NORTH CAROLINA CITY & COUNTY MANAGEMENT ASSOCIATION AT 50:

OUR PAST, PRESENT, AND FUTURE
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MATT LAIL

with ROBERT J. O’NEILL and CARL W. STENBERG
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We dedicate this book to the men and women whose life’s work as local government management professionals is at the forefront of running ethical, efficient, and effective communities. City and county managers and other professionals who work with them have created an honorable legacy of serving the public. We believe that the North Carolina City and County Management Association will continue to foster and to preserve that legacy.
The North Carolina City and County Management Association is pleased to present North Carolina City & County Management Association at 50: Our Past, Present, and Future. As the 50th Anniversary Committee considered the most appropriate ways to commemorate the 50th anniversary of the founding of NCCCM, the idea of a book was immediately embraced as an excellent way to celebrate this important milestone. The Executive Committee enthusiastically endorsed the project and the production of the book was underway.

The primary purposes of the book are:

- to preserve the history of the Association and the local government management profession in North Carolina;
- to describe the current life of the Association and our profession;
- to review North Carolina’s professional education programs for public administrators; and
- to stimulate thinking about the future of the local government management profession.

This book is being presented at an exciting time in the life of our profession. “Life, Well Run” is an International City/County Management Association (ICMA) initiative to raise awareness and appreciation for the value professional managers bring to running ethical, efficient, and effective local governments, and to building great communities we are proud to call home (LifeWellRun.org). This book contributes to the goals of “Life, Well Run.”

Our hope is that readers of this book will gain a fuller understanding of professional local government management and of the vital role of city and county managers in shaping and sustaining healthy communities. As we look to the next 50 years, we hope the history and reflection in this book will help frame how our profession addresses future challenges to ethical, efficient, and effective local governments.

This book is the product of the contributions of many people who have cared deeply about this project and given generously of their time and talents and knowledge to make this book possible. Thanks, especially, to the primary author, Matt Lail, who wrote the bulk of the book (Chapters 1, 2, 3, 5, 6). We are grateful to Robert J. O’Neill, Executive Director of ICMA, who wrote Chapter 4 and to Carl Stenberg, who authored Chapter 7. Guidance for the book was provided by Lane Bailey, Chair of the 50th Anniversary Committee. Our gratitude goes to those who read drafts of the book and made substantial contributions to the book (Carl Stenberg, Gordon Whitaker, Charles Archer, and Lane Bailey). We also want to thank Rob Shepherd and Melissa Smith of the North Carolina League of Municipalities. Thanks especially to Carolyn H. Carter, who served as the Project Manager/Editor of this publication. We also want to thank the individuals, businesses, and MPA programs that provided financial support for the book.

I am honored to be the President of the North Carolina City and County Management Association at the time of the publication of North Carolina City & County Management Association at 50: Our Past, Present, and Future. I anticipate that our book will stand as a touchstone of the past and a guidepost to the future.

LEE WORSLEY
President, North Carolina City and County Management Association 2013-2014
Deputy County Manager, Durham County, NC
FIFTY YEARS OF STRENGTHENING PROFESSIONAL LOCAL GOVERNMENT MANAGEMENT

BY MATT LAIL
It is appropriate that one of the few historical recollections of what took place on May 2 and 3, 1964, at the Blockade Runner Motor Hotel in Wrightsville Beach is told in a matter-of-fact-like manner. It was on those days that the City Managers Association and the North Carolina County Managers thoughtfully and deliberately merged to form the North Carolina City and County Managers Association (NCCCM), completing a partnership that was both logical and innovative. As the June 1964 issue of Popular Government stated, the “union is now complete.”

It was a natural progression for the two associations. And it was also quite progressive for its time. According to a history of the Association written in March of 1977 by Ed Wyatt, then the city manager in Morganton, the NCCCM was “one of the few joint City-County-Council of Government Associations in the United States. In fact it preceded ICMA [International City-County Management Association] in its efforts to bring together in one common association the professional managers at the local level.”

Aside from the attendees and location, not much was written about the union in 1964; Popular Government devoted just a few paragraphs on page 13 of its issue, the news somewhat buried underneath photos and captions about the latest municipal administration course. But the significance of the event was clear; around 50 city managers and 10 county managers were recorded as having made the trek to Wrightsville Beach. The members of the new Association elected Charlotte City Manager William J. (Bill) Veeder as its first president.

“It was a no-brainer. We wanted everybody to be together – city and county managers,” recalled then-Roxboro Manager Jack Neel, who was on hand for the meetings in Wrightsville Beach.
Veeder drafted a memorandum following the merger that laid out three objectives of the newly merged Association:

- To contribute to the continuing improvement of city and county government in North Carolina;
- To maintain and develop the professional competence of its members; and
- To maintain and develop relationships with organizations devoted to improvement of local government … particularly with the League of Municipalities, the Association of County Commissioners, and the Institute of Government.

A year later, in May 1965, the inaugural conference of the North Carolina City and County Managers Association was held at the MidPines Club Hotel in Southern Pines. The organization was well on its way as the decision to merge signaled a strategic move toward cooperation. And today those three tenets drafted by Veeder are just as pertinent as they were five decades ago.

“We must give a lot of credit to the managers who decided to make it a combined city and county association,” said Catawba County Manager Tom Lundy, a past president of ICMA and of NCCCM.

“North Carolina was one of the forerunners, an early adopter. It says a lot about the need to work together. I hope that has translated to all of our communities.”

There was a time when the North Carolina City and County Management Association was known as the North Carolina City and County Managers Association. The Association was called by that name until 1976, according to Dee Freeman, past president of the Association and former city manager, Executive Director of the Triangle Council of Governments, and Secretary of the North Carolina Department of Environment and Natural Resources. “The move to ‘management’ in the title versus ‘managers’ was partly in recognition that public management had evolved beyond cities and counties,” said Freeman. “Councils of Government were the main focus. Moreover, there was the recognition, as well, that management itself had evolved and the title of the Association should be reflective of the growing profession which also included assistant city and county managers.”

Another reason, related to ICMA, was the focus on the Code of Ethics. The Association was moving to include the ICMA Code of Ethics as a requirement of Association membership.

**A LEGACY OF ACCOMPLISHMENT**

It could be easy to take for granted the success that the council-manager form of government has had in North Carolina over the past century. After all, with very few exceptions, the leadership in counties and municipalities has worked remarkably well together. No doubt much of the credit for this success is due to the NCCCM and the culture of collaboration that it fosters. But there has been help.

“The ingredients of the successful merger” of

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**CATAWBA COUNTY MANAGER TOM LUNDY**

**We must give a lot of credit to the managers who decided to make it a combined city and county association.”**
the city and county Association, Wyatt wrote in his 1977 history of the Association, “have been several.”

North Carolina is fortunate to have been blessed for decades with strong leadership from both the North Carolina League of Municipalities and the North Carolina Association of County Commissioners (who share office space at the Albert Coates Local Government Center in Raleigh); the assistance and support from those two associations cannot be overstated. Further, the School of Government (formerly the Institute of Government) at the University of North Carolina at Chapel Hill has been the partner to local government that has arguably made North Carolina the envy of almost every other state. All three entities – the League, Association [of County Commissioners], and School of Government have “worked closely with each other and extended their capabilities to encourage and support the concept of a single Association,” wrote Wyatt in his history.

A history of the NCCCM would be incomplete without mention of the leadership of Donald Hayman of the Institute of Government. “His role in coaching managers and supporting their efforts to form the NCCCM, including helping set up the annual winter educational seminars, was critical in shaping the culture of the Association,” said Gordon Whitaker, Professor Emeritus with the School of Government.

of local government managers in the state who are ICMA-credentialed managers (currently 112), the involvement of so many managers in ICMA and other national and international associations, and also the Association’s commitment to promoting civic education across North Carolina. Another important piece has been the strong adherence to the ICMA Code of Ethics. While initially there was no formal connection between NCCCM and ICMA, today membership in NCCCM now carries with it a commitment to abide by the ICMA Code of Ethics. “That code is not just a sheet of paper,” said Lundy. “Those are tenets we actually live by.”

The reach and influence of the NCCCM itself, according to Catawba County’s Lundy, has become “more robust” over the years. He credits the number

A PEER-LED ASSOCIATION

It is because of NCCCM that individuals can come together for networking, peer-to-peer professional development – and sometimes just to share war stories. And just as the council-manager form of government is structured for optimal effectiveness, so too is NCCCM. This is so due to a structure that promotes collaboration and strategic direction.
At the top is an Executive Committee, composed of fellow city and county managers and assistant or deputy managers. The Executive Committee, made up of a President, First and Second Vice Presidents, Immediate Past President, Secretary/Treasurer, and then six alternating board members, is charged with providing direction to the Association. As a matter of fairness, the Executive Committee tends to be keen to ensure there is a balance between municipal and county representation.

But the direction from the Executive Committee to the membership is not a one-way street. A strong legacy of NCCCM committee involvement not only results in a substantial percentage of members participating on committees, but in effective committees that fill a need within the membership – or beyond.

Take the Civic Education Committee, for instance. This committee was formed in the early 1990s when it became apparent that civic education in North Carolina’s high schools was severely lacking. Carolyn Carter, who served as NCCCM president in 1992-1993, recalls that the textbook used in the state’s social studies classes at the time intimated that those people who became city and county managers were more often than not people who had failed in the business world.

Beyond righting a wrong about the perception of local government, the Civic Education Committee saw this slight as an opportunity to enhance the level of civic education in the state. From that committee came the textbook *Local Government in North Carolina*, which is still used to this day. With the Association’s financial support (through a now famous campaign known as the “Nickel Offense”), Gordon Whitaker authored the textbook, and the NC Department of Public Instruction distributed it throughout the state’s schools.

“What a success it was in bringing accurate information to the educational system on local government management,” said Dee Freeman, who preceded Carter as president.

“The book continues to be used and the Civic Education Program now includes a curriculum for elementary schools, templates for citizen academies, and a summer seminar for social studies teachers,” said Carter.

That tradition of forging positive paths for the betterment of the members and the citizens of the state has continued. At the heart of the NCCCM committee structure is the Membership Support Committee, which assists members who are in transition and in need of professional assistance. The Range Riders program has for years provided those members either between jobs or about to be a support system of a retired manager in the member’s general geography. In recent years, the Association has put great emphasis on finding, training, and mentoring...
the next generation of local government managers.

This is a committee structure of peers for peers, designed to help local government managers do their jobs better. And, in the end, that will result in more effective and efficient local governments – something that North Carolina has proudly boasted for a century.

A CONSTANT DESIRE TO BE BETTER

Education has always been important for the Association. Not long after the formation of a joint Association, it became apparent that as more municipalities and counties adopted the council-manager form of government, the more necessary training was going to be to find people to fill the growing number of positions. According to Neel, the creation of the Master of Public Administration (MPA) program at UNC-Chapel Hill was greatly supported by the Association.

“It was a funny situation back in those days,” said Neel. “There were more city and county managers in North Carolina that had been educated at Virginia Tech than anywhere else. But that changed real quick.”

Because of that forethought, North Carolina is blessed with high-quality MPA programs at many of the public universities: Appalachian State University, Civic education is one of the ways NCCCMA and the UNC School of Government have partnered to promote better government in North Carolina.
East Carolina University, North Carolina Central University, North Carolina State University, UNC-Charlotte, UNC-Greensboro, UNC-Pembroke, UNC-Wilmington, and Western Carolina University, in addition to UNC-Chapel Hill. Other states are fortunate to have stellar schools and programs of higher education aimed at effective local government. And most states boast strong municipal or county membership associations. But North Carolina may be unique due to the NCCCM’s support for MPA programs through scholarships, internships, and more and its long-standing relationship with the School of Government – reciprocal relationships that pay dividends all around.

“North Carolina has a tradition of honest, efficient, well-run local governments,” said longtime (Raleigh) News & Observer political columnist Rob Christensen. “It is the product of several factors: the council-manager form of government, which encourages professionalism; a Local Government Commission, which makes sure that local governments don’t get into financial trouble; and a historical culture of honest government in the state.”

Yet credit must be given to the local government managers themselves. Mayors and council members can come and go. Yes, managers can be fired on the vote of municipal and county governing boards; however, the tenure and longevity of many of North Carolina’s stalwart local government managers is impressive, if not downright inspiring. Every day there are potholes to be filled, parks to be maintained, garbage to be picked up, and citizens to be heard. This is accomplished because of the dedication of managers and the continued efforts by members of the Association to better themselves and to learn from one another in order to be better public servants for their communities.

“It would be really easy to work in isolation because we only know our own communities and problems,” said Lundy. “But there’s a huge resource out there. The Association has given us a chance to do that.”

That resource is the NCCCM and its seminars that traditionally take place formally twice a year via annual winter and summer gatherings; however, members take it upon themselves informally to network with one another across cities big and small, counties, mountain communities, and beach towns – and they do this all year long.

“As personal relationships are formed among all types of managers, the commitment has been...
reinforced,” wrote Wyatt.

Former Mecklenburg County Manager Harry Jones saw that firsthand. Being involved with the Association, on a professional level, presented for Jones “an opportunity to go and to engage with your colleagues, to learn from your colleagues by sharing experiences. It’s difficult to separate the personal and the professional when you develop relationships,” said Jones, a past president of the NCCCM.

“The relationships that were developed were so great that, from a professional standpoint, I could pick up the phone and call other managers and get inside their heads about how they would handle issues. We all want to see each other be successful.”

One could also credit the structure of local government in North Carolina for the historically seamless engagement and discussion among cities and counties. While the two entities have their own duties and responsibilities, they manage them in a collaborative way; by and large cities and counties in North Carolina fit together hand-in-glove, establishing a “common base of interests and concerns,” wrote Wyatt.

Relationships between city and county managers have remained strong even through times of dealing with tensions that may have arisen between local governments based on their ability to bridge gaps and find common ground. Through the years, the NCCCM has grown as the profession has grown, offering its members support programs such as:

- the Range Riders program and the Members in Transition report, designed to offer networking assistance for those managers who are looking for work; mentoring opportunities for younger managers; a variety of committees designed to engage and enhance the experience; a listserv for much-needed communication; support for ICMA-credentialed managers; a strong focus on promoting civic education in North Carolina; and much, much more.

“I am reminded of the concept of koinonia, a Greek notion of an idealized state of fellowship,” wrote retired Chapel Hill Town Manager Cal Horton when asked his thoughts on the 50th anniversary of the NCCCM. “When one suffered, we all suffered together; when one celebrated, we all rejoiced together. I was never part of a better group of friends and colleagues.”

“The benefits of the merger have been real and substantial,” echoed Wyatt in his history. And he’s absolutely correct. Every day, a group of dedicated public servants aim for efficiency and effectiveness in local government. No one has benefited more from that dedication than the citizens of North Carolina. And 50 years later, there’s no sign of that slowing down.

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**LIST OF THE FIRST OFFICERS OF THE NORTH CAROLINA CITY AND COUNTY MANAGERS ASSOCIATION**

**PRESIDENT**

W. J. (Bill) Veeder, City Manager, Charlotte

**VICE PRESIDENT**

Harry Weatherly, County Manager, Mecklenburg County

**SECRETARY/TREASURER**

Jack Neel, City Manager, Roxboro

**BOARD OF DIRECTORS**

E. C. Branden, City Manager, Wilmington

Robert Peck, Town Manager, Chapel Hill

J. D. Mackintosh, City Manager, Burlington
NC CITY AND COUNTY MANAGEMENT ASSOCIATION COMMITTEE RESPONSIBILITIES

FY 2013-2014

CIVIC EDUCATION PROJECT COMMITTEE
Work in partnership with the University of North Carolina at Chapel Hill, Program in the Humanities and Human Values, to execute the annual agreement between the Association and Consortium. Develop recommendations to sustain the long-term funding needed for the Civic Education Project for the future. Advise the Consortium and Executive Committee as needed on matters related to the Civic Education Project.

MEMBERSHIP SUPPORT COMMITTEE
Work with and assist Association members who are in transition or need professional assistance using the bimonthly MIT report provided by the NC League of Municipalities. Assign individual committee members to members-in-transition to assist during their transition. Solicit nominations and select the Assistant Manager of the Year award to be presented at the Summer Conference.

SUSTAINING MEMBERSHIP/ICMA RELATIONS COMMITTEE
Develop and implement strategies to increase/sustain the membership of the Association and ICMA. Strategies should be consistent with sustaining the association as the current “baby-boomer” generation members retire and embracing the next generation of managers. Serve as coordinating committee with ICMA in preparation of hosting the 2014 ICMA Annual Conference.

PROGRAM/CONFERENCE COMMITTEE
Plan and execute the Association’s winter and summer seminar in coordination with liaisons from the School of Government (winter) and NC Association of County Commissioners (summer).

PROFESSIONAL DEVELOPMENT COMMITTEE
Advise the Executive Committee on matters to improve professional development opportunities for the membership. The committee solicits and selects recipients for grants to attend the Public Executive Leadership Academy at the UNC School of Government, the Senior Executive Institute at the University of Virginia, and other development programs.

RETIREMENT COMMITTEE
Advise the NC League of Municipalities and the NC Association of County Commissioners on policy positions and possible enhancements to the NC Local Government Employees Retirement System benefits. Cultivate younger members of the association to become advocates for the retirement system as a tool to attract and retain qualified staff.

COLLABORATION WITH MPA PROGRAMS COMMITTEE
Maintain and enhance relationships with the ten MPA programs at the public universities in the state. Special consideration should be given to sharing information that will help the MPA programs better understand the educational needs of graduates as they prepare to enter the local government workforce. The designated program liaisons should be the “go to” person between the Association and the respective programs.

PROFESSIONAL CONDUCT COMMITTEE
Investigate and respond appropriately to ICMA Code of Ethics complaints filed against NCCCMA members who are not members of ICMA. The committee should follow the Rules of Procedures adopted by the membership.
BRINGING PROFESSIONAL CITY AND COUNTY GOVERNMENT TO NORTH CAROLINA

BY MATT LAIL
North Carolina cities and counties were at the forefront of the professional manager form of government. Both Morganton and Hickory adopted the city manager/council system in 1913, only five years after Staunton, Virginia, hired the first city manager in the United States.

The state’s counties were early adopters as well. Catawba and Caldwell counties each secured authorization by special acts of the General Assembly to appoint a manager in 1917, according to the textbook *County and Municipal Government in North Carolina*, though neither county did so at that time. However, Buncombe County, that same year, designated the chair of the board of commissioners as a full-time manager. A decade later, following a general law to allow cities to determine their form of government by local action, the General Assembly passed legislation that allowed counties to choose their form without special legislation. Two years later, in 1929, Robeson County became the first county in the nation to adopt the county-manager form, with Durham County following close behind a year later.¹

“Early on,” said Catawba County Manager Tom Lundy, “you had local governments realizing that there was a need to professionalize the way services were delivered.”

**ORIGIN AND GROWTH OF THE COUNCIL-MANAGER PLAN**

A historical booklet, “The Origin of the City Manager Plan in Staunton, Virginia,” describes the obstacles to effective government that led to the decision to hire a professional manager for that city:

“[F]or a citizen to obtain a street light, he must receive the approval of the light committee and the concurrence of the Chairman of each legislative body.

After that point, the light committee would request the street committee to have a hole dug to install the light. The payment for material must be authorized by the light, finance and audit committees, not to mention the two governing bodies.”

Clearly something needed to be done. As the historical booklet explains, in January 1908, after much deliberation by city leaders, Staunton settled on a plan that would employ a general manager.

Reformer Richard Childs, credited with creating the form of government, gave a further explanation in The First 50 Years of the Council-Manager Plan of Municipal Government of the reasons Staunton took this action, noting that “…the two councils and mayor of that day concluded that the management of municipal expenditures and departmental personnel by a string of 22 transient amateur committees was inevitably loose, slow and ramshackle. The elective officials voluntarily relinquished their committee work to a new full-time officer called General Manager and hired for the post an experienced civil engineer, thereby soon finding great relief from detail duties, great saving in time and getting a better follow-up on the town’s expenditures and practices through the manager than they had had before. …Thus the new office was initiated in Staunton by incumbent elective officials as a sensible means of easing their own burdens and improving their own performance.”

Childs originated the council-manager plan for cities in 1910. In 1912, the city of Sumter, South Carolina, became the first city in the United States to adopt the council-manager form of government as we know it into its charter. The National Civic League incorporated the form into the Model City Charter in 1915.4

In North Carolina, Hickory’s move to the council-manager form of government almost was not to be. Proponents of the plan probably thought themselves lucky when, on March 17, 1913 – St. Patrick’s Day, to be exact – 97 percent of the city’s registered voters arrived at City Hall to vote for or against a new city charter. When the votes were counted, 291 had voted for and 256 against it – a margin of just 35 votes. After all, opponents of the plan in Hickory were worried that the city would be run by a “czar,” according to David E. Gillespie in A Time of Jubilation: The Story of Hickory as a Pioneer of the Council/Manager System.

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2 “The Origin of the City Manager Plan in Staunton, Virginia” (Staunton, Virginia: the City of Staunton, 1935).
4 Stenberg, County and City Managers, p. 6.
Aiding them was the fact that Hickory’s citizens had grown accustomed to seeing business and industry run by managers acting for owners and boards of directors.”

“Advocates of the new charter won an uphill battle for a largely untested system of city government,” wrote Gillespie. “They managed to sell it to a majority on grounds that the council-manager plan would be simpler and more efficient for Hickory. Aiding them was the fact that Hickory’s citizens had grown accustomed to seeing business and industry run by managers acting for owners and boards of directors. Still, the change marked a radical shift in the power structure of city government. Under the old system, Hickory’s elected mayor had served as chief city policymaker and administrator. He presided over the mayor’s court as well.”

Hickory named its first city manager on May 5, 1913, while Morganton appointed its first manager the following week. Both cities deserve credit for jump-starting the rise of the form of government in the state.5

Of course, the move to the council-manager form of government for a large number of North Carolina’s cities, towns, and counties did not happen overnight. The Institute of Government (now the School of Government) at UNC-Chapel Hill was an integral factor in professionalizing local government. The Institute, along with the NC League of Municipalities and the NC Association of County Commissioners, educated city council members and county commissioners about the importance of having professional managers who could help their respective communities achieve effective and efficient government. The Institute’s city and county government courses prepared professional administrators who could balance the civic responsibilities of local government management with sound business practices. And much of the credit for that education goes to Donald Hayman and Jake Wicker of the Institute of Government.

By 2013, all 100 counties had employed a manager and 254 of North Carolina’s 552 cities and towns had adopted the council-manager form of government. This included most municipalities with populations of 5,000 or more. In addition, 68 other small municipalities use a mayor-council with administrator form of government. As Carl Stenberg with the School of Government notes in his chapter on county and city managers in County and Municipal Government in North Carolina, these administrators may not have all of the powers and duties of those granted by statute to a manager, yet they do have numerous administrative responsibilities prescribed by the local governing body.6

Another indicator of North Carolina’s commitment to professional local management is city and county manager commitment to continuous improvement and lifelong learning. In addition to the professional development opportunities supported by NCCCM discussed in Chapter 1, there are 112


6 Stenberg, County and City Managers, p. 1.
ICMA Credentialed Managers, more than in any other state.

ADVANTAGES OF THE COUNCIL-MANAGER PLAN

It would be easy to assume that those pioneers in the very early days of the council-manager plan were essentially just looking for a way out of the grasps of corruption and patronage that were in vogue at the time, and the council-manager form just happened to come to the right place at the right time. However, those forefathers saw a better way to better government.

Childs cites three main advantages the council-manager plan has over others:

- **Better councils** in the sense of raising councils “above petty politics” and that “persons of modest means can serve without extended absences from their jobs, and persons of large private interests can accept the service without serious sacrifice of valuable time”;
- **Better administrations**, discussed further in this chapter; and
- **A better political terrain**, due to the election of a relatively small number of council members on a nonpartisan basis, which has “excluded from participation in municipal elections the self-serving and corruptible political machines of the past.”

A professional manager is politically neutral, serving at the pleasure of the elected governing board. Political activity and policy making are the focus of elected officials.

A significant factor to the spread of the plan is the way that the council-manager form operates. It is a form of government that “promotes separation of the governing body’s responsibility for political judgments and policy direction from the manager’s responsibility for administration in accordance with the board or council’s overall policy guidance and his or her own politically neutral expertise,” according to *County and Municipal Government in North Carolina*. A delicate balance exists between “expert” governmental administration and the democracy of an elected board.

Another advantage of the council-manager form is that local government managers take the idea of ethics seriously. They not only adhere to but also embrace the International City/County Management Association’s (ICMA) Code of Ethics, which is enforced by national and state managers’ associations, as a value added to community governance through professional management.

THE CHANGING ROLE OF THE MANAGER

The actions of Hickory, Morganton, and other early adopters of the council-manager plan were instigated, as noted at the beginning of this chapter, by a strong desire to eliminate inefficiencies in American local government. But communities were also fighting the scourge of corruption in American local government that resulted in political machines and patronage.

“It is my understanding that many of the council-manager systems were created as part of a reform effort to take some of the overt politics out of municipal politics,” said longtime (Raleigh) News & Observer political columnist Rob Christensen. “I think it has succeeded.”

In recent years, the expectations for managers have changed. City and county managers are more often expected to have expertise in subjects far beyond the traditional local government areas. Managers must take “big picture,” strategic views of regional planning, yet also be pragmatic and accountable at the local level. The elected boards expect today’s managers to stay abreast of and communicate the fluid changes of state and federal legislation. And modern technology, social media, larger and more complex staffs (and budgets), and an increasing call for transparency and citizen engagement have resulted in managers who are viewed as CEOs of large organizations, yet are still expected to answer every phone call and reply to

7 Childs, p. 7-8.
8 Stenberg, *County and City Managers*, p. 7.
every email in a timely fashion.

The rising tide of political partisanship is not reserved just for national politics. It has, in many places, seeped down to local government. Modern city and county managers are often looked upon to act as consensus builders – which is difficult in communities that can be torn apart by politics without compromise. “We must continue to encourage better understanding of the manager’s professional role in local government, even in the face of the bitter forces of polarization,” said Dee Freeman.

PROOF IN THE PLAN

Though distinct personalities and political undertones can sometimes color or cloud the joint objectives of an elected board and the manager, more often than not the dynamic has successfully resulted in efficient, well-run local government. There is proof in the plan.

“One national expert told me that if you drive the Interstate 40-85 corridor you will drive through the greatest concentration of cities with AAA bond ratings in the country – Raleigh, Durham, Greensboro, Winston-Salem, Charlotte, and High Point,” said Christensen (Chapel Hill, Cary, Huntersville, Cornelius, Apex, Durham County, Forsyth County, New Hanover County, Mecklenburg County, Wake County and Guilford County also have AAA bond ratings as of March 2014†). “If you look at the Standard and Poor’s Report on North Carolina published in 2012, it found that 14 percent of North Carolina local governments had AAA ratings, 11 percent had AA plus, 20 percent had AA minus, 28 percent had A plus, 8 percent had A, and 1 percent had BBB plus.

“That is a remarkable record.”

It is a record made possible by a couple of factors. A significant reason is the existence of the Local Government Commission in North Carolina, which approves debt and supports the issuance of debt by local governments while also assisting them with fiscal management.

The LGC, as it is known, deserves tremendous credit for requiring professional financial management in cities, towns, and counties. The Local Government Commission was borne out of the financial troubles of the Great Depression as an entity that would help local governments achieve fiscal benchmarks. Eighty years later, the LGC continues to play an important role – it is because of this smart fiscal management that the state’s local governments have weathered the recent economic downturn as well as they have.

But credit for the state’s strength and stability is also due to a form of government that puts a high value on professional, strategic-minded administrators educated in efficient, effective, and ethical local government. It is also a profession that attracts not only trained professionals, but also civic-minded individuals who want to improve their surroundings.

“None of us are in public service to get rich,” said former Mecklenburg County Manager Harry Jones. “We are enriched through the service to our communities. We do what we do to make the communities we live in better places to live.”

“We owe a lot to those forefathers who understood that things needed to change, that the state was urbanizing and there was a need for services and there’s a right way and wrong way to deliver,” said Lundy.

“Thankfully they made the right call way back when.”

HARRY JONES

We are enriched through the service to our communities. We do what we do to make the communities we live in better places to live.”

† North Carolina Local Government Commission.
MINORITIES AND WOMEN IN THE PROFESSION: A TIME OF PROGRESS

BY MATT LAIL
Tasha Logan was considering her career path, the attributes that she looked for in a job revolved around themes of civic duty, community development, and diversity of issues. It did not take her long to realize that a career in local government offered all of those things, and much more.

“Local government management seemed to be a fairly dynamic environment, in terms of interacting with elected officials and the community,” said Logan, today the Assistant City Manager in Rocky Mount. “Managers are on the ground level of decision making, and you can see the direct impact of those decisions in the community.”

In pursuing a career in local government, Logan found people with her same passions. What the profession may have lacked was similar demographics to hers, but that did not deter the young African American woman.

“Finding individuals who looked like me was not as important as being around people who have the same interests.”

It’s been a fact of life for many women and minorities over the years: a career as a city or county manager may mean you are outnumbered. Ruth DeHoog, director of the Master of Public Administration program at the University of North Carolina at Greensboro, admits that for many of the young women and minorities that she has taught over the years and sent out into the workforce, the feeling of being outnumbered can be intimidating. She has even seen better-qualified women graduates passed over for jobs that went to men.

“It’s a little daunting,” said DeHoog.
But for the growing number of women, African Americans, or other minorities serving in North Carolina’s cities, towns, and counties, the desire to serve far outweighs everything else.

“I guess I should have done enough research to be aware that most city and county managers were men, but I didn’t. It is just not something that I have ever felt defined my career choices,” said Peggy Merriss, longtime City Manager of Decatur, Ga. “That doesn’t mean that I haven’t had my share of dealing with men who just don’t get it, and that there are A LOT of meetings when I’m the only woman in a room. But I stay true to my values and I am not afraid of pointing out to people when they are not being inclusive.”

In 2002, Merriss, who earned her Master of Public Administration (MPA) from the University of North Carolina at Chapel Hill, became the first woman ever to be elected president of the International City and County Management Association (ICMA).

“I was surprised by the number of phone calls, emails, and letters I got from members of the profession who were so incredibly supportive and also thrilled for me,” recalled Merriss. “That is when it really hit home that I had a particular responsibility to those who came before me and to those who would serve after me to be the absolute best ICMA president that I could be – to leave a legacy that would encourage others to take on leadership roles and to honor those who had made the path available to me.”

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**PIONEERS AND CHALLENGES**

In hindsight, a career in public service seemed like destiny for retired Raleigh Assistant City Manager Carolyn Carter. When she was a child, Carter’s father served as a Caswell County commissioner, a role that left a lasting impression on her.

“Even though I was pretty young, I had a sense that was something that he took a great deal of pride in doing. I had this underlying thought that being in local government was something that was an important way of serving one’s community,” said Carter.

Her first paying job was as a summer tennis coordinator with the city of Danville, Virginia. She also spent her summer breaks from Meredith College, where she served as President of the Student Government Association, working for the City of Raleigh’s Parks and Recreation Department.

“My first real jobs were in local government,” she said. “Even though it was just a tiny little speck of local government, I had a sense of what it felt like to serve the citizens from a city government role.”

Carter would go on to get a master’s degree in
history, but said she continued to feel the pull of a career in local government. It was in her blood, and her days at Meredith had further instilled her desire to serve. She ordered a graduate school catalog from UNC-Chapel Hill and came across the MPA program. The thought of one year on campus and one year in a paid internship intrigued her. She entered the program and would spend that internship year as a budget and management analyst with the city of Durham. Within three years – and amid a time of almost constant turnover among the professional management staff, Carter became the assistant city manager in the Bull City.

“It just seemed like a natural progression.”

Like Logan, Carter looked for a profession that attracted people with the same passion, not necessarily the same gender, and she found that in local government management.

“I have never in my career felt any sense of obstacles because I was a woman. It never crossed my mind. I think that speaks marvelously for the profession and the people in the profession with whom I came in contact,” said Carter. “I always felt that the opportunities were wide open for me and that the way I was going to get additional opportunities was because I did a really good job and was well qualified.”

Not that there haven’t been challenges or hurdles for women or minorities working in local government.

“Although I feel my career has benefited from me being a woman, I have also sometimes felt that I had to do more to prove myself, or needed to work harder than men to gain respect and acceptance in my role, in some part to counteract the perception I may have been hired only because I was a woman,” said Morrisville Town Manager Martha Wheelock.

Logan echoes the idea that perception is one of the biggest obstacles women face.

“Because it’s been dominated by men for so long, the definition of how success is defined usually has more masculine traits: strong, a commanding presence, assertive, how loud you are, persuasive, how big you are,” she said. “The biggest challenge has been overcoming people’s perceptions of what they think you are based on traditional gender roles. Women get labeled very easily – emotional, indecisive, worried about being liked. But that’s not necessarily true. There are men who have those same traits and women who don’t.”

And, of course, there are African American men who have run into obstacles of their own. As a young man, Harry Jones expected to run into some barriers, particularly with regard to his professional mobility, when he first got into public management. Early on in his career, Jones, who would go on to serve as Mecklenburg County Manager from 2000 until 2013, believed opportunities for advancement would exist for his white counterparts with equal or even less experience than him.

“One of the factors that contributed to that was, frankly, the makeup of city councils and county commissions before the changes in communities’ thought in terms of representation,” said Jones.

“Many of the councils and commissions were all at-large, which meant that there were primarily white men controlling who got selected, and people of color were not.”

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CAROLYN CARTER
Jones recalls in 1977, as a then 27-year-old, being named housing director on a 3-2 vote amid some criticism that that decision was based on race.

“I thought about that, about what that meant in terms of where we were in our society. Our board was criticized for making a ‘race decision.’”

Rocky Mount City Manager Charles Penny, the first African American President of the North Carolina City and County Management Association (NCCCM A), recalls overhearing two co-workers call him “a token” when he was working in Morganton early in his career.

“Quite frankly, that was very hurtful and I remember calling my mom and telling her, ‘Maybe this really was not the profession for me,’” said Penny. “But my mom, in her own little way, said to me, ‘Son, you are not going to let somebody run you away from something that you are very interested in.’ From that point on, I said, ‘No, no one is going to take something from me that I really want,’ and I considered it a challenge and just moved forward. I will say that [then-Morganton City Manager] Doug Bean is and was an excellent mentor to me and was there to support me through these difficult times.”

Although he can’t pinpoint them, Garner Assistant Town Manager Rodney Dickerson believes that there probably have been times when his race was an issue for others, but being different wasn’t something that concerned him when he was starting out in local government.

“I’ve been in situations my whole life where I was one of a few African Americans,” said Dickerson. “You have to learn to excel within the framework of the conditions that you encounter. That was never an excuse or a pass to do less than superior.”

Although women and minorities were and continue to be outnumbered, it’s easy to forget that this demographic imbalance has been notable in many other professions for as long, if not longer. Gwen Harvey, retired Orange County Assistant Manager, appreciates to this day that NCCCM A and ICMA have provided a strong network for those seeking to change that imbalance.

“The race to hire a black, especially a woman, was well known and generally applauded within ICMA. It helped me ‘get’ interviews and probably – never admittedly – job offers,” said Harvey. “I do not shy from this acknowledgment or from my appreciation for managers then and today who ensure competence and color.”
“Sometimes being the ‘one and only’ in the room or at the table causes – demands – you to be fearless, and I believe most professionals honor the honesty.”

That idea of being able to chart her own path – perhaps out of necessity – is shared by Logan.

“When you’re the first to do something, you are setting the trend. There are no expectations. You begin with competence and figure out what success looks like, and for me it’s: are things progressing well? Are you meeting objectives? Are employees growing and developing? Are you leaving the city better than when you got there? Are you being honest and truthful? Are you being ethical? I haven’t had to fit into a specific mold to be part of the boys’ club, so I’ve been able to set my own path based on being a manager. Focusing on the commonalities and respecting differences relieves the stress of trying to live up to someone’s expectation,” said Logan.

But with NCCCM, Logan has found a support system based on merit.

“We have a very strong association. Member managers quickly reached out to me, and that made a difference in how successful I was,” she said. “As a profession, we collaborate very well together. We’re all working toward a common goal. I honestly feel our commitment to the integrity of the profession far outweighs the individual differences.”

“When it gets tough, I know there are friends in NCCCM that I can talk to,” said Hickory Assistant City Manager Andrea Surratt. “My colleagues in the association have helped me stay balanced in my perspective about work.”

“I have been embraced by managers of all races and ages, and can call on any of them when the need arises,” said Dickerson. “I have never encountered a more professional and pleasant group to be around. I am really amazed by the camaraderie that exists within the profession.”

Penny recalls his first involvement with NCCCM and it not being unusual for him to be one of just a few African Americans in the room – if not the only one. But he also recalls a group of people who were “very gracious” and were able to mask any concerns they may have had due to his race.

“I developed an excellent relationship with Lewis Price, and we developed a good friendship over my 32 years in the profession,” said Penny.

When he was president of the Association, Price asked Penny to serve on the ICMA Steering Committee for the 1988 ICMA Annual Conference being held in Charlotte.

“I believe it was a good experience and never any issues that I am aware that members of the Association seem to have with me because of my race.”

Following Penny’s term as NCCCM president, the Association threw its support behind him as ICMA Southeastern Vice President.

“NCCCM is an organization in which I get to learn and grow as well as be valued and appreciated by peers,” said Wheelock. “I also get the opportunity to talk with other successful professional women and develop meaningful relationships and a support network to discuss our role in the profession.”

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Carter became a member of NCCCM in 1980, three years after beginning her local government career. From the outset, she found it to be a
welcoming association, despite her gender. She saw the importance of the Association on a personal level in the spring of 1992 when she began battling a serious illness, which left her housebound and unable to perform her job. She would not be able to return to work on a full-time basis for a year.

“One of the things that kept me going were my city and county manager friends,” she said. “They called me and came to see me. I had little children at the time. There was one manager who came and got my children and invited them to play with his children to help me out.

“It was an enormous source of support.”

Carter’s peers obviously thought highly of her. In 1992-1993 she was elected president of NCCCM, becoming the first woman and the first assistant city manager to hold that honor.

“One of the highlights of my career was that.”

Carter still makes every effort to return to the NCCCM Winter Seminar each year.

A DESIRE TO DO GOOD THINGS

There is an inherent sense of goodness inside most people who seek a career in local government. These are jobs that are characterized by public criticism, long hours, and less pay compared to many other jobs. But they are also jobs with substantial impact – jobs that truly do allow the opportunity to make a difference. The people who seek these types of careers – black, white, male or female – have a desire to overcome obstacles anyway.

“Rather than reconsider my career choice, as I have matured in knowledge and experience, I have become more comfortable in my abilities and skills speaking for my performance,” said Wheelock. “I have also become very interested in participating in the future growth of other women in the profession so barriers to women seeking and competing for senior leadership jobs can be addressed. I work hard on my own personal style to maximize my effectiveness and ability to achieve common goals and success for the organization. I am proud to be the first female town manager for Morrisville and one of the few female municipal managers in North Carolina.”

“Women are capable of all that public administration requires,” said Surratt. “We need to see ourselves on the team of North Carolina managers making a difference. We just happen to be female.”

Whenever Logan gets the opportunity to speak to young women about the option of a career in local government, she doesn’t hold back; she is up-front about the challenges.

“I tell them it takes an amazing level of maturity – and not so much in terms of how old you are but in terms of your mindset. There are complex ideas you deal with and it’s a profession you have to be in for the long haul. Even though you may have a bad day, you have to have the intestinal fortitude to stick with it.

“That’s part of the frustration, but when you get to the end of it, the rewards are amazing.”

“As an African American, I think there are still communities that cannot completely grasp the idea of having someone that looks like me as their town manager,” added Dickerson. “That’s something they will eventually have to deal with because me and my other African American colleagues are not going anywhere. We are here to make a difference in our communities and to excel just like everyone else, regardless of race.”

Brandon Holland, the African American town manager

It takes an amazing level of maturity – and not so much in terms of how old you are but with your mindset.”
administrator for the town of Murfreesboro, credits his education at Appalachian State and his mentors, including Kinston City Manager Tony Sears and Kannapolis Deputy City Manager Eddie Smith, for putting him on the path to success in local government.

“We go through similar issues in different communities and are always looking to help each other through the tough times,” said Holland.

But he is also grateful to those African American pioneers, specifically Hertford County Manager Loria Williams, Halifax County Manager Tony Brown, Charlotte Assistant City Manager Eric Campbell, and former Greenville Assistant City Manager Thom Moton (now the city manager in Broken Arrow, OK).

“To those who have helped pave the way, I am thankful for your efforts and endurance that have led to a more diverse profession.”

Jones, who served as president of NCCCMA in 2011-2012, has seen “significant progress” with regard to the hiring of minorities. He is proud to have worked for Richard Knight, who was the first African American to be selected as town manager of a predominantly white North Carolina municipality when Carrboro hired him in 1976. Knight would go on to be named Manager of Dallas, Texas, which was one of the largest cities in the country to operate under the council-manager form of government. (Out of 11 members of the Dallas city council, only two were African American.) Jones cites his own hiring in Mecklenburg County in 2000 as an example of progress.

“There were three African Americans out of a nine-member board, and I was selected,” said Jones. “It’s to the credit of many boards around the country that they’re looking at the ability of people to perform the tasks rather than race,” said Jones.

And why not? After all, as Merriss put it, the proud profession of local government management “is a worthwhile career choice and a true calling that rewards those who are passionate about making the world a better place.”

No matter your race or gender.
IT WAS UNDOUBTEDLY A HISTORIC MOMENT in 2006 when Charles Penny was named president of the North Carolina City and County Management Association (NCCCM). Penny’s selection signaled an achievement three decades in the making: the first African American man to lead the Association.

“First, I am very honored to have been president of the North Carolina City and County Management Association, and I also recognize a historical significance of my serving in that role,” said Penny.

“But when I think about being the first African American president of the state association, I am always reminded of the words of John Thompson, the first African American college basketball coach to win a Division I national championship. He recognized the historical significance, but he then went on to say, ‘But, I also have to put it in perspective: I just happen to have been the first African American to have had the opportunity to coach the Division I national championship basketball team.’

“In that same vein, I just happen to have had the opportunity to be the first African American president of our state association. It does not mean there were not others that could have been president, but I was the one that had the opportunity. So, in that regard, I am thankful, but also recognize there were others that set the path before me who could have served as president of this association.”

Penny’s appointment may have been more than 30 years in the making, but it took just five years for another African American to take the helm when Mecklenburg County’s Harry Jones became president in 2011. The next African American may not have to wait that long, but it will be yet another historic day when the gavel is passed in June 2014.

“We have now in line the first African American female to become president of our state association,” said Penny. “Tasha Logan, who serves as my assistant city manager.”
THE LEGACY
OF LOCAL
GOVERNMENT
PROFESSIONALISM:
WHERE TO
FROM HERE?

BY ROBERT J. O’NEILL
Executive Director
ICMA
This year, we celebrate the 100th anniversary of ICMA and the 50th anniversary of NCCMA. Both organizations have provided the foundation and support for the rich legacy of professional local government management in the United States.

In 1914, as the Reform Era was evolving, there were only 31 cities with city managers.1 Today more than 150 million people benefit from the professional management of their communities.2 Every list of the “best” communities is dominated by those that either operate under the council-manager form or employ a professional city, town, or county manager, and growth in population and jobs since World War II has been concentrated in states such as North Carolina, where professional managerial communities are the norm.

As we enter a new century of professional local government management, we should be proud of our legacy and contributions to good government and quality communities. The next 100 years will bring new challenges and opportunities.

In 2008, as the depth and dimensions of the Great Recession unfolded, ICMA attempted to understand the implications of this fiscal challenge for local government. Was this simply a difficult time with a predictable recovery? Or was it a period of “creative destruction” that would challenge the assumptions of the past?

During the past two years, ICMA has engaged members and other stakeholders in an exploration of these and similar questions. How we answer those questions reveals our individual and collective thinking about the future of local government and the implications for our profession.

At this stage of the discussion, we have identified five key drivers of local government, six cross-cutting

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2 From ICMA’s local government database with population estimates from the U.S. Bureau of the Census 2011 population estimates.
issues critical to communities, and a proposed formula for building trust with the public, especially to address fiscal challenges.

Before discussing these findings, it is important to start with the end point in mind, i.e., what are local government leaders trying to do, and why are these matters important? ICMA’s vision statement talks about building sustainable communities that improve lives worldwide. The vision statements of cities, towns, and counties may use different words, but ultimately local government leaders are all trying to build the best community possible—a community that can thrive, is resilient to adversity, and is a place that people are happy to call “home.”

Drivers of Local Government

Various potential factors and variables have been discussed during our two years of conversations. The emerging consensus seems to be that five major drivers will be the leading forces that greatly influence the future roles and strategies of local government in the United States.

1. Public sector fiscal crisis. To paraphrase former President Bill Clinton’s comment at the 2012 Democratic National Convention, the federal budget really is about the arithmetic, and it is not pretty. However Congress deals with immediate issues around taxes, spending, and the debt ceiling, the federal deficit problem will not be solved.

Increasingly, the federal government will reduce funding for domestic programs and resort to regulation and preemption with a lack of incentive funding. The federal government and many states will have structural deficits that will result in virtually no funding to local governments to deal with major issues.

2. Demographic changes over the next two decades. A number of states in years to come will have no single majority racial or ethnic group. The white population is declining, the Latino population is growing, and the baby boomer population is doing some serious aging. The United States is becoming a truly pluralistic, multicultural society.

A growing number of our residents have no experience with the Great Depression, the civil rights movement, or the Vietnam War. Instead, 9/11, Iraq, 

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Afganistan, the Great Recession, and the iPad have become the new defining experiences.

3. Impact of technology. Of particular interest here is the impact of social media on community engagement and service delivery. We now have the ability to contact nearly every household multiple times a day to help frame conversations. We cannot, however, control these conversations. Social media is accessible both by people of good and bad intent. We have an opportunity to engage people differently, more meaningfully, and with greater transparency. We ignore social media at our own peril.

4. Increasingly polarized politics. The divide in politics has been most clear in Washington, D.C., but is increasingly filtering to the local level. The challenge is to arrive at a reasoned compromise to move issues forward. What we have seen in Washington, D.C., is deadlock. Everyone can say “no”; everyone has a veto. The question is, how do we get to some constructive form of “yes”?

5. Increasing gap between the haves and have nots. Are we creating in the United States a new class of people who will not be able to fully participate in the economy? Will work no longer be fully rewarded — that is, will the American Dream be unattainable — no matter how hard one works?³ The preceding five drivers are of such force that they will affect every local government in the United States and either have or will have impacted local governments internationally. For each local government leader, the questions are in the specifics. A strategic analysis for each driver with local data is warranted.

CRITICAL ISSUES

Over the past five years, we have also examined feedback obtained from many resident surveys to identify the issues that matter most to the people of the United States. Six issues emerge as most important. Again, the status of each issue and the way in which it is framed will vary by community. The priority order of the issues will also vary. Regardless, all local governments at some level appear to confront these issues:

1. Jobs and economy.
2. Education.
4. Health care.
5. Environment.
6. Infrastructure, including transportation.⁴

A discussion of each issue is beyond the scope of this chapter. Rather, we want to note what all six of these issues have in common: Each issue


requires a multi-sector, multidisciplinary, and intergovernmental strategy to produce the outcomes that matter most to the people of the United States.

While many people may see these as primarily federal or state issues, the reality is that federal and state governments are increasingly challenged by these issues, both by policy stalemate and structural deficits.

Given the interrelatedness and complexity of the identified drivers and issues, what is the role of local government and local government management professionals? Do we need a 21st-century federalist paper that defines the roles and responsibilities within the federal system, not only crossing federal, state, and local government but also encompassing the corporate, non-profit, and faith sectors as well as the individual “resident”?5

All of the above lead us to the conclusion that this is the decade of local government. Communities have to decide what is important to them in building and maintaining their community as a great place to live, work, and play and how they will pay for it.

**FORMULA FOR BUILDING TRUST**

Working in local government’s favor is the trust that people have in that level of government, which is much higher than for either federal or state government.6 Residents’ trust will be the working capital of innovation in communities and local governments.

Trust creates room for thinking about and testing new solutions. It, therefore, necessitates that local governments understand what builds trust at the community level. From our discussions, we suggest the following as the building blocks of trust: Transparency + Engagement + Performance + Accountability = Trust.7

We tested this formula by looking at referenda and initiatives at the local level between November 2010 and January 2012. On average, more than 70 percent of the referendums and initiatives passed authorized expenditures or gave a revenue source to local government.8

While more rigorous and comprehensive analytical research is needed, our working thesis is that the following are prerequisites for revenue referendum approval:

1. There is specific use for the money; people know what will be done (transparency).
2. The priorities for use of the money were produced by a comprehensive citizen engagement and information strategy rather than imposed on the public (engagement).
3. A trusted agent is entrusted with delivering on the services promised by referendum (performance and accountability).9

Most often the trusted agent will be a local government, school district, or special district that has a track record of success and a high level of resident trust, which includes, to repeat the formula: transparency (openness and honesty), engagement, performance (competence), and accountability (ownership for what goes right and what goes wrong).

**FUTURE LEADERSHIP ROLE OF MANAGERS**

The discussion above raises some interesting questions for the future of the local government management profession. Among the most important is: Will professional managers be the reformers or are they to be reformed?

To achieve success against the backdrop of major drivers and complex public policy issues will test the leadership capacity of both elected and appointed local officials. Leadership will need to span the normal boundaries of the local government organization and the political boundaries of the jurisdiction to (1) match the geography and scale of significant issues and (2) reach all of the sectors and disciplines necessary to make meaningful change.

At the same time, local governments will need to preserve their own sense of “place” and what distinguishes their community and makes it special. Authors James Keene, John Nalbandian,

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Shannon Portillo, James Svara, and I described six practices that represent the current and future value proposition for professional management in the March 2007 *PM* article, “How Professionals Can Add Value to Their Communities and Organizations.” Throughout ICMA’s conversations with members and other stakeholders over the past two years, these practices continue to rise to the surface. They reflect the actions required of professional managers to achieve successful communities, including

1. Adding value to the quality of public policy and producing results that matter to their communities.
2. Taking a long-term, community-wide perspective.
3. Committing themselves to ethical practices in the service of public values.
4. Helping build community and supporting democratic and community values.
5. Promoting equitable, fair outcomes and processes.
6. Developing and sustaining organizational excellence and promoting innovation.

ICMA is proud of the contributions local government managers have made to the prosperity and quality of life in communities around the world. We congratulate NCCMA on an extraordinary first 50 years and look forward to continuing our partnership to serve the citizens and residents of North Carolina. We will have many challenges in the future, but even more opportunities. We know that professional managers, in partnership with elected officials and residents, will continue to lead and build resilient communities of choice.

Robert J. O’Neill is the Executive Director of the International City/County Management Association. He has also served as president of the National Academy of Public Administration, as the County Executive of Fairfax County, VA, and as the City Manager of Hampton, VA.


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A DEDICATION TO EDUCATION

BY MATT LAIL
Few people just “fall” into a career in city or county management. It is not a business that one inherits from a parent. It is not known as a lucrative career. Some days, being a manager involves spending the day entirely in the office; however, a local government manager may go days without doing much work in the office. A manager may spend one work day crunching numbers for a budget, the next day planning a new park, the next day brainstorming for economic development, and the next day talking to citizens about their services – just to name a few ways a manager spends his or her days.

In short, a local government manager has to be prepared for anything and everything. And while one can never downplay the importance of on-the-job training or the knowledge gained from years of experience, the best city and county managers appreciate and embrace the academic experience. And those governmental entities and governing boards that are hiring managers these days look for someone who has an appropriate level of education. Often, that means someone who has earned a Master of Public Administration (MPA).

North Carolina is fortunate to boast MPA programs at 10 of the state’s public universities. These institutions have equipped the Tar Heel State with highly trained practitioners who leave graduate school prepared for the challenges of modern local government. As the North Carolina City and County Management Association (NCCCM) celebrates 50 years of service, it is also appropriate to celebrate the high quality educational opportunities that have
added to the effectiveness and efficiency of the state’s local governments.

“The MPA programs have been very important in helping the state move to a situation where many, if not most, city and county managers have the right professional preparation for the job they are doing,” said Gordon Whitaker, Professor Emeritus of the UNC School of Government.

THE SOUTHERN PART OF HEAVEN

If any one person deserves credit for ushering in the age of the MPA program in North Carolina, it is Donald Hayman. While talk of offering an MPA degree at UNC-Chapel Hill had been around since the 1930s, it was Hayman, a professor who served double duty in UNC-Chapel Hill’s political science department and at the then-Institute of Government, who finally brought the program to light in the 1960s. Sure, there were MPA programs elsewhere across the nation, such as at the University of Pennsylvania and the University of Kansas, but none within the borders of North Carolina. Since its inception in 1966, the MPA program at UNC-Chapel Hill has educated and sent out numerous city and county managers, assistants, and other key local government employees. (In fact, as of September 2013, there were 129 UNC-Chapel Hill MPA alumni serving in local government in North Carolina.)

Said Whitaker, “a big part of that is because of Donald.”

From the beginning, the UNC-Chapel Hill program has constantly emphasized public service leadership and specifically focused on local government leadership. The focus was underscored by the hiring of arguably some of the most well respected faculty members in the country, most of whom also worked with local and state practitioners in programs offered by the UNC School of Government. The MPA curriculum has always emphasized a strong connection between theory and practice, especially between classroom, city hall, and county courthouse.

“The program has always had a great faculty,” said Concord City Manager Brian Hiatt, a past president of NCCCMCA. “People like Donald Hayman, Gordon Whitaker, Jack Vogt, and Deil Wight were all there when I attended. The program has always focused on a great practical education and assisting students with finding jobs.”

Through the years, UNC-Chapel Hill’s program has preached collaboration. An internship component has always been a key aspect of the program.

“One of the challenges was to make yourself so indispensable that the jurisdiction wanted to hire you permanently, which happened to me and many others,” said Hiatt.

Today, the UNC-Chapel Hill residential program is composed entirely of full-time students within a cohort system, which engenders a sense of camaraderie. An online version of the

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degree was launched in 2013, which attracts talented practitioners who work on their studies part-time and coalesce as an electronic cohort.

“The program required a great deal of collaborative work – group projects and presentations which are relevant to the workplace where virtually everything you do is working with others,” said UNC-Chapel Hill MPA graduate Lana Hygh, Assistant to the Town Manager in Cary.

The program in Chapel Hill may have been the first, but it certainly wasn’t the last. Just two years after the MPA program in Chapel Hill was established, North Carolina State University started a program of its own. Within roughly the next decade or so, other public universities had established MPA programs of their own. To date there are programs at Appalachian State, East Carolina, NC Central, NC State, UNC-Chapel Hill, UNC-Charlotte, UNC-Greensboro, UNC-Pembroke, UNC-Wilmington, and Western Carolina. This means that in virtually every geographic region of the state, people interested in gaining the graduate education necessary for a successful career in local government management have an institution within reach.

“I give a lot of credit to the School of Government,” said Marvin Hoffman, longtime director of the MPA program at Appalachian State University. “The values of people like Donald Hayman and Jake Wicker, and others before them, shaped the character of good government in North Carolina. I take my hat off to them. They made good government a given in North Carolina.”

A FORCE RISES OUT OF THE MOUNTAINS

If Donald Hayman gets the lion’s share of credit for creating the first MPA program in the state, then Matt Williamson deserves the mountain lion’s share for establishing Appalachian State as a training ground for local government managers across North Carolina.

Williamson’s place in the state’s local government pantheon almost wasn’t to be. He was a native of Ohio and a graduate of the University of Virginia who, according to Hoffman, basically went into the family business as the CEO of Churchill Downs Incorporated, the organization that runs the Kentucky Derby. But then something interesting happened: Williamson got bored. He went back to school, eventually teaching at Georgia Southern University before making his way to Boone and Appalachian State. Williamson, who enjoyed a political appointment back in Kentucky, brought his business acumen and an inherent sense of political guile into the classroom at ASU.

“He had a political sensitivity,” said Hoffman.

Williamson’s arrival at ASU coincided with a number of shifts that affected local government: the start of Environmental Protection Agency regulations, the genesis of the Appalachian Regional Commission and the implications of it, and the Great Society programs, according to Hoffman. For many of the smaller communities in western North Carolina, it was difficult to keep up.

“Most of these small towns had no professional managerial talent at all. All they had was a full-time or part-time clerk,” said Hoffman. “Matt said, ‘A ha! This is what we’re going to do.’”

From that recognition, Williamson created the Town and City/County Management (TACCM) program, an undergraduate concentration on local government housed in the school’s political science department. Williamson pushed hard for a required internship component of the ASU program.

“[Williamson] recognized the importance of soft skills. He recruited undergraduates into the program based on their EQ [emotional intelligence] rather than IQ,” said Lenoir City Manager Lane Bailey, a past president of the NCCCMMA and an ASU graduate.

The TACCM program became a major player in the education of local government personnel (and remains so to this day). But in the late 1980s, job ads recruiting local government managers started to say “MPA preferred” as opposed to “BA or BS preferred.”

“The profession had changed. Local governments were increasingly looking for people with graduate degrees,” said Hoffman.
So in 1989, the MPA program at ASU was authorized, and Hoffman left his role as Chatham County Manager in 1990 to take the position as MPA director. (Hoffman taught in the TACC program from 1970-1978 before becoming Boone’s first town manager.)

Whether it’s in the TACC or the MPA program, Williamson, and then Hoffman, built a foundation based on applied management experience with a local government focus – something that has always been deliberate in Boone.

“Look at the map,” said Mark Bradbury, the current MPA director at ASU. “We are not ever going to be a natural pipeline to federal government. We are not going to be a pipeline to state government. We’re just not geographically situated for that. It was a wise and strategic choice to service that level of government that doesn’t get the media coverage but really does impact citizens on that day-to-day basic level far more than the state or federal government does.”

ASU’s program is aimed at being as “applied” as possible. It accomplishes this through its coursework, but also through two required internships – for credit.

“We remember that for the overwhelming number of our students, this is the last educational discipline they will get. It’s not good enough for the program to be ABOUT public administration. It needs to prepare people to DO public administration.”

Those who have gone through the program appreciate that focus.

“The MPA program at ASU prides itself on being applicable to the real world, as it should,” said Adrienne Isenhower, an ASU graduate who followed in the footsteps of her father, the late NCCCMA Past President Michael Dula, into the profession.

There are strong MPA programs all across the state, whether they are in Boone or Chapel Hill, Wilmington or Cullowhee, Charlotte or Greensboro, Raleigh or Greenville, Durham or Pembroke. The collective strength of the MPA programs statewide could arguably be traced to their adaptability – even from the very beginning. Hayman, according to Whitaker, modeled the UNC-Chapel Hill MPA program after the University of Kansas program. In fact, like the program at Kansas, Carolina’s MPA program originally was designed for the students to spend twelve months on campus and another nine in an internship.

“That didn’t provide opportunities for as much on-campus study as we felt would be helpful,” said Whitaker, who joined the faculty in 1973. “In order to bolster the curriculum, we did increase the number of hours.”

Many of the MPA programs also have traits and strengths unique to themselves. Some have found their strengths in programs geared to those interested in the not-for-profit career. North Carolina Central University has, for many years, promoted its Executive MPA program, which is aimed for students between the ages of 30 and 55 who have a decade of work experience under their belts. For some, like NC State (in Raleigh, the state capital) or Western Carolina (western-most program in the state), there are geographic opportunities, not unlike at ASU. Location is a major asset for the MPA program at UNC-Greensboro, which is in proximity to a large local government workforce.

“Our distinctive feature is our geographic region. We do serve this area,” said the program’s director, Ruth DeHoog.

“JAIME LAUGHTER

As the pace of how and when the world changes and information is shared in the digital era, I think managers will need their MPA background.”
As such, the program is a mix of full- and part-time students at various points of their careers. In addition, UNC-Greensboro, according to DeHoog, has transitioned its curriculum away from technical skills and is instead educating about broader social, political, and economic dynamics.

“We have changed just to keep up with the demands of public service,” she said. “Increasingly, we have to talk about things that ‘back then’ we didn’t. My research and the students’ exposures have changed because we do a lot more talking about privatization, contracting out, economic development, the non-profits partnerships, and the importance of collaboration. Those are topics that are important now.”

Other MPA programs now offer courses that reflect a changing time. Bradbury cites a study on grants strategies at ASU that wouldn’t have existed years ago.

“Grants used to be thought of as a non-profit curriculum. We no longer view it that way,” he said. “We’re seeing police departments, economic development offices, Main Street offices, and on and on needing supplemental revenue to do their good work.”

Classes on public finance and budgeting are also becoming a necessity because, after all, “every organization, no matter what segment they are in, is watching every dime like a hawk,” said Bradbury.

Modern technology has undoubtedly changed the way that all students learn – and graduate programs are no different. MPA courses are available online, giving those working full-time the opportunity to further their education.

“We expanded the access to the program, but it’s the same program that people on campus get,” said UNC-Chapel Hill’s Whitaker. “It’s a highly interactive program. The program is set up in such a way that small group discussions are just as an important part of that distance learning as well as they are in the classroom in Chapel Hill.”

But just as the programs themselves continue to evolve, it is imperative that local government managers commit to staying educated and staying ahead of trends.

“As the pace of how and when the world changes and information is shared in the digital era, I think managers will need their MPA background,” said Mills River Town Manager Jaime Laughter, a graduate of N.C. State’s MPA program. “But I also think they will have to exhibit a commitment to lifelong learning and growing that will allow them to adapt their management style and organization to an ever-evolving culture and political landscape.”

A PARTNERSHIP WITH NCCCCMA

It makes sense that an association dedicated to high-performance management would have a vested interest in the development of smart, dedicated young people with a passion for local government management. The NCCCCMA has made a conscious effort as an organization to do just that. A close relationship between academia and the profession behooves everyone involved.
This partnership goes back to Hayman’s days, according to Whitaker. Hayman gathered support for UNC-Chapel Hill’s MPA program by meeting with city and county managers from across the state. Official support from NCCCMCA was imperative to the launch of the program in Chapel Hill. In 1966, the Association established the John Gold Scholarship, named for the late Winston-Salem city manager and given to a deserving MPA student at UNC-Chapel Hill. It has been awarded every year since.

“There’s always been a close tie between the School of Government and the managers association,” said Whitaker. “That was something that helped our program at Carolina develop such expertise in local government. Jack Vogt, Donald Hayman, and others were out working very actively with managers throughout the state and also teaching in the program.”

The NCCCMCA has continued to back the MPA programs and its students through the years. The most noticeable support is through its annual offering of 10 $2,000 scholarships available to deserving students at each of the 10 public MPA programs. The scholarship winners are recognized during the President’s Luncheon during the annual Winter Seminar.

The seminar itself is a sign of the Association’s dedication to nurturing and developing young talent.

“The timing of the winter seminar is excellent for our first-year students looking for internships and second-years looking for jobs,” said DeHoog. “Our purpose is to expose them to the kinds of things that are important and to learn about.”

It is also no surprise that many of the MPA schools have strong alumni networks that result in mentoring and internship opportunities for students interested in dipping a toe in the local government water.

“Alumni are very generous in their gifts of time and money,” said Durham County Deputy Manager Lee Worlsey, 2013-2014 NCCCMCA president. (Worsley, like Concord’s Hiatt, completed undergraduate studies at ASU before going to graduate school at UNC-Chapel Hill.) “The UNC MPA Alumni Association is a very active partner with the MPA Program and is constantly looking for opportunities to support the program and its students.

“Just as important, I have been supported by UNC MPA alumni who have served as mentors and gave me opportunities in their organizations,” Worsley continued. “Richard Stevens, who was Wake County Manager at the time, was assigned to me as a mentor while I was at UNC; Richard Slozak hired me as an assistant to the city manager in Goldsboro; Tom Lundy hired me as an assistant county manager in Catawba County and encouraged me to take on leadership opportunities in NCCCMCA and ICMA.”
Perhaps more important than monetary giving is the amount of time that many alums give by offering up their experiences and expertise in the classroom.

“We benefit by keeping in contact with our alumni and our advisory board members to get their suggestions to hear how things might be changing in their world,” said DeHoog. “I teach a local government class, and I bring in alumni to speak to students. It’s a mutually beneficial relationship.”

Once out into the “real world,” a strong alumni network can be the difference between starting off a career on the right path – or potentially flailing about.

“Almost any student who goes through this program benefits from our alumni,” said Bradbury. “Whether it’s mentoring, professional advice, social fellowship, scholarships, internships, jobs, etc. We reinforce that you have to pay it back. There’s a self-perpetuating element of that.”

“The ASU Alumni are a very tight-knit group of people who can be counted on to provide support, advice, and encouragement to students and alumni alike,” said Eisenhower. “They have provided a great deal of support through trials and tribulations for me, not only professionally, but personally, and I am proud to be part of such a great group of people.”

“I’ve had that type of resource throughout my career,” said Bailey. “At some point you realize now you’re on the other end and you’ve got a responsibility to help the next generation of managers. I think we’ve had eight interns to come through ASU working in Lenoir. We’ve had a couple go on to become managers. The others are still in school or working in other local government positions.”

ALL FOR ONE, AND ONE FOR ALL

It is evident that North Carolina is blessed with an abundance of educators and practitioners who have provided the state with trained and more-than-capable local government employees. In fact, both UNC (Hayman and Carl Stenberg) and ASU (Williamson and Hoffman) boast recipients of the Stephen Sweeney Award, presented by the International City/County Management Association for “a classroom instructor who has made a significant contribution to the formal education of students pursuing careers in local government.”

But there is collective strength in knowing that there are 10 universities across the state that have set out to educate and train generation after generation of city and county managers. These MPA graduates are in demand.

“Increasingly employers look for somebody with an MPA,” said Whitaker. “They realize that this is the professional degree that’s tailored to the work they are hiring managers to do.”

“The reputation of the degree is recognized,” said

Almost any student who goes through this program benefits from our alumni. Whether it’s mentoring, professional advice, social fellowship, scholarships, internships, jobs, etc. We reinforce that you have to pay it back. There’s a self-perpetuating element of that.”
I’m biased toward ASU and I’m biased toward the state of North Carolina, and I think we have the best local government in the country. The strength of our MPA programs makes North Carolina better.”

Bradbury. “That’s really striking. When you think of the background of elected officials, they are typically not from the public sector. The idea that the MPA is recognized, even from the elected officials as being appropriate and relevant, really speaks for itself.”

And the graduates themselves understand the importance of that education.

“I think it is increasingly difficult to be a manager without an MPA,” said Laughter. “Having a handle on the abstract concepts that are the basis of political processes and theories, how to interpret research for policies, organizational human behavior, and management concepts is critical. While you may be able to gain that knowledge and background elsewhere, an MPA shows that you have studied all of that in a way that you can see how they all inter-relate in the local government setting. It provides the intellectual framework that allows experience and your own critical/analytic thought to build you into an effective manager for an organization.”

But there also has to be a sufficient supply of qualified MPA graduates. And the state’s MPA programs provide quantity, as well as quality. North Carolina appears to be accomplishing both – and that’s a positive for all of the communities in the state.

“Our programs have supplied a large number of well-prepared people,” said Whitaker. “I think you’ll find that most managers have MPAs. Many of them have MPAs from North Carolina schools.”

“I’m biased toward ASU and I’m biased toward the state of North Carolina, and I think we have the best local government in the country,” said Bailey.

“The strength of our MPA programs makes North Carolina better.”

And that, just like the recognition of 50 years of the NC City and County Management Association, is worth celebrating.

“Any time we worry about the future of cities and counties in our state and elsewhere, or when politics intervenes, we know that they are people more than capable of managing some of the external influences and pressures,” said DeHoog.
NCCCMA and its support of the MPA programs

Each year, during the North Carolina City and County Management Association (NCCCMA) Winter Seminar, deserving Master of Public Administration (MPA) students are recognized for their excellence. The recognition comes in the form of an NCCCMA MPA Scholarship, open to one student from each of the state’s 10 public MPA programs.

Here is a list of the schools and their respective scholarship offerings:

- Appalachian State University: Matt W. Williamson Scholarship
- East Carolina University: Donald B. Hayman Scholarship
- NC Central University: Gordon Whitaker Scholarship
- NC State University: John “Jack” Vogt Scholarship
- UNC-Chapel Hill: John Milton Gold Scholarship
- UNC-Charlotte: Albert & Gladys Coates Scholarship
- UNC-Greensboro: Marvin Hoffman Scholarship
- UNC-Pembroke: NCCCMA Scholarship
- UNCG-Wilmington: NCCCMA Scholarship
- Western Carolina University: Jake Wicker Scholarship
FORECASTING THE FUTURE

BY MATT LAIL
The 50th anniversary of the North Carolina City and County Management Association (NCCCM) provides not only an opportunity to reflect on the progress and evolution of local government management. It also occasions looking ahead to ponder what is to come for the profession.

North Carolina has been blessed to have many strategic, forward-thinking city and county managers. In preparation for the 50th anniversary events, a handful of NCCCM past presidents provided their views on the future of the profession. Their views reflect the variety of perspectives they have developed serving local governments throughout the state. These provide context and counterpoint to the more global view ICMA Executive Director Bob O’Neill offers in Chapter 4.

Here is how nine NCCCM past presidents see the future:

**What challenges do you see for the profession?**

CAL HORTON: “I think that our profession will be challenged in the future by the same fundamental challenges that it has faced since it was invented a century ago, not only accepting, but embracing the gradual transubstantiation of our purpose from what is successful today to what it must become in the future in order to have value.”

LANE BAILEY: “I see the problems of national and state politics being pushed down to the local level. I don’t think the majority of our population is either “Moral Monday” or “Tea Party” supporters; they are somewhere in the middle who just want government to be efficient and responsive. As elected officials act more partisan and these special interest groups get more active, it will create difficult challenges for the profession.”

LEWIS PRICE: “I think the real challenge in the future is going to be how to continue to finance local government services. The mentality of a lot of councils today is for the manager to figure out how he [or she] can do more with less. Infrastructure can go to hell, employees can go to hell, employees...
can’t be replaced or salaries raised, and Lord knows taxes can’t be raised.”

DEE FREEMAN: “Political polarization and smaller numbers of people entering the profession are challenges I perceive for the future. We must continue to encourage better understanding of the manager’s professional role in local government, even in the face of the bitter forces of polarization. ICMA’s current ‘Leadership Matters – Life, Well Run’ campaign is a good step in the direction of outreach to the public. We must support our educational institutions and the role they play in offering public administration as an academic course of value and worth. The Association and ICMA must continue their recruitment of the best and brightest to the profession, along with those that simply have a burning interest in the profession. These two issues will be paramount as we move past 2014 and into our next 50 years.”

JACK NEEL: “Maintain the Code of Ethics. Ours is so much different from the North Carolina codes for various jobs/positions, politically.”

JERRY AYSCUE: “There is so much mistrust of all government now that did not exist when I first started in my local government career. The explosion of social media and instantaneous access to information. Lingering effects of the recent recession and the current sluggish economy provide special challenges in finding enough available resources. There seem to be more extremist and often radical political agendas at all levels of government. A growing dearth of leadership in general. It is possible that turnover at the managerial level will be higher in the future. All of these challenging circumstances must be faced and properly managed by managers of today and tomorrow.”

PETE CONNET: “I see fewer students coming out of MPA programs and going into municipal or county government. More and more are going to non-profits or state and federal jobs.”

What do you think the profession/local government will look like in 10 years?

PETE CONNET: “More citizen involvement, more elected officials with single issue agendas, more technological advancements to help local government managers do their jobs better, and more interaction with the public through social media outlets.”

JACK NEEL: “As long as the Legislature stays out of local government, not much different.”

CHARLES PENNY: “Quite simply, I think one of the biggest challenges is going to be working with different generations, both in our workforces and in the community. For example, millennials bring a totally different perspective to the table. How we communicate with them is different from our customary ways of communicating. How we communicate what folks need to hear is a challenge and will definitely include knowing how to use social media effectively.”

JERRY AYSCUE: “The profession will be increasingly diverse. There will be more remote work (working from home) when possible. Managers will be even more data-driven and technologically adept than today’s managers. There will be more interaction among local government managers, much of which will be accomplished through communication technology instead of direct personal interaction. Local government will be smaller and more highly automated. By 2023-2024, the economy will be stronger but dangerously fragile due to rapidly growing global influence. Fiscal uncertainty will abound. World events will exert significant impact on day-to-date operations, even at the local government level.”

LANE BAILEY: “I am very proud of the interns that have worked for the City of Lenoir and have found positions in local government. This has made me
very excited about the profession. They will face challenges we have not faced and I think their jobs will be more difficult, but I am consistently impressed at what these young interns and graduates are accomplishing.”

What will be the most important skill set for a manager in 10 years?

DEE FREEMAN: “The managers of the future must be ‘good managers’ first and foremost. They must be professional, ethical, and committed to good government. The managers of the future must excel at problem solving, creative thinking, innovation and communicating. They must have keen analytical skills and be diplomats, while at the same time able to provide leadership that is clearly understood and fitted to their communities.”

JOHN ED WHITEHURST: “Being able to provide management and leadership whether you think they are the same or not.”

JERRY AYSCUE: “Interpersonal skills will continue to be critical as advancing technology in communication discourages and minimizes personal interaction. Although a growing amount of local government operations/business will be conducted technologically, professional public service is at its best when people are directly interacting with each other. The ability to motivate and communicate with people is a skill set that may tend to diminish with the advancement of technology. A professional local government manager will need to ensure that does not happen to her/him.”

CHARLES PENNY: “There is no question we have to have generalist skills and knowledge in how to use technology but we also have to have facilitative leadership skills in order to deal effectively with elected officials, community groups and our employees. We have to be able to facilitate action between all those groups to get positive results for the community.”

JACK NEEL: “People management. Employees are the most valuable asset a city has.”

CAL HORTON: “I think that the most important skill set for managers 10 years from now will be the same as it is today: the ability to discern, evaluate, apply, refine, articulate, and consistently exemplify a set of personal values that is congruent with the needs and requirements of a life in public service.”

PETE CONNET: “In just a few words, ‘people skills.’ In dealing with a diverse workforce, in dealing with a more involved group of elected officials, in dealing with a more involved citizenry. The manager will also have to be a magician to come up with new revenue sources to cover increasing costs and reductions in state and federal funds.”

LANE BAILEY: “I think public service is a calling and anyone entering the profession needs a servant leader’s heart. That attribute is what I see most essential. If someone does not have this, they may be happier in life doing something else. I also think we face more diverse special interest groups. Managers need to have better facilitating skills to deal with issues.”

LEWIS PRICE: “Having been out of the active profession for the past 14 years, I don’t even know what the most important skill set for a manager is today – much less 10 years from now. I will state, however, that the job our current city manager, Lane Bailey, is doing in Lenoir, he must possess the necessary skills.”

Past presidents who contributed to this chapter:

Jerry Ayscue, 2002-2003
Lane Bailey, 2010-2011
Pete Connet, 1985-1986
Dee Freeman, 1991-1992
Cal Horton, 1998-1999
Jack Neel, 1970-1971
Lewis Price, 1982-1983
Charles Penny 2006-2007
CONTINUITY AND CHANGE

BY CARL W. STENBERG
As the chapters in this book reveal, the world of local government is dynamic and the pace of change over the years has been dramatic. Due to the widespread adoption of the council-manager plan in North Carolina, communities in the state are well-managed, fiscally responsible, and highly regarded by their citizens. Managers should take considerable pride in the fact that North Carolina is regarded as a national leader in professional local government. The North Carolina City and County Management Association (NCCCMA) has also played a vital and invaluable role in our communities’ success, serving as a bridge between counties and cities, a laboratory for testing ideas and innovations, a network for sharing best practices, and a source of professional development and personal support for its members.

The past 100 years have witnessed significant changes in local government structure and services and in the tools managers use to ensure that their organizations operate efficiently, effectively, and equitably. Intergovernmental and intersectoral
relationships have flourished as local governments worked with other partners to deliver services. At the same time, fiscal conditions have fluctuated, making it difficult for managers and elected officials to respond to citizens’ demands for “more for less.” The faces of many communities and local government workforces have been transformed. In the midst of these changes, counties and cities have proven resilient and responsive. As the chapter by International City/County Management Association (ICMA) Executive Director Bob O’Neill points out, however, formidable issues and challenges lie ahead.

O’Neill identifies jobs, education, safety, health care, the environment, and infrastructure as critical issues that local governments must address through strategic partnerships. He also poses five key challenges that will drive local government in the future: fiscal crises, demographic changes, technological advances, polarized politics, and economic disparities. It is likely that many of North Carolina’s local governments will have to tackle these tough issues and challenges. According to O’Neill, though, this is the “decade of local government,” where the spotlight shines on county and city innovations and best practices, and on collaborative approaches to problems across jurisdictional boundary lines. In this vision, local governments are trusted agents of the citizenry, maintaining high ethical standards that serve public values, practicing meaningful community engagement, promoting fairness and equity, and ingraining excellence and accountability in their organizational culture.

On the other hand, predicted cuts in federal and state financial assistance, increases in unfunded mandates, restrictions on local authority, turn-backs of more functional responsibilities, and weakening of local tax bases could lead to what an April 2011 article by Alan Greenblatt in Governing magazine called “devolution by budget cut” or “fend-for-yourself localism.” As former North Carolina League of Municipalities Executive Director Ellis Hankins observed, “There’s a potential . . . for local elected officials to have to pick up more of the burden and increase the taxes to pay for more public services” (pg. 24). In light of these trends and developments, local governments are likely to rely on NCCCMCA even more in the future.

Fittingly, the Association’s 50th anniversary conference in February 2014 focused on the theme “Honoring the Past – Shaping Leadership for the Future.” The opening plenary session featured a multigenerational perspective on the past, present, and future of local government management, moderated by Professor James Svara. Panelists were
Local government managers in North Carolina have been an important contributor to the transformation of the state. In their low-profile way, they have been a force for progressive change, and they have been the key actors in putting the changes in values and policies into practice. They implemented the new approaches and made them work.”
with the Code of Ethics, managers have always been mindful of their appropriate roles and relationships with elected officials in the political context of policy formulation. Nevertheless, in some communities this environment has become more turbulent, contentious, and polarized and managers have found themselves in the middle of the fray.

Looking to the future, the panelists predicted significant changes for communities and their leaders. They agreed that technology will continue to make local government more accessible and transparent and that future elected officials and managers are likely to be on call 24 hours a day and more visible than ever. Critical issues and challenges will drive intergovernmental collaboration, leading to greater service sharing as a way to reduce costs while maintaining or increasing quality. In some jurisdictions, there will be either locally initiated or state-mandated efforts to consolidate local governments as the current system of numerous small units becomes ineffective and unaffordable. Regionalization and neighborhood decentralization will occur as problems become either too large or too small to be dealt with at the county or city level. And expanded partnerships with non-profit organizations, private firms, and volunteers in the provision of public services will lead to significant reframing of the responsibilities of local governments.

Professor Svara summed up the panel’s views as follows: “Local government managers in North Carolina have been an important contributor to the transformation of the state. In their low-profile way, they have been a force for progressive change, and they have been the key actors in putting the changes in values and policies into practice. They implemented the new approaches and made them work.”

Although predicting the future can be hazardous, if even a few of Bob O’Neill’s and the panelist’s forecasts come to fruition, exciting times and big opportunities lie ahead for county and city managers in their roles as facilitative leaders. North Carolina will need to keep abreast of the rapid pace of change, and managers will continue to be key players in preparing their communities to adapt to and navigate this uncertain environment.

Attracting the current and next generation of students to pursue careers in local management will be crucial to communities’ success. The growth of Master of Public Administration (MPA) programs since the 1960s and the training opportunities offered by the UNC School of Government have strengthened the administrative capacities of local governments and expanded the ranks of professional managers. The partnerships between the NCCCM and the state’s 10 MPA programs have been vital in helping to fill the management pipeline. Analysis of the 2012 ICMA State of the Profession survey by Professors Kimberly Nelson and Svara showed that a higher percentage of managers will reach retirement age in the next 10 years than at any other time in the history of the profession. With a retirement “tsunami” on the horizon, there will be an increasing need for leadership recruitment and development, especially on the diversity front. As Cal Horton put it, “I hope that we will see a population of managers that is a good reflection of our total population, with many more women and persons of color leading our local governments. I hope, too, that the citizens of our country will accord greater respect to all who devote their careers to public service.” And as Harry Jones said in his
impassioned remarks honoring the profession at the President’s luncheon. “To the students, this is not a time to be skeptical about entering the profession. It’s where the rubber meets the road.”

This book tells a powerful story about the evolution of council-manager government in North Carolina and the contributions of county and city managers to making democracy work. Past President Dee Freeman captured this spirit of continuity and change: “I believe the profession will be better 10 years from now than it is today. As I look back over the last 40 years, the profession has evolved immensely and is better today than when I first began work as an administrative assistant. Management has evolved, technologies have advanced, and we have grown in numbers. North Carolina has achieved great stature as a good local government state. I am thankful for the managers and my colleagues who went before me, and I know that I stand upon the good work that they accomplished. I trust my colleagues and I will have left things better for those who now accept the mantle of local government management leadership who will be shaping the landscape of 2024.” As we celebrate the Association’s achievements and salute the managers who have led the NCCCM, we look to the future and the opportunity to build on this impressive record with anticipation and determination.

Carl W. Stenberg is the James E. Holshouser Jr. Distinguished Professor of Public Administration and Government at the School of Government, University of North Carolina at Chapel Hill. Since 2004 he has served as the School’s faculty liaison with NCCCM.
A North Carolina native, Matt Lail has woven together a varied career in communications and journalism which has spanned newspapers, online media, membership communications, and public relations. Matt spent a decade in the communications/public affairs department at the North Carolina League of Municipalities, and since 2004 has served as the editor of The Administrator, the monthly newsletter of the North Carolina City and County Management Association. Matt is a past president of the North Carolina Association of Government Information Officers, an organization from which he was honored with multiple writing awards over the years. Matt earned a degree in English from North Carolina State University and a certificate in Municipal Administration from the UNC School of Government. He lives in Raleigh with his wife and three children.

It has been a great honor to work on this project, and I am incredibly indebted to those who had the confidence in my ability to tackle it. Much appreciation goes to Rob Shepherd of the North Carolina League of Municipalities (NCLM) for initially throwing my name into the hat as author, and NCLM’s Melissa Smith for her work behind the scenes. In addition, Najuma Thorpe and Jessica Wells, also of NCLM, were fantastic to work with for providing information and photography help.

A number of people have provided their insights through the editing process. This book would not have the quality information and historical knowledge it does without the detailed help of Charles Archer and Lane Bailey, who were able to tap into their management experiences to paint clear pictures.

It has been a wonderful experience working with Gordon Whitaker and Carl Stenberg from the UNC School of Government. These gentlemen have been patient and insightful with suggestions and guidance. I have great appreciation for their sense of what this book is intended to accomplish. Without them, this publication would be far different – and nowhere near as complete.

A number of people gave their time and energies to be interviewed for this publication. I thank them all. Ed Wyatt’s name should, for all intents and purposes, be listed as co-author. After all, his work in archiving the early history of the North Carolina City and County Management Association cannot be overstated, and he provided the foundation for this publication. In addition, Ed was tremendous in providing guidance for how this book should look. He provided a treasure trove of past issues of The Administrator, which were invaluable.

Words can’t describe my appreciation for Carolyn Carter, who took on this project with a sense of purpose and a sense of love for the profession and her peers. Carolyn was our captain, our coach, and our general. Her name may not be on the cover of this book, but her touch is all over it.

And finally, I have to give great thanks to my wife, Charity, for her patience with me as I worked on this project. She gave me the time and space many evenings to work on this book, and for that I am eternally grateful. She has enjoyed following the progress of this project, and she is as proud as anyone for what it represents.

MATT LAIL
Raleigh, NC
### 50th Anniversary Committee Members

<table>
<thead>
<tr>
<th>Name</th>
<th>Title/Position</th>
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<tbody>
<tr>
<td>Lane Bailey</td>
<td>Committee Chair, City Manager, Lenoir</td>
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<tr>
<td>Charles Archer</td>
<td>Honorary Member</td>
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<tr>
<td>Carolyn Carter</td>
<td>Life Member</td>
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<td>Craig Honeycutt</td>
<td>County Manager, Alamance County</td>
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<td>Bob Morgan</td>
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<tr>
<td>Jack Neel</td>
<td>Life Member</td>
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<tr>
<td>Charles Penny</td>
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<td>Lewis Price</td>
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<tr>
<td>Rob Shepherd</td>
<td>North Carolina League of Municipalities</td>
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<td>Melissa Smith</td>
<td>North Carolina League of Municipalities</td>
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<td>Carl Stenberg</td>
<td>UNC School of Government</td>
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<td>Rebecca Troutman</td>
<td>North Carolina Association of County Commissioners</td>
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<td>John Ed Whitehurst</td>
<td>Life Member</td>
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### 50th Anniversary Book Committee

<table>
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<tr>
<th>Name</th>
<th>Title/Position</th>
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<tr>
<td>Carolyn Carter</td>
<td>Book Project Manager, Life Member</td>
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<td>Charles Archer</td>
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<tr>
<td>Lane Bailey</td>
<td>Manager, City of Lenoir</td>
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<td>Craig Honeycutt</td>
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<tr>
<td>Matt Lail</td>
<td>Writer</td>
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<td>Carl Stenberg</td>
<td>UNC School of Government</td>
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<td>Rebecca Troutman</td>
<td>North Carolina Association of County Commissioners</td>
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<tr>
<td>Gordon Whitaker</td>
<td>Honorary Member</td>
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55
President
Lee Worsley
DEPUTY COUNTY MANAGER, DURHAM

Immediate Past President
Brian Hiatt
MANAGER, CONCORD

First Vice President
Tasha Logan
ASSISTANT MANAGER, ROCKY MOUNT

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Ken Noland
MANAGER, WILKESBORO

Terri Parker
MANAGER, WINTERVILLE

Renee Paschal
ASSISTANT COUNTY MANAGER, CHATHAM COUNTY
<table>
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<tr>
<th>Years</th>
<th>President</th>
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<td>1964-65</td>
<td>William (Bill) Veeder</td>
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<td>Harry Weatherly</td>
<td>Mecklenburg County</td>
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<td>1966-67</td>
<td>Robert H. Peck</td>
<td>Chapel Hill</td>
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<td>1967-68</td>
<td>William H. Batchelor</td>
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<td>1968-69</td>
<td>I. Harding Hughes</td>
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<td>1969-70</td>
<td>Bob Shuford, Wilson</td>
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<td>1970-71</td>
<td>Jack F. Neel, Albemarle</td>
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<td>1971-72</td>
<td>Phin Horton III, Asheville</td>
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<td>1972-73</td>
<td>John V. Witherspoon</td>
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<td>1973-74</td>
<td>Bruce Turney, Graham</td>
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<td>1974-75</td>
<td>Guy Smith, Laurinburg</td>
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<td>1975-76</td>
<td>H. L. (Pete) Jenkins</td>
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<td>1976-77</td>
<td>Bruce Boyette, Wilson</td>
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<td>1977-78</td>
<td>Wilfred A. Wells</td>
<td>Hickory</td>
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<td>1978-79</td>
<td>Numa Baker, Rockingham County</td>
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<td>1979-80</td>
<td>David Taylor, Tarboro</td>
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<td>1980-81</td>
<td>L. P. (Zack) Zachary</td>
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<td>1981-82</td>
<td>Joseph Hendrick, Zachary</td>
<td>Cleveland County</td>
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<td>1982-83</td>
<td>Lewis Price, Lenoir</td>
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<td>1983-84</td>
<td>Tom Osborne, Greensboro</td>
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<td>1984-85</td>
<td>John Munn Jr., Union County</td>
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<td>1985-86</td>
<td>Peter T. Connet, Statesville</td>
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<td>1986-87</td>
<td>O.B. Stokes, Sanford</td>
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<td>1987-88</td>
<td>John Barber, Davie County</td>
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<td>1988-89</td>
<td>Bryce A. (Bill) Stuart</td>
<td>Winston-Salem</td>
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<td>1989-90</td>
<td>Gustav M. (Gus) Ulrich</td>
<td>Holden Beach</td>
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<td>1990-91</td>
<td>J. Thomas (Tom) Lundy</td>
<td>Catawba County</td>
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<td>1991-92</td>
<td>Dee A. Freeman</td>
<td>Brevard</td>
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<td>1992-93</td>
<td>Carolyn H. Carter</td>
<td>Raleigh</td>
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<td>1993-94</td>
<td>John E. Whitehurst</td>
<td>Bertie County</td>
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<td>1994-95</td>
<td>Richard McLean</td>
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<td>1995-96</td>
<td>Douglas O. Bean</td>
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<td>1996-97</td>
<td>John Link, Orange County</td>
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<td>1997-98</td>
<td>Steve Raper, Rocky Mount</td>
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<td>1998-99</td>
<td>Cal Horton, Chapel Hill</td>
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<td>1999-00</td>
<td>Richard Stevens</td>
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<td>Ed Wyatt, Wilson</td>
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<td>2001-02</td>
<td>Webb Fuller, Nags Head</td>
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<td>Jerry Ayscue, Vance County</td>
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<td>2003-04</td>
<td>Jim Hipp, Concord</td>
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<td>2004-05</td>
<td>Ed Kitchen, Greensboro</td>
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<td>2005-06</td>
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<td>Charles Penny, Rocky Mount</td>
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<td>2007-08</td>
<td>Randy McCaslin, High Point</td>
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<td>2008-09</td>
<td>David Cooke, Wake County</td>
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<td>2009-10</td>
<td>Michael Dula, Elon</td>
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<td>2010-11</td>
<td>Lane Bailey, Lenoir</td>
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<td>2011-12</td>
<td>Harry Jones, Mecklenburg County</td>
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<tr>
<td>2012-13</td>
<td>Brian Hiatt, Concord</td>
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</table>
The North Carolina City and County Management Association wishes to express its appreciation to all of the local governments, businesses, and universities that generously purchased advertisements to support the publication of *North Carolina City & County Management Association at 50: Our Past, Present, and Future*.

Our appreciation also goes to members of the North Carolina City and County Management Association who chose to support this publication by using this occasion to honor someone or to pay tribute to their memory.
In honor of **LEWIS PRICE** by Lane Bailey

In memory of **MIKE DULA** by Lane Bailey, Miss your wit and wisdom

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In honor of **DENNIE MARTIN**, For your dedication to the betterment of NC

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In honor of J. EARL DANIELS by the City of Marion
In honor of BOB BOYETTE by the City of Marion
In honor of TROY MAYOR ROY MANESS by Jamie Justice
In honor of TODD CLARK, CITY MANAGER OF NEWTON, by Everette and Nancy Clark
In honor of ED WYATT by Charles Archer, Thanks for the inspiration!
In memory of CARL DEAN by Charles Archer, Miss you, brother!
In memory of MIKE DULA by Charles Archer, Thanks for all the guidance!
In memory of HORACE MCALLISTER, FORMER MORGANTON, NEWTON,
AND MT. HOLLY MANAGER, by Barry Webb
In honor of JEFF RICHARDSON by Todd Herms
In honor of the UNC SCHOOL OF GOVERNMENT by Carl Classen
In honor of PELA CLASS 2013 by Preston Mitchell, Seth Eckard, Mary Furtado, and Hardin Watkins
The City of Claremont thanks the professional managers who have shaped our growth and thanks those who have shaped them.

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Happy 50th Anniversary NCCCMA!

The City of Fayetteville adopted the Council/Manager form of municipal government in June 1949. This type of government was developed in Virginia in 1909 and today is among the most prominent forms of local government in the United States.

Gilbert W. Ray
City Manager (1949-1970)

J. Guy Smith
City Manager (1970-1976)

William G. Thomas III
City Manager (1976-1980)

John P. Smith
City Manager (1980-1997)

Ron Rabun
City Manager (1997)

Roger L. Stancil
City Manager (1997-2006)

Dale E. Iman
City Manager (2006-2012)

Theodore L. Voorhees
City Manager (2012-present)

www.cityoffayetteville.org
www.fayettevilleoutfront.com
www.faytv7.com
THE CATAWBA COUNTY BOARD OF COMMISSIONERS congratulates and thanks

TOM LUNDY
COUNTY MANAGER
for over forty years of outstanding leadership and public service

Cost-effective leadership:
- High quality services with focus on education, public safety and economic development
- Consistently kept property tax rate among lowest of North Carolina’s urban counties
- Fiscally sound budgeting philosophy

Innovative leadership:
- Catawba was the first county in North Carolina to offer curbside recycling countywide
- Led building of first EcoComplex and Resource Recovery Facility in the United States
- County named best in nation in 2013 in its population group for use of social media
- Member of Alliance for Innovation Board of Directors

Shared leadership:
- Long-time service to ICMA, including term as president from 2003-2005
- President of NACA 1986-87
- Decades of service to NCCCMA including term as president, 1990-1991
- Effective mentor of future leaders through service as part-time instructor of public administration courses at Lenoir-Rhyne University and UNC School Of Government; active supporter of ICMA Fellows Program

Honored leadership:
- Ayers-Hauser Award presented by NCACC to only seven recipients
- ICMA Credentialed Manager
- Honorary Member, Pi Alpha Alpha, National Honor Society for Public Affairs and Administration; Phi Beta Lambda Manager of the Year, Lenoir Rhyne University

International leadership:
- ICMA CityLinks Program, Tirana, Albania
- ICMA International Committee
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City of Morganton
Proudly Celebrating 101 Years of Council-Manager Government

The City of Morganton was one of the first towns in North Carolina to adopt the council-manager form of government. On Feb. 24, 1913, the NC General Assembly ratified a new charter for Morganton that instituted the council-manager form of government. On May 12, 1913, the Morganton Town Council hired R. W. Pipkin as the first town manager of Morganton, NC. Morganton was the first City to approve the new form of government and the second city in North Carolina to hire a town manager.

www.ci.morganton.nc.us
The City of Winston-Salem honors

**Bryce A. Stuart**

on his 26 years of service to the citizens of
Winston-Salem, North Carolina.
The City of Rocky Mount salutes Charles Penny, City Manager, and Tasha Logan, Assistant City Manager. Congratulations on your commitment to service in our communities and for professional management.

Charles Penny – 32 years of service in local government management and membership in NCCCMA (NC City and County Management Association); Penny is also a former regional Vice President of the International City/County Management Association.

Credentialed Manager with 10 years of service in local government management; President of NCCCMA in June 2014; NCCCMA paved the way for Logan’s education in local government with an NCCCMA scholarship.

Carolyn Carter....
Two NCCCMA Firsts!

President NCCCMA, 1992-1993
First Woman President
First Assistant Manager to Serve as President

Heidi Voorhees & Joellen Cadamatori Earl
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WWW.GOVHRUSA.COM
Freese and Nichols, Inc., congratulates and thanks NCCCMA for 50 years of service to North Carolina’s municipalities and counties.
Carl G. Dean had been serving as the Town Manager for the Town of Holly Springs since April 2001 when he passed away unexpectedly on May 2, 2013, at the age of 56. He saw the Town of Holly Springs through unprecedented growth and great development strides. He was loved by his staff, his peers, the community, and all those who were lucky enough to know him.

Carl was very active in the North Carolina City and County Management Association. He enjoyed mentoring new managers and attending the conferences and meetings. He served on the board for several years and was serving as President-Elect at the time of his death.

Carl received his Bachelor of Science degree from Appalachian State University and served as the Town Manager for Holly Springs for over 12 years. He also served as the Town Manager for the City of Dunn, NC (1989-2001), Assistant County Manager for Burke County, NC (1985-1989), Town Manager for the Town of Clarksville, VA (1982-1985), and Town Advisor for the Towns of Winterville and Fountain, NC (1980-1982).

He leaves behind him to cherish his memory a wonderful daughter, Jamie Rose Dean.

Carl made an impact on all those he worked with and will be sorely missed.
CONGRATULATIONS ON YOUR 50TH ANNIVERSARY!

The League is committed to continuing its work with NCCCMA to develop the next generation of municipal management leaders of good governments and great hometowns in North Carolina.
The N.C. Association of County Commissioners congratulates NCCCMA on its 50th anniversary!

In memory of Michael A. Dula for his long, dedicated, and exceptional service to the Town of Elon.

1989-2013

The NCACC is committed to helping develop the next generation of county management stalwarts. Through its County Management Fellowship Program, the Association seeks to place a handful of recent Master of Public Administration (MPA) program graduates who have interest in North Carolina county management careers into salaried, full-time fellowships with seasoned N.C. county managers for one or two years.

If you are interested in participating, visit www.ncacc.org/index.aspx?nid=304 or contact Jason King at (919) 715-0045 or jason.king@ncacc.org.

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In memory
of
Michael A. Dula
for his long, dedicated,
and exceptional
service to the
Town of Elon.

1989-2013
Hickory was one of the first cities in the state and nation to adopt the council-manager form of government 101 years ago. Hickory became a city in 1870, and since 1913 management has been well crafted for more than a century in our three-time All-America City. Through the decades, professional managers have guided Hickory through growth and change, and today, the city embarks on creating inspiring spaces to enhance life for citizens of all ages and attract businesses to our community. The city's management is an integral piece of making Hickory a place where life is well crafted.
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Flexible afternoon and evening classes
Nationally recognized professors
Dedicated community partners

MASTER of Public Administration

Nationally accredited, the Master of Public Administration program at the University of North Carolina Wilmington prepares students to hold leadership positions in local, state, and federal government and in nonprofit organizations.

A two-year program that offers critical skill courses for effective public and nonprofit policy and management. Core classes offered in management, human resources, quantitative measures, policy analysis and budgeting.

Who should apply?
- Mid-career professionals who want to complement and enhance their work experience
- Recent college graduates interested in changing the world through public service

We believe in learning by doing
Through applied learning and service-based projects and internships, students enhance their understanding of public administration. Those with extensive, related work experience can receive a waiver. Recent internships have been with:
- Most local city and county governments
- Various local nonprofit agencies
- Sustainability initiatives

Our alumni are making a difference.
We now have nearly 250 UNCW Master of Public Administration program graduates who are working in the field. They hold leadership positions across the state and nation as town managers, town planners, budget analysts, human resources specialists, executive directors, program managers, and even elected state representatives.

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“The Advanced Seminar in Public Management Problem Solving allowed me to present recommendations on a housing project with the town of Davidson. Jerry Fox provided valuable advice in obtaining solid information to justify solutions. It is great to have practitioners’ input and the MPA program brought everything together.” - Greg Sharp, Battalion Chief, City of Charlotte Fire Department

“The Public Policy program at UNC Charlotte allowed me to hone my analytical skills and critical thinking. The tools I acquired, combined with the connections I forged, continue to be essential in my professional development.” - Holly Whisman, Ph.D.
Budget Analyst for Mecklenburg County
Two great degrees...  
Two strong leaders...  
One outstanding program!

It’s no secret that Appalachian State University’s Town and City/County Management (TACCM) and MPA programs are highly regarded for educating and training many of North Carolina’s municipal and county managers. Dr. Matt Williamson started the TACCM program in 1972. His concept was to provide undergraduates with a basic understanding of local government administration and place them in internships for hands-on learning with experienced managers. This innovative approach led ICMA to present him with the Sweeney Award in 1986.

ASU celebrated the 25th anniversary of the MPA Program in 2013. Dr. Marvin Hoffman championed this program and raised it from infancy to a fully accredited and nationally recognized program. Due to his significant contribution, the ICMA presented him with the Sweeney Award in 2010.

The vision of these two strong leaders led to ASU’s pioneering approach to local government training, which includes both graduate and undergraduate students. We like to call it the “Mountaineer Way”!

For more information, please contact Program Director Mark Bradbury  
bradburymd@appstate.edu

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Appalachian State University
Local Government Alumni Association

Founded in 1991, the ASULGAA supports hundreds of ASU Alumni and MPA/TACCM students by providing scholarships, peer support, and professional development. While the program’s early focus was the development of local government managers, the association has now grown to support multiple disciplines within local government.

Some of the activities of the ASULGAA include:
- Providing 12 annual scholarships to ASU students
- Holding an annual training conference each fall
- Sponsoring student attendance at the NCCCMA annual meeting
- Material support for the academic mission

Our passion for ASU is steadfast and our commitment to each other is strong. Come join us on the mountaintop!

For more information, please contact President Chris Koltyk
ckoltyk@ci.jacksonville.nc.us

mpa.appstate.edu
Congratulations, ICMA & NCCMMA
100 years and going strong!

Dr. Ruth H. DeHoog
MPA Program Director
Department of Political Science
The University of North Carolina Greensboro
ECU salutes the NCCCMA.

ECU’s more than 400 master of public administration graduates and students congratulate the NCCCMA on its 50th anniversary and record of service to North Carolina!

We also thank the NCCCMA for its support of MPA students across the state.

ECU’s NASPAA-accredited program offers face-to-face and online courses for the MPA, the MS in security studies, and related graduate certificates.

For more information contact Dr. Robert J. Thompson at thompsonro@ecu.edu or 252-328-5656, or visit our website at http://www.ecu.edu/polsci/mpa/index2.html.
HAPPY 50th ANNIVERSARY, NCCCMa!

Serving North Carolina’s local government managers

We recognize those whose commitment and expertise—for more than half a century—inspired a legacy of service to North Carolina managers:

In memory of Donald Hayman
Faculty, 1948–1985

In memory of Kurt Jenne
Faculty, 1979–2002

In honor of Gordon Whitaker
Faculty, 1997–2013

In memory of Jake Wicker
Faculty, 1955–1991
We recognize those faculty who are influencing the future of public service:

Whitney Afonso
Gregory S. Allison
David N. Ammons
Maureen Berner
Leisha DeHart-Davis
Margaret Henderson
Michele Hoyman
Jeffrey A. Hughes
Willow Jacobson
Kara A. Millonzi
Jonathan Q. Morgan
Ricardo S. Morse
C. Tyler Mulligan
Kimberly L. Nelson
William C. Rivenbark
Dale J. Roenigk
Carl W. Stenberg
John B. Stephens
Charles Szypszak
Shannon Tuft
Romare Bearden Park, Charlotte, NC

Photos top to bottom: Charlotte-Mecklenburg Police 911 Communications and Charlotte Solid Waste Services
Celebrating a rich history of professional management

Charlotte and Mecklenburg County congratulate NCCCMA on fifty years of supporting professional management. We honor all the city and county managers who have made North Carolina one of the nation’s foremost states for good government. Because of your work, Charlotte and Mecklenburg were chosen to host ICMA’s centennial conference September 14-17, 2014. Please join us as we celebrate public service.