

Essays on Public Administration

Copyright © 2012 Fred Fanning
All rights reserved.
Lu Eldridge Publishing, USA
ISBN-10: 146636193X
ISBN-13: 978-1466361935

DEDICATION

I dedicate this book to my parents Aden (Ted) and Glenda Fanning. They both sacrificed while Ted served over 20 years in the U.S. Air Force, which included a tour in Vietnam. Because of this sacrifice their life resembled a quote from Paul Eldridge “We mourn the transitory things and fret under the yoke of the immutable ones.”

CONTENTS

	Introduction	1
1	A Day in the Life of a City Manager	4
2	Who's most Qualified to Be Minority Recruitment Director	9
3	Requiem for a Good Soldier	18
4	Choosing a Municipal Human Resources Director	23
5	A Town Budget Gone Terribly Wrong	29
6	Public Budgeting	40
7	Updating Missouri Motorcycle Safety Program Statutes to Prevent Needless Deaths and Injuries	57
8	How Kristin Died	72
9	Evaluating a Training Process	79
10	A Case for Change	83
11	Admiral Boorda's War	95
12	Five Articles on Public Administration worth Reading	102
	Summary	112

Introduction

Thank you for choosing this collection of essays. I compiled this work during a two-year period of scholastic study of Public Administration. From that work I collected a dozen essays that provide readers a better understanding of how the United States Government works.

Public Administration is very important to every U.S. citizen because it is the planning, organizing, leading, directing, and controlling of government operations. In the United States the basic document for administering the government is the Constitution. A great way to begin any study of Public Administration is with a quote from R. Bruce Carroll, Editor of the Constitutional Literary Reader at the Federal Executive Institute in Charlottesville, Virginia. In the preface of that document he states:

The Constitution is central to the public administration: the public administration works hand in glove with the American Constitution. Good public administration means good constitutionalism. Every public manager who understands not only the importance of the Constitution, but also what it means, improves his or her effectiveness. Society can count on its government when all observe the Constitutional rules of the game. In this Nation, the public good is determined by a commitment to the processes defined by the Constitution, not by the strong.

The Nation and its Constitution fail without a public administration dedicated to the processes which make the system work. And public administration works within an exceedingly complex structure, one wildly different from that found in most other organizations and dictated by the strictures of a separation of powers system of government.

Since the Constitution was ratified by the states this nation has had three branches of government. The congressional branch makes laws and allocates money; the executive branch makes policies, standards, and guidelines as well as managing agencies that administer public programs; and the judicial branch reviews laws against the Constitution. State and

Commonwealth governments of the United States function in much the same way as the federal government with their own constitutional documents, roles, and responsibilities.

According to Article VI of the Constitution each member of the three branches must take an oath of office to support the Constitution as a condition of employment. The oath of office for Federal employees is:

I, [name], do solemnly swear (or affirm) that I will support and defend the Constitution of the United States against all enemies, foreign and domestic; that I will bear true faith and allegiance to the same; that I take this obligation freely, without any mental reservation or purpose of evasion; and that I will well and faithfully discharge the duties of the office on which I am about to enter. So help me God.

The Office of Personnel Management is the human resources office for the federal government. On its website it states that "As Federal civil servants, we take an oath of office by which we swear to support and defend the Constitution of the United States of America. The Constitution not only establishes our system of government, it actually defines the work role for Federal employees - "to establish Justice, insure domestic tranquility, provide for the common defense, promote the general welfare, and secure the blessings of liberty.""

Public administration works in practice differently than in the academic environment. In addition there are management fads that come and go as well as attempts to make the government work like a business. These management fads and attempts to make government work like a business don't work for two reasons.

1. The government is a unique venture run by a bureaucracy that operates for the public good with a mission and not to make a profit.
2. The government is political. Citizens are elected to serve in public office and are expected to do what is right for their constituents and not to make a profit. To accomplish their mission government officials use Public Administration.

On the other hand businesses exist to make a profit and if they don't make a profit they aren't in business long. Businesses have a mission,

Essays on Public Administration

but it is driven by profit. Businesses have constituents too, but they are shareholders, partners, and owners. Each of these constituents is eager to make a profit. Businesses use Business Administration to plan, organize, lead, direct, and control business operations.

It is important to note that there is one sector of business that uses Public Administration rather than Business Administration principles to operate. These are known as “non-profit”. These organizations are usually philanthropic and normally provide services or products for free to their constituents, normally people in need. These organizations normally obtain money through donations and grants.

In this book I have included essays that I think provide a great deal of information to give readers a better understanding of how government in the United States works. In each essay I have tried to provide the background of a situation as well as describe issues and alternatives for the reader to consider. My goal is for readers to learn about the United States form of government and have a better understanding of how it works or in some cases doesn't work. After better understanding how government works perhaps readers will be in a better position to participate when and if the opportunity arises.

To start this book I have selected the first essay to be A Day in the Life of a City Manager so the reader can jump right into the role of a public official.

Essay 1 - A Day in the Life of a City Manager

Introduction

This essay is based on a case study in the 5th edition of *Public Personnel Management: Context and Strategies* written by Donald Klinger and John Nalbandian published in 2003. This case study involved the circumstances surrounding the daily problems of a city manager in dealing with the problems and the many actors involved in leading the city. The city manager dealt with elected officials, managers, employee unions, and the citizens of the city. There were some tough problems facing this city and there were even tougher personality problems between actors. In order to solve the physical problems she, the city manager, had to solve the personality problems or at least get support from those personalities that wanted their way. The hardest part was that each of the actors seemed to be right. When that happens the solution is usually found somewhere in the middle.

Background

The authors of this case study put forth the basic information of the case, which are outlined here. The city manager was a highly qualified individual who was selected by council members confident in her ability to manage the city. The city had a population of 80,000 citizens and was in a suburban setting and had recently experienced revenue shortfalls due to a decline in sales tax. Because of these shortfalls a tax increase in the property tax rate was needed. The school board's property tax rate also saw a substantially increased need caused by reductions in state provided revenue. To make matters worse a modest property tax rate increase was needed in each of the future three years to fund commitments made by previous councils.

The city had experienced some recent changes in the actors that led the city. A city group dedicated to holding down taxes successfully elected two council members to four-year terms. This made the approval of a future property tax rate increase difficult for the city manager. The city council also had a middle of the road member who had two-years

Essays on Public Administration

remaining on her term. There was also a council member who drew strong support from a police organization that had two-years remaining on his term. There was a community advocate member that was elected to a two-year term who did not plan to run for reelection. The city manager viewed this group of council members as politically diverse and potentially difficult to work with, which may have been an understatement. There were some real problems for this city manager in dealing with such a diverse group who seemed to have support from specific sectors of the population.

The city manager was successful in getting a new budget approved with a one-percent increase in the tax rate, but not without some differing of opinions. None of the council members wanted to raise taxes to support the budget. Two council members who voted against the budget made public statements calling for fiscal restraint similar to that undertaken by businesses. In apparent support the city newspaper did a front-page story on the budget. All of this may have been intended to lead the citizens to believe that the city was wasting money. The two council members who made these statements had strong support from citizens against taxes. The newspaper was also known to be “sympathetic” to this cause.

In the latter half of the year police community relations experienced a significant strain from high-profile cases that appeared to pit police against citizens. As a result of these cases citizens formed a task force to look into the issues and demand change from the city. This task force started small but grew. One city council member even began attending meetings. The task force was made up of culturally diverse groups that appeared to have strongest support from minority citizens. The city council member who attended the task force meetings sought suggestions from city staff to correct the problems. In response to this rising sentiment the police chief attended a council meeting to defend the police force’s actions in light of increasing danger and violence.

The two city council members elected to hold taxes made a bold recommendation to begin talks with the county sheriff’s office about replacing the local police with county sheriff’s personnel. This request was based on a belief that the sheriff’s department was better trained and staffed to provide law enforcement cheaper than a local police force. This caused the police chief and leadership of the police union to react negatively. Representatives from the police union made appointments to speak to each council member. A third council member

did some damage control by “suggesting that rebuilding the sense of community required maintaining an independent police force.”

In the midst of all this turmoil the next year’s city budget process began. The police chief raised the first issue to the city manager. A city tax had been approved ten years before to hire new police officers, but none had been hired. This meant that the police department had not hired additional police officers to serve the 10,000-citizen increase in city population. This resulted in cut backs in community policing programs that could have prevented recent problems between citizens and police. This also resulted in frustration and anger among police personnel who knew the issue had been set aside and was now making them look bad. The police chief stated he would provide the city manager with a budget proposal that would ask for more police over the next five years. This claim was a shock to the cities fiscal program in light of a climate of no new taxes. As if things couldn’t get worse the city manager received the “final straw” when a local newspaper publisher wanted the city manager to tell them “how things were going”.

Key Issues

Let’s start with the last straw. What was the city manager going to tell the newspaper publisher? There was no easy answer. The best policy is always to be honest about what is going on in any city. This honesty needs to be tempered with a dose of reality. The tone of the city manager’s answer had to be one of hope so that the citizens of the city could see that in the midst of the current strife there were solutions that could resolve the issues. The citizens also needed to know that they were part of any solution and had to believe the problems could be solved. The city manager should have told the newspaper publisher that the city was experiencing some difficult financial times brought about by reduced funding by the state for local schools and lower than expected revenues from sales tax and that city finances were an on-going issue that required balancing the needs of the citizens with the money that must be paid in the form of taxes. The city manager could also have told the newspaper publisher that the city staff was always looking for ways to reduce costs, improve services, and find other sources of funding to pay for city programs. The city manager should have briefly discussed the issue of friction between the police and citizen groups. She could have said that this was an on-going issue and even though the city did not have it right, that city staff with input from citizens groups and police personnel were working to resolve the issues.

Essays on Public Administration

How could the city manager approach the budget under the current climate of holding taxes and the need to resolve issues between the police and citizens? This was actually a good time to think outside the box and see if there were indeed ways to reduce costs while adding no new taxes. There is a way to have a city budget that holds the line on taxes and provides normal city services through the use of contractors. Contracting out, if appropriate, can save money in labor costs. Another option is to make small cuts across the entire budget that can result in significant savings.

The staff should have looked at the services the city provided. They should have asked for the council's support and approval to shift city work such as trash removal, car towing, road and street repairs, facility maintenance, and janitorial services to local businesses in the form of contracts. For such things as residential trash pickup it is always better to let the citizens hire their own service. They should also have looked at ways to reduce the next year's overall budget by 5%. This could have been done with minimal reduction in services. Lastly, the staff should have relooked the initiatives from former council members that caused the need for increased tax rates and determined if there was still support from current council members to complete the initiatives.

How could the city manager have dealt with the issues surrounding the police and citizens in light of the police chief's new position to add additional staff? What was the real issue between the police and citizens? The city manager needed to work with the citizens group to determine what that was. It appeared to be between the police and minorities. Doing away with the city police force and contracting for the sheriff's department to provide the services sounds like a good idea. Having city police, county police, state police, and federal police is obviously redundant. In this case it may have been right to go with a county sheriff to provide all law enforcement services for the entire county. The city may have been the best place to start. This point should have been raised with the police chief and the police union.

How was the city manager to deal with the council? This didn't seem to be as difficult a question as one may think. Each council member was an individual and over the years the city manager was going to work with a variety of different types of individuals each with his or her own agenda. That is the challenge of being a city manager, getting work done in spite of or with the support of council members. At the time the city manager needed to focus on cutting the cost of operating the city and resolving

issues between city agencies like the police department and local citizens. If the city manager took a hands-on approach and provided the council with a list of city problems and proposed solutions it is very likely she could get the support she needed.

In light of all that had occurred in this city why would anyone want to be a city manager in the first place? Most people who enter public service do so to make a difference. The city manager probably thought that she could make the city a better place to live and with hard work and dedication to the principles of fairness, equality, efficiency, and effectiveness she could succeed. She, like most other city managers, saw herself as being the one who could make that difference and took the initiative to do so. She probably cared for people and believed that under the right circumstances they could come together to form a city that provided for its citizens. She may also have enjoyed the power she had being at the helm of the city. She may have had a personality that wanted this power and needed to be the one setting the direction. These types also seek the limelight of being in charge and enjoy being in charge. Lastly, she may also have had aspirations for higher office and being the city manager may have been just the first step before moving into politics at the state and national level. Everyone has selfish reasons for what they do and that is all right as long as those selfish reasons don't detract from the individual's ability to serve the public

Conclusion

This essay involved the circumstances that surrounded the daily activities of a city manager in dealing with the problems and actors involved in leading a city. The city manager dealt with elected officials, managers, employee unions, and the citizens of the city. There were some tough problems facing the city and there were some even tougher personalities. In order to solve the problems the city manager had to get support from those personalities, which included council members, police chief, police personnel, police union, citizens, and the local press. The hardest part was bringing the actors together for the good of the city.

Bibliography

Klinger, Donald and John Nalbandian (2003). *Public Personnel Management: Contexts and Strategies*, 5th ed, New Jersey, Prentice Hall.

Essay 2-Who's most Qualified to Be Minority Recruitment Director

Introduction

This essay is based on a case study in the 5th edition of Public Personnel Management: Context and Strategies written by Donald Klinger and John Nalbandian published in 2003. This case study involved the selection of a new Minority Recruitment Director for a highway patrol department and the effects that decision had on the organization. The state police organization was interested in hiring more minority officers. To that end the Director of Personnel was tasked to “select an assistant who would be responsible for developing, administering and evaluating a minority recruitment program.”

Background

The state police organization had 1,200 personnel of which 1,000 were actual officers. Many in the community viewed the state police department as a political organization with strained relations between the police and minority populations. Many people believed the agency had the wrong focus, which citizens thought should be changed to organized crime and drug trafficking.

Morale of the department personnel was low with approximately $\frac{1}{4}$ of the officers leaving in their first year. The officers said they were leaving because of poor working conditions, lack of promotions, and the use of the “good ole boy” system.

What the New Minority Recruitment Director Needs

The first step in hiring a Minority Recruitment Director is to describe the duties an incumbent in this position would perform. From those duties one can identify the most important. Table 1 is a list of duties that an employee in this position could be expected to perform several times over a two-year period.

Fred E. Fanning

Identify labor pool.	Compare and contrast labor demographics with applicant pool.	Identify areas that need minority applicants.
Identify sources of minority applicants.	Identify internships that may be used by minority applicants.	Identify minority colleges, universities, and schools in the area.
Present briefings for minority colleges and universities in the area to reach potential applicants.	Present briefings for leadership of agency to assist them in identifying sources of quality candidates.	Make public presentations to potential groups of applicants.
Identify and speak to minority groups about employment with the agency.	Provide marketing information to employment offices for potential applicants.	Periodically review applicant pool for changes in the number of minority applicants.
Conduct exit interviews with departing employees to identify potential issues among minority employees.	Provide educational activities to educate workforce about diversity in the workplace.	Coordinate with Equal Opportunity Staff to identify trends that affect minority hiring.
Conduct evaluations and assessments of programs to determine if goals and objectives are being met.	Develop strategic plan for minority hiring.	Develop goals and objectives for minority hiring.
Identify retention plan for minorities hired.	Develop mentoring program to provide emotional and cultural support to minorities hired.	Identify grants and non-profit programs that could pay for minority students while they learn on the job.

Table 1 – Duties of a Minority Recruitment Director

Essays on Public Administration

From that list of duties there are those that provide high-end (important) results and others that provide low-end (routine) results. The next step is to identify duties that achieve the high-end results.

Table 2 is a list of the high-end duties gleaned from the list of total duties. The most important duties revolve around establishing and developing a program and evaluating the achievements of that program.

Develop strategic plan for minority hiring.	Develop goals and objectives for minority hiring.	Identify sources of minority applicants.
Make public presentations to potential groups of applicants.	Periodically review applicant pools to identify changes in numbers of minority applicants.	Develop mentoring program to provide emotional and cultural support to minorities hired.

Table 2 – Most Important Duties of a Minority Recruitment Director

The next step is to identify the competencies needed by successful applicants to perform the high-end duties. Table 3 identifies competencies that could be helpful to an applicant.

Knowledge of strategic planning process.	Basic and intermediate education or training of personnel hiring actions.	Experience identifying sources of minority applicants.
Experience developing strategic plans.	Experience developing goals and objectives for minority hiring.	Education or training in public speaking.
Experience making public presentations to potential groups of applicants.	Education or training in minority recruitment program development and evaluation.	Experience developing and evaluating minority recruitment programs.
Education or training in Affirmative Action laws and procedures.	Education or training in cultural diversity and minority employment.	Education or training in Equal Employment Opportunity laws and procedures.

Table 3 – Competencies Needed to Perform Most Important Duties

These competencies start with education or training, which is followed by on-the-job experience in performing the duties. This combination allows the individual to learn the material and then practice it through actual experience in a work place with real life situations.

Once an individual was hired the employer would then need to determine performance standards. These would be measures that would be met by this employee in the performance of the most important duties, which would include:

- Develop and obtain management approval of a strategic plan for increasing the number qualified minority applicants applying for jobs or what is referred to as the job pool. Plan to be developed within one month of start of rating period and management approval to be obtained no later than 90 days after start of rating period.
- Develop and obtain management approval of goals and objectives that support successful achievement of elements of the strategic plan. Develop goals and objectives within 120 days of beginning of rating period and obtain management approval no later than 150 days of beginning of rating period.
- Identify eight minority organizations within the geographic area no later than 120 days from beginning of rating period and provide six of these organizations with information about employment opportunities with the agency no later than 180 days of beginning of rating period.
- Develop evaluation plan to determine if and when goals and objectives are met no later than 120 days from beginning of rating period and in coordination with development of goals and objectives.
- Develop and obtain management approval of changes to strategic plan identified through evaluation of plan implementation no later than 90 days prior to the end of rating period.
- Develop and obtain management approval of a mentoring program to provide emotional and cultural support to minorities hired within 180 days of rating period. Implement by end of rating period.

With performance standards in place the performance can be measured against duties that are most important and the employee can do. In

Essays on Public Administration

contrast to those measurement listed earlier there is one that is not effective, but easy to measure so it might be considered.

Do not use “Measuring the number of minority applicants hired” as a performance standard. The primary reason not to use this is that the Minority Recruitment Director has no control over who is hired. His or her job is to create conditions that will allow more qualified applicants that can be selected by the supervisors within the organization. A second reason is that this may also lead to quotas, which could violate federal statute and may cause law suits among non-minority members for reverse discrimination.

There is a side issue to the performance of this person. The individual that is hired should be new to the organization. This will create a fresh start although likely leading to some extra work on the part of this person. A new person will normally have difficulty trying to implement a program and learn the organization and personnel at the same time. He or she will also be viewed as an outsider. The positive side to that is that since this person is an outsider they may have new ways to increase minority hiring. This person accepts no involvement for the shortage now being experienced in minority hiring. The apparent management interest in correcting this problem should give the newly hired Minority Program Director a mandate to work towards solutions with the help of managers and supervisors. In this case the positives outweigh the negatives of hiring an outsider.

This side issue can greatly affect the competencies that the new employee brings to the job. The competencies described will enable the new employee to have the knowledge, skills, and abilities to target the important tasks and systematically work to correct them. This will help the new employee get off to a fast start while at the same time showing management the new employee knows what they are doing and can be effective.

The first task the new director must undertake is to develop a strategic plan with goals and objectives to get him or her started. They would then follow that with identifying sources of minority candidates and then going out and speaking to those potential applicants. This would be followed by development of a mentoring program to help minority employees remain with the department. Lastly, this person must evaluate what has been done to see if the actions taken have increased the applicant pool with qualified minority applicants. As I mentioned earlier this is the only measurement that can be done. There cannot be quotas,

but statistically there should be a corresponding increase in minority hires if the pool of qualified minority applicants is increased. That is unless the supervisors and managers are denying minority applicants the right to jobs they are qualified for.

In order for the Minority Recruitment Manager to attack the problems right away, determine if actions are working, and identify changes in actions that would bring in more minority applicants this individual will need to have completed a bachelor's degree (120 credit hours) with a major in Human Resource Management (30 credit hours in major). Within the major course work the individual should have completed courses in recruitment and affirmative action. Skill obtained in the area of personnel recruitment, evaluation, and selection should have been obtained through at least one-year on-the-job experience as a personnel specialist at the specialist or senior specialist level. The individual should also have work experience in Affirmative Action probably gained through one year of work in Management Employment Relations. In addition to education and on-the-job experience the individual must have completed additional technical training of 40 hours in multicultural workplaces, 24 hours in labor pool development, and at least 80 hours of training in minority recruitment.

What do the applicants have and who is the Best Qualified

The case study in the 5th edition of Public Personnel Management: Context and Strategies identifies applicants for this position. When working through the selection process it would be important to document thoughts and criteria prior to reviewing any documentation from the applicants. The selecting official should coordinate these criteria with the Management Employee Relations Specialist and the agency general counsel to make sure they are work or job related. Once both individuals approved the process the selecting official should review the applicants information and identify which one best meets the predetermined criteria. After identifying the most qualified candidate the selecting official should run this choice by the Management Employee Relations Specialist to ensure the candidate selected met the predetermined criteria. All discussions and paper work for this selection should be kept for record and maintained in case of a complaint or grievance from another applicant.

This hiring selection should be based on merit, defined as qualifications for a job demonstrated through education and training in the duties and responsibilities for a job or position without consideration of individual

race, religion, age, or relationship with the selecting officials or political affiliation. During this process the selecting official should not select the best qualified candidate first and then match the selection criteria on that applicant's education and training. Managers can fall into this trap and select the most qualified person of the three with no relationship to the requirements of the job they are hiring for. Mr. Jones, one of the applicants, military record could also sway a manager who is a veteran to determine that this criterion is most appropriate and change the selection criteria to leadership or public service to benefit the candidate. Ms. Sikorsky, another applicant, has a strong political background, which may also sway the selecting official to change the selection criteria to get someone so well connected with visions of political support if he worked for them. Any way a selecting official modifies the selection criteria to fit a candidate takes away from their ability to hire the most qualified.

The applicants for this position had various degrees of training and experience. Mr. Harold Murphy, the third applicant, is the highest-ranking candidate because of his master's degree with emphasis in personnel management as well as his job experience with recruitment and affirmative action. Mr. Willie Jones is the second highest-ranking candidate because of his experience in minority recruitment and the increase in minority placement under his stewardship. He lacks formal education in the required areas and does not have a master's degree. Ms. Norma Sikorsky is the lowest ranking candidate because she lacks formal education in the required areas. She has a master's degree but not in the area that would have provided education in the area of personnel management or minority recruitment in particular. Her only real experience for this position does not demonstrate an active role in recruitment.

The best candidate is Mr. Harold Murphy. There are two specific areas for this, education and work experience. The first area is his master's degree in personnel management. The second area is his work experience in personnel management, recruitment placement and affirmative action. One can be confident that the selection criteria are job related because they were established prior to seeing any applicant qualifications and based on the duties and responsibilities of this position.

Discussion Questions

The outcome of the hiring process shows that the selecting official allowed the military background of Mr. Willie Jones to sway the selection criteria and because of that Mr. Jones was selected and the criteria for the candidate of the position was identified to fit him. In the larger since merit was only marginally used.

The outcome of this selection does not demonstrate that organizations change over time. Rather it demonstrates what happens when an organization does not adequately identify the problem and apply solutions to symptoms or parts of problems rather than the root cause of the problem. The hiring of minorities was only part of the problem. The real problem was that the working culture did not recruit and retain minority employees.

Job descriptions don't appear to be the real problem. It appears that the selecting official needs proper training in determining selection criteria and a process for the review and approval of that process by personnel and legal counsel of the agency. The Human Resources Director should sell this to senior managers and employees by pointing to the true merit in the process that would have allowed the organization to select the most qualified candidate that would have been able to do the work of this position. This helps employees by making merit the primary method of hiring when they go for a promotion and will prevent the hiring of employees who don't know their job, putting work on other employees. The best selling point for management is that a selection process reviewed by personnel outside the selecting official will demonstrate the use of merit and help if and when a grievance or complaint is received from an applicant that was not hired.

Conclusion

This case study involved the selection of a new Minority Recruitment Director for a highway patrol organization and the effects that decision had on the organization. The organization was believed to have discriminated through hiring and enforcement against minorities. The Director of Personnel was tasked to "select an assistant to be responsible for developing, administering and evaluating a minority recruitment program for the agency." As pointed out in this essay the directors selection did not provide an individual with the skills to do the job. It is likely that problems will continue.

Bibliography

Klinger, Donald and John Nalbandian (2003). Public Personnel Management: Contexts and Strategies, 5th ed, New Jersey, Prentice Hall.

Essay 3 - Requiem for a Good Soldier

Introduction

This essay is based on a case study found in 5th edition of Public Personnel Management: Context and Strategies written by Donald Klinger and John Nalbandian published in 2003.

This case study addresses the problems that arise when an employee goes above and beyond the call of duty only to be passed over for promotion time and again. This employee is referred to as a “good soldier” for continuing to work hard and do extra work for the organization even after getting nothing in return. Eventually this employee comes to the realization that he or she is never going to get promoted and decides that all the extra work is getting them nothing in return. Upon realizing this, the employee cuts back on the extra contributions and begins to do the work they are paid for like everyone else only to be thought badly of. This is because there must be a problem with this employee or he or she would be working just as hard as in the past. This essay will look at the history of this case and answer questions about it.

Background

Rachel Fowlkes was a hardworking government employee who consistently went the extra mile and was passed over time and again for promotion. To add insult to injury she was made to train the persons selected over her. She was recognized as the authority in her area and was ready to be an assistant director. The problem appeared to be that she was a woman and the men over her seemed to find reason after reason not to select her for a promotion. As a result of all of this she finally gave up. She reduced her work to an acceptable level and didn't do anything extra. The men over her saw this change in work habits as a bad thing and were ready to hold it against her. They were also willing to forget all the extra work she had done. As a result she probably lost another promotion because of her new attitude of just doing her job.

Equity Theory

Equity theory is one of the justice theories. It explains satisfaction in a relationship in terms of the perception that it is fair or unfair. If one looks at the story of Rachel Fowlkes in light of the Equity Theory it becomes apparent that she burned out after being treated unfairly and, some would say, mistreated by those in leadership positions over her. Early in the case study Rachel demonstrated loyalty and good will towards her organization. The men in charge even described her as going above and beyond the call of duty. Unfortunately the story also relates how she was passed over for promotion to an assistant director position even though she appeared to have been highly qualified. To make this worse she trained a number of men younger than her who were then promoted over her. The equity theory explains how Rachel received nothing for the hard work, dedication, and extra work that she put forth and after a period of time she came to realize that she was not being properly rewarded for this extra effort and probably never would. As a result she decided that since she was not being properly rewarded she would stop putting forth the extra effort or achieve equity.

Inputs and Outcomes

Rachel saw this from her perspective and made decisions about her behavior based on that perspective. Rachel saw the effort she had put in and unfortunately saw the outcomes going to someone else. Rachel also saw herself passed over for a promotion when the bureau was reorganized even though she was qualified. She was even spoken to about the incident and took it well and didn't complain. The person appointed over her even called upon her to train new personnel. Rachel served as the acting assistant director for the Information and Public Assistance Directorate, but again was passed over for another person when the job was filled permanently. She then saw another person promoted to the assistant director for the Manpower Research Directorate. When the whole situation seemed to get to her the boss called her in not knowing what could possibly be wrong with her. Since he did not know what was wrong she did not bother to tell him. Lastly, Rachel saw that when she cut back on her enthusiasm and work to what she was being paid for her boss counseled her for poor performance. Rachel knew her performance was not poor but rather what she was being paid for.

Harold Nash, the director, may have had a hard time when the bureau was reorganized because of misplaced assistant directors he needed to

place. Rachel may not have fully understood this situation. Other than this specific situation Rachel saw the input pretty close to the way it actually occurred.

Expectancy Theory

Expectancy Theory explains that a person acts or behaves a certain way because they expect a certain the result for that act or behavior. Rachel put forth extra work in the hope that she would be rewarded appropriately by the organization. The story clearly shows that this did not happen and she may have even been taken advantage of. After so many years in the job Rachel probably knew the work inside out and may have stopped getting what she needed from the work. As a result of Rachel not receiving what she thought was appropriate for her contributions she quit doing it. This was because she was expecting something from the all the hard work that the organization was not willing to give.

Values

Rachel appeared to believe she could do an assistant director's job if she were given the chance. In the beginning she may have believed that hard work would get her the promotion. Over time she had to realize that would not happen. So her attitude changed accordingly. Unfortunately, her desire to obtain an assistant director position did not change over the years. She also came to believe the men in charge wouldn't give it to her. She recognized that all assistant directors were men, which was implied in the case study although not specifically stated. Finally, she stopped believing that hard work hard would ever get her the promotion.

Old Spark

The term "Old spark" was used by two men speaking to describe how Rachel performed. This implied she did more work than required, did not complain when passed over, and was always ready to give extra. It also indirectly described all the extras the organization was getting from Rachel for nothing in return. The term in general is used to describe work and attitude that are far above the job standard and represent a good performance goal. Anyone who has been passed over for a promotion more than once can lose that "Old Spark" as well as faith in the organization. The likely recourse for this person is to analyze the reason they are putting forth extra effort. In the end anyone might look

for another job or reduce their work level to the work the organization is paying for. There did not appear to be any analysis between the two men speaking about what might have caused the “Old Spark” to leave Rachel. They seemed to be blaming it on her, accepting no responsibility themselves.

Feelings

Rachel felt betrayed, frustrated, anxious, and depressed about the events that took place. Most anyone might feel exactly the same way. It might be like something knocking the wind out of you. Here is an organization you have been loyal to and given most if not all you had and the people in charge of the organization don't seem to care or notice your contributions. Rachel's experience in this story is not uncommon. Many hard working men and women seem to get more work in return for working hard. Many workers who perform above their level in an organization are often given harder jobs. It has often been said, “No good deed goes unpunished”. This can be seen played out in real life with supervisors handing out promotions and work without regards to each other. Often the ones promoted have not been doing the hard work. Some less productive workers seem to get more training and play more politics. Both of which seem to be rewarded by promotions. It seems that many who work hard just seem to get more work, can't be spared for training, and often can't be promoted because they are invaluable in their current position. Often these workers don't have time for politics and are often thought less of for not having political experience.

Responsibility

The responsibility for Rachel's change of behavior belongs squarely to her. The expectations were hers. The fact that the leaders of the organization took advantage of her, although it may not be fair, was not completely a secret. Rachel took a chance by doing the extra work and being a team player in the hopes that her organization would reward her appropriately. This did not happen.

The leaders in the organization also share some of the responsibility. They were not very good leaders to let a worker continue to work hard and do extras without at least sharing with her their expectations for her. The story seemed to clearly say that Rachel was well qualified and the leaders seemed to find reason after reason not to promote her. Good leaders don't do that to their workers.

Rachel had to be accountable to herself for what happened. She made a mistake in believing the leaders of the organization would reward her appropriately. This was a mistake that was easy to make and she should not blame herself. This is a time to assess the situation and make a decision about future work for this organization in light of what has happened. The organization has lost a good worker and potentially good assistant director. The organization's leaders failed to understand that as a result she would eventually give up. The real difference is that in Rachel's case she is accountable only for herself. In contrast the organization's leaders are responsible for the entire organization and their actions may affect more workers than just Rachel. The men who were promoted over her may now believe that women should not be promoted to assistant director positions, other women employees of the organization may not see a fair chance to be promoted, and if Rachel files a complaint for discrimination the organization could lose and end up paying a great deal of money.

What to Do

Most leaders would honestly hope they would notice Rachel's contributions long before she lost that "Old Spark" and promoted her. The likely promotion should have been to the assistant director of the Manpower Research Directorate. Not promoting her when the organization was reorganized may have made sense because of the assistant directors who had been displaced needing to be placed first. Now what? It is still a good idea to promote Rachel in spite of her change of attitude. Rachel lost that "Old Spark" because the leaders of the organization failed to respond to her needs in a way that was equal to her response to their needs.

Conclusion

This case study addressed the problems that arose when an employee, who went above and beyond the call of duty, realized her contributions were not appreciated. She was thought of as a good soldier for working hard and doing extra work. She finally realized she wasn't getting promoted and stopped all the extra work. Unfortunately that turned out worse because her superiors thought badly of her.

Bibliography

Klinger, Donald and John Nalbandian (2003). Public Personnel Management: Contexts and Strategies, 5th ed, New Jersey, Prentice Hall.

Essay 4 - Choosing a Municipal Human Resources Director

Introduction

This essay looks at the selection process to hire a new human resources director for a city from a case study in the 5th edition of *Public Personnel Management: Context and Strategies* written by Donald Klinger and John Nalbandian published in 2003.

This position offered a good salary and benefits while requiring strong qualifications. This essay will look at the process this city used to hire a human resources director and answer the questions posed by the author of the case study within the analysis. The city used the traditional application process that garnered 200 applicants. The city then hired a consultant to narrow the number of applicants to a more manageable number. The consultant used education and experience as discriminators to narrow the list to the most qualified. The city put together an interview panel headed by the assistant city manager. The panel questions seemed to focus on problems the city faced and planned to use the respondent's answers to determine who would apply solutions to these problems that met their approval.

Background

The city had 650 employees and a mayor-council form of government. The city was primarily residential. The population was shifting from older white retirees to working class families from a variety of races and cultures. The city police were under a three-year collective bargaining agreement. A civil service system covered 400 employees. Managers and a few other positions were exempt from the agreement and were filled through contracts.

The city was looking for a human resources director with proven ability to manage a human resources department. The city expected the director to manage an office and programs that conducted tests, selected employees, provided affirmative action, conducted job analyses,

managed salary and benefits, provided guidance to managers on performance evaluations, and conducted collective bargaining.

Time-Line

The city announced the position in the local print media. The advertisement publicized excellent benefits that included employer funded pension accounts and a salary range of \$60,000 to \$85,000. The advertisement told applicants that proof of citizenship was required prior to hiring and that the city was a drug free work place indicating that a drug-testing program was in place. The city also announced that it was an Affirmative Action and Equal Employment Opportunity Employer.

Two hundred applicants originally applied for this position. The city hired a consultant who first evaluated each applicant's years of experience. The consultant determined the cut off to be ten to fifteen years of progressively responsible experience with at least three years as director. The city preferred this experience to be at the municipal level. Secondly, the consultant evaluated applicants based on education. They first looked at those that had a bachelor's degree in human resources management or a related field. Next they identified those applicants that had a master's degree in public administration, human resource management, or related field.

This evaluation narrowed the field of applicants down to twelve. Twenty-three questions were developed for use in a panel interview. The questions were broken down into four sections. The first section gave the applicant an opportunity to talk about his or her career. The second section gave the applicant an opportunity to talk about their human resource management style. The third section gave the applicant an opportunity to talk about their work experience. The fourth and final section gave the applicant an opportunity to explain how they would resolve situations posed by the panel.

Importance of Hiring Action

Two hundred people applied for the position. This indicated that the salary and benefits offered for the positions were at the upper end of the range for this type of position. The large number could also indicate that the salary is higher than others may be making in this area. The strong criteria used by the consultant provided the assistant city manager with a list of twelve applicants that were very highly qualified. In contrast, the

large number may indicate that there is high unemployment in this field that drew these applicants to this announcement. However, there wasn't a great deal of support for this conclusion because the salary and benefits were so good.

What duties were involved in this human resource program? Based on the questions asked by the interview panel the duties of this position included bargaining for collective agreements with employee unions; managing the worker's compensation program with emphasis on resolving issues; developing policies and guidance for managers and supervisors on termination procedures for employees; developing guidance and policies for managers and supervisors for the preventing sexual harassment; and finally developing policies and guidance for managers and supervisors in handling disciplinary actions and employee grievances.

These duties are specifically pointed out in questions nine through 13 and were implied in questions 14 through 23. The second group of questions gave the applicant an insight into what was happening in the civil service system of the city. The answers not only let the interview panel know what the applicant would do, but also allowed them to see the larger picture of resolving the issues and problems through a systematic approach to human resources management.

Expectations

The Mayor had to balance the needs and wants of the voters with the impacts they had on the public work force. This elected official was obligated to meet voter needs whenever possible to support any hope he or she may have had for reelection. This official also provided the human resources director with the strategic vision that allowed the human resources director to develop and implement human resources policies. The mayor identified the goals of these policies that would provide the workers with basic benefits and services. The Mayor most likely wanted the human resources director to limit distractions when possible and provide tools for managers and supervisors to do their job.

The human resources director would take the strategic vision from the elected officials and combine that with the needs of the workers to provide elected officials with policies and guidance to support the workforce. The human resources director would then implement the policies and adapt them, as necessary, to respond to reactions from the workforce. The human resources director applied the policies and rules

in contrast to the political pressure from elected officials. Then he or she would work with management and labor to help both move towards the best use of the resource within the boundaries of civil service rules. The human resources director would also serve as a consultant to elected officials, managers, and supervisors providing them with information needed to make informed decisions about human resources issues. The human resources director had to be able to move from the consultant role to ensuring elected officials, managers, supervisors, union officials, and employees complied with labor agreements and human resources standards and regulations.

After outlining the roles and duties of elected officials the human resources director would have needed to look at the city manager and supervisors. The managers and supervisor perform many of the human resources duties because they are in direct contact with the employee. The primary role and duty of the city manager and supervisors is to complete missions and tasks assigned by the political officials. From this requirement the city manager or supervisor needed to get things done through the resources given them. This means that they would interview, hire, and fire employees. The city manager and supervisor also ensured the training for employees was identified and requested through the human resources office. The city manager and supervisors also dealt with disciplinary problems and worked to comply with the requirements of the bargaining agreement.

Key Competencies

The most important competencies for this human resources director needed to focus on management. The individual in this position had to have the basic knowledge, skills, and abilities of a human resource curriculum. This included human resources: management, public policy, development, labor relations, resource management, employee benefits, and public analysis. From this basic core of education, the advanced study of management should have been added. This advanced study focused on getting work done through others. This provided the director with the ability to get work done through the elected officials, management, supervisors, and labor unions.

The city manager needed a human resources director that could bridge the gap from the elected official to the supervisors. This would allow the human resources director to provide the city manager with information that allowed him or her to make decisions that gave the best benefit. This ability to influence others and reach compromise would be the

most important to the city manager. Department managers needed a human resource director that could help him or her get the job done. This required the human resource director to take the policies from elected officials and work them into the bargaining agreements to get the most work out of the employees. Employees wanted a human resources director that would develop policies that protected their safety and security. Finally taxpayers wanted a public workforce that got the job done at the least expense providing professional services that met the standards.

How to Get Competencies

The basic competencies needed by the human resources director should have been obtained through formal education at the college or university level. These courses should have included human resources: management, public policy, development, labor relations, resource management, employee benefits and public analysis. After completing basic college level education the director should have taken advanced education at the graduate level. This education should have included specific studies in management. Practical training and experiences on-the-job in human resources offices and in public positions would have followed this study. This training would have been a follow on to specific subjects completed in college. The subject areas are the same. The individual would take formal education, apply it and learn lessons from the experiences he or she had on the job. The skills needed to get work done through elected officials, management, supervisors, and labor unions is based on formal knowledge about principles of management and supported by gains from actual experience through day-to-day experiences. The human resources director would need to have worked at the various levels within an organization to learn how the various relationships work between each part of the organization. The ability to influence others and reach compromise was probably best done through learning experiences gained on the job. The human resources director should have taken on small challenges and then moved to larger ones to learn these skills. The human resources director also needed formal education in ethics that could have been gained at the college level or through off site training.

Change

Human resources management has changed through the years in much the same way as many other professions. This human resource director needed to focus on management of human resources more than ever.

This would allow managers and supervisors to get more done with less people. There should have also been a push for human resource development. Then as now employers want employees that can think on their own and adapt to changes in the workplace. These abilities are gained through on the job education and training.

Human resources directors are expected to have formal education at the college level to enter the field. A bachelor's degree is a requirement before pursuing a graduate education. This formal education would have been essential in providing the human resources director with the basic education needed to allow them to gain the most from work experience. The human resources director was to be a valuable member of the management team and as resources were reduced the cost of human resources were expected to become more important.

Conclusion

This case study involved the circumstances that surrounded the process that a mid-sized city of 60,000 used to hire a new human resources director. This process used a traditional application process that obtained 200 applicants. The city hired a consultant that narrowed down the field to a more manageable twelve. The consultant used education and experience to narrow the list down to the most qualified. The city then put together an interview panel headed by the assistant city manager. The questions ask by this interview panel addressed issues and problems the city faced and were trying to resolve. The answers to these questions helped to determine who would apply solutions that would meet the government's approval.

Bibliography

Klinger, Donald and John Nalbandian (2003). *Public Personnel Management: Contexts and Strategies*, 5th ed, New Jersey, Prentice Hall.

Essay 5 - A Town Budget Gone Terribly Wrong

Introduction

This essay analyzes the financial and political issues faced by a newly hired town manager. The Army Management Staff College Problem Solving Model was used to analyze the case. The model addresses the issues, evaluates the alternatives, and selects from among the alternatives one that when implemented will solve the issues. The model is an appendix to this essay.

This essay analyzes the case “Welcome to the new town manager?” written by Mary Jane Kuffner Hirt that was published in "Managing Local Government Finance: Cases in Decision Making" edited by James Banovetz, published in 1998.

The case describes the conditions under which a new town manager was hired and the mess she found herself in the first week on the job. The case provides the reader with information about the town's form of government, council personalities, current and forecast budget and issues, a natural crisis, and the political issues involved. This essay takes the case apart, conducts an analysis of the situation, provides synthesis, recommends actions for the manager, and lastly provides a conclusion.

Background

The town council of Opportunity hired Ms. Jennifer Holbrook as their new town manager. Ms. Holbrook was working as a manager in a nearby community prior to her selection for this new position. The case does not provide us with the background of Ms. Holbrook so we have no way to determine her knowledge, skills, and abilities for this job. It is important to note that Ms. Holbrook was selected for this position over the assistant manager of Opportunity. Prior to Ms. Holbrook's arrival a budget had been developed and was being executed. This budget represented a balance between revenues and expenditures. It showed support for a high level of services to the community and over half a million dollars in capital spending.

Several issues arose in the town before Ms. Holbrook could develop working relationships with those in the council, town agencies, local organizations, and the citizens of the town. Not having these relationships put her at a great disadvantage in the situation she faced. Unfortunately, her actions would set the tone for future interactions.

Ms. Kuffner Hirt told us in this case that this town had a manager-council government. The town manager did the day-to-day work of managing the town. The council approved the budget and long term plans. A point of interest is the town council had approved spending of town reserves for the previous four years, nearly depleting them.

Defining the Issue

Ms. Holbrook accepted the new job and very soon after was confronted with a budget crisis. Even though she was new she was still expected to resolve the issues. The budget had not received enough revenues, was short money in the general fund, and had some programs that were not paying for themselves. Neither the old city manager nor his assistant manager notified the council of the budget shortfalls. Ms. Holbrook was forced to notify them. Specifically Ms. Holbrook's tasks included:

- Balance the budget for the rest of the year.
- Find the money to pay for costs of flood
- Develop a plan for next year's budget.
- Make all programs pay as you go.
- Develop a plan for road improvements.
- Increase funding for the sewer and water systems to pay for shortfalls and capitol repairs.

The Facts

The current year budget for the town was balanced at \$3,312,545. This was misleading because an audit identified a serious mistake in accounting and the closing fund balance was found to be \$275,122 not \$744,456. The budget also included \$491,390 from the fund balance as revenue, which was not realized. The fund couldn't provide the needed revenue to balance the budget. In addition, a flood created an expense of \$96,000 for cleanup and repairs that was not budgeted for. Citizens also wanted improvements to the sewer and water system identified from the flood. Sewer flowed from septic tanks into wells of the citizens. Many wells could not be used for some time afterward.

The council also required Ms. Holbrook to provide them with a comprehensive and systematic process for identifying and funding road improvements by December 31st of that year. If she could not provide this process the road improvements would lose money.

The sewer and water systems were not bringing in enough revenue to pay for cost of operation and capitol repairs. The sewer system had been cited twice for leaking. The council included revenues from an expected rate hike in the budget that was never implemented and the revenues never materialized. Because of this the sewer and water revenues were short \$90,000. The water system leaked 20-25% of water purchased. The council members couldn't decide if that cost should be passed on to the customer. Also water and sewer customers had a delinquency rate of 20-25% or \$250,000 annually.

There were two vacant positions in the town government. One position was a police officer. This position was advertised and the public service board had identified candidates. This position cost \$30,000 annually. There was a great deal of overtime used for the first half of the year because this position was vacant and a second officer was out of work with a back injury. If the position was not hired, overtime would be needed for the remainder of year. The second position was for a technician to the engineer. There was \$25,000 budgeted for the position. In the past this work had been contracted as needed.

Developing Alternatives

By reducing discretionary spending by 5 to 10% there could be \$11,000 to \$22,000 saved from the general operating expenses. There was also \$538,630 of capital projects planned for this year that might be pushed into future years. The sewer system repairs were \$113,000 of that amount.

The city manager had to address the issues, but how? First she could confront the issue of the assistant manager's failing to notify the council or she could ignore it. The same cannot be said for the council. The manager must deal with them and has the option to do it directly or indirectly. The new manager also needed to correct the budget for the remainder of the year. Table 1 is corrected for revenue and 2 is corrected for expenditures by the author of this book of essays.

Fred E. Fanning

Item	Revenue Amount	Percent of Revenue
Real Estate Taxes	\$894,640	27.0
Earned Income Taxes	\$959,000	29.0
Other Taxes	\$105,000	03.0
Licenses, Fees, Permits	\$72,490	02.2
Sewer Fees	\$329,000	11.0
Water Fees	\$66,700	03.5
Intergovernmental Grants	\$177,575	05.4
Interest Earnings	\$62,000	02.0
Charges for Services	\$45,750	01.4
Miscellaneous	\$19,000	00.5
Totals	\$2,731,155	

Table 1 Corrected Budget - Revenue

Item	Expenditure Amount	Percent of Expenditure
General Government	\$377,181	12.0
Public Safety	\$758,012	23.0
Engineering Code Enforcement	\$154,870	05.0
Sanitation	\$176,771	05.0
Public Works	\$541,750	16.0
Water Service	\$158,750	06.0
Sewer Service	\$330,800	09.0
Parks and Recreation	\$108,180	03.0
Debt Service	\$168,261	05.0
Capital Program	\$538,630	16.0
Flood Damage Repairs	\$96,000	
Totals	\$3,409,205	

Table 2 Corrected Budget - Expenditures

As the reader can see from these two tables cuts had to be made in the current budget to allow for the loss of \$216,258 from the closing fund, the loss of expected revenue from the sewer and water rate hikes and the additional clean up and repairs from the flood. Fortunately, where

Essays on Public Administration

cuts are made is open for discussion. Tables 3 and 4 comprise a recommended budget for the rest of the year, provided by the author of this book of essays.

Item	Revenue Amount	Percent of Revenue or Expenditure
Real Estate Taxes	\$894,640	27.0
Earned Income Taxes	\$959,000	29.0
Other Taxes	\$105,000	03.0
Licenses, Fees, Permits	\$72,490	02.2
Sewer Fees	\$369,000	11.0
Water Fees	\$141,861	03.5
Intergovernmental Grants	\$177,575	05.4
Interest Earnings	\$62,000	02.0
Charges for Services	\$45,750	01.4
Miscellaneous	\$19,000	00.5
Totals	\$2,846,316	

Table 3 Recommended Budget - Revenue

Item	Expenditure Amount	Percent of Revenue or Expenditure
General Government	\$339,418	12.0
Public Safety	\$758,012	23.0
Engineering Code Enforcement	\$154,870	05.0
Sanitation	\$176,771	05.0
Public Works	\$541,750	16.0
Water Service	\$158,090	06.0
Sewer Service	\$330,800	09.0
Parks and Recreation	\$58,180	03.0
Debt Service	\$168,261	05.0
Capital Program	\$64,119	16.0
Flood Damage Repairs	\$96,000	
Totals	\$2,846,316	

Table 4 Recommended Budget - Expenditures

Evaluating Alternatives

Dealing with the council members was a risky proposition. Ms. Holbrook's future in this position and the egos of the council members were at risk. The city manager was new and had been handed a terrible situation. The council might not want to hear that they were part of the problem and had to be part of the solution. The council members may have taken actions by the new manager to address budget issues as confrontational. Dealing with the assistant manager was not as risky. The manager may have created ill will between her and the assistant manager by disciplining her on this act of poor judgment. Not raising the budget issues fails to let the assistant know she was wrong. Furthermore, the council may have taken the new manager's actions wrong.

Taking steps to reduce discretionary spending is easiest if the cut is across the board. In contrast, this may not be fair or provide the best benefit. Targeting cuts might be a better way to get the cuts. Cutting capital projects is also an attractive solution. The cost of flood damage had to be paid. That meant that some cuts in the current budget had to be used to pay this \$96,000 for cleanup and repairs. The repairs to the sewer system had to be done. It was also prudent to provide the fire department subsidy to respond to emergencies. The capitol repairs to the water system also showed promise only if they helped stop the 20-25% leakage.

There were other capital projects that didn't have to be done right away and by cutting those from this year's budget could add additional funds. All capital projects could be put into one large long-range plan. The flood protection and improvements to the sewer and water system that the citizens want as a result of this flood could have been included in that plan. A strategic plan could collate all projects and could have provided better solutions to the issues. Money might even have been saved if the capital projects were combined in a comprehensive long-range plan executed in phases.

If the town manager did not provide the comprehensive and systematic process for identifying and funding road improvements to the council she could have lost credibility as well as the \$100,000 in future allocation. There seemed to be much more to gain by at least trying to accomplish this task. The idea to use previous plans seemed to be a wise use of resources. This road improvement plan should have been

incorporated into the long-range plan to leverage the benefits that plan could provide.

The issues of the shortfall in sewer and water revenues and the delinquency rate were difficult issues. The manager could have decided to do nothing or she could have worked each action. She could have also combined efforts to make the water and sewer pay as you go. The increase in user fees for both the sewer and water had caused a serious issue. The council needed to be made aware that it caused this issue by its lack of action. Making them aware was not without risk for the city manager. The lost revenue from delinquent payments seemed to be easy. Not necessarily, the citizens who have not paid might confront the issue and make trouble for the city manager and council. In spite of this, the collection of these payments had to be done. This would get the additional revenues and gain credibility in the city's handling of money. The collection would probably not have resulted in all the money being collected, but at this point any money collected was more than the city had.

The two vacant positions were two different issues. The public expected the hiring of a police officer. Satisfying the public and eliminating the cost of overtime made hiring the police officer a wise choice. In spite of that, the second position, a technician to the engineer, did not appear to be warranted. The position would do work that was done by contract before. Normally it is cheaper to contract for work than to hire a person. This is because the benefits that one must pay an employee are more than the contracted price. It also goes to the question of what government is in business to do. A contractor, rather than an employee, could do this work easier. Furthermore, if the workload went down the contract would cost less and would be easier to manage than an employee who would have to be laid off.

Implementing the current budget depleted the closing fund balance and did nothing for balancing the current year's or future year budgets. The choices made on the alternatives would solve issues and create conditions for future budgets to be more balanced and maybe more productive. That led the town manager to a choice of rebuilding closing funds to a safe margin. This seemed like a prudent choice no matter how difficult it may have been.

Choosing Alternatives

There are no easy answers for the new town manager. There are some common sense alternatives that, if implemented, would have produced solutions that the city manager could have gained support for without making the city council and citizens angry. Furthermore, the city manager had to:

- Meet with the council members and lay out the issues in a straight forward no nonsense manner. Let council members know the issues were not new. This discussion required her to be firm and in charge of the discussion without preaching to the council members. She had to explain that she would come back in seven days with proposed solutions for their approval.
- Give the assistant manager a written admonishment for her behavior in not speaking to the council about the budget shortage. At that same time she had to notify the council in writing of the action she has taken in regards to the assistant manager.
- Direct an across the board cut of 15% in discretionary spending from her staff agencies.
- Direct the sewer and water departments to begin the process of collecting past due sewer and water bills.
- Approve the hiring of the police officer followed by an immediate stop on overtime for the police department.
- Implement the contracts for the sewer and water system repairs and authorize payment of the fire department subsidy.
- Approve the repairs from the damage caused by the flood.

There were several initiatives that had to be put in front of the council for their approval. The city manager needed to push the city council to implement the increase in user fees for both the sewer and water. This would have made them pay as you go. She needed to recommend that the technician to the engineer position not be hired and instead the \$25,000 budgeted for that position be used to contract the work. She should also have recommended that the past due sewer and water accounts that were not collected by the department be turned over to a collection agency. This additional revenue should have been used for capital improvements.

The town manager should have proposed the development of a communications plan to the council for their approval. This plan should have begun with an article for the local newspaper that laid out the financial condition of the town and how the leadership of the town expected the issues to be resolved. This should have been an open discussion between the town manager and the readers of the newspaper. Prior to interviews the town manager needed to provide the council members with talking papers for their approval. The plan should also have made use of annual town hall meetings. The first meeting could have been used to answer questions about the financial integrity of the town and long-range planning. The plan could have been updated quarterly to address citizen concerns.

To provide council members with a comprehensive and systematic process for identifying and funding road improvements by December 31st the city manager should have task the engineer to collate the three previous submissions and develop one recommendation with the best parts of the three. This should have been presented to the council. With this plan the engineer should have put forth the plans for updating the sewer and water systems and flood control for the areas. This would have served as a comprehensive long-range plan for the town to follow.

Conclusion

The new city manager had a rough start, but this was not a losing situation for her. Taking steps while in the emergency situation made them harder to stop and may even have saved her a great deal of work in the end. The way that she handled these situations would also have provided her an opportunity to gain respect from her staff as well as the council members. She should; however, have remained strong and level headed during this period. She had to be in control of the actions that were taken and solidified support when needed from the council members.

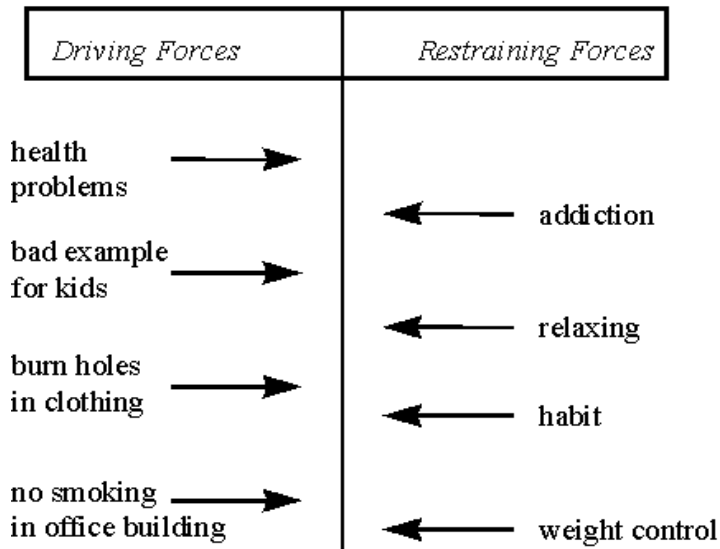
Bibliography

Kuffner-Hirt, Mary Jane (1998), "Welcome to the new town manager?" in "Managing Local Government Finance: Cases in Decision Making", 2nd edition, edited by James Banovetz, Washington, DC, International City/County Management Association.

Appendix A The A-MEDS Model

The first step in the Army Management Staff College - Mission Execution and Decision System (A-MEDS) is to conduct a force field analysis. This is a diagram that illustrates the factors or conditions that influence the goal to be achieved or the problem to be solved. On this diagram you identify both the forces that drive you towards achieving the goal and those that restrain you from achieving the goal. It is essential that you understand the conditions that influence the chances of achieving a goal and how significant they are. After you identify the driving and restraining forces the next step is to enhance the driving forces and if that can't be done eliminate the restraining forces. Here is a quick example using a goal to stop smoking.

GOAL: Stop Smoking



After identifying the driving and restraining forces you must identify the alternative courses of actions to achieve the goal. Each alternative should achieve the goal to some degree. It is also important to determine the criteria under which the goal could be achieved. If we measure the impact of each of these criteria on a scale of +5 to -5 with

Essays on Public Administration

+5 being the best, 0 being no change, and -5 being the worst.

The A-MEDS chart may look something like the one below for the stop smoking goal. The best course of action to achieve the goal is the one with the highest score after subtracting the restraining forces.

Alternative	Weighted Criteria				
	Cost	Improved Health	Improved relationships	Total	Restraining Forces
	Driving Forces				
Do nothing.	0	0	0	0	0
Stop smoking cold turkey	0	+3	+3	+6	-1
Stop smoking using a nicotine patch	+2	+4	+3	+9	-2
Stop Smoking using hypnosis	+3	+4	+5	+12	-4
Stop smoking with a group	+1	-2	+2	+1	-3
Stop smoking under doctor's care	+4	+2	+2	+9	-5

Essay 6 - Public Budgeting

Introduction

Of all the subject areas of public administration the budget is the one that garners the most attention and is the one that politicians lose sleep over. That is because budgets affect nearly every program that is publicly administered regardless of the level of government that is involved. After 32 years of public administration the author of this book of essays has taken his share of classes and courses on public budgeting. Along with the courses he has read a good many books on the subject, but the best book by far is the 4th edition of “The Politics of Public Budgeting, Getting and Spending, Borrowing and Balancing”, written by Irene S. Rubin, published in 2000. The author of this book of essays has taken a slightly different tact with this essay that will review chapters 2 through 7 of that book providing the reader with insights.

The chapters teach a lesson that should be obvious to most. Politicians and public officials who spend taxes and revenues are separate from the people who provide those taxes and revenues. The taxpayer does not have the authority to tell public officials and administrators how to spend the money. The taxpayer can have the last word because they have the right to vote the public officials out of office if they do not do what the voting public wants done.

Chapter 2, Revenue Politics

In chapter two Ms. Rubin provides the reader a primer on the politics involved with revenue. Revenue is the amount of money that a city receives from taxes, grants, and fees. She discusses the ways in which revenues are gained through taxation, grants, and revenue sharing. The ways in which these revenues are obtained and shared is ripe with political intervention. It also discusses how politicians go about increasing or decreasing revenues. The whole process seems like anarchy and it is a wonder that any work actually gets done with the way in which revenue is handled or perhaps mishandled.

This chapter addressed the three characteristics of revenue politics:

1. When public officials determine the need for additional revenue they go after it very carefully.
2. The politics of revenue develops an underside. This underside is against paying revenues, asking for exemptions, and looking for protection.
3. Raising taxes is done carefully so as to protect individuals, groups, and regions. This often leads to a rather irrational tax structure that requires periodic overhaul due to the inconsistencies built into the systems in an effort to protect individuals, groups, and regions.

These three characteristics lead the reader to understand that as elected officials use care to increase revenues in a way that protects certain individuals, groups and regions the population is looking for exemptions, breaks, and protection from those very increases of revenue.

Increasing taxes is outlined in the text as an awesome process that requires timing, control of opponents, and an overall management that lead to a successful conclusion. Ms. Rubin provides two mini cases that outline the right and wrong way to handle this process. It points out that the need must be clear and understandable to the population and that if opponents are allowed to garner support and gain the upper hand they can derail the effort.

Ms. Rubin explains that the environment has a great deal of control over the way in which revenue is approved. Government officials often seek increases when risk is low; there is little or no opposition, or the need is very clear. These are described as the best-case scenarios. Under these circumstances there is little difficulty in obtaining tax increases. The further one is from a best-case scenario the more difficulty is involved in obtaining the tax increases desired. For example when opposition is great the work needed to overcome this opposition is great and often not available. Also when the need is not readily apparent it is difficult to prove that it is necessary.

Ms. Rubin addresses the process used to manage revenues. The first and perhaps the most important point about the process is that it must be protected or as she states buffered from interest groups. These

individuals or organizations will try to intercede in the process to their advantage. Something to their advantage is usually detrimental to the reason and need for the revenue.

The author of the chapter noted that public budgeting differs from one's personal or business budget in five key ways:

1. Public budgets are put together by a variety of persons who have differing levels of influence and power.
2. The government officials spend taxpayer's money not their own. This requires negotiation and consent among the various parties involved.
3. Accountability is an important if not the most important element of a public budget. This is because the public officials are not spending their own money.
4. Public budgets take a great deal of time in planning and are meant to last for more than one year. In contrast one's personal or business budget is normally an on-going process and not as well defined.
5. Public budgets are very constrained compared to private or business budgets. Constrained in the context that money is often required to be spent on specific items and at specific levels.

Ms. Rubin addresses the specific ways in which taxes are raised and also provides a quick description of each. Earmarking is described as dollars that are marked for specific uses that have to be spent for those uses. Among the other ways that she addresses were the use of temporary taxes. These taxes are implemented for a specific amount of time. One would hope at the end of that time the tax would end, but the legislator can and often does vote to extend the tax.

Lastly, in this chapter Ms. Rubin spent a great deal of text on tax breaks. She provides large tables that show how tax breaks are used to draw business and industries into a specific area. In many cases this causes a loss of revenue. Often that loss of revenue is felt by the school districts that cannot draw enough revenue to balance their budgets. This seems to be a case of public officials trying to bring jobs to their areas at any cost. Sometimes the price in tax breaks is often too high and the area suffers even if the business or industry moves to the area.

In summary, the Ms. Rubin addresses the three characteristics of a budget. This information leads the reader to the knowledge that as elected officials use care to increase revenues in a way that protects certain individuals, groups and regions the population is looking for exemptions, breaks, and protection from those very increases of revenue.

Ms. Rubin noted that there are specifically five key ways in which government budget differs from personal or business budgets. She also addresses the specific ways in which taxes are raised and provides a quick description of each.

Ms. Rubin provides information to open the reader's eyes about the ways that politics is involved in budgeting. Budgeting does not always work out as planned and by trying to protect some elements of the population the government often burdens others. All in all a process provides the many and varied levels of government with money to operate.

Chapter 3, The Politics of Process

In this chapter Ms. Rubin provides a primer on the processes used in budgeting and the ways that those processes are used to gain power and control. She discusses the ways in which the processes are used in various situations and whether it is executive or legislative in nature. Ms. Rubin noted that ways in which these budget processes are used are ripe with political intervention. She also discussed how the process is different at the various levels of government. The whole method seems to be political and doesn't seem to focus on spending money to obtain objective results.

Ms. Rubin teaches the reader a lesson about how the budget processes divide decision-making and assigning decisions to particular actors or groups. The budget process also coordinates the decision making among actors. She pointed out that the budget process is politically important as demonstrated through the application of power among the branches of government, the public, and interest groups.

Ms. Rubin explains how the budget process is also an outcome. This outcome provides the needed appropriations that allow the government and political processes to work. In a larger sense it also allows the democratic process to work. The elected officials take the public's

money and budgets it to achieve individual as well as party goals and objectives. If these are the same as the voters the match is supported and the politician remains in power.

Ms. Rubin points out that there are macro and micro politics. In macro the players are looking at broad policies in the direction of long-term goals. This shows itself in party support for measures that benefit the party platform. Micro occurs when individual actors work to gain power to have influence over specific decisions that have short-term results or affect a small group of people.

The first mini-case was used by Ms. Rubin to demonstrate the macro level politics of the budget process. This mini-case is longer than the others in chapter two. It is worth reading because it is a good case to enforce the points of the chapter thus far. The second mini-case demonstrated how politicians bend the rules of the budget process to their advantage when their party is in power. This is a bit of a shock as to how blatant the bending of rules can be. Even in the face of opposition those in power choose to bend the rules to their liking and this choice allows them to manipulate the budget process without changing it.

The budget process is in part driven by the characteristics of public budgeting. Which as was pointed out by Ms. Rubin there are two differences in the characteristics of a private or business budget and a government budget. She explains that the budget process actually regulates control over budget decisions as well as competition. In this context there is competition between priorities as well as programs.

The gap the author of this essay alluded to in the introduction between the taxpayers and the government who allocates and spends the tax money was addressed by Ms. Rubin in chapter three. She explains bridging this gap through the use of open hearings and planning processes. This allows citizens to learn about the budget process and the budget. She goes on to explain that open budgets lead to higher spending because of the influence of many actors or interest groups.

Ms. Rubin explains that there are many ways to control a budget process and she addressed them in this chapter. The main ones are prior controls and post controls. Which one is used determines the way in which inputs and outputs are controlled or influenced. She used the Gramm-Rudman-Hollings act of 1985 to explain the use of constraints.

This legislation uses deadlines, targets, and an automatic series of cuts. This is a good example of legislation pertinent to the chapter.

Ms. Rubin states that budgets often use prior controls so that decision making can take place within the constraints. There are many different types of these constraints. She points out that goals for allocation, productivity savings, and restrictions on cutting back capital or staff are all different forms of constraints on the budget process. By constraining decision making one can exclude options from the budget process. These constraints come from the various levels of government with the federal government imposing on the state process as well as the state imposing on the county and city processes.

The process may include an open or closed budget and may require budgets to line monies or focus on operations. This drives the process as well as the results. The line items require money to be spent in specific areas that are tracked. The nature of open and closed determines the actors involved in the process and may mean an open budget that allowed outside actors to influence the amount of money allocated and for what programs. The closed budget is used to direct money and limit amounts as well as the programs supported. The closed budget can be used to reduce spending and balance a budget.

Ms. Rubin spent a great deal of time going over the differences in budgets at the state, city and county level. She addressed how the state controls the budgets below their level through making them the same. This is done by requiring line items as opposed to operational budgets. The states use this control to know how the money is spent and what programs it is spent for.

Chapter 4, The Dynamics of Changing Budget Processes

In chapter Ms. Rubin discusses the ways in which budgeting has changed and how the dynamics created by those changes have affected how it works. She discusses the history of how budgeting has evolved over the years. This discussion addresses changes to the federal, state and municipal budgets. She also discusses what might have caused some of the changes. As a follow on to the changes are cases in which changes to the process are either adapted or returned to the former method because of application or that the method just did not work. The final point is an implementation of a planning, programming and budgeting system to address the overall idea behind budgeting not just to budget.

Ms. Rubin discusses the changes that have taken place over the years to the budgeting process are due to the fact that the actors are trying to gain additional power through the budgeting process. Many of these changes have resulted from the struggle between the executive and legislative branches of government.

The budget process was very simple at first when there were few people and resources were adequate while services were very limited. As time passed the process became more complicated in an effort to control spending for more services. Adding to that growth is the need for balance between spending and increases in revenue. It is very hard to measure what impact a budget actually has on the citizens or services provided. Furthermore any impacts are not consistent over time. This provides a lot of variance in the ways that budgets are perceived.

The budgeting process is opened or closed depending on the requirements of the budgeting process. If a budget is open it can be influenced by citizens and interest groups, which may lead to more spending. Closed budgets are normally top down and lead to constrained spending with little or no influence from outsiders. The budget may also be centralized or decentralized. Centralized budgets give power to committees to set revenue and spending limits.

One example used by Ms. Rubin is that in 1885 the US House of Representatives reorganized its internal budget process by taking power away from the Appropriations Committee and giving it to legislative committees. This was done because these legislative committees were thought to be more loyal and interested in expansion. Later in 1920 Congress gave the control back to the Appropriation Committee to stop growing spending.

Ms. Rubin points out that many times changes in the budget process are instituted to answer problems. The strengthening of the executive's role was in response to a need to control spending. Over the years budget processes became more top-down and centralized which made it easier to control the costs. This was done by legislators who gave more power to the executive to formulate and execute the budget. In reality this power was often misused or abused by the executive.

She goes on to explain that the executive budget was created in 1921 through the Budget and Accounting Act. This act also created the

Budget Bureau within the executive branch. There was a great deal that happened from 1921 through World War I. The nation had surpluses of revenue then shortages of revenue. While all this was going on World War I occurred with its expenses. The leaders wrestled back and forth over the question of power to control the budget process. Presidents Taft and Wilson were involved in this battle. The President as the executive of the government had the job of preparing the budget and submitting it to Congress for approval. Congress reserved for itself the right to alter the budget.

Ms. Rubin goes on to explain that during the Great Depression new programs were developed to relieve the stress of joblessness and homelessness. These programs became known as entitlements. These entitlements bypass the appropriations process of budgeting and are dealt with by authorizing committees. This shifts a great deal of power to these authorizing committees.

She explained that in the 1950s Congress tried to link all appropriations into one omnibus package. Unfortunately this effort failed. The size made this bill very hard to manage and would have delayed passing. In 1974 the Congressional Budget and Impoundment Control Act was passed. This prevented the president from withholding money approved for spending. This was done to correct a shift of power from the President back to the Congress. This act also provided a staff to Congress to develop budget policies. This gave Congress the ability to make fiscal policy itself. However, this did not work out well and only weakened committees.

Ms. Rubin goes on to explain that budget committee power increased as the deficit increases. She addressed how reconciliation was used to provide targets for committees to meet to provide a way of enforcing the budget total. Despite this the deficit continued to rise for years. The Gramm-Rudman-Hollings Act of 1985 was used to try to stop the deficit. It helped to accomplish some reduction and was replaced in 1990 by the Budget Enforcement Act that addressed some weakness in the Gramm-Rudman-Hollings Act. As a follow on the National Performance Review was implemented in 1993 and was intended to shift the focus on spending to the outcomes it achieved. Congress joined the program by passing the Government Performance and Results Act. This act required agencies to develop multiyear plans and measure their progress towards predetermined goals.

In this chapter Ms. Rubin also addressed the various ways in which the state's budget. There seems to be some consistency among the processes they choose and many times that is designed to make it easier for them to get federal money. The state budgets are similar in nature to the federal sector. The governor serves as the executive and does much the same work as the president. The governors develop the budget and submit it to the state legislators for approval. At the state level the agencies can and often do submit their budgets to the governor and at the same time the legislator. Many governors also have a line item veto that allows the governor to line through items to adjust and control spending. Most governors and state legislators have staff that assists them in developing and reviewing budget submissions. Some states use committees in the budget development and approval process and their work is similar to the committees at the federal level.

Municipal governments are told by the states how they will conduct their budget. They operate in much the same way as the state. Some municipalities hold hearings and let the voters participate more in the process. This works well since it is at a smaller level. Municipalities must conform to federal standards of budgeting to compete for federal funding.

In chapter four Ms. Rubin discussed the ways in which budgeting has changed and how the dynamics created by those changes have affected how they work. She discussed the history of budget evolution and changes to the federal, state and municipal budgets. She went on to discuss what might have caused some of the changes. As a follow-on to the changes were cases in which changes to the processes were either adapted or returned to the former method because of application or that the method just did not work. The final point she made is the implementation of a planning, programming and budgeting system to address the overall idea behind budgeting not just to budget.

Chapter 5, The Politics of Expenditures: Managing Competition, Accountability, and Acceptability

In chapter five Ms. Rubin discusses the ways in which politics influences the way the government spends money. She discusses how decisions are made as well as who gets support and why. She also discussed the ways interest groups influence decisions and the use of fear in gaining support for expenditures as well as the types of expenditures. The chapter forms

Essays on Public Administration

a broad discussion of the way the government spends money with several mini cases to emphasize points.

Ms. Rubin began by noting that the politics of spending money by the government is the politics of choice. That is to say that people and organizations want different things and the legislators pass a budget that makes choices among those different things. This pleases some people while it angers others. She points out that there is a limited amount of money and that programs are funded by not funding or funding at a reduced level other programs. In this chapter Ms. Rubin uses some very effective examples. One that was very telling was the potential decision to hire more police. As a result this caused a cut in the social services budget to pay for an increase in the police budget. The budget that gets cut may not be because of a lack of need, but rather who has the most support.

One way she explains that budgets are cut is across the board. She explains that across the board cuts do not allow much choice in the budget process. In addition to across the board cuts there is the choice to leave a budget at the same level. There is constant competition in the budget process for expenditures. In the 1960s and 70s this competition was between individuals with personal goals who influenced the budget outcomes. In the chapter Ms. Rubin noted that this model, called incrementalism, developed into shared understandings, decision rules, and formulas that created fairness and distribution of resources. Mutual consent minimized the competition.

Ms. Rubin explained that this model was not appropriate for budgeting much past the 1970s because of a need for all budget actors to know the reasons why other actors were saying or doing what they were. This secretive nature prohibited sharing of information and the give and take once seen. Another reason that this model did not work for long was that the budget actors worked with each other year after year developing a relationship of give and take. After the 1970s the interest groups didn't play by these rules and had external influences that were inappropriate to incrementalism.

Ms. Rubin also reiterated in this chapter the four characteristics of public budgeting and how they affect expenditures. The numbers of actors involved causes a high level of competition. The variety of actors and the spending that they want also affect the expenditures. She further

stated that groups have narrow or broad demands. Furthermore party activists are involved and they try to use the political party system.

One way Ms. Rubin puts forth to handle intense competition is to try to raise the priority of the proposal. A second way is to reorder the priorities. Implying that current order is too political or too ignorant could do this. One final way is to make proposals look inexpensive. One can do this by not indicating all the cost. For example run costs out five years when one knows the sixth year is where the biggest cost is. Organizations also charge user fees to offset costs making the proposal look cheaper than it really is.

When budgets are constrained the competition is normally reduced. There is less money to go around and even less to spend on proposals. Earmarking is used to reduce these costs by marking money for a specific use. Mandating or specifying a project to use money puts that proposal out of competition. Entitlements are also not in direct competition with other appropriated proposals. Ms. Rubin discusses the use of public enterprises, special purpose governments, and trust funds to limit expenditures and costs. Spending being on or off budget is also addressed with a mini case to drive home the point. The environment also affects the budget and expenditure processes. The affect that a proposal has on the environment can make it compete or take it out of competition.

The process works best when proposals are for things that large groups or everyone wants and are therefore easy to support. Many proposals are for a specific group and a geographical area and are therefore harder to get strong support for from the general population. The legislators then have to frame the proposal so that it looks like many people and areas would benefit from the proposal. Making the program look cheap follows this.

In summary Ms. Rubin used chapter five to provide a great deal of information about how the government spends money. As she explains this is done through information on the ways in which politics influences the way the government spends money. She discusses how decisions are made and the way interest group's influence those decisions to spend money. She also discusses the use of fear in gaining support for expenditures as well as the types of expenditures. The chapter is a broad discussion of the way the government spends money. The mini cases were used effectively to emphasize points.

Chapter 6, The Politics of Balancing the Budget

In chapter six Ms. Rubin discusses how politics influence how governments balance budgets. She discusses how decisions are made about what balance is and what it includes. She also discusses how interest groups influence decisions and the use of balance to control the size and scope of government and determine how money is spent. The chapter forms a broad discussion of the way governments view budget balance and what that means to citizens and other layers of government.

She begins the chapter by noting that balance is the most important constraint on budgeting. She described balance as expenditures being equal to or less than revenues. From this definition she described how some governments run deficits on purpose. This is done in wartime, as a diplomatic initiative, or in response to a natural disaster. Deficits are caused during these periods because money needs to be spent whether budgeted for or not. At the national level deficits are also used to offset negative trends in the economy. Deficits may also occur when budget actors are not willing to make the tough decisions needed to balance the budget.

In the case of emergencies or economic trends the deficit is temporary, short term, and not very harmful. In contrast, deficits that occur when expenditures exceed revenues are normally caused by budget actors not making decisions to cut expenditures or ask for additional revenues. These deficits, unlike emergency or economic deficits, can be long term and very serious. The solution to the second cause of deficits is more rigid constraints put into constitutional amendments, new statutes, or the development and implementation of a new budget process.

Both citizens and financial communities oppose budget deficits. Citizens believe that since they must balance their own personal budgets that the government budget should be balanced too. In addition, financial organizations look at budget balance as a risk factor in loaning money to a government. This determines whether a loan is made. Of course if a loan is not made bad publicity may follow. Ms. Rubin explains that the politics of balancing a budget revolves around two issues. First, how and why did the budget become unbalanced in the first place? Secondly, how does one rebalance it? Focusing on the characteristics of public budgeting is important to resolving both of these issues.

Ms. Rubin tells the reader who the primary budget actors are. She stated that the actors include the public, interest groups, coalitions of interest groups, and officials at different levels of government. Each acts on the budget process to their advantage and for their own reasons. These reasons may include protecting money for their cause, eliminating budget cuts, or pushing for allowing or ending deficits to suit their cause. She explains that budgets may be balanced by increasing revenues, cutting expenditures, or by reducing revenues and cutting expenditures both. Reducing revenues and cutting expenditures at the same time is a technique used by conservatives to force a reduction in the size and scope of government. Conservatives also use the need to balance the budget as a vehicle to press for cuts in taxes that will force cuts in expenditures with the goal of reducing the scope of government. Lastly in this section she explains how each level of government passes expenditures to other levels of government and prevents expenditures from being passed to them.

Ms. Rubin explains that deficits occur because budgets are open to the environment. Courts, natural disasters, violence, war, and economic downturns are all elements of the environment that she says affect the budget. Revenues also create uncertainty for a budget because estimates may not be realized. These uncertainties in revenues also cause levels of governments to change amounts of revenues provided to other levels of government. This often leaves governments holding the bag because their budget counted on these revenues.

Ms. Rubin discusses how governments often hide deficits instead of facing up to the unpleasantness of balancing the budget. She identifies ways to hide a deficit and explains that the process of hiding puts the problems associated with deficits off until future years or even when new personnel have been elected. She mentions again that the basic characteristics of public budgeting provide common themes that can be used to determine solutions.

In this chapter Ms. Rubin discusses how the requirement to balance budgets varies with the level of government. The federal government has run deficits. In contrast most states are constitutionally required to balance the budget. In addition, many states are not allowed to use borrowed money to balance the budget. Municipal governments are also required to balance their budgets and are often more transparent to the public than budgets at higher levels.

She explained that the federal government runs deficits when borrowing for war, for economic recessions, and long-term imbalance in revenues and spending. Deficits are not always bad and may be used wisely at the federal level. Running deficits at the federal level has become more common. There have been a great many attempts to require a balanced budget at the federal level. These attempts have been statutory and only partially successful in controlling deficits.

At the state level she explains that the deficits are very similar to those at the federal level except that most states are required to balance. This does not allow states to face large and long-term deficits that may occur at the federal level. The governor is normally charged with implementing requirements necessary to balance the budget within guidance from legislators. At the state level the primary cause of deficits is a down turn in the economy. This is exacerbated by increased social claims from citizens hit by the down turn. Budget actors at the state level also hide deficits and can even use the accounting process to define spending. Some states have what are called rainy day funds or savings accounts to soften the blow caused by these down turns. The state can also push expenses down to the municipal level.

She also discusses that the causes of deficits are the same at the municipal level as at other levels. At the municipal level budget actors also hide deficits in much the same way as they do at other levels. The mayor is normally charged to correct deficits. This is done with coordination of the city councils and may involve council approval.

In chapter six Ms. Rubin discusses the way politics influences the way governments balance their budget. She discusses how decisions are made about the definition of balance and the ways interest groups influence decisions. She further discusses the way budget actors use balance to control the size and scope of government, and how budget actors determine how money is spent. The chapter is a broad discussion of the way governments view balance and what that means to citizens as well as other layers of government.

Chapter 7, Budget Execution: The Politics of Adaptation

In chapter seven Ms. Rubin discusses how budgets are executed and how politics works to change the budget. She discusses how the budget must be adapted as events occur throughout the year that may not have been budgeted for or revenues that may not be realized affecting

spending. She also discusses how budgets have been based on predictions of how much money will come in and needs to go out in a year. This process is often affected by the environment and may be completely out of the hands of administrators. In other cases politicians and administrators try to influence the budget as it is executed for their own interests. In this chapter she covers a lot of areas and discusses the many ways a budget can be changed throughout the year.

Ms. Rubin points out that a budget is not done for its own sake. It must be implemented and then adapted to the developments that occur throughout the year. The goal of budget execution is to carry out the budget as passed and therefore is highly technical albeit a political process. Because the budget regulates public accountability and involves policy battles even technical areas may become part of a political campaign.

In this chapter Ms. Rubin notes that the reasons a budget may change include: a changing economy, continuing political battles, changes in leadership, and changes in public problems. For these reasons the budget as executed may be different from the one approved. There are many potential problems with changing a budget through the year. The legislators and council members who approve the budget often try to include some discretionary spending for executives and administrators. The administrator or executive is trusted as long as these funds are used wisely and not to reverse the intent of the legislator or council. If they are used to usurp the intent of the legislator or council a political battle may ensue.

She expresses the importance of public accountability in the budget process and pushes that point again in this chapter. Ms. Rubin notes that budgets are normally executed as passed even though executives and administrators are given discretion to make minor or technical changes. She also says that these changes are carefully monitored to make sure policy decisions are not affected. This keeps the budget in the open for all to see.

Ms. Rubin discusses how many changes are made to budgets at mid-year. These may be made in haste without the normal competition. Many of the mid-year changes have high visibility and since they are so important do not receive a lot of scrutiny from the public. She highlights how deviations from the passed budget are normally of two kinds. First is a violation of fiscal control that results in overspending, waste, fraud,

or abuse. Second is a policy control violation that results in a budget actor making policy changes in the budget without going through the normal budget process.

Ms. Rubin emphasizes the point that budgets are affected by a declining economy, by increases in expenses, or reductions in revenues. The increases can be triggered by higher unemployment or social claims. She explains how the federal government approves supplemental expenses when economic declines require more money for expenses related to unemployment and poverty. This often creates or adds to current deficits. At the state level where deficits are forbidden supplements are not normally used. The state actors usually delay, cut expenses, or borrow until the issues can be addressed with the next year's budget. She also discussed how budgets may be adapted at the mid-year point by cutting expenses, adding revenues or using reserves. During these times the budget is less useful as an instrument of accountability. The cities react in much the same way as states due to these changes in the budget.

In this chapter Ms. Rubin addresses supplemental appropriations and rescissions, deferrals, reprogramming, contingency funds, and interfund transfers. She explains that these are formal and informal processes used to change budgets. Supplemental appropriations and rescissions are often used together. The rescission is used to add money back to the budget and the supplemental appropriation to spend it. The supplementals are normally emergencies and may not need a rescission to pay for them. She notes that to avoid supplements the federal government has tried to budget for emergencies. This has led to some success and was done through crop insurance, flood insurance and work by the Federal Emergency Management Agency to get insurance companies to rebuild to current standards that offer more protection. Deferrals may also be used to offset some expenses. This is usually for a period of time and congress reviews. Reprogramming is moving money from one program to another in the same account to match expenses. This is done at the federal, state, and local levels. State and local governments plan for emergencies through the use of contingency funds. She highlights how these monies provide a way to pay for unplanned expenses and help to prevent a deficit. Lastly, she discusses the interfund transfer that is used at the federal level to move money from one account to another. This does not work well at the city level where there is less money and it is usually noted for a specific use. The mini-cases were very relevant in this chapter and the first two cases showed a contrast of styles of the budget process. The cases supported

the points the author of the chapter was trying to make by using real life experiences.

In chapter seven Ms. Rubin discussed how budgets are executed and how politics works to change the budget. She discusses how the budget is adapted as events occur throughout the year that may not have been budgeted for. She also points out that this occurs because revenues may not be realized, which can affect spending and cause expenses to go up. Lastly, Ms. Rubin discusses how budgets are based on predictions and how the process is often affected by the environment and may be completely out of the hands of administrators. In other cases politicians and administrators try to influence the budget execution for their own interests.

Conclusion

Hopefully, this review has caused the reader to think about public budgets and what they mean to government and public. Nearly everything needs money that is allocated in budgets that are often more about politics than money. This essay highlighted chapters 2 through 7 in the 4th edition of “The Politics of Public Budgeting, Getting and Spending, Borrowing and Balancing”, written by: Irene S. Rubin and published in 2000 a great reference for learning about and in some cases even understanding the public budget.

Bibliography

Rubin, Irene S. (2000), “The Politics of Public Budgeting, Getting and Spending, Borrowing and Balancing”, Chatham Houser, New York.

Essay 7 - Updating Missouri Motorcycle Safety Program Statutes to Prevent Needless Deaths and Injuries.

Introduction

Riding a motorcycle can be dangerous. Mr. Seth Borenstein reports in a 2003 article for the Mercury News that nationally motorcyclists deaths went from 2,116 in 1997 to 3,181 in 2001. He obtained his figures from the National Highway Traffic Safety Administration (NHTSA). In 2000 forty-four motorcycle operators died from crashes in Missouri (Missouri Toll, 2004). Unfortunately in 2001 the number who died operating motorcycles increased to fifty-three (Missouri Toll, 2004). The table at appendix A to this essay provides a visual depiction of the losses. This essay will address a way to reduce these deaths that recommends a change to Missouri Revised Statutes to require all personnel under the age of 18 to complete a Motorcycle Safety Foundation (MSF) Basic Rider course before they could receive a license.

Background

Experts point to receiving proper training, using graduated licensing, wearing of proper equipment, and buying a motorcycle to fit the rider as being the most important. The one thing that most recommendations have in common is training (National Agenda, 2000). With that in mind, finding ways of increasing motorcycle rider participation in training would seem to be a way to reduce the risk of future motorcycle crashes.

This training would benefit all motorcycle riders, but more specifically those under 18 who have little or no experience riding a motorcycle. The chart at appendix B to this essay provides information on teenage deaths. Mr. Rajesh Subramanian (Motor Vehicle, 2003) stated in his 2001 Research Note for the Motor Vehicle Traffic Crashes that motor vehicle accidents are the leading cause of death in the United States for those 16-20. This age group lacks maturity and often is not a good judge of acceptable risk levels. The requirement to complete a motorcycle rider course could provide these young riders with at least some of the

knowledge, skills, and abilities they need to ride a motorcycle properly and to make better decisions about accepting risks. The NHTSA (2004) states “Preventing crashes before they occur is a major component of any comprehensive traffic safety program, including motorcycle safety. NHTSA’s crash prevention activities have a significant focus on variables that affect and contribute to crashes—operator fitness, experience and training, and licensing. The agency supports effective State rider education and training programs and encourages proper licensing for all motorcyclists.” That leads back to improving training to ensure riders are prepared to ride and to verify this prior to licensing.

Individuals from 16-25 are normally at greater risk of being involved in a motor vehicle crash. This is evidenced by the rate charged for insuring these individuals. Anyone who has insured a male in this age group knows that there is a very high cost. Some states have gone to graduated license to provide supervision, parental involvement, and experience to the novice driver. The graduated license as used for automobiles is unsuitable for motorcyclist because there is only limited ways to provide supervision or parental involvement (National Agenda, 2000). The young men and women riding motorcycles are virtually alone on the road unless they have a parent that rides.

“Most rider training programs focus on developing high-priority skills: braking, cornering, and swerving (National Agenda, 2000).” Appendix C to this essay provides a basic rider course curriculum. These highly developed skills are what our young riders are missing. Their low level of maturity exacerbates the situation. The author of the chapters of the National Agenda for Motorcycle Safety (2000) noted that an increase in the portion of riders taking advantage of training opportunities to learn crash avoidance skills and continuing to enhance those skills through practice is what is needed. To that end a change to Missouri Revised Statute, Drivers' and Commercial Drivers' Licenses, Section 302.015 is needed that would require all personnel under the age of 18 to complete an MSF Basic Rider course before they could receive a license.

The Pertinent Statues:

Title 11 Code of State Regulations, Division 60, Chapter 1 (2002) addresses the motorcycle safety education program. This regulation provides information on who conducts and can attend training and how that training will be conducted. In addition, the Missouri Department of Revenue manual DOR-2332 (AMA, 2002) provides information for

those who want to pursue a motorcycle operator's license. The Missouri Revised Statute 302.133 (2003) states that a "Motorcycle rider training course, a motorcycle rider education curriculum and delivery system approved by the department as meeting standards designed to develop and instill the knowledge, attitudes, habits, and skills necessary for the safe operation of a motorcycle." Missouri Revised Statute 302.134 (2003) notes that the Missouri Division of Highway Safety is the state agency to determine the specifications of motorcycle education and training to carry out statute 302.133. The department they allude to is the Division of Highway Safety. The approved course is the MSF's Basic Rider Course.

Missouri revised statute 302.173 (2003) also allows for the completion of an approved Motorcycle Rider Training Course to suffice for the riding skills test required by the Missouri Department of Revenue. The Missouri Department of Highway Safety defines that rider course as the Basic Rider Course from the MSF.

Arguments against promulgation of a new rule:

The primary argument against a change to Missouri Revised Statute, Drivers' and Commercial Drivers' Licenses, Section 302.015 is that the state government is intruding on the personal lives of motorcycle riders by making them take training to ride the motorcycle. This would in fact be true; however, the government often steps in to regulate young people to serve the greater good. Motorcycle riders completing training serves the greater good of society by lowering fatality rates, lowering insurance rates for all motorcycle riders, and lowering hospitalization costs from the injuries sustained in the crashes. It is the job of the legislator to make laws that are for common good. A follow on to this argument is that driving is a privilege not a right in Missouri.

An argument might be made that some individuals already know how to ride a motorcycle and the training would cost them \$150.00 for something they don't need. The experience of instructors that coach the MSF's Basic Rider Course is that even most experienced riders can learn something from the course that can make him or her a better rider. This may come from the hands-on riding or through the coaching sessions facilitated by a certified coach. People take from the course what they put in. Those that look at the course as a challenge and participate to better themselves gain a great deal from the course. Many riders are self-

taught or learned from a friend or colleague. In either case the teaching may not have been correct.

A third argument might be made for the use of MSF Instructors to act as license examiners when they in fact are not. The truth of the matter is that license examiners give a riding test that is done in about 7-10 minutes. For insight into the exam see appendix D to this essay. They provide no coaching on the things the applicant did wrong or poorly and there is no teaching being conducted. In contrast the Basic Rider Course is a series of 16 exercises that culminate in a skills test that the rider must pass. The skills test includes the items that are in the state riding test and more. The instructor does provide coaching and training while at the same time proving through the completion of the skills test that the motorcycle rider has met the intent and the skill level of the state test.

How other state, federal and local governments are attempting to deal with the issue.

The American Motorcycle Association (AMA) (2002) identifies what states are doing about motorcycle licensing and safety. Very few states require the completion of a motorcycle-training course to ride a motorcycle. In contrast forty-six states do provide funding for this training. There are 42 states that will waive the skills test for the potential motorcycle rider who has completed the approved course. There are 16 states that will waive the written test for the potential motorcycle rider who has completed the approved course. Four states require this training for personnel under the age of 21 while 11 states require it for personnel under the age of 18. The fact that 11 states already require this training for those under 18 indicates that if Missouri Law Makers changed the law it would do so alongside those 11 states.

Melissa Savage and Irene Kawanabe (Motorcycle Safety, 2001) state in their article for the National Conference of State Legislators that an “area where state legislatures have grappled with the issue of motorcycle safety is through laws with specific licensing and education requirements.” The authors point out that as of 1999, 47 states have funded motorcycle safety programs and all states require a special endorsement to operate a motorcycle.” More importantly they note that Oklahoma created a state sponsored rider-training program.

One way to decrease the likelihood of a motorcycle crash is to ensure that the rider has learned the skills necessary to safely operate a motorcycle. During the 1980s, the MSF developed model legislation regarding state-funded motorcycle rider education programs. The foundation designed this model legislation as a tool for state legislators interested in motorcycle safety. Rider education programs provide basic lessons on how to operate motorcycles on streets and highways.

Who are the driving advocates for a public response?

The primary public advocates are the Freedom of Road Riders of Missouri. This is a group of motorcycle riders who are very active in the rules governing the riding of motorcycles in Missouri. This group has supported the adoption of the Basic Rider Course and conducts it free for their members. Their support would be instrumental to passing this revision in the statute. This group of riders would be the first group that the state should solicit support from. They have a voice at the National Level and often support legislative efforts to improve riding motorcycles. The down side to their support is that they also support national efforts to make wearing of motorcycle helmets optional rather than required.

In addition to this motorcycle group the Highway Patrol and municipal police officers might support this change because of its ability to improve the overall riding ability of the average motorcycle rider. They are the front line of preventing crashes and any reduction in the number of crashes would be a success for their prevention programs. The Basic Rider Course addresses the use of protective equipment, specific information on the use of helmets, and strongly discourages the use of alcohol and drugs. All of which receive strong emphasis from the police and Highway Patrol.

It is possible to gain support from Mothers Against Drunk Driving (MADD). The Basic Rider Course includes modules on preventing drunk riding among motorcycle riders. This effort fits nicely into the agenda of this organization. MADD has a national support base and can gather momentum among local constituents. This group also has a great deal of legislative experience and connections that may be used to supplement already recognized support.

MSF would be a strong advocate for the requirement of persons under eighteen years of age having to complete this course prior to receiving a

motorcycle license. The MSF RiderCoach manual makes the point very well when it says, “The course is based on years of scientific research and field experience which has successfully trained over 2 million participants to date. It has been tested with several hundred novice riders and has proven to be successful in developing the entry-level skills for riding in traffic.” The MSF also works in conjunction with the NHTSA to develop training programs targeted at the causes of accidents.

The organization of American Bikers Aimed Towards Education (ABATE) (Motorcycle Laws, 2003) has given strong support to rider education and has gone so far as to support that education coming from the state provided to riders. This is a very expensive proposition and not one without its critiques; however, these groups may support a rider education bill that would move their agenda forward even if not to the end point they desire.

Why a public response is necessary from the advocates’ perspective?

Preventing motorcycle crashes will take a group effort. If one is forced to attend a training course they may do so with such animosity that they refuse to learn and do all that is in their power not to apply the lessons. It is important to get user buy-in for this program. Letting the public decide the issue can drive the program instead of the program being force fed to the public.

It is important that the general public understand that they bear most of the costs for injuries from motorcycle crashes. The authors of the paper “Costs of Injuries Resulting from Motorcycle Crashes” (2002) identified that most of the medical costs are borne by private insurance companies and the government. The authors of the paper (Costs 2002) further stated that the general public who buys insurance policies and pays taxes are the ones that ultimately pay the bill. As the bill payers they should have an interest in not just the costs, but how they may be reduced or eliminated.

The Motorcycle Industry Council (US Motorcycles, 2003) states, “with 2002 sales up a remarkable 10.2 percent, the U.S. motorcycle market is celebrating 10 consecutive years of rising sales. In 2001, new unit motorcycle sales topped 850,000 in the fourth straight year of double-digit increases. Continued strong demand for two-wheelers beat that

mark in 2002, with total motorcycle sales of more than 937,000.” With new motorcycles come new riders. Many of those new riders will be under 18 years of age because of the comparatively low cost of a motorcycle along with the high gas mileage.

Public response should be sought before legislation is approved. It is better to obtain the citizen buy in to this program as early in the process as possible. This will pave the way for citizen support for the legislation almost from the start and allow it to grow, as the legislation is moving forward.

A three-pronged approach to public response should be used. First is the user organizations like Freedom of Road Riders, MADD, and others to reach out to their constituents and begin to move them to action. Town hall meetings should be held in regional areas to get the word out about this training. This should be quickly followed by public announcement about preparing young people to ride a motorcycle. Finally, the Missouri Division of Highway Safety should launch a media campaign to get the word out across the state so that people are made aware of the program.

This public support can then be used to show legislatures that there is grass roots support for the measure and that their support and eventual passage of this measure would be answering that grass root effort.

What is likely to happen if no public response is received?

The lack of public response will not derail the effort. However, it would dampen the enthusiasm with which the citizens of Missouri apply the law to their individual lives. With any safety effort it is important to get those whom one wishes to protect to buy in to the program. Without the public response and the associated support the program would have a 50% chance of being successful. B. Guy Peters (1999) has made it clear that “the ethical system most applied to public policy analysis is utilitarianism, with actions being justified as producing the greatest net benefit for the society as a whole”. That is what this change in the statutes will provide. By reducing deaths and unnecessary injuries it benefits society, who will ultimately be asked to pay the cost. It is essential that the citizens agree in principle as to why this change is needed. They will not all agree, but enough should agree to get needed support.

Who is impacted if a public policy is developed or not developed?

The entire citizenry of Missouri has the potential to be impacted by this policy being implemented or not. Along with the citizens of Missouri are citizens of other states that use Missouri highways, roads, and streets. There is also an impact on the tourism industry especially for a state that is making an effort such as Missouri to bring tourism to the state.

At the current rate motorcycle crashes will affect the insurance industry that provides insurance for the citizens. Directly it will cost more to get motorcycle insurance and perhaps later it will cost more for medical or life insurance for motorcycle riders. In the end this allows less money for the other things one spends money on.

What is likely to be the impact on the public funds?

There is no use of public funds required for the implementation of this change to the statutes. The burden would be on the potential motorcycle rider to pay the \$150.00 for the course. An aside to this is that the potential motorcycle rider can normally save 10-15% on his or her motorcycle insurance by completing this training and submitting the completion card to their insurance company. The end result is that the insurance industry will pay for the training through reduced premiums to the motorcycle rider. This will result in the insurance company saving money by not paying as many or as severe claims for those completing training.

Conclusion

Missourians die each year in motorcycle accidents. This loss is in spite of statutes that try to provide for their safety. The primary reason for many motorcycle accidents is that the rider does not have the proper training and experience needed to respond to dangerous situations. The answer is simple; provide more training for the motorcycle rider so he or she can improve their riding ability. Specifically the answer is to make that training mandatory for those under the age of 18 who are most at risk because of their young age and lack of maturity. This essay recommended updating Missouri statutes to require those citizens less than 18 years of age to attend a motorcycle rider course prior to being provided a motorcycle driver's license. The motorcycle rider will pay this training cost. However, this cost is not without its benefits. In addition to learning the proper method to ride a motorcycle the rider may also

receive a reduction in his or her insurance premium for the motorcycle for having completed training. This change provides for both the common good for the citizens of Missouri and individual benefits.

Bibliography:

- Beginning Teenage Drivers, Insurance Institute for Highway Safety & Highway Loss Data Institute, March 27, 2002. Retrieved on February 4, 2004 from http://www.highwaysafety.org/safetyfacts/teens/beginning_drivers.htm
- Costs of Injuries Resulting from Motorcycle Crashes: A Literature Review, DOT HS 809 242 November 2002, Bruce A. Lawrence, Wendy Max, and Ted R. Miller, Pacific Institute for Research and Evaluation, Calverton Office Park, 11710 Beltsville Drive, Suite 300, Calverton, Maryland 20705-3102. Retrieved on February 3, 2004 from http://www.nhtsa.dot.gov/people/injury/pedbimot/motorcycle/Motorcycle_HTML/.
- Fatal Motorcycle crashes Up More Than 50%, Seth Borenstein, Mercury News, January 24, 2003. Retrieved on February 4, 2004 from <http://www.mercurynews.com/mld/mercurynews/news/5024907.htm>
- Missouri Toll of Motor Vehicle Crashes for 2000 and 2001. Retrieved on January 16, 2004 from http://www.nhtsa.dot.gov/stsi/State_Info.cfm?Year=2001&State=MO
- Motorcycle Laws for Missouri; American Bikers Aimed Towards Education (ABATE) (203). Retrieved on February 4, 2004 from http://www.oneida-abate.org/legislative/State_Issues/Other_States/Missouri.htm
- Motorcycle Safety, National Conference of State Legislators, Transportation Reviews, Melissa Savage, Policy Specialist and Irene Kawanabe, Policy Associate, July 2001. Retrieved on February 4, 2004 from <http://www.ncsl.org/programs/esnr/899trnrv.htm>.
- Motor Vehicle Traffic Crashes as a Leading Cause of Death in the United States, 2001 Rajesh Subramanian. National Highway Traffic Safety Administration Research Note DOT HS 809 695, December 2003. Retrieved on February 4, 2004 from <http://www-nrd.nhtsa.dot.gov/pdf/nrd-30/NCSA/RNotes/2003/809-695.pdf>
- National Agenda for Motorcycle Safety, Motorcycle Safety Foundation, November 2000.

Fred E. Fanning

- National Highway Traffic Safety Administration Says Motorcyclist Fatalities Up For 2002, July 23, 2003. Retrieved on 29 January 2004 from <http://www.americanmotor.com/news.cfm?NEWSID=2232>.
- National Highway Traffic Safety Administration Releases More Deadly Data About Motorcycling, October 24, 2001. Retrieved on January 29, 2004 from <http://www.americanmotor.com/news.cfm?newsid=1813>.
- The MSF Basic RiderCourse RiderCoach Guide, Motorcycle Safety Foundation, January 2002, Revised March 2003.
- The National Highway Traffic Safety Administration's Motorcycle Safety Program. Retrieved on February 4, 2004 from <http://www.nhtsa.dot.gov/people/injury/pedbimot/motorcycle/motorcycle03/index.htm>
- Title 11 Code of State Regulations, Division 60, Chapter 1, May 31, 2002, Motorcycle Safety Education Program.
- U.S. Motorcycle Sales Increase for 10th Consecutive Year More than 785,000 Women Enroll in Rider Training, March 21, 2001, Motorcycle Industry Council. Retrieved on February 4, 2004 from http://www.motorcycles.org/PR/2002_PR_10yr_Increase.html

References:

- American Motorcycle Association, Motorcycle Laws Be State, June 26, 2002. Missouri Department of Revenue manual DOR-2332 (11-02).
- Missouri Revised Statutes, Chapter 302, Drivers' and Commercial Drivers' Licenses, Section 302.015, August 28, 2003.
- Missouri Revised Statutes, Chapter 302, Drivers' and Commercial Drivers' Licenses, Section 302.133, August 28, 2003.
- Missouri Revised Statutes, Chapter 302, Drivers' and Commercial Drivers' Licenses Section 302.134, August 28, 2003.
- Missouri Revised Statutes, Chapter 302, Drivers' and Commercial Drivers' Licenses, Section 302.173, August 28, 2003.
- Stillman, Richard J. III, Public Administration: Concepts and Cases (7th Ed.), Houghton and Mifflin, New York. 2000.
- Garvey, Gerald, Public Administration: The Profession and the Practice, A Case Study Approach, Bedford and St Marins, New York, 1997.
- Peters, B. Guy, American Public Policy: Promise and Performance (5th Ed.), Chatham House, New York, 1999.

Appendix A

Motorcycle Fatalities

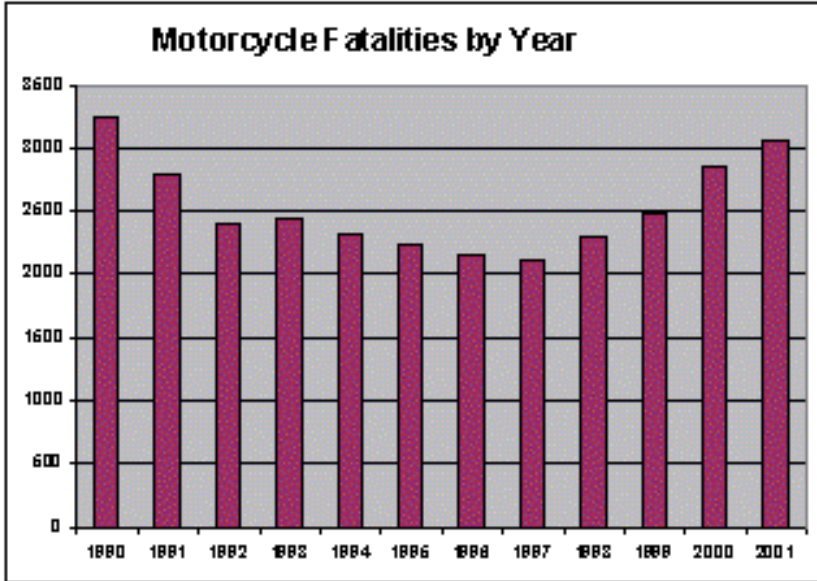


Figure 1 – Motorcycle Fatalities by Year (National Traffic Safety Administration)

Nationally motorcycle accidents are on the rise. As shown in this chart the trend was going down from 1980 through 1997. Since 1997 an upward trend has been seen. There are many causes for the upward trend that include: faster motorcycles, older riders, weakened helmet laws, more motorcycle sold, and more miles ridden, but none of these alone account for the steady increase. Overall riders are not recognizing the risk associated with riding a motorcycle and not reacting in appropriate ways to prevent an accident.

Appendix B

Teenage Death Information

According to both the Insurance Institute for Highway Safety and the Highway Loss Data Institute (Beginning Teenage Drivers, 2002) teen drivers have the highest crash risk of any age group. They also go on to say that teenage drivers have the highest involvement rates in all types of crashes based on miles driven. More to our interest is that they indicate that the problem is worst among 16 year-olds. They indicate that is because these individuals have limited driving experience and immaturity. This immaturity leads to risk-taking.

Percentage of Fatal Crashes by Characteristics, 1998			
Driver Age:	16	17-19	20-49
Driver Error	80	75	62
Speeding	36	31	22
3+Occupants	33	26	19
Single Vehicle	41	37	30
Drivers Killed with 0.01 + BAC	8	25	47

Table 3 – Teenage Death Percentages (Insurance Institute for Highway Safety & Highway Loss Data Institute)

These statistics are not for motorcycles, but point out that when driving four wheeled vehicles that teenagers under eighteen demonstrate lack of skill and immaturity. Both of these shortfalls can be addressed by providing initial training in the form of driver's education in high school. The Basic Rider Course for motorcycle riders would be a parallel program to the Driver's Education Program for automobile drivers.

Appendix C

Basic Motorcycle Rider Course Curriculum

The Basic Motorcycle Rider Course is developed by the Motorcycle Safety Foundation and is identified by statute as the course to be used in Missouri. Only instructors who are graduates of the Motorcycle Safety Foundation (MSF) RiderCoach Preparation Course are certified by the MSF to teach this course. Instructors are referred to as Rider Coaches and have to renew their certification every two years. What does the course consist of?

The course is a sixteen-hour resident course consisting of both classroom instruction and riding. The MSF RiderCoach (MSF RiderCoach Guide, 2003) guide states that there are five hours of classroom instruction and 10 hours of on-motorcycle instruction. The student is taken from the beginning and worked through a series of classes and seventeen riding tasks to teach them the skill of riding the motorcycle. Each task must be completed before going on to the next task. A written examination and riding skills test must be passed to complete the course. The MSF (MSF RiderCoach Guide, 2003) requires a student to instructor ratio of 6 to 1. This means that most classes have two Rider Coaches.

Unit Number	Title	Time
I	Course Introduction	10 minutes
II	Introduction to Motorcycling	45 minutes
III	Preparing to Ride	75 minutes
IV	Street Strategies	90 minutes
V	Wrap-Up	30 minutes

Table 1 - Classroom Units (taken from MSF RiderCoach Guide, page 22)

The classroom units are taught using student-centered techniques. This means it is not lecture, but involves the student in his or her learning. Within the five classroom units there are 11 segments of video that supplement the instruction. The range exercises build on the classroom portion and are ran with the student riding the motorcycle. Breaks are used to prevent fatigue and provide time for the muscles to remember what the student has just done.

Exercise	Title	Time in Minutes
1	Motorcycle Familiarization	30
2	Using the Friction Zone	25
Break		
3	Starting and Stopping Drill	25
4	Shifting and Stopping	30
Break		
5	Adjusting Speed and Turing	30
6	Control-Skills Practice	20
Break		
7	Cornering	30
8	Matching Gears to Speed	15
9	Stopping Quickly	30
End Of Day		
10	Limited-Space Maneuvers	25
11	Pressing to Initiate Lean	25
Break		
12	Cornering Judgment	30
13	Negotiating Curves	30
Break		
14	Stopping Quickly in a Curve	20
15	Obstacles and Lane Changes	20
16	Avoiding Hazards	30
Break		
17	Skills Practice	20
	Skills Test	45

Table 2 – Range Exercises (taken from MSF RiderCoach Guide, page 23)

A student who completes the course and passes the written and skills tests is ready to ride on the street. He or she is still learning and should continue to learn through the years of riding a motorcycle.

Appendix D

Missouri State On-Cycle Skill Test

The state of Missouri requires applicants for a motorcycle license to pass both a written and on-cycle skills test. A driver's license examiner who may or may not be a motorcycle rider normally conducts the skills test. The test is basic and there is normally no coaching done before, during, or after test. The test is pass or fail. Applicants who fail are told what they failed, but not how to improve their riding ability. The applicant can retake the test. The on-cycle skills test as shown on page 41 of the Missouri Motorcycle Operator Manual (2002) includes:

Know your motorcycle and your riding limits.
Accelerate, brake, and turn safely.
See, be seen, and communicate with others.
Adjust speed and position to the traffic situation.
Stop, turn, and swerve quickly.
Make critical decisions and carry them out.

What the rider has to do during the on-cycle test is turn the motorcycle headlight and turn signals on and off, drive a straight line, shift the gears and turn around. The way in which those maneuvers satisfy the criteria just listed is not really clear.

The manual also states on page 41 that the applicant may be scored on safety factors. The test is a very short 7-10 minutes. The manual does not explain just how the applicant is tested on these criteria in the short test. The safety factors include.

Selecting safe speeds to perform maneuvers.
Choosing the correct path and staying within boundaries.
Completing normal and quick stops.
Completing normal and quick turns, or swerves.

Essay 8 - How Kristin Died

Introduction

This essay reviews a case study of the violent murder of a young woman named Kristin highlighted in a case study in *Public Administration: Concepts and Cases* written by Richard Stillman III in 2000. This murder was the result of a justice system that, in spite of itself, did nothing to stop her murderer from stalking and killing her. The murderer was known to have assaulted and threatened other women and had received as many breaks as any criminal could hope for. Furthermore, several persons had heard him say he was going to kill Kristin. As a result of the failure of the justice system this young woman was murdered on a public street in broad daylight. This essay will look at the history of the murderer and the crimes he committed and actions taken against him, as well as analyzing the circumstances that allowed it to occur. Finally this essay will look at the relevance of this disaster to public administrators today.

Background.

The background for this essay is taken from an article written George Lardner Jr., included in Richard Stillman's case study *How Kristin Died* that was included in *Public Administration: Concepts and Cases*. Wayne Hanson (1996) said that in an article "As testament that good can come of even the most terrible events, Lardner's article on his daughter's death won a Pulitzer Prize for feature stories, and brought attention to the problem of domestic abuse and its neglect by authorities." Kristin Lardner was a young college student in Boston, Massachusetts. She was the youngest child of a large family from Washington DC. She was studying art and was a very unique and energetic person who was in contact with her family and especially her parents.

In contrast, Michael Cartier, her murderer, was a bouncer at a local club. He had been employed at several other clubs in the area. He had a very troubled past and was a product of the child welfare system. He was a known animal mutilator, woman beater, and criminal. The Animal Abuse Organization (1990) reported "Michael Cartier pulled numerous

rabbit's legs out of their sockets when he was four years old and threw a kitten through a closed window. He also had a very strong personality that drew women to him. Women considered him very attractive. Even after he attacked them the women thought they could help him.

Kristin and Michael Cartier met and in spite of their contrasting personalities became very attracted to each other and dated regularly. Kristin felt much the same about Michael Cartier as other women did. In fact when he first attacked her she did not report him to the police. She confided in a friend about what had happened, but not the police.

The police stations, courts and probation officers use punishment to ensure compliance with court orders and criminal sentences; however, throughout this story there was no effort made by any of these agencies to ensure they were enforcing the orders and sentences against Michael Cartier. The police also put little emphasis on serving restraining orders. The courts thought they were a routine matter. Furthermore, the external environment seemed to tolerate the abuse and violence against women.

Time-Line

Michael Cartier asked his stepsister if she wanted him to kill their mother. He also spent some time as a Neo-Nazi. Later Michael Cartier was given probation for attacking a woman. He also received probation in 1989 for injecting a vile of blood into a ketchup bottle at a restaurant.

Michael Cartier attacked Rose Ryan during the time they were dating and he mistreated and eventually killed a cat he had purchased for Ms. Ryan. In October 1990 he was arrested for damaging a wall between his apartment and his neighbor's. In this same incident he threw the cat from the fourth story killing it. In January 1991 Michael Cartier, already on probation, was given probation again. The charges of burglary and cruelty to animals were dropped.

In December 1990 and March of 1991 Michael Cartier attacked Ms. Ryan again and threatened to kill her. He also told her he had a gun. Ms. Ryan's sister notified Michael Cartier's probation officer, Tom Casey, that he had threatened her sister and had a gun. Tom Casey told Ms. Ryan to get a restraining order.

In January 1991 Michael Cartier was being treated at a Mental Health Center and taking Lithium for Depression. Also in January Michael

Cartier was charged with threatening Ms. Ryan by mail while he was in jail. He was ordered to attend a violence prevention class. In March of that year Tom Casey got an arrest warrant. In April 1991 Michael Cartier was out of the center and assaulted Ms. Ryan with a pair of scissors at a subway station. Michael Cartier was finally arrested for probation violations when Tom Casey's arrest warrant was executed.

In April of 1991 Michael Cartier was in jail for violations of a law for restraining dangerous persons. He was seen by a court psychiatrist who found he was not a threat to society or himself. Michael Cartier was then sentenced to jail for three months for violation of probation. This was followed by a jail sentence of one year for the subway attack on Ms. Ryan. During this time Michael Cartier harassed Ms. Ryan by telephone and obscene letters. Ms. Ryan kept notes of all of this. Michael Cartier only served six months of this sentence contrary to all these extra offenses. Later he was arrested and charged with violating the sentence in the ketchup incident, but because a charge of burglary had been removed from his record he was only sentenced to 49 days in jail.

In January 1991 Kristi met Michael Cartier at a local club. In March Michael Cartier attacked Kristi for the first time as he had done for Ms. Ryan he got a cat for Kristi and ended up killing it as well. In April Michael Cartier attacked Kristi beating her up. From that date on he continued to call her 10 or 11 times a day. He threatened to hurt her if she turned him in to the police. Also in April Michael Cartier attempted to apply for violence intervention, but changed his mind when ask if he was on probation. In May Michael Cartier told Kristi he was going to cheat her out of \$1,000 he owed her for an exercise machine. Kristi contacted Michael Cartier's probation officer about the money and the beatings. Michael Cartier's probation officer called him and told him about the complaint. Also in this month Kristin went to the police. Officer Simmons requested a one-day emergency restraining order. Officer Simmons filed a complaint against Michael Cartier for assault and battery, larceny, intimidation of a witness, and violation of the domestic abuse law. On May 12th the restraining order was issued and seven days later on May 19th Michael Cartier violated that restraining order. On May 19th the restraining order was made permanent and yet on May 30th at 6:00 p.m. Michael Cartier was able to shoot and kill Kristi near Marty's Liquor Store.

Key Issues

Michael Cartier had committed a number of crimes and had not fully been held accountable for them. He killed two kittens, injected blood in a ketchup bottle at a restaurant, beat two women, and violated at least three probations and restraining orders.

The judges and other officials of the court system did not share information that would have required them to incarcerate Michael Cartier. When Michael Cartier damaged the wall to his apartment he was on probation for beating Ms. Ryan and the blood in the ketchup incident. The court allowed him to plea bargain to probation for the third time. Michael Cartier was only finally arrested for probation violation and assault when he again beat Ms. Ryan.

Michael Cartier kept threatening Ms. Ryan and she told his probation officer. She got a restraining order and Tom Casey, the probation Officer, obtained a warrant for Michael Cartier's arrest. Outrageously, It took the police a month to pick Michael Cartier up, but not before he again beat Ms. Ryan. Through Tom Casey's intervention Michael Cartier was given a three-month sentence for violating probation. He was later sentenced to one year in jail for beating Ms Ryan, but he was released early for good behavior. He was picked up again for probation violation from the ketchup incident and do to court errors received only 49 days in jail.

Michael Cartier was again picked up for a probation violation for trying to contact Ms. Ryan. He was not made to complete the prison term for the attack on Ms. Ryan and instead was forced into a treatment program. He stopped going to the program and was made to restart. Michael Cartier's history of mental problems and his admissions to hospitals should have disqualified him for this type of program.

When Kristin received her restraining order it failed to trigger an arrest warrant for Michael Cartier for violation of probation. Instead the two jurisdictions did not pass information on. In fact, a report that had been written up a few hours earlier of how Michael Cartier had violated the temporary restraining order was not passed to the judge and the judge did not see Michael Cartier's criminal history.

The Emerge program to stop violence required its participants to admit to being on probation. This stopped Michael Cartier from getting help. How many others has it stopped in the same way?

Central Problems and Dilemmas.

The central problem is that the judicial system failed to protect Rose Ryan and Kristin Lardner from the violence of Michael Cartier. The police whose job it was to enforce laws did not do so. The court system whose job it was to ensure orders were carried out did not do so. The police, courts and probation officials did not talk to one another or share information so informed decisions could be made about criminal activities.

Mr. Lardner, Kristin's father, continues to research the crime and expanded his original article into a full-length book. He currently speaks to audiences nationwide, noting how the murder of his daughter is the result of a failed American justice system-a system that is, as he puts it, "addicted to looking the other way, especially at the evil done to women" (Lordly and Dame, 2003).

Conflicts That Need to be Resolved

Police need to arrest offenders when warrants are obtained and not wait. The judges need to obtain information about the background of an individual when approving restraining orders. If judges find these personnel to be on probation and the restraining order violates that probation they must be sent to jail. Judges should also use this information to ensure that probation violators serve the rest of their term not some part of it. Probation officers must also push to have probation violators imprisoned.

Choices Confronting Principal Players

Kristin Lardner was faced with pressing charges against her boyfriend for assaulting her. She did not decide in time. Rose Ryan was faced with pressing charges against her boyfriend. She did, but he was not punished enough to prevent recurrence of the action with her or any other woman. Michael Cartier made the decision to continue to run wild and not worry about his actions or his injuries to women or animals. The judges were to decide on the probation and restraining orders to ensure the crimes were punished, they did not. Tom Casey, probation officer, took action to get Michael Cartier jailed. Ms. Tobin, probation officer supervisor, took no action to ensure Michael Cartier was jailed. Her inaction let him walk on a restraining order, which allowed him to kill Kristin.

Concepts Under Review

In this case study the reader was introduced to the idea of bureaucracy (productive thing) as opposed to bureaucracy (a bad thing). The point of a bureaucracy (the bad kind) that is not able to respond to the needs of its customers was well described in this case study. The police, judges, and probation officers were very good bureaucrats (the bad kind), but not very effective. They were too involved in the process. They were impersonal to the issues affecting the public and as such did not see the possibility of the result or how it would affect others. The point of government developing dehumanized bureaucracies is very relevant. This case points to just that failure.

Theoretical Questions that are Answered

Should public officials be held accountable when they fail to provide services that the public expects? This is a very real situation. Public officials seem to be aloof and not responsible for their actions. As long as this is so the public official will not serve the public good.

Should bureaucracies be reorganized or replaced if they do not fulfill their mission? This again has a real hard tone to it, but as in this case the system fails we need to identify what failed and retrain, replace, or reorganize so it does not occur again. People in the public sector should lose their job for not doing their job effectively and efficiently.

As Americans develop their government do they want their bureaucracies to become more dehumanized? This is a really good question. A government is there to serve the people and it would be hard for it to do that if it has separated itself from the humanity of the persons who make up the people.

Implications and Lessons Learned.

This story has very real implications for all in public service. The goal of those in public service should be to serve the public. Unfortunately, as we see in many organizations they become tied to who they are and what they do. They somehow lose the connection between what they do and who gets the results. This supports the idea of dehumanizing the efforts of a bureaucracy. Each public servants must ensure their actions and those of their administrations do not stray too far from the human side of their customers.

Conclusions

This essay was about the violent murder of a young woman named Kristin. This murder was the result of a justice system that, in spite of itself, did nothing to stop her murderer from stalking and killing her. The murderer was known to have assaulted and threatened other women and had received as many breaks as any criminal could hope for. Furthermore, several persons had heard him say he was going to kill Kristin. As a result of the failure of the justice system this young woman was murdered on a public street in broad daylight. This murder was the result of public officials who lost touch with the human being and became too involved in the process. It also demonstrated a bureaucracy at its worst. On a final note Mr. Hanson wrote in his 1996 article "On Sept 23, 1992--four months after Kristin Lardner's murder--Massachusetts Governor Weld signed a bill authorizing a computerized Domestic Violence Registry. Into the statewide registry--the first of its kind in the nation--went domestic restraining orders and violations of those orders. The bill required judges to check the registry when considering petitions for domestic restraining orders to spot prior offenses, outstanding warrants or probationary status. Now, when a restraining order is issued, a simple database search effectively closes the door on repeat or multiple offenders like Cartier."

Bibliography

- Garvey, Gerald (1997). *Public Administration: The Profession and the Practice A Case Study Approach*, New York: Bedford/St Martin's.
- Stillman, Richard J. III (2000). *Public Administration Concepts and Cases*, 7th ed., New York: Houghton Mifflin.
- Hanson, Wayne (1996). *Blind Justice: The Murder of Kristin Lardner*. Retrieved on 3 November 2003 from:
<http://www.govtech.net/magazine/gt/1996/mar/kristin/kristin.phtml>
- Animal Abuse Cases – Details, Threw Kitten Out of 4th Story Window – (Boston, MA – US)
Crime Date: 10/04/1990. Case Status: Dismissed. Retrieved on 3 November 2003 from
<http://www.pet-abuse.com/cases/1319/MA/US/1>
- Lardner, George (1993), "How Kristin Died". *Washington Post National Weekly Edition*.
- Lordly and Dame, Inc. *Biography of George Lardner*. Retrieved on 3 November 2003 from:
<http://www.lordly.com/talent/lordly/LardnerGeorge.html>

Essay 9 - Evaluating a Training Process

Introduction

This essay analyzes a case study about a training program at NASA outlined in the 2nd edition of the “Program Planning and Evaluation for the Public Manager” written by Ronald D. Sylvia, Kathleen M. Sylvia, and Elizabeth M. Gunn. This training program involved college professors with the American Society for Engineering Education. There were two goals for the program. First was to acquaint research teams of engineering and social science professors with skills in systems design to encourage them to teach systems design in their classrooms. The second goal was for this team to solve a problem that was of interest to NASA. This short essay will outline the evaluation process that would be used to evaluate this training.

Program Effectiveness

In order to know how effective this program was one would go back and measure against the two goals of the program. First one would want to measure the knowledge of professors who have completed the program against a random selection of professors who have not. This could be followed by compiling a list of all professors completing the program and then selecting a sample of those to participate in a questionnaire that would ask about knowledge. Next would be a compilation of a list of professors who did not participate and give them the same questionnaire. Secondly one would want to go back and look at each group of professors that participated in the program and pick a selected number of groups to review their work and to see if they actually solved a problem for NASA. If so was it effective and could it be implemented? Affirmative answers to both questions would tell one the program was effective.

Utilizing Participant Skills

To identify how this experience had used the various skills of the participants we would need to compile a list of skills that participants

brought with them. Next we would identify how many of those skills were used. Lastly we would identify how the professors felt about being a part of and contributing to the program. This could be done by compiling a list of all professors completing the program and using a questionnaire to ask questions for each area. The more skills used after training should mean the more the professor utilized them in training.

Phase Changes

NASA could conduct a pretest prior to the program for knowledge of system design. This would alert the participants as to what would be addressed in the program. A post-test could also be conducted. The post-test could provide an indication of what was learned. The only drawback is that pretests might prepare the participant for the post-test and skew the responses. There must also be a group of professors that would act as a control group that could be sent directly to the problem without the information on system design and their results compared to the trained group. The control group should not affect the experimenting group unless they knew about the control group. This might affect the buy-in to the program. Also if the control group did better than the experiment group and the experiment group found out it might make them feel like the training was worthless.

Incorporation of Experience

To identify how many professors actually fulfilled the first goal of this program one would need to compile a list of all professors completing the program. Select a random number of professors from that list and contact them with a questionnaire to complete that would ask questions about how they incorporated system design in their curriculum upon their return from the program. The author of this essay recommends that a random number of professors who did not participate in the program also be selected to see if those that participated included system design in their curriculum more often than those who did not participate.

Future Changes

There are a number of changes that can be made to the program in the future. Since it is already known that small teams often feel anger because they do not believe their outputs are treated fairly should be the focus. Develop a process by which all small group input was evaluated

fairly and honestly. The author of the essay also recommends make post-process questionnaires that determine the level of knowledge of the participants and include a one-year post process questionnaire that asks how the participant integrated system design into their curriculum.

Baseline Data

In order to determine future success for changes the author of this essay would do a number of things to identify the base knowledge of systems design as well as how often it is integrated into curriculum. First, conduct a survey of engineering and social science college professor who have not participated in the program to determine the general knowledge level of system design in the academic world. This could be used the baseline to determine whether the program taught the participants anything. This would allow one to assess the knowledge gained by participating in the program. One could also conduct a post-process test to determine knowledge of participants upon completion of program.

The responses should measure two primary outputs. One would measure through the post-process test the knowledge gained by participating in the program. Secondly, one would also measure through a post-process questionnaire how many and to what degree professors who complete the program integrate system design into their curriculum.

For the current group the one should only try to measure the amount of knowledge participants have learned through a post-process test. One should also follow up with later measurements by comparing these participants with engineering and social science professors in general.

Conclusion

This case expounds on a training program at NASA that involved college professors with the American Society for Engineering Education. There were two goals for the program. This short essay outlined the evaluation process that could be used to evaluate this training.

Reference

Sylvia, Ronald D, Kathleen M. Sylvia, and Elizabeth M. Gunn (1997).
Program Planning and Evaluation for the Public Manager, 2nd edition,
Illinois, Waveland Press, Inc.

Essay 10 - A Case for Change

Introduction

This essay is about a change of command in a U.S. Army battalion taken from the 2nd edition of the text “Program Planning and Evaluation for the Public Manager” written by Ronald D. Sylvia, Kathleen M. Sylvia, and Elizabeth M. Gunn. This change involves commanders and executive officers that have varying personalities. The case goes on to show how the different personalities affect the personnel and operations of the battalion. The issue is how to gain control of the change from Lieutenant Colonel (LTC) Smirnoff to LTC Acomer. This also involves the role of the new executive officer. It does not appear that LTC Acomer was prepared to manage the change inherent in his change of command.

How to Proceed

LTC Acomer needed to identify what he thinks has or will change by him assuming command of this organization. He also should develop and implement a plan to manage that change so that he does not disrupt the organization any more than necessary. Furthermore, he should include the impact of the executive officer changing roles in his plan to manage change. LTC Acomer had to recognize that his goal of “building the best battalion in the Army” is really a vision and that he should develop some goals to support that vision. The initial steps to take while conducting the plan would be to have a meeting with all leaders and for LTC Acomer to share his vision and goals for the unit. In this meeting he also needs to share with the leaders that this will involve changes from the way LTC Smirnoff’s commanded. LTC Acomer must also allow time for questions from the leaders. This first step will help get leaders on board and allow them to answer questions and concerns from the personnel in the unit. The author of this essay also believes that LTC Acomer should implement a task force to answer the concerns already addressed by the unit personnel. He should further task the executive officer to get with company commanders and develop some objectives and standards to ensure his goals are implemented.

Evaluation Strategy

An evaluation cannot be based on his goal to “build the best battalion in the army.” This would be his vision. His goals would be something more concrete. The goals for this vision should be something like:

- Attain a battalion average physical fitness score 20% above the Army standard.
- Attain a battalion reenlistment rate 20% above the Army standard.
- Attain a battalion average weapons qualification score 20% above the Army standard.
- Achieve an exceptional rating on the annual Field Training Exercise (FTX).
- Unit soldiers will win 60% of installation competitions, they compete in.

Using the vision and goals just described LTC Acomer could measure where the unit is at his taking commend, determine what the Army standard is, and develop a schedule to exceed the Army standard. This would allow him to achieve his vision.

There is considerable work to fulfill this vision through an evaluation strategy. There are a number of personnel who should to be involved. At table 1 is a responsibility matrix for this program evaluation. The unit Operations Officer or S-3 will determine where the unit is with each of the goals. Next the S-3 would identify the Army standard and determine what a 20% improvement is for each goal. He or she would then determine the difference in the two measurements and provide this information to the executive officer. The executive officer should establish a schedule that takes the unit from where it is now to the vision. The timeline for this evaluation is at appendix 1 to this essay. He or she will need to present an initial briefing to the Battalion Commander. An evaluation comparing the success of the battalion should be done at the 6, 12, and 18 months. Results of these evaluations will be provided to the commander. A final evaluation at 24 months may be done at the discretion of the commander.

Essays on Public Administration

Individual	Responsibility
Executive Officer	Overall Responsibility for Evaluation Program Develop schedule to implement program.
Master Fitness Instructor	Identify Army standard. Identify current physical fitness status. Identify improvements to battalion physical fitness program to allow it to exceed standard. Identify status towards goals at the 6, 12, and 18 months.
Operations Officer / S-3	Document Army Standard for each goal. Document current status of unit for each goal. Determine the difference in the two measurements. Provide this information to the executive officer. Determine what is needed to achieve exceptional rating for an FTX. Identify FTX training to increase proficiency of unit. Identify status towards goals at the 6, 12, 18 months.
Reenlistment Noncommissioned Officer	Identify Army reenlistment standard. Identify current reenlistment status. Identify ways to increase reenlistment. Identify status towards goals at the 6, 12, and 18 months.
Master Gunner	Identify current weapons qualification status. Identify Army standard for weapons qualification. Identify ways to improve weapons qualifications scores. Developing weapons training program to increase qualification scores. Identify status towards goals at the 6, 12, and 18 months.
Command Sergeant Major	Identify installation awards that unit personnel are eligible for. Identify current awards earned by unit personnel. Identify awards that unit personnel should compete for. Develop and provide additional training to nominees. Identify status towards goals at the 6, 12, and 18 months.

Table 1 – Responsibility Matrix for Goals Evaluation Program

Current Problems

LTC Acomer has a good idea to put the members of his command in the public administration degree program on a team to look at the unit problems. The members of the team should first determine a way to measure each of the problems. This is an area for which the author of this essay recommends using a second evaluation program. The team needs to go back and determine how to describe each of the problem areas. The next step would be to determine what each problem would look like if it were solved. The author of this essay recommends using surveys to determine the effectiveness of communication and levels of morale. A responsibility matrix for this evaluation is at table 2.

Individual	Responsibility
Senior Captain	Overall Responsibility for Evaluation Program. Develop schedule to implement program. Coordinate with installation Equal Opportunity Office to conduct a climate survey of unit. Conduct survey and evaluate results. Review last field training exercise after action reports. Identify areas of weakness and recommend future training to resolve those weaknesses.
Captain	Develop opinion survey for noncommissioned officers and junior officers to tell commander where they want delegation. Conduct opinion survey and evaluate results. Contact Risk Reduction Manager of installation and obtain the bulls-eye charts for unit for last three years. Identify high risk units and categories within battalion. Request assistance from Army Substance Abuse Program and Mental Health Clinic for abusers.
Lieutenant	Request an Organizational Inspection Program from the Office of the Inspector General (IG). Correct deficiencies identified by the IG. Hold team meeting with maintenance personnel to develop draft timeline for required maintenance. Develop survey instrument to determine why soldiers don't reenlist. Conduct the survey and evaluate results.

Table 2 – Responsibility Matrix for Problem Evaluation Program

Essays on Public Administration

Delegation of authority could be measured by the amount of authority delegated by the commander compared to his total authority. The author of this essay recommends using personal interviews to determine why personnel aren't reenlisting. The staff would also need to look at After Action Reviews and external evaluations of exercises to determine specific areas within combat readiness that are not being met. Lastly, the author recommends measuring equipment problems based on failure to accomplish maintenance as compared to all maintenance required. This evaluation program should be handled in the same way as the change management program. The senior officer on the team would serve as team leader. Each member would be assigned a problem to describe, determine how to measure, and then to measure. The results of the evaluations would be done at 6, 12, and 18 months. A time line for this evaluation is at appendix 2 to this essay.

Conclusion

The issues involved in this essay were twofold. LTC Acomer needed to evaluate his ability to meet his vision and at the same time he needed to evaluate his ability to solve the current problems of the organization. The questions for this essay were answered throughout the essay although not specifically pointed out.

Reference

Sylvia, Ronald D, Kathleen M. Sylvia, and Elizabeth M. Gunn (1997). Program Planning and Evaluation for the Public Manager, 2nd edition, Illinois, Waveland Press, Inc.

Appendix 1

Best Battalion Evaluation Timeline – Part 1 of 4

Statement of Need: New commander is losing control over the success of his battalion command.				
Vision: Implement a change management plan to set the conditions that will allow the commander to build the best battalion in the Army.				
Goals: 1. Attain a battalion average physical fitness score above the Army standard. 2. Attain a battalion reenlistment rate above the Army standard. 3. Attain a battalion weapons qualification score above the Army standard. 4. Achieve an exceptional rating on the annual Army Field Training Exercise (FTX). 5. Unit soldiers will win installation award competitions throughout the year.				
Action Steps	Responsible Person	Planned Start Date	Planned Complete Date	Actual Complete Date
Identify current physical fitness standard.	Master Fitness Instructor	4-27-04	4-27-04	
Identify Army standard for physical fitness.	Master Fitness Instructor	4-28-04	4-28-04	
Identify needed improvements in unit program.	Master Fitness Instructor	4-30-04	4-30-04	

Appendix 1

Best Battalion Evaluation Timeline – Part 2 of 4

Identify status of program at 6 months.	Master Fitness Instructor/S-3 /Reenlistment NCO/Master Gunner/ Command Sergeant Major	10-27-04	11-5-04	
Identify status of program at 12 months.	Master Fitness Instructor/S-3 /Reenlistment NCO/Master Gunner/ Command Sergeant Major	4-27-05	5-1-05	
Identify status of program at 18 months.	Master Fitness Instructor/S-3 /Reenlistment NCO/Master Gunner/ Command Sergeant Major	10-27-05	11-5-05	
Document current status of unit for each goal.	S-3	4-27-04	4-27-04	
Document Army standard for each goal.	S-3	4-28-04	4-28-04	
Determine difference in current status and Army standard	S-3	4-29-04	4-30-04	

Appendix 1

Best Battalion Evaluation Timeline – Part 3 of 4

Provide status and distance to goal to executive officer.	S-3	4-30-04	4-30-04	
Determine requirements for exceptional rating on FTX.	S-3	5-5-04	5-10-04	
Identify training to achieve exceptional rating on FTX.	S-3	5-6-04	6-6-04	
Identify current reenlistment rates.	Reenlistment NCO	4-27-04	4-27-04	
Identify Army reenlistment standard.	Reenlistment NCO	4-28-04	4-28-04	
Identify ways to increase reenlistment.	Reenlistment NCO	4-30-04	5-10-04	
Identify current weapons qualification status.	Master Gunner	4-27-04	4-27-04	

Appendix 1

Best Battalion Evaluation Timeline – Part 4 of 4

Identify Army Standard for weapons qualification.	Master Gunner	4-28-04	4-28-04	
Identify ways to improve weapons qualification scores.	Master Gunner	4-30-04	5-15-04	
Develop weapons training program to improve scores.	Master Gunner	5-15-04	6-6-04	
Identify current awards earned by unit personnel.	Command Sergeant Major	4-27-04	4-30-04	
Identify awards unit personnel can compete for.	Command Sergeant Major	4-30-04	5-5-04	
Develop and provide training to nominees.	Command Sergeant Major	5-15-04	6-6-04	

Appendix 2

Problem Solving Timeline – Part 1 of 3

Statement of Need: New commander is losing control over the success of his battalion command.				
Vision: Implement corrective measures to resolve current problems.				
Goals: 1. Improve communications. 2. Delegate authority where it can be. 3. Improve moral. 4. Eliminate drug and alcohol abuse. 5. Increase reenlistments. 6. Improve combat readiness. 7. Conduct timely and effective equipment maintenance.				
Action Steps	Responsible Person	Planned Start Date	Planned Completion Date	Actual Completion Date
Coordinate with Equal Opportunity Office for a climate survey to be conduct.	Senior Captain	4-27-04	4-27-04	
Conduct climate survey and evaluate results.	Senior Captain	4-28-04	4-28-04	
Review last FTX after action reports.	Senior Captain	4-30-04	4-30-04	
Identify areas of weakness from last FTX.	Senior Captain	10-27-04	11-5-04	

Appendix 2

Problem Solving Timeline – Part 2 of 3

Recommend training to resolve weaknesses from FTX.	Senior Captain.	4-27-05	5-1-05	
Identify status of program at 6 months.	Senior Captain /Captain /Lieutenant	10-27-05	11-5-05	
Identify status of program at 12 months.	Senior Captain /Captain /Lieutenant	4-27-05	5-5-05	
Identify status of program at 18 months.	Senior Captain /Captain /Lieutenant	10-27-05	11-6-05	
Develop opinion survey for NCOs and junior officers on delegation.	Captain	4-29-04	5-5-04	
Conduct opinion survey and evaluate results.	Captain	5-30-04	6-6-04	
Contact Risk Reduction Manager for installation.	Captain	5-5-04	5-10-04	
Identify high-risk soldiers and categories.	Captain	5-6-04	6-6-04	

Appendix 2

Problem Solving Timeline – Part 3 of 3

Request assistance from Army Substance Abuse Program.	Captain	4-27-04	4-27-04	
Request assistance from Mental Health Office.	Captain	4-28-04	4-28-04	
Request Organizational Inspection from Inspector General.	Lieutenant	4-30-04	5-10-04	
Correct deficiencies from Organization Inspection.	Lieutenant	4-27-04	10-27-04	
Hold team meeting with maintenance personnel.	Lieutenant	4-28-04	4-28-04	
Develop survey for reenlistment.	Lieutenant	4-30-04	5-15-04	
Conduct reenlistment survey and evaluate results.	Lieutenant	5-15-04	6-6-04	

Essay 11 - Admiral Boorda's War

Introduction

This essay is based on a case study “Admiral Boorda’s War” written by Peter Boyer and included in the 7th edition of the text “Public Administration: Concepts and Cases”, by Richard J. Stillman III. The case study explained the circumstances surrounding the life and death of Admiral Mike Boorda, Chief of Naval Operations. The story ends with the death of Admiral Boorda by suicide. The reason for this drastic action is not clearly known. One in fact could say that it had something to do with his belief that he had failed in his public duties and would rather have died than face the disgrace. His appointment as Chief of Naval Operations was controversial and was one that was a matter of timing. In another period he would probably not have been selected or approved for the position. On top of this initial controversy his term as Chief of Naval Operations was filled with inherited controversies and admitted mistakes on his part. The Navy was going through some difficult times and whoever was selected as the Chief of Naval Operations was in for a difficult term. This essay will look at the circumstances surrounding his selection and approval, the state of the Navy, and his perception of his public duty.

Background

Herman Boorda had a long history of moving around, changing jobs, and illness. It came to light in later years that he suffered from paranoid schizophrenia. Many of his earlier illnesses had in fact been mental breakdowns and hospitalizations for this illness. Herman had also tried to commit suicide (Stillman, 2000).

The oldest son of Herman Boorda was Jeremy Michael. Mike, as he was called, quit school and joined the Navy. He had lied to join the Navy with assistance from his mother. His mother did not think he could make it and would quickly return. From these chaotic and rather humble beginnings came the future Chief of Naval Operations.

Admiral Boorda's military career was quite a remarkable one. He was a career Sailor, who had served in the Navy as enlisted and worked his way up the ranks to the Chief of Naval Operations. He was the first Chief of Naval Operations to have served enlisted and the first to have graduated from Officer Candidate School. He obviously was not the traditional Chief, but was well liked and had a very distinguished career. His background and experiences were definite assets to the Navy. He was selected to serve as the Chief of Naval Operations after the "Tailhook Scandal" shook the bedrock of the service.

The Tailhook scandal occurred in 1991. The purging that followed the scandal ruined many careers and damaged others beyond repair. The Secretary of the Navy resigned and the Chief of Naval Operations was forced to retire early. Even then some wanted his reduction by two stars as punishment (Stillman 2001). It was in the midst of this turbulence that Admiral Boorda was selected and approved as the Chief of Naval Operations.

Time-line

In 1956 Mike Boorda quit school and joined the U.S. Navy. His first impressions of the Navy were less than he might have expected. After a while he began to settle down and like the Navy. In 1962 he graduated from Officer Candidate School and was commissioned as a Surface Warfare Officer. He served as the commander of USS Parrot, USS Farragut, Destroyer Squadron 22, Cruiser Destroyer Group 8, Battle Force Sixth Fleet, Allied Forces Europe, and Naval Forces Europe. He had many other assignments that led him to the Chief of Naval Operations (Cosmic 1997).

The 5th through the 8th of September 1991 are four days that will burn in the memory of naval history forever. On those four days the 1991 Tailhook Convention took place in Las Vegas, Nevada. The convention was originally an aviation convention, but over the years it had turned into a convention wrought with sexual misconduct and over indulgence. At the conference in 1991 several naval officers formed a gauntlet and forced women to go through it to be groped. Many of the women did not object, but several did. In fact one who did was Lieutenant Paula Coughlin an aide to a rear admiral (Stillman 2000). She had been forced to go through the gauntlet and reported to her boss the rear admiral. He took no action and Lieutenant Coughlin was later seen and heard through the San Diego Tribune, and World News Tonight (Stillman 2000). She was also invited to the Bush White House. In April of 1994 it

was revealed that Admiral Boorda claimed credit for having instigated the investigation into Tailhook Incident.

In October 1994 Lieutenant Kara Hultgreen died at the controls of an F-14 she was trying to land on a carrier. This crash brought the spot light back onto the Navy. The investigation was handled poorly and the Navy originally claimed the accident was the result of a mechanical error. It was later revealed that Lieutenant Hultgreen was at fault for the crash (Stillman, 2000). This poor handling of the situation brought more bad press and further unsettled the Navy.

In 1993 Admiral Author was appointed to oversee an issue involving a Lieutenant Rebecca Hansen. This Lieutenant had problems completing Officer Candidate School and then eventually was dropped from flight school. Lieutenant Hansen had filed sexual harassment charges against her flight instructor and stated that he was the reason she had been dropped from flight school (Stillman, 2000). This claim of harassment and further actions by the Navy aggravated the situation. The Admiral was called in to make a final ruling on the case. The Admiral made the final ruling that the Lieutenant had been dropped from flight school for cause. He further stated she should have been forced out of the Navy in Officer Candidate School. His ruling did not end the controversy.

Admiral Author was nominated to be the Commander of U.S. Forces in the Pacific. A job many thought he was immanently qualified for. Unfortunately his ruling on Lieutenant Rebecca Hansen held up his nomination. Congress wanted answers from him as to his thoroughness in the ruling and how he arrived at that conclusion.

In an unfortunate set of circumstances Admiral Boorda went to visit Great Lakes Naval Base. Waiting there for him was Lieutenant Rebecca Hansen. She approached the Admiral about a meeting, to which he agreed. During this meeting Admiral Boorda seemed to revert to an earlier success in which he dealt with the female Lieutenant from the Tailhook incident. He offered to bring Lieutenant Hansen to work for him. Later after careful consideration he realized he had made a mistake.

Central problems and dilemmas

Admiral Boorda was not considered Old Navy. He did not have the qualification of the previous Chief of Naval Operations and had no experience as a warrior. In the position Admiral Boorda seemed to make blunder after blunder. His actions seemed to enrage the Old Navy and

not please the Navy's critics. Admiral Boorda appeared to be sincere in his efforts to resolve the issues plaguing the Navy and seemed to return to "his way" of getting results. "His way" of getting results did not seem to work now.

To make matters worse Mr. Hackworth, a reporter, had discovered that Admiral Boorda was wearing a V device on a ribbon that he was not awarded. Mr. Hackworth had made an appointment to meet with the Admiral to discuss this issue just before the Admiral committed suicide.

Admiral Boorda had been notified that a national magazine was pursuing a story about his unauthorized wearing of a certain valor device. David Hackworth, military correspondent for *Newsweek* magazine wanted to see Admiral Boorda to get his side of the story (Cosmic 1997).

Admiral Boorda's father had problems with mental illness and had attempted suicide. It is conceivable that Admiral Boorda may have suffered from depression. Furthermore his aides said the Admiral had seemed fine when he left to go home. This is often a trait of someone who is about to commit suicide. They feel happy once they have made the decision. However, the author of this essay does not know why Admiral Boorda committed suicide.

Conflicts that need to be resolved

Admiral Boorda believed in the honor of a sailor. In an interview with "All Hands Magazine" (1996) he stated, "Everything done by Navy people can and should be tied to our core values. The individual efforts of Navy people, how we do our jobs and how we deal with each other, relate directly to our tenets of honor, commitment and courage. They are the guideposts for each of us, on and off duty, at work and at home. Once learned, they are held within us and stay with us for life. They are, in every way, the foundation for our career--service--service to our nation, our shipmates, our family, and even to ourselves." It appears he took those words very seriously.

The lack of support from the Old Navy left Admiral Boorda between a rock and a hard place. He did not have the support available to his predecessors. This lack of support left him alone at a most unfortunate time. The press and congress seemed intent on keeping the problems of the Navy fresh and in people's minds to their own ends.

Choices confronting the principal players

The nomination of Admiral Boorda by President Clinton and later confirmation by Congress set the stage for the battle between the old and new Navy. This caused many problems that surfaced. Admiral Boorda made a number of decisions based on his previous successes. This method did not work for him and turned a lot of people against him. His decision to help Lieutenant Hansen ended any hope left for Admiral Author to be given the Pacific Command. Admiral Boorda's decision to wear the V device caught up with him in the form of David Hackworth, reporter. The ultimate decision was that Admiral Boorda took his life. The reasons for this act will never be known yet it brings pause to wonder if his repeated failures as the Chief of Naval Operations and the potential embarrassment from wearing the unauthorized device were too much.

Concepts under review in the text

In the case study is a great essay by Lois Recascina Wise. This essay discussed the culture of public service, which is often called the "Warrior Ethos" in the uniformed services. Dr. Wise spoke of a culture that exists among public servants in that they serve for the good of mankind. Dr. Wise noted that this culture is not limited to public service that it just occurs more in public service due to the kinds of jobs. The culture is alive in the Navy and Admiral Boorda was a strong believer in the public spirit. Admiral Boorda believed in the honor of a sailor. It bears repeating that in an interview with "All Hand Magazine" (1996) he stated, "Everything done by Navy people can and should be tied to our core values. The individual efforts of Navy people, how we do our jobs and how we deal with each other, relate directly to our tenets of honor, commitment and courage. They are the guideposts for each of us, on and off duty, at work and at home. Once learned, they are held within us and stay with us for life. They are, in every way, the foundation for our career of service--service to our nation, our shipmates, our family, and even to ourselves."

Theoretical questions that are answered

The first theoretical question is; Did Admiral Boorda commit suicide because of his failure to live up to the spirit of public service? Admiral Boorda had certainly believed in this spirit and it led him through a

remarkable journey from the lowest to the highest rank in the Navy. That leads one to the second theoretical question; did Admiral Boorda's family history have anything to do with his suicide? It is certainly true that with the mental health issues of his father that Admiral Boorda was a likely candidate for mental illness. There is a strong relationship between depression, life stressors and suicide. Admiral Boorda believed in and lived the spirit of public service. He demonstrated that through his service to his country as well as the care spent on the personnel of the Navy. This leads one to believe that he may have committed suicide because he had let everyone including himself down and had not lived up to the standards of public service he believed in so strongly. The embarrassment he would have undergone for wearing the device was also obvious and may have been more than he could bear after all that had gone wrong. Fearing he could not bear the pain and wanting to spare others the ensuing investigation he may have made the decision to take his life.

Implications and Lessons Learned

The spirit of Public Service like most things is good in moderation. If it is allowed to become excessive it can damage the public servant. It is up to leaders within public service to bring this spirit to life as well as recognize when a person believes in it above all else. Without the spirit public servants may not work as hard as they do to see that others are fed, clothed, and have a home. This may also limit people wanting to travel to faraway lands risking life for country.

Conclusions

President Clinton made a most telling comment "Boorda had a deep sense of honor, which no person should ever question (CNN, 1996)." Admiral Boorda most likely would have appreciated this comment for it represented what he thought was most important. No matter how honorable if one allows the public spirit to consume the public servant the spirit can be dangerous. Admiral Boorda should not have had to kill himself to save his Navy and himself from the embarrassment of his failures.

References

-All Hands Magazine. "CORE VALUES" 19 April 1996. Retrieved on December 6, 2003 from

Essays on Public Administration

<http://www.chinfo.navy.mil/navpalib/people/flags/boorda/boorda.html>

-Boyer, Peter J., "Admiral Boorda's War", New Yorker, 1996.

-CNN, Boorda eulogized as 'sailor's sailor'(May 21, 1996). Retrieved on December 6, 2003 from

<http://www.cnn.com/US/9605/21/boorda/index.html>

-Cosmic Baseball Association (1997). Jeremy M. Boorda, United States Admiral. Retrieved on 6 December 2003 from:

<http://www.cosmicbaseball.com/boorda7.html>

-Garvey, Gerald (1997). Public Administration: The Profession and the Practice A Case Study Approach, New York: Bedford/St Martin's.

-Stillman, Richard J. III (2000). Public Administration Concepts and Cases, 7th edition, New York: Houghton Mifflin.

Essay 12 - Five Articles on Public Administration worth Reading

This essay will provide a short critique of five articles that are worth reading for anyone working in or a student of public administration.

Article 1: Citizen Participation in Decision Making: Is It Worth the Effort. By Renee Irvin and John Stansbury. *Public Administration Review*, Vol. 64, No. 1. January/February 2004: pp 55-65.

Introduction

Citizen participation is what this country is all about. Unfortunately, based on the experience of the author of this book of essays the idea of citizen involvement makes him cringe. He was glad to see an article in the January/February issue of the *Public Administration Review* that addressed this topic and selected it for review. The article, *Citizen Participation in Decision Making: Is it Worth the Effort*, was written by Renee Irvin and John Stansbury. It is based on their work with a watershed project in Omaha Nebraska.

Policy Issues

The issue is one of representative government and involves when and how to get the citizens involved. The article points out the pros and cons of citizen involvement in the governing process. As noted by the authors of this article the citizens who become involved do so because of their interest and involvement with the issue at hand. Those who get involved are normally not representative of the citizens at large. Those that participate are normally better educated, have free time, and have a desire to affect their government. Furthermore, activists get involved to change the way a program or rule will be implemented to push their agenda.

Who is in favor of or opposed to the issue?

Those that are in favor of citizen activism are the citizens of this great nation, our elected officials and our appointed administrators. Those with a specific agenda are in favor of those issues that affect them or their cause. Citizens who want to limit a policy or its effect on them are in favor of involvement on those issues. Government officials who need the citizen support to push tough or expensive measures look to this approach as their leverage. Lastly are government officials and citizens who want to break a gridlock.

Those opposed to this type of citizen involvement believe that we have elected and appointed officials to take care of this work for them and unless it is an emergency they should do the job. Those opposed are also aware of the power that this issue provides to small groups of activist who by participating can push their agenda upon the rest of society. Citizens who are also complacent are opposed to citizen involvement. Many citizens are focused on their families and their jobs and don't really have time or the understanding to participate.

Issue Position

The authors of this article note that there are specific situations in which citizen involvement is effective and efficient. The important ones to include are: to break a grid-lock, gain citizen buy-in, allow the citizens at least partial decision authority, and provide a forum within commuting distance and at times best for citizens. The use of citizen participation can be a painful and disheartening process, but if public officials need to get the citizens involved then they should do so.

Conclusion

Getting citizens involved in their own governance is very difficult. The reasons they choose not to get involved are as varied as the individuals themselves. Taking a quick look at the amount of citizens who vote tells an important truth. A lot of citizens don't want to get involved. However, in many cases it is imperative to get them involved. In those cases public officials need to make sure they let citizens know they need them to participate and then make it easy for them.

Article 2: Carry On? Airports must decide whether to stick with federal screeners or go commercial. By Karen Lee Scrivo. Government Executive Magazine, Volume 35, Number 17. December 2003: pp 24 & 26.

Introduction

Not another article about the woes of aviation safety and how America needs to continue to search the crippled 80 year old lady in line at security checkpoints. That's the way many feel each time they see another article about aviation safety. In truth most know that security checkpoints are a good idea, but they also know it can be done better and faster. On this subject an article by Ms. Karen Scrivo published in the Government Executive Magazine was selected. Ms Scrivo is an associate editor with Congress Daily. She writes frequently about homeland security.

Policy Issues

The policy issue in question is whether airports will maintain the current use of federal personnel or hire private sector companies to replace the federal workers to provide security screening for airports. The Aviation and Transportation Security Act of 2001 mandated federal screeners. A Republican backed pilot program authorized private screening at five national airports. Airport managers had until November 2004 to decide which option to use.

Who is in favor of or opposed to the issue?

As you can imagine there are a number of people and organizations involved in this issue that includes National airport managers, private security company executives, Transportation Security Administration officials, Congresspersons from both sides of the aisle, private citizens and aviation company officials. Each has their own reasons for their position. For some it is a matter of belief that federal screeners do a better job. For others it is the position that private screeners could do the job better, more efficiently, at a lower cost.

Congressional Republicans are in favor of turning this over to qualified private sector companies. Obviously, executives from private security companies see this as a lucrative proposition, if they can get contracts. Airport managers also want private sector screeners and control over

them. Ms. Scrivo notes that the airport managers would then like to use them for other purposes when not screening. There are also those that are opposed. The Transportation Security Administration and its employees have self-interests in that they now have the jobs that pay. There is also a feeling among some passengers of airplanes that air travel is safer because the federal government is in charge. The American Federation of Government Employees is also in favor of leaving the screening to federal workers. This union represents the federal screeners.

Issue Position

The author of this article does not decide the issue. Rather she puts forth the pros and cons. After reading the article it is easy to see that this is not really a matter of who does the screening. It is a matter of whether standards for this type of work are in place and whoever is doing the work is held to those standards. Either group of workers could do the work. In contrast, one must understand the intentions of those on both sides of the issue. Each has his or her own opinion and in some cases the opinion is one of making a profit. The Transportation Security Administration started out strong, but is now suffering the same illness as the private screeners. The Transportation Security Administration has had a very visible training program and yet the results have been less than stellar. Ms. Scrivo points out in her article that the Transportation Security Administration has cut back its workforce due to budget cuts.

Conclusion

The reason the nation went to public screeners is based on the failure of private screeners to prevent the hijackers from getting access to the planes on 9/11. The issue at hand can easily be overlooked by the self-interests of those involved. The goal of making air travel safe may be a bridge too far under these circumstances. With the mixed opinions and support the issue is one that can divide those in power prolonging a decision. However putting the spotlight on this issue can improve the services airline passengers receive.

Article 3: 30 Years Later – The All Volunteer Force and the Army Reserve. By: Lieutenant General James R. Helmly. Army Magazine, Volume 54, Number 1. January 2004: pp 29-34.

Introduction

As one of the early members of the U.S. Army's all volunteer force the author of this book of essays was intrigued by the title of this article. He also found the title rather relevant in light of the discussions recently about the need to return to the draft to provide enough soldiers to continue to fight the war on terror. For both these reasons this article by Lieutenant General James R. Helmly published in the Army Magazine was selected. This is the magazine of the Association of the U.S. Army. Lieutenant General Helmly was chief, Army Reserve, and commanding general of the U.S. Army Reserve Command.

Policy Issues

The policy issue in question is how to man the reserve force in support of the war on terrorism. Since the beginning of the all-volunteer force in the 1970s the Army Reserve has also been an all-volunteer force. This force is now being called upon repeatedly to support the U.S. Army on the current war on terrorism. As Lieutenant General Helmly notes in this article there are several options to assist the reserves in support of the continuing missions. The first and most controversial is to start to draft personnel into the Army and not use the reserve forces. Second is to change the configuration of the reserve forces so that the most needed specialties will be put into the active Army and be ready for use. The third choice as noted by Lieutenant General Helmly is to increase the end strength of the reserves so that each person would be called up less frequently.

Who is in favor of or opposed to the issue?

This is a very hot topic for Americans now as many face the daily threat of terrorism. The people and organizations involved in this issue are almost limitless. The reservists who serve in the Army reserve and their family members are the most obvious. The employers of these citizen soldiers are also involved. The soldiers on active duty with the U.S. Army and the various state National Guards have a stake in how this is resolved as well. Also involved are private citizens and Congresspersons as well as the defense establishment as a whole have a stake because of

the affect this loss of workers can have on the economy. When these citizen soldiers are activated they are not able to do their civilian work. This means there could be shortage of schoolteachers; police, fire fighters, lawyers, and doctors just to name a few of the jobs.

Issue Position

After reading the article it is easy to like the general's approach to the subject. He provides the reader with the information they need to determine their position on this matter. After reading the article one may believe that Congress should increase the number of personnel allowed in the U.S. Army Reserve and then set up a rotation schedule as described by Lieutenant General Helmly to ensure that the government does not activate a reservist more than one year out of five. This will provide the U.S. Army with support as needed and allow the Army Reservist with the time needed to pursue his or her civilian career. A career we count on to help them stay current in their Army specialty.

Conclusion

The issue at hand can easily be misunderstood unless addressed by those involved. The goal of providing support to the U.S. Army and the Nation during this time of war is paramount, but it must be done with the right mix of personnel. Like most issues the discourse about the issue puts the spotlight on it and can improve the selection of the best solution for all.

Article 4: The State of Federal Management. By: Gregory F. Treverton. Government Executive, Vol. 36, No. 1. January 2004: pp 23-34.

Introduction

The state of federal management may at first seem obvious. However, like most issues there really is no quick and easy description of its state. Most Americans would like to think their government administrators were good managers, spending their tax dollars wisely, and perhaps most importantly getting results. Unfortunately government administrators are also supposed to fulfill mandates from our legislators efficiently and effectively that often conflict with what the American public wants. Either way the real focus should be on accountability. This article published in Government Executive written by Mr. Gregory Treverton was a good choice for this subject. He is a senior analyst with RAND Corporation and associate dean of RAND Graduate School.

Policy Issues

The issue addressed in this article is the use of management techniques to provide outcomes for the American public. This article points out that most administrators focus on inputs and outputs because they are easy to measure. They should be asking whether all the inputs and outputs really provide a needed service or outcome. The issue involves allowing administrators the opportunity to think outside the box and manage their organizations for success not just to fulfill their mandates.

Who is in favor of or opposed to the issue?

Those in favor of managed departments are the citizens of this nation, our elected officials, and our appointed administrators in favor of good government. Academics and members of non-profit corporations that serve as government watchdogs are also in favor of managed government programs. Lastly are the many thousands of government employees who would enjoy and benefit from working in a managed environment.

There are those in our government, business, and the general public who oppose the application of management. Those opposed to this type of government action believe that we have elected and appointed officials who should continue to be effective and efficient and focus on

those things that can be measured so we can keep track of what they do. Their focus is on accountability.

Issue Position

The author of this article provides the reader with report cards that measure the different departments of the government in areas that indicate management. These report cards seem to rate the departments higher than one might think they deserve. Many people might think the government as a whole is accomplishing the outcomes envisioned as the legislation was debated and passed. We still have many children born out of wedlock, children who cannot read, high levels of drug use, and high newborn death rates among other things that our government claims to be addressing. (Given what the Constitution says is the role of the Federal government, are these items actually the responsibility of the Federal Government? Are they really a responsibility of State Government?) The article puts forth some good information and the measurement of departments is well intended. Most would agree that government administrators must focus on outcomes. A report card system is just the thing to do it.

Conclusion

Requiring government administrators to manage their organizations and programs appears to be the answer to better government. Americans know from experience that their government may be its own worst enemy. Legislators and administrators often work at odds, with very ambiguous goals, and in a political environment. At the beginning of his article Mr. Treverton quoted a member of congress in 1968 testimony with then-Post Master General L. O'Brien as describing O'Brien's situation as "no control over your workload...no control over your wages and...limited control over workplace conditions." In this environment management could be the right answer.

Article 5: The Third of Eight Letters from Oxford: Lessons in Comparative Health Care Reform. By: H. George Fredrickson. Public Administration Times, Vol. 26, No. 12. December 2003: pp. 7-8.

Introduction

Healthcare Reform continues to haunt all presidential administrations. The issue gains momentum as more adults reach retirement age. A solution must be found and implemented before healthcare costs and availability get out of control. To exacerbate things baby boomers are becoming a stronger lobby and must be reckoned with if a politician is to stay in power. This article published in Public Administration Times written by H. George Fredrickson gets right to the point. He is the Stene Professor of Public Administration at the University of Kansas. He is currently the John Gilbert Winant visiting Professor in American Government at Oxford University.

Policy Issues

The issue addressed in this article is improving the healthcare system for citizens of the U.S. Professor Fredrickson compares the competitive medical system in the United States with the national health system used in Great Britain. Professor Fredrickson compares the two systems using costs (in terms of money and life) and coverage of the population. Professor Fredrickson also addresses some myths associated with national healthcare. The issue involves solving the healthcare problem in this country through the application of interim steps that may lead us toward a nationalized healthcare system

Who is in favor of or opposed to the issue?

Those in favor of improvements to the healthcare system in the U.S. are the citizens of this nation, our elected officials, and our appointed administrators. Academics and members of non-profit corporations that serve as healthcare watchdogs are also in favor of improved access and lower costs of healthcare. Lastly are the many thousands of employees of the healthcare industry who would enjoy and benefit from working in an improved system.

There are those in our government, the healthcare industry, and the general public who oppose improving healthcare if it moves America toward nationalization of the system. Those opposed to this type of

action believe that nationalizing the system will bring about higher prices, lower quality, poor service, and government intervention in the doctor patient relationship.

Issue Position

The author of this article provides interesting information about the cost of healthcare. His information indicates that the U.S. Government spends more on privatized healthcare than does Great Britain on a national system. He further points out that for this additional money the U.S. may get a lower quality of service as indicated through our infant mortality rates, life expectancy, and exclusion of service to those not insured. He further points out that many of the myths about national healthcare are not true for the system in place in Great Britain. Professor Fredrickson also notes how both governments are trying to improve their systems. He explains that neither government will make major changes or overhaul their current systems. Each government will use incremental changes to each system. Interestingly, Great Britain is working towards privatizing some of its care and the U.S. seems to be moving towards more national healthcare.

Conclusion

Improving healthcare for Americans is an issue that most don't argue with. Just how to improve the system is something everyone can argue about. Many Americans do not want to move closer to a national healthcare program, but if you believe Professor Fredrickson this may not be such a bad idea. Whatever is done it will be done in small increments and take much longer than most people want.

Summary

Thank you very much for taking the time to read these essays. I hope they will be of great use to you. I also hope you take the opportunity to use them in your interactions with our government.

In this book I included essays on a variety of topics in the field of Public Administration, which I have analyzed and added my own interpretation. As I mentioned earlier the study and/or practice of Public Administration is based on the Constitution of the United States of America. If you haven't already I suggest you read the Declaration of Independence, Constitution, and the Bill of Rights. I recommend you go to the National Archives web site "The Charters of Freedom" at: http://www.archives.gov/exhibits/charters/charters_of_freedom_1.html. We have a unique form of government and one that has been the envy of the free world for over 200 years. If you want to be a better citizen or just more knowledgeable about your country give these documents a read. They provide the framework and direction for Public Administration. The actual conduct of Public Administration relies on good citizens to ensure success. I hope you are one of them.

When I was in school we were taught "Good Citizenship". When my sons went through they were not. I think that made a great deal of difference. I tried to teach my sons to be good citizens. If you would like to do the same I recommend the book "Good Citizen's Handbook: A Guide to Proper Behavior", written by Jennifer McKnight-Tronz. In spite of what you might hear, being a good citizen is always the right thing to do.

If you remember nothing else from these essays I hope you will remember that this is your country and you need to participate in running it. If you don't participate I am afraid you may lose the opportunity. I like the way Thomas Jefferson our third President and principle author of the Declaration of Independence said it best:

A strict observance of the written laws is doubtless one of the high virtues of a good citizen, but it is not the highest. The laws of necessity, of self-preservation, of saving our country when in danger, are of higher obligation.

If you enjoyed these essays perhaps you would like to read additional material that I have written. My other published work includes:

“Essays on Safety, Health, and Environment.” Lu Eldridge Publishing, July 2011, USA. Available from Amazon.com at http://www.amazon.com/Essays-Safety-Health-Environment-1/dp/1460970888/ref=sr_1_3?s=books&ie=UTF8&qid=1323315960&sr=1-3

“Basic Safety Administration: A Handbook for the New Safety Specialist.” American Society of Safety Engineers, Revised edition, June 2003, USA. Available from the American Society of Safety Engineers at <https://www.asse.org/cartpage.php?link=4399> order hardback version.

“Basic Safety Administration: A Handbook for the New Safety Officer.” American Society of Safety Engineers, Apr 1998, USA. Available from the American Society of Safety Engineers at <https://www.asse.org/cartpage.php?link=4399> scroll down to order paperback version.

Fanning, Fred, Safety Training and Documentation Principles, in ***Safety Professional Handbook Management Applications***, ed. by Joel M. Haight, 577-596, American Society of Safety Engineers, Des Plaines, USA, 2008. Available from the American Society of Safety Engineers at <http://www.asse.org/sphandbook/index.php>