We are proud to present these 2013 Outstanding Local Government Achievement Awards

The OLGAs:

Each year, East-West Gateway Council of Governments presents its Outstanding Local Government Achievement Awards recognizing the extraordinary work of municipal, county, special purpose and school district officials in the St. Louis region. It does not matter whether a jurisdiction, department or district is large or small, volunteer or professional, part-time or full-time. We look for individuals who provide the highest level of leadership; for projects and partnerships that raise the bar; and for jurisdictions that provide a level of excellence, expertise and service in local government for all to emulate. We challenged you to bring those who embody these qualities forward for consideration and we honor them today.

Gateway Lifetime Public Service Award
Honors exemplary individuals who have given a lifetime of service to the public sector.

Exemplary Accomplishment by a Local Government Jurisdiction, Agency or Individual
Honors local government jurisdictions, special purpose and school districts, public agencies and individuals for unique achievements in the creation and implementation of exemplary government programs or projects and exceptional public sector contributions.

Exemplary Public/Private or Public/Nonprofit Collaboration
Honors successful joint ventures between local government jurisdictions or agencies and private or nonprofit organizations.

Exemplary Intergovernmental Collaboration
Honors cooperative efforts between local government jurisdictions or agencies resulting in positive changes in the community.
2013 OLGA Winners

Gateway Lifetime Public Service Award

Bill Haggard

T. Michael McDowell (posthumous)

Exemplary Accomplishment by a Local Government Jurisdiction, Agency or Individual

City of Creve Coeur Green Power Challenge

Mayor Monica Huddleston, City of Greendale

Paul Ellis, Director of Community and Economic Development, City of Columbia

Exemplary Public/Nonprofit Collaboration

Old North St. Louis

All Ready STL

Exemplary Intergovernmental Collaboration

St. Louis Area Insurance Trust (SLAIT)

Central Core Fire Chiefs Working Group

St. Louis Economic Development Partnership
When you look at Bill Haggard’s lifetime of contributions to the city of Herculaneum, Jefferson County and the region, there is little doubt as to his commitment to public service and the countless citizens that he has served. During his career, he has served as a public school teacher, a firefighter and chief, a councilman and a mayor and several of these careers have run concurrently. The breadth of Bill Haggard’s commitment to this region deserves our highest accolades and recognition. But for Bill, it really is just who he is. A guy who has always served his community because that is simply what we, in this business, do.

Bill Haggard is a lifelong resident of the city of Herculaneum. He earned his Associate’s Degree from Jefferson College where the Faculty Senate selected him to be the 2013 alumnus of the year and then a Bachelor’s of Science in Education from Southeast Missouri State University. In 1973 he was hired by the Hillsboro R-3 School District as a biological science teacher. And thus Bill began his first public sector career educating the students of Hillboro R-3 for the next 32 years, before retiring in May 2005. He served as president and treasurer of the Hillsboro NEA and on the Dunklin R-5 Board of Education from 1978–1983. He still assists the Black Cat Foundation, the fundraising arm for the Dunklin R-5 School District.

He was first elected to the Herculaneum Board of Aldermen in April 2004 and served until 2010 when he became interim mayor and then was appointed to the seat by the board in September of that year. Bill had already served as mayor pro tem in 2009 and 2010. During his tenure he has given countless hours of his time. He is a member of the City of Herculaneum Planning & Zoning Commission. He co-chaired the 2008 Herculaneum Bicentennial Committee. He also serves on the board of Herculaneum Today & Tomorrow and as the president of the Herculaneum Historical Society. Bill has been a staunch supporter of ensuring that Herculaneum is a healthy community initiating bike/walk planning, community recycling and as a member of both the Herculaneum Park Board and Tree Board.

Bill joined the Herculaneum Fire Department in October 1969 and has served as the department chief since January 1982. Bill is the current president of the Jefferson County Firefighters Association and the Jefferson County Citizen Corps and has been chairman of the Jeffco Fire Engine Rally for 18 years. He is the coordinator of the Herculaneum CERT (Community Emergency Response Team) program. He organizes tri-annual CERT training classes and monthly refresher training sessions, and is the president of the Jefferson County Citizen Corps Council (JCCCC). He annually organizes numerous fundraisers including Missouri Burn Camp and Backstoppers.

Bill is an incredible example of what it truly means to spend your life serving the citizens, city and region you love and reminds all of us why public service is such a rewarding path. Hats off to Bill for serving as a role model for what a lifetime of public service can achieve.
Michael McDowell

Michael McDowell was a 40-year veteran of municipal government who spent his life committed to public service, the cities he served, the organizations to which he committed his energy and the many students of public administration whose careers he helped shape. He passed away unexpectedly on August 9th at the age of 61. He will be remembered as a consummate professional, as a man whose voice filled the room along with his opinions and knowledge, but most of all he will be remembered for his passion for local government and public service.

McDowell was serving as the city administrator in Wentzville at the time of his death. It was a position he had only held since March 2013. In his brief months in Wentzville, Mike earned the respect of both city staff and elected officials and he helped streamline and change government processes to better serve Wentzville citizens.

Mike was the city manager in Olivette for nine years and served as city administrator in Creve Coeur from 1988-1998. He also held city management positions in Georgia, Tennessee and Arkansas. He was a credentialed local government manager who strongly supported the work of the International City/County Management Association, the Missouri City Management Association and the St. Louis Area City Management Association. Mike also served as the director of the Local Government Partnership, a collaborative effort of the East-West Gateway Council of Governments, the UMSL Masters in Public Policy Administration program, the Public Policy Research Center at UMSL and University of Missouri Extension providing technical assistance and training to municipalities across the St. Louis region. Even after he left this position, he remained a resource for many of the municipal officials and cities that he had assisted over the years.

But all who knew him will tell you that Mike was an educator and a mentor at heart. He served as a lecturer and adjunct professor for the UMSL Masters in Public Policy Administration program from 2007-2013. Deborah Balser, Director of the MPPA program noted, “Not only did he teach but he hired our students, guided our interns and let those students know how important local government officials are in our society.”

Many of Mike’s former students have gone on to careers in local government and many have noted that he will serve as a role model for years to come. Mike was always willing to set aside time for aspiring managers, he served as a career coach and continually reached out to his former students to assist in ensuring their success.

But Mike didn’t stop at graduate and professional education, he was also a long-time and very active supporter of the Citizenship Education Clearing House (CECH) at UMSL where he served on the advisory board and was a champion of its local government program for youth, MY LOGO (Missouri Youth Engaged in Local Government).

Wolfgang Althoff, the Director of CECH says, “He never got tired of helping out in the mock city council meetings at MY LOGO’s project fairs, Local Government Issue Forums and in teaming up with teachers to help classrooms learn about local government.”

He spent a lifetime in public service, he served our region well and his tireless commitment to his profession will be sorely missed.
City of Creve Coeur
Green Power Community

The city of Creve Coeur recognizes the importance of being a sustainable and environmentally conscience community, and has initiated many efforts over the years in support of these values.

Creve Coeur became increasingly focused on reducing the city’s carbon footprint. In 2008, they formed the Climate Action Task Force (CATF) and adopted the goal of a community-wide greenhouse gas emissions reduction of 20 percent by 2015. The city’s Climate Action Plan provides detailed actions the city can take to achieve its reduction goal. In the five years since adoption of the plan, the city has implemented many new initiatives including installing a system to use reclaimed water for a park spray pad, using reclaimed concrete in street projects, implementing a green purchasing policy, painting the roof of the Government Center with heat-reflective paint and conducting an energy audit of city facilities. Green practices and policies are now incorporated into every aspect of city business.

As part of the “20 percent by 2015” reduction goal, the city chose to participate in the U.S. Environmental Protection Agency’s (EPA) Green Power Community Challenge. To become a Green Power Community, the entire city had to offset its energy usage by 3 percent (approximately 1,500 megawatt hours) within a one year period, through the installation of solar systems or the purchase of renewable energy credits.

At the conclusion of the initial challenge year, 11 Creve Coeur businesses were participating in the Ameren Missouri Pure Power program and six had installed solar systems with Microgrid Solar. The businesses participating in the Pure Power program are among some of the largest in Creve Coeur: Mercy Hospital, Monsanto, Weber Chevrolet, Koman Group, and the Danforth Plant Science Center. There are currently 14 businesses and 13 residences utilizing solar power.

The city surpassed the Green Power Challenge requirement, offsetting 3.77 percent of the community’s energy usage with renewable energy and was designated a Green Power Community during the summer of 2013. This offset is the equivalent of preventing 11,760 metric tons, or 25,926,599 pounds, of carbon dioxide from entering the atmosphere. This reduction is the same as removing 2,450 passenger vehicles from the roadways for an entire year. Creve Coeur is now one of less than 50 communities nationwide to meet this challenge, the seventh in the Midwest, and is currently the only Green Power Community in the state of Missouri.
Mayor Monica Huddleston, City of Greendale

Mayor Monica Huddleston is currently serving her second term as mayor of the city of Greendale. She was first elected in 2003 and was the first female and first African-American to be elected to this position in her municipality. She chose not to run for reelection in 2007, but was elected for a second time in April, 2011. $600,000 in city capital improvements have been accomplished during her tenure. Monica Huddleston faithfully and tirelessly represents her city’s 651 residents but she seemingly never turns down an offer to serve the rest of us too. The citizens, organizations, and public officials of North St. Louis County and the entire St. Louis region have benefited from her energy, commitment and passion for public service.

Huddleston serves as treasurer of the Great Rivers Greenway Board of Directors. She has served on the St. Louis County Municipal League park grant commission that divides up the municipal share of the Great Rivers Greenway tax. She was also on the St. Louis County Green Ribbon Committee studying park issues.

She spearheaded the effort for Greendale to engage in a full comprehensive planning process in 2006 in spite of their small size and is involved now in the update of the plan 7 years later. She is keenly aware of the impact of nearby regional projects on her municipality and thus makes the effort to be informed and involved. She is an integral member of the Beyond Housing 24:1 Initiative, an initiative involving the 24 municipalities in the Normandy School District footprint. Mayor Huddleston participates in the Local Municipal Partnerships, the working group of the elected officials of the 24 municipalities, who are committed to finding ways to cooperate.

She is currently serving on the St. Louis County Municipal League Board of Directors. She is the legislative chair of the Suburban Mayors of St. Louis County that represents mayors of cities with populations under 10,000. As part of this organization, Mayor Huddleston has been paying close attention to the latest state legislation on the sales tax pool in St. Louis County and the work of the Interim Local Government Committee in Jefferson City.

She participates in training opportunities for her community wherever possible, including the Red Cross Emergency Preparedness Academy. She is an advisory board member of the Sue Shear Institute for Women in Public Life and has served on numerous East-West Gateway committees, most recently the EWG Public Involvement Planning Committee.

Mayor Huddleston retired in 2000 after a 25-year career with Southwestern Bell. She is a former president of the National Association of Black Telecommunications Professionals. She represented St. Louis County on the St. Louis Regional Empowerment Zone Board of Directors for eight years.

Monica Huddleston is a true advocate for North St. Louis County and the region. Her starting point is always what government can achieve for its citizens and she is committed to showing that small communities can and do provide the highest level of service. Her work with fellow officials, to collaborate and learn from each other, represents government is at its best.
Paul A. Ellis, Director, Community & Economic Development, City of Columbia

Paul Ellis’ goal is to ensure that Columbia, the city that he serves, is an integral part of our region. Paul quotes Woody Allen’s observation that, “90 percent of life is just showing up.” But it is clear that over the years Paul Ellis’ definition of just showing up is a bit more involved.

On regional landmarks, Paul helped local leaders organize support from St. Clair, Monroe and Randolph counties for identifying, documenting and promoting the historic Kaskaskia-Cahokia Trails, an effort that won statewide recognition this year from Landmarks Illinois. He has also completed restoration and transformation of an 1867 one-room school building into the Monroe County Welcome Center, a tourism information facility operated through an intergovernmental agreement of five local jurisdictions.

On regional business attraction: Paul is organizer and coordinator of a multi-jurisdictional marketing group of seven southwestern Illinois communities that coordinate their efforts at the annual Chicago Deal Making trade show sponsored by the International Council of Shopping Centers (ICSC). He also helped organize and promote the International Council of Shopping Centers (ICSC) Alliance Workshop held this summer in O’Fallon, Illinois addressing the competitiveness of downstate Illinois as a magnet for real estate development, drawing a record number of attendees.

On regional planning: Paul actively participates in both the Illinois and St. Louis chapters of the American Planning Association. He led the team of Southwestern Illinois city planners that hosted this fall’s Illinois APA downstate conference in Columbia. Columbia is the smallest community to host such an event in recent years and yet broke recent attendance figures. Paul also chaired the first “DIY Retirement Showcase” this summer—an innovative exhibition showing how residents across the region can make better choices to support aging in place.

On economic development collaboration: Paul serves as a member of the St. Louis Regional Chambers Regional Collaborative Economic Development Network and is a member of the Southwestern Illinois Economic Development Network. He also established and continues to moderate the Southwestern Illinois Economic Development Group on LinkedIn, an online gathering place for economic developers. Under Paul’s guidance, the city of Columbia compiled and filed the first cumulative 10-year Tax Increment Finance report with the Illinois Comptroller’s office (the only other jurisdiction to have filed to date is the city of Chicago) and now Paul is working to advise other cities and villages on how to use greater transparency as a marketing tool.

Paul Ellis is recognized today for effectively serving the city of Columbia and acting as a regional economic development and planning leader for the communities of Southwestern Illinois.
Exemplary Public/Private or Public/Non-Profit Collaboration

Old North St. Louis
City of St. Louis and Old North St. Louis Restoration Group

While the concept of a community-based nonprofit organization working closely with city government isn’t unusual, the unique aspects of the Old North St. Louis (ONSL) initiative include the comprehensive nature of the effort, sustained over many years, rooted in a vision established by the community, and diligently pursued with a mix of partners and outside resources. The dramatic turnaround from the brink of extinction to a vibrant, historic community has captured attention in the St. Louis region and well beyond. The Old North Neighborhood experienced a 28 percent population increase between 2000 and 2010.

This public/nonprofit collaboration between the city of St. Louis and the Old North St. Louis Restoration Group, a community development corporation, involves a comprehensive, neighborhood-wide redevelopment just north of downtown St. Louis.

Many ONSL Restoration Group projects have received planning support and funding from the City of St. Louis Affordable Housing Commission, Land Reutilization Authority, Cultural Resources Office, Planning & Urban Design Agency, the Commercial District Managers Program, Sustainability Office and numerous other city agencies. The success of these efforts was dependent on strong political leadership from former 5th Ward Alderwoman April Ford Griffin, as well as current 3rd & 5th Ward Alderpersons Freeman Bosley, Sr., and Tammika Hubbard and Mayor Francis Slay.

Over the past seven years, ONSL Restoration Group has worked with the city of St. Louis to reopen and redesign the former 14th St. pedestrian mall into a pedestrian-friendly, two-block corridor with a multi-modal transportation plaza. With assistance from RHCDA/Rise, these two blocks include 27 rehabilitated buildings providing for a mix of residential, commercial, and retail spaces. ONSL Restoration Group operates a farmers’ market and in 2010 opened a neighborhood grocery co-op. New housing, consistent with the historically compact development pattern, and historically rehabbed housing, have restored greater residential density at the core of the neighborhood. A range of housing choices now exist, including 20 market-rate and affordable new construction homes, as well as 74 affordable and 38 market-rate rental apartments in rehabbed buildings spread over a dozen blocks.

The public/nonprofit partnerships in Old North St. Louis have resulted in $60+ million in capital investment, the start-up or recruitment of more than 20 new businesses, major park improvements at one of the city’s oldest parks, and the establishment of a police sub-station on N. 14th Street and adoption of the Neighborhood Ownership Model crime prevention strategy, leading to a decrease of 40 percent in the number of incidents in the last year.

Old North is one of the country’s best revitalization stories. It was selected for the U.S. Environmental Protection Agency’s 2011 National Award for Overall Excellence in Smart Growth, one of only 12 communities in the nation thus recognized.
Focus St. Louis released a report in 2007 affirming that individual preparedness needed to be addressed to ensure that the St. Louis region would be better prepared for disasters. The All Ready STL campaign was developed to help foster a culture of emergency preparedness, accessible to all St. Louis residents, presented in a single approach.

The All Ready STL campaign recognizes the concern that those living with disabilities in the community are even less prepared than the community as a whole. There is a need to help people with disabilities prepare themselves, and those who support them, for disasters. All Ready STL includes:

- building training modules for agencies that serve people with disabilities;
- creating opportunities for community organizations to learn, share and train;
- offering assistance to Emergency Management Agencies to support functional needs planning;
- continuing to reach out to the region-wide community with support and resources;
- and offering the model to other organizations and communities across the country.

This exemplary public/nonprofit collaboration includes the Emergency Management Agencies representing each of the eight counties in our region working together with Paraquad, Linc, Incorporated, the American Red Cross and David Newburger, a regional advocate for those with disabilities who serves as the city of St. Louis’ Commissioner on the Disabled as well as co-founder of the Starkloff Disability Institute and so many others. Today All Ready STL is a partnership of 62 organizations.

ALLREADYSTL.COM is a hub of unified, preparedness information designed specifically for this region. Community outreach activities run concurrent to online activities. Outreach efforts are largely focused on people with disabilities, older adults, low-income individuals and non-English speakers. The All Ready Community Summit, held in September 2012, brought together more than 150 community leaders, representing more than 75 organizations serving the disability community. Numerous organizations collaborated to develop a “Train the Trainer” program. The American Red Cross has agreed to keep the program updated as a living document and is committed to providing the training to interested agencies free of charge.

The results throughout the region are most obvious in the broad and growing reach of preparedness training, the opening of dialogue between people with disabilities and first-responders on planning and preparedness, the assessing of and offering support to emergency management agencies to highlight the ongoing need for more planning, continuing efforts through public communications and the measuring of overall success to potentially market the All Ready Campaign as a national model.
Exemplary Intergovernment Collaboration

St. Louis Area Insurance Trust (SLAIT)

The St. Louis Area Insurance Trust (SLAIT), founded 25 years ago, is a self-insured pool of professionally managed cities in St. Louis County or its adjoining counties. Started with 17 original members, SLAIT membership currently stands at 27 municipalities and three intergovernmental entities. It first included workers compensation and general liability coverage and four years ago, SLAIT expanded, adding health insurance to its portfolio. SLAIT members choose which coverages are appropriate and also have the option to purchase public official and property coverage. SLAIT saves its members an estimated $2.1 million annually.

SLAIT members range in population from 3,500 to 47,000. SLAIT’s budget is approximately $25 million with $17 million in health insurance, $5.5 million in workers compensation and $2 million in liability. SLAIT programs currently cover over 2,900 employees with $185.5 million in premiums billed since 1986. Approximately 1,900 employees in 14 municipalities are enrolled in the health insurance program a number that increases when spouses and dependents are added.

SLAIT is governed by a 12-member municipal board of directors. Participating cities must have a city manager, city administrator or administrative assistant to the mayor grounded in a charter or established by ordinance. The manager must have operational control over all departments with the responsibility and authority to enact safety and risk management programs.

Founding members created the insurance pool because many carriers did not want to cover municipalities and due to the high cost of liability and workers compensation, especially for police and fire fighters. The decision to cooperate resulted in much lower insurance rates. Today, SLAIT’s workers compensation insurance is 18 percent less than the state’s normal pool cost. Municipal members enjoy the benefit of being part of a bigger pool and they see less fluctuation in their rates as a result. Insurance rates are still on the rise but SLAIT offers its members more stability than they might experience otherwise. SLAIT contracts for administration and claim management of their programs. By operating their own insurance trust, member municipalities can track their insurance dollars more easily and design wellness programs that best fit the needs of their employees. And best yet, if the trust has money left over at the end of the year, surplus funds are returned to the members.

The St. Louis Area Insurance Trust is an incredible example of intergovernmental collaboration that has worked for years and successfully expanded its services and level of cooperation. It sets a high bar for what the public sector can accomplish in terms of creating high quality programs that are cost effective for everyone involved. The St. Louis Area Insurance Trust ensures quality coverage for public sector employees, more efficient administration of complicated insurance programs, responsible use of taxpayer dollars and works for our region’s smallest and largest municipalities.
Central Core Fire Chiefs Working Group

Today we recognize 15 fire chiefs for their collaborative efforts as part of the Central Core Fire Chiefs Working Group.

This project brings together the municipal fire departments in the central core of St. Louis County to create and implement standardized emergency operational guidelines (SOGs) for all of the departments. All of the fire departments routinely rely on each other for assistance at fires and other emergencies. Prior to this effort each fire department had different operating practices.

Due to the complex nature of emergency services delivery in St. Louis County, the sharing of services is a critical, daily occurrence. It is typical for a simple house fire to have five or more fire departments respond. These fire departments provide support to each other through mutual aid but each has operated with different procedures. These differences, no matter how small, lead to less effective and less efficient operations. In the past, when fire units assisted each other, they had to wait to be directed by the local department prior to providing service.

The willingness of these 15 fire chiefs to take part in the development and implementation of SOGs across the fire departments is historic. A universal set of SOGs will let the multiple fire departments perform vital actions as if they were one department.

The fire chiefs have agreed to standard actions that let the responding departments know their roles and start without having to wait for instructions. This allows the incident commander to immediately focus on the unique needs of each event and gets basic operations underway in an organized manner, increasing effectiveness and efficiency. The SOGs also increase firefighter safety by ensuring that responders have common assignments and skills to perform fire and rescue operations as well as a unified plan on how to rescue a firefighter who may get trapped or injured during an emergency.

Since this program began in 2011 the Fire Chiefs Working Group have been able to create, adopt, train staff and implement 14 shared emergency operational guidelines or operating procedures. The working group has additional policies under development. The training aspect of this project was conducted over several months and included classroom and hands-on exercises for every firefighter in the central core on each policy and procedure. Over 300 firefighters have completed over 40 hours of training each for these new procedures alone, for a total of over 12,000 hours of training.

The success of this process in the Central Core is so positive that a group has been formed to take this process of standardized operational guidelines to all 46 of the fire agencies in St. Louis County.
St. Louis Economic Development Partnership

The city of St. Louis and St. Louis County have ushered in a new era of collaboration in economic development. Years of cooperation on business development, international trade initiatives and entrepreneurial support finally culminated in 2013 with the creation of St. Louis Economic Development Partnership.

In February 2013, St. Louis County Executive Charlie A. Dooley and St. Louis Mayor Francis Slay announced a major regional partnership between the economic development teams in the city and county. The staff of the St. Louis County Economic Council was joined by 10 business development and entrepreneurship staff members from the St. Louis Development Corporation in August to form the new St. Louis Economic Development Partnership. The St. Louis Development Corporation retains the real estate functions for the city of St. Louis.

CEO Denny Coleman from St. Louis County, President Rodney Crim from the city of St. Louis and a 15-member board appointed by the county executive and mayor now guide this joint city-county effort to support new and growing businesses. This formal collaboration promises to make St. Louis more successful through a common strategic plan and core messaging. It immediately puts the region on track for additional successes and sets the stage for job growth, an enhanced national and international image, and ultimately economic progress. St. Louis city and county will now be marketed as one.

The St. Louis Economic Development Partnership reflects the sentiment that St. Louis citizens and business leaders have championed for many years. The Partnership will focus on some of the most important areas of regional economic development—business development, entrepreneurship, international trade and business finance—and will capitalize on a lengthy history of successful collaborations including welcoming new citizens through the St. Louis Mosaic Project, expanding St. Louis’ only foreign-trade zone, creating the World Trade Center St. Louis, managing STLVenture Works, a small business incubator, and developing the Lumiere Place and River City casinos.

The St. Louis Economic Development Partnership is unique. It is among just a handful of agencies in the country to strategically position its regional economic development efforts. The partnership offers both immediate and long-term benefits—shared strategic plan, shared leadership and shared team. It is a one-stop economic development organization serving the geographic regions of St. Louis city and county, and positioning both for greater success for businesses, residents and the region.

And so today we honor the achievement of crossing the starting line…