

**PA TIMES**

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# PA TIMES

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## U.S. Blasted in Amnesty Intl. Report on Human Rights Abuse

### According to Report, U.S. is One of Several Governments to Violate Human Rights in the Name of Fighting Terror

Washington, DC—Amnesty International USA (AIUSA) recently reported that governments worldwide, in the name of fighting terror, are committing gross violations of human rights: mistreating suspects, harming civilians and undermining their ability to solve some of the world's most urgent problems.

The organization highlighted the U.S. government's current system for outsourcing

ing key military detention, security and intelligence operations as fueling serious human rights violations and undermining accountability, at the organization's release of its 2006 Annual Report on the status of human rights in 150 countries.

United States' outsourcing is just one example of governments running roughshod over basic freedoms in the name of fighting terrorism that the organization cited in the

release of its Annual Report. The Uzbek government murdered several hundred peaceful demonstrators last spring, justifying the slaughter as pursuit of terrorists.

According to Egypt's prime minister, the United States has transferred some 60-70 alleged terrorism suspects to Egypt. Amnesty International reported the case of

See **HUMAN RIGHTS**, pg. 2

### The Cost of War



Grace Gorenflo and her daughter Maria of Reston, Virginia walk through the Eyes Wide Open exhibition on the National Mall in Washington, DC, Friday, May 12, 2006, which illustrates the human cost of the Iraq War. The 2,400 combat boots symbolize the U.S. military personnel killed in Iraq. The exhibition was on the Mall May 11-14.

## Minorities are One-Third of U.S. Population

### Hispanics Continue as Largest Minority Group

About 1-in-every-3 U.S. residents was part of a group other than single-race non-Hispanic white—according to national estimates by race, Hispanic origin and age released by the U.S. Census Bureau. In 2005, the nation's minority population totaled 98 million, or 33 percent, of the country's total of 296.4 million.

"These mid-decade numbers provide further evidence of the increasing diversity of our nation's population," said Census Bureau Director Louis Kincannon.

Hispanics continue to be the largest minority group at 42.7 million. With a 3.3 percent increase in population from July 1, 2004, to July 1, 2005, they are the fastest-growing group.

Unless otherwise specified, the data refer to the population who reported a race alone or in combination with one or more other races. The tables show data for both this group and those who reported a single race only.

See **POPULATION**, pg. 9

### Worth Knowing:

Last fall, President Bush announced the Administration's National Strategy for Pandemic Influenza. For a copy of the National Strategy and the Implementation Plan, visit: [www.whitehouse.gov/homeland/pandemic-influenza-implementation.html](http://www.whitehouse.gov/homeland/pandemic-influenza-implementation.html)

# U.S. Accused of Human Rights Abuse in Amnesty International Report

From HUMAN RIGHTS, pg. 1

an Egyptian national who was abducted in Milan and eventually taken to Egypt, where he was allegedly tortured; his whereabouts remain unknown.

In Colombia, government security forces, backed with billions of dollars from the United States, collude with paramilitary forces deemed terrorist organizations by the U.S. State Department to commit serious human rights violations.

"Legitimate concerns about terror are being used to justify the unjustifiable," said Larry Cox, AIUSA's executive director. "Pressure from the U.S. government has added to governments' willingness to violate long-held principles, with allies colluding with the United States to abduct alleged terrorism suspects and send them to countries that torture or providing the real estate for CIA-run secret sites. These violations undercut the political capacity of U.S. leaders to confront increasing repression in certain African countries, such as Ethiopia; press the Chinese government for meaningful reform, and challenge repression and violence against those who challenged faulty elections in Egypt, for example."

In the rush to war and with little notice, the U.S. government has outsourced billions of dollars in contracts to private companies, leaving to civilians some of the most essential and sensitive functions in the war, including protecting supply convoys, guarding prisoners, translating during interrogations and conducting interrogations.

Despite the weak requirements for reporting crimes, allegations have surfaced implicating civilians working for the U.S. government in mistreatment of Iraqi and Afghan civilians, including hundreds of incidents of shootings at Iraqi civilians, as well as abuse of detainees, including involvement in the Abu Ghraib torture scandal.

Currently the contractors operate in a virtually rules-free zone; they are exempt from Iraqi law per a Coalition Provisional Authority order and they fall outside the military chain of command.

Of the 20 known cases of alleged misconduct by civilians in the war on terror that were forwarded by the Pentagon and CIA to the U.S. Department of Justice for investigation, DOJ has dismissed two, brought one indictment, while the remaining 17 are classified as open.

AI places responsibility jointly on the Bush administration and companies to overhaul the contracting system from top to bottom to ensure safety of suspects and civilians and investigation and prosecution when rights are violated.

In particular, the U.S. government should create and enforce unambiguous, transparent and consistent mechanisms for reporting on, investigating and, when necessary, prosecuting contractors involved in detainee abuse and/or excessive use of force against civilians. Every contractor involved in detentions or who might use force against civilians must undergo a background check and receive human rights and humanitarian law training.

Private military companies, should, among other things, implement a comprehensive human rights policy; monitor and periodically issue public reports on its implementation; screen employees and train them on international human rights standards; make public the results of investigations the company may conduct into alleged human rights abuses by employees; and disclose the terms of U.S. government contracts with respect to human rights.

## Other Governments in the Report

**Colombia:** The Colombian security forces, heavily funded by the United States government, conspire with paramilitary forces labeled as terrorist organizations by the U.S. State Department to commit countless human rights abuses. The United States justifies its military involvement as an effort to combat narcoterrorism—linking the war on drugs with the war on terror.

**Egypt:** The Egyptian government increased its crackdown on NGOs, opposition members and civil society groups in 2005 and extended the Emergency Law which grants Egyptian security forces sweeping powers to arrest

citizens at will, prohibit strikes and public meetings and close down newspapers—all in the name of national security.

During Egypt's December 2005 election, Amnesty International reported that hundreds of people from opposition parties were arrested, including an alleged 1500 arrests among Muslim Brotherhood supporters alone. Egypt's security forces were reported to have used force against protesters resulting in scores of injuries.

Reports also show that security forces prevented voters from casting their votes in some places and to have arrested local non-government election monitors or prevented them from accessing polling stations, despite their official accreditation from the Ministry of Justice. In addition, Egypt has been involved with "extraordinary rendition" of terrorist suspects who seem to disappear into a judicial system and are allegedly subject to torture.

**Iraq:** Iraqi authorities have been systematically violating the rights of detainees in breach of guarantees contained both in Iraqi legislation and international law and standards. There have been reports of torture and ill treatment of detainees by the Iraqi Ministry of Interior as profiled in the Amnesty International report, *Beyond Abu Ghraib*, March 2006.

**Jordan:** Amnesty International continues to receive reports about the Jordanian security forces arresting Islamists and alleged terrorism suspects in the name of national security. Often detainees are kept for long periods without being charged, and some have alleged that Jordan security forces tortured them while in custody. In addition, two Yemen nationals profiled in previous Amnesty International reports were held and tortured by the GID, before being taken to a secret detention center in Eastern Europe or Central Asia.

**Pakistan:** Amnesty International has received reports that armed forces are attacking the local population in the province of Balochistan, 'disappearing' people, killing, and torturing men, women and children. The U.S. State Department recently said that Pakistan had handed over hundreds of terrorist suspects to the United States.

**Russia:** The Russian government has claimed that it is pursuing terrorists but actually they have been harassing human rights defenders such as the employees of the Russian-Chechen Friendship Society.

**Syria:** The United States has sent detainees to Syria, including the case of Maher Arar, who was reported to have been repeatedly whipped with two-inch thick electrical cables by Syrian authorities. In addition, many members of Syrian civil society—including rights defenders—faced the daily threat of arbitrary and prolonged incommunicado detention with the attached risk of torture and ill-treatment because of their alleged support for opposition against the Syrian government.

**Uzbekistan:** Uzbek security forces fired indiscriminately into crowds of mostly unarmed civilian protesters while they were gathered in Andizhan last May, killing hundreds of people, including women and children. They sentenced scores more to long prison terms after mostly closed or secret trials, justifying the violence as pursuit of terrorists. To date, no one has been prosecuted or held accountable for the violence.

**Yemen:** Yemen has held its own nationals in detention centers in the country. According to a recent Amnesty International report, *Beyond the Radar*, (April 2006), the Yemeni nationals were "disappeared" into United States custody and spent over 18 months in various CIA "black sites" before being turned over to the Yemeni government.

Yemen continued to hold these men at the request of the United States government, according to Yemeni officials. The men were released at the end of March 2006 without being charged with any terrorism offenses, but they continue to suffer lingering physical and psychological effects of their detention.

For more information and a copy of the report visit Amnesty International at [www.amnestyusa.org](http://www.amnestyusa.org).

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# Achieving Ethical Administration

**SPECIAL SECTION**

## Ethical Governance in the 21st Century

Donald C. Menzel

Ethical governance in the 21st Century faces many issues and challenges. Among them are privatization, the Information Age, globalization, and ethics education. The future, it so often seems, is here with the historic boundary between public and private sectors a vast blur. Equally blurred is the time-line between the past, present, and future. The time warp of cyber-space and instantaneous world-wide communication has all but collapsed our calendars.

### The Privatization Challenge

The privatization of public services and facilities is in full force in America and worldwide. Governments of all sizes and descriptions are redefining their roles and responsibilities in providing and delivering public services. Cities, counties, states, and the U.S. government, are entering into new relationships with private sector organizations—profit and non-profit—to “create a government that works better and costs less,” to borrow the title of the 1993 Report of the National Performance Review.

In some instances, the result has been load shedding—disengaging entirely as a governmental service provider. In other instances, government contracting with a private firm to deliver public services has been the preferred modus operandi.

When David Osborne and Ted Gaebler issued their clarion call in their best selling book *Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector* the response was nearly instantaneous and widespread. The re-inventors endorsed privatization and called for public managers to be more entrepre-

neurial in leading their agencies. Precious little was uttered about what privatization or entrepreneurialism might mean for ethical management. Indeed, there is no mention of ethics in their book. Perhaps Osborne and Gaebler believed there is little to be concerned about since they are not calling for managers to engage in illegal activities—but merely to manage differently within the law.

H. George Frederickson, in *The Spirit of Public Administration*, pulls no punches in asserting that the privatization movement will eventually collapse or at a minimum, retreat on the heels of greed and corruption amid renewed “calls for administrative competence in government.” Contracting in particular, Frederickson reminds us, has “always made a tempting environment for kickbacks and fraud.

Doesn't anyone remember why Spiro Agnew resigned as vice president?” Frederickson's indictment is unflinching. “As more privately inclined people are appointed to governmental positions and as more governmental services are based on the enterprise model,” he asserts, the more likely it is that we will experience corruption and unethical behavior.

These cases illustrate the challenging nature that the privatization movement poses for public officials who want to embrace sound ethical management practices. And, as Frederickson notes “it is no small irony that government is moving in the direction of privatization at the same time that there is a rising concern for governmental ethics.”

### Information Age Challenges

Going online to access the Internet for information and communication presents other challenges. Governments throughout the United States have climbed onto the information highway en masse. The technical aspects of accessing the Internet pale along side the attempt to understand and abate the undesirable, and sometimes unethical, consequences that this technology can have on group life in public agencies. A study of the negative effects of E-mail on social life in the corporate workplace found that effects, such as

making the workplace less personal, were a product of two factors—the technology itself (e.g., the depersonalization of social relations due to the absence of face-to-face interaction) and intentional choices by users or employees “to avoid unwanted social interactions” (Markus 1994,119). In other words, technology is not singularly responsible for “negative” social effects in the workplace. Employees can and do make intentional choices in deciding who they do and do not want to communicate with. Managers committed to promoting a strong ethical climate are likely to find this situation especially difficult, particularly in light of our rudimentary knowledge of such behavior.

Another ethical challenge facing managers is defining, implementing, and monitoring Internet usage practices and behaviors. These include surfing the Web on agency time for personal pleasure, downloading or viewing obscene material, advertising or soliciting for personal gain, making political statements, posting or downloading inflammatory racial or sexual material, waging or selling chances, or using pseudo names when transmitting electronic messages. What can be done to discourage these practices? One approach is to adopt Internet Acceptable Use policies. But what if these policies don't work and abuse occurs? Ethics management leaders may then have to take further steps.

Other ethical and perhaps legal issues go beyond employee access and use of the Internet and have to do with the posture of government itself. Online governments and their leaders must array themselves to maximize and promote democratic practices such as citizen access to public information while at the same time insuring that sensitive information is protected. It is one thing to post data about crime rates or AIDS statistics and another to allow access to names or addresses of victims. Likewise, the question might be asked: is a public service being provided when the county property appraiser's office creates a searchable data base containing property values and locations? Or is this merely making it easier for criminals to employ the same technology to target

would be victims?

### The Winds of Globalization

A popular saying in the 1970s was that “small is beautiful,” a reaction to big government, big corporations, and big policy failures in America. Three decades later, it can truly be said that small is beautiful globally.

With the advent of high powered technology, instant communication transmissions, endless choice through direct satellite TV programming, and shrinking travel distances and time, the world has never been so small. Elected and appointed officials in places as far flung as Beijing, Lima, Moscow, Cairo, Johannesburg, London and Brisbane are instantly aware of the latest political and economic developments in Washington, Chicago and Tallahassee.

The winds of globalization blew with powerful market-driven force in much of the 1990s. First thought to be only an economic force as countries such as China and Russia and Vietnam embraced market based reforms, globalization began to expand its reach as a social and political agent of change as countries began to democratize and engage in increasing transparent policy making. The rule of law became more than a mantra; it became a means through which political leaders envisioned the possibility of seismic shifts in improving their countries well being and, in some instances, lifting their people out of poverty and despair.

Globalization writ large began to touch Americans as well. Appointed and elected officials found themselves scrambling to connect their communities with the openings and exciting opportunities abroad. Sister city programs sprung up along with international trade delegations from cities, counties, and states traveling far and wide to explore the new world order, as it was sometimes labeled. Today, there is scarcely a large city or county that does not have an international affairs office.

Public managers soon learned that it was important for them and their organizations to “think globally.” This perspective has been reinforced by professional associations such as the International City/County Management Association (ICMA) and the American Society for Public Administration. Both associations have launched a myriad of initiatives that emphasize international affairs. Thus managers are increasingly confronted by the norms and ways of different cultures. This has been especially challenging in situations where the cultures vary regarding what is ethical and what is not. Giving and receiving gifts among public officeholders in Asian cultures, for example, are commonplace. Similar practices in the United States are viewed with suspicion and many cities and counties have zero gift policies.

### Ethics Education

Education for professional public administrators is carried out primarily through 250 institutions of higher education in the United States that provide graduate study in

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# Achieving Ethical Administration

SPECIAL SECTION

## Should Health Care Access be a Right in the United States?

*Moye Godwin Bongyu*

*"The United States remains the only industrialized nation that has never settled on a social policy that, however policy makers choose to accomplish it, offers a basic set of health care benefits to all residents regardless of their ability to pay—certainly a regrettable failure in a nation blessed with so many resources."*—Beaufort G. Longest, *Health Policymaking in the United States*.

### What is the Right to Health Care?

The United States spends more on health care than any other country in the world, but is the only advanced country that does not guarantee universal access to care. Presently, almost 45 million Americans are uninsured, a great barrier to access. Universal access to health care means that health care services should be made available to everyone regardless of purchasing power, availability of insurance, employment status, race, sex, age, sexual orientation, religion, residence, disability, health status, medical history or other risk factors.

The right to health involves four elements: availability, accessibility, acceptability and quality. Specifically, accessibility has four overlapping dimensions: non-discrimination, physical accessibility, economic accessibility (affordability) and information accessibility. health care becomes a right of citizenship that the state is obliged to guarantee.

The right to health, like all human rights, imposes three types or levels of obligations on State parties: the obligations to respect, protect and fulfill. In turn, the obligation to fulfill contains obligations to facilitate, provide and promote. The obligation to respect requires States to refrain from interfering directly or indirectly with the enjoyment of the right to health. The obligation to protect requires States to take measures that prevent third parties from interfering with article 12 guarantees. Finally, the obligation to fulfill requires States to adopt appropriate legislative, administrative, budgetary, judicial, promotional and other measures towards the full realization of the right to health. (Committee on Economic, Social and Cultural Rights 22nd session, 2000)

The American constitution says nothing specifically about the right to health care. The XIV Amendment simply prohibits states from depriving any person of life, liberty or property without due process of law. No doubt the heated debate on the recognition of health care as a human right, yet both international law and national policy have not provided a clear solution.

### Should health care be a Right?

According to the proponents (religious organizations, consumer groups, lobbyists and some academicians) the state must respect, protect, promote and fulfill health care right with reasonable measures. The Alternative Health care Access Campaign emphasized that access to quality health is a right not a privilege, and should not be denied or limited because of economic status. It is argued that the enjoyment of the right to health care is crucial for the

realization of many other fatal human rights and freedoms. According to Cardinal Joseph Bernardin, of the Chicago Archdiocese, "health care is an essential safeguard of human life and dignity and there is an obligation for society to ensure that every person be able to realize this right." P. H. Elias expressed similar sentiments when he observed that, "...physicians who value their professionalism should treat patients on the basis of need, not remuneration."

The major opponents to health as a human right are the insurance industry, the American Medical Association, drug companies and other provider groups. R.M. Sade declared that "medical care is neither a right nor a privilege; it is a service that is provided by doctors to others who wish to purchase it." It is also argued that health care as a right implies socialized medicine, which is an excellent and well intentioned idea but impracticable. The opponents continue that under the American system, right to health care depends on the ability to pay for it through personal efforts. With no national legislation to rule on this, one can logically resort to international standpoints.

### Are International Stipulations Helpful?

The Universal Declaration of Human Rights (UNDR) [article 25] and International Covenant on Economic, Social and Cultural Rights (ICESR) [article 12] are in favor of the right to highest attainable standard of health.

According to the Universal Declaration of Human Rights, "Everyone has the right to a standard of living adequate for health and well-being of himself and his family, including food, clothing, housing, and the right to security in the event of sickness..."

The ICESR holds that state parties recognize "The right to highest attainable standard of health." Besides, this position has been reiterated in recent international conferences: International Conference on Population and Development in Cairo (5-13, September 1994); World Summit for Social Development (Copenhagen March 1995) and the Habitat II Conference in Istanbul (1996).

The United States has not yet ratified the ICESCR However the US had signed the mother treaty the UDHR. But then, unlike what obtains in many countries, the American national law does not give priority to international laws or resolutions in the hypothesis of silence or contradiction between the laws. As such, the international stipulations have not been helpful, and no national legislation has adopted to salvage the situation.

### Why is there No Universal Access Reform?

The main reason is that the system involves many powerful players especially business corporations and health care organizations each having a large stake on reform policy proposals. President Clinton's "Health Safety Act" of 1993 proposed comprehensive coverage for almost all Americans. But unfortunately, the forces against it were very powerful and well organized, while the forces for it were weak and disorganized. The employ-

ers, insurance companies and provider associations fought against the government's encroachment into their private affairs, all this to the detriment of the powerless uninsured.

In line with the business dominance theory, health providers use all means possible to influence policy to achieve their ultimate goal of profitability. When cost increases, this raises the issue of affordability especially for the vulnerable and poor population. Because those who lack access to care are poor and voiceless, it is difficult for them to place their problem on the policy agenda, less solve it.

As such the uninsured are a lonely crowd relatively powerless, impotent and ineffectual. They lack the knowledge and the means to do their politics. A large group of poor uninsured persons have therefore been relegated to the residual domain and stay there at the mercy of the policymakers. Since many policy makers are insured, they do not wear the shoe to know exactly where it pinches. No doubt while a complete overhaul of the system is needed, reforms are typically superficial, incremental and fragmented.

### Policy Recommendations

The lesson is that more expenditure does not necessarily imply better care.

Increasing cost can entail quality care for some and only emergency care for others. It can also mean overwhelming profits or skyrocketing earnings for the health care providers but no guarantee to access. To ensure that Americans have universal access to quality care, an integrated approach has to be adopted which takes into account not only of the problem of the uninsured but also the health care system and its environment. Such an approach will be multi-dimensional and will strive to balance social and market justice.

The problem is not that of resources, enough is being spent and enough is available to ensure universal access. The resources earmarked for health care simply need to be well-managed and the health care system overhauled. There is no shortage of opinion on how to ensure universal coverage: politicians, policymakers, academicians and non-profit organizations have proposed a diversity of policies to tackle the problem.

Some organizations like the Physicians for a National Health Program have proposed a "single payer" system where government finances health care, but keeps its delivery under private control. It is true that this radical change can create too much burden

See HEALTH CARE, pg. 6

## Rutgers Ad

# Achieving Ethical Administration

SPECIAL SECTION

## Pursuing Ethics in the Public Interest

Stephen M. King

*"Government plays a significant role in creating feelings of mutual obligation and respect in society. People must have confidence that it will protect the public interest, since representative democracy rests on officials and the trust they engender. Career civil servants, accordingly, continually face such questions as 'What constitutes proper behavior in exercising the public trust?' An understanding of ethics, the way values are practiced, is therefore pivotal in democracy."*—James S. Bowman, "Ethics in Government: A National Survey of Public Administrators." *Public Administration Review* 50, no. 3 (1990): 345.

### Achieving Ethical Administration

Bowman accurately reflects the source of trying to achieve ethical administration: protect and promote the public interest. Achieving ethical administration in today's highly charged political environment is even more critical than ever before. The number and frequency of examples of unethical conduct, questionable character-based actions and simply lack of moral judgment on the part of both administrative and political officials is rampant.

Defining the public interest—to say nothing of making it operational—is difficult at best and nearly impossible at worst. However, it is similar to what the Supreme Court justice said when reviewing alleged pornographic material: "I'll know it when I see it." Defining the public interest is similar: it is not easily operational, but it is there, and achieving ethical administration

in the public interest is (or should be) the natural process and result.

As academics who teach in public administration we try and convey to our students how to think ethically, how to discern ethically and how to proceed ethically. And we advocate ethical thinking, discerning, and acting for all parties involved. Well, that is essentially a good start at defining, or at least illustrating, what is the public interest: what is the interest of all parties involved, not just the self-interests of a few or one.

But when private interests clash as they invariably do how does the ethical administrator proceed, especially when he desires to make an ethical decision in the context of the public interest? Are the self-interests of one party greater than a second party, say, in a sexual harassment case?

Or, does achieving ethical administration in the public interest mean that both parties in a dispute or conflict might suffer a setback, but that the institution, organization, or larger group will benefit, thus achieving ethical administration in the public interest meant that something was greater than someone, even the someone whose "rights" may have been violated?

Although the civil servant is not elected by the people, he is nonetheless accountable for his actions, whether personal or professional, and particularly as those actions impinge upon his ability to carry out his public duties. Living in the "glass bowl" of public scrutiny is not easy, but it is a responsibility that goes with the job. Personal character, moral judgment, and

ethical behavior are required of civil servants when trying to achieve ethical administration.

### Moral character and judgment

Decisions are not made outside of a value critical framework, whether moral, ethical, legal or other. Whether you are a city manager trying to decide how to discipline a male employee who was caught by a female employee watching pornographic images on his desktop PC while on the job, or you are on the state lottery board and are debating how to proceed regarding a member of the board who has a conflict of interest with the firm hired to run the lottery operation.

These decisions require not only information, but sound moral judgment based upon something other than rational analysis techniques: it requires individual character and professional discernment about how to choose between competing values and what value to is best to choose for the benefit of the public interest.

Unfortunately, in today's political and bureaucratic environment we often face trying to achieve conflicting ethical goals, which places greater pressure on the officials' ability to make sound decisions. On the one hand, there is constant pressure to be outcome based (i.e. performance based management and performance budgeting), whether it is for federal agencies (Government Performance and Results Act of 1993) or public school students (No Child Left Behind Act of 2002). The goal is to achieve some objectively-defined result that is supposedly "fair" for all individuals involved.

On the flip side we are also bombarded by the demand for justice and equity, usually in some broad policy area, such as racial integration or economic redistribution of a public good, such as in welfare or food stamps, or in assuring equality among the races and ethnicities, such as through affirmative action programs. The focus then is on the process, ensuring that some level of fairness or justice is achieved for all involved.

One concern with both of these approaches is twofold. First, the decision-maker, whether political or administrative, often makes a decision that simply tries to fit the middle ground, where the end result is supposedly beneficial for all parties involved, but in reality is generally detrimental to the greater public interest. Second, when the first concern is fulfilled moral character and ethical judgment have been compromised for the sake of political and bureaucratic correctness.

In many cases the decision-maker forfeits making the right decision in lieu of making the best decision—if by "right" decision it means there is only one decision that is right. There is such a thing as the "right" decision as well as the "best" decision: and that is the decision that is based on the display of moral character, influence of moral judgment and results in fulfillment of the public interest.

What is largely lacking in trying to achieve ethical administration is what James Q. Wilson labels 'moral character.' He argues that what is missing in public debate and

See PUBLIC INTEREST, pg. 10

## Teaching Ethics is Multi-Faceted and Often Controversial

From ETHICAL GOVERNANCE, pg. 3

public affairs and administration. One-hundred-fifty-three programs at 145 schools are accredited by the National Association of Schools of Public Affairs and Administration (NASPAA). The Master's of Public Affairs/Policy/Administration (MPA) degree is increasingly viewed by the practitioner community as the degree of preference. The inclusion of professional ethics in the course of study adds considerable value to the MPA.

The teaching of ethics is a multi-faceted and often controversial enterprise. It is multi-faceted because the field of public administration ranges broadly within and across organizations, nations, and cultures. It is often controversial because there is little agreement on what to teach and how to teach ethics. Indeed, some persons believe that ethics cannot be taught in a traditional class or course context. Rather, the best that can be hoped for is to teach about ethics. Still, there is widespread view among practicing administrators and educators that an ethical public service is essential to a well functioning democracy. Accordingly, teaching ethics to men and women who occupy positions of public trust should and must be pursued regardless of the uncertain outcomes.

The teaching of ethics in public administration has a promising future but much more effort is needed, especially in educating men and women to be effective in building organizations of integrity. The findings reported by Paul C. Light in *The New Public Service* are revealing and disturbing. Light's study focused on the graduates of the nation's leading public policy and administration programs (e.g., Syracuse, Kansas, University of Southern California, University of Michigan, and Harvard). He reports that these graduates, regardless of current sector of employment (government, non-profit, private), placed "maintaining ethical standards" at the top of the list of skills considered very important for success in their current job.

At the same time, when asked if their school was very helpful in teaching skills that would enable one to maintain ethical standards, most rated their education as insufficient. In fact, Light reports that this gap between how helpful a school is in teaching ethics and how important ethics is to one's job success was the largest of all skills listed, including such important skills as "budgeting and public finance," "doing policy analysis," "managing motivation and change," and "managing conflict."

Ethical governance in the 21st century is not a fantasy but the challenges outlined here are real and must be met. There is no

checklist for building organizations of integrity. Public managers must engage in exemplary leadership, promote ethics training, support codes, conduct ethics audits and find ways to promote an ethical climate through the use of human resources management processes such as hiring, annual evaluations, and promotion.

These tactics can be powerful when coupled together in a systematic, comprehensive manner. Each must be used by ethics managers in a skillful manner, perhaps similar to that of an orchestra conductor who must be able to produce harmonious music from a diversity of musicians and instruments. No single tactic is the best one to transform the sour notes of unethical behavior into the reassuring culture of an organization of integrity.

Strong ethical governance can be achieved. The failure to do so will surely endanger the fragile trust placed by the public in our leaders and institutions worldwide.

\*This essay is based on the book *Ethics Management for Public Administrators: Building Organizations of Integrity*, which will be published in November 2006 by M. E. Sharpe, Inc.

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## Achieving Ethical Administration

SPECIAL SECTION

# The Challenge of Perfection as the Minimum Standard

*Stephen J. Smith*

Current headlines keep the issue of ethics and ethical administration fresh in the minds of Americans. Recent events ranging from the Abramoff lobbying scandal to the trial of Enron defendants and even reports of steroid abuse in major league sports have cast a pall over many institutions people previously trusted. Now one may wonder—Who can you trust?

This has created both challenges and opportunities for the field of public administration. First, it has given rise to myriad laws requiring more frequent reporting and audits, as processes begin to supplant trust in ensuring public accountability. These processes make administration less efficient and flexible but more transparent, creating some tension in the “new public management” era, when greater efficiency and flexibility are considered critical. Clearly, Americans now demand high levels of both efficiency and accountability—a conundrum indeed.

The second challenge facing administrators is the notion of perfection as the minimum standard in ethical conduct. Said another way, the public is tired of ethical misconduct in government and will not tolerate it anymore. On its face this seems intuitive, of course we want perfection as it relates to ethics in our organizations. To ensure this, some agencies have implemented rigorous measures like “zero-gift” policies and extensive financial disclosure requirements for administrators. While well intended these measures may create unintended consequences such as increased distance from public stakeholders and a chilling effect on those contemplating public service. Our profession is searching to find the right balance to meet the public’s high expectations in both organizational performance and organizational ethics.

This search has also created opportunities for public administration. Primarily, it has

made the serious study of public sector ethics credible, so we may understand ethical administration like we never have before. Donald Menzel recently highlighted the burgeoning literature of empirical research on public sector ethics that has developed since the early 1990s. As this literature grows and influences practice, the profession may find the optimal balance that the public demands.

### Why Ethical Perfection is Elusive

The reason that ethical perfection in public organizations is elusive is clear—they are profoundly human enterprises. Human behavior has been studied for centuries, but we still do not fully know the human heart. That which is known has led to some of the accountability mechanisms described above, and there is the rub. Laws typically define what one must do or not do, but they are less well adapted to defining what one should do in all situations. That is the realm of ethics and values, which is more a function of individual qualities and organizational culture. Properly aligned, these can help moderate the tension between personal and public obligations that every public employee faces.

Steven Aufrecht has written about this tension. He observed that every public employee faces conflicts of interest in performing his or her duties; it is inherent in public life.

This can be seen in a simple scenario in which family responsibilities, say a child’s musical recital, conflicts with a public hearing. If the employee can arrange for cover in the hearing or otherwise reschedule, she can make the recital. If she cannot, she may have to miss the recital. If the family responsibility was a medical emergency rather than a recital, it may trump the hearing; however, if the hearing was critical or out of town, she may still not be able to tend to the emergency immediately.

The tension is clear and a very real part of public life. Aufrecht concluded that conflicts of interest are only problematic when personal obligations negatively impact how one carries out public obligations, or cause an appearance of conflict of interest that erodes the public trust.

Finding an achievable, “human” approach to public sector ethics led Kathryn Denhardt and Stuart Gilman to conclude that stringent measures, like “zero-gift” policies, were counterproductive, creating unintended consequences. Rather, they favored “bright line de minimus gift” policies and approaches to organizational ethics that clearly communicate the values that are desired, without adding undue rigidity.

Dealing with human behavior is a messy business and inexact science, and it seldom results in sustained perfection. So it is with ethical administration. The best result may be found through a balance of reasonable measures and solid values, constantly reinforced by engaged leadership.

### Achieving Ethical Administration

There is no doubt, achieving ethical administration is an arduous, long-term endeavor. It starts with a review of the organization’s written policies and statements regarding ethical issues, and of

their implementation—the practices in place. Are the policies clear and reasonable, allowing public servants the discretion and flexibility they need to perform in today’s complex environment? Aufrecht observed that departments work best when the employees can follow the rules while having their needs met. Do the organization’s policies provide that, and do its practices comport with its policies?

Comprehensive policies also identify a mechanism to detect, investigate and deal appropriately with cases of potential ethical misconduct. Is this mechanism followed, and applied equally to all in the organization? The treatment a department member receives in-house will likely influence the way he treats members of the public. This goes to building an ethical organizational culture.

Ultimately, achieving ethical administration is synonymous with building an ethical organizational culture, one constructed of sound policies faithfully implemented and solid shared values that guide employee conduct in the myriad situations and conflicts every day for which there is no specific policy guidance. The organization’s leaders are especially important in helping identify

See PERFECTION, pg. 7

## Universal Health Care a Problem of Ethics

From HEALTH CARE, pg. 4

on the public treasury, diminish choice and reduce competition. But in this hypothesis everyone can be covered and costs can be easily controlled; and besides if it has worked elsewhere (Canada) why not in the United States.

Another approach is employer contribution requirements better known as employer mandates or “pay or play.” From this perspective the Alliance for Health Reform proposed that employers will be required to provide insurance to their workers or pay a payroll tax that covers all or most of the cost of enrolling in the new public plan.

Some people propose individual mandates that will require everyone to have a basic form of health insurance just like the automobile insurance works. A further approach deals with tax credits that seek to make the private health insurance more affordable by allowing individuals and

employers to deduct the cost of the health insurance premiums directly from the amount they owe in income taxes. Finally, the policymakers can simply expand the public programs such as Medicaid, Medicare and community clinics, by providing them with additional funds to cover the uninsured. Each of these approaches has its own merits and demerits and should therefore be combined skillfully.

As a backup an integrated approach has to be adopted and all the stakeholders cooperate to create conducive environments so that public programs to alleviate poverty are really safety nets. In line with benefit capitalism, efforts to help the poor (even in health matters) finally end up in the pockets of the rich. The target group therefore remains helpless in the residual domain. The problem here is neither that of politics nor economics, it is that of ethics.

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## International Commentary

# U.N. Establishes Landmark Human Rights Council

Bill Miller

A core premise of all public administration programs is that the inviolable human and civil rights of the beneficiary, as well as everyone involved in the program, must be of the highest priority. That premise is also prevalent in the international public administration programs, ranging from peacekeeping to combating diseases, operated by the United Nations (U.N.).

The United Nations took a quantum leap to reform its major human rights mechanism, the Commission on Human Rights, which was the epicenter of the U.N.'s focus on human rights violators and violations. The U.N. General Assembly recently approved a groundbreaking resolution that created the Human Rights Council to replace the somewhat discredited Commission on Human Rights.

By an overwhelming vote of 170 in favor of and four against (United States, Israel, the Marshall Islands and Palau), with three abstentions (Venezuela, Iran and Belarus), the green light was given to select the 47 members of the Human Rights Council (HRC) and convene the new Council in Geneva on June 19, 2006.

U.N. Secretary General Kofi Annan had originally proposed a tougher version of the HRC that would have eliminated many of the shortcomings of the former Commission on Human Rights (CHR). Annan originally proposed that a 2/3 vote be required to secure a seat on the Council, which is the U.S.'s position. It will now take an absolute majority of 96 member states in an up-or-down secret vote on each nominee for a country to be selected to the HRC.

An abstention counts as a nay. The General Assembly will not have to automatically accept a slate of candidates—no matter how severely they violate the human rights of their peoples—as offered by a regional bloc.

Several of the advantages of the new HRC is that it will meet year-round, thus being able to respond immediately to gross human rights atrocities; it will have a mechanism to recall a member that is involved in human rights violations; and it will stiffen the criteria for a country to become a member.

Realistically, during the give and take of legislative negotiations in the 191-member General Assembly, Annan's original proposed Human Rights Council has been diluted somewhat, however, it is far superior to what currently exists.

Many of the more consistent U.N. bashers—CNN's Lou Dobbs, the *Wall Street Journal* editorial page and the Heritage Foundation—attacked the HRC as being ineffective and no better than the CHR. Even some of the more respected mainstream media outlets, such as the *New York Times*, suggested that the vote be delayed and further discussions take place.

What these critics overlooked was that more discussions would have opened Pandora's Box and made the Council even weaker since many of the major human rights violators—concerned about too much intrusion into their sovereign affairs—would have introduced more diluting amendments.

Although the often-criticized Commission on Human Rights had many successes in its nearly 60-year tenure, it was viewed as an embarrassment to the United Nations because some of the worst human rights violators, such as Zimbabwe, Cuba and Sudan wound up as members. This handful of violators was able to manipulate the commission's parliamentary procedures, push bloc voting and gain control of key positions of leadership.

Mary Robinson, former president of Ireland and highly-respected former U.N. High Commissioner on Human Rights, indicated that this manipulation overshadowed many of the Commission's tangible accomplishments, such as using the Commissions' Special Rapporteurs to expose human rights violations, promulgating the Universal Declaration for Human Rights, implementing the comprehensive body of international human rights law, and mobilizing international public pressure against many human rights violators.

Robinson, along with former U.S. President Jimmy Carter and many human rights organizations, strongly encouraged the creation of the new Human Rights Council.

U.S. Ambassador to the United Nations John Bolton said that the United States stood on "principle" and voted against the

new Council. Many of the U.N. member states probably perceived that statement to be partially true, but somewhat of a false Potemkin Village.

When many countries peeked behind the façade, they noted several conflicting arguments that damaged the United States' credibility and its arguments (although the United States made some excellent points that supported Annan's original proposal). The United States, even though it has fewer human rights violations than many of the U.N. member states, has slid from its previous moral high ground as a champion for human rights.

For example, several countries noted that:

- The recent U.S. Annual Report on Human Rights, which focuses attention on human rights violations around the world, mentioned nothing about gross U.S. human rights violations at Abu Ghraib, Camp Nama and Guantanamo Bay, not to mention other secret detention centers used by the U.S. government.

The report criticized Egypt for its violations, but was silent about the U.S. complicity in quietly taking potential enemy combatants (or possibly innocent bystanders) to Egypt and torturing them.

Even more disturbing is the growing number of reports filed against U.S. military personnel in Iraq for summarily executing civilians. The Defense Department acknowledged that "most" of these incidents did not occur, yet they still have not adequately addressed the ones that did take place. Tragically, these allegations harken back to the anger and frustration of the Charlie Company soldiers who committed the My Lai massacre on March 16, 1968, in Vietnam;

- The Bush Administration has systematically worked to circumvent the Geneva Convention, and is illegally spying on some innocent Americans who have no ties to terrorists;

- The duplicitous and mendacious manipulation of information to justify the illegal invasion of Iraq that has ultimately resulted in the deaths and maiming of potentially tens of thousands of innocent civilians.

Although Saddam was not involved in the September 11, 2001, attacks; did not have an operative relationship with Al-Qaeda and Osama bin Laden and did not possess WMDs, a recent leaked report indicates that the Bush Administration had decided to invade Iraq even if WMDs did not exist and if the U.N. Security Council failed to draft a resolution that sanctioned the invasion.

- Ambassador Bolton is widely viewed as a U.N. basher who purportedly stresses that the United States wants to improve the United Nations. In the process of deliberating the new Human Rights Council, Bolton rarely participated in the discussions, was quite vague as to what the United States wanted the Council to be and displayed undiplomatic lack of interpersonal skills in conveying the U.S. position. Apparently, there was great confusion among the U.S. delegation as to the final product.

Jan Eliason, the president of the U.N. General Assembly, bent over backwards to accommodate the United States and try to get them on board by delaying the vote for further negotiations, but to no avail. The United States—which now must play a key role if this Council is to succeed—must stop dragging its feet, get actively involved in the discussions, and lend its support (both financial and technical) to guaranteeing its success. On a positive note, Ambassador Bolton indicated the United States would be supportive.

The United States, Kofi Annan, human rights supporters and many others hoped for a stronger Council. Now is the time for realism to prevail. Now is the time for U.N. member states, public administrators worldwide and the general public to fully support the Human Rights Council, or it will surely fail.

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## Almost Everything Has an Ethical Component

From *PERFECTION*, pg. 6

the organization's desired values, and then consistently upholding those values in all department functions and processes.

Almost everything has an ethical component to some degree. Ethical thinking and decision-making are key skills that should be taught and reinforced in all department members to help them navigate the often murky and turbulent waters of today's public life.

The public rightly expects a public service that is effective, efficient and ethical. This expectation is best met by organizations

with cultures of performance and integrity, where employees fulfill their mission in a way that inspires the public trust. Such organizations balance flexibility with accountability in a way that makes the pursuit of ethical perfection livable for real people doing a hard job to the best of their abilities. Such organizations achieve ethical administration.

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# The 80 Percent Solution?

John Kamensky

A recent conversation with a manager at the Social Security Administration alarmed me. We were talking about the use of performance targets in individual performance management commitments. He said the informal guidance in his agency is to commit to 80 percent of what employees think is achievable, so they'll always reach or exceed their goals! The objective of setting goals and targets is to increase performance, not dumb it down. So have those of us who have promoted "managing for results" got it wrong?

A recent IBM Center for The Business of Government report by Shelley Metzenbaum, "Performance Accountability: Five Building Blocks and Six Essential Practices," takes on the tensions in the uses of performance measures. To what extent should performance measures be used for enforcing accountability, in contrast to using them to improve performance?

Metzenbaum examines a number of cases, such as how the Department of Transportation's highway safety office set challenging stretch goals for increasing seatbelt safety—with the encouragement of the deputy secretary—but did not reach them. After a few years, the House appropriations subcommittee chair used the office's failure to meet these goals as his reason for eliminating executive performance bonuses for the agency. This sent a clear warning message to other federal agencies—don't set challenging stretch goals!

## Does the Use of Performance Goals Hold Back Improvements?

Does this example imply that the use of performance goals and measures to improve results is a faulty management strategy? Metzenbaum says "Quite the contrary! Goals and measures are among the most important tools public sector organizations can use to enhance both performance and accountability."

However, she cautions that "they can provoke self-protective responses that interfere with performance and accountability gains," especially if they are too tightly linked to potentially punitive consequences, such as pay or budget cuts. If the wrong kinds of incentives are chosen, she notes, "performance management systems tend to backfire, discouraging workers, and even motivating them to cheat."

Moreover, she continues, "promising rewards to individuals in government agencies seldom works when the rewards are linked to attainment of specific targets, progress relative to peers, progress relative to the past, or per unit of product." Metzenbaum concludes, "less attention should be paid to incentives and far more to ensuring the active and effective use of outcome-focused goals and measures." She describes five basic building blocks for effective performance management, and six essential practices for which organizations and their managers should be held accountable.

## Building Blocks for Effective Performance Management

Metzenbaum offers five building blocks for effective performance management

that every public organization should put in place:

**Building Block 1:** Clear, measurable goals. Organizations need to set specific, challenging, outcome-focused goals that are then used to drive the performance of the organization. While challenging, though, these goals should not be used to penalize agencies "for missed targets, provided experience-informed, cogent strategies have been developed and implemented to meet the goals." Metzenbaum notes that this is the philosophy of former New York City Police Commissioner Bill Bratton when he successfully led the city's 80 percent reduction in the murder rate.

**Building Block 2:** Measurement framework. Put in place a system of measures that show progress and outcomes related to the organization's goals. Measurement motivates behavior, "because people enjoy a sense of accomplishment and take pride in a job well done," Metzenbaum observes. She says it "is far more constructive and effective when measurement is used primarily to answer performance-improving questions," than if it is used for punitive accountability purposes.

**Building Block 3:** One-on-one verbal feedback. Metzenbaum notes that goals and measures are useless unless they are used by managers to manage, and the most effective performance management approach is via face-to-face verbal feedback. "Well-delivered verbal feedback boosts confidence that a goal can be met," she writes, and it "stimulates ideas and specific plans about how to meet it."

**Building Block 4:** Group feedback that encourages interactive inquiry. When cooperation is needed among many parties to meet a goal, Metzenbaum suggests that "a forum that facilitates frequent interactive inquiry" is key to success. She points to the use of CitiStat in Baltimore, and its expansion to cities and states across the country, as a concrete example of this building block.

**Building Block 5:** Cautious use of incentives. As noted earlier, Metzenbaum advocates caution in the use of externally-provided incentives. She notes that if improperly designed, they "introduce unhealthy fears that compromise discoveries that lead to performance gains." She details a checklist of design issues, such as: how an incentive system should be designed, who gets rewarded or penalized and what gets rewarded or penalized.

## Essential Practices for Managers

The building blocks by themselves don't improve performance. Metzenbaum identifies six essential practices that government organizations and their managers should be held accountable for, as well. She says managers should:

- Emphasize outcomes with specific targets. Managers should set specific outcome-focused goals or targets, of which only a few should be challenging. Managers should also establish specific targets when they have not been set by law or other sources; and they should



proactively communicate these targets to the public. "Goals do not need to be linked to any incentive—rewards or punishments—to be effective," notes Metzenbaum.

- Master measurement approaches. Managers should understand the inner workings of the measures they use to gauge progress

toward the targets. This will improve chances that the measures won't be gamed by lower-level employees. Also, managers should communicate these measures to those who can influence progress (such as the budget office) as well as to the public. In doing this, managers should example their organization's measures for clues for improved performance: look for patterns, anomalies, changes, and relationships in the search for what works, what does not, causal connections, and areas where more understanding is needed.

- Provide effective feedback. Managers should use measures as the focal point for providing objective feedback to their employees. Doing this will help others in the organization understand their roles in reaching specific targets, find specific ideas and practices that enable them to reach the targets, and obtain

needed skills, resources, and authority to meet targets. "When goals and measures are simply placed on paper but never used, they are useless. Feedback is essential to unleashing their power," writes Metzenbaum.

- Create and use forums for interactive inquiry. Managers should create venues that regularly engage others with expertise and resources relevant to the attainment of specific targets. Doing this in a lively interactive environment provides feedback, stimulates synergistic thinking, encourages planning and coordinating actions, assesses implementation efforts, and updates targets and action plans based on the best available evidence.
- Develop clear strategies for meeting goals. In addition to setting long-term, outcome-oriented goals, managers must be held accountable for developing clear, long-term strategies and shorter term action plans based on the best available evidence and ideas. Strategies are a manager's best guess of what actions will improve measurable performance and should be closely watched and revised over time. They connect day-to-day activities to the achievement of long-term outcomes.
- Relentlessly follow through on

See 80 PERCENT, pg. 12

## Rutgers Ad

# Hispanics and African-Americans See Most Growth in Population

## From POPULATION, pg. 1

The second largest minority group was african-americans (39.7 million), followed by Asians (14.4 million), American Indians and Alaska natives (4.5 million) and native Hawaiians and other Pacific islanders (990,000). The population of non-Hispanic whites who indicated no other race totaled 198.4 million in 2005.

Highlights for the various groups follow:

### Hispanics

- Hispanics accounted for almost half (1.3 million, or 49 percent) of the national population growth of 2.8 million between July 1, 2004, and July 1, 2005.
- Of the increase of 1.3 million, 800,000 was because of natural increase (births minus deaths) and 500,000 was because of immigration.
- The Hispanic population in 2005 was much younger with a median age of 27.2 years compared to the population as a whole at 36.2 years. About a third of the Hispanic population was under 18, compared with one-fourth of the total population.

### African-Americans

- The african-american population increased by 1.3 percent or 496,000 between 2004 and 2005.

- Of the increase of 496,000, about 407,000 was because of natural increase and 89,000 was because of immigration.

- The african-american population, in 2005, was younger with a median age of 30.0 years compared to the population as a whole at 36.2 years. About 31 percent of the african-american population was under 18, compared with 25 percent of the total population.

### Asians

- The Asian population rose by 3 percent or 421,000 between 2004 and 2005.
- Of the increase of 421,000 in the Asian population between 2004 and 2005, 182,000 was because of natural increase and 239,000 was because of immigration.
- The Asian population in 2005 was younger with a median age of 33.2 years compared to the population as a whole at 36.2 years. About 26 percent of the Asian population was under 18, compared with 25 percent of the total population.

### American Indians and Alaska Natives

- The American Indian and Alaska native population rose by 1 percent or 43,000 from 2004 to 2005.
- The American Indian and Alaska native population in 2005 was younger with a median age of 30.7 years, compared to

the population as a whole at 36.2 years. About 29 percent of the American Indian and Alaska native population was under 18, compared with 25 percent of the total population.

### Native Hawaiians and other Pacific islanders

- The native Hawaiian and other Pacific islander population rose by 1.5 percent or 15,000 from 2004 to 2005.
- The native Hawaiian and other Pacific islander population in 2005 was younger with a median age of 28.2 years compared to the population as a whole at 36.2 years. About 31 percent of the native Hawaiian and other Pacific islander population was under 18, compared with 25 percent of the total population.

### Non-Hispanic Whites

- The non-Hispanic, single-race white population, which represented just under 67 percent of the total population, accounted for less than a fifth (19 percent) of the nation's total population growth.
- Of the increase of 500,000, about 300,000 was because of natural increase with 200,000 attributed to immigration.
- The non-Hispanic, single-race white population in 2005 was older than the population as a whole: the respective median ages were 40.3 and 36.2. About 22 percent of the population of this group was under 18, compared with 25

percent of the total population.

### Age and Sex

- There were 36.8 million people age 65 and older, accounting for 12 percent of the total population.
- The number of people age 85 and older reached 5.1 million.
- In 2005, working-age adults (18- to 64-year-olds) totaled 186.2 million, which was 63 percent of the population.
- The total number of preschoolers (under age 5) in the United States in 2005 was estimated at 20.3 million.
- The number of elementary school-age (5 through 13) children was 36.1 million, with high-school age (14 through 17) children numbering 17.1 million.
- There were 104 males per every 100 females under 18. This ratio declines with age, however, to 72 men for every 100 women 65 and over and 46 men per every 100 women age 85 and over.

*More detailed information on the methodology used to produce these estimates can be found at [www.census.gov/popest/topics/methodology/v2005\\_nat\\_char\\_meth.html](http://www.census.gov/popest/topics/methodology/v2005_nat_char_meth.html).*

## Walden Ad

# Some Contend We Live in a World Bereft of the Ability to Comprehend Morally

## From PUBLIC INTEREST, pg. 6

decision making is not the application of macro or microeconomic analysis to taxation, welfare, education, and criminal justice policies; what is missing is the lack of moral character.

Wilson contends that the lack of character is evident in those who government decision-makers are trying to change. Yes, that is probably true, but the focus is not upon the policy area or the victim or recipient of a policy area per se. Rather it is upon the decision-maker. And in this regard we strongly contend that lack of moral character is a major concern for public decision-makers.

Wilson identifies two elements of character: empathy and self-control. Certainly both empathy and self-control are necessary ingredients for the development and implementation of character.

In administrative parlance "empathy" is equated with fairness and "self-control" with accountability. Wilson is correct, but his argument does not go far enough to explain the impact that character has upon the ethics and ethical decision making of public servants.

Os Guinness, a cultural philosopher, contends that character is distinct, even separate, from concepts such as 'personality' and 'image.' It implies deeper meaning. Character is "the essential 'stuff' a person is made of, the inner reality and quality in which thoughts, speech, decision, behavior, and relations are rooted."

Further, the character of a person is measured in terms of core, consistency and costs. The core refers to the inner place or the "inner form" of a person. For a Christian, for example, that inner core is the spirit; for a secularist it is his conscience; for others, whether religious, spiritual, or metaphysical, the core might be based on intuition, utility, or deontological principles. The consistency is accountability across a number of different decision opportunities.

Is the decision-maker making the same decision, or pursuing the same goal, when faced with similar situations and circumstances. Are they consistent? What is the cost or testing of the decision-maker's character? Are they able to stand up under pressure and scrutiny to do the right thing?

What happens when a decision-maker, such as a public administrator, faces a difficult ethical decision? How will or should the administrator respond? Are we just to hope that the administrator has good character and he will, based upon his good character, make the right decision? What if he or she does not? Are there any guidelines to follow in order to make sound ethically correct decisions? We argue that there are guidelines to follow, especially when making any decision that involves a moral problem. First, what is a moral problem? It is when a decision-maker is faced with competing values that on the surface appear to both positively respond to the problem.

### Moral decision-making

Consider the city manager above who is confronted by the female employee. She is aghast and offended that her fellow city employee would even think about, much less act upon, displaying pornographic images on his PC at work. The city manager confronts the male employee. He

confesses that he did in fact look at some pornographic images, but that it has not happened in a long time and he promises the city manager that it will not happen again. The city manager has various options at his disposal for dealing with "behavior unbecoming a city employee," including suspension without pay, especially for first time offenders, 30-day notice, or in egregious situations immediate dismissal, with or without severance pay.

What should the city manager do? According to some observers, the city manager should:

- Recognize that more than one value is at stake: protecting employees from public displays of pornography, and individual rights of employees;
- Determine the relevance and meaning of the values involved;
- Learn the facts about the situation; and
- Know the consequences of choices and actions.

Further, the city manager knows that there is more than one thing he can do. Is there a "right" thing to do? Or is there only the "best" thing to do? What the city manager chose to do in this situation is to fire the employee on the spot.

This decision opportunity was not only within the city manager's legal range of options, but also his moral range. It was better to preserve a working atmosphere that was conducive to the betterment of all employees (i.e. one value) than to acknowledge the "right" of one employee to do something that would disrupt the first value. The city manager made a value-based decision; he made an ethical decision, one that had personal and professional consequences. He achieved ethical administration by making an ethical decision that was in the public interest.

Some contend we live in a world bereft of the ability to comprehend morally, that our politics (and consequently administration) and culture lack morality (i.e. measured by universal principles of right and wrong), and that this lack of morality impedes our ability to make sound decisions.

Aleksandr I. Solzhenitsyn declared the United States as such—morally bankrupt—in his famous 1978 Harvard University Commencement Address. Solzhenitsyn chastised the United States and de facto its leadership at the time of lacking the moral credibility to make decisions and initiate policy that retained its political heritage of pursuit of freedom. Instead, the United States is divided over whether and how to pursue policy that is culturally and morally sound, while at the same time exacting political and bureaucratic pressure upon its primary nemesis, the former Soviet Union. What was lacking: moral judgment.

Public administrators are like other public officials, such as judges, executives, or legislators. They are expected to make decisions between competing alternatives that carry moral weight. However, if public administrators only make decisions based largely, if not solely, upon the best process—which might mean the fairest or most equitable means available to all parties affected—rather than making a decision based upon the best principles coupled with sound moral character and judgment, doing what they believe is best for the public interest, and not for the interests of a few, then decisions will be

mechanical and rational rather than fluid and intuitive.

Fluidity and intuition are not the end result anymore than a technical and rational process is or should be the end result. Making decisions that benefit the public interest is the goal. Doing so requires more than just applying the rudiments of rational

or judicious decision making; it requires do what is right, and avoiding what is wrong. It requires achieving ethical administration in the public interest.

*ASPA member Stephen King is an associate professor in the department of government at Patrick Henry College in Purcellville, VA. E-mail: stephenmking@earthlink.net*

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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: [cjewell@aspanet.org](mailto:cjewell@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.

## The New Geo-Governance

For those interested in public administration the recent book by Gilles Paquet, *The New Geo-Governance: A Baroque Approach*, is required reading. Paquet's description of our governing institutions and the rapidly changing contexts in which they are embedded is a word-picture of the highest quality, and his portrayal of our likely governance future is a conceptual tour de force.

As is often the case with important books, at certain points *The New Geo-Governance* challenges the foundations upon which traditional public administration rests. Paquet particularly addresses the place of territorially based jurisdictions—the Westphalian nation-state and its sub-state jurisdictions—as essential preconditions for effective public administration.

Twenty years ago Dwight Waldo wrote, “we simply do not know how to solve some of the problems government has been asked to solve.” Paquet reasons that this is because “the nation state when confronted with the global adjustment processes and the demands of subnational groups, is not unlike Gulliver: unable to deal effectively with the dwarfs of Lilliput or the giants of Bobbingnag.”

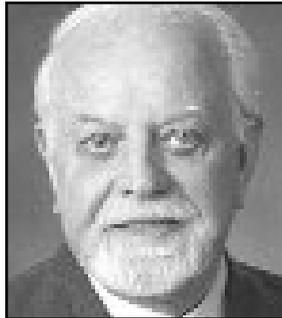
Local forces from within and regional and global forces from without have rendered the territorial nation state and its subdivisions “less congruent with contemporary realities, and less capable of providing an effective governance regime.” As a result, “new forms of distributed governance arrangements have emerged based on a more diffused pattern of power”—systems

of geo-governance. By geo-governance, Paquet means “the ways in which effective coordination is effected in a world where resources, knowledge, and power are distributed though geographical space.”

Many leading observers and thinkers have made essentially the same observations including Robert Axelrod and Michael Cohen; James March and Johan Olsen; Harlan Cleveland; Jean-Marie Guehenno; Walter Kickert, Erik-Hans Klijn, and Joop Kooperman; Peter Drucker; Samuel Huntington; and James Rosenau. But because of his emphasis on the technologies of geo-governance, Gilles Paquet advances the earlier work of these theorists particularly with respect to public administration.

To operationalize geo-governance and make it effective, he argues against emphasizing governance principles and rules, organizational structures, management processes, and culture and in favor of emphasizing governance mechanisms, by which he means “the many ways in which individuals and institutions (public, private, and civic) manage their collective affairs in space, diverse interests accommodate and resolve their differences, and these many actors and organizations are involved in a continuing process of formal and informal competition, cooperation, and learning in space.”

Although Paquet's language is a bit



arcane, by “governance mechanisms” he means day-to-day patterns of collaborative problem solving: in other words, public administration. “Collaboration is the new categorical imperative” for public administration.

What, in more precise terms, do the new “mechanism” of geo-governance look like?

They are made up of dispersed and decentralized organizations that “govern themselves by becoming capable of learning both what their goals are, and the means by which to reach them, as they proceed, by tapping into the knowledge and information that active citizens possess, and getting them to invent ways out of the predicaments they are in. This leads to more distributed governance and deprives leaders of their monopoly on the governing of organizations.... This diffraction of power has evolved because it triggers more effective learning in the context of rapid change, through decentralized and flexible teams, woven by moral contracts and reciprocal obligations, negotiated in the context of evolving partnerships.”

There are, according to Paquet, interorganizational ligatures that exhibit “the new lightness and fluidity of the increasingly mobile, slippery, shifty, evasive and fugitive power [which] is not completely a-territorial, it is characterized, however, by new forms of belonging that escape the control of the nation-state to a much higher degree than before, by virtual agoras, liquid networks, variegated and overlapping terrains where citizens [and public administrators] can land temporarily.”

Such arrangements “lend themselves to improvisation and experimentation. Consequently, it is not that we feel particularly well served by mechanisms, but they are one of the few workable levers we have. Indeed, when one reflects on some of the broad features of the new ligatures that have been found particularly useful in seeking to construct good governance arrangements in practice, mechanisms would appear to be the operational unit most likely to be of use...”

Such mechanisms are the “agoras (information sharing places, shared spaces, consultation/negotiation tables, and the like) for clusters of stakeholders in different sectors or regions.” Effective mechanisms are continuous, resilient, and have solid interorganizational learning capacities that tend to exhibit vertical, horizontal, and transversal patterns of soft accountability and ethics, as well as pronounced patterns of leadership and trust.

However, as Paquet indicates, there are at least as many examples of the failure to cooperate as there are examples of successful geo-governance. Why? It is “often the case that the required mechanisms are either missing, fail to live up to expectations, or neutralize one another.

There is either no place for dialogue and deliberation, or for collaborative arrangements to be negotiated; or no way to neutralize and overcome rivalry and envy; and little possibility of building much partnering and leadership on in-existent trust; or little in the way of intelligent mutual accountability mechanisms; or not much of the requisite enactment, control, and stewardship mechanisms for effective social learning. As a result geo-governance flounders.”

But there are enough examples of effective geo-governance found in the works of Elinor and Vincent Ostrom, Robert Axelrod, Harlan Cleveland, Earnest Haas, Howard Rheingold, and the network theorists to confirm Gilles Paquet's claims.

It is, however, the fundamentals of geo-governance that really challenge traditional public administration. As Paquet puts it, “The mechanisms that promote dialogue, partnering, leadership and the like are the very fabric of governance, but they have a subversive impact on the state.”

This is because “[i]n modern democracies the sort of citizen participation [and direct public administration involvement] entailed by the mechanisms sketched out above is a challenge to the usual methods of representation; because it short-circuits the usual process through which the collective will is supposedly expressing itself in the polity—the ballot box.”

As formal democratic polities, what role shall the nation, the state, or the city play in modern geo-governance? First, there is much that remains mediated by national, state, and city regimes inasmuch as their polities are deeply territorial. According to Paquet, “the territorial nation still plays the role of an echo box, through which much must be arbitrated.”

Traditional democratic politics—office holding, parties, campaigns and elections, law making, revenue extraction—form the backdrop for geo-governance. But geo-governance has at least as much to do with public administration as it has to do with jurisdictional politics. “This new pattern has vested infra-national communities with new powers, has built on new principles of cooperation/competition within and across national boundaries, and has been rooted in new capabilities that are much less state-centered.”

If you are ready for a particularly thoughtful and challenging treatment of public administration, read Gilles Paquet's *The New Geo-Governance: A Baroque Approach*, and get a glimpse of your future.

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](mailto:gfred@ku.edu)

## House ad

# Bravo NASPAA!

The National Association of Schools of Public Affairs and Administration has taken one more important step toward promoting ethical practices and behavior.

A new NASPAA Member Code of Practice has been published that admonishes all programs holding membership in NASPAA—not just those accredited—to integrate “ethics into the curriculum and all aspects of program operation, and expects students and faculty to exhibit the highest ethical standards in their teaching, research, and service.”

NASPAA’s Standards make passing reference to enhancing the student’s “values, knowledge, and skills to act ethically...” but unlike other core curriculum components like management or political institutions or IT, there are no explicit requirements for coverage of ethics.

As Dennis F. Thompson said in a 1992 *Public Administration Review (PAR)* article, “from the truth that ethics is mainly instrumental, it does not follow, as many critics seem to think, that ethics is always less important than other issues.”

Isn’t time for NASPAA to take the next significant step and require all accredited programs to either (a) offer an ethics course and/or (b) place an ethics course in the core curriculum?

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



## Beyond the 80 Percent Solution

From 80 PERCENT, pg. 8

implementation. Successful managers are relentless in following through on the implementation of strategic and action plans and assure that insights from experience are fed back into the development of targets, strategies, and activity selection on a timely basis.

While these practices and building blocks are important ways to manage the tensions between the use of performance measures for accountability vs. improved performance, in reality finding the balance will be something that is negotiated between those who want accountability—generally external to a program—and those who want to use performance

measures to uncover areas where performance could be improved—generally program managers.

Metzenbaum, however, clearly comes down on the side of managers: “It is far more constructive and effective when measurement is used primarily to answer performance-improving questions.” And doing so will move agencies beyond the 80 percent solution!

*ASPA member John Kamensky is a senior fellow with the IBM Center for The Business of Government, where he recently co-edited Managing for Results: 2005. He is also an associate partner with the IBM Business Consulting Services. E-mail: john.kamensky@us.ibm.com.*

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## Reports on the Web

### Featured Report

The Rockefeller Institute has released State Fiscal News #5.3, "Rising Energy Prices May Not Be a Windfall for All Government Budgets." Rising prices for gasoline and other petroleum-based products pose complex, often contradictory, issues for state and local governments. While most believe that collections from taxes on gasoline are surging, most taxes in fact are not sensitive to the price consumers pay at the pump. And government programs are bearing the higher cost of petroleum products.

<http://rfs.rockinst.org>

### GAO Reports

- "Climate Change: EPA and DOE Should Do More to Encourage Progress under Two Voluntary Programs"
- "Commuter Rail: Commuter Rail Issues Should Be Considered in Debate over Amtrak"
- "Defense Acquisitions: Better Acquisition Strategy Needed for Successful Development of the Army's Warrior Unmanned Aircraft System"
- "Defense Inventory: Actions Needed to Improve Inventory Retention Management"
- "Homeland Security Assistance for Nonprofits: Department of Homeland Security Delegated Selection of Nonprofits to Selected States and States Used a Variety of Approaches to Determine Awards"
- "IRS Offers in Compromise: Performance Has Been Mixed; Better Management Information and Simplification Could Improve the Program"
- "Military Personnel: Progress Made in Implementing Recommendations to Reduce Domestic Violence, but Further Management Action Needed"
- "NASA's Deep Space Network: Current Management Structure Is Not Conducive to Effectively Matching Resources with Future Requirements"
- "Overseas Presence: Cost Analyses and Performance Measures Are Needed to Demonstrate the Full Potential of Providing Embassy Support Remotely"
- "Personnel Practices: Conversions of Employees from Noncareer to Career Positions May 2001-April 2005"
- "Residential Care Facilities Mortgage Insurance Program: Opportunities to Improve Program and Risk Management"
- "Space Acquisitions: DOD Needs Additional Knowledge as it Embarks on a New Approach for Transformational"
- "Trade Adjustment Assistance: Labor Should Take Action to Ensure Performance Data Are Complete, Accurate, and Accessible" Satellite Communications System"

[www.gao.gov](http://www.gao.gov)

### Other Reports

- "Latin America's Public Finances" (OECD Observer)  
<http://www.oecdobserver.org>
- "Linking Knowledge with Action for Sustainable Development: The Role of Program Management - Summary of a Workshop" (National Academies Press)  
<http://www.nap.edu>
- State and Federal Standards for Mobile Source Emissions (National Academies Press)  
<http://www.nap.edu>

Reports above courtesy of "ASPAet This Week" e-newsletter. To subscribe to the e-newsletter, please contact Erik Bergrud at [erik.bergrud@park.edu](mailto:erik.bergrud@park.edu).

# Stand Where Things

## Hawaii Residents Overwhelmingly Support Hawaii Vote on the Akaka Bill

*Honolulu*—The results are in from a new statewide telephone survey to determine public support for the Akaka Bill, which would establish a separate nation for native Hawaiians. The survey was commissioned by Grassroot Institute of Hawaii (GRIH).

The highlights are:

- 69.89 percent of Hawaii's residents want to vote on the Akaka Bill before it is considered at the national level.
- 66.95 percent of the entire state of Hawaii continues to oppose the Akaka bill.
- 80.16 percent of Hawaii's residents do not support laws that provide preferences for people groups based on their race.
- 68.3 percent of residents in the first Congressional District (Rep Neil Abercrombie) want that vote.
- 70.87 percent of Rep Ed Case's second Congressional District want such a vote.

Last year, in the face of continued statements by Hawaii's entire Congressional delegation—Senators Inouye/Akaka and Representatives Abercrombie/Case—that there was strong public support in Hawaii for passage of the Akaka Bill (S.147/H.R. 309), GRIH commissioned a statewide telephone survey showing that 67 percent of Hawaii residents opposed the Akaka bill. The results were ignored. Further, the delegation has resisted all calls for a vote by the people of Hawaii before the Akaka bill is formally considered at the national level.

Hawaii State Senator Sam Slom said: "We need to have a debate and a plebiscite in Hawaii and not an edict from behind closed doors in Washington, DC."

Hawaii's people are calling for a vote in Hawaii before any national action is taken. Hawaii's statehood in 1959 was preceded by a vote where 94 percent of Hawaii's voters said "Yes."

Jack Schneider, chairman of the Board, Grassroot Institute of Hawaii said "If Congress passes the Akaka Bill without public support in Hawaii; the backlash will break more than a few political necks."

*The complete survey may be found on the Grassroot Institute Hawaii website, [www.grassrootinstitute.org](http://www.grassrootinstitute.org).*

## National Civic League President Steps Down

*Denver, CO*—Chris Gates, the long serving president of the National Civic League (NCL), has announced his plan to leave NCL and head up a new national organization. On June 16th Gates will become the first executive director of Philanthropy for Active Civic Engagement (PACE). PACE is a new organization made up of a coalition of like-minded foundations from across the country who want to promote

the cause of civic engagement in the field of philanthropy. PACE will establish its national headquarters in Denver and have a presence in Washington, DC, as well.

Gates has been affiliated with the National Civic League for over two decades, first as a strategic planning consultant helping the League reposition itself 21 years ago, then as vice president, and for the past 11 years as president of the organization. NCL was founded in Philadelphia in 1894 by young civic reformers including Teddy Roosevelt and Louis Brandeis. It was headquartered in New York City until 1987 when it moved its national headquarters to Denver.

Gates' last day at the Civic League will be June 15th and Derek Okubo, NCL's vice president for the past six years, will assume the title of interim president while the board undertakes a national search for Gates' replacement.

## San Francisco Mayor Announces Citywide B20 Plan

### San Francisco Fire Department Among Those to Use Cleaner Burning B20

The San Francisco City Government has long been a leader in its commitment to alternative transportation fuels to promote clean air, encourage renewable energy and reduce greenhouse gas emissions. Mayor Gavin Newsom recently issued an Executive Directive designed to increase the pace of municipal use of biodiesel.

Since 1999, the City's Healthy Air and Smog Prevention ordinance has established requirements for City fleets to purchase vehicles using alternative fuels or energy-efficient vehicles with low emissions. San Francisco now has more than 800 alternative fuel vehicles in its fleets.

Several City departments and agencies have successfully used B20 (a blend of 20 percent biodiesel and 80 percent petroleum diesel), including San Francisco Airport, Department of Public Works, MUNI buses, and the San Francisco Zoo. Ferries operating out of San Francisco have also used B20 with excellent results.

The City uses about 8 million gallons of diesel a year. Among other things, the directive states:

- Central Shops and individual department fleet managers shall identify vehicle and equipment applications that can most quickly be transitioned to biodiesel, and shall make any necessary preparations for biodiesel use, including modifications to engines or cleaning of existing diesel storage tanks.

- All diesel-using departments shall draft a report listing all diesel vehicles and diesel equipment and send it to Department of Environment, with a copy to the mayor's office, by July 1, 2006. The Department of Environment and Central Shops shall identify additional related information to be included in the report and notify the departments of those requirements no later than May 31, 2006.

- All diesel-using departments shall begin using a B20 biodiesel blend as soon as practicable in all diesel vehicles and other diesel equipment, with the following incremental goals in each department's use of B20:

- ~initiate and complete biodiesel pilot project by December 31, 2006;

- ~25 percent by March 31, 2007; and

- ~100 percent by December 31, 2007.

The San Francisco Fire Department also announced today that it has initiated a six month pilot program to test and monitor the use of B20 in two fire trucks, six engines and one ambulance. The program will take place in the southeastern section of San Francisco, an area that consistently experiences the city's poorest air quality. Upon successful completion of the pilot program, the Fire Department expects to expand the use of biodiesel throughout the City.

## International Research Society for Public Management Launched

For the last decade, the International Research Symposium on Public Management has brought together an increasingly influential and international research community around the issues of public management and public policy implementation. At the Tenth conference, held at Glasgow Caledonian University in April this year, this community took a new step forward by formalizing its network as the International Research Society for Public Management (IRSPM).

In addition to supporting and developing the conference itself the new Society will promote collaborative research and dissemination initiatives with such bodies as the European Group on Public Administration and the American-based Public Management Research Association and will support the further development of its adopted journal, *Public Management Review*.

Queries about membership of IRSPM should be forwarded to Membership Secretary Zoe Radnor, [zoe.radnor@wbs.ac.uk](mailto:zoe.radnor@wbs.ac.uk). The 11th IRSPM Conference will take place in Potsdam, Germany, April 2-4, 2007. Information is available from the conference coordinator, Kerry Brown, [ka.brown@qut.edu.au](mailto:ka.brown@qut.edu.au).

Further information on the founding of IRSPM and its future plans can be received from its founding President, Stephen P. Osborne [s.p.osborne@aston.ac.uk](mailto:s.p.osborne@aston.ac.uk).

*If you have a press release for "Where Things Stand," contact Christine McCrehin at [cjewett@aspanet.org](mailto:cjewett@aspanet.org).*

# A Click Through Guide to ASPA's Web site

Rip, Stick and Click.

Rip out this page • Stick it by your computer • Login and click away

**www.aspanet.org**

The screenshot shows the ASPA website interface. At the top left is the ASPA logo. To its right is the text "The American Society for Public Administration" and a search box. Below this is a navigation bar with links: Home, Create Account, Contact ASPA, ASPA TIMES, Advertise with ASPA, and Help. The main content area features a "Welcome" message, a banner for "Advancing excellence in public service. SINCE 1939", and a "Public Administration Review (PAR)" section. On the left side, there is a sidebar with various links: ASPA Login, ASPA General Info, Directorates, Careers, Membership, Chapters/Sections, Conferences, ASPA International, Opportunities, Communities, Library, and ASPA Store. Arrows from the text boxes point to the "ASPA Login" link in the sidebar, the "Public Administration Review (PAR)" section, and the "Access Articles Published from 2000-present" section.

**Welcome**

ASPA would like to welcome new and returning students to our members' only area of the ASPA website at www.aspanet.org. Members can update their information and access electronic issues of ASPA's premier journal Public Administration Review (PAR) from 1940-present. Members have access to current job postings in the Career area of the website and may post resumes online. Keep ASPA current on your mailing and email address by updating your membership information.

**ASPA Login**

Paid ASPA members must login to access the members' only areas of the web site.

- You will find your user login on the mailing label of PAR and PA TIMES.
- If you've changed your login information use the one you created.
- If you have forgotten your user ID or password, please contact the Member Services Department at (202) 585-4309 or 4310.

**Other Online Options**

Once logged in, members may update their contact information by clicking on their name or renew their membership by clicking Renewal Reminder.

**Public Administration Review (PAR)**

Access PAR online, tables of contents from recent issues, article submission information and a complete archive.

**Access Articles Published from 1940-1999 (JSTOR)**

1. Click the PAR/PATime link on the black tool bar.
2. Scroll down to the area of the page ... Online Access to Public Administration Review ...current ASPA members only.
3. To search by issues enter the volume number in the Basic Search link.
4. To search key words, click to Advanced Search link.

**Access Articles Published from 2000-present**

5. Click the PAR/PATime link on the black tool bar.
6. Scroll down to the area of the page ... Online Access to Public Administration Review ...current ASPA members only.
7. Click the PAR Issues 2000-present link to (Blackwell Synergy).
8. To search by key words ...insert the title of the article you are searching in the [search] box to your right. This will show articles listed in PAR only. For a complete print copy click the PDF link.
9. To search using the Quicklink ... you will need to know the volume #, all issues published in 2000 start with the #6 followed by the year, for the September/October issue #5 you would enter Vol. 65 Issue 5 and click go.

Wednesday, November 24  
2011

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# ASPA TIMES

Advancing excellence in public service. . .

## Frank Peak Wins Gloria Nordin Social Equity Award

**A Vietnam Veteran and Former Member of the Black Panthers, Peak's Life is Inspirational**



**Frank Peak, administrator of Community Outreach Services with the Creighton University Medical Center Partnership for Health and winner of ASPA's Gloria Hobson Nordin Social Equity Award, delivers his acceptance speech.**

*Following is the acceptance speech given by Frank T. Peak, administrator of Community Outreach Services with the Creighton University Medical Center Partnership for Health and winner of ASPA's Gloria Hobson Nordin Social Equity Award.*

### **Frank T. Peak**

My name is Frank T. Peak, Jr., I am honored to stand here before you today and receive this most prestigious annual award that recognizes lifetime achievement and effort in the cause of social equity. I want to thank Jim Nordin for allowing us the privilege of sharing in the life and memory of his wife through this event that recognizes and honors the achievements of his late wife, Gloria Hobson Nordin. Like Gloria, I have felt the pains of racism from whites and discrimination from blacks. Any time one believes in "Social Equity" and stands up

for what is correct and does it with integrity and decency, one can expect to be victimized by those who would exploit and disrespect those who are different, think differently, or just don't fit into or accept the status quo.

I believe that the concept of social equity in itself empowers individuals and communities to create an environment of self-determination, which respects individual needs, abilities and potential. I also believe that social equity practitioners are advocates for reducing/eliminating: social and economic disparities among individuals, health disparities among racial/ethnic groups and underserved/disempowered neighborhoods/communities.

I believe that my role in social equity has been to create and promote a supportive environment where community leadership can practice fairness, exemplify inclusiveness, and value diversity through the full

See **PEAK**, pg. 19

## Cox Presented with ASPA's Stone Award

Washington, DC— In the presence of his ASPA colleagues and friends, Raymond W. Cox, III, professor and chair of the department of public administration at the University of Akron, received the 22nd Donald C. Stone Service to ASPA Award, presented during the 67th National ASPA Conference held in Denver, CO, March 31-April 4, 2006.

An active member of ASPA for more than 20 years, Cox has served on several executive committees and the program committees of four ASPA national conferences, as well as serving on the National Council.

"Ray's commitment to ASPA is extraordinary," writes David Ammons, member of the Donald C. Stone Service to ASPA Selection Committee. "His work on ASPA's behalf throughout his career is evidence of that deep commitment."

Cox has held various positions in the Section on Ethics, Section on Public Administration Education and the Section on Organizational and Professional Development; was a chapter president for two local chapters and is currently a member of ASPA's

Capacity Steering Group.

In support of Cox's nomination, a colleague wrote,

"Given [his] long and varied ASPA career of service at local, state, regional and national levels, Ray has always been available to do the mundane things that make ASPA successful in its mission...He clearly brings the professional knowledge and standards of ASPA to the classroom as exhibited by his many students who are and have been ASPA members and active contributors to ASPA over the years."

Cox joins a distinguished list of past award winners, including last year's winner Krishna Tummala, professor and director of the graduate program at Kansas State University and 2004 winner Wendy Haynes, associate professor and MPA coordinator, Bridgewater State College and current ASPA president.



**Raymond Cox (left) poses with then-president Donald C. Menzel after receiving the Donald C. Stone Service to ASPA Award.**

The Stone Award pays tribute to ASPA members who have contributed outstanding services to the Society. The award is based on outstanding service as a member or former member of the National Council; major contributions to the success of national committees; excellence in the leadership of chapters and sections; outstanding contributions to the planning and conduct of national or regional conferences; sustained effort to enhance the image of the profession through ASPA; other distinguished service to ASPA.

*For more information on the Stone Award, past winners or other ASPA Awards contact ASPA at (202) 393-7878, or by email at [info@aspanet.org](mailto:info@aspanet.org).*

## ASPA Receives Gift to Fund Public Awareness

Washington, DC—The American Society for Public Administration (ASPA) recently received a substantial gift from long-time member James Nordin, Senior Associate of Public Management Solutions, to fund a strategic public awareness campaign for ASPA.

Recognizing that many who work in public service are unaware of ASPA and the benefits and services ASPA provides, Nordin challenged ASPA to create the groundwork for a strategy to help public servants in diverse settings become aware that they are public administrators and there is an organization just for them.

The Officers of ASPA, on behalf of the members and National Council, accepted the generous gift from Nordin and committed to his request that ASPA sustain support and a program focus on awareness and outreach beyond the gift's period. ASPA expects the initial campaign to begin with the hiring of an ASPA Public Service Professional Intern this fall and last between 12 and 18 months.

ASPA Executive Director Antoinette A. Samuel emphasizes that "ASPA is truly grateful for Mr. Nordin's generosity. We are committed to garnering our volunteer and staff resources to realizing our mutual vision for this project." She adds, "This gift from Mr. Nordin is exemplary of the dedication and support our members provide to ASPA. It provides even more impetus for a campaign to spread the word about ASPA and what we contribute to the field."

*For more information on this gift or how to give your own gift, contact ASPA at 202-393-7878 or [mrankin@aspanet.org](mailto:mrankin@aspanet.org).*

# PRESIDENT'S COLUMN *Wendy A. Haynes*



## Connecting, Collaborating and Contributing: The Year Ahead

The May president's column described plans for the coming year, promised to provide more information in June, and ended by inviting you to volunteer to help out. In this month's column, I describe several additional key initiatives and include leadership contact information. But first, several important announcements:

**Nominating Committee.** I'm pleased to announce this year's nominating committee, as prescribed in the ASPA bylaws: Past Presidents Walter Broadnax, Cheryl Broom and Don Menzel; Ryan Ferrara (District I); Landis Faulcon (District II); Anne Osborne Kilpatrick (District III); and Paul V. Sanchez (District IV). The committee reflects a remarkably diverse array of talents, interests, demographic characteristics and contributions to ASPA and the field of public administration.

*For more information on election-related deadlines and requirements, please go to [www.aspanet.org](http://www.aspanet.org). Please note the July 31, 2006 deadline for recommendations.*

**Generous Contribution from James Nordin.** We recently learned that our loyal member and social equity advocate, Jim Nordin, will make a substantial monetary gift toward efforts to increase awareness about ASPA among the public service communities. Many thanks to Jim for his great generosity and foresight. He does, indeed, exemplify the culture of giving that our Executive Director Toni Samuel so eloquently describes in her column this month (pg.17).

**International Conference on Public Administration (ICPA).** The Second ICPA will be held at Warwick University in Coventry, England, October 5-6, 2006. As your president, I will be leading the ASPA delegation and invite you to participate in this exciting opportunity to connect with colleagues internationally. ASPA delegates will receive discounts for registration and lodging.

*For more information, please contact Don Menzel at [donmenzel@tampabay.rr.com](mailto:donmenzel@tampabay.rr.com) or go to [www.aspanet.org/scriptcontent/icpa.cfm](http://www.aspanet.org/scriptcontent/icpa.cfm). Please note the proposal deadline: July 31, 2006.*

**2007 National Conference Proposal Submission Deadline: June 19, 2006.** We're excited about the upcoming 68th annual conference in Washington, DC, March 23-27, 2006—Monumental Possibilities: Capitalizing on Collaborations. Questions regarding the proposal submission process should be forwarded to conference program co-chairs Meredith Newman at [newman.meredith@uis.edu](mailto:newman.meredith@uis.edu) and Doug Watson at [douglas.watson@utdallas.edu](mailto:douglas.watson@utdallas.edu). Link to electronic submission instructions from [www.aspanet.org](http://www.aspanet.org).

**Mid-year Leadership Meetings.** Remember to mark your calendars for the mid-year meetings in Washington, DC,

September 15-17, 2006. Our leadership team—officers, Council members, section and chapter leaders, steering groups, task forces, action teams and professional staff—gather to plan, deliberate and move forward on a wide range of strategic initiatives. We welcome the general membership to participate at these meetings and encourage members to contact their district representative for opportunities to engage at the national level. Staff will post additional information on the website soon.

In the late 1990s, the National Council established three steering groups—Performance, Pride and Capacity—to implement the goals of the Society's strategic plan. The steering groups vet proposals before they come to the Council for deliberation, form teams to pursue strategic initiatives and monitor and report on progress toward the Society's goals and objectives. The Council or the President may also form task forces and other entities, all in pursuit of the Society's mission within the parameters of the 2004-2008 Strategic Plan.

*For the full plan, scroll to frequently requested documents at [www.aspanet.org/scriptcontent/ASPAGeneral.cfm](http://www.aspanet.org/scriptcontent/ASPAGeneral.cfm).*

The following overview focuses on the Performance and Capacity Steering Groups. Next month, we'll zero in on the work of the Pride Steering Group and the International Coordinator and International Task Force, among others. These descriptions aim at keeping you informed AND encouraging you to get involved. ASPA staff works closely with and supports these volunteer groups.

**Performance Steering Group (SG)**  
Van R. Johnston, chair  
[vjohnsto@du.edu](mailto:vjohnsto@du.edu)

Among other responsibilities, the Performance SG takes the lead for two major goals of the ASPA Strategic Plan:

- *Goal 2*—Be a catalyst to enhance the scope and quality of resources and the knowledge base in the field of public service.

- *Goal 4*—Find ways to enable those who serve the public to be current and effective.

The Publications Committee, chaired this year by Bill Waugh, reports to Council through this group, as do others—for instance, the International Task Force chaired by Patria deLancer Julnes, [patria.julnes@usu.edu](mailto:patria.julnes@usu.edu); and the Center for Accountability and Performance chaired by Allen Lomax, [lomaxa@gao.gov](mailto:lomaxa@gao.gov)—when their activities support Goals 2 and 4. The Performance Steering Group will this year work closely with the Governance Task Force chaired by Ed Jennings, [pub714@uky.edu](mailto:pub714@uky.edu) to lay the groundwork for developing a new five-year strategic plan in 2007-2008. Over the summer, Van and his team will hone the Performance

SG agenda for the next two years with an eye to clarity, accountability and results.

### Capacity Steering Group

Ann Hess, chair  
[Ann.Hess@cityofboston.gov](mailto:Ann.Hess@cityofboston.gov)

The Capacity SG focuses on organizational components of ASPA and takes the lead on the fifth goal of the 2004-2008 Strategic Plan:

- *Goal 5*—Grow the society membership and ensure its financial viability.

This group has inherited a stunning array of initiatives, Council directives, and vetting responsibilities. Ann, who currently serves on the National Council, will be counting on the support and institutional knowledge of immediate past co-chairs Raymond Cox and Claire Felbinger, as well as Vice Chair Steve Rolandi.

They will focus on: increasing district outreach to members, chapters, and sections by looking to replicate best practices and provide National Council members with useful resources; looking toward growing ASPA's future leaders by implementing the recommendations of the Succession Planning Report submitted by former president Anne Swafford; and

working with the Pride and Performance SGs on growing ASPA's membership.

The steering group members and the action-oriented teams they oversee contribute enormously to ASPA's mission. They give unstintingly of their time, a valuable resource that is treasured. They also benefit from the experience of working side-by-side with friends and colleagues who share fundamental public service values.

I urge you to contact your volunteer leaders. Do take the time to get involved. If nothing discussed here immediately appeals to you, please send your name and areas of interest to Patricia Yearwood, ASPA's membership director, at [pyearwood@aspanet.org](mailto:pyearwood@aspanet.org). Pat's building a volunteer database that we will tap as new opportunities to be involved unfold.

Please contact me with your ideas and insights about the field of public administration and our professional association. We're counting on you!

*ASPA member Wendy A. Haynes is ASPA's president and an associate professor and MPA coordinator at Bridgewater State College. E-mail: [whaynes@aspanet.org](mailto:whaynes@aspanet.org)*

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Have you visited

ASPAs website lately?

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

EXECUTIVE DIRECTOR'S COLUMN *Antoinette Samuel*

## ASPA and its Culture of Giving

Since its inception, and instrumental in its founding, ASPA has bred and nurtured an organizational culture of giving. The creation of our Society was based upon the desire of our founders to define, develop and advance the field of public administration.

ASPA's course of development has included the establishment of a community of dedicated and committed believers who gave generously of their time, intellect and resources to grow and sustain our profession, and to the Society that represents its interests.

Throughout history, one can find numerous examples of this culture of giving for the benefit of our professional community. The field of public administration and ASPA have benefited from those who committed themselves to the development of our collective community—from the contribution of thought from Frank Goodnow in 1893; to the financial

contributions of Mary Averell Harriman in 1911; the writing of ASPA's first constitution by Donald Stone in 1950; the efforts of James E. Webb in facilitating the acquisition of ASPA's first Washington, DC, headquarters; the courage of those in the "new" public administration movement of the 1970s, the likes of George Frederickson and Phil Rutledge; the ASPA leadership who led the development and establishment of the National Academy of Public Administration (NAPA); and finally to the more modern day contributors such as the Richard E. Vaden Fund and its substantial contribution to our ASPA Endowment in 2005.

However, in addition to all of those who have contributed intellectually and/or financially throughout our 67-year history, it is the contribution of the typical ASPA member that also deserves our recognition. They are the ones who serve each day to demonstrate ASPA's values of professionalism and ethics in public

service. Their involvement in building and sustaining our collective public administration community is a contribution beyond measure.

In addition, it is the members who give a little extra when paying their membership, or the universities that helped 65 Founders Forum Fellows come to their first ASPA conference, who play a significant role.

It is also the volunteer contributions of our Officers and National Council, and indeed all those who contribute to the leadership of our Society, who have built our community. They, too, have carried forward our culture of giving, from our first president William E. Mosher, to our current president Wendy A. Haynes.

In today's *PA TIMES*, you see a further demonstration of the giving culture within ASPA (pg. 15). Jim Nordin, one of our typical, everyday members has made a generous financial contribution to ASPA.

His desire to contribute, in his own way, to the continuous building of our public administration community continues the Society's legacy.

ASPA's culture of giving has sustained the continuous growth and development of our public administration community in general and ASPA in particular. It is a deep and long-standing organizational characteristic. So, thank you Frank Goodnow, thank you Jim Nordin—and thank you to all those in between!

*ASPA member Antoinette Samuel is the executive director of ASPA.  
E-mail: tsamuel@aspanet.org.*

### 2006 International Conference on Public Administration (2nd ICPA) Government Innovation and Reform Call for Papers

Submission Deadline: July 31 2006  
Paper Acceptance Notification: August 05 2006

October 5-6 2006 • Warwick University • Coventry, UK

**Sponsored by** University of Electronic Science and Technology of China, Institute of Governance and Public Management of Business School of University of Warwick, UK, International Institute of Administrative Sciences, American Society for Public Administration, School of Public Administration of Moscow State University, Russia

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**Organized by** Warwick University Conference Center and Sino-British Culture & Language Exchange, UK

Papers should be written in English with Microsoft Word 2000 or higher edition. The first page should include the following information: title, name(s) and affiliation(s) of the author(s), abstract, postal address, phone and fax numbers, and email address of the corresponding author.

All accepted papers will be published by Press of University of Electronic Science and

<p><b>Paper topics include, but are not limited to:</b></p> <ul style="list-style-type: none"> <li>• Science &amp; Technology in Government</li> <li>• Intergovernmental Administration &amp; Management</li> <li>• Administrative Ethics</li> <li>• Emergency and Crisis Management</li> <li>• Public Law &amp; Administration</li> <li>• Environmental and Natural Resources Administration</li> </ul>	<ul style="list-style-type: none"> <li>• Budgeting &amp; Financial Management</li> <li>• Public Performance and Management</li> <li>• E-governance</li> <li>• Citizen Empowerment</li> <li>• Regional Public Administration and Social Development</li> <li>• Governmental Management Innovation and Public Policy</li> </ul>
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Technology of China and will be sent to be indexed by ISSHP and ISTP. All the papers from Proceeding of 2005 International Conference on Public Administration have been indexed by ISSHP (Index to Social Sciences & Humanities Proceedings) and ISTP (Index to Scientific & Technical Proceedings) by ISI Web of Knowledge in USA.

Send papers in China (in Word) by email to ICPA@uestc.edu.cn, School of Humanities and Social Science, University of Electronic Science and Technology of China, Chengdu, Sichuan, P.R.C Post Code: 610054, Tel: 86-28-83205246, Fax: 86-28-83205258

Send papers outside China (in Word) by email to donmenzel@tampabay.rr.com  
Donald C. Menzel, Ph.D., President: American Society for Public Administration 2005-06  
3930 Americana Drive, Tampa, Florida 33634, Tel: 813-886-6332, Cell: 813-951-6079

## Public Integrity Ad

## Chapters Celebrate Public Service Recognition Week

# Oklahoma Chapter Honors Public Servants

Steve Housel

The Oklahoma Chapter presented awards to three outstanding administrators during last month's Public Service Recognition Week (PSRW). Zach Taylor received the 2006 Administrator of the Year Award. Francie Wright and Miles Crowell were given the Distinguished Public Service Award.

Zach Taylor represents the qualities of excellence, dedication and accomplishment that symbolize the Administrator of the Year Award. As the executive director of the Association of Central Oklahoma Governments (ACOG), he has consistently performed at the highest level of public service. A colleague said, "With every success story, you find key individuals who can visualize what can be, who can motivate others to believe in that vision and who are willing to accept the challenges of leadership. Zach Taylor is one of those key individuals for this community."

Taylor has been instrumental in forging ACOG into a consortium for numerous programs which affect central Oklahoma. It is responsible for developing the area's short and long-range transportation plans, helping to develop policy initiatives and providing leadership related to the region's water resources, air quality, domestic security, economic development, grants administration and technical assistance.

Last year was a whirlwind for Taylor, due in large part to the near breakdown of the emergency 911 system in central Oklahoma. Cell phones were being used for over half of the 911 calls, yet cell users were not required to help pay for the service. Furthermore, because cell phones did not provide emergency dispatchers with name and location information, dispatchers were spending three times as long handling wireless 911 calls.

In response to the crisis, Taylor established a grass roots effort, made more than 150 speeches, and raised nearly \$200,000 in private and in-kind donations. The campaign and elections were ultimately successful, and the 911 system is now being upgraded to accommodate wireless technology and to distribute costs equitably.

Throughout his 28-year tenure as ACOG's executive director, his ethical standards have kept the organization above reproach. It consistently achieves clean financial reports and receives plaudits from numerous state and federal agencies that support the association's work. As one central Oklahoma mayor wrote, "He represents the best qualities of a superlative public administrator—trustworthiness, vision, leadership, motivation, energy and compassion."

Lieutenant Colonel Miles Crowell is the director of staff of the 71st Flying Training Wing at Oklahoma's Vance Air Force Base. The wing's mission is to train pilots for the



ASPA's Oklahoma Chapter honored Zach Taylor (above), executive director of the Association of Central Oklahoma Governments, with the chapter's 2006 Administrator of the Year Award.

armed forces. Crowell's distinguished 25-year career of military service has included assignments in the United States, Europe and the Middle East. He has excelled as a combat pilot, flight instructor, operations officer, squadron commander, deputy group commander and flying training wing director of staff. He has authored numerous articles on subjects ranging from flight safety to risk management. His supervising commander wrote, "Lt. Col. Crowell is universally recognized as a leader, counted on for his honesty and ethics and known for

his dedication to public service."

Since being assigned to Vance AFB in August 2002, Crowell has become deeply involved in his community, including participating in youth sports and his local school and church. He serves on several boards and committees dealing with subjects ranging from the environment to safety. His town's mayor wrote, "It is amazing how fast he assumed a leadership role and how quickly other civic leaders

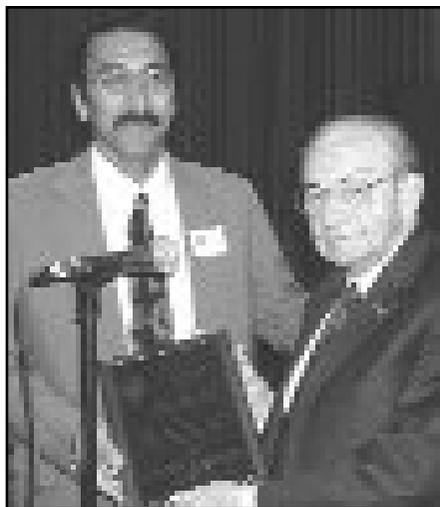
See OK CHAPTER, pg. 22

## NTASPA Awards Public Admin. of the Year

Denton, TX—In March 2006, Judge Tom Vandergriff, Tarrant County Judge in Texas received the Public Administrator of the Year Award from the North Texas Chapter of ASPA. Judge Vandergriff was honored for his many years of public service to the Dallas Fort Worth (DFW) Metroplex.

Upon graduating with a speech degree in 1947 from the University of Southern California Tom Vandergriff soon moved back to Arlington, TX, and in short order became the mayor of the city. He would hold that position for 26 years. He was instrumental in bringing a General Motors Plant to DFW, relocated the Washington Senators—now the Texas Rangers—to the area, along with many other economic development projects that improved the lives of those not only in Arlington, but in the neighboring cities as well. He has served on a number of boards, commissions, committees and even represented Texas as a U.S. Congressman. For the past 16 years he has served as Tarrant County Judge, an administrative position in county government in Texas, and in total has served the public for over 55 years. He will retire at the end of this year.

NTASPA began selecting a "North Texas Public Administrator of the Year" in 1974. The award has now been given for 32 years. The first recipient was William Pitstick an individual who shaped the



Past Pub. Administrator of the Year winner Ted Benavides (left) presents 2006 award to Judge Tom Vandergriff.

DFW community as a leader of the emerging council of government movement in the seventies. The most recent honoree was Ted Benavides former city manager of Dallas, TX. In between, the honorees have come from all areas of government. Individuals such as: Wendell H. Nedderman former president of the University of Texas at Arlington; Ron Anderson of Parkland Hospital in Dallas; and Roger Snoble, former executive director of DART.

The award was given during the 44th annual Masters of Public Administration (MPA) Alumni-Student Luncheon of the Department of Public Administration at the University of North Texas. Over 130 alumni and students came together for the the Chester A. Newland Colloquium address which was given by Robert O'Neill, Jr. executive director, of the International City/County Management Association (ICMA).

## NJ Chapter Co-hosts Symposium with Local AGA Chapter



From L to R: New Jersey AGA/ASPA Symposium Co-Chair Marc Pfeiffer; Co-Chair Christine Muller; Rose Todaro, President of the Trenton New Jersey Chapter of the Association of Government Accountants; New Jersey State Deputy Treasurer Carole O'Cleireacain; and President of NJ ASPA Patrick Brannigan.

The New Jersey chapter of ASPA held its joint annual Symposium with the Trenton chapter of the Association of Government Accountants (AGA) in April 2006.

There were three tracks with three panels in each on finance, technology and management issues. A key topic of the day was homeland security and disaster planning and the symposium's keynote speaker—New Jersey's First Assistant Attorney General Anne Milgram—and several of the panels discussed this topic. Another important topic was the state budget crisis. Luncheon speaker, Deputy State Treasurer Carole O'Cleireacain spoke about what is on the new governor's mind and what this administration is doing to overcome the expected deficit of over \$4 billion.

Other panels included Fraud in the Enterprise; Challenges of the State

Human Resources; Changing Ethics Paradigm; Property Tax Alternatives; and Cyber Threats. We heard from current and former state cabinet members, journalists, academics, practitioners and professional representatives from the legislative branch.

This annual tribute to Public Service Recognition Week, though early this year, was a success not only in the information obtained and ideas exchanged, but also in the cooperation between two New Jersey professional organizations—ASPA and AGA. We highly recommend searching out other professional organizations in your areas with which you can hold joint programs.

For more information, contact Warren Barclay of the NJASPA chapter at [warren.barclay@dop.state.nj.us](mailto:warren.barclay@dop.state.nj.us).

# Peak Credits His MPA and Involvement in Black Panthers for His Success

From PEAK, pg. 15

participation of all its members.

In the Patterns of a Conservative Economy at *ConservationEconomy.net*, social equity is stated as, "Social equity implies fair access to livelihood, education, and resources; full participation in the political and cultural life of the Community; and self-determination in meeting Fundamental Needs. As Martin Luther King observed, 'where there is injustice for one, there is injustice for all.'"

When I returned home in 1968 from my six year enlistment in the U.S. Navy and tour in Vietnam, I believed that after serving my country, I had a lot to ponder. Race riots had been a common occurrence on the ships and Naval Stations.

As I was making my decision to leave the Navy and return home to civilian life, my division officer and executive officer said to me that I could do a lot for my people if I stayed in the Navy and they would assist me in moving toward becoming a commissioned officer. My response was I could do more for them outside the navy and if I didn't leave now, I would risk my opportunity for obtaining an honorable discharge.

In the armed forces, we were under the constraints of the "Uniform Code of Military Justice" which was many times referred to as the uniform code of military injustice. The term "social equity" in the military was a ticket to "Captain's Mast"

or worse. One young African American was written up for not saluting the flag as he came aboard the ship and when asked why he didn't, he informed the officer on duty that he could not show respect for a flag that did not respect him.

While I was entering the base in the Philippines, on the day that Martin Luther King was killed, a group of white sailors were talking among themselves, when one stated "did you hear the 'coon' was killed today." I knew that I had to get out of the service before I was dishonorably discharged.

As many of you may know, it was not easy for us veterans returning from the war. I returned to Omaha believing that I would easily find a job in the media. After all, in Hawaii in 1975, I provided the production stills for the 25th Anniversary of Pearl Harbor Documentary for NBC and was offered a job with them. Unfortunately, at the time I had just re-enlisted, so I was not able to take the offer.

So, when I was honorably discharged in 1968 and returned home, I was sure that with my background I was assured of a job. Wrong. Our local newspaper had one black photographer and it did not appear that they were interested in hiring another.

What was so blatant, was when I went to the personnel office to apply, I was told to fill out an application and they would put it on file and contact me should they have an opening. Well, any photographer seeking employment would be sure to

take along his portfolio to show that he was worthy of consideration. The personnel manager would not even look at my portfolio. I knew then, I would not be hearing from them again.

After I had been home for approximately a year, I was approached by one of my former high school classmates (who had returned home from the Army) and was asked to become a member of the Omaha Chapter of the Black Panther Party. At the time I was not ready to make that commitment. Not until a white police officer shot an African-American teenager, who was running from a vacant project apartment, in the back and killed her, was I ready. That night a riot arose and in the heat of the moment, I became a member of the Omaha Chapter of the Black Panther Party.

Needless to say, my life and the lives of my parents and other relatives changed dramatically, as we stood up for the "social equity" of "black people" and our right for self-determination and to be protected, not intimidated and murdered by the police.

As challenging and unjust as those times were, the rights of the people to demonstrate and challenge the system had an acceptance and support that is not readily available today. If it took courage to take a stand for social justice/equity at that time, what will it take today?

With all the changes in policies and the laws since "9/11", what risk will we face as we champion the cause for social equity? Demonstrators against the war in Iraq are being placed on watch lists and their phone conversations are being bugged. People are being detained without being charged and other people are just disappearing. To speak out against the present administration, places one at risk of losing their civil liberties.

Finding a way to continue with ones beliefs and minimize the risks of being taken out of game was difficult for me. What I learned was it is better to lead by example than to try to change the world to be what you want it to be.

For me, one of the best choices that I made was to enter the master of public administration program at the University of Nebraska at Omaha. My degree legitimized my work and activities, and joining ASPA has surrounded me with others who champion the cause of social equity.

In my courses of study for the MPA, I was able to hone my skills in policy development which assisted me in taking the lead in constructing language to place our state office of minority health into statute and prepared me to assist our policy makers and program managers in preparing legislation and programs for diversity and health insurance, like creating the language for developing a minority health initiative for our board of health and being appointed by the governor to the state insurance health initiative.

I learned the ins and outs of being on a board and serving on board committees where I have served as president of the Nebraska Minority Public Health Association, New Creations Transitional Living, Inc. President CEO of Nebraska Ethnics Together Working On Reaching Kids, and Chair of the NAACP Omaha Branch Health Committee.

For the longest time, I was considered an outcast, a rebel/subversive and was ostracized in the employment market. But, as fate would have it, I had a friend who had a friend who was the personnel manager for the Nebraska Psychiatric Institute and I began my career in the field of health and health care as a psychiatric aide, psych tech and assistant to the director of the chemical dependency unit.

From that blessing on, which provided me with my first opportunity (after the Panther Party) to establish myself as a legitimate member of society, I began to be viewed in a different light, although cautiously.

Today, most people have no idea of my past active membership in the Omaha Chapter of the Panther Party, but I can never forget. It gave me the presence of being and empowered me with the belief that the power for change rested in the hands of the masses, not the politicians and that the masses were comprised of people like myself, who only needed to believe that they could make a difference. The people who used to admonish me and arrest me, now call on me to provide my expertise in assisting them in addressing the social ills within our society.

I have had the privilege of working at the local, regional and national levels in addressing health and health disparity issues. Presently, I am the administrator of Community Outreach Services for the Creighton University Medical Center Partnership In Health and co-administrator of the newly formed Omaha Urban Area Health Education Center, which is a joint venture between Creighton University Medical Center and the University of Nebraska Medical Center.

In addressing the social equity issues of infants in the State of Nebraska, where we were rated among the highest in infant mortality in the nation, I worked with the Governor's Blue Ribbon Task Force and served as the project coordinator for the CRIB Project (Community Resources for Infants and Babies) which was a collaboration between Creighton University, The American Academy of Pediatrics, The Bureau of Primary Health Care at HRSA.

As we all know, health care is one of the primary issues of social equity concern. Recently, I spent a week in the hospital and two weeks in skilled nursing rehab. Fortunately, through Creighton, I have good—I mean excellent—health insurance coverage. The bills continue to come in, but because of my health insurance coverage, my personal costs have been minimal. I have to consider myself among the privileged, because many of the people that I assist are struggling just to get to the doctor, let alone to the hospital or specialty care.

To attempt to bring some social equity to the people who are underserved or not served at all, we provide community based community health screenings and follow up. This year, in August, we will be providing our 7th Annual Youth Health Extravaganza where we provide free school physicals and screenings to between 350 and 500 children who do not have access to a primary care physician or whose parents cannot afford the co-pay.

I have found out that the things that we do for others, always come back to reward

**PPMR Ad**

## Theory vs. Practice

# Mad Professor Rejects the “Dirty Hands” Thesis

*Icarus\**

\*Please note that the author has requested anonymity in order that he may write freely about his experience serving on his local city council.

When I ran for public office I told myself the experience would inform my teaching and research. As a city council member, I promised myself that as a participant observer I would think about the theoretical aspects of governance. One of those theoretical aspects is the concept of “public interest.”

As I recall Robert Behn’s “Big Questions,” I find I have a new perspective regarding the micro-management “problem” and the public interest. Now I see that sticking my legislative nose in public managers’ business is not micro-management, but rather a noble effort on my part to pursue the public interest! The public interest, like beauty, always seems to be in the eye of the beholder.

As a representative of the people, my core responsibility is to advance the public interest, but defining that nebulous construct has always challenged public administration. My column this month was stimulated by an article in the Nov/Dec *Public Administration Review (PAR)* by Stephanie Newbold titled “Statesmanship and Ethics: The Case of Thomas Jefferson’s Dirty Hands.” The article introduced me to a literature that pretty much argues an elected official is obligated to circumvent the law if it is in the public interest. Her implicit subtext is that government representatives inherently “know” what comprises the public interest.

Newbold’s article seeks to justify Thomas Jefferson’s violation of Constitutional procedures as he concluded the Louisiana Purchase. She states that although Jefferson should have consulted with Congress before making the deal, such consultation might have prevented the greatest expansion in U.S. territory in our history, and thus the procedural violation was justified. Bear with me while I work through this and the implications it has for a lowly city council member such as me.

Newbold’s seemingly benign historical retrospective cloaks a disturbing, and far more timeless, claim that the ends justify the means. She anchors her thesis on Michael Walzer’s 1973 article in *Philosophy and Public Affairs* entitled “Political Action: the Problem of Dirty Hands.” In a paper none too complimentary of elected officials, Walzer asserts that politicians “are then required to learn the lesson Machiavelli first set out to teach: how not to be good...No one succeeds in politics without getting his hands dirty.”

Machiavelli, of course, is most famous for his 1513 political treatise, *The Prince*. This short guide on how to keep political power has become an archetype of amoral, “rational” political decision-making. Machiavelli writes, “Hence it is necessary for a prince wishing to hold his own to know how to do wrong, and to make use of it or not according to necessity.”

Newbold and Walzer both refer to Jean Paul Sartre’s play, “Les Mains Sales,” or “Dirty Hands.” Sartre describes a WWII

communist group resisting the German invasion through (terrorist?) bombings. One of the main protagonists sneers at an idealistic comrade:

“How you cling to your purity, young man. How afraid you are to soil your hands. All right, stay pure! What good will it do? Why did you join us? Purity is an idea for a yogi or a monk! You intellectuals and bourgeois anarchists use it as a pretext for doing nothing. To do nothing, to remain motionless, arms at your sides, wearing kid gloves. Well, I have dirty hands. Right up to the elbows. I’ve plunged them in filth and blood. But what do you hope? Do you think you can govern innocently?”

Walzer asserts political leaders need to be willing to undertake immoral behavior in the public interest. Newbold, following Walzer, jumps from the Louisiana Purchase to governmental torture of prisoners, claiming that torture is needed to stop terrorists.

The “Dirty Hands” argument asserts that citizens want their leaders to do whatever it takes to accomplish the “public interest,” but if the action becomes public, they want to be able to condemn the politician. The attribution to citizens is that they want plausible deniability; “As long as you keep us in ignorance you can do whatever you want for our benefit.”

What a condescending denial of the responsibility of citizens for the actions of their government! Newbold and Walzer assert citizens want to have the moral comfort of professing higher principles, while at the same time expecting their leaders to violate those principles to protect the state. This surrender of accountability allows citizens to receive the benefits of “end justifies the means” decisions without taking moral responsibility for those choices.

The argument, of course, is a weak rationalization for politicians to do whatever they want—as long as they can claim it is for the greater good. What arrogance and hubris to humbly confess that your illegal acts are justified because you personally know what is good for everyone else. And of course the logic doesn’t stop with elected politicians.

The inseparability of politics from administration inevitably extends the argument to public managers as policy makers. They also may dirty their hands in the name of public interest. Oliver North’s only sin was getting caught. But why stop there? Any one of us can decide to use unethical or illegal means to accomplish what we think is the best interests of others.

So that brings me to my own mundane actions in this local level of government. What is expected of me? Am I obligated to take immoral decisions if I believe they will benefit the city? Am I expected to find ways around the city, state or federal laws in order to “do what is best for the municipality?”

What actions might I carry out that fit the Dirty Hands construct at a local level? Issues in municipal government often are quite heated because they affect citizens’ homes, jobs and day-to-day lives. In

campaigns politicians often make promises about these issues to gain the support of various groups of voters, and they are reluctant to admit that they might compromise the interests of those groups in a legislative decision making process.

Like many states, we have an open meetings law which says, with a few exceptions, that “All meetings of a governmental body of a public entity of the state are open to the public.” In practice that means that all meetings have to be announced publicly and that anybody can attend.

The purpose of the statute is to ensure that matters of the public interest are considered under public scrutiny and that such public scrutiny will prevent “special deals.” The law further states that in any gathering of three or more members—no public business may be discussed or debated. [As an aside, it is worth noting that neither state nor federal legislators hold themselves to this rule.]

So to make up a hypothetical situation “out of the blue,” let’s suppose there is a proposed ordinance to ban smoking in all public places. This is controversial because smokers feel their personal freedom is being curtailed and bar, tavern and some restaurant owners feel their livelihood is threatened. These folks are very vocal in their opposition to this proposed ordinance that actually will promote the health and safety of all citizens. Because of this public opposition, council members may be reluctant to take the lead in pushing the ordinance.

*Digression:* Another little lesson I have learned—if there is a controversial issue you favor, it is sometimes politically wise to let someone else be the advocate and make the motion for its passage. The media will interview, quote and identify the advocate’s words, but only sometimes will they name all those who voted for it. Mostly they will just say it passed. You can still vote for it (and feel good about yourself), but you avoid the political heat.

Let’s return to our “imaginary” situation. The anti-smoking ordinance is very much in the public interest. It will save lives. But legislators are reluctant to take the lead in something that will arouse vocal opposition. To garner enough votes to pass the ordinance council members meet, in violation of the Open Meetings Act, to negotiate a deal. Logic, and maybe a few implicit promises, convince enough members to pass the ordinance at the next Council meeting.

The Council has compromised law and ethics to gain what they understand to be the public interest. If the no-smoking ordinance fails, people may develop cancer from second hand smoke and ultimately die. Saving people from dying is a good thing, right?

As I said earlier, this is a totally imaginary situation—nothing to do with me, of course. But maybe you can imagine circumventing other laws to promote the public interest. Maybe I (and the public managers I influence) should circumvent constitutionally protected rights of speech, press, assembly, search and seizure or cruel and unusual punishment in order to advance

what I know to be in the public interest.

The problem with this logic is that it subverts the legitimacy of government, which is the foundation of our social contract. Citizens obey coercive elements of government, however grudgingly, if they trust in the democratic process. I explain to my MPA students that this is the rationale for conflict of interest laws.

Appearance of impropriety, even if not actual wrongdoing, reduces trust in government. If we lose the trust of citizens in the governance process, they are less willing to accept outcomes not to their liking. They will feel obedience to the law is conditional, and they are not obligated to obey unless they agree with the law. They will seek to hide their transgressions and to “balance the ledger” when they feel the authorities are not looking.

I reject the Dirty Hands thesis. I reject what Walzer (and one assumes Newbold) says is my obligation to “hustle, lie and intrigue” for the public interest.

Walzer says I must learn the lesson of Machiavelli of “how not to be good” if I want to succeed as a politician. I not only reject that, but I argue that if enough legislators follow Machiavelli, Walzer and Newbold, it will result in declining legitimacy and perhaps destruction of the democratic government that I pledge allegiance to each Council meeting.

To conclude on an upbeat note, in my short political experience at the local level, I have been quite impressed with the mostly strict adherence to our Open Meetings law. I have been told by numerous officials, elected and appointed, that we can’t do this or talk about that because of the Open Meetings Act. It reassures me to see that respect for the democratic process can still be found in government.

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## ASPA In Brief

### National Council Action Items

**2005-06 ASPA National Council Meeting, Saturday, April 1, 2006, Denver, CO**

#### Agenda

Voted to approve the November 13, 2005 minutes. Voted to approve the December 21, 2005 minutes.

#### Chapters

Voted to approve the Tennessee Valley Chapter application for chapter status with the contingency that the Georgia and Alabama jurisdictions be excluded until the counties in Georgia and Alabama send letters of approval.

#### Sections

Voted to approve the Section on Chinese Public Administration.

**2006-07 ASPA National Council Meeting, Tuesday, April 4, 2006, Denver, CO**

#### National Council

Voted to authorize the National Council to use their official process to explore ways to address expressed concerns about allegations of possible violations of the U.S. Constitution.

#### Policies & Procedures

Voted to authorize the National Council to initiate the process of review of current policies.

#### International

Voted to authorize the Executive Director to sign an agreement between ASPA and the Free State Society of Public Administration and Governance.

### President, Executive Director Describe Value of Membership in Professional Associations

In a paper published by Park University's International Center for Civic Engagement, ASPA President Wendy Haynes and ASPA Executive Director Antoinette Samuel ask: "How do non-profits, and specifically professional societies such as the American Society for Public Administration (ASPA), sustain relevancy? How do we honor our past, while focusing upon the creation of value for the members of tomorrow? Are associations such as ours relevant to today's needs, to the expectations of tomorrow, and equipped to address the issues and trends of the future?"

They conclude: "In today's civil society, influenced by internal and external transformations, the 'process of associating' is still extremely relevant. Associations are a resource for our members, and the public at large, as they attempt to understand issues, adapt to trends, and manage the related change. Within the framework of a learning organization ASPA must, and will, continue

to pursue its meaning, place, and relevancy in a growing global civil society."

#### URL:

<http://www.park.edu/icce/files/civic200603.pdf>

### RFP for International MOU Coordination Issued

ASPA is seeking partner organizations to assist in coordinating the Society's international memoranda of understanding with the following associations:

- Commonwealth Association for Public Administration and Management
- ESADE's Institute of Public Management
- European Group of Public Administration
- Free State Society for Public Administration and Governance (FRESPAG) of South Africa
- Hong Kong Public Administration Association
- Institute of Public Administration of Canada
- Korean Association for Public Administration
- Slovenian Society of Public Administration

URL: <http://www.aspanet.org/scriptcontent/word/mourfp.doc>

### MOU with South African Free State Society Approved

At its April 4, 2006, meeting, ASPA's National Council voted to approve an MOU between ASPA and the Free State Society for Public Administration and Governance (FRESPAG) in South Africa. ASPA will now begin the process of finding a partner organization to assist in coordinating the MOU with FRESPAG.

### Section on Chinese Public Administration Created

SCPA will foster the development of the field of public administration in China and an understanding of Chinese public administration in the United States and elsewhere.

For more information on SCPA, please contact Marc Holzer at [mholzer@pipeline.com](mailto:mholzer@pipeline.com).

ASPA members interested in joining SCPA should contact Patricia Yearwood at [pyearwood@aspanet.org](mailto:pyearwood@aspanet.org).

## ASPA/UNPAN Ad

## Things We Do for Others Come Back to Reward Us

From PEAK, pg. 19

those of us who care about others. My grandson attended the Youth Health Extravaganza and was found to be over weight and suffering from very high blood pressure. Because of these findings, he lost weight, began exercising and now is in good shape with normal blood pressure.

We also provide or support prostate and breast cancer screenings and glaucoma screenings, where we go to the reservations, as well as providing them in the urban and rural communities. Because I was asked to develop and implement the first African American Male Prostate Cancer Campaign for our community, I learned that I had prostate cancer.

Needing to be an example for breaking down the stigma related to the exam, I had myself screened and because of the results, found that I was in the early stages of prostate cancer and was able to be treated and have the cancer eliminated. Early intervention is a key factor in the successful treatment of cancer.

Because glaucoma is a disease that has a high impact on sight loss among African-Americans and when identified in family members is a risk factor for other family members, I encouraged my brother to participate in one of our community screenings for glaucoma. On my mother's side of the family where nearsightedness is common (another risk factor for glaucoma), she, my grandmother and uncle all had glaucoma. My brother is over 50 (another risk factor for

glaucoma), very nearsighted and had not been screened. He attended the screening where he was diagnosed with a severe case of glaucoma that was able to be treated and his glaucoma is under control without the need for surgery.

Like Gloria who believed in fairness and equity, I am dedicated to doing my best to insure that social equity is for everyone, not just a privileged few. I only hope that like her, I can be the champion she was.

As a member of ASPA, I hope to be actively engaged on a local as well as national level in championing the cause of social justice and participating in this conference has been very enlightening for me.

I would like to thank BJ Reed, who nominated me for the Gloria Hobson Nordin Social Equity Award and to those who think that I am worthy of the award. I hope that I can meet the standards that were set by Gloria and that I can play some small part in carrying on her commitment to social justice.

I am truly humbled by this honor, of which I would have never dreamed. I truly believe that my life is my job and my job is my life, and if I can be paid for doing something that I would do for free, then I have the best job a person could ask for. The only regret that I have is that my parents, who sacrificed so much for me, are not alive today to share in this award and that my wife and children could not be here.

Thank you.  
Frank T. Peak

## OBITUARIES

### Lotte Feinberg

Lotte Feinberg, professor, John Jay College, died suddenly on May 9, 2006. Lotte was a longstanding member of the John Jay College community.

Her funeral was held at Plaza Memorial Chapel in Manhattan.

### Francis Fisher

Francis Fisher passed on Wednesday, May 10, 2006. Francis was a former administrative assistant at ASPA who was with the Society for 19 years.

### Raymond Joseph

Raymond Joseph, former president of the New York Metropolitan Chapter, former ASPA National Council representative, and former executive board member of COMPA, passed away March 14, 2006, at New York Hospital in New York City.

### Alvin George McNish

Alvin George McNish, 80, research chemist and author, died at home April 18, 2006, of pulmonary fibrosis.

During World War II, he enlisted in the Marines at age 16 where he was a radioman and cipher coder and decoder in H&S Battery, 12th Marines, 3rd Marine Division, South Pacific campaigns of Guadalcanal, Guam and Iwo Jima.

He was wounded on Iwo Jima and received the Purple Heart. He was discharged at the end of the War and returned to his home in Somerset, MD, where he continued his education at Devitt Preparatory School. He then attended American University and Denver University where he received a five-year degree in chemistry.

His work history includes the Radiation and Physical Chemistry Branch of the

National Cancer Institute, National Institutes of Health in June 1947. In 1961 he went to the Isotope Geology Branch, U.S. Geological Survey in Denver, CO. In August 1966, he moved to the U.S. Bureau of Mines at College Park, MD, as a research and analytical chemist. In July 1970 he retired on disability as the result of an automobile accident in 1968.

He was a life member of ASPA; a former member of the American Chemical Society; and a member of the hereditary societies of First Families of South Carolina, 1670-1700; the Somerset Chapter Magna Charta Barons; and the Colonial Order of the Crown, Descendants of Charlemagne.

His first marriage to Dona Arden Denton ended in divorce. He is survived by his wife of over 44 years, Linda Cox Porter McNish whom he married on Bastille Day 1961; a son Russell Denton McNish (Sharon) of Rockville, MD; a daughter Elisé Louise Braddock (Edward Yanda) of Bloomingdale, OH; a step-son Elbert Delano Porter, Jr. (Bettina) of Portland, OR; a daughter Linda Jean Roop (Roger) of Laytonsville, MD; and 9 grandchildren, 14 great-grandchildren and was anticipating the arrival of two great-great grandsons in April and May. A daughter Judith Ann McNish Burns pre-deceased him.

He was the son of Alvin Greene McNish, a world expert in terrestrial magnetism and Lillian Neal McNish neé Harig, a radio personality and volunteer for many charitable organizations including the March of Dimes and the American Cancer Society. He was a gifted amateur photographer, gardener and family historian.

*If you would like to submit an obituary or death notice regarding an ASPA member for publication in the PA TIMES, please email no more than 400 words to [cjewett@aspanet.org](mailto:cjewett@aspanet.org). Please include full name and affiliation of decedent.*

## Oklahoma Chapter Celebrates PSRW

From OK CHAPTER, pg. 18

looked to him for expertise." The mayor also noted, "He can present ideas and initiatives in a manner that bridges the communication difference between the military, civilian, and political communities."

Francie Wright's strong leadership and sense of purpose have propelled the Muskogee, Oklahoma Regional Processing Office (RPO) to the forefront in innovative, accurate, and timely processing of veterans' benefits. As the RPO's Education Officer, her operational duty is to manage the delivery of education benefits to tens of thousands of veterans in 14 states.

Under her leadership, the Muskogee RPO has consistently been rated the best in the country. In 2005 it was the only RPO in the nation to meet or exceed all of the performance measures. As one of the Veterans Affairs directors wrote, "This exemplifies Wright's ability to exceed normal expectations, maintain exceptional stewardship of resources, and unfailingly guide her employees in providing the best possible service to veterans and their dependents."

Through her leadership, the Muskogee RPO has been a key player in initiatives aimed at streamlining VA operations in order to provide faster, more efficient claims processing and customer service. She embraces change and encourages imagination, creativity, and forward thinking. Wright listens and welcomes ideas and input from her subordinates. She is generous with praise and willingly gives credit to others. A colleague who has worked with her for the past eight years said, "When I started working with Wright the thing that immediately impressed me was her unflinching commitment to excellence. She leads by example, and her example is one of selflessness, attention to detail, and hard work."

The tributes to Zach Taylor, Miles Crowell and Francie Wright were presented at an awards luncheon sponsored by the Oklahoma Federal Executive Board. It was held in Oklahoma City on May 1, 2006.

*ASPA member Steve Housel is the vice president of the Oklahoma Chapter of ASPA. E-mail: [shousel@mac.com](mailto:shousel@mac.com)*

## ASPA Classics Ad

## ASPA Commentary

# ASPA Should Walk the Social Equity Walk

*Kenneth Oldfield*

The last national ASPA conference I attended was in 2003. The registration fee for that year's gathering was \$425 and the daily "special conference" rate for rooms at the very plush Omni Shoreham Hotel, the main meeting site, was \$189 plus 14.5% tax. If you stayed through four days of sessions, your hotel bill was \$865.62.

There were various other charges associated with attending, including roundtrip plane tickets, cab fare, meals and so forth. You were also encouraged to dress well. The Conference Brochure advised, "Business attire is encouraged at all meetings, as well as during most evening functions." Clearly, few, if any, persons of modest means, even those highly interested in "The Power of Public Service," that year's conference theme, could have afforded such an expensive gathering.

National ASPA meetings are clear reminders of Anatole France's famous remark about the law not discriminating between rich people and poor people... both are forbidden to sleep under bridges, steal bread or beg in the streets.

Although ASPA has no formal rules prohibiting lower and working class people from attending its national gatherings, the atmosphere and associated costs

are footnotes on France's clever insight.

In his March 2005 *PA TIMES* piece, "The State of Social Equity in American Public Administration," George Frederickson argues:

*"...in virtually all aspects of social, economic and political life, Americans have become less equal. In our literature, in our classrooms and in our administration practices we have learned to talk the social equity talk. But if the data on the growing gap between the haves and have nots in America are any clue, we are not walking the social equity walk...Public administration should be all about seeing to it that public policies are fair and that the implementation of public policies is fair."*

Frederickson offers some general comments about remedying such problems, including "a desperate need to dramatize social equity issues." Perhaps we should start addressing his challenge by tackling, among other things, some of the social class inequalities our national conferences perpetuate.

This essay suggests a few democratic reforms ASPA should consider adopting to demonstrate its commitment to the social equity standards Frederickson addresses. If implemented, these remedies would move us closer to the "equality, fairness, [and] representativeness" the ASPA Code

of Ethics says are among our core beliefs. These changes would also be consistent with statements posted under NAPA's Standing Panel on Social Equity in Governance.

**Conference Sites:** We should act to assure greater socioeconomic diversity among both attendees and discussion topics at our national meetings. A first step toward achieving this goal would be moving our annual sessions from expensive hotels to inexpensive locations, such as college campuses. The conferences could meet in the summer when most students have left town and school facilities are closed or underutilized.

Most conference meals could be served in dormitories, thereby further lowering costs. With fewer students around, meal and event planning would be that much easier. Meeting and eating in these circumstances would help reduce the high room charges and conference registration fees. Conference attendees should be advised beforehand: "Casual attire is encouraged at all meetings, as well as during most evening functions."

**The Faction That Isn't:** ASPA has several subsections, each addressing specific policy concerns. Despite countless studies showing a strong relationship between socioeconomic status and most life outcomes, ASPA has no division devoted exclusively to social class and the maldistribution of wealth. It is especially important to recognize this shortcoming because ASPA issues a Nordin Social Equity Award at its annual conferences. Interested organization members should establish a social-class subsection.

**Data Collection:** ASPA monitors its membership for race, age and gender, presumably to assure its composition is not skewed toward one category or another. Almost certainly a disproportionately small percentage of those attending the national conference: hold lower status government positions, including janitors, secretaries and maintenance personnel, and have lower and working class origins. ASPA leaders should work to guarantee the organization is truly representative by social class.

These data could be easily gathered simply by listing the appropriate demographic categories on the membership form and the conference registration sheets. The University of Michigan Law School uses this approach to assure its students represent a diversity of socioeconomic backgrounds. ASPA officials could periodically screen these data to guarantee the organization represents considerable socioeconomic diversity.

**Panel Makeup:** ASPA officials should revise the rules affecting conference panel composition. They should urge session organizers to consider the socioeconomic diversity of their speakers, for both social class origins and current socioeconomic status. For example, session leaders should include one or more lower-level public employees on their panels. This would further evidence commitment to our Code of Ethics, which promises all managers will "Respect...[their] subordinates."

The proposed social equity subsection could encourage more conference goers to

present papers about social class and frontline workers. This subsection could formally endorse relevant conference presentations, as happens now with other ASPA specialty groups.

**Orders from Headquarters:** ASPA has its main offices in downtown Washington, DC. Is this really necessary? These headquarters should be moved to a much smaller location where rents and other charges are considerably cheaper. With all the available technology it should be easy to conduct most of the organization's business via telephone, fax, Internet, e-mail and so forth. Most everything else could be contracted.

At minimum, if ASPA leaders insist on keeping their main offices in the Washington area, they should move to nearby Baltimore where rents are cheaper. More importantly, ASPA should consider moving its headquarters to a far away small town, such as Albany, GA, or Charles Town, WV, where most of the associated operating costs would be considerably cheaper.

Technology has shrunk the world too much to insist on doing things the old way. In this age of telecommuting, ASPA should review its views about organizational efficiency. The faster operating costs are reduced, the easier it will be to get lower and working class members to participate.

**Winning the EOAAA:** The Equal Opportunity/Affirmative Action Award is "Presented to individuals and organizations which have made outstanding contributions to a more equal society." The awards committee should formally announce it is including socioeconomic considerations in its deliberations. For example, the committee might grant the award to an ASPA member who bequeaths a large fortune to establish scholarships for poverty-class college students.

This short list is obviously only a start. I could mention various other reforms, but there is only space for these few. Still, the present effort offers some immediate and practical actions we can take to show we are willing to both rise to Frederickson's challenge and pursue the values we profess in our Code of Ethics.

Indeed, by enacting these and other changes, we will demonstrate that not only are we willing to talk the social equity talk but we have already begun walking the social equity walk.

*ASPA member Kenneth Oldfield is an emeritus professor of public administration at the University of Illinois at Springfield. E-mail: oldfield.ken@uis.edu*

*The viewpoints expressed in the ASPA Commentary articles of PA TIMES are the individuals' and are not necessarily the viewpoints of ASPA or the organizations they represent. PA TIMES invites your opinions regarding issues addressed in this space. E-mail: cjewett@aspanet.org*

House ad

## Know Your Code

This column marks the beginning of a semi-regular feature in PA TIMES. Under the auspices of ASPA's Section on Ethics, readers will be given the opportunity to consider how ASPA's Code of Ethics might be applied to "real world" scenarios of interest, hence the name "Know Your Code." The goal is make all ASPA members more aware of our code of ethics and how it can be interpreted and utilized. Responses to this specific column are encouraged. Readers are also invited to submit questions about specific situations for possible consideration in future columns.

# Serve the Public Interest

Jack D. Kem

### Two Illustrative Situations

The Zoning Commission meeting was a heated affair; patience was running thin on all sides of the issue.

Representatives from the "big box" store chain were armed with reams of market survey results, optimistic economic forecasts, and professional charts to illustrate their claims. Opponents to the "big box" store were similarly armed with data from other communities showing how smaller businesses would soon go broke and how wages would go down and the local government would have increased costs due to traffic congestion. Local supporters of the chain touted the increased jobs and lower costs for goods.

The local zoning commission members were also split; some felt an obligation to encourage growth and new jobs; others were concerned with the political fall-out of having the big chain "take over" the town. No one seemed to agree on how to proceed, especially since the hundreds of citizen "activists" at the meeting fell evenly into two camps—those for the new store and those against. One of the zoning commissioners leaned over to the city manager and whispered, "Wouldn't this just be easier if we didn't have the sunshine laws and could just vote for this thing in a closed session?"

The Hurricane Katrina Testimony in Congress was also a heated affair. One of the community activists continued to compare the shelter conditions to a concentration camp. Tempers flared when the activists were asked to not make the comparison by one of the members of Congress, stating "Not a single person was marched into a gas chamber and killed." The activist responded angrily, "I'm going to call it what it is. That is the only thing I could compare what we went through to."

At another point in the testimony, another congressman listened to testimony and said "I don't want to be offensive when you've gone through such incredible challenges," but referring to some of the charges, "I just don't frankly believe it." The response from the community activist was an angry "You believe what you want."

### What the Code Says

Both of these situations point to the interaction between public servants and the citizens they serve. The ASPA Code of Ethics provides some guidance on how public servants should respond to these situations. As public servants, it is important to remember the very meaning of the word "service" and whom we are "serving." The first major section of the ASPA Code of Ethics is to "Serve the Public Interest." The code states that ASPA members should:

Serve the public, beyond serving oneself. ASPA members are committed to:

- Exercise discretionary authority to promote the public interest.

- Oppose all forms of discrimination and harassment, and promote affirmative action.
- Recognize and support the public's right to know the public's business.
- Involve citizens in policy decision-making.
- Exercise compassion, benevolence, fairness and optimism.
- Respond to the public in ways that are complete, clear, and easy to understand.
- Assist citizens in their dealings with government.
- Be prepared to make decisions that may not be popular.

Encouraging civic engagement may seem difficult and unwieldy at times, to the point of slowing down the decision-making process. Nonetheless, the "public" in "public administration" are our very reason for being.

### How to Use What the Code Says

Encouraging—and, at times, tolerating—citizen participation is the very essence of public service. As the Code of Ethics states, the public has a right to know the public's business; whenever possible, we should involve citizens in policy decision-making. The participation of the public in the long run will garner "buy-in" and enable sounder policies because all of the stakeholders will be engaged and their views considered.

In dealing with the public and involving them in policy decision-making, the ASPA Code of Ethics also provides important guidance to "exercise compassion, benevolence, fairness and optimism." As H. George Frederickson stated in his book *The Spirit of Public Administration*, "the spirit of public administration is dependent on a moral base of benevolence to all citizens."

This benevolence, or love of others, drives the sense of service, which leads to a commitment to the greater good. A sense of optimism should necessarily extend from this benevolence to all.

The ASPA Code of Ethics provides two specific manifestations of exercising compassion, benevolence, fairness and optimism. The first way is reactive—to respond "in ways that are complete, clear and easy to understand." This type of response indicates respect for the involvement of the public. The second way is to proactive—to "assist citizens in their dealings with the government." Keeping these steps in mind will help to maintain a "servant" attitude for the public servant.

Finally, serving the public interest involves the business of decision-making. The decisions that are to be made exercising "discretionary authority to promote the public interest" often involve making tough decisions that may prove to be unpopular. The public has placed trust in public administrators, as well as elected officials. That trust must be used in a way that

doesn't "check the polls" but in a way that does what is best in the public interest.

At the recent ASPA Conference in Denver, there were a number of panel discussions within the civic engagement track. Civic engagement has gained a greater importance in public administration for good reason—and ASPA members should encourage this trend. Knowing the ASPA Code of Ethics provides excellent guidelines for serving the public interest.

ASPA Member Jack D. Kem is an associate professor at the U.S. Army Command and General Staff College and a member of the ASPA Ethics Section. E-mail: [jkd6@aol.com](mailto:jkd6@aol.com).

The opinions stated in this article do not reflect the official position of ASPA or the ASPA Ethics Section. If you wish to respond to this article or submit questions about specific situations for possible consideration in future columns, please email [KnowYourCode@aspanet.org](mailto:KnowYourCode@aspanet.org).

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## New ASPA Members

**ASPA welcomes the following new members in the month of April 2006.**

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

Dustin McKissen	Arizona	Tashunna Marshall	National Capital Area
Karen L. Peters	Arizona	Jonathan Lee Soileau	National Capital Area
Crystal Green	Arkansas	Rebecca L. Triche	National Capital Area
Rhonda Whitfield	At Large Member	Dean Letitia	New Jersey
Tanya L. Kleinman	Central California	Lynette Sylvain	New Mexico
Anthony Kornegay	Central California	Theresa Carrasquillo	New York Metropolitan
Jenifer Palmer	Central Florida	Miriam M. Evans	New York Metropolitan
Shelia Roberson	Central Florida	Daniel Vicker	North Florida
Karen Kunz	Central Illinois	Teresa Bateman	North Texas
Nykizza A. Hardy	Central Piedmont	Chuck Schuller	Northeast Ohio Regional
Terri Graham	Chicago Illinois	Heather Dudley	Northern Virginia
Travis Parish	Chicago Illinois	Candler Michelle	Northern Virginia
Laura Quick	Chicago Illinois	Chuck Schuller	Northwest Ohio
Urszula Sas	Chicago Illinois	Sean E. Ruark	Oklahoma
Jeff Sterr	Chicago Illinois	Hillory Heather Winn	Oklahoma
Michael Barkett	Cleveland State University Affiliate	Allen Wineland	Oregon/SW Washington
Michael M. Penny	Colorado	Lori Schwabenbauer	Philadelphia Area
Lionel Rigler	Connecticut	Curtis Freeman	Research Triangle
Amanda Beck	Delaware	Carla Almeida	Sacramento California
Eric Adelman	Detroit Metropolitan Area	Cirian M. Villavicencio	Sacramento California
Terri A. Hemphill	Detroit Metropolitan Area	Irene Cole	San Francisco Bay Area
Randall L. Toussaint	East Georgia	Patrick Kaulback	San Francisco Bay Area
Lauren Payne	Eastern North Carolina	Dorit Rubinstein	San Francisco Bay Area
Nicole Collins	El Paso/SE New Mexico	Sheri Walker-Reilly	San Francisco Bay Area
Connie M. Michener	Evergreen	Stephanie Roberts	Siouxland SD
John Case	Georgia	Tamekia Jones	South Florida
Stephanie Sanders	Georgia	Delores Kory	South Florida
Leora Waldner	Georgia	Janet Mena	South Florida
Whitney Roberts	Greater Birmingham	Elizabeth A. Brown	South Texas
Victor Glover	Greater Kansas City	Martha Marrufo	South Texas
Charity Hope	Greater Kansas City	Robert Dinsmore	Southern Nevada
Kevin D. Lindeman	Greater Kansas City	Terri A. March	Southern Nevada
Sarah R. Schillerstrom	Greater Kansas City	Andre Wade	Southern Nevada
Michael Arthur	Hampton Roads	Kara Doyle	St. Louis Metropolitan
Barbara I. Haga	Hampton Roads	Cheryl M. Arends	Suncoast
Brian Passaro	Inland Empire	Danielle Chandonnet	Suncoast
Heather Dudley	Inland Northwest	Michelangelo McCallister, Sr.	Tennessee
Pascale Amans	International Electronic Membership	Jenifer Palmer	University of Central Florida
Jan Rommel	International Electronic Membership	Meagan Pfeltz	University of Central Florida
Patrick Von Maravic	International Electronic Membership	Steven Perry	USC Los Angeles Affiliate
Ross Loder	Iowa Capital	Walton Janet	Utah
Michael McCall, Sr.	Kansas	Lluana McCann	Virginia
David E. Smollett	Long Island	Ryan McKay	Virginia
Debbie Dillon	Los Angeles Metro Area	Mike Potter	Virginia
Henrietta Elmore-Smith	Los Angeles Metro Area	Wade Gough	Walden University Affiliate
Pradeep Chandra Kathi	Los Angeles Metro Area	Ashley Roseboro	Walden University Affiliate
Jennifer Shar	Los Angeles Metro Area	Heather Person	West Michigan
Lewis Suiter	Los Angeles Metro Area	Charles Aucremanne	West Virginia
Thad Laiche	Louisiana		
Rebecca L. Triche	Louisiana		
Lane Reynolds	Lowcountry		
Bryant Evans	Maryland		
Flavio Martinez	Maryland		
Pietro Masci	Maryland		
Latoya Wilson	Maryland		
Carolyn Jamison	Memphis/Mid South		
Carrie A. Bohnert	Metropolitan Louisville		
Rene Casellas	Miami Valley		
Irene Cole	Monterey Bay California		
Termika N. Smith	Montgomery Area		
Trytten Dana	National Capital Area		
Cheryl Kaminska	National Capital Area		

# 2007 Election Nomination Period Open

- **Electoral District 1**—Connecticut; Delaware; Maine; Massachusetts; New Hampshire; New Jersey; New York; Pennsylvania; Rhode Island; and Vermont
- **Electoral District 2**—District of Columbia; Indiana; Maryland; Ohio; Virginia; Virgin Islands; Puerto Rico and West Virginia

- **Electoral District 3**—Alabama; Arkansas; Florida; Georgia; Kentucky; Louisiana; Mississippi; North Carolina; South Carolina; and Tennessee
- **Electoral District 4**—Colorado; Illinois; Iowa; Kansas; Michigan; Minnesota; Missouri; Nebraska; New Mexico; North Dakota; Oklahoma; South Dakota; Texas;

- and Wisconsin
- **Electoral District 5**—Alaska; Arizona; California; Hawaii; Idaho; Montana; Nevada; Oregon; Utah; Washington; and Wyoming

## ASPA ELECTION CALENDAR

### 2006

May 1  
*Recommendation period opens*

July 31  
*Deadline for receipt of recommendations*

August 15  
*Nominating Committee selects slate*

September 1  
*Nominees announced in PA Times*

October 16  
*Petition period for nominees closes*

November 15  
*Ballots mailed*

### 2007

January 15  
*Deadline for receipt of ballots*

January 22  
*Ballots counted*

February 1  
*Results announced in PA TIMES*

February 10  
*Appeals period for elections ends*

March 26  
*Election results announced at ASPA National Conference*

### ASPA's 2007 National Council Recommendation Form

Vice President \_\_\_\_\_

Electoral District (✓ one) 1 \_\_\_ 2 \_\_\_ 3 \_\_\_ 4 \_\_\_ 5 \_\_\_

#### General Information

Name: \_\_\_\_\_

Gender: Male \_\_\_ Female \_\_\_ Date of Birth: \_\_\_\_\_ Ethnicity: \_\_\_\_\_

Title: \_\_\_\_\_

Place of Employment: \_\_\_\_\_

Address: \_\_\_\_\_

City, State, Zip: \_\_\_\_\_

telephone: \_\_\_\_\_ fax: \_\_\_\_\_ e-mail \_\_\_\_\_

#### Educational/ASPA Information

Number of years as ASPA member: \_\_\_\_\_

Current chapter membership(s): \_\_\_\_\_

Current section membership(s) \_\_\_\_\_

Has the individual served on National Council \_\_\_

If yes, dates and position(s) served: \_\_\_\_\_

Highest educational level achieved: \_\_\_\_\_

If nominated, is individual willing to serve? \_\_\_\_\_

#### Other Information

The following information should be submitted on a separate sheet of paper.

- Contributions to ASPA such as offices held in chapters and sections, service on national committees, regional and national conference participation and publications.
- Contributions to the field of public administration.

Recommended by: \_\_\_\_\_

Daytime Phone: \_\_\_\_\_ fax: \_\_\_\_\_

Representing: \_\_\_ Chapter \_\_\_ Section \_\_\_ Self

Indicate the name of the Chapter/Section if recommendation is by vote of a Chapter/Section:

I hereby certify that the information is accurate:

Name \_\_\_\_\_ Signature: \_\_\_\_\_

Return Recommendation Form by July 31, 2006 to:

**ASPA Nominating Committee, 1301 Pennsylvania Ave., Ste. 840, Washington, DC 20004 or Fax to (202) 638-4952**

# The Recruiter

WHERE EMPLOYERS AND JOB SEEKERS MEET.

## UNIVERSITY POSITIONS

### The University of Texas at Dallas School of Social Sciences Faculty Position in Public Affairs

The University of Texas at Dallas invites applications for tenure track positions from generalists in public management who can teach in the areas of methodology, non-profit management, statistics, and leadership. Rank is open, salary is competitive. Candidates need a Ph.D. degree and a strong record of teaching, research and public service, or the potential to develop such a record. Teaching responsibilities would primarily be in the undergraduate program in public administration and the master's and doctoral programs in public affairs. This is an exceptional opportunity for individuals energized by a multi-disciplinary environment to further the development of newly-established programs. Applicants must hold a Ph.D. by the time of appointment.

The Public Affairs Program is part of the School of Social Sciences, which functions in a unique interdisciplinary environment without departmental units, with a variety of degree programs at the doctoral, masters and undergraduate levels. The university is located in the suburbs of north Dallas amid one of the largest and most vibrant high-technology concentrations in the nation. For more information, go to the School's web site at: <http://www.utdallas.edu/dept/socsci>.

Inquiries regarding the search may be directed to Dr. Douglas Watson, Program Director for Public Affairs. Nominations and applications should be sent to: Academic Search #396, The University of Texas at Dallas, P. O. Box 830688—AD 42, Richardson, TX 75083-0688; and should include a current curriculum vitae and the contact information for five references. Indication of sex and ethnicity for affirmative action statistical purposes is requested as part of the application but not required. Applications will be accepted until the position is filled, with file reviews commencing November 1, 2006. UTD is an AA/EO employer and strongly encourages applications from candidates who would enhance the diversity of the university's faculty and administration.

### Eastern Kentucky University Visiting Professor – Public Administration

The Department of Government at Eastern Kentucky University invites applications for a one-year visiting appointment at the Instructor or Assistant Professor level, to begin August 2006. The Department of 14 full-time faculty members offers the BA and MA in political science, the MPA, and the AA and BA in paralegal studies.

Field of specialization: Public Administration The successful candidate will be asked to teach four courses per semester, including undergraduate courses in Public Administration and introductory courses in American Government, with the possibility of teaching graduate courses in the MPA program based upon credentials and department need.

Ph.D. preferred, individuals with an MPA or M.A. in Political Science will be considered.

Teaching experience preferred.

The University, which enrolls 15,000 students, is located in Richmond in one of Kentucky's fastest growing counties on the southern edge of Kentucky's Beautiful Bluegrass Region. Richmond is 25 miles from Lexington and about 100 miles from Louisville and Cincinnati, all via interstate highways.

Applicants must submit a complete vita, the name, address and telephone number for each of three references, copies of official graduate transcripts, and a one-page statement of professional goals. Application review will begin June 1 and will continue until the position is filled. Submit applications by mail or email to:

Sara L. Zeigler, Interim Chair

Department of Government

113 McCreary Hall

Eastern Kentucky University

521 Lancaster Avenue

Richmond, KY 40475-3102

Sara.Zeigler@eku.edu

Eastern Kentucky University is an EEO/AA institution that values diversity in its faculty, staff and student body. In keeping with this commitment, the University welcomes applications from diverse candidates and candidates who support diversity.

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**Matt Rankin**  
**[mrankin@aspanet.org](mailto:mrankin@aspanet.org)**

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**Contact: Christine McCrehin**  
**[cjewett@aspanet.org](mailto:cjewett@aspanet.org)**

# CONFERENCE CALENDAR

## June 2006

8-9 Building Public Service-Oriented Government  
The 3rd Sino-US International Conference  
for Public Administration  
Beijing, P. R. China  
Host Institute: School of Public  
Administration, Renmin University of China  
Organizing institutes: ASPA, Chinese Public  
Administration Society (CPAS)  
E-mail: menzhong@yahoo.com

## July

10-11 Excellence in Government 2006  
Washington Hilton  
Washington, DC  
More Info.: [www.excelgov.com](http://www.excelgov.com)

28-30 World Future Society Conference  
City: Toronto, Canada  
Sheraton Centre Hotel  
More Info.: [www.wfs.org/2006main.htm](http://www.wfs.org/2006main.htm)

## September

15-17 ASPA's Mid-Year Leadership Meetings  
Washington, DC  
[www.aspanet.org](http://www.aspanet.org)

27-30 2006 Southeastern Conference of Public  
Administration (SECoPA) Conference  
Location: Athens, GA  
More Info.: [www.secopa2006.org/](http://www.secopa2006.org/)

## October

5-6 2006 International Conference on Public  
Administration (2nd ICPA) Government  
Innovation and Reform  
Location: Warwick University, Coventry, UK  
Call for Papers Deadline: July 15  
Contact: Don Menzel,  
[donmenzel@tampabay.rr.com](mailto:donmenzel@tampabay.rr.com)

22-24 Community is a Contact Sport, symposium  
on city-university relations  
Location: Clemson University  
More Info.: [www.clemson.edu/town-gown](http://www.clemson.edu/town-gown)

## November

7-10 XI International Congress of CLAD on State  
and Public Administration Reform  
Guatemala City, Guatemala  
More Info.: [www.clad.org.ve](http://www.clad.org.ve)

## March 2007

24-27 ASPA's 68th National Conference  
"Monumental Possibilities: Capitalizing on  
Collaboration"  
Washington, DC  
Omni Shoreham Hotel  
[www.aspanet.org](http://www.aspanet.org)

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

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

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**Proposals for ASPA's  
68th National Conference  
are now being accepted.**

The deadline for submission  
is June 19, 2006.

Visit [www.aspanet.org](http://www.aspanet.org) for submission  
and guideline information.

ASPA's Conference will be March 24-27, 2007,  
at the Omni Shoreham Hotel in Washington, DC