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Ruth I. Gray, executive director of The Empowerment Center of Greater Cleveland, is the third recipient of the Gloria Hobson Nordin Social Equity Award. Sponsored by the ASPA Endowment.

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We can and should take pride in ASPA's past and future as an agent of reform and responsible, professional governance in America and worldwide. There are many reasons for this proud history. One reason is the mantle of idealism that the founders placed on the Society. —Donald C. Menzel

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Public Sector Workers Enjoy Longer Job Tenure than Private Sector Employees

Study Finds that Staying in One Job for an Entire Career Never Existed, Nor Does It Currently Exist, for the Majority of American Workers

Washington, DC—Workers who have public-sector jobs typically have longer job tenure than those employed by private companies, and the difference has increased in recent years, a study by the nonpartisan Employee Benefit Research Institute (EBRI) shows.

The study notes that tenure trends may affect the composition of government work forces in coming years, especially once senior and experienced workers begin to retire.

In 2004, the EBRI study found, public-sector workers' median tenure on the job was seven years, nearly double the 3.6 years for those employed by private businesses. (As a result of changes in the labor market over the last two decades (1983–2004), the median job tenure for government workers was about 80 percent longer than that of private-sector workers.)

Overall, the study found that “career jobs” (staying in one job for an entire career)

never existed for the great majority of American workers, and certainly do not exist today. Median job tenure of all wage and salary workers was 4.9 years in 2004, virtually unchanged from five years two decades earlier.

Still, the EBRI study noted significant differences exist among workers, depending

See **PUBLIC SECTOR WORKERS**, pg. 2

Award Given by Oklahoma City National Memorial Commemorates 10th Anniversary of Tragedy



PA TIMES File Photo

Oklahoma City, OK—Ten years ago, Oklahoma City and the rest of the nation witnessed the horror and felt the pain of what was at that time the worst terrorist act ever committed on American soil. One hundred sixty-eight people lost their lives—and it is estimated that 387,000 people in Oklahoma knew someone who was killed or injured in the bombing. Changed forever, many Oklahomans still struggle with the aftermath of the bombing, its residual effects and the need and desire to make the world a better place.

The traditional remembrance ceremony was held on April 19, highlighted by observing 168 seconds of silence and reading the names of those who died.

Along with the remembrance ceremony, the Museum opened its newest exhibit, ‘Changed Forever—Forever Changing,’ which celebrates Oklahoma’s strength, spirit and resilience and how life has moved forward since 1995.

The “Day of Remembrance” culminated with the presentation of the inaugural Reflections of Hope Award. This award recognizes a living person or group whose work has significantly impacted a community, state or nation. It also exemplifies that hope not only survives but also thrives in the wake of political violence. The first recipients were the

See **OKC REMEMBRANCE**, pg. 10

PSRW Will Run May 2-8, 2005

Washington, DC—Since the founding of the nation, local, state and federal employees have provided valuable support in almost every facet of American life. Today public servants construct highways, coordinate emergency assistance, manage federal and state support programs, print currency, teach our children, preserve our history, fight disease and poverty, and work to keep our homes, businesses, and country safe.

Activities in honor of Public Service Recognition Week (PSRW) will be held May 2-8, 2005, in cities and towns across the country. This once-a-year opportunity to recognize the everyday work of public servants includes a wide range of activities—festivals, parades, essay contests, community clean-up days, and charity fundraising events—that improve public understanding of and appreciation for their contributions. Sponsored by the Public Employees Roundtable, PSRW has received the support of the president, members of Congress and officials from all levels of state and local government.

On the National Mall in Washington, DC, more than 100 government agencies will sponsor colorful exhibits that showcase the innovative and high-quality work of public employees. These activities—with many local variations—will be duplicated in venues large and small across the country and in locations where U.S. employees are posted around the world.

For more information on PSRW visit www.theroundtable.org.

Report Finds Continued Job Change Could Affect Retirement Income

From **PUBLIC SECTOR WORKERS**, pg. 1

on their age and gender. For example:

- The median tenure for all older male workers (ages 55–64) declined from a peak of just over 15 years in 1983 to 10 years in 2004—the largest change for any age group in the study.
- The median tenure for all older women workers (ages 55–64) stood at 9.3 years in 2004. This median has remained relatively constant since 1983.
- Job tenure for all male workers declined during the 20-year period—from just under a median of six years (5.9) to just over five years (5.1). But for all women, median job tenure increased over the same period—from 4.2 years in 1983 to 4.7 years in 2004.

“These tenure results indicate that, historically, most workers have repeatedly changed jobs during their working careers,” said Dallas Salisbury, EBRI president. “All evidence suggests that workers will continue to do so in the future.”

The EBRI study described as “quite striking” the differences in median job tenure between those working for private companies and those employed in government jobs, with important implications for the future. While private employers have been able to maintain a fairly constant percentage of long-term employees (25 or more years of tenure), government agencies have had an increasing percentage of long-term employees, a trend that has continued in recent years.

“Consequently, public-sector employers are soon going to be facing—if they are not already—the retirement of a significant number of their most experienced workers,” the study noted.

Beyond that, the study said that continued job change has important implications for workers’ potential retirement income. Since most “traditional” defined benefit pensions are based on a formula using tenure and average salary, workers who frequently change jobs will not receive the full advantage of these pension plans because they are unlikely to remain with the same employer long enough to qualify for the maximum benefit—and, in some cases, may not qualify for any pension benefit at all.

In addition, a worker who changes jobs must decide what to do with any retirement plan assets he or she has accumulated—a situation that has become more prevalent with the growth in retirement plans that allow lumpsum distributions. If workers do not preserve these pension benefits in a savings plan for retirement, the study concluded, they may forego an important source of supplemental income to Social Security and may be forced to remain in the work force longer than planned.

The study, “Employee Tenure: Stable, but Male and Female Trends Differ,” appears in the March issue of EBRI Notes, and is available on the EBRI website at www.ebri.org. The EBRI study, involving workers 25 and older (20 and older in some data-breaks and in some cases only wage and salary workers), was based on data from January 2004 by the Census Bureau.

Sen. McCain and Rep. Flake Support 2005 Congressional Pig Book



Robin Weiner/U.S. Newswire

Senator John McCain (R-Ariz.), right, and Representative Jeff Flake (R-Ariz.) with the Citizens Against Government Waste’s (CAGW) mascot Porky converse prior to CAGW’s release of the **2005 Congressional Pig Book**, a sweeping compendium of the pork-barrel projects in the federal budget. Citizens Against Government Waste (CAGW) signature publication profiles the most egregious pork projects earmarked by members of Congress for states and districts around the country, such as \$200,000 for the Motion Picture and Television Fund in Woodland Hills, CA, and \$70,000 for the Paper Industry International Hall of Fame in Appleton, WI.

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Workplace Harassment and Hostile Work Environments

SPECIAL COMMENTARY

Obesity and Public Human Resource Management

Mark D. Bradbury

The Centers for Disease Control and Prevention (CDC) have declared that obesity in the United States has reached epidemic proportions and is the second leading cause of preventable death behind tobacco. The Body Mass Index (BMI), which is calculated by dividing weight by height, is the most commonly accepted measure of obesity. The three categories of BMI results are normal, overweight, and obese.

The CDC estimates that 59 million adults and 9 million children are obese. While there is some debate as to the full extent of the problem, it is clear that the obesity is a major and increasingly common public health problem.

Obesity is a Public Management Challenge
Though typically framed as a health or

lifestyle issue, public agencies of all types are affected by the obesity epidemic. The fiscal impact is felt through higher health care costs, as obesity can lead to chronic illnesses such as diabetes, heart disease, high blood pressure, and some cancers. Indeed, states can attribute over 10 percent of their Medicaid expenses, and 5 percent of their overall medical costs, to obesity.

A number of high-profile government initiatives have focused attention on obesity. In 2003, New York City created a buzz of attention and controversy by signing an exclusive partnership with Snapple Beverage Group for the provision of nutritional beverages in the City's schools, buildings, and parks. More recently, California's governor proposed that school vending machines be filled with healthier food and beverage options. Arkansas is developing a program for state employees that would provide incentives for adopting healthy lifestyle habits. A final example comes from Louisiana, where the state Office of Group Benefits has launched a study to see if gastric bypass surgery, as well as counseling and diets, can help reduce health care costs.

In addition to fiscal concerns, obesity also has personnel and management implications. In a 1999 Personnel Psychology article, Mark Roehling found evidence of weight-related discrimination at virtually every aspect of employment, including selection, placement, compensation, promotion, discipline, and discharge. From a legal perspective, obesity is perhaps most problematic when the condition of a potential or current employee rises to the level of constituting a disability. And since obese people are more likely to be disabled, more obese people means more disabled people.

Is Obesity a Disability?

The Americans with Disabilities Act (ADA) defines a disability as a physical or mental impairment that substantially limits one or more major life activity, a record of such an impairment, or being regarded as having such an impairment. The Equal Employment Opportunity Commission's (EEOC) ADA regulations state that, "except in rare circumstances, obesity is not considered a disabling impairment."

Morbid (also known as gross or severe) obesity, which is a body weight that is twice the norm, is however considered to be an impairment even though the condition could be considered preventable or even voluntary. Furthermore, a person with obesity may be considered disabled if they have an underlying or resultant physiological disorder. Of course all determinations of disability related to obesity are made on a case-by-case basis.

Discrimination Litigation

Numerous federal and state court decisions have addressed discrimination based on obesity as a disability. Courts have confirmed that morbid obesity constitutes a disability, even though obesity is caused by voluntary conduct and is not irreversible.

The ADA requires employers to make reasonable accommodations for disabled

employees. Reasonable accommodations include, but are not limited to, changes to the building, physical workplace, standard procedures, work schedule and job reassignment. Accommodations specific to obesity include comfortable seating arrangements, electric carts, ramps, elevators, lifts and convenient parking. Since employee and employer must agree to the accommodations, courts confirm that employers must commit to long-term provision of the accommodations.

Individuals who have been subjected to harassment and ridicule about their weight have successfully brought hostile work environment claims of discrimination under the ADA. Related, a discrimination claim alleging disparate implementation of a dress code that only applied to obese employees was allowed to proceed by the EEOC.

Most of the reviewed cases related to the third category of disability: alleged discrimination stemming from the employer's perception that the applicant/employee is disabled. Thus, employers can run afoul of the ADA by treating an applicant or employee as though they are obese and therefore have a substantially limiting disability, whether the individual is actually disabled by their weight or not.

Courts have ruled that employers cannot base personnel decisions on a perceived future risk stemming from obesity without conducting an individualized assessment to determine whether the person's condition poses a direct threat of substantial harm to others. A remote risk based on a speculative evaluation is not enough. Assessment factors are the duration of the risk, the nature and severity of the potential harm, the likelihood that the potential harm will occur, and the imminence of the potential harm.

Of course claims of discrimination are not always successful. Weight limits and disqualifications due to obesity can be valid if they are job-related and justified by a business necessity. Courts hold a higher standard for justifying a disparate impact when the pattern of alleged obesity discrimination implicates a protected class such as race, gender, or age.

Finally, Michigan is the only state with a law that explicitly prohibits employment discrimination on the basis of weight. The cities of San Francisco, Washington, DC, and Santa Cruz, CA are among the few local jurisdictions to also afford such protections. State courts, however, have expanded legal protections by ruling that obesity is covered under state statutes. Such statutes include the New York Human Rights Law, the Pennsylvania Human Relations Act and the New Jersey Law Against Discrimination.

Managerial Strategies

While most of the relevant case law does not have national enforceability, public human resource managers are well advised to adopt a strategy that reduces the likelihood of obesity-related discrimination. In her 2004 article in the Employment Source Newsletter, Lily Garcia suggests that managers must have

a basic understanding of the ADA and relevant state and local laws. Employers should also review all job descriptions to make sure that weight requirements are job-related, be respectful towards requests for accommodation from overweight individuals, establish expectations of courteous treatment of all employees regardless of personal appearance, and educate all employees on what is appropriate conduct toward overweight employees. Furthermore, managers should not make assumptions about what job functions overweight employees can and cannot accomplish.

Numerous resources are available to assist managers in their dealings with obesity issues. Health departments in twenty-eight states receive funding for obesity prevention programs from the CDC. Consistent with the purpose of New York's Focus On: Overcoming Obesity guidebook, employers should help employees fully understand the range of obesity-related treatments covered by health care plans and Medicare. A number of national and international advocacy groups, notably the International Size Acceptance Association, American Obesity Association, and the National Association to Advance Fat Acceptance, have valuable information on their websites.

In addition, state and local governments should reconsider the scope of wellness programs in light of the increasing obesity problem. Such wellness programs typically address both eating habits and lifestyles. With regard to habits, employers should ensure that nutritional choices are available during office parties and in cafeterias and vending machines. The University of Virginia Health System has gone even further by adding a surcharge to the purchase of unhealthy vending machine purchases.

Employers can also make formal and informal opportunities to encourage health lifestyles. Work sites and work schedules can be designed to provide opportunities for regular physical activity. Larger agencies could install exercise facilities at the work site or provide incentives for employees to join local fitness centers. Programs that encourage communal exercise, such as walking during lunch hours, can help build camaraderie while reinforcing the importance of healthy living.

The costs and dangers associated with obesity are very real, and can profoundly impact the workplace. Proactive efforts by public managers to prevent discriminatory behaviors and promote wellness may make only a small contribution to stemming the obesity epidemic, but the absence of such efforts can be harmful indeed.

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Workplace Harassment and Hostile Work Environments

SPECIAL COMMENTARY

The Racialized Workplace: Diminished Opportunities in an Unwelcoming Environment

Leland Ware, Stephanie A. McClellan

Sexual and racial harassment are far more widespread than many realize. Harassment claims have generated a flood of expensive and time consuming lawsuits, many of which result in large judgments against employers. Approximately 15,000 sexual harassment cases are filed with the U.S. Equal Employment Opportunity Commission (EEOC) each year. This does not include those filed with state and local agencies asserting claims under state and local antidiscrimination laws. Moreover, several studies have found that many victims do not report harassment.

Data compiled by the EEOC indicates that over the past 10 years, the average jury verdict in sexual harassment cases was \$250,000. Verdicts in excess of one million dollars are not unusual. A jury in California recently awarded two women \$2.3 million in a sexual harassment case against FedEx Corporation. In another case, an African-American employee was subjected to repeated jokes by co-workers using the "n" word and a continuous stream of racial slurs. A jury awarded \$35,612 for back pay and emotional distress and \$1,000,000 in punitive damages. Despite the frequency and size of verdicts and the headlines they generate, sexual and racial harassment persist.

The courts were slow in recognizing sexual harassment as a violation of antidiscrimination laws. In 1980, the EEOC promulgated guidelines that incorporated two theories of sexual harassment: quid pro quo and hostile work environment. The Guidelines, which were endorsed by the Supreme Court's 1986 decision in *Meritor Savings FSB v. Vinson*, define harassment as:

Unwelcome sexual advances, requests for sexual favors and other verbal and physical conduct of a sexual nature constitutes sexual harassment when submission to such conduct is made either explicitly or implicitly, a term or condition of an individual's employment; submission or rejection of such conduct by an individual is used as the basis for employment decisions affecting such individual; or such conduct has a purpose or effect of unreasonably interfering with an individual's work performance or creating an intimidating, hostile or offensive environment.

Quid pro quo harassment is not difficult to comprehend; an individual in a position of authority conditions an employment benefit on submission to sexual demands. The contours of hostile environments have been more difficult to define. To constitute a hostile environment, the conduct must be sufficiently severe and pervasive as to unreasonably interfere with the victim's work performance. Isolated or sporadic acts are not sufficient. However, in *Harris v. Forklift Systems Inc.*, the Supreme Court held that the

conduct need not seriously affect the plaintiff's psychological well being as a number of lower courts had ruled. It is only necessary to show that the environment would reasonably be perceived as hostile or abusive based on the totality of the circumstances.

Employers are liable when a hostile environment is created by a supervisor with immediate or successively higher authority over the victim. If no tangible employment action is taken, (e.g. hiring, firing, failure to promote) the employer can escape liability if it can prove that it took care to prevent and correct promptly any sexually harassing behavior and the victim failed to take advantage of the protective or corrective opportunities that the employer provided. When the harassment results from the actions of a co-worker rather than a supervisor, the employer can avoid liability only if it conducts a prompt investigation and takes appropriate corrective action.

Racial harassment is similar to sexual harassment except that race, rather than sex, is the basis for the conduct. Racial harassment consists of unwelcome comments, jokes, actions or other verbal or physical conduct of a racial nature when submission to such conduct is implicitly or explicitly made a term or a condition of an individual's employment or submission to or rejection of such conduct by the victim is the basis for adverse employment decisions. As in sexual harassment, the conduct must have the purpose or effect of interfering unreasonably with an employee's work performance.

The Racialized Workplace

The key to understanding unlawful harassment can be found in Justice Ruth Bader Ginsburg's concurring opinion in *Harris*. As she explained, "[t]he critical issue... is whether members of one sex [or race] are exposed to disadvantageous terms or conditions of employment to which other members are not exposed." A study of a mid-Atlantic state agency recently completed by one of the authors found that many African-American employees were subjected to disadvantageous employment conditions which interfered with their work performance, but fell short of conduct that courts would construe as racial harassment. However, because these employees were treated differently and less favorably than similarly situated white workers, there should be a remedy for their dilemma.

The study showed that many African-American employees, while describing their workplaces in positive terms, experienced a wide variety of actions that evidenced detrimental conditions to which other employees were not exposed. These included the imposition of white cultural norms and other assumptions that displayed an anti-minority bias. The experiences created negative feelings about white co-workers and the workplace itself. Many workers responded to the

conditions with adaptive behaviors that affected their work performance, their sense of opportunity in the agency and other opportunity-seeking behaviors. The interviewees observed these activities in a wide variety of circumstances including informal workplace conversations; the selection process; discipline; training; work assignments and the granting of power and authority.

Much of the discrimination that occurs in the workplace today takes place at an unconscious level. The study revealed that white cultural norms concerning dress, style, appearance, communication, behavior, decorum and conflict resolution were brought to bear when white co-workers spoke disparagingly about black norms in informal conversations. Whites in positions of authority implicitly demanded conformity to white norms through non-selection and discipline for non-conformity. The study's participants also described negative stereotypes about African-Americans that were invoked in the workplace regarding work ethic, competence, criminality, character, temperament and socioeconomic status.

African-American interviewees reported that their work assignments, promotion opportunities and access to training and discipline were often shaped by negative assumptions about them. For example, the stereotype concerning the low socioeconomic status of African-Americans kept one employee pigeon-holed in social service work. She was unable to utilize her planning, policy and evaluation education and skills. She was told that this was because she "knows the problems of Black people," and was more valuable in her service position. Other interviewees reported that assumptions of African-American criminality and volatility affected decision making, especially in disciplinary actions involving African-American men.

In addition to these opaque actions, many of the study participants reported observ-

ing direct anti-minority bias. Many heard negative comments made by white workers about minorities. Moreover, more than one half of the interviewees reported that whites were hired and promoted over equally qualified minority candidates. Agency statistics support these reports. White employees hired during the year of the study were hired predominantly into higher level jobs. The majority of the minority employees were hired into lower level positions. During the same period, white employees were given 72 percent of all promotions.

One-third of the minority interviewees reported experiencing or observing racial bias in the agency's disciplinary process, citing racial disparities in the infractions noticed by white employers and the severity of disciplinary actions taken. This was corroborated by agency statistics. The majority of those discharged in every job classification were minorities. The interviewees also reported that white employees were given the most desirable shifts in a 24-hour facility; white employees made training opportunities known only to other white workers; and white supervisors were granted more authority in their positions than similarly situated African-Americans.

The interviewees reported that their experiences demonstrated to them the significance of race in the workplace and the resulting disadvantages. Their experiences generated a host of negative feelings including: anger, mistrust, lowered motivation, feeling excluded and experiencing the imposition of a hostile culture. These experiences also indicated that the potential for discrimination was always present, heightening their fears of discrimination and diminishing their sense of opportunity.

The African-American employees

See **RACIALIZED WORKPLACE**, pg. 5

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Workplace Harassment and Hostile Work Environments

SPECIAL COMMENTARY

A Hostile Work Climate Creates Employee Victimization

Karen L. Bune

Most employed people spend a great deal of their lives in the work place and, therefore, the atmosphere of that setting can be crucial in terms of morale and productivity. A healthy work environment is essential for the emotional and physical well being of an employee as well as the effective functioning of an organization. Unfortunately, dysfunctional workplaces do exist, and they serve as breeding grounds for hostility and harassment.

Workplace harassment can take varying forms and commonly include sexual overtures and innuendos made by one employee against another. In this context, women are frequently the complainants of verbal harassment that may include suggestive commentary with sexual connotations. The perpetrator of such verbal harassment can utilize it in a subtle manner or blatantly—leaving no doubt as to the meaning of the remarks directed at the fellow employee. If a superior happens to be the perpetrator of this behavior, the employee who is the recipient of the harassment is often intimidated and feels personally, as well as professionally, threatened by the offensive behavior. The victimized employee will often do nothing about it because of the trepidation that any definitive action against the supervisor could aggravate an already bad situation and result in the loss of employment. The employee, therefore, chooses not to “make waves” and endures the ongoing harassment. The victim may be more inclined to consult a supervisor about the problem if the perpetrator is a colleague. This action, however, could lead to creation of a hostile work environment, and others in the organization may feel the employee is a “trouble maker”.

The victimized employee must delineate strong boundaries in the workplace. It is important for the employee not to send mixed signals that could precipitate any form of harassing behavior. For example,

a female employee cannot expect to be flirtatious with a male employee and then become upset when the male employee perceives that as a message that it is acceptable for him to respond in a manner the employee subsequently deems inappropriate or suggestive.

Workplace harassment can often be the by-product of domestic violence situations that spill over into the workplace. If an employee is in an abusive relationship and has not sought legal assistance through the criminal justice system or some other form of intervention, there is a high probability that the abuser may stalk the employee and/or initiate harassing phone calls at work. The aggressor may even enter the workplace threatening the employee or, even worse, become violent causing physical harm to the victim. Action of this type places all employees in the workplace in a very dangerous situation. Though an employee may not want to disclose information to the employer concerning involvement in a volatile domestic situation, it is necessary to do so for the safety of all involved. It is imperative the employer be apprised of any potential risk that could occur in the workplace, as a consequence, and there should be a security protocol and emergency plan in place that is vital to ensuring the safety of all employees.

Though forms of workplace harassment are often overt, the evolution of a hostile work environment can be covert as well. Fellow employees are usually considered the culprits of workplace harassment, but it is important to recognize that supervisors can play an integral role in this arena as well. Individuals may be unsuitable for positions of authority due to their lack of effective human relations skills, their inability to be objective, a notable degree of immaturity, and their own insecurities. Consequently, if a supervisor reigns over a motivated employee who may be more educated or experienced than the supervisor and whose talent may be publicly acknowledged, a supervisor may feel

threatened or even be jealous of the successful employee. Instead of recognizing this type of employee as an asset to both the supervisor and the organization, the insecure supervisor will create a dysfunctional work environment and target the employee with unwarranted forms of abuse and harassment.

The supervisor can wield a great deal of power and control over the employee and can attempt to literally destroy the career of the employee by creating false impressions and tainting the actual performance of the employee. In such cases, the supervisor can write an inaccurate appraisal of the employee's performance that denotes bias, imbalance, and blatant falsehoods. The impact of this action can be devastating for the employee. Moreover, the supervisor can criticize the employee for fabricated reasons and can initiate frequent written reprimands that are placed in an employee's personnel file. Such behavior demonstrated by a supervisor is usually targeted and unrelenting; it is motivated by a strong desire to rid the organization of the employee by forcing the employee to seek employment elsewhere or may reach a point that a “paper trail” of documentation is created with a concerted goal to effectuate the dismissal of the employee from the organization.

If an employee is tenured, possibly close to retirement, and has a record of historical accomplishment, the destructive actions of a supervisor can be devastating and can have tremendous impact on the employee's career and personal well-being. The dysfunctional behavior of a supervisor who utilizes the position to harass a conscientious employee creates a hostile work environment, and such actions are egregious. The secondary effects of this type of victimization create tension within the organization that impacts other workers who observe the surrounding events but recoil in silence for fear of being the recipients of reprisal related to their own positions.

In situations such as these, what can the victimized employee do? If the employee works for an “at will” organization such as a political office or other entity in which the employee can be hired and fired “at will”, there are no appeal rights, grievance procedures, or a higher body of power to which the employee can appeal. Thus, the victimized employee has no recourse. If the employee decides to take legal action with a lawsuit, most employment lawyers will convey the fact that such cases are difficult to prove, can take many years to resolve, cost inordinate amounts of money to litigate and can even have a detrimental impact for future employment prospects. Thus, the victimized employee has no rights and no alternative other than to look for another job and try to avoid the possibility of having the prospective employer contact the harassing supervisor for a recommendation.

Organizations should engage in concerted, proactive efforts to diminish and—ultimately—eradicate any forms of workplace harassment that create hostile work environments.

When measures of accountability are lacking and no policy exists for a legitimate grievance procedure and appeal process, it becomes apparent that the organization is deficient in responsible, objective leadership and management ability. The consequences for these failures are profound and have a lasting impact on the victimization of employees.

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Findings Indicate Gaps in Perception of Discrimination

From **RACIALIZED WORKPLACE**, pg. 4

responded to the conditions reported with a variety of adaptive behaviors. Most of them reported “watching and waiting” to see if additional problems would occur; discussing their experiences with fellow minority co-workers; directly challenging racially biased actions at the individual level and by trying to adjust to their environment. The adjustments took many forms including: working harder for some, working less hard for others; presenting a positive image to overcome negative assumptions; “code switching” by conforming to the norms imposed; engaging in race-related work; diminishing the value of advancement; no longer seeking advancement; and seeking employment elsewhere.

Very infrequently did the participants report discriminatory conduct through the agency's formal complaint system. This corresponds to the study's finding that the rate of formal complaints was far below the rate of perceived discrimination, as reported in the interviews. It should be noted that interviews of white employees in positions of authority indicated that they did not perceive that race played a significant role in the agency—except in the isolated cases of a few “bad apples” and in the minds of overly sensitive minority employees.

Discussing their experiences and feelings, and their responses to them, the study's participants described a pervasive psychological environment that was burdensome and limiting. This falls under the definition of unlawful harassment that Justice

Ruth Bader Ginsburg described in Harris. However, much of the conduct of white supervisors and co-workers reported in the study fell short of actions that courts would construe as racial harassment because their actions would be viewed in isolation rather than cumulatively. These findings indicate that there are significant gaps between how discrimination is actually experienced by African-American workers, how it is perceived by non-minority managers and how it is understood by the courts.

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EEOC Finds, on Average, Federal Agencies Take Too Long to Investigate EEO Complaints

Washington, DC—Cari M. Dominguez, chair of the U.S. Equal Employment Opportunity Commission (EEOC), has released the EEOC's "Annual Report on the Federal Work Force for Fiscal Year 2004," which provides detailed agency-by-agency profiles of discrimination complaint processing and other equal opportunity measures.

The data contained in the federal sector report show that more than 19,000 discrimination complaints were filed against federal agencies in FY 2004 and agencies took nearly 300 days on average to investigate a complaint.

"Despite some agencies' better efforts to process discrimination complaints, they are constrained by a system that is costly, cumbersome and inefficient," said Chair Dominguez. "The volume of complaints filed is still too high and the time it takes to investigate complaints is still too long. We at the EEOC are assisting agencies through aggressive outreach, training and technical assistance to improve the process."

Some of the report's key findings are:

- There were 19,024 discrimination complaints filed against federal agencies

by 17,878 individuals (some of whom were repeat filers)—a 6 percent decline from FY 2003.

- The most frequent bases of allegations continue to be: reprisal (7,782), age (5,449), race-black (5,021) and sex-female (4,613). The top issues cited in complaints continue to be harassment (non-sexual), promotion/non-selection and terms/conditions of employment.
- Only about 43 percent of investigations by federal agencies were completed on time, as agencies overall continued to exceed the regulatory 180-day time frame. A total of 11,876 investigations were completed government-wide in an average of 280 days during FY 2004—up from 267 days the previous year.
- Complainants obtained approximately \$55 million in total monetary benefits which includes findings and settlements through alternative dispute resolution (ADR)—as a result of EEO complaints closed by the employing agency or on appeal—down from \$61 million in FY 2003.
- Reflecting the diversity of the nation, 66.9 percent of federal employees in 2004 were white, 18.2 percent were

Black, 7.5 percent were Hispanic, 5.8 percent were Asian or Pacific Islander, and 1.7 percent were American Indian or Alaskan Native. Women have made the most gains in securing senior level positions in the federal government.

The FY 2004 report also contains the following new information:

- Data on workforce participation rates of managers by race, gender and national origin in agencies with 500 or more employees and specific components of certain large federal agencies;
- Information on the timeliness of agencies' submissions of Management Directive (MD) 715 and Form 462 reports. MD-715, which became effective in October 2003, is a comprehensive guidance document for federal agencies on promoting EEO principles and creating model workplaces. Form 462 reports provide information on discrimination complaint processing data and ADR efforts, which form the basis for the complaint activity in the report.

The report contains practical tips and best practices to help agencies improve their EEO performance, including the processing of discrimination complaints.

Additionally, the report presents a refined analysis of data examining the three major stages of the EEO complaint process: pre-complaint counseling, complaint investigation and issuance of a final agency decision.

"This year's Annual Report on the Federal Work Force contains a wealth of data presented in a user-friendly format that allows for a comparison of agencies' EEO performances and pinpoints areas for improvement," Chair Dominguez said. "The report should help agencies with their diversity and non-discrimination efforts."

The EEOC has been collecting and issuing extensive data on the federal work force for more than two decades. The Commission also has responsibility for Title III of the 2002 Notification and Federal Employee Antidiscrimination and Retaliation Act ("No Fear" Act), which requires agencies to post discrimination complaint data on their public web sites. The Commission's reporting requirements and No Fear Act postings provide comprehensive data on the current status of EEO.

The full text of the report is available on the Commission's web site at www.eeoc.gov.

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Commentary

The U.S. EEOC and the Federal Sector EEO Process:

The Facts, The Myths and The Lies, Part II

Editor's Note: This article, because of its length, has appeared in two parts. This is Part II. To read Part I, see the April issue of PA TIMES or the PA TIMES online archive at www.aspanet.org

Sam Wright, Jr.
President, Federal Employees Against Discrimination, Inc.

Administrative Judge: A Fictional Character

The EEOC conducts hearings. However, the EEOC does not use ALJ's (administrative law judge) to conduct its hearings. Instead the EEOC employs an individual whom the EEOC refers to as an administrative judge (AJ). However, the AJ position does not actually exist. It is not an official title or position. What is an AJ really? An AJ is actually an attorney-examiner.

The Making of the Administrative Judge

Congress created the ALJ position, but did not create the AJ position. So, who created the AJ position, when and how? Here is what is known. In the *Federal Register* Volume 51 dated July 10, 1986

the Merit Systems Protection Board (MSPB) issues final regulations. The summary reads, "The Merits Systems Protection Board is republishing its entire rules of practice and procedure in this Part to eliminate any confusion because of improper structure or text resulting from previous piecemeal changes and temporary pilot programs." On page 25149 § 1201.4 General definitions (a) Presiding official reads "Any person authorized by the Board to preside over any hearing or to make a decision on the record, including an attorney-examiner, an administrative judge, an administrative law judge, the Board, or any of the Members of the Board." The MSPB mentions the AJ for the first time in a final regulation. The APA requires that the first reference to AJ be in the notice of proposed rulemaking and that the public has a chance to comment.

In the Supplementary Information on page 25146 the MSPB writes "On June 29, 1979, the Board published final regulations of practice and procedure (44 FR 38842) implementing its adjudicatory responsibilities under the Civil Service Reform Act of 1978 (Pub. L. 95-454)." The final regulations of practice and procedure published

on June 29, 1979, are not found on page 38842, but on page 38342 of Volume 44 of the *Federal Register*. General definitions are found on page 38350 and read, "(a) Presiding official. Any person designated by the Board to preside over any hearing or to make a decision on the record, including an appeals officer, an administrative law judge, the Board, or any of the Members of the Board." There is no reference to AJ.

The EEOC introduces the AJ into its regulations in the same unlawful manner. On August 18, 1986, in *Federal Register* Volume 51 beginning on page 29482 the EEOC issues a notice of proposed rulemaking. On page 29487 is § 1613.218 Hearing. Subparagraph (a) reads "Complaints examiner. The hearing shall be conducted by a Commission complaints examiner, except in instances where the Commission finds it is practical to delegate this responsibility to a Complaints Examiner from another agency who shall not be an employee of the agency in which the complaint arose." There is no mention or reference to the use of an AJ. On October 30, 1987, in *Federal Register* Volume 52 the EEOC issues a Final Rule. On page 41921 the EEOC writes "In response to the comments on § 1613.218, the Commission made a number of clarifying revisions. Three significant changes were made. First, the authority of administrative judges, in response to a party's request, to order production of evidence or witnesses was clarified."

In 1986 the MSPB fails to follow the provisions of the APA and introduces the AJ for the first time in a final regulation. One year later the EEOC follows the MSPB's lead and pulls the same unlawful stunt. Coincidence?

The Wrong Person for the Job

Information published by the Office of Personnel Management (OPM) gives the series definition for the GS-0905 General Attorney Series. It may only adjudicate cases arising under contracts or under the regulations of a federal government agency when such regulations have the effect of law, and rendering decisions or making recommendations for disposition of such cases." Federal employee EEO complaints do not involve hearings arising under contracts or under the regulations of a federal government agency when such regulations have the effect of law. Therefore, it is inappropriate for the EEOC's and the MSPB's attorney-examiners to adjudicate federal employee EEO complaints. Also, the GS-905 attorney-examiner position may not adjudicate administrative procedure act hearings because the attorney-examiner is not the agency, one or more members of the body which comprises the agency, or examiners appointed as provided in the APA.

When a federal employee files an appeal of an agency's final decision with the EEOC an attorney in the GS-905 series decides the appeal. The EEOC's official title for the position is general attorney. "The incumbent processes and renders decisions on a variety of cases, a substantial number of which involve highly complex or

unusual novel issues, for which there is unsettled or no Commission policy or precedent. The incumbent, through the decision writing process (which includes participating in special assistant's meetings and making oral presentations at Commission meetings), will assist the Commissioners in formulating policy and precedent designed to resolve such issues and thereafter provide guidance to ensure the development of a consistent body of law concerning such issues." Can an individual responsible for formulating EEOC policy enjoy decisional independence regarding that policy? Regardless, the individual who is deciding appeals at the EEOC is in the wrong job series and not an ALJ.

A Properly Trained Adjudicator is Essential for a Fair Trial

The EEOC admits that it does not provide standard training to newly hired attorney-examiners. In a letter, dated November 2, 2001, A. Jacy Thurmond, Jr., assistant legal counsel at the EEOC, writes "The EEOC does not provide standard training to newly hired administrative judges or supervisory administrative judges." If somehow the EEOC could justify the use of AJ's, then the EEOC still fails to provide training to them.

Disregard the Law, Just Do What I Tell You

The EEOC's attorney-examiners are subject to undue agency influence and do not enjoy decisional independence. For example, the *U.S. EEOC Handbook for Administrative Judges*, dated July 1, 2002, states "AJ's must follow Commission policy and precedent in adjudicating their cases. When there is a conflict between the Commission's position and that of the Circuit Court in the jurisdiction where the AJ sits, an AJ must follow Commission policy."

Will the Real Judge Enter and Sign it Please

The EEOC actually contracts private attorneys to represent themselves as administrative judges and adjudicate federal employee EEO complaints. Of course, there is no authority that establishes an AJ or that authorizes the EEOC to contract out its adjudication function. After all, adjudication of EEO complaints is an inherently governmental function because the authority to adjudicate stems from the U.S. Constitution and the laws of the United States. The EEOC has not promulgated any regulations that permit a private citizen to adjudicate federal employee EEO complaints. Congress has appropriated no funds for this expense, but the EEOC spends appropriated funds for it.

Don't Call Me That

Title 5 Section 5105 of the United States Code contains the standards for classification of positions. Paragraph (c) requires the use of official class titles. The last sentence of this paragraph provides that "this requirement does not prevent the use of organizational or other titles for internal administration, public convenience, law enforcement, or similar

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Dealing With the Impending Retirement Crisis, Part 3: Developing the Next Generation of Leaders

In my last two columns, I offered some ideas on how to meet the challenge of the imminent retirement boom facing all levels of government. I focused on the scope and extent of the looming talent shortage and highlighted how some public agencies are proactively developing their workforces of the future now.

I described some approaches detailed in the report *The Aging-and-Retiring Government Workforce: How Serious Is the Challenge? What Are Jurisdictions Doing About It?* This research study was sponsored by my organization, CPS Human Resource Services, an independent and self-supporting public agency. This study, conducted by CPS researcher Mary B. Young, was done in cooperation with the Council of State Governments, the International Public Management Association for Human Resources (IPMA-HR), the National Association of State Personnel Executives (NASPE) and others.

In this study, we reported that many organizations are focusing on the immediate challenge—replacing their current group of senior leaders. The most strategic agencies, however, are heavily engaged in workforce planning, aggressively digging deeper into their organizations, rooting out vulnerabilities and trouble spots, and dealing with them.

As a follow up to the “Aging” study, CPS is completing research on a key aspect of the workforce challenge—leadership development. This study, again conducted by Dr. Young, is in cooperation with the International City/County Management Association, NASPE and IPMA-HR. Our report will be issued in June; here’s a preview.

The research question was, “What are jurisdictions at the local, state and federal level doing to build their leadership pipelines to ensure a supply of experienced talent for the future?” To answer this question, we reviewed the literature, and talked with knowledgeable academics and practitioners. We then interviewed officials in 35 public agencies that seemed to have interesting programs. We narrowed this group down to 15 federal, state and local agencies successfully using a variety of approaches to ensure they have the leaders they need, now and in the future.

The good news is that there are public sector organizations proactively addressing the challenge of building the leadership pipeline today, to prepare for the future. We found two overall approaches to building this leadership pipeline. We describe them as the “just-in-time” (JIT) approach, and the “integrated” approach.

Just-in-time agencies rely on a specific set of human resource practices to manage their overall talent supply and grow leaders. Often these practices are built around a formal leadership development program—either internal or outsourced—that may include coaching or mentoring new leaders. There may also be a succession plan and a competency model.

These are good things. But, the just-in-time approach is a little like an inoculation you get if you’re traveling abroad, just before you leave for the trip. The JIT model usually focuses on a relatively small segment of the workforce, such as middle managers who are likely to be promoted to senior management, or brand new senior managers.

While this approach can effectively develop leaders, it may not be aligned with other human resources practices. The result of this disconnect is a leadership pipeline with limited talent flowing through the pipe.

Of course, there are practical reasons for the just-in-time approach. First, training dollars are limited, so money has to be invested carefully in a targeted group. Also, leaders have traditionally had the time to develop their successors and coach new leaders. In theory, the best talent rose to the top—eventually.

Now, however, the landscape is changing as retirements accelerate and large numbers of senior leaders begin to retire. The result? Fewer old hands will be around to impart their knowledge and experience, and new leaders will need to grow up faster.

In addition, downsizing, layoffs and contracting out have thinned the ranks of middle management talent. Plus, spans of control have increased, leaving less time for mentoring, coaching and other informal approaches. Last, but not least, today’s (and tomorrow’s) leaders need to master new competencies.

As a result, many jurisdictions are finding that the just-in-time approach is not getting the job done. They need to build bigger pipelines, accelerate development, and go beyond traditional programs.

That’s where the second model—the “Integrated Leadership Pipeline” comes in. A key difference in this model is that all HR practices help build the leadership pipeline. Rather than a short-term, narrow pipeline with limited volume, this integrated approach:

- Develops leaders over longer time periods, even starting with when they’re hired as entry-level employees.
- Allows more people to develop leadership skills.
- Integrates the organization’s full range of HR practices, unlike the more limited JIT approach.

How are these HR practices integrated? In large part, the HR practices are built around the organization’s strategic plan, and are linked to frameworks such as workforce planning and a leadership competency model. Together, these practices support and strengthen the employee pipeline.

This integrated strategy starts with workforce planning and covers the full range of HR activities. These activities include recruiting and onboarding (for

both entry- and mid-level employees), coaching and mentoring, succession planning, internships and fellowships, formal leadership development programs, developmental assignments and job rotation, performance management, retention strategies like quality of work life initiatives and work/life programs, career planning and management, training, applied learning or action learning projects, compensation and benefits.

The ideal result, as illustrated in the case studies in our upcoming report, is an integrated set of HR practices that work together to move talented people through the leadership pipeline.

Some other overall conclusions and observations from our research:

- There is no “one size fits all” approach to feeding the leadership pipeline. In some cases, elegant and higher-cost approaches make sense. On the other hand, smaller jurisdictions need to design systems that fit their cultures, their strategies, their political contexts, and their budgets.
- Leadership development is done with, not to, people. Feeding the leadership pipeline is a cooperative and interactive process that depends on commitment and follow through—by the organization and the developing leaders.
- Leadership development isn’t a single, isolated process. We can’t expect to develop a fully-mature leader through a training course, no matter how good that training is. We can’t inoculate a person with the leadership serum. Instead, when done right, leadership development is an integrated and continuous set of processes that cover the entire employee “lifecycle.”
- Therefore, leadership development needs to start early—as early as when we hire new employees.
- Building the leadership pipeline takes place every day, not just during annual

performance feedback sessions, with an isolated training program, or when a key employee announces his or her retirement.

- Our research identified many exciting approaches, including using technology to help provide development and feedback, and offering “action learning” opportunities that force emerging leaders to integrate theory with practice to solve real problems, not just textbook case studies.
- But, we get what we pay for. There isn’t a “magic, low-cost bullet” that will create leaders. Results require investments, and leadership development is no exception. The corollary to this is to show results that demonstrate—to elected leaders and taxpayers—that investing in the leadership pipeline pay dividends. While the measurable results of leadership development programs continue to be difficult to document, we found encouraging signs that public agencies are beginning to demonstrate and document measurable results. This is a critical step to build credibility and sustainability for leadership development programs.

Please contact the author for a copy of *The Aging-and-Retiring Government Workforce: How Serious Is the Challenge? What Are Jurisdictions Doing About It?* or to receive a copy of the forthcoming leadership development report.

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Strategic Partnerships In Public Service

Strategic partnerships, when done right, provide participating organizations with a chance to learn and benefit from one another and to achieve results they could not achieve alone. These joint ventures are not only beneficial between businesses. In the public, non-profit and government to business environment they allow organizations to leverage their respective strengths, minimize their weaknesses and pool resources to attain goals both large and small that would otherwise be impossible because of competitive environments, shifts in technology, demographics and changing stakeholder interests.

These partnerships usually come together due to four pre-conditions:

- **Multiple Independent Organizations**—most often two or more agencies collaborate successfully by recognizing and addressing the differences in cultures, goals, management structures, constitutional, statutory and budgetary restraints.
- A mission that cannot be achieved without the aid of the other and this interdependence holds the venture together.
- A clearly defined objective that benefits all and is established up front.
- An agreement on the supporting elements of objectives such as target activities and completion dates including a joint oversight committee who agrees to take responsibility for outcomes and progress.

Typically, these ventures take on a form which may be loosely, moderately or tightly constrained.

In a loosely coupled relationship, the agencies agree to pool resources and to pursue opportunities such as a county and city pooling advertising dollars to attract economic development or conventions. An example of this is when Tempe and Chandler, AZ agreed in 1996 to jointly build an outlet mall.

In a moderately coupled relationship, the agencies form a more formal relationship

such as jointly defining a development corridor. An example of this is when Queen Creek, AZ and Gilbert, AZ entered into an intergovernmental agreement to set a mutual boundary in an unincorporated area so that a major residential development, golf course and resort could be built on more than 1,000 acres of orange groves straddling the boundary.

In a tightly coupled relationship, the agencies formally integrate resources such as infrastructure, services and processes. This kind of venture requires legal contracts due to the greater interdependence and the depth of the relationship. Often a new organization is created such as the Cambridge Family Health Center created by the Clark County Nevada Health District, the Clark County Health Access Consortium and the Nevada Health Center to provide options for the medically underserved and uninsured members now providing care to 35,000 per year which translated to 70,000 patient visits per year.

In order for a joint venture to be successful, there needs to be a thorough understanding of expectations of each partner. These kinds of relationships are a little like playing CHESS—they are only successful when there is a clear understanding of the nature of the competition, historical influences, economic and electoral climate, societal events and stakeholder commitment.

The twelve-step process to successful partnerships starts with trust between the partners which may need to be built and ends with accepting the fact that the relationship will run its course and conclude so that an exit strategy should be planned from the beginning. In between, the relationship should be managed as indicated below:

- Build trust
- Define mission, goals and objectives
- Define community benefits and the public interest served

- Complete a self-evaluation
- Know the partner agency and stakeholders involved
- Establish relationship boundaries
- Determine initial projects (when in doubt, start small)
- Maintain independence until the relationship gels
- Maintain the relationship so that it becomes strong
- Live up to commitments
- Develop and delivering on exit strategies

In order to determine whether or not there is potential for a strategic partnership, it is important to define first the prospective mission, objective, goals and opportunity. The mission should clearly state what will be produced that could not otherwise be gained. The objective should clearly state the benefits to all parties including the public interest. The goals should define explicitly the target customer or stakeholder, the product or service to be provided, costs and pricing. The opportunity should examine resource requirements and decide exactly how they will be met as well as how resources will be used and why there is opportunity in pursuing the partnership.

Determining whether or not an agency is a good business partner requires a mutual review of characteristics so that the relationship builds into long-term success. Ideally, agencies should align with one another according to leadership, size, longevity, interest, budgetary commitment and time line. Leaders involved in taking responsibility for outcomes should like and respect one another enough to be willing to work together having a mutual trust in one another's ability to meet deadlines and financial goals. Similarly sized agencies often work best with one another because there is equal risk however, acknowledging up front the stakes, commitment and value of each partner is also a key to success even when some partners are large and some are small. Longevity acknowledges the interest in building a long term relationship beyond the immediate one and a commitment to build internal competencies and a relationship that will lead to more opportunities. Interest needs to be similar for both partners because a mismatch will cause bottlenecks or other problems. Budgetary commitment is critical so that all parties are able to deliver on financial promises. Timelines should be discussed and agreed upon so that progress is not defined differently.

Making the relationship work requires the establishment of relationship boundaries, determining what initial project will be pursued, maintaining both independent oversight and nurturing the relationship. Too often, there is a rush into a strategic partnership without first identifying and establishing boundaries and clearly understanding legal and budgetary constraints. Boundaries can be set by looking at the following areas as a kind of frame for the future relationship:

- **Current Relationship**—how well does the relationship work today with regard to interfaces between elected and appointed

officials, middle managers, specialists or professionals and information technicians.

- **Emerging or Future Relationships**—how the partnership is envisioned including a best-case and worst-case scenario of how the relationship could end, grow and prosper.
- **Processes**—how well each agency understands the different processes that it uses to operate and manage its responsibility to meeting the objectives laid out and how these processes might change by virtue of working with the other agencies.
- **Procedures**—how rules providing guidelines and direction will be executed and completed and by whom.
- **Interface with Citizens**—how the partnership will be communicated to individual citizens and to the community as a whole.
- **Decision making**—how decisions will be made and what steering committee, legislative body, hierarchy or intergovernmental agreement will rule.
- **Conflict Resolution**—how conflict will be managed, because disagreements always occur at the same time relationships are built.
- **Culture**—how values and belief systems that guide and establish the uniqueness of each agency will be acknowledged and addressed because ignoring them may make the difference between success and failure.

Often, strategic partnerships are talked about but never come about because success requires that the right project providing real value to all parties be identified and pursued. The right project must have a commitment to success from the agencies and their leaders and it also must have real value in the eyes of the community and targeted stakeholders. Usually this means conducting a detailed resource requirement review and coming up with an equally detailed time line because without a definition of success for each agency, there is no success.

When the strategic partnership has run its course and is about to end, all parties should be better off as a result of having been involved. Often achieving this end depends on how much independence each agency maintains during the partnership because they need to be able to clearly communicate benefits. In order to do so, elected officials and executive management must be clear about what needs to be achieved for them to view outcomes as successful. There needs to be an expectation with management and staff of each agency that their objectives and job responsibilities are to seek out new processes, procedures, technologies and opportunities from partnering agencies so as to take advantage of the relationship within agreed upon limits. Cross-functional teams need to be developed so that there is an opportunity to experience diverse functions, challenges and opportunities. When this happens, the vision involved in a strategic partnership is realized and the public interest is truly served.

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Study Reveals One in Three Americans Is Overworked

Triggers for Overwork and Solutions for Workplace Stress are Explored

New York—A study released by the Families and Work Institute, “Overwork in America: When the Way We Work Becomes Too Much,” reports that one in three American employees are chronically overworked, while 54 percent have felt overwhelmed at some time in the past month by how much work they had to complete. The study of more than 1,000 wage and salaried employees identifies for the first time why being overworked and feeling overwhelmed have become so pervasive in the American workplace.

“Ironically, the very same skills that are essential to survival and success in this fast-paced global economy, such as multi-tasking, have also become the triggers for feeling overworked,” reports Ellen Galinsky, president of Families and Work Institute and a lead author of the study. “Being interrupted frequently during work time and working during non-work times, such as while on vacation, are also contributing factors for feeling overworked.”

Employees’ priorities have an effect on their state of being overworked as well. Employees who are work-centric are more likely to be overworked than those who maintain a dual-centric lifestyle, giving equivalent priority to their lives on and off the job. Possibly contrary to expectation,

employees with greater family responsibilities were no more likely to be overworked than those without these responsibilities, except for elder care.

Because there is a great deal of interest in vacations in relation to reducing work stress, the study explored this issue in depth. Researchers found that 79 percent of employees had access to paid vacations in 2004 and that more than one-third of employees (36 percent) had not and were not planning to take their full vacation. On average, American workers take 14.6 vacation days annually with more than one-third (37 percent) taking fewer than seven days. Only 14 percent of employees take vacations of two weeks or more. In addition, while employees report that it takes three days on average to begin to relax, the data shows that the longer employees take off at any one time, the more likely they are to return to work feeling more relaxed and energized. For example, among employees who take one to three days off (including weekends), 68 percent return feeling relaxed compared with 85 percent who take seven or more days (including weekends).

“Perhaps the most important finding from the study related to vacations is that the more one works during vacations, the more overworked one is. Although one might

hypothesize that employees who work during vacations are doing themselves a favor in avoiding a pile-up of work when they return,” says Terry Bond, vice president of Families and Work Institute and an author of the study, “the opposite seems to be true. Sometimes being truly away from work helps employees return less overwhelmed and more able to engage energetically in work.”

In a culture where being overworked is seen as both a “red badge of courage” as well as a source of anxiety, being overworked should be taken seriously by employers. Employees who are more overworked are more likely to make mistakes at work, to be angry with their employers for expecting them to do so much and to resent coworkers who don’t work as hard as they do. In addition, nearly half of employees who feel overworked report that their health is poor. For example, only 8 percent of employees who are not overworked experience symptoms of clinical depression compared with 21 percent of those who are highly overworked.

For more information about “Overwork in America: When the Way We Work Becomes Too Much,” including a self-assessment quiz and other free materials, go to www.familiesandwork.org.

Key Study Data

- One in three Americans feel they are overworked.
- 54 percent of American employees have felt overwhelmed by how much work they had to complete at some time in the past month.
- 29 percent of employees spend a lot of time doing work that they consider a waste of time. These employees are more likely to be overworked.
- 79 percent of employees had access to paid vacations in 2004.
- More than one-third of employees (36 percent) had not and were not planning to take their full vacation.
- On average, American workers take 14.6 vacation days annually.
- Most employees take short vacations, with 37 percent taking fewer than seven days.
- Only 14 percent of employees take vacations of two weeks or more.
- Only 8 percent of employees who are not overworked experience symptoms of clinical depression compared with 21 percent of those who are highly overworked.

Award Reflects the Hope Felt by Many Oklahomans

From OKC REMEMBRANCE, pg. 1

Voice of Afghan Women Radio, represented by Jamila Mujahid and Najiba Maram.

“The Taliban have gone.” Just four words, but very powerful ones spoken by Jamila Mujahid on November 13, 2001. That day marked the first time since the Taliban had seized power in 1996 that the country of Afghanistan heard Mujahid’s familiar voice on the radio. Under the Taliban’s strict regime, women were banned from working and forced to stay at home.

That initial broadcast would provide the impetus for the formation of the Voice of Afghan Women, Kabul’s first radio station managed by women. The project has been the brainchild of Mujahid, a television newsreader for 15 years and Najiba Maram, who is now the deputy head of the foreign news department at Afghanistan’s Bakhtar news agency. The main goal of the station is to fight violence against women, illiteracy, forced marriages and killings. In addition, the station produces programs on health, education and women’s rights.

“These two women are inspiring examples of perseverance, determination and hope,” said Kari Watkins, executive director of the Oklahoma City National Memorial. “They saw a need for women to regain their voice and personal power

in a society that had treated them as second-class citizens. Their work is exemplary and indicative of the achievements we want to recognize with this inaugural award.”

According to statistics, 95 percent of Afghan women are unable to read. The radio station, which is run entirely by women, broadcasts live three hours a day but hopes to increase to 12 hours. They currently can only broadcast live, but plan to use the award money to purchase equipment to be able to record programs. The women work for no salary. The Afghan Women Radio broadcasts to Kabul, the capital of Afghanistan, and its five surrounding provinces. In rural areas, radio is the only source of reliable and impartial information and as a result, provides an effective defense against extremism and violence.

Mujahid and Maram were honored as the inaugural recipients of the award at a reception and dinner on April 19 at the Civic Center Meinders Hall of Mirrors in Oklahoma City. This prestigious international award also includes a \$10,000 cash prize. These women traveled more than 24 hours to come to Oklahoma City in time for the 10th anniversary Remembrance Ceremony and spent the week learning about the Memorial’s programs—how America is combating terrorism and confronting health and education issues.

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FREDERICKSON PERSPECTIVE

A Column by H. George Frederickson

PA Times invites your opinions regarding issues addressed in this space, or any public management issues. Please fax us at (202) 638-4952 or e-mail us at: cjewett@aspanet.org. The viewpoints expressed in the Commentary section of PA Times are the individuals' and are not necessarily the viewpoints of ASPA or the organizations they represent.

Coming To Account

What shall we make of the decision to change the name of the General Accounting Office (GAO) to the Government Accountability Office?

First, as the investigative arm of Congress, the GAO was always more than an accounting agency. Second, given the unsavory reputation of some accounting practices, it was wise and timely of the GAO to dump that word with all its baggage. Third, it was clever of the GAO to change two words in its title and still keep the GAO symbols—symbols of nonpartisan fairness, balance and toughness. Fourth, and most important, by replacing “accounting” with “accountability” in its title, the GAO has associated itself with one of the most powerful symbols in modern politics and administration.

Accountability is now the air we breathe, the new oxygen of politics and administration. On the political side virtually all new domestic legislation, such as No Child Left Behind or the Government Performance and Results Act (GPRA), is put forward by legislators as a way to improve accountability. On the administrative side, President Bush's Management Agenda and the administration's application of the Performance Assessment Rating Tool (PART) to all federal programs are both described as accountability reforms. Indeed, the Office of Management and Budget rates the administration of each federal program on a zero to one-hundred “results/accountability” scale using agency responses to the PART. A similar embrace of accountabil-

ity can be seen in state and local politics and administration.

Melvin J. Dubnick, perhaps the leading American academic authority on accountability in government, says that “according to proponents of accountability-centered reforms, enhanced accountability will (among other things) result in: greater transparency and openness in a world threatened by the powerful forces of hierarchy and bureaucratization; access to impartial arenas where abuses of authority can be challenged and judged; pressure and oversight that will promote appropriate behavior on the part of public officials; and improvements in the quality of government services.”

In short, Dubnick argues, modern applications of accountability carry with them promises of enhanced democracy, greater justice, more ethical behavior and improved government performance. It is the last claim—that modern applications of accountability will improve government performance—that most interests Dubnick, because that claim is at the core of public administration. He asks these questions: “Is there a basis for the assumed relationship between accountability and performance? ‘Will greater accountability mean improved performance?’”

Although the unusual relationship between accountability and performance has not been widely explored it has, nevertheless, “attained the status of an institutionalized myth among both proponents and students of administrative reform,” according to Dubnick. Both accountability and performance, particu-

larly performance measurement, are part of the wider body of so-called “new public management” administrative reforms, and in those reforms the two words tend to be used interchangeably and to mean approximately the same things. “While reformist rhetoric,” Dubnick says, “is well intentioned as a means for justifying and energizing changes that advocates deem necessary and wise, such proselytizing of ‘the gospel’ is not conducive to thoughtful reflection or analysis.”

In his brilliant synthesis of theory and practice on the presumed relationship between accountability and performance, Dubnick reminds us that the modern practices of accountability trace to “reporting,” the R in POSDCORB.

Reporting is a bureaucratic form of “account giving” including reports on all forms of productivity, finances, accounting, and, in modern systems language, feedback. But account giving also includes excuses, disclaimers, blaming, justification, fault-finding, shaming, and other means by which the gaps between administrative actions and policy expectations are bridged. Account giving or accountability tends to be after-the-fact explanations or representations of agency effectiveness, which is exactly what the Government Accountability Office does.

Dubnick and Barbara Romzek, in their splendid consideration of the Challenger accident, describe varying and competing accountability mechanisms including bureaucratic accountability, legal accountability, professional accountability, and political accountability. How a public agency or official gives account varies depending on the particular mix of accountability mechanisms thought to be appropriate to the activity or event calling for account giving.

Accountability, it turns out, often comes with an “accountability paradox.” Guy Peters, Arie Halachmi and Geert Bouckaert claim that there is an inherent tension between accountability and performance and that efforts to improve performance through accountability tend to have the opposite effect. First, in the accountability paradox agencies are often held to account for how well they implement accountability procedures rather than for how well they perform their primary purposes. Second, the costs of time and resources devoted to account giving are resources that could be used to improve performance—goal displacement in action. Third, some agencies operate in the context of so many layers of account giving that there are as many officials engaged in oversight as there are officials actually doing the work of the agencies.

A more important challenge to the presumed connection between greater accountability and enhanced performance comes from Jennifer Lerner and Philip E.

Tetlock. Their review of the research findings to date regarding how individuals react to account-giving situations is sobering and worth quoting: “This review underscored the falsity of the conventional wisdom—often born of frustration at irrational, insensitive, or lazy decision makers—that accountability is a cognitive or social panacea: ‘All we have to do is hold the rascals accountable.’”

Two decades of research now reveals that only highly specialized subtypes of accountability lead to increased cognitive effort; most cognitive effort is not inherently beneficial; it sometimes makes matters worse; there is ambiguity and room for reasonable disagreement over what should be considered worse or better judgment when we place cognition in an institutional context.

In short, accountability is a logically complex construct that interacts with characteristics of decision makers and properties of the task environment to produce an array of effects—only some of which are beneficial.” This is high academic jargon for Lerner and Tetlock's basic claim—greater accountability seldom results in improved performance.

But the jury is still out. Will the No Child Left Behind Act cause schools to be more accountable, as evidenced by improved performance? If so, in which schools and in which subjects? Is overall school performance achieved at the expense of improved performance on the part of certain groups or classes of students? Is there evidence of the accountability paradox or goal displacement?

Has the implementation of GPRA in the national government enhanced accountability by improving performance? In the early stages of the Bush administration it was evidently determined that GPRA was not accountable. In September 2002, the White House unveiled the new PART with these words: “Nearly 10 years have passed since the Government Performance and Results Act (GPRA) was enacted. Agencies spend an inordinate amount of time preparing reports to comply with it, producing volumes of information of questionable value. If one were to stack up all the GPRA documents produced for Congress last year, the pile would measure over a yard high. A policy-maker would need to wade through reams of paper to find a few kernels of useful information...As a result the Administration has decided to take GPRA in a new direction.”

So GPRA, in the opinion of the Bush administration, had resulted in both goal displacement and the accountability paradox. Now we face the question of whether the implementation of PART has found the links between accountability and performance.

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This book is a lot more interesting than a spreadsheet (...and more accurate!)



Goodbye Affirmative Action, Hello Diversity!

The ASPA Code of Ethics and the ICMA Guidelines for implementing its Code have shared a common commitment to the language of "affirmative action." But not any longer. The ICMA Executive Board has approved changes in the Code's Guidelines which remove the reference to "affirmative action" and substitute the language of "diversity." ASPA does not have the exact equivalent of guidelines which means that any changes to the Code require a vote of approval by the membership. Any change in ASPA code language requires approval by the full membership.

Other changes made by the ICMA Executive Board exhort members to prohibit discrimination based on sexual orientation or physical disability. The complete guidelines for defining equal opportunity follows: "All decisions pertaining to appointments, pay adjustments, promotions and discipline should prohibit discrimination because of race, color, religion, sex, national origin, sexual orientation, political affiliation, disability, age, or marital status. It should be the members' personal and professional responsibility to

actively recruit and hire a diverse staff throughout their organizations."

References—see *ICMA Newsletter*, August 23, 2004

ASPA member Donald C. Menzel is ASPA's president and professor emeritus of Northern Illinois University. E-mail: dmenzel1@tampabay.rr.com



Two Accountability Lessons Learned

From **FREDERICKSON**, pg. 11

We learn two lessons. First, systems of accountability are essential to the effective oversight of public administration. So are systems of performance measurement and evaluation. But they are not the same thing. Second, the assumed relationship between accountability and performance may be conventional wisdom but it is an untested assertion. Dubnick argues that we already know from the Hawthorne studies that attention and trust result in improved performance. Can the same be said for accountability systems?

For the full text of the work upon which much of this column is based see Melvin J. Dubnick, "Accountability and the Promise of Performance: In Search of the Mechanisms," *Public Performance and Management Review*, vol. 28, no. 3; March 2005, pp. 376-417.

ASPA member H. George Frederickson is Stene Professor of Public Administration at the University of Kansas and co-author of both The Public Administration Theory Primer and The Adapted City: Institutional Dynamics and Structural Change. E-mail: gfred@ku.edu

Would you like to submit an article to PA TIMES?

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Center for Accountability and Performance CAP Corner

Standing Together, While Walking Alone: A Plea for Integrating Quality Management and Performance Management in (Public) Organizations

Wouter van Dooren

Let us start with a short reflection on a typical organization. When there is attention given to quality and performance it is typically concentrated in four areas; the financial function, the HRM function, the operational management function, and the research function. This is particularly the case in large organizations.

First, the financial managers want to overcome the mere input orientation of their budgets. They not only want to know how much they spend, but on what and for what. Therefore, they have performance budgeting. Secondly, HRM managers want to reward personnel for what they do, rather than for being present. Therefore, they implement performance based HRM systems. Thirdly, operational managers want to know if they are managing well and do not overlook anything. Therefore they implement quality models. Balanced scorecards are one example. In Europe, we also have the EFQM excellence model and the Common Assessment Framework. The latter is designed for the public sector in particular. Besides their traditional focus on processes, these models increasingly focus on the output and the results for society (outcome). Fourthly, research staff (for instance in internal think tanks) are measuring program and organizational outcomes. They want to find out 'what works.' They want 'evidence based policies.'

The four approaches stand together in their ambition to understand how resources facilitate processes, how processes lead to high-quality outputs, and how outputs bring about outcomes that are meaningful for society. However, these approaches most of the time walk alone in day-to-day practice and research. So, what can we do?

- *Speak one language.* Different approaches develop and reinforce different discourses. As a result, communication between managers within organizations is hampered. They do not understand the vocabulary the others are using. This weakens both internal understanding and external accountability. An organization that talks different languages is less likely to be understood. Academics and consultants do not go free in this. They are, as well, responsible for much of the different discourses that we find today. They are often incited to novelty seeking, and therefore may seem to re-invent the wheel. Therefore, we have to look for the unity in the diversity of concepts.

- *Financial resources are scarce; use them efficiently.* Innovations in performance management and quality

management face competition for resources with front-line service delivery. It is a battle of David against Goliath. Spending on front line service delivery usually appears more urgent, more effective and more salient. Spending on quality and performance initiatives is usually seen as overhead cost, which is tangible and immediate. The benefits however are intangible and evident in the longer term. In times of fiscal stress, spending on performance and quality management will be the first to be disputed.

Therefore, performance measurement and quality management need to acquire legitimacy as soon as possible. This may be harder when both do not operate in unison. If David is to hit Goliath between the eyes, he will have to be able to throw high enough.

- *Attention of decision-makers is scarce; use it sparingly.* Performance management and quality management initiatives face competition in a second way. Decision-makers nowadays have too much information rather than too little. Information from performance and quality systems competes for attention of decision-makers with other information sources (e.g. anecdotal evidence, media coverage). Top managers and external stakeholders (among them, politicians) have limited time to work with performance information and information from the quality management system. When different fractions that run different information systems send confusing signals, the usefulness of both quality and performance management for decision-makers and external stakeholders will be undermined.

The issue of quality and performance was one of the many topics of the 2005 ASPA pre-conference meeting titled "International Symposium for Developing Effective Performance Measurement Systems in Government." The Public Management Institute of the University of Leuven (Belgium) had the opportunity to contribute to this symposium from a European viewpoint.

Other issues included the need for organizations to look beyond their organizational borders, the need for international benchmarking, the need for practical analytical techniques, the need for trained observers and the need for citizen involvement. We hope to further explore these and other issues and to do this from a transatlantic perspective.

ASPA member Wouter van Dooren is researcher at the Public Management Institute, University of Leuven, Belgium. E-mail: wouter.vandooren@soc.kuleuven.ac.be

For information or items of interest related to CAP or performance management/measurement activities or if you have a related item for the CAP Corner, please contact Patria Julnes, CAP Co-chair, 1120 G Street, NW, Suite 700, Washington, DC 20005; or be sure to check out the "CAP Corner" on ASPA's web site: www.aspanet.org.

Reports on the Web

Featured Report of the Month

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U.S. Government Accountability Office Reports

- "Department of Homeland Security: A Comprehensive and Sustained Approach Needed to Achieve Management Integration"
- "Free Trade Area of the Americas: Missed Deadline Prompts Efforts to Restart Stalled Hemispheric Trade Negotiations"
- "Government Auditing Standards: Guidance on GAGAS Requirements for Continuing Professional Education"
- "Grants Management: Additional Actions Needed to Streamline and Simplify Processes"
- "Information Technology: OMB Can Make More Effective Use of Its Investment Reviews"
- "National Airspace System: Experts' Views on Improving the U.S. Air Traffic Control Modernization Program"
- "Unfunded Mandates: Opinions Vary About Reform Act's Strengths, Weaknesses, and Options for Improvement"

Visit www.gao.gov/audit.htm to access the reports listed above.

Other Reports

- "Combating Poverty and Exclusion through Work" (Organization for Economic Cooperation and Development)
www.oecd.org/dataoecd/62/35/34598300.pdf
- "Constructing the New York State-Local Internet Gateway Prototype: A Technical View" (Center for Technology in Government)
www.ctg.albany.edu/publications/reports/state_local_gateway_techreport/state_local_gateway_techreport.pdf
- Economic Growth in the 1990s: Learning from a Decade of Reform (World Bank Group)
www1.worldbank.org/prem/lessons1990s/index.htm
- Issues of Merit - April 2005 (U.S. Merit Systems Protection Board)
www.mspb.gov/studies/newsletters/05aprnews/05aprnews.pdf
- The Municipal Year Book 2005 (International City/County Management Association)
http://bookstore.icma.org/obs/showdet.cfm?&DID=7&Product_ID=1249&CATID=4&PC=myb1.1.2
- "Personnel Reform" (Partnership for Public Service)
www.ourpublicservice.org/research/research_show.htm?doc_id=273751
- "Public Sector Transparency: What Works?" (Development Gateway)
<http://topics.developmentgateway.org/special/transparency>

If you have a report for inclusion in "Reports on the Web" contact Erik Bergrud at ebergrud@aspanet.org

Stand Where Things

Rural America Will Remain Key Political Battleground For Years to Come

Battle Creek, MI—An analysis of the presidential election results tells a great deal about both the differences and similarities between rural and urban America, say veteran political consultants and pollsters Anna Greenberg of Greenberg Quinlan Rosner Research Inc., and Bill Greener of Greener and Hook, LLC.

Speaking at a seminar hosted by the W.K. Kellogg Foundation, Greenberg and Greener noted that nearly half (48 percent) of voters in rural areas describe themselves as conservatives, compared to 39 percent among voters in the nation as a whole.

Rural areas boast larger numbers of evangelicals (28 percent compared to 21 percent nationally) and represent the only areas in the country where a majority of households own guns (57 percent compared to 40 percent nationally).

Rural voters place an appreciably higher priority on moral values than the rest of the country and this greatly influenced their voting decisions, noted Greenberg and Greener, in a report "The Message from Rural America: The Rural Voter in 2004."

During the election, two competing dynamics were at play, said Greenberg and Greener. Rural is the most culturally conservative part of the country and cultural issues drew rural voters to the president. At the same time, rural America is the most economically populist part of the country, and this worked in Senator John Kerry's favor. Fully half of rural voters identified either Bush's "Tax cuts for the wealthy" or his "corporate interests" as serious Bush doubts, compared to 43 percent nationally.

Greenberg and Greener see rural voters continuing to play a key role in upcoming elections. The electoral stakes will be just as high in 2006 and 2008 and both parties will likely look at the trends, short-term and long-term, in rural America and see both opportunity and risk, said Greenberg and Greener. In 2006 they expect that the rural vote will make a critical difference in Senate races, not only in swing states such as Wisconsin and Minnesota but also red states such as Nebraska and Louisiana.

As a result, concluded Greenberg and Greener, rural America will remain a key political battleground and prize for many years to come.

For a complete copy of the report visit <http://75.wkkf.org/DocumentPDFHTML.aspx?ID=14>.

Innovations in American Government Award Finalists Announced

Cambridge, MA—Eighteen government initiatives—ranging from a federal website to a city program that engages young people in local public management—have

been named finalists for the Innovations in American Government Award, a program of the Ash Institute for Democratic Governance and Innovation at Harvard University's Kennedy School of Government. The finalists are now eligible for one of six \$100,000 award prizes.

The eighteen finalists are:

- Adolescent Portable Therapy in New York City
- Advanced Language Program in Lexington, KY
- Charter Agencies in the State of Iowa
- Corridor Housing Strategy in Minneapolis, MN
- Global Development Alliance at the U.S. Agency for International Development
- Housing & Conservation Board in the State of Vermont
- Laboratory Response Network at the U.S. Centers for Disease Control and Prevention
- Metro Police Department's Gay & Lesbian Liaison Unit of Washington, DC
- Partnerships for Results of Cayuga County, NY
- Priorities of Government in the State of Washington
- Program Assessment Rating Tool at the U.S. Office of Management and Budget
- State Forensic Program of Allegheny County, PA
- Sustainable Technology, Engineering, Planning and Strategies of Olympia, WA
- Systematic Code Enforcement Program of Los Angeles, CA
- Metropolitan Regional Career and Technical Center in the State of Rhode Island
- SEED School of the DC Public School District
- www.Regulations.gov of the U.S. Environmental Protection Agency
- Youth Civic Engagement in Hampton, VA

For more information on the award and finalists visit www.excelgov.org.

Philadelphia Mayor Approves Wireless Plan Placing the City at the Forefront of Broadband Delivery

Washington, DC—Philadelphia Mayor John Street recently announced that Philadelphia's wireless plan—"Wireless Philadelphia," has been approved and will move forward.

The plan involves placing thousands of small transmitters around the city—probably atop lampposts. Each of these wireless hot spots would be capable of communicating with the Wi-Fi network cards that now come standard with many computers. The key goals of Wireless Philadelphia are to enhance economic development, help overcome the digital

divide and to improve the quality of life for every resident and business. Wireless Philadelphia also promises to enhance the visitor experience.

"The United States currently ranks 13th in the world when it comes to broadband connectivity. For many communities, initiatives such as Wireless Philadelphia could offer a viable way to connect to the Internet" said Alan Shark, executive director of the Public Technology Institute. "Many local governments across the country are eagerly watching this initiative in hopes it will provide a dynamic and replicable model for their community."

"Today is a great day for Philadelphia and the thousands of businesses and tens of thousands of families and children who will benefit from our Wireless initiative," Mayor Street said. "Just as roads and transportation were keys to our past, a digital infrastructure and wireless technology are keys to our future. To ensure Philadelphia is a 21st century city, we now must begin planning for the next generation."

Mayor Street also announced the formation of "Wireless Philadelphia" as a Pennsylvania nonprofit corporation and issued the release of the nonprofit's RFP, available for download at www.phila.gov/wireless and www.phila.gov/rfp.

NCNA Receives Kellogg Foundation Grant to Establish 15 New State Associations

Washington, DC—In an effort to strengthen nonprofits and communities, the National Council of Nonprofit Associations (NCNA) is working to establish new nonprofit associations in fifteen states. These state associations will be formed to advocate for and strengthen nonprofits.

The project is funded by a \$200,000 grant from the W.K. Kellogg Foundation of Battle Creek, MI.

The project will advance associations in 15 states: Arizona, Arkansas, Hawaii, Illinois, Iowa, Kentucky, Nebraska, New Mexico, Oklahoma, Oregon, Tennessee, Virginia, West Virginia, Wisconsin, and Wyoming. Through case studies, expert knowledge, site visits, and convenings, NCNA will focus its technical assistance on developing these groups into sustainable organizations. The project will also include the creation of a comprehensive strategy to outline best practices in developing a state association.

If you have a press release for "Where Things Stand," contact Christine McCrehin at cjewett@aspanet.org.



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ASPA TIMES

Advancing excellence in public service. . .

Ruth Gray Accepts Social Equity Award from ASPA

Passionate Acceptance Speech Promises "A Change is Coming. We Will Not Waiver."



Photo by Jim Bovin

Gloria Hobson Nordin Social Equity Award Winner Ruth I. Gray, executive director of The Empowerment Center of Greater Cleveland, makes a point during her acceptance address.

Ruth I. Gray, executive director of The Empowerment Center of Greater Cleveland, is the third recipient of the Gloria Hobson Nordin Social Equity Award. Sponsored by the ASPA Endowment, this award is presented annually to a public administrator in recognition of distinguished contributions toward achieving fairness, justice and equality in governance.

For more information on this award, the nomination process and the amazing woman it is named for, visit the ASPA website at www.aspanet.org and click on ASPA General Info.

Social equity is also one of four key topics chosen in 2004 by ASPA's National Council; the others are Accountability and Performance, Ethics and Professionalism. These topics were chosen as subjects that ASPA should monitor and advocate in the coming years.

Following is the text of Gray's address given at a luncheon ceremony during ASPA's 66th National Conference in Milwaukee, WI, April 5, 2005.

Ruth Gray

Today, I want to share with you some of my thoughts on social equity.

Earlier this year, in his World Day of Peace message, Pope John Paul II said that "Each person, in some way, is called to work for the common good, constantly looking out for the good of others as if it were his own." This responsibility belongs in a particular way to political authorities at every level, since they are called to create that sum of social conditions, which permit and foster in human beings the integral development of their persons.

Well, what is the common good? It is the protection and assurance of basic human rights. It is the promise of democracy. "That all persons are created equal, that (we) they are endowed by (our) their Creator with certain unalienable rights, that among these are Life, Liberty and the pursuit of Happiness."

See GRAY SPEECH, pg. 19

The June issue of PA TIMES will feature Chapter events related to Public Service Recognition Week.

PA TIMES wants your stories.

To submit chapter event or awards dinner briefs contact Christine Jewett McCrehin at cjewett@aspanet.org or call 703-209-0560.

ASPA Charter Member James Fesler Passes Away



ASPA charter member James Fesler died at a Connecticut hospice Wednesday evening, surrounded by family members. Fesler served as chair of the

U.N. group on Decentralization for Development in 1961. Apart from that, he was assistant to the executive secretary, War Production Board from 1941-1943, and chief of the Policy Analysis and Records Branch from 1943-1945. He

served as historian of the War Production Board from 1945-1946. From 1935-1951, Fesler taught political science at the University of North Carolina, and from 1951-1979 he was a member of the department of political science at Yale University. As political science chair at Yale, he was responsible for much of the hiring that made it one of the premier departments in the nation and for launching the behavioral revolution. He was also a visiting professor at the University of Minnesota and the University of California at Berkeley. Fesler served as editor-in-chief of Public Administration Review from 1958-60. He was co-author of The Politics of the Administrative Process, 3rd edition (CQ Press, 2005).



Have you visited ASPA's web site lately?
www.aspanet.org

Donald C. Menzel
PRESIDENT'S COLUMN



The Mantle of Idealism

We can and should take pride in ASPA's past and future as an agent of reform and responsible, professional governance in America and worldwide. There are many reasons for this proud history. One reason is the mantle of idealism that the founders placed on the Society. It was idealism, we should remind ourselves, that led to the establishment of ASPA in the first place—the belief that public administration could be and should be a profession, that merit mattered, that government as we knew it in 1939 could be efficient, effective and responsive to the needs of Americans.

It is no accident that the founders inserted an unmistakable three letter word in our namesake—American Society for Public Administration. We are not the American Society of Public Administration, nor do we want to be. Our mission then and now is to be for public administration in its widest and most inclusive public service sense. Yes, public administration as we know it today means “getting the job” done right but underlying this is the commitment to a better government, for a better life, for a better America, for all. Public administration professionals are also fervently committed to the belief that a healthy, well functioning democracy must have a healthy, well functioning governmental bureaucracy. The two are inseparable. This is the spirit of public administration idealism and it is ASPA's past as well as its future.

I've always thought of myself as an idealist but I must admit that it has been a challenge to remain so as I, along with ASPA, enter my 66th year on planet Earth.

People are basically good, I've believed, but then things happen and I'm not so sure any more. America is good, but then the horror of Abu Ghraib and, more recently, Guantanamo make me wonder. The future is good, but I worry a lot about it in this age of terrorism, global warming, deforestation and making the world safe once again for democracy—remember our founding intellectual patron saint, Woodrow Wilson and the League of Nations? But maybe it isn't such a dark future. After all, I can well remember the unthinkable future of the 1960s—a nuclear winter!

So is idealism in ASPA dead or alive? Perhaps the question should be stated differently, should we embrace idealism in ASPA with vigor and enthusiasm? Or, is this a so-what? Who cares? In my view, ASPA and idealism are joined at the hip—I can't imagine ASPA only in terms of “what have you done for me lately?” Ask yourself, why did you join ASPA? Did you join because you wanted to “get” but not to “give?” I doubt it. ASPA is not a union nor an organization that is single-mindedly focused on selling products (shirts, cups, publications) in return for a membership fee. Nor, is ASPA just a networking organization of chapters and sections, although networking is very important.

I joined ASPA more than 25 years ago because it was the right thing to do for an aspiring professional. Yes, I wanted to “get” but I also wanted to “give”—give time and energy and, yes, financial support to an organization of practitioners and academics that articulated and promoted the values that I believe are still important more than 60 years later—merit, achievement,

performance, pride in public service, ethics, justice, accountability, rule of law, democracy, social equity, community. Idealistic? Perhaps. I wouldn't want it any other way. Would you?

So if you are not yet a member of ASPA or are considering renewing your membership, be sure to ask yourself not only what you want from ASPA but what you can contribute to a better America through ASPA. Let's not confuse means and ends. ASPA is not an end and we should never want it to become so. Rather, ASPA is a means—true and trusted—to advancing excellence in public service and serving others. I know it's trite to say that ASPA is more than the sum of its parts—you the individual member—but through our individual efforts we can collectively nourish in ourselves and our democracy the professional values we so fervently embrace.

I would draw your attention to the theme of the 2006 National Conference in Denver—“The Sky's the Limit: Idealism

and Innovation in Public Service.” There was a time not far past when the phrase “the sky's the limit” meant that everything was achievable. And, in a curious way, it still means that even though through space travel we have literally escaped into a limitless sky. As a young man growing up in rural Illinois and coming to age in the 1950s, I knew no limits and set my sights on making a difference. Through ASPA and in other ways, I have tried to stay true to this ideal—making a difference.

I challenge you to join with me in this pursuit. Send your ideas and more about how we can make a difference in ourselves, colleagues, organizations and communities. The mantle of idealism in ASPA is real but the journey continues. My mail box awaits your messages—dmenzel@tampabay.rr.com.

*ASPA member Donald C. Menzel is ASPA's president and professor emeritus of Northern Illinois University.
E-mail: dmenzel1@tampabay.rr.com*

Governor Signs Public Service Recognition Week Proclamation Drafted by Nebraska Chapter



Nebraska Governor Dave Heineman proclaimed May 2-6, 2005, Public Service Week in Nebraska. The Nebraska Chapter created a Public Service Recognition Week proclamation which was signed in April by Nebraska Governor Dave Heineman. View the proclamation at <http://www.aspanet.org/scriptcontent/word/nebpsrproc>. From left, Nebraska ASPA Council Members Maura Kelly Tolzin and Mary Hamilton, Governor Heineman, Nebraska ASPA President-Elect Sheri Larsen, Nebraska ASPA Council Members Joseph (Mike) Stefkovich and Jordan Fuller and Nebraska ASPA Member Gregory Fetterman.

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ASPA Commentary

ASPA's Conference: A Pracademic Perspective

Craig Donovan

Well, another ASPA conference has come and gone. Everyone always asks, "How was it? Was it any good?" The answer to that is easy, there are no bad ASPA conferences. After all, when you get the chance to learn new things, meet new people and see old friends, how can that ever be less than good? We had all that and more in Milwaukee.

Unlike some past years when we were located more than a bit out of the way, this year we were right in the heart of the city. The very modern Milwaukee Midwest Airlines Convention Center was a spacious facility. Connected to both the primary hotel, the Hyatt and the overflow Hilton by sky bridges, attendees could get around without having to deal with the elements, (unlike last year in Portland). And, many big city attractions, shopping, and restaurants were within a brief walk or cab ride away. Anyone whose suitcases were not bulging and who did not gain at least a pound or two was not really trying, or was really trying not to.

The various breakfasts, lunches and receptions were all quite good. The catering staff did themselves proud. The most talked about of all was, perhaps, the

Maxwell School reception, one of several university receptions held Monday night.

The speakers all did a good job, none more so than this year's Stone lecturer, Patricia Ingraham. Most stirring to me though were the much briefer thoughts and reflections presented by the four National Public Service Awards Luncheon recipients Frank Fairbanks, city manager of Phoenix; Maria Gomez, assistant commissioner of the Minnesota Department of Human Services; Elizabeth Hill, executive director of the California Legislative Analysts Office; and Peter McPherson, director of the Partnership to Cut Hunger and Poverty in Africa. In each case, we who were fortunate enough to be in the audience heard some very thoughtful reflections and insights into four different but dynamic careers in public service and their many lessons learned.

On the flip side, if you have been attending ASPA conferences over the years there were some major letdowns. For many of us, one of the big memories of prior conferences have been the off-site festivities. My personal favorite remains the ferry ride, salmon dinner and Heritage show of Seattle. When it was all over, the return ride across Puget Sound with the lights of Seattle itself growing ever closer

was almost magical. The trip to Universal Studios in Orlando is a close second. This year, once again, nothing.

And what about the social and fun functions we used to have? Does anyone else remember music and dancing, silent auctions, dine-arounds and such? We seem to have devolved into a pattern of too much scheduled every hour of the day, capped off with "receptions" which are just eat and greet and runs.

Perhaps we need to institute a social director, for all our conventions, who could look back at the programs of the last 25 years and steal/adapt every good idea we ever had. Also, like the rest of America, we have a slightly aging population and for too many of them (us) the need to walk miles from hotel to hotel to facility, as was true for both Milwaukee and Portland, is just not acceptable. Any location that is not all inclusive, no matter what other criteria there are, is just a no-go.

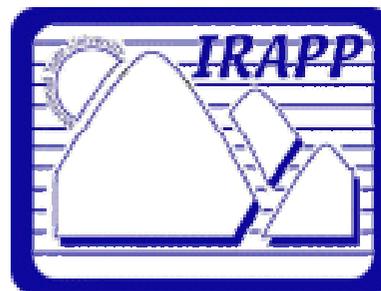
We also seemed to lack any connection whatsoever with the state or local government. There was no 'City Hall' reception, no sense at all that we even existed as far as the local public administrators were concerned. The lack of any presence by the folks from next years site—Denver—was also disappointing. Back in the day,

the 'sales' job by next year's folks to come to their city was a highlight and left people pumped up with a 'can't wait till next year' feeling. This year, yawn.

The panels this year were not bad, but we still seem unable to expand both our practitioner presenters and audience. Perhaps if we limited academics as presenters to no more than 50 or 60 percent of the total, this would give incentive to program managers to find a way to make the conference more friendly to the practitioner majority of our members. Also, all our members would be better off if no one could present or speak who did not submit, ahead of time, at least a two page paper version of their work/remarks, etc. which, would be sold in a conference CD. And was it just me, or did anyone else notice an absence of coffee and refreshment tables?

We have been told that big changes are in store beginning next year. That we are going to fix some of the chronic and systemic problems of the past including the lack of a regular pattern and plan for each conference. Every year, a new group of brave souls takes it upon themselves to plan a conference and it is always something different, discovered after

See ASPA CONFERENCE, pg. 20



Institute for Federalism and Intergovernmental Relations

We are pleased to announce the creation of the Institute for Federalism and Intergovernmental Relations, a collaborative effort between the Martin School at the University of Kentucky and the Institute for Regional Analysis and Public Policy at Morehead State University.

The institute is devoted to advanced academic and policy research, education, and service that promotes understanding of issues facing national and subnational governments. It will support:

- *Conferences and Workshops*
- *Graduate and Professional Education*
- *Publications and Grants*
- *Visiting Scholars*

Please visit <http://ifigr.org> for additional information or email ifir@federalism-institute.org



Public Service Profiles

The PA TIMES is pleased to introduce a new series that focuses on the motivation and satisfaction that men and women in public service share. We will profile individuals who exemplify the very best in public service. The series should prove helpful to educators who teach public administration, young persons contemplating careers in public administration and others considering a career change. Most importantly, the series will focus the spotlight of pride on all who toil in the nobility of public service. The individuals profiled below were nominated by their chapter presidents. ASPA members are invited to nominate colleagues for future profiling. The profiles will appear either in the PA TIMES and/or online.—Donald C. Menzel, ASPA President

Barbara A. Barkhurst



What is your job? I have been employed by the City of Tampa for 30 years where I currently work as a Budget Coordinator.

My departments are Parks and Recreation, the Tampa Convention Center, Tampa Theatre, Tampa Museum, Cable, Administrative Services, Marina, and Self-Insurance. I am also charged with maintaining the City's position control system and budgeting and assisting in the administration of four HUD grants.

What do you like best about your job? What makes my job exciting is that I work with the top officials of the city. I help them make good decisions about projects they're considering or bring them up to speed on issues. I am part of the changes that are occurring in Tampa. I

have been part of the experience of improvements, progress and increased quality of life in this city and for its citizens. I know what Tampa use to be and am proud of where it is today.

What motivated you to pursue a career in public administration? My motivation for a career in public administration began in a high school business class. My instructor talked about Duke University having the best accounting courses in the Southeast. I knew I was good in this field but my parents could not afford to send me to Duke. I knew I was on my own. It took awhile. My husband and his father worked for the City of Tampa and we meet a couple in Okinawa whose wife also worked for the city. They convinced me that a government career, despite that old saw about lazy government employees, was exciting and fulfilling.

I have a BA in Business Administration with Accounting as my major. It took me twelve years to finish my college education while I worked full-time. At

times, it felt like all I did was homework, housework and work work. I used the City of Tampa's newly established tuition reimbursement program and my own money for books and classes. I started with Hillsborough Community College where I received my AA. From HCC, I entered University of South Florida where I completed the core accounting curriculum. But time became a factor when I realized how long it was taking me to complete four years of college. I transferred to St. Leo's college at MacDill AFB and finished with five years of college and a BA.

What advice would you offer to others who might be interested in a public service career? I worked hard to get where I am today. If you have the opportunity to get there quicker take it. If you want to help create the place where you live, a government job may be for you. It's sometimes hard realizing the reward of your input but it does come eventually.

Bruce Rodman



What is your job? I work in the Office of Administration at the U.S. Railroad Retirement Board in Chicago. It is similar to the

Social Security Administration, but provides benefits only to railroad workers and their families. It is one of the few federal agencies headquartered outside of Washington, DC. The Office of Administration oversees agency programs that are not directly related to payment of benefits. This includes human resources, procurement, building operations, property management and telecommunications. In addition to being an executive assistant to the Director of Administration, I also serve as the agency's public affairs manager. I have worked here for 13 years. Prior to that I spent 12 years in Illinois state government.

What do you like best about your job? There is a lot of variety to it and there are some advantages to being in a relatively small agency that is outside the Beltway.

This has allowed us to do some creative things in emerging areas of interest, particularly with respect to human resources and procurement. My supervisor places a lot of confidence and responsibility on me, which makes me feel enthusiastic and valued. One of the responsibilities of our office is to serve as a liaison to the local Federal Executive Board. This has allowed me to work closely with employees at other federal agencies on a variety of assignments and projects. It has also proven useful in terms of identifying successful programs that can improve efficiency or performance at other agencies.

What motivated you to pursue a career in public administration? I was a budding newspaper reporter in high school and ended up majoring in journalism in college. As a result, I covered numerous meetings of local government bodies, and had the opportunity to cover sessions of the state legislature on a few occasions. I absolutely fell in love with the legislature, and one of my political science professors encouraged me to apply for an internship on one of the legislative staffs. I obtained one of the positions and worked as a local government analyst in the Illinois House

of Representatives and then as the legislative liaison for three different executive agencies. My parents were very active in community service. I also had a family history of government service in the areas of law enforcement and the military.

What advice would you offer to others who might be interested in a public service career? I would encourage people to hone their writing skills, as my background in journalism has been a tremendous asset to me. No matter what, there is a lot of paper produced by government agencies and it all has writing on it! I would also encourage people to expand their knowledge of information technology, as that will take on increasing importance over the coming decades. Networking is important, and ASPA membership is a great opportunity in this regard. While government hiring is usually based on what you know, sometimes you can find out about openings or opportunities based on who you know. Lastly, I would encourage any graduate students interested in federal service to apply to the Presidential Management Fellows program administered by the U.S. Office of Personnel Management.

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Social Equity Award Winner Gives Constructive Criticisms and Hope

From GRAY SPEECH, pg. 15

I am here today to say to you that until we, as Americans, realize the richness of who we are, our responsibility to one another, and what we have been called to do; there will be no peace, no justice and no equality.

Ladies and Gentlemen, the eyes of the world are upon us. What do they see? Oh, how we tout being a world super power, the land of opportunity, the land of the free, the home of the brave. And we are. But, with a humble heart, let me give some constructive criticisms.

America is in a sad state of affairs. I believe that we are more divided today than ever before. Yes, we have made some concessions in our history, as to appear that we are all created equal. Did we not abolish slavery; did we not give women and descendents of Africans the right to vote; did we not stand against apartheid in South Africa and do we not continue to support democracy in the Middle East, all of which are good?

But I ask you to make note, that in this country we still make distinction between the powerful and the powerless, and because of this distinction, we as a country have not realized our commitment to ourselves, that all men and women are created equal. We have devalued the very thing for which we as a

people stand. The promise stated in the Declaration of Independence.

When will we look for the common good of others? And when will we stop looking at our differences, in search of our superiority or inferiority in comparison to one another?

Today, there is still a definite correlation between racism, discrimination and poverty. We remain separated by race, gender, wealth or lack thereof, sexual orientation, access to resources and religion.

If social equality is the measuring tool for how we value human life, than in the words of Dr. Cornel West, we must admit that "as a people—we are on a slippery slope toward economic strife, social turmoil and cultural chaos."

Ladies and Gentlemen, because we have focused on our differences rather than genuine love and respect for human life, we have not worked for the common good, our families and especially our children who are angry.

Fellow Americans, as a nation, we have not realized the promise of democracy.

Let's stop fighting here for a moment and share with you an intimate story of what it all means and where I am going.

During last year's winter holidays, a young woman came into our office requesting "Toys for Tots." After she

completed the application, she sat in the lobby chair and began to weep. Between cries, I offered her some tissue and privacy in my office. It appeared that she was weeping for the old and the new; so I just sat with her. I knew instinctively that she just needed to cry and I needed to be there for her and listen to what ever she had to say.

She wept for over an hour. Finally she began to tell me that she had been out and around all day looking for help for one thing or another. She said that she was raising three children, trying to do the best she could to keep her family together, working two part-time jobs with not enough money coming into the home to pay for the rent, buy food, pay for utilities, buy toilet paper and definitely not enough to give her children gifts.

After each admission, she would begin to weep increasingly. She told me that she was tired of her life. She didn't know if she could go on another day. "Times are hard," she said. "But this morning I prayed and I ask God to lead me to where I need to be today." And before I gave her the usual help of supportive community resources, I told her to hold on to her faith for a better day. A change is coming.

Across this nation, our cities are in great despair. The distinction between those that have wealth and those that do not continues to cut the heart out of our commitment to human life. Urban cities are the homes of our poorest citizens. Hunger, homelessness, poor to no education, drugs, unemployment, diseases of epidemic proportions, run-down housing and abandoned buildings have guaranteed the fate of millions of Americans: the poor and the working poor, the descendents of the "all men are create equal" creed, are in a bottomless pit of a "Dream Deferred."

And our response to this crisis is a catch-all phrase: personal responsibility. "You people must take personal responsibility for your lack of status in your life and the lives of your children." We saw these words on the walls of Congress, with the passing of the Personal Responsibility Work Opportunity Act of 1996. We hear it from the talking heads in today's media, and we see it in the discretionary caps proposed to balance the federal deficit, cutting \$214 billion in programs serving America's most vulnerable. Let me repeat my last statement, "cutting \$214 billion in programs serving America's most vulnerable."

To our generation of angry, forgotten and lost children, acting out in response to our inability to fulfill America's promise, we say, "Give them a pill, restrain them if necessary, and when all else fails, place them in one of our various institutions."

"But for God's sake! Don't let them listen to rap music!"

Well, what must we do? To answer this question, let me share with you what my mother would say.

In fact, there are two sayings that fit quite well. The first would be to me before I respond: "Don't go around the corner to get next door." Secondly, in response to the question of what we should do, she would say, "You can't clean someone else's house, if your own house is dirty!"

We must learn how to live as neighbors. I'm tired of seeing white flight every time

a black family moves into a better community. We can no longer let our fears or our stereotypes of a person rob us of "One Nation under God." Our communities must be multicultural, in honor of our oneness and our diversity.

We must make certain that healthcare is accessible to everyone. We must make sure that no senior has to make the choice of whether to eat today or take his or her medication.

We must make sure that a quality education is provided to all Americans. We must ensure that our children are fully prepared for adulthood. A good education should not be determined by the measure of a city's tax base.

We must make sure that families have decent and safe housing. We must make sure that the hungry are fed and the homeless are housed.

We must make certain that our employers guarantee a livable wage and decent working conditions.

We must make certain that not one more child's life is lost or destroyed because of poverty. NOT ONE!

We must make certain that all of us are held accountable and responsible. It is our moral obligation.

In closing, ladies and gentlemen, we must stand behind what we believe. We must make good on our PROMISE to God, our creator and to ourselves. We must collectively work to protect and respect the preciousness of human life. We must love one another as if our lives depended upon it. We must let the love and grace of God be our lamppost and our guiding light.

This has proven to be our greatest challenge. But nonetheless, it is our call. It is our purpose.

For this reason, I stand for you and with you, with all the assurance and belief that a change is coming. The time is here for us to stand for what we believe.

We will not waiver!

I ask that you go back to your states and your communities. Go back to Michigan, Ohio, Arizona, California, New York, Georgia, Florida, Tennessee, Kentucky, Wisconsin and all throughout this country; and let it be told that a change is coming.

Tell your children that there is no distinction between persons. We all are one in God's eyes. Tell them to be angry no more. A change is coming.

Tell your mothers and fathers, your friends and neighbors, to wipe away their tears. We are one in the human race. A change is coming.

Tell your communities, that there is a war among us; it's between the "haves" and the "have-nots." Tell them that poverty is a crime lodged against God's people. Tell them new leadership is needed. A change is coming.

Tell your legislators that, while we are weary and tired, we are not broken. Tell them there is no taxation without representation. A change is coming.

Ladies and Gentlemen, thank you for this honor and for the opportunity to share with you what social equity means for my life, my family, my country and my God.

South Florida Chapter Delivers Easter Cheer



Above (L to R)- Bill Solomon, South Florida Chapter Board Member; and Bunny Patrol members: Aurelia Pierre-Louis, Susan Landers, Marie Valenti and Millie Valdivia.

The South Florida Chapter Board, with assistance from its community partner Country Club Animal Hospital in Miami, continued its long standing commitment of service to the community by collecting over 60 Easter baskets and distributed them to children in the Children's Home Society's special needs day care center in Miami. In addition to the special needs center, the response to the Board's call for baskets provided enough baskets to ensure that children in the Society's Project Smile Foster Care Center also received Easter baskets. Both of these facilities provide services for children with HIV/AIDS. A special "flop of the ear" goes out to Donna Hernandez, of Country Club Animal Hospital, MaryLou Bobes, wife of So. Florida Board Treasurer, Steven Bobes, and to the Bunny Patrol of the Miami-Dade Parks and Recreation Department for their efforts in collecting, assembling and delivering the baskets to the kids.

ASPA In Brief

ASPA Members Seek to Establish Section on Native American Governance

Some ASPA members are seeking to establish within the Society a Section on Native American Governance, which would focus on 400+ public administration styles, the issue of sovereignty, and other various issues that have not historically had a place for discussion. According to ASPA policy, a minimum of 1% of the total membership must agree to join a new section before it can be formally chartered. To express your interest in becoming a Section member, please contact Nels Lindahl at nels@nelslindahl.net.

ASPA's National Council Dissolves NYPF, Charges Staff to Oversee Student/Young Professionals Services

During its April 6 meeting, ASPA's National Council voted to disestablish the Society's dormant National Young Professionals Forum (NYPF) with the understanding that ASPA's Program and Service Development Department will assume responsibility for coordinating services for students and young professionals. If you have any suggestions as to how ASPA might better serve the needs of students and young professionals, please send them to Erik Bergrud at ebergrud@aspanet.org.

Technical Assistance Teams

In an effort to provide additional technical support to its chapters and sections, ASPA has established two teams of volunteers consisting of members who have demonstrated expertise in key management

areas. Working in conjunction with ASPA Senior Director Erik Bergrud, members of the Chapter and Section Technical Assistance Teams will be responsible for:

- developing content (templates, etc.) for the online chapter and section toolboxes respectively;
- responding to inquiries from ASPA members related to their areas of expertise; and
- serving as trainers at the Chapter/Section Leadership Training Session during ASPA National Conferences.

If your chapter or section needs technical support in a specific area, please contact the appropriate team member listed below:

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TBA

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Web Site Development

TBA

ASPA Offers Free Web Sites to Chapters, Sections and University-Based Affiliates

ASPA recently obtained additional space on its second server (aspaonline.org) and can now offer each of its chapters, sections and university-based affiliates a free 10MB web site. ASPA will serve as host, but each interested chapter/section/university-based affiliate must identify its own webmaster. As of press time, eleven chapters (Central Pennsylvania, Central Piedmont, Inland Northwest, Los Angeles Metropolitan, Maine, Maryland, National Capital Area, Nebraska, Northern Virginia, Sacramento and Suncoast), five sections (ETHICS, SIAM, SPAR, SSTIG and SWPA) and one university-based affiliate (Walden University) have accepted ASPA's web site offer. If your chapter/section/university-based affiliate wishes to explore this opportunity, please contact ASPA Senior Director Erik Bergrud at ebergrud@aspanet.org or (816) 891-2490.

If you have an item appropriate for inclusion in "ASPA In Brief" contact Erik Bergrud at ebergrud@aspanet.org

Member Suggests Evaluation of Society's National Conference

From ASPA CONFERENCE, pg. 17

struggling too often to reinvent the wheel. We do not even have a system to write up and share the good and bad and knowledge gained by each year's conference planners to be passed down to their successors.

The National Council voted to lock down three future cities, Dallas, Miami and San Jose (2008, 2009 and 2010 respectfully). So far so good. But how about this? How about our executive director, who brings a fresh, wide ranging and valued perspective beyond ASPA, and a small (gasp) Action Team made up of folks who were not planners of past conferences (and hence have no axes to grind) get together and prepare a Best Practices report for the membership about ASPA's conference planning and those of other organizations. It is time for us to look beyond our own insular world and draw upon what else is going on outside our borders.

For example, we are driven by a model basing our conferences around local chapters. Our site selection starts with "who is willing to host" years down the line. What we have learned time and again, including at Milwaukee, is that this is a mistake. There is no way to guarantee that the folks who are willing to do something today, are going to be around or able to do anything years down the line when their turn comes. And, willing or not, the attractiveness of a site has little to do with either the cost or the local support.

So, some good times were had, some long time problems continued unabated. Promises for better times have been made. And now, some pracademic reflections and suggestions have been offered. We shall see what happens. See you in Denver (and/or at SECOPA in Little Rock, or Florida in Clearwater, or...).

ASPA member Craig Donovan is currently a professor at Kean University.
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Announcing a new book in the ASPA classics series from *M.E. Sharpe*

Marc Holzer, Editor-in-Chief
Rutgers University, Newark Campus

Conceived of and sponsored by the American Society for Public Administration, the *ASPA Classics* series publishes volumes on topics that have been, and continue to be, central to the contemporary development of the field.

The *ASPA Classics* are intended for classroom use, library adoptions, and general reference. Drawing from the *Public Administration Review* and other ASPA-related journals, each volume in the series is edited by a scholar who is charged with presenting a thorough and balanced perspective on an enduring issue.

Each volume is devoted to a topic of continuing and crosscutting concern to the administration of virtually all public sector programs. Public servants carry out their responsibilities in a complex, multi-dimensional environment, and each collection will address a necessary dimension of their performance.

The guiding purpose of this ambitious new series is to bring together the professional dialogue on a particular topic over several decades and in a range of journals.

Just published **Public Administration and Law**

Julia Beckett and Heidi O. Koenig, Eds.

This collection from the pages of *Public Administration Review* has been edited for use as a supplement for both undergraduate and graduate courses in Administrative Law. The contents follow the standard pattern established by the field's major textbooks, and each main section begins with introductory text and study questions followed by relevant readings from PAR that will illuminate lectures and textbook material.

"An extraordinarily valuable book because it makes the legal dimensions of public administration eminently teachable and accessible to both graduate and upper-level undergraduate students. ... A fine book that should be required reading in every MPA program."

— David H. Rosenbloom, American University

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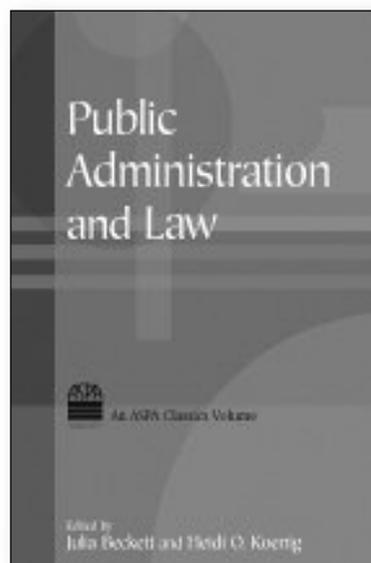
Also available **Local Government Management**

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NOW AVAILABLE BY ASPA MEMBERS

• *Working for Change: Making a Career in International Public Service* is a book by ASPA members **Derick and Jennifer Brinkerhoff** and published by Kumarian Press. ISBN: 1-56549-203-X

In *Working for Change*, Derick and Jennifer Brinkerhoff explore career paths in international public service, focusing on development management positions. They offer practical and inspiring guidance on finding the right mix of public service objectives, degree programs, job opportunities, and personal lifestyle choices.

The Brinkerhoffs' concept of career evolution is encapsulated in a framework they call the service-choice spiral. This model rejects standard set-the-goal, plot-the-steps planning and pulls one's personal values, skills, professional goals, and sense of altruism into a solid career choice. Through profiles of six public service professionals, the Brinkerhoffs illustrate how real people have faced the choices that confronted them in the course of their careers.

• *Foreign Aid Safari: Journeys in International Development* is a book by ASPA member **George M. Guess** and published by Athena Press in the UK. ISBN: 1-84401-406-1

What is it like working in the field as an international aid worker? What kind of challenges and experiences might one expect? Are they the same as one would hear about in the graduate school classroom? This book chronicles the experiences of a short-term technical assistance consultant on projects in countries such as Albania, Costa Rica, Ecuador, Saudi Arabia, Pakistan, Armenia, Myanmar, and the Dominican Republic. It

expresses the frustrations, successes, and occasional fantasies of an aid worker confronted with all types of obstacles, some of his own making. Through a series of field dispatches, he describes how he started his journey in international development and where he is now.

George Guess worked for International Monetary Fund's Fiscal Affairs Department for two years while on leave from Georgia State University in Atlanta. He then became a full-time consultant on overseas public administration reform and public finance projects funded by: U.S. Agency for International Development; Asian Development Bank; Inter-American Development Bank; World Bank; and the British Department for International Development.

NOW AVAILABLE FROM OTHER SOURCES

• *The Safe Hiring Manual: The Complete Guide to Keeping Criminals, Terrorists and Imposters Out Of Your Workplace* is a book by Lester S. Rosen and published by Facts on Demand Press. ISBN: 1-889150-44-4

The new version contains updated forms and procedures stemming from amendments to the federal Fair Credit Reporting Act (FCRA) in 2004, as well as new information about international background checks, legal decisions affecting an employer's duty of due diligence, and new studies and statistics on the dangers of hiring without adequate pre-employment screening.

A comprehensive blueprint for developing a program to hire safe and qualified employees, *The Safe Hiring Manual* is written for employers, human resource departments, security professionals, staffing vendors, private investigators, and labor lawyers. The 512-page book details how to exercise due diligence throughout the hiring process, significantly increasing an employer's chance of avoiding the financial and legal nightmares of even one bad hiring decision.

If you or someone you know has published a book appropriate for "Just Published" contact Christine McCrehin at cjewett@aspanet.org

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New ASPA Members

ASPA welcomes the following new members in the month of March 2005.

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

William Emerson	Arizona	Joyce Willhite	Greater Kansas City	Christopher R. Manning	NYU - Wagner Chapter
Sara Marchel	Arizona	Donald Wise	Greater Kansas City	Ivy Nguyen	NYU - Wagner Chapter
Mark Allan Young	Arizona	Benton Wolverton	Greater Kansas City	Alan Riffel	Oklahoma
Keeley Evans	At Large Member	Louis Francavilla	Greater Rochester	Shohn D. Rodgers	Oklahoma
Matsuyo Makino	At Large Member	James Deeley	Hampton Roads	Belinda Brewer	Orange County
Donald Moynihan	At Large Member	Jeff Ripley	Hampton Roads	Amanda Houser	Oregon/SW Washington
Osman A. Seyidov	At Large Member	Angela West	Hampton Roads	Erik Kvarsten	Oregon/SW Washington
Marcos Lopez	Bakersfield California	John Harvey	Heart of Illinois	Marta A. Laakso	Oregon/SW Washington
Elizabeth J. Ascott	Centex	Stephanie McClelland	Indiana	Kevin Bickel	Philadelphia Area
Doris M. Sanchez	Centex	Terri A. Comstock	Inland Empire	Monique Boyce	Philadelphia Area
Karlene Amos	Central Florida	Wendy Goldmann-Cowan	Inland Northwest	Kathleen B. Reese	Philadelphia Area
Keeley Evans	Central Florida	Rebecca Bishop	Intl. Electronic Membership	Glenn Silverstein	Philadelphia Area
Linda Jennings	Central Florida	Jason Brooks	Intl. Electronic Membership	Beverly I. Williams	Piedmont Triad
Bruce Neubauer	Central Florida	Charles Conteh	Intl. Electronic Membership	Scott Dean	Pittsburgh Area
Carzella C. Pritchett	Central Illinois	Rasmussen Ken	Intl. Electronic Membership	Sandra Dyson	Research Triangle
Elmer Gandionco	Central Missouri	Simon Morley	Intl. Electronic Membership	Beth Worsley	Research Triangle
Meghan Makoid	Central Piedmont	B Deborah Williams	Intl. Electronic Membership	Angel Wright-Feldman	Research Triangle
Ellen Price	Central Piedmont	Martha Hedberg	Iowa Capital	Nicole Copeland	Rhode Island
Jaz Tunnell	Central Piedmont	Robert Bonney	Kansas	Stephen Imondi	Rhode Island
Katherine O'Sullivan	Chicago Illinois	Matthew Enoch	Kansas	Elizabeth Ann R. Peimer	Rhode Island
Camille Smith	Chicago Illinois	Margaret Plaster	Las Vegas	John Simmons	Rhode Island
Laura Bellido	Cleveland State University Affiliate	Orlando Sanchez	Las Vegas	Michael Webb	Sacramento California
Stacey Thurman	Cleveland State University Affiliate	Amalya Winters	Long Island	Liberty Donnelly	San Diego
Arney Jo	Colorado	Martha E. Alexander	Los Angeles Metro Area	Patriciahope Rominger	San Diego
Robyn I. Mobbs	Colorado	Grace Bae	Los Angeles Metro Area	Sally Allen	San Francisco Bay Area
Glenn Silverstein	Delaware	Kristin E. Beam	Los Angeles Metro Area	Alexandra E. Bidot	San Francisco Bay Area
Brandon M. Crupi	Detroit Metropolitan Area	Guadalupe Diaz	Los Angeles Metro Area	Jim Buker	San Francisco Bay Area
Steve Duchane	Detroit Metropolitan Area	Sandra Dyson	Los Angeles Metro Area	Jodi Darby	San Francisco Bay Area
Andrea Tanner	Detroit Metropolitan Area	Jay Gray	Los Angeles Metro Area	Eve Eichwald	San Francisco Bay Area
Catherine Lovell	East Tennessee	Naftali Sampson	Los Angeles Metro Area	John L. Haskell	San Francisco Bay Area
Kristin Taylor Wagers	East Tennessee	Ann M. Domino	Louisiana	Gregory Kats	San Francisco Bay Area
Kenneth Creque	Eastern North Carolina	Shonda L. Mack	Louisiana	Winnie W. Lu	San Francisco Bay Area
Glenn Thomas	Eastern North Carolina	Keokah Sanders	Louisiana	Kai Mander	San Francisco Bay Area
Eduardo Sandoval	El Paso/SE New Mexico	Aaron Gray	Maryland	Marti Paschal	San Francisco Bay Area
Fonda S. Moss	Georgia	Nancy Kenly	Maryland	Melissa Tucker	San Francisco Bay Area
Bruce Neubauer	Georgia	Elaine A. Schaller	Maryland	Jayson Wechter	San Francisco Bay Area
Jean Wade	Georgia	Julia Serfass	Maryland	Mina Yaroslavsky	San Francisco Bay Area
Griffith Still	Greater Birmingham	Amanda Chisholm	Massachusetts	Linda Yeung	San Francisco Bay Area
Mary Spangler	Greater Cincinnati	John Simmons	Massachusetts	John Wayne Crolley	South Carolina
Irwin Acosta	Greater Kansas City	John A. Schmidt	Miami Valley	Eelyn De Vito	South Florida
Jackie Clark	Greater Kansas City	Erin C. Clark	Michigan Capital	LaToya Dowdell	South Florida
John Crawford	Greater Kansas City	John Wojcik	Michigan Capital	Barbara Galvez	South Florida
Nick Crossley	Greater Kansas City	Philip Rath	Milwaukee	Glenn Callistus Joseph	South Florida
Joan DeMerchant	Greater Kansas City	Maria Baxter-Nuamah	Minnesota	Liliana Margarita Rainey	South Florida
John Fierro	Greater Kansas City	Kamesha Hill	Mississippi	John Rebar	South Florida
Pete Fullerton	Greater Kansas City	Ameli V. Tabi	Mississippi	William Goodwin	South Texas
Thomas E. Gee	Greater Kansas City	Eric Moore	National Capital Area	Kevin Gordon	Southern Illinois
Jeffery A. Hartle	Greater Kansas City	Pamela Buethe	Nebraska	Michelle Wade	Southern Illinois
Carol Hershey	Greater Kansas City	Tracy Maksel	New Jersey	Alana Butler	St. Louis Metropolitan
David Hinkley	Greater Kansas City	Jedidiah Garcia-Glazener	New Mexico	Elizabeth Clement	Tennessee
Robert Jameson	Greater Kansas City	Monique Boyce	New York Metropolitan	Michael Haynes	Tennessee
Dimitri Karakitsos	Greater Kansas City	Golda Gray	New York Metropolitan	Zoyle Jones	Tennessee
Michelle Keller	Greater Kansas City	Baaba Halm	New York Metropolitan	James Sutton	Tennessee
Lisa Morris	Greater Kansas City	Valencia N. Jordan	New York Metropolitan	Karlene Amos	University of Central Florida
Amy Mulligan	Greater Kansas City	Christopher R. Manning	New York Metropolitan	Lillian Ayala	USC Los Angeles Affiliate
Francis Mulwa	Greater Kansas City	Ayinka Nicome	New York Metropolitan	Winnie W. Lu	USC Los Angeles Affiliate
Nick Nichols	Greater Kansas City	Chih-Wei Hsieh	North Florida	Lluana McCann	Virginia
Steve Pew	Greater Kansas City	Selwyn D. Dickerson	North Texas	Shandel Johnson	Walden University Affiliate
Georgi Popov	Greater Kansas City	Monica Leal	North Texas	Anthony Kahaly	Walden University Affiliate
Michelle Rebman	Greater Kansas City	Samuel Singh	North Texas	Lisa Remus	West Michigan
Mari Ruck	Greater Kansas City	Amy Bober	Northeast Pennsylvania	Philip Rath	Wisconsin Capital
Alicia Russell	Greater Kansas City	Kathleen B. Reese	Northeast Pennsylvania		
Michael Selves	Greater Kansas City	David Jasper Hart	Northern Virginia		
Barbara Tate	Greater Kansas City	Kristen Peters	Northern Virginia		
Melik Ulusu	Greater Kansas City	Jessica Porras	Northern Virginia		
Frank Uzynski	Greater Kansas City	Alice F. Stewart	Northern Virginia		
Ivan Weinel	Greater Kansas City	LuCynthia Dawn Jones	Northwest Ohio		

FED Says Congress Must Hold Public Hearings on the EEOC

From EEOC, pg. 7

purposes.” The use of the title administrative judge does not serve a law enforcement purpose and is not for public convenience or any similar purpose. Federal law prohibits the use of the title administrative judge outside of the organization. Such a restriction does not restrain the EEOC or the MSPB.

The use of the title of AJ outside of the agency has detrimental consequences. First, AJ's are believed to be the same as ALJ's. They are not the same. Second, Congress refers to the position of attorney examiner as AJ in the NO FEAR legislation. Congressional use of the title adds credibility to a position that was established contrary to the APA and is used to prevent the impartial adjudication of complaints filed with the EEOC and the MSPB.

The Hidden Jewel in Executive Order 11478

On August 8, 1969, President Richard M. Nixon signs Executive Order 11478. It reads, in relevant part, “Section 1. It is the policy of the government of the United States to provide equal opportunity in federal employment for all persons, to prohibit discrimination in employment because of race, color, religion, sex, or national origin, and to promote the full realization of equal employment opportunity through a continuing affirmative program in each executive department and

agency. This policy of equal opportunity applies to and must be an integral part of every aspect of personnel policy and practice in the employment, development, and advancement, and treatment of civilian employees of the Federal Government.” On December 28, 1978, the President of the United States issues Executive Order 12106. This Executive Order amends the first sentence of Section 1 of Executive Order No. 11478 by substituting “national origin, handicap, or age” for “or national origin.” Executive Order 11478 does not limit nondiscrimination to personnel actions, but clearly mandates nondiscrimination in every aspect of the employment, development, advancement and treatment of federal employees.

Title VII Section 2000e-16 [Section 717] (a) reads, in relevant part, “All personnel actions affecting employees or applicants for employment... in military departments as defined in section 102 of title 5 [United States Code], in executive agencies... as defined in section 105 of title 5 [United States Code] in the United States Postal Service and the Postal Rate Commission, in those units of the government of the District of Columbia having positions in the competitive service, and in those units of the legislative and judicial branches of the federal government having positions in the competitive service, and in the Library of Congress shall be made free from any discrimination based on race, color, religion, sex, or national origin.” Section 2000e-16(c) reads, in relevant

part, “a complaint of discrimination based on race, color, religion, sex or national origin, brought pursuant to subsection (a) of this section, Executive Order 11478, or any succeeding Executive orders, or after 180 days from the filing of the initial charge with the department . . .”

The EEOC does not recognize a federal employee's right to bring an EEO complaint pursuant to Executive Order 11478. The EEOC's regulations governing the federal sector EEO process are found in 29 C.F.R. § 1614. A list of the complaints of discrimination covered these regulations is found in 29 C.F.R. § 1614.103. Executive Order 11478 is not in the list. In the preface of the EEOC's annual report to the president and to Congress for fiscal year 2002, the period from October 1, 2001, through September 30, 2002, the EEOC writes “In the federal sector, the EEOC enforces Title VII of the Civil Rights Act of 1964 (Title VII), which prohibits employment discrimination on the basis of race, color, religion, sex, and national origin; the Age Discrimination in Employment Act of 1967 (ADEA), which prohibits employment discrimination against individuals 40 years of age and older; the Equal Pay Act of 1963 (EPA), which prohibits discrimination on the basis of gender in compensation for substantially similar work under similar conditions; and Sections 501 and 505 of the Rehabilitation Act of 1973 (Rehabilitation Act), which prohibit employment discrimination against federal employees and applicants with disabilities.” Executive Order 11478 is not listed among the mandates enforced by the EEOC. The EEOC consistently holds that a federal employee is not protected in every aspect of his or her “treatment.”

Federal Employees Without Constitutional Protection

In an effort to correct the deficiencies noted above, the aforementioned lawsuit was filed. The lawsuit was assigned to United States District Judge Colleen Kollar-Kotelly. She issued a Memorandum Opinion dismissing the lawsuit against the EEOC. In her memorandum opinion, Judge Kollar-Kotelly writes that Title VII provides no cause of action against the EEOC for failing to provide the process designed by Congress, that the APA provides no cause of action for claims under the APA because the EEOC's final order is not in the legal sense of the word a final order, that the EEOC, as an agency in the federal government, has sovereign immunity for violations of the Fifth Amendment to the U.S. Constitution, that the EEOC cannot be sued for a failure to comply with Executive Order 11478, and “However, what Plaintiff is not entitled to do is bring a suit against the EEOC in federal court disputing the procedures the EEOC chooses to implement in hearing those claims brought before it, regardless of the subject of the complaint raised before the EEOC.” Time and time again the Supreme Court of the United States decided that the Constitution of the United States applies to prisons and to the inmates therein. Is it possible that federal employees do not enjoy the same protections that the U.S. Constitution provides to inmates? Of course, the answer is no.

To support her decision to dismiss the APA claims Judge Kollar-Kotelly relies on the process that Congress established for the private sector in Section 706 of

Title VII of the Civil Rights Act of 1964, as amended. Of course, the federal sector process is found in Section 717, not in Section 706. When the federal courts determine that the federal government may violate the Constitution of the United States and citizens have no recourse in the federal courts, the U.S. Constitution becomes a worthless piece of paper. The fact that the APA specifically provides recourse to the federal courts from final actions of federal agencies is no protection when a federal judge decides that a final order of an agency is not really a final order, in spite of the fact that the document says final order. In Section 717 of Title VII of the Civil Rights Act of 1964, as amended, Congress decided that federal employees have recourse for complaints brought pursuant to Executive Order 11478. Judge Kollar-Kotelly decided otherwise.

The End or a New Beginning?

The facts establish that the complaint process used by the EEOC is substantially flawed. It is not the process designed by Congress—it is the process condemned by Congress. Remember, the CSC's use of this process is the reason Congress transferred enforcement authority to the EEOC. FED discovered many other flaws in the process. Only the most outrageous ones are included in this article. Judge Kollar-Kotelly's decision proves two important points. First, as Congress noted in House Report Number 92-238 in the *Legislative History of the Equal Employment Opportunity Act of 1972*, “although the aggrieved individual may enforce his rights directly in the Federal district courts, this remedy, as already noted, is frequently an empty promise due to the expense and time involved in pursuing a Federal court suit.” Indeed, this is an empty promise. Second, the deficiencies in the federal sector EEO process cannot be corrected by proceeding to federal court. Judge Kollar-Kotelly's decision establishes that even though federal courts require that federal employees must proceed through the federal sector EEO process (exhaustion of administrative remedies) federal courts will not require that the EEOC provide the process mandated by Congress. In the conclusion of the memorandum opinion, Judge Kollar-Kotelly writes “However, what Plaintiff is not entitled to do is bring a suit against the EEOC in federal court disputing the procedures the EEOC chooses to implement in hearing those claims brought before it, regardless of the subject of the complaint raised before the EEOC.”

It is clear to any reflective thinker that Congress must act quickly and decisively. The solution is simple. Appropriating more funds to the EEOC is not the answer. FED submitted requests to the House and Senate Committees with oversight responsibility for the EEOC to hold public hearings on the EEOC. The Republican controlled House and Senate are reluctant to do so. This is surprising considering the latest Republican focal point is waste, fraud and abuse in federal government spending. The EEOC and the federal sector EEO process are the “poster children” for waste, fraud and abuse. Yet, Congress seems unwilling to address the EEOC. Why?

Sam Wright, Jr. may be reached at fed@feds4justice.org.

PA TIMES

2005 EDITORIAL CALENDAR

NEW! Save this page for reference!

The PA TIMES requests that articles be between 800-1200 words and written in reporter's format (most important information first, etc.) for ease of cutting or adding text if necessary. Deadlines for each of the 12 issues are listed below. Recruitment advertising questions may be directed to recruiter@aspanet.org. Press releases, announcements, article inquiries and display advertising questions may be directed to:

Christine Jewett McCrehin • Communications Director
Phone: 202-585-4313 • Fax: 202-638-4952 • cjewett@aspanet.org

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Is Government Still Seen as Part of the Problem?
Advertising/Article Deadline: December 20, 2004

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International Supplement: A Guide Through the Issues
Advertising/Article Deadline: January 17, 2005

MARCH

State and Local Roles in Homeland Security
Advertising/Article Deadline: February 16, 2005

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Case Studies in Emergency Management
Conference Issue
Advertising/Article Deadline: March 15, 2005

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Advertising/Article Deadline: November 18, 2005

The Sky's the Limit
**IDEALISM AND INNOVATION
 IN PUBLIC SERVICE**
 DENVER, CO • APRIL 1-4, 2006

2006 ASPA CONFERENCE CALL FOR PROPOSALS

The Theme

The annual ASPA National Conference is the single most important opportunity for public service professionals to come together and consider the issues facing public administration from a variety of viewpoints. The 2006 Conference, to be held in Denver, is titled, "The Sky's the Limit: Idealism and Innovation in Public Service."

"The Sky's the Limit" conveys optimism and empowerment, and embodies the conference site's unique geographic characteristics and frontier traditions. "Idealism and innovation in public service" are the three core themes this conference will emphasize.

• "Idealism" is the heart of ASPA's mission and vision. It includes values, aspirations,

goals, benchmarking, cooperation, diversity, empowerment and integrity. "Where are we going?"

• "Innovation" puts our core values into practice, through organizations, change, technology transfer, comparative, context, experiment and research. "How do we get there?"

• "Public service" is the arena in which we operate, comprising citizens, students, fellow scholars, customers, public agencies, non-governmental organizations and businesses. "What is our purpose?"

PROPOSAL DEADLINE:

June 20, 2005

The Call

This conference is designed to fulfill professional development goals for three groups:

- Practitioners relatively new to a career in public service (1-5 years), or thinking of switching to one: The conference has opportunities to learn about the profession, develop networks with peers and attend professional development sessions, such as workshops or training programs.
- Veteran practitioners (5+ years): The conference facilitates sharing experiences about best practices, new practices, innovative program development and attending continuing education sessions.
- Academics: The conference provides a forum to present research results and interact with practitioners and other academics about developments in research and theory.
- Students: The conference provides an opportunity to advance knowledge and exposure to a broad range of topics, a venue for networking with practitioners and academics in a relaxed setting, and offers a forum to add your voice and fresh perspective to issues both timely and substantive.

The approach this year revives and refines one employed many years ago in ASPA: a two-track system of mini- and full-session panels we are calling FasTracks. The mini sessions will include a larger number of presenters per panel with shorter individual presentation times and greater audience discussion. The full sessions will follow the more normative approach of 4 presenters with extended presentation times followed by some audience discussion. We are soliciting proposals for panels, papers that may be grouped with other proposals to form panels, workshops, training and development sessions, or other presentations related to the theme of the conference. We welcome proposals encouraged from all ASPA members, including practitioners, scholars, researchers and observers from all levels of government, private and nonprofit sectors, other nations throughout the world, and academic and research institutions.

If you have an idea for a workshop, paper or panel, you can use ASPA's sections, the ASPA listserv and the ASPA web site as resources. You may wish to contact section chairs for assistance in forming panels on issues covered by those sections. We will create a special area on the ASPA web site where potential participants will list their areas of interest. We will also post submitted proposals and approved panels there.

Panel proposals must relate to one or more of the following FasTracks:

- Managing Environmental and Natural Resources
- Balancing Politics and Professionalism
- Implementing Knowledge Management
- Maximizing the Value of Human Resources
- Using Technology to Advance the Public Service
- Advocating Ethics, Integrity and the End of Corruption
- Making Finance and Budgeting Count
- Reinvigorating the PA Brand
- Transforming Health Care
- Forging Homeland Security and Disaster Management Strategy
- Mobilizing Transportation Initiatives
- Integrating Internationalism and Global Governance
- Examining the Law and Public Administration
- Inspiring Citizen Participation
- Chronicling Profiles in Courage
- Practicing Privatization
- Harnessing the Power of Research, Evaluation and Accountability

In keeping with the Conference theme, *The Sky's the Limit*, paper and panel proposals should address key emerging issues of relevance to both public administration theory and practice; the focus should be upon idealism and innovation in public service. The program committee will also be working with sections to proactively address certain topics that they believe should be covered in the ASPA National Conference, if not covered by proposed panels submitted through this call. Individual paper presentations will be accepted only for mini or roundtable sessions.

Proposals may be submitted online through the ASPA web site, or by mail or fax using the attached form. Please indicate if you are proposing an individual paper or presentation, the FasTrack in which you think it best fits, whether you would prefer a mini- or full-session format, and the names and topics of the participants. If it is a panel proposal, all individuals listed as participants must have approved inclusion of their name and presentation in the proposal. Also include a brief narrative description of your proposed topic and how you believe it supports the theme of the Conference: "The Sky's the Limit: Innovation and Idealism in Public Service."

The Details

○ General Information:

- Every effort should be made to have a diverse mix of presenters.
- All program panelists and presenters must register for the conference. However, if they are attending the conference only on the day of their panel, they may register for just that day.
- Only one author may present a paper. Co-authors listed on the final paper received by ASPA by the published deadline will be listed in the final conference program. Co-authors who attend must register.
- Full-session panels should include no more than four papers or presentations, and mini-sessions should include no more than six in order to allow time for audience involvement in the session.

- Participation in the conference program is limited to one concurrent session per person regardless of role (moderator, presenter or discussant).
- Concurrent sessions are 90 minutes long and will be scheduled on Sunday, April 2; Monday, April 3; and Tuesday, April 4, 2006.
- Pre-conference workshops will be scheduled on Saturday, April 1, 2006

○ Deadline:

THE DEADLINE FOR SUBMISSION OF PROPOSED PRESENTATIONS IS JUNE 20, 2005.

FOR MORE INFORMATION AND PROPOSAL FORM GO TO:

www.aspanet.org

The Sky's the Limit
**IDEALISM AND INNOVATION
 IN PUBLIC SERVICE**
 DENVER, CO • APRIL 1-4, 2006

PROPOSAL FORM

First Name	MI	Last Name
Title		
Organization		
Address		
City, State, Postal Code, Country		
Daytime Phone	Fax	
E-Mail (please print clearly)		

SUBMIT THIS FORM ONLINE BY *June 20, 2005* OR FAX IT TO 202-638-4952

- *ASPA member?* Yes No
- *Student?* Yes No
- *This is for (check one):*
- Individual paper:** To be presented as an individual paper at a Roundtable Session.
- Roundtable session** (A brief—about 10 minutes—informal presentation, such as of research results, program results, best practices, etc. followed by seminar-style discussion with attendees. Each session will last 30 minutes.)
- Panel session** (These sessions will last 90 minutes)
- Pre-conference workshop or training session** (Full or half day sessions.)
- Founders' Forums** We will honor ASPA's founders with sessions dedicated to research results, theoretical papers and other contributions to scholarship. These papers should focus on the key themes of the conference: Idealism, Innovation and Public Service.
- *Primary focus of your proposal:* International National Regional Local State
- *Who should attend this panel/workshop, or hear this paper?*
- Academics New Professionals Veteran Professionals Students
- *What sector is your primary audience?*
- Public Agencies Non-Governmental Organizations
- Government Contractors Other businesses
- Other professionals (state field: _____)

• *Submission Guidelines*

Proposals for presentations at the 2006 ASPA conference in Denver may be submitted at any time until June 20, 2005. Proposals submitted after that date will be considered only on a space-available basis.

Please submit a description of your proposal (maximum 500 words, about one page) that addresses the following:

1. Proposals:

a. Paper proposal: Describe the proposed paper and primary subject area it addresses.

b. Panel proposal:

- Describe the proposed panel theme including the topics to be addressed and a brief description of the panel format.
- List all panel participants with a brief description of each topic and the presenters' qualifications or expertise.
- Include contact information for each panelist.

c. Workshop or training session:

- Describe the proposed theme
- Which types of people should attend?
- What will they get out of it?

2. Explain how your proposal fits the theme of the conference.

Indicate the subject area of your proposal:

- Managing Environmental and Natural Resources:** How do we achieve sustainable development and balancing multiple uses?
- Balancing Politics and Professionalism:** How do we walk the line between these two essential perspectives on decision-making?
- Implementing Knowledge Management:** How do we sort and mine information so that it becomes useful for complex policy decisions
- Maximizing the Value of Human Resources:** How do we make the best use of employees and volunteers?
- Using Technology to Advance the Public Service:** How do we use ICT and other technologies to improve teaching, research and practice?
- Advocating Ethics, Integrity and the End of Corruption**
- Making Finance and Budgeting Count:** How do we maximize our agency's financial resources, or use them to

leverage resources from other organizations through grants and contracts.

- Reinvigorating the PA Brand:** What do public administration and public service mean, and to whom?
- Transforming Health Care:** How do we ensure adequate health care in a demographically changing world, and how do we pay for it?
- Forging Homeland Security and Disaster Management Strategy:** How can nations and different levels of government work together with other organizations to confront terrorism and respond to disasters?
- Mobilizing Transportation Initiatives**
- Integrating Internationalism and Global Governance:** What does governance mean in a world dominated by markets? How can governments, multinational organizations and corporations work together to achieve the United Nations' Millennium Development Goals?

Examining the Law and Public Administration: What is the impact of legislation, court cases, executive orders or administrative law on organizations and individuals? How does it affect public policy implementation?

Inspiring Citizen Participation: How can we teach, encourage and recognize citizen participation in government and public service?

Chronicling Profiles in Courage: How do we remember, record and recognize people around the world who stood up or stand up for our core values?

Practicing Privatization: How do we use businesses and NGOs, including faith-based organizations, to deliver public services?

Harnessing the Power of Research, Evaluation and Accountability: How can we use these academic tools to promote more effective and transparent government?

Download this form at www.aspanet.org

CAREER CENTER

Create Your Own Luck

Barton Goldsmith

Have you ever seen an organization that is so successful you think to yourself, "Boy, aren't they lucky." Once we think it's luck, it takes away our power to create our own success because we think "luck" is something that is out of our control.

Turn your thoughts toward how things could be better for you and your organization. Success doesn't just happen, it's created. Here are some (counter-intuitive) ways you can create your own luck.

- *Be open.* To new experiences, things you hear, new ideas and feedback.

- *Talk to strangers.* People you don't know could be your new contact or introduce you to your next big contact. You never know, so rehearse your elevator speech and use it next time you're at the gym or the supermarket.

- *Make small talk.* When you start small you earn the right to move to big talk. Make the connection first and once you find what you have in common you can easily move to the next level.

- *Have conversations prepared.* Consider how grateful you are when someone tells

you something that makes a difference in your organization. Whoever you're speaking to will feel the same way. A good piece of reading material is Susan RoAnne's *How to Create Your Own Luck*, which was the inspiration for this article.

- *Drop names.* When you meet someone who works at an organization you're familiar with, ask them if they know the person or people you know. This can easily open the door to talking about how they do business and with whom.

- *Listen and eavesdrop.* Not in a sneaky way, but if you overhear someone asking something that you know about, you can be helpful to them. This is how relationships are born. Listening also works by inspiring ideas and helping you think along different lines.

- *Ask for and offer help.* Don't pressure anyone. Let people know what you need or what you are willing to give without backing them into a corner. Most humans will step up to the plate in a crisis, or when asked in a nice way.

- *It's OK to stray from your chosen path.* Many successful organizations have gotten that way from an off-the-wall idea that they took a chance on, or a person

that they had a good feeling about. Trust your gut, it may lead you to your wildest dreams.

- *Exit graciously.* Don't burn bridges, because you never know when you'll need to cross them again. Successful people keep their contacts because experience has taught them that what goes around comes around.

- *Say Yes even when you want to say No.* Successful people know that nothing will happen when you say "no" and a "yes" will at the very least, create a new opportunity for new contacts, experience, growth and potential profit.

Those who are successful engage in one or more of these techniques on a daily basis. If you try combinations of these ideas, you will see new opportunities created before your very eyes. Make the coming year remarkable by doing things you may not have attempted in the past. May the year ahead bring you peace and prosperity.

Barton Goldsmith is a speaker, business consultant, nationally syndicated author and radio talk show host. He can be contacted through his web site at: www.BartonGoldsmith.com or at (818) 879-9996.

Scholarship, Internship, and Grant Information

IPMA-HR Seeks Graduate Study Fellowship Applicants

The International Public Management Association for Human Resources (IPMA-HR) is seeking applications for its graduate study fellowship program. Applications, due by June 3, 2005, may be found online.

The graduate study fellowship allows IPMA-HR members to pursue graduate study in public administration, business administration, the law or a related field. The Association will award up to \$2,000 to each of two individuals seeking graduate degrees and the fellowship is renewable for a maximum of one academic year, subject to maintaining a GPA of at least 3.0 and continuing IPMA-HR membership. Ph.D. candidates are not eligible for this program.

Visit www.ipma-hr.org for more information or an application.

FYI...

IPAC Develops Personal Learning Plan Kit

The Toronto Regional Group of the Institute of Public Administration of Canada (IPAC) has prepared a kit on how to construct "Personal Learning Plans." The kit includes self-assessment tools, step-by-step guides, examples of learning plans, as well as some presentation slides. (Information courtesy of *ASPA-rations*)

URL:
<http://www.ipac.ca/toronto/files/NP-learningplan-resourceskit011205.pdf>

OPM's Federal Executive Institute Expands Course Offerings into Washington, DC Metro Area

Washington, DC—Federal executives nationwide will now have the opportunity to attend the U.S. Office of Personnel Management's (OPM) Federal Executive Institute's (FEI) educational programs in Washington, DC. Since its opening 37 years ago, FEI's seminar programs have primarily taken place at its Charlottesville, VA, campus. The newly launched seminar series will offer seven of FEI's most popular open enrollment courses. Later this year, FEI will also offer a four-week Leadership for a Democratic Society program, FEI's flagship program, at a soon to be announced off-campus location.

The seminars in Washington will be more accessible to upper level federal leaders in the Washington, DC, area and executives

planning a visit to their headquarters office will be able to incorporate a seminar into their travel plans. The cutting edge leadership development seminars are designed for SES members, GS-15s, and their equivalent and are not limited to those working in the District.

For more information about these courses or to register for a program, visit the Federal Executive Institute website at www.leadership.opm.gov or contact the National Sales Office at 1-866-302-4258.

Black Collegian Ranks Top Employers

Recruiting Trends reports that Michigan State University's annual Recruiting Trends survey indicates brisk recruiting will focus on federal jobs as well as retail, financial services, and healthcare. Interestingly, 37 of the top 100 employers are government agencies and three are accounting firms. The top 10 employers are Enterprise Rent-A-Car, PriceWaterhouseCoopers, Maxim Healthcare Services, United States Customs and Border Protection, Ernst & Young, KPMG LLP, National Security Agency, Accenture, Fairfax Country Public Schools, and United States Air Force. (Information courtesy of Kennedy Information's *Recruiting Newswire*)

FBI Launches National Ad Campaign to Fill 4,000 Jobs

Hoping to fill more than 4,000 vacancies by September 2005, the Federal Bureau of Investigation (FBI) has launched its first national television ad campaign

designed to attract potential employees. Each FBI ad features an agency employee briefly outlining his or her job duties and telling viewers that "It's not the same world. It's not the same FBI." The ads direct viewers to a recruitment web site at www.fbijobs.com to browse through the many job openings currently available. The ads highlight types of jobs that the FBI is eager to fill, including computer technicians, engineers, translators, accountants and lawyers. The web site notes that interested people can join the FBI as a special agent or in a professional support role in any number of positions, including computer specialist, crime scene specialist, linguist, fingerprint expert, intelligence research specialist, laboratory tech, laborer, secretary or other position. (information courtesy of *Federal Employees News Digest* and *The Partnership's Daily Pipeline*)

Communication Skills and Honesty Top Employers' Wish List

Recruiting Trends reports that new college graduates with good communication skills, as well as honesty and integrity, have an advantage over competitors in the job market, according to the Job Outlook 2005 survey by the National Association of Colleges and Employers. According to Executive Director Marilyn Mackes, candidates have "two key opportunities to demonstrate to employers that they have good communication skills—on their resume and in the interview." Employers, when asked the skill most lacking in

college job candidates, replied good communication skills topped their list. Nearly 70 percent of employers report that they screen college job candidates based on G.P.A., and the largest group says they use a 3.0 as their "cutoff." (Information courtesy of Kennedy Information's *Recruiting Newswire*)

If you have a press release for appropriate for "FYI..." contact Christine McCrehin at cjewett@aspanet.org.

ASPA-RATIONS TOP 10

ASPA-rations is ASPA's monthly e-newsletter for students. Following is its top 10 websites for April:

1. Google Scholar
2. Monster: Public Service
3. HotJobs.com Government Community
4. Public Sector Financial Management Fellows Program
5. State and Local Government on the Net
6. USAJOBS
7. America's Job Bank
8. Vault
9. Government Innovators Network
10. Partnership for Public Service

If you would like to receive *ASPA-rations* each month, email ebergrud@aspanet.org requesting to be added to the subscriber list.

CAREER CENTER

Jump Start Your Career...

Advice from College and University Career Counselors

Prospective MPA students often ask: "What can I do with a degree in public administration?" My response always is: "Many things." For instance, career options for students with a MPA degree are:

- Policy advisors
- Budget analysts
- City Manager
- Public School Administrator
- Home Care Contract Administrator
- Program Evaluation Specialist
- Public Affairs
- Governmental Relations

For students interested in pursuing additional information about a degree in public administration, a good source is the National Association of Schools of Public Affairs and Administration (NASPAA). NASPAA provides information on the following:

- Commonly asked question about graduate degrees
- Admissions criteria
- Searches by degree, specialization, state and accreditation
- Careers and salaries in the public sector
- On-line courses offered at NASPAA

member schools

- Resources available at member schools

A degree in public administration is a gateway to myriad career options, but your own interests, background, skills and experiences will help chart your next career move. Some areas that students in public administration are placed in are:

- Nonprofit sector
- Urban Planning
- Federal, state, county and local government
- Health-related services
- Mental health
- Public safety
- Criminal justice

If you are uncertain about your interests and skill set, locate the campus Career Services Office and request a Career Key assessment to help you identify your interests and skills. Once you receive the results from that assessment, the next step is to explore majors and careers that parallel your interests and goals.

Now that you have identified a career path(s) in which you are interested, the next step is to explore your options. One

of the better strategies to pursue is internships which can be completed for credit in many public administration departments. The internship is a win-win situation for the employer and student. The student gains an inside look at a career and industry, and the employer evaluates a prospective employee without making a long-term hiring commitment.

Another very important piece of advice that I share with all students is to not wait until the last minute to begin exploring career options. Many students wait until one or two months before they graduate to begin looking for a career. By waiting too long to explore career options, students lose out on opportunities to gain valuable experience through internship and volunteer opportunities.

In addition to facilitating internships, Career Services at Rutgers-Newark, offers the following assistance to students:

- Resume help and assessment
- Graduate School Preparation
- Networking through alumni

Finally, here are a few additional pointers to help transitioning professionals and students locate their career choice in the

dynamic field of public administration:

- Seek mentors with experience in the type of organization you are considering
- Conduct informational interviews with alumni in a profession you are considering
- Take advantage of career coaching offered in the career center
- Get involved in a career development program initiative that help students design appropriate strategies to conduct job searches
- Get your cover letters critiqued
- Meet with career counselors to discuss career issues
- Participate in mock interviews
- Sign up for online job and resume data banks
- Sign up for e-recruiting
- Speak with other students who are working at the organization you have identified as a prospective internship opportunity.

Byron Price is an assistant professor and associate director at the National Center for Public Productivity, Rutgers-Campus at Newark.

E-mail: byprice@andromeda.rutgers.edu

Announcing...

a new publication from ASPA

Public Administration

with an

Attitude

by H. George Frederickson

Available for adoption in Fall 2005 classes.
To order your review copy, call 202-585-4313.
Order now. Review copies are limited.

Public Administration with an Attitude, approx. 220 pages — \$14.95 softcover
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Public Administration with an Attitude brings together some of H. George Frederickson's most penetrating and thought-provoking columns from the pages of PA TIMES. In the book, Frederickson takes on the issues facing today's public administrators with the intellectual integrity that established him as a leader in the field. If there is something wrong or right with the way public policy is being administered, Frederickson lets you know. Like his column, *Public Administration with an Attitude* is easy to read and jargon-free, and, of course, it is often witty.

Students preparing for public service careers will benefit not only from the wisdom and insight in *Public Administration with an Attitude*, but from the pervading theme of the honor and dignity of public service. Practicing public servants will enjoy the rich use of examples, the telling of great public administration stories, and especially the descriptions of public administration heroes and heroic moments.

This book is a lot more interesting than a spreadsheet (...and more accurate)!



CONFERENCE CALENDAR

May 2005

5-6 Leading and Succeeding in Information Technology: Creating a Responsive, Technology-Empowered Local Government
City: Virginia Beach, VA

9-13 Managing Networked Government for Service Delivery
Location: University of Birmingham, Birmingham, UK
Contact: CAPAM at capam@capam.ca

June 2005

2-5 Ethics and Integrity of Governance: A Transatlantic Dialogue
[Co-sponsored by ASPA's Section on Ethics]
City: Leuven, Belgium
Contact: Jeroen Maesschalck at jeroen.maesschalck@soc.kuleuven.ac.be

9-11 18th Annual Meeting of the Public Administration Theory Network
Theme: "More Perfect Unions? Public Administration in an Era of Political and Economic Integration"
Location: Krakow, Poland
Contact: Frank Scott at fscott@csuward.edu

13-14 The Intelligent Community Forum Conference & Awards 2005
Theme: "Building the Broadband Economy"
Location: New York, NY

14-16 Performance Measurement for State & Local Government
City: Atlanta, GA

18-22 Fifth International Conference on Public Management, Policy & Development
City: Dakar, Senegal

July 2005

4-6 4th International Critical Management Studies Conference
Location: Cambridge University, UK
Contact: Ann Cunliffe at acunliff@csuward.edu

10-13 Association of Government Accountants (AGA) Annual Professional Development Conference and Exposition
City: Orlando, FL
Contact Ada Phillips at aphillips@agacgfm.org

11-15 2005 International Association of Schools and Institutes of Administration (IASIA) International Conference
Theme: Education and Training at Various Administration Levels: Assessing Needs, Ensuring Quality
City: Como, Italy

For more detail on any of these events, click the link to 'Conferences' on the ASPA home page

www.aspanet.org

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PA TIMES

28 Years • 1977-2005

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