New Legislation Will Impact Presidential Transitions

Dwight Ink testifies for House subcommittee on behalf of bill

Jennifer Miller

New legislation that would amend the Presidential Transition Act of 1963, drafted by ASPA Past President Dwight Ink, was approved by the House this winter and now awaits a Senate vote.

Dwight Ink’s initiative was created during a National Capital Area Chapter (NCAC) retreat several years ago, when he was prompted to find a solution to a problem Ink saw in presidential transitions. The result is a law that is designed to give specific approval for orientation programs, that involve former political appointees from both political parties, for appointed staff of a new president during the transition period.

The current Act was developed to ease transitions between presidential administrations and it provides funds to cover basic functions including telephone service, computer equipment and temporary advisors. While the Act does not forbid orientation programs like that suggested in the proposed legislation, Ink feels that a formal blessing from Congress would encourage these activities to take place during the transition period.

Support for this legislation was offered to the House Subcommittee on Government Management, Information and Technology by Ink as well as that late Elliott Richardson, former attorney general to President Richard Nixon; Lee White, former assistant counsel to President John F. Kennedy and counsel to President Lyndon Johnson; Paul Light, director of the Center for Public Service, Brookings Institution; and Norman J. Ornstein, resident scholar for the American Enterprise Institute for Policy Research.

The changes proposed to the Act are intended to help a new presidential administration (of any party) to be productive in the first year of office. Ink says that a new president and his administration need to take advantage of the “honeymoon period”, because the president doesn’t have any baggage at that point and there is a greater willingness to take initiative.

“You have to take advantage of the enthusiasm and energy in the beginning [of a presidency],” Ink said.

The orientation process that Ink has drafted is designed to “increase the early effectiveness of a new presidency,” and help protect the political strength that a new administration walks into the White House with on inauguration day.

“You want any president coming in to be most effective at the beginning of their (continued on page 2)
The orientation program that Ink supports includes gathering key political appointees with former appointees who have served in their position, so a new administration can learn from the past and create new legislation and civic programs.

“The orientation would involve individu-
als who have left the White House well regarded by their peers,” Ink said. “Participants would be from both par-
ties.”

In his testimony, Ink argued that the ori-
entation program that he was proposing would help eliminate mistakes that recent appointees make with the press and the public.

“Avoidable missteps by well-intentioned political appointees of incoming administrations can be damaging and often under-cut the momentum which new presidents must have to quickly launch new initia-
tives when the opportunities are greatest,” Ink said. “Equally unfortunate are instances in which new appointees fall short of their potential performance because of failure to understand the basics of how to get things done in the complicated world of Washington.”

There are five areas that Ink considers being important to the success of a new administration: Congressional Relations, White House staff, Executive Office Officials, external pressures, and the role of career civil servants. Ink argues that these areas would be better supported with orientations to gather institutional knowledge that would help the presi-
dent’s officials avoid crucial mistakes.

Ink testified that political appointees often do not understand the role of Congress and they fail to make relation-
ships with members of the House and Senate a priority.

“They [appointees] regard Congress as an ineffective problem to be tolerated,” Ink said. “There is less of a recognition of the constitutional role of Congress.”

Ink believes that by spending time with former officials who can discuss their experiences in working with Congress and Congressional members of both par-
ties, appointees can avert missteps that could create a hostile or even distrustful environment between the new administra-
tion and Congress.

In a similar manner, the White House staff has become intricately involved in policy coordination and for this reason a positive image is essential.

“The White House staff is a very impor-
tant factor in the success or failure of a presi-
dent,” Horn said.

The orientations that Ink’s legislation allows for would introduce White House staff to ways to deal effectively with the press and other federal agencies. White House staff also needs to be informed about the ethical standards that they are held to by the American public. Ink says that the image of impropriety can do some of the worst damage and can be dam-
aged more quickly by past officials making new staff aware of risky behavior.

Executive Office officials working in the Executive Office of the President who represent the president and his adminis-
tration are often in daily contact with other departments, agencies, Congress and external groups.

“They shape the image and credibility of the president” Ink said. “They have to think about the personal relationships with those other agencies.”

Ink hopes that talking with previous office staff will alleviate existing tensions and help build better ties with their coun-
terparts.

According to Ink, 20,000 nationwide interest groups are headquartered in the Washington area, and they can often frustrate new political appointees. These groups along with the media offer an intense scrutiny that can be unbearable without the proper mentoring.

“Very few of us see our day on national television,” Ink said.

The orientation programs would not elimi-
inate the press or the scrutiny, Ink says, rather prepare new officials to deal with each effectively.

One of the most important elements of working in Washington are the career public servants, who can be subject to a hostile working environment and exclu-
sion tactics.

“They [career servants] are a tremendous re-
source and to alienate them is foolish at the outset,” Ink said.

Currently, briefing books are the main tools used to prepare incoming officials about the status of existing programs. They are not the right vehicles for helping incoming political appointees, says Ink. He considers briefing books to be good resources and should be kept as sur-
portive measure, but feels that they do not explain the “operational minefields facing a new presidency and how they might be overcome.”

“Briefing books talk about trends and pol-
icy issues,” Ink said. “That just answers the ‘what’, now we need to provide the ‘how’.”

Ink, NCAC (continued from page 1)
I am an American committed to a public service career. At one time only those who were in government were thought to have a creed, but today awareness that people like me are found in a variety of organizations and institutions both in and outside government. Wherever we are located, we are concerned with the public interest and therefore a public service creed be educated or trained in professions and occupations. We may be in a staff or analytical position, a supervisor, manager, a career civil servant, a politically appointed executive, an employee of a not-for-profit institution, an employee of a private corporation working for a non-profit organization, or someone of none of these roles or identities makes clear my broader and more significant role: that of a key actor in the process of democratic governance a person at the critical point of public action in the public interest—at the point where between the interests of government, other agencies, interest groups, non-profit organizations, private businesses and citizens.

I have chosen my occupation and role, and made my commitment for many reasons but among the most important is a desire to serve my fellow citizens. That desire may or may not have been the primary motivator for most people like me and as such it may weigh more heavily for those of us who were so committed, and I try to sustain it despite a myriad of pressures and diversions. My choice of occupation commitment does not mean I forfeit the ambition to provide my family with the same things most Americans want. Nor do I consider my choices to be superior in any way to those who have chosen to purse wealth or other goals, for they may also serve society in their own less direct way. My choice to place public service first is simply a reflection of my personal priorities.

I recognize and try to accept that a commitment to public service is not well understood and even less appreciated in America. I try to remember that our society was born of dissatisfaction with a heavy-handed government and a desire for individual liberty and freedom; and our society reached its enviable level of affluence through our cultural emphasis on individual pursuits of goals and ambitions. Commitment to community and public service have always been present but less appreciated. And I believe this historically left a particular legacy of distrust with regard to government and sometimes a lack of attention to community needs.

Our history has left a particular legacy of distrust toward government and those committed to it. But this distrust has been extended to other institutions outside government committed to public and community services. This distrust often increases with economic stress, social tensions, opportunistic blaming and fault finding political partisans, but a lack of trust by those who seem to be the inevitable byproduct of complex organizations, and by the injustices that unfortunately exist even in the democratic political systems.

I try to appreciate the role of elected officials and the fact that they bring democratic representation and responsiveness to the government process in both a substantive and symbolic sense. For my part, I try to bring to the governance process: dedication, expertise, democratic standards for a long-range perspective, and public perspective that also seeks ways to directly involve people in the governance process that go beyond merely voting. All are essential to the process of democratic governance and societal well-being.

I also recognize that my role in our constitutional structure is more implicit than explicit. Yet the structure of overlapping and shared powers makes my role, my challenge that seems to be the inevitable byproduct of complex organizations, and by the injustices that unfortunately exist even in the democratic political systems.

At the same time I try to play a crucial role in discovering the common good, I must be able to thrive under the pressures of societal change to which I am subject, as well as organizational interests at the expense of that broader public interest. This means that I must consciously conceive of my role as one of “special citizen”—not special in status, knowledge or perquisites, but special in terms of duties, obligations and responsibilities to my fellow citizens.

I must consciously conceive of my role as that of a democratic leader in the governance process of a democratized, constitutional, republic and a highly individualistic society. This means I must consciously conceive of public service in the same way that Aristotle did over two thousand years ago—as a process whereby I can help create circumstances evoking citizenship on the part of others thus enabling them to realize their fullest potential as each discovers meaning for their lives in pursuit of their individual conceptions of the good life.

In consciously conceiving of myself as a democratic leader in my family, institutional and governance roles I must: listen more than speak; give reasons more than orders; persuade more than demand; evolve more than dictate; control; give reasons rather than excuses; facilitate problem solving by others; make government and other institutions involved in public action responsive, representative, and responsible while at the same time, making them more economic, efficient and effective; seek to make the organizations and institutions with which I am involved reflect the gender, racial and ethnic diversity of America; speak truth to power; sustain the Constitution, its values and constitutional processes; uphold transparent national symbols; obey law; follow clear and logical procedures; avoid profanity regardless of my personal feelings; do my best to respect and reflect credit upon other leaders and officials; and enable citizens to feel and say: “we did this ourselves”.

I am an American committed to a Virginia Technical University in Blacksburg, VA.
Letters to the Editor

Dear Editor:

I just finished Mary Hamilton’s column in the August 1999 issue of PA Times regarding her conversation about government with her nephew. Whenever I encounter those attitudes, I find it useful to challenge young people to think about where they encountered information about government inefficiency and corruption. Almost invariably, the information comes from the media either directly or indirectly. Young people are being influenced by spotty, incomplete reports about government problems without any context in which to judge the information. The result is a judgement without a factual basis. Then I ask young people to try to quantify just a bit what they mean by problems with the government. For example, ask them how much money they think the federal government “wastes” every year. They may come up with a number, but it’s likely to be wildly inaccurate and easily recognized as such. For example, if they say $1 billion, it’s always instructive to tell them that the government’s budget is nearly $1 trillion. That means that in their understanding the government is spending 99.99 percent of its money correctly. If they say $100 billion, then the government is spending nearly 90 percent of its money correctly. That means that the government deserves an A! (But it’s nearly unimaginable that the government could waste that much money through fraud and abuse; honest mistakes are another story.) It’s always fun to prod them about about their own grades at this point. Everyone has some poor grades in their portfolio. Now, ask them if other parts of society (e.g., the private sector) is likely to be doing so well. There are numerous examples of private sector mismanagement to use as a counterpoint. Very few corporate leaders would claim that 90 percent or more of their spending was without fault. And the author most public administrators believe, “Practitioners need only to know how to do management technique, public administration” written by Mary M. Timney caught my attention and held it. According to the author most public administrators believe, “Practitioners need only to know how to do management technique, public administration” written by Mary M. Timney caught my attention and held it. According to the author most public administrators believe, “Practitioners need only to know how to do management technique, public administration.” The article does address a true barrier that separates practice versus theory. Using the California Case, it articulates how theory can undo what is fundamentally undermining public administration.

I agreed, the context of public service is as equally important as management techniques. By adding theoretical dialogue to public administration, the creation of public value theory will trickle down into improved services and an increase in public administrators’ loyalty. What is needed is the creation of public service deliveries that factors in public value in its administration.

By adding public value, I mean providing services while at the same time producing value to citizens, all within mandated objectives. For example, public administrators that are empowered to search for better queuing systems, forms, and improved accessibility to citizens etc... This adds public value to services. Besides adding public value, public administrators at every level will feel empowered to exploit opportunities and innovations that add public value. This is what motivates today’s public servants, in my opinion.

Derrick McCall
Student
Robert F. Wagner Graduate School of Public Service
New York University

Dear Editor:
The article in December 1999’s Special Section entitled “The Imperative of Theory in Public Administrators” written by Mary M. Timney caught my attention and held it. According to the author most public administrators believe, “Practitioners need only to know how to do management technique, public administration” written by Mary M. Timney caught my attention and held it. According to the author most public administrators believe, “Practitioners need only to know how to do management technique, public administration.”

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Derrick McCall
Student
Robert F. Wagner Graduate School of Public Service
New York University

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Responses to the December PA Times Theory/Practice Special Section

Russell Harding

By coincidence or design, a sudden rush of articles and opinions on the nature of theory and practice in public administration recently emerged. The special section in the December 1999 issue of PA Times, followed closely on the heels of two articles that appeared in the September/October 1999 volume of Public Administration Review (PAR) addressing graduate education and research in public administration.

Heralded by PA Times as representing “interesting and sometimes quite different views,” the one thing that all the articles have in common is that they are written by academics (read theorists). The result is a view of the theory component of the theory-practice relationship that is oblivious to the destructive influence of theory on practice.

Let there be no doubt as to the orientation of recent writers, let me reiterate some of the definitions and observations advanced. From Brewer et al. “Research is the first step in improved practice.” Timney offers – “practice without theory is a hollow exercise.” From Miller, “Theory is practice-to-be, waiting to be enacted.” And the one that set me to writing this polemic, “Theory is not the problem.” Well, theory is the problem, and I will devote the rest of this article to illustrating why this is so.

I have been a practitioner for 22 years, beginning in the mailroom, and working my way through purchasing, accounts receivable, payroll (prior to computers, when people were paid in cash), to labor relations, international aviation policy, and for the last 14 years, environmental and natural resource management. I have worked both within a Westminster Parliamentary system, as well as within United States’ federal and state governments.

Like many practitioners I became sold on the value of theory early in my career. That my undergraduate degree in philosophy and English may not suffice for advancement in an increasingly professionalized and specialized public sector. In 1981 I began studying for a Masters degree in public policy. Entering this from a recent background in labor relations, I was already skeptical of the utility of positivist theory. This was my first substantive introduction to phenomenological theory. It was intoxicating, not only for its explanatory power, but also for its fit with the “real world.”

Inevitably, good things end, and the university saw fit to confer me with a degree. Armed with my newfound knowledge of the manipulability of language, not only for gain, but also for socially desirable ends, I set about wielding my newly acquired theory for the public good.

If a little theory is good, more theory must be better, right? Wrong. In 1988, I had the privilege of working for the New Zealand Ministry of Agriculture and Fisheries. At the time, New Zealand led the world in its governmental reforms. What better material could one have to undertake doctoral research? What better opportunity to explore the abyss of interpretative theory? An interlude of three-and-a-half years intervenes at this point, with its familiar story of doctoral pressure. On the contrary, the practice theory is the hollow exercise. Indeed, if holiness is the criterion, consider theory without practice! The very title of Timney’s article, “The Imperative of Theory in Public Administration Practice,” belies the imperialism of praxis.

I have never been much impressed with the often high-blown conclusions with which articles such as this are ended. For example, Kett’s matching value to puzzles is public administration’s greatest challenge. Or Brewer et al’s comforting, “resolution of the research problem will require the best efforts of scholars and practitioners.” Consider, in this instance, though, I will offer one of my own. Practitioners recognize the need and role of theory in public administration. The challenge for theoreticians is to devise a mode of theorizing that enhances, rather than destroys, meaning in practice.

ASPA member Russell Harding is a Columbian River Coordinator with the Oregon Department of Environmental Quality. He also has an adjunct faculty appointment at Portland State University’s Mark O. Hatfield School of Government. Russell is chair of the Oregon ASPA Chapter. The views expressed in this article are his own, and do not necessarily reflect the views of either of his employers, or of other organizations mentioned in this article.

Let the Debate Continue

Leatrice Ferrioli

I would propose that the on-going debate of theory vs practice in public administration education, as treated by several contributors to the 1999 Educational Supplement, remain just that—on-going. However, if one views this debate as not necessarily representative of a problem that can or should be resolved, education in public administration will continue to evolve to the potential benefit of educators, practitioners, students and employers.

At the heart of this debate is whether one feels the MPA should constitute “vocational training” for the acquisition of hands on skills but, perhaps, with limited exposure to topics such as organizational behavior and culture, public administration, policy and history, research methods and ethical issues in public service to name but a few. The opposing view is that the MPA to the PhD for those so inclined. Brewer and O’Toole (PAR Sept/Oct 1999) maintain that the quality of research in the field of public administration, as evidenced by a review of dissertations, falls far short of what is needed to achieve and maintain intellectual currency in the field. Further, they assert that the solution to too little research in public administration is to be found in a relationship between scholars and practitioners. What better way to address these crucial issues than through dialogue between those trained primarily in research and those with hands on problem solving knowledge from the field and a basic understanding of research methodology and theoretical underpinnings?

Fellbinger, Holzer and White (PAR Sept/Oct 1999) also see the doctorate in public administration as both an academically and professionally professional degree.

If one agrees that the needs of both future academicians and professionals can be met through doctoral education, why must such controversy rage over the MPA? Let there be core curricula of theory and practice without the need for the MPA? Let there be core curricula of theoretical, performance and research courses at both levels and give students the ability to pursue a goal of scholarly inquiry or enhanced professional practice.

As the needs of society and its organizations continue to change and increase in complexity, the demand for solid thinkers and doers in the workplace will, likewise increase. Schools of public service will necessarily need to continually assess, plan and evaluate curriculum for its currency and marketability to prospective students without sacrificing a solid foundation in the roots of public administration. Whether one chooses to pursue the PhD which is seen as a primarily scholarly pursuit or stop at the MPA the student must be given the benefit of both theory and practice. If we don’t know where we came from how can we begin to know where we need to go?

ASPA member Leatrice Ferrioli is director of patient services at a certified home health agency on Long Island, N.Y.
What Didn’t Happen

It wasn’t just the Y2K problem that didn’t happen. Something probably much more important didn’t happen either. Because what didn’t happen is not news, we missed it entirely.

Between the beginning of the Thanksgiving holiday and the end of the Christmas/Hanukkah/New Year’s holidays, a period of 40 days, approximately 30 million people took commercial scheduled air flights. That is nearly 14 percent of the entire population of the United States! Any late afternoon and evening during this 40 day period there were just under 500,000 people hurtling through the sky at 500 miles per hour, at the same time, travelling in all directions, entirely safely. Not one person died in regularly scheduled commercial air travel.

It is difficult to imagine modern life without high reliability systems. When they work perfectly, it appears that nothing happens. In fact, everything happens properly.

During this same period electricity generated by nuclear, gas, oil, hydro, and coal systems, kept 100 million American homes lit, powered our cooking and cleaning utilities, and lit the television sets we watched to see the celebrations of the year 2000 sweep across the earth. All of this happened because nothing went wrong.

The hospitals operated, the natural gas supply system heated our homes and our water, the 911 system operated smoothly, our food and medicine was safe and reliable, the communication satellites stayed in orbit, there were no terrorist incidents. Nothing happened!

Nothing bad happened because all of our high reliability systems worked just perfectly, or at least well enough. If any one of these systems had failed it is likely that our problems would have been at least as serious as the potential problems associated with Y2K. Breakdowns in our high reliability systems such as Five Mile Island, Egypt Air, and Value Jet are remembered vividly. It seems ordinary and routine when high reliability systems work properly, but when they fail it is news and often news that milks the incident well beyond its importance.

It is perhaps useful to remember that one hundred years ago in the transition between 1899 and 1900 none of these systems even existed. What we now enjoy as a result of these high reliability systems would seem miraculous to those who witnessed that transition, but to us such miracles are so ordinary and routine that we are short tempered with the slightest variation in system reliability.

Tucked away in the recesses of public administration research and theory is a little storehouse of very useful information about these high reliability systems. The scholarly work of Martin Landau, Todd La Porte, Paula Consolini, David Sills, Louise Comfort, Joseph Morone and Edward Woodhouse, Charles Perrow, James Reason, and Karl Weick has all contributed to this storehouse of knowledge. To summarize and simplify, here is what we know about high reliability systems and why they work.

High reliability systems use a much different logic when compared with trial-and-error, failure-tolerant systems. The incremental, mixed scanning, loose coupling, resource scarcity, and bounded rationality theories, theories that explain much of standard organizational behavior, are replaced in high reliability systems with the following:

First, the physical technologies (radar, nuclear generating plants, and so forth) of these systems are tightly coupled, which is to say that an important breakdown anywhere along the production process may cause the whole system to fail.

Second, this tight coupling is characterized by fixed and relatively rigid standard operating procedures or procedure protocols that do not ordinarily vary, which is to say that administrative discretion is sharply reduced.

Third, humans operating along any point in the production process of high reliability systems require extensive technological training and constant retraining.

Fourth, such systems are ordinarily funded to a level that will guarantee high efficiency, or, put differently, efficiency is much more important than economy in the world of high reliability.

Fifth, such systems are highly redundant, with two, three or even four backup or redundant systems if the primary system were to fail. One thinks immediately of the redundancy that saved the Apollo 13 space mission.

Sixth, such systems are highly networked, which is to say that many different organizations are in the production chain. Consider, for example, air travel, which involves at least the following in a tightly coupled network: the Federal Aviation Administration; air traffic controllers; local airport managers; commercial airline companies including the pilots, attendants, and so forth; airline manufacturers, the airline maintenance companies; fuel suppliers.

Seventh, these systems are composed of a marvelous mix of governmental, nongovernmental, and commercial organizations, the very definition of high-functioning public-private partnerships.

Eighth, when working properly, error reporting is encouraged and not punished; indeed, initiatives to identify flaws in procedures and protocols and thereby avoid failure are rewarded.

Ninth, ordinarily such systems are rather hierarchical, both within the system and within the organization making up the system. But at times of peak load and emergencies one finds rule switching by which officials move away from hierarchy and procedures to seek the expertise or experience that might account for or explain an anomaly and provide suggestions for possible non-routine solutions. One thinks again of the Apollo 13 space mission.

These failure-free systems reveal how remarkably effective modern public and private organizations can be if they have adequate resources and are well managed. To be sure, failure-free systems are the subject of intense public scrutiny because of the visibility of failures, however rare. Such systems are also a great favorite of alarmists, however well meaning. One thinks of a former Inspector General of the Federal Aviation Administration so determined to show how unsafe air travel is that she tried to pass through an airport security system with dangerous things in her carry-on luggage. She was caught.

There will be failure and there will be accidents; simple probability demonstrates that it is so. But on a day-to-day basis we all enjoy the modern miracles of high reliability systems. And, interestingly, when they fail it is usually because of human fallibility.

It is difficult to imagine modern life without high reliability systems. When they work perfectly, it appears that nothing happens. In fact, everything happens properly.

What happened?
## 2000 Editorial Calendar

**Save this page for future reference!**

The PATimes requests that articles be between 800-1000 words and written in reporter’s format (most important information first, etc.) for ease of cutting or adding text if necessary. Deadlines for each of the 12 issues are listed below. Recruitment advertising questions may be directed to Jennifer Miller, communications assistant, jmiller@aspanet.org.

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<td><strong>Diversity: Women &amp; Minorities in PA</strong></td>
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Assume you are a county administrator whose annual salary is more than $160,000 and you have come up through the ranks having served the county for 15 years as head of the Data Processing Department. Assume also that in your role as head of Data Processing you acquired considerable computer and information management expertise which other local governments in your region would like to tap. Would you (a) make your expertise available pro bono? (b) work with and through professional associations to help other local governments? (c) form a consulting firm with your wife to market your expertise? The County Administrator of DuPage County, Illinois, chose option (c). He and his wife formed a computer consulting firm in 1994 and have done more than $100,000 in government business. When asked about whether or not this was a conflict of interest, the County Administrator replied “no.” His consulting firm has never done work for DuPage County which would certainly be a conflict of interest. Rather, his consulting work was done with other local governments and done on his own time—the occasional vacation days, nights, and weekends. Should high-ranking public managers act as consultants? What do you think? —based on a story reported in the Chicago Tribune, 12/29/99, p. D1.

In January’s column, it was stated that the results of the ethics test for local government employees would be published in the February issue of the PA Times. The results will be published in the March issue.

This month’s Ethics Moment marks the beginning of the third year of the column. Interested readers are invited to comment on the column. Any and all suggestions for improvement are welcome!

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Ethics Moment

Performance Measurement Implementation Challenges

We have found through work with clients, preliminary results on a survey we have underway on Performance Measurement and Information Technology, and through our involvement in development of our office’s Performance Measurement and Reporting System (PMRS), that it is important to have parties involved who have a good understanding of the organization’s business objectives and processes, and who can help translate these business requirements into technical requirements and specifications. Without these communications—between the business side and the technical side, it can be difficult for systems design and development staff to gain a clear understanding of the true functionality desired and required of the system. With a strong bridge, it will be more likely that data collection mechanisms will be designed to be integrated with, not an interruption of, basic business processes, and that reports generated by the system will be useful for monitoring and managing the various drivers affecting performance.

Achieving consensus on desired level of system capabilities and costs. Different stakeholders have different perspectives about what kind of system is needed—basic nuts and bolts to capture the basic most meaningful data—or a fully-integrated system that produces high quality output for a variety of uses. Often, there is a disconnect between performance and affordability. We found it useful to identify and assess the criteria that had to be met for an effective system that would meet the Office’s business objectives. Also, we designed a system that would automatically produce information that the office was currently spending a lot of money to get, and we also wanted to be able to assess results and performance at the service, activity, program, and office level, and to perform year-to-year and plan-to-actual variance analysis.

As governments around the country and throughout the world continue taking steps on the path toward strengthening performance accountability systems, and as governments have developed a full, or part-time, performance measurement and reporting system. As governments develop a full, or part-time, performance measurement and reporting system, it is important to have the involvement of individuals who see clearly the desired state and system potential to be achieved, and individuals whose role it is to ensure affordability, and to achieve a balance between the two.

4. Establishing an adequate support system. Many governments that have been supporting improvements in performance measurement and reporting often reach what has been described as a danger period, in which they have invested significant efforts and resources in strengthening performance measurement reporting and systems, but are not yet reaping the benefits of these. There is a concern or risk of “stall,” that performance measurement efforts will be abandoned because they are not seen as worthwhile, as judged by intermediate results. It is during this period that leadership must be maintained and resources devoted to support development and implementation of the standards needed to make performance measurement useful for its desired end— to serve as a tool to strengthen services and to support accountability to citizens. To support these efforts, some governments have developed a full, or part-time, performance measurement coordinator position, or a combination of roles on a corporate team.
Public Management Archive Created

The George Bush School of Government and Public Service is pleased to announce the creation of the National Public Management Research Archive (NPMRA). The archive is designed to offer the same resource for research in the field of public administration that the National Bureau of Economic Research and Polmeth working paper archives do for economists and political methodologists. Along with the working paper archive, the site will also host a data archive and a list of links related to public management research.

The archive currently contains more than fifty papers. It served as the clearinghouse for the recent Fifth National Public Management Research Conference, held December 3-4, 1999 at the Bush School. Over 1500 individuals visited the website in its beta test version this fall.

The paper archive will store works in progress, as well as papers presented at the biannual National Public Management Research Conference. Posting papers at the archive allows authors to receive valuable feedback on their work. Also, by browsing through the archive, practitioners, professors, and students assess current state of research in the field.

The NPMRA will host an up-to-date links lists for public administration related resources. The list includes links to public administration associations and journals, data sources, government agencies, and academic sites.

The NPMRA is funded by the Bush School of Government and Public Service at Texas A&M University. http://www.bushschool.tamu.edu/pubman

Roger Williams University Offers First Online Degree in Rhode Island

Roger Williams University will be the first Rhode Island school to offer an online degree program. “RWU Online” will offer students the opportunity to take online courses leading to a bachelor of science degree in public administration, beginning in January 2000.

GAO Releases New Survey Methodology

“Survey Methodology: An Innovative Technique for Estimating Sensitive Survey Items” provides information on an innovative technique for collecting data on sensitive policy-relevant topics. If successful, this technique might eventually help fill key data gaps and improve statistical information relevant to the national decision-making process. GAO’s main goal is to stimulate interest in this promising, but as yet not fully validated, technique.

The first copy of each GAO report and testimony is free. Please call (202) 512-6000 or visit <http://www.gao.gov> to order your copy.

2000 Water and Waterwaste Rate Survey

This report examines the findings of a survey of water and wastewater utilities across the U.S. and Canada. The survey sampled utilities in 205 cities and counties, representing the 50 states and eight Canadian provinces, divided into three size categories. The report tabulates system characteristics and monthly charges of the responding utilities, as well as billing characteristics and other charges such as tap fees, impact fees, and outside city differentials. Using the Median Household Income (MHI) for each city or county, the report also calculates the percentage of a household’s income that is used to pay water and wastewater costs.

The survey is available for $30 from Rafter Finelis Consulting, PA (RFC), 511 East Boulevard, Charlotte, NC 28203. For more information please call (704) 273-1199 or visit http://www.rafterlis.com.

New Briefing Paper Describes Trends in Nonprofit Sector

The Conservation Company recently published “Looking Ahead and Embracing Change: How Nonprofit Organizations Can Prepare for the Future” to serve as a guide for nonprofits and their funders. The eight page briefing paper, by Paul Connolly and Laura Colin Klein, describes trends affecting the nonprofit sector in the coming years and how nonprofits can prepare for the future in the areas of programs, management, human resources, boards, finances, systems, and operations. The publication also discusses how funders can create a supportive environment for non-profit organizations.

The briefing paper is available online at http://www.conseco.com. To get a copy by mail, call 1-888-222-2283 or (212) 949-0990, or write The Conservation Company, 50 East 49th Street, 19th Floor, New York, NY 10017. The publication is free of charge, with a limit of three copies per request.

PUBLIC SERVICE UPDATE

INNOVATIONS IN AMERICAN GOVERNMENT

Considered one of the country’s most prestigious public-service prizes, the Innovations in American Government Award recognizes people and programs at all levels of government that devise imaginative, effective ways to meet urgent social and economic challenges in the public arena. Sponsored by the Ford Foundation, and administered by Harvard University’s Kennedy School of Government and the Council for Excellence in Government, the program annually awards ten grants of $100,000 and 15 others of $20,000. Selected from some 1600 applications, this year’s twenty-five finalists made presentations on October 13, 1999 to a panel of former Members of Congress and big city mayors, journalists, and academics, all of whom have an abiding interest in making government work better. Believing that ASPA members could benefit from knowing about these innovations, we will highlight several of them each month in these spaces. We will include the name and contact information for those responsible for the innovations and willing to talk to others about them. Information about the Innovations program, the winners, and the application process can be found at www.innovations.harvard.edu or by calling 617-495-0557. Finalists highlighted this month:

Electronic Bond Billing Initiative, City of Pittsburgh, PA: uses Internet-based billing for municipal bonds to improve competition and reduce borrowing costs. Contact Ellen McLean, Director of Finance, City of Pittsburgh, City-County Bldg, Rm 200, 414 Grant St., Pittsburgh, PA 15219, 412-255-2582; fax: 412-255-8649.

Texas School Performance Review, State of Texas: a state-level review performed by the State Comptroller’s Office to improve management and finances of public school districts, thereby channeling more funds to the classroom. Contact Betty Russell, Project Manager, Texas School Performance Review, Comptroller of Public Accounts, 111 E. 17th St, Rm 507, Austin, TX 78774, 512-463-3993; fax: 512-475-0286; Website: www.cpa.state.tx.us/trp/tp

Do you have a question for an ASPA staff member?

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If you have a press release appropriate for “Where Things Stand,” contact Jennifer Miller at 202-393-7878, or jmiller@aspanet.org
The following are new ASPA members, or have rejoined ASPA in the month of December 1999.
What is Affirmative Action?

Raymond Batz

What is affirmative action? How difficult is its implementation? What are some of the pros and cons of its existence? All of these questions are addressed in the following articles.

A continuation of this discussion will be posted on ASPA’s Online Community at www.memberconnections.com/ASPA on the *PA TIMES message board.

*Access is restricted to ASPA members only.

The PA TIMES would like to thank its board for their help in putting this special section together, especially Don Menzel for coordinating the story articles on AA in ASPA’s Code of Ethics.

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However, the ink was barely dry before Preferences in contract awards have been extended to fresh-off-the-boat Cubans in parts of Florida, often excluding native-born Americans of European descent from the bidding process. San Francisco, in yet another illegal nose snubbing at Proposition 209, recently added Arab-Americans to its list of preferred groups in hiring and contracting in that city. San Francisco’s Fire Department has extended hiring and promotional preferences to the sons and daughters of wealthy Asians, blacks, Sri Lankans, and South Americans, while higher scoring sons of European/American firefighters are routinely turned away.

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What is the final tally? Prior to the passage of Proposition 209, fully seventy percent of Californians were eligible to receive preferences in hiring, schooling and contracting, solely on the basis of their race, gender or ethnicity. Those shut out were European/American males. Even European/American women received special consideration in hiring and contracting. However, they were often turned away from the eight campus University of California system even when they were the best-qualified applicants, while their UC slots were given to lower scoring minorities.

But the tide is changing. Washington State has passed a 209-style initiative. San Jose, California has recently lost two rounds in court while trying to defend their outreach programs which benefit only minorities. The California Supreme Court will soon hear another argument on this case.

If we are ever to turn away from America’s dark history of racism and fulfill Senator Humphrey’s dream of equality for all people, we could hardly do better than to live by a mission statement proposed by the NAACP at its founding. They wished, “To secure equal employment opportunity based on individual merit, without regard to race, color or national origin.” Raymond Batz is the former press secretary for Americans Against Discrimination and Preferences, which is the parent organization for Proposition 209.

If you would like to continue this discussion, go to the *PA TIMES Message Board on the ASPA Online Community at www.aspanet.org

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The Reality of Implementing Affirmative Action

Jade Berry

Reviewing Affirmative Action

The 1995 White House review of affirmative action was the result of political pressures leveled to downsize or dismantle affirmative action programs. President Clinton’s declaration that “affirmative action has always been good for America” has inspired many in the higher education community to reaffirm their commitment to the principles of affirmative action. Although Clinton has encouraged the nation to “[m]end . . . but don’t end” affirmative action programs, court rulings continue to make the justification of affirmative action programs more difficult.

Colleges and universities have been progressive in developing and sustaining affirmative action programs. Through the affirmative action plan, most institutions have successfully identified goals and timetables used for achieving recruitment and hiring guidelines for all members of their workforce. Additionally, affirmative action officers are identified as the persons responsible for monitoring affirmative action policy and determining the institution’s ability to meet projected goals. Notwithstanding these accomplishments, supporters of affirmative action continue to argue that affirmative action programs in higher education have not been so effective as to justify their dismantling. In fact, the challenges of implementation negatively affect the quest for a color-blind society.

Moving From Theory to Practice

In theory, affirmative action programs promote social equity and eliminate discriminatory barriers while encouraging institutions to achieve a representative balance in education, employment and contracting. In practice, however, we often misinterpret program goals as “quotas” or view them as unrealistic measures to be attained in a market competing for small numbers of minorities and women. Claims that affirmative action programs foster “preferential treatment” and prevent meritorious decision-making are common. Yet significant inequities or racial imbalances continue to exist in the academy.

Despite widespread agreement that affirmative action initiatives help to “level the playing field” for minorities and women, affirmative action officers continue to face political and administrative behaviors that impede program implementation.

Faced with the formidable task of challenging conventional institutional policies, they can sometimes bear the sole responsibility for ensuring that institutional procedures promote a representative workforce and student body. While obligated to ensure that the institution is operating in accordance with federal and state laws, the ability of the affirmative action officer to encourage academic and administrative departments to “do the right thing” and to pursue aggressively the institution’s affirmative goals can be limited. When institutions perceive the primary role of the affirmative action officer as one limited to monitoring recruitment activities, reporting employment data and investigating complaints, we ignore his/her central role in programmatic results.

Despite Widespread Agreement

agreement that affirmative action initiatives help to “level the playing field” for minorities and women, affirmative action officers continue to face political and administrative behaviors that impede program implementation.

Valuing Affirmative Action

Affirmative action officers describe the complexity of implementing affirmative action during a volatile time. In late 1998, several interviews with members of the New Jersey Affirmative Action Association of Higher Education (NIAAAHE) revealed that affirmative action was implemented differently among campuses. Some officers reported directly to the president and were members of the presidential cabinet, while others reported to department heads. Many officers held dual roles in the institution, while institutions had expanded the roles of others to include institutional and individual compliance in disability discrimination, AIDS/HIV discrimination and sexual harassment issues. The affirmative action officers felt that their reporting relationship was a crucial factor in programmatic and administrative success and institutional support. They perceived their role expansion to include a myriad of issues not directly related to the policy objectives of affirmative action.

Many affirmative action officers revealed that they were the sole professionals assigned to the affirmative action unit. Under the best circumstances, support staff was limited to an office secretary. Due to the investigatory nature of discrimination complaints, affirmative action officers spent a great deal of time sorting through complaints that were the result of poor management at the executive or department level. Expansion of their role to include other dimensions of discrimination further complicated and diminished their ability to be an advocate for program initiatives. During the same period, survey data collected from a national sample of Affirmative Action Officers revealed the harsh reality of making affirmative action a key institutional objective. More than half of the 120 affirmative action officers surveyed perceived a high degree of impediment for each factor as it related to their ability to achieve program results. These barriers to effectiveness include several factors:

• a lack of presidential support for affirmative action initiatives;
• a lack of support for additional training and development in affirmative action;
• a lack of peer relationship with executive officers;
• a lack of institutional value placed on affirmative action;
• a lack of affirmative action staff;
• budget constraints;
• subtle faculty resistance to affirmative action;
• blatant faculty resistance to affirmative action; and
• a lack of commitment from department/unit leaders.

While we can make arguments for a larger sample or a more scientific approach, the harsh reality is that these behaviors negatively affect the ability of the affirmative action officer to develop sound strategies to promote the value of social equity in colleges and universities.

Advocating for Inclusion

In The Craft of Public Administration, Berkley and Rouse (1994) emphasized that “leadership is, to a great extent, determined by the needs of the situation.” The affirmative action officer sets the stage for affirmative action in institutions. As an institutional leader, successful officers demonstrate qualities such as authority, ethical credibility, interpersonal skills, judgment and political savvy to shape institutional values and priorities toward the objectives of affirmative action. Despite sound leadership, the ineffectiveness of many programs stems, in part, from the political and administrative limits placed upon the affirmative action officer. Although many assume a leadership role when implementing affirmative action, affirmative action outcomes depend upon the administrative inclusiveness of the affirmative action officer and his/her ability to greatly influence institutional policy and personnel practices.

Jade M. Berry is the coordinator of the master of public administration program and assistant professor of public administration at Georgia College & State University.
Cases in Managing Diversity

Bob Gest
Bob Maranto

As Desmond King details in Separate and Unequal: Black Americans and the United States of Government (Oxford, 1995), much is known about the history of federal oppression of minority employees. As John Skrentny recounts in The Ironies of Affirmative Action (Chicago, 1996), much is also known about more recent federal personnel policies which offer inclusion to previously underrepresented groups. However, little is known about how these policies actually work in the federal workplace. To begin to fill the gap and as a teaching tool, we present several cases from our experiences and those of other sources in the federal bureaucracy. We are in search of applied lessons about how to manage diversity to improve both the performance of and social equity within organizations. This has been a difficult process because, federal managers (including minorities) are reluctant to speak about their experiences in managing diversity even off the record, for fear of lawsuits or unfair labeling. Accordingly our cases, though based on actual events, are re-cast to protect our sources.

Below are two of the cases we have collected. They demonstrate how informal norms can block the advancement of minorities, frustrating well-meaning bureaucrats. Unlike radical critics, we do not disparage bureaucracy. We support merit-based promotion. We believe that most federal managers are hard-working and fair. Yet, we also believe that managers avoid issues of diversity. Federal managers like to solve problems that managers avoid issues of diversity. Federal managers like to solve problems.

EEOC officers (including minorities) are reluctant to speak about their experiences in managing diversity even off the record, for fear of lawsuits or unfair labeling.

Federal managers (including minorities) are reluctant to speak about their experiences in managing diversity even off the record, for fear of lawsuits or unfair labeling.

Case 1. Gots or Have To
Lee is a middle aged white career Senior Executive Service (SES) level manager with an almost imperceptible country accent. He begins talking with Dirk and Ella, two other federal managers.

LEE: One of my direct reports, John, is a terrific worker. He writes good analyses and is always on top of the work. He takes initiative, but also takes direction. He is always on top of the work. He is a terrific worker. He writes good analysis.

And whether it is or not, how do I help John get ahead in the organization?

DIRK: That is racist. What does your accent have to do with doing your job? Unless you are a politician trying to blend in with your constituency, it should not matter a bit as long as you can write in an expressive enough way to get your point across, and it sounds like John can do that. It’s racist for someone to fit in when it doesn’t matter in terms of the job.

LEE: But if I have that responsibility, and I agree that I do, how do I have that conversation with John?

ELLA: Yes, but if I have that responsibility, and I agree that I do, how do I have that conversation with John?

ELLA: If they know you, then they know you are not saying that at all, you are just trying to help them to get ahead, and you need to put it that way. So how good is this person? In other words, is this a conversation worth having?

ELLA: In my opinion he can handle a 15 job, including mine, and with some sea- sons, he could certainly be SES. He has that potential, and will probably stay in government long enough to make it things work out.

ELLA: You do annual performance rating with John. So you have to think, is there anything other than the accent that would keep John from getting ahead? If so, you could have this discussion in the context of a career plan, where he might have to do a number of things to get ahead and get into your position or another one like it five years down the road.

LEE: There is something else. John is very introverted. He spends all his time in his cubicle. You literally never see him at an office party for more than five minutes. He is a terrific worker. He writes good analysis.

LEE: But to a certain degree you have to fit in. That’s just life, but would you say that you should not call the way your friend speaks Black English. I’m black and I certainly do not talk that way.

LEE: I know you’ve had to make some compromises. I was raised in south Georgia. My great-grand-dad fought Sherman, but when I go back to Pine City people claim I sound like a Yankee, but I don’t care. You do have to make some compromises so people will respect what you say when you say it, instead of months later when they finally realize you were right all along.

Sometimes you have to conform, or people will focus on your difference and not on your competence.

DIRK: But that’s not right, and it’s illegal.

ELLA: Maybe not, but it is realistic. Now you as a manager have to stick up for John to change the organization, but you also have to tell John what he needs to do to accommodate himself to the workplace, at least if he wants to get above that 14 ceiling. Communication is important, and that is something that can be worked on. It is your responsibility as his manager to tell John what he needs to know to get ahead.

JOEL: I need to appoint a new Equal Employment Opportunity (EEO) Officer. I’m planning to ask Rafael. He’s one of our smartest junior managers and he gets along with people all around him, above, below, and across, as they say. It’s a tough area, and we need somebody with those kind of people skills.

PATRICIA: You’re right. He’d be good at the job, but you really don’t want to ask him to do this. To be perfectly honest about it, our last three EEO officers have been minorities. Rafael is Hispanic. If we get him into this, it will just tell the other staff members that only minorities can do this. Remember, some EEO complaints are filed for reasons other than discrimination based on eth- nicity.

JOEL: But he is the best qualified, and he would get a grade raise.

PATRICIA: Short term it is a raise, but long term, doing EEO work could stigmatize him as the minority manager doing minority issues. People won’t think he can do anything else, so it could be a dead-end for him.

JOEL: Can I see how some may reach that conclusion, but I never thought of it that way at all. I don’t think I did. But now that I reflect on it, I believe we were completely honest about it, I really can’t say that there wasn’t some deeply embedded thought pattern at work. And, I know as well as anyone that if others perceive a matter in a particular way, then as far as they’re concerned, that’s the truth.

PATRICIA: You’re absolutely right on that score. So now do what you think we should do?

JOEL: The Directorate still needs an EEO Officer because as we all know that person is very important to the smooth functioning of the organization. Often, that is the only thing that keeps us from having to become involved in litigation and other unpleasant adversarial situations.

JOEL: I suppose I could ask Rafael how he feels about being named EEO Officer. But, I know, even if he says it’s okay with him, and he is appointed, we still have the same perceptual issue to cope with. And, he will obviously be the fourth minority in a row who’s been appointed. Maybe the time has come for us to break the pattern and appoint the very anti-thesis—a white Anglo-Saxon Protestant male—But, one who gives every indication of being objective and open-minded. Do you think that’s a good idea? Pat?

For other cases in managing diversity, e-mail Bob Gest at rxgse@opm.gov, or Bob Maranto at maranto@esnet.net.

Bob Gest is Deputy Director at the Federal Executive Institute.

APSA member Bob Maranto is a consultant and visiting scholar at the Curry School of Education at the University of Virginia.
A commitment to social equity need only ask themselves: “have we reached a point in this great country where everyone is in fact given equal access and equal opportunity?” Have minorities and women attained executive, managerial, and professional positions in governmental and non-governmental organizations that are reflective of their numbers in the general population? Research indicates that these groups are under-represented, suggesting the continued need for a model of and commitment to inclusion in public organizations.

It is clear to me that some mechanism must be in place to facilitate, enhance, and foster an environment that will make it possible for access and equity to occur. Equal opportunity and affirmative action programs have provided a means of access for minority groups. Until all voices, across all levels have been included, public (and private) organizations must continue to support affirmative action programs.

The Public
As public servants it is extremely important to remain committed to the public good. The ASPA Code of Ethics communicates to the public that we will not sanction or allow illegal acts. It indicates that all forms of discrimination are illegal and will not be tolerated by members of this organization. Our Code also suggests to the public that a commitment to social equity is a commitment to the public’s best interest.

A commitment to perform in a manner that is ultimately in the public’s best interest, to maintain and not abuse the fiduciary relationship we hold with the public, is in fact what sets us apart from the private sector. Recent headlines have offered examples of bias and discrimination in organizations. Stories of the “glass ceiling” persist. As a society of public administration we serve as an example of higher standards and commitment to public service. As a society of public administration we can serve as an exemplar for other public organizations and the private sector.

When incidents of discrimination cease; when the conflict and turmoil which have previously characterized inter-group relations are uncommon; when race, gender, religion, ethnicity, political affiliation, disability or sexual orientation in hiring decisions are truly invisible; then and only then should ASPA declare victory.

Why an Affirmative Action Statement Should Remain in the Code
A commitment to affirmative action and emphasis on social equity should remain in the ASPA Code of Ethics because serving the public interest is about equality, professionalism, respect, support, integrity, efficiency and effectiveness. It is also about providing access to jobs and educational opportunities, it is about moving beyond the rhetoric of the early years of government and truly, truly, fulfilling the ideal of a representative bureaucracy.

In teaching ethics to undergraduate public administration and health services administration students and in presenting ethics training to municipal employees, I spend a significant amount of time focusing on the importance of values in ethical decision-making. Promoting social equity as a principle of the organization proposes that it is a value that is considered inherently worthwhile and desirable. As a minority woman, this is extremely important to me. Embracing affirmative action in the Code of Ethics suggests that it is, and will continue to be, equally important for all members of the organization.

ASPA member Valerie L. Patterson is an assistant professor in public administration at Florida International University.
The Time Has Come to Eliminate Affirmative Action from ASPA’s Code of Ethics

Terrel L. Rhodes

Section I of ASPA’s Code of Ethics, “Serve the Public Interest,” states that “ASPA members are committed to: (1) Oppose all forms of discrimination and harassment, and promote affirmative action.” It is not clear that ASPA should continue to include “promote affirmative action” as part of its Code. I suggest this for two fundamental reasons: first, it runs counter to the origins of modern, professional public administration; and second, the naming of a specific category of policies (affirmative action) is inappropriate for inclusion in a code of principles, is encompassed elsewhere in the Code in both spirit and intent, and conflicts with other parts of the Code.

If the remainder of ASPA’s Code can be instilled in public administrators, there is no need for the Code to highlight a specific policy that continues to be a divisive lightning rod that runs the risk of undermining the foundational principles of modern public administration.

Let me state an assumption that underlies this essay, i.e. that there is no disagreement about the preamble to the Code even if there may be disagreement about its particulars. Specifically, the preamble states that, “The American Society for Public Administration (ASPA) exists to advance the science, processes, and art of public administration. The Society affirms its responsibility to develop the spirit of professionalism within its membership, and to increase public awareness of ethical principles in public service by its example.”

So, professionalism, my first focus, is a part of the foundation of ASPA and public administrators. Early efforts to create a professional system of public administration during the late nineteenth and early twentieth centuries placed a heavy emphasis on hiring people and making decisions about the business of the public not based on one’s ethnic, religious, racial, or familial connections. Rather, decisions and hires should be based upon merit and the public good.

Now it can be argued that the early professional public administration movement was indeed prima facie evidence of a system that was designed to exclude non-WASP, immigrant, and lower socioeconomic groups from positions of influence in the public sector. The argument would indeed continue that affirmative action (AA) was needed precisely because of the professional public administration system that resulted during the Progressive Reform Movement. Although, arguing for the end to some types of discrimination in favor of merit, ended by itself discriminating in favor of the white Anglo-Saxon educated elite through an emphasis on formal schooling and scores on tests. Professionalism was a form of AA program for those who were being systematically excluded from the power of the governmental arena under the old “political spoils” system.

Part of the issue therefore revolves around the definition of AA. Since the attention to AA in recent years, and what has been described as the “attack” on AA has flowed primarily from the federal courts system, it behooves us to focus on the definitions used by the Supreme Court. The Supreme Court has sent a clear message that any federal, state or local government program, law or regulation that creates racial preferences will be unconstitutional, unless the specific preference, as stated by David Jang and Cyrus Wadia in their book Affirmative Action and the Courts, “serves a compelling governmental interest, and is narrowly tailored to further that interest.”

Further, compelling interests are: preventing future discrimination; unlawful discrimination; and eradicating the lingering effects of past unlawful discrimination. Under the “strict scrutiny” guideline, the federal courts have insisted on “strong evidence” of past unlawful discrimination by the government itself in a specific program in order to uphold AA. In fact, contrary to impressions from the media, the courts have upheld AA programs in some instances, particularly in employment cases, even as they have struck down others.

What the courts have clearly said is that quotas are not permissible. They have also said that from among a “qualified” pool of people, that race can be factor in selection. This position aligns with the foundational principle of merit-based operations in modern public administration. The challenge for us now, as it was in the beginning of the professionalism movement, is to demonstrate that the criteria for selection of qualified individuals for jobs or programs are directly and clearly related to job or program “essential functions,” i.e. not convenient or traditional criteria (e.g. many existing tests), but rather criteria that indeed relate to the achievement of specific goals and objectives of the job or the program – using relevant criteria, the qualified pool can change significantly without a policy of AA. Second, within the Code there are other principles that appear to conflict with the “promotion of affirmative action” called for in Section I (2), e.g. Section IV (5) “Promote merit principles that protect against arbitrary and capricious actions.” Even the first portion of the AA statement—“oppose all forms of discrimination”—argues against the “promotion of affirmative action.” On the other hand, there are several parts of Section II of the Code that seem to cover the spirit and the outcomes of AA that make the earlier reference to the specific category of AA unnecessary; e.g. (1) “Understand and apply legislation and regulations relevant to their professional role,” (3) “Eliminate unlawful discrimination,” and (7) “Promote constitutional principles of equality, fairness, representativeness, responsiveness and due process in protecting citizens’ rights.”

The principles of the Code contain the spirit and intent of AA without the drawbacks of singling out a specific category of public policy and without promoting a position that undermines the very heart of modern public administration to provide public services equally. Or as Charles Fried put it in an article written for The American Prospect entitled, “Uneasy Preferences: Affirmative Action, in Retrospect,” “There is the dilemma. Justice Powell [in the Bakke case] recoiled from generation upon generation of racial quotas because any practice that goes on for so long must become the norm and not a transition to something else. One hundred years or twenty-five years of government administering and counting and differentiating between us because of race—with the ultimate aim, to be sure, of uniting us—makes race a firm and official and permanent marker.”

If the remainder of ASPA’s Code can be instilled in public administrators, there is no need for the Code to highlight a specific policy that continues to be a divisive lightning rod that runs the risk of undermining the foundational principles of modern public administration.

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Diversity and Affirmative Action in Public Service

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Affirmative Action Special Section
Affirmative Action Must Remain Part of the American System

Arthuretta Martin

At a speech at Howard University, President Johnson said: “Freedom is not enough. You do not wipe away the scars of centuries. You do not take a man who for years has been hobbled by chains, liberate him, bring him to the starting line of a race saying, ‘you are free to compete with all the others,’ and still justly believe you have been completely fair. Thus it is not enough to open the gates of opportunity.” There are few people who would challenge the statements made by President Johnson during the 1960’s. But in less than 30 years a question has evolved. That question is who should be responsible and to what degree should they be responsible for the past acts of legalized abuse. Affirmative action is one of the most contested issues of our time. President Johnson’s concept of affirmative action was based on a belief that African Americans were wronged for centuries by this country. Notwithstanding who was “personally” responsible, that wrong needed to be corrected. President Johnson’s concept of affirmative action was also based on the fact that the United States was a racially hostile country for African Americans and it was the responsibility of government to live up to the constitutional promise of the United States by providing equal opportunity and equal protection under the law. That was 30 years ago. Oh how quickly we forget.

President Johnson’s statements provided the foundation of affirmative action. As we stated above, initially the concept of affirmative action was to redress the wrongs of legalized slavery and state sanctioned segregation. These two systems lasted hundreds of years and helped to build the United States into the economic power that it is today. However other groups such as women and other minorities expanded the concept of civil rights and demanded the same recognition of their own experience with discrimination and exclusion by systems which are primarily controlled by white men. Ironically the architects of affirmative action were two Republicans at the U.S. Labor Department. Secretary George P. Shultz and a top deputy, Arthur A. Fletcher. They had the strong backing of the heads of several large corporations. Only a quarter century later, however, it is the party that was the catalyst to one of the most successful civil and human rights initiative in history has changed its tune. No longer do Republicans believe that affirmative action is necessary to “even the playing field” for qualified women and minorities to compete. Rather they believe that affirmative action discriminates against one group to help another. They state that unless an individual can prove that they have been discriminated against because of the color of their skin, they should receive no preference just because of the color of their skin. Others argue that it is puzzling how race and gender can be considered in employment, contracting and education decisions without being racist or sexist. The goals are competing. The first goal seeks to eliminate race and gender as factors. The second calls attention to them. It is towards this delicate balance striving to eliminate discrimination by consciously including those previously discriminated against that affirmative action programs aim. Oh what a tangled web we weave.

No one is blind to color. No one is blind to gender. The fact that 95% to 97% of senior managers in Fortune 1,000 industrial and Fortune 500 companies are white men, 30 years after the institution of affirmative action, is a testament to that. Affirmative action must remain a part of the American system in order for this country to demonstrate its commitment to equality and justice for all. In the words of Dr. Martin Luther King, “Morals cannot be legislated, but behavior can be regulated. The law cannot make an employer love me, but it can keep him from refusing to hire me because of the color of my skin.” If congress, this administration or any future administration wants to keep Dr. King’s dream of equality and justice alive for all of the citizens of this country, they should restore the spirit of the laws he gave his life to achieve and stop hiding behind the letter of the law to justify racism, bigotry, and greed.

ASPA member Arthuretta Martin is deputy director of small business programs at the US Department of Health and Human Services.
Affirmative Action Benefits Everyone

Valerie Holman

How many of you can relate to this scenario? You just found out that there is a vacancy in your department for a position that would be considered a promotion for you. You are qualified for the position and immediately ask around to see who is going to be conducting interviews for the job. You are finally told that interviews will not be necessary because someone has already been chosen for the job. When the person starts three weeks later, you find out that the individual is the boss’ nephew.

Now, how many of you think that scenario is unfair? How many hours would this be the topic of conversation around the water cooler or at lunch or, heaven forbid, for fifteen minutes prior to a meeting? These types of practices create bad feelings in the workplace and cause a lot of unproductive time because of the unfairness of the action. On a whole, people abhor processes that they perceive are unfair. Affirmative action should not be one of the processes that are perceived as unfair.

Affirmative action policies were enacted to eliminate practices like the one described above. How, you ask? The purpose of affirmative action is to ensure that qualified individuals, not just minorities, women and the disabled, are given the opportunity to compete for positions based on their ability and merit. It was affirmative action programming that forged new selection policies to broaden recruitment and outreach efforts, to ensure fair and equitable interview questions and to make sure available training opportunities were open to all who wanted career development. These practices therefore benefit everyone.

Under affirmative action, more people will be given the opportunity to know that a job is available. More people will be asked questions that are relevant to the job in question. Everyone in the organization, not just a select few, will know about the training opportunities available for career advancement.

And doesn’t everyone benefit when they have the opportunity to compete? Forget about race, color, age, gender, national origin, disability, religion, marital status, affectional or sexual orientation (in the State of New Jersey) or other characteristics that are used to deny individuals the right to compete. We all want the opportunity to strut our stuff and let our abilities and talents shine through.

Title VII of the Civil Rights Act of 1964, which prohibits employment discrimination, was a start, but from what I see, it hasn’t eradicated discrimination yet. In fact, affirmative action efforts grew from the fact that it was clear that anti-discrimination statutes alone were not enough to break longstanding patterns of discrimination. Affirmative action was developed as an effort to stop existing discrimination and prevent its recurrence. Both the courts and Republican and Democratic administrations turned to race and gender conscious remedies as a way to end entrenched discrimination.

Many people argue that the discrimination addressed in the Civil Rights Act does not happen anymore. Let me refresh your memory by giving you some recent historical facts from this last century. It has only been forty years since African Americans were given the right to equal education. Hispanic and African Americans were segregated into low wage jobs, usually agricultural, and many argue that it hasn’t changed much. Asian Americans were forbidden by law from owning land but worked the fields to which they could not hold title.

Additionally, Asian Americans who were accepted into businesses such as the canning industry were not only precluded from becoming managers, they were housed in physically segregated living quarters. Laws in many states barred women from entering occupations such as fire fighting, bartending, law and medicine. One hundred years ago women were barred from obtaining a college degree in New Jersey. In fact, women were systematically excluded from some private and state-funded colleges well into the 1970’s.

It was affirmative action programs that changed the above-stated examples, not the law itself. The law was ignored. Private and public institutions and corporations alike remained all-white or all-male long after anti-discrimination statutes formally ended discrimination.

Some people feel threatened by affirmative action because they wrongfully feel crippled and unable to compete because they think the “helping hand” that affirmative action offers is at their expense, even though statistics do not support that fear. Isn’t competition supposed to be the American way? How can you celebrate “performance” as a fundamental principle without ensuring that everyone is given the opportunity to perform? Isn’t that what all of us want, the simple right to compete?

When affirmative action policies are practiced properly, a program exists that actually works to equalize the goals of fighting discrimination and encourage inclusion. The program is fair in that no unqualified person can be preferred over another qualified person in the name of affirmative action. Decisions will not be made on the basis of race or gender except when there is a special justification for doing so. Only by applying these principles can we aggressively and simultaneously pursue remedies to end discrimination, produce the inclusion we need in order to strengthen our agencies and our economy, and ensure essential fairness to all.

Valerie Holman is director of the Division of Equal Employment Opportunity and Affirmative Action for the NJ Department of Personnel.

Affirmative Action Special Section

Newark to Host ASPA’s 2001 Conference

The City of Newark, New Jersey, has the enviable position of being New Jersey’s largest city and home to the Essex county seat. Newark is also home to such corporate giants as Prudential, Bell Atlantic, Public Service Electric and Gas Company, New Jersey Transit and Blue Cross/Blue Shield. The city is considered a mecca of knowledge attracting some of the most nationally recognized academic and research institutions including Rutgers University, Seton Hall University, New Jersey Institute of Technology and the University of Medicine and Dentistry of New Jersey. U.S. News and World Report ranks Rutgers University at Newark as among the top 100 universities in the country and the best value for education while Seton Hall University’s Law School has been ranked among the top 10 in the nation for the last 5 consecutive years.

Newark was one of the first cities in the State of New Jersey to be designated as an Urban Enterprise Zone (UEZ) with over 2,000 businesses taking advantage of the associated benefits. The city’s economic predominance boasts more private sector jobs than the state’s next two largest cities combined; the state’s largest concentration of finance, insurance and real estate jobs; and at least 15% of the state’s private sector transportation jobs.

Newark is home to one of the country’s largest containerized shipping ports. Along with major player and partner Continental Airlines which accounts for about 60% of flights and approximately 14,500 jobs, the city has embraced upon a $1 billion Globalization Program now underway at the Newark International Airport, already the nation’s 8th busiest airport and the world’s 13th largest. Newark International Airport employs 18,000 people generating $4.3 billion in revenue and approximately $3.3 billion in wages provided for more than 110,000 jobs derived from airport activity. The modernization is expected to generate an additional 8,400 employment opportunities by 2007. 5,200 of which will consist of construction and 3,200 permanent jobs. Newark now rivals neighboring New York City as a global, national and regional transportation access with penetration on a number of essential axes: the electronic information highway and key air, sea, rail and road networks. The New Jersey Department of Transportation is rebuilding key interchanges and viaducts connecting vital local and interstate arteries. Meanwhile, the Port Authority of New York and New Jersey is constructing a $400 million extension for expanded parking lot and rail road access.

Newark, in addition to being the state’s largest city, is culturally the most ethnically diverse in population in the state. In fact, according to the U.S. News and World Report cited Rutgers Newark campus assessing the most ethnically diverse student body in the nation. Furthermore, the New Jersey Performing Arts Center (NJPAC), is one of such examples of this ethnic diversity where through a successful partnership between state, city and private leaders and the vision for Newark as a City of Pride, NJPAC was born NJPAC, now entering its third year, has been an overwhelming success and attracts an ethnically diverse audience in excess of 1 million. Newark is also home to the state’s largest museum with world-renowned collections of American and Tibetan art, the state’s largest collection of New Jersey historical artifacts, a historic Symphony Hall and the state’s largest public library.

The city is also fast becoming a preferred place of residence for a mix of professionals, artists and business people. In fact, recent developments in general have been attractive to artists and raise the profile of the arts community with more than $4.8 billion of housing and other planned construction.

With this momentum, accompanied by such unprecedented numbers of economic development projects underway and planned for the near future, Newark’s quest as a major metropolis is indeed becoming a reality.
Gerald Pops

Misunderstandings, fear, and ignorance have characterized historical relationships between public authorities and Gypsy clans. Public administration could do much more to strengthen awareness of this hidden minority and increase sensitivity to its legitimate needs for service and recognition. Gypsies, or Roma (as most Gypsies refer to themselves), are the least known and least understood sizable minority group in the United States. Numbering somewhere between 500,000 and 1,250,000 in the U.S. and between 9 and 15 million worldwide, this multi-ethnic race of people has a passion for anonymity and a lifestyle that intrigues, mystifies, confuses, and sometimes frightens Americans and their public officials. Gypsies genetic cohesion, common language, internal legal system, surprisingly large numbers, and distinctive culture should have long ago made them an important subject for study by American public administrators, who have taken great pains to identify and affirmatively act to support other minorities, even some that are defined more in political rather than racial terms. Yet public administrators, like many Americans, know little about this people. Neither their cultural habits, political behavior, the ways in which they adapt to the dominant society, nor the often discriminatory treatment that is directed at them are sufficiently recognized. There is a rich trove of stereotyped literature, drama, and film that have developed oped folk myths that have been received from Europe, romanticized images often fostered by Gypsies themselves for economic reasons. Positive elements of the stereotype hold Gypsies to be free-spirited and fiercely independent, nomadic, possessed of an uncommon understanding of the mystical and occult, mystically talented, and passionate about life. Negative elements in the stereotype reinforce the notions that they are unclean, promiscuous, and prone to criminal lifestyles. Many Americans believe that “Gypsy” does not designate a particular group of people at all, but that the word is simply descriptive of a certain type of free, though irresponsible, lifestyle. Those who do understand that they are a distinct people often assume, incorrectly, that Gypsies are of eastern European origin. These romanticized “half-truths” are too often taken as reality by Americans, and misunderstandings about their nature, communal life, and origins are allowed to continue and to deepen.

According to basic linguistic evidence and the observations of officials and others who have been involved in assisting them, Gypsies originally lived in northwestern India as a tribe or caste within Hindu society, most likely a warrior caste. Racially, they were a non-Aryan, probably Dravidian people native to the Indian subcontinent. They left that region around 1025 A.D., in a period noted for major Moslem incursions into northern India. Their language was a mix of the Hindi, Sanskrit and Punjabi tongues of the region. The evidence, linguistic and otherwise, traces the movement of Gypsies as a cohesive block of people first to Persia and then through Asia Minor to Armenia and the Byzantine Empire, and then into eastern and southeastern Europe in the 1300’s, where they began to fragment and fan out through the Balkans, Romania, Hungary, and north central Europe. The appellation “Gypsy” most likely stems from their first appearance in western Europe, where they were mistakenly believed to have come from Egypt (“Egyptians,” hence “Gyp- tians,” hence “Gypsies”).

Gypsies, or Roma (as most Gypsies refer to themselves), are the least known and least understood sizable minority group in the United States, numbering somewhere between 500,000 and 1,250,000 in the U.S. and between 9 and 15 million worldwide.

A great many Gypsies became enslaved in Wallachia and Moldavia, currently south and east Romania in the mid-15th century, where they remained in bondage until freed by the Romanian king in 1856. The liberation of these Gypsies, known as the “Vlax Roma,” led to large-scale migration of Gypsies to America beginning about 1885 and extending until 1925. However, the first (non-Roma) Gypsies probably came to America in the 1600s, deported from West European countries to the colonies as indentured servants. Who and where are most American Gypsies? A passion for anonymity is a prime characteristic of American Gypsies. The official 1990 Census records only 5,693 Roma, a patently false figure. Reasons for secretiveness are not hard to discover. Throughout their history, Gypsies have faced discrimination. At first experiencing tolerance and sympathy in the U.S., Gypsies sought freedom in the vast spaces and ethnic heterogeneity of America. But the pattern of official harassment commenced in Europe and reasserted itself in mid-20th century America, especially in the form of “anti-Gypsy” units in large urban police forces.

Despite great variety among various subgroups, there is a surprising degree of shared customs and beliefs among Gypsies, particularly the Vlax Roma. Most speak a dialect of Romance, the basic language traceable back to 11th century India. Many use an extra-societal, informal, legal system (“Romanes”), the purpose of which is to enforce family and marital customs (especially the “bride-price,” the amount paid by the groom’s family to secure a bride from the bride’s family), to decide questions of economic conflict (such as competing territorial claims by fortune tellers), and to mete out punishment, sometimes amounting to ex-communciation from the community, for violation of the marime (liberally translated as “pollution of the body”) laws. Such extra-societal laws help the Gypsies maintain internal communal stability and simultaneously keep them at a distance from the dominant, non-Gypsy society (the gadje). Traditionally crime and immorality within the Gypsy community was rare, but crimes against the gadje were viewed more liberally and perhaps condemned among many sub-groups.

Most important for public officials to understand are the marime laws, which define a state of pollution as well as a sentence of expulsion imposed for violation of rules relating to purity or behavior that is disruptive to the Gypsy community. According to the concept, the human body is divided in two parts at the waist; parts below the waist, particularly genital and anal areas, are capable of causing pollution, and the part above the waist, including the hands, is pure. A great many rules of hygiene and behavior are in place to ensure that these two parts are not mixed. As one example, bed clothes will not be allowed in a kitchen. Another example is the houserow, whose litter-box habits are especially repulsive to Gypsy sensitivities. Non-Gypsies are believed by Gypsies to be in constant pollution and in violation of the marime rules. An understanding of such rules is crucial to the fair treatment of Gypsies in hospitals, jails and prisons, and other public places.

Gypsies lack effective political organization. Although there exists no accurate data, U.S. Roma observers estimate that no more than 30 percent of Gypsy children stay in school long enough to get a high school degree, and only a small fraction of these enter college or take up professional callings. Also, the various clans of the Roma often quarrel or keep their distance from each other. Few lawsuits have been prosecuted in the name of civil rights. Their status as a racial minority entitled to affirmative action protections has not yet been successfully asserted in a court, although they have finally achieved a representative on the U.S. Holocaust Commission. Since few Gypsies seek public employment, there has been much pressure to push the point. Most Gypsies are self-employed in such trades as metal-working, roofing and siding contracting, carnivals and circuses, and, of course, fortune-telling. Despite their fear of marime, the Roma seek out the best in medical services. Their extended family structure and beliefs about death and the spirits of the departed often cause them to congregate in large numbers around hospitals. Medical personnel are unprepared to cope with the questions and demands they are exposed to from such large groups, who are unaccustomed to dealing in the confidential, one-on-one doctor-patient settings familiar to the general population.

The Roma tend to keep their valuables in the homes of entrusted elders, or “Roma baros” (incorrectly called “chefs”), who maintain an accounting of ownership and value. Bank accounts and credit cards are becoming more common.

There appears to be a dominant religion. Other than a common set of beliefs concerning the supernatural and spirit world (the spirits of the dead remain among the people and must be served and mollified, festive funerals and periodic death-feasts, romani, are common). Ethnic origin usually dictates nominal religious affiliation (for example, Spanish Gypsies are likely to be Catholic, Turkish Gypsies Moslem, and Romanian Gypsies Eastern Orthodox). Increasingly, Gypsies in the U.S. are embracing a fundamentalist Christian faith.

The population is spread widely throughout the country, with the largest concentrations found in the states of California, Washington, Oregon, New Jersey, and southern Texas, and in the cities of New York, Miami, Seattle, Spokane, Boston, Baltimore, Chicago, Los Angeles, and Wichita. Although large migrations of Gypsy clans were common during the “Camp Period” (encampment in woods and fields along established migratory circuits) from 1885 into the 1930s, most Gypsies have become relatively stationary urban dwellers, reined into cities by the carrot of welfare assistance laws first enacted in the 1930s and requiring permanent residence for eligibility. Nonetheless, most Gypsies tend to be mobile, often moving great distances on short notice to attend saints-day and death feasts or to support a gravely ill clan member.

ASFA member Gerald Pops is a professor in the department of public administration at West Virginia University.
Y2K Loses Battle to Public Servants Efforts

Thanks to television I imagine that many of you watched the extensive celebrat
cions around the world as we ushered in the year 2000. You may have been anx
tiously listening for reports on Y2K problems that would impact citizens every
day. You probably breathed a sigh of relief when most everything proceeded smoothly. Now that we have passed this major milestone it is time to give gov
ernments and public servants credit for their roles in successfully identifying and facing the Y2K challenges.

Technology has improved and compli
cated our lives. Computers have become an integral part of the work done by public servants. Today we cannot imagine delivering services and informa
tion without them. Every government has spent years preparing, implementing and testing plans to prevent and over
come any Y2K obstacles. The City of Kansas City, Missouri formed a plan and budgeted years in advance for imple
menting any equipment and software changes. The Mid-America Regional Council, a not-for-profit group, coordi
nated the regional Y2K preparations for local governments, utilities, and busi
tnesses. They also educated the public through the media on the region’s progress and allayed the fears of the citi
zees.

Emergency and contingency plans were in place. City staff along with police worked in an emergency operations cen
ter over the weekend and monitored reports from around the world to antic
pate what might happen locally and address problems before midnight. They were ready to respond to local problems, keep elected and appointed city officials and the State Emergency Management Agency apprised of local conditions and activities, and keep the public informed through direct media contact and the Mid-America Regional Council Information Coordination Center at the Kansas City Power and Light Building.

Basic services continued. No emergencies occurred. The citizens saw government in a new light. The citizens also did their part by remaining calm and not overreacting to the predictions of doom and gloom.

I am also pleased to report that the American Society for Public Administration was prepared for 2000 as well. Technology is becoming a big part of our operation. I encourage you to visit our online community and our web site. Staff are working diligently to pro
vide information and online services to our members. The online community provides members with a permanent email address, access to message boards and chat rooms for discussions between public servants and academics, and abili
ty to create a home page. You can search the job posting databank, link to career sites, post resumes, and much more.

The 2000 National Conference of ASPA on April 1-4th in San Diego, California features a conference theme entitled “Making Technology Work for the Public Sector.” There are 12 panel pre
sentations ranging from the new role of geographic information systems in pub
ic administration to distance learning to web enabled government to e-commerce. In addition free small group technology demonstration sessions will be held in the exhibit hall. These include excel for budgeting, power point presentations, creating government websites, using GIS for government management and more. Register for the conference before February 25th to get the early bird registra
tion rate.

See you in San Diego.

President’s Column

A Tribute: Leigh Grosenick Leaves Legacy at VCU

Pamela Gibson

He concluded every administrative ethics course with a simple ceremony. Reminding students that the work of public administrators is not easy, nor is it ever supposed to be, he would slowly read the Athenian Oath. A pledge made by all citizens of the city-state to act with integrity and to aid one another in a vigilant pursuit of a collective public duty to, “transmit this city, not only not less, but greater, better and more beauti
ful than it was transmitted to us.” Then, he would hand each student a copy of the oath written in elegant brown callig
raphy with a personal handwritten note on the back. The students would sit in silence, teary-eyed and covered in goosebumps while absorbing the signifi
cance of this event, and this course, on the rest of their lives.

Leigh E. Grosenick would perform this ritual for 25 years in the MPA program at Virginia Commonwealth University and eventually former students would recognize the oath hanging on the walls of public offices throughout the state of Virginia and across the south. They shared the privilege of having been a student of ‘Dr. G’ who unveiled the mul
titude of ethical dilemmas facing them each and every day and the demanding courage required to face them. He taught each one that what had to be done was never easy but always simple, diffi
cult but clear. Some took the class because they thought talking about ethics would be little work, but most took it because of the stature of Dr. G. All left the course transformed. Everyone had their own copy of the oath and accepted the charge by the man who revered his life’s work and that of his students to bring honor and integrity to public service.

Leigh Edmund Grosenick, professor of political science and public administra
tion at Virginia Commonwealth University since 1975, died Monday, December 27, 1999. He was a graduate of the Alexandria Minnesota Public Schools and the University of Minnesota, B.A. in Political Science, 1960. M.A. in Public Administration, 1965, and Ph.D. in Political Science, 1968. Grosenick was the founder and first director of the Master of Public Administration program (1975) and of the Doctor of Public Administration Program (1981) at Virginia Commonwealth University. He served as chair of the department of public admin
istration, 1975-81 and 1991-94, and as president of the facility of the School of Community Services, 1983-85.

Prior to his work at VCU, Grosenick served as Research Director, League of Minnesota Municipalities, 1965-68; Personnel Program Manager, U.S. Civil Service Commission, 1971-72; Assistant Professor of Government and Foreign Affairs, University of Virginia, 1968-73; and Director of State-Federal Relations, State of Minnesota, 1973-75. Beginning in 1977, he was a pioneer in the teaching of professional ethics in american public administration, and publish
ed numerous articles on intergovernmental relations and professional ethics in various journals and books. He was president of the Virginia Chapter of the American Society of Public Administration, 1980-81; a member of the University of Minnesota Alumni Association, Zeta Psi Fraternity, Pi Alpha Alpha National Public Affairs and Administration Honor Society, Hanover Country Club, and St. James the Less Episcopal Church in Ashland, Va. He served in the U.S. Army, Military Intelligence, 1957-59.

He is survived by his wife, Elizabeth Lowry Andrews; daughter, Evelyn Anna Grosenick; son, Christopher Leigh Grosenick; son, Christopher Leigh Grosenick and his wife, Robin; two grandchildren, Christopher Ryan Grosenick and Brandon Leigh Grosenick; sister, Valerie G. Wild and her husband, Dr. John Wild of St. Louis Park, Minn.; a beloved niece, Ellen Wild; and 600 graduates of the VCU Public Administration Program.

ASPA member Pamela Gibson is a Ph.D student of Grosenick’s at Virginia Commonwealth University.

Athenian Oath can be found on page 14
On January 7, 2000, I celebrated three years with ASPA.

I am pleased and proud of the progress we have made in these three years. I am particularly proud of the strategic plan that former President Mary Guy so ably steered to final approval in December of 1998. That plan has helped us focus our efforts in three broad areas we call “Performance”, “Pride”, and “Purpose”.

I’m pleased with the progress we’ve made under each of these goals. Our emphases in the past three years have been largely on the “Performance” and “Purpose” goals, where we’ve accomplished a lot. While maintaining the gains we’ve made under those two goals, I’d like to see us put more emphasis on the “Pride” goal in the near future. Some of you may have noticed the line under the masthead of PA TIMES, which we started to use a few months ago: “A Powerful Voice for Public Service”. Right now that is an aspiration, not a reality. I’d like us to focus on making ASPA that “Powerful Voice.”

This issue of PA TIMES features two articles that relate to the Pride goal “To foster interest and pride in public service by effectively communicating its nature, honor and challenge.” The first is Gary Wamsley’s Public Service Creed. I think the proposed creed is an excellent vehicle for discussion about what we as individuals committed to public service value, aspire to, and wish to profess as “A Powerful Voice . . .”

Maybe it’s also a way for us to reclaim the pride in public service that we felt when we first chose to make the commitment. I encourage each of you to respond to Gary’s invitation to discuss and react to the creed.

The second article is an obituary honoring Leigh Grosenick. Pamela Gibson, a Ph.D. student of Grosenick’s at Virginia Commonwealth University, movingly tells about Grosenick’s use of The Athenian Oath (reprinted below) to imbue students with the responsibilities and honor of public service. How awe-inspiring it must have been for his students to hear him respectfully read “we will transmit this city, not only not less, but greater, better and more beautiful than it was transmitted to us.”

Please give Gary and me the benefit of your thoughts and reactions to these articles and to how ASPA can help build Pride in public service. I can be reached at mhamilton@aspanet.org or 202-393-7878.


Beth Walter Honadle—has accepted the position of director of the Center for Policy Analysis & Public Service and professor of political science at Bowling Green State University in Bowling Green, OH.

Linda M. Lazer—received an adjunct appointment in the department of political science at Ohio University, where she will teach financial management.

Leo J. Monroe—received his Master of Public Administration degree from Georgia Southern University in Statesboro, GA.


Wally Swan—openly gay member of the Minneapolis Board of Estimate and Taxation, was recently elected as the president of the Board—which is responsible for auditing of city functions, setting of the maximum property tax levy for Minneapolis, and administration of almost $1 billion in city municipal bonds. Swan was just selected for inclusion in the Year 2000 edition of Marquis’ Who’s Who in America.

Lenore K. Toser-Aldadz—has accepted a position as assistant city manager in Clayton, Missouri.

Michael L. Vasu—has been elected vice president (president elect) of the Southern Association for Public Opinion Research (SAPOR). Vasu will assume the presidency in October 2000. Currently Vasu is a professor in the department of political science and public administration at North Carolina State University.

The Athenian Oath

(As edited by Leigh Grosenick)

We will never bring disgrace to this our city by any act of dishonesty or cowardice, nor ever desert our suffering comrades in the ranks; we will fight for the ideals and sacred things of the city, both alone and with many; we will revere and obey the city’s laws and do our best to incite to a like respect and reverence those who are prone to annul or set them at naught;
Executive Lunch Series (continued from page 1)

airport property and substantial investment in infrastructure including seven existing runways, landing fees at D/FW are a fraction of that at other airports. Since the airline industry is first and foremost profit-motivated, companies such as American Airlines, Japan Airlines, and Caracas Airlines look for places to land that minimize expenses. D/FW also boasts being the most centrally located major airport in the United States and has easy access to numerous interstate highways for the rapid transportation of cargo.

Globally, D/FW Airport is deeply entrenched in international trade. The airport has become one of the most notable economic engines in the area, as noted in Fortune Magazine as it listed Dallas as the best place in America to do business. D/FW competes with other airports to provide the most direct international flights for both cargo and passengers to destinations around the world. The success of the airport can be evidenced by the large amount of international trade conducted each year between Dallas and Fort Worth businesses and the region’s three largest air trading partners: Taiwan, Japan, and the Republic of Korea. This translates into more businesses locating in the Dallas/Fort Worth Metroplex, more jobs created, and continued economic growth. D/FW Airport sees itself as a key competitor in the local, regional, and global marketplace. Fegan was able to offer valuable insight into working with the board to guide the airport through the challenges by competing airports and the method for creating financing needed for funding a multi-billion dollar expansion of an already large facility. D/FW Airport has partnered not only with the owner-cities of Dallas and Fort Worth, but also with the surrounding cities of Euless, Irving, and Coppell.

Jeffrey Fegan hosted the first program in a new executive lunch series held by the North Texas Chapter.

“Public administration has always thrived on the frequent interaction of academic and practitioners,” Samantha Durst, professor of public administration at the University of North Texas said. “This luncheon format offers academics, students and practitioners the opportunity to meet in small groups, and promotes that interaction and the candid exchange of information and opinions. It’s great!”

If you would like more information on the Executive Lunch Series, please contact Brian Pokluda at (214) 653-6655 or by e-mail at bpokluda@dallascounty.org.

ASPA member Brian Pokluda is the president-elect of the North Texas Chapter of ASPA. He currently works as capital budget and policy analyst for Dallas County, Texas.
Michigan Capital Area Chapter Honors Public Servant

Linda Krieger

In November 1999, the Michigan Capital Area Chapter (MCAC) of the American Society for Public Administration (ASPA) presented Michigan’s former Lt. Governor Connie Binsfeld with their highest honor, the Frank J. Kelley Distinguished Service Award, for her career dedicated to serving Michigan’s residents.

Binsfeld is the only woman in Michigan history to hold leadership positions in the House, Senate, and Executive office. During her years in public service, not only did she distinguish herself for her advocacy on behalf of children, but as well as the environment.

“Recognized for a public service career spanning over two decades, Connie dedicated her herself to improving the lives of Michigan’s children and strengthening its families,” said MCAC president, Janet Phipps, and director of the Michigan Department of Management and Budget. “It is only fitting that someone who has dedicated her life to public service with such integrity and sustained effort be recognized.”

Her impressive record as an advocate for children and families include Michigan’s first legislation addressing domestic violence in 1978. Highlights of Binsfeld’s public service career involve being the prime sponsor of the Surrogacy Act which prohibited commercial surrogacy in Michigan and serving as chair the 12-person Binsfeld Special Commission on Adoption that developed 67 recommendations resulting in legislation that reformed Michigan’s adoption system.

Binsfeld made her mark on environmental issues through her tireless devotion to ensuring that Michigan remains the best place to live, raise a family, and work. In particular, as a Senator, she introduced legislation that resulted improving environmental clean up efforts in Michigan’s park system and in 1991, Binsfeld was chosen by the Secretary of the Interior to serve on the National Park System Advisory Board.

Most recently, Binsfeld received the 1999 Breaking the Glass Ceiling Award from the Women Executives in State Agriculture; Don LeDuc, dean, Cooley Law School; Former Lt. Governor Connie Binsfeld; and Ingham County Sheriff Gene Wriggelsworth.

In addition to the annual recognition ceremony, the MCAC holds several informative programs throughout the year including a lunch program discussing “Urban Growth Trends and Choices” on Wednesday, March 15, 2000. For information about the chapter’s programs and events call James J. Haag, vice president for programs at (517) 321-3185.

ASPA member Linda Krieger is the Director of the Office of Budget Development and General Government for the State Budget Office, State of Michigan, and has been a member since 1992.
Interested in exhibiting at ASPA's 61st National Conference,

The 2000 National Conference Exhibit Prospectus is now available.
The deadline for exhibit applications is February 28, 2000.

Please contact Sarah Spradlin at (202) 393-7878 or sspradlin@aspanet.org for more information.

Exhibit Space Application
ASPA's 61st National Conference
Town & Country Hotel, San Diego, CA
April 1-4, 2000

Company or Organization name and phone
Full Contact
Business Contact
Address
City, State, Zip
Phone Fax Email

Exhibit Booth
Please reserve 8’ x 10’ exhibit booths for us at the 60th ASPA National Conference.

Rates
- Commercial Booths before 10/15/99 $900
- Commercial Booths after 10/15/99 $1,100
- Nonprofit/Govt. Booths before 10/15/99 $850
- Nonprofit/Govt. Booths after 10/15/99 $950
- ASPA Chapters/Sections/Regions $100

Exhibit Booth Sign should read:

Description of products/services to be displayed:

Choices 1st 2nd 3rd

TO VALIDATE THIS AGREEMENT:
1. We attach our check payable to the American Society for Public Administration, for one half (50%) of the total cost as a down payment to apply to our total costs. If submitting application after October 15, 1999, we attach payment in full. We understand that applications not accompanied by the required payment will be delayed in booth/literature bin assignment.
2. We agree to pay the balance no later than October 15, 1999. Otherwise, our space is subject to release and reassignment.
3. We agree to accept the space assigned to us even if not assigned to one of our desired booth choices indicated above.
4. We hereby designate the products/services listed above as those which shall be displayed or demonstrated and agree to notify ASPA in writing of any changes no later than March 24, 2000.
5. We agree to abide by all show management rules for the exhibits as set forth in the rules and regulations.
6. We assume the entire responsibility and liability for losses, damages and claims arising out of injury or damage, including that by fire, and theft, to exhibitor displays, equipment or other property, brought upon hotel premises, and shall indemnify and hold harmless the American Society for Public Administration and the Town & Country Hotel and their agents, employees, officers, directors, staff and members.

I am authorized to approve this expense: __________________________________________

Signature of authorized representative / Date

Method of Payment
Enclosed is a: ☐ Check made payable to ASPA ☐ Purchase order (#): ________________ Total Due: ________________
Please mail: ☐ Mastercard ☐ VISA ☐ American Express
Card Number ________________

Deposit: ________________
Balance Due: ________________

Please return completed application and deposit to:
2000 National Conference Exhibits
American Society for Public Administration
1120 G Street, N.W. #700
Washington, DC 20005
phone: 202/393-7878
fax: 202/638-4952

Program Book Advertising Information
☐ We are interested in purchasing advertising space in the on-site conference program book. Please send us an information packet.

Event Sponsorship Information
☐ We are interested in sponsoring a conference event. Please
## Attention! Updated Registration Form

**ASPA’s 2000 National Conference**

### REGISTRATION INFORMATION

<table>
<thead>
<tr>
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<td>Last Name</td>
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### Check all that apply:
- This is my first time attending an ASPA National Conference
- Require Special Services
- Presenter/Speaker

### REGISTRATION PACK-

<table>
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<td>General</td>
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<tr>
<td>Non-Member</td>
<td>$250 (WO3A)</td>
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<tr>
<td>International</td>
<td>$275 (WO4A)</td>
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### PRE-CONFERENCE WORKSHOPS

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<tr>
<td>Win-Win Public Administration</td>
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<td>Building Capabilities to Manage Results</td>
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<tr>
<td>Introduction to GIS with ArcView Technology</td>
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<tr>
<td>Preparing Graphics for Agency Websites</td>
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<td>CANCELLED</td>
<td>$200 (WO5)</td>
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<td>Lessons From a Collaboration to Avoid Privatization</td>
<td>$200 (WO6)</td>
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<td>Improving Customer Service in Government</td>
<td>$200 (WO7)</td>
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<td>Introduction to Govt. Performance Audit Tools &amp; Techniques</td>
<td>$200 (WO9)</td>
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<td>Organizational Diversity: The Management Challenge</td>
<td>$200 (WO10)</td>
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<td>International Development and Policy Management</td>
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<td>Performance Measurement-Concepts and Techniques</td>
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### SPECIAL EVENTS

- Special ticketed events, workshops and mobiles are available separately.
- Early Bird, $200 after 2/25/00
- Non-Member, $25 Non-Members (P2)
- Member, $25 Members (P1)
- FREE (S1)
- FREE (T1)

### ADDITIONAL

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<tr>
<td>The Border From Both Sides</td>
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<td>City Heights: Revitalizing an Urban Community</td>
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<td>St. Vincent de Paul Visit</td>
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<td>Decentralizing City Government Through Community Service Centers</td>
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<td>Downtown San Diego: A Redevelopment Success Story</td>
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<tr>
<td>ASPA Volunteers to Students</td>
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<td>Stone Lecture Luncheon</td>
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<td>Section for Women in Public Administration Breakfast</td>
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### PAYMENT

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### TOTAL FEES

Mail to: ASPA’s 61st National Conference, P.O. Box 998, Park Ridge, IL 60068 or Fax by March 24 to: 847/698-9245
Cope ad

Fike ad
Assistant Professor: Position
Binghamton University

The Master of Public Administration Program at Binghamton University invites applications to fill a tenure-track position, to hold in the Fall of 2000. Located within the Graduate School, the MPA Program reinforces a strong core of administration, quantitative, and policy courses with transdisciplinary specializations in health, urban, environmental, and educational policy, as well as a variety of management skills. Applicants should have strong quantitative sophistication, an ability to teach in one or more of the following areas: public finance, public budgeting, and economics for policy analysis and, preferably, expertise in substantive policy domain. Review of applications is immediate and continued until position is filled. Send a letter of application, CV, and three letters of recommendation to: Richard A. Robb, Director: MPA Program, Binghamton University, Binghamton New York 13902-8000.

Binghamton University is an equal opportunity employer. Salary: Competitive

Faculty Member
The Evergreen State College

The Evergreen State College seeks a broadly trained faculty member in public administration, political science or sociology who will be one of the core faculty for the college’s graduate program in public administration. Candidates with a knowledge of quantitative methods and research methodology strongly preferred. Applicants will be expected to teach in the MPA curriculum (which includes intergovernmental relations from state, tribal, and federal perspectives, non-profit management, and international economic policy) as well as to periodically rotate into the college’s undergraduate curriculum. Candidates demonstrate commitment to social justice issues concerning such areas as equity, tribal rights and governance, gender, race, and class are particularly encouraged to apply. Ph.D. or DPA is required. Review of completed applications begins February 15, 2000 but continues until finalists are selected. Interested candidates should obtain required information and application procedures from: Faculty Hiring Coordinator, TESC, L-221, Olympia, WA 98505, call (360) 866-6000, ext. 6861 (voice) or TDD line at (360) 866-6834, email blsdget@evergreen.edu or reference the college website at http://www.evergreen.edu/facultyhiring.

Postdoctoral Fellowships
Cornell Employment and Family Career Institute

The Cornell Employment and Family Career Institute, directed by Professor Phyllis Moen, is currently accepting applications for three postdoctoral fellowship positions. All positions will contribute to multidisciplinary research examining issues faced by working couples in their attempts to manage work, family and personal responsibilities. One position will focus on federal and non-profit organizations related to work/family issues, the other two positions are open to other research interests in work/family issues. Postdoctoral fellows must apply a life course approach to the study of the work/family interface.

The positions begin August 2000. Applications deadline is March 1, 2000. Fellowships are funded by the Alfred P. Sloan Foundation and are for 12 months, with possibility of renewal. Up to $32,000 per year is provided. For additional information and to request application materials, contact: Stephen Sweet, Ph.D., Director of Research, Cornell Employment and Family Career Institute, 420 MV Hall, Ithaca, NY 14853; Phone: (607) 255-5007; Fax: (607) 254-2903; e-mail: careers_inst@cornell.edu. Application materials also can be found at http://www.lifecourse.cornell.edu/ci/postdoc.html

Assistant Professor
University of North Dakota

The Faculty of Political Science and Public Administration invites applications for a tenure-track opening at the Assistant Professor level. It is essential that the successful candidate be prepared to teach health policy on the graduate level and have broad interests in Political Science and/or Public Administration. Ph.D. is preferred, although A.B.D. is considered. Teaching experience is desired. Salary and benefits are competitive. Interested individuals should submit a letter of interest, vita, and names of references to Search Committee, Health Policy, Political Science and Public Administration, Box 8379, University of North Dakota, Grand Forks, North Dakota 58202-8379. Review of applications will begin immediately and continue until the position is filled. The date of appointment will be August 16, 2000. The University of North Dakota is an equal opportunity, affirmative action employer and especially invites women and minority candidates.
Assistant Professor in Public Administration/Public Policy

The University of Hong Kong

The University of Hong Kong is one of the leading international comprehensive research universities in the Asia-Pacific region, with more than 100 departments and sub-divisions of studies and learning. There is currently an enrollment of more than 15,000 students (6,000 at postgraduate level). Research students come from more than 40 countries. The medium of instruction is English. The University is committed to its vision of globalization, together with excellence in scholarship and research.

Applications are invited for appointment as Assistant Professor in Public Administration/Public Policy in the Department of Politics and Public Administration (Ref: RP-1999-00-1970), tenure from 1 September 2000 or as soon as possible thereafter. The appointment will initially be made on a three-year fixed-term basis, with a possibility of renewal.

The Department of Politics and Public Administration, founded in 1970, plays a leading role in the academic study of politics and public administration in Hong Kong and the region. In addition to public administration, the Department's undergraduate programme focuses on comparative politics (with special emphases on Hong Kong and China studies), international relations, and political theory. The Department's large Master of Public Administration programme is the first of its kind in Hong Kong, and it is planning a Master of International and Public Affairs programme.

Applicants should have a PhD degree and a record of excellence in research. The Department is particularly interested in applicants who can teach in the following areas: comparative public policy and public administration, public administration theory, public finance and research methods. The Department may consider applications for visiting/temporary appointments.

Annual salary (attracting 15% (taxable) terminal gratuity) for an Assistant Professor (in the grade of Lecturer) is on an 11-point scale, with starting salary depending on qualifications and experience. An M.P.A. degree preferred. Teaching (adult education) experience and a minimum of three years of experience in local government, ideally in budgeting or finance, preferred; demonstrated writing ability and strong computer, data management, and organizational skills preferred.

Application deadline: This position will remain open until filled (with an anticipated 1 July 2000 appointment). Appointment contingent on continued availability of funding. Please send a resume that includes work experience, teaching, publications, and research interests and a cover letter addressing interest in the position to: Kay T. Spivey, Director of Human Resources, Institute of Government, CB# 3330, Knapp Building, The University of North Carolina at Chapel Hill, Chapel Hill, NC 27599-3330.

The Institute of Government is strongly committed to achieving a diverse faculty; women and minority candidates are encouraged to apply and to identify themselves. The University of North Carolina at Chapel Hill is an Affirmative Action/Equal Opportunity Employer.

Research Associate/Performance Measurement Coordinator

Position: A Research Associate whose primary responsibility is coordinating an ongoing performance measurement project for local governments in North Carolina. Additional information on this project may be found at http://ncmfn.xf.unc.edu/programs/perfmess/

Duties: Provide research and teaching services on performance management, cost accounting, and benchmarking for N.C. city and county governments; formulate methods and metrics for use in the project; collect, compile, and analyze project data; make presentations on performance measurement to groups both in N.C. and in other states; write reports on project results and develop project publications; supervise project research assistants; provide technical assistance to participating local governments; plan and direct meetings with local government officials; and design a computerized system for maintaining and updating project service profile and accounting documentation; audit documentation.

Qualifications: Bachelor's degree in business, public administration, or related field required. An M.P.A. degree preferred. Teaching (adult education) experience and a minimum of three years of experience in local government, ideally in budgeting or finance, preferred; demonstrated writing ability and strong computer, data management, and organizational skills preferred.

The deadline for ad placement in The Recruiter is the 10th of each month for the following month's issue (i.e., February 10th for the March issue). The cost of an ad is $1.45 per word with a 50 word minimum. We would be glad to help you with an estimate.

Fax your ad to Jennifer Miller at 202/638-4952 or e-mail it to: jmiller@aspanet.org

The University of North Carolina at Chapel Hill is an Affirmative Action/Equal Opportunity Employer.
February 2000

11-12 ASPA’s Center for Accountability and Performance (CAP) Symposium: Leadership of Results-Oriented Management in Government Location: George Washington University, Washington, DC Contact: Kathryn Newcomer (202) 994-6295, e-mail: newcomer@gwu.edu

23 Greater Kansas City Chapter—Chapter Luncheon Guest speaker: Marge Randall, State of Missouri, Division of Family Services Location: Hereford House in Kansas City Contact: Chris Bosch at Chris_Bosch@kcmo.org

March

1 ASPA Midwest Chapter Leadership Training Session Location: Kansas City, MO Downtown Airport Conveners: Mary Hamilton, ASPA Executive Director and Erik Bergrud, ASPA Director of Information Services Contact: Erik Bergrud at ebergrud@aspanet.org or (816) 746-9022

16 Hampton Roads Chapter—Chapter Meeting Contact: Earl Fraley at efraley@city.norfolk.va.us or (757) 664-6703

22 Greater Kansas City Chapter—Chapter Luncheon Guest speaker: Don Leford, Editor of Press Dispatch Townsend Communications Location: Hereford House in Kansas City Contact: Chris Bosch at Chris_Bosch@kcmo.org

April

1-4 ASPA’S 61ST NATIONAL CONFERENCE! City: San Diego, CA Hotel: Town & Country Phone: 202-393-7878 ASPA Web site: www.aspanet.org

19 Greater Kansas City Chapter—Chapter Luncheon Guest speaker: Keith Comrie, former City Administrative Officer, City of Los Angeles Location: Hereford House in Kansas City Contact: Chris Bosch at Chris_Bosch@kcmo.org

May

3 Greater Kansas City Chapter—Chapter Awards Dinner Contact: Chris Bosch at Chris_Bosch@kcmo.org

18 Hampton Roads Chapter—Chapter Meeting Contact: Earl Fraley at efraley@city.norfolk.va.us or (757) 664-6703

June

28 Greater Kansas City Chapter—Chapter Luncheon Guest speaker: Anne Swafford, 1999-2000 ASPA President Location: Hereford House in Kansas City Contact: Chris Bosch at Chris_Bosch@kcmo.org

October

4-7 SECOPA 2000 Conference Location: Greensboro, NC Hilton Contact: Maryann Hinshaw at (910) 373-3043 or hinshawma@halifaxnc.com

5-7 ABFM 2000 Conference City: Kansas City, MO Hotel: Marriott KC Country Club Plaza Contact: Kurt Thurmaier at (785) 864-9093 or thurmaier@ukans.edu

For more up-to-date information check out the calendar of events on the ASPA website at www.asp