, ICMA-CM
City Manager, Palo Alto, California

Peter Troedsson, ICMA-CM
City Manager, Albany, Oregon

Roxanne Murphy
Assistant City Manager,
Valdez, Alaska

* Appointed to serve unexpired
term following resignation of
Sue Bidrose



ICMA Executive Director Marc Ott

**Director, Equity &
Social Justice and
Membership Marketing**

Managing Editor

Newsletter Editor

Graphics Manager

Design & Production

Lynne Scott lscott@icma.org

Kerry Hansen khansen@icma.org

Kathleen Karas kkaras@icma.org

Delia Jones djones@icma.org

picantecreative.com

We believe that an impartial but informed outside perspective contributes to better decisions and outcomes.

the damage from the unforeseen, unaddressed issue. This county manager gets kudos for pausing the process to ponder the ethics issues presented here. Clearly, a public agency awarding work to a firm owned by or that employs an elected official raises a huge ethics red flag. Here the award will be made to a firm before the outcome of the election. The result of the event that would create the ethical dilemmas (i.e., the election) is unknown at this time. While it would be best if the candidate were more proactive in minimizing the potential for future ethical issues, the county manager determined that absent a concrete ethical conflict, the county should proceed to make the award based solely on merit. If the candidate ends up on the county commission with the dual role as engineer for county projects, then the county manager needs a plan to resolve that ethical conflict.

Taking a New Job When Your Soon-To-Be New Mayor May Be Departing

Selected to be the next city administrator, the finalist entered negotiations with the mayor. They reached terms on the employment agreement, which will be on council's agenda for approval. Days before the council meeting, the mayor called the soon-to-be-confirmed administrator to say that he was arrested and may resign from office. The candidate understands that under normal circumstances, he is ethically committed to take the job now that he has verbally agreed to the terms. Does he have any leeway here given that his primary point of contact for the new position and the lead in negotiations may be leaving? What a way to start a new position!

Answer: Adding to the complexity of this situation is the fact that the city has a hybrid form of government. The mayor appoints the city administrator. But the employment agreement is subject to ratification by the city council. Removal of the city administrator is a process that involves both parties. Upon further research, the arrest resulted from a personal situation and had nothing to do with city business. The arrest just happened, so the matter is in its infancy in terms of the legal process. The best approach is for the candidate to attend the city council meeting and if the city council ratifies the agreement with no amendments, show up for work. While it is a bit unnerving to learn that your soon-to-be new mayor may be departing, there are insufficient grounds to ethically walk away. If there is turmoil at the governing level, all the better reason to have a professional manager on board.

Successfully managing an ethical issue requires all three elements of situational awareness: perception, comprehension, and projection. The likelihood of reaching an ethical outcome benefits as well from impartial advice. **PM**



UPCOMING ICMA EVENTS

icma.org/events

ICMA Equity Summit • Moving the Needle: Advancing Racial Equity in Local Government • June 10–11

Join diversity, equity, and inclusion officers (and those doing the work without the title) as well as other local government professionals interested in ideas and institutions to deepen strategies, shape actions, and create solutions.

June 15: Webinar: *Asking Police Chiefs the Right Questions*

June 15: Webinar: *Courageous Conversations: The LGBTQIA+ Experience in Local Government*

June 17: Webinar: *Save Money, Save Parks: P3 Strategies for Reducing Parks and Recreation Subsidies*

June 22: Webinar: *Seizing Stimulus to Streamline Government Operations*

June 22: Virtual Event: *National Forum for Black Public Administrators Forum 2021*

June 24: Webinar: *Negotiating a Bargaining Agreement*

June 29: Webinar: *Budgeting for Big Swings: Resource Optimization and the American Rescue Plan*

June 30: CivicPRIDE Virtual Inclusion Summit

Courageous Conversations

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

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

ICMA Cybersecurity Leadership Academy

Cohort begins August 2

icma-cybersecurity-leadership-academy

This 12-week online collaborative readiness program coaches participants on what it means to think and act as a cybersecurity leader.

ICMA High Performance Leadership Academy

Cohorts begin August and September 2021

icma.org/icma-high-performance-leadership-academy

Learn the most important leadership skills to be more effective in your local government role, enable greater team performance, and deliver organizational value.

ICMA's First-Ever 60-Year Service Award

Indian Creek, Florida's **Sam Kissinger** was honored posthumously for his career in local government

ICMA was scheduled to present our first ever 60-year Service Award to C. Samuel "Sam" Kissinger at the 2020 ICMA Annual Conference. We were greatly looking forward to sharing this milestone moment with members, as well as the village of Indian Creek, Florida, where Sam served as manager. Unfortunately, prior to the conference, in November 2019, he passed away.



Sam was well known for his tenacity, professionalism, and kindness. He cultivated a multitude of meaningful work relationships over his long career. He was deeply respected and appreciated by his peers. "Sam was a wonderful gentleman and a true professional in every way. It was a privilege to know and work with him," commented Indian Creek Council Member Irma Braman.

Sam made many changes that dramatically improved the life of the residents of Indian Creek, including overseeing a significant housing growth spurt. However, in addition to all his efforts in bettering the community, he is perhaps best known for being a thoughtful and engaged manager. Police Chief Clarke Maher, Indian Creek Village, said, "One of Sam's favorite sayings was 'we don't guess, we know.' He was a father figure to everyone here at the creek. He always spent time talking with the troops and was interested in their personal lives—a very rare quality."

Many staff members shared this sentiment. Village Clerk Marilane Lima remarked, "Sam was the best manager I ever worked with. I learned a lot with him! I remember him sitting with us at lunchtime laughing, enjoying the time either watching sports or just cracking a joke!" Similarly, Beatrice Good, finance director, recalls, "One of my favorite memories of Sam is having lunch with staff around the kitchen table while he shared amusing life stories. They were always gems!"

Friends and colleagues alike agree that Sam was an invaluable source of encouragement and support. Sam provided his employees guidance that ultimately left them better positioned to excel in their futures. Many of his peers are reminded of Sam's professionalism as they reflect on their experiences with him over the years. Councilmember Irwin Tauber remarked, "Although Sam was a quiet man,



ICMA presented the village of Indian Creek with a special award in Sam's honor for public display.

his demeanor was always pleasant. He was smart and a true professional in his job." Mayor Bernard Klepach commented, "Sam was an exemplary leader and a true public servant."

Prior to his 17-year long tenure at Indian Creek, he served as manager for other cities such as New Rochelle, New York; Key Biscayne, Florida; and Marco Island, Florida.

Sam was also a known sports enthusiast. Vice Mayor Javier Holtz said, "I enjoyed chatting with Sam about our local sports teams, specifically his beloved Marlins. He will be missed by all of us at the village." **PM**

"Sam was an exemplary leader and a true public servant."

Austin Vote Shines Spotlight on Professional Local Government Management

The long-fought battle demonstrated the importance of the **council-manager** form of government | BY MARC OTT

Even in the best run cities, the role of the manager is often invisible. City, county, and town managers work behind the scenes without flash or fanfare to deliver essential services and improve the quality of life for their residents. It is typically the mayor who is highly visible with the platform to command media and public attention. That dynamic is one reason why form of government campaigns can be difficult. So, when a well-organized effort to change the form of government in Austin, Texas, from council-manager to strong mayor emerged last summer, it was unsurprising that the city's most experienced mayoral campaign operatives and city hall insiders led the effort. For months, they dominated the political dialogue, with little opposition.

Successful Public Information Campaign

To successfully present the the council-manager form of government, voters needed to clearly see and understand the value of professional local government management. Through a six-month public information campaign and coordinated grass-roots effort, ICMA worked together with the Texas City Management Association and other local partners to do just that, making visible the role of professional management and garnering support for the council-manager system. Austin voters last month overwhelmingly rejected the change to strong mayor. Through it all, the *importance* of this profession stood squarely in the spotlight and reflected brilliantly the *value* of this profession. Terrell Blodgett, one of ICMA's longest serving members, said it best: "The outcome reflects the esteem with which the community holds our whole history of professional management."

The victory that many of us worked so hard to achieve is noteworthy for several reasons. I must admit that the battle was a bit personal because I had been the city manager in Austin for nearly nine years prior to joining ICMA. As the eleventh largest city in the United States, Austin has become widely known as one of the best managed cities in the country, and on



The Austin outcome demonstrates how a concerted effort to inform the community can create broad recognition that professional, nonpartisan local government managers do their jobs on behalf of everyone living and working in the community. "

the cutting edge of best practices and quality of life. Cities throughout Texas and across the country look to Austin as a hallmark of local governance. Whether the form of government could withstand a well-funded effort to implement a strong mayor system was being tested for all to witness.

Diversity of Support

While this initiative had the potential to become highly partisan, what struck me was the diversity of groups that banded together to focus on one thing—serving the best interests of the city. Austin media noted the diversity of support for retention of the council-manager form by calling it an "unusual coalition...from labor to business to environmental groups, that frequently disagree on such matters." The leader of AFSCME, who at times is at odds with the city manager, organized a coalition of all the other labor PACs to support the council-manager form. Business leaders and the Austin Chamber of Commerce also saw that a strong mayor could lead to a return of cronyism in decision-making, creating a potentially negative impact on the city's excellent financial rating. Nonprofit groups



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



Form of Government Initiatives

ICMA's Director of Advocacy Jason Grant (jgrant@icma.org) works with state associations and citizen groups on form of government issues as they arise.

Initiatives Currently in Progress:

Bridgewater, Massachusetts: ICMA provided information regarding the council-manager form of government to inform their charter commission public meeting engagement sessions held in May 2021.

Portland, Oregon: ICMA provided information to support consideration of council-manager form of government over current commission form of government during their charter commission review.

Portland, Maine: ICMA is assisting with efforts to defend the council-manager form of government amid organized support for changing to a strong mayor system during review of the city's charter later this year.

Recent Results:

Deer Park, Ohio: Voters adopted the council-manager form of government

Eagle Lake, Texas: Adopted council-manager form replacing alderman form of government

Elkins, West Virginia: Lost ballot initiative to change from mayor-council to council-manager form of government

Gloucester, Rhode Island: Lost ballot initiative to change from town council-led form of government to town manager form

Sacramento, California: Voters rejected ballot measure to replace council-manager with mayor-council form of government

Saratoga Springs, New York: Lost ballot initiative to change from commission form to council-manager form

like Clean Water Action saw the move as potentially undermining the objectives they had been working to achieve in partnership with the professionally run city government.

Council-Manager More Representative

Perhaps most satisfying is that despite the rhetoric used by advocates to describe the strong mayor form as being more accountable and representative, 86 percent of voters saw through the façade and rejected it. Less than a decade ago, Austin moved from an at-large council system to single member districts. In doing so, all citizens, especially the Hispanic and African American communities who had been historically marginalized and underrepresented, were given a greater voice at city hall. The strong mayor approach, with its concentration of power in the hands of one elected official, including the oversight of the city's departments by an individual lacking professional management expertise, was seen by residents as contrary to the equity, diversity, and inclusion they desired.

No doubt there will be more battles ahead. Politicians and special interest groups will continue to leverage opportunities to attack the council-manager form of government. But the Austin outcome demonstrates how a concerted effort to inform the community can create broad recognition that professional, nonpartisan local government managers do their jobs on behalf of *everyone* living and working in the community. It serves as a powerful

endorsement of the type of leadership that we have come to represent—engaging with all constituencies in the community from underrepresented racial and ethnic groups to the business, labor, and nonprofit communities, managing conflicts and seeking compromise.

The Best Path Forward

Through public engagement and information campaigns developed with our state association and local partners we will continue to advance our mission—the council-manager form of government gives all constituents the best path forward. It ensures that the representatives elected by the people set the policy guidance with all districts having equal representation, while also making certain that the administration of government is managed by staff with the knowledge, experience, and expertise to accomplish the goals and outcomes established by that elected body. It reduces opportunity for corruption, strengthens the power of the people, and increases government accountability. And that is why, especially in these divisive times, it continues to be the winning formula for Austin and for good local government everywhere. **PM**

When to Make the *Leap* to the Number-One Spot

How do you know when you're **ready**? | BY SCOTT TRUJILLO

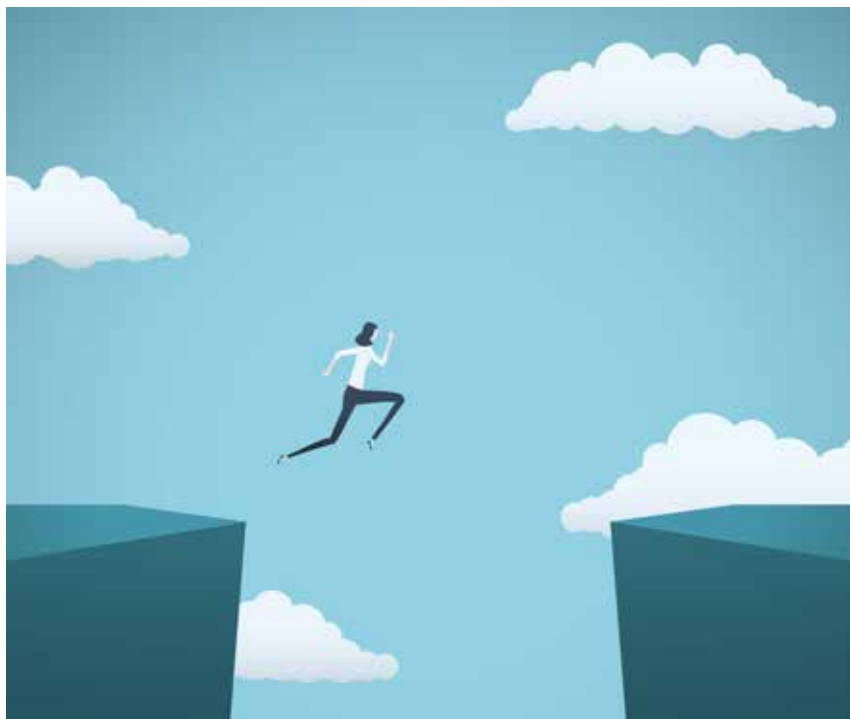
I received a piece of advice

early in my career about when one ought to become a chief administrative officer: make sure the time is right because arriving too early can be damaging both to your reputation and resume. So it begs the longstanding question, when do we really know we're ready for the job?

First, I would be amiss and foolish if I did not recognize this reality: city/county managers have perhaps the most sprawling, complex set of management challenges in the business world—public or private. This goes to the root cause of one's career planning dilemma. At the end of the day, becoming a city manager is often an arduous process and a road filled with constant learning and refining of both technical and soft skills. No one truly masters the art of "knowing it all" (thinking otherwise is to your own detriment), but it's the one that never stops learning that gets close!

Personally, after 15 years of local government experience and working in four departments, holding seven different titles, obtaining an MPA, attending countless training, capitalizing on expanded peer networks, and holding numerous professional memberships, I still hear an internal voice saying that it's too early to apply. Longevity isn't what is most important; it's a matter of learning one's trade while taking advantage of all the counseling and advice available to you.

So when will I be ready to be city manager? When will I have arrived, so to speak? These questions remind me of a story I heard years ago about an ant and a centipede. One day the ant asked the centipede, "How do you know which leg to move next?" The centipede pondered the question for a while and said, "Honestly, I've never really thought about it before." But the more the centipede thought about



the question, the more confounded he became until finally he so was confused that he could not walk at all.

What a great illustration of how we, too, can get so wrapped up in pondering the perplexities of our next career move that we fall victim to paralysis by analysis. As we become blinded by future decisions we miss out on present opportunities.

However, if and when the epiphany finally hits, it will undoubtedly come from one source—ourselves. Please don't get me wrong, because I do believe there is wisdom in a multitude of counsel; it's just that our mentors, colleagues, and friends cannot make this decision for us.

But on that day when our time finally comes, Lord willing, let us not go it alone, but continually lean on those who helped us get there. And when we decide to hang it all up for retirement, hopefully, we've made a real difference and improved lives through our passion, ample aptitude, and the right attitude.

I don't want to be the centipede, so one of these days soon I'm going to take the next step in this exciting profession—with all of my feet! **PM**



SCOTT TRUJILLO

is deputy city manager of Indio, California.

A photograph of two women sitting at a table in a meeting. The woman on the left has short blonde hair and is wearing a patterned top. The woman on the right has long dark hair and is wearing a dark blazer. They are both smiling and looking at each other. A tablet is visible on the table.

2021 COACHING PROGRAM

THRIVE IN LOCAL GOVERNMENT

UPCOMING FREE WEBINARS – Register at icma.org/coachingwebinars

WEDNESDAY, SEPTEMBER 15

Leading Your Community in an Era of Anxiety:
How Do You Make Sure You Hear Them and They Hear You

WEDNESDAY, OCTOBER 20

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

WEDNESDAY, NOVEMBER 17

Growing Your Career: Tips for Redefining Yourself in the Minds of Others

Can't make it to the live webinar?

Register and get an automatic email notice when the recording is available.
icma.org/coachingwebinars

SAVE TIME! SIGN UP FOR ALL THREE WEBINARS AT ONCE! bit.ly/ALLSIX

More Free Coaching Resources at ICMA's Career Center (icma.org/careers)

- Digital archives
- Career Compass monthly advice column
- CoachConnect for one-to-one coach matching
- Live speed coaching events, talent development resources, and more.

Join our list for coaching program updates and more: email coaching@icma.org.

Learn more at icma.org/coaching

Housing, Land-Use Policy, and Local Government's Role in **Structural Racism**

BY TOM CARROLL, ICMA-CM



Lead the effort in confronting racial inequality by examining policy

Five hundred and sixty-nine seconds. Horrifically replayed time after time on the news and online. These nine minutes and 29 seconds sparked global protests about police violence and racial inequality.

The murder of George Floyd last May appears to have been a real tipping point. Calls for police reform have been growing louder from prior killings too many to list. But the brutality of watching a man suffocated between the knee of a police officer and the Minneapolis pavement made American racial injustice undeniable.

George Floyd's death followed so closely the different-but-tragic deaths of Breonna Taylor in Louisville and Ahmaud

I also hear (or infer) a dismissal of real challenges I have faced and sacrifices I have made.

More recently, I have come to understand that *white privilege* means I have had an *advantage* over Black peers because I am white. While I have worked hard and made sacrifices, it is undeniable that I have had opportunities denied to others based on race, gender, and sexual orientation. Being privileged—advantaged—and hard-working are not mutually exclusive. My advantage means that of all the things I have had to overcome, my race is not one of them. Viewing my white privilege as being more about undeniable advantage has enabled me to be less defensive and thus engage in more meaningful conversations around racial inequity.

My recent study of structural racism caused by the current American racial reckoning has instilled in me an obligation to utilize my privilege and position to advance racial equity.

But how? I have worked very hard to resist stereotyping and racism all my life. I believe I am not racist. Throughout my career, I have added diversity to my organizations and engaged underrepresented communities. I serve in a Black-majority suburb outside Cincinnati, and six of my seven elected officials are Black. They have taught me a great deal, and together we are revitalizing our community. So, am I not doing enough?

Often times, opposition to a development project has only a fig leaf hiding naked racism, and I think it is time we acknowledge this reality and stand for equity.

Arbery in Georgia, and thus further compelled national attention. And the COVID-19 pandemic made it painfully clear just how deep our racial disparities in health outcomes and the ability to work and learn from home really are. The year 2020 forced Americans—all Americans—to look closely at racial inequality.

With pandemic-induced time on my hands last summer, I read about structural racism. My study focused on housing, lending, red-lining, zoning, and evictions. These topics were of particular interest to me having recently completed a research fellowship with ICMA in 2019, studying ways to reverse the decline of inner-ring suburbs.

It is an understatement to say that I am angry about what I am learning about structural racism in my country. Of course, this history and reality was always right in front of me. Friends I know and love have lived through it, experienced it firsthand.

My privilege has allowed me the luxury of reading about racism instead of facing it daily. Like many white Americans, I have occasionally bristled at the terms *privilege* and *white privilege*. I think this is because labeling me as privileged suggests everything has been just handed to me. When I hear *privileged*,

The short answer is no. At the age of 51, more of my city management career is in the past than in front of me. I must act with greater urgency for racial equity, and I think this is also true of our very noble profession.

Anti-Racism and Policy

One author I read after George Floyd's murder was Ibram X. Kendi, author of *How To Be an Antiracist*. Dr. Kendi persuaded me that it is insufficient simply to not be racist.¹ Merely not being racist is a neutral position, effectively siding with the status quo that allowed George Floyd's death.

Instead, Dr. Kendi challenges us to be anti-racist, to resist racism. And to be anti-racist, he says, is to "...view the inequities between all racialized ethnic groups as a problem of policy."

Policy. My wheelhouse. I went to graduate school for policy. As a city manager, I write and enforce personnel policies, procurement policies, and prioritize work. I recommend policy to my council, and they often adopt my recommendations. I influence budgets and cooperate with others on regional policy problems. Policy work is a large portion of what we as ICMA members do.

But where to start driving anti-racist policies? An important place to start is land-use policy. Most ICMA members with a few years of experience have at least one awful story about a zoning hearing or housing project controversy that was ugly. Often times, opposition to a development project has only a fig leaf hiding naked racism, and I think it is time we acknowledge this reality and stand for equity.

Housing and Land Use

The home remains the largest investment and source of wealth for most Americans, and many of the communities that ICMA members manage are heavily residential. But recent housing statistics show racial inequality in the United States remains undeniable. Consider the following:

Building wealth: According to research by Keeanga-Yamahtta Taylor, 70 percent of white Americans own their own home, but only 43 percent of Black Americans do.³ Homeowners have a net worth 100 times greater than

According
to research
by Keeanga-
Yamahtta Taylor,
70% of white
Americans own
their own home,
but only 43%
of Black
Americans do.

the average renter.⁴ Simply put, lower rates of homeownership have kept Black Americans from building wealth.

High-cost loans: In the run up to the Great Recession, Black people were 105 percent more likely to receive high-cost loans than white people, and Latinos were 78 percent more likely than white people. The Great Recession had hugely disparate racial and ethnic outcomes with lasting social and economic repercussions continuing to this day.⁵

Homeownership rates: Homeownership among Black people in their thirties is lagging behind previous generations, and is significantly lower than

White Americans of the same age. In 2000, 34 percent of Black Americans aged 30 to 34 owned their own homes. By 2015, only 20 percent did. For Black 35-to-39-year-olds, homeownership rates dropped from 42 percent to 29 percent from 2000 to 2016. Since the turn of the century, Black homeownership rates for those in their child-rearing years has fallen significantly, “which translates into risks of housing instability for their children.”⁶



Renting: For renters today, one in five spend more than 50 percent of their income on housing alone. To be considered affordable, families should spend no more than 30 percent of income on housing. America's renters—disproportionately people of color—are so often cost-burdened for housing.⁷

Hamilton County, Ohio

In Hamilton County, Ohio, where I live and work, a 2019 study showed, “Black households disproportionately live in low-quality, unaffordable housing, far from good jobs and housing.”⁸ And in Silverton, the town I am proud to manage, homeownership among Black Silvertonians has dropped 15 percent since 2000.⁹ A portion of this drop has been on my watch as village manager.

Hamilton County needs to add 40,000 affordable housing units to meet today's housing needs because real wages have been flat for two decades while housing costs continued to rise. Hamilton County needs to add one affordable housing unit for every 20 residents, which means Silverton would have to add about 250 affordable units to cover our fair share of this affordable housing deficit. Zero affordable units are planned today.

Only 23 percent of the residentially zoned land in Hamilton County allows anything other than a single-family home.¹⁰ The percentage is less in many suburbs. Through zoning, our collective policy expectation is for affordable housing units or market-rate multi-family housing to be built someplace else.

This zoning pattern is grossly out-of-step with my region's changing demographics. Over the last almost 20 years, poverty inside Cincinnati has fallen three percent while it has grown in Hamilton County outside Cincinnati by a staggering 74 percent.¹¹ Suburbs in my region—including Silverton where I work—desperately need affordable housing.

Taking Action Through Policy

Today, more Americans below the poverty line live in suburbs than inside central cities.¹² It is clear that the changing nature of suburban America puts increasing numbers of ICMA members on the front line of a complex and relatively rapid change in the social, economic, and political suburban landscape.

My county has 48 political jurisdictions like Silverton setting land-use policy. While I have always defended home rule, local governments in my region (and elsewhere) set policies that choke out multifamily housing, ration affordable housing, and prevent denser housing that could reverse these staggering statistics about racial economic disparity.

ICMA research fellow Benoy Jacob correctly points out that local governments “are culpable in having shaped the distribution of (dis)advantage across the country. . . . One need only look to the history of American land-use regulations to understand how regulatory tools have been used to segregate communities. . . .”¹³

We as ICMA members must examine our allegiance to policies that have rationed opportunity with predictable policy outcomes that have made it worse for Americans of color.

I believe we must acknowledge how municipal practices such as zoning laws are part of structural racism. Zoning laws need to

become inclusive, opportunity-providing, and intentional in order to reverse our nation's long history of segregation and disparity. We should embrace housing density wherever it makes sense. We should reduce the frequency and severity of evictions through local policy innovations. All ICMA members should analyze land-use and housing policies through an anti-racist lens to see what changes we must make.

To be sure, policy opportunities abound for ICMA members to reverse racial disparity. We need policing reform. We need to correct huge racial inequities in public health and education. We need environmental justice. This list goes on and on. Each of us as ICMA members will have to determine which policy areas are most important, most attainable, and most impactful. We work in different communities with different circumstances.

For me—and I think, for many of us—land use is a priority policy area to confront racial inequality. Housing has been the economic foundation for the white middle class for several generations. It is part of how we describe the American dream. It needs to become so for Black Americans, too. And we as professional local government managers can and should lead in this effort. **RM**

ENDNOTES AND RESOURCES

¹ I think like many white people, I would adamantly resist being called racist. To be racist is to be a bad person, ignorant, hateful, and usually irredeemable. To be called a racist is to be despicable, and naturally a person will defensibly resist this label. But Dr. Kendi points out—quite helpfully, at least to me—that a person is not simply racist or not racist. Viewpoints and policies are racist or not racist. As an individual, I can simultaneously hold both racist and anti-racist viewpoints. A person holds a variety of viewpoints on the continuum between racist and antiracist. I am learning to resist all-or-nothing labels of a person as simply racist or not racist.

² Kendi, Ibram X. 2019. *How To Be an Antiracist*. New York: One World.

³ Taylor, Keeanga-Yamahatta. 2019. *Race for Profit: How Banks and the Real Estate Industry Undermined Black Homeownership*. Chapel Hill: The University of North Carolina Press.

⁴ Glantz, Aaron. 2019. *Homewreckers: How a Gang of Wall Street Kingpins, Hedge Fund Magnates, Crooked Banks, and Vulture Capitalists Suckered Millions out of Their Homes and Demolished the American Dream*. New York: HarperCollins Publishers.

⁵ Glantz, *ibid*.

⁶ <https://housingmatters.urban.org/articles/black-homeownership-and-american-dream-expert-dialogue>

⁷ Desmond, Matthew. 2016. *Evicted: Poverty and Profit in the American City*. New York: Crown.

⁸ *Housing Our Future: Strategies for Cincinnati and Hamilton County*. May 2020.

⁹ *Draft Silverton Housing Plan*, Local Initiatives Support Corporation, 2021.

¹⁰ *Housing Our Future*, *ibid*.

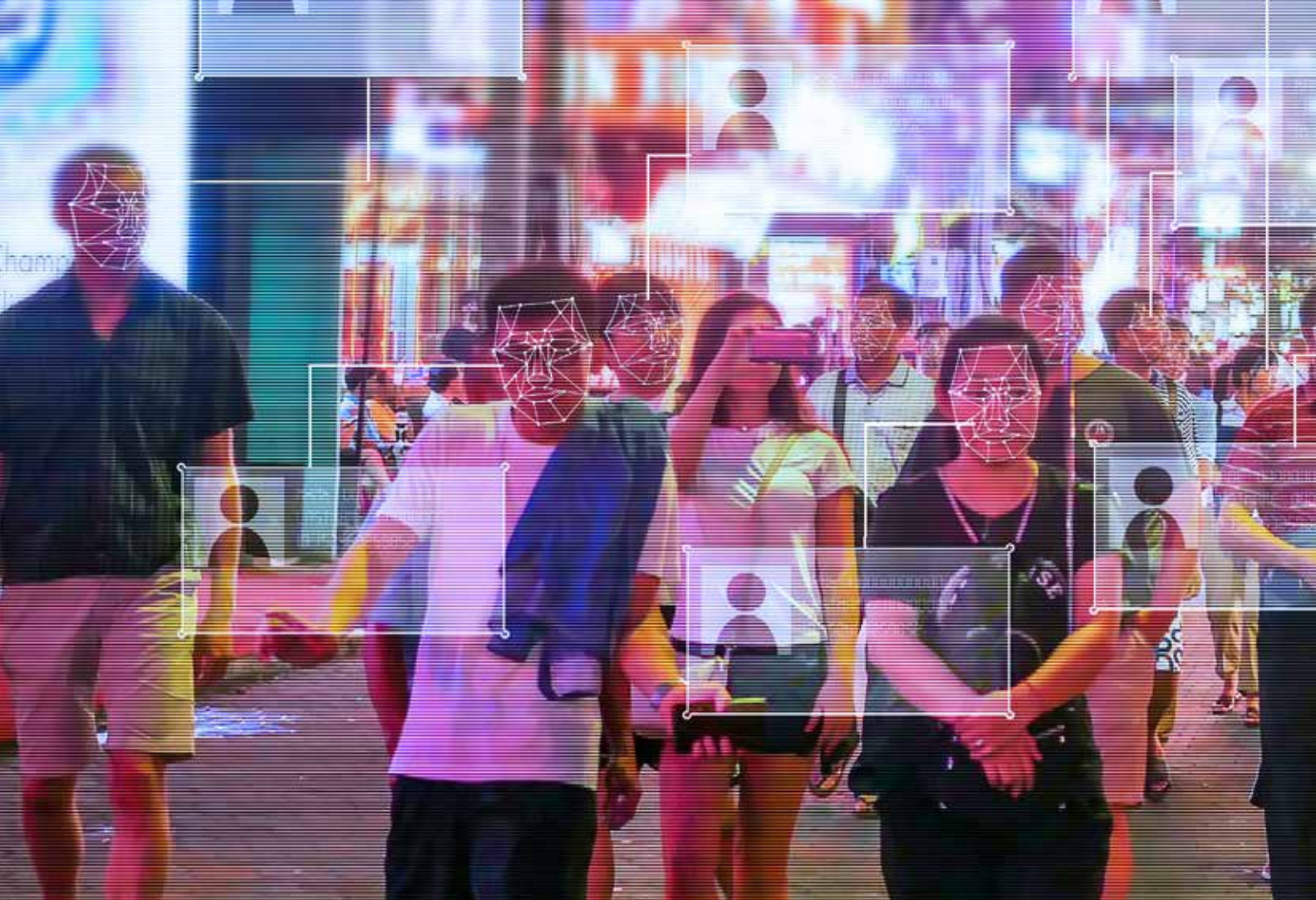
¹¹ May, Lucy. <https://www.wcpo.com/news/our-community/as-poverty-grows-in-greater-cincinnati-suburbs-one-community-considers-ways-to-help>

¹² Kneebone, Elizabeth & Berube, Alan. 2013. *Confronting Suburban Poverty in America*. Washington, D.C., The Brookings Institution.

¹³ Jacob, Benoy. 2020. *Governing for Equity: Implement an Equity Lens in Local Governments*. Washington, DC: International City/County Management Association.

TOM CARROLL, ICMA-CM, is the village manager of Silverton, Ohio, and was a 2018–2019 ICMA research fellow. He is the author of *Revitalizing First Suburbs: A Manager's Manual*.



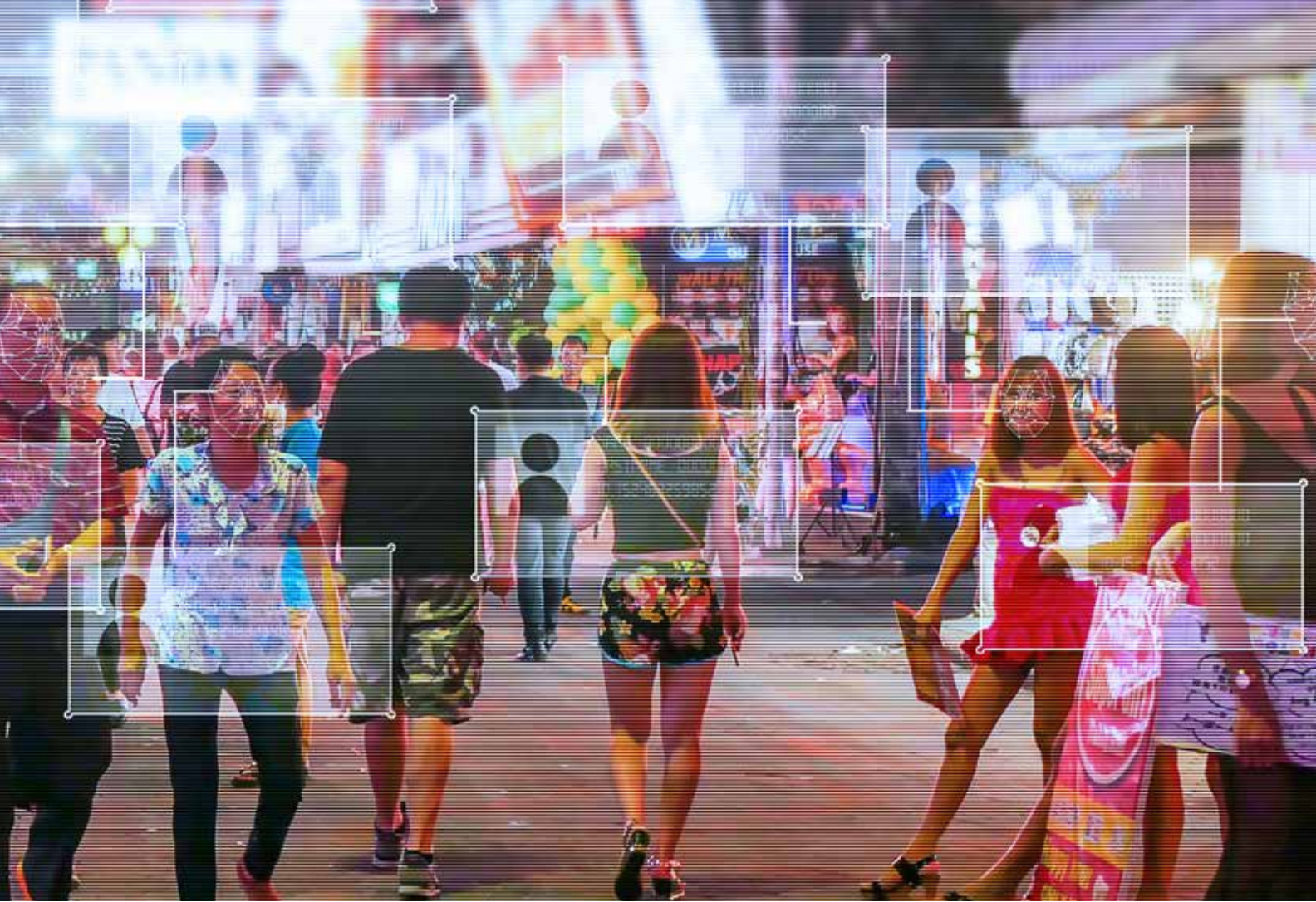


BY KEVIN C.
DESOUZA

DESIGNING SMARTER COMMUNITIES: A Moment to Pause and Reflect

Today there is an even greater need to consider how our designs impact all members of our communities

The interest in designing smarter communities is not new. Generation after generation has deployed innovations to make their communities smarter. Early on, many of these innovations were mechanical, or manual, in nature. Over the last few years, thanks in large part to advances in computational systems, innovations in the spotlight have been technocentric. My own work since 2010 has focused on examining how might communities, of all forms and sizes, leverage information systems to make them more livable, sustainable, just, and resilient.¹



In 2015, along with a group of colleagues, I led an effort that looked at how emerging technologies would shape the future of local government in 2035.² We looked at technologies such as autonomous vehicles, drones, and blockchain, among others. This project, while exhilarating, also troubled me for two main reasons. First, I realized that most local government managers were unaware of the consequences these technologies will have on their communities. Consider autonomous vehicles and their impact on public finances and how we will need to transform infrastructure to accommodate for these innovations.³ Autonomous systems will require significant investments in our transport infrastructure to make our roads and the various devices on them (e.g., traffic lights) smarter. It will also require sizeable investments to upgrade our fleets (many of which are obsolete when compared to current vehicle standards when it comes to sensors and telemetries on automobiles). As an example, when one looked at the use of drones in our communities, regulatory and governance frameworks resembled the wild west.⁴

Second, I feared that emerging technologies, if deployed carelessly, would make our communities more fragile. In 2018, David Selby, a doctoral student at Arizona State University, began developing a framework to examine fragility in cities and communities in the developed world. Our work pointed to the need to recognize how breakdowns in public commitments leads to fractures, which if not addressed through responsible administrative

or policy responses, would lead to worsening of fractures, which over time leads to irreversible fragility of communities.⁵ While in recent times, we have seen plenty of evidence of fractures in communities across the United States, one must pay attention to the fact that some of these have been years in the making and have only reached their peak boiling points recently. In Tokyo, for example, crime on the elderly rose from under six percent to 20 percent in just over 10 years (2007–2017), and this trend is not declining. Communities look to local governments to ensure that four kinds of commitments are attended to—fundamental, stability, integrity, and prosperity.

“Fundamental commitments refer to the government ensuring that individuals can survive and function in the city. A city that is fulfilling their stability commitments is keeping the city safe, and predictable. Integrity commitments refer to the government not abusing their power and ensuring that members of the community do not take advantage of the city’s laws. The government commits to enable residents and organizations to enrich their lives and build economic capacity which we call prosperity commitments.”⁶

A critical finding from investigating smart city development projects in cities around the world is that often these projects are focused on advancing prosperity commitments where resources

are better invested to ensure that local governments can continue to meet their social compact needs when it comes to fundamental, stability, and integrity commitments.

Public commitment failures (i.e., when governments violate or fail to meet commitments) are bound to occur given the complex nature of our communities. Hence, it is important to ensure that local governments have the adequate capabilities, either through administrative or policy instruments, to respond in a timely, empathetic, and effective manner to regain, or even maintain, community trust. Collecting, analyzing, and acting upon feedback on responses to public commitment failure will bolster the local governments' ability to recognize signals of impending public commitment failures and preempt them.

In 2019, I was fortunate to be selected as an ICMA local government research fellow. As part of my fellowship, I continued to explore how

we can design smarter communities responsibly. Can we leverage emerging technologies to advance our collective values and increase the robustness of our communities? I specifically undertook two major inquiries. First, was to study technocentric smart city development efforts and unpack how these projects evolved over time and what we could learn from them.⁷ Second, I took a critical look at AI-enabled systems that were being deployed in communities from machine learning algorithms for uses such as sentencing in courts, autonomous vehicles, and other intelligent platforms that are increasing access to public services.

After reviewing close to a dozen smart cities projects, our analysis pointed to three pathways to smart cities:

1. A green field development pathway.
2. A neighborhood development pathway.
3. A platform-oriented pathway.⁸

Green field development pathway. The first pathway identifies a number of smart cities that are conceptualized and operationalized as a single physical entity. Often, these cities are built “from scratch” as “greenfield developments,” which utilize public-private partnerships as a result of federal/national government initiatives to attempt to solve issues of urbanization and employment.

One such example is Gujarat International Finance Tech City in India, which has been initiated because of the Modi's government's 100 Smart Cities Mission. This city is being built on the banks of the Sabamarti River, where no previous infrastructure existed and aims to become a new financial center for the Indian economy, improving employment in its wake.

Neighborhood development pathway. The second pathway focuses on the development of particular neighborhoods within a city. This pathway shares similar motivations to the first, although demonstrates much greater challenges as it requires retrofitting infrastructure and systems to existing urban areas. The Hudson Yards development in New York is a \$25 billion urban transformation aimed at transforming a major rail center and transport hub within Manhattan into a technology-enabled commercial and residential sector. This transformation employs 7,000 construction workers annually, generating \$500 million annually in taxes and a total of \$19 billion to the city's gross domestic product. However, in radically transforming an existing urban area, it has faced

critique from a number of existing stakeholders.

Platform-oriented pathway. The third pathway to smart cities tends to focus less on the transformation of physical space and more on the pursuit of technological platforms that integrate data across different operational siloes. This perspective understands a cities intelligence as its ability to utilize technology to improve delivery of public services and enhance city-wide dialogue.

In recent years, Barcelona has adopted this strategy to create a smarter city as it noticed massive inefficiencies in the non-integration of its numerous technological and operational siloes. As a result, Barcelona's new strategy focuses on the public release of data that demonstrates the benefits of the technology to its residents and involves the residents in the commentary on and development of unique community-based solutions. This pathway looks to the power of data to imbue intelligence within a city.

Artificial intelligence, and machine learning applications, are not new.⁹ What is new is their expansive nature and the number of domains in which they are being deployed. AI technologies are also seamlessly being integrated into the many facets of our communities. One of the major challenges facing communities today is to really understand the nuances associated with AI systems. Many of these systems are designed without much regard to preserving, or even advancing, public value. The interest of the public is seldom accounted for during the engineering of many of these tools. This





is to be expected given that the motivations of those building these technologies differ than those of public officials. To make matters worse, I found a significant knowledge gap existing between public managers' understanding of the inner workings of these technologies, which limits their ability to design necessary governance frameworks for regulation.¹⁰ Public managers need to make serious investments to upgrade their knowledge of technical tools, especially when it comes to machine learning systems, and how the data that they thrive on lead to outcomes. Dialogue is needed between custodians of public value and designers of emerging technologies to facilitate responsible innovation.

Fast forward to today, the COVID-19 era that we are all living through has put significant strain on communities across the globe.

Not only have communities had to grapple with dealing with a pandemic at a scale that no one was prepared for, but they have had to do this while dealing with economic adversities. If this was not challenging enough, the tragic and unnecessary death of George Floyd in Minneapolis has galvanized us to stand up against racial discrimination and injustice. For too long, we have designed policies, initiatives, technological solutions, and entire systems that knowingly or unknowingly discriminate. While law enforcement remains in the spotlight when it comes to calls for reform, it is by no means the only aspect of our communities where change is needed.

A Call for Pause and Reflection

If there was ever a time to take a moment to pause and reflect when it comes to designing smarter communities, it is now.

Research has shown that simply throwing more technology at communities is not going to make them smarter, and actually could make them more fragile. In addition, given the financial strain caused by COVID-19 on economies, we are only going to see more development projects put on hold or cancelled completely. Case in point, in May 2020, Sidewalks Labs, Alphabet Inc's urban innovation arm, has abandoned its effort to transform the Toronto Waterfront into a prototypical smart community.

Moreover, today there is an even greater need to consider how our designs impact all members of our communities. Project Sidewalk was terminated due to economic conditions, but the project was marred with issues such as lack of care on how data was going to be protected, privacy concerns, and even who would be the eventual

beneficiaries of this project. Furthermore, given the fact that we are more dependent on digital platforms to enable us to function and with no signs of any return to pre-COVID patterns, it is imperative that public managers understand how these technologies shape outcomes at various levels from the community to groups and to individuals.

Drawing on the research conducted as part of the fellowship and my ongoing research efforts, I will now distill findings to 10 recommendations for managers:

1. Do not engage in techno-centric smart city development efforts.

Simply put, these efforts seldom result in anything else but significant loss of valuable taxpayer resources, overhyped artificial designs, and lock-ins into current technologies that will soon be outdated.

2. Leverage local knowledge and resources so as to design contextually relevant solutions.

Too often, smart community development efforts rely on exporting external talent and solutions. While exporting necessary skills can be beneficial, this is often done at the expense of exploiting local knowledge and resources, which leads to design solutions that do not meet the necessary social, cultural, and economic realities of the community. Consider the Modderfontein New City project in Johannesburg, South Africa. The project was launched in 2013, dubbed the New York of Africa, it was supposed to comprise of 55,000 housing units, over 1,450,000 square meters of office space and all requisite supporting amenities. Initial cost estimates were R84 billion. The project failed due to the solutions being proposed failing to fit with local needs and requirements. While the designers wanted

to build an elite city, the community wanted a more inclusive district that could better serve its residents. The project was managed by Chinese developers who wanted to build the project so as to be attractive to overseas investors, especially Chinese firms investing in the continent.

3. Avoid mega-scale projects.

The track record of mega-scale development projects is horrendous. These artifacts often serve as good publicity campaigns, but often lead to significant waste of resources and poor economic development outcomes. In addition, these projects are often abandoned before completion, which results in works-in-progress that need further investment to be repurposed.

4. No free (or discounted) technology lunches.

Our research points to the troubling issue that most communities do not understand the total cost of technology deployments. Many get enticed with

free or discounted trials of technologies, only to find themselves locked into long-term contracts with significant maintenance costs. In addition to the costs of the technology itself, it is important to account for the overall costs one must invest to modernize the necessary infrastructure to house the technology.

5. Create platforms to promote civic innovation.

Rather than designing for your communities, you should build platforms that allow you to either design *with* your community or facilitate the community to design for themselves. Platforms that promote co-creation of solutions are vital tools when engaging members of the community. Ensure that these platforms are accessible across multiple media (e.g., different languages) and environments (e.g., physical, digital, and hybrid).¹¹

6. Increase your IQ on emerging technologies.

Public managers, and the public workforce in general, need to immediately raise their IQ when it comes to emerging technologies. This is critical if we are to ensure that one can ask the necessary questions to investigate their affordances, risks, and opportunities to ensure we understand the consequences of their use in our communities. Given the digital age we are in, your first stop for resources to educate yourself on emerging technologies is the wide assortment of MOOCs (massive online open courses) that are available on everything from the basics of machine learning and

artificial intelligence to more advanced offerings on how to set up and even run large-scale analysis.

7. Engage your community before deploying technologies, especially those that have machine learning capabilities.

While much attention has been given to the use of facial recognition technologies by law enforcement personnel in recent times, we must remember that this only scratches the surface of what can and will be done. AI technologies that can learn from datasets and function in a semi- or fully-autonomous manner are becoming more pervasive across our communities. Already, these technologies are being used by courts to assist judges in determining sentencing. The community must be engaged on these technology projects upfront and must have their voices heard when it comes to if and how these technologies should be used.

8. Promote responsible experimentation with new technologies.

Communities need to be able to experiment with new technologies. Experimentation allows one to learn and reflect on their experiences. They allow for a controlled setting where unexpected outcomes are not viewed as failures. Local governments must find ways to build experimentation capabilities into their organizational DNA, especially when it comes to emerging technologies where one must learn from pilot deployments in an agile manner. Several local governments have set up living labs to promote



experimentation and co-creation with external stakeholders. Engaging with the academic institutions in your communities also is a viable avenue for experimentation. Universities can take on projects that are riskier and require access to skills that may be outside the local government.

9. Understand how technologies shape and exacerbate cultural, racial, and political divides in the community.

Technology is not neutral and is socially constructed. It is important to understand how technologies, and the algorithms that underpin them, shape our understanding and interactions with our communities. We have also heard of echo chambers that develop on social networks and how these platforms are often amplifiers of misinformation. Yet, we are still grappling with the fact that these technologies are subject to being weaponized based on the data they use and the algorithms that act on the data. One way these technologies do get weaponized is by playing on our biases and differences and dividing communities and even nations. It is now more critical than ever that we begin to understand how to intervene in this space at the local level to prevent our communities from becoming more fragile.

10. Understand the criticality of cybersecurity.

Given how dependent our communities and our individual activities are on technology, we must pay close attention to developments in the

cybersecurity space. Information systems are being disrupted and even being weaponized.¹² Several senior government employees were working on their government laptops connected to the free public Wi-Fi at a coffee shop in Washington, D.C. Soon after, the U.S. Health and Human Services (HHS) Department suffered a cyber-attack. Amid the rapid spread of COVID-19, the cyber-attack on the HHS computer system sought to undermine the agency's response to the coronavirus. It was speculated to be the work of a foreign actor as part of a campaign of disruption and disinformation.

Advancements in video and audio editing have introduced a suite of new opportunities to manipulate information and its interpretation. For instance, super-imposing an individual's face on another individual's body is now a common-day reality, with easy-to-use tools available for use by the ordinary person. Deepfake technology creates videos showing politicians who say or do things they never actually said or did. A well-made Deepfake video could convince voters that what the video showed actually occurred and could easily influence voter sentiment.

In recent times, several local governments have had their systems hijacked and held for ransoms, penetrated for data theft, and even compromised due to negligent behavior on the part of employees. These events are only going to be increase in frequency

and sophistication over time. When investing in technologies, a clear and purposeful strategy is needed to not only account for cyber risks from a protection perspective, but also how backup solutions will be used in the absence of technological solutions.

Conclusion

We are living in unprecedented times. We have an opportunity to rise above the crises of the day and make our communities stronger if we act responsibly and use technology affordances to solve challenges that were previously unsolvable. Doing so requires us to understand the changing landscape of technologies, especially in the context of how AI systems ingest and learn from data. As we get more dependent on technology, it is paramount that we invest in securing them from malicious actors and educate the community on how these technologies can be weaponized to disrupt community cohesion and undermine societal values.

We must put people and your community's future at the center of your development efforts. While this might seem a like a no-brainer, our research has pointed to the fact that this is often ignored. Economic interests trump what is really needed for the community in many cases. Moreover, when it comes to technology installations, these often assume that individuals are dumb receptors and providers of data. I am reminded of the words of John Christopher Jones, "Design everything on the assumption that people are not heartless or stupid but marvelously capable, given the chance." **PM**

ENDNOTES AND RESOURCES

¹ Some of my musings can be found on <https://www.governing.com/authors/Kevin-C-Desouza.html>

² Desouza et al. Local government 2035: Strategic trends and implications of new technologies, Brookings Institution, 2015 <https://www.brookings.edu/research/local-government-2035-strategic-trends-and-implications-of-new-technologies/>

³ See two pieces on Slate.com: <https://slate.com/author/kevin-c-desouza>

⁴ Desouza et al. Drones and the "Wild West" of regulatory experimentation, Brookings Institution, 2015, <https://www.brookings.edu/blog/techtank/2015/08/17/drones-and-the-wild-west-of-regulatory-experimentation/>

⁵ Selby, J.D. and Desouza, K.C. "Fragile Cities in the Developed World: A Conceptual Framework," *Cities*, 19 (August), 2019, 180-192.

⁶ Ibid.

⁷ Desouza, K.C. et al., "Under the Hood: A Look at Techno-Centric Smart City Development," *PM Magazine*, December 2019, <https://icma.org/articles/pm-magazine/under-hood-look-techno-centric-smart-city-development>

⁸ Desouza, K.C., Hunter, M., Jacob, B., and Yigitcanlar, T. "Pathways to the Making of Prosperous Smart Cities: An Exploratory Study on the Best Practice," *Journal of Urban Technology*, Forthcoming.

⁹ In the late 90s and early 2000s, I was involved in several projects and even wrote my first book on AI, *Managing Knowledge with Artificial Intelligence: Guidelines for Nonspecialist* (Westport, CT: Quorum Books), 2001.

¹⁰ Desouza, K.C. "Your IQ on Emerging Technologies: Mind the Gap," *PM Magazine*, June 2020, <https://icma.org/articles/pm-magazine/your-iq-emerging-technologies-mind-gap>

¹¹ Desouza, K.C., and Bhagwatwar, A. "Technology-Enabled Participatory Platforms for Civic Engagement: The Case of US Cities," *Journal of Urban Technology*, 21 (4), 2014, 25-50.

¹² Desouza, K.C., Ahmad, A., Nasser, H., and Sharma, M. "Weaponizing Information Systems for Political Disruption: The Actor, Lever, Effects, and Response Taxonomy (ALERT)," *Computers & Security*, 88 (January), 2020.

KEVIN C. DESOUSA is a professor of business, technology, and strategy at Queensland University of Technology's QUT Business School. He is also a non-resident senior fellow with the the Brookings Institution. (www.kevindesouza.net)

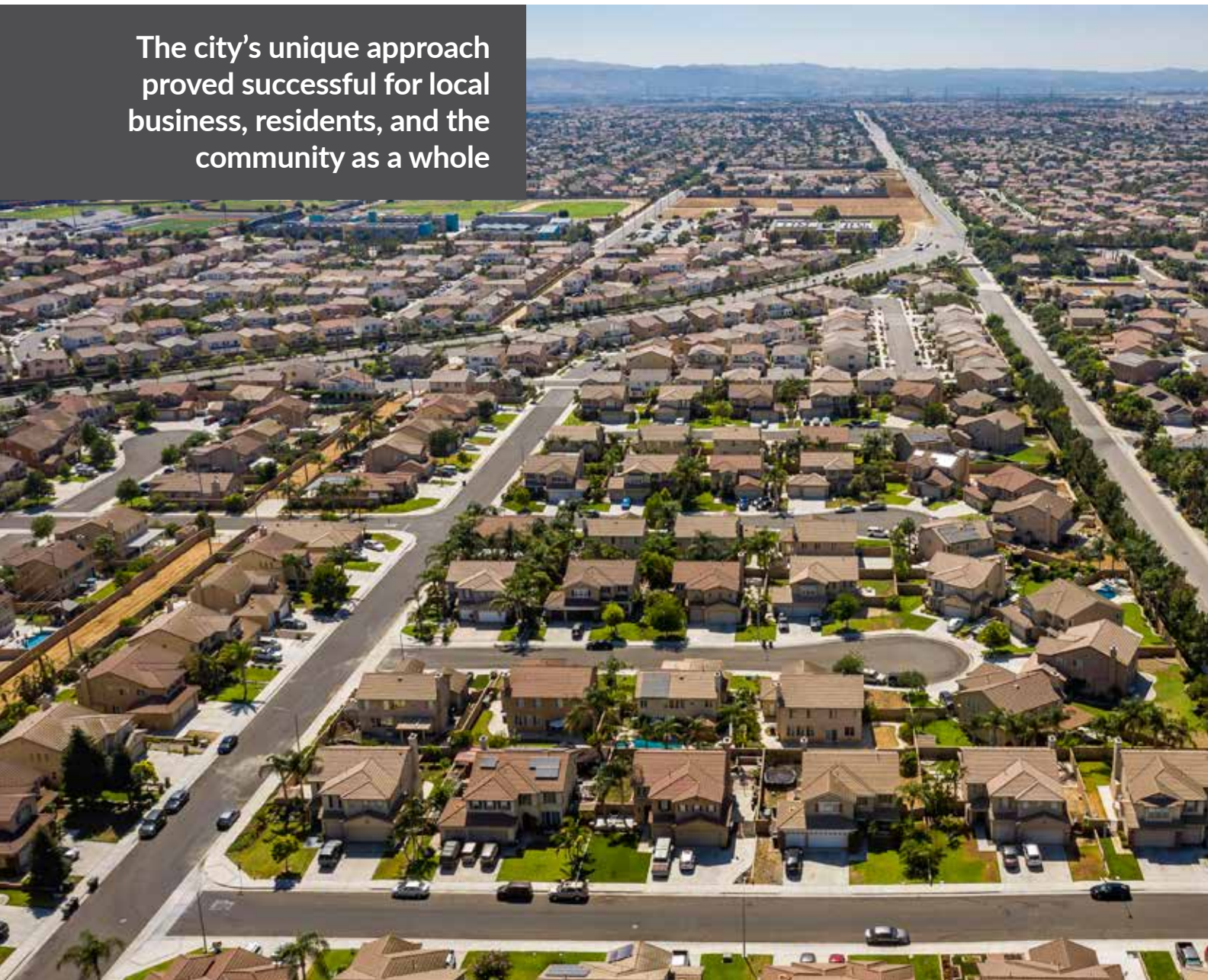


PANDEMIC ECONOMIC RECOVERY

BY MARC A. DONOHUE

in Eastvale, California

The city's unique approach proved successful for local business, residents, and the community as a whole



Despite the worldwide pandemic, one of Southern California's newest and fastest-growing cities is thriving. The city of Eastvale is home to 73,700 residents within a 13.1 square-mile area in Western Riverside County.

Nestled along Interstate 15, the city lies just east of Los Angeles and Orange Counties and north of San Diego County. The local economy relies heavily on restaurant and retail businesses and a complete shutdown would have resulted in devastation for our community. With California cities facing some of the most stringent lock-down measures in the nation, navigating an unprecedented pandemic was no easy feat.



Photo courtesy of the City of Eastvale

Throughout the pandemic, Eastvale saw unprecedented growth and a quick economic recovery thanks to courageous and forward-thinking leadership. Led by the city council, City Manager Bryan Jones, and the rest of Team Eastvale, the city reimaged its day-to-day operations and quickly pivoted to safely remain accessible to the public.

"We had never operated all of our services virtually, but the city hall team, with direction from the city council, made it possible with courageous, creative, collaborative results and unconventional thinking that's not generally seen in a government agency. We couldn't afford to operate how it's always been without resulting in a devastating impact on our community, who rely on our services," said Bryan Jones, city manager.

While caution and safety were necessary during this fluid situation, the ripple effects of the damage from the abrupt changes were devastating to communities. Eastvale made an intentional choice to adapt to the situation differently, and quickly pivoted its operational strategies to meet the needs of the community by using creative approaches that reflected its entrepreneurial spirit.

"At Eastvale, we champion experiences that engage, excite, and elevate our community. This creates an empowered and engaged team at city hall to think critically and, more importantly, take action to serve their community, with an emphasis on 'unity.' And, this strength-based leadership, purpose-values driven, and people-serving approach was a promise to our community, which influenced and inspired us to continue providing essential services by adapting in uncertain times."

Adaptability—How Eastvale Did It

Eastvale has always prided itself on operating a mid-size city with a lean team of professionals. The Eastvale team may not be as big as neighboring agencies, but amid the pandemic it truly became purpose-driven, approaching and solving challenges in unconventional ways and turning them into opportunities.

"We've always valued doing more with less and allowing our team to provide an exceptional level of service within our streamlined operational structure of 32 teammates," said City Manager Bryan Jones. "It's not uncommon to see cities of our size with much larger teams."

This lean structure proved to be a critical game-changer when it came to quickly developing an all-virtual city hall just 48 hours after the lockdowns in March 2020, with the 14-day flatten the curve request from the state. City council/commission meetings immediately went virtual. Instead of cancelling events that were normally held in person, Eastvale moved forward with hosting virtual events for its 2020 State of the City, Veteran's Day, and 9/11 ceremonies.

Within a few weeks, the team worked collaboratively to install safety measures at city hall to enhance safety for employees and the public, so its team could continue to provide in-person services to residents and businesses. Safety measures, including installing plexiglass, hand sanitizers, and electronic temperature readers in city hall, as well as utilizing A & B shifts for staff to achieve social distancing, were just a few of the many ways the city adapted to serve the Eastvale community.

Growth—Eastvale's Expansion and Development Soar

Eastvale strives to be a business-friendly city. In support of local businesses who were struggling due to the California shutdown, the city awarded 27 business grants through the Eastvale Emergency Enterprise Grant Program. Each business received approximately \$10,000 in funding.

Additionally, Eastvale's "Biz Support Program" was born and provided resources to assist local businesses in staying open during the pandemic. The program included a simplified, no-fee temporary-use permit process for outdoor dining and tents, in addition to free signage, social media content, and six-feet-apart stickers.

"The city has shown a tremendous amount of support for local businesses during this past year," said Leticia Davila, owner of EastBrew Café, which opened in the midst of the pandemic. "Not only did they provide financial support through the grant program, but also they frequently highlight our business and other local

businesses in their outreach efforts over social media."

And they weren't the only business opening a venture in Eastvale during the pandemic. "The process of establishing a business in Eastvale was not typical of local government," said Paul Deppe, representative for Dutch Bros Coffee. "The city staff has a streamlined process in place to make it easy for businesses to get up and running as soon as possible. As a result, Dutch Bros chose the city of Eastvale as a location in which to sign a lease and do new construction for one of its first locations in Southern California."

Economic development continues to be a top priority. Despite the lockdown, Eastvale saw numerous grand openings, made progress on construction, and signed leases and letters of intent for new businesses. In 2019, 12 new retail businesses opened. In 2020, there were eight, and currently for 2021, two have opened, with 23 expected over the year.

The growth and attraction of restaurants during this time was originally a direct result of Eastvale's city council strategic plan focus area to enhance dining and choices for our residents in 2018 and was reaffirmed at the 2021 strategic plan workshop. The city is trying to make a dent in the \$72 million in revenue leakage for food and beverage from the city, and strived to not let COVID-19 halt its momentum on economic development.





“Working with the Eastvale local government has been crucial to our success in delivering grand openings, like Sprouts, and attracting amazing new restaurants and businesses during the pandemic,” said Grant Ross, partner with Orbis Real Estate Partners (The Merge). “They are responsive, solutions-driven, and they truly align their actions with the mantra, ‘your success is our success,’ when they talk with businesses.”

The Merge is a prime example of what comes from a local government that does government differently and works closely with developers to listen to each other’s perspectives to elevate the product and focus on performance. The level of trust that was built on both sides is such a critical component to being successful and taking calculated and strategic risks.

“We value our small business community and wanted to support them every step of the way,” said Bryan Jones. “Small businesses are the backbone of the economy. At every turn, we thought, ‘How can we make this easier and help our local businesses thrive during tough times?’ And that guided our mission to streamline and innovate. Everyone talks about going back to a new normal, but we used this time to elevate and put the extra effort into making the ordinary more extraordinary.”

Another example of Eastvale’s nimbleness during the middle of the pandemic, when most hotels were closed and the tourism industry was shut down, was when the city partnered with two of its residents to break ground on a four-story hotel and restaurant, with a conference and event center, along the Interstate 15 corridor in the Inland Empire.

In addition, in 2020, we set records for home improvement and renovation projects like solar, pools, and backyard oasis.

Results—Eastvale Thrives

Currently, city services at Eastvale are operating at 100 percent, which has been the case since June 2020. Being fully accessible to the community they serve has always been a priority as public servant leaders. The front counter at city hall is open half of the day in the mornings for walk-ins with QR check-in outside. Appointments are available. This modification was made to not overwhelm the lobby, as well as provide social distancing. City hall visitors check in using a QR and the city texts back when a person is next in line. This approach allows visitors to enjoy local shopping and dining while they wait or safely sit in their car until their appointment time.

In FY 2020–2021, compared to FY 2019–2020, the city of Eastvale has witnessed the following growth:

- A 32.26% increase in new business applications and renewals.
- A 5.95% increase in property taxes.
- A 7.69% increase in sales and use tax.
- A 6.49% increase in franchise fees.

“If the past year has taught us anything, it’s that our Eastvale community has an unbreakable spirit,” said Jones. “We’ll continue to handle whatever comes next as a community so we can thrive with resiliency and courage.” **RM**

MARC A. DONOHUE, MMC, has served as the city clerk for Eastvale, California, since May 2019, and city clerk/communications director since November 2019.



As the United States rebuilds from the pandemic, we cannot repeat past mistakes and exclude the most marginalized among us.

| BY ISABEL MCDEVITT

Betsy, age 60. Lost her husband to cancer, left with over \$100,000 of medical bills, sleeping in the park.

Kevin, age 27. Addicted to heroin, estranged from family, living under a highway overpass.

Robert, age 52. Construction tradesman, alcoholic, working odd jobs, and couch surfing.

Daniel, age 49. Incarcerated for 22 years, then released to the streets with nowhere to go.

Diverse paths led these individuals to homelessness, but a single approach alleviated their plight. Today, they are no longer homeless because of the Ready to Work program in Boulder, Colorado. Founded in 2012, Ready

to Work is one of seven community locations employing the Work Works model, first pioneered by The Doe Fund in New York City and now scalable to cities of all sizes and geographies.

Work Works breaks the devastating cycles of homelessness, incarceration, addiction, and unemployment. Unique to the Work Works model is a holistic approach, combining paid work in social enterprise with housing, career training, and supportive services. The stability provided by access to income, housing, and support all in one presents a transformative opportunity for people experiencing homelessness to permanently ascend the economic ladder.

Work WORKS: A Comprehensive Solution to Homelessness





It is long past time to bring this model to more cities nationwide.

For two decades, approaches such as Housing First and Permanent Supportive Housing have been the focus of funders and policymakers. While Housing First is an important intervention for vulnerable adults experiencing homelessness, such traditional housing models are only viable for approximately 27 percent of the

Countless opportunities exist to create new housing stock out of existing structures, saving money and resources while providing high-quality transitional homes for those who need them most.

population, based on eligibility criteria set by federal policy. Work Works is a much-needed pathway out of homelessness for the remainder who don't qualify.

People experiencing homelessness are victims of a lack of investment—beginning with inadequate schools, substandard housing, inequitable healthcare, and poor access to living wage jobs. The crises of homelessness and incarceration are linked: people who have been incarcerated once are seven times more likely than the general public to become homeless, and people who have been incarcerated more than once are 13 times more likely.¹ People experiencing unsheltered homelessness, meanwhile, are more than twice as likely to have contact with the justice system than those living in shelters, and are nine times more likely to have spent at least one night in jail during the past six months.²

This lack of investment is devastating on an individual level: nationwide, imprisonment reduces an individual's earning potential by nearly 52 percent. But it also hurts *everyone*. The un- and under-employment of people who have experienced incarceration leads to a loss of 1.7–1.9 million workers and between \$78–\$87 billion in GDP per year.³

Yet the importance and efficacy of providing employment and opportunity as solutions to homelessness have been

Photo courtesy of Work Works



Photo courtesy of Work Works

According to the National Alliance to End Homelessness, street homelessness increased by 11% in 2020.

ignored. Of the more than 560,000 people experiencing homelessness in America, an estimated 78 percent are jobless or underemployed.

Employment—The first element of Work Works’s “three-legged stool” is providing access to jobs. Participants gain immediate paid work, allowing them to

gain experience and earn an income. This employment in social enterprise—which integrates a social mission with a market-based, competitive, revenue-earning business—defrays program and expansion costs while offering value to the community. This is especially true of municipal agencies such as parks departments in need

of reliable labor. Work Works benefits the community at large because of its business-centric approach and its visibility, offering citizens proof that when given an opportunity, non-disabled people experiencing homelessness can and will seize the opportunity to work.

Housing—The second element of Work Works is housing. Ready to Work Boulder and its sister location in Aurora, Colorado, which opened in 2018, repurposed office buildings into dormitories, creating a net gain of housing at a fraction of the

cost of a traditional unit—all with overwhelming, continuing community involvement and support. In New York, The Doe Fund repurposed abandoned buildings, including a school, a home for the blind, and a textile factory, into its first transitional residences. Countless opportunities exist to create new housing stock out of existing structures, saving money and resources while providing high-quality transitional homes for those who need them most.

Support Services—The third element of Work Works is customized supportive services

for each individual, including case management, career training, adult basic education, interview preparation, and sobriety support. This tailored approach allows the model to work for a diverse population of all genders, ages, and backgrounds. Each element of the program provides an essential need to successfully reenter society, but rarely are they combined in an all-in-one program. Together, these three elements are so much more than the sum of their parts.

Now, as the country rebuilds from the pandemic, efforts to create jobs and economic growth cannot repeat past mistakes and exclude the most marginalized among us. Work Works acts as a pathway—a bridge to reach, prepare, support, and stabilize people so that they may participate in an equitable recovery. The return on investment, both socially and financially, is massive.

The impact of Work Works in the communities it serves is indisputable. The original program in New York—The Doe Fund’s *Ready, Willing & Able*—reduces recidivism rates among graduates by 62 percent compared to demographically identical individuals. In Colorado, over 70 percent of Ready to Work participants graduate into full-time employment and housing. Similarly, a Work Works affiliate in Georgia features a 70 percent graduation rate, with 80 percent retaining their jobs and housing.

Work Works addresses four of the most pressing issues of our time: rising homelessness, mass incarceration, record unemployment, and racial inequity. With Black Americans making up only 13 percent of the general population,

but nearly 40 percent of both the homeless population and the prison population—the result of decades of systemic discrimination and the policies of mass incarceration—both racial justice and economic justice are intrinsic to Work Works. The model, by definition, serves the most marginalized members of our society, providing them with the skills and resources to break intergenerational cycles of poverty.

Between ongoing labor shortages (particularly in skilled trades), new opportunities in growing sectors such as green jobs, and the potential of an infrastructure bill to reshape the economy, America is at an inflection point in its recovery from the pandemic. But for that recovery to be shared equally, workforce development for these and other fields must reach the people most in need of career training (or retraining): people who have experienced homelessness, incarceration, and systemic divestment. Work Works does just that.

Homelessness is no longer just a big city issue. It impacts every community in America. Cities and towns of all sizes are grappling with not only scarce affordable housing and lack of living wage employment, but the rise in street homelessness in downtown centers and public spaces leading to community calls for action from all ends of the political spectrum.

In the case of Ready to Work, the community identified a gap in services and opportunities. With 80 percent of adults experiencing homelessness unemployed and nearly 75 percent not qualifying for housing vouchers, stakeholders



including business leaders, elected officials, and city staff partnered with the nonprofit to adapt Work Works to the local community.

After the success of Ready to Work Boulder, the city of Aurora took notice. In the words of former City Manager Skip Noe, “Ready to Work and the Work Works model helped our community take an important step toward ending homelessness. From a manager’s viewpoint, it addressed multiple problems, was based in collaboration, attracted a broad base of support, and produced great results.” Ever-adaptable to partnerships with varied community stakeholders, Work Works is now scaling even further in the metro Denver area.

According to the National Alliance to End Homelessness, street homelessness increased by 11 percent in 2020. We can—and *must*—do better. We need to build upon what is working while reimagining more efficient, effective,

and inclusive pathways to self-sufficiency for people experiencing homelessness. The Work Works model is proven, ready to be scaled, and complementary to current policy priorities at the federal, state, and local level.

When homelessness is solved for one person, the trajectory of an entire family is changed. When a community has the tools to solve homelessness at scale, the impact is exponential. **RM**

ENDNOTES

¹ <https://www.prisonpolicy.org/reports/housing.html>

² <https://www.capolicylab.org/health-conditions-among-unsheltered-adults-in-the-u-s/>

³ <https://cepr.net/images/stories/reports/employment-prisoners-felonies-2016-06.pdf>

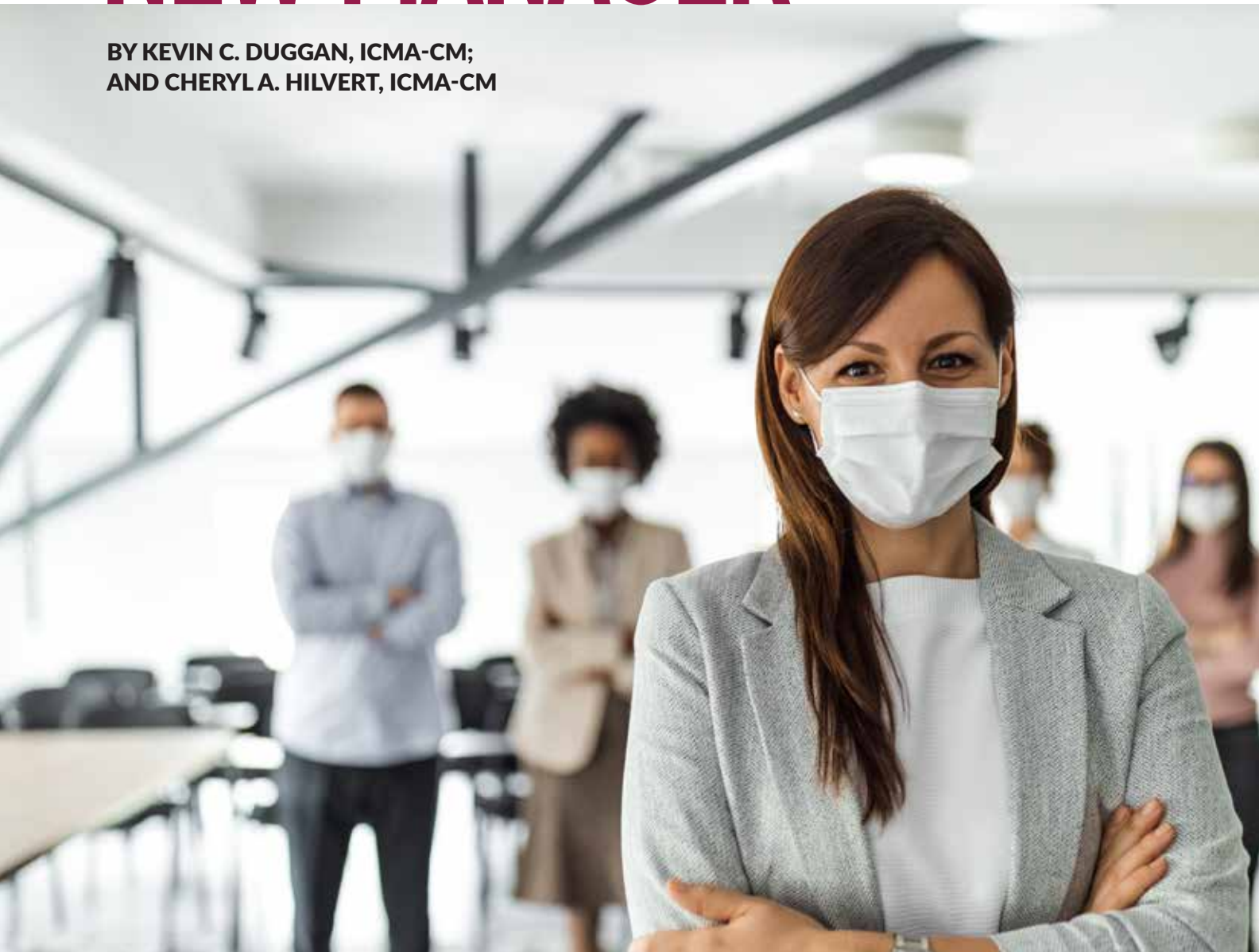
ISABEL MCDEVITT is the executive vice president of Work Works America and founder of Ready to Work (doe.org/work-works/).



Welcoming the NEW MANAGER

HOW THE
GOVERNING
BOARD AND
STAFF CAN HELP
PROMOTE A
SUCCESSFUL
TRANSITION

BY KEVIN C. DUGGAN, ICMA-CM;
AND CHERYL A. HILVERT, ICMA-CM



The successful transition of a local government manager to a new organization is of critical importance to both the manager and the organization. The manager wants to get off to a positive start that will ideally result in a long and successful tenure. The organization/agency also has a lot riding on a successful transition, recognizing the likely significant investment made in the selection process and the critical role the manager plays in achieving organizational success. A short and/or

unsuccessful tenure will be disruptive and will likely have significant negative impacts on the agency and the community it serves.

While a good deal has been written regarding what the new manager should do to help increase the odds of a successful transition (including ICMA's *First Time Administrator's Handbook*), not nearly as much attention has been brought to the issue of how the new agency (including the staff and governing board) can help increase the likelihood of a successful transition.

The intent of this article is to offer suggestions on how the organization can be an effective partner with the new manager to increase the odds of a successful transition and hopefully a long and successful relationship.

A POSITIVE START **Reach out in advance.**

While most new managers will not be shy in requesting information to help them orient to the new agency, appropriate staff should reach out and request what information would be helpful to provide in advance to the new manager, or upon his/her arrival. And staff should be willing to suggest any additional information and resources beyond those identified by the new manager. In addition, be sure to ask about any special needs/requests they may have for setting up their office.

Helpful information. A briefing packet of information should be prepared including a summary of all significant issues that the new manager will confront as well as key documents such as the budget; annual financial

report; general/community plan (or other key land use documents); strategic plan; governing board goals; etc. Also, background information on the community in general can be very helpful.

An easy first day. Meet the new manager at the door on their first day and plan for them to receive an orientation to the telephone and computer systems right away. Ensure that the office has plenty of office supplies and check back often to see if there is anything else they need.

The first day of work is often a good day to meet the human resources director for necessary paperwork and an opportunity to meet and have conversations with the senior staff. Taking the manager to lunch on their first day is also a nice touch, and don't forget to give a tour of the local government offices, including the location of the restroom and break room!

Visits to local government facilities. In the first week after a manager begins his or her new job, offer to facilitate visits to all work locations and facilities for the new manager to informally introduce themselves to as many employees as possible at their respective work locations.

Key issue briefings. In the first week, offer briefings on key issues in the community and within the organization. Involving the staff working on these issues also provides the new manager the opportunity to get to know more employees early in their tenure. Consider whether it would be helpful to include the mayor and/or other governing board members in one or more of these briefings

depending on the topic.

Departmental briefings. Within the first two weeks, offer the opportunity for the new manager to meet with the department head and staff of each department. This will allow for a review of important departmental issues and to allow staff to review their approach to their work, as well as departmental operating plans, goals and objectives, and linkages to the overall organizational strategic plan.

Key community contacts. Within the first two to four weeks, develop a list of key community leaders and organizations (schools, neighborhood associations, business associations, local nonprofits, etc.). Include contact information and offer to schedule introductory meetings with these individuals and groups. Staff should also be sensitive to the fact that many of these community leaders may reach out to the manager to welcome them to the community, so if that occurs, a brief update on these individuals and their organization affiliation will also help the manager to navigate relationships in the new community.

Sensitive topics/individuals. Offer briefings, as needed, regarding particularly sensitive issues (and individuals) to help the new manager avoid inadvertently creating a controversy or difficult interaction.

A "welcome event." Within the first month, provide a "welcome event" for the new manager (and perhaps his or her family) to be able to meet staff (and possibly community members) in an informal social setting.



Consider having the mayor host the event and encourage board/councilmembers to attend to demonstrate support for the new manager. If the manager has a family, include them as well, recognizing the substantial commitment they are also making with this change.

The new manager's family. In addition to the welcome event, if family members will be relocating with the new manager, look for ways to help the family adjust to their new community, including identifying information regarding housing options, schools, recreational opportunities, etc. If the family feels welcomed and makes

The staff and governing board can have a significant impact on the new manager's transition and ultimate success.

a good adjustment to their new community that will assist significantly with the manager's transition.

STAFF SUPPORT IS CRITICAL TO THE TRANSITION

Kind, open, and helpful staff members can truly be the key factor in helping the new manager in the days, weeks, and months after assuming their new role. Once the basics have been handled and the new manager is on a positive path to assuming their new job duties, staff members should always try to understand the following:

Risk of information overload. Recognize that starting a new job in

a new community can be both intimidating and overwhelming. The amount of information needed to be assimilated can be daunting, as might also be the number of people wishing to meet with the new manager. Prioritize what information is most important and be sensitive to the need of having to space briefings to avoid information overload.

Show openness. Be open to the manager suggesting and implementing new ideas and approaches. While explaining the background of why the organization does things a certain way, avoid the "we have always done it this way" attitude. New leadership is both a time of change,





many of the same suggestions apply. The newly promoted manager may not have worked with all departments and department heads directly, may not be familiar with all organizational issues they now need to address, and may not have engaged the council and community leaders in the same fashion as in their new role. Underestimating the onboarding needs of the newly promoted internal candidate may disadvantage the manager who promotes from within. It's better to offer more information and support than too little in such circumstances.

CONCLUSION

So whether the newly selected manager comes from outside the organization or is promoted from within, the staff and governing board can have a significant impact on the new manager's transition and ultimate success. It is also a great opportunity for the new manager's staff to demonstrate their commitment, competency, and professionalism. It's always important to make a good first impression! **PM**

KEVIN C. DUGGAN, ICMA-CM, is an ICMA senior advisor, and former city manager of Mountain View, California (kduggan@icma.org).



CHERYL HILVERT, ICMA-CM, serves as Midwest regional director for ICMA. She previously served as Midwest regional vice president on the ICMA Executive Board. She has served for more than 31 years as a local government manager. (chilvert@icma.org)



but also an opportunity for the organization to grow and evolve.

Be understanding. Be sensitive to the fact that new managers can sometimes “stub their toes” in new and unfamiliar environments. Be helpful and supportive of the manager as they make some initial missteps as they work to get familiar with issues and people.

Work to understand the new manager. Work diligently to gain an understanding of the new manager, including working style, communication preferences, and work product expectations. Be sensitive to the type of organizational culture they wish to instill—especially if he or she is advocating a departure from the current style and culture of the agency.

Clarify openness to feedback. Create an understanding with the new manager regarding their openness to feedback regarding how the organization, community and council may

react to certain changes and initiatives they may wish to implement. Try to establish an open, frank, and respectful approach to communicating such feedback.

Maintain realistic expectations. Don't expect the manager to be able to address, no less resolve, months or years of accumulated issues during their first few weeks on the job. Those who have not gone through this type of transition tend to underestimate how challenging it is get up to speed regarding all the issues and individuals a new manager encounters.

CITY COUNCILS/ GOVERNING BOARDS

It is particularly important for city councils and governing boards to be sensitive to all the manager must do and learn when coming to a new organization. As with staff, there can be the temptation to expect the new manager to immediately address all the issues that have accumulated

for the governing board (or individual board members). It's important for the governing board members to give the manager time to get familiar with the agency, its issues, and its members.

It is also important that the council/board establish realistic priorities regarding the issues they would like the manager to address. Without clear priorities it will be difficult for the new manager to be successful in this regard.

All this being said, it would be nice if elected officials were to invite the manager for coffee or lunch, get to know them, and share personal insights on the community, all the while resisting the urge to advocate for pet projects or air personal grievances.

MANAGERS PROMOTED FROM WITHIN THE ORGANIZATION

When a manager is promoted from within the organization, the information needs are certainly less onerous. However,



Introducing our newest series

High Performance in Local Government

Part 1: Creating a Culture for Higher Organizational Performance

The Power of Culture

In February 2020, the leadership team of the city of Brownsville, Texas, had just completed the first year of its continuing journey of creating a culture of high performance. Within weeks, the World Health Organization declared COVID-19 a pandemic.

“I told our team this was a make or break moment for our culture,” said Brownsville City Manager Noel Bernal.

BY DON
JARRETT,
WITH PATTY
GENTRUP

“This is going to test us. Either we are having genuine discussions, or we are faking it. COVID will lay it bare.”

As it turns out, Brownsville passed the test. “A year later, we are standing strong,” Bernal said. “COVID galvanized our culture.”

When he became city manager in December 2018, Bernal arrived with a 100-day plan to begin addressing the challenges the governing body identified as priorities:



developing a vision, providing professional development for employees who desperately wanted it, and becoming an organization of innovation.

"I committed to the commission that if we lead with culture first, we'll figure out the answers in working with our employees, the commission, and the community," he said. "We'll figure out the answer for the vision, the strategy, and how to structure ourselves." Not two weeks had passed when Bernal introduced his leadership team to an organizational culture development timeline.

If we want more fully engaged employees, we should provide them with a higher sense of purpose.

"If we are going to be successful," he said, "it will be because we have 1,200 people rowing in the same direction. "And my biggest role is to commit to being the steward of the culture."

A New Way of Thinking

Creating a culture for high performance is an imperative. It demands a shift in thinking about how work gets done in organizations.

To that end, the University of Kansas (KU) School of Public Affairs and Administration and the KU Public Management Center conducted a weeklong seminar in January, "Public Service Leadership: Creating a Culture for High Performance."

The premise of the classwork was that today's local government leaders must be able to do the following:

1. Understand the theories and practices that create a smart and sensitive organizational culture and its relationship to the organization's performance.
2. Consider how organizational values relate to performance.
3. Implement leadership philosophies and strategies to create a culture that inspires and enables employees to excel.

Beginning with this issue and continuing for five more, we'll discuss the class learnings and share stories and experiences from organizations already working on cultural development. We'll explore the keys to developing higher performance. We'll show you that the cultural side of the organization is the place where higher performance is created; that the work of leadership is too often overlooked; and that what we believe, what we do, and how and where we do it all matter.

Our hope is that this article, and those that follow, will entice you not only to read and debate the material, but that they inspire you and pique your interest and energy enough that you begin your own journey to high performance, no matter your position, your organization, or your community. Start today! Exercise leadership from where you are!

The content of the series is based upon materials presented in our class, much of which was developed using course work presented in programs at the Weldon Cooper Center for Public Service, University of Virginia (UVA). We wish to express our sincere appreciation to those who have developed and championed these programs and so inspired us: Dr. Robert Matson, retired professor/director at UVA; John Pickering, founder of Commonwealth Center for Public Service (CCHPO); and Anton Gardner and Craig Gerhart, former city/county managers and faculty in the programs at UVA, and now principals at CCHPO.¹

To Make a Difference

Why pursue high or higher performance? The primary answer is the desire to make the world a better place, to make a difference in people's lives. But there are more pragmatic public management reasons. First, people do really want to be good at what they do. They want their organization to be known as great. We cannot underestimate the impact of those motivations on employees and their level of engagement. Performance and engagement are

strongly connected, and culture contributes significantly to engagement. If we want more fully engaged employees, we should provide them with a higher sense of purpose. High performance aspirations are a means to that end.

Secondarily, no matter how good you are now, you can always be better, and being better does really matter. Our residents clearly deserve it. What service can you provide that does not require your best efforts? What are the consequences if we are not high performing? What happens if we do not get better?

For every person in public service, there is at least one story of a life benefitted, a person helped, a thank-you letter for what you did—a difference that was made. That, for us, is the essence of public service—making a difference, making life better, making communities better. For many, that “ethos” is part of the Athenian Oath: “... we will transmit this city not only not less, but greater and more beautiful than it was transmitted to us.”

The very tenets of public management can mean nothing less than a professional commitment to pass our communities on better than we received them. We cannot meet that challenge by doing our same work in the same way. We must find ways to continuously improve, to be better, to perform better. Higher performance is not optional, it is necessary.

Creating a Culture for Higher Performance

In his book, *The Advantage*, Patrick Lencioni identifies two separate organizational characteristics:

1. Being smart: mastering the business fundamentals like production, finance, and technology.

“It’s not having the answer that is most important. It’s having the courage to have your own viewpoints challenged.”

2. Being healthy: having organizational integrity where the management, strategies, operations, and culture have a consistent fit together.

Culture is found in the health of an organization. A healthy organization knows and actively demonstrates its purpose—why it exists, the behaviors it values, the assumptions and beliefs it holds about people and work, the way it should act in doing its work, and how it performs the work. Healthy organizations intentionally create their culture and work to sustain it, understanding that how they perform is as important as what they achieve. The problem is, as Lencioni notes, most organizations concentrate on being smart and defer the work needed to be healthy. Local government is no exception to that principle. Too often, we take pride in being smart and spend little time and attention on “culture building.”

The Principles of High Performance

Higher performance is not something you do. Rather, it is a mindset, part of the cultural belief system that guides day-to-day decision-making, that builds understanding of expectations and empowerment, and that expands the capacity and capability of the organization to perform.

The framework for that mindset is contained in the following seven questions, crafted by Matson and Pickering:

1. What is high performance for us?
2. How would we know if we were high performing?
3. According to whom are we high performing?
4. Why do we want to be high performing?
5. Are we performing the right things?
6. Are we performing the right way?
7. How are we treating ourselves and others?

While framed as questions, they are better thought of as principles. As principles, they must become a foundational part of the organization’s culture and thinking. They must become common thought processes for all employees, such that each employee is expected to consider: why am I doing this, is it the right thing to do, what is high performance for me in doing it, and how am I treating others as I do it?

To be sure, no two local governments are the same. The meaning of higher performance for each will likely be different, but the mindset will lead each to their own higher-performance culture.

The reality today is that local government organizations are filled with thoughtful, capable workers who can themselves think and decide. Indeed, many believe that in today’s workplace, it is the managers who know least about what needs to be done or how best to do it.

Admittedly, high-performance thinking can be a difficult pivot for managers.

“I had to learn that I was a major impediment to having people bring their best ideas forward,” said Hannes



Zacharias, the former manager of Johnson County, Kansas, and now professor of practice for the KU School of Public Affairs and Administration. “I didn’t want to be challenged,” said Zacharias, “I was the guy on the top of the hill. I’d been trained that if I didn’t know the answer, I wasn’t leading.”

It was a major breakthrough for him. “It’s not having the answer that is the most important. It’s having the courage to have your own viewpoints challenged.”

Indeed, as Zacharias realized, managers build a higher-performance culture, not by rules and restrictions, but through how the organization thinks. They ensure that employees have both the knowledge and the capability to perform better, and they ensure that employees have clarity of understanding about organizational values, purpose, and intent—what are the right reasons for determining the right things to do.

High-Performance Thinking

Most local governments provide good services and are comfortable in the status quo. For higher performance, we need to think differently.

Let’s examine this through a common public service: snow removal. To ascertain whether we provide that service at a high level, we need to know whether the snow was indeed removed, was it done in a timely fashion, were employees safe, was property damaged, what was the cost, and so on. We need input from those involved in the services: the homeowners, those driving on the streets, the employees, the budget and financial people, and the taxpayers. If we think in these terms, for each of our services, we get a consistent picture of what we are trying to achieve, at what performance level, where we can improve, and whether we are doing the right things and doing them the right way.

Considering these principles will ultimately identify performance criteria within one of three factors: (1) how well was it done; (2) did it provide value; and (3) did it meet the need or expectation? In other words: quality, efficiency, and effectiveness.

At one time, high performance would have been defined by just quality. Now, to be considered high performing, we need all three at the same time—efficient (cheap), effective (fast), and quality (good). However, as soon as we achieve all three, the target moves to better, faster, and cheaper, and so on. In other words, higher performance is always going to be and require continuous, constant improvement. As Aristotle said, “We are what we repeatedly do. Excellence then is not an act, but a habit.” A culture for higher performance makes continuous, constant improvement a habit.



A Model for High-Performance Change

Creating a culture of higher performance cannot be commanded. It must be grown and developed, evolving the existing organization into a higher performing one and norming the habit of continuous, constant improvement. It requires patience, persistence, and perseverance. There is no direct road map or prescriptive formula.

In the early 1990s, Matson and Pickering, as a part of their work on executive leadership, developed a strategic model for organizational performance and change, depicted in Figure 1.² While the model has been refined over the years, this original version provides a useful guide.

As the model shows, organizational performance is directly derived from the organization’s strategies, structures, and systems, which are designed to manage and control performance. They are intended to ensure consistent and predictable production and performance. However, they are quite resistant to change, innovation, and continuous improvement—the elements we need for higher performance.

Most of our management thinking and practices are rooted in scientific management from the Industrial Revolution and have been slow to evolve. However, as the model further shows, management thinking can be substantially influenced by the type of formal culture the organization has—its vision and values. To meaningfully influence the management practices, the culture must be established with a shared understanding of a set of beliefs, values, and core principles that provide identity, purpose, meaning, direction, and the basis for actions. If it is not, then the culture will be directed more by the rule-driven, control-oriented management practices. Clarity, through shared understanding, provides the parameters for determining and doing the “right things, for the right reasons, in the right way.”

Bernal says that the ideals of a high-performance culture are being shared throughout the organization. And it’s incumbent on

the leadership team to model that. “We’ve started the movement,” he said. “But the leadership team needs to own it and share it. We’re at the point that the movement needs to carry on its own.”

Getting to high performance means both building a strong culture as well as evolving the management practices. As Zacharias describes it, high performance is “creating an environment where employees feel safe and encouraged to bring their best ideas and energy forward for the greater good for the organization. It’s cultural change that creates a trusting environment where people feel part of a collective effort.”

It is best attained, when, at a minimum, the organization identifies, understands, and lives each and all of the following:

- A meaningful purpose and inspirational vision.
- A leadership philosophy describing how we choose to lead and manage based upon what we believe about people, motivation, work, trust, and creativity.
- Core values and principles.
- The values that guide how we behave, act, and treat one another and those we serve.
- The operational values that determine how we do our work together.

Gaining organizational clarity and shared understanding is work. It must be attended to with care, as we are reminded in an anecdote from Cheryl Hilvert, who is now ICMA’s midwest regional director, and was doing the hard work of creating a culture of high performance in Montgomery, Ohio.

One day, a frontline worker came to Hilvert and said, “We hear these words, but we don’t know what they mean.” Rather than explain what the values meant to her, Hilvert realized more work had to be done. Not by her, but with and through the employees. She asked the employee to serve on a task force with colleagues from across the organization to define those values. “It was my greatest success when employees felt like they could come and tell me that I wasn’t living the values,” Hilvert said.

Leadership Is the Way

The most significant part of the model is its recognition that culture is created and enacted through leadership. The term *leadership* does not mean those at the top of the organization. It means the body of work that needs to be done in all organizations. It means the philosophy, style, and type of practices and actions that are expected to be exercised by all employees throughout the organization in performing their responsibilities. And it means the strategic thinking, rather than the tactical management, that guides the performance in the organization.

Doing the work of leadership is an organizational responsibility. In Johnson County, the executive leadership team met for four hours every two weeks specifically around becoming higher performing. That, Zacharias says, was critical to the culture change efforts.

“We developed relationships among the executive team that were more than just window dressing,” he said. “We had conversations about leadership, the nature of people, our values. We took the words off the paper and put it into our hearts. That’s the

transformation. It’s not the flip charts on the wall. It’s about whether you believe this stuff.”

Bernal echoed that sentiment, reiterating that the work the leadership had done as they were meeting for a full day each month in 2019 was critical to their response to the pandemic.

“Through those 12 months, we built relationships,” he said. “We became behaviorally cohesive. All decisions that we made (in response to the pandemic) aligned with the values system. There’s not a decision that we made in which we didn’t use our culture development work that we did that first year.”

High-Performance Building Blocks

So, want to start your own journey and wonder what the first step is? “Who knows?” says Hilvert. “You just have to start. It’s so individualized for every organization. It has to be tailored to your needs and type of organization. Giving it a name creates a false impression that it’s a program that you can pick up and do. It is different for each organization or even parts of the organization.”

While there is no prescriptive method to create a culture for high performance, there are some essential building blocks:

- A defined leadership philosophy.
- A shared vision and core behavioral and operating values.
- A healthy teamwork dimension that enables interdependence and collaboration.
- An empowered, thinking, and engaged workforce.
- Reformed and aligned management practices.
- A viable parallel organization for leadership work.

In subsequent articles, we’ll take a more in-depth look at each of the building blocks. We’ll examine the need to be clear about what you believe and whom you serve. We’ll discuss leadership philosophy and how leadership differs from management. We’ll focus on creating trust and psychological safety for collaborative and interdependent work. We’ll consider how to grow culture, how to cultivate change, and the concept of a parallel organization. And finally, we’ll contemplate how to put it all together. **PM**

ENDNOTES AND RESOURCES

¹ Much of the material can also be found in the book, *Building High-Performance Local Governments, Case Studies in Leadership at All Levels*, by John Pickering, Gerald Brokaw, Philip Harnden, and Anton Gardner (2014).

² From an article, “Why Executive Development Programs Alone Don’t Work,” (1992).

DON JARRETT is an instructor for the University of Kansas School of Public Affairs and Administration. He has over 40 years of professional experience in local government, serving as the chief legal counsel for Johnson County for 35 years before retiring in 2020. (don.jarrett@ku.edu).



PATTY GENTRUP is the consulting services manager for the University of Kansas Public Management Center. She has been in direct service or as a consultant for local governments for 30 years, including six years as a city administrator. (patty.gentrup@ku.edu).



REGISTER NOW | **LGHN.org**

Local Government Hispanic Network
2021 Biennial Conference

EMBRACING CHANGE & TRANSFORMATION

Sept. 9 – 10 | Aurora, Colorado



LOCAL GOVERNMENT
**HISPANIC
NETWORK**

The Evolving Role of Strategists

BY KEL WANG |



They might not have “strategy” in their job title, but these folks are revolutionizing your organization

In past articles, we have talked about the evolution of strategy work—from strategic planning to strategic management and now to strategy management.¹ It is the result of our connected and fuzzy world with changing community needs and expectation for services. Compared to its predecessors, strategy management uses a more rigorous process that values the input of frontline staff, it's community-centric, and it's also timely through ongoing development.

What does it mean to strategists—the people who are doing strategy work? As you are pondering and planning for strategy management in your organization, we would like to explore three changes we foresee to the role of strategists. Before we start, let's take a step back and understand the traditional and current role of strategists.

The Traditional and Current Role of Strategists

Strategic planning was introduced to public sector organizations in the early 1980s. Despite the developments in strategic planning and strategic management, the role of strategists has largely remained unchanged: to lead an annual strategic planning process (or to lead parts of the process).

The process includes a series of activities—scanning the organizational and macro environment, setting goals, and identifying key actions leading to the generation of a document called a strategic plan or strategy. In strategic management, a few more activities are added: engaging the community, identifying and monitoring performance measures, aligning budgets, reviewing performance results, and making adjustments when necessary.

This work involves a broad range of people both within and outside of an organization to understand what is occurring in the environment. Setting goals requires



leadership's direction and input from the frontline. To identify key actions, you have to go back to the business areas. In strategic management, the engagement is even broader, including performance and evaluation specialists, the budget team, communications officers, etc.

So, for strategists to be successful in their roles, they have to have excellent communication, coordination, and time management skills. At the same time, they have to secure leadership buy-in beforehand so that the work is supported along the way. Plus, they have to know the organization so that they can identify and talk to the right person, as time is of the essence. It sounds like a challenging job, right?

But this is based on an assumption that people understand the true value of the work is not just coming from the end product (an approved strategic plan or a strategy), but also from the conversations, learnings, partnerships, and relationships generated in the same process to create the end product.

Imagine two opposite cases: on the one hand, spending too much time in discussions, so the work is delayed and timelines are not met; and on the other hand, being very efficient in managing the time, so every milestone is met, though people are not sufficiently engaged. Good strategists can strike a good balance between the two. Strategists who are inexperienced or not trained properly will likely focus on just getting the end product completed and delivered on time. Without proper involvement, the quality and

buy-in of the plan could be questionable, both of which are key to bringing a strategy document to life.

The Evolving Role of Strategists

With the evolution of strategy work, we foresee three changes to the role of strategists:

1. Escalated Role in Scanning

Under the traditional and current role, strategists conduct environment scanning and use the findings to inform opportunities and risks for the strategic plan or strategy. With significant changes in the environment (as a result of the pandemic and other changes in political, economic, social, and technological realms), understanding the status quo is becoming more and more complex: how many new COVID-19 cases did we have yesterday? Are we going to close down or not? What was the unemployment rate for last month? How can we support and rebuild our main street? What is the status of financial relief from governments (or other orders of government)? What lobbying effort do we need?

It is not just the macro environment we want to understand better. We want to

serve and know the nuances in the community, particularly our most vulnerable populations. With the requirements of physical distancing, people are asked to stay home where possible. What are the implications to their physical and mental health? How to shop and buy groceries? Where to play and have fun? How can we better support the vulnerable populations? Those are examples of the changing and diverse needs we need to figure out.

We also have to support our staff. At the beginning of the pandemic, organizations had to respond right away. Many of the changes we have made would have been considered impossible in that time frame before. People run on adrenaline and yet changes keep coming. How can we serve our communities in a changing environment without our staff burning out? With more and more people working from home, the boundaries between our work and personal life, at least in physical space, have become less clear. It is certainly more challenging to orient new employees and work together as a team. Last but not least, everyone's circumstances are different.

Well, it sounds like a long list of questions and challenges. It

also presents an opportunity for strategists to step up and try to get ahead of these issues. We can leverage the existing strategic planning process and have more focused conversations: what will likely change in our community? What are the diverse needs? What are the implications to our organization and our staff? How can the leadership and the organization support our staff? As a result of this effort, strategists can bring forward findings of the current state of the community, the organization, and our staff, as well as the intelligence of how we can best respond systematically and holistically. Even when the pandemic is completely under control and over in the not-too-distant future (fingers crossed), we can still benefit from an in-depth understanding of the environment, the community, and our organization.

2. Change in Strategy Development: From Effectiveness to Efficiency

The end product of a strategic planning process is an approved plan or a strategy. The documents often contain a list of actions, many of which are creative and bold by nature as they are the key work to deliver the plan and achieve the ideal future state.

With the disruption we are experiencing, our already-stretched financial condition is getting worse. Rising costs are complicated with decreasing revenues in many sources, such as transit, facilities, business licenses, development, and building permits. The need to focus on value (of tax) is more than ever. Given the uncertain and very constrained financial situation, of the multiple



When we move toward strategy management, an approach that is community-centric and that values the input of the frontline staff, the communication becomes more frequent and fluid. “



actions that are relevant, which ones yield the greatest value? This reflects a shift from effectiveness (delivery) to efficiency (value).

The change in financial circumstances requires public organizations to move toward (or further) prioritization and resource reallocation. Strategists will need to take one step further: of the identified actions, where to focus and can we have a phased approach for implementation? Do we have relevant work already in place? Can we reduce or stop some of our existing work? Of the services, can we adjust service levels and shift resources? Those are hard questions, unpopular in normal times. And powerful as they yield good value for tax. Even when the financial condition is improved, we can still benefit from a positive continuous improvement and value for tax dollars mentality in our public organizations.

3. From a Doer to a Builder and a Facilitator

In the traditional and current strategic planning process, strategists are the stewards of the process and owner of the end product, collecting necessary information to get the work done. All communication is funneled through strategists. Business

areas and other stakeholders just follow the instruction and feed the information.

When we move toward strategy management, an approach that is community-centric and that values the input of the frontline staff, the communication becomes more frequent and fluid. Not surprisingly, if we follow the traditional and current strategic planning process, the workload will increase and it becomes more cumbersome for strategists who are already challenged by timelines. The value of strategists will be constrained as they have limited capacity (as we all do) and have too many threads to manage. It would be worse when strategists focus too much on the delivery of work and not as much on the engagement of people.

With the evolution of strategy work, it requires business areas and departments to think and act more alike as strategists; and take initiative, not just wait for instructions and timelines. Strategists will need to shift their role from doers to builders who develop and mature organizational competencies and facilitators who coordinate and advance the process and share the ownership with business areas. This means strategy work should not be seen as a project,

a piece of work that happens at a point in time. Business areas will need to invest just as much as strategists do and start to manage work more strategically.

Conclusion

The evolution of the role of strategists is not clear and straightforward. In many public organizations, it is not defined or even understood. In fact, most likely their titles don't include the word "strategist." They may be called strategic planning officers, senior advisors or consultants, planning analysts, performance managers, etc. But the essence of their work is consistent, that is, to fulfil a specific function as part of the organizational planning and review process.

The evolving role may also overlap with other functions or areas within the organization. For example, the scanning function may overlap with the work in social and economic forecast and analysis. The emphasis on prioritization and resource reallocation may overlap with existing work in budgeting. Developing internal expertise in strategy management may overlap with the human resource function. So it is important to start the conversation as early as possible, explain the value of strategy work and the role and explore opportunities for collaboration.

The evolving role also requires a shift in strategists' mentality. In the traditional and current role of strategists, most of the work unfolds as part of the annual process. With evolution, strategists need to focus more on the value: the value to the community, the organization, and also the work of strategy management. If we define good strategists under

the traditional and current role as being able to strike a balance between the process and engagement, then under the evolved role, the focus should lean toward engaging people, facilitating a learning environment, and making the annual planning process as agile and fluid as possible.

Organizational issues would not be addressed if you as the manager didn't understand or see the need for an evolving role



The focus should lean toward engaging people, facilitating a learning environment, and making the annual planning process as agile and fluid as possible.

for strategists. As you plan the strategy management work in your organization to sustain your organization's innovation and adaptation to changing conditions, the redesign of the strategist's role would be something worthwhile to consider next. **PM**

ENDNOTE

¹ "Strategy Management: Innovation Beyond Planning," Kel Wang, *PM* magazine, November 2020, [icma.org/articles/pm-magazine/strategy-management-innovation-beyond-planning](https://www.icma.org/articles/pm-magazine/strategy-management-innovation-beyond-planning).

KEL WANG is a passionate advocate and practitioner of strategy and performance. He also serves on the ICMA Performance Management Advisory Committee. (kel.wang@outlook.com)



Leadership in Local Government, Part 6:

The Leadership Journey

The ultimate trip

BY ED EVERETT, ICMA-CM

This is the last article in my six-part leadership in local government series. My advice to anyone on their leadership journey is to listen and learn from what you hear and read about leadership; however, make sure you integrate your learning with your own style and personality. While you can learn from others, you must develop your own leadership style (see article #5), which keeps you true to yourself.

Gandhi's form of leadership, which led India to break away from Great Britain's colonization, was very different from Cesar Chavez's and Dolores Huerta's leadership as they jointly led farm workers to have a stronger voice and power. Martin Luther King Jr.'s form of leadership, which led to long-overdue civil rights legislation, was very different from Harriet Tubman's style, which enabled slaves to

escape from the south. Jacinta Ardern, the prime minister of New Zealand, and Angela Merkel, the chancellor of Germany, both well-respected leaders of their countries, have significantly different leadership styles from many other world leaders around the globe.

Each leader mentioned here has been described as someone who:

- Doesn't sugarcoat reality.
- Engages the heart and shows empathy.

- Refuses to accept the status quo.
- Acts on their highest values.
- Paints a vivid picture of a better tomorrow.
- Demonstrates confidence, courage, and honesty.
- Is determined, yet agile.

Being Liked versus Being Respected

Leaders want to be liked as much as anyone else; however, leaders know that to lead and make major changes will cause some people not to like them.



A common fear is that if we take bold action, employees won't like us. To help overcome that fear, leaders stay focused on being respected. You can do something that people don't like, but those same people will respect you if your change process is grounded in your values, including empathy and equality.

Effective leaders are usually liked and admired, but their bottom line is to be respected.

What's in a Name?

Words, names, and titles have powerful consequences. This is not only true around issues of gender, race, and religion, but is also true about how organizations and bureaucracies affect leadership.

In our profession we designate those in authority with titles such as city manager, town manager, county administrator, or assistant city manager. I was a city manager for 24 years, but I always thought of myself as a "city/community leader." I never said this out loud as I was politically astute (see article #5). However, thinking of myself as a city/community leader allowed me to think more broadly about my vision. You have to think it to be it.

Choosing Leadership and Figuring Out Next Steps

Leadership is not based on your title or position, as discussed in article #1. Leadership is a journey you choose to take. Making the choice to be a leader is the first and most important step in becoming a leader.

The next step depends on your situation and personal style. There is a wonderful poem by David Whyte, titled, "Start Close In," that may help.

It starts:

*Start close in,
Don't take the second step
Or the third,
Start with the first thing
Close in,
The step
You don't want to take.*

The poem ends with:

*Start right now
Take a small step
You can call your own
Don't follow someone else's
heroics,
Be humble and focused
Start close in,
Don't mistake that other
For your own
Start close in,
Take the first step
The step you don't want to take.*

Whyte is speaking about fear and courage (article #4). Too often, we fail to move forward for a couple of reasons. First, our fears too often immobilize us, and second, we try to plan the next 25 or 30 steps, which paralyzes us. We only have to figure out the first step we want to take to improve or become a leader. The first step will guide us to the next several steps, which when completed will define future steps. This is how you start the leadership journey.

Leaders and Managers

I have written exclusively in the previous five articles about leadership attributes and have said nothing about management. Leadership and management are very different beasts. Both are important and both have different skill sets and attributes.

There has been much written about the differences between leadership and management. I will leave that discussion

Leadership is not based on your title or position. Leadership is a journey you choose to take. Making the choice to be a leader is the first and most important step in becoming a leader.

to others. However, there is an old geometry truth that is instructive. "All squares are rectangles, but not all rectangles are squares." It is equally true about leadership: All effective leaders are good managers, but not all good managers are effective leaders.

Concepts to Remember

Below are the primary concepts to remember in each of the previous five leadership articles:

1. Formal titles or positions do not necessarily make someone a leader. Anyone, regardless of the position they hold in an organization, can be a leader.
2. All effective leaders know themselves well and have put in the time to understand their strengths and weaknesses. This understanding helps them from being manipulated by their blind spots.
3. Effective leadership requires understanding and managing a series of paradoxes, including modifying your behavior based on specific situations. Effective leaders have also learned how to "manage around" their weaknesses.
4. All leaders have fears, but have the courage to face their

fears and take action in spite of their fears.

5. All great leaders have their own "leadership sauce." Your personal leadership sauce can only be developed by practice. You have to learn from your mistakes and failures.

Developing new leadership skill sets takes time and practice. When you were first learning any new skill, such as a sport, music, writing or dance, you initially struggled. It is only through perseverance and dedication that you improve. Leadership is no different.

Closing Thoughts

It is important as a leader to listen to others and learn from other's viewpoints. Deciding to become a leader, however, is a very personal choice. Beware of naysayers, status quo thinkers, leadership myths, and conventional thinking when making that decision.

No one becomes an effective leader without the help of others. Reach out, get a mentor, ask for coaching, and have the courage to get into counseling.

Leading is exciting, fun, challenging and soul fulfilling. It requires you to have the courage to face your fears. Nothing can be better than that. Go for it! Our profession needs you.

I wish you the best on your leadership journey and would be happy to provide coaching to anyone who asks. Good luck! **RM**

ED EVERETT, ICMA-CM,

is a consultant and former city manager, Redwood City, California. In 2007, he received ICMA's Award for Career Excellence in Memory of Mark E. Keane. (everetted@comcast.net)



Celebrating Pride Month

Pride month in June reminds us of our **commitment**
to our **LGBTQIA+** local government colleagues | **BY CAMILLA POSTHILL**

The month of June is Lesbian, Gay, Bisexual, Transgender, and Queer (LGBTQ) Pride Month). LGBTQ Pride Month began as a way to commemorate the 1969 Stonewall riots in New York, a tipping point in the Gay Liberation Movement in the United States. What began as “Gay Pride Day” has evolved into a month-long series of events observed around the world. These tributes also include memorials for people who have been lost to hate crimes and HIV/AIDS.

There is no dispute of the fact that we better serve the public when the local government workforce draws from the talents and unique experiences of individuals from every community across the globe. Though all of ICMA’s members face difficult challenges each day, the diversity of thought, opinion, and perspective of our membership drives the innovation and resourcefulness needed to get our essential work done.

Our LGBTQIA+ colleagues are instrumental in helping their organizations fulfill their public service-driven missions. Join us in honoring our LGBTQIA+ colleagues serving in local government management for their perseverance, triumphs, and contributions to the profession.

Partnership with CivicPRIDE

ICMA remains committed to advancing equity and LGBTQIA+ participation in local government and proudly partners with CivicPRIDE, the first nationally recognized professional association for LGBTQIA+ professionals in local government (elgl.org/civicpride). CivicPRIDE’s mission is to advance inclusive local government by empowering LGBTQIA+ leadership.

Declaration of Ideals

The ICMA Executive Board Declaration of Ideals (icma.org/declaration-ideals), initially issued in 1984, addresses the association’s commitment to equity and social justice:

The International City/County Management Association (ICMA) was founded with a commitment to the preservation of the values and integrity of representative local government and local



Photo from the ICMA photo archive

democracy and a dedication to the promotion of efficient and effective management of public services. To fulfill the spirit of this commitment, ICMA works to maintain and enhance public trust and confidence in local government, to achieve equity and social justice, to affirm human dignity, and to improve the quality of life for the individual and the community.

We Want to Hear from You

As always, we invite our global peer-to-peer network of ICMA members to share their experiences of lessons learned and successes so that we can continue to learn from one another. Tell us about how your community celebrates Pride Month in June—and celebrates the entire LGBTQIA+ community year-round. Email us at speakup@icma.org.

Learn More

ICMA offers various tools and research that are available to promote a diverse and inclusive workforce at icma.org/equity-and-social-justice-tools-and-research. Please take advantage and learn more from these helpful resources. **PA**

Speak up, ICMA!

Email us your thoughts on the issues of equity, inclusion, race, and social justice to speakup@icma.org.



CAMILLA POSTHILL

is project manager, membership, at ICMA.

PROFILES OF LEADERSHIP AND MANAGEMENT IN ACTION



"To remain relevant, recommending and implementing the most effective, efficient, innovative programs and services for the residents of Lancaster requires continuous learning. As an ICMA Credentialed Manager, my city council can be assured that I am committed to professional development for myself and the organization."

Opal D. Mauldin-Jones
City Manager
City of Lancaster, TX
Credentialed since January 2015

Demonstrate your commitment to professional development and lifelong learning. Join the growing number of those who have earned the ICMA-CM designation.

ICMA Credentialed Managers are viewed with growing distinction by local governing bodies and progressive, civically engaged communities. For more information, visit icma.org/credentialedmgr



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

ICMA MEMBERS IN TRANSITION PROGRAM



When a manager or assistant manager is fired, forced to resign, or otherwise involuntarily separated from local government service, ICMA provides an array of support: on a personal level, on a financial level and on a professional level.

Learn more at icma.org/mit

Persevere and Thrive Through Economic Challenges



Local governments and their employees have demonstrated time and time again that they can be resilient and adaptable when faced with new challenges—and ICMA has a wealth of resources that can help. We scoured *Public Management (PM)* magazine to identify the most important archived articles to help your organization and community persevere and thrive through these economic challenges.

What's inside:

- Learn lessons from previous recessions that affected local government.
- Reshape your local government and build employee spirit, passion, and commitment, and ultimately, organizational capacity.
- Gain leadership strategies to help your organization in the midst of turmoil and fear, and in the process, demonstrate your value.
- Develop financial strategies that will inspire pride, loyalty, and enthusiasm throughout the organization.

Leading in an Economic Downturn

Member/PM Subscriber Price: FREE | Nonmember Price: \$12.95

icma.org/economic-downturn





GovHRusa.com

847-380-3240

info@govhrusa.com

info@govtempsusa.com

Sign up for our Job Board at GovHRjobs.com

Executive Recruiting • Interim Staffing
Human Resource Consulting • Management Consulting
• Performance Evaluation System •
Professional Development • Class & Comp Studies



Roger L. Kemp MPA, MBA, PhD

Credentialed City Manager • Career Adjunct Professor

~ Police Services ~

Dr. Kemp provides national professional police consulting and speaking services on evolving police-community programs. Some of these topics include state-of-the-art practices in these dynamic and evolving fields:

- Citizen Advisory Police Commissions
- Citizen Police Commissions
- Citizen Police Academies
- Citizen Police Committees
- City Council Police Committees
- Coffee With A Cop Programs
- Neighborhood Police Offices
- Neighborhood Police Officers
- Pizza With the Police Programs
- Police Bicycle Patrols
- Police Community Forums
- Police Financial Controls
- Police Recruitment Practices
- Police Walking Patrols
- School Resource Offices
- Youth Police Services

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

He has written and edited nearly 50 books on city subjects, and can speak and consult on them with knowledge of the national best practices in the police-community relations field. Call or e-mail Dr. Kemp for more information.

Dr. Roger L. Kemp

Kemp Consulting, LLC

Phone: (203) 686-0281 • Email: ROGERLKEMP46@GMAIL.COM

www.rogerkemp.org

matrix 
consulting group

1650 S. Amphlett Blvd., Suite 213

San Mateo, CA 94402

650.858.0507 • www.matrixcg.net

Offices in CA, AK, IL, MA, NC, OR & TX

- Management and operations studies
- Feasibility studies
- User fees and cost allocation

Police • Fire • Public Works • Utilities
Parks & Recreation • Administration
Planning & Building • Fleet

Budget season is upon us!

Budgeting is one of the most important responsibilities that local government managers undertake every year. The new book, *A Budgeting Guide for Local Government*, Fourth Edition, provides new tools and methodologies to produce effective budgets that yield the desired results.

Learn more at icma.org/budgetingguide.



PUBLIC SAFETY & HUMAN RESOURCE CONSULTANTS

- Fire/EMS/Police Department Audits
- Consolidation Studies
- Compensation & Benefit Analysis
- Human Resource Audits
- Employee Handbooks
- Executive Recruitment
- Nationwide Experience



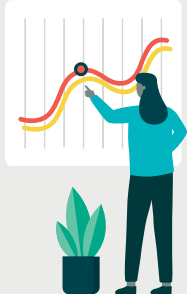
(815) 728-9111
mcgrathconsulting.com


McGrath
CONSULTING GROUP, INC.

 A PART OF 

Trusted advisors transforming communities

- Organizational Assessment
- Executive Search
- Strategic Planning/Facilitation
- Financial Planning
- Strategic Communications
- Technology and Data



Learn more at raftelis.com and thenovakconsultinggroup.com
Info@raftelis.com / 513.221.0500

 IN ASSOCIATION WITH 

CRISIS MANAGEMENT We've got your back.	OUTSIDE REVIEW We've got years of experience.
POLICE RECRUITMENT We've got plans that work.	UNION NEGOTIATIONS We can help you reach a deal.

BRIAN ANDREWS: (305) 503-2800
www.thenewsdirectors.com
FRANK FERNANDEZ: (305) 986-5182
www.blueprints4safety.com

 **SBFRIEDMAN**
 VISION | ECONOMICS | STRATEGY | FINANCE | IMPLEMENTATION



MARKET ANALYSIS AND REAL ESTATE ECONOMICS
DEVELOPMENT STRATEGY AND PLANNING
PUBLIC-PRIVATE PARTNERSHIPS AND IMPLEMENTATION

312.424.4250 | INFO@SBFRIEDMAN.COM | WWW.SBFRIEDMAN.COM

 **The Mercer Group, Inc.**
Consultants To Management

- Organization and Management Studies
 - Executive Search
 - Utility Studies
- Compensation and Classification Studies
 - Privatization
 - Strategic Planning

55798 Chamblee Dunwoody Road #511
 Atlanta, Georgia 30338
 770.551.0403 • Fax 770.339.9749
 E-mail: mercer@mindspring.com

1000 Cordova Place #726
 Santa Fe, New Mexico 87505
 505.466.9500 • Fax 505.466.1274
 E-mail: jmercer@mercergroupinc.com

Pinpointing Workable Solutions from 18 Offices Nationwide

 **SBrand**
 BELIEVING YOU'LL BE THE BLANKS

ESSENTIAL FACILITATION SKILLS TRAINING NOW OPEN

Learn the tools and techniques that will change your leadership

Online self paced
 Live webinar
 In person courses

Dates open soon! Contact
sheryl@sbrandsolutions.com

www.sbrandsolutions.com
 (970) 208-6633



ICMA CAREER GUIDES

ICMA's Career Guides are local government professional toolkits to help you thrive, from finding a position to succeeding as a first-time manager, or how to break into the profession from another field, and preparing the next generation through internships and Fellowships.



icma.org/careerguides



GIVE A GRAD THE GIFT OF PM!



PM SPECIAL SUPPLEMENTS

A subscription to ICMA's award-winning magazine includes 12 issues a year, access to the digital edition and online articles, and numerous special supplements through the year.

icma.org/giftofpm

DON'T LET YOUR COMMUNITY BE THE NEXT CYBER ATTACK HEADLINE

Protect Your Organization and Residents by Joining the ICMA Cybersecurity Collaborative

With new cyber threats emerging every day, ICMA has partnered with the National Association of Counties (NACo) to strengthen local governments' cybersecurity efforts. The ICMA Cybersecurity Collaborative will provide access to top tier technology security professionals, information, intelligence, best practices, and other resources to help local government leaders prepare for, prevent, and mitigate cybersecurity threats.



Features and Benefits of the Collaborative

- Daily security news and security alert portal.
- Peer-to-peer exchange through community discussion.
- Online training, webinars, and live tech demos.
- Incident Response (IR) Team comprised of the membership pool to help identify, assess, and remediate an incident within 24 hours.
- Direct communication with industry leading chief information security officers (CISOs).
- Security research and report repository.

**Leverage industry leading expertise. Improve cybersecurity readiness.
Resource saving collaboration.**

Learn more at icma.org/cybersecurity-collaborative.

ICMA

CYBERSECURITY
COLLABORATIVE

a CyberRisk Alliance company