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PA TIMES

29 Years • 1977-2006

A Powerful Voice for Public Service . . .

Information Sharing Guidelines that Protect Civil Liberties Offered

Public Trust Essential for Success to be Achieved

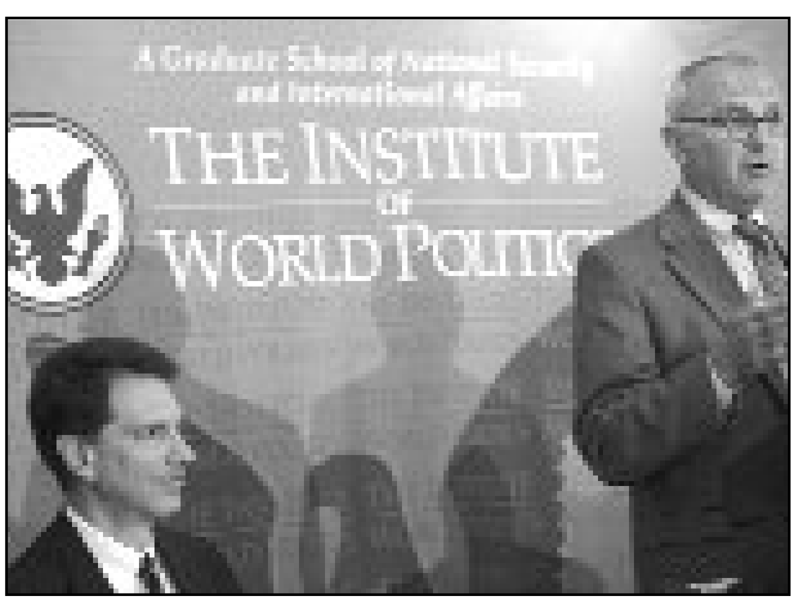
Washington, DC–The Markle Foundation Task Force on National Security in the Information Age recently released its third report with recommendations on how to reconcile national security needs with civil liberties requirements.

The report offers a new "authorized use" standard for government handling of legally collected information that bases authorization to view information on how the information is going to be used, rather than on the nationality of the subject or the location of collection. The report also proposes a new risk management approach to sharing classified information that balances the risk of compromising classified information with the security risk that can come from failing to share information with those who need it to understand the threats to national security. Further, the report identifies examples of technology that can be used effectively to provide appropriate oversight and accountability.

In two previous reports that were incorporated in the information sharing provisions

See INFO. SHARING, pg. 2

Institute of World Politics Earns Academic Accreditation



Robin Weiner/U.S. Newswire

Rich Galen (right), political pundit and columnist, joins Dr. John L. Lenczowski (left), President and Founder of The Institute of World Politics (IWP), Wed., July 26, 2006, in Washington, DC, during a celebration of IWP's 16th anniversary, its confirmation of accreditation, and its role in the education of tomorrow's leaders in national security and international affairs.

UN Hosts Annual Public Service Day

On June 23, 2006, Simultaneous celebrations highlighting public management contributions were held across the world. To the left, Director Guido Bertucci, Division for Public Administration and Development Management, UNDESA. See pg. 10 for more.

Did You Know?

2006 Hurricane Season Begins
The north Atlantic hurricane season begins June 1 and lasts through November. This year's season comes on the heels of last year's record-breaker, in which there were 28 named storms, including 15 hurricanes. Seven of the hurricanes were considered "major" – four of them striking the United States.

34.6 million In Harm's Way
Estimated July 1, 2005, population of the area most threatened by Atlantic hurricanes–the coastal portion of the states stretching from North Carolina to Texas. At that time, 12 percent of the nation's population resided in these areas.

Hurricane 'Xena' Hits Oakland Park, FL in Tabletop Exercise

David Rafter

A fictional "Hurricane Xena" struck South Florida on July 10th and the City of Oakland Park's Emergency Management Team went into full response mode in a simulated exercise designed and facilitated by the Broward County Emergency Management Agency (BEMA).

The eye of the Category 3 hurricane passed through the city of 42,421 just north of Fort Lauderdale at approximately 9 a.m. leaving extensive damage in its wake.

David R. Sandau and Craig A. Smith–emergency management coordinators with BEMA–detailed the scenario facing Oakland Park city officials as they convened in the city's Emergency Operations Center (EOC).

Hurricane Xena's winds and rains caused significant

See XENA, pg. 9

Information Sharing Concepts Reconcile Security Needs with Civil Liberties

From INFO. SHARING, pg. 1

of the Intelligence Reform and Terrorism Prevention Act of 2004 and several Executive Orders, the Task Force called for the creation of a trusted information sharing environment where terrorist-related information is shared among all the people who need it–at the federal, state and local level as well as the private sector–with confidence and accountability for security and civil liberties protections.

Better information sharing is essential in the fight against terrorism. Two years since the publication of its last report, and nearly five years since the terrorist attacks of September 11, the Task Force finds that while more information is being shared, the government still has not taken many key steps to meet the challenges of sharing information to prevent terrorism while protecting civil liberties.

"We have consistently said that public trust in a network that uses personally-identifiable information can only be achieved if government-wide guidelines for information sharing and privacy protection are established after open public debate," said Zoe Baird, co-chair of the Task Force and president of the Markle Foundation.

The Task Force again emphasized the importance of trust in the information sharing environment. Government agencies must trust each other with sensitive information, and the American people must trust their government to use information in a manner that protects their privacy and civil liberties.

The report calls for renewed leadership by the president and Congress to accelerate the process already underway. "Persistent leadership in the implementation and strong oversight of the operation of information sharing systems is required from all branches to accelerate the creation of a trusted information sharing environment" said James Barksdale, Co-Chair of the Task Force.

To help implement a trusted information sharing environment, the Task Force recommends the adoption of:

- An "authorized use" standard to determine who should have access to information the government has lawfully collected based on the use to which they will put the information rather than its place of collection. "The borderless nature of the threat has rendered unworkable some of the old rules on sharing lawfully collected information. Under the authorized use approach we propose, each agency can get the information it needs to pursue a clearly articulated mission, subject to auditing to ensure accountability and protect privacy," says Jim Dempsey of the Center for Democracy and Technology and a member of the Task Force.

  The rules for the authorized use standard should be developed through open public debate. The current outdated standards for sharing and accessing information based on nationality and place of collection have caused confusion and in some cases produced a rigidity that impedes desirable information sharing without protecting civil liberties. The Task Force recommends an "authorized use" standard based on well-defined missions for participants in the information sharing environment.
- A "risk management" approach to classification that better balances the risks of inappropriate disclosure with the risks of failing to share information. Current classification procedures are frequently a barrier to effective information sharing because they overemphasize the risks of inadvertent disclosure over those of failure to share information. To avoid this situation, the Task force recommends a new risk management approach to classification that gives adequate weight to the risks of not sharing information.
- Clear guidelines for sharing information while protecting civil liberties. "Government-wide policies, processes and guidelines that facilitate information sharing and provide trust by empowering and constraining users should be developed as well as the technology solution we have suggested," says Bill Crowell of the Task Force. "The guidelines should clarify agency missions and address the requisite security, civil liberties and privacy protections." Every government agency and department should know and understand the rules of information sharing–not only to improve our anti-terror efforts but also to provide a standard to measure success and ensure accountability.
- Technology that facilitates sharing while protecting security and privacy. The Task Force calls for the continued development and use of technology to connect people in ways that improve trust among government officials and the public. Technology exists that can improve data sharing, enhance security, as well as facilitate privacy and accountability.
- An effective dispute resolution process. Even with clear and consistent guidelines for information sharing, disputes will inevitably arise over decisions not to share information. The Task Force recommends the creation of a systematic, workable, efficient process to resolve these disputes. The recommendations address disputes about dissemination and retention, accuracy and correction, as well as broader disagreements about access to and use of databases and categories of information.
- A new Information Sharing Institute. The Institute could make operational and professional expertise available beyond that of individuals working in any particular government agency, department, or contractor. This Institute would provide a mechanism to identify and distribute best practices, and to apply technologies available in other sectors. It should have the full and active participation of organizations from federal, state, and local governments as well as the private sector.

To download a copy of "Mobilizing Information to Prevent Terrorism: Accelerating Development of a Trusted Information Sharing Environment," please visit www.markletaskforce.org.

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Emergency Management One Year After Katrina

SPECIAL SECTION

Post-incident Analysis: Continuously Improving Emergency Operations

Thomas E. Poulin

Hurricane Katrina was, arguably, the greatest disaster to ever strike the United States. In the aftermath of the storm, calls for improvements to emergency services rang out. Similar calls have also been heard after other disasters, natural or manmade. Such calls for improvement are heard daily after emergencies occur in localities across the nation.

Local emergency response organizations, including fire departments, use a post-incident analysis process to improve operations. The process can be adopted by agencies that traditionally have not been associated with disaster response and recovery, but found themselves engaged in work related to Hurricane Katrina. The post-incident analysis process can improve emergency services, but only if it is applied carefully, taking into consideration the special characteristics of disaster response.

Many fire departments conduct post-incident analyses. Originally, they were widely referred to as critiques. Over the past few decades, post-incident analyses have also been referred to as after-action reports, but the focus remains the same: to improve services after every emergency.

Continuous process improvement is not new and it should not be surprising to learn such processes have been adopted by emergency organizations. Other agencies may be able to learn from the experiences of the United States fire service in applying this process to disasters. It should be noted that it is vital the process be approached with an open mind, focused on improving processes.

The word critique is derived from the same Latin root for critical, which can have a negative connotation. If the process is applied with such a mindset, many in the organization may become hesitant to become engaged, worried the process is directed at fault finding as opposed to process improvement. This challenge becomes more salient after a large-scale disaster, when many problem areas have been widely publicized, such as happened after Hurricane Katrina.

Agencies should understand that no event is too small for a post-incident analysis. Many fire crews linger at the scene of an emergency to discuss what happened, how and why decisions were made, and how operations could be more effective in the future. Often, they take the time to walk through another approach to the event, discussing other options that could have been taken.

These types of smaller critiques of "bread and butter" operations are extremely valuable in sharing institutional knowledge, especially for newer firefighters. Without such processes, newer firefighters might have to work years to garner the experience and insights of more seasoned firefighters. Such sessions do not require a formal process or any documentation to provide a valuable learning experience, but they are limited in their ability to share information across the organization.

Information for a formal post-incident analysis must be collected in a timely manner, to prevent memories from fading over the passage of time or transforming to reflect communal memories. The information collected must be sufficient for a comprehensive analysis of events. This should include not only official documents and media reports, but also the perspectives of everyone involved.

It is not uncommon for the lowest ranking members of fire departments to believe their opinions are ignored, though they may have invaluable insight on how to improve a specific function. The ultimate outcome of an incident is the collected effort of all involved and no one's view should be considered unimportant. Some means of collecting their opinions should be incorporated into any effective post-incident analysis process.

There must be some form of framework for an evaluation. In industrial settings, continuous process improvement revolves around statistical analysis of production, which is not easily translatable to the emergency scene. Policies for emergency operations must often be flexible, providing realistic but adaptable guidelines for rapidly evolving situations.

Training standards are often used as a framework for evaluation, but they often provide only a vague framework for it is impossible to train for every emergency. Consequently, the evaluation of emergency operations must be approached contextually. Existing policies and procedures must be considered, as must training standards and standard practices, but senior management must learn to understand how and why decisions were made on the scene based upon the information available at the time.

Such naturalistic decision-making processes are foreign to some agencies working in more predictable and stable environments, which can present a challenge. Sometimes the "right" choice based on conditions and available information will lead to mission failure. This is a difficult concept to accept, but in emergency operations it is highly applicable and in disasters even more so. By understanding how and why the decisions were made, agencies can learn to either provide better information and training, or educate personnel to make decisions differently based on unusual conditions. While the goal is continuous process improvement, sometimes, success is not making matters worse than they were on arrival.

Last, and perhaps most importantly, one of the greatest challenges with improving operations is that the lessons learned are not shared. While this sometimes occurs because of concerns for legal liability or confidentiality, the cause is sometimes more mundane. Often, no one is quite sure how to share the information.

Fire crews are geographically and temporally separated when at work. Some organizations share a summary of events through the inter-office mail. In other instances, video presentations have been developed and distributed. Sometimes, the lessons learned are incorporated into training sessions.

The format the information is shared in is incidental; it must be shared. For a post-incident analysis to be truly effective, it must improve processes on a systemic level. Therefore, ideally, the lessons learned from a post-incident analysis should be used to improve organizational policies, which should be used to improve training, which should be used to improve operations, which should subsequently lead to better service provision to the community.

Most emergencies are handled by a single agency of local government, far from the eyes of the public, without any notable problems occurring. Processes are often changed with little fanfare, based solely on the desire of workers to improve their professional skills. Disasters of the magnitude of Hurricane Katrina make it clear that large-scale events require the collaborative efforts of many agencies, which often are working outside their normal operational environment.

Publicity can make change more difficult, when the perceived need for immediate change is great. Change is often initiated with little analysis or planning, which can lead to a degradation of effectiveness. Effective change is always difficult, but it is always possible.

If agencies approach the post-incident analysis process appropriately, they may improve services dramatically, increasing the safety levels of their communities, ultimately making the nation better prepared for disasters of any kind.

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Emergency Management One Year After Katrina

SPECIAL SECTION

The FEMA Disaster: Politics, Patronage and Privation

Mark Daniels

During testimony before a U.S. House of Representatives committee, Former FEMA Director Michael Brown gave lawmakers a lesson in federalism. Brown expressed his perception that FEMA is only a coordinating agency for state and local emergency responses. "We don't own fire trucks, we don't own ambulances," he explained. Brown's comments suggested that FEMA's meltdown was partly a result of the politics of federalism.

By the 1960's federalism was viewed symbolically as a "picket fence." The pickets represented policy areas (education, transportation, housing and so forth) and the horizontal boards that held the pickets upright were the three levels of government (national, state and local). One researcher, William Waugh, has described FEMA under James Lee Witt's leadership as an example of "picket fence federalism."

For example, during Hurricane Floyd in 1993, Witt called every governor and every member of Congress in each of the states affected on the weekend preceding the storm. He set up video conferencing with all of the hurricane-risk states, talked to mayors and asked them to talk to their governors about their needs.

FEMA helped to evacuate 4 million people before the flooding from the Hurricane could get to them. According to one FEMA employee, acting preemptively, even before the governors could request assistance, was not permitted by the law, "but when was the last time Clinton obeyed the law?" the employee joked.

Under the most recent era of federalism, the "devolution revolution," recent presidents have returned policy initiatives to state governments in a fashion consistent with Michael Brown's explanation of what went wrong during Hurricane Katrina.

Brown explained that he was waiting for Governor Kathleen Blanco of Louisiana and Mayor Ray Nagin of New Orleans to act and request assistance from FEMA, and that the emergency management agencies at the state and local level did not function well.

When Brown's poor performance was compared with the response of Rudy Guiliano after the September 11, 2001, World Trade Center attacks, Brown responded by rhetorically asking, "So I guess you want me to the be the superhero, to step in there and take everyone out of New Orleans?" Brown continued: "Guess what, FEMA doesn't own fire trucks; we don't own ambulances; we don't own search and rescue equipment. In fact, the only search and rescue or emergency equipment that we own is a very small cadre to protect some property that we own around the country. FEMA is a coordinating agency. We are not a law enforcement agency."

Brown was right and wrong. FEMA doesn't own fire trucks, but there were federal assets not used during Katrina. The Interior Department offered FEMA 500 rooms, 119 pieces of heavy equipment, 300 dump trucks and other vehicles, 300 boats, 11 aircraft and 400 law enforcement officers.

The delay in obtaining a request for help from the governor and mayor should not have prevented Brown from moving ahead quickly to bring federal assistance to the disaster area if he had been operating within a cooperative, picket fence federalism model.

FEMA's meltdown during Katrina was also a result of unqualified patronage appointments and a privation of performance. Although the early emergency management directors were civilians, with the election of President Ronald Reagan, this shifted to political appointees. FEMA became known during this period as a dumping ground for political appointees with little experience. The agency became crowded with more than 30 political appointees, all mid- to lower-level political operatives: for example, a campaign advance man, or a regional political organizer.

Of course, political appointees who are qualified for their appointments can be valuable assets to the bureaucracy. Within FEMA, regional directors have to work with mayors, county executives and boards and governors; politically appointed directors possess a political comfort level they can bring with them to the job. As Robert Maranto has observed, "in a political system politicians tend to be better at politics."

The issue is not so much patronage, but the qualifications and ethics of those selected for political appointment. FEMA descended into scandal during the Reagan administration, and in response, the director and top aides resigned. FEMA's poor response to Hurricane Hugo in 1989 was followed by an even worse response to Hurricane Andrew in 1992 in which 61 people were killed and 160,000 people were left homeless along with $26.5 billion in damages. FEMA's poor response led Senator Ernest Hollings to call FEMA top executives "the sorriest bunch of bureaucratic jackasses."

The election of Bill Clinton ushered in a new era in FEMA history. President Clinton appointed James Lee Witt as director, an appointment based on Witt's experience as director of emergency management in Arkansas, and his appointment was considered one of the success stories in the Clinton administration.

President Clinton also elevated the director of FEMA to a cabinet level position, and FEMA became more collaborative and cooperative and embraced aspects of total quality management. Often referred to as the Witt Revolution, Witt's tenure with FEMA witnessed sweeping reforms including customer service training, mitigation, risk avoidance and strengthened relations with local and state emergency managers.

In contrast, President George W. Bush's first director of FEMA was Joe Allbaugh, campaign manager of the 2000 Presidential race. Allbaugh's previous experience included an appointment as Oklahoma's deputy secretary of transportation, and service as chief-of-staff to Governor George W. Bush.

With Allbaugh's departure from FEMA in 2003, Michael Brown, FEMA's legal counsel, was appointed director. Brown's qualifications were exclusively political: he knew Allbaugh from Republican politics in Oklahoma. Brown ran unsuccessfully for the U.S. House of Representatives in 1988, was commissioner of the International Arabian Horse Association, and became counsel to FEMA when President Bush appointed Allbaugh in 2001.

Brown resigned after the Hurricane Katrina controversy, and the Bush administration nominated a replacement, R. David Paulison, who had solid credentials: Paulison was by training a fire fighter, and was formerly chief of Miami-Dade Fire Rescue and president of the International Association of Fire Chiefs.

FEMA's performance problems were due to a nostalgic, ideological embrace of an intergovernmental relations federalism model that undermined the cooperation among national, state and local governments during emergencies and disasters.

At the same time, the Bush Administration abandoned the best practices model of the Clinton Administration and allowed FEMA to once again employ marginally qualified, minor political operatives who destroyed the morale of career employees, drove career employees to early retirement and were human obstacles when action had to be taken to save lives during our nation's greatest natural disaster.

In order to become an effective organization, FEMA needs to conduct a purge of its unqualified patronage appointees, be moved from HSA, have a director with cabinet rank and return to a "picket fence" approach to federalism and intergovernmental relations.

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Emergency Management One Year After Katrina

SPECIAL SECTION

Why FEMA is a Four-Letter Word and How Bamboo Federalism Can Change It

Dwight Vick

Harriett Manuel and Dee Hodgins volunteer every Friday at Lynn Meadows Discovery Center, a children's museum, in Biloxi. They personify the Southern gentility and grit that defines the term "steel magnolia." They needed those qualities to survive two perfect storms, Hurricanes Camille and Katrina.

"Camille was wind. Katrina was water," Manuel said when asked the difference between the two storms. Hodgins replied, "We had flooding with Camille too." Manuel agreed but continued, "But nothing like we had with Katrina. It was explained to me like this. Katrina was a Category 3 storm on shore that brewed Category 5 waves in the Gulf." Hodgins nodded her head slightly in agreement.

"What saved us were church groups and volunteer groups like the one you're with (Hands On)," Manuel claimed. "Twenty-four hours after the hurricane left, a Baptist church group set up a soup kitchen in a parking lot north of town. Then groups like yours started coming in about the second day. The government sat around for three days doing nothing. If it hadn't been for a strong governor, strong city council members and U.S. Sen. Thad Cochran working behind the scenes, we'd be as bad off as they are in New Orleans." Hodgins agreed, as she folded her arms and nodded her head in agreement.

I interviewed citizens, volunteers, caseworkers and local officials during my June visit. These interviews occurred over the 10-day period I volunteered with Hands On, a nonprofit relief organization. We spoke in some unusual places–church fellowship halls, Boys and Girls clubs, evacuated homes scheduled for demolding or gutting, dilapidated playgrounds under reconstruction, or in kitchens where I teamed with other volunteers to cook for over 100 compatriots. A common theme emerged from these conversations.

NGOs and faith-based groups responded very quickly but they had no coordination center or point of contact. Soup kitchens and clothing distribution centers abounded in Biloxi but little was available in nearby communities like Pass Christian and Waveland. Meanwhile, other needs went unmet like providing ice or refrigeration to insulin-dependent individuals. Media provided information to decision makers before their own information-system updated them. On the whole, government response was too slow and cumbersome for the first three days.

Strong local and state bipartisan leadership resulted when it appeared there would be inconsistent federal support. In the local citizens' opinion, the federal government assumed too much responsibility for coordinating a response. FEMA attempted to dominate relief efforts; however, they continuously changed rules and regulations.

According to local case workers, FEMA representatives did not know how to respond to questions from local citizens. This caused too many displaced and scattered citizens in need of assistance under blue tarps and inside hot tents only to fall through a hole in the American flag. State and local authorities, NGOs, faith-based groups, etc. should provide street-level assistance with the federal assistance, not federal dominance, from FEMA. As a result, the agency's acronym is synonymous to a four-letter word.

Richard Hirst is a retired Lincoln University official and advisor to Missouri's disaster management response team. He confirmed Manuel and Hodgin's statements. "States traditionally ask the federal government for disaster relief and assistance. State and local governments should have a disaster management plan in place. They shouldn't wait for a federal response. A FEMA director needs to coordinate freely among agencies at all levels of government. FEMA should provide training to the bureaucrats who are experts in their fields and know the people they serve. Presidential access is essential for a quick response. State and local governments should be the primary point of contact for citizens. FEMA should provide assistance and not dominate the relief process. The response lies in an immediate, well-planned, intergovernmental response that is led by state-level bureaucrats, by us." Upon hearing these responses, a functional IGR approach, like bamboo federalism, seems the best option.

Hugh Heclo introduced this concept in his 1977 book, *Government of Strangers*. He wrote, "(Bureaucrats) must be able to move in two worlds–the tight, ingrown village life of the bureaucratic community and the open disjointed world of political strangers. A public executive …needs the sensitivity of a villager and the political toughness of a city street fighter…Some of the personnel networks that cross governmental bureaus are a function of what academics have termed the professionalization of civic service…Horizontal contacts exist both informally and through organized associations among people identified with particular technical specialties…Members have shared needs to protect their professional perquisites and standards…Cross-agency networks do frequently develop among officials who have similar staff positions in different bureaus…have incentives to get together because the procedures under the control those central agencies are constantly trying to coordinate."

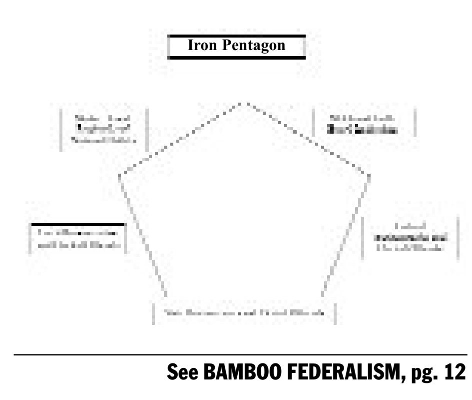
David Nice and Patricia Fredericksen describe the interworkings of bamboo federalism in their 1995 text, *Politics of Intergovernmental Relations*.

According to Nice and Fredericksen, this IGR form is unlike its counterpart, picket fence federalism, in one aspect. It is less rigid and can respond more quickly in a crisis. Bamboo federalism recognizes the significance of vertical and horizontal relationships within the system. Interviews with Biloxi citizens, bureaucrats, and elected officials leads one to consider a modernized version of bamboo federalism will prevent another disaster relief fiasco like the one along the southern shoreline.

By relying upon state governments and its bureaucracies to coordinate relief efforts, they can serve as a link between local and federal officials before a tragedy strikes. The bureaucrats are well-trained in all aspects of recovery, relief, and long-term aftermaths caused by nature or humans. State bureaucrats are trained experts who serve the villagers where they live. These experts can rumble like street fighters to bring normalcy into community, the place where these bureaucrats live. These state and local bureaucrats will remain there long after federal officials depart.

These experts speak the same language. They know their counterparts nationwide who offer assistance. They attend the same conferences and move freely from each level of government. They work with each on grant application, reviews, and awards. The group monitors legislative and executive actions and provide input. Interest groups inform decision makers and monitor governmental activity. These three groups form the infamous "iron triangle" we academics teach our students.

As agencies increasing rely upon nonprofit agencies, faith-based institutions, and other non-governmental agencies to provide services, these groups collectively increase their strength and separate themselves from the alliances created within the triangle. Coupled with the reliance upon and access to 24-hour media and Internet, the public expectation and need for continuous information simultaneously increases with the importance for information access. This expectation increases after disaster strikes. Therefore, in the case of emergency management and response, an "iron pentagon" needs to exist to meet a community's needs.



See BAMBOO FEDERALISM, pg. 12

Commentary

Uncertainty as Reality: A Year in New Orleans

Evan and Maria Berman

The year following Hurricane Katrina was consistent with the expression, "may you live in interesting times." This is the account of a public administration professor, his wife, and two cats who live in the New Orleans area. It has been a year of living through uncharted waters, and of not knowing what tomorrow might bring.

This article follows our earlier article, "There was No Plan–A Louisiana Perspective," recipient of the best article award in *PA TIMES* (October 2005). While this is a personal account, we also weigh in on some matters of public administration.

The setting: We live in Metairie, just outside of New Orleans, about 10 miles from the French Quarter–one block off Lake Pontchartrain. Our house sustained major damage–we lost the first floor due to flooding, and the third floor roof decking due to wind. Two very large oak trees also fell against the house, causing some structural damage. About 95 percent of our home repairs were completed during May 2006, but not all of our neighbors are that far along. We spent every minute during the last eight months either working or repairing our house. We are recovering from exhaustion.

While this seems bad, we were fortunate in some ways. Unlike some neighbors, we had both flood and homeowners insurance and, as a tenured professor in Baton Rouge, I did not lose my job. Nor, did we lose any family members. My father's house in Metairie sustained only minimal roof damage. Our house did not have catastrophic (that is, unfixable) damage, such as those in the ninth ward shown by the media over and again. We were also lucky to be living in Jefferson Parish which, unlike New Orleans, made many right decisions to get people and services back quickly in areas where they could.

But we were not as lucky as other neighborhoods–the French Quarter and Garden districts, the most beautiful and popular parts of New Orleans, had little or no damage at all.

Back from the Edge

The Hurricane struck on August 29, 2005, and each month since was characterized by its unique, unfamiliar challenge and circumstance. September was about trying to return home–we were allowed to assess damage after a few weeks, and we moved back after about a month. Law enforcement was a chief concern; for example, with neither landline nor cell phones, to whom might one turn in need? Police presence was minimal, but the military made a good show of patrolling the streets every few hours. The curfew also helped. Above all, Sheriff Lee of Jefferson Parish was rumored to have proclaimed a shoot to kill policy of anyone caught looting. No one knew whether this was fact or fiction, but it was widely believed in the New Orleans area, and officials in Jefferson Parish did little to denounce the rumor. It greatly helped make people feel safe.

Another concern was energy. The utility company, Entergy, did a great job restoring power in Jefferson Parish–we had power before we actually returned home. That company worked very hard, and expended incredible resources. Now it is on the brink of bankruptcy, with no public aid forthcoming.

October was about getting basic services back–food, water, schools, and telecom. No one knew when or if they would come back, but eventually they did return. Jefferson Parish recognized early that schools were key to getting people back and, hence, restoring neighborhoods. Schools were available in October, in trailers and whatnot, but they were there.

Food was very limited in September, but by October more stores had opened. We also got our telecom services back in October, and were able to complete many emergency and structural repairs. We were lucky to have had a contractor before the storm working on our house, who continued with us after the storm; this also helped us avoid unscrupulous contractors who appeared with alarming frequency. This also shows Berman's law at work–no one can be unlucky all of the time.

November was about gutting your home, debris removal and dealing with insurance companies. No one knew when the debris piles would be removed–ours could easily fill 10 large containers–but one day the bulldozers miraculously appeared. We lifted so much garbage that we both developed tennis elbows–in the left arms. It was also unknown whether insurance companies could handle the claims; some were able and willing, others were not. Our contractor knew the insurance business well, and this helped. Even so, I called them every day, sometimes twice. Those who did not have a contractor took months to clear this hurdle.

December was about starting to rebuild. There was not enough labor and materials to go around, and it is hard to blame contractors for taking on too many clients. But by December, the government had provided many trailers, in which most of those who worked on our house lived. It also allowed many of our neighbors to return, to begin working on their houses. The FEMA trailers are ugly and blight, but welcome and key to recovery.

January was about normalcy returning–maybe. Schools in New Orleans Parish finally reopened in January, and this brought more people back. By then more stores in Jefferson Parish reopened. Perhaps 35 percent of stores closed permanently, though I suspect that some were doing poorly even before the storm.

Keep in mind that residents who did not do the above earlier, now got to gut their home and so on. Those who waited had the benefit of more clarity, but they also faced greater shortages and higher prices. By contrast, in September we decided to get on with the task of rebuilding, and thereby try to stay ahead of the curve. Neighbors who sold their damaged homes received 80-100 percent of the pre-hurricane value; such was the demand for real estate in livable neighborhoods in the New Orleans area.

We spent most of January-April rebuilding. If you think that remodeling your kitchen is bad, well, we have done that and about 10-times more. Sometimes the workers showed up, but most days they didn't. When they did, endless decisions were needed. Dealing with contractors, insurance companies and banks is demanding. It all comes to an end, eventually. And that is when the bodily ailments of prolonged stress were finally revealed–only to find that 3,000 doctors, including ours, had left the area.

In April we attended the ASPA conference–a personal victory for us. In a show of responsiveness, some panels presented on Katrina, but little was said beyond which had already been reported by the media–it was too soon. We were often asked how we felt about rebuilding and living in a region that could again be catastrophically damaged by a hurricane. The answer is having insurance. We are certain that people in California and Florida feel the same.

Community

It is said that difficult times bring out the best as well as the worst in people. This is true. Much of the following can be framed in terms of community and networking which are increasingly used in public administration.

True friendship was important through the hurricane saga and its aftermath. Before landfall, friendship was key to finding shelters. Those without friends outside New Orleans were forced to either stay in shelters or drive many hundreds of miles, or more. Simply, there were no hotel rooms that any amount of money could buy anywhere–sometimes, not even in Houston. We thank our colleagues, the Lynches and Whites for their friendship and hospitality which got us through that period.

We also received many offers from friends elsewhere, some of them friends in public administration. While we quickly returned to New Orleans, others did end up with their friends in other States for long periods. Friendship was also key to getting contractors and workers. Friendship has no price, but we did trade a warm meal for getting our Internet service back. We also became friends with even more neighbors, and we often helped each other.

The year was personally challenging–any plans we had before the hurricane for anything were scrapped. Notions of happiness as being based on possessions, control and certainty were challenged. We, like others, were challenged to reflect on our spiritually. As the saying goes, "if it doesn't kills you, it makes you stronger." Some also say that living this experience is akin to four years of psychotherapy. Well, getting through it required having friends and family with whom one could earnestly talk, share and cry. Such sharing and

See BERMAN, pg. 7

National Governor's Association Center Outlines Challenges, Opportunities for State Welfare Programs

New Issue Brief Examines Changes to TANF, Offers Guidance for Implementation

Washington, DC–In the wake of the recent reauthorization of the Temporary Assistance for Needy Families (TANF) block grant program, a new issue brief from the National Governors Association Center for Best Practices (NGA Center) helps governors and their staff understand changes to the program and develop strategies to implement those changes.

Created in 1996, the TANF block grant program ended the federal entitlement to welfare assistance and gave states significant flexibility to operate programs. Over the past ten years, governors have been very successful in using this framework to move record numbers of low-income individuals from welfare to self-sufficiency. However, recent changes in federal policy challenge the states to do even more in the future.

After a series of 13 short-term extensions that left states unsure about the program's future and inhibited their ability to adopt major innovations or changes to their state programs, Congress reauthorized TANF through the passage of the Deficit Reduction Act (DRA) in 2006. Under the provisions of the DRA, states will need to engage an estimated 236,000 more families in work by the end of FY 2007 with no additional TANF funds and reduced flexibility. The provisions in the DRA include:

- extending the TANF block grant through 2010 with fixed funding of $16.57 billion per year;
- increasing the Child Care Development Fund by $200 million per year in federal matching dollars;
- eliminating the high performance and out-of-wedlock birth bonuses and establishing new competitive grants for healthy marriage promotion and responsible fatherhood initiatives; and
- retaining work participation rates of 50 percent for all families and 90 percent for two-parent families but diminishing the value of the caseload reduction credit which had served to significantly reduce the work participation rates for states.

According to the brief, "While the recent reauthorization of TANF has increased time and financial pressures on states, it also provides an opportunity to review efforts to date, clarify goals and recommit to governors' visions.... Governors are again in a position to exercise leadership in setting a new course for assisting low-income families–one that helps families address barriers to employment, offers meaningful work and training activities that lead to employment and provides ongoing supports for job retention."

The brief offers guidance for developing strategies to implement the latest reforms. Key roles for governors and their staff include: setting direction by reviewing state investments, goals and priorities; taking stock of programs to identify strengths and areas for improvement; implementing program design options that maximize work participation; and monitoring progress toward goals.

"Ten years ago, governors worked with Congress to reform the nation's welfare system, a partnership that allowed states to adopt innovative approaches and initiatives to help families in need move into the workforce," said Ray Scheppach, executive director of NGA. "Governors will meet these new challenges and continue to play a vital role in helping low-income families end welfare dependence and achieve self-sufficiency."

For more information visit the National Governor's Association (NGA) website at www.nga.org.

Can We Turn the Corner and Do Better?

From BERMAN, pg. 6

building of community is among the most precious moments of the last year.

Some people also showed leadership by keeping their communities going. New Orleans has many community groups, and we worked to ensure the continuity of a community-based philosophy discussion group. Internet and email were key to people finding each other and ensuring communication.

Since January, we have held Sunday afternoon discussion groups on such topics as the meaning of catastrophe, heaven and evil and on living the good life. These events, like many others in the city, provided a platform for sharing, connection and mutual support. By April, many groups that had existed before the hurricane, had come back in some way, sometimes under new leadership.

But the hurricane events also revealed large fissures in society. Diversity is sometimes practiced more in theory than in practice. Many people resented the influx of evacuees from New Orleans with their own culture and ways of doing things in their communities. Though many communities outside New Orleans initially opened up their arms in exemplary ways, eventually the added inconveniences and differences were often not well tolerated.

The State of Louisiana did surprisingly little to assist the New Orleans area beyond initial recovery efforts; the parishes and cities might as well have counted on nothing. The comment of Mayor Nagin about New Orleans being a chocolate city did not strike us as racist (it is a matter of fact, and it does take milk to make chocolate), but the media and others surely did choose to take it as such.

The lack of connectedness and thoughtfulness also led to some rather insipid comments. U.S. House Speaker Hastert suggested that perhaps New Orleans should not be rebuilt, ignoring that cities are quite resilient, that the federal government has no buyout plan for the 1.5 million people of the region, and that the lacking levee system is a federal responsibility.

Others have stated that New Orleans will come back stronger, and that people now have an opportunity to upgrade their homes–this may be true, but the price in terms of death and human suffering is far too high. Any silver lining is only part of the story, of course. No one in their right mind would sign up for this experience.

The hurricane events have shown that while people can come together, community and human connectedness is still far from common in America. It is often seen more in theory than in practice.

Uncertainty Reigns
Desperate times call for desperate measures. People were called to show leadership–not in theory but in practice. In the face of loss and uncertainty, people were required to make decisions and act decisively. A lot was at stake. Uncertainty reigned, and some responded far better than others. Goals had to be set, and the course maintained through substantial daily adjustment and, yes, improvisation. Some families got stronger, others ended in divorce and some people fell into depression and suicide.

Cities are resilient, and New Orleans will surely recover. But how well New Orleans recovers depends a lot on what decisions various governments make. Thus far, the tasks have been about emergency management, and the record is mixed at best. The trash needed to be picked up, and some parishes stepped up to the plate quickly, not always knowing how these costs might be borne. Others did not. Traffic needed to flow, and some parishes quickly repaired traffic signals, whereas others did not. This was not a time for indecision and deliberation; it was a time for public managers to make bold decisions to move their communities forward. Some did, while others, did not.

The bigger tasks of public administration begin only now. The federal government is called upon to decide that the levees will be upgraded and fixed where needed. The City of New Orleans is called upon to declare which areas will be rebuilt, and which turned into parks. The State of Louisiana is called upon to ensure that education and healthcare services will be provided with quality. Quite simply, these decisions are required, and then the set course maintained.

Thus far, the record of making progress on these decisions is mixed at best. Government is seen to move slowly. While the magnitude of these decisions is unique, to be fair, public leaders in this region are not ubiquitously known for a progressive vision. Thus, uncertainty reigns. Is the past prologue? Can we turn the corner and do better? The fact is, no one knows. A few good public decisions could change everything in a heartbeat. We, like others, are waiting. Until then, we will go with the flow and enjoy the great food, jazz and community groups that New Orleans offers. After all, life is just one.

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INSIGHTS ON **PERFORMANCE MEASUREMENT** *by JOHN KAMENSKY*

Update on Performance-Based Pay for Federal Executives

John Kamensky

Eighteen months ago, this column focused on the start-up of a new performance-based pay system for federal executives. Now it is in place. Does it work? What lessons does its implementation have for expanding performance pay to the rest of government employees? A July panel sponsored by the Washington DC-based Council for Excellence in Government explored these questions.

First, some background. The new performance-based pay system stems from statutory changes in 2003 that raised the ceiling on how much federal executives could be paid. Congress stipulated that agencies could raise the bonuses and salaries for their executives only if they could demonstrate that their bonus and pay decisions made "meaningful distinctions in performance" among their executives.

In response to this provision, the U.S. Office of Personnel Management (OPM) created a certification system where agencies had to meet defined standards before they could pay their executives beyond the old ceiling of $145,600. The new law allows agencies to raise salaries up to $165,200 in 2006, with a total cap on pay-plus-bonuses of $212,100 (the vice president's salary).

While this system only covers the top 6,800 of the 1.9 million civil servants, it may serve as a pilot for the expansion of similar pay systems for the rest of the civil service. In fact, Congress authorized performance-based pay systems for Defense and Homeland Security that, together, comprise nearly half of the civil service, and the Administration is pushing to expand this to the rest of the government.

The 1978 law creating the Senior Executive Service (SES) originally envisioned performance-based pay for executives. However, in practice, executives were almost always given top ratings, and typically bonuses were either split equally, or rotated from year-to-year among them. In the past, SESers were evaluated based on how hard they worked, their loyalty and their outputs. Long hours, under high pressure, equaled good performance. And since, by definition, senior executives were at the top of their profession and all worked hard, it was seen as "only fair" to treat them equally.

The Council's panel examined how things have changed, especially in the past few years. Panelists included:

- Marta Brito Perez, associate director for human capital leadership and merit system accountability, U.S. Office of Personnel Management.
- Robert Tobias, former president, National Treasury Employees Union, and current director, Institute for the Study of Public Policy Implementation at American University.
- James McMullen, former (career) deputy assistant secretary for administration and management, Department of Labor.

All three saw the changes as encouraging, but found the changes require executives to reframe how they approach their work. Their discussion focused on several observations and lessons learned:

Hard work is not enough anymore. Tobias observed that the Bush Administration has attempted to "change the game" for SES performance. The goal is to link SES pay to the performance outcomes of their agency and programs. If successful, he says, this means "hard work is no longer the currency of the realm–achievement is."

Tobias also notes that, to be successful, agencies will have to change the way they operate as well as change the relationship between the evaluators and the evaluatees. Evaluators now have to be more explicit in their expectations, and less implicit. And the emphasis is more explicit on program outcomes. The emphasis is now more heavily weighted on agency and program performance, not personal performance.

Perez echoed his insights. She said, "The conversation has changed…since 1993" when the Government Performance and Results Act was passed. "It is more about delivering services, operating via networks, and achieving outcomes." She says, "It's been difficult," but she's seen consistent improvement in these areas across the government in the four years she has been in her role at OPM.

Political appointees are becoming engaged. Tobias also noted that "achieving outcomes must be important to political appointees" before the new pay system will work. Political appointees have to care more about implementation, not just policy development–their traditional area of emphasis.

Perez noted that, while OPM does not require that they be in the same system, she believes both political and career executives are increasingly being held accountable for their use of the performance management process. "Agencies are integrating politicals into their performance evaluation system," she said, and they are being rated and assessed based on the same standards as the career executives.

McMullen said that this was, in fact, happening at the Department of Labor. More broadly though, the Senior Executives Association, a professional association representing SES members, has recently surveyed its members on their agencies' implementation of the new system. Results of the survey should be available by early August at www.seniorexecs.org. It may give a broader context of the implementation of the new pay system, from the perspective of those affected.

Prerequisites for success. McMullen said the Department of Labor was one of the first to tie its SESers' performance to the departmental strategic plan. He said that having a good, outcome-oriented strategic plan is a prerequisite to creating a meaningful performance-based pay system. He also said that an agency's human capital plan has to be tied to the departmental strategic plan to be effective. In addition, political executives and human capital staff need to be involved in:

- Defining outcome-oriented goals
- Translating those goals to individual performance standards and targets.
- Rating employees based on these standards and targets.

However, he said that the department's SESers initially resisted this approach because they didn't feel they could influence or control the outcomes of the department –that there were too many intervening factors–and that they were unwilling to commit to that kind of risk.

McMullen went on to say that in his experience, the most difficult thing in moving to a performance-based pay system was the creation of a bridge from a system that is designed to measure year-to-year performance to one that could measure the achievement of long-term outcomes. The longer-term outcomes have to be redefined into a set of outputs and activities that build to the longer-term outcome, such as through the use of logic models. Also, the system has to be flexible enough to reflect unexpected changes in the operating environment, such as an economic downturn, or a hurricane.

Real benefit: increased communication. In conclusion, Perez said that a visible link between performance and pay "is key to the overall effort." However, the amount of pay at-risk is not generally seen as a driver of executive performance in the public sector, largely because it is smaller than in the private sector. For example, in 2005, SES performance-based pay increases averaged about 3.8 percent. The significance of the link, some observers say, is driven more by professional pride in a job well-done.

Perez said the real benefit of the new SES performance pay system is that it serves as a foundation for creating and sustaining an ongoing conversation and feedback between executives about the outcomes they are trying to work together to achieve.

This reflects similar observations made by Shelley Metzenbaum in a recent report for the IBM Center for The Business of Government, Performance Accountability, where she noted that "feedback and interactive inquiry [are] powerful motivators and performance drivers on their own." Yet, as Perez notes, the sharpened focus on performance and outcomes didn't happen at the federal level until the tie was made to pay in the past few years.

ASPA member John Kamensky is a senior fellow with the IBM Center for The Business of Government, where he recently co-edited "Competition, Choice and Incentives in Government Programs." He is also an associate partner with IBM Global Business Services and a fellow of the National Academy for Public Administration.
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Center reports can be downloaded for free at: www.businessofgovernment.org.

City of Oakland Park, FL, Conducts Disaster Drill, Updates Disaster Plan

From XENA, pg. 1

structural damage and downed trees and power lines left most of the Oakland Park's streets blocked. There was a 100 percent power outage throughout the city and the heavy rains left the east side residential area of the city "six feet under."

Other details that Sandau and Smith gave the city's Emergency Management Team to deal with included a stalled freight train carrying a stable of horses on the tracks that run through the city's downtown and an apartment collapse and fire with reports of 30 residents unaccounted for– including a paraplegic man and his service dog.

"The purpose of this tabletop exercise was to test our city's Comprehensive Emergency Operations Plan," said City Manager John Stunson, who helped guide the community through Hurricanes Katrina and Wilma last year. "The National Incident Management System requires that we that we test our plan on an annual basis and conduct an after action review of how we implement our plan."

Sandau and Smith possess approximately 70 years of combined emergency management experience and had a clear goal in mind with their tabletop exercise in Oakland Park.

"An exercise of this nature allows the city to 'gear up' for emergency response and planning," Sandau said. "The field responders from police and fire-rescue work on this basis every day, but the majority of the city's EOC staff have their 'day' jobs and need to shift gears."

Officials from the City of Oakland Park, FL, participate in drill to test their Comprehensive Emergency Operations Plan.

"The opportunities involved in this type of exercise can be valuable for rekindling the thought process of emergency management of catastrophic events," Smith added. "This also provides the community an opportunity to utilize their EOC paperwork, review checklists and gain a working knowledge of their city's Comprehensive Emergency Operations Plan, as well as the capabilities of the other Emergency Support Functions."

As the tabletop exercise unfolded, Sandau and Smith added more details to the situations such as railroad cars leaking an unknown fluid, thick clouds of smoke in the air and a roaming pack of vicious dogs.

Oakland Park's Fire-Rescue Chief Donald P. Widing also wears the hat of "Incident Commander" of the city's EOC. Widing is a hurricane veteran who worked on the scene in the aftermath of Hurricane Andrew which devastated parts of Miami-Dade County in 1992.

"I felt the response of our Emergency Management Team was well organized and our key personnel were well versed in emergency management procedures and their individual responsibilities," Widing said. "We utilized our status boards effectively to visually manage critical incident issues, staffing and accountability."

Sandau and Smith were careful to create a scenario where all of the city's Emergency Support Functions (ESF's) came into play. Critical issues were updated and staff briefings were held every 20 minutes to disseminate information, make assignments and receive reports.

While ESF 3 was busy scheduling a rotation of portable generators to power the city's 31 lift stations, ESF 14 was writing news releases with emergency bulletins and advisories and scheduling press conferences where Mayor Steven R. Arnst and City Manager John Stunson could address the media and announce a "dusk to dawn" curfew.

"I was working with ESF 14 for public information and we actually wrote news releases based upon the specific information and details we were provided, as well as recorded radio announcements for our city's emergency alert radio station 1680-AM," said Assistant to the City Manager Marie W. Elianor. "We scheduled our press conferences to take place twice each day–once before the Noon newscast and the second before the 6 p.m. news."

Stunson, Widing and Elianor were part of the EOC's management staff which worked alongside the Operations Section (Fire-Rescue, Law Enforcement, Public Works and Damage Assessment branches), Planning Section, Logistics Section and Finance Section.

"The thought processes and discussion throughout the exercise were right on track," Sandau said. "The staff tried to take care of the life and limb situations presented without losing perspective of the overall incident."

"There was excellent planning and cooperation," Smith added. "The City Manager and incidence command staff had a firm handle on the situation and incident action plan process."

City Manager John Stunson felt the time and effort that the city staff put into the tabletop exercise was a worthwhile investment.

"The City of Oakland Park has worked hard to create a Comprehensive Emergency Operations Plan that can be implemented and adapted to effectively respond to emergency events," Stunson said. "I believe preparation is a key component of the plan and this exercise was an excellent preparation tool."

Since the City of Oakland Park will work closely with Broward County in any significant disaster or emergency event, the benefits went both ways and showed the Broward County Emergency Management Coordinators that Oakland Park is prepared to respond to the worst case scenario.

"Oakland Park has the premier municipal comprehensive emergency management plan in Broward County," Sandau said.

David Rafter is the public information officer for the City of Oakland Park and worked through Hurricanes Katrina and Wilma in 2005.
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PA TIMES
2006 Editorial Calendar

NEW! **Save this page for reference!**

The *PA TIMES* requests that articles be between 1000-1200 words and written in reporter's format (most important information first, etc.) for ease of cutting or adding text if necessary. Deadlines for each of the 12 issues are listed below. **Recruitment advertising questions may be directed to recruiter@aspanet.org. Press releases, announcements, article inquiries and display advertising questions may be directed to:**

Christine Jewett McCrehin • Editor • cjewett@aspanet.org

January
Public Administration in a Time of Rising Energy Prices
Advertising/Article Deadline: December 22, 2005

February
Individual Liberties vs. Administrative Power
Advertising/Article Deadline: January 22, 2006

March
What Practitioners and Academics Consider Key Issues in PA
International Supplement: Old Problems, New Solutions
Advertising/Article Deadline: February 22, 2006

April
State/Local Economic Development and the Supreme Ct.
Advertising/Article Deadline: March 22, 2006

May
Dealing with Succession Planning
Advertising/Article Deadline: April 22, 2006

June
Achieving Ethical Administration
Advertising/Article Deadline: May 22, 2006

July
Protecting People and Property in the 21st Century
Advertising/Article Deadline: June 22, 2006

August
Emergency Management One Year After Katrina
Advertising/Article Deadline: July 22, 2006

September
Administering Help America Vote Act: Tales from the Field
Advertising/Article Deadline: August 22, 2006

October
Public Administration Skills Across Professions
Education Supp.: MPA: Not Just for Public Employees Anymore
Advertising Deadline: September 1, 2006 Article Deadline: September 22, 2006

November
Impacts of Privatization and Government Restructuring
Advertising/Article Deadline: October 22, 2006

December
Technology and Public Administration: Emerging Issues
Advertising/Article Deadline: November 22, 2006

Innovative Projects Honored on UN Public Service Day

New York–Eleven pioneering projects from the developing and developed world were honored recently with the prestigious 2006 UN Public Service Awards at the United Nations Headquarters in New York. With good governance a prerequisite in ensuring sustained development and the achievement of the Millennium Development Goals (MDGs), this year's Awards focus on innovative projects that prioritize accountability, service delivery, transparency and use of e-governance.

The Awards ceremony, held June 23, 2006, is also recognized globally as the United Nations Public Service Day celebrating service to the community at the local, national and global levels. The ceremony was followed by a technical panel on "Innovation and Successful Initiatives in the Delivery of Services" in the afternoon.

Speaking about the Awards, Under-Secretary-General for Economic and Social Affairs José Antonio Ocampo said, "The United Nations Public Service Awards recognize ground-breaking institutional efforts to make services more efficient and accessible to all members of society and to engage people's active participation in their design. This event serves to showcase and share, in a global setting, novel models of governance that are being practised in different parts of the world."

The Awards initiative has become a pivotal tool in disseminating information on successful experiences and best practices in good governance geared towards citizens' satisfaction and development, in particular the achievement of the MDGs. Equally important, it has enhanced the visibility and motivation of public servants around the world.

This year's selection process for the Awards raised considerable interest around the world, bringing in 146 applicants. A total of 11 nominees from 11 countries doing innovative work in rural and urban areas were selected: Australia (Australian Government Department of Industry, Tourism and Resources), Belgium (Crossroads Bank for Social Security), Brazil (Secretaria de Desenvolvimento Humano do Estado da Bahia), Canada (the Provincial Court of Manitoba), India (Government of Karnataka Revenue Department), Korea (Ministry of Government Administration and Home Affairs), the Netherlands (Rijnland District Water Board), Rwanda (National Examinations Council), Singapore (Work Pass Division, Ministry of Manpower), United Arab Emirates (Dubai Municipality), and Zambia (Masaiti District Health Management Board).

Jan Eliasson, president of the 60th Session of the General Assembly, José Antonio Ocampo, under-secretary-general for Economic and Social Affairs will spoke at the awards ceremony. Mohamed Bin Issa Al Jaber, the founder, chairman & CEO of MBI International, and the UNESCO Special Envoy made a special address on private-public partnerships for good governance. Guido Bertucci, director, Division for Public Administration and Development Management, United Nations Department of Economic and Social Affairs, introduced the program and speakers.

Recipients of the 2006 UN Public Service Awards pose for a photo. The awards were given on UN Public Service Day, June 23, 2006.

The UN Public Service Day was established by the UN General Assembly in order to promote global attention and discussions on the importance of governance and public administration, attract international audiences to the Public Service Day and Awards. The awards are also designed to ignite national and local governmental organizations to organize events dedicated to the Day, as well as inspire recognition of people who serve the public.

The United Nations Division for Public Administration and Development Management is responsible for administering the Awards and promoting the Public Service Day. The Division assists governments in strengthening policy-making and improving the efficiency of their governance systems through disseminating information, delivering technical assistance and providing an international forum for the exchange of national experiences.

For more information on Public Service Day and Awards, please visit: http://www.unpan.org/dpepa_psaward.asp

Letters to the Editor

June Issue Too Political

I'm writing in response to the glaring political slant in the June 2006 Edition of the PA Times and ASPA Times. As you know, the cover story was "U.S. Blasted in Amnesty International Report…" Below the fold was a photo of the recent "Eyes Wide Open" exhibit of the carnage we've caused in Iraq. Of course that exhibition is sponsored by the "American Friends Service Committee" whose website, despite the claimed affiliation with the Quakers, generally reads like a Democratic, anti-administration, anti-military, anti-Israel political magazine.

On page 7, Bill Miller's article wrote about the United States "quietly taking enemy combatants to Egypt and torturing them." On page 10 Stephen King's article talks about whether the U.S. is "morally bankrupt." Even the article about Frank Peak's award and the reprint of his acceptance speech attacks the military and law enforcement for racism, injustice, and even murder by police officers.

Just to be clear, I'm not military or law enforcement myself and never have been. Further, just because I work in government doesn't mean I'm mindlessly defensive of every government action. For example, Hurricane Katrina response was a shameful fiasco, and I think ASPA ought to be screaming about government's outrageous inability to safeguard citizens' private data.

Still, much of that June edition reads like something published by Michael Moore, MoveOn.org or the Democratic National Committee, rather than by a supposedly neutral professional association on public administration.

Fortunately most publications are not as drastically slanted as the June edition and so for now I can still justify continuing my membership and subscription. However, if I attached the June edition to my membership renewal notice and sent it to the state finance office for payment, based just on that edition I wonder if the State Auditor would consider it a legitimate public professional development expense.

I also wonder whether a survey of the party affiliation of ASPA's membership and leadership, like the faculty at public universities (who of course make up a significant portion of ASPA's membership) would likewise be drastically out of balance and un-reflective of the country as a whole.

Thanks for considering these comments.

Sincerely,
Karl E. Thoennes III
Sioux Falls, SD

Reader Enjoys July Frederickson Perspective

Professor Frederickson:

I just wanted to take this opportunity as a long time ASPA member, a former retired city manager, and current professor of practice, to tell you how much I enjoy and learn from your articles each month in *PA TIMES*. I especially enjoyed this month's article [July 2006] "The Public Administration Nation" (this one is a keeper). On many occasions your articles cause me to think and reflect about what the future holds for public administration. I appreciate that.

Thank you,
Martin Vanacour
Arizona State University

FREDERICKSON PERSPECTIVE

A Column by H. George Frederickson

Contemplating Bureaucratic Power

Caution is the natural position of the bureaucrat, and nothing is more conducive to bureaucratic caution than the subject of power. In a democratic polity governmental power is logically associated with elected executives (mayors, governors, presidents) on one hand and legislators on the other.

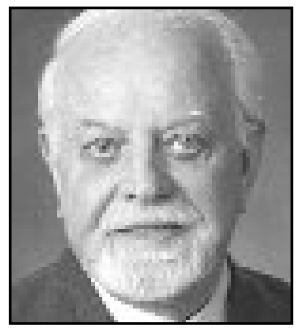
Following our constitutional form, executive powers will check the excesses of legislative powers and will, in turn, be checked by them. There are no questions regarding claims to governing power by the two types of elected officials, only claims by one of the excesses of the other. But both question the legitimacy of the exercise of bureaucratic power, causing bureaucrats to be loath to openly claim governmental power.

Fifty-six years ago Norton E. Long was not afraid to describe bureaucratic power; he was, after all, an academic. The opening sentences in his essay on power and administration are now canonical:

There is no more forlorn spectacle in the administrative world than an agency and a program possessed of statutory life, armed with executive orders, sustained in the courts, yet stricken with paralysis and deprived of power. An object of contempt to its enemies and of despair to its friends. The lifeblood of administration is power.

There has been progress in the years since Long's essay on bureaucratic power. Following the work of Michael Lipsky, Steven Smith, Steven Maynard-Moody and Michael Musheno, we learn how street level bureaucrats allocate limited resources–code words for the exercise of bureaucratic power.

Following the work of Harold Seidmen, James Fesler, Donald Kettl, Harold Kaufman and others we learn why locating particular programs, agencies, offices, or bureaus in particular departments is important.



The reason is bureaucratic power. There can be no better example than the pre-Katrina decision by Congress to discontinue the autonomous status of the Federal Emergency Management Agency (FEMA) and include it among the agencies folded into the new Department of Homeland Security. However one looks at it, that decision enhanced the power of top officials at the Department of Homeland Security and diminished the bureaucratic power of FEMA officials.

The classic 1940-41 debate between Herman Finer and Carl Frederich was couched in terms of public policy and the nature of administrative responsibility (Frederich) and administrative responsibility in democratic government (Finer) and was argued in terms of what ought to be the proper range of bureaucratic administrative discretion.

In fact, their subject was the exercise of bureaucratic power. In 1950 John Gaus wrote the famous lines, "a theory of public administration means in our time a theory of politics also," and in Dwight Waldo's *Administrative State*, he claimed that public administration is a form of politics. Inasmuch as their subject was bureaucratic power, it is interesting how carefully these great scholars avoided the use of the p-word.

In the 1970s Graham Allison described a now widely used model of bureaucratic politics, in which various organizational elements of the executive branch bargain and compromise to establish policy and certain forms of that bargaining continues during the processes of policy implementation. Once again, however carefully put, the subject is bureaucratic power.

Finally, Phillip Selznick, Hugh Heclo, John Kingdon, Dan Wood, Richard Waterman and others describe the exercise of bureaucratic power in the context of iron triangles or issue networks of interest groups, congressional committees, policy entrepreneurs and administrative agencies.

Indeed, some researchers find examples of bureaucratic capture by businesses they presume to regulate on one hand and co-optation of local elites and interest groups by bureaucracies on the other.

From this recitation it is clear that we know a good bit about bureaucratic power. But to know about bureaucratic power is not to understand it.

To understand bureaucratic power and those who exercise it, one must turn to the work of the brilliant Earl Shorris (see especially his little book *Power Sits at Another Table*). Rather than tedious descriptions of power, such as the first several paragraphs of this column, Shorris works in aphorisms, short observations designed to make the reader think.

Herewith I adapt some of Shorris' aphorisms to the subject of bureaucratic power and mingle them with some of my own.

The Language of Bureaucratic Power

- *The bureaucratic dictionary does not include the word power.* It does include the words delegation, implementation, discretion, responsibility, and process–all words that mean power.
- *Clarity vitiates bureaucratic power.* An agency vision is powerful, unless it is understood. (The astute reader will know that this description of bureaucratic power is the opposite of the premise upon which strategic planning rests.)
- *The powerful bureaucrat has time.* Hurried speech is a form of deference.
- *The powerful bureaucrat said nothing, and everyone knew exactly what he/she meant.* Later they could not agree on what they had heard.
- *In theory bureaucratic power is the same in theory and in practice.* In practice they are different.

The Properties of Bureaucratic Power

- Power is the predicate to all bureaucratic achievement.
- Power is or is not. There is no essential difference between great bureaucratic power and small bureaucratic power.
- Those without power wait.
- Distance indicates bureaucratic power and bureaucratic power fosters distance.
- Stylishness in all forms mitigates bureaucratic power. Conspicuous power is vulnerable.
- Bureaucratic power conserves.
- Emptiness is a sign of bureaucratic power.
- Powerful bureaucrats are found in cities: wide open spaces remind them of their insignificance.

The Acts of Bureaucratic Power

- The wisdom of bureaucratic power is to blame the committee.
- Power punishes by disinterest.
- Power interrupts.
- In the world of bureaucratic power, unpredictability dominates.
- Bureaucratic power is conferred by association, the basking of others.
- To recognize virtue in another can be an act of bureaucratic power.

These aphorisms capture some of the hard and mordant truths of bureaucratic power. Understanding these truths will help the bureaucrat understand power and how to practice the arts of power. When this happens the agency of the powerful bureaucrat will prosper and so will the people.

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*

Outsourcing City Management Ethics . . . New Age Leaders?

State ethics laws are sometimes characterized as having giant loopholes. Consider this scenario.

Suppose you are hired as an independent contractor to manage a newly incorporated community of 7,000 residents that is zoned almost entirely rural residential and agricultural. The town has a "council-administrator" form of government.

With the blessing of elected city officials, you staff the city with personnel from your consulting firm which includes your daughter as the town clerk and your wife as your assistant. The town's attorney believes that you should not have hired your daughter and that salaries should be made public. After first refusing to make public your $114,000 salary, you change your mind.

In the meantime, the town's attorney suggests that an opinion should be sought from the state ethics commission regarding whether the anti-nepotism law applies to contracted employees. Several months later the state ethics commission renders an opinion that independent contractors are not public employees and therefore not subject to the state's ethics law.

Happy with this finding, you are even more delighted to discover that one of your employees drafts a four-page press release extolling you and your team as "new age" governmental leaders.

–Source: Based on a real case, see "State rules town official exempt from ethics law," Miami Herald, March 9, 2006.

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

We All Want Organized, Community-based Response to Disaster

From BAMBOO FEDERALISM, pg. 4

States need to coordinate disaster relief plans in their capitals and distribute them throughout every region within their jurisdictions. Local governments will know how to respond in ways that fits within the needs and expectations of the community.

Replacing interest groups, NGOs and faith-based institutions will have contact information to assist them in coordinating their relief efforts. Media outlets can assist in providing information coverage on evacuations, providing assistance to those left behind, contacting relatives, etc. Even if a disaster occurs in a state capital, command posts can be established in nearby communities. These centers would have the same plans and contact information as all other locations.

The information would not be lost or destroyed in the disaster. State governments must include more than elected officials, bureaucracies, and interest groups. Working within an iron pentagon framework, bamboo federalism provides this stability while including other organizations that impact the long-term success of a recovered community.

Bamboo federalism and iron triangles are not the panacea. Conflicting personalities or personnel changes within one side of the iron pentagon may result in less cooperation among all other players. The groups may compete when prioritizing needs. A lack of uniformity in any area may exist across jurisdictions. Each party or group may resist any form of outside cooperation, input, or control.

These situations can be avoided if states accept primary responsibility. They must spearhead coordinating efforts to meet the basic needs outlined in the bamboo model illustrated in this article. Many of the problems can be avoided if states provide the basis for the plan while giving equal recognition and importance to each of the other four groups that comprise the iron pentagon.

Whether they be steel magnolias, villagers and street fighters, disaster relief managers, ASPA members, or any other citizen, we all want an organized, community-based response to a disaster. Bamboo federalism, involving the proposed iron pentagon approach, may be the answer.

ASPA member Dwight Vick is an assistant professor of Political Science and Public Administration at the University of South Dakota. E-mail: dwight.vick@usd.edu

Reports on the Web

Featured Report:

The IBM Center for Business of Government is pleased to issue a new report titled "Performance Accountability: The Five Building Blocks and Six Essential Practices." The hypothesis of this report is that as agencies increasingly use performance measures to manage, they find themselves facing a conundrum: if the measurement system focuses on accountability, managers tend to set lower performance targets for themselves; but if the measurement system focuses on performance improvement, managers tend to be comfortable with higher performance targets. How do leaders manage this legitimate tension? The analysis of this report seeks to clarify questions every government agency that adopts performance goals and measures will ultimately face.

www.businessofgovernment.org

GAO Reports:

- Baby Boom Generation: Retirement of Baby Boomers Is Unlikely to Precipitate Dramatic Decline in Market Returns, but Broader Risks Threaten Retirement Security.
- Medicare: CMS's Proposed Approach to Set Hospital Inpatient Payments Appears Promising.
- Internet Infrastructure: DHS Faces Challenges in Developing a Joint Public/Private Recovery Plan.
- Information Technology: Immigration and Customs Enforcement Is Beginning to Address Infrastructure Modernization Program Weaknesses but Key Improvements Still Needed.
- Indian Issues: BIA's Efforts to Impose Time Frames and Collect Better Data Should Improve the Processing of Land in Trust Applications.
- Highway Finance: States' Expanding Use of Tolling Illustrates Diverse Challenges and Strategies.
- Grants Management: Grantees' Concerns with Efforts to Streamline and Simplify Processes.
- Child Welfare: Federal Action Needed to Ensure States Have Plans to Safeguard Children in the Child Welfare System Displaced by Disasters.
- Small Business Administration: Actions Needed to Provide More Timely Disaster Assistance.
- Millennium Challenge Corporation: Compact Implementation Structures Are Being Established; Framework for Measuring Results Needs Improvement.
- Overseas Staffing: Rightsizing Approaches Slowly Taking Hold but More Action Needed to Coordinate and Carry Out Efforts.
- Defense Technologies: DOD's Critical Technologies Lists Rarely Inform Export Control and Other Policy Decisions.
- Aviation Security: TSA Oversight of Checked Baggage Screening Procedures Could Be Strengthened.
- Tax Debt: Some Combined Federal Campaign Charities Owe Payroll and Other Federal Taxes.

www.gao.gov

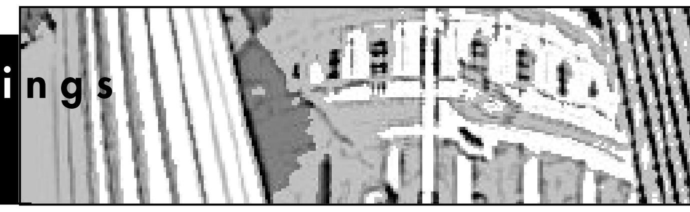
Other Reports:

- Federalism After Katrina: How Can Social Programs Respond to a Major Disaster? (Urban Institute) *www.urban.org*

Linking Knowledge with Action for Sustainable Development: The Role of Program Management-Summary of a Workshop (National Academies Press) *www.nap.edu/*

If you have a press release for this column, contact Christine McCrehin at cjewett@aspanet.org.

Where Things Stand



24/7 Online Database for Disaster Recovery and Business Continuity Resources

The World's Largest Disaster-Recovery Reference Directory, Now Online

Boston, MA–Following the most active hurricane and natural disaster season in years, many businesses and organizations have felt the frustration of not knowing where to turn to find the help they need to prepare for and recover from disasters.

Edwards Information, LLC, has just released an online version of its Edwards Disaster Recovery Directory to help cope with this problem.

Now in its 16th year, *Edwards Disaster Recovery Directory* (www.EdwardsInformation.com) is a business-to-business directory containing thousands of vendors divided into over 400 disaster-recovery categories designed to help professionals be better prepared and save time and money when every second counts, by quickly locating crucial but hard-to-find recovery services throughout the United States and Canada.

Access to the online database is included with the purchase of either the book version of the directory or the CD version, which also has hotlinks to vendor websites. *Edwards Disaster Recovery Directory* contains thousands of vendor listings organized into more than 400 categories such as data recovery, drying and dehumidification, smoke odor counteracting services, trauma counselors, salvage, emergency rentals, storm damage restoration, disaster planning software and hundreds more.

Augmenting these listings is an introductory section, with articles on "getting started" with disaster planning without destroying your budget, items which even experienced disaster planners often overlook, planning for bio-terrorism, crisis communications, and workplace violence.

Improving the Social Safety Net Before the Next Disaster

Washington, DC–The structural complexity and inadequate benefits of four essential government programs made it hard for them to respond quickly and effectively to the deep-seated needs of people harmed by Hurricane Katrina, says a new Urban Institute study.

Katrina's scale and severity tested the intergovernmental funding arrangements, eligibility guidelines, and benefit standards at the heart of housing assistance, unemployment compensation, health care, and cash support programs. The storm's aftermath raised unsettling questions about whether these programs could reach storm-wracked residents of the Gulf Coast swiftly and fairly, and about state and local governments' incentives to address victims' needs.

"Federalism after Hurricane Katrina: How Can Social Programs Respond to a Major Disaster?" explores the programs' responses to Hurricane Katrina, describes pre-disaster operations, specifies what made Katrina so hard to handle, and recommends better ways to respond to disaster in the future.

This paper, available at http://www.urban.org/url.cfm?id=311344, is part of the Urban Institute's After Katrina research series (http://www.urban.org/afterkatrina).

Health Savings Accounts Are Not Likely to Stem Rising Health Care Spending

New York, NY–Health savings accounts (HSAs) coupled with high-deductible health plans sometimes lower consumer cost-sharing compared with many typical health insurance plans, according to a study supported by the Commonwealth Fund in the July/August issue of *Health Affairs.*

Many of the HSA/high-deductible health plans in the market today actually reduce cost-sharing for people who spend the least and the most on health care, while increasing cost-sharing for those who fall in the midrange, according to the study, "How Much More Cost Sharing Will Health Savings Accounts Bring?" by Dahlia Remler and Sherry Glied.

Decreased cost-sharing is due to several factors including tax subsidies for out-of-pocket expenses and the fact that people with high deductible plans can reach the plans' out-of-pocket maximum far more quickly than those in more comprehensive plans, potentially reducing the total amount of medical spending that is subject to cost-sharing.

HSAs–a form of medical savings account that must be accompanied by a high-deductible health plan (at least $1,050 for an individual and $2,100 for a family)–permit people to save money tax-free and use those funds, also tax-free, to pay their out-of-pocket health care expenses. Proponents of HSA/high-deductible health plan arrangements say that increased out-of-pocket costs will encourage consumers to be more cost-conscious, leading to lower costs and greater efficiency in the health care system.

In their analysis of HSAs, authors Remler, a professor at the Baruch College School of Public Affairs, City University of New York, and Glied, chair of the Department of Health Policy and Management at Columbia University, compared HSAs combined with high-deductible plans with traditional health insurance policies.

They found that the 7.7 percent of people who are responsible for half of all medical spending would see no change or a decrease in their level of cost-sharing under an HSA/high-deductible plan. In contrast, cost-sharing would increase for people who spend between $700 and $6,100 of their own money on health care. Taking the tax subsidies of HSAs into account, the authors found that for enrollees with a 40 percent marginal tax rate (including exclusion of HSA contributions from both income and payroll taxes), only those with expenses between $700 and $2,500 would see an increase in the marginal and average cost-sharing.

"Health care spending is highly concentrated among a small group of people who have very high medical costs," said Remler. "This study shows that a high-deductible HSA would have no effect on this spending, leaving a negligible impact on health care costs."

Out-of-pocket caps in HSA-eligible high-deductible health plans are a primary reason cost-sharing decreases rather than increases. For example, once a person with a typical high-deductible health plan (no coinsurance, a deductible of $2,500, and an out-of-pocket maximum of $2,500) spends $2,500 there are no additional out-of-pockets costs. However, in a traditional plan with no deductible but a 20 percent coinsurance, a person would have to spend $12,500 before they would reach their maximum out-of-pocket costs.

Cost-Sharing Already Significant

The researchers reviewed a series of recent health insurance surveys and found that today's insurance plans already require a substantial amount of consumer cost-sharing. The average plan had a deductible of $221 and an out-of pocket maximum of $1,864, and 80 percent of plans had coinsurance.

"These plans do not appear to be living up to the rhetoric about their effect on consumer spending," said Glied. "The health care market has been asking consumers to pay a bigger part of their health care costs for years."

To give HSA/high-deductible policies more bite, the authors say that cost-sharing would have to be increased sizably among the people who spend the most on health care. The risk is that substantially increasing cost-sharing would make health care inaccessible for people who need it the most. The authors contend that HSA/high-deductible health plans can only seek to increase cost-sharing so much while still protecting consumers from excessive health care expenditures.

"This analysis points to the importance of considering the tax subsidies provided by HSAs," said Commonwealth Fund President Karen Davis. "Tax subsidies benefit higher-income individuals disproportionately, while failing to achieve the purported advantages of high-deductible plans. Public subsidies should instead be targeted on these least able to afford health insurance or health care."

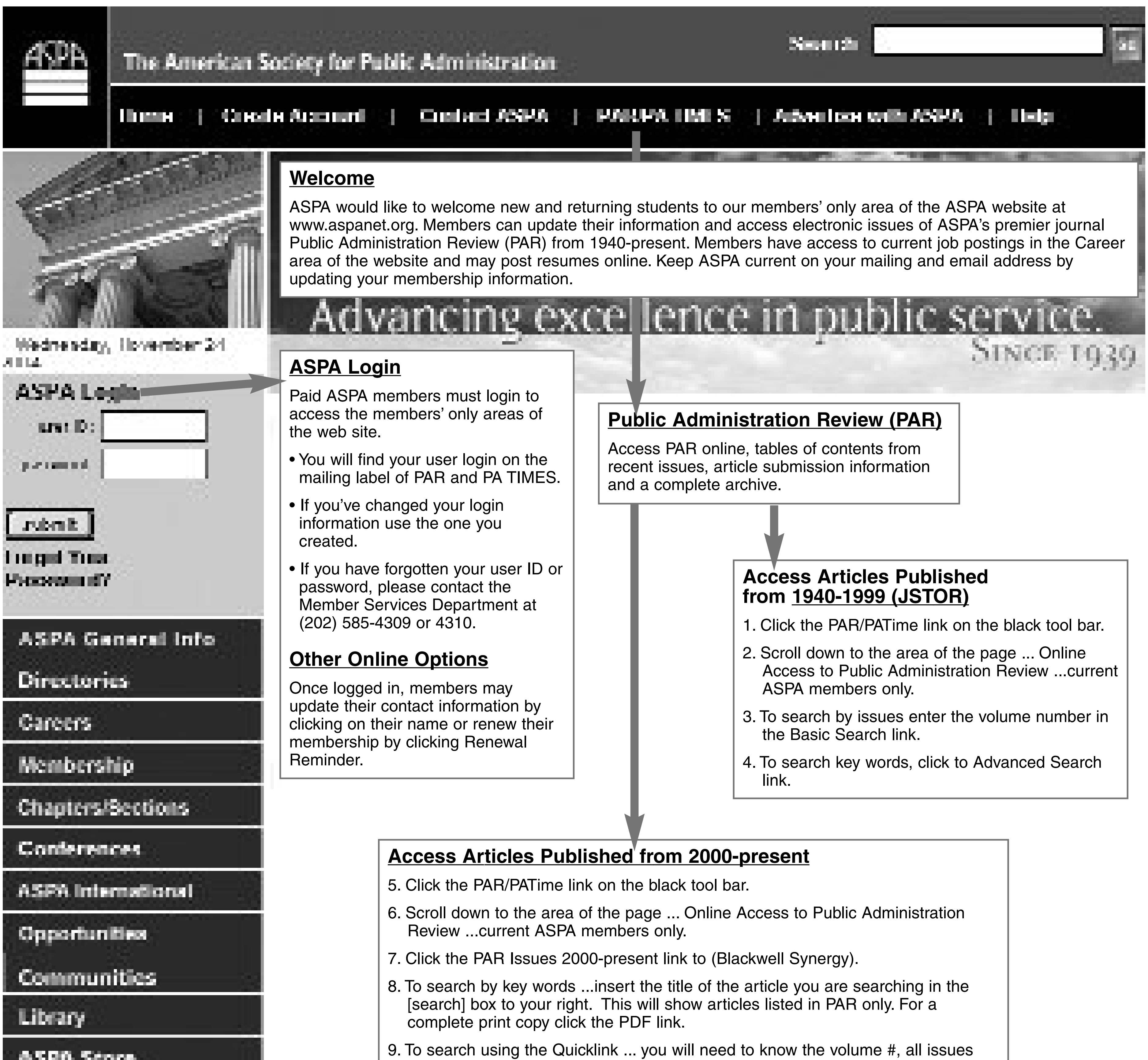
If you have a press release for "Where Things Stand," contact Christine McCrehin at cjewett@aspanet.org.

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



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.

ASPA TIMES

Advancing excellence in public service. . .

Empire State Capital Area Chapter Present Awards at State Fiscal Symposium

Albany, NY–The Empire State Capital Area Chapter (ESCAC) of ASPA recently presented its two most prestigious awards.

William F. Howard, acting chief of staff to Governor George Pataki, was awarded this year's Alfred E. Smith Award and Sharon Dawes, cirector for the Center for Technology in Government at the University at Albany, was awarded the Charles Evans Hughes Award.

"Both Howard and Dawes should be commended for their tireless efforts on behalf of the citizens of New York State," said Michael Christakis, president of the Albany-based ASPA chapter. "These awards are a testament to their lifetime of achievements and are a fitting recognition of their accomplishments."

The Alfred E. Smith Award is presented in recognition of outstanding individual service and initiative, which may consist of a singular accomplishment, that has exemplified superior management and administration within New York State. George C. Sinnott, chief executive officer of the New York State Bridge Authority, in his letter nominating Howard commented, "Throughout the course of our lives we may be fortunate enough to encounter ordinary people who do extraordinary things without expectation of recognition or reward. Howard would certainly qualify as one of those individuals, as he maintains a distinguished record of meritorious public service which spans two decades."

Prior to his appointment as acting cchief of staff to Governor Pataki, William F. Howard served as first deputy secretary to the governor assisting in the day-to-day operations of state government. Howard's responsibilities included labor, civil service and military issues, and general governmental administration. During the days following the September 11, 2001, attacks, Howard helped coordinate the State's response efforts and was awarded the Defense of Liberty Medal for his efforts. In the wake of the attacks, Howard directed and coordinated the State's homeland security efforts, bringing the agencies of New York State government together and helping establish a State Homeland Security Team regarded as one of the finest in the country.

The Charles Evans Hughes Award is presented in recognition of outstanding individual service that has exemplified superior management and administration within New York State over an extended period of time. More than a decade ago, Sharon Dawes became the first director of the then-new Center for Technology in Government (CTG) at the University at Albany and "set out to create a new kind of partnership between research and practice in New York State government," wrote nominator Theresa Pardo.

Over the past 13 years the Center for Technology in Government has engaged in 29 partnership projects that have helped to improve the services and operations of state, local and federal government agencies. Under Dawes' leadership, the Center has collaborated with nearly 100 government agencies, 42 private companies and 14 academic institutions and research organizations. Additionally, the Center has developed and evaluated 12 prototype systems that answered critical policy, management, organizational and technology questions. In 1997, Dawes won *Governing Magazine*'s Public Official of the Year Award for building a culture of collaboration and cooperation among New York State's "sprawling information management structure." In 2004, Dawes was named by Government Technology a "Top 25 Doer, Dreamer and Driver."

Howard and Dawes were presented their awards at the annual ASPA Awards Luncheon today at the Empire State Plaza, this year held as part of the Fiscal Symposium co-sponsored by the State Academy of Public Administration (SAPA) and the Empire State Capital Area Chapter (ESCAC). The Honorable Alan G. Hevesi, New York State comptroller, was the Key Note Speaker at this year's Awards Luncheon.

ASPA Delegation Travels to Moscow

An ASPA delegation participated in the International Conference, Public Administration in the 21st Century: Traditions and Innovations at the Lomonosov Moscow State University, May 24-26, 2006. The conference provided the opportunity for the delegates to present papers and exchange views with Russian experts drawn from Moscow, St. Petersburg and other regions of the Russian federation. Moscow State University was established in 1755 when Empress Elizaveta Petrovna signed the decree that a university should be founded in Moscow. The university is the educational home of 40,000 students, 4,000 professors and lecturers, 2,000 international students, and 7,000 post-graduate students.

The MSU School of Public Administration headed by Dean Alexey V. Surin hosted the delegation. Members of the delegation, including accompanying persons, were Howard R. Balanoff, professor & director The William P. Hobby Center for Public Service, Texas State University-San Marcos; Marilyn K. Balanoff, program faculty Department of Continuing Education, Texas State University; Jane Beckett-Camarata, assistant professor, Department of Political Science, Kent State University; Michael Camarata, assistant professor of Management, Department of Management, College of Business Administration; Stephen E. Condrey, senior associate and program director, University of Georgia; Richard K. Ghere, associate professor, Department of Political Science, University of Dayton; Manfred F. Meine, professor and regional director, Troy University; Rita Meine; Donald C. Menzel, ASPA 2005-06 president; Kay Menzel; Edvins Vanags, professor, University of Latvia and director of the Latvian Statistical Institute; and Samantha Webb, associate professor, University of Montevallo, Alabama.

ASPA's International Task Force Gets to Work

Washington, DC–At the ASPA conference in Denver, National Council member David Broom read acceptance remarks from Patria deLancer Julnes, newly appointed by President Wendy Haynes to be International Coordinator for the coming year. Julnes' remarks ended with the following observation:

"…I plan to promote collaboration among US and foreign institutions that seek to improve public service around the world in pursuit of better government and a better life for citizens. Speaking from my experience as a naturalized American and having lived and worked in other countries, I can tell you with confidence that American public administrators have a lot to share with the world. And yet, there is much that we can learn from others, as well. By fostering inclusive collaborations, we can assist in this mutual learning. Thank you and "manos a la obra" [trans: let's get to work]."

In consultation with Julnes, ASPA President Haynes appointed an International Task Force. The one-year appointments include members who worked under Don Klingner's leadership as the previous International Coordinator (Erik Bergrud, Marc Holzer, Tom Lynch, Bill Miller, Sy Murray and Kaifeng Yang) as well as two new task force members: Kyle Farmbry and Mary VanVerst.

Julnes is, indeed, getting to work. The highest priority in the coming year will be securing state-side secretariats for ASPA's memoranda of understanding with international institutions. Seven are currently without secretariats and Julnes remains cautiously optimistic that the efforts of the Task Force, ASPA members and professional staff, will have created strong domestic institutional secretariats for at least three of those entities by the end of the summer.

The Task Force will also work closely with the conference leadership team to help ensure a vital international presence at the ASPA conference in Washington, DC, March 23-27, 2007.

Expect to hear more in PA Times and on the ASPA web site as events unfold in the coming year. We welcome your ideas, involvement, and hard work on behalf of fostering international collaborations.

Please contact Patria for more information on how you might assist patria.julnes@usu.edu.

PRESIDENT'S COLUMN *Wendy A. Haynes*

Auto-Adaptation in Risk Environments: The Legacy of Hurricane Katrina

In past columns, I've introduced you to some of the initiatives we've launched under ASPA's 2004-2008 Strategic Plan and invited you to be involved in those ventures. The invitation still stands! Others on the leadership team and I will update you on progress toward our strategic goals throughout the year.

This month, I knew there would be special value to inviting a guest columnist to present her perspective on the legacy of Hurricane Katrina. I hope to include future guest columnists on a variety of topics, including ASPA's drumbeats: social equity; professionalism; performance and accountability; and ethical governance.

I'm pleased to turn the August president's column over to Louise K. Comfort for an insightful commentary on collaborative action across sectors and levels of authority and action. Feel free to send your comments to comfort@gspia.pitt.edu or to me.–Wendy A. Haynes

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

Louise K. Comfort

A Changing Vision of Disaster Management

As the first anniversary of Hurricane Katrina approaches, the painful memories of loss and destruction to the devastated cities and towns of the Gulf Coast return. For public managers, the event represented a major collapse of governmental planning and performance at local, state and federal levels.

Citizens and policy makers alike are searching for a more effective approach to coping with recurring disaster risk. Hurricane Katrina's lasting legacy may be that the catastrophic event shattered the belief that public agencies alone could protect their communities.

The sobering consequences of Hurricane Katrina demonstrated that the existing processes of planning and organization for managing disaster risk are ineffective. The bold concept of a National Response Plan, developed presumably to enable the nation to anticipate and respond to risk from natural, technological and human-induced hazards, bore no resemblance to the delayed action and failed coordination exhibited at each level of public authority in the events leading up to, and immediately after, Hurricane Katrina. How these events evolved into catastrophic failure is now a matter of public record that will be reviewed and analyzed for years.

Yet, hurricanes will again threaten major metropolitan regions and rural communities…as well as earthquakes, tornadoes, fires, transportation crashes and deliberately destructive acts. In retrospect, responsible administrators must ask what public policies will enable communities to assess and manage recurring risk more effectively.

Previous strategies for managing disaster risk have addressed only parts of the problem. Traditional strategies of "command and control" work well in environments with known dangers, but largely fail under uncertain conditions. Implementation of professional standards represents an effort to upgrade performance across multiple jurisdictions by specifying expected levels of action for key types of threats.

Yet, fitting the standards to the available resources and capacity of local communities is not easy. Systematic monitoring of risk enables agencies to learn from feedback regarding their performance in reference to well-known dangers, but the process may miss unexpected events.

The conscious effort among agencies to exercise mutual understanding and support for their respective actions, termed "heedful interrelating" by high reliability theorists Karl Weick and Karlene Roberts, represents a constructive effort to build a coherent, collective approach to coping with risk. This method relies on common knowledge and training that is rarely present in the heterogeneous world of civilian emergency management. The weaknesses exposed in Hurricane Katrina require a more comprehensive concept of auto-adaptation for communities exposed to recurring risk.

Auto-adaptation in Practice

Auto-adaptation means the capacity to reallocate resources and to shift attention to emerging or immediate needs. It is based on timely, shared information and collective recognition of an impending threat or opportunity. In its most effective form, auto-adaptation engages all organizations and members of the community in a process of mutual adjustment that minimizes risk, maximizes available resources, and sustains the community.

The concept of auto-adaptation is not new to disaster management. Instances of auto-adaptation occurred in the aftermath of Hurricane Katrina, as individuals picked up chain saws and formed networks of volunteers to clear the roads of fallen trees. Businesses volunteered skills and supplies to assist one another recover lost data or property. Churches set up shelters and served meals to families displaced from their homes. Although many acts of generosity and cooperation emerged spontaneously in the aftermath of Katrina, the adaptive approach had insufficient infrastructure and support to meet the overwhelming need.

Auto-adaptation, articulated in terms that agencies and individuals at each level of jurisdiction understand, could serve as an organizing framework for national disaster management. It offers a vision of collaborative action that is scalable; that is, it moves through the different levels of jurisdictional authority, initiating change at the community level and engaging support and participation at successive levels of legal responsibility: county, metropolitan region, state, and national.

For example, in the Pittsburgh Metropolitan Region, the Region 13 Counterterrorism Task Force is organizing a common approach to all hazards management among the 13 counties in southwestern Pennsylvania. Allegheny County, the county with the largest population in the region, has 130 municipalities. Historically, these 130 municipalities have each competed with one another for scarce resources and developed separate strategies for managing risk that often failed in recurring hazards such as flooding.

Currently, Region 13 is investing significant resources in the development of a common information infrastructure that enables rapid communication and mobilization of resources from municipal to county to regional to state levels of jurisdiction. The information infrastructure will enable near-real time communication and assessment of risk among the thirteen counties, and among the municipalities within the thirteen counties. While this approach is still developing in practice, it represents the acceptance of a regional perspective for shared responsibility to reduce risk effectively and to manage scarce resources efficiently among different levels of jurisdictional operation.

There are six main functions involved in auto-adaptation, which is essentially a collective learning process evolving sequentially at different scales of action. These functions include:

- "Situational assessment" of risk
- Calculation of potential consequences
- Estimation of community's capacity to cope
- Identification of alternative strategies
- Reciprocal adjustment of actions
- Review, reflection, redesign in terms of the goal of safety for community

Building Capacity for Auto-adaptation

Building capacity for auto-adaptation in

See LEGACY, pg. 21

EXECUTIVE DIRECTOR'S COLUMN *Antoinette Samuel*

Feeding the Pipeline

August marks the start of ASPA's bi-annual Student Recruitment Campaign. For the past 10 years ASPA has launched this recruitment campaign, coinciding with the traditional fall and spring semesters, to attract and recruit students into our Society. The purpose is to bring to the attention of our future public administrators the value of ASPA membership. In addition, and most important, our student membership seeks to provide students with the support, services and resources needed as they pursue their studies, as well as forming a solid foundation for their future work in the field of professional public service.

It has been ASPA's university community that has formed the bedrock for this recruitment effort. They have committed their support to ASPA, and to helping us "feed the pipeline" by ushering in the new generation of public administrators. ASPA, in turn, is dedicated to supporting these students and offering them the opportunity to reap the benefits of membership at significantly reduced rates. We are indebted to the contribution of our university deans, directors and professors who have encouraged their students to join ASPA. Again, we ask for your support as we launch the 2006 fall campaign.

In addition, I would ask that we all join and provide our individual, chapter and section support to the Student Recruitment Campaign. I openly solicit your help and involvement, as a collaborative partner with our university community in feeding the pipeline for our profession. This is our future! It is not just the future of ASPA, but the pipeline reflects the growth and viability of the field of public administration and the development of professional public service.

Please go to ASPA's web site at *www.aspanet.org* for details about the campaign and how you can get involved; or, contact Pat Yearwood, senior director for membership development and recruitment, at *pyearwood@aspanet.org*. In the meantime, some of the benefits and special offerings ASPA affords students are highlighted below:

Benefits of Student Membership:
If you know of a student, or are a student enrolled in a college or university in the United States, membership in the Society is available for a maximum of three years. The benefits are:

- Online Access to the *Public Administration Review* (PAR)–the premier PA journal in the world since 1940.
- Online Career Center–access job listings, apply for jobs, post resumes and cover letters.
- Public Administration Links–to thousands of public administration resources.
- *PA TIMES*–our monthly newspaper reporting of the latest trends and happenings in public administration, including regular columns on advancing your career.
- Annual Education Supplement-in the October edition of the *PA TIMES*.
- Subscription to The Bridge-ASPA's bi-monthly electronic newsletter.
- Professional Development Opportunities–skill-based trainings, annual conference panels, web resources, publications.
- Chapters, special-focus sections, and volunteer leadership opportunities–for students to develop interest, skills and talents.

Student Scholarships and Student Conference Grants
Students can apply for one of four $250 grants ASPA offers to outstanding students to attend our national conference. Other scholarship for educational and conference opportunities are offered by ASPA's chapters and sections.

New Online Features

See PIPELINE, pg. 18

ASPA In Brief

New Benefit for Members

ASPA has reached an agreement with publisher M.E. Sharpe to provide all members with a special discount of 20% off the normal retail price on M.E. Sharpe books authored or edited by an ASPA member.

The agreement allows us to put you in touch with the latest, cutting-edge publications in the field at discounted prices. The books cover key issues and research in the areas of administration, leadership, financial management, budgeting, policy, ethics and local government. To review the list of books and to order go to the special offer page on the M.E. Sharpe website *www.mesharpe.com.*

SECoPA 2006 to be Held in September 2006

Mark your calendars! The 2006 SECoPA will be held in Athens, Georgia, September 27–30, 2006. Academics, students and practitioners from the southeast as well as the rest of the country are welcome to attend. The theme of the conference is "Bridging Theory, Policy, and Practice."

The program committee is currently accepting proposals, panels, and roundtables in the following tentative tracks: budgeting and finance, emergency management/homeland security, ethics, accountability and performance in the public sector, health & human services/non-profit management, human resource management, intergovernmental relations, local governance and form of government, and public policy.

In addition to the numerous panels and planned activities, awards will be given for the most outstanding paper by a Master's student (Robert L. Kline Award) and the most outstanding paper by a doctoral student (Morris W.H. Collins Award). Winners of both awards receive a plaque, $300 cash, and a waiver of their SECoPA registration fees.

Please visit www.secopa2006.org for conference information, registration and awards requirements.

Call for Nominations for ABFM 2006 S. Kenneth Howard Award

The Association for Budgeting and Financial Management seeks nominations for its S. Kenneth Howard Award to be presented at the 18th Annual Conference in Atlanta, October 18-21, 2006.

The S. Kenneth Howard Award is presented annually to recognize the exemplary work and professional integrity of an individual who has devoted a significant part of his or her public service career to the advancement of public budgeting and financial management. Several recent winners of the S. Kenneth Howard Award have divided their careers between the academy and the practitioner world. A person nominated for the award may have split their career in this way, or may have contributed to learning and the advancement of knowledge through significant work as an adjunct faculty member, continuing education instructor or trainer, or other educational activities.

Nominations should include the nominee's full name and affiliation; a description of the nominee's career achievements including information on their work in the public sector and in educational activities; and a curriculum vitae or résumé if available. Nominations should be sent to the chair of the S. Kenneth Howard Award Committee: Dr. Wes Clarke, Carl Vinson Institute of Government, University of Georgia, 201 N. Milledge Ave., Athens, GA 30602

Nomination deadline: August 11, 2006

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

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Executive Director Asks for Members' Help

From PIPELINE, pg. 17

Coming soon, look for expanded resources and services developed especially for students and new professionals.

Networking Opportunities
Participate in ASPA through its chapters, sections, national and district conferences.

National Conference
The ASPA Annual National Conference features major speakers, skills workshops, panels of high-ranking public officials and noted scholars. Mark your calendar for March 23-27, 2007, in Washington, DC. Also, watch for special student registration rates and events, such as the new two-day Student Summit!

How To join ASPA
Join online at *www.aspanet.org* or download the PDF membership application form online. If you would like to receive additional membership applications, please email Patricia Yearwood at pyearwood@aspanet.org. ASPA offers students and new professionals a discount on membership.

- Electronic Student Membership–for only $40…includes access to *PAR* current issues and archives online, dating back to 1940, and receipt of *PA TIMES* by mail.
- Full Student Membership–for only $75 … includes both hard copies of *PAR* and *PA TIMES* in the mail, and access archives for both online.

BREAKING NEWS!
As an incentive, ASPA will offer three complimentary conference registrations …be one of the first three members to recruit 25 or more new student members between August 2006, and October 31, 2006 and receive a free registration, valued at $375, to next year's conference in Washington, D.C., March 23-27, 2007. Please include your name on each application form to receive credit for those students who join!

Antoinette Samuel is ASPA's executive director. E-mail: asamuel@aspanet.org

ASPA's Section on Science and Technology in Government (SSTIG)

would like to recognize

Maria Veronica Elias
of the University of Akron
and
Carmen Apaza
of American University

students who as Founders Forum Fellows were able to attend the Denver conference thanks to the financial support of SSTIG. We appreciated their contributions at SSTIG's Doctoral Roundtable on Katrina and welcomed them to our annual Business Meeting. We offer them best wishes on their doctoral work and speedy completion of their disserations.

PAR Announces New International Section to the Journal

Editor: Christopher Hood, All Souls College, Oxford, UK, christopher.hood@all-souls.ox.ac.uk

What are the Aims of the International Section? The aim of PAR's international section is to put public administration ideas and practice outside the United States under the spotlight. The section aims to critically examine ideas, developments and practices from the rest of the world that are likely to be of interest to the mainly US-based readership of PAR. Articles to be published in this section will consist of brief, punchy papers combining rigorous analysis with accessibility to a general public administration readership comprising practitioners and academics, and not just to area-studies specialists.

What is the Planned Format of the International Section? As currently planned, the international section will comprise three journal pages (approximately nine manuscript pages) appearing in every other issue (that is, three times a year), but we will normally expect to publish a longer version of the paper (up to 8,000 words) in the international section version of the PAR website.

No single form or analytic approach is prescribed for papers in the international section, though the editor particularly encourages analysis and reviews of significant administrative concepts or developments from outside the USA that are likely to be of particular interest to US-based academics and practitioners. Broadly, the aim is to challenge and provoke PAR readers to think critically and stretch their minds globally.

In the international section, we expect to include papers offering new twists on the traditional and classic topics in public administration, such as the control of corruption, accountability, bureaucratic leadership, emergency and crisis responses (to mention only a few). But we also hope to include critical accounts of newer ideas and practices, such as new ways of measuring, comparing and incentivizing performance, new ways of bringing technology and people together in public administration, new institutional forms or operating routines for policy and delivery, new ways of thinking about policy instruments or bureaucratic motivation. For the first year or so we particularly invite papers that deal with performance target systems in public administration, with flexible regulation systems for public organizations and the management of operational risk in public services.

Papers published in the international section may take the form of evaluations, causal analyses or historical/empirical generalizations. They may consist of critical case studies from outside the USA that are highly significant for public administration theory and practice. They might consist of comparative or historical studies, follow-up studies or reassessments of earlier studies. They might comprise accounts of how public administration institutions and practices develop when transplanted from one context or culture to another, or of how ideas and concepts work out at the implementation stage. Occasionally we might publish a polemic although that is likely to be the exception rather than the rule. But the common thread that should run through every paper published in this section is that of analytic rigour, originality, clarity and relative brevity. We will not ordinarily send papers running to more than 4,500 words out to referees (unless they comprise part of a two-part package involving a shorter paper for the main journal and a longer version for the website) and the papers we publish in the main journal will mostly be shorter than that.

What is the Peer-Reviewing Policy of the International Section?

- Papers published in the international section will be subject to blind peer-review to exactly the same standards that apply to the other parts of PAR.
- Length limits will be strictly applied, as specified above
- It will be a good idea to contact Christopher Hood and/or the members of the advisory editorial board in advance to see if papers fit within the scope of the international section
- Christopher Hood will make recommendations for publication on the basis of referees' reports plus his own reading of papers submitted, but the final decision will be made by PAR's editor-in-chief Richard Stillman.

Who Do I contact about the International Section? The international section will be edited by Christopher Hood of All Souls College Oxford, UK, under the general direction of PAR's Editor-in-Chief Richard Stillman. For selection of topics, arranging peer reviews and strategic direction, Christopher Hood will be assisted by a small editorial advisory board which currently comprises:

- David Arellano-Gault (CIDE, Mexico)
- John Burns (University of Hong Kong, SAR China)
- Patrick Le Gales (Sciences-Po, France)
- Akira Nakamura (Meiji University, Japan)
- Rune Premfors (SCORE, Sweden)

If you have an original paper that you would like to be considered for PAR's new international section, please send it to christopher.hood@all-souls.ox.ac.uk

Please also contact Christopher with inquiries, proposals for topics and articles, and your other thoughts and suggestions about how the international section should be shaped. Christopher Hood aims to increase the frequency of his attendance at APSA and/or ASPA, and will also be attending conferences and meetings elsewhere in the world, so if you have ideas or proposals please let him know.

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Chapter News

Maine Chapter Presents Annual Public Administrator of the Year Award

The Maine Chapter of ASPA held its Annual Meeting and Awards Ceremony recently at the University of Maine at Augusta. Outgoing President Stephen Crate presided over the event, and Jane Lincoln, chief of staff for Governor John Baldacci, delivered the keynote address.

The Maine Public Administrator of the Year Award was presented to Jody L. Harris by Chip Morrison, president of the Androscoggin County Chamber of Commerce. Harris is the director of Program Services for the Maine State Planning Office. In addition, she serves as coordinator of the Governor's Natural Resource -Based Industries Steering Committee and is a member of the Intergovernmental Advisory Commission, assisting Maine's state agencies with strategic planning, performance measurement, training and budgeting.

Previously, Harris was the director of the state's Office of Waste Reduction and Recycling at the former Maine Waste Management Agency. Prior to joining state government, she was the town manager of South Berwick and the administrative assistant to the Board of Selectmen in East Millinocket and to the city manager in Auburn. Harris holds a Master's Degree in Public Administration from the University of Maine at Orono.

The Maine Public Service Award was presented to Ann Luther by incoming President Elaine Thibodeau. Ms. Luther has demonstrated a commitment to public service through her numerous volunteer activities within the non-profit sector. As President of the Maine League of Women Voters, she has promoted reforms in the electoral process and has advanced the causes of healthcare availability and access to higher education for Maine's citizens. She also has provided, in an advisory capacity, information and advice to state regulators regarding the governance of charitable organizations and fundraisers.

The Maine Public Administrator of the Year Award recognizes managers from federal, state and local levels of government who have demonstrated leadership, dedication, ability and exemplary public service. The Maine Public Service award recognizes the contribution to civic life made by individuals who serve as volunteers for non-profit entities, social service organizations and governmental task forces, committees and boards.

Theory vs. Practice

Diary of a Mad Professor: The Budget and the Media

*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.*

Why would a public administration professor choose to soil his ivory tower hands in the messiness of electoral politics? I sheepishly confess that so far it has been great fun. I often call it my post-doc in public policy.

Budget

Because this is my first year in office this is also my first budget process. The city has a biennial budget, although I am told it is pretty much reviewed each year. However, since this is the first year it is the more official review.

I am enthusiastic about doing some true policy making. The budget allocation process is where the rubber meets the road. We get to decide who spends what, where, when and how. I get to put into practice Budgetary Theory, and in V.O. Key's words, determine on what basis one allocates the marginal dollar to A rather than B. I get to practice performance-based budgeting. I get to counter the disadvantages of line item budgeting. I get to fight the "spend it or lose it" philosophy. I HAVE THE POWER!!!!

Silly me…

At the initial budget meeting, the city manager and finance director summarize the whole budget and brief us on the review process. Each Council member receives a beautifully packaged budget binder, with colorful tabs and separators. It is well organized. It is comprehensive. It is four inches thick. I–and I suspect my colleagues–rarely look at more than the summary pages.

For five weeks we have weekly budget meetings where different major city divisions make presentations. We hear the budget presentations of the School Board, of Docks and Harbors, of the City Hospital. One meeting is dedicated to the budget of the city administration–including police, streets, parks, engineering, the manager's office and all other departments. Another week we hear the Capital Budget of many millions of dollars of sewers, paving and utilities. The oral presentations are fairly brief and the written material is complex. Each week we nod, ask a few innocuous questions, and approve the manager's budget without amendment.

The city manager has prepared a balanced budget based on estimated revenue from sales and property taxes and intergovernmental grants. The only request for new personnel is for a few more police officers.

Property tax revenue has risen by 20 percent or so due to rising property values. The manager proposes a mill rate reduction of about 12 percent, with the remainder covering general inflation increases. We have nothing politically to do. We don't have to raise taxes. We can even claim we reduced them. We do not question the Capital Budget. We do not look at any line items in the Administration budget. We are not much more than passive recipients of the manager's proposals.

I am flabbergasted. But why should I be? We are "spare time" legislators. Our only staff is the city staff who present the budget. The budget is nothing new or controversial, but essentially "more of the same." Lindblom's incrementalism prevails. We definitely are muddling through. Our ignorance, lack of staff and lack of expertise shapes our lack of initiative.

At one meeting a handful of citizens groups come forward and request money for their projects or organizations. They are asking for very small amounts of money. We have just finished approving hundreds of millions of dollars and now –this is so typical–we argue and debate about a few thousand dollars for this or that small group. I have read about this before. Large numbers are too overwhelming to deal with. Small numbers are more comprehensible, so we spend all our time quibbling over them. Plus, we have the illusion that we are making budgeting decisions, that we are making public policy.

We have completed this budget review in five weeks–in five 1 to 2 hour meetings. We have heard brief presentations about spending hundreds of millions of dollars. Each week we have to immediately make a tentative decision and move on. My senior colleagues seem to just accept it all as SOP.

This gives me a whole new insight into the politics v. administration dichotomy. Legislators supposedly make policy while administrators implement policy. Yes, of course there are Lipsky's street level bureaucrats making micro level policy decisions, but I am talking about macro policy. In the case of municipalities like ours under the council manager system, policy is definitely directed by the city manager and department directors.

So, while it has probably been formally presented somewhere else, let me propose Icarus' theory of the policy/administration dichotomy continuum. Public managers increasingly make public policy:

- as the elected legislator's position is more part time (normally a function of compensation)
- inversely to the number of legislative staff (separate from the executive staff).
- inversely to the length of time for the budget review process.

Not too profound, I know, but there it is. Federal legislators are compensated (VERY well) for a full-time job. They have a significant paid staff and the appropriations process takes 6-12 months. State legislators are often compensated as half-time positions, they have some paid staff and the appropriations process takes 3-6 months. In our municipality, council members are minimally compensated, have no staff and the appropriations process takes about six weeks.

Under Icarus' Policy/Administration Dichotomy theory (IPAD), federal legislators have the most policy making power, followed by state legislators and then municipal. Conversely, public managers have the most policy making power at local levels and the least at federal.

Of course there are other factors involved. When there is an elected executive (e.g. president, governor or strong mayor), public manager policy making power decreases with the appointment power of the chief executive (IPAD corollary 1). The council manager system was created to increase managerial efficiency (and managerial policy power) by decreasing the political power of the strong mayor system. In the council manager system the executive branch of government assumes control of itself and public administration becomes a full fledged third branch of government.

Throw in citizen boards that have policy making power like the hospital, docks and harbors and airport boards and the local legislator's power declines even more.

Maybe this is all just sour grapes, but my opinion of the policy making power of local legislators has declined significantly.

Media

The media is seen as such a huge power player in national politics, less so at the state level and even less at local levels. Media power seems to decrease in relation to the level of citizen interest (although that is an interactive function), and citizens appear to be less interested in local politics, despite the fact that local politics have greater influence on their day-to-day lives. Citizens have less knowledge of local issues and rarely can name their representatives. It is not uncommon for local elections to get a 15 percent to 20 percent voter turnout, if they are not bundled with state and federal elections.

Still, media does have a significant influence in local politics and elected officials pay attention to it. Our local paper has its "city reporter," and the local radio and TV stations have some local news. Council meetings are broadcast over public radio. The local news reporters attend council meetings and sometimes ask questions of councilmembers at the end of the meetings. The mayor gets the preponderance of the questions and coverage, but it sometimes seems that one or another council member gets more quotes than others.

Is getting quoted in the media good or bad? Is all publicity good publicity? Should I try to get myself quoted more? Should I cultivate the media? I'm not up for election for two more years, but I still feel the urge to get noticed. I decide to call up the city beat reporter and ask to talk. In local newspapers like ours the reporters are often young and inexperienced. They want contacts, and I encouraged the young man to call me any time. He did, and for a month or two I had my name in the papers fairly frequently with decent quotes. But then, as often happens in low paying jobs, the reporter left for greener pastures and I have not followed up with the new one. It makes me a little uncomfortable to so brazenly fish for media coverage.

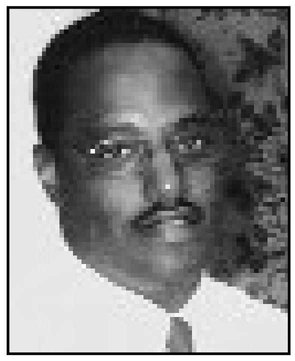
Local radio often plays sound bytes from the council broadcasts, so I also find myself thinking of how to phrase something given that it might be replayed over the radio. While I don't think I have been "grandstanding" I am certainly aware that some words are more "interesting" to the media than others.

Is it possible to be a legislator and not a "politician?" Maybe, but it doesn't seem like I am following that route.

Public Service Profile

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

Marc D. Dashield



What is your job?
Since 1999, I have been employed by the Township of Franklin in Somerset County New Jersey. Franklin Township is 46 square miles with a population count of more than 50,000 residents at the 2000 Census. Franklin is a diverse community with rural, farmland, suburban and urban residential areas as well as substantial industrial and commercial areas. The Township operates under the Council-Manager form of government. Over the past six years, I have held a number of positions within the Township including assistant township manager and acting township clerk. Currently, I am the chief finance pfficer responsible for the Finance Administration, Tax Collection and Tax Administration on behalf of Franklin Township.

What do you like best about your job?
What I like best about my job is the ability to pursue "model" solutions to problems that have an impact on my community. Most exciting about my work in local government is finding solutions to problems in an environment that is writhe with internal and external constraints. Constraints that truly make public administration a "craft."

What motivated you to pursue a career in public administration?
I was motivated to pursue a career in public administration after working on the Jesse Jackson presidential campaign as a high school student in 1984. This experience impressed upon me the importance of public service. As result, I pursued a bachelor's degree in public administration and then later completed a masters in public administration at Kean University.

What advice would you offer to others who might be interested in a public service career?
Develop a career plan then work your career plan. Next re-evaluate your career plan and work it again. Pursue the right technical/educational background for your specialty area. Make personal and professional connections to others in your career area through work and professional organizations like ASPA.

Power Lies in Capacity to Learn

From LEGACY, pg. 16

communities exposed to risk requires an innovative approach. Emergency management agencies have long used exercises and training for emergency services personnel, but auto-adaptation at the community level involves households, businesses, schools, hospitals, churches, neighborhood associations and the full range of social and economic organizations.

Setting up training exercises for an entire community would be both costly and time consuming. An alternative method is to design trial demonstration projects in which selected communities would go through a detailed process of assessing the risks to which they are exposed and exploring alternative strategies for minimizing them. The demonstration projects would actively engage the residents in documenting and monitoring the risk to which their respective communities are exposed. The projects would illustrate to other communities practical ways in which collaborative action can significantly reduce disaster risk.

Trial demonstration projects are used often in business environments, but public agencies have been reluctant to adopt this approach. A new program sponsored by the National Science Foundation, the Global Environment for Network Innovations (GENI) now offers an opportunity to simulate large-scale innovations in information infrastructure to support the rapidly changing, dynamic decision processes characteristic of disaster operations.

This program, still under development, offers a promising opportunity to explore methods of community-wide practice in managing recurring risk. The high cost of error in government makes simulations and trial demonstrations an attractive means of exploring policy options to assess effectiveness under varying conditions before implementing them, nationwide. For more information, please see *http://www.geni.net*.

The Consequences of Inaction
Initiating change predictably encounters resistance. The inability to change governmental performance is often due to one-way information processes that maintain limited perspectives at the expense of the whole society. In the complex system of intergovernmental disaster management, any substantive change in performance will necessarily require a redesign of existing information infrastructure, management, and communication processes.

Unless these processes become integrated across jurisdictional levels, the disaster management system is virtually certain to shatter again–under the demands of the next hurricane, earthquake, tornado, infectious disease, or terrorist threat.

Auto-adaptation as a Learning Strategy
Auto-adaptation is not a miraculous method for reducing disaster losses, but it offers a vision of enabling communities to manage risk more effectively through rigorous assessment of both their exposure to hazards and capacity to respond. The power of the concept lies in the human capacity to learn, enabling communities to build partnerships with other organizations and create networks of information, support and action for sustainable disaster risk reduction.

ASPA member Louise K. Comfort is a professor in the Graduate School of Public and International Affairs, University of Pittsburgh. E-mail: comfort@gspia.pitt.edu

New ASPA Members

ASPA welcomes the following new members in the month of June 2006.
Please note: members rejoining ASPA are not included on this list.

Rachel Oldfield	Alaska
Donna Beedle	Arizona
Jesse W. Cooper	Arizona
Jeffrey L. Dolfini	Arizona
Joseph E. Janick	Arizona
Daniel Moore	Arizona
Mario Paniagua	Arizona
Harold Stewart, II	Arizona
Price Dooley	Arkansas
Bernard Basch	At Large Member
Viola Fuentes	At Large Member
Karen Roberts	At Large Member
Michele Carr	Bakersfield California
Pierre Paul	Central California
Cindy A. Boyles	Central Florida
Scott Niermann	Central Illinois
Eric Hawlk	Central New York
Christina Cosgrove-Rooks	Central Pennsylvania
Christian Wagner	Central Piedmont
Peggy Kozy	Chicago Illinois
Nicole Mikesell	Chicago Illinois
Clinton Moss, Jr.	Colorado
Michael Flanagan	Detroit Metropolitan Area
Riddick Smiley	Eastern North Carolina
Robert J. Allen	Empire State Capital Area
Nancy J. Athanassiadis	Empire State Capital Area
Audrey J. Barnes	Empire State Capital Area
John D. Bell	Empire State Capital Area
Robert L. Burhans	Empire State Capital Area
Gayle M. Casale	Empire State Capital Area
Steven M. Conant	Empire State Capital Area
Karen C. Dunn	Empire State Capital Area
Timothy J. Eckhardt	Empire State Capital Area
Andrew X. Feeney	Empire State Capital Area
James A. Ferro	Empire State Capital Area
Robert E. Gehrer	Empire State Capital Area
Elyse Griffin	Empire State Capital Area
Brian C. Haas	Empire State Capital Area
Renee R. Hallock	Empire State Capital Area
Annette M. Harkins	Empire State Capital Area
David A. Kelly	Empire State Capital Area
Mary Beth Lindsay	Empire State Capital Area
Melissa A. Little	Empire State Capital Area
Christine L. London	Empire State Capital Area
Luz I. Martinez	Empire State Capital Area
Robert Mascali	Empire State Capital Area
William H. Morehouse	Empire State Capital Area
Karen G. Osterhout	Empire State Capital Area
Philomena M. Reilly	Empire State Capital Area
Jody M. Schmid	Empire State Capital Area
Pamela S. Shufelt	Empire State Capital Area
Marc S. Talluto	Empire State Capital Area
Bruce C. Trobridge	Empire State Capital Area

Linda A. Wilsey	Empire State Capital Area
Stephen A. Zargham	Empire State Capital Area
Garfield M.J. Zeitler	Empire State Capital Area
Alan Lloyd	Evergreen
Monica McCallum	Evergreen
Nakki Price	Georgia
C Samuel Kissinger	Gold Coast
Alicia Holliday	Greater Kansas City
Kathy Murphy	Greater Rochester
Mark Cacamis	Hampton Roads
William A. Gibson	Hampton Roads
William J. Rudge	Hudson Valley
Randy Lally	Inland Empire
Sean Moore	Inland Empire
Drucilla Forbes	International Electronic Membership
Laura Halpin	International Electronic Membership
Yokozawa Takako	International Electronic Membership
Lelia Helms	Iowa Capital
Alex Tuckness	Iowa Capital
Alicia Holliday	Kansas
Mark Martz	Kansas
Douglas Norsby	Kansas
Jonica Burke	Kentucky
Yongbeom Hur	Kentucky
Steve Noble	Kentucky
Juita-Elena Yusuf	Kentucky
Lawrence Zacarese	Long Island
Jeffery Burgh	Los Angeles Metro Area
Elena Koulikov	Los Angeles Metro Area
Frank Olmos	Los Angeles Metro Area
Alice Howell	Lowcountry
Justin A. Brown	Maine
Lisa A. Leahy	Maine
Charles W. Ehart	Maryland
Christopher Kolb	Maryland
Johanna Bernstein	Massachusetts
Eric Raymond	Memphis/Mid South
Megan Heath	Monterey Bay California
Mason Beale	National Capital Area
Christopher Kolb	National Capital Area
Chamisa Colvin	Nebraska
Alan Kopetzky	Nebraska
William Allen	New Jersey
James Fazzari	New Jersey
Kim Starkovich	New Mexico
William Allen	New York Metropolitan
Rodney B. Benson	New York Metropolitan
Eric Hawlk	New York Metropolitan
Jill Hyland	New York Metropolitan
Lawrence Zacarese	New York Metropolitan
Drucilla Forbes	North Florida
Melissa Austin	Northern New Jersey
John Balian	Northern Virginia

Troy Drafton	Northern Virginia
Tasha Valentino	NYU - Wagner Chapter
Sakina Ali Butler	Oklahoma
Derek Portlock	Oklahoma
Dave Crumpton	Oregon
Dave Crumpton	Oregon/SW Washington
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Martin Kasey	Virginia
Richard Link, II	Virginia
Keith Reynolds	Virginia
Peggy Kozy	Walden University Affiliate
Candida Heater	West Virginia
Dan Koblitz	Wisconsin Capital

ASPA Commentary

ASPA Should Take a Stand Regarding Policy Issues: Continuing the Discussion

Edward B. Flournoy

I've been an ASPA member starting with the Long Island Chapter (1976-1980) and currently now (board member) with the North Texas ASPA Chapter. Although I have taken the business-profit path, I have always been involved in the public arena. It is interesting to see such a debate on the above topic regarding the idea of ASPA taking a position on a volatile issue that governs the heart of democracy, such as policies that affect our lives. Therefore, let me quote the opening general statement on the ASPA website as follows:

"Since 1939, we have been the nation's most respected society representing all forums in the public service arena. We are advocates for greater effectiveness in government–agents of goodwill and professionalism–publishers of democratic journalism at its very best–purveyors of progressive theory and practice and providers of global citizenship. We believe that by embracing new ideas–addressing key public service issues–and promoting change at both the local and international levels, we can enhance the quality of lives worldwide."

As practitioners and theorists of public administration we have a duty to inform and change in any way or means necessary the public and public servants on the issues of policy that govern our country. As a public organization we must research, analyze and suggest ways to correct the wrongs in our government so it can run efficient and provide the best services that the citizens demanded through their votes.

"ASPA does not need to take a democratic or republic stance. However, ASPA does need to bring all policy issues to the floor..."

I have read the ASPA BYLAWS and Mission statements and they explicitly say that as I quote:

- *ASPA BYLAWS:* Upholding and promoting integrity, ethics, and professionalism in the public service. Taking positions on (1) policy issues dealing with professional standards and the image of the public service, (2) policy issues with implications for the management of public organizations and workplace environment, and (3) policy issues relating to major program areas of public agencies.
- *Mission Statement:* Advances the art, science, teaching, and practice of public and non-profit administration. Building bridges among all who pursue public purposes. Provides networking and professional development opportunities to those committed to public service values. Achieves innovative solutions to the challenges of governance.

It may not be ASPA'S position to enforce or start the proceedings on any improper function a government representative or organization is doing. But ASPA is a "watch dog" for public policy and administration. It is the organizations duty to research, teach, write and bring to the attention of all our practitioners of polices and management issues that have a negative impact on our government and services affecting the people.

ASPA does not need to take a democratic or republic stance. However, ASPA does need to bring all policy issues to the floor so all can debate and conclude that there is an issue regarding improper governance. Whether it's from the President to a public organization employee, it is here where our theorists teaches our future public officials on how to make valued decisions, provide effective governing and management services to our citizens.

ASPA should have been the first organization to have written about any policy, constitutional or ethic issues that has been controversial. We should have had practitioners and theorists writing papers comparing various opinions on how the current constitution is being interpreted by our current and former administrations.

Yet, we have the American Bar Association (ABA) a conservative group now coming forward and officially stating that there are violations of our constitution by the current sitting administration. Now this should be debated and written about in PAR.

Taking a "neutral" position is simply not facing or exploring the issue. How can we make our government a better institution if we do not become involved? That's the purpose of ASPA. To "Take" a position of dealing with these issues so we may correct and improve on the way we govern and make policy decisions. The BYLAWS specifically state this.

ASPA is an organization of 'advocates for greater effectiveness in government.' So I say to all public administrators let's pick up our pens and open our books and begin our research so we can teach and show how government can be run and manage efficiently.

ASPA member Edward B. Flournoy is Founder of FmA Enterprise. E-mail: eflourno@earthlink.net

Obituary

Don Leslie Bowen

Don Leslie Bowen, professor emeritus, University of Arizona, died following a lengthy illness, July 20, 2006. He was 84 years old.

Throughout a distinguished professional career in public administration, Bowen was recognized as both a dedicated Educator and a noted administrator and consultant at the local, state, national and international levels of government.

He was a founding member of the National Academy of Public Administration (NAPA) in 1967. NAPA, which is chartered by Congress, serves as an independent source of research and advice for every branch and level of government, Congressional committees and civic organizations. He was a founding member of Pi Alpha Alpha, the national honorary for public administration and its first national president. He also was national president of Pi Sigma Alpha, the national honorary of political science.

Bowen was professor at the University of Arizona, Department of Public Administration from 1971 until his retirement in 1987. During his tenure at the university he served on committees accrediting public administration programs at other universities throughout the United States and on a number of commissions for the Governor or Arizona and the Pima County Board of Supervisors. He also researched and published studies on Arizona county government and Special Districts within the state of Arizona, a study which has become a national standard on the subject. He initiated the establishment of the Udall Center of Studies in Public Policy.

He was the former executive director of the American Society for Public Administration; director, Bureau of Governmental Research, University of maryland; administrative assistant to an Oklahoma Congressman; research director and acting director, Oklahoma State Legislative Council; as well as professor at the Universities of Arizona, Maryland and Oklahoma throughout his career.

He strongly believe that good practitioners made for the best teachers, a tenant he applied and followed throughout his own career. He also believed in the innate value of public service in the quest to improve both the quality of government and the quality of life for all.

Don Bowen was born April 16, 1922 in Spanish Fork, Utah. He received his BA from Utah State University, MS in Public Administration from the University of Denver and his PhD from Syracuse University. He is survived by his wife, son, daughter, brother, sister, three grandsons, three step-grandchildren and seven great-grandchildren.

Services were private after cremation. The family requests that remembrances be made to favorite charities.

2007 Award Nomination Period Opens September 1, 2006

Awards Schedule

October 13, 2006
Deadline for Nominations

February 1, 2007
Winners Announced in PA TIMES

March 23-27, 2007
Winners Honored at Conference

Joint Awards

National Public Service Awards (NPSA)

ASPA and the National Academy of Public Administration have established the National Public Service Awards program to pay tribute to public service practitioners, to provide recognition for outstanding individuals, and to underscore the need to have creative and highly skilled individuals as career managers of complex and demanding government functions. There is a separate nomination procedure for these awards. A brochure with complete nomination information is available by contacting ASPA.

Charles H. Levine Memorial Award for Excellence in Public Administration

This award, presented by ASPA and the National Association of Schools of Public Affairs and Administration (NASPAA), recognizes a public administration faculty member who has demonstrated excellence in three major areas of the field–teaching, research and service to the wider community. Nominations must include a current curriculum vita of the nominee and a one-page statement on each of the following three criteria: Research, Teaching and Community and Public Service.

NASPAA/ASPA Distinguished Research Award

This award recognizes the research of an individual whose published work has had a substantial impact on the thought and understanding of public administration. It is not intended to honor lifetime contributions to the field. It allows the public administration community to recognize an identifiable body of work by an individual that has had specific consequences for the way we think about the field.

Center for Accountability and Performance (CAP) Awards

The Harry Hatry Distinguished Performance Measurement Practice Award

This award is presented to an individual whose outstanding teaching, education, training, and consultation in performance measurement have made a significant contribution to the practice of public administration. The winner, who does not have to be an ASPA member, must have spent the primary part of his/her career in public service and may be selected from local, state or federal government as well as from international and public service nonprofit organizations. The award recognizes a person who has made outstanding contributions on a sustained basis rather than a single accomplishment. Preference will be given to a person whose accomplishments have been measured and whose impact has been documented in the literature.

Organization Leadership Award

This award is presented to an organization that has yielded outstanding results on a sustained basis. It recognize outstanding applications of a systems approach to performance measurement, and demonstrated positive effects on government performance and accountability. The organization may be selected from local, state or federal government as well as from international and public service nonprofit organizations. Preference will be given to an organization whose results have been measured and whose impact has been documented in the literature or at conferences.

Joseph Wholey Distinguished Scholarship Award

Awarded for outstanding scholarship on performance in public and nonprofit organizations. The author(s) must provide a significant contribution to advancing knowledge in a scholarly journal about the development, implementation, use and impact of performance measurement. Preference will be given to a scholarly work that is relevant to the broad public administration community and is of interest to both practitioners and academicians.

Professional Recognition

Gloria Hobson Nordin Social Equity Award

This annual award recognizes lifetime achievement and effort in the cause of social equity and is open to all nominees. Candidates may be employees of state, local or federal government; employees in the non-profit sector; or employees of colleges and universities. Elected public officials are eligible for the award. Employees from the private sector are also eligible for the award, but the emphasis should be on their achievement and effort in the public sector.

John W. Gaston, Jr. Award for Excellence in Public Service Management

This award is presented to a public manager for excellence in public service management, particularly in the areas of natural resource management or environmental protection. Selection criteria include demonstrated attention to strategy, structure, systems, shared values, and skills, but the bottom line criteria is the achievement of results that contribute to public safety, health, welfare, and the quality of the environment.

Public Integrity Award

This award pays tribute to an organization, which has made outstanding contributions to responsible conduct in public service. The award will be presented to an organization that: presents evidence of accomplishing, or causing to accomplish, significant programs or projects benefiting the general public and that, represents any domain of public service, local, state, national, international, or non-profit.

Dwight Waldo Award

Presented to persons who have made outstanding contributions to the professional literature of public administration over an extended career. To be eligible the nominee must have had at least one article published in *Public Administration Review* and a minimum of 25 years of active scholarship that has furthered the discipline of public administration. The name and career summary of the Waldo Award winner will be published in *Public Administration Review*.

Equal Opportunity/Affirmative Action Exemplary Practices Award

Presented to individuals and organizations which have made outstanding contributions to a more equal society. Up to four awards may be presented to individuals and organizations representing the following categories: federal, state, or local government units, educational institutions, non-profit institutions, private sector organizations.

Elmer B. Staats Lifetime Achievement Award for Distinguished Public Service

The Elmer B. Staats Lifetime Achievement Award for Distinguished Public Service has been established to honor a public administrator's career accomplishments and contributions to the public service and ASPA over a lifetime.

Paul P. Van Riper Award for Excellence and Service

The Paul P. Van Riper Award for Excellence and Service will be awarded to an ASPA member who has made significant contributions to both the academic and practitioner communities of public administration. Award recipients will have distinguished themselves through their current active engagement in and contributions to developing the public service of the future.

International Public Administration Award

This award honors a distinguished foreign scholar or practitioner for significant contributions to public administration in other nations.

To be eligible to be nominated for the award, the individual must meet the following criteria: holds citizenship in a nation other than the United States of America, lives and works (primarily) in a nation other than the United States of America, contributes significantly to the field of public administration as a scholar, practitioner, or both, as demonstrated by publications, other awards and honors, and the testimony of the nominee's colleagues and beneficiaries of the nominee's work.

Society Awards

Chapter/Section Newsletters

These awards are given annually to recognize newsletters as a vital means of communication and a valuable service offered to chapter and section members. All chapters and sections are eligible. Chapters and sections wishing to be considered must submit three issues of their newsletters which were published between December 1, 2005 and November 30, 2006. The chapters and sections will be placed into categories by membership size and judged accordingly.

Oveta Culp Hobby Training Awards

These awards recognize chapters and sections which provide professional development to members through planned activities. Chapter and section programs presented during calendar year 2006 are eligible. Nominations should explain how the programs meet the following criteria:

- Is the program offered to ASPA members and transferrable to other organizations?
- Is the program a vehicle for ensuring ethical practices in government?
- Does the program identify new topics and target audiences?
- Does the program promote knowledge and skills to be a creative, ethical, and responsible public manager?
- Does the program identify beliefs and practices to excel in the public service?

Donald C. Stone Service to ASPA

The Stone Award pays tribute to ASPA members who have contributed outstanding services to the Society. Any individual currently an ASPA member and who has been an ASPA member for three consecutive years is eligible for consideration. Current or former ASPA presidents, the current president-elect and the vice president are not eligible. Letters of nomination may be submitted by any current ASPA member on behalf of another member and should include a brief narrative of the nominee's services to ASPA.

Academic Recognition

Conference Scholarship for Graduate Students

Each year, ASPA presents four student conference grants in the amount of $250 each. ASPA chapters are invited to nominate a student for this award. This year's recipients were selected based on their outstanding academic records and their commitment to a public service career in practice or research.

Walter W. Mode Scholarship

Managed by the ASPA Endowment, Inc., the Mode Scholarship is awarded out of a special fund named in honor of Walter W. Mode (the 30th National President of ASPA, with a distinguished record of public service at the federal and international levels). One $2500 scholarship is given each year for graduate study in public administration to a student who is an ASPA member and who demonstrates a commitment to a career in the public service.

Wallace O. Keene ASPA Conference Scholarships

Established in 2003, the Wallace O. Keene ASPA Conference Scholarships are awarded to students in the fields of public administration and public policy. The scholarships are intended to provide students financial assistance to attend the ASPA national conference, and thereby expand their knowledge of the field and their acquaintance with others in the field. The $250 scholarships are also intended to emphasize the impact of ethical leadership on the public's trust in government. Click here for more information.

Visit ASPA's website for more detailed information and criteria on all of the awards listed above.

www.aspanet.org

I hereby nominate: ____________________________ for a 2007 ASPA Award. This nomination is for the following award: __________________

Included with this nomination form is a one page summary of why the individual or organization nominated deserves this award, including an accurate address and telephone and fax numbers; and any additional materials which may be required for this award. Please refer to award criteria located on these pages.

Nominator

Title

Organization

Address

Daytime Phone Number Daytime FAX Number

I certify that the submission meets all eligibility requirements. I understand that any entry which fails to meet submission requirements may be disqualified.

Signature of Nominator

Return this form with nomination information to : ASPA 2007 Awards, 1301 Pennsylvania Avenue, Suite 840, Washington, DC 20004

In Memory

Colleagues Remember Former PAR Editor Larry Terry

Note from Editor: Because of the large outpouring of sentiments, PA TIMES was unable to publish all submitted tributes to Former PAR Editor Larry Terry in the July issue. Following are the pieces that did not run in July.

Larry and I met when we were graduate students at Virginia Tech. We were 25 and 26 years young and like most people of that age, we thought we were going to walk off into the sunset together. Instead we walked into real life. We were married nearly 20 years.

In my life with Larry I learned how far belief in self can take us. Larry came from humble beginnings and achieved what he did because he believed that when someone gave him a sliver of a chance, he could make it happen. He also understood that luck is a magical combination of preparation meeting opportunity so he worked terrifically hard. Few people I've met in life work that hard.

Larry was a tumble of ideas, more than he could pursue, and he was delighted to share them. His excitement was contagious and it supported the intellectual work of friends, students, and colleagues. He was brilliant and not just intellectually curious but demanding of himself. On our first date, he handed me a paper he was working on and asked me to talk with him about it.

Because of his early life experiences, Larry opened doors for a number of people, many of them African-American, and gave them access to educational opportunity. Cleveland State University and, no doubt, University of Texas at Dallas, are proud to name several strong, bright, students who will make their mark on the field of public administration because Larry saw their potential. He knew that when we educate people who are first generation college students we change not only their lives, but the lives of their families. Education opens new horizons not only for the graduate, but for nieces and nephews, brothers and sisters. In academia, we celebrate educating the best and the brightest. Larry understood the "value added" when we nurture diamonds in the rough -- because he had been one.

Larry lived life at full bore – and in seeing the world through his eyes I learned what different worlds we live in together. I learned the work of bridging those worlds.

Through my life with Larry I learned about living to one's potential, faith that the best may actually result, the richness in soul, and most of all, the power of grace.

Jennifer Alexander
Cleveland State University

I first met Larry Terry when I interviewed him over lunch in early 1991 for a faculty position at our College. What struck me back then was his personal intensity, his energy, his wide-ranging scholarly interests in texts, both current and antiquarian, his sometimes mischievous sense of political incorrectness, his sharp sense of style in clothing and taste in food and drink, and, above all, his infectious laughter and personal warmth.

When Larry joined us, I was delighted both professionally and personally. Because of similarities in our intellectual outlooks, it was just a matter of weeks before we decided to work on our first joint and somewhat controversial article that would blend together our interests in the Founders and American constitutionalism.

I still remember hammering out some elements of this article over a couple of glasses of ale at a local brewpub after work. Our conversation was wide-ranging and turned to other matters including the work of some obscure nineteenth-century German Hegelian administrative theorist, whose ideas Larry related to me with a schoolboy-like enthusiasm. Afterwards, we walked over to a nearby used bookstore where he zealously perused the philosophy section and was overjoyed when he found and purchased a copy of some classic by Herbert Spencer.

Our initial collaboration worked so well that we collaborated again on a second article, but, after that, Larry became increasingly caught up in the academic administration of our College. One year, he actually held three different posts at the same time. He seemed to enjoy administration–he liked, as we say, to make a difference–but, despite his continued respectable scholarly output, he often expressed a wistful longing to devote more time to his research and writing. This was not to be.

With the help of Camilla Stivers, whom he helped recruit to our College and others, Larry secured the editorship of *Public Administration Review*, a job he was to hold for six years and to discharge with his inimitable energy and creativity. Also, he went on to the upper echelons of academic administration at the University of Texas, returning to the region of the country he loved the best.

Over the past years, whenever we met at conferences, Larry was always cheerful and positive about the future. However, he was especially energized last April in Denver. Larry talked with me there about some previously undiscovered papers from the Brownlow Commission that he and a colleague were working on. There it was again–the same energy and enthusiasm, the same boyish excitement with scholarship.

Now freed from his editorial responsibilities, Larry seemed eager to immerse himself once again more fully in his research and writing. Sadly, yet again, this was not to be and we are all poorer for it. Like many others, I shall miss him as a scholar, a colleague, and, above all, as a good friend, but I am happy he stayed at least awhile with us.

Michael W. Spicer
Cleveland State University

The CPAP Community Remembers Larry Terry

Below are memories from members of the CPAP (Center for Public Administration and Policy, Virginia Tech) community.

Larry embodied leadership and the conservation of the best values surrounding our field. We at the Center for Public Administration and Policy, Virginia Tech, loved him as a student, admired him as an alumnus, praised him as a professional, and respected him as a scholar. Larry Terry indeed exemplified the best of Virginia Tech's Ut Prosim, that I may serve, and of CPAP's To the Life of the Mind.–**Larkin Dudley**

No one showed more drive and persistence than Larry about the important matters of our field. His enthusiasm was infectious. More than that, he was kind and respectful of others' views, even while he pressed his own views in conversation. And he managed to keep a sense of humility and limits as he became more influential. Larry contributed significantly to our literature, especially concerning the role of administrators as conservators, and many fine scholars found him amiable and helpful with advice and constructive criticism. Larry seemed to sense when a topic needed more attention, and he pressed others into service through his good natured persuasion and leadership.

He was born with the disposition to lead, and he cultivated his skills both academically and politically to succeed in our field. He has been recognized for this on several occasions, and we honor him now in memoriam. I offer heartfelt condolences to his family. He left them a legacy about which they can be very proud. I know I am, and I grieve for his loss.**–Rick Green**

It seems to me what was special about Larry was that in his professional life he seemed to constantly be looking for ways to bring up the people around him. Certainly he was a complex person, but in my own experience above all he was an advocate for people--he was for me, for emerging scholars, for many people.
–Angela Eikenberry

I will pray for a very special friend to me, who was very, very close, during our golden years at Blacksburg. Larry Terry will stay inside of each one of us.
–Bianor Cavalcanti

The news about Larry Terry is so sad. He was such a good and positive scholar and person.**–Anne Khademian**

I had worked very hard on an article about public guardianship, believing it an important one for PAR and also for me, but there was a split in the reviewers. Larry called me on the telephone to tell me that he was going to publish it. It was the first day I had returned to the office since my mother's death. I was exhausted from seeing to her, to my dad, and to my son and heartbroken for our loss. I can't tell you what that meant to me at that time. **–Pamela Teaster**

Yes, indeed, it is very sad. He was so energetic, full of life. **–Goktug Morcol**

Even I, with my background in hospice and health care administration and policy, find this news about a friend and colleague to be a shock. Too often we put into the back of our minds the reality that life is as fragile as it is precious.
–Cynthia Massie Mara

The news about Larry Terry is simply heartbreaking. A tragic reminder of just how short life really is.**–Susan Gooden**

Too young, too much left to contribute. I'll be thinking and praying for Larry's family on Friday. **–Karen Evans**

I am so sorry for CPAP and all PA community loss of Larry Terry. He was such a wonderful person and a great scholar.**–Alesya Bogaevskaya**

How tragic! I am shocked and saddened. Please send my heartfelt wishes to all.
–Gary Marshall

We wish to remember Larry Terry's love of CPAP and our respect for his contribution to the field of public administration and policy.–**Lori Anderson, Jennifer Alexander, Amos Avny, Kim Baker, Raquel Becerra, Missy Graham, Robert Griffin, Tammy Hall, Bryce Hoflund, Jean Hovey, Jeff Janosko, Ryan Lanham, Wanxin Li, Lluana McCann, Carol Neves, Stephanie Newbold, Michelle Pautz, M. A. Price-Rhodes, Reggie Shareef, Bethany Stich, Camilla Stivers, Lisa Tabor, Amporn Tamronglak.**

Larry was a powerful force in shaping my life and is largely responsible for who I am now, where I've gone, and more specifically for directing me to CPAP which was a wonderful, life-changing experience for me that will always be dear to my heart…always. In many ways, Larry helped me to recognize and acknowledge my true passion in life…that is, public administration and the life of the mind. I am still having such difficulty in knowing that he's gone that it is beyond words. But also knowing that he is gone, makes me want to live harder and stronger and as vivaciously as he did….he truly embodied the notion of carpe diem. He was my "Captain" much like Robin Williams was to his students in the movie, Dead Poets Society.
–**Susan Pandy**

Know Your Code

This column is a continuation 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 to make all ASPA members more aware of our code of ethics and how it can be interpreted and utilized. Reponses to this specific column are encouraged. Readers are also invited to submit questions about specific situations for possible consideration in future columns.

Demonstrate Personal Integrity

Jack D. Kem

The Concept of Integrity

General Charles Krulak, former commandant of the United States Marine Corps, made the following comments at the Joint Services Conference on Professional Ethics (JSCOPE) on January 27, 2000 in Springfield, Virginia:

During the time of the 12 Caesars, the Roman army would conduct morning inspections. As the inspecting centurion would come in front of each legionnaire, the soldier would strike with his right fist the armor breastplate that covered his heart. The armor had to be strongest there in order to protect the heart from the sword thrusts and from arrow strikes.

As the soldier struck his armor, he would shout "integritas," which in Latin means material wholeness, completeness and entirety. The inspecting centurion would listen closely for this affirmation and also for the ring that well kept armor would give off. Satisfied that the armor was sound and that the soldier beneath it was protected, he would then move on to the next man.

At about the same time, the praetorians or imperial bodyguard were ascending into power and influence. Drawn from the best "politically correct" soldiers of the legions, they received the finest equipment and armor. They no longer had to shout "integritas" to signify that their armor was sound. Instead, as they struck their breastplate, they would shout "hail Caesar," to signify that their heart belonged to the imperial personage–not to their unit–not to an institution–not to a code of ideals. They armored themselves to serve the cause of a single man.

A century passed and the rift between the legion and the imperial bodyguard and its excesses grew larger. To signify the difference between the two organizations, the legionnaire, upon striking his armor would no longer shout "integritas," but instead would shout "integer."

Integer means undiminished–complete–perfect. It not only indicated that the armor was sound, it also indicated that the soldier wearing the armor was sound of character. He was complete in his integrity…his heart was in the right place…his standards and morals were high. He was not associated with the immoral conduct that was rapidly becoming the signature of the praetorian guards.

Integrity…it is a combination of the words, "integritas" and "integer". It refers to the putting on of armor, of building a completeness…a wholeness…a wholeness in character…

What the ASPA Code Says

The ASPA Code of Ethics makes a strong statement about the importance of personal integrity and character for public administrators. The third major section of the ASPA Code of Ethics is to "Demonstrate Personal Integrity." The code states that ASPA members should:

Demonstrate the highest standards in all activities to inspire public confidence and trust in public service. ASPA members are committed to:

- Maintain truthfulness and honesty and to not compromise them for advancement, honor, or personal gain.
- Ensure that others receive credit for their work and contributions.
- Zealously guard against conflict of interest or its appearance: e.g., nepotism, improper outside employment, misuse of public resources or the acceptance of gifts.
- Respect superiors, subordinates, colleagues and the public.
- Take responsibility for their own errors.
- Conduct official acts without partisanship.

How to Use What the ASPA Code Says

The first two major sections of the ASPA Code of Ethics illustrate to whom public administrators serve ("Serve the Public Interest") and the context for public service ("Respect the Constitution and the Law"). The third major section ("Demonstrate Personal Integrity") provides a touchstone on how to serve the public with character and integrity

Maintaining truthfulness and honesty without compromise is of utmost importance for public administrators. The public has placed their trust and confidence in those in the public service; the words and actions of public administrators should inspire that trust and confidence.

Not only should public administrators be committed to maintaining truthfulness and honesty without compromise for "advancement, honor, or personal gain," public administrators should zealously guard against the appearance of such a compromise of personal integrity.

Public servants should also ensure that others receive credit for their work and contributions, while also taking responsibility when they make mistakes. As Arnold H. Glasow said, "A good leader takes a little more than his share of the blame, a little less than his share of the credit."

The ASPA Code of Ethics outlines a proactive approach to giving credit and accepting responsibility for errors; ASPA members should ensure others receive credit for their work and contributions. Accordingly, ASPA members should stand up and take responsibility for errors, not just accept responsibility when errors are brought to light.

Finally, demonstrating personal integrity extends to giving respect to others, including superiors, subordinates, colleagues and the public. As public servants, ASPA members should take official actions without regard to partisanship, but should serve and respect all.

Unlike the praetorian guards of Roman days, ASPA members do not serve their sponsors, organizations, or institutions–but instead adhere to a code of ideals embodied by service in the public interest with respect for the Constitution and the laws. This is the mark of demonstrating personal integrity.

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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.

The Recruiter

WHERE EMPLOYERS AND JOB SEEKERS MEET.

UNIVERSITY POSITIONS

Senior Scholar
The College of Social and Behavioral Science (CSBS)
University of Utah

Responsibilities: The College of Social and Behavioral Science (CSBS) at the University of Utah is launching an exciting new Institute of Public and International Affairs (IPIA) that will house numerous research, teaching, and outreach activities related to politics, public policy, governance, security, and international affairs. The University of Utah is seeking an accomplished senior scholar with expertise in public policy who would be tenured as an associate or full professor in one of the seven departments in CSBS and hold a senior appointment in IPIA. Departments in CSBS include anthropology, economics, family and consumer studies, geography, political science, psychology and sociology. The successful candidate will be expected to contribute to core public policy teaching, undertake research projects that will advance the IPIA's public policy emphasis, and assist leadership in building the IPIA's regional, national and international reputation during its early, formative years.

Qualifications: We seek applications from individuals who conduct research related to policy analysis and/or policy decision-making whose work would build on existing public policy strengths within the university. Preferred areas of research include, but are not limited to and are not listed in priority order: (1) economic and social well-being, (2) health, and (3) the environment. Researchers with an international perspective will be considered favorably. We encourage applications from individuals who are excited about working in a multi-disciplinary environment. The successful candidate must have a Ph.D., be familiar with current public policy issues, have effective interpersonal skills, and an established, nationally visible, extramurally funded research program.

Application Deadline and Start Date: Applications should be received by October 16, 2006. The search committee may consider applications received after this time until the position is filled. This is a new position with an expected starting date of approximately July 1, 2007.

Contact Person: Inquiries should be made to the IPIA Public Policy Search Committee, c/o Jolaine Randall, 801-581-6493 or jrandall@cppa.utah.edu. Applications should include a letter of interest, CV, a sample of published work, and contact information for three references. Applications should be mailed to: Professor Robert Huefner, Chair, IPIA Public Policy Search Committee, c/o Jolaine Randall, University of Utah, 260 South Central Campus Dr., Rm 214, Salt Lake City, Utah 84112.

The University of Utah is an Equal Opportunity, Affirmative Action Employer, encourages nominations and applications from women and minorities, and provides reasonable accommodation to the known disabilities of applicants and employees.

Faculty Positions
The Askew School of Public Administration and Policy
Florida State University

The Askew School of Public Administration and Policy at the Florida State University, offering a NASPAA accredited MPA program and Ph.D. program, has two tenure and one non-tenure track positions at the assistant professor level.

Position One: teaching in our public financial management specialization is required. Search Chair: Earle Klay.

Position Two: teaching health systems management is required and other classes to support the MPA and Ph.D. degrees as well as the Master of Public Health degree. Search Chair: James Bowman.

Position Three: Executive in Residence (EIR) is a two-year, full-time, non-tenure track position with renewal possible. Duties include teaching graduate courses in public administration. Within two years the EIR is expected to generate, as well as direct, sponsored projects that help the Askew School serve the international, national, state or local communities in the person's areas of management or policy expertise. Preference may be given to a person with local government experience, as the Askew School develops a Center in Local Government Management. Search Chair: Lance deHaven-Smith.

For all three positions, teaching and research interests in other areas of public administration in addition to specifics listed for each position are welcomed. Interests in nonprofit or information management would be a plus.

Located in Florida's capital city, the Askew School offers extensive opportunities for research and networking. Faculty members are actively publishing scholars who enjoy working with junior colleagues, and who value good teaching and practitioner experience. The School (http://askew.fsu.edu) is committed to sound scholarship and the foundational values of citizenship and public service. The standard teaching assignment is 2+2 and salary is competitive. The doctorate must be completed by the date of appointment for positions one and two, but is not required for position three. Applications are invited especially from minority candidates. The Florida State University is an Affirmative Action/Equal Opportunity Employer.

Submit C.V., three letters of reference, teaching evaluations (if available) and a sample piece of writing to: {Specific Chair}, Search Committee, Askew School of Public Administration and Policy, Florida State University, Tallahassee, FL 32306-2250. Applications should be submitted by October 27th when the first review of applicants will begin, continuing thereafter until the positions are filled.

Assistant Professor
School Of Urban And Public Affairs
University Of Texas At Arlington

The School of Urban and Public Affairs (SUPA) at the University of Texas at Arlington invites applications for a tenure-track faculty position in Public Administration at the Assistant Professor level beginning Fall 2007. The successful candidate will be teaching at the graduate level (MPA and Ph.D.). In addition to contributing to core curriculum teaching in public administration, areas of teaching and research expertise must include two of the following:

1. Information Resource Management
2. Public Human Resource Management and Ethics.
3. Civic Engagement

Applicants should have a doctorate in Public Administration, Public Affairs, or Political Science. ABDs will be considered. Preference will be given to candidates who have an established research record with interest in working in a multidisciplinary environment as well as a commitment to community service.

The School offers excellent teaching and research support and its location in the heart of the Dallas-Fort Worth metropolitan area provides an ideal urban laboratory for research and community service. The School, with an interdisciplinary faculty, offers five graduate degrees including: Ph.D. in Urban and Public Administration, Ph.D. in Urban Planning and Public Policy, Masters in Urban Affairs, Masters in Public Administration, and Masters in City and Regional Planning.

A letter of application indicating research and teaching interests, vitae, and three letters of recommendation should be sent to Dr. Sherman Wyman, Chair, Search Committee, School of Urban and Public Affairs, Box 19588, The University of Texas at Arlington, Arlington, TX 76019-0588. Review of applications will begin immediately and continue until the position is filled. The University of Texas at Arlington is an Equal Opportunity Affirmative Action Employer.

Assistant Professor of Public Administration
Budgeting and Finance
San Francisco State University

San Francisco State University invites applications for a tenure-track faculty position at the Assistant Professor level, to begin August 2007. The individual would be part of a growing NASPAA-accredited Public Administration Program.

Minimum qualifications include an earned Ph.D. or D.P.A., a demonstrated potential for excellence in teaching, research, and community / university service and the ability to teach other public administration courses. For this position, prior teaching experience and public sector / nonprofit work experience are pluses.

The successful candidate would be expected to teach courses in public and nonprofit budgeting at the graduate level. The faculty member would also be expected to help build the budgeting and financial management curriculum by developing electives (such as financial management). In addition, the successful candidate will be responsible for teaching additional general public administration core and elective courses.

The Public Administration Program at San Francisco State University is a NASPAA-accredited program in a multicultural urban university of 25,000 students. For more information, check these web sites: San Francisco State University (http://www.sfsu.edu), the SFSU Public Administration Program (http://bss.sfsu.edu/~mpa/), and the San Francisco Bay Area (http://www.sfgate.com).

To apply, submit a cover letter explaining your interest and qualifications, a curriculum vitae, three reference letters complete with contact information for references, a writing sample, and teaching evaluations / sample syllabi (if you have teaching experience) to Chair, Budgeting and Finance Search Committee, Public Administration Program, San Francisco State University, 1600 Holloway Avenue, San Francisco CA 94132. In your letter, please discuss other courses you could teach and your planned research agenda.

Review of applications will begin October 1st.

San Francisco State University is an Affirmative Action Equal Opportunity Employer. Members of historically underrepresented groups are encouraged to apply.

Assistant Professor of Public Administration
Urban / Local Government Administration
San Francisco State University

San Francisco State University invites applications for a tenure-track faculty position at the Assistant Professor level, to begin August 2007. The individual would be part of a growing NASPAA-accredited Public Administration Program.

Minimum qualifications include an earned Ph.D. or D.P.A., a demonstrated potential for excellence in teaching, research, and community / university service and the ability to teach other public administration courses. For this position, prior teaching experience and public sector / nonprofit work experience are pluses.

The successful candidate would be expected to teach courses in urban administration at the graduate level. The faculty member would also be expected to help build the urban / local government administration curriculum by offering electives (such as intergovernmental relations, community and economic development and others). In addition, the successful candidate will be responsible for teaching additional general public administration core and elective courses.

The Public Administration Program at San Francisco State University is a NASPAA-accredited program in a multicultural urban university of 25,000 students. For more information, check these web sites: San Francisco State University (http://www.sfsu.edu), the SFSU Public Administration Program (http://bss.sfsu.edu/~mpa/), and the San Francisco Bay Area (http://www.sfgate.com).

To apply, submit a cover letter explaining your interest and qualifications, a curriculum vitae, three reference letters complete with contact information for references, a writing sample, and teaching evaluations / sample syllabi (if you have teaching experience) to Chair, Urban Administration Search Committee, Public Administration Program, San Francisco State University, 1600 Holloway Avenue, San Francisco CA 94132. In your letter, please discuss other courses that you could teach and your planned research agenda.

Review of applications will begin October 1st.

San Francisco State University is an Affirmative Action Equal Opportunity Employer. Members of historically underrepresented groups are encouraged to apply.

NONPROFIT POSITION

Finance Position
American Society for Public Administration

ASPA seeks candidates to fill a position to perform a variety of administrative duties in finance and day-to-day operations. Position requires a range of Administrative and Management skills. Strong background in accounting and familiar with Quick Books Pro. Candidate must be well organized and detailed oriented. Salary: DOQ.

Send cover letter and resume to dcrawley@aspanet.org

CONFERENCE CALENDAR

August 2006

19-20 Planning and Organizational Strategy for Public Sector Executives: Building Your Organization's Capabilities for Creating and Executing Its Strategic Plan
More Info.: www.leadership.opm.gov
Location: Washington, DC

21-24 Building High-Performance Organizations for the 21st Century: Understanding the Theory and Practice of Organizational Change
More Info.: www.leadership.opm.gov
Location: FEI,Charlottesville, VA

September

15-17 ASPA's Mid-Year Leadership Meetings
Washington, DC
www.aspanet.org

27-30 2006 Southeastern Conference of Public Administration (SECoPA) Conference
Location: Athens, GA
More Info.: 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

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

November

7-10 XI International Congress of CLAD on State and Public Administration Reform
Guatamala City, Guatamala
More Info.: 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

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

www.aspanet.org

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