Group Kicks Off Campaign to Establish Sept. 11 as National Day of Service

One Day’s Pay Secures Introduction of Senate and House Resolutions and Assembles Coalition of Businesses, Non-profits and Sept. 11 Organizations To Support Initiative

States Face Serious Budget Crunch in FY 2005

Kennedy School Report Shows Budget Strain May Last Through the Decade

New Survey Finds One in Five Has Experienced Employment Discrimination

New York—In an impressive show of unity, substance, political clout and resources, organizers of One Day’s Pay—which advocates establishing September 11 as a national day of voluntary service—kicked off its 2004 campaign at St. Paul’s Chapel across from Ground Zero by demonstrating unanimous support of the leading September 11 organizations and a blue chip list of non-profit partners and Fortune 500 corporate participants. The One Day’s Pay initiative, to encourage people to annually “give back to the community at least a day’s payment of service,” drew an estimated one million participants last year. The group hopes to more than double that in September 2004.

Earlier, U.S. Senator Charles Schumer (D-NY) and Congressman Peter King (R-Long Island) announced in Washington, DC, that in support of One Day’s Pay, they intend to introduce concurrent resolutions urging the president to designate September 11 permanently as a national day of voluntary service. Supporting the resolutions in the House as original co-sponsors are Representatives John McHugh (R-NY 23),

David Paine, president, One Day’s Pay and Jay Winuk, vice president and secretary, One Day’s Pay, review September 11, 2001, memorabilia following a press conference in New York City. One Day’s Pay, which advocates establishing Sept. 11 as a national day of voluntary service, kicked off its 2004 campaign at St. Paul’s Chapel across from Ground Zero by demonstrating unanimous support of leading Sept. 11 organizations and a blue chip list of non-profit partners and Fortune 500 participants.

Cambridge, MA—As state governments across the country begin their new fiscal year, they continue to experience serious financial problems despite the turnaround in the national economy, and the fiscal crunch may last through the decade. That’s the conclusion of a new White Paper authored by two faculty members at Harvard’s Kennedy School of Government.

The report, titled “Facing the Fiscal Crises in State Governments: National Problem; National Responsibilities,” resulted from a conference last year sponsored by the Kennedy School’s Taubman Center for State and Local Government. It is authored by Robert D. Behn, lecturer in public policy, and Elizabeth K. Keating, assistant professor of public policy.

“There is no one, uniform, nationwide, state fiscal crisis,” the authors conclude.

“There are fifty different state fiscal crises—some small, some large, and each with its own unique characteristics.”

Although the specific characteristics vary between states, the paper identifies several common contributing factors that have seriously impacted state budgets in recent years. Those factors include:

• Median per-capita state spending tripled in the 2001–02 fiscal year. That’s the equivalent of an annual increase of 6.2 percent.

• Growth in state revenues during the 2001–02 fiscal year averaged 5.4 percent, compared to 11.7 percent the previous year.

• Medicaid is now the second largest state expenditure, outpacing K-12 education, higher education, and the prison system.

• Eagan, MN—More than one in five Americans say they have experienced employment discrimination, according to a new poll by the legal Web site FindLaw (www.findlaw.com). Twenty-two percent of those surveyed said they had been unfairly denied a promotion or raise by an employer because of their gender, race, age, religion or disability.

Gender bias was the most commonly cited type of employment discrimination, according to the FindLaw survey. Sixteen percent of women said they felt they suffered discrimination because of their gender, compared with only five percent of men. The survey interviewed 1,000 adults, with results accurate to plus or minus 3 percent.
Advocates for National Day of Service Receive Corporate Support

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Carolyn Maloney (D-NY 14), Ed Towns (D-NY 10), Dan Burton (R-IN) and Mike Castle (R-DE At Large). Others were expected to join in their support as well.

“Nothing could be a more wonderful tribute to those lost that to rekindle each year with millions of expressions of personal compassion toward those most in need,” Rep. King said. “It would be an appropriate, meaningful legacy indeed, and I call upon Congress to pass this resolution expeditiously, and to encourage the President to adopt a proclamation designating September 11 as a day of voluntary service, charity and compassion.”

“Five years from now, the idea of observing September 11 as a day of service as well as a day of loss will be well understood and widely embraced throughout this nation,” said David Paine, president and co-founder of New York-based One Day’s Pay.

Leading September 11 Groups Unified in Support

Rallying in support of the non-profit One Day’s Pay initiative were leaders from the Cantor Fitzgerald Relief Fund, Coalition of September 11 Families, Doyle September 11 Support Group, Families of September 11, September’s Mission, September Space, Skyscraper Safety Campaign, Tuesday’s Children, Voices of September 11th, Where To Turn, Windows of Hope Family Relief Fund, World Trade Center United Family Group, and WTC Survivors Network.

Together, they issued a joint statement calling upon the nation to consider permanently setting aside September 11 as a day for voluntary acts of unity, service and compassion. (See separate statement, or review on our Web site.)

“I feel certain that, when it comes to how best to mark September 11, the September 11 families and their representative organizations are of one mind,” said Nikki Stern, executive director of Families of September 11, a national advocacy organization.

“One Day’s Pay effort speaks to the enduring desire of the American public to continue to observe September 11, by expressing compassion and selflessness in a way that is meaningful to them,” said Mark Shriver, president, national community service organizations, American Red Cross. “With nearly 900 locally supported chapters and 36 Blood Services regions across the country, the American Red Cross can attest to the power of voluntarism. It is only through our volunteers’ gifts of time and blood that we are able to help millions of Americans each year.

Corporate Funding and Employee Participation Nationwide

One Day’s Pay also announced that it had received an initial seed grant of $50,000 from JPMorgan Chase, a leading financial institution, and is in continuing discussions with several other leading companies for additional financial support. The group’s goal is to raise nearly half a million dollars between now and July 2005.

“The people of our company, like virtually everyone in New York, have a first hand and very personal understanding of the hardships created by September 11 as well as the remarkable show of humanity that arose in response to it,” said Pamela Kersey, chief operating officer, The J.P. Morgan Chase Foundation. “Our organization is one of the largest employers in the state of New York, with a very active workplace volunteer program, and we are extremely pleased to help support an initiative with such wonderful intentions, to encourage people to help others in a way to remember those lost and injured.”

One Day’s Pay also announced that nine other leading corporations have pledged to specifically invest about the initiative to their employees by including links to the One Day’s Pay site and/or engage in other activities inviting employees to voluntarily observe September 11 as a day of service. These include AT&T, Bank of America, Cisco Systems, Citigroup, ING Clarion, Ingram Micro Inc., KPMG, the office of the National Football League and Verizon.

One Day’s Pay Web Site Provides Many Helpful Ideas

Under the One Day’s Pay initiative, people and organizations are invited to visit www.onedayspay.org to make free, non-binding pledges to engage in personal or organized acts of service of some nature on or around September 11. This information is kept entirely confidential and is used solely to help track the number of participants in the campaign.

Although people and organizations are encouraged to decide for themselves how best to observe September 11 and to make the nation places to do so, the One Day’s Pay web site provides many choices, powerful search engines and other resources to help individuals and groups find and sign up for a wide range of volunteer and service opportunities. Directly from the site, people can make appointments to give blood, prepare a disaster plan, schedule volunteer orientations, and donate money to more than 850,000 charities registered through Network For Good, a national non-profit that connects charitable donations for other charities. The charities, including charities related to September 11, are registered with GuideStar, the national database of non-profit organizations. People also can find opportunities with Habitat for Humanity, search for local Goodwill collection centers, join community-based Citizen Corps to assist in hometown service activities and locate volunteer centers serving their communities through the Points of Light Foundation & Volunteer Center National Network.

“The important message is that people are not limited to engaging in service just on September 11th,” said E. W. Wink, vice president of One Day’s Pay, who lost his brother Glenn at the World Trade Center.

“They can make a plan to do something later. The idea is simply to observe September 11 by thinking about the needs of others, whether by making plans or by engaging in activities that express their own personal definition of service and compassion. The same is true for businesses. We’re not suggesting they close, only that they offer their employees options on ways they can observe September 11 through service. That can be organized through the company, or it can be employee-driven, independent of what the company might decide to do itself.”

New York Cares (www.nycares.org), New York Cares’ leading volunteer service organization, is providing a wide range of volunteer opportunities around September 11th, 2004 and throughout the fall and winter period. Projects available include a large number of education and tutoring programs for the new school year, as well as projects working with the homeless, elderly, clothed clothes, and more. New York Cares offers thousands of opportunities to volunteer each month.

“During the first year after September 11, New York Cares volunteers provided more than 56,000 hours of service to recovery and relief projects,” said Ariel Zwig, executive director of New York Cares. “People in New York continue to look for opportunities to honor the victims of September 11, their family members, and also pay tribute to the tireless efforts of relief and recovery workers. New York Cares can help New Yorkers find volunteer opportunities to commemorate September 11 and to engage in service throughout the year.”
Affirmative Action and Equality of Opportunity

Robert P. Goss

“Representative democracy” was used decades ago to describe our civil service. Paul Van Riper noted that to be representa-tive a bureaucracy must consist of a reasonable cross-section of the body politic in terms of occupation, class, geography and the like and must be in general tune with the ethos and attitudes of the society of which it is a part. The representation bureaucracy has always appealed to me, and I have applied this notion to protected class characteristics such as race, creed, color, national origin, and gender as well. We ought to seek for our public service to be a reasonable reflection of the people served, as this is consistent with the moral vision of our American democracy as being “government of the people, by the people, and for the people.”

Similarly appealing is the morality of the dissenting opinion written in the Plessy v. Ferguson case of 1896 by Justice John Harlan who opposed segregation: “Our Constitution is color-blind and has no regard for suchlabels as “nigger”, “chinaman”, “native American”, etc. The concept of equality that are so basic to our society sometimes run headlong into the reality that equal opportunity is quite different than equality of outcomes. The divide between equal opportunity on the one hand and equal outcomes on the other is the space occupied by affirmative action. Even debates about its meaning ring with the space occupied by affirmative action. Even debates about its meaning ring with the complexity of the subject and the agonizing choices that flow from wrestling with it. The application of the 14th Amendment’s equal protection clause in Brown v. Board of Education of Topeka, the subsequent Civil Rights Acts of 1964 and 1968, and the issuance of Executive Order 11246 had discrimination elimina-tion as a main thrust. But where we still find ourselves confronting evidence of disparity including protected classes, we may yet ask whether and to what extent affirmative action ought to be used to remedy disparate results. The Supreme Court and other bodies have provided some guidance applicable to the public service. From Gratz v. Bollinger and Grutter v. Bollinger, both 2004 cases, and previous cases we may deduce that, if the public service is not reasonably represent-a-tive of the general population, and affirmative action in the form of prefer-ences or quotas—such as in United States v. Paradise in 1987—is not able to be justified as a method of redressing former oppression and injustice, affirmative action may still be used if there is a compelling interest in achieving diversity or representative bureaucracy. The courts, however, are likely to apply strict scrutiny as explained in City of Richmond v. Croson Co. in 1989 and Adarand Contractors, Inc. v. Pena in 1995 to any such affirmative action plans dealing with protected classes. On the other hand, if voters or elected officials conclude to ban or prohibit the use of preferences or quotas as a matter of public policy—such as was done with the California Civil Rights Initiative in Proposition 209 in 1997, Washington State’s Initiative 200 in 1998, or the “One Florida” initiative in 2000—those actions will be upheld because they do not violate equal protection (Coalition for Economic Equity v. Pete Wilson 9th Circuit opinion in 1997 was affirmed by the Supreme Court).

Correspondingly, the U.S. Department of Labor’s Office of Federal Contract Compliance Programs (OFCCP) enforces Executive Order 11246, first issued by President Lyndon Johnson in 1965. That agency’s website indicates that equal opportunity and affirmative action are required integral elements of a contrac-tor’s agreement with the government. For example, supply and service contractors must develop and implement a written affirmative action program to which the contractor commits to making a good faith effort. These may include expanded efforts in outreach, recruitment and training in order to have the contractor’s workforce reflect utilization of women and minorities on a basis equal to their availability in the labor pool indicates appropriate. But the OFCCP emphasizes that result-oriented procedures and the numerical goals do not create quotas for specific groups with these plans. Neither are they designed to achieve proportional representation or equal results. Rather, the process of setting goals in an affirmative action planning is used to target and measure the effective-ness of affirmative action efforts to eradicate and prevent discrimination. Specifically prohibited are quotas and preferential hiring and promotions under the guise of affirmative action numerical goals, meaning that discrimination in the selection decision is prohibited. Admittedly the bundle of court cases, statutes, executive orders, agency rules and regulations and popular initiatives contain mixed messages. In general, there is wide agreement that nondiscrimination provisions protecting individuals on the basis of race, creed, color, national origin, and gender must be enforced. There is also support for affirmative action planning. But there is a lack of support for the use of techniques like preferences and quotas except in instances where there is a history of illegal discrimination that justifies their necessity, or where such methods are needed to achieve a compelling govern-mental interest. 

What ethical responsibilities do the public service have? We have the respon-sibility of effectively and sensitively carrying out the policies applicable to our respective jurisdictions under our federal system of government, and we are accountable to the people for it–both citizens and agency clients–as well as to elected officials within our American democracy whether we agree or disagree with the policy. Where affirmative action policies, we may seek the discovery of highly individualized, holistic review of a job seeker’s file. Where public policy is not clear, we may have the capacity to use our administrative discretion to clarify equal opportunity policies, both those applicable to the civil service, as well as those applicable to outside contractors and grantees where governmental personnel oversee such out-sourcing. Many would describe the nonprofit and for-profit personnel that provide public goods and services as a part of our broader public service. Lastly, we as public servants have the privilege and opportunity to participate actively in the public discussion of what equality of opportunity and affirmative action policies are fair, needed, and consistent with our democratic values.

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Affirmative Action and Equality of Opportunity
Affirmative Action and Equal Opportunity

Affirmative Action and Equal Opportunity in Higher Education

James C. Harvey

As this brief essay is being written, affirmative action and equal opportunity are still badly needed. It may well be that Derrick Bell is correct that inequities for African-Americans will still exist by the end of the 21st century and may never disappear. It is true that other minority groups have also suffered from discrimination in this country, but I will focus on Blacks as they have been the focus of much of my research and writing for a number of years.

It is ironic that Blacks came to this country involuntarily almost four centuries ago. During the many years of struggle many court decisions have been issued which have altered the law to lessen the hardships a Black person in our society endures. Indeed, a little over forty years ago, the omnibus Civil Rights Law of 1964 became law which covered a number of areas of American life. Affirmative Action programs largely emanated from Title VII of that law, interpretations of the 14th Amendment, and Executive Order 11246 (as amended). They were utilized to ameliorate conditions for Blacks. Indeed, some scholars have argued that the steps taken by government and industry.

The 1954 Plessy v. Ferguson case became what they could be in America. Those who have not had the chance to become what they could be in America. My focus here, however, will be on higher education which may open the doors of opportunity for those who have not had the chance to become what they could be in America. The 1954 Brown v. Board of Education decision of the United States Supreme Court which overturned Plessy v. Ferguson of 1896 seemed to open the doors for public school education. Moreover, a number of court decisions gradually changed graduate and professional education in universities around the country. Eventually some universities began to permit more Blacks to attend and graduate from them. This was important because a college education is not compulsory in this country. Nevertheless, university training often is a prerequisite to obtain higher positions in government and industry.

A key Supreme Court decision was issued in the 1978 in the Bakke case. The medical school at the University of California at Davis had what the court declared by a narrow vote was a quota system for entrance into the medical school. Justice Powell stated that race could be considered a factor for entry into the school. Bakke, a white student, ultimately received his medical degree from the school. The Powell statement became the focus of many later decisions.

Many other court cases have tended to adversely impact Affirmative Action or are still unfolding such as the one in Mississippi which may return to the Supreme Court’s agenda. Cases in Louisiana, Georgia, and Tennessee have had mixed results. In California Affirmative Action has had a setback, including a statewide ban on Affirmative Action and a decrease in Black enrollment. In the state of Washington, the case involving the law school may eventually end up in the Supreme Court in Smith v. University of Washington Law School. The state banned racial preferences in a 1998 election.

A legal team called the Center for Individual Rights has played a major role in attempting to block minority and African American admissions. In the case involving the University of Texas Law School in 1996, the plaintiffs who were white students succeeded in defeating the affirmative action plans of the law school. The Hopwood case decided at the Fifth Circuit Court of Appeals invalidated the law school program, and the U. S. Supreme Court would not rule on the case. That had the effect of upholding the Court of Appeals decision. Interestingly enough, the Court of Appeals ruled that the Bakke decision was not good law because Powell’s statement was not ruled on by a Supreme Court majority.

The states of Texas and Florida have attempted to deal with affirmative action by permitting the top 10 percent or 20 percent of high school students to be admitted to the state university systems. However, as the U.S. Commission on Civil Rights slated recently these actions have caused a nosedive in Black enrollment.

The University of Michigan case involved both undergraduate and law school admission and was decided in 2003. Apparently, the Supreme Court decided to hear the case because of conflicting lower court opinions. In Jennifer Gratz and Patrick Hamacher, Lee Bollinger, et al. the United States Supreme Court ruled that the undergraduate admission program led to a quota since minority students (including African-Americans) were automatically given 20 points out of 100 for admission to the undergraduate program. There were no individualized consideration of applicants.

However, the court ruled differently in the law school case. The law school is considered to be one of the best in the country. There was no point system available to minorities in the case of the law school and candidates for admission were judged individually. This case entitled Barbara Butter v. Lee Bollinger et al. led to a favorable ruling for the law school. By a 5-4 margin the Court held that the law school was constitutional in that it provided for a “critical mass” of minority students but no certain numbers.

The University of Michigan had the support of many military leaders and Fortune 500 companies who secure many of their minority leaders from schools such as the University of Michigan. They sent supporting briefs to back the university before the Supreme Court. Thus, on balance many observers held that affirmative action was still alive and well. Mary Sue Coleman, who replaced Bollinger as president of the University of Michigan, has been widely hailed for her continued support of affirmative action and equal opportunity.

However, in spite of the University of Michigan decisions, the concept of affirmative action remains tenuous on many campuses. Special programs and scholarships set aside for minorities have been dropped or are in jeopardy. This author is inclined to agree with Gurin who testified in the Michigan cases that affirmative action and equal opportunity must mean more than having a certain number of minorities on campuses. She did a study of a special group of diverse members on the campus at the university of Michigan showing that there were benefits accruing to minorities (including Blacks) as well as whites from such interactions. Her study can be read in Volume 60 of The Journal of Social Issues.

African-Americans will still have a tough time not only getting into special programs, receiving scholarships but even being admitted, particularly at the so-called elite universities. The Center for Individual Rights, the National Association of Scholars, and the Center for Equal Opportunity can be expected to watch the campuses closely which will probably lead to more litigation. The University of Washington Law School case should be interesting if it reaches the Supreme Court. “Critical mass” is vague enough to entail more cases to come before the courts. This was a key concept in the law school decision. Will African Americans and other minorities have an even more difficult time than they have now to make it to the top positions in the military and industry? Affirmative action is likely to be an issue in the presidential campaign this fall.

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THE SEPTEMBER PA TIMES SPECIAL SECTION FOCUS IS:

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Affirmative Action and Equality of Opportunity

SPECIAL SECTION

Is Policy Failure Responsible for the Persistent Wage Discrimination Against Women?

Elizabeth Sharpe Overman

On the 41st anniversary of the Equal Pay Act (1963), the largest employer in the world, Wal*Mart, faces the largest federal civil rights case in U.S. history. Up to 1.6 million women who have worked for Wal*Mart since 1998 are eligible to join the suit. Although the company claims that the case has no merit, it does bring up the question of whether or not this $1 billion class action suit was filed because of policy failure. This suit is a class action filed under Equal Employment Opportunity (EEOC) laws which as Klinger and Nalbandidian are designed to protect individual rights while promoting employment opportunities and fairness in employment processes and decisions. Wal*Mart attempted to disaggregate the case arguing that each store developed its own discrete employment practices. The judge disagreed. The fact of this case confirms Gibelman’s (2003) argument that although the issue of equal work for equal pay has long legislative and judicial history it remains a social problem with remarkable staying power.

The Legislative History

The 1961 President’s Commission on Equal Employment Opportunity created by Executive Order 10925 prohibited discrimination on the basis of gender, race, creed, color, or national origin by federal contractors. President Johnson expanded President Kennedy’s efforts with two more Executive Orders, 11246 (1965) and 11375 (1965). Together they made it illegal for federal contractors to discriminate on the basis of race or sex in their employment policies and practices and required contractors to take affirmative steps in all business operations, not just federal contracts. The Equal Pay Act of 1963, an amendment to the Fair Labor Standards Act, requires equal pay for work involving equal skill, effort, responsibility, and working conditions. The 1964 Civil Rights Act, strengthened in 1991 through amendments, defines illegal discrimination. Title VII specifically forbids discrimination in employment practices based on race, color, religion, sex, or national origin. Title VI of the Equal Pay Act has also been amended to prohibit discrimination on the basis of gender, race, color, or national origin in any program or activity that receives federal government financial assistance. This includes programs that receive loans, tax breaks, or grants and contracts from the government. In addition to federal legislation, state and local governments also have equal pay laws. Title VII was also strengthened by amendment in 1991 which allowed the EEOC to bring civil suits against employers for discriminatory practices. Prior to this the only remedy for EEOC was the threat to withdraw federal funds if there was no engagement in dialogue with a resulting conciliation.

The need to remove artificial barriers to advancement which leads to an under representation of women and minorities in management and decision-making positions has been addressed in Title II also known as the Glass Ceiling Act (P.L. 102-166). In March of 1995 the Glass Ceiling Commission, created under Title II, identified pay inequity as a continuing problem. Gibelman points out that although the issue of equal pay for equal effort, responsibility, and unionization has never appeared. The recommendations vaguely favored a private sector solution which has never appeared.

The Judicial Response

The courts, for their part, have worked to reduce workplace barriers. Gibelman points out that in 1971, the Supreme Court in Reed v. Reed made it illegal, when both genders are equally qualified, to give preference to men. In Fontiero v. Richardson the same court ruled in 1973 that it was unconstitutional to treat women in the military differently than men when dispensing benefits to dependents. In this case Justice Brennan argued that classifications on the basis of sex should be considered “inherently suspect” and justified a standard of “strict judicial scrutiny.”

Policy Implementation Failures

Gibelman points out those policy implementers such as the EEOC are pressed with a substantial backlog to an already heavy load. She reports that states that have passed legislation creating parallel agencies to prevent wage discrimination all too often suffer the same fate as their federal counterparts. Neither government nor business has implemented a climate of comparable worth. They see it as too expensive even though it is commonly acknowledged that largely male business CEO’s are making inordinately high salaries compared to today’s workers. This response violates the spirit of Title VII for private employers and denies public employees their rights to equal protection and due process guaranteed under the Fourteenth Amendment DiNitto and McNeece confirmed in 1997 that overall, wage discrimination laws are poorly enforced. Funding for EEOC remains inadequate and all too often people pursuing a remedy are discouraged because of red tape and the long wait.

Despite an impressive legislative and legal history coupled with the fact that women now have more political power, further studies continue to show that as the percentage of women in identified occupational groups’ increases, the weekly salary decreases. Even though women now sit on boards, run major organizations, and work in growing numbers in traditionally male dominated professions such as medicine, law and academia, the sex of the worker performing a job surpasses education, experience and unionization as the best single indicator of the compensation for that job.

Is it any wonder so many households in this country below the poverty level are headed by women? Most of Wal*Mart’s workers are women and studies show that Wal*Mart employees depend upon public assistance far more than do workers employed by other large companies.

Overall, equal pay for equal work remains elusive despite a substantive accumulation of legislative, executive and judicial remedies. Women are still subject to sex role stereotyping and adverse role socialization. In part, this is because of inadequate enforcement mechanisms and the under funding of agencies that pursue monitoring, oversight and claims. In addition there is a fear of repercussions by affected workers that prevent many from seeking a remedy. And, the private sector has not implemented pay equalization which it views as bad for business. Wal*Mart, like the policy makers, appears to have ignored the implications in the 1995 Glass Ceiling Commission’s Report entitled, “Good for Business: Making Full Sense of the Nation’s Human Capital.” Is the lesson here that laws alone won’t eradicate centuries of discrimination against working women? Or, should policy makers revisit this issue of inequality before other businesses, the engines that drive the economy, become entangled in potentially devastating court cases?

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The Ethics of Affirmative Action

Leland Ware

On June 23, 2003, the Supreme Court issued the long-awaited decisions in the University of Michigan affirmative action cases, Grutter v. Bollinger and Gratz v. Bollinger. After a decade of decisions reflecting an increasing skepticism about affirmative action policies, the Supreme Court issued a ruling that grants colleges and universities broad discretion to develop race-conscious admissions programs. The implications of the Michigan decisions extend beyond higher education. The constitutional legitimacy of affirmative action has been reaffirmed, but the debate on the merits of the policy is likely to continue.

From the beginning, affirmative action policies provoked an emotionally charged and ultimately polarizing debate. Using thinly coded phrases such as “quotas” and “preferential treatment,” opponents proceed from a flawed but widely held assumption that affirmative action means the displacement of qualified whites with less qualified minorities. Affirmative action supporters have a different view. They examine the conditions resulting from discriminatory practices from the perspective of those who have been injured by an elaborate system of racial exclusion. They believe that affirmative action promotes equality and advances the unfinished process of desegregation.

Many share this view. In the Grutter case, friend of the court briefs filed on behalf of America’s leading corporations and by individuals representing the nation’s military establishment explained the importance of workplace diversity. The military’s brief asserted that “a highly qualified, racially diverse officer corps educated and trained to command our nation’s racially diverse enlisted ranks is essential to the military’s ability to fulfill its principal mission to provide national security.” The corporate brief expressed similar sentiments. It stated that:

Because our population is diverse, and because of the increasingly global reach of American business, the skills and training needed to succeed in business today demand exposure to widely diverse people, cultures, ideas and viewpoints.

Employees at every level of an organization must be able to work effectively with people who are different from themselves. [American businesses] need the talent and creativity of a workforce that is as diverse as the world around it.

Affirmative action policies allow decision makers to take race-conscious actions aimed at reducing the disparities resulting from decades of racial exclusion. This remedial rationale has been all but subsumed by another justification; the recognition of the value of “diversity.” Underlying the diversity rationale is an implicit recognition of the need to include African Americans and other minorities who were excluded by decades of discriminatory practices. As Justice O’Connor stated in Grutter, “race, unfortunately, still matters” in American society.

Affirmative action discourse has evolved from a legal and public policy discussion into an emotionally charged political debate. Much of the rhetoric appeals to sentiment rather than reason. This is reflected in the invocation of “color-blindness” as an argument against affirmative action. This contention has a superficial appeal, but it does not withstand analysis. The treatment people equally is not the same as treating people as equals. The color-blind approach would treat blacks and whites as if they were similarly situated when, in reality, they are not. It also requires one to discount entirely the history and context of race-relations in America. Color-blindness is the goal to which most of us aspire, but the adoption of this approach will not promote equality. Some amount of positive effort is needed to break down the customs and practices that perpetuate discriminatory practices long after the legal barriers were eliminated.

There are many race-based disparities, rooted in segregation, that persist into the present. For example, the 2000 census revealed that America is becoming more racially diverse, but the nation’s inner cities are more segregated now than they were 50 years ago during the era of official segregation. Studies regularly conducted by the U.S. Department of Housing and Urban Development, academic researchers, and private organizations demonstrate conclusively that today’s residential segregation stems not from the private choices of individual families but from decades of official segregation and the persistence of discriminatory practices in the nation’s housing markets. Residential segregation is the principal cause of continuing segregation in urban schools.

There are many episodes of overt racism that occur on a regular basis. It is reflected in the behavior that ranges from petty insults to deadly hate crimes. However, much of the discrimination that occurs today takes place at a subconscious level and the actors are unaware of the forces that influence their conduct. As one commentator noted, unconscious racism “is learned, internalized, and used without awareness of the source.” This is why many individuals who consider themselves supporters of equality make hiring, promotion and other decisions that disadvantage African Americans and other people of color. Diversity is, in reality, a policy that allows race-based affirmative action, although it is not seen as a remedy for the present effects of past discrimination.

I grew up in the south, during the height of the Civil Rights movement. I attended segregated schools long after the Brown decision because Atlanta, Georgia, like other southern jurisdictions, pursued a policy of “massive resistance” to desegregation efforts. I will never forget the “whites only” signs that symbolized the racial order of that period. Conditions are considerably different now, but America is still a long way from rectifying the problems caused by those mistakes. The arguments for race neutrality disregard this reality and proceed as if segregation never existed.

As one whose career has been aided by affirmative action policies, I can only speculate what I might have achieved without it. I know what segregation meant for my parents and others in their generation. Race conscious policies were formalized when the Supreme Court endorsed segregation more than 100 years ago in the 1896 decision in Plessy v. Ferguson. The calls to end affirmative action are still too early. The demand for color-blindness is a century too late.

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Affirmative Action and Equality of Opportunity

Making Progress on Equality and Opportunity

NLC Conducts Resurrecting the American Dream Campaign

Gwen Wright

Local governments and local elected officials are key elements in any effort to address racial and ethnic conflicts, promote racial justice and ethnic harmony and develop and sustain a local agenda that reflects the priorities of a diverse community. Issues of racial justice and race relations pose significant challenges for local governments, impacting the social conditions in which local governance occurs everyday. Through more than a decade of work on racial justice and race relations, the National League of Cities (NLC) is seeking to reinforce the idea that local elected officials are uniquely positioned to seek the idea that local officials can have a real and significant impact on reducing racism—and thus also strengthening governance and democracy—in their communities.

Research and Development

For 14 years, NLC has engaged in specific projects focused on helping local officials improve race relations, reduce racism and achieve racial justice. From 1990-1993, NLC addressed the topics of Diversity and Governance through its City Futures Process—a three-year cycle of study, reporting and action devoted to a topic of significant import to America’s cities and towns. The results of the Futures Process were a report, Diversity and Governance: Changing Populations and the Futures of Cities and Towns and an agenda for future NLC work. NLC conducted a project on Diversity and Local Government from 1993 to 1998, funded by grants from the Ford, George Gund, AT&T and Fannie Mae Foundations and additional funding provided by the Philip Morris Companies and the National League of Cities. This project included training and education efforts for local officials, publications and modest technical assistance to four cities—New Haven, CT; Jackson, TN; Columbus, OH; and Wichita, KS.

The issue of racism, in particular, was focused upon as part of NLC’s Futures Process from 1998-2000. Former Wichita, Kansas Mayor Bob Knight adopted the theme of “Undoing Racism” for his tenure upon election as NLC 2nd-Vice President in 1998 and carried that theme and agenda through to his year as NLC President in 2000. President Knight then took the discussion to city officials and other organizations around the country as he traveled and delivered speeches in his presidential year.

From 1999-2001, NLC conducted another multi-year project, the Campaign to Promote Racial Justice, on racial and ethnic relations funded by the Charles Stewart Mott Foundation. This project focused on education about racial and ethnic issues for local officials and was designed to follow up on the work conducted through the Futures Process.

What We Learned

Through these projects, we have identified a number of key observations that have helped to further our work around these issues. They include:

City Hall as Role Model. City hall plays an important part in how communities respond to the problem of racism— from workplace policies and procedures to the nature of staff interactions with local residents. With the status of major employer, community leader and provider of innumerable services, city governments have the opportunity and responsibility to model the types of behaviors that will help to reduce racism throughout their communities. Municipal employment practices—from recruitment and hiring to training and the enforcement of workplace anti-discrimination rules— can send a strong signal to city employees, local employers and others about the extent to which the city is truly committed to reducing racism. Similarly, city services—can help to create a climate where all residents feel comfortable in their interactions with city hall and where all constituents feel treated equally. Local officials can acknowledge the problem and engage the community in defining problems and seeking solutions.

A “Civic Capacity” Approach. Local elected officials need to reach beyond city hall in an effort to use (and if necessary, help build) the civic capacity that is necessary to achieve solutions. Understanding the leverage and limits of the municipal role is key for local government agencies such as the Federal Equal Employment Opportunity Commission or their state or local human rights commissions, who wish to research employment laws and to discrimination can learn about relevant labor and employment laws, find links to governmental agencies such as the Equal Employment Opportunity Commission and use directories for finding employment law attorneys in their area at helpful free web sites such as www.findlaw.com. Online resources such as FindLaw are also helpful for employers who wish to research employment laws and find legal counsel that can help ensure they are in compliance with laws that apply to their business.

Report Finds Nearly Equal Percentage of Men and Women Discrimination Victims

From DISCRIMINATION, pg. 1

minus three percent.

Employment Discrimination in the News

A U.S. District Court judge recently certified a class-action lawsuit covering more than 1.6 million current and former female employees of Wal-Mart stores. The suit charges the retail giant with systematically discriminating against women in pay and promotions. Last week, Boeing settled a sex-discrimination lawsuit and agreed to change its compensation and promotion practices and pay as much as $72.5 million to as many as 29,000 current and former female workers in its Seattle-area aircraft plants.

According to the FindLaw survey, the most commonly cited types of employment discrimination were:

Gender 10%
Age 9%
Race 8%
Disability 4%
Religion 3%

A nearly equal percentage of men and women said they’ve been victims of employment discrimination: 23 percent of women and 22 percent of men. Thirty-three percent of non-whites said they have experienced employment discrimination, compared with 18 percent of whites. Non-whites reported higher levels of discrimination than whites for all causes, whether gender, age, race, disability or religion. Younger workers age 18 to 34 were more likely to say they’ve experienced employment discrimination for all causes 27 percent compared with 20 percent of older workers.

“Anyone who feels they have been discriminated against by their employer should first contact the Federal Equal Employment Opportunity Commission or their state or local human rights commission,” said Rosalie Levinson, the Phyllis & Richard Duesenberg Professor of Law at Valparaiso University and co-author of State and Local Government Civil Rights Liabilities, published by West. “It can be very difficult to prove intentional discrimination, so the employer must be evidence such as company documents, records of statements by supervisors or witnesses that can establish that the reason given by the employer for denying the promotion or raise is not credible. An employee can also amass statistics to show that there was a pattern of discrimination as unequal pay or a systematic lack of promotions for certain groups of employees, such as women or minorities.”

“In addition, there are some strict require-

ments for filing employment discrimina-
tion actions,” cautioned Levinson. “Complaints must be filed within a certain time limit, typically 180 to 300 days. Also, there are various state and federal requirements on how large a business needs to be before it is subject to anti-discrimination laws.”

Employees who feel they have been unfairly denied promotions or raises due to discrimination can learn about relevant labor and employment laws, find links to governmental agencies such as the Equal Employment Opportunity Commission and use directories for finding employment law attorneys in their area at helpful free web sites such as www.findlaw.com. Online resources such as FindLaw are also helpful for employers who wish to research employment laws and find legal counsel that can help ensure they are in compliance with laws that apply to their business.
International Commentary

The Rubric of Reform in Muslim Central Asia

Bruce J. Perlman, Gregory Gleason

Reform has been the byword of administrative change for the past two generations. Governments throughout the globe have proclaimed reform as the principal solution to many administrative problems of the modern world. Political leaders have championed reform as a force to unleash the productive powers of both government and society and even the leaders of critical opposition have taken reform as the key to progressive change. International financial organizations have placed successful reform at the center of their efforts to prioritize and monitor the success of their public assistance.

We now have a great deal of experience with administrative reform around the world. One thing is now becoming clear: the future is likely to bring us even more reform, more profound reforms and even more accelerated reforms. Understanding reform as the Information Technology revolution moves into high gear and globalization continues apace is a critical revolution moves into high gear and more accelerated reforms. Understanding implementation of, administrative reform. Worker management experiences in Yugoslavia were followed by experiments with public entrepreneurship in Hungary and private agriculture in Poland. Eventually even the USSR, the most centralized of the communist countries, turned to reforms as an attempt to modernize. However, Gorbachev’s reform let the genie out of the bottle. It was not long before the Soviet system collapsed inward in 1991, leaving 15 newly independent states to try to mark out an even bolder course of reform.

The bolder course of reform is being shaped by forces which few developing countries can afford to ignore. While many societies find aspects of globalization threatening to their deeply-held and cherished value systems, find themselves marching economic expansion threatening to their traditional life styles and their environment, few societies are prepared to forego the good things which globalization seems to promise. Mobile capital promises to bring investment, development and even riches to many less developed countries. Information technology promises to bring knowledge and training to peoples once isolated and remote. International standards promise to bring greater international cooperation and understanding. All of these good things require reform and so the age of reform has just begun. The Muslim countries of post-communist Central Asia (Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan), occupy an important niche in the rapidly changing world of the global economy. These Muslim countries are poised to go in one of two directions. They may lead the way for many of their neighbors in the Muslim world by carrying out administrative reforms that are more equitable, more efficient and more stable governments.

The two countries share many similarities and are important partners for our country. They both are staunch supporters of the struggle against terrorism. They both are strategic allies of the U.S. and are key

NLC Racism Research Ongoing

From NLC, pg. 7

officials seeking to address racism. City leaders must know who is working on these issues at the grassroots level, invest in the community’s problem-solving capacity and form partnerships with other individuals and organizations.

Different Officials—Different Cities—Different Solutions. Individuals with different perceptions and beliefs approach the challenge of reducing racism in different ways. A local leader’s race or ethnicity, combined with his or her political and life experiences, influences how that person chooses to address the problem of racism at the community level. Different types of cities have different potential and capacities for addressing racism. A majority-white city will approach this issue differently than a majority-African-American or majority Hispanic city. Region, size, history and type of government have an influence.

Addressing Institutional Racism. Reducing racism is more than psychological and educational exercise aimed at changing people’s atmosphere of learning and professional growth. The 2004 conference is a venue for scholars, students and practitioners from around the country to share their work and explore wide array of public sector and nonprofit issues work in an atmosphere of learning and professional growth. The 2004 conference theme of “Governance in a New Era of Cooperation” highlights the dynamic nature of government and the ways that local, state and national government entities collaborate in order to better serve citizens.

Conference Registration: Early Bird registration deadline: September 1, 2004

Program Tracks include:

• Public Policy in the Urban Setting
• Challenges in Public Administration
• Local Government Service Delivery
• Local Budgeting and Finance
• Nonprofit Management
• Innovation in Public Organizations
• Community and Economic Development
• Performance Measurement
• Intergovernmental Relations in a New Era of Devolution
• Ethics and Accountability in the Public Sector
• Human Resource Development
• Health and Human Services

See CENTRAL ASIA, pg. 10

SEE NLC, pg. 9

For general conference information, contact Phin Xaypangna, Conference Chair at 704-336-5327 or pxaypangna@charlotte.nlc.us or visit us at http://ncspa.charlneck.org

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Because these countries have been involved in administrative reform continuously for the past 20 years, one would expect them to be fatigued by the prospect of greater challenges ahead. However, that has not been our experience. With seed grant funding from the International Research and Exchanges Board and the National Council for East European and Eurasian Research, we have initiated the establishment of a research consortium on administrative change in two of the key Central Asian countries, Kazakhstan and Uzbekistan. Meeting with educational officials and government researchers in Kazakhstan’s shimming new capital of Astana, we have taken the first steps to put together an international research team. Meeting with their Uzbek counterparts in Tashkent, the sprawling and dusty capital of Uzbekistan and one of the largest metropolitan areas of the vast region of Central Asia, we have established the foundation for a long-term collaborative undertaking in teaching and research in public administration.

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Thoughts on the Proposed Unified Intelligence System

James D. Carroll

“We believe the [problems] are symptoms of the government’s inability to adapt how it manages problems to the new challenges of the 21st century. The agencies are like a set of specialists in a hospital, each ordering tests, looking for symptoms and prescribing a medication. What is missing is the attending physician who makes sure they work as a team.” Final Report of the National Commission on Terrorist Attacks Upon the United States

Four Failures
The 9/11 Commission concludes that four failures contributed to September 11, 2001. These failures continue to jeopardize the nation. The failures are failures of imagination, failures of policy, failures of capability and failures of management.

The Commission argues that unity of action requires redefining national unity in thought and action. "We believe (the problems) are symptoms and contributions to September 11, 2001. These failures continue to jeopardize the nation. The failures are failures of imagination, failures of policy, failures of capability and failures of management. The 9/11 Commission argues that unity of action requires redefining national unity in thought and action. "We believe (the problems) are symptoms and causes of the government’s inability to adapt how it manages problems to the new challenges of the 21st century. The agencies are like a set of specialists in a hospital, each ordering tests, looking for symptoms and prescribing a medication. What is missing is the attending physician who makes sure they work as a team.”

The Unified Command
The Commission proposes to achieve greater coherence in confronting new realities by applying to intelligence and related operations a version of the concept of the unified command. The concept of the unified command is a form of organizational architecture and operations developed in defense. It is used to unify the armed services and combat commands into one overarching structure of command and control under the President and the Secretary of Defense, while preserving the identities of the constituent organizations. The concept of the unified command originated in the experience of World War II and was codified in the National Security Act of 1947. It was based in part on General Eisenhower’s experience as the head of allied forces in Europe. He directed the combined headquarters of the allies, known as the Supreme Headquarters, Allied Expeditionary Force, which integrated elements from several nations and different types of forces into combat units.

In this structure the services, the Army, Air Force, Navy, and Marines recruit, train, organize and equip individuals and organize units. Combat commands have specific jurisdictions and missions under a single commander. Their missions are defined by the president and the secretary of defense, in consultation with the chairman of the Joint Chiefs of Staffs. There are three centers from the services in conducting combat and carrying out other missions. There currently are six combatant or unified commands based upon geography and four based upon non-geographic functions, such as space.

A Unified Command for Intelligence
The 9/11 Commission proposes to organize intelligence organizations and processes into an architectural pattern that resembles a unified command system. The pattern is the key, not a particular part. The parts are interdependent. The system would have six parts:

- A comprehensive strategic plan for intelligence throughout the federal government
- A National Director of Intelligence responsible for administering the strategic plan
- A National Counterterrorism Center
- Three Deputy National Directors of Intelligence, one for foreign intelligence, one for defense intelligence and one for domestic intelligence
- A division of labor among federal agencies under the Deputy Directors of Intelligence
- National Intelligence Centers

The Analogy
By analogy, the National Director of Intelligence would perform the role of the Secretary of Defense in the defense unified command system. Under the Director, the National Intelligence Center would integrate intelligence from other sources in the system and through-out government and elsewhere and develop operational plans for responding to threats and advise the Director of threats. It would specify such matters as the division of labor among operating departments in preparing and responding to terrorist threats or acts. The departments and agencies under the jurisdictions of the three Deputy Directors for intelligence purposes would perform the functions of the armed services in the military system, of recruiting, training and equipping people and units. These agencies—many of the agencies of the federal government—would provide people and equipment to unified, intelligence commands known as National Intelligence Centers. The centers would be organized by issues that cut across the standard agencies of government and American society and beyond, such as issues of weapons of mass destruction.

See 9/11 COMMISSION, pg. 10

NLC Offers Tools for Officials Dealing with Racism

From NLC, pg. 8

Over the course of this work, NLC has developed various resources for city officials, community leaders and stakeholders. These include:

- A comprehensive, book-length report intended for a research-oriented audience that includes a thorough discussion of both the research process and the findings, entitled “Governing Diverse Communities: A Focus on Race and Ethnic Relations.”
- A resource booklet offering highlights and an engaging overview of the research results and identifying key themes and lessons learned entitled Diversity—What’s going on in Cities and Towns?
- A resource guide for local officials that provide real-world guidance about successful methods to reduce racism at the community level, as well as real-world specifics on launching and sustaining successful anti-racism initiatives entitled Making Progress Toward Inclusiveness: Goals and Processes for Citizen Involvement.
- Training workshops offered through NLC’s Leadership Training Institute at NLC’s annual conferences.

Campaign to Resurrect the American Dream
In addition, current NLC President, Charles Lyons, Selectman, Arlington, Massachusetts, has focused his 2004 agenda on issues surrounding inequality, opportunity and disparities among communities. NLC’s Futures Process from 2002-2004 addressed these topics and released a report in 2003, Divided We Fall: Inequality, Opportunity and the Success of American Communities. This work takes a look at the existence of extreme inequalities based on race, class and geography.

“As the elected officials of America’s cities and towns, we have a responsibility and an obligation to ensure that people are treated fairly in our communities and that everyone has a chance to succeed without regard to their race or ethnicity, their current income and wealth, or where they live. The dream of America, the democratic idea, remains unrealized for too many Americans today” says NLC President, Charles Lyons.

In 2004, as part of his President’s Agenda, Lyons has led NLC’s Campaign to Resurrect the American Dream. As part of this campaign, NLC has conducted two national forums. The first forum, focusing upon housing needs, was held in Columbus, Ohio in June. The second forum, focusing on education issues, was held in Orlando, Florida in July. The main event of the campaign is a national day of deliberation and commitment on September 28, 2004. NLC is encouraging local elected officials to hold special city council meetings in their communities on or around that day. Current plans for September 28 call for a national event that morning to draw broad attention to the agenda followed by city and town council meetings across the country to discuss action strategies and local perspectives and to adopt a resolution calling for a national partnership to eliminate disparities in opportunity and to ensure economic fairness.

Also in 2004, NLC will highlight race relations and racial justice through the Fifth Annual Race Equality Week, from October 18–22, 2004. During this week, NLC will use NLC’s Cities Weekly, its website, press releases and speeches from local officials to highlight successful city practices in improving race relations.

NLC will continue to build on the experiences and lessons learned from past and current projects. Observations and insights continue to confirm the need for critical work to be done in these areas—solidifying the argument that there is a key role for local elected officials to play where race and ethnicity connect with making progress in local governance.

If you are interested in finding out more about NLC’s work in these areas, please visit our website at www.nlc.org or call Gwen Wright at (202) 626-3037, or email gwright@nlc.org.
The 9/11 Commission’s Proposal Raises Several Questions

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The National Intelligence Centers would be roughly analogous to the combat unified commands in the defense unified command system. They would provide information and analysis to the National Counterterrorism Center.

The entire structure would be under the direct control of the President, through the Director of National Intelligence.

Strengths

The Commission’s proposed structural reform has strengths and limitations. Its greatest strength is its recognition and articulation of a new reality: global terrorism is part of pervasive interactions among global/local technological, economic, cultural and ideological realities. The Commission would establish a broad and coherent pattern of governmental action to recognize, analyze and confront the realities.

The Commission does not simply recommend reorganization of one or more agencies or creation of a new domestic intelligence super-agency, a “American Mi-5.” In proposing a broad pattern of action to integrate the specialized strengths of many organization into a coherent action the Commission is acting in the spirit of James Madison’s prescription in the Federalist Paper 51 that in governmental affairs provision for defense must be commensurate with the danger of attack. The danger of attack is broad and the Commission’s response is equally broad.

Limitations

The Commission’s proposal raises several questions.

• First, who controls relationships between intelligence and operations? In counterterrorism this question has persisted at least since establishment of the Department of Homeland Security. To be useful, intelligence must be integrated into action. In the Commission’s work the analogy to the unified command system is ambiguous in an important way. In the unified command system the services recruit, train and equip individuals and units. The combat commands then integrate elements provided by the services into operations. Integration and application of elements into action is a central reason for the system.

• The Commission’s proposal the analog of the unified, operational commands is not entirely clear. The National Intelligence Centers would be integrative in nature, but would not have operational responsibilities. The proposed National Counterterrorism Center, which currently exists in the CIA in another form, could be a rough equivalent to the unified commands. In the plan, the center is responsible for integrating information from many sources and developing plans for various contingencies. Would it direct operations in a terrorist attack, consistently with the plans it develops?

• The Commission plan does not thoroughly draw upon the federal and state and local emergency command system and its history and statutory structure. The reason for this may be that the Commission does not take a substantial view of terrorist attack or other catastrophe as a process of detection, prevention, response and recovery. The experience of the Federal Emergency Management Agency and state and local governments and others with the national as well as local emergency management systems should be examined. Plans have a way of dissolving in the face of discordant reality. The emergency response system is designed to structure anticipation and response of many organizations across the United States to emergencies. The Commission says very little about the roles of state and local governments and parties in a national intelligence system. Much domestic intelligence almost certainly would come from these sources.

• The Commission’s proposed system is complex. The complexity may be warranted by the magnitude of the problem. Many questions of the roles of various agencies remain. How does the FBI fit into this plan? The Commission states that the FBI is not equipped by history, previous missions and capabili- ties of leading a national intelligence effort. By law it has primary responsibility for domestic intelligence and for convening task force responses in appropriate cases. How does it fit into the new system? Similar questions apply to the CIA, the Department of Homeland Security and other agencies.

The Commission’s organizational proposals involve a paradox. one is often present in administration. On the one hand, the problems confronting the United States are urgent. On the other hand, comprehensive organizational design and development to work on the problems will take time. Given the complexity of the task, a considerable period of time could be involved. Can the nation wait for a complex process of institutional development to occur? Should it? What are the alternatives?

• There is a corresponding danger. Often when administrators do not know what to do they reorganize. Creating uncertainty and confusion maximizes their power and creates the illusion of accomplishment. The danger is that reorganization and redevelopment become ends in themselves and substi- tutes for effective action. Reorganization is a means, not an end. Unless it is put in the larger context of strategic, substantive missions and goals and unless progress in achieving the goals can be measured, reorganization can be a diversion from the central task of leadership. That task is working with others to develop understanding of and agreement on goals, developing and energizing people and other resources to pursue the goals and measuring progress

See 9/11 COMMISSION, pg. 12

Researchers Establish Consortium on Central Asia

From CENTRAL ASIA, pg. 8

actors in America's efforts to normalize and reconstruct Afghanistan. They both are predominantly Muslim countries, but moderate in their approach to the relation- ship between state and society. Yet, in other respects they are very different. Kazakhstan is an economic dynamo, expanding in recent years at annual GNP growth rates above ten percent. Possed to become one of the world’s largest oil exporters in just a few years, Kazakhstan’s economy is on an upward climb so steep that it has public officials worrying about how to administer what they fear may be an over-heated economy. Kazakhstan has been championed by the IMF to be the success story of the post-communist transformation. It seems to be and open, market based society and public officials are now solicited for advice on how to help other developing countries.

Yet amid all the effusive acclaim, critics believe that Kazakhstan has still has not resolved crucial administrative problems. Critics warn that corruption has been pushed out of sight, but has not been eliminated. They warn that Kazakhstan may be on the edge to reward those close to government circles but do little to spread around the vast oil wealth lying under the country.

Kazakhstan faces administrative challenges that differ by almost 180 degrees. When Uzbekistan first became independent in 1991 it adopted a go-slow approach in order to avoid the political disarray and social injustice of Russian style shock therapy. The government retained control over key enterprises and over agriculture in order to guarantee that social stability would be protected. Public jobs were available for everyone on demand. This seemed measured, but before long Uzbekistan’s post-communist economy began to suffer from the very afflictions that had doomed communism itself. In 1996 the government clamped down on foreign currency transactions in order to protect jobs and prevent capital flight. Under such policies, the economy went through a series of downward spirals in ensuing years until today, when the per capita annual income is only a fraction of that of its booming northern neighbor, Kazakhstan.

For different reasons given their very different situations, both countries are embarking on yet another round of key reforms. Uzbekistan’s reforms are designed to reverse the downward trend and Kazakhstan’s reforms are designed to prevent the upward trend from accelerat- ing out of control. Understandably, the rubric of reform is very different in the two countries. Kazakhstan’s educational institutions are searching for partners from the public administration community in the western world who can help them build in the bulwarks and firebreaks of modern administrative systems without stifling their growing economy. Uzbekistan’s educational institutions are searching for partners to help them create and enforce administrative sanctions against corruption, abuse of office for private gain and the distortion of markets without assaulting their cherished values of the importance of family and local community ties.

The new working group on administrative reform and comparative administration in Muslim Central Asia described above is reading its first research project for the region. It is a questionnaire in the Russian language on administrative reform that will be applied in three countries to begin with, Kazakhstan, Russia and Uzbekistan. Discussions are underway with institu- tions in the other Central Asian countries about extending this research to them as well. It is hoped that the results of the first round of research studies in the three countries will be ready for presentation by one of the working group institutions for the initial conference of NAPSPAG (Network of Asia-Pacific Schools and Institutes of Public Administration and Government). That will take place in Kuala Lumpur in December 2004. Scholars of public administration who are interested in this undertaking are encouraged to contact ASPA member Bruce J. Perlman or associate professor of public administration at the University of New Mexico.

E-mail: bperlman@unm.edu

Gregory Gleason is professor of political science and public administration at the University of New Mexico.
A Weber for Our Time: 
The Life and Work of Fred W. Riggs

Max Weber may be the father of compari- 
son in public administration, but Fred W. 
Riggs is its most distinguished contempo-
rary practitioner. Forty years before 
Benjamin Barber published *The Logic of 
Liberal Politics*, Fred Riggs compared modern and premodern 
countries and discovered that no words 
were adequate to describe what he found. 
So he simply invented the needed words. 
In the Riggsian lexicon traditional or 
premodern states are “agraria,” modern 
states are “industria” and states that 
combine elements of both are “prismatic 
societies.” Using these categories Riggs 
brilliantly describes premodern, post-
colonial developing countries and 
comparisons to them to modern countries. 
In doing so he, like Weber, keeps a particu-
larly keen eye on bureaucracies. Riggs’ 
descriptions of prismatic societies are 
powerfully useful in our present circum-
cstances and could serve to inform both 
policy makers and scholars. But I get 
ahead of the story.

Fred Riggs life and work are verification 
of the claim that comparison is the 
begging of knowledge, for he seems to 
have been destined to compare. He was 
born in China in 1917, the son of an 
American agricultural engineer who 
was there initially to advise the Chinese 
on experimental farming and later to serve as 
a faculty member in the first department of 
agricultural engineering in China, at 
the University of Nanking. With the exception 
of one year in the United States, Fred’s 
primary education was in China. He 
learned an early lesson in development 
administration when it became clear to his 
father that most American agricultural 
techniques were irrelevant to the Chinese 
situation. Indeed, his father changed from 
advocating the Chinese to learning ancient 
agricultural techniques from them.

China was in chaos during this period. 
Although there was an internationally 
recognized government in Peking, most 
political power was in the hands of regional 
war lords. Two forces for political consoli-
dation were in bloody competition, the 
Nationalists led by Chiang Kai Shek and the 
Communists led by Mao Tse Tung. When he 
was a schoolboy Fred saw slain soldiers in 
the streets of Shaoou. After a year at the 
University of Nanking, in 1935 he enrolled 
at the University of Illinois, where, although 
he was an American, he experienced the 
culture shock of actually living in America. 
While he was at Illinois he took an 
American politics course from Charles 
Hyneman as he changed his major 
from journalism to political science. He graduated 
In 1938 with a Phi Beta Kappa key and was 
accepted to the doctoral program in political 
science at Columbia University, but his 
studies were interrupted by the Japanese 
attack on Pearl Harbor and the onset of 
World War II. Following his family’s beliefs, 
he declared himself to be a conscientious 
objector and, unable to secure a posting as 
an ambulance driver in China, was assigned 
to a domestic civilian public service 
program operated by the Quakers. After the 
war he returned to Columbia and finished 
his dissertation, a study of the repeal of the 
racist Chinese Exclusion Acts, later 
published as *Pressures on Congress*. Among 
his findings was evidence of the influence of 
key bureaucrats at both the State Department 
and the Bureau of the Budget in the push for 
repeal. This was also evidence of a commit-
tment on the part of certain upper level 
bureaucrats to social equity.

For the next six years Fred worked for 
several organizations that were engaged in 
research and technical assistance. Their 
work was primarily associated with 
developing countries, particularly Ethiopia, 
Formosa, and Korea. In 1957 he moved to 
Indiana University where he was part of 
large-scale technical assistance programs 
for Thailand and the Philippines. All of 
these experiences, combined with his 
background in China, served to inform the 
development of his model “prismatic 
society.” In Riggs’s words: “There were 
two basic patterns for public administra-
tion, the first had evolved in traditional 
empires and kingdoms where industrial 
societies were in bloody competition, the 
second was a product of modernity 
following the industrial revolution and the 
emergence of the post-Westphalian state 
system… I rejected the escalator model of 
modernization literature… in which ‘traditional’ societies were expected 
to respond to the fresh breezes of 
‘modernity’ by embracing changes that would, sooner or later, bring them into the 
new world of opportunity… I stuck me that that most societies would alter themselves 
to many of their most valued ancient 
traditions and cultural norms while 
simultaneously importing and accepting a 
facade of practices and patterns that would, 
hopefully, enable them to maintain their 
distinctive cultures while benefiting from the 
autonomy and material goods offered 
by the outside world. Instead, curious amalgams would be formed in which 
agraria and industria would combine in 
unstable mixtures. In the prism of my 
imagery, the white light of undifferen-
tiated social systems would mingle with the 
rainbow hues of highly differentiated 
social structures as found today in every 
industrialized society.” 

Bureaucracies are, Riggs argues, especially 
important in prismatic societies. As he 
points out: “American theories of Public 
Administration are predicated on the 
assumption that public officials are always 
under the ultimate control of a political 
institution based on notions of popular 
sovereignty. . . . Experience tells me, however, that although copies of western 
political institutions might have been 
established...they might be so weak that 
they could not govern effectively. . . . It 
strikes me as important to study how 
secretaries could and would shape public 
policy when they were, in fact, the ruling 
class.” He invented the term “bureaucratic 
polity” and used it to describe countries 
with strong military bureaucracies such as 
China, Thailand and Korea. 

Although two generations have been 
schooled in the wisdom of Riggian 
“prismatic society,” we tend to succumb to 
pressures to export wholesale our public 
administration and democratic government 
ideas to non-western countries. Riggs 
would counsel care and caution: “The 
main lesson I learned in Korea was simply 
a reinforced version of my father’s experi-
ence: until one understands the dynamics of 
change in any society and takes them 
into account, one cannot expect to 
succeed in efforts to import rules and practices 
based on the experiences of other 
countries. At least, be prepared to find that 
these imported notions are counter-produc-
tive, leading to unexpected and undesired 
consequences.” 

Americans involved in Iraq and elsewhere 
would benefit from a careful reading of the 
work of Fred Riggs. 

Since his formulation of “prismatic 
society,” Riggs has moved on to other 
subjects including contrasting presidential 
and parliamentary constitutional systems 
(he argues that presidential systems are 
inhertly less stable in prismatic 
societies), ethnicity, and globalization in 
the context of modern electronic technol-
ogy. He remains active in comparative 
administration groups and is a relentless 
e-mail correspondent (fred@hawaii.edu). 
He lives in Honolulu, retired from a distin-
guished teaching and research career at the 
University of Hawaii.

ASPA member H. George Frederickson is 
Stene Professor of Public Administration 
at the University of Kansas and co-author 
of both The Public Administration Theory 
Primer and The Adapted City: 
Institutional Dynamics and Structural 
Change. E-mail: gfred@ku.edu
Trust Employees: Should You Or Shouldn’t You?

Small businesses lost in 2002 an average $127,000 to fraud and embezzlement by employees with a total impact estimated at hundreds of billions of dollars a year. And the problem, according to the Association of Certified Fraud Examiners, is getting worse. Why? What’s happening in the small business world? Are there a million little Enrons out there? One answer is straightforward—small businesses must place their trust in employees (often only one employee handles the financial books) far more heavily than big businesses. A small business owner simply must pay more attention to the work at the grass roots level and growing the business into a profitable enterprise.

Consider the case of a small businessman in Kansas who saw no reason to doubt the integrity of his bookkeeper of 12 years. While the bookkeeper was on vacation, the owner received a bill from the medical insurer saying that a $3,000 monthly premium was overdue. A check of the records indicated the bill had been paid. Further investigation of the company’s books showed that other checks had been used to pay $10,000 in credit card charges—the company owned no credit cards.

The bottom line—the FBI determined that the bookkeeper had stolen more than $248,000. The bookkeeper was sentenced to 18 months in prison and ordered to make a complete restitution of the funds. The owner says that he has received $1,000 but doesn’t expect to receive more. In the meantime, the business is in a financially precarious position with the owner having to lay off three workers and delaying his retirement by 7-10 years.

The message here is that trust and opportunity, especially the opportunity to take advantage of the trust bestowed upon one in small organizations, can result in personal and organizational trauma. What would you do to strike the balance between trusting and not-trusting your employees? Is this something we should be concerned about in small public or non-profit agencies?


Don Menzel is ASPA’s vice president and professor emeritus at Northern Illinois University. E-mail: dmenzel1@saumpabay.rr.com

Do Not Sacrifice Values for Urgency of the Moment

From 9/11 COMMISSION, pg. 10

in attaining results.
• The Commission acknowledges that unity in Congress in domestic security is necessary. It says little about the iron triangles of agencies, congressional committees and interest groups and contractors that often dominate policy. The first element in a national intelligence strategy is to bring iron triangles into an alignment to pursue system coherence.

Final Observation
The 9/11 Commission is proposing to redevelop American government in ways that reach constitutional dimensions, including, liberty, privacy, federalism and countervailing power. The work of the Commission is sound in its central premise. Intelligence has become the foundation of effective governance in the twenty first century. In pursuing this realization the Commission would combine two very different sets of values, cultures, traditions and operations into one integrative intelligence structure. The two traditions are governance of domestic affairs, including law enforcement and the police powers of the state and defense and foreign affairs. The reason for bringing these traditions, cultures and values closer together is the pervasiveness and dire threat of problems that stretch across the borders of nations and political/legal jurisdictions within nations. Something must be done. At the same time, the traditions, structures and values of the American system of government have adapted to many challenges over many years while preserving the values that initially inspired creation of the system. These traditions and values should not be lightly sacrificed in the urgency of the moment. An extraordinary effort by the public administration community and others is required to understand and respond to the Commission’s provocative proposals, retaining the best and modifying the worst and adding corrective elements if necessary.

ASPA member James D. Carroll was a consultant to the President Bush Commission on Defense Management and staff director of the National Academy of Public Administration’s project on Three Mile Island and Emergency Management. He is a professor of public law, policy and administration at Florida International University. E-mail: jamescarroll@yahoo.com
ESRI Announces Mobile Government Grant Series

Grants for Planning and Homeland Security Are Featured

Redlands, CA—ESRI, a developer of geographic information system (GIS) software, recently launched the Mobile Government Grant Series. ESRI teamed with Trimble, provider of global positioning systems (GPS), to create a grant program to help government agencies better understand how to deploy GIS and GPS technologies to help make governments more efficient and productive.

The Mobile Government Grant Series comes on the heels of the highly successful Mobile Government Demonstration Program, which resulted in 10 downloadable public apps that applications that governments can use to quicken the pace of mobile government implementation. These applications combine ESRI’s ArcPad with Trimble’s GPS technology. The applications can be downloaded by visiting the ArcPad template web site at www.esri.com/arcpad/about/templates.html.

The Mobile Government Grant Series consists of two programs offering hardware, software and training totaling $70,000. The first of the two programs, the ESRI and Trimble Government Mobility Demonstration Program—Planning Edition, will be open to all planning disciplines. Ten grant packages will be awarded to state and local government within the United States. The second program, the ESRI and Trimble Government Mobility Demonstration Program: Homeland Security Edition, is open to all federal, state and local government disciplines engaged in homeland security efforts. This program will award an additional 10 grant packages.

Deadline for all Mobile Government Grant Series applications is September 17, 2004, 5 p.m. PST. Awards will be announced on October 8, 2004. Completed grant projects must be documented and submitted to ESRI no later than April 29, 2005.

To learn more about the Mobile Government Grant Series and other grants sponsored by ESRI, visit the ESRI Grants Web site at www.esri.com/grants.

First-Ever Regional Stewardship Awards Announced

Austin, TX—The Alliance for Regional Stewardship Award recently went to Austin, TX. The award recipients—regions centered on Salt Lake City, UT; Birmingham, AL; Fresno, CA and Long Beach, CA—were selected by the Alliance for Regional Stewardship (ARS) for excellence in building effective partnerships to address sprawl, workforce readiness, economic development, environmental quality, education, transportation and other issues that cross conventional jurisdictional boundaries.

The Regional Stewardship Award was established by ARS in 2003 to recognize multi-city and multi-county communities that have abandoned rivalries, pooled resources and worked together to ensure their shared prosperity. The Award carries a cash prize of up to $25,000 per recipient to encourage dissemination and replication of innovative problem-solving techniques. A total of $50,000 was distributed to the winners, who were selected and awarded according to a graded range of four prizes: Gold—$25,000, received by the Greater Wasatch Region of Utah; Silver—$15,000, received by Greater Birmingham, AL; Bronze—$7,500, received by Fresno, CA; and Honorable Mention—$2,500, received by the Gateway Cities Region, CA.

To be considered for the award, regions had to show tangible progress along four dimensions: livable community, innovative economy, collaborative governance, and social inclusion. “We intended the application to be demanding, so we deliberately set a high bar,” said ARS Chair Christine Chadwick. “As advocates of cross-sector action to address problems that transcend local boundaries, we want to honor regions whose collaborative work has made a real difference in the lives of people.”

Government Watchdog Group

Successful Challenges Federal Health Policy On Data Quality Act Grounds

National Institute on Aging Forced to Re-Examine Policy on Smokeless Tobacco Products

Washington, DC—The National Institute on Aging (NIA), one of the 27 Institutes and Centers at the National Institutes of Health (NIH), has agreed to revise its Age Page website and print literature entitled Smoking: It’s Never Too Late to Stop, according to a letter sent by the NIA to the National Legal and Policy Center (NLPC) on June 29. This action was a direct result of the formal complaint filed by NLPC, on March 16, which contended that the NIA was disseminating inaccurate information regarding the relative risks of smokeless tobacco products thus violating the Data Quality Act.

“Fors years, governmental organizations have lumped together cigarettes and smokeless tobacco products as posing identical health risks,” said Ken Boehm, NLPC Chairman. “Not only are smokeless tobacco products 10 to 1,000 times less hazardous than smoking, depending on the exact products compared. It is not the nicotine in tobacco that is harmful, but primarily the burning of tobacco and the resulting smoke that yields cancer-causing carcinogens. Additionally, the dangers of second-hand smoke, which kills 40,000 Americans annually, are non-existent with smokeless tobacco products.”

Says Boehm, “Both the NIA and the Mayo Clinic are taking steps to live up to their commitment to provide the public with the most accurate information possible. It’s imperative that others follow their example. We must hold these agencies to a high-level of accuracy on their dissemination of information.”

GAO Announces Name Change

The U.S. General Accounting Office (GAO) recently announced it will now be known as the Government Accountability Office.

The signing, by President Bush, of the legislation authorizing the name change also allows Comptroller General David M. Walker to implement a new compensation system for GAO employees.

According to Steve Barr, Federal Diary reporter for the Washington Post, the GAO Human Capital Reform Act “...will allow the agency to break its link to the federal employee pay system and adopt compensation practices that are more closely tied to job performance and other factors.”

For more information, visit www.gao.gov.

2005 Innovations in American Government Award Deadline Extended to September 15

Harvard University invites you to apply for an Innovations in American Government Award. Administered by the Ash Institute for Democratic Governance and Innovation at the John F. Kennedy School of Government in partnership with the Council for Excellence in Government, the Innovations Award is heralded as the premier public-sector award in the nation. It is given annually to programs that serve as examples of creative and effective government at its best. All units of government—federal, state, local, tribal, and territorial—are eligible to apply. Each of the five winners of the 2005 Innovations Award will receive a $100,000 grant to support replication and dissemination activities.

URL: http://www.ashinstitute.harvard.edu

For more information, visit www.gao.gov.

If you have a press release appropriate for the “Where Things Stand,” contact Christine McCrehin at 202-585-4313 or cjmccrehi@asapnet.org.
### Presenting New Members

ASPA welcomes the following new members for the month of June 2004.

*Please note: members rejoining ASPA are not included on this list.*

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ASPA Helps Organize 2nd Sino-U.S. International Conference for Public Administration in Beijing

Former ASPA President Marc Holzer Leads ASPA Delegation to the Conference

Marc Holzer, Mengzhong Zhang

The School of Public Administration of Renmin University of China, the American Society for Public Administration (ASPA) and the Chinese Public Administration Society (CPAS) jointly organized the 2nd Sino-U.S. International Conference for Public Administration in Beijing, P.R. China, from May 24-25, 2004. The conference was also sponsored by the graduate department of public administration at Rutgers University-Newark Campus and the academic journals Chinese Public Administration Review (CPAR) and Chinese Public Administration (CPA). The conference took place at Run Run Shaw Conference Center, Renmin University of China.

The main theme of the 2nd Conference for Public Administration was “Changing World: the Challenges and the Opportunities.” Under this umbrella title, the conference focused on four imminent and significant areas: 1) MPA education: experience around the world; 2) E-Government: function and practice; 3) Crisis management: theory and practice; and 4) Public policy research: review and future. The conference provided a forum for dialogue between western and eastern scholars in public administration, examining the general issues of public policy research, renewal issues of MPA education and crisis management; and emerging issues of E-Government.

The delegation of ASPA and other overseas participants was headed by Marc Holzer, former ASPA president and director of U.S./China Public Administration Secretariat at Rutgers University-Newark. Mengzhong Zhang at the Secretariat coordinated the participation of the conference for international scholars. Although the host’s primary interests are MPA education, because of China’s recent launch of MPA programs, and crisis management, because of last year’s rampant SARS crisis, these four broad areas generated substantial interest among public administration scholars and practitioners. Some 200 attendees participated in the conference. Among them were more than fifty participants from outside mainland China (from a number of countries and regions such as U.S., U.K., Australia, Japan, South Korea, Singapore, Malaysia and Hong Kong) and

Want to submit an article to ASPA TIMES?

Chan-Gon Kim

Editor’s Note: ASPA partnered with ICCA to offer ASPA members a discounted rate for attendance of the ICCA conference.

The Intelligent Community Conference & Awards (ICCA) 2004 was held at the Marriott Financial Center in New York City on June 10th and 11th. About 200 people attended the conference, including private-sector executives specializing in technology, telecommunications, nonprofit executives and educators and government officials. The ASPA co-sponsored event was organized by the Intelligent Community Forum (ICF). Participants discussed the strategies and tactics needed to transform cities and towns into Intelligent Communities in the Digital Age based on broadband and information technology and shared experiences of cities and companies in these areas. The ICF (www.intelligent-community.org) is a special interest group within the World Teleport Association that focuses on the uses of broadband technology for economic development by communities. During the conference, Intelligent Community of the Year was presented to Glasgow, Scotland, U.K. The recipient of the award was drawn from ICF’s annual list of the top seven Intelligent Communities including Spokane (Washington, U.S.), Sunderland (U.K.), Taipei (Taiwan, ROC), Victoria (Australia), Western Valley (Nova Scotia, Canada) and Yokosuka (Japan). This award honors a city, region or community with a strategy for creating a Digital Age economy that uses information and communications technology, with an emphasis on broadband over narrowband applications, to attract leading-edge businesses, stimulate job creation, generate economic growth and improve the delivery of government services.

Glasgow, Scotland, once a leader in Britain’s Industrial Revolution, suffered the intense decline of economy and high unemployment common to many former industrial centers, as industries from shipbuilding and mining lost their competitiveness. Scotland has implemented Digital Scotland which aims to ensure that Scotland obtains and retains maximum economic and social advantage from ICT, while a Knowledge Economy Task Force is charged with ensuring the development of a broad-based knowledge economy for Scotland. In Glasgow,
Sections: Bolstering Our Society

ASPA is a dynamic organization whose membership enjoy both complementary and competing interests. Diverse member interests add to the richness of our Society; yet some interests may lead to temporary dissonance within ASPA as we strive to ensure a cohesive mix of generalized and specialized services to serve all our members. This article explores the significant contributions of ASPA’s 20 sections and describes the challenges we face in fulfilling our comprehensive and specialized missions.

Sections are a vital component of our Society. Initially established in the 1970s, the first ASPA sections served as a bridge between our generalist public administration organization and the emerging specialization and diversity within the field. A generation ago, ASPA stalwarts such as Dwight Waldo expressed concern that the proliferation of sections could undermine the fulfillment of our overarching mission. Yet the more than 6,000 combined general section memberships point to the value that our special-focus sections provide to a significant portion of ASPA Society’s membership. The proposed Sam Overman Section and Section on Chinese Public Administration illustrate the fabric of our Society. It also illustrates the challenges we face in responding to membership interests to avoid unraveling the tapestry of our Society.

Sections have made a long-term contribution to ASPA by reinforcing our traditional programs and services while opening up new avenues to pursue specialized interests within public administration. Sections sponsor professional publications; develop relevant, topical panels for ASPA’s national and regional conferences; and respond to subject-related inquiries not only from section members, but also from ASPA members at-large. Two sections, the Association of Budgeting and Financial Management (ABFM) and the Conference of Minority Public Administrators (COMPA), independently host successful conferences in locations across the country. Several of our sections host workshops and symposia in conjunction with ASPA’s National Conference. At our recent conference in Portland, OR, the Section on Ethics, the Section on International and Comparative Administration (SICA) and the Section on Personnel Administration and Labor Relations (SAPLAR) each hosted pre-conference events that attracted more than 200 participants. My predecessor, Walter Broadnax, presented a Presidential Citation of Merit to SAPLAR for “fostering a greater understanding of cutting-edge issues through its annual symposium held in conjunction with ASPA’s National Conference.” The Section on Women in Public Administration (SWPA) celebrated its 20th Anniversary in Portland with a program that included a journey down SWPA’s memorable memory lane and scholarships for three women who are on the road to becoming future ASPA leaders. Only a handful of public administration associations existed when ASPA was established in 1939. Today, more than 400 such associations exist, and new ones are formed each year. Some ASPA sections that face external competition from these other professional associations have responded by attempting to develop a national identity. This has manifested itself in several ways, including recent efforts to develop section membership packages with limited ASPA benefits. Many ASPA sections that sponsor or co-sponsor quality journals have been able to attract substantial numbers because membership dues are less expensive than individual journal subscriptions.

These efforts again remind us that the ASPA parent organization must remain vibrant and vigilant in responding to all member interests to avoid unraveling the fabric of our Society. It also illustrates that the ties between sections and the parent organization truly enhance the value of ASPA’s overall membership benefit package. That is why ASPA’s Publications Committee assumes responsibility for completing a quality review of journal sections every five years. This year, the Publications Committee also intends to identify ways to assist sections with journals facing financial, distribution or quality challenges. Since section members rarely meet face-to-face, ASPA also has begun providing each section with its own webpage and online discussion board this summer, to facilitate communication and camaraderie within each of our “virtual section organizations.”

At the same time, the expertise and perspective of sections is critical to improving existing and developing new services for our membership. Section leaders and members have sharpened the focus of PA TIMES, ASPA’s primary vehicle for membership communications, by suggesting monthly themes related to topical issues and by submitting stimulating articles for our readers. Section members will also serve on the newly established Presidential Task Force on Accountability in the Public Service that intends to further pursue the idea of Issue Forums to engage members interested in addressing critical public service/administration issues of the day (see President’s Column in July PA TIMES).

What does the future hold for ASPA’s sections? I believe sections will continue to grow and thrive to the benefit of all ASPA members. Given ASPA’s strategic goals, sections are likely to become even more engaged in ASPA—by fostering relationships with related associations, by undertaking activities to meet the goals in ASPA’s new strategic plan, and by alerting the parent organization to the major issues in the field. The Section/National Relations Action Team also is formulating opportunities to further enhance cooperative relations. Your suggestions for the Action Team are encouraged and can be sent to the co-chairs of the Capacity Steering Group, Steve Rolandi (srolandi@aspanet.org) and Bill Solomon (bsolomon@aspanet.org).

In an ASPA commentary earlier this year, Nick Henry observed that our Society tried to mitigate the effects of the profession’s deepening specialization by sponsoring numerous “special interest” sections. I believe ASPA sections have succeeded in providing opportunities for our members to focus on particular areas of interest within what Nick characterized as a “comprehensive mission.”

ASPA member Cheryle Broom is ASPA’s national president and King County Auditor, Seattle, WA.

E-mail: cbroom@aspanet.org

Members on the Move

Cheryle Broom—and her staff at the King County Auditor’s Office, were recently honored by the Metropolitan King County Council for their award-winning work to implement Council policies by identifying ways to save the county about $300,000 in the operations of the King County Jail while increasing jail capacity by up to 8 percent. Broom is King County Auditor.

Karen Bune—was recently presented a Certificate of Appreciation by the United States Department of Justice, office of justice programs, office for Victims of Crime in recognition of her dedication and hard work on behalf of America’s crime victims national Crime Victims’ Rights Week 2004.

Glen Hahn Cope—recently accepted the position of Provost and Vice Chancellor for Academic Affairs at the University of Missouri-St. Louis. Cope was previously dean of the College of Public Affairs and Administration at the University of Illinois, Springfield.

Vernon Dale Jones—recently accepted the position of Director of Research at the Network Information and Space Security Center at the University of Colorado at Colorado Springs. He also was awarded the 2004 Wright State University Distinguished Alumni Achievement Award for a lifetime of public service.

Harvey Ruvin—was recently named 2003-04 Public Administrator of the Year by ASPA’s South Florida Chapter. Ruvin is the Miami-Dade Clerk.

Helen Chin Schlachte—after spending nearly 50 years in state government, retired as assistant to the secretary in the Commonwealth of Massachusetts Executive Office for Administration and Finance. The following day, she began a part-time position as Corporate Relations Consultant for Blue Cross Blue Shield of Massachusetts.

Patricia Spears—has accepted a position as a grants manager at the Governor’s Crime Commission (GCC). GCC is a division of the North Carolina Department of Crime Control and Public Safety.

Dorothy R. Sullivan—was a recipient of the United States Department of Labor Secretary’s Exceptional Achievement Award, as a member of the National Job Vacancy Survey Workgroup.
The American Society for Public Administration’s extensive awards program advances excellence in public administration in the simplest and most effective way. It identifies and illuminates government that works and government employees who work well.

Today, it is more important than ever that effective and efficient government be recognized, reinforced, and, whenever possible, imitated with the hope of providing better service to the public.

Providing a forum through which the public sector’s best and brightest can shine is what ASPA’s awards are all about. With its vision of continuous improvement, ASPA structures its awards to provide guidance not only to the Society but to the entire public administration community as to the many positive directions toward which it can strive.

Professional Recognition

- Public Integrity Award
- Dwight Waldo Award
- James E. Webb Award
- Equal Opportunity/Affirmative Action Exemplary Practices Award
- Elmer B. Staats Lifetime Achievement Award for Distinguished Public Service
- Paul P. Van Riper Award for Excellence and Service
- Gloria Hobson Nordin Social Equity Award
- John W. Gaston, Jr. Award for Excellence in Public Service Management
- International Public Administration Award

Award Timeline

September 1, 2004 Nomination Period Opens
October 15, 2004 Deadline for Nominations
January 1, 2004 Winners Announced in PA TIMES
April 2-5, 2005 Winners Recognized during ASPA’s 66th National Conference in Milwaukee, WI

For More Information
www.aspanet.org

Affirmative Action and Equality of Opportunity
Participating in the Discourse

For all matters that come across my desk, I have begun to ask myself—What is the role for ASPA? So I have asked this question related to this month’s PA TIMES Special Section topic: Affirmative Action and Equality of Opportunity.

In reading the thoughtful and timely writings of our contributors on this subject, it is very clear why this topic is crucial on many fronts. However, what about ASPA? How and why is this discussion relevant to our Society?

For many these are rhetorical questions. And, to be honest, they are for me as well. However, there are some questions that warrant not a silent response, but a vocal one. Therefore, I’d like to give voice to why this topic is important to our influential Society.

Contained in our ASPA Bylaws is a statement of purpose where it declares, “...the Society undertakes its professional and educational activities to advance and advocate excellence in public service by...promoting the equality of opportunity of all persons through public administration.” The depth of this statement is profound. We, as a Society, have committed our very profession to the equality of opportunity for all persons. How honorable a cause!

However, how do we accept this challenge while embracing the diversity of our membership, which is equally important? The answer is, by doing exactly what we seek to do with this Special Section of PA TIMES - invoke a public discourse. As stated by Robert P. Goss, in his article on page 3 of this issue, “We as public servants have both the privilege and opportunity to participate actively in the public discussion of what equality of opportunity and affirmative action policies are fair, needed, and consistent with our democratic values.”

But how do we facilitate the discourse amongst all our voices—from those who will not give up their seat on the bus, to those who would not dream of making such a request in the first place?

We do this by placing our Society at the forefront of relevant issues affecting our democracy. More explicitly, Goal #1 of our 2004–2008 Strategic Plan states that ASPA will “Be a recognized voice for issues and values in public policy, management and practice.” A primary strategy to achieve this goal is to “identify key topics with broad and lasting relevance that we want the world to think of when they think of ASPA.” I submit that issues related to equality and social equity deserves such recognition.

In a tangible way, ASPA has addressed these issues through our annual conference programming, our publications, and through the products, activities and dedication of our sections and chapters. In addition, recognition of the importance of promoting equality has been demonstrated through the ASPA awards program. Most recently, we have expanded our efforts through the addition of the Gloria Hobson Nordin Social Equity Award. How exciting to embark upon new efforts and strategies that will ensure our continued commitment to the fulfillment of our stated purpose!

Therefore, because equality of opportunity still matters, I am proud that ASPA has chosen to actively participate in this national discourse. We have chosen to give voice to shaping, as Goss says, “the moral vision of our American democracy.”

If you have questions, comments or suggestions please contact me at tsamuel@aspanet.org.

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ASPA in Brief

ASPA Schedules 2004 Midyear Leadership Meetings

ASPA’s leaders will hold their annual fall meetings in Washington, D.C., September 10-12. Access the tentative meeting schedule and registration form on ASPA’s web site.

URL: www.aspanet.org/scriptcontent/index_mym.cfm

Chapters Run Risk of Forfeiting Rebate Checks

Each year, ASPA provides a rebate check to “compliant chapters” based on their total membership. Chapters are deemed to be in compliance if a) they have submitted their annual financial statement and officer list and b) all their officers are current ASPA members. By ASPA policy, chapters have a one-year grace period to submit their forms before forfeiting any funds. The following chapters have yet to submit all their 2003-4 forms and must do so before December 31, 2004.

Auburn Area
Central California
Central Missouri
Central New York
Central Ohio
Central Pennsylvania
Colorado
Eastern North Carolina
El Paso/SE New Mexico
Gold Coast
Gulf Coast
Hawaii
Houston, Texas
Hudson Valley
Inland Northwest
Island Coast
Lake Superior
Laredo
Louisiana
Lower Hudson Valley
Maine
Maryland
Memphis/Mid South
Miami Valley
Milwaukee
Mississippi
Monterey Bay
Montgomery Area
NE Pennsylvania
New Mexico
Niagara Frontier
North Texas
Northeast Florida
Northeast Ohio Region
Northwest Ohio
Orange County
Oregon/SW Washington
Philadelphia Area
Pittsburgh
Research Triangle
San Joaquin Valley
Santa Clara Valley
Siouxland
Southern Arizona
Southern Colorado
Southern Illinois
Southwest Virginia
Treasure Coast
Wagner School
West Michigan
Wisconsin Capital

If you have any questions or if you believe your chapter was listed here in error, please contact me directly at ebergrud@aspanet.org or (816) 891-2490.

Menzel, Kim Represent ASPA at International Congress of Administrative Sciences

The 26th International Congress of Administrative Sciences was held in Seoul from July 14-18 under the theme of “E-Governance: Challenges and Opportunities for Democracy, Administration and Law.” Hundreds of scholars and practitioners from more than 70 countries participated in the meeting, which was sponsored jointly by the International Institute of Administrative Sciences (IIAS) and the International Association of Schools and Institutes of Administration (IASIA). ASPA President-Elect Donald C. Menzel officially represented the Society at the Congress. ASPA member Pan Suk Kim, the Congress’ General Rapporteur, was elected as an Executive Committee member of IIAS.

Erik Bergrud is ASPA’s senior director for Chapter, Section and e-Organization Development. E-mail: ebergrud@aspanet.org.

ASPA Members in the News

Cleveland Co-Authors Op-Ed Piece

Last month, the Minneapolis Star Tribune published “America ought to get back to working with its allies,” an op-ed piece co-written by ASPA Past President Harlan Cleveland and Jan Kalicki, a public policy scholar at the Woodrow Wilson International Center in Washington, D.C.

www.startribune.com/stories/1519486342.5.html

de Haven-Smith Tells VOA That Florida is Key to Presidential Race

Voice of America interviewed Lance de Haven-Smith, professor of public administration at Florida State University, concerning Florida’s pivotal role in the 2004 U.S. presidential election. (information courtesy of Voice of America)

www.voanews.com/article.cfm?objectID=C39293F3C-76E8-4B1-BA8D9635666EAF6

Hildreth Comments on Kansas’ Borrowing Habits

The Associated Press interviewed Kansas Chapter President W. Bartley Hildreth, regents distinguished professor of public finance at Wichita State University, for an article on the state of Kansas’ borrowing during the 1990s. Kansas’ bonds per resident balloonied by 333 percent from 1992 to 2002, more than any other state’s, according to U.S. Census Bureau figures analyzed by The Associated Press. (information courtesy of the San Francisco Chronicle)


Light Finds Continued Thickening in Federal Government Bureaucracy

According to a new fact sheet published by ASPA member Paul C. Light, the Douglas Dillon Chair and Senior Fellow, Governance Studies at The Brookings Institution: “The past half century has witnessed a slow, but steady thickening of the federal bureaucracy as Congress and presidents have added layer upon layer of political analyst to career management to the hierarchy. The past six years have been no different.”

www.brookings.edu/views/papers/light/20040725.htm

New Book by Mastracci Tells How Women Can Escape the “Pink-Collar Ghetto”

A University of Illinois at Chicago professor says vocational training is a viable career alternative for many women who do not attend college. Sharon Mastracci, UIC assistant professor of public administration, is the author of a new book, “Breaking Out of the Pink Collar Ghetto: Policy Solutions for Non-College Women,” which says women with no college education should move into the trades, finance, law enforcement and other male-dominated fields, and not settle for clerical jobs. “Although more women now go to college and more graduate, it remains that the majority do not earn degrees,” Mastracci said. “College-for-all presumptions have precipitated funding cuts of non-college training. Of the few vocational programs that have survived, many steer women toward low-skilled jobs that offer few opportunities for advancement.”

Menzel Proposes Global Law to Fight Cyber Terrorism

In an interview with The Korea Times, ASPA President-Elect Donald C. Menzel called for the enactment of an international law to cope with cyber terrorism amid rampant hacking problems worldwide, including recent cyber attacks by Chinese hackers into the networks of the South Korea government. Menzel went to Korea to participate in the annual International Congress of Administrative Sciences, held July 14-18 in Seoul. (information courtesy of The Korea Times)

http://times.hankooki.com/lpage/nation/20040722040725201713565100.htm

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Adapting the Balanced Scorecard to Federal Government Agencies

Michaline Dobrzeniecki, Gerald (Jake) Barkdoll

When Robert Kaplan and David Norton first introduced the Balanced Scorecard (BSC) in a Harvard Business Review article in 1992, they addressed their model primarily to for-profit organizations interested in capturing performance effectiveness in four key areas: financial, customer, internal business processes and learning and growth. That has proven to be a fertile setting since recent surveys indicate that approximately 40 percent of major U.S. Corporations are applying BSC concepts.

In the past decade, federal agencies have been placed under substantial and increasing pressure to improve their performance and to demonstrate this improved performance to Congress, the Administration and the public. It is not surprising that a substantial number of agencies have considered the BSC approach and some have adopted it to meet their needs. Interest in the BSC model has been reinforced by the requirement that SES Executives include “Balanced Measures” in their performance plans.

Federal agencies that have adopted the BSC model have typically found that substantial adaptation of the corporate model is required. These adaptations have been reported on a case-by-case basis over the past by individuals presenting to the monthly Balanced Scorecard Interest Group (BaSIG) presentation/discussions. [For additional information about the Balanced Scorecard Interest Group see “Balanced Scorecard Interest Group Celebrates Four Years of Support and Self Help” in the July PA TIMES]. About 50 BaSIG members recently met to distill insights from previous presentation/discussion to answer the question “What are the key adjustments that must be made to the original Kaplan and Norton Scorecard Model to make the idea work in a federal agency?”

Participants quickly determined that the question was best addressed by stratifying it into two levels: adjustments that must be made to the overall structure of the corporate BSC model’s perspectives and adjustments that must be made in each of the model’s perspective.

Adjustments Needed to the Overall BSC Model

While “Finance” may be the obvious dominant perspective for corporations, it is not for most federal entities since few of them have been established to show a profit. As a result federal agencies often rearrange the hierarchical construct of their scorecards by substituting “program performance” as the top perspective in scorecards for line organizations and “customer” as the top perspective in scorecards for staff and support functions. The logic of the corporate model is that the positive impact of a “learning organization” environment combined with appropriate business systems will have a positive impact on the corporation’s relationships with its customers. The original BSC model suggests that “customer satisfaction” is a key indicator of organizational success. Research has shown a close link between customer satisfaction and employee satisfaction suggesting that employee satisfaction could serve as an important BSC model component addition. Developing and managing the organization’s performance in these three areas through goals, targets and measures will positively affect the dominant indicator—financial performance. The same four perspectives may be just as important in public sector scorecards, although the relationship between the perspectives is different. For federal agencies, components other than finance would more likely serve as the model’s driver. The customer component, for example, is more crucial in many federal agencies since agencies exist to serve the American public. Also, with recent emphasis on the Government Performance and Results Act (GPRA) and measures that emphasize “getting to green” on the federal government’s “red-yellow-green” performance scale, internal business processes may act as the driver of a federal agency scorecard.

The arrangement of perspectives in public sector scorecards are more variable for a variety of reasons including:

• Agency responsibilities are legislatively mandated by Congress and are very diverse (regulatory, research, defense, tax collection, etc.)
• Agencies are typically precluded from unilaterally taking on new lines of business, or changing their mission.
• The design of scorecards in federal agencies must accommodate GPRA, PMA and PART requirements.
• Although Norton and Kaplan indicate that joint ventures are not prime candidates for a strategic business unit, most agencies co-produce outcomes through work with State and localities, contractors, etc.

In addition to the factors that impact on the design of scorecards in the public sector, there are factors that affect the process of designing, developing and utilizing scorecards in federal agencies:

• Agencies are typically more than one project as compared to corporations.
• There are substantial differences between industry and government budgeting processes.
• There are legal constraints on the use and confidentiality of data based on the FOIA and Privacy Act and also clearance and other requirements for data collec-

See BASIG, pg. 20
Hampton Roads Chapter Honors Area Leaders

Norfolk, VA—The Hampton Roads Chapter of ASPA again hosted its annual awards luncheon at Old Dominion University, Norfolk, VA. This year’s agenda again honored outstanding efforts in public service and added a new category of recognition for middle school students who won an ASPA-sponsored essay contest. Clarence V. Cuffee, city manager of the City of Chesapeake, VA, served as the luncheon keynote speaker. Cuffee spoke of the high calling of government service and highlighted the importance of excellence in support of our citizenry.

The George Robert House, Jr. Award for Outstanding Service was presented to Captain Brian Carroll of the Isle of Wight Volunteer Rescue Squad. Carroll was honored for his exceptional contributions during the last 16 years as an emergency health care provider and volunteer public servant.

Buck Miller, professor, department of government and public affairs, Christopher Newport University, was honored with the Wolfgang Pindur Award for Distinguished Service in Academia. Miller’s many contributions to his university and to government agencies are legion; he has served as the coordinator of a first-rate internship program that has long been recognized as a premier supply line that has guided many students into the public service agencies of Virginia. Miller has been an active supporter of the ASPA Hampton Roads Chapter, having served over the years in key roles such as chapter president and as treasurer.

The chapter’s first-ever student essay contest was hosted by two schools in the area: Poquoson Middle School in Poquoson, VA and Himes Middle School in Newport News, VA. The essay contest...

See HAMPTON ROADS, pg. 21

BaSIG Offers Ideas on Adapting Balanced Scorecard in Federal Agencies

From BASIG, pg. 19

...tion. These factors all reduce federal managerial flexibility to select data elements for use in a scorecard.

• Federal agencies frequently have less well-developed infrastructures than companies that have universally depended on their accounting processes to measure profitability.

Adjustments Needed In The BSC Model Components

Financial Component. In general, the federal government is considered not-for-profit. Some agencies may have some fee-for-service operations that are included as part of their operating budget but there are often restrictions and limitations on any agency’s ability to operate like a for-profit organization. Money management, however, is important and federal agency leaders are expected to effectively plan and execute budgets to meet their agency’s mission and goals. By adapting the Balanced Scorecard approach, a federal agency could redefine the financial component in several ways:

• There is little incentive for agencies to achieve cost savings since amounts not spent in a given fiscal year’s budget are not transferable across fiscal years. Nevertheless, most people would agree that taxpayers have the right to expect responsible fiscal management from federal agencies and see evidence that federal agencies are working to achieve greater efficiencies and reduce costs.

• Many federal agencies have recently taken significant steps to establish targets and goals and establish performance measures closely linked to their missions. Agencies can now measure their ability to: meet their targets within a specified timeframe and consistently meet their targets from one year to the next.

Customer Component. Customers are a common denominator for both private and public sector organizations, although the term customer may be a more accurate title for those served by public sector organizations. Federal agencies have a much broader collection of interested parties typically referred to as stakeholders that impact their operations such as the Office of Personnel Management (OPM), Office of Management and Budget (OMB) and Congress. On a whole, the BASIG discussion group agreed that the relationship to the customer appears to be more complex in the federal government that it is for the typical for-profit organization. Some actions that should be considered by federal agencies when establishing a scorecard include:

• Identifying customers can be more difficult for government agencies since government agencies tend to have more complex “customer chains.” Those who pay for the service may be different from those who receive the service so that obtaining a good measure customer satisfaction can be difficult. Clear definitions can help make these measures more understandable and effective.

• Agencies that find it hard to define customer are also going to find it hard to define customer service. To better focus and measure customer service, the BASIG participants recommended gathering measurement data as close as possible to the time of actual service delivery. By doing so, an agency can get a clearer picture of their service effectiveness. Annual customer satisfaction surveys are often too far removed from the service delivery. Respondents who complete annual customer surveys tend to offer very general comments that lack the specificity needed to make improvements.

Internal Business Process Component. Federal agencies seem to face all the same challenges that for-profit organizations face in identifying suitable performance measures. Although it is tempting to use measures that are easy to collect or simply measure for the sake of measuring, it is good practice to periodically evaluate the selected measures to ensure that they are still appropriate and providing the kind of information that an agency can continue to use to make realistic improvements. Comparing the measurement practices in federal agencies and for-profit organizations versus corporate entities produced an important insight.

In most cases, for-profit organizations have more experience in measurement than federal agencies. The federal government is now emphasizing results and performance and “getting to green.” In past years, however, most agencies spent their time counting rather than measuring. They reported their numbers to agencies like the OPM or OMB in terms of people or dollars, but without much attention to what the numbers meant or how just counting things in some cases was not enough. Federal agencies are still struggling with the lack of an effective infrastructure for gathering and reporting data and are just now starting to explore software programs and tools that will aid them in collecting and reporting data.

Learning and Growth Component. For-profit organizations sometimes define this scorecard component as corporate research and development. Other companies see this perspective as addressing building and growing corporate knowledge. Federal agencies frequently apply this perspective to their human capital and the building of corporate knowledge. Human Capital Management has been strongly emphasized by the General Accounting Office (GAO) and OPM and both these agencies have designed strategies and tools that are aimed at helping federal agencies plan ahead to fill knowledge deficits in mission critical areas. The BASIG discussion group examined the Learning and Growth scorecard component and developed several insights:

• Measuring workforce development frequently involves assessing the effectiveness of workforce training and development. In many cases, government agencies still consider training a luxury. While employees are more likely to get training when budget are ample, training is one of the first items to be cut when budgets are tight. The use of a balanced scorecard is seen as likely to assure that the importance of this perspective is recognized.

• Leadership development is at least as important as staff development. Agency leaders must also seek to build their knowledge and increase their capacity for innovation and prepare for continuous change.

• The federal government’s expanding use of contractors, grantees and others will necessitate a creative approach to this perspective.

Information concerning this topic and details about the Balanced Scorecard Interest Group can be found at www.aspagnet.org.

Michalne Dobrzeniecki works as a special assistant at the Library of Congress, Human Resources. She has extensive expertise in human capital management, workforce planning and organizational performance measurement using the balanced scorecard approach.

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ASPA member Jake Barkdoll is a TREE (Theoretically Retired Exec) and is the founder and facilitator of the Balanced Scorecard Interest Group.

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ASPA Sacramento Chapter Hosts Forum with Co-author of The Price of Government

Richard Hill

ASPA Sacramento started the new fiscal year a little early with a kickoff program entitled “The Price of Government.” Over 85 people attended to hear David Osborne and a distinguished panel discuss the budgetary difficulties of government and some possible solutions.

ASPA Sacramento Incoming President John Shirey launched the afternoon program by citing the record federal deficit and the truism that “everyone has budget problems.” He stated that most of us attack deficits the same old way: hiring freezes, travel restrictions and training cuts. John then introduced David Osborne to talk about a fresh approach.

David Osborne is a senior partner with The Public Strategies Group, a firm that specializes in helping public organizations improve their performance. Osborne is also the co-author (with Ted Gaebler) of the landmark book Reinventing Government. The complete title of his latest book (written with Peter Hutchinson) is The Price of Government: Getting the Results We Need in an Age of Permanent Fiscal Crisis.

Osborne began by mentioning President Ronald Reagan. He reminded everyone that Reagan was inaugurated 24 years ago. He then asked everyone to “flash forward” 24 years from today. If governmental revenue trends continue, there will only be sufficient funds the federal level to cover four things:

- Medicare
- Medicaid
- Social Security
- Interest on the federal debt

Osborne characterized this scenario as a “fiscal train wreck” and the worst fiscal crisis since World War II. The country will eventually have to face the situation, but for now, everyone in Washington is keeping quiet.

For governments at all levels, the basic dilemma is that revenues are not keeping pace with costs. Osborne observed that revenues come from the “same old system,” but costs are increasing through new systems and expanded programs. The leading “cost drivers” are health care (often 30 percent of a state’s budget), pensions and debt service. Thus, most governments are “still in deficit.”

Osborne identified five solutions to the dilemma: budget, sizing, spending, management and leadership. He said the focus of his remarks would be on the budget aspect, specifically the work done by Peter Hutchinson for the State of Washington.

Most governments build a “sneaky budget” and spend considerable effort wrestling with what to cut. Little time goes into how to spend more efficiently. Washington faced a $2.5 billion shortfall and state officials had exhausted every trick. They retained Hutchinson to help them with a new approach. Hutchinson’s initial step was to pose a series of questions:

- How much revenue will we have?
- What outcomes do we want?
- What dollars should we spend?
- How do we best deliver services for those dollars?

Hutchinson then worked with state budget staff on a series of tasks:

- Defined ten major program areas.
- Assigned each of the ten a percentage of expected revenue.
- Developed a strategy map with outcomes (results).
- Ranked the issues and outcomes, and matched with revenue:
- Calculated an “above line/below line” point for funding.
- Committed the state to not spending “below the line.”

Ultimately, the Washington Legislature passed 97 percent of the budget. Osborne called it a “common sense” budget that was balanced, focused on results, contained performance accounting and allowed for continuous improvement.

To conclude his presentation, Osborne declared that governments must practice smarter spending. He mentioned four tips:

- Force public agencies to bid against private firms for services; buy competitively.
- Reward performance by providing more funds to successful governmental programs.
- Emphasize customer service (“put customers in the driver’s seat”).
- Employ smarter management through flexibility, more charter agencies and better administrative systems.

Osborne compared bureaucracy to a dead horse that we all refuse to abandon. He declared that government desperately needs a new, technology-based system to direct its programs. It all may sound abstract, but there are plenty of successful examples to show that it is not.

After Osborne’s presentation, John Shirey introduced a terrific panel of respondents: Ted Gaebler, city manager of Rancho Cordova and co-author of Reinventing Government; Billy Hamilton, co-chairperson of the California Performance Review (CPR); and Elizabeth Hill, legislative analyst for the State of California.

John asked each respondent to comment on the presentation and then engage Osborne in a dialogue on any issue of interest.

Ted Gaebler raised the problem of “barriers” to better public budgeting: Is better budgeting hard to do and how can we overcome the barriers? David Osborne agreed that it will be difficult because government suffers from a lack of data, outmoded computers that won’t support a new budget format and the presence of special interests who will fight any budget change. You must have courageous leaders to spearhead the entire effort.

Billy Hamilton cited the National Performance Review (CPR) as a change model that was mostly successful. He commented that CPR did not vanish with the shift from Clinton to Bush. Two of the many aspects still in place are the performance measurement system and the emphasis on electronic commerce. Effective change can survive an election!

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Sacramento Chapter Hosts Panel Discussion on The Price of Government with Book Author

From SACRAMENTO CHAPTER, pg. 21

Elizabeth Hill reminded the audience of California’s disappointing experience with Zero Based Budgeting (ZBB) and Performance Based Budgeting (PBB). She commented that the state is definitely behind on generating the data necessary to enact a new budgetary approach. She also noted that there must be the political will to get started. David Osborne concurred that you need a courageous will to get started. David Osborne also noted that there must be the political support behind on generating the data necessary to enact a new budgetary approach. She also noted that there must be the political will to get started. David Osborne concurred that you need a courageous will to get started. David Osborne also noted that there must be the political support behind on generating the data necessary to enact a new budgetary approach. She also noted that there must be the political will to get started. David Osborne concurred that you need a courageous will to get started. David Osborne also noted that there must be the political support

The discussion then shifted to competition in government. Osborne and the panel were in agreement that you must introduce it on a reasonable basis. There are numerous ways to structure competition, and how you choose and manage your method will help determine your success. For some services, competition isn’t the answer. In the final segment, John Shirey asked the audience for questions. Among the many comments in a wide-ranging Q&A: We should separate policy (“steering”) and service delivery (“rowing”) departments in government, and consolidate the steering functions. Government must get better at demonstrating and publicizing results. In a “better budget” scenario, how can we successfully apportion funds among performing and non-performing regions (or programs)? Effective governmental leaders don’t have to use the same change approach, but they must transform a system and institutionalize the changes.

Civil service systems can be a hindrance to change, but not many leaders want to tackle civil service reform. We must train the older managers how to manage in a performance-based organization; “must bring the managers into the change.”

After the conclusion of the official program, many attendees stayed to chat with Osborne, the panel and ASPA Sacramento officers. A thought-provoking start to the new fiscal year!

ASPA member Richard Hill is secretary of the Sacramento Chapter.
E-mail: Richard_Hill@CalPERS.CA.GOV

Hutchinson, Co-author of The Price of Government, Featured Speaker at Evergreen Chapter Session

Tom Hutchinson shares his perspectives on the rising cost of government with local public administrators in Seattle.

David Broom

The Evergreen Chapter of ASPA recently partnered with the Seattle Management Association to co-sponsor a panel discussion on the key issues and observations raised by Peter Hutchinson in his book, co-authored with David Osborne, The Price of Government: Getting the Results We Need in an Age of Permanent Fiscal Crisis.” Hutchinson’s presentation focused on his research and conclusions related to getting citizens the services they want at the price they are willing to pay. He offered specific examples of his contractual work with the state of Washington.

A recurring theme in Hutchinson’s presentation reinforced the notion that government is “not only broke, it is also broken.” Without some major fixes, Hutchinson contends that in the not too distant future, the federal budget will have only four elements; Social Security, Medicare, Medicaid and the Federal Deficit. Similar challenges exist at the state and local level as public administrators confront shrinking resources and the cost of government consumes an increasing share of taxpayer personal income.

More than 180 attendees participated in the late afternoon session featuring a distinguished group of local public administrators including Jorge Carrasco (Superintendent, Seattle City Light), Chuck Clarke (Director, Seattle Public Utilities) and ASPA President Cheryle Broom (King County Auditor).

The event concluded with a book signing opportunity and dinner with the author on the Seattle waterfront complete with a lovely Northwest sunset over Puget Sound.

ASPA member David Broom is past president of the Evergreen Chapter. E-mail: dbroom@comcast.net

L to R: Nick Pealy, Seattle Management Association; Cheryle Broom, National ASPA president; Tom Hutchinson, co-author of The Price of Government and Mary Van Verst, Evergreen Chapter president.
ASPA Signs on to Help Organize 2006 Conference in Beijing

From CHINA CONFERENCE, pg. 15

more than twenty ASPA scholars. A few minister-ranked Chinese officials delivered speeches at the opening ceremony. Ed Jennings, Barry Bozeman, Fran Berry and many ASPA luminaries were active participants in the conference. Guo Ji, president of Chinese Public Administration Society, showed his consistent support for cooperation between ASPA and CPAS, and addressed the opening ceremony.

The Chinese government paid great attention to this two day conference in Beijing. The government was highlighted by the meeting of Hua Jianmin, State Councilor and Secretary-General of the State Council of the central government of China, with some of the international and minister-ranked Chinese officials. This was the first annual conference of the U.S./China Public Administration Secretariat at Rutgers University. Coordinated by Mengzhong Zhang and Wenxuan Yu at the Secretariat, there were eight scholars from outside the mainland who attended the conference: Edward T. Jennings (Univ. of Kentucky), Edward H. Downey (SUNY), Zhiyong Zhang and Wenxuan Yu at the Secretariat, Mengzhong Zhang and Wenxuan Yu at the Secretariat.

The 3rd Sino-US International Conference for Public Administration is scheduled for June 2006 at Renmin University.

ASPA member Marc Holzer is former ASPA President. He is Director of the U.S./China Public Administration Secretariat.
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ASPA member Mengzhong Zhang is Associate Director of the U.S./China Public Administration Secretariat.
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ASPA Member Reports on ICCA Conference

From ICCA, pg. 15

telecommunications are 100 percent digital and highly competitive, with costs among the lowest in Europe. Glasgow will be one of the first European cities to go live with 3G wireless service and British Telecom has chosen Glasgow as the location for its Data Hosting facility, the largest in the United Kingdom. Huge investments are being made in the city by both public and private sectors, including a £300m program to develop two million square feet of new office space in the financial services district that will accommodate 20,000 jobs and a new high-speed broadband infrastructure.

Glasgow joins the previous winners of this award: Calgary, Canada and Seoul, South Korea in 2002, New York, in 2001, LaGrange, Georgia in 2000 and Singapore in 1999. The Intelligent Community Visionary of the Year was given to Javier Perez, general coordinator of E-Mexico National system, Ministry of Communications and Transport, Mexico. This award honors an individual or group who has taken a leadership role in promoting broadband technology and has brought about effective cooperation between the public and private sectors in the development of the intelligent community or property.

In addition to the keynote addresses and panel discussions on topics of broadband infrastructure, digital democracy and “marketing for the intelligent community,” the panels were represented primarily by private sector executives and government officials. This was the first annual conference hosted by IPC.

ASPA member Chan-Gon Kim is a doctoral student in the graduate department of public administration at Rutgers University-Newark.
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Membership Application

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Demographic Information

Please complete this brief demographic form so that ASPA will have an accurate record of the make-up of its membership.

BIRTH DATE

M/M/YY

GENDER

☐ Male
☐ Female

ETHNICITY

☐ African-American
☐ Asian-American
☐ Caucasian
☐ Hispanic-American
☐ Other

AGE

☐ Under 30
☐ 30-39
☐ 40-49
☐ 50-59
☐ 60-64
☐ Over 65

EMPLOYMENT SECTOR

☐ Business Organizations
☐ COO/GM/CEOs/Officers
☐ College/University
☐ County Governments
☐ Federal Governments
☐ Municipal Governments
☐ State Governments
☐ Hospital Organizations
☐ Higher Education
☐ Self-Employed/Independent
☐ Student
☐ Other

PROFESSIONAL ROLE

☐ Appointed Official
☐ Elected Official
☐ Top Management
☐ Frontline Management
☐ Middle Management
☐ Staff
☐ Federal/State
☐ University Administrators
☐ University Faculty
☐ Other

Code of Ethics

I have read and support the principles established in the ASPA Code of Ethics (Appendix B) www.aspanet.org/Code
This book addresses newly surfacing and often underemphasized administrative concerns, such as major changes in marriage and human rights laws throughout the world, the growing recognition of transgender rights in the United States and issues of youth and aging within the gay demographic.


This book points professionals toward the most useful sources of information available from textbooks and journal articles to government reports and web sites.


This reference proposes an efficient method to identify, manage and control transformations in the provision of health services during elevated levels of bioterrorist threat—offering step-by-step procedures and templates to prepare and implement a coordinated response to high-alert situations.

**COMING THIS FALL By ASPA Members:**


World-renowned psychiatrist Viktor Frankl’s Man’s Search for Meaning is one of the most important books of modern times. Named by the Library of Congress as one of the ten most influential books of the 20th century, Frankl’s personal story of finding a reason to live in the most horrendous of circumstances—Nazi concentration camps—has inspired millions.

In Prisoners of Our Thoughts, Alex Pattakos—a longtime student of Frankl’s thought who was urged by him to write this book—shows how Frankl’s philosophy can help readers find meaning in their daily worklives.

**NOW AVAILABLE from Other Sources:**


The events of September 11, 2001, brought home to citizens the need to manage government effectively and efficiently. However, the fragmentation of government organization and programs makes harnessing the power of government more complex than ever. Making Government Manageable analyzes these issues and provides thoughtful observations and actionable recommendations for policymakers and public managers.

Authors offer advice and analysis on issues ranging from trends in citizen participation to improving interagency and intergovernmental cooperation and to modernizing the operations of federal field offices. The book, available for purchase at local bookstores and online, is based on a conference held jointly by the Academy’s Standing Panel on Executive Organization and Management and Johns Hopkins’ Center for the Study of American Government.

- **Enhancing the Capacities To Govern: Challenges Facing the CEE countries**, edited by Bryane Michael, Rainer Kattel, Wolfgang Dreeschler and published by the National Institutes and Schools of Public Administration in Central and Eastern Europe (NISPAcee).

The purpose of the present collection of rigorously selected and thoroughly edited contributions to the NISPAcee 11th Annual Conference is to contribute to that discourse and to discuss the nature of effective civil service and public policy in general, but especially in the Central and Eastern European region. The selection includes both theoretical and empirical cases, mostly from and about the region, often about countries or cases that have hitherto received scant, if any, scholarly attention in public administration.


This book is required reading for press secretaries on Capitol Hill, public affairs officers in federal agencies, spin doctors in political campaigns, PR professionals in nonprofit organizations, lobbyists—anyone whose job involves garnering media coverage in a town where ink is gold and airtime is platinum. In Media Relations Handbook Brad Fitch moves back and forth between theory and practice with the grace of a prize fighter, teasing out general principles, then illustrating his points with real-life examples.
The Department of Public Administration and Urban Studies in the Andrew Young School of Policy Studies, Georgia State University invites applications for a tenure-track position at the assistant professor level in nonprofit management, beginning fall 2005. The position involves teaching in the areas of nonprofit management and public management systems. A background in non-profit finance is desirable. In addition, we are looking for candidates who will be pursuing an extensive research agenda in nonprofit management and who will be willing to engage the Atlanta nonprofit community in efforts to improve management and leadership in nonprofit agencies. Salary is very competitive. The position requires a Ph.D. in an appropriate field of study from an accredited university. Applicants must be eligible to work in the USA.

TheAYSPS is highly ranked among graduate programs in public affairs in the most recent US News rankings, especially in the fields of public finance and budgeting and public management. It has a successful and rapidly growing NASPAA-accredited MPA program, which includes a nonprofit concentration, and the school is committed to achieving national recognition in this field. Metropolitan Atlanta has a vibrant nonprofit sector that includes headquarters for a number of the world’s largest nonprofits and foundations. Current nonprofit faculty and students have established close ties to these institutions.

Candidates should submit a letter of interest, curriculum vitae, graduate transcripts, three letters of recommendation, a sample of scholarship, and any teaching evaluations to Michael Rushton, Chair of the Nonprofit Search Committee, Department of Public Administration and Urban Studies, Georgia State University, Atlanta GA 30303-3083. The Search Committee will begin reviewing applications on November 1, 2004. More information can be obtained by email at michaelrushton@gsu.edu or by telephone at (404) 651-0333. Information about the Andrew Young School is available at www.gsu.edu/sp. Georgia State University, a unit of the University System of Georgia, is an equal educational institution and is an equal opportunity affirmative action employer.

The Department of Political Science at Augusta State University invites applications for a tenure-track position at the assistant professor level, beginning August, 2005. The candidate is expected to teach the following courses in the Master of Public Administration Program: Research Methods and Quantitative Methods. Preferred candidates will also be able to teach Public Budgeting and undergraduate courses in American political institutions. A doctorate in Public Administration or the Ph.D. in Political Science with a strong concentration in public administration is required; ARBs will be considered. Augusta State University is an affirmative action/equal opportunity employer. Send a letter of application, curriculum vitae, graduate school transcripts and three letters of recommendation to: Dr. Sandra Bruns, Chair, Public Administration Search Committee, Augusta State University, Augusta, Georgia 30904-2200. Application deadline: November 12, 2004.

The School of Public and Environmental Affairs (SPEA) at Indiana University, Indianapolis, seeks a committed teacher for a full-time lecturer position. The fields of specialization are open, but preference will be given to candidates with an area of emphasis in public management, nonprofit management, or law. The successful candidate will teach four courses per semester. Responsibilities also include the scholarship of teaching, service, teaching-related service, and School service. The candidate must be able to provide substantial evidence of teaching effectiveness. Ph.D. or other appropriate terminal degree is preferred. Initial appointment will be for two years with opportunity for renewal based on performance.

SPEA is a multi-disciplinary, university-wide division of Indiana University, organized as a professional school committed to excellence in teaching, research and service, addressing critical issues of public policy and management. With over 100 faculty on eight campuses, SPEA is the largest school in the nation offering programs in public affairs. The graduate program consistently ranks among the best in the country. Review of applications will begin on October 1st, 2004 and continue until the position is filled. Please submit a letter of application, current vitae, complete contact information, and names, addresses, e-mail and telephone numbers of four references to: Greg H Lindsey, Ph.D., Professor and Associate Dean, School of Public and Environmental Affairs, IUPUI, 801 W. Michigan Street, BS 3025, Indianapolis, IN 46202.

For more information see http://www.spea.iupui.edu/Faculty/openings.asp

Indiana University is an Equal Opportunity/Affirmative Action Employer. Educator and Contractor, M/F/D and strongly committed to achieving excellence through cultural diversity. The university actively encourages applications and nominations of women, persons of color, applicants with disabilities and members of other underrepresented groups.
The School of Public and International Affairs seeks to fill two or three tenure-track positions affiliated with the Center for Public Administration and Policy (CPAP) at Virginia Tech in Blacksburg, Virginia. The School includes CPAP, Urban Affairs and Planning (UAP), and Government and International Affairs. CPAP, UAP, and GIA offer Master’s programs in Blackburg and Alexandria, Virginia (just outside of Washington, D.C.). CPAP and UAP offer Ph.D. programs in Blacksburg and Alexandria. CPAP also offers its Master of Public Administration degree in Richmond, the state capital. These positions are intended to help place the new school at the forefront of major shifts in patterns of governance, democratic action, and accountability. Emphases include collaboration across sectors to deliver public services; exploration of the character of equity and justice in a diverse society; study of the disparate impacts of ongoing globalization; and improved measures of financial and social accountability and their implications for public administration and public policy implementation. The School seeks strong candidates for one position to include an emphasis in budgeting and financial administration and for the other one or two positions to include some combination of teaching and research interests in the following: public management, including human resources; public policy and policy analysis: methods; public administration history and theory; collaborative governance; nonprofit management; and the impact of globalization and information technology on governance. The positions are subject to available funding and are at the assistant professor level.

Both CPAP and UAP have nationally ranked Master’s programs and highly regarded Ph.D. programs. The school’s annual research expenditures in 2003 exceeded five million dollars channeled through centers of basic and applied research with foci in housing, social services, health, policy outreach and research, innovative governance, and metropolitan studies.

The successful candidates will be located in Blacksburg, Virginia with expectations for some teaching in Alexandria and Richmond. Candidates should be prepared to: 1) contribute to CPAP and SPIA efforts to address the new challenges of governance; 2) teach a share of the specific courses within the CPAP curriculum for doctoral and master’s students, including those necessary for NASPAA accreditation; 3) teach occasionally in any of the three CPAP locations; 4) serve as chair or committee member on doctoral dissertations in CPAP and SPIA; and 5) participate or develop sponsored research projects that would serve or complement the aims of the School’s research institutes. Candidates should possess a Ph.D. by start date.

To apply online go to: http://www.jobs.vt.edu. Applications should include: 1) a curriculum vita; 2) a cover letter identifying areas of interest; 3) a statement outlining a list of existing CPAP courses you feel most qualified to teach, a description of a new course you would develop and a rationale for how and why you believe it would augment existing SPIA program curricula; and a brief overview of your research interests; 4) one sample of professional writing; 5) a list of the names and contact information for at least three references. Applicants should arrange for references to send letters to: Dr. John Roark, Chair, SPIA Search Committee, c/o Ms. Krystal Wright, 110 Architecture Annex, Virginia Tech, Blacksburg, Virginia, 24061-0113; Phone: (540) 231-2291 or send them electronically to Krystal Wright, Faculty Search Assistant, SPIA, at krystal@vt.edu. Application review will begin October 15th and continue until the positions are filled. Complete applications should be received by October 15, 2004 to be assured of consideration.

Virginia Tech has a strong commitment to diversity and seeks a broad spectrum of candidates, including women, minorities, and people with disabilities. Individuals with disabilities desiring accommodations in the application process should notify the Chair of the Search Committee or the Virginia Tech Relay Service, 1-800-828-1120. For further information on CPAP and SPIA, see www.cpap.vt.edu and www.spia.vt.edu respectively. For further information on the American Society for Public Administration (ASPA), see www.aspanet.org.

Visit ASPA's Online Career Center

www.aspanet.org

GOVERNMENT POSITIONS

City Manager
Las Cruces, New Mexico
Salary $95,000 - $125,000 DOQ • Population: 75,000

The City of Las Cruces is seeking a progressive, proactive, community oriented leader to serve as City Manager following the retirement of the current City Manager. The City is governed under a Council-Manager form of government, with the Council consisting of a Mayor elected at large, and six City Councilors. A possible review of the original charter revised in 1993 is under consideration for any changes that may need to be considered during the next election.

Las Cruces is the 2nd largest city in New Mexico with a population of 75,000 and is located 45 miles north of El Paso, Texas. Las Cruces is a growing university city with a metropolitan county population of over 180,000 and an enjoyable quality of life.

The City Manager is the Chief Administrative Officer and is accountable and responsible for executing all policies and programs directed by the City Council and for making program and policy recommendations to the City Council to further the City’s short- and long-range goals and objectives. The City Manager works with the Assistant City Manager in the management of all departments. The City has more than 1,100 employees in Administration, Financial Services, Information Technology, Community and Economic Development, Legal Services, Public Works, Facilities, Public Services, Utilities, Police and Fire Departments.

Successful candidates will have at least ten (10) years as an assistant city manager or senior level executive involving the planning, organization and execution of a varied work force in a community of 50,000 population or greater and a Master’s Degree in Public Administration, Masters of Business Administration or similar degree from an accredited institution of higher education.

The position requires the ability to manage and motivate individuals and groups to achieve designated goals; supervise, manage, lead and direct the activities of City Departments to ensure achievement of City goals and objectives; plan, implement and execute programs of departmental operations and activities; act as a direct link between the City Council and other members of the City staff as assigned; inspire confidence in citizens, staff and the City Council to achieve the City’s goals and objectives; balance conflicting political goals and direction with an outcome of positive direction for the organization; clearly communicate complicated or abstract policy direction to many different groups of staff and citizens; prepare and present accurate and reliable reports containing findings and recommendations; perform a wide variety of duties and responsibilities with accuracy and speed under the pressure of time-sensitive deadlines; demonstrate integrity, ingenuity and inventiveness in the performance of assigned tasks; operate a personal computer; communicate effectively both orally and in writing, with the public and employees and constituents. Resume must be in by 5:00 p.m., September 30, 2004.

If you are interested in this outstanding opportunity, please submit your resume to: Kathie Stark, Human Resources Director, City of Las Cruces, P.O. Box 20000, Las Cruces, NM 88004, FAX: 505-528-3020 e-mail: kathie@las-cruces.org.

City Manager - Las Cruces, NM

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www.aspanet.org
## ASPA Calendar of Events

### August 2004

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<tr>
<th>Date</th>
<th>Event</th>
<th>Location/Details</th>
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<tr>
<td>29-Sept. 1</td>
<td>2004 Institute of Public Administration of Canada (IPAC) Annual Conference</td>
<td>City: Vancouver, B.C.</td>
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<tr>
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<td><strong>September 2004</strong></td>
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<tr>
<td>2-5</td>
<td>100th American Political Science Association Annual Meeting &amp; Exhibition</td>
<td>Theme: &quot;Global Inequalities&quot; City: Chicago, IL</td>
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<tr>
<td>10-12</td>
<td>ASPA 2004 Mid-Year Leadership Meeting</td>
<td>City: Washington, DC</td>
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<td></td>
<td>Performance Measurement for Government</td>
<td>City: Washington, DC</td>
</tr>
<tr>
<td>26-28</td>
<td>Conference on Civic Education Research</td>
<td>Location: Reno Hilton, Reno, NV</td>
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<td><strong>October 2004</strong></td>
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<tr>
<td>3-5</td>
<td>2004 SECoPA Conference</td>
<td>Theme: &quot;Governance in a New Era of Cooperation&quot; City: Charlotte, NC</td>
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<tr>
<td></td>
<td>Association for Budgeting and Financial Management (ABFM) Annual Conference</td>
<td>Location: Holiday Inn Chicago Mart Plaza, Chicago, IL</td>
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<tr>
<td>7-10</td>
<td>58th International Atlantic Economic Conference</td>
<td>City: Chicago, IL</td>
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<tr>
<td>15</td>
<td>6th Annual Texas ASPA/CPM Conference</td>
<td>Location: Texas State University, San Marcos, San Marcos, TX</td>
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<tr>
<td></td>
<td><strong>28-30</strong></td>
<td>Twenty-Sixth Annual Association for Public Policy Analysis and Management (APPAM) Research Conference Location: Omni Hotel at CNN Center, Atlanta, GA</td>
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<tr>
<td></td>
<td>For more information, click the quick link to 'Conferences' on the ASPA web site</td>
<td><a href="http://www.aspanet.org">www.aspanet.org</a></td>
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## Special Section

**AFFIRMATIVE ACTION AND EQUALITY OF OPPORTUNITY** 3-7

**ASPA TIMES** 15-25

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**ADVANCING PUBLIC SERVICE PERFORMANCE**

**INNOVATIONS IN RESEARCH AND PRACTICE**

**AMERICAN SOCIETY FOR PUBLIC ADMINISTRATION • MILWAUKEE, WI • APRIL 2-5, 2005**

[www.aspanet.org](http://www.aspanet.org)