



Illinois City/County Management Association

Leadership Institute for the New Manager/Administrator

Leadership, Values, and Ethics

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Core Values within the ICMA Code of Ethics

May 27, 2025

Outline for this session

1. General Background and Leadership Goals
2. Professional Associations Summary and Benefits
3. Review ICMA and ILCMA Code of Ethics
4. Importance and relevance to challenges today

Leadership:

- ✓ "A leader takes people where they want to go. A great leader takes people where they don't necessarily want to go, but ought to be." - Rosalynn Carter.
- ✓ "Before you are a leader, success is all about growing yourself. When you become a leader, success is all about growing others." -Jack Welch.
- Ethics:
 - ✓ Compliance tells us what we must do, ethics tells us what we should do!

Forms of Local Government (% from ICMA)

1. Mayor-Council Form of Government: Elected council or board serves as the legislative body. The chief elected official (e.g., mayor) is the head of government, with significant administrative authority, and generally elected separately from the council. (38.2%)

2. Council-Manager or Administrative Form of Government: Elected council or board and chief elected official are responsible for making policy with advice of the chief appointed official (e.g., administrator/manager). A professional administrator appointed by the board or council has full responsibility for the day-to-day operations of the government. (48.2%)

- By Referendum: Council-Manager Form
- By Ordinance: Administrative or Hybrid Form

3. Commission Form of Government: members of a board of elected commissioners serve as heads of specific departments while also collectively sitting as the legislative body of the government. (3.2%)

4. Town Meeting Form of Government: Qualified voters convene and act as a legislative body that makes basic policy, votes on the budget, and chooses a board. These elected officials may carry out the policies established by town meeting or may delegate the day-to-day management of the municipality and appointed manager/administrator. (2.3%)

Council-Manager Form of Government

How does a community adopt the council-manager form of government?

- Most communities adopted the council-manager government through a charter, local ordinance, or by voter referendum.
1. **By Referendum:** The “pure” Council/Manager Form whereby the Manager is CEO and the Mayor/Village President is the “Chairman of the Board” or political and policy leader. Council is the legislative body that approves the budget and focuses on community growth, land-use and financing, and strategic planning.
 2. **By Ordinance or Charter:** Various forms and iterations based on specific ordinance provisions. Mayor/Village President may have personnel authority or more budget responsibilities. Village Manager or Administrator is responsible for overseeing the day to day operational duties.

In the vast majority of municipalities utilizing the Council Manager form, the Mayor/Village President & Council set the policy and the Village Manager/Administrator executes those initiatives. Mayor/Council are the visionaries while staff identify ways to make the vision a reality.



Twenty-Five Largest U.S. Cities by Population: Form of Government

New York	Mayor-Council
Los Angeles	Mayor-Council
Chicago	Mayor-Council
Houston	Mayor-Council
Philadelphia	Mayor-Council
Phoenix	Council-Manager
San Antonio	Council-Manager
San Diego	Mayor-Council
Dallas	Council-Manager
San Jose	Council-Manager
Austin	Council-Manager
Jacksonville	Mayor-Council
San Francisco	Mayor-Council
Indianapolis	Mayor-Council
Columbus	Mayor-Council
Fort Worth	Council-Manager
Charlotte	Council-Manager
Detroit	Mayor-Council
El Paso	Council-Manager
Seattle	Mayor-Council
Denver	Mayor-Council
Washington	Mayor-Council
Memphis	Mayor-Council
Boston	Mayor-Council
Nashville	Mayor-Council

Primary Responsibilities...

Be A leader within the proper context!

- **Provide Leadership for the Workforce**
 - Create positive work environment
 - Advance policies of Board
 - Strive for organizational improvement
 - Set good example for workforce
- **Establish Solid Relationship with Community**
 - Be available
 - Be visible
 - Be believable
 - Be consistent
 - Strive to be valuable resource
 - Do not overshadow Elected Officials
- **Accountable to the Board Through Annual Evaluation Process**

IML Handbook for Newly Elected Officials

Magical Government Mix (3 parts)

Elected officials should:

1. Be responsible not only for policy approval, but for policy leadership
2. Create realistic performance targets and goals
3. Hire good people and let them manage
4. Be a team player (Support decisions of the Village Board, even if you voted against an issue)
5. Be informed: do your homework
6. Respect staff's neutrality
7. Avoid interfering in day-to-day operations
8. Respect chain of command
9. Focus on issues and not personalities
10. Be positive
11. Make tough decisions in a timely manner
12. See the larger picture, but define your priorities
13. Understand that, generally, government works incrementally
14. Have your nose in everything, but your fingers in nothing

IML Handbook for Newly Elected Officials

Magical Government Mix (3 parts)

Staff must:

1. Respect elected officials as leaders of the community, not just messengers
2. Treat all elected officials equally
3. Recognize the need for elected officials to be responsive to citizenry
4. Be flexible and open to new ideas
5. Perform its duties as effectively and efficiently as possible
6. Avoid surprises
7. Be positive
8. Accept feedback as a positive, not an attack
9. See the larger picture
10. Be accountable
11. Treat residents similar to customers, not interruptions
12. Be true to the mission and cause, not your own ambitions
13. Stay out of politics
14. Accept board/council decisions and move on

IML Handbook for Newly Elected Officials

Magical Government Mix (3 parts)

Together, elected officials and staff need to:

1. Set a high ethical tone
2. Define respective roles
3. Establish goals and objectives
4. Deal with conflict resolution
5. Adapt quickly to new situations, be able to handle bad news and adversity
6. Create a good working environment
7. Avoid crisis management
8. Disagree and still be civil
9. Remember, Government has few quick fixes, it is a work in progress
10. Have some fun: take the job seriously, but not yourself too seriously

Associations

- **State-Local Organizations**
 1. **Regional Governments: Water Commissions, Sanitary & Fire Districts, CMAP, IDOT, IML, Metra, Pace, RTA, County etc.**
 2. **Centers of Governments (COG's): DMMC, NWMC, SSMMA, etc.**
 3. **Intergovernmental—Other Taxing Bodies**
- **Associations**
 1. **ICMA (Annual Conference, PM Magazine and Code of Ethics)**
 2. **ILCMA (Monthly Newsletter, website, director, committees, etc.)**
 3. **IAMMA (encourage staff to get involved)**
 4. **Metro Managers (additional training opportunities)**
 5. **Other**

ICMA Code of Ethics (Since 1924)

- **Goal is public trust.** The mission of ICMA and ILCMA is to create excellence in local governance by developing and fostering professional local government management worldwide. For 95 years, ICMA has had this mission that certain principles, as enforced by the Rules of Procedure, shall govern the conduct of every member of ICMA. These particular principles should be noted:
 1. We believe professional management is essential to effective, efficient, equitable, and democratic local government.
 2. Affirm the dignity and worth of local government services and maintain a deep sense of social responsibility as a trusted public servant.
 3. Be dedicated to the highest ideals of honor and integrity in all public and personal relationships in order that the member may merit the respect and confidence of the elected officials, of other officials and employees, and of the public.
 4. Serve the best interests of all community members.
 5. Submit policy proposals to elected officials; provide them with facts, and technical and professional advice about policy options; and collaborate with them in setting goals for the community and organization.

ICMA Code of Ethics (Since 1924)

6. Recognize that elected representatives are accountable to their community for the decisions they make; members are responsible for implementing those decisions.
7. Refrain from all political activities which undermine public confidence in professional administrators. Refrain from participation in the election of the members of the employing legislative body.
8. Make it a duty continually to improve the member's professional ability and to develop the competence of associates in the use of management techniques.
9. Keep the community informed on local government affairs. Encourage and facilitate active engagement and constructive communication between community members and all local government officials.
10. Resist any encroachment on professional responsibilities, believing the member should be free to carry out official policies without interference, and handle each problem without discrimination on the basis of principle and justice.
11. Manage all personnel matters with fairness and impartiality.
12. Public office is a public trust. A member shall not leverage his or her position for personal gain or benefit.

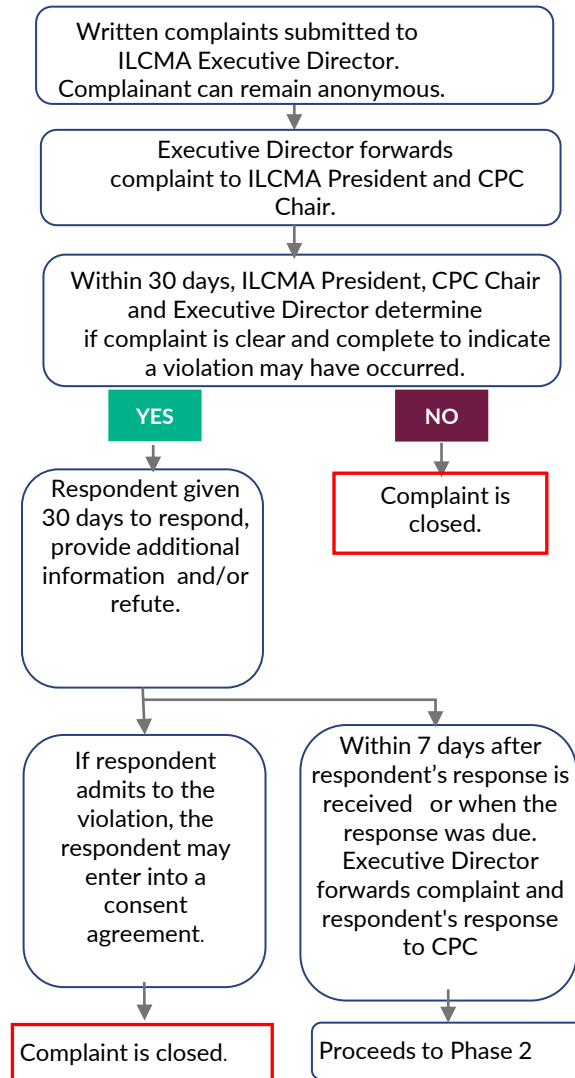
ILCMA Ethics Review Process

Applies to members of ILCMA who are NOT members of ICMA



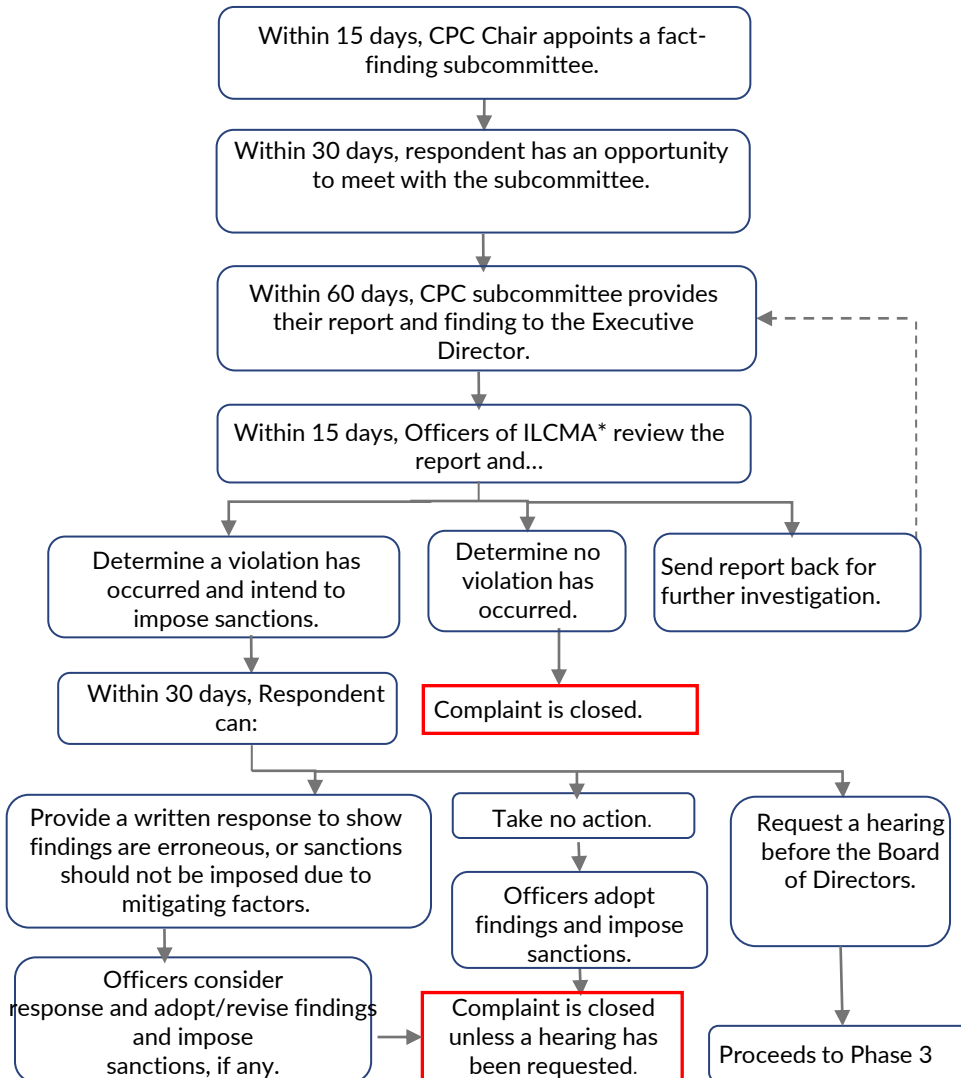
Phase 1

Complaint Initiation



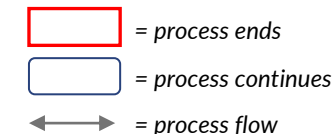
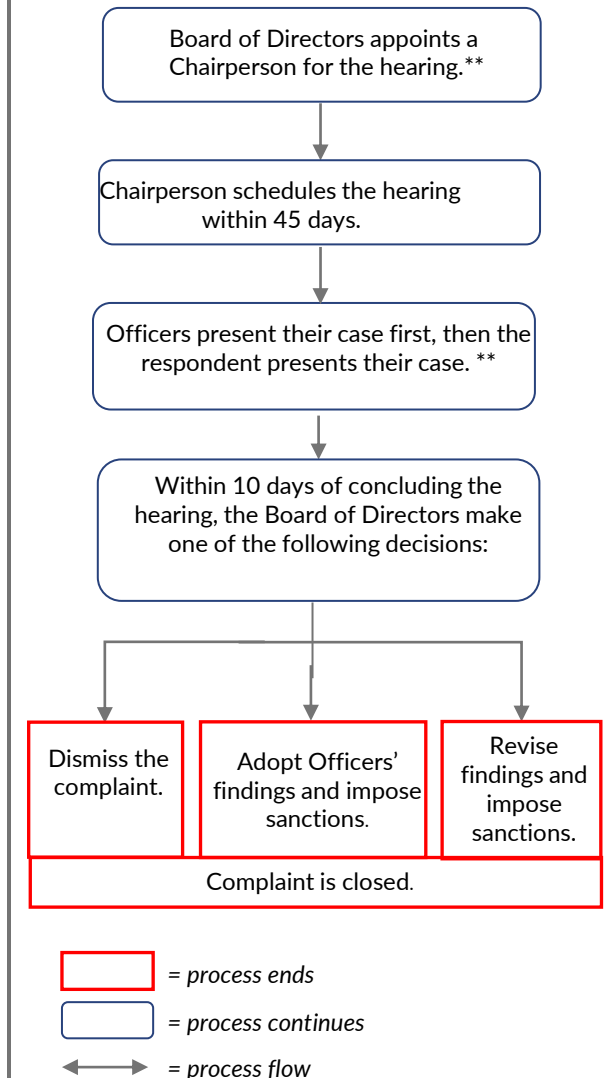
Phase 2

Committee on Professional Conduct/Officer Review



Phase 3

Hearing by Board of Directors



- Timelines may be extended by ILCMA President.
- Not all complaints go through all three phases.

* Officers of ILCMA include the President, Past President and President-Elect

** Although Officers are on the Board, they only participate in the hearing to present their evidence for their decision.

ILCMA Committee of Professional Conduct (CPC) works in conjunction with ICMA

1. If ICMA member, ICMA has jurisdiction and ILCMA CPC may assist in fact finding. If only ILCMA members that ILCMA has jurisdiction.
2. Subject to these Rules, the Offices of the ILCMA President, Past-President, and President-Elect shall be responsible for making final decisions on matters pertaining to enforcement of the ICMA Code of Ethics, including but not limited to, sanctions for violations thereof.
3. The Committee on Professional Conduct (CPC) shall be the committee responsible for assisting the Board of Directors in implementing these Rules and shall have the specific duties set forth hereinafter.
 - The CPC shall consist of a representative from each of the affiliate associations plus three at-large appointees as appointed by the President which provides for a wide cross-section of the ILCMA membership.
 - The CPC reviews ICMA ethics complaints or questions involving Illinois members, develops and carries out education and training activities to promote the highest ethical standards of conduct and serves as the primary liaison with the ICMA Committee on Professional Conduct.
 - A fact-finding sub-committee of at least three CPC members shall be appointed by the Chair of the CPC for conducting the investigation of a complaint of a violation in accordance with these rules.

Today's Ethical Challenges

- 1. Much more difficult to maintain the public trust in a more polarizing climate.**
- 2. National and state politics continue to filter down to our level.**
- 3. Proliferation of “Truth Decay”**
- 4. People are more tribal and unwilling to compromise.**
- 5. Social media exacerbates the worst in all of these challenges.**

Today's Ethical Challenges

As local governmental professionals that profess to be politically neutral, we are in a great position to help “Hold the Middle”

1. Fight against Truth Decay
2. Stay out of national political debates
3. Dispassionate leadership
4. Communicate to all elected officials on all issues
5. Remember the core principals of ICMA Code of Ethics:
 - Democracy
 - Integrity
 - Fairness
 - Honesty
 - Transparency
 - Commitment
 - Competency
 - Political Neutrality

Today's Ethical Challenges

Refrain from all political activities which undermine public confidence in professional administrators including involvement with candidates running for public office. In short, don't:

- Sign Petitions
- Endorse (Including Social Media)
- Donate to campaigns
- Attend Fundraisers
- Run for Office

Ethical Questions or Concerns

Ethics Resources:

- <https://icma.org/ethics>
- <https://icma.org/ethics-issues-and-advice>

Ethics Questions, Contact:

- Jessica Cowles, ICMA Ethics Director, jcowles@icma.org
- Dawn Peters, ILCMA Executive Director, dpeters@niu.edu
- Senior Advisors
- Mark Franz, ILCMA Committee on Professional Conduct Chair, mfranz@glenellyn.org

Words to Live by from Bob Morris

(Former Village Manager of Glencoe and ILCMA Lifetime Achievement Award is in his name)

Eight Techniques for improving leadership:

1. Show interest in staff
2. Thrust your staff capability
3. Praise your staff, but criticize sparingly
4. Be a good listener
5. Develop staff
6. Seek advise and suggestion from staff
7. Admit Error
8. Lead by Example

Words to Live by from Bob Morris

The Human Relations Code of Leadership:

1. Most important word, “We”
2. Most important two words, “Thank You”
3. Most important three words, “If you please”
4. Most important four words, “I want your opinion”
5. Most important five words, “I admit I made a mistake”
6. Least important work, “I”

Questions or Comments?