REINVENTORS URGE PROCEED WITH CAUTION

John Larkin

Entrepreneurial government has received a great deal of publicity in recent months, most visibly through David Osborne and Ted Gaebler’s best-selling Reinventing Government. In an effort to restrain and redefine bureaucracy, many have taken the Osborne/Gaebler lead and published ideas of their own. While few would argue that the success stories presented in these accounts provide evidence for the need to radically change the way government conducts its business, there are other public administrators who object to the assumptions on which these good ideas lie. Far from standing in the way of progress, some feel the need to rephrase the questions being asked by the entrepreneurial literature to avoid doing public service a dis-service.

Osborne and Gaebler, through a Petersenish examination of government innovation, developed the “principals” which should guide any agency or community to more efficient government. The principals include the increasingly popular phrases, “government should steer and not row,” “government should be mission driven, not rule driven,” and “government needs a customer focus.” The principals help to further the efforts of those who support new approaches to public sector management such as TQM and performance measurement by results rather than input.

A year has passed since Reinventing Government has been published, and since then, the spotlight has been turned upon the entrepreneurial literature, some of which has been around for significantly longer. The ideas and the hopeful message behind them having such a profound effect that space is being made within the Clinton cabinet for some of Osborne and Gaebler’s suits. At the same time as the dust created by any best-selling book begins to settle, academics and practitioners alike are asking some tough questions in an effort to probe the true relevance of ideas which can significantly change their professional lives. In other words, what are some of the questions practitioners need to keep in mind as they learn the new entrepreneurial government language?

“Those authors are right on in terms of their basic premise,” said ASPA member John Stone, “as long as it is remembered that government managers should not be empowered beyond the restraints of law and of due process... Knowing what steps can be taken by what authority is an important aspect of government work,” which is often much more complicated than elected change agents are willing or able to acknowledge.

Virginia Tech’s Charles Goodell, in a recent issue of Public Administration Review took a critical look at

Luther Gullick 1892-1993

Public Administration and ASPA lost one of its most important members on January 10, 1993. On pages 10 and 11, Luther Gullick’s contributions to the field and to ASPA are celebrated by those who knew him and worked closely with him.

Luther Gullick
DISCOVERING THE KEY TO GOOD MENTORING

Faith Prather, Ann Altmeyer

"Something Clicks. It's more than a manager/supervisor relationship. It's special. It's mutually agreed upon and the results are an interpersonal relationship that fosters personal, team, departmental, and individual progress and personal development," according to the director of a large children's hospital for mental illness. Toni Smith, senior director of an executive firm and specialist in nonprofits suggests that "the most essential key women—if they ever hope to shatter the glass ceiling in the nonprofit world—is for them to develop the self-confidence of true leaders." Our research indicates this self-confidence can be developed through mentoring.

The concept of mentoring is often seen as a universal key to success. Mentoring, or what has been called "buds from above," facilitates an individual's growth in the organization, on both a personal and political level.

As women who teach public managers to manage effectively, we have been particularly concerned with the impact of the glass ceiling on women. As professors in a graduate public administration program, we decided to investigate the experiences of women in public and nonprofit agencies.

Through a series of structured interviews we studied women who had achieved success in the workplace.

Methodology

In-depth interviews were conducted with eight women administrators in senior level positions in the nonprofit community. Their job titles included executive director, vice president, and deputy commissioner. Age range varied from a low of 10 people in a high of 300 plus. All organizations were of the nonprofit or public service category. All women were 35 years or older, with one individual in her early 50s. In terms of marital status, five were married, and three were separated. Three women had one to two children ranging from eight to 25 years in age. With the exception of one manager, all women in this study had experienced mentoring as part of their career development. However, mentoring was not a formal process but a more profound process achieved by the individual. In other words, they "clicked."

For most of these women, mentoring was a chance event as opposed to a purposeful, planned approach of development within the organization. The participants indicated that they were fortunate to have someone in the workplace who recognized their potential, provided advice, and actively worked to help them realize their career goals.

These women managers had experienced both male and female mentors who suggested that effective mentoring is not gender-related but has more to do with a particular style of the individual.

Mentoring was cited as the key reason for advanced education (completed master level degree in public administration) and placement in high level positions. One participant holding the top level position as director of her agency pointed out that "she new finds herself in the role of mentor. This participant provided us with still another view of the role of mentoring as she discussed the difficulty of now receiving "truthful" feedback once you reach the top of the organization. She stressed the pitfall of reaching the top as the inability to find the support you may need for your own professional development. Instead, as an executive director, you may find yourself providing guidance to others. This problem was solved by another branch which monitors your progress. If the mentor, as the director, should have a network of mentors throughout the city and felt that they had a safety net of "comfortable" mentor relationships that she could depend on. We believe that in so doing she demonstrates the self-confidence so critical to leadership.

Common Observation

Most frequent comments expressed suggested that mentors had high expectations of their protégé. Both they felt responsible for projects that challenged their students' skills. By stretching to accomplish the tasks, the interviewee indicated an increased confidence and pride. In the process, mentors reinforced strengths and gently worked on their weaknesses. One manager emphasized, "she left me alone with the project but I knew me was there if I needed assistance." Another manager stated that her credibility with the agency was enhanced when the mentor supported her opinions.

Our findings indicate that a major benefit of mentoring is an ability to focus on career goals. Our respondents had either achieved or were pursuing advanced management degrees. Opportunities for exposure in the field was cited by the participants as the advantage of mentoring. While another has been appointed to the governor's advisory committee on long term care. These are the kind of activities which bolster self-esteem as a valued employee and generate initiative. These growing qualities of confidence and initiative are recognized as aspects of leadership and are nurtured by strategies of successful mentors.

Mentor Cues

In terms of important messages from mentors we discovered some very important mentor cues. The importance of these cues is that they are not new messages that occur in the context of the workplace, they can significantly affect career development if recognized. As one interviewee suggests: "I think everyone you build decent relationship with a mentor of a sort. You get yourself in a position where you can learn something from them—it's not just one person."

Prescriptions for Finding a Mentor

Based on our research, nonprofit organizations offer opportunities for women to break the glass ceiling because they appear to provide more roles in mentoring. This manager's point of view resonated with a proactive assertion made by Roosevelt Thomas, executive director of the American Institute for Managing Diversity, Inc., at Atlanta's Morehouse College: "The notion that cream will rise to the top is nonsense. Cream gets pulled or pushed to the top by an informal system of mentoring."

In the women in this study recommend the following prescriptions for finding a mentor:

1. Look for role models. What do these people do that make them successful?

2. Listen carefully to the cues that you are being mentored—Be receptive to positive and negative feedback.

3. Accept help for challenging projects without complaining.

4. Ask for help—don't let your self abandon.

5. Do not personalize failure.

6. Work on visibility seek out assignments where you will be seen and heard.

7. Develop expertise—What do you know that no one else does?

8. Recognize that mentoring comes from within the organization and outside of the organization.

9. Keep in mind that mentoring can happen in a group as well as with one individual.

For the participants in this study, mentoring was not only a significant aspect of their professional careers but also served to enrich their personal lives. Our study suggests the notion of Toni Smith that there is an opportunity for women to achieve in nonprofit organizations. The leaders we interviewed are continuing their upward push against the glass ceiling. They recognize the need to be mentored and to mentor.

Ann S. Altmeyer is an associate professor, Department of Public Administration, SUNY Brockport. She has taught management for the past 10 years and has specialized in research on nonprofit health and human service organizations.

Faith Prather is an associate professor, Department of Public Administration, SUNY Brockport. She has taught organizational behavior for the past four years and has specialized in research in nonprofit human service organizations.

Errata

On the map of the United States on page 1 of the January 1, 1993 issue, Alabama and Mississippi were drawn as one state. The four military installations closed were in Alabama, none in Mississippi.

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John Kincaid

In December, the Advisory Commission on Intergovernmental Relations (ACIR) issued a letter to President Clinton outlining key federalism principles and intergovernmental challenges for his administration.

ACIR set forth six principles to guide reform:

1. Self-government is the essence of our federal democracy. It begins with individual freedom and extends outward to encompass the freedom and responsibility of citizens to govern themselves with respect to the concerns they share in their local communities, counties, states, and country.

2. All of our governments are creatures of the people as a whole or as citizens of states and localities. As such, the powers of all governments are delegated to them by the people.

3. The federal and state governments should be considered equals under a clear constitutional mandate designating either the federal government or the states as first among equals for specific purposes.

4. Most states have recognized the original authority of their local governments through home-rule enactments. Local self-governing authority should be respected by all branches of the federal government.

5. Relations between the local, state and federal governments should be based on comity and full respect for each other’s constitutional standing.

6. The Constitution provides certain spheres in which the principal authority belongs to the federal government, others in which the principal authority belongs to the states, and still others in which powers are concurrent. In every case, federal-state relations should be cooperative, either through greater sharing of powers or greater separation of responsibilities.

ACIR then outlined eight challenges:

- Federal Mandates. The 102nd Congress enacted 15 new mandates on state governments. Growing portions of state-local budgets are driven by decisions made in Washington, while decisions about raising taxes or cutting services are made in state capitols, county courthouses and city halls.

- Federal Preemption. More than 50 percent of all explicit preemption statutes enacted in our 203-year constitutional history have been enacted within the past 24 years. Federalism should be used in the constitutional spirit of limited national governance and confined to truly essential national objectives. Prior to the centralization brought about by this unprecedented preemption, moreover, the US had a robust economy.

- Federal Regulation. Federal rules shape every facet of state and local government. The density of federal regulation often allows national interest groups to defeat the concerns of state and local voters, constrains state and local innovation, and undermines the rule of law by requiring ever more administrative waivers for state and local innovation.

- Federal Policy Fragmentation. The accumulation of power in the federal government has not produced coherent and coordinated policy-making. Instead, it has fragmented the federal government. For example, water policies fall under some 13 professional communities, 23 subcommittees, six cabinet departments and seven independent agencies. In place of the fragmented allegiances granted us from our federal system’s 83,217 governments, more than 80,000 lobbyists now operate in Washington. Consequently, state and local governments are seen as mere interest groups and are limited in their ability to coordinate policies, integrate services and develop coherent visions of their future.

- Grant Fragmentation and Multiple Conditions. Federal grants for state and local governments declined from 539 in 1981 to 404 in 1984, but increased again to 537 in 1991. Categorical grants accounted for 89.4 percent of all federal aid outlays in 1991. Moreover, the mediocrately grant obligation was only $4.2 million. Although multiple programs exist for state and local choices, proliferating grants permit more federal conditions attached to aid, add to the burden of state and local agencies, and increase the difficulty of state and local policy coordination, ignore state differences in fiscal capacity, and serve, in the final analysis, to reward special interests.

- Aid Shift from Future Investment to Current Consumption. Federal aid to states and localities earmarked for pay- ments to individuals for current consumption has increased from 31.8 percent of state and local funding in 1981 to 45.7 percent of the year’s total new construction, as estimated 64.7 percent in 1993. This is expected to reach 73 percent by 1997. In turn, federal aid to local governments has dropped sharply since 1978. Consequently, less assistance is available to help state and local governments invest in our children’s future.

- Decline of Cooperative Programs. The federal government’s most productive attempts to reduce federalism and redistribute disbursements from the highway, mass transit and air traffic accounts and from the Employment Security Administration Account for state unemployment insurance. Similarly, a number of programs, such as Medicaid, which were started as state-federal partnerships, are now subject to unilateral changes in requirements by the Congress and executive agencies.

- Federal Intrusions Upon State and Local Tax Bases. In addition to mandates, which constrain state and local revenues, the federal government has intruded upon state and local tax bases by, for example, limiting the issuance of tax-exempt bonds, eliminating the deductibility of state and local sales taxes from personal federal income-tax liabilities and constraining health-provider taxation. ACIR also is concerned about proposals for a uniform or national consumption tax. Such proposals must be studied carefully for their impact on the ability of state and local governments to provide for their own revenues and on the liberty of state and local voters to determine their own tax bases and tax rates.

ACIR urged the president to give high priority to basic, structural reform of the federal government in order to accomplish his policy objectives and unleash the energy of citizens and their state and local government.

John Kincaid is an ASPP member and executive director of ACIR.

WHERE THINGS STAND

NEW TASK FORCE TO BRING MORE HISPANICS ON BOARD OPM has created a Hispanic Federal Employment Advisory Group to bring more Hispanic-Americans into the federal workforce. The structure of the new group gives federal personnel officials direct access to Hispanic professionals nation-wide. In addition to recruitment advi- sory group will focus on ways to improve the training and advancement opportunities for Hispanics already in the civilian service. Five percent of the federal workforce is currently Hispanic.

GOVERNMENTS APPLY FEES FOR TRANSPORTATION
Transportation utility fees are becoming increasingly popular among state and local governments. Under a new Oregon law, cities are authorized to finance local transportation needs through a utility fee. In Colorado the supreme court recently upheld a decision for Fort Collins to use a combination sales tax for transportation purposes. Cities in Florida and the state of Michigan are considering adopting the same.

TOP FEDERAL EXECUTIVES RECEIVE RAISE
Before leaving office, President Bush approved a new pay scale for the federal government that raises salaries for unskilled clerical workers by 3.2 percent. A minor executive order increased salaries for the 7,800 members of the Senior Executive Service (SES). Under the new schedule, cabinet mem- bers will make $148,600 annually up to $143,900. Pay for SES employees will jump to a minimum of $92,900 from $90,000 and the maximum pay for SES workers goes up to $115,700 from $112,100. The action will not affect an estimated 20,000 judicial employees.

JOB STRESS LOW FOR PUBLIC EMPLOYEES
State and federal agency employees reported the lowest level of job stress among the 12 industries surveyed in a recent study conducted by Human Synergistics International. Employees in government reported few stressful life events, and those that did have stressful life events did not report feeling more stress on the job. Telecommunications, financial services and non-profit associa- tions topped the list as the most stressful.

CONSTRUCTION BOOSTS FOR STATE AND LOCALS
New construction by state and local govern- ments has claimed an increasing share of the nation’s infrastructure. State and locally owned new construction projects posted an almost ten percent increase from 1989 to 1991. In 1991 state and local govern- ments spent $76.6 billion on new con- struction; in 1991 they spent $97.3 billion. Mid-1992 data showed state-and-local government new construction at 24.6 percent of all new building projects, while in 1987 state and local governments owned 18.3 percent of the year’s total new construction.

FUNDS PROVIDED FOR HAZARDOUS SUBSTANCE CRISIS
Local government’s efforts to be reimbursed up to $22,500 for emergency measures to prevent or mitigate the impact of the release of hazardous substances, according to a new EPA policy. Superfund assistance will be available to local govern- ments that notify the federal govern- ment within 24 hours of the emergency and have a Comprehensive Emergency Response plan. For more information call the Superfund Hotline at 800-424- 9326.

MORE EMPLOYEES TO WORK AT HOME
One-fifth of the workforce may telecommute from home using computers linked to a network by the year 2000, according to the publication The Future at Work. Computer advances that promote telecommuting, job sharing and flex-time will continue to change the workforce. More than 25 million people now work at home either full- or part-time.

WORK FORCE TRAINING UNDERWAY IN TN
In Tennessee four state agencies: human services, labor, education and commerce have combined resources, staff and facilities to serve the welfare population under FORSWORK. Initiated in 1990, the program has proved to be successful. "Each agency has found ways to meet its own federal mandates while stretching available resources," Emmett Edwards, assis- tant labor commissioner said. For additional information call Jerry House, coordinator, youth services at (615) 741- 1031.

MILLIONS OF AMERICANS REMAIN UNINSURED
More than thirty-six million Americans did not have health insurance coverage in 1991, according to a report released by The Employee Benefits Research Institute. The number of nonelderly uninsured Americans increased to 36.3 mil- lion in 1991, up from 35.7 million in 1990. The number of nonelderly Americans with health insurance coverage increased to 181.8 million in 1990 from 180.2 million in 1989. Delay-four percent of the nonelderly were covered by employment-based insurance.
WHAT EVERY LOCAL GOVERNMENT MANAGER WOULD LIKE TO KNOW ABOUT CONSULTANTS

Made for each other: contracts and consultants

Contracts and consultants go hand-in-hand. You won't find one without the other.

Federal and state governments and larger municipalities that hire private consultants or other service contracts have the leverage to insist that private companies agree to and abide by the terms of standard contracts drawn up by their legion of staff lawyers. But what kind of deal does the small community have in getting its own contracts to be de rigueur for consultant services?

More than they realize, notes James D. Fullerton, a partner with Cowles, Rinadi & Arnold, Ltd., a law firm serving the metro area of Washington DC, Maryland and Virginia. Over the years, Fullerton has counseled both small communities and large counties in their contractual arrangements with private companies.

In today's climate of tight competition for work, says Fullerton, "companies that want the work badly enough will try to do what they can to get public project assignments."

Even small towns have clout these days

In short, he says, nowadays, even small local governments may have considerable bargaining power in the contract area.

Still, many companies often insist on using their own contract language because of the specialized nature of the project they are being hired to do.

In such circumstances, Fullerton emphasizes the importance of getting those contracts reviewed thoroughly before accepting their terms.

Lacking a staff attorney, many towns have no one to scrutinize these service contracts. Others have access to legal advice through their state associations.

If necessary, Fullerton recommends that local governments "hire an outside counsel to (either review or) develop one or more 'safe' forms that can be used."

But it doesn't take a lawyer, says Fullerton, to review a contract initially for certain words that should set off alarms inside the heads of local officials or town supervisors.

"You always want to bristle up when you see words like 'hold harmless,' or 'indemnify,' or 'indemnify.' Contractors love to get this kind of language into their contracts,' he stresses.

Where does liability finally rest?

The other legal headache for governments of any size comes with the issue of liability for work that private companies do on the jurisdiction's behalf. For shallow-pocketed local governments, the best way to reduce the risk of exposure is to take great care in selecting the company or firm to do the work or project.

A critical component of Fullerton's advice is the town's ability to prove to a court that every effort was made to select the best company for the job.

"If a town hires someone with a good reputation or track record to build a bridge, for example," says Fullerton, "the town has insulated itself somewhat from liability, should there be a problem."

Consider quality over cost

An example of why a quality-over-low-cost selection process is so vital to use and document comes from the experience of Stanley Dolecki, formerly a consultant with the St. Louis MO office of Black & Veatch. In his state, communities range in population size from 250 to 50,000.

Some years ago, recalls Dolecki, "a town took bids for a curb and gutter project on a street in their community." Dolecki's firm did not get the bid. Instead, the officials "went for the lowest bid." Dolecki's review of what the chosen company planned to do and then actually did for the community, he says, prompted him to write a market trends-findings-type statement predicting trouble ahead for the community.

Nine years later, he says, his prediction came true.

The company had failed to provide adequate drainage in its installation of the curbs and gutters, allowing water to seep into the ground underneath several of the houses on the street. Foundations—basements were damaged, says Dolecki, and the residents of those homes and others sued the town and won.

In addition to the large sums of money that the community had to pay to the residents, the entire project had to be redone. "If that is a horror story," Dolecki concludes, "Equal playing field must exist for the bidding process."

Avoid legal entanglements for public officials

Avoid legal entanglements for public officials lies not only in the choice of the contract services, but in the selection process itself, according to attorney Fullerton.

"It's called a bid protest," he says. And although bid protests are much more common at the federal and state government levels, local government lawsuits are also not immune. Companies that have not been selected as the "winner" in a bidding process may choose to file a bid protest, he explains.

That protest—filed with a state supervisory or administrative body or even with a circuit court—claims that the selecting official(s) were not fair or equitable or showed favoritism in the choice of the contractor or consultant.

While Fullerton estimates that these protests rarely nullify the choice or produce any future work for the protesting company, "Some [government] contractors still think it's worth the effort," he notes, if it might get them some financial reward.

Bid protests are time-consuming, costly and frustrating to deal with, admits Fullerton. And, more often than not, "you usually just get more like me [lawyers] making money out of it."

To avoid them, he says, it is important "to have fundamental fairness in the selection process."
93 CONFERENCE TO FEATURE WRITTEN WORK

This year’s conference features a significant departure in program construction. Previously, topics and panels were selected for presentation at the conference. This year individual papers have been identified, in written form, as the best examples of current research efforts. From almost 400 proposals submitted, 300 were selected. Of these approved products, approximately one-third will be presented by practitioners. Many of the leading names in public administration are among the presenters. In addition, some of the rising stars in the field are also participating.

The process began far enough in advance that the best presentations have been identified. All presentations will be arranged into sessions to which all audience members will be able to subscribe. The three best products in each area will receive special recognition. In addition, every audience member will receive a complete set of abstracts for every paper as part of the registration package. All final products will be available for purchase at a discounted cost during the conference as well.

In addition to the change in process, there has also been a change in format this year. Speakers in each session will give only a short summary of their writing. No papers will be read. Each session will include discussion led by a rapporteur who will read and analyze each paper in advance. He or she will serve as the initial inquirer, followed by questions from members of the audience.

These approved papers have been grouped into approximately 60 sessions. The topics covered reflect the diversity of the Society and are grouped into themes: Management Strategies and Trends; Human Resource Management and Labor Relations; Public Works, Infrastructure, and Growth Management; Changing Demographics; Criminal Justice; Environmental Impacts; Revenue, Taxation, and Budgeting; Social Policy Values and Management; Technological Advances; Education; and International.

Virtually all sessions will include both academics and practitioners. Co-Chair Mel Powell, and the program committee members have worked hard to achieve a blend of positions and perspectives. The remaining 30 sessions have been designed with a training and professional development theme. A later article will describe the components of this segment of the program which is being chaired by Audrey Mathews.

VIRGINIA AWARDS OPEN

Each year, Virginia’s four ASPA chapters recognize outstanding public administrators through the Virginia Public Administrators of the Year Awards. The chapters are now accepting nominations for this year’s awards.

Traditionally, two awards are presented. The T. Edward Temple Award recognizes Virginia public administrators 35 years of age and older who have provided long and distinguished service. The J. Sergeant Reynolds Award recognizes Virginia public administrators younger than 35 years of age who have provided outstanding service. Awards decisions will be based on five criteria: a record of outstanding performance in public service; evidence of unusual leadership; creativity, integrity and response to challenges; dedication to democratic ideals; sensitivity to the need to adapt government to changing problems; and commitment to professionalism and development of useful skills.

To nominate an individual for either award contact Tom Blake, city of Portsmouth (804/393-8481) for further details and a nomination form. The deadline for nominations is April 30.

To

Column

For

Vice

• VISION • INNOVATION

Qualified to serve...

• ASPA National Council Member
• Chairman of ASPA’s Finance Committee
• ASPA Board of Insurance Trustees
• Chair, ASPA 50th Annual Conference, Miami
• PAR Editorial Board 1990-92
• Active member of ASPA since 1969
• “Outstanding Public Administrator of the Year” ASPA South Florida Chapter
• ICMA Vice President 1983-85
• 25 years of local government experience
• Adjunct Professor - Public Administration 1972-9

For A€

Paid for by it
JULY CONFERENCE COULD BEGIN A GREAT VACATION

Committee Works to Prevent Business from Interfering With Pleasure

The 54th ASPA National Training Conference marks the beginning of a new era in ASPA conferences. The 1993 conference is the first to be held in July. The summer months are vacation time for many people and we hope more delegates will bring their families for an extended vacation. The conference program is also changing. A conscious change in the design of the educational program is evident in the make-up and speakers participating in the sessions. The social side of the program is also getting a new look, with some traditional ASPA events still part of the schedule.

Delegates, their families and other guests coming to San Francisco will experience a city that stimulates, excites and entertains everyone who comes there. Something to remember as you plan for your trip... San Francisco is very cool in July so bring along a jacket or light coat. We hope the social events program will give attendees and guests a sampling of some of the city's delights before they go off on their own to explore this fascinating city.

The program includes tours and around San Francisco, including a trip to the Wine Country. The Past President's Reception will be going to sea on a very special cruise planned for Saturday evening, July 17. A Fun-Filled Opening Reception on Sunday evening and the Monday evening sponsored receptions will all be held at the San Francisco Hilton & Towers. The ever-popular Dine Around is planned for Tuesday evening hosted by the San Francisco Host Committee.

Learn About the City By the Bay Delegates and guests can choose from a variety of sightseeing tours around the San Francisco area. Saturday, July 17, relax on a motorcoach tour of the highlights of San Francisco, including such legendary landmarks as the Golden Gate Bridge; the "Painted Ladies," the city's colorful restored Victorian homes; panoramic views from Twin Peaks and the Cliff House; and bustling Fisherman's Wharf. On Sunday, July 18, journey north of San Francisco for a tour of the Sonoma Valley, California's oldest wine-making region. Visit Marin County, San Simeon and Muir Woods National Monument, home of the giant redwoods, on Monday, July 19. Tuesday, July 20 go directly to jail and visit notorious Alcatraz Island. Check your conference confirmation mailing for the sign-up form for these tours.

Bring your jackets, walking shoes and dancing shoes to this year's ASPA conference. Come to San Francisco for the 1993 ASPA National Training Conference and get a vacation in the bargain!

CALL for PAPERS and PARTICIPANTS SECOPA 1993 CONFERENCE

"Liftoff to Discovery"

The Central Florida ASPA Chapter and the University of Central Florida are hosting the 1993 annual meeting of the Southeastern Conference for Public Administration. Proposals are invited from individuals wishing to present a paper, or organize a panel, workshop, or roundtable. Individuals interested in serving as a discussant or participating in some other way should send a letter of interest. We welcome participation from practitioners, academics, and students from the public administration community. Deadline for submission of proposals is March 12, 1993.

Contact either of the PROGRAM CO-CHAIRS to request further information or to submit proposals and letters of interest:

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For information about SECOPA 1993 contact
Ellen Rosell
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University of Central Florida - Brevard
1519 Chestatee Road, Cocoa, FL 32922
407/631-5440

MEMBERS ON THE MOVE

John B. Phillips has been appointed Dean of Academic Affairs and professor of political studies and government at Springfield College in Illinois.

Attorney and former administrator of the District of Columbia's Housing and Environmental Regulation Administration, Wilber Gary Nelson, has been appointed director of San Diego's new department of Neighborhood Code Compliance.

Michael G. Hansen has joined the MITRE Corporation as head of the Management Programs Department.

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SUSTAINING INDIVIDUAL MEMBERS

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GOVERNMENT ENTREPRENEURS URGED TO GO SLOWLY

Reinventing Government and ask a num-
ber of questions as such:
• "How many of these supposedly revolu-
tionary ideas have we heard before—and
how long ago?"

Is the problem that ideas within public ser-
vice have stagnated, or have innovations
always been running through the public sec-
tor? Many administrators advocate making
this important distinction before generating
judgements and suggesting alternative
courses of service delivery.
• To what extent are the experiences of a
handful of organizations and jurisdictions
relevant to public administration generally?

In other words, can the ten principals be
uniformly applied to all public administra-
tion cases? Should they be? Can the
changes made in Sunnyvale California take
place in New York? Can radical adjust-
ments in personnel administration in a
motionless municipality be worked with
success in a city where AFSCME has
staked a more substantial claim?
• "Is there position conceptually coherent?"

Goodell argues that the reader is bombarded
with a tremendous number of concepts
(vouchers, impact fees, user fees, accrual
accounting, regional government, employ-
ee development programs, changing public
investment policy etc.) all bound under the
heading "entrepreneurialism." All of these
concepts, individually, are the subject of
many of their own books. Goodell's argu-
ment implies that the ideas need to be
explored more fully prior to a carefully
thought-out implementation. To a certain
extent, the authors of Reinventing
Government share that view.

Regular readers of PA TIMES and
Government are familiar with former ASPA
president H. George Frederickson's views
on the subject. "Osborne and Gaither
claim to be concerned with what they call
the "bureaucratic system," but never fully
define what that means," he said. Complex
crises, political concerns such as interest groups
and the high cost of running for office are
minimalized in the literature, especially by
Reinventing Government in which "bureau-
cracy" is fallaciously used, according to
Frederickson, as "a convenient word to
describe all that is bad in government."

"Entrepreneurial" criticisms of "the old
way of doing things" run the risk of throw-
ing out the baby administrator with
paradigmatic bathwater. The Atlantic
Monthly's Washington editor, James
Fallows, in reviewing the book earlier last
year implied that the simplicity of the approach
and the lack of attention to politi-
cal complexities could prove harmful to the
image of the public service and of those
who administer it. To demonstrate the non-
transferability of Sunnyvale CA solutions to
the federal government, he writes, "the
major problem in federal politics is not that
the government is perplexed about how to
administer programs. It is that the public
receives more services and benefits than
it is willing to pay for in taxes."

The image of public service is further
strained by the glossy coating given to all
the anecdotes throughout the book.

Fallows describes the "faux optimism" by
stating, "every story is a success story.
Before the change everything is bad. After
the change everything is good." By exten-
sion, any administrator unable to adopt the
new paradigm is apparently unwilling or
unable to adjust to the changing times.

"The notion of the dignity and worth of the
public service is important to me," said for-
mer ASPA president Robert Denhardt,
author of The Public Service: Is it Time for
Strategic Managerial Success in Public
Organizations, and devotion to
entrepreneurial efforts for their own sake
could possibly "displace some of those
notions." Denhardt applauds many of the
ideas espoused in Reinventing
Government, saying that more efficient
government is certainly in the public's
interest, but government should also
embody responsible conduct of public
business (citing from the book, the experi-
ences of Sandra Hale as an example of effi-
ciency compatible with responsibility). He
warned that when the public service is
completely subjected to market forces, it is
much easier for the conduct of administra-
tors to run the risk of "crossing the line to
becoming less than responsible."

One message potentially harmful to the
public service is that those who have been
in government all their lives are less capable
of making positive contributions. "Those
who are putting together some new under-
standing," they write, "tend not to be those
who have been in politics or government
for a long time.... Many are young; many
had previous careers, as journalists or busi-
ness people or social activists." The authors
quote Thomas Kuhn: "Being little commit-
ted by prior practice to the traditional rules
of normal science, [they] are particularly
likely to see that those rules no longer
define a playable game and to conceive
another set that can replace them."

While few administrators oppose fresh
thinking, many question arguments which
deny the political concerns which appear to
threaten it and which deny the merits and
experience of long-time public administra-
tors who understand those complexities.

Ojeda stands for...
• diversity in ASPA's membership and an increased
leadership role for minorities, women and young
professionals.
• strengthened membership through chapter and
section development, and a financially sound ASPA.
• stronger working relationships between practitioners
and academicians to enhance professional excellence.
• a continuing role for ASPA in international public
administration.

Paid for by the Tony Ojeda Campaign Fund
A UNION PERSPECTIVE ON FEDERAL GOVERNMENT

John N. Stedivantis

Bill Clinton's victory was a resounding call from the American people for change, and a challenge to the economic policies of previous administrations, a change in government priorities by putting people first, and a change in the way the government operates.

And no group of Americans is more qualified to assist in revitalizing and refocusing government than dedicated rank-and-file federal workers who can put into play their multi-dimensional perspective, commitment and collective experience. Our experience has taught us that the federal government can be improved and money saved. Unfortunately, we have also witnessed the dire consequences when so-called efficiencies are instituted. The employee input and participation and without regard to their impact on service.

To establish the ongoing partnership between federal employees and the Clinton Administration needed to revitalize government, AFGE has developed a report presenting a comprehensive plan to help ground and possible cooperation among federal employees, their union and the Clinton-Gore Administration. Our report, in part, focuses on a successful demonstration project, called Pace Share, now underway at McCollan Air Force Base in California and points out how the results of this project can be used to revitalize the government as a whole.

For nearly five years, AFGE, its members, and management have set aside traditional methods of operations at McCollan in favor of finding and implementing different and more effective methods to achieve the organization's mission. Working together, we were able to implement a more flexible, responsive, and streamlined personnel system while making the organization more productive, better able to meet its mission, and provide an enhanced quality of work life for its employees.

The dramatic results of this project include an almost one-third reduction in the number of both management and rank-and-file employees needed to accomplish the organization's mission, an innovative and more effective team approach to work performance and decision-making. The savings of more than $12 million of which half was returned to the Air Force and half was divided equally among the employees who achieved the cost reductions.

AFGE firmly believes that such work models replicated throughout the federal government would reduce personnel and save money, while empowering employees to work as a team, develop new ideas and provide even higher quality services to the American taxpayer.

The Pace Share Demonstration Project

Pace Share further demonstrates that government can indeed deliver quality services on time and below budget. Clearly this conclusion should trigger a close examination of the inefficiencies in the government's contracting out program, The General Accounting Office, AFGE, and Congressional research all find that contract modifications and cost overruns are commonplace in federal contracts. Further, a lack of systematic audits makes it virtually impossible to measure contract compliance and provide oversight of actual contract costs.

Lastly, the success of Pace Share's employee involvement program stands in sharp contrast to the ongoing failures of the federal government's current labor-management relations. Employee participation can be stopped and meaningful efficiencies can be assured only if federal employees are considered valuable resources and have a positive stake in change.

AFGE has set forth its vision for a new partnership between federal workers and the Clinton-Gore Administration. Together we can revitalize and create a new service-oriented government for all Americans. We are convinced that a more cooperative labor-management relationship will result in improved services to the American taxpayer and significant cost savings.

John N. Stedivantis is national president of the American Federation of Government Employees, AFGE, the nation's largest union for federal workers representing some 700,000 employees in government agencies.

OH FOR A MUSE OF PUBLIC SECTOR UNIONISM

Jay M. Shafritz

In the olden days when auto workers or the steel workers spoke, the Democratic Party had to listen. But not anymore. The gains of the American labor movement are the government employees' unions. And it is instructive to see what they have to say to a new Clinton Administration. In a pre-election article analyzing the labor policy high ground, the American Federation of Government Employees (AFGE) has produced a report, "Revitalizing the Federal Government," on how the new bosses should treat the old workers at the federal factory.

Unfortunately, while the report makes the expected noises about greater labor-management cooperation to achieve Clinton's campaign goal of "putting people first," most of the recommendations consist of the traditional union demand for (in the words of Samuel Gompers) "more, more, MORE!" More pay, more health and safety measures, more union benefits and more training for federal workers. The report also calls for less—less drug testing of federal workers, less contracting out (which inhibits union membership) and the biggest "less" of all, less management. The report offers a jobs bill, but not union membership as the biggest "less" of all, less management. The report offers a jobs bill, but not even the words "more, more, MORE!"

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Must one assume that this is the best advice that this, the largest union of federal employees, can offer the new administration? When one can only talk about increasing productivity and quality or a serious commitment to a customer orientation? Where is there a commitment to major reforms that aren't transparently self-serving? To be sure the federal unions, indeed all federal employees, have legitimate complaints about how they have been treated by the Republicans, but one doesn't make oneself attractive to new management by focusing on all the perceived policy faults of the old management. The few positive examples of labor-management cooperation in the report hardly make up for its overwhelming complaining and negative tone. One wonders whether the report was written more to assuage the union membership than to persuade anyone in the incoming administration.

But most importantly, where is there a guiding vision for the future? The American labor movement has long espoused "bread and butter" rights, but its best leaders also fought for an idealized version of American society. So when unions were at their height, they fought for child labor laws and equal employment opportunity, for example, they represented the rest of us as well. And the gains they achieved had recognizable impacts on improving quality of life.

Now the quality of life of the vast American middle ranks is going down! This is widely accompanied by the perception that government employees do not offer good value for the money they already get. Instead of offering to play a major role in the solution to this immense problem of both perception and reality, far too much of the AFGE report is devoted to this demand or that for more.

Here was a chance to make a major new departure in federal labor-management relations. Instead, the AFGE report can't resist dusting off and rehearsing the same old tired union complaints. It takes the traditional approach to public policy and just "rounds up the usual suspects." Talk about lost opportunities! One yearns to hear from a Cyrus DeBeersque of personnel management to tell the AFGE leadership what they might have said if only they had the wits.

The American union movement was once highly noted for the eloquence of its leaders. And to be fair, AFGE should be commended for producing a report that rightly asserts the employee and union's roles in revitalizing government. But, alas, this initial effort proves that there are no longer any Debs of yesteryear.

Jay M. Shafritz is a professor of public administration at the Graduate School of Public Affairs at the University of Pittsburgh.

The viewpoints expressed in the Commentary Section of PA TIMES are the individuals and are not necessarily the viewpoints of ASPA or the organizations they represent.

ASPA welcomes letters to the editor on any public management issue.

Send letters and commentary pieces to:
ASPA, PA TIMES/Commentary, 1120 G Street, NW Suite 700, Washington, DC 20005
The city manager who could steer but not row

By George Frederickson

James worked as director of operations in the Public Works Department of Midland City. He had been on the city staff for 20 years. He loved his work and every year received one of the highest evaluations on the city staff.

Midland’s recently retired city manager had served for 10 years. He was popular among city thought leaders in the community. Although he was an especially competent administrator and very fair he was not particularly innovative.

James was enthusiastic about the arrival of the new city manager. According to the newspaper, the new manager promised to reinvigorate government. Reinventing government, according to this city manager, meant putting an emphasis on “steering rather than on rowing.” It also means using an entrepreneurial approach. By steering rather than rowing and by using an entrepreneurial approach, the new city manager said the city could get better government for less money. James was not sure what this new manager meant by steering rather than rowing and by being entrepreneurial but whatever it was it made him feel the city was going to experience change.

In the first few months of his administration, the city manager worked closely with members of the city council and community business leaders. They developed innovative projects such as a business park which was set up as a special district with an appointed board and a line of credit backed by the city. The board was exempt from some of the city’s usual accounting and auditing requirements so it could avoid red tape and save on function more like a business. The board hired a local business man with those connections to two members of the city council to direct the business park. The city manager said that the new park would attract business, stimulate employment, and strengthen the tax base.

The city manager was involved in the establishment of several public-private partnerships; each developed some form of guaranteed property tax breaks. These partnerships would also stimulate employment and broaden the tax base.

It gradually became clear to James that these innovations exemplified the city manager’s definition of steering and of being entrepreneurial. The city council had approved each innovation. Some council members were indirectly involved, but others were involved only marginally.

The city had practiced total quality management for several years. The new manager strongly endorsed TQM, but he also indicated that it would be wise for the city to contract out or privatize as many city services as possible. In fact, the manager indicated that the concept of service was traditional and that the city needed to focus on results or outcomes and not on processes. This, the manager indicated, was rowing.

Some neighboring cities had recently contracted out various services. As a result, the quality of city services stayed about the same, but workers for private firms that now provided services were well less paid than their predecessors who had worked for the city. In addition they had no health care plan. It was clear, however, that these firms were profitable for their stockholders. Although there were no immediate tax savings in those cities, it was probably safe to assume that by privatizing, some future higher taxes would be avoided.

Because of the experiences in neighboring cities which had done more privatization, the employees of Midland, although unionized and far from militant, were very concerned about their jobs. The city manager indicated that although every effort would be made to protect city employees it was his duty to search for less expensive ways to provide city services.

City employees were proud of their hard work and dedication to the city, and they were especially proud of their productivity. The city staff had also earned a reputation for honesty. Citizens of Midland knew they could count on city employees to be there in times of crisis.

As the months went by, it became evident to James that the staff at the Public Works Department felt threatened and had lost much of its morale. James was concerned that the same thing was happening in the other city departments. It was increasing-ly clear that the city managers were not especially interested in either the day to day work of the city or those who did the work. They were merely rowing.

In the middle of the city manager’s second year, the local newspaper uncovered a fraudulent contract between the new business park district and an out-of-town firm. In addition, the paper found that the director of the firm had spent thousands of dollars on dubious travel, a car phone that appeared to be used mostly for personal purposes, and expensive office decor.

TERMINIUMS ARE A BAD IDEA AND BAD GOVERNANCE

Patria S. Fleischman

On November 3, 14 states across the country and three counties in the state of Maryland, citizens voted on the issue of term limits. By overwhelming majorities, voters in all of these jurisdictions approved every proposed limit on the terms of both local and congressional officials. The proportions of voters approving term limits in Maryland’s three counties ranged from 51 percent to 78 percent. Just to make sure that they made their point, voters in one Maryland county chose a proposed two-year limit (77 percent) over a proposed three-year limit (64 percent).

Across the nation, voters in 14 states approved limits on Congress and on state legislatures in 15 of these. Approval ranged from 52 percent in Washington state (which earlier rejected a similar proposal) to 60 percent in Oregon and 77 percent in Florida and Wyoming.

What accounts for the tremendous popularity of such a drastic change in traditional American political policy? The answer is obvious: voters are angry. Why at the real and perceived foolishness, incompetence and venality displayed by more than a few elected officials at all levels of government. Such behavior is well known to be condoned or even encouraged by legislators as opposed to executives and controlled by Congress rather than state and local legislative bodies. The sorry state of legislative bodies is illustrated most widely by the practices of the Congressional "bank" and the highly publicized overdrafts.

Voters are also angry at the evident influence of money, PACs and special interest groups. Voters are angry at the career politicians, the entrenched man or woman who appears to believe that an elected position is for life.

Voter outrage has erupted in the form of proposed limits of two-six-year terms in the U.S Senate and three to six two-year terms in the U.S House. In Maryland’s counties, officials—including some of those in office now—will be limited to two four-year terms. In Prince George’s County, the executive and the council will be barred from serving more than two four-year terms; in Howard County, the council will be limited to three four-year terms.

What is the impact of these votes on the political process in this nation? Clearly, the most visible result is to do exactly what the voters want: to automatically retire the official at the end of a specified number of years. But because we live in a world of "unintended consequences" it is important to ask the question: who will be limited to our future political practices? Who will gain and who will lose? Will fewer people be more competent and more honest? Will special interest and big money be less influential?

It is impossible to say with certainty that the answers to the last two questions are affirmative, but it is possible to predict certain other effects. Power will shift from whatever legislative body is covered by term limits, whether it be local, state or national. Chief executives will be enormously strengthened in their dealings with term-limited legislators. Although it is popular to point to term limits as a way of making legislators accountable, in fact it is not. Term limits are being pursued for partisan reasons rather than good government reasons. It is obvious that in many regions, Republicans see arbitrary limits as a way of doing what they have not been able to do by themselves—throw out long term Democrats.

Similarly, staff and lobbyists will become more strongly inclined to work for or dealing with term-limited legislators. They will have more leverage, and the time and the knowledge that comes from long years of involvement. Term-limited legislators will be very dependent on senior professional staff, and they may be less susceptible to the skills and experience of seasoned lobbyists.

Another sure-fire result is that congressional term limits will damage the interests of small states such as Maryland or Arkansas. For a state like California with 54 representatives in the House, the sheer size of the delegation is an act to protect the state’s interests. Over the years states with small delegations, however, have relied on seniority to protect their interests.

An additional boomerang consequence is that just as women and minorities are being elected in increasing numbers and appointed to take up positions of power and influence, the roles are being changed. Newly elected U.S.

Sen. Barbara Boxer from California can forget about ever assuming the seniority or wielding the power of a five-term senator. Related to this issue is the troubling suspicion that, as an elected official who supposedly has not suffered by being limited in their tenure—and one could argue about that—there are simply too many differences in executive and legislative roles and duties to make them totally comparable.

Any use of these alterations should be enough to cause us to pause before rushing headlong into the paradigm of term limits. Let me suggest what I perceive to be the two most important reasons to reject the idea of legislative term limits. The first is the loss of valuable skills and experience. It is clear that many citizens do not have a high regard for elected officials in general. Nevertheless, if pressed, even the most disgruntled voter...

EDITOR WANTED

Albert Hyde, current Comment Editor for PA TIMES will soon be stepping down from two years of outstanding service.

Each month commentary addresses current issues affecting public administration from two (often opposing) perspectives.

Anyone wishing to take over the responsibility of coordinating topics, finding writers, and editing copy each month for one of PA TIMES’ most widely read features should contact the ASPA office for details.

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PUBLIC ADMINISTRATION MOURNS THE LOSS OF LUTHER GULICK

PA TIMES regrets to announce the passing of one of ASPA’s founders, Luther Gulick. He was 100 years old when he died on January 10, 1993. In tributes, we present excerpts from Public Administration Review’s 50th anniversary issue. With comments made this week from leaders in the public administration field, we hope to give justice to both the work and life of Luther Gulick.

From “Luther Gulick” by Lyle Fisch

Luther Gulick’s III had become a living legend, his name appeared in nearly every treatise on public administration in the last half century. In recent years he has appeared only rarely in public. One such occasion was in 1989 at the 50th Anniversary meeting of the American Society for Public Administration, where he was acclaimed for having drafted the original resolution to establish the organization.

He is most remembered for his work in 1913-1937 as a member of President Franklin D. Roosevelt’s Committee on Administrative Management and for the Papers on the Science of Administration compiled under his direction for the use of the Committee members and staff. Of the two papers that he personally wrote, the Notes on the about public administration. Gulick himself, who seldom Looks back, never spent much time developing the ideas further. His interest in and concern with public administration and policy, however, continued unabated, and he went on adding new dimensions. Thus, service with a number of federal defense-war agencies led to Administrative Reflections from World War II (1948). Firsthand experiences with New York City affairs in the period 1950-1956 fanned a long-standing interest in urban and metropolitan problems that led to several publications, including The Metropolitan Problem and American Ideas (1962). Interest in economics, sociology and cultural anthropology, along with physics and biology, stimulated the application to administration of new metaphors and comparisons drawn from these fields. Few, the Brookings Institution, the International City-County Management Association, the Public Administration Clearing House, and the American Society for Public Administration, the National Academies of Public Administration, and the National Planning Association.

Gulick never emphasized publicity, though he has a substantial bibliography. His métier has been the expansive lecture rather than the rigorous scholarly essay—the majority of publications bearing his name are published lectures. Yet, examples of his way with the written word and the more rigorous thinking required of a good essay indicate that he could be more than adequate in this form also. But, as he has said, Luther Gulick has always been more interested in getting ideas into practice than into print. He has always been a master at expressing the sense of a meeting, summing up the results of a conference, or seeing coherent patterns out of the random thoughts of others, and being persuasive by his knack for verbal wit. All of what was thought but he’s so well expressed.”

In his tenth decade he continued to be a man of the future. He could never be persuaded to write down more than fragments of immortals, because he has always been perplexed with trying to understand what is happening and what is coming next.

His great reputation and influence came from a rare combination of qualities.

1. His basic integrity, stemming from the atmosphere of his home and his missionary father’s influence during his formative years.
2. A solid grounding in the principles and practice of public administration, derived partly from his concentration on political science in college and graduate school, and partly from his association with the Bureau of Municipal Research, which pioneered in the development of public administration concepts and practices.
3. Interest in other social sciences and in the natural sciences, particularly physics and mathematics.
4. His compulsion for improvement, coupled with his interest in organizations and organizational behavior. This has been expressed in scores of proposals for organizations, committees, and policies suggested by forethought and planning.

Gulick’s Background and Career

His most memorable assignment was appointment to the PCAM. When President Roosevelt telephoned to announce the appointment and Gulick protested that he could not accept because of his appointment to the Regents, Roosevelt replied, “Luther, you can’t say no to the President of the United States.” He has said, “My main responsibility has not been the development of a consistent and scholarly edifice [but to] persuade politically responsible decision makers to take a sensible, forward step in governmental management.” Most public administration people would say that this is too modest an appraisal of his contributions.

Lyle C. Fisch, former city administrator of New York City has been a member of the economics department of several universities, including Columbia and Wisconsin, and has been Regents’ Lecturer at the University of California in Los Angeles and Berkeley.

For me and countless others he was and is to be the patron saint of public administration and public service.

Donald Stone

Coalition to Improve Management in State and Local Government

Luther H. Gulick: A Remembrance

R. Scott Foster

Luther Gulick’s life literally spanned the era of modern public administration in the United States, and he was justly known as one of the giants of the field, as both theoretician and practitioner. But even beyond this singular contribution, Luther in me was the personification of two additional characteristics that set him apart for the profession.

First, he had an unfailing capacity for personal and professional renewal. Even as some continued to defend an orthodoxy based on principles that Luther had articulated, Luther himself, well into his 90s, was reexamining those very principles, accepting some, revising others, and modifying his overall vision of governance. He may have established the framework for executive branch organization in the Brownlow Committee report for President Roosevelt in 1935, but a half-century later he was eager to rethink those principles in light of experience and changing circumstances.

Second, he viewed public service not just as a vocation or a profession, but as a calling. Luther came from a long line of missionaries—he was born of missionary parents in Japan—and consciously chose with his wife to pursue a career that was a reflection of his family heritage, but in the belief that he could serve his fellow human kind better in public service.

When I joined the Institute of Public Administration, Luther, who at the time chaired the IPA board, was 77 years old and well established in the field. Because IPA was waging a strong and active battle for the independence of the IPA board over the years, I was assigned his office on a temporary basis while he was on summer vacation. I arrived in his office with a number of ideas, and discovered there lying on a draft of an manuscript on “metropolitan government,” his latest professional interest. Little did I suspect that he was just making the transition into the next phase of his life, which was to include an unrelenting assault on the current and anticipated public problems of the last quarter of the 20th century—as well as a second marriage that was to last 18 happy years.

Luther was one of those whose fame extends only dimly beyond his profession and his friends, and yet who influenced our lives far more than most will ever know. We could do no better than to take his example of professionalism, renewal and personal calling to public service as the standard of our field.

R. Scott Foster is an ASPA member and president of the National Academy of Public Administration.

Luther Gulick 1892-1993

was appointment in 1936 to the President’s Committee on Administrative Management (PCAM), along with Louis Brownlow and Charles Merriam. Service on the PCAM was on top of numerous other activities, chief of which was a three-year study of education policy and finance that Gulick had continued to direct for the New York State Board of Regents, just before hearing of his appointment to the PCAM. When President Roosevelt telephoned to announce the appointment and Gulick protested that he could not accept because of his appointment to the Regents, Roosevelt replied, “Luther, you can’t say no to the President of the United States.”

Gulick’s three main contributions have been the generation and dissemination of useful ideas, rather than achievements as an elected official or as a manager of business or public organizations—his one high government post was that of City Administrator of New York City. His great talent for communication has been exercised predominantly in conferences and committee meetings, in discussions with clients, and in voluminous but usually anonymous consultants’ reports. He was a committee member and chairman par excellence and promoted the formation of numerous influential organizations—to name

What impressed me most about Luther Gulick in recent years was his focus toward the future. During a luncheon meeting of the IPA Board of Trustees when he was 97, we asked him about his overnight drafting of the Message to Congress President Roosevelt signed to transmit the Bowers Commission Report. Luther reminded us that history was interesting but in our board meetings we should concentrate on future directions for the field of public administration.... After passing his 100th birthday and his health began to fail, Luther was still urging us forward with new challenges.

Dwight Ink
Institute of Public Affairs, New York

Luther Gulick, center accompanied by ASPA past president Robert Downhardt, left, and Lyle Fisch at ASPA’s 50th National Conference in Miami (1989).

Theory of Organization made two contributions that became reference points for much of the later development of the theory of public administration. One was POSDCORB, the acronym for seven functions of the chief executive—planning, organizing, staffing, directing, coordinating, reporting and budgeting. The other was the explanation of the principles of hierarchical organization, with a discussion of the conditions under which the various principles might be applied. The article still stands as the predominant statement of the classic position on organization, but more than that, it revealed remarkable prescience by anticipating many trends of thinking.
Reflections on Public Administration: Past and Future

Luther Gulick

For the Fiftieth Anniversary of the Public Administration Review, it is useful to consider what impact American public administration has had on the past 50 years, but I do want to bring out a few points that are relatively new. Since the 1990s and in larger goals to reject public administration thinkers and donors for the future.

Conflict and Collaboration

With the collapse of communism in country after country, and with the turning of the international and community toward these same principles, the challenge of making these principles work in widely divergent cultures and traditions is enormous. If the United States is the "pilot project," making them work here is more important than packaging them and exporting them abroad.

Conflict is inherent in these principles, making compromise and collaboration the task of democracy. Source resources may be allocated not only among individuals and between individuals and between the past and the present, and the future. Populations in Eastern Europe today are not the same as those in the United States, as the rising prices of food, in order to establish viable economies and sustainable living standards. Public Administration—professional managers and experts—are crucial for this effort because open government cannot be sold by gams and slogans, but only by performance. Professionals and experts have to accommodate the fact that they can only contribute to major policy decisions, which will be made by other centers of power. Thus far, despite notable progress in policy analysis, governments in the United States and in any case, a slow process toward the involvement of the public in decision making.

Economic development has demonstrated that expertise can produce efficiency in public organizations provided that they are not the only goal. Elected office is appointed and elected and that the rules of control and procedure are not predetermined by a few manage able proportions, but the actions of a few experts. Economic development toward efficiency is to be found in the structure of the public sector.
A Call for Papers and Presenters...

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- Sailing Government Assets

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- Conquering Local Governments
- Resource Constraints vs. Mandates
- School Reform and Local Fiscal Capacity
- Collaboration and Coexistence: Cities, Suburbs, and Rural Communities

P R E S E N T E R P R O P O S A L S —

Potential presenters are asked to submit a one-page description of their proposed presentation by March 15, 1993 to:

Paul S. Puccio
1993 Conference Program Chair
New York State Office of Alchohism and Substance Abuse Services
Executive Park South, Albany, NY 12203

For information:
Josie Pasclllo, Professional Development Program
Nelson A. Rockefeller College of Public Affairs and Policy
University at Albany/SUNY
518/442-5791

Quickly...

... before it's too late

Public Debt—A Symposium

edited by Jack Rabin

This first of its kind study from the pages of Public Administration Review explores the cutting edge of public debt at the federal, state, and local levels. Six thought-provoking essays plus an invaluable analysis of the federal deficit and its implications from the US General Accounting Office make this book a must for any public budgeting class of the 90s.

Available from the APSA product department for $10.00.
(60 8½" x 11" pages).

Call (202) 393-7878 for details.

CITY MANAGEMENT AND THE ART OF ROWING

(cont. from page 8)

Although the city council was not technically responsible because the district was a separate jurisdiction it was nevertheless politically embarrassing.

Near the end of the city manager's second year, the city experienced a budget crisis. It appeared that virtually all the businesses that had recently been attracted to the city had received tax breaks that did not increase the city's tax base. While there were some new jobs they were mostly at the lower end of the wage scale and did not provide health benefits. In addition, aid from both the state and the national government was going down. It was clear the city would have to raise taxes or cut services, which meant firing city employees.

The worst ice storm in the history of Midland City occurred on the night of January 17. The city manager was in Chicago at the time, working on a deal. The acting city manager and several members of the city council called on all members of the city staff and all willing citizens to work around the clock to get the city back on its feet. Two days later the newspapers, television, and radio all editorialized that the city leaders, the city staff, and the citizens were heroic in meeting this emergency. A newspaper reporter had contacted the city manager in Chicago; he indicated that the weather had stranded him there.

At the next meeting of the city council, the city manager was informed that he would be replaced. When a reporter asked why the city manager was fired, the senior member of the city council said, "We do the steering around here. And we are proud of all those Midland employees who are always rowing. Together, we rowed our way out of the crisis."

James reflected on those events and came to two conclusions. First, the city manager had assumed that policy making was steering and that rowing was the details of administration. James remembered from an introductory course he took in public administration years ago that policy and administration are difficult to separate. Policy making will only work if there is effective administration. And, the details of administration are filled with policy implications. Good public administration requires a command of both policy and administration and a belief that they are equally important. Evidently, the city manager had forgotten this elementary lesson.

Second, James was an experienced boatman. He knew that the boat is often steered by rowing. It seemed to him that frequently it is the day-to-day administrative affairs of the city, the rowing, that determine the effectiveness of the city government. In the end, James concluded that the city manager understood few of the details of city government. Furthermore, James was certain the city manager knew nothing about botting.

H. George Frederickson is the Edwin O. Stame professor of public administration at the University of Kansas in Lawrence.
Call for Members,

Manuscripts

and Multi-Media Materials

Section on Humanistic, Artistic, and Reflective Expression

The ASPA National Council approved the new Section on Humanistic, Artistic and Reflective Expression (SHARE) this past April. SHARE will publish a new journal, Public Voices, and organize a multi-media travelling exhibit on “Bureaucracy Through the Artist's Eye,” including Russian-American cross cultural views of bureaucracy. SHARE will also consider holding workshops in conjunction with ASPA national and regional conferences, and is open to a range of creative projects.

SHARE is in need of:

1. Members: Section dues are $20, including a subscription to the journal. You may join SHARE immediately by sending $20, payable to ASPA for that purpose, using the coupon below. Alternatively, you may add SHARE to your section memberships when your annual renewal is due (you may not be billed for annual dues for several months, depending upon your renewal date). Please join now to lend momentum to the Section’s organizations and activities.

2. Submissions for Public Voices: We are now accepting submissions for the first issue, which is planned for publication in the Spring of 1993. All submissions will be evaluated on a blind, peer reviewed basis. Please send four copies of short stories, poetry, art, personal essays of a reflective nature, or other appropriate materials to the address below. The deadline for submissions for the first issue is February 28th.

3. Multi-Media Material for an Arts Exhibit. Please send references to possible exhibit items, such as art, posters, specific scenes from movies or plays, songs, short stories, excerpts from novels, etc. The opening exhibit is tentatively planned for the ASPA Conference in San Francisco this July. It will continue at Rutgers University in September, and can be made available on a month long long basis to other universities, colleges, and public or not-for-profit organizations.

Please reply to Prof. Marc Holzer Chair Graduate Department of Public Administration, Rutgers University, 701 Hill Hall, 360 King Blvd., Newark, NJ 07102 Fax: 201-648-5907 Tel: 201-648-1351.

I am interested in:

__________________________
joining SHARE ($20 dues enclosed payable to ASPA)
__________________________
(I have recently joined as a paid member)
__________________________
serving on committees
__________________________
recruiting an intern or research assistant to help with Section projects
__________________________
helping to secure funding for projects
__________________________
arranging to host an exhibit at:

ASPA ID number:

Name:

Title:

Organization:

Address:

City, State, Zip:

Phone:

Please send payment to:
ASPA membership department
1120 G Street, NW Suite 700
Washington, DC 20005
University of the Virgin Islands
St. Thomas

Applications are being accepted for the position of Visiting Assistant or Associate Professor of Political Administration/Political Science (one year, half-time leave replacement). A doctorate in Political Administration or Political Science, college level experience of teaching in these fields, and record of scholarly research publications desired. Candidates with master’s degree in these fields, substantial public sector experience, and the requisite teaching and research experience, are also encouraged to apply. Knowledge of the Caribbean, adaptability, genuine interest in students and a commitment to teaching and research is important in this assignment. The successful appointee will be required to teach four to six courses per semester to primarily students drawn from programs public and private across the Virgin Islands, who are studying on a part-time basis for their B.A. Degree. Contact the Division of Social Sciences. Persons capable of teaching in some or all of areas in public administration and undergraduate political science courses are especially encouraged to apply. The successful candidate will be expected to play an important role in curriculum development, faculty committees, advisement, and carry out other normal faculty responsibilities, including scholarly research and writing. The salary of this position ranges from $25,000 to $50,000 for the academic year depending upon qualifications and experience. A letter of application, up-to-date resume, officer college transcripts, and three letters of recommendation should be addressed to: Dr. Denis Faust, Vice President for Academic Affairs, University of the Virgin Islands, No. 2, John Brewer Bay, Charlotte Amalie, VI 00800-9990 before March 15, 1993.

Equal Opportunity/Affirmative Action/Title IX Section 504 Employer and Educator.

Kansan State University
Head, Department of Political Science

The Department of Political Science invites applications or nominations for the position of Head, Department of Political Science, to begin in Fall 1993. The Department Head will have a distinguished record of scholarship in political science, a strong commitment to excellence in undergraduate and graduate education, and the ability to administrate a department of twelve faculty with 180 undergraduate majors and 50 graduate students. Preference will be given to the Master of Arts in Political Science or the Master of Public Administration. The Head will play a leadership role in advancing the strategic goals of the department. He/She will rotate through a variety of open, but department needs are great in international relations and European politics. Salary competitive. Applications from women and minorities are especially welcome. Kansas State University, a land-grant university with an enrollment of nearly 18,000 undergraduates and more than 3,000 graduate students, is an EO/AA employer. To assure full consideration, applications should be received by the time screening begins on March 1, 1993. Applications should demonstrate a record of relevant administrative experience and effective teaching, and should include a complete curriculum vitae and the names and addresses of five academic references. Send applications or nominations to: Marsha W. Ambrose, Chair, Political Science Search Committee, College of Arts & Sciences; Eisenhower Hall; Kansas State University; Manhattan, KS 66506-1005.

Department of Public Administration
Florida International University

The Department of Public Administration has two full-time tenure-track faculty positions for Fall 1993. Rank, tenure, and salary for each position are open. The Department expects to make one appointment at the Assistant Professor level and the other as the Associate/Full Professor. Applicants for either position must hold the Ph.D.

The Department is recruiting for:
1. Skills in high level qualitative and quantitative research methods and multivariate statistical analysis. Skills in decision science (OS, management science (OMS), Operations Research (OR), and management information systems (MIS) desirable.
2. Skills in policy and systems analysis, with concentrations in environmental and energy policy and management at all levels of government.

Applicants for either position should have demonstrable personal and professional skills in working on interdisciplinary projects and programs. Experience in designing and executing research grants and contracts is considered desirable.

The Department offers a research oriented Ph.D., the MPA (registered by NASPA since 1983 and reaccredited in 1990), and the BPA.

The Department is located in the School of Public Affairs and Services, along with the Allied Institute of Government and the Department of Health Services Administration, Criminal Justice Administration, and Social Work.

FIU is a member institution of the State University System of Florida and is an equal opportunity/affirmative action employer.

Deadline for complete applications is February 25, 1993. Send a resume, three references, and a brief letter covering current research interests, approaches, and philosophy to Dr. James Carroll, Chair, Search and Screen, Department of Public Administration, Florida International University, North Miami, FL 33181 (305) 940-5900.

GOVERNMENT POSITIONS

Peoria, IL (115,000)

Management Trainee (two positions). Salary $23,586 for Program Year.

USD $32,735 benefits. Requires: B.A. degree in related field from an accredited institution. The one year internship begins in June 1993. Interns will be employed by the Department of Transportation to gain broad experience in such areas as budgeting, finance, labor relations, and program management. Send application, resume, three letters of references (one must be from graduate faculty), copies of graduate and undergraduate transcripts, and a 2 x 3 inch photo describing career goal and reason for seeking the position to: City Manager's Office, Administration Building, 207 City Hall, 410 Pulaski Street, Peoria, IL 61602. (309) 672-4224. Application review process begins by 3/24/93. Equal Opportunity Employer.

What role does ethics play in the decision-making process of a professional public administration? Please focus discussion using a specific example. Please submit complete packages to:

Ms. Aline M. Soeta (Omni-Ott, the County Manager) 111 W. 1st Street, Suite 2510 Miami, FL 33328-1994

By: April 9, 1993

Requirements
MBA submit a copy of DD214 (for employment preference of qualified vets & spouses). Must meet medical & physical standards & residence in DuPage County within 6 mos. It is the policy of Metro- County that hiring decisions will be made contingent upon the results of a physical examination, including alcohol & drug screening. Equal Opportunity Employer M/F. We do not discriminate on the basis of handicap.

Director of Environmental Services

Arington County, Virginia (171,000 population, fully developed urban community adjacent to Washington, DC) seeks a degreed public management professional to head recently established County Department responsible for water production, wastewater treatment, solid waste collection/disposal, air quality, environmental planning/education/legislative functions. Experience or familiarity with above areas important. Strong leadership, management, communications, and interpersonal skills essential. Adaptive, creative, management style important in complements an ongoing organizational renewal, employer empowerment, and positive, team problem-solving approach. Ability to interact positively in a highly participatory organization and community with considerable multi-cultural, racial, gender, and economic diversity important. Department annual budget of $27,415 million amounting to 231 FTE work force. Reports to professional County Manager. Salary $47,000+ negotiable, depending on qualifications and experience. Applicants with physical or mental disabilities may require reasonable accommodation throughout the selection process. This may include, but not be limited to, abbreviating employment application in an alternative format, requesting a qualified interpreter or reader to take an oral or written examination, providing auditory or visual assistive devices, braille or audio tape. Request for reasonable accommodation during the selection process should be directed to the Placement Recruitment Program Manager by calling, for TTY users, (703) 358-3466. Position open until filled. Apply with complete resume, references and approximate salary requirements to: Paul A. Reams, The PAR Group—Paul A. Reams, Ltd., 110 N. Wazlog Road, Suite 200, Lake Stafford, IL 60047. TEL: 708/234-0005; FAX: 708-234-8309. Minorities and Women Encouraged to Apply.

Management Trainee (Exempt) $23,586 for Program Year

DuPage County (M/; Illinois. Population - 2,000,000) has a Management Trainee Program designed to provide individuals with exposure to the many administrative and operational responsibilities of local government through a one-year rotational work program. Graduation from an accredited university with a Master’s Degree in Public Administration or related field by January 1, 1993. Program year begins July 1, 1993. Applicants must submit four copies of resume, transcripts (official transcripts will be accepted upon verification), 3 reference letters, and a position paper. Three types pages before 6/4/93. Addressing:

SSU is an affirmative action/equal opportunity employer committed to providing equal opportunities for students, women and minorities are encouraged to apply.
University Positions:

Environmental Growth Management Fellowships

Florida Atlantic University is offering prestigious fellowships, through the FAU/FFU Joint Center for Environmental and Urban Problems, for students interested in Environmental Growth Management (EGM). GEM fellows study for the master degree in public administration or urban and regional planning in preparation for their positions in the public, private, and non-profit sectors. Fellows who pursue the full-time four-quarter Master of Public Administration (MPA) program receive $14,000. The NASPA-accredited MPA program offers a special curriculum in the administrative, public, political, and legal aspects of growth management. Fellows who pursue the full-time five-semester Master of Urban and Regional Planning (MUP) program receive $17,500. The MUP curriculum is focused on the values associated with growth management within a democratic society, the growing importance of high technology, and the professional standards articulated by the Planning Accreditation Board (PAB).

The MPA and MUP programs are offered through the College of Urban and Public Affairs. The College is located at the Heart of the South Florida region. This dynamic region is on the leading edge of growth management practices and research. For further information and application materials call the Office of Graduate Studies at (561) 738-5706 or write the College of Urban and Public Affairs, Florida Atlantic University, Tower 220, Second Avenue, Port Lauderdale, Florida 33314. Application deadline is April 30, 1993.

Ohio University Environmental Policy/Administration

The Department of Political Science invites applications to fill an anticipated tenure-track position at the Assistant Professor level, beginning Fall 1993. We are seeking a person with a research specialization in environmental and natural resources policy who is capable of teaching introductory public policy courses as well as specialized courses related to environmental policy and administration. Teaching responsibilities include graduate and undergraduate students. The person in this position is expected to work closely with the interdisciplinary environmental studies program. Ph.D. required. Salary competitive, $30,000 minimum. To apply, please send a letter of interest and a complete file, including curriculum vitae and three letters of recommendation to: Professor David Dobelle, Search Committee Chair, Department of Political Science, Bentley Hall, Ohio University, Athens, OH 45701. Deadline for applications is February 20, 1993. An AA/EO employer.

Clemson University American Government/Public Administration

The Department of Political Science at Clemson University invites applications for a position in American Government/Public Administration, including a requirement of minority group politics, rank and salary appropriate to qualifications for a full-time, tenure-eligible position. Position subject to availability of funds. Consideration of candidates is scheduled to begin March 1, 1993. Clemson University is an AA/EEO employer and minorities and women are particularly encouraged to apply. Send a letter of application outlining research and teaching interests and curriculum vitae to:

Chair, Search Committee
Department of Political Science
Clemson University
Clemson, SC 29634-1509

Dean
College of Management
University of Massachusetts at Boston

The University of Massachusetts at Boston invites nominations and applications for the position of Dean, College of Management. The successful candidate is expected to provide leadership and vision for the college in the 90s and beyond.

UMass/Boston is one of five campuses of the University of Massachusetts, a publicly recognized as a leading public urban university that attracts a diverse body of U.S. and international students. UMass/Boston offers a range of programs at the undergraduate and graduate levels including the doctorate. Established in 1974, the College of Management has over 40 faculty and approximately 1200 students in the undergraduate, the MBA, and Certificate programs.

The Dean must have excellent administrative, interpersonal and communication skills. She/he must be able to work effectively with a diverse constituency internally and externally. Experience in fundraising is an asset. Qualifications include either a doctorate with a strong background in research and teaching, and/or significant achievement in business or government.

The University is committed to the principles and goals of Affirmative Action and Equal Opportunity: we encourage applications from women and minorities. Applications should include a letter of interest, resume, and names, addresses, and telephone numbers of at least three references. Send applications or letters of nomination to: Chair, Search Committee for Dean of the College of Management, Office of the Provost, University of Massachusetts at Boston, 100 Morrissey Boulevard, Boston, MA 02125-3393. The Search Committee will begin reviewing applicants in early February.

ASPA Calendar of Events

Making Cities Livable
Center for Urban Well Being
March 8-12, 1993
Charleston, SC
Contact: Suzanne H. Crowhurst Lenard
(408) 626-9080

Academy of Criminal Justice Sciences Meeting
March 16-20, 1993
Kansas City, MO
Contact: ACJS
(606) 572-5634

Community Health Delivery Systems Conference
February 21-23
Chicago, IL
Contact: Technical Resources
(217) 793-1062

Pathways to Excellence in Public Service
Sponsored by ASPA’s Ohio Chapter
March 21-23, 1993
Columbus, OH
Contact: Nancy Grant
(216) 972-7618

Wildland Fire Symposium
April 15
Redwood City, CA
Contact: Rick Reed
(415) 363-4578

Symposium on Presidential Leadership, Congress, and the US Space Program
March 25-26, 1993
American University, Washington, DC
Contact: Roger D. Launius
(202) 358-0384

National Public Employer Labor Relations Association Annual Conference
April 18-23, 1993
Clearwater Beach, FL
Contact: NPELRA
(202) 296-2230

The Conference Board Fifth Annual Business Ethics Conference April 28-29
New York, NY
Contact: Conference Board
(212) 759-0900

Government Finance Officers Association Annual Conference May 2-5, 1993
Vancouver, British Columbia
Contact: GFOA
(312) 977-9700
REPORT WARNS AGENCIES ABOUT TURNOVER

(cont. from page 1) al organizations. Also, the panel conducted discussions with academic experts and special reviews on subjects such as the glass ceiling and cultural diversity in executive staffing.

"The private sector has faced similar challenges of executive succession, providing models and experience documented in this report on which the federal government can draw," said ASPA mem-

ber, R. Scott Fowler, president of NAPA. "To avoid the downside impact and capitalize on the potential of this unique circumstance, President Clinton and top federal officials should take immediate action."

"We would like for this report not to be put on the back burner, Ray Kline chair of the academy panel said. "We want the Clinton administration and the federal agencies to take it seriously." The study contains both immediate and long-term recommendations. They include:

- Agencies use expected vacancies to reexamine organizational structures, process and leadership diversity;
- OPM maintains a database of employees eligible for SES assignments;
- the president issuing an executive order requiring each agency to develop and implement a succession planning system;
- departments and agencies should develop Strategic Human Resources Management plans and link them to overall strategic plans

NAPA's report emphasizes that the SES has not become the mobile corps that was originally intended. "The SES has not evolved into a true service, like the diplomatic corps of the Foreign Service and other officers of the military services. The idea of carrying one's rank from job to job, as in the military, is only academically in concept in the SES, without systematic approach to assignment, development and mobility," the report stated.

"It is difficult to establish increased mobility opportunities in agencies without a clear history of utilization of mobility as a path to advancement," said Carol Bonosaro, president of the Senior Executive Association, speaking before the National Advisory Council on the Public Service. According to OPM figures, during fiscal year 1990, 68 SES transfers took place between agencies during fiscal year 1990—a mobility rate of one percent. NAPA's study concludes that mobility is critical to effective SES succession planning. The study recommends that the government should more widely use non-competitive SES assignment authorities as well as intragency agreements to accommodate transfers between agencies.

Another conclusion of the report is that the new administration needs to look at both restructuring and downsizing, Cipolla said. "The report’s section on downsizing considerations stated, 'The most important lesson we derived from this analysis is that succession planning is too critical to suspend or ignore because of downsizing. Not only does succession planning provide opportunities to prepare and select future leaders, but a well-constructed process gives senior executives a vehicle to control the corporate agenda and influence corporate culture. Succession planning can serve as a powerful management tool, one that actually helps organizations recover from the disruptions of downsizing.'"

According to project consultants, it was important that downsizing and succession planning were examined in conjunction with glass ceiling and diversity issues. "For the first time ever focusing on downsizing we looked at diversifying the workforce," said NAPA project consul-
tant Ruth Bisbe. "In times of downsizing, it is important not to neglect glass ceiling and diversity issues."

To break the glass ceiling and enhance workplace diversity NAPA recommends that OPM should broker interagency development and assignment opportuni-
ties for high-potential women, minorities, and disabled persons who are Candidate Development Program graduates. Also the study stresses that the Executive Resource Board address diversity goals through linkages with existing Equal Employment Opportunity and agency strategic plans.

When the Clinton Administration begins to get to work it is important that they keep succession planning in mind, Palguta said, "It's a great opportunity for the new administration to put into place well-qualified folks who are representa-
tive of the country as a whole."