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IN THIS ISSUE

TOPICS OF OUR TIME

SOCIETY NEWS

The Killing of Tyre Nichols, Police Oversight and Race

By James D. Ward

The police department in Memphis, Tennessee has been in the national, if not international, spotlight in recent months because of the beating death of a 29-year-old Black motorist by five Black police officers. The fact these police officers are Black has challenged popular views about policing and race in America. One of those views is the argument behind representative bureaucracy: That hiring more Black police officers will reduce the incidence of police-involved homicides of unarmed Black suspects as departments become representative of the people they serve, adopt more equitable policies and procedures, and eventually fairer practices.

An opposing view is that the beating of Tyre Nichols on January 7, 2023, which led to his death three days later, had nothing to do with race. Instead, it was a culture of negativity and lack of oversight within the Memphis Police Department with regard to its Street Crimes Operation and Restore Peace in Our Neighborhoods (SCORPION) unit, a unit that since has been disbanded, but previously had been hailed a success by Mayor Jim Strickland.

Although disheartened, I was not surprised by the circumstances surrounding Nichols' death. Studies show police officers engage in racial profiling and pretextual stops irrespective of ethnicity, race or gender. Yet a popular view held by many Black Americans was that unarmed Black men shot and killed by officers were killed by other-race officers, that Black officers are more likely to identify with an unarmed Black suspect by not feeling as threatened, and better relate culturally to the mannerisms and language exchanged. In other words, Black police officers did not shoot and kill unarmed Black suspects out of unwarranted fear. From one perspective, a person might argue that this view still holds, in that Nichols was not shot—rather, he was beaten to death. The result is the same. Another unarmed Black man has been killed at the hands of law enforcement, just as in the case of George Floyd in Minneapolis and Eric Garner in New York City.

The killing of Tyre Nichols questions several popular views on police reform. Representative bureaucracy includes the notion that hiring more Black police officers and promoting them into law enforcement leadership positions will create agencies more sensitive to policing and race as more equitable policies are adopted. Yet the Memphis Police Department is 60 percent Black, much higher than the 40 percent some scholars have suggested as necessary to change the culture away from racial profiling. Further, body-worn and dashboard cameras have been hailed as a deterrent to excessive use of force because officers will think twice before violating policy and procedure in routine pedestrian and traffic stops. But, these officers were equipped with body-worn cameras. Criminalizing the failure to intervene when a fellow officer is violating policy or procedure became more popular after the 2020 death of George Floyd by Minneapolis police officer Derek Chauvin. The Memphis Police Department had adopted this policy. And, it has been argued that hiring police officers with college degrees results in more equitable decisionmaking, including routine traffic stops. Unfortunately, it did not matter in Nichols' case. Interestingly, when college educated white police officers kill unarmed Black suspects, it has been used as an argument for hiring more Black police officers.

I remember the outrage expressed after the 1991 brutal beating of Rodney King by members of the Los Angeles Police Department following a traffic stop. Many of us argued that it was racially motivated, that Rodney King was beaten by white police officers who could not relate to him culturally or simply were prejudiced against Black Americans. The assumption was that it would not have happened if the police officers had been Black. Nichols' accused killers are not just Black, but college educated young men entrusted to make crime-ridden neighborhoods in Memphis safer. Tadarrius Bean, 24, studied criminal justice at the University of Mississippi and was president of his Omega Psi Phi fraternity chapter. Two other accused killers, Emmitt Martin, 30, and Desmond Mills, 32, were members of the same fraternity but at different universities.

In some states like New Jersey, there is a concerted effort to diversify police departments to make them more reflective of the populations they serve; a recent study found them to be overwhelmingly white and male. In light of Nichols' killing, one must ask: *To what extent will it make a difference, if effective organizational oversight and accountability are not in place?* According to multiple reports, the five Black police officers even lied on the initial police report, writing that Nichols "started to fight with

the officers and at one point grabbed one of their guns." However, their statements were not supported by video footage. Speaking to a Newark grassroots organization on February 2, a Memphis activist said the SCORPION unit violently beat other citizens as well; it is just that Nichols was the first to die.

When I was interviewed by *Slate.com* following the conviction of Derek Chauvin, I was asked my opinion on the case and its impact going forward. As I said then, changing the laws to the point where police officers know they cannot engage in certain types of behavior and go unpunished is the answer. Qualified immunity, which prevents police officers from being held personally accountable for their actions, must be eliminated.

These kinds of problems stem from a law enforcement culture that has a propensity to see Black American men as more criminally inclined, and thus subjected to more motor vehicle and pedestrian stops. But, law enforcement agencies do not exist in a vacuum; they are a part of the society around them, whose views on race and criminal activity is reflective of law enforcement's.

Researchers have found that individuals who believe police officers treated them unfairly or undeservedly are more likely to view the treatment they received—and ultimately the police—as illegitimate. This is because individuals' perceptions of legitimacy largely are based on whether they were treated in an honest, unbiased and ethical manner, and will cooperate with authorities when they believe their treatment was consistent with legal and moral expectations. By contrast, if individuals feel their treatment was unwarranted or unfairly stigmatizing, they may become defiant toward legal authority because its agents demonstrated a lack of concern for their rights and desire for dignified and respectful treatment. The effects of exposure to police use of force may be greater among Blacks and Hispanics because non-white designated groups are disproportionately represented in areas plagued by violence, concentrated disadvantage and/or the absence of pro-social opportunities.

The bottom line is that both race and lack of organizational oversight were at issue in Memphis. Although the Memphis Police Department is 60 percent Black, it did not matter to Tyre Nichols' accused killers. Nor did it matter to the police department and city leadership that previously extolled the SCORPION unit as a model of success, only to disband it days after five of its members beat an unarmed Nichols to death.

James Ward is author of the book, Policing and Race in America: Economic, Political and Social Dynamics. *He also has decades of civil rights advocacy history including numerous peer–reviewed publications on issues related to diversity, race and social justice. He can be reached at jamesdward80@gmail.com.*

TOPICS OF OUR TIME

Cooperation Modalities and Benchmarking for Good Governance in the New Reality

By Alikhan Baimenov, Tolkyn Omarova and Diana Sharipova

Today's new reality puts governments on the fast-paced race for prompt solutions, underscoring the ever growing significance of collaboration and benchmarking that can help every party find "best fit" solutions for their own settings. In demanding new ways of cooperation, modern challenges show the high relevance of the multilateral platform that the Astana Civil Service Hub offers through partnerships in its wide network of participating countries and partner institutions. Eventually, the benchmarking and solutions that governments seek demand adequate measurements, including international indices that require methodological improvements to meet development trends.

Geopolitical tensions, globalization, demographic shifts, climate change and repercussions of the recent viral outbreak place immense pressure on public administration systems around the globe. In a world of continuous and constant change, a BANI world,[1] citizens turn to the state, expecting timely and effective responses to crises, regardless of a given socio-economic model. Governments are constantly searching for adequate responses to the challenges they face, a result of the fast-changing landscape in meeting growing citizen expectations and maintaining public trust in government.

At the same time, governments can respond more effectively if they learn about others' experiences through collaboration modalities. The significance of global partnerships and cooperation for sustainable development has been acknowledged by the United Nations' 2030 Agenda, specifically Goal 17.[2] The recent pandemic has made even more salient the greater challenges that humankind faces, and

the more important and urgent international and regional partnerships have become.[3]

In the absence of a silver bullet, exchanging ideas and sharing experiences can help governments—each operating in a unique socio-economic and cultural context—find best-fit solutions for their circumstances. Yet public institutions often lack time and resources to study best practices and trends on a daily basis. Therefore, as they demand new forms of cooperation, modern challenges show the increased relevance of multilateral platforms such as the one the Astana Civil Service Hub offers to its wide network of participating countries and partner institutions. The Hub's experience shows the effectiveness of peer-to-peer (P2P) learning alliances as an innovative form of collaboration.

P2P learning's success rate will increase if it is based on the right benchmarking considered helpful both at assessing the overall performance of a country in a wide range of directions and identifying some key areas for improvement. A useful benchmarking tool is international indices' rankings, which play a navigating role in finding the right benchmarks. It is imperative that their methodologies are periodically reconsidered and improved, considering new trends and growing citizen expectations.

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1   BANI is an acronym coined by Jamais Cascio to describe a complex world of constant change and continuous crises. VUCA stands for volatility, uncertainty, complexity and ambiguity and BANIs for brittle, anxious, non-linear and incomprehensible.

2   SDG 17: Strengthen the means of implementation and revitalise the Global Partnership for Sustainable Development. It is an important goal as the SDGs can only be realized with strong global partnerships and cooperation, as any successful development agenda requires inclusive partnerships—at the global, national and local levels—built on principles and values, and a shared vision and goals placing people and the planet at the center. https://sdgs.un.org/goals/goal17

3   UN75 Report (2020). "UN75: The Future We Want; The UN We Need." Nearly nine in 10 respondents to this UN survey, included in the report, believe that global cooperation is vital to deal with contemporary challenges. https://www.un.org/en/un75/presskit

Collaboration as a Way for Finding Best-Fit Solutions

Governance systems around the world are adapting to the new realm driven by digital transformation, a part of the fifth industrial revolution that aims to improve the collaboration of humans and technologies (George Shaji and George, 2020), entailing intensive use of Big Data analytics and creating a more conducive environment to deliver proactive services, all while keeping citizens' rights and values at the heart of any decisive action (Baimenov, 2021).

In this regard, countries are collecting their experiences with varying degrees of success. Governments can make their efforts more efficient by sharing the practices regularly among each other, especially with their neighbours and countries with similar socio-economic backgrounds.

A collaboration scheme or network can be in different modalities and formed in varied degrees of commitment and involvement. Working collaboratively and independently makes perfect sense for members of networks, as they can bring their own experiences and compare them with others. According to Forrer et al. (2014), a network is a loose coalition where partners come together to take collective actions on which they share common interests, develop and implement cost-effective or highly beneficial public policies, while maintaining their own value primacy actions that protect and advance their own interests. Forrer et al. classified four dominant approaches of the network:

1. the *informational network*, where partners come together to exchange information, policies and solutions. In this collaboration scheme, stakeholders can have voluntary and one-time membership through meetings, seminars or conferences. This collaboration scheme also promotes flexible and open access where members can join or leave at any time.

2. the *developmental network* unites partners to share information, knowledge and experiences to enhance their capacities and implement solutions within their home organizations. This collaboration scheme also is voluntary, but a longlasting one based on trust and respect between the members, rather than responsibilities and pressure.

3. the *outreach network*, where partners develop strategies for policy and program changes that lead to an exchange or coordination of resources. In this setting, members can have some obligations to make contributions.

4. the *action network*, which brings partners together to make interorganizational improvements, formally adopt action plans

and provide services, along with information exchanges and advanced technological capabilities. This type of collaboration requires fixed memberships, fees, commitments and regulations.

This practice demonstrates that collaboration can combine more than one of these types or can be supplemented with other modalities.

A vivid example of such a multimodal and multilateral institutional platform is the Astana Civil Service Hub, which assists governments to excel in their public service transformation through partnerships and capacity development mechanisms, as well as through production of innovative and evidence-based research.

One of the key success factors of the Hub, established in 2013 as a joint initiative of the Government of Kazakhstan and the United Nations Development Programme, is that it has promoted demand-driven and flexible agendas from its very inception, as the scope and pace of implementing reforms has varied among countries and been subject to change. Its global platform enables governments to utilize partnerships effectively at the time when they are needed the most to improve their practical purposes. The Hub has implemented more than 150 research and capacity building activities, in which more than 9,000 practitioners, experts and scholars from 125 countries have participated. It has published more than 40 research knowledge products, including case studies, journals, research papers and publications.[4] And, its relevance is proved by the increase in participating countries from 25 to 43 members.

The Hub uses P2P learning to encourage individuals with common interests or issues to interact long-term and share knowledge and experience—at the international or regional levels, and across different sectors—and apply best-fit solutions to their own organizations and ensure an impact at scale on reform initiatives (Andrews and Manning, 2016). P2P learning is comparable to the intergovernmental network (Voets and Rynck, 2008) and community of practice (Gobbi, 2010). However, its main distinguishing feature gives learners more autonomy in membership, their own learning, communication and decisionmaking. Adhering to principles of equality, trust and respect, it focuses on professionals' grouping, sharing best practices on specific issues, plus strengthening partnerships and developing avenues for future advancements.

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4   The Hub employs several forms of collaboration to support the governments of its participating countries and beyond in building institutional and human capacity and promoting civil service excellence. It realizes its mission through three main pillars: partnerships and networking; capacity building and P2P learning; and research and knowledge management.

Hub P2P Learning Alliances

P2P Alliance Theme	Launched	Countries and Organizations Involved	Outcomes to Date
One-Stop-Shop Public Service Delivery	May 2016	Azerbaijan, Georgia and Kazakhstan	Three case studies on the "One-Stop-Shop" principle of public service delivery published; meetings, workshops and conferences conducted.
E-government Development	June 2018	Armenia, Azerbaijan, Estonia, Georgia, Kazakhstan, Kyrgyzstan, Uzbekistan	Three workshops and online meetings conducted; one case study on smart government published; preparation of case studies and P2P activities (in progress).
Transformation and Innovations in Governance	June 2019	Armenia, Azerbaijan, Georgia, Kazakhstan, Kyrgyzstan, Tajikistan, Ukraine, international experts from AAPA, OGC and UNDP	Several online peer learning activities held; study visits and seminars (in progress).

Source: http://www.astanacivilservicehub.org/

In 2016, the Hub launched the first ever P2P learning alliance of practitioners of Azerbaijan, Georgia and Kazakhstan, focused on public service delivery and based on high demand, showing the limited applicability of adopting best practices in the context of countries in the region. The alliance's successful outcomes led to creation of two more alliances on e-government development and transformation and innovations in governance. These bring together civil servants and practitioners in specific fields of expertise and assist them in capturing tacit knowledge and sharing among each other; devising solutions for country-specific problems; and developing and implementing reforms.

The P2P learning alliances enable practitioners to cooperate on the basis of equality, making them feel that they are neither students nor teachers. Such a modality is useful in time sensitive fields like public administration.

For these alliances, the Hub serves as a facilitator and provides a multilateral platform, bringing together practitioners from various government organizations and agencies and other related entities, as well as international organizations. Peers of the alliances are decisionmakers who interact voluntarily by participating in regular capacity building activities to discuss issues of mutual interest; find and develop innovative solutions; and prepare research papers and case studies to advance public sector development.

It is important that the Hub adapts to realities—for example, in conditions of restrictions stemming from COVID-19. It launched a "Virtual Alliance of Practitioners," comprising the P2P learning approach with cutting edge technology. The digital platform gathers and disseminates practices and innovative solutions employed by different countries and partners to cope with the pandemic's effects. It contains more than 40 practical materials and useful

resources reflecting the experience of 10 countries and 20 organizations in the fight against COVID-19. It is noteworthy that innovative and technological practices from Azerbaijan, Estonia, Kazakhstan and the Republic of Korea evoked high interest among the Hub's participating countries, leading to replication by some.

Taking into account nation-specific practices, it is possible to initiate projects, too. The Hub utilized the P2P learning approach and experience of a benchmarking country when launching a joint regional project with the Government of the Republic of Korea and the UNDP. The three-year project is aimed at improving the capacity of civil servants responsible for the digitalization of public services in seven countries of Central Asia and the Caucasus: Armenia, Azerbaijan, Georgia, Kazakhstan, Kyrgyzstan, Tajikistan and Uzbekistan. The benefit of the project is that it is supported by the Government of the Republic of Korea, since that nation is the world leader in this area; it allows participating countries to benchmark with its best practices and apply innovative solutions.

The project already has conducted a needs-assessment study of the participating countries and a number of capacity building activities in digitalization. The activities were in congruence with the demands of the project's participating countries, in which leading experts from government agencies and institutions in Estonia, Finland, Korea and Singapore—as well as such organizations such as the OECD and World Bank—shared their practices and initiatives.

In promoting P2P learning, the Hub employs the Effective Institutions Platform (EIP) methodology, supported by, and based in, the Organization for Economic Cooperation and Development (OECD). EIP members are public, private, multilateral and civil society organizations that facilitate peer

learning in different ways and operate on a voluntary basis. In addition to EIP, the Hub has found other OECD-used modalities to be of great interest. For example, the "peer pressure" approach fosters its member countries and stakeholders to implement OECD recommendations, standards and initiatives, leading to the unification of policies among the countries, building collective wisdom and shared values (Guilmette, 2007; Lehtonen, 2020). The OECD also uses the "peer review" mechanism to undertake systematic evaluations of member countries' performance to enhance policymaking, set benchmarks and adhere to norms through mutual trust and accountability (OECD, 2003).

Taken together, these OECD mechanisms allow governments to analyze complex political issues and solutions to develop compiled strategies and move toward a collective goal. They can be detected within OECD's Recommendation of the Council on Digital Government Strategies (2014). This recommendation has applied to numerous digital government reviews to support analysis and elaborate policies to shift from e-government to digital government. Moreover, this analytical work has promoted peer learning and aided in determining the core characteristics of effective design and implementation of digital government strategies. They are encapsulated in the OECD Digital Government Policy Framework (DGPF, 2020).

To fulfill its mission, the Hub has established close cooperation with relevant OECD units and strived to serve as a platform for the dissemination of standards and principles among its participating countries which, in turn, encourages countries to benchmark practices for good governance. Collaboration among governments provides the opportunity to examine numerous options when addressing country-specific challenges; while mindful of various factors, it enables them to consider global and regional trends and best international practices (Baimenov, 2018).

The Need to Improve Benchmarking Instruments

"Peer learning," "peer pressure" and "peer review" are employed within the international frameworks, including indices and rankings, serving as a powerful means for some for stimulating a country's development process in the right direction. In other words, these countries may use indices' scores and rankings as a benchmark for pinpointing their own strengths and weaknesses, making comparisons to improve their own policies and strategies. This kind of framework may indeed trigger policymakers to improve their policies through collaboration, comparison and discussion to achieve their goals (Boeren, 2016).

Given the major role of international indices as a benchmarking tool, it is necessary that their methodologies take into account current trends and ongoing changes taking place in the world. There always is room for improvement of the assessment methodology to be adaptive and flexible.

The Hub developed this idea after carefully considering two international indices. First, analyzing the Global Competitiveness Index[5] rankings for different years, the Hub observes the case when on the Labour Market Efficiency pillar—which, as we know, by its nature cannot change swiftly in one two-year timeframe—a country's position fell by 17 points within two years.[6] This undoubtedly raises the question of how the country achieved such a result. Authors and developers of the Global Competitiveness Index did not provide an answer, given that information is unclear.

Another international assessment framework worth considering is the UN E-Government Survey, which evaluates the progress of e-government of the UN member states via the UN E-Government Development Index (EGDI), consisting of three components: the Online Service Index (OSI), Telecommunication Index (TII) and Human Capital Index (HCI). EGDI is used to measure the development of e-government at the country level, and in some cases at the city level.[7] It is widely recognized by digital policymakers, experts and researchers as an incentive and motivational benchmarking tool. Its significance also is emphasized by the High-Level Panel on Digital Cooperation, established by the UN secretary-general in July 2018, recognizing the e-government survey as a key ranking, mapping and measuring tool, supporting the digital transformation of countries (Kabbar, 2021).

COVID-19 led to a massive acceleration of using state-of-the-art technologies to enhance efficiency of public service delivery. This led to the re-assessment of e-government and its priorities. Indeed, the initial e-government concept focused on utilisation of ICT and web-based technologies for enhancing public service delivery. However, it has been replaced by a new concept emphasising a government open by default (OECD, 2020), making government data publicly available and accessible and promoting government transparency to achieve more open,

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5   The Global Competitiveness Index by World Economic Forum is a comprehensive annual assessment that serves as a global benchmark for country competitiveness.

6   Global Competitiveness Reports. https://www.weforum.org/reports/

7   EGDI is the ultimate outcome of the United Nations E-Government Survey covering 193 countries in its latest edition (2022). The survey demonstrates the degree to which digital technologies play a role in advancing digital transformation across countries worldwide. https://publicadministration.un.org/egovkb/en-us/

accountable and responsive government. At the same time, open government encourages active citizen participation and collaboration in co-creating public value; it also supports data-driven and evidence-based policymaking (Charalabidis et al., 2019).[8]

Considering EGDI's current methodology, increasing the significance of open government as a key aspect of e-government overall advancement is crucial. A close look at EGDI's composition reveals that the Open Government Data Index (OGDI) score makes a very small contribution to an overall EGDI country's score.[9] Thus, it is not possible to directly associate the value of a country's EGDI with the availability of open data[10], as the OGDI score weighs very little in overall performance.

At one time, EGDI encouraged significant progress in improving government processes and public service delivery. However, in light of recent developments in digital government, it has become more important to ensure greater openness and access to data rather than mere technological progress. Currently, some post-Soviet countries, being well positioned on the EGDI, still face big issues associated with open government data, although they score "very high" on OGDI, too. For instance, the cadastre—an official record of land and property ownership—is not accessible to the public in these countries. In fact, there is no unified countrywide system containing real estate ownership information; each region develops its own.

Other countries, such as North Macedonia, have seen considerable progress in making government data available and accessible as public information. However, their overall EGDI score does not capture such advancement. Unlike some post-Soviet countries where existing systems do not provide all necessary information in user-friendly format, North Macedonia, a country with a lower OGDI score, fully provides real estate ownership information in the national cadastre. Hence, if actual availability of basic government data is fully considered in the EGDI structure, the overall picture of the ranking would definitely differ.

The situation is the same for the availability of information on budgetary allocations, another critical component for open government. Notwithstanding the existence of dedicated portals, citizens in some post-Soviet countries complain about the low level of data reported on public finances (Hamidullina, 2019). Moreover, available budget data are rather difficult for average citizens to comprehend, given they do not possess special knowledge on finance or legal matters. As a result, cases of a country with a comparatively lower OGDI score yet with greater openness of budget data (and vice versa) are not rare.[11] Here, the weight given to an open budget in the overall structure of OGDI needs to be increased.

The root of the issue can be traced back to a legacy of

An Example of Open Cadastre Data in North Macedonia

Source: https://ossp.katastar.gov.mk/

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8   Often referred as e-Government 1.0, e-Government 2.0 and e-Government 3.0, respectively.

9   OGDI is part of seven sub-indices that comprise the Open Services Index (OSI); it is a part of the overall EGDI along with the Human Capacity Index (HCI) and the Telecommunications Infrastructure Index (TII), each carrying an equal weight in the overall EGDI score for a country.

10   In the paper, referred to as open public sector information.

11   This is seen in large discrepancies between OGDI and Open Budget Index rankings of some post-Soviet countries. The Open Budget Survey is the world's only comparative, independent and regular assessment of transparency, oversight and participation in national budgets.

the Soviet past. In fact, many post-Soviet countries give extremely high importance to state secrets, or information subject to non-disclosure, due to the historical legacy of the Soviet totalitarian system, which was one of the most secretive states that has ever existed, as the scale of concealment was vast (Harrison, 2004). On a related note, a study by Bougherra et al. (2022) suggests that e-government is better implemented in democracies than autocracies, as the type of a political system influences the conceptualisation of e-government, execution of its practices and assessment of its performance. Even now in some post-Soviet countries, any information in government bodies, if there was no previous order to disclose it, has a "presumption of closedness" (Kidrisheva, 2021).

It is not surprising that countries with rich mineral resources can rank high in the current methodology, as they can afford new technologies, carry out digitalization initiatives and allocate adequate budgets for it, thus scoring high on some of the UN EGDI components. In a similar vein, Bougherra et al. (2022) argue that the EGDI only evaluates the supply side of government outputs, leaving their impact on citizens unconsidered, and thus "does not provide a holistic view of the whole picture." In this sense, the EGDI does not necessarily indicate improved e-government or citizen satisfaction through countries' rankings. Further, most variables used in calculating the OGDI score are binary in nature, capturing either the absence or the presence of a certain feature, entailing that the obtained scores tell little about the quality of available data and thus re-consideration of the methodology is required.

To explore openness of government data in some countries where open government portals are available, from the ordinary citizens' perspective, a number of datasets from the portals were evaluated based on the eight principles of open government data: complete, primary, timely, accessible, machine-processable, non-discriminatory, non-proprietary and license free.[12] An "ordinary citizen" observation suggests the overwhelming majority of government datasets lack granularity (aggregation), the key factor for data to be considered primary. Some datasets could not be reached for technical reasons, hence failing to meet the accessibility principle. Still others had little utility in furthering open government, but allowed authorities to promulgate the illusion of open data provision.[13] Taken together this raises questions about open government data standards in the region.

Eventually, discrepancies between EGDI rankings and the real situation in some of the areas it measures could negatively affect government policy development (Skargren, 2020). Policymakers and politicians unintentionally can misinterpret or intentionally misuse benchmarking and ranking results (Wang and Shepherd, 2020). For instance, when countries are ranked high according to a particular benchmark, policymakers can use it to argue for no longer putting effort into further developing their open data initiatives. They also may intentionally or unintentionally ignore other benchmarks in which their country is ranked lower and neglect the opportunity to identify measures for improving their progress (Zuiderwijk et al., 2021). It is necessary to rethink the methodology measuring open government data availability periodically and increase its weight in the overall structure of the EGDI, so that it reflects the true state of open data availability and accessibility.

Conclusion

Countries around the world continually pursue reforms in civil service, public administration and other sectors, taking into account the challenges that technological advancement, economic crises and other factors impose. It is apparent that different countries have varying degrees of public service development, and set reforms based on internal conditions and political readiness to follow international trends and recommendations. Most countries demonstrate progress and effective solutions to different policy issues based on their own practice, while others face challenges and are in constant search for effective solutions. Therefore, understanding the successes and challenges of other countries, along with the lessons learned, is of great importance moving forward. There is no "silver bullet" to advance the public service, but exchanging ideas and sharing experiences through continued partnerships can help governments identify common interests and challenges, as well as find innovative solutions.

International collaboration is a main determinant of success and sustainability of any public sector transformation. Its different modalities, including P2P learning and exchanging knowledge and practices, can contribute to mutual learning and lead to positive outcomes (Baimenov and Liverakos, 2019).

In line with earlier examples, collaboration through multilateral platforms and varied modalities facilitate governments and stakeholders to not only share best practices and knowledge openly and easily, but also enable them to strengthen partnerships, benchmark practices and trends, and develop best-fit solutions for their own settings. The advantage of these approaches is that governments can further advance the public service

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12   Known as the Sebastopol principles: https://opengovdata.org/.

13   The published data include a list of construction companies and their contact details with no references to the respective road construction projects. It can be assumed that the listed companies are engaged in road construction in the region (Open Data Portal in Kazakhstan: https://data.egov.kz/).

by comprehensive benchmarking and application or designing of best fit solutions, not blindly rely on best practice approaches (Baimenov and Janenova, 2019).

Such cooperation modalities as peer learning, peer review and peer pressure incentivize governments and stakeholders to network and explore best practices regularly; reconsider new trends and citizens' expectations; and receive recommendations from others to develop effective solutions. These approaches work toward improving policies, bringing large-scale reform initiatives and adhering to international frameworks.

We believe that the following findings, drawn from the above and from the Hub's experience, can be valuable in the creation and development of various platforms for cooperation:

- Promoting a demand-driven and flexible agenda to meet practitioners' needs and requirements of the fast-changing priorities of the governments in the new reality.

- Applying P2P learning as an efficient experience and knowledge-sharing modality, allowing practitioners to cooperate equally and feel that they are neither teachers nor students.

- Actively involving countries not only with similar socio-economic backgrounds and common issues, but also those that are benchmarking for the participating countries.

- Combining different innovative types and modalities of cooperation. For example, the Hub's virtual platform launched on the basis of P2P learning approach and advanced technologies during COVID-19; and its joint project with the Government of the Republic of Korea, promoting P2P learning among seven project countries and utilizing the Korean experience as a benchmarking country in digital government transformation.

The authors also consider it useful to refer to the OECD's modalities and experience in the development of such platforms.

The use of international indices as a benchmarking tool is of great importance for directing a country's development. Yet it also puts increased demands on the methodologies of the indices themselves, requiring periodical reconsideration. We have demonstrated this using the example of two indices, the Global Competitiveness Index by the World Economic Forum and the UN EGDI. Ensuring that international assessments consider current trends and ongoing changes taking place worldwide is key.

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GETTING DOWN TO BUSINESS:
Eight City Leaders Talk about Making ARPA Funding Decisions

By Andrew Kleine

This article was written several months ago, when cities were doing their initial planning regarding American Rescue Plan Act funding. As such, some individuals quoted in this article have moved on to new positions.

The American Rescue Plan Act (APRA) included $350 billion distributed directly to states, territories, tribal governments and local governments, known as the State and Local Federal Relief Funds (SLFRF). With thousands of local governments receiving SLFRF allocations at the same time—and no playbook to go by—rapid sharing of ideas and insights has been essential.

I spoke with city budget and finance officials across the country to get a take on how they have managed this unprecedented influx of federal money—not just how they planned to use it, but also how they have been making those decisions. I learned that these local leaders have been figuring things out on the fly and taking a wide range of approaches, even to common challenges. They have been both practical and creative in stabilizing their finances, generating and evaluating investment proposals, engaging community members, promoting equitable outcomes, preparing for project implementation and managing uncertainty. The results remain to be seen, but the initial steps are critical and instructive.

SLRF Basics

Based on ARPA and the Treasury Department's Interim Final Rule, SLFRF funding can be used for relief and recovery activities in four categories:

1. Respond to the public health emergency or its negative economic impacts, including assistance to households, small businesses and nonprofits, or aid to impacted industries such as tourism, travel and hospitality.

2. Respond to workers performing essential work during the COVID-19 public health emergency by providing premium pay to eligible workers.

3. Providing government services to the extent of the reduction in revenue due to the COVID–19 public health emergency relative to revenues collected in the most recent full fiscal year prior to the emergency.

4. Making necessary investments in water, sewer or broadband infrastructure.

The funds must be obligated by December 31, 2024 and expended by December 31, 2026

Our panel of city finance officers:

Bob Cenname
Deputy Finance Director
Baltimore, MD
SLFRF Allocation: $641 Million

Brendan Hanlon
Chief Financial Officer
Denver, CO
SLFRF Allocation: $308 Million

Veronica A. Carrillo
COVID-19 Executive Officer
San Antonio, TX
SLFRF Allocation: $327 Million

Susie Park
Budget Director
Chicago, IL
SLFRF Allocation: $1.9 Billion

David Schmiedicke
Finance Director
Madison, WI
SLFRF Allocation: $47.2 Million

James Wagner
Chief Financial Officer
Tulsa, OK
SLFRF Allocation: $88 Million

Steven Watson
Budget Director
Detroit, MI
SLFRF Allocation: $826 Million

Jonathan Wisbey
Chief Technology Officer
New Orleans, LA
SLFRF Allocation: $312 Million

Getting Started

President Biden signed the American Rescue Plan Act on March 11, 2021 and the Treasury Department made SLFRF funding available in May 2021, to be paid out in two equal tranches approximately one year apart. Cities planned out their SLFRF spending along a broad continuum. On one end, a few have been especially deliberate in their planning; on the other end, others have appropriated and programmed both tranches of funding.

New Orleans, for example, has taken a cautious approach. A major focus of Mayor LaToya Cantrell's Stimulus Command Task Force has been to leverage all available sources of recovery funding—the dozens of programs in ARPA, county and state allocations and more—so the city can devote as much SLFRF money as possible to stabilizing its budget, which has been battered by the pandemic and recent weather events.

According to Jonathan Wisbey, the city's chief technology officer, New Orleans' projected revenue loss through 2024 far exceeds its SLFRF allocation. A five-year fiscal plan makes permanent spending reductions and uses SLFRF funding to maintain existing basic services, starting with $70 million for 2021 and tapering down over the next three fiscal years. The rest of the details of New Orleans' SLFRF spending plan will be filled in as the task force continues its work.

On the other end of the continuum, Madison, Wisconsin's city council approved a spending plan for its $47 million allocation in June 2021. David Schmiedicke, the city's finance director, said Madison formed a funding and recovery team at the outset of the pandemic. "We were well positioned to act quickly," he noted.

The team included Mayor Satya Rhodes-Conway, who wanted her staff to be in recovery mode from the start, emphasizing housing, employment and violence prevention. Madison's plan splits the funding roughly 50/50 between investments in these priorities and replacing revenue loss to maintain government services.

In between are cities that have taken a sequenced funding approach. Denver announced two rounds of funding. Its city council approved $46.2 million for Round 1 in July 2021, aimed at "rebuilding city capacity" from its revenue loss amount. Brendan Hanlon, Denver's CFO, proposed a schedule of stepped-down revenue replacement for future years—$25 million in 2022, $12 million in 2023 and $0 in 2024—to guard against overreliance on temporary relief funding. Round 2, with a proposed first installment of $73 million, targeted community and business recovery.

Hanlon explained that a phased approach allows the city to check the results of its spending and recalibrate, if needed, over the course of the funding availability. Unallocated funding would serve as a contingency in the event of changes in the course of the virus or the city's needs and priorities.

"Tug of War"

When you are on an airplane, a flight attendant instructs you that in the event of a loss of cabin pressure, you should secure your own oxygen mask before assisting others. In the same way, the city officials we spoke to made it their first priority to restore or preserve critical services. Some also set aside a portion of their allocation as contingency. San Antonio went so far as to model emergency COVID response scenarios from optimistic to pessimistic, with price tags ranging from $23.7 million to $73.3 million for a worst-case virus spike.

As for the remaining funds, that is where priorities—and principles—have begun to diverge.

A cardinal rule of public finance is that one-time revenue should only be used for one-time expenses. The scale and scope of SLFRF funding have put this rule to the test, generating proposals for new and expanded programs to address problems that are anything but temporary, such as youth violence, homelessness and child care. Budget directors and CFOs liken the debates around funding sustainability to "tug of war" and "arm wrestling;" it is not always clear who is winning.

What is a one-time expense? Even for cities whose leaders have decreed that SLFRF is for one-time purposes only, the definition of "one-time" has been elusive. Steven Watson, budget director for the City of Detroit, wants projects in the city's ARPA plan to answer yes to one of the following five questions:

1. Is it an infrastructure project or other capital investment (with the caveat that some capital projects, like new facilities, require ongoing operating costs)?

2. Does it create a budget offset later, through more efficient service delivery or new revenue?

3. Does it address a temporary need, such as economic and health conditions caused by the pandemic?

4. Is it one-and-done, such as a community cleanup or demolition of vacant structures?

5. Is it a demonstration or pilot with a good chance of attracting grant funding if it works?

Chicago Budget Director Susie Park said a key component of the ARPA appropriation process for Mayor Lori Lightfoot was striking the right balance between current essential services and new investments. While Park acknowledged that in her city's recovery plan, "not everything is tidy as one-time costs," she insisted that each spending proposal have a clear "off ramp"—a plan for turning off or transitioning the program to other organizations, leveraging philanthropy or other new funding sources, or handing the baton to a community partner. Proposals that could not meet this criteria were not included in the final recovery plan.

Cities that decide to use SLFRF funds to start or expand permanent programs have done so with their eyes open. Park reported that Chicago restored fewer than half of the 1,000 vacant positions it cut in 2020, which would help make room in the city's base budget. In Tulsa, Oklahoma, Mayor G.T. Bynum has been clear that SLFRF funding should be used for one-time projects, but if some merit local funding in the future, CFO James Wagner believed that a priority-based budgeting process would help accommodate new spending. One city has been making planned expansions in public health, with federal funding enabling it to add local funding gradually.

Sorting It Out

You may have read news stories about lottery winners who are besieged by requests for money, which is why many choose to remain anonymous. Cities do not have that option; they have the very public task of deciding how to spend a large federal grant without the usual categorical constraints.

One can imagine less-than-ideal decisionmaking processes. At one extreme, a few power brokers in a smoke-filled room call all the shots. At the other, agencies, advocates and others scramble for the "goodies" like kids after a pinata is punctured. How are cities finding the sweet spot: a structured process that uses community input, data and strategic foresight to maximize the impact of ARPA?

Baltimore is a good case study with which to start. According to Deputy Finance Director Bob Cenname, the city allocated its $640 million into four "buckets:" $130 million for budget stabilization, $400 million for agency-developed projects, $100 million for community-proposed projects and $10 million for administrative expenses. Mayor Brandon Scott directed his agencies to develop project proposals with three priorities in mind: COVID response, broadband access and violence reduction.

Funding proposals are scored on a 100-point scale based on five criteria, the most heavily weighted being equity. The others are public good, performance metrics, one-time expense and ability to leverage other funding sources. Projects earning 60 or more points go back to the agency for detailed implementation planning, then to the mayor and city administrator for final decisions. Baltimore's proposal review process is shown below.

Baltimore is the only one of my cities that has solicited project proposals directly from the community, but many have made community engagement central to their SLFRF planning process, none more so than Denver.

Denver's department of finance and office of social equity and innovation collaborated on RISE Together Denver, a three-week campaign in May-June 2021 that included an online survey and four telephone town halls exploring which specific solutions would be most helpful for food access, housing, business recovery and the like.

Baltimore's SLFRF Proposal Review Process
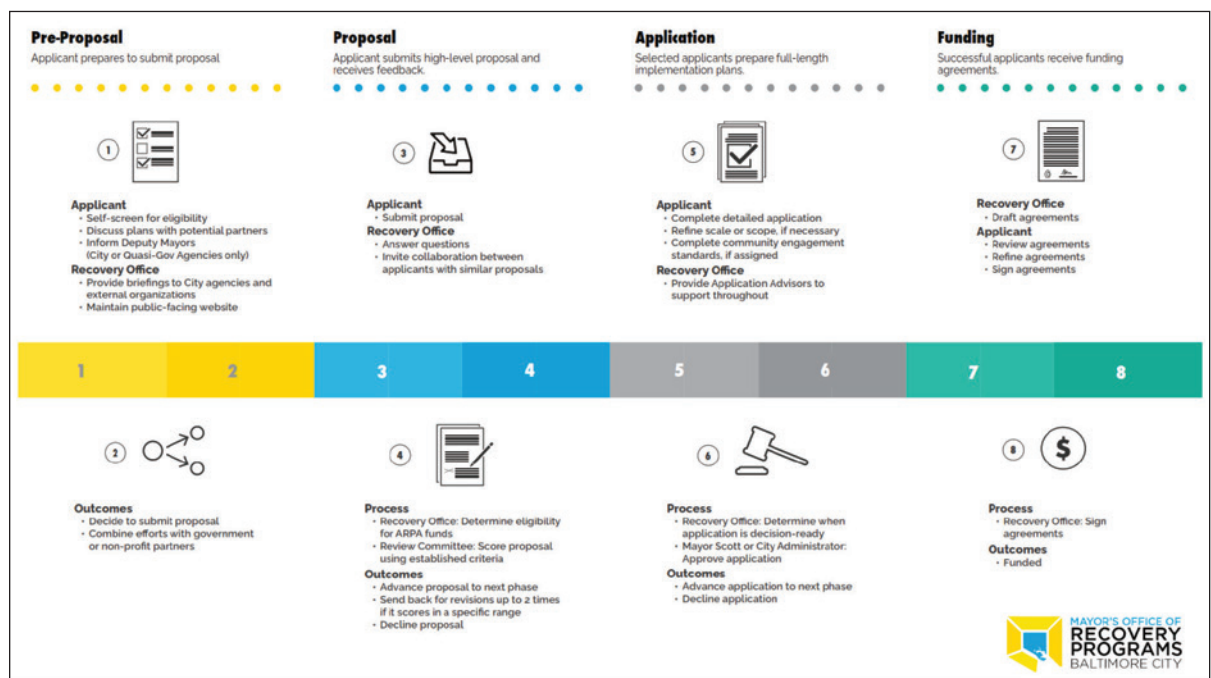
Source: *City of Baltimore State and Local Fiscal Relief Funds 2021 Report*

Denver's efforts to reach those who historically have been furthest removed from civic decisionmaking worked. As shown on the map below, participation in the campaign was highest in Denver's "inverted L" neighborhoods, those that have been most marginalized.
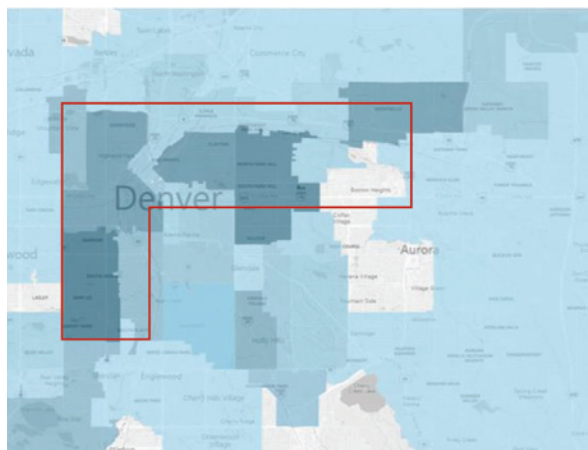
Source: *City and County of Denver State and Local Fiscal Recovery Funds 2021 Report*

In Detroit, Mayor Mike Duggan's team started brainstorming ideas for use of its $826 million allocation in March 2021, soon after President Biden signed ARPA. City departments submitted more than $2 billion of proposals. Watson said it was important to get started quickly because Detroit residents were hard hit and needed assistance as soon as possible. At the same time, he acknowledged that more structure on the front end—clear goals, proposal templates, evaluation criteria—might have saved time spent "spinning our wheels" in bringing together the mayor's plan. Ultimately, those structures fell into place.

Duggan held more than 60 Zoom and in-person community meetings to hear feedback on his plan and intended to continue that outreach, including door knocking, to make sure residents know how to access relief and recovery programs.

From Ideas to Impacts

The ambitions for what SLFRF funding can accomplish are bold. In its Interim Final Rule, Treasury wrote, "[T]hese resources lay the foundation for a strong, equitable economic recovery…by addressing the systemic public health and economic challenges that may have contributed to more severe impacts of the pandemic among low-income communities and people of color." The SLFRF compliance and reporting guidance requires recipients to describe their efforts to achieve equitable outcomes, design projects using evidence and measure results.

Across the board, the CFOs and budget directors with whom I spoke embraced the focus on measurable outcomes. One said hopefully that he expected the SLFRF to put a strong shoulder to shifting his city to an "evidence-based culture." They also were unanimous in fretting that the biggest challenge was actually getting the dollars spent in a way that delivers desired outcomes.

Finance officers understand better than most the treacherous path between ideas and impacts. Besides the old bureaucratic obstacles that delay hiring and procurement, the current economic environment is full of new ones, including rising inflation, a labor market in flux and strained supply chains. With so much competition for the people, goods and services needed to execute projects, cities are rightfully worried about how they will get theirs.

At the moment, macroeconomics is taking a back seat to micro-management, in the best sense of the word: the protocols, procedures, plans and policies needed to ensure successful project implementation and oversight.

Some cities explicitly have made implementation a factor in their selection of projects. New Orleans has focused on just a few big initiatives: alternative response to mental health emergencies and neighborhood beautification. Detroit has targeted areas of existing administrative strength, scaling them up in ways previously not possible for lack of funding.

Given the size and scope of ARPA funding, several cities added staff dedicated to coordinating, monitoring and reporting the use of the dollars. Detroit hired an "ARPA CFO" and Baltimore established a 10-person ARPA office.

With deadlines for obligating and expending funds, elaborate compliance rules and the prospect of audits and clawbacks, attention to detail is critical. Successful implementation requires specific project plans and budgets, real-time cashflow monitoring, continuous progress and performance reporting, and clear command, control and communication lines.

Getting Creative

The flexibility of SLFRF funding is an invitation to innovate and the cities with which I spoke are thinking creatively. Here are some of the ideas they mentioned:

- Revenue replacement funds are for maintaining current services; as such, they can free up unrestricted general fund or other local dollars. Madison uses that flexibility to restore fund balances it used in 2021 due to the economic impacts of the pandemic.

- Madison also plans to use SLFRF dollars, matched by private and philanthropic money, to endow its homeless shelters and start a security deposit loan fund.

- Both Tulsa and Denver have explored using SLFRF funds for "Pay for Success" projects. In a Pay for Success (sometimes called Social Impact Bond) financing model, investors in a social intervention are repaid only if the intervention achieves promised outcomes. An evaluation of Denver's Supportive Housing Social Impact Bond showed that more than half the city's cost to serve 250 people was offset by reduced need for emergency medical care, jail, detox and other public services.

- Denver leverages SLFRF dollars to develop a better strategy for filling gaps in mental health services, bringing community partners together to think about the issue in a new way.

- Detroit has focused its ARPA-funded home repair program ("Renew Detroit") on a new approach to replace 1,500 homeowners' roofs. The city also is spending $100 million on a Skills for Life program that employs Detroiters in neighborhood revitalization projects and helps them obtain a GED or other credential and full-time employment paying $15 per hour or more.

- Two cities have looked at offering SLFRF-funded premium pay as a bargaining chip in labor negotiations.

Lessons

1. Create an ARPA financial "blueprint" that establishes spending parameters, prepares for contingencies and plans for when the federal money goes away.

2. Establish clear criteria for selecting projects that are feasible and promote equity, sustainability and other local priorities.

3. Target community engagement to historically underrepresented communities and continue the engagement to connect people in need to relief and recovery resources.

4. Put in place a governance structure and project management regimen that supports successful implementation, compliance, results and reporting.

5. Boost the impact of ARPA funding through creativity and collaboration.

Andrew Kleine is senior director—government and public sector at EY-Parthenon, Ernst & Young LLP. He is the author of City on the Line: How Baltimore Transformed Its Budget to Beat the Great Recession and Deliver Outcomes *and has served as Baltimore's budget director. He can be reached at andrew.kleine@ey.com.*

DEMOCRACY, DECLINING STATE CAPACITY AND INEQUALITY:
The Role and Responsibility of the Public Administration Field

By Allan Rosenbaum

For the 200 participants in the 1994 annual conference of the International Association of Schools and Institutes of Administration (IASIA), hosted at the University of Hong Kong, two things will be well remembered. First is the keynote speech by the then last British governor general of Hong Kong, now Lord Chris Patten. In his remarks, Patten indicated that, given the Government of China's commitments, the political reforms he put in place would sustain democratic governance there for at least 50 years following the 1997 transfer of power from Britain to China.

The second memorable aspect involved several of the Commonwealth's most distinguished public administration scholars declaring that the New Public Management (NPM) philosophy/ideology—which forcefully emerged out of New Zealand and Australia and rapidly spread to Great Britain, the European continent and United States—was now in retreat. Vigorously emerging theoretical critiques demonstrated both its inconsistencies and alternative approaches that integrated some elements of NPM with more traditional bureaucratic theory under development. Unfortunately, those discussions focused on scholarly analysis and debate, not on what governments actually were doing.

In retrospect, the most interesting aspect of those two discussions is that both were wrong, albeit for different reasons—to be sure, circumstances beyond the control of those making the remarks ultimately played determinative roles. Perhaps more significant is that the general concerns underlying these discussions—the future of democratic government and the appropriate role of the state—are now more relevant and concerning than they were three decades ago, both in the United States and around the world.

Take the future support for, and wellbeing of, democratic government throughout the world. Although negatively impacted by events occurring in Hong Kong and on the mainland, it has not been defined by China's actions alone. Today, basic human rights and democratic values are under great stress in far too many countries. Brazil, India, Turkey, Hungary, Poland and the United States recently have experienced political developments reminding us of the great fragility of democratic institutions. The issue has never been more salient in the United States, as we face the realities of declining support for, and systematic undermining of, traditional democratic institutions and norms. In many countries where government institutions never would have been mistaken for democratic—Nicaragua, Russia and Venezuela, for example—conditions have regressed even further as longtime dictators in power have become ever more determined authoritarians.

For those associated with public administration, the obvious question is what role we should and can play in addressing these two major concerns, as well as many other institutional and political realities ranging from climate change to economic productivity. Perhaps the best answer can be found in a brief examination of the history of the field. Reviewing the discipline's traditional foundation and returning to key past practices would make it a great deal more relevant and effective in the continuing fight to sustain democracy and maintain an effective state.

A Historical Reflection

When examining the origins of U.S. public administration as a discipline and practice, one discovers remarkable and significant duality of purpose and objectives, only part of which we can find today. There is strong concern for what now would be characterized as professional development through the advocacy of significant research, teaching and training. Yet there also was an equal and direct concern for making the country, not to mention the world, a much better place through direct actions aimed at advancing good governance and democracy.

For many of the discipline's founders, concern about engagement with communities to achieve government reform and make the world a better place actually took precedence over the concern for professional development. Take the establishment of the New York Bureau of Municipal Research in 1906, an activist organization dedicated to engaging constituencies to make government better and more accountable. In contrast, the first professional development-focused initiative began with the bureau's later establishment of a training program that would be spun off as the first university-based graduate program in public administration at Syracuse University.

Looking at Woodrow Wilson's essay on administration, generally acknowledged as the founding document of the field for the United States, one finds equal emphasis on matters of engaging in reforming government (advocacy of civil service reforms) and professional development for government managers (separation of politics and administration). Often overlooked in that essay is Wilson's declaration that public administration must first be built on a strong foundation of democratic governance if it is to flourish and succeed. We are living in a concerning era during which some American scholars have argued that good public administration and good governance can be separated from democracy—and be taught and/or occur in circumstances where freedom of speech and democracy do not exist as official policy or even aspirational values. Clearly we need a reaffirmation of the American discipline's founding values that democracy comes first and that only then can one build effective public administration.

As the discipline began to be consolidated in the early 1930s, one witnessed a several decades long period when public administration scholars and practitioners focused great attention on efforts at devising, advocating for and implementing government reform. Prominent figures had one foot in scholarship and the other in practice. Louis Brownlow, Luther Gulick, Dwight Waldo and many more spent considerable time in government service—often as policy advocates, sometimes as line administrators—as they sought more accountable and effective government.[1] These experiences proved so profoundly important in their intellectual development that Waldo suggested that all future professors of public administration be required to engage in government service before assuming faculty positions.

A New Era Emerges

Beginning in the mid 1960s, the discipline's focus on active advocacy for significant government reform, plus government service as a major part of preparing for successful academic careers, began to drastically decline. An increase in university tenure requirements and the slow growth of frontal attacks on the effectiveness and legitimacy of government accelerated changing practice in the field. Public administration scholars increasingly exited the governmental reform arena and refocused their research and teaching agenda to less directly engage the broader political context in which the field worked. In turn, practitioners focused more inwardly on their own organizations and agencies, in the face of increasing political conflict.

During the 1970s and '80s, government itself was redefined from progressive liberalism to neo-liberal conservatism, driven by the successful political efforts of Margaret Thatcher and Ronald Reagan, among others. One consequence was that public administration scholarship continued turning more inward, examining minute details of individual government agencies' and organizations' operations. Less attention was paid to the more difficult and complicated task of examining and better understanding the large political, economic, social and administrative factors imposing greater limits on the capacity of government to obtain the resources required to function effectively in a more complex, technological society.

Academic research and teaching focused on topics like cutback budgeting, collaborative governance, co-production and public-private partnerships—essentially the means to compensate for the declining capacity of government and its institutions to fulfill badly needed responsibilities. Perhaps the one exception to this general trend has been the emergence of a growing concern within the discipline about matters of social equity. Since the 1960s, inspired by the Minnowbrook Conference and papers published by Dwight Waldo and Frank Marini, issues of social equity have become more central to the field. In recent years, the notion of the public sector as an agent for promoting social equity, as well as for promoting efficient and effective governance, has gained increasing currency in the discipline.[2]

Attention to issues of equity and inclusion has been a major step forward. Yet the field's growing inclination to act as if broader economic and societal conditions, which frequently result in significantly limiting government resource availability, are beyond its scope has had profoundly negative consequences. Too often, we fail to address those contextual realities that serve to undermine government capacity and effectiveness, as well as equity, in public service delivery. Frequently,

1   Fry, Brian and Raadschelders, Jos, "Mastering Public Administration," Sage/CQ Press, Washington, DC, 2014

2   See, for example, Gooden, Susan, *Race and Social Equity: A Nervous Area of Government*; Amonk, New York, M. E. Sharpe, 2014

scholars assume that declining resources are the natural outcome of private sector realities, and thus not of immediate relevance to public administration research and teaching. The result has been the failure of many scholars and administrators to recognize that the decline in government resources has negatively impacted government service delivery capacity, resulting in declining public confidence in government, especially democratic government.

Irrespective of who might have won the intellectual battles waged across journal pages, there is no doubt that the NPMers weren't going away, in terms of practical results of their most important premises: the need to downsize government and reduce taxation. Anyone with even the slightest doubt need only look to data on the publicly controlled national gross domestic product of developed democracies presented in the 2018 World Inequality Report, prepared by the World Inequality Lab and led by prominent French economist Thomas Piketty. In 1970 (pre-NPM), 30 percent of national gross domestic product (GDP) in democratic countries was held by the public sector on average; by 2015, it was only 10 percent.[3]

This wholesale transfer of resources and capacity from the public to private sector was driven by conservative political leaders who began, in the 1970s and 1980s, to gain political power in many of the world's most developed democracies. Their argument: Key to economic growth were lower taxes, shrunken government and a deregulated private sector. This combination of actions, they asserted, would free up private sector initiative and creativity, encourage job creation and stimulate the economy to extraordinary productivity that would benefit all.

The falsity of this argument is demonstrated by the U.S. experience; it provides a marvelous natural experiment. From 1932 to 1976— even when Republicans held the presidency in the 1950s and 1970s—U.S. policy generally involved high levels of taxation, significant government regulation and much government engagement with the private sector. The almost total reverse—again, even when Democrats occasionally held the White House— was the norm from 1977 to 2020. The results are highly revealing. From 1932 to 1976, we witnessed a dramatic decline in inequality and the creation of a vast middle class, all stimulated by average annual GDP growth of 4.79 percent per year. From 1977 onward, with policies giving a free hand to the job creators absolutely dominant, annual GDP growth was 2.69 percent, as inequality increased dramatically and the middle class stagnated.

A Tragedy Not Necessary

Perhaps even more consequential than its impact on national economies, the vast transfer of resources from the public to the private sector in developed democratic countries has undermined government's ability to respond to citizen needs and demands. It has undermined confidence in democratic government itself. And, it has had a significant role in facilitating the dramatically growing income and wealth inequality that plague almost all of the world's countries.[4] This reality, driven by government's decreased access to economic resources, has had terrible, often fatal, consequences for those most victimized by the pandemic.[5]

Historically, major societal turmoil and trauma have been an equalizing force in terms of income, wealth and resource distribution. However, even in the midst of COVID-19, the most well-to-do societies, particularly those who lead and work for companies driving the technological and communications revolution, have gotten wealthier. In contrast, the average worker has seen little gain and the poor have been especially victimized.[6] As the World Bank reported, 100 million people worldwide have fallen from the middle class into poverty as a consequence of the pandemic.

In the United States, the average worker has progressed little economically during the past four decades; in some respects, they have fallen further behind. A half century ago, the head of the average U.S. corporation earned 50 times what was paid to the lowest income employee; today, the figure is closer to 350 times. A recent study found the head of Walmart earned $22 million annually, while the company's median employee annual salary was $19,000. Put another way, the median salaried employee could match the CEO's annual salary after working 1,000 years.[7] A report by *The New York Times* found that from March 2020 to March 2021, nine of the nation's wealthiest men, all founders of tech companies whose stock soared in value, saw their personal assets increase by a total of $360 billion. This occurred when the lower-level workers in those companies were seeing no gain or a significant decline in wealth.[8]

It is not just the tech sector where vast inequalities in income and wealth resources have become the

3 Alvarado, Facundo, Chancel, Lucas, Piketty, Thomas, Saez, Emmanuel and Zucman, Gabriel; World Inequality Report, World Inequality Lab, 2018

4 Crow, Ben and Loana, Suresh K, *The Atlas of Global Inequalities*; Berkeley, California, University of California Press, 2011

5 Long, Heather, Van Dam, Andrew, Fowers, Alyssa and Shapiro, Leslie, "The COVID-19 recession is the most unequal in modern US history", September 30, 2020, *The Washington Post*

6 Gelles, David, "Millions at the Top, A Pittance Below", May 27, 2018, *The New York Times*

7 ibid

8 Tiku, Nitasha and Greene, Jay. "The billionaire boom", March 12, 2021, *The Washington Post*

norm. The world's great urban areas have become the driving force and major source of growth for the modern economy. They also are the generator and locus of great inequalities. Take Hong Kong. Recently the home of approximately 10,000 individuals possessing wealth of $30 million or more—greater than any other city in the world—more than 1.4 million residents (20 percent) live below the poverty line. New York had the next largest number of individuals in this category—8,800 residents—yet had 1.3 million people with incomes below the poverty line. Paris, capital of a country with greater concern about inequality than most, had some 4,000 residents with a net worth above $30 million and 350,000 individuals with incomes below the poverty line.

Worldwide, the top 20 percent of the population in terms of earned income receives approximately 80 percent of the world's income each year; the bottom 20 percent receives 1.5 percent. This has a profound impact on the consumption of goods and services. The top 20 percent of the world's population consumes about 80 percent of the world's goods and services; the bottom 20 percent, 1.5 percent. Or, automobile ownership: The top 20 percent of world's population in terms of earned income possess about 90 percent of the automobiles; the bottom 20 percent, about one percent.[9]

Conclusion

The issues confronting American society, and many countries abroad, are substantial, particularly the wellbeing and strengthening of our democratic institutions. To be sure, there is no simple solution or single answer to the question of what public administration collectively, or public administration scholars and practitioners individually, can or should do as we struggle to address them. However, one first step clearly stands out as a kind of back-to-the-future response. It perhaps is best captured in the form of a question: *Is it really in the best long-term interests of American society that a profession whose members are experts in matters concerning effective governance have essentially withdrawn from the policymaking and implementation fray?*

If the answer is yes, we are fine as a discipline. If it is no, the time has come to consider how to reverse the unfortunate pattern that developed in the 1960s. As a field, both academic and practitioner, we need to reengage in the shaping, advocating and implementing of public policy. Those of us who are academics must not only reengage in the policy fray, but also resolve that government service would be of great use both for the well-being of the country and of our future students. Likewise, our practitioner

community needs to become even more engaged with the policy process and their communities. To begin to think about how, ASPA recently established a task group to look at the issue of community engaged research and faculty engagement.

If we are to successfully address these very real societal problems, it is essential to recognize the critical role and responsibility of government in addressing them. No other institution of society is so central to, or has the potential capacity required for, effectively addressing growing economic and resource inequalities that are characterizing virtually every country around the world. Likewise, the role of public administration scholars and practitioners is becoming increasingly critical. These are issues we have not seriously sought to address previously, but we should. Equally important, we need to begin to address the declining capacity of, and declining citizen confidence in, their governments. To that end, ASPA has begun discussions with other organizations on how to do the latter.

Allan Rosenbaum is professor of public administration at Florida International University. The first ASPA president to serve a two-year term and a second non-consecutive term, he also served two terms as president of the International Association of Schools and Institutes of Administration. Rosenbaum is a member and vice chairperson of the United Nations Committee of Experts on Public Administration; serves on 11 journal editorial boards in eight countries; and is a fellow of the National Academy of Public Administration. He can be reached at rosenbau@fiu.edu.

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9   op.cit, Alvarado, F, et.al.

BOILING THE FROG:
How Civil Servants Are Being Politicized Before Our Eyes

By Ronald Sanders

Despite Herculean efforts by its Democratic sponsors, a statutory ban on the Trump administration's controversial Schedule F failed in the last session of Congress; it likely will fail again this session, too. Thus, the chances of it ever passing are now less than zero.

As many readers know, Schedule F would have made political loyalty to a particular elected official—in this instance, then-President Trump—the litmus test for the retention of thousands of career civil servants in the federal government's Executive Branch. That is scary, especially to me, and I resigned from a Trump appointment in protest shortly after it was issued.

Unfortunately, it looks like there is a very real possibility that Schedule F could rear its ugly head again as the 2024 campaign heats up, as some candidates have voiced support for the plan, or at least the spirit of it. Indeed, some have suggested that this has become Republican "doctrine" and thus will almost certainly find its way onto that party's platform for 2024. So, while its relative arcana may not be particularly familiar to those of you outside the DC beltway, be forewarned.

One need only look at what is going on in the Sunshine State to get a glimpse of what may be headed our way. For example, just last year, Sarasota's "nonpartisan" school board removed the city's school superintendent because he dutifully implemented the COVID-19 policies it disagreed with—policies that had been enacted by the board's less-conservative predecessors just a few months before the latest local elections.

And that was when those school board elections were nonpartisan. Now, Governor (and clandestine presidential contender) Ron DeSantis and the state's GOP legislative supermajority want to make all school board elections partisan—that is, overt exercises in divisive "us vs. them" politics.

Thus, if it hasn't already, this trend soon may be coming to a theater near you. And, at the risk of mixing too many metaphors, like another old saw about boiling a frog, we are liable to turn around one day and realize that we have been cooked. These all are part of a concerted effort to make civil servants "more accountable" to their elected bosses—and it

is growing in momentum at virtually every level of government. Who could argue with that?

The "More Accountability" Movement

I will. But, before I do, some background. At the risk of retelling history, Schedule F was established by then-President Trump via executive order in October 2020. Estimates of its true impact vary, but it would likely have removed most civil service protections from thousands of federal employees—that is, those in still-undefined policy support positions—under the guise of making them more accountable to the whims of their commander-in-chief.

The implicit threat to a professional, politically neutral civil service was obvious. And, while the executive order that established Schedule F was immediately rescinded by President Biden shortly after he took office in January 2021, legislative efforts in Congress to permanently preclude its progeny have failed.

Those failures are unfortunate, but they also foreshadow a likely resurrection of proposals like the oxymoronically named Public Service Reform Act (PSRA), introduced this past year by a group of Freedom Caucus legislators—including a couple who figured prominently in the election of the current speaker of the House—that would make all federal civil servants employable "at will" and subject to removal for just about any (or no) cause.

This is only the latest chapter in what has been an erosion of civil service protections at all levels of government, all motivated by the seemingly laudable and conceptually legitimate goal of making entrenched, unresponsive, bureaucratic civil servants more accountable to those elected to lead them.

A Cautionary Tale of Politicized Administration

Here is why that is a wolf in sheep's clothing (another bad metaphor!). Look at the case of Sarasota's local school superintendent—a politically neutral public administrator if there ever was one—who was forced to leave office for purely political reasons—in this case, the enforcement of mask mandates sanctioned

Photo Credit: Britannica Encyclopedia

by a previous, duly elected and lawfully nonpartisan school board to mitigate the effects of COVID-19. The previous school board gave that same school superintendent a "highly effective" rating on his 2022 performance evaluation.

Then came last November's local elections. That same nonpartisan-by-law board "flipped" and became far more conservative. Among its very first actions: A majority of its members voted to remove the superintendent. They did it because he had enforced policies they did not like, even though those policies were supported and sanctioned by their duly elected predecessors. Instead, the new board just voted to be rid of him. For partisan reasons. And now that same partisan approach may be sanctioned by Florida's legislature.

But isn't this all about accountability, you ask? *Shouldn't that superintendent be accountable to the new board when it comes to mask mandates, or any other policy for that matter?* After all, elected officials set the policy, and administrators carry it out. When an administrator refuses to do so or more subtly slow-rolls its execution to suit his or her own agenda, they should be removed.

I couldn't agree more. However, what happens when a civil servant faithfully carries out policies supported and sanctioned by an elected body, only to have that same body, subsequently reconstituted by another election, undo those policies?

That is a real dilemma for us professional civil servants. Unfortunately, Sarasota's school board chose to avoid that substantive discussion, and instead voted to fire the school system's senior-most civil servant for basically doing his job. That is not a good thing for Sarasota, or for Florida. Yet like a boiling frog, the real impact may not be as immediately apparent.

Consequences, Intended and Otherwise

I worry about confusing partisan politics with the actions of professional civil servants. That is not a healthy thing for our Republic. It also is a debate worth having. Does accountability trump apolitical neutrality? Do partisan politics?

There is a more practical side to this, too: the problematic message such increasingly common incidents like this one sends to the labor market. I am an HR professional by trade, with more than five decades spent trying to recruit and retain civil servants that are both high-performing and accountable—in controversial organizations like the IRS, CIA, NSA and FBI. My questions are: *Who in their right mind is going to apply for Sarasota's now-vacant school superintendent position? Or, if Florida's legislature has its way, any other senior civil service job in the state?*

Partisan politics notwithstanding, this is problematic in the continuing throes of a "sellers" labor market, when applicants have so many choices. Given the

inherent and now especially partisan risks involved, apolitical public service may no longer be one of them.

That question does not just apply to top jobs; they may be the ones most immediately exposed to partisan politics. One only needs to look at the hundreds of unfilled frontline teacher positions in school systems across Florida to ask how many prospective candidates are looking elsewhere because they do not want to worry about political agendas and proxy patronage. They just want to teach and will vote to do so with their feet.

As many of you know, this is not an isolated case, an example of a rogue school board seeking partisan revenge. The politization of just about every aspect of public service—from policy to permitting and even policing—is in danger of becoming our new normal.

Truth in advertising: I live in Sarasota and pay lots of taxes to the city, and I paid little attention to local politics before this happened. After all, this was a nonpartisan body and since my kids are no longer students, it really did not matter to me. But, it turns out that it does.

That is the problem. These days, the normative line between partisan politics and administration is about as muddled as it can be—at just about every level of government—and the notion of appointing and retaining politically neutral professionals to run those governments is in danger of being elected or legislated out of existence in many jurisdictions. Schedule F and the PSRA would officially do the same at the federal level, but they are by no means novel.

A Simple Solution: Educating Citizens

If one accepts this as a problem, can anything be done about it? One option would be to reestablish a modern version of the old Civil Service Leagues, created in the late 1800s at a time when rampant political patronage began to seriously erode government's ability to administer increasingly complex policies and programs. Those leagues advocated a neutrally competent, professional civil service, hired strictly on merit (vs. patronage or nepotism) and protected by due process from the excesses and evils of the old spoils system.

They were successful, ultimately leading to the passage of the 1883 Pendleton Act at the federal level, along with a host of similar "clone" laws at the state and local level, all intended to create civil services based on *what* one knew, not *who* one knew; these emancipated civil servants from the chaos of politics and patronage. The laws concluded that too much accountability (in the form of patronage) was <u>not</u> a good thing, and they did this by educating the electorate about the problem.

That is not to say that civil servants should not be held accountable. Many (including myself) argue that current federal protections have gone too far in that regard. But, that does not mean we should eliminate the protections altogether. As we learned in the IRS in 1998 and the intelligence community after September 11, 2001, the nation *needs* civil servants to faithfully execute the laws that legislators pass—and the courage to speak truth to power about them—without fearing for their jobs. That means they need to be protected.

Bottom line: Poor performers should not be tolerated in government workplaces, even indirectly. However, we need to find the right balance. While this is not the place for having that healthy debate, suffice it to say it would not take a lot of support— most likely from the modern-day equivalent of those who supported the Civil Service Leagues—to educate our fellow citizens on the need for a civil service that is nonpartisan, politically neutral and protected on one hand, and accountable for high performance on the other.

At least we can hope for the same result. But, first we all need to agree that it is a challenge worth taking on—not just by those civil service nerds like me who worry about stuff like this, but all of us! Until then, the ugly excesses of politics will prevail.

Recently elected as a member of the American Society for Public Administration's National Council, Ronald Sanders is a fellow of the National Academy of Public Administration. His public service leadership includes serving as IRS' first chief human resources officer, associate director of OPM, chief human capital officer for the intelligence community, and later as chairman of the Federal Salary Council. Concurrently, Sanders headed the University of South Florida's School of Public Affairs and later was staff director for its Florida Center for Cybersecurity. He may be reached at rsandrs100@gmail.com. A version of this article was originally published by Federal News Network.

Best Practices in Title IX Case Management for Institutions of Higher Education

By Justine Cameron

Since enactment of Title IX of the Education Amendments of 1972, which dictates that no person shall be discriminated against on the basis of sex under any educational program receiving federal funding, there has been immense policy growth aimed at protecting learners against discrimination and harassment in education. Now, it is time to fine tune the procedures that universities have rolled out in response to these policies.

This broadly defined act has been applied toward many sex discrimination concerns over time, starting with female athletics. The number of female athletes in high school sports has risen by about three million in the past 40 years, a significant step in the right direction in bridging the gap between male and female inequality in athletic opportunity.

Title IX also was referenced in suggesting elimination of sex discrimination in college acceptance and employment. More recently, it was cited when outlining the requirements of schools to investigate sexual assault and sexual harassment claims. In short, schools must report and respond to these concerns in their learning environments. Referring to the specific set of guidelines provided in a 2011 "Dear Colleague Letter" distributed by the U.S. Department of Education, there was expected to be distinct changes in reporting and investigation quality after that time.

Best Practices in Higher Education

The Report on the AAU Campus Climate Survey on Sexual Assault and Sexual Misconduct suggests that 26 percent of undergraduate female students on college campuses will be sexually assaulted or harassed in some capacity. As sexual violence on campus becomes more studied and understood, institutions of higher education (IHEs) continue to improve their investigative strategies and practices, particularly providing proper education and training to students on reporting procedures, investigative strategies and on-campus points of contact. Students often graduate not knowing who their Title IX coordinator was. More concerning is that many who *are* aware of the resources available to them do not trust that they will receive effective support. Zoe Ridolfi-Starr, former deputy director at the organization Know Your IX, found that only half

of students surveyed on Title IX concerns believed their college would conduct a fair investigation. Even worse, she wrote, "this percentage was markedly lower for the groups most likely to be victimized, namely female and transgender students."

As students learn about campus resources, it is critical to give them multiple touch points with Title IX officers. I have found in my work as a higher education administrator that orientation programming is a great first opportunity to outline expectations for students and introduce them to administrators and departments that exist to support them. Bystander intervention training, a skill everyone should develop, is one activity that can introduce them to Title IX contacts and procedures. There, Title IX officers have a space not only to introduce themselves, but also lead a skills session, something that students may find more memorable than a didactic lecture.

Dedicated Title IX Coordinators Make the Difference

The notable growth in sexual assault reporting post-distribution of the Dear Colleague Letter of 2011 shows that making students aware of their resources, strengthening proactive training initiatives and enhancing reporting procedures (all of which the letter demanded) heavily impact the likelihood that a student reports and seeks help following an incident.

Not all IHEs have a Title IX coordinator whose specific role is to focus on investigations. Of the schools that do have devoted resources, there tends to be a much larger number of cases reported in recent years, as compared to schools with Title IX

PUBLIC SECTOR RECRUITMENT AND RETENTION:
A Workforce Permanently Changed by COVID-19

By Richard Daniels

Popular clichés aside, the COVID-19 pandemic has fundamentally changed the landscape of the U.S. workforce. As public, private and nonprofit employers are keenly aware, enticing workers into the workplace has become more difficult. During the past two years, the U.S. Bureau of Labor Statistics has reported varying degrees and levels of Americans quitting their jobs, whether for fear of the virus, a reordering of priorities or their desire for other opportunities. Those who remain have been presented a mountain of opportunities—with alluring flexibilities, benefits and financial gain, notwithstanding inflationary and economic headwinds. If the public sector wants to become a true beacon for top talent, public administrators must rethink how we envision the workplace, both in environment and benefits, to recruit and retain top talent.

Mobility and Job Flexibility

The most widely publicized change has been employers becoming far more flexible about where work can be performed. During the pandemic, many private-sector employers moved to a work-from-home platform, a balancing effort to keep employees engaged while acknowledging the need for everyone to focus on their and their families' safety. The public sector has been slow to respond, mainly because many public organizations have operated on the assumptions that the work they performed could not be done remotely or their governing body did not support the practice. The public sector was caught off guard and placed in a position that made it difficult to react as quickly as the private sector. To prepare themselves for the future, public administrators should conduct assessments to determine the jobs and tasks that can be performed remotely, as well as to create positions designed to be remote. Doing so will better attract a section of the workforce that may never want to return to a regular in-person position.

Flexibility in hours can capture individuals who value greater balance in their home life and the jobs they perform. Public administrators need to find new avenues in defining the term "full time employee;" it may not be a 40-hour per week worker. Additional opportunities for 30-35-hour per week jobs would allow for a greater number of applicants. Public administrators disregard a large section of the workforce when they fail to look at mobility and flexibility opportunities; and, they most likely will continue to struggle with filling positions.

Envisioning How Performance Is Assessed

Standardized employee evaluations are a cookie cutter method of assessing job performance for individuals holding very different roles. Assessing

performance needs to be tailored to the specific job and divided by roles performed remotely or in the office for those jobs. When a social worker and clerical support staff have the same evaluation form, it sends the message that their performance is not valued. Public administrators must ensure that evaluations are timely and provide an honest picture of the employee's performance. Simply assessing their on-time arrival, the quantity of their work output and their ability to follow directions does not show value for the things that an organization truly expects from its employees. Employees in this new workforce value evaluations that explore a holistic view of their performance, including communication skills, empathy for internal and external customers and displaying the organization's values.

Communication and Engagement

Research shows that remote work often can have a negative impact on social connectedness. Public administrators need to envision how they will change their methods of communication and engagement to combat this reality. Organizations must ensure engagement becomes not only an organizational practice; it must adopt engagement and communication as an organizational *value*. Those that do that can utilize their values to help guide decisions and ensure how engagement and communication will be incorporated into the decisionmaking process. Public administrators should be mindful that traditional methods of engagement may not be viable or as effective in this new environment.

Retention Efforts

Shrugging off prior retention practices is vital. Those intrinsically drawn to public sector employment no longer stay because of the retirement benefits. After the "Great Resignation," government entities need to embrace the idea that those in the Baby Boomer generation do not disproportionately comprise the majority of the workforce. What once appealed to workers is not as appealing to the next generation moving into the workforce. Job flexibility, appreciation for skillsets, organic organization structures, affordable health care and incentives like student loan payment reimbursements are the wave of the most appealing benefits that an employer can provide. Clutching to old ideals and the idea that being a good steward of public funds is spending the least amount possible on benefits is a death sentence. Instead, being a good steward of public funds is now characterized as finding the best candidates for the jobs for which you are recruiting and keeping that person healthy and happy in their role. Public administrators need to take inventory of their organizational values and ask themselves: *Do we lose a greater amount of public funds by paying better benefits or losing top talent?*

Moving forward, public administrators must look carefully at how they deliver on their organization's mission and values. Simply allowing the pandemic to pass without making concrete changes is a missed opportunity, one that will be detrimental to future recruitment and retention. Public administrators enter this profession to make a difference in our communities. Ensuring their organization is primed to pivot and respond is the best way to meet this goal. Developing methods to create a work environment that is sought after— not one years behind in flexibility, performance assessment, engagement and retention—will create a lasting impact on the communities we serve.

Richard Daniels is program manager for the Central California County of Stanislaus. He manages programs for employment services and subsidized child care. His nearly 20 years in the public sector have spanned social services programs and public sector management. He can be reached at RichDaniels84@gmail.com.

BEST PRACTICES

contacts with other primary responsibilities—like a dean of students, senior advisor to the president or dean of liberal studies. This example further speaks to the best practices of case management: Devoted support makes a difference.

Looking at the data of sexual assault reports at IHEs post-2011 can help higher education administrators further develop best practices for supporting and educating students. Similarly, conducting research on sexual violence reporting practices and investigative techniques benefits the educational policy community as it helps us better understand the significance and strength of guidelines and communication provided by the Department of Education. A policymaker might also use the research to improve institution-specific policies and procedures. It is essential that we lean on data and institutions' best practices to not only develop robust, effective investigation processes, but ultimately cultivate supportive, safe learning environments for students.

Justine Cameron is director of accreditation at Dartmouth College. She earned her master's in public policy at the University of Massachusetts, Dartmouth. Her professional interests include educational policy, higher education administration and student affairs. A 2020 ASPA Founders' Fellow, Cameron can be reached at JustineCameron18@gmail.com

The Health Care Workforce Crisis Should Be a Priority

By Howard Risher

In 2022, the consulting firm McKinsey and Company collaborated with the National Association of State Chief Administrators to conduct a study of post-pandemic employment problems in state government. The results were summarized in a recently released report, "Bridging talent gaps in state government: A post pandemic priority for CAOs."

The study was triggered by the "acute talent gap . . . affecting all functions." The authors cite Bureau of Labor and Statistics (BLS) data showing: "State and local government job openings rose by more than 150,000 between June 2021 and June 2022, while hiring rates remained stagnant."

But that understates the vacancy problem. Job openings in state and local government have been increasing steadily since the 2008/09 recession. At the end of 2010 the BLS reported the job vacancy total was 223,000; immediately before the COVID crisis in January 2020, the total was 629,000; in the most recent report for February 2023, the total was 857,000.

Vacancies are affecting agencies at all levels of government, but the problem, according to the report, is "particularly acute in health care, law enforcement, corrections, IT and engineering. These talent challenges resulted in critical resource shortages that have restricted various government services."

There can be no disagreement on the importance of those occupational groups. However, they represent very different staffing challenges. IT and engineering specialists are in high demand, with rising salaries; public agencies are in direct competition with private employers for these specialists. Corrections is somewhat unique since many state prisons were purposefully constructed away from highly populated areas where the local residents are aging and young people are moving away to find better career opportunities. Law enforcement is confronted by a different problem: A report from the Justice Department states, "young people and their families are often conflicted about the value of law enforcement careers."

The Shortage of Health Care Workers Is a True Crisis

The labor market for health care specialists combines those problems and adds two important considerations: the growing medical needs of an aging population and those providing care are required to have special education and training. Private and public employers are all competing for qualified applicants from the same talent pool. The heightened daily demands of the COVID crisis made all health-related workers more important, but the physical and emotional toll triggered heavy resignations of badly needed workers. An April 2022 article from Forbes was titled, "Survey Shows 47% Of U.S. Healthcare Workers Plan To Leave Their Positions By 2025."

COVID-related health problems may be ending but the future of the health care workforce is expected to become increasingly more critical. That was captured in a headline on a health care website as this article was drafted: " 'Crisis' looms as 800,000 more nurses plan to exit workforce by 2027."

The article starts with, "The critical nursing shortage in the United States is going to get worse — much worse . . . [In addition to the] approximately 100,000 nurses left the workforce during the pandemic . . . Combined, the total equates to one-fifth of the 4.5 million nurses in the workforce today."

A 2019 study found the median age of registered nurses (RN) was 52; nurses aged 65 years or older account for 19 percent of the RN workforce. In a 2020 survey, more than one-fifth of all nurse respondents replied positively when asked if they plan to retire in the next five years.

A health care executive was quoted in another recent column, "We've had a health care workforce crisis in this country for a long time. It pre-dated COVID."

The BLS reports employment data for roughly 60 "health care and social assistance" occupations. The reports include 47 job titles that focus on physical health, ranging from athletic trainers to veterinary technologists and technicians. The many physician specialties are in a single grouping, physicians and surgeons. Additionally, there are mental health occupations, including psychologists and mental health counselors, along with several occupations similar to social workers.

BLS started reporting vacancy data separately for this group of occupations in 2011 when the total stood at 552,000 unfilled jobs. In January 2020 the total was 1.17 million. The pandemic has since taken its toll. In February 2022 the vacancy total was 1.98 million, almost four times the total in 2011. As a percentage of the total employed in these jobs, that was roughly nine percent.

The latest data show vacancies declined slightly to 1.68 million and 7.4 percent, but that is "very high" compared to the average of 4.2 percent in the nine-year period before the pandemic.

More important, for anyone concerned with the future of health care, is that analyses show the growth in employment for these occupations will be above average. That's attributable to the aging population. Home health and personal care aide jobs, as an example, will increase 25 percent by 2031. That will require more than 900,000 additional workers. Social workers are projected to increase by 64,000.

This is at a time when the United States scores significantly below other comparable countries on measures of health (e.g., increased longevity). But, we spend far more money per person on health care than those countries. An Organization for Economic Cooperation and Development study of member countries found spending was more than twice as much per person.

The national data are eye-opening but fail to show the impact of the vacancies on health care in local communities. Community-level analyses are important because the need for care along with the quality of care is related to the income, age and racial mix of the local population. Wealthy, suburban areas typically have highly regarded medical centers. There also are large areas that "don't have enough doctors or nurses to provide [residents] with emergency care, treat their chronic illnesses or deliver their babies"—and that was before the COVID crisis.

The lack of qualified workers is especially acute in rural areas. More than 60 percent of the health professional shortage areas are located in rural or partially rural areas. A count in April 2020 found 218 counties with no resident physician.

The vacancies in health care differ from virtually all except a handful of government jobs (e.g., police) in that medical problems need to be diagnosed and care provided as soon as possible. Now, the growing staffing crisis is lengthening the time for diagnosis and treatment of health problems. That adds to the cost of treatment as well as the severity of the problems. Data on individuals unable to secure timely treatment is not readily available.

Employers Competing for Talent in Local Labor Pools

The United States is the only developed country that has not created a national health care system. Instead, each state has a somewhat different mix of inter-linked agencies, including county and city/town health services. Additionally, there are thousands of local for-profit and public medical and care facilities.

A common thread is that the purpose—promoting and protecting the residents' health—and the services provided are essentially the same across the country, though that depends on specialists in a given area. Another common thread is that the occupations represented in each state's health care workforce are the same, regardless of the infrastructure.

A key issue relevant to several of the highest head count occupations is that public agencies are competing directly for talent with private hospitals and a growing mix of private medical care facilities (e.g., urgent care clinics, nursing homes, rehab centers, hospice homes, etc.). Private employers have far more flexibility to respond to competitive practices, including pay increases.

Civil service systems place public employers at a disadvantage. When they were created decades ago, the goal was to ensure equity and rely on non-political, standardized personnel practices. That works for occupations unique to government but agencies are at a decided disadvantage in hiring high demand talent. Technology jobs illustrate the obvious problem.

The federal government addressed this in the 1990s. Previously, the federal government relied on a uniform salary schedule across the country—the General Schedule—to pay white collar employees. Passage of the Federal Employee Pay Comparability Act of 1990 (FEPCA) introduced locality pay, which raised salaries in larger urban areas.

The report to the Office of Personnel Management (OPM) supporting the legislation also included a recommendation to create a separate pay system for health care workers. It took a few years but Congress eventually acted to allow the Department of Veterans Affairs to create separate, local pay schedules for workers in a number of direct care occupations (nurses, physical therapists, etc.) working in Veterans Affairs (VA) hospitals. FEPCA also permits "special rates" for high demand, specialized jobs (i.e., technology). Full disclosure: I managed the study and worked with OPM to support passage of FEPCA.

The change is based on recognition that the labor markets for nurses, as well as workers in support health care occupations, are local. Job applicants tend to live within a reasonable commuting distance of hiring facilities. Local health care facilities, private and public, are competing for talent from limited, local talent pools. That explains why pay surveys are conducted in more than 100 city and regional labor markets.

In other industry groups, worker shortages and high demand normally drive up competing salaries. The markets for hourly and lower-level white collar jobs are locally defined. Companies can respond quickly to competitor pay increases, raising prices to cover the added costs. Today, although there were large increases in 2022—averaging roughly six percent for those who stayed in their jobs—recent layoffs and a possible recession have slowed pay increases.

In health care, with revenues limited by government funding and insurance payments, increased payroll costs have created financial problems. Pay increases have continued—it's a virtually universal response to staffing problems—but the cost increases are triggering financial problems and forcing hospital closures and cutbacks in services.

(Note: The costs of turnover include the nonproductive time of workers who get involved in hiring and onboarding along with new hire training time. There is an added cost when vacancies impede operations.)

Leadership Is Needed

The staffing problem is projected to get worse going forward. Its demographics—Baby Boomers reaching retirement age and a smaller group of young workers starting their careers—combined with the continuing resignations triggered initially by the COVID crisis to guarantee a more significant problem. In that reality, employers trying to hire are doing little more than trading workers.

Government has to assume a leadership role. Federal, state and local agencies are major employers of health care workers, provide significant funding to both public and private employers and have the lead in sponsoring research. COVID triggered billions in federal funding, including an additional $100 million in late 2021 to address the vacancy problem. "Our health care workers have worked tirelessly to save lives throughout this pandemic and now it is our turn to invest in them," Department of Health and Human Services Secretary Xavier Becerra said in a statement. But despite the "investment," vacancies continue to increase.

Becerra is right, of course, but to increase the workforce the investment has to be more than money. The solution to this crisis is not simple but it is straightforward: (1) attracting greater numbers of young people to careers in health care; (2) improving the work experience to retain talent; and (3) enticing those who left health care to return to jobs in their fields.

There are proven practices. Amazon offers 2,000 books on "improving work experience." The employers identified as "The Great Places to Work in Health Care" are places to look for answers. But the core problem, building the workforce needed to fill vacancies and address the nation's health care needs, requires new strategies, beyond what is dictated by civil service systems. Ideally the changes should be consistent across states to minimize unproductive competition. Teachers and police have had separate personnel systems for decades. It's the only practical answer for health care.

Recommended Actions:

- The competitive markets for health specialists call for separate workforce management policies and practices, and new pay systems, the same solution that helped VA medical centers. Salary increases are not going to solve the staffing problems but public employers need the flexibility in separate HR systems to compete in local markets. It's a textbook solution but the resistance is likely to be strong.

- Increased pay is needed to attract and retain faculty for nurse training. Nursing colleges "turned away 80,407 applicants in 2019-2020 due to lack of capacity," according to the American Association of Colleges of Nursing. This is an easy fix and should be a priority. It is best addressed at the state level. Adequate funding is important to attract instructors for other health care specialists, as well.

- States could reduce the importance of pay by reporting market pay levels by location across the state. Transparent or open pay policies have gained attention recently and would minimize competition and emphasize fair pay. That effectively creates level playing fields.

- Surveys show flexible scheduling is possibly more important than pay. That could be part time, shorter hours, paid leave or vacation time. Schedules could change from week to week. It is especially important to help employees affected by burnout. Local managers will need the authority to change schedules to meet employee needs as well as software to facilitate scheduling.

- Surveys show career development opportunities will help with retaining and attracting experienced applicants. Defining clear career pathways along with credentialing requirements will help employees plan for their future. Colleges will benefit from funding for required programs.

- Rely on regular employee meetings—employee resource groups (ERGs)—to discuss work management problems and develop solutions to build commitment. Years ago, nurses started recognizing magnet hospitals where management "values nursing talent… These hospitals attract the best and brightest nurses." The idea could become a state sponsored practice.

- States (as well as cities and counties) could build internal consulting teams to work with local health employers to improve work management practices and create better places to work. It would be useful to develop analytically backed systems to assess needs and new practices.

- States could develop local reserves, much like the military reserves, of experienced care providers who could be called upon to fill in on short notice, with pay of course, when local hospitals experience unusually high patient demands.

- The pandemic has increased the importance of home-based diagnosis and care. Employees working away from their "home" facility require different supervision. Managers and supervisors need to be supportive and ready to coach workers in addressing individual health needs.

- Analytical systems are needed to help to inform health priorities, satisfy reporting requirements and support practitioners in diagnosing and developing treatment plans. Supportive technology has a heightened importance in home care. Relying on technology is a major change in practice.

- State and local leaders also can play a role in drawing public attention to how vacancy problems are impacting health services in their areas. Drawing attention to the problems and building support for change is an essential early step. Regular publication of progress is likely to be key.

- A goal in adopting new practices is to make it attractive for workers who left health care to return; they often are a forgotten resource. It is less costly and they can be productive far sooner.

- In the absence of a national health system, state and local leaders can create coordinated but independent care providers that better suit today's health needs. Tackling the workforce crisis is an essential step.

Howard Risher has 40 years of experience as a consultant and HR executive with clients in every sector. He has published frequently in HR journals and websites. He is the author or co-author of six books and a growing list of ebooks. The most recent is Older Workers Ready to Hire. *He is associated with Grahall Consulting Partners. He can be reached at h.risher@verizon.net. This article was originally published by* Careers in Government.com.

National Louis University Inspires Students to Improve Their Community in Chicago and Beyond

By Ignacio Lopez and Jacqueline Samuel

National Louis University (NLU), an institutional member with ASPA, is a private university in Chicago, offering 60 programs across four colleges. Educating students for 137 years, it has a rich history of providing quality, professionally focused education.

What sets NLU's School of Business apart from others in Chicago?

In its 137-year history, NLU has been known for preparing leaders and educators who want to serve their neighborhoods and communities across the Chicagoland area.

As the university positions itself for the future of leadership, innovation and public support, its graduate business programs provide a culturally relevant, disciplined and evidence-based educational experience to emerging leaders and career changers. NLU serves students who wish to make an impact in their organizations, communities and their own lives.

The Graduate School of Business and Information Technology at NLU does well for students, and does good for the City of Chicago and its surrounding suburbs. The business school recognizes there are greater causes and needs, innovations and business challenges that the City of Chicago faces, especially in underserved neighborhoods. We strive to be of service in collaboration with small businesses, business chambers and community groups from all parts of the city.

Our research focuses on leadership, small business success and community development. We are more than a business school that produces literature; we are a business school that seeks to build relationships with organizations across Chicago who need help. We are seen as a partner to nonprofit organizations and small businesses—while focusing our efforts on providing graduate education access to minority and women leaders.

Students come from across the country to enroll in our programs, but we pride ourselves on catering to those from Chicago and surrounding neighborhoods. Our students seek to make a connection to leadership and problem solving, not only to do good for themselves but for their organizations and community.

How is the NLU MPA program different from others in Chicago?

Students in NLU's MPA program seek to become the most inclusive and community minded public leaders our neighborhoods and communities could ask for. We need to study and better understand how public leaders make decisions and can be change makers, especially in the face of any number of

limitations, from term limits to public perception and beyond.

Our program provides a non-traditional approach to public administration and leadership training that is steeped in community psychology and adaptive leadership, a combination sure to produce leaders with an understanding of how to approach and work with community leaders, business leaders and others to make decisions grounded in what is best for *people* first. Our most popular MPA concentrations are in public policy, community psychology, human service management, health studies and design thinking.

How does NLU support its students?

Students in the Graduate School of Business have access to high quality, inclusive faculty with relevant experience, having served in various administrations in recent years. Students receive a high touch experience and wrap-around services at the program and university level. Also, the MPA program is exploring business mentorship programming, through which students will be paired and partnered with current leaders from across multiple fields.

Our students love the accessibility they have to their professors and enjoy the pace of the program alongside their connections to what is happening in public administration space in and around Chicago.

What are NLU MPA graduates doing today?

MPA graduates can be found all over the city and nationwide, especially since we began offering this program online. Many have assumed leadership roles in sectors across public administration or hold elected positions at the local and county level. Alumni and current NLU MPA students were recently recognized by ASPA's Greater Chicago Chapter for their continued service to Chicagoland.

For more information, please visit www.NL.edu

Ignacio Lopez is dean of the College of Professional Studies and Advancement in Chicago. His leadership and research have focused on culturally responsive teaching and school/community engagement. His professional successes include implementing teacher/leadership teams focused on evidence-based collaborative planning and measuring the cultural relevant teaching "gaps" in a school's curriculum and pedagogical practices. Lopez holds a doctorate of education in educational psychology and an MA in teaching, both from National Louis University, and a BA from the University of Illinois at Chicago. He can be reached at Ignacio.Lopez@nl.edu.

Jacqueline Samuel is program director of the Master of Public Administration program and assistant professor. She returned to NLU, where she earned her MA in public policy and Ph.D. in community psychology, after serving as project manager for the Housing Authority of Cook County, Safe and Thriving Communities Program. She facilitated and developed quality of life programs for 10 years in the South Chicago area and served on the Advocate Trinity Hospital Community Health Council, Community Advisory Review Council for the Institute for Translational Medicine and the Illinois ACE's Response Collaborative Advisory. Samuel can be reached at Jsamuel@nl.edu.

ASPA AND TEXAS CPM:
A Strategic Partnership

By Howard Balanoff

In 2020, ASPA and the Texas Certified Public Manager Degree Programs (TCPM) entered into a historic partnership to provide complimentary student memberships, discounted alumni memberships and a range of professional development and e-learning content for hundreds of public managers across the state of Texas. The partnership created a "win-win" environment for both ASPA and TCPM—bringing hundreds of practitioners into the ASPA community, providing them membership in ASPA, their local Chapter and the Section on Public Management Practice (SPMP). Now in its third year, the ASPA-TCPM partnership continues to generate tangible and long-term positive results.

For degree programs like TCPM, comprised primarily of early- and mid-career practitioners who find themselves returning to school to hone their skills, ASPA membership helps round out the professional development resources provided by their eight respective schools across the state of Texas and affords them the opportunity to connect with a broader—national and international—public administration community.

Three central components have characterized TCPM's institutional membership: (1) networking opportunities for the students (2) curriculum content provided to students *and* teachers alike and (3) a chance to grow a new generation of practitioners across the state of Texas passionate about good government and eager to give back through mentorship and personal connections.

One key aspect of the partnership has included the opportunity for TCPM faculty and students to participate in the ASPA Annual Conference. In 2021, for example, ASPA added a virtual symposium, consisting of some of the very best faculty in the TCPM programs. An additional benefit provided to participants has been a special student rate, maximizing the opportunity for the students' participation. TCPM attendees have been very complimentary about the quality of speakers and the number of interesting and informative sessions they were able to attend. In 2023, they participated in a day-long symposium SPMP developed; this involvement has reached beyond the confines of that singular event, as program faculty and students are playing a major role in revising *Good Governance Worldwide*, SPMP's official journal.

Another key aspect of bringing ASPA into the TCPM programs was the value of emphasizing the importance of ASPA's Code of Ethics. The code has been integrated into the programs' curriculum and students have been very pleased with the discussions that have taken place around the significance and value of the code.

Yet another aspect has been the value of Bill Shields, ASPA's executive director and CEO, and ASPA staff presenting information about ASPA directly into CPM classes. Hearing directly from ASPA representatives has been very beneficial and educational. They also have presented information to the directors of the TCPM programs at quarterly meetings.

The ASPA-Texas CPM agreement serves as a model for other statewide CPM programs in the United States. If your organization, agency, certificate or degree program is interested in learning more about ASPA's institutional and organizational membership program, made available by a one-time annual fee, contact Lexie Tyson at ltyson@aspanet.org.

Howard Balanoff is professor of political science at Texas State University, where he has served as chair of the William P. Hobby Center for Public Service and director of the Texas Certified Public Manager Program. He has taught at Texas State University for more than 30 years and served as adjunct professor of public affairs and educational administration at the University of Texas at Austin. He is the editor of the textbook, Public Policy and Administration. *Balanoff is a former member of ASPA's National Council, former president of the National Certified Public Manager Consortium and chair of ASPA's Section on Public Management Practice. He can be reached at hb02@txstate.edu.*

# *In Memoriam*

Philip Alleyne

ASPA member Philip Alleyne, city manager for Lauderdale Lakes, Florida, passed away in October 2022 at the age of 71. Alleyne was a member of numerous professional societies including ASPA and was active in the South Florida Chapter.

Alleyne first joined the City of Lauderdale Lakes in 2006 as the public works director and, after a brief respite, returned to service in 2016 as city manager. He held a bachelor's degree from the University of Toronto, Canada, and held more than 40 years of progressive experience in construction management and civil engineering. He attributed his success to having worked under the leadership of some of South Florida's most expert city managers.

Enid Beaumont

Enid Beaumont was an exemplar of distinguished public service and professional endeavors.
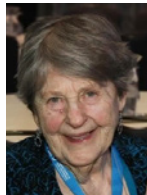
An ASPA past president, she was instrumental in establishing the ASPA Endowment, which she chaired for many years, and in creating and awarding the National Public Service Awards. A mentor to countless public service professionals during her career and through her "retirement," she received ASPA's Nesta Gallas Award for Exemplary Professionalism in Public Service in 2019.

Beaumont served as executive director of the Academy of State and Local Government, the umbrella public policy organization for the major national public affairs organizations, for 12 years. She was passionate about instilling effective public administration internationally: She was senior management advisor and chief of party for the Central Government Project of the Republic of Macedonia and member of the Iraq Curriculum Development Review. Elected to the National Academy of Public Administration in 1982, she served on numerous board committees and standing panels, including as chair of the standing panels on the federal system and on international issues. She began her career as a personnel administrator in Hawaii, later serving with the Port Authority of New York and New Jersey, USAID and as an adjunct professor at John Jay College, Johns Hopkins and George Mason University.

Walter Broadnax

Internationally known scholar and administrator Walter D. Broadnax passed away in December 2022. In addition to a wide-ranging career serving all levels of government, he held academic appointments at several top public affairs programs across the nation, including Harvard University, Syracuse University, University of Maryland and University of Rochester. He served as president of Clark Atlanta University and was a distinguished professor of public administration in the Maxwell School of Citizenship and Public Affairs at Syracuse University.

Broadnax was an active ASPA member for more than 20 years, serving as its president and participating in annual conferences, National Council leadership, committee service and strategic planning. He was the 2009 recipient of the Elmer Staats Lifetime Achievement Award and delivered the 2012 Elliot Richardson lecture. He was a faithful steward of the organization through appointments held as recently as 2015 and provided tremendous service to ASPA and his fellow members.

Broadnax earned a bachelor's degree from Washburn University in 1967; a master's degree from the University of Kansas in 1969; and a doctorate from the Maxwell School in 1975. He later spent a decade on the Maxwell Advisory Board, was elected to the board of trustees of Syracuse University in 1999 and was a life trustee at the time of his death.

Between 1999 and 2002, he served as dean and professor of public administration in the School of Public Affairs at American University. In addition to leading the school, he oversaw a major fundraising effort that secured more than $10 million for the school, increased the graduate student body by more than 10 percent and helped establish several dynamic programs that improved the school's rankings to 12th in the nation.

Broadnax served in senior and executive-level positions at the federal, state and local levels. He was deputy secretary and chief operating officer in the U. S. Department of Health and Human Services; president of the Center for Governmental Research Inc. in Rochester, New York; president of the New York State Civil Service Commission; a lecturer in and director of the Innovations in Government program in the Harvard Kennedy School; a senior staff member of the Brookings

Institution; principal deputy assistant secretary for planning and evaluation of the U.S. Department of Health, Education, and Welfare; director of Children, Youth and Adult Services for the state of Kansas; and a professor in the Federal Executive Institute in Charlottesville, Virginia.

Jeffrey Chapman

Long-time ASPA member Jeffrey Chapman passed away in April 2022. Chapman received his AB from Occidental College, Los Angeles, his MA in economics from University of California-Berkeley and his PhD in economics from University of California-Berkeley.

After 26 years at the University of Southern California, Chapman joined the ASU faculty in 1999 as the director of the School of Public Affairs. After four years as director, he was appointed as interim dean of the College of Public Programs. Chapman retired as an emeritus foundation professor of applied public finance in 2013. He was a member of the Arizona Economic Round Table and was on the board of the Grand Canyon Institute. He received the Aaron Wildavsky lifetime achievement award for public budgeting and finance in 2017 and continued to do research in state and local fiscal sustainability.

Glen Hahn Cope

ASPA Past President Glen Hahn Cope passed away peacefully in September 2022. Cope worked for the states of Virginia and Michigan before becoming a professor of public administration at the LBJ School of Public Affairs at the University of Texas at Austin and American University in Washington, DC. She served as dean of political science and public administration at University of Illinois at Springfield. Most recently, she was provost and vice chancellor at the University of Missouri—Saint Louis.
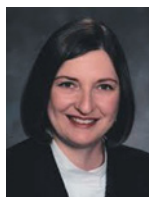
Cope was a long-time member and supporter of ASPA. She also was a fellow of NAPA and other professional organizations, being named as one of *St. Louis Business Journal's* most influential businesswomen in 2010. She received a BA from the University of Michigan, an MA in public administration from Syracuse University and a PhD in public administration from The Ohio State University.

Clark Duffy

Clark Duffy of Topeka, Kansas was born in 1948 in Abilene, Kansas, graduated high school in 1967, began his undergraduate degree at McPherson College and enlisted to serve in the Marine Corps during the Vietnam War. After his service, he earned his BS from Kansas State and his MA in political science from Colorado State University.

Duffy was an active member of ASPA's Kansas Chapter throughout his career, serving as a local resource to others in the area and president of the Chapter.

Duffy was hired as an analyst by the Division of the Budget for the State of Kansas under Governors Bennett and Carlin in the 1970s and '80s. He continued his service in the Kansas Water Office and Kansas Department of Health and Environment, Bureau of Air and Radiation. He worked in the private sector for six years for the American Petroleum Institute before serving eight years on the Topeka City Council, including one term as deputy mayor.

Duffy became adjunct professor in the political science department at Washburn University in his retirement, while also serving as a consultant with the Federal Emergency Management Agency on nuclear disaster preparedness.

Harry Hatry

Harry Hatry, a pioneer of great renown in the field of performance management, died in February 2023. His career spanned more than 60 years, joining the Urban Institute at its inception and working there for 54 years as one of the world's leading experts on management and policy science. During that time, he worked with a wide range of local, state and federal agencies—domestically and globally—to provide them with the capacity to measure their efforts' success and failure to provide public services.

Hatry was an ASPA member for more than 50 years. He was awarded numerous honors, including the Elmer B. Staats Award for Excellence and Service in 1998 and the National Public Service Award in 1993. In 1999, the Center for Accountability and Performance presented him with a lifetime achievement award and established the Harry Harty Distinguished Performance Management Award.

Alexander Heckman

ASPA member Alexander Heckman passed away in August 2022. He lived a life of service, leadership and compassion, including boundless devotion to family, community and public service.

Heckman joined ASPA in 2001 and played an active role in Chapters, Sections and other groups throughout his tenure. He chaired the Section on Public Administration Education, served on its board and served as president of the Central Ohio Chapter. He was active in national programming, attending conferences, participating in webinars and more. He received ASPA's Walter Mode Scholarship in 2008.

As a professor and department chair for public administration at Franklin University, Heckman guided future Ohio leaders to positively impact their communities. His commitment to strong civic leadership extended beyond his college career to include service on the Westerville, Ohio board of education and city council for many years, pursuing equity, connectivity and sustainability in his community. Throughout his tenure, he championed many successful initiatives including a resolution declaring racism a public health crisis and legislation protecting the rights of members of the LGBTQ community. Heckman consistently worked to protect marginalized people, including serving as a voice for children who were victims in their own homes by being sworn in as a CASA Guardian ad Litem.

Heckman was a force of good in this world who used his words and actions to make life better for friends and strangers. He will be missed.

Frederick Lane

Frederick Lane, professor emeritus of public affairs at Baruch CUNY, passed away on August 1 from complications due to pulmonary fibrosis. A Baruch faculty member from 1972-2008, he was a scholar, practitioner, teacher, mentor and friend.

Lane served as chair of the department of public administration and program director of the Executive Master of Public Administration program; created anthologies that are used in colleges and universities across the country; and left an indelible impact on the Marxe School's people and programs.

Lane was an active ASPA member and a leading light in the New York Metropolitan Chapter and beyond. A member since 1978, he received the New York Metropolitan Chapter's Outstanding Academic award and was instrumental in establishing the Section on Nonprofits.

Lane is recognized for helping redefine the field of public administration to incorporate governmental and nonprofit organizations. He remained actively engaged in the Marxe School and Baruch College after retirement and continued to mentor his students, faculty and staff.

Marjorie Lomax

Marjorie Lomax died last year at Inova Alexandria (Virginia) Hospital with her husband, ASPA member Allen Lomax, and daughter by her side. She was 77.

Lomax was born in 1944 in Waldorf, Maryland, graduated from high school and enjoyed a career working for the federal government that spanned more than 40 years. She retired several years ago from the Office of Government-wide Policy, Office of Federal Real Property, U.S. General Services Administration.

Lomax was an ASPA member for almost 40 years. She was active in the National Capital Area Chapter and the Section for Women in Public Administration (SWPA), serving as SWPA Chair from 1996-1997. She also served on national committees, including the Annual Conference Advisory Board in 1998 and ASPA Office Space Action Team in 2003. She was a regular conference attendee starting in the early 1980s through 2014.

Joyce Mann

Serving as the director of the International Public Policy and Management Program (IPPAM) in the Price School of Public Policy at the University of Southern California, Joyce Mann was well-known and loved. She joined the Price School in 1999 and served as director of IPPAM for the past 13 years. Her intellect, generosity and compassion touched the lives of everyone who had the pleasure and honor of knowing and working with her. Her research into health care issues made a lasting impact in the field and leaves a legacy that will continue to inform policymakers.

Mann was an ASPA member for many years, including being a member of the Southern California Chapter and ASPA's Section on African Public Administration. She attended ASPA Annual Conferences for many years. A strong supporter of students, she constantly worked to bring new scholars into the ASPA community and introduce

them to the services available as they began their public administration careers.

She also oversaw IPPAM's executive education programs for civil servants and other professionals from countries such as Indonesia, China and Brazil. Previously she was an adjunct health policy analyst at the RAND Corporation, where her research addressed issues of health care financing, health insurance and access in the states of California and New Jersey.

Harvey Ruvin

Longtime Miami-Dade County Clerk Harvey Ruvin, who served in the role for 30 years after serving as a county commissioner for 20 years, died in December 2022. He was 85.

Ruvin was an ASPA member dating back to 1994 and was very active in the South Florida Chapter. He was the longest-serving elected official in Miami-Dade County (term limits now making his tenure impossible for others to attain). First elected mayor of North Bay Village, Florida, in 1968, he became county commissioner and later brought order to the County Clerk's Office, which oversees much of the county's court system, including evictions, divorces, traffic citations, real estate sales, wills and other legal matters.

Ruvin served in a variety of notable positions and is the recipient of many awards including the 2003 Public Technologist of the Year from the Public Technology Institute; *Computerworld Magazine's* 2004 Medal of Achievement; the ASPA South Florida Chapter's 2004 Public Administrator of the Year Award; and the Chapter's 2016 Elected Official of the Year Award. He is the only individual to have received both awards.

Member News

ASPA Past President Joins California Foundation

Continuing to advance excellence in local government, ASPA Past President Paul Danczyk (2019-2020) is the incoming chief operating officer of the California Counties' Foundation. Representing 58 counties, the foundation is the 501(c)(3) education, leadership development and services entity of the California State Association of Counties (CSAC).

Danczyk will lead efforts to build on the award-winning William "Bill" Chiat Institute for Excellence in County Government, along with initiatives supporting underserved communities. He is transitioning from a nearly 19-year career at USC's Sol Price School of Public Policy, where he secured $9 million in sponsored projects impacting 2,500 senior and emerging leaders, with 500 instructional hours annually. In partnership with Robert Denhardt, he is the lead architect of LeadershipEnergizes.com, an ICMA-certified multi-rater survey to aid in professional development, one of the few such instruments specifically designed for public service. This May, Danczyk received the 2023 Chester A. Newland Academic Excellence Award from ASPA's Sacramento Chapter.

ASPA Member Recognized with APSA Lifetime Achievement Award

The American Political Science Association has recognized Fran Berry, Reubin O'D. Askew eminent scholar and Frank Sherwood professor of public administration at Florida State University, with the association's John Gauss Award. This award honors "a career of exemplary scholarship in the joint tradition of political science and public administration."

Berry has published more than 60 journal articles; given talks to universities throughout the United States, China, Hong Kong and Taiwan; and been invited to speak to the MacArthur Foundation. A fellow of the National Academy of Public Administration in 2006, she delivered ASPA's Donald C. Stone Lecture at the 2016 annual conference.

ASPA Member Receives Lifetime Achievement Award

Robert Bland recently was awarded the University of North Texas Foundation's Eminent Faculty Award. Bland, an endowed professor of local government and public administration, has been on faculty at the University of North Texas since 1982 and served as his department's first chair for 22 years.

The award recognizes a faculty member who has made outstanding and sustained contributions to scholarly-creative activity, teaching and service, and has served as an inspiration to the University of North Texas community. The award, one of the university's highest faculty honors, is given to one full-time faculty member annually.

Lachance Tapped to Lead OPM's Federal Prevailing Rate Advisory Committee

The U.S. Office of Personnel Management (OPM) announced that former OPM Director Janice R. Lachance has been named chair of the Federal Prevailing Rate Advisory Committee (FPRAC). In this role, Lachance, who served as ASPA's 2017-2018 president, advises the OPM director on the government-wide administration of the Federal Wage System that sets compensation rates for trade, craft and laboring federal employees whose pay is set according to local prevailing wage levels. She works to support OPM's efforts to set policies and procedures to ensure equitable rate setting.

Lachance has deep experience with OPM, having served as director of communications, director of communications and policy and chief of staff. She was confirmed by the Senate for the positions of deputy director and director. She has 17 years of experience working with federal agencies, Capitol Hill and labor unions. Currently, she is executive vice president for strategic leadership and global outreach at the American Geophysical Union, a scientific society supporting more than 130,000 Earth and space scientists in 140 countries.

ASPA Members Appointed to Federal Salary Council

The Biden administration has appointed Stephen Condrey, Janice Lachance and Jared Llorens to serve as members of the Federal Salary Council. Condrey, who served as ASPA president in 2013-2014, is president of Condrey and Associates Inc.; Llorens is dean of the College of Business and E.J. Ourso professor at Louisiana State University. All three are fellows of the National Academy of Public Administration.
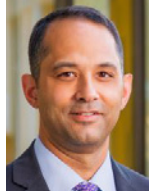
The Federal Salary Council is an advisory body of the executive branch that provides recommendations on pay differentials for federal employees. It submits recommendations to the Secretary of Labor, director of the Office of Management and Budget and director of the Office of Personnel Management.

Florida State University's Askew School Celebrated 75th Anniversary

More than 150 students, faculty and alumni gathered this fall as the Askew School of Public Administration and Policy at Florida State University (FSU) celebrated its 75th anniversary.

Founded in 1947, the Askew School is housed in the College of Social Sciences and Public Policy. It is one of the oldest public administration schools in the nation. The school's faculty consistently ranks in the top 10 in the nation in research productivity and its master's and doctoral programs in public administration are highly ranked in Florida and the nation. The master's in public administration, which boasts more than 2,000 graduates, has grown rapidly and is available online and in person.

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Primary Mailing Address

_____ _____ _____ _____
City   *State*   *Zip*   *Country*

_____
Secondary Mailing Address

_____ _____ _____ _____
City   *State*   *Zip*   *Country*

_____ _____ _____
Work Phone   *Home Phone*   *Fax*

_____   _____
Primary Email Address   *Secondary Email Address*

❏ **I have read the ASPA Code of Ethics and agreed to abide by it. (www.aspanet.org/ethics)**

Membership Fees

❏ Full Membership	$145.00
❏ Full Electronic Membership	$120.00
❏ New Professional Membership	$80.00
❏ Student Full Membership	$70.00
❏ Retired Membership	$95.00

Membership in the _____ *Chapter (included; see reverse for Chapters)*   COMP

Membership in the _____ *Chapter (additional)* $10.00

❏ Section Membership (see reverse for Section list and pricing) _____ $_____

❏ Second Section Membership _____ $_____

❏ Third Section Membership _____ $_____

Total $_____

Payment Information

**Dues must be prepaid. Send completed form and payment to:
ASPA, 1730 Rhode Island Ave., NW, Suite 500, Washington, DC 20036**

❏ Check   ❏ MasterCard   ❏ American Express   ❏ Visa
Payable in U.S. dollars, drawn on a U.S. bank.

_____   _____
Name on Credit Card   *Credit Card Number*

_____ _____   _____
Expiration Date   *CID*   *Signature*

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