

*file*



National Academy of Public Administration

Chartered by Congress





National Academy of Public Administration



Chartered by Congress

## About NAPA

The National Academy of Public Administration is a non-profit, nonpartisan, collegial, organization chartered by Congress to improve governance at all levels -- federal, state and local. NAPA works toward that end chiefly by using the individual and collective experiences of its Fellows to provide expert advice and counsel to government leaders. Its congressional charter, signed by President Reagan in 1984, was the first granted to a research organization since President Lincoln signed the charter for the National Academy of Sciences in 1863.

The unique source of NAPA's expertise is its membership. It consists of more than 400 current and former Cabinet officers, members of Congress, governors, mayors, legislators, jurists, business executives, public managers, and scholars who have been elected as Fellows because of their distinguished practical or scholarly contributions to the nation's public life.

Since its establishment in 1967, NAPA has responded to a lengthy number of requests for assistance from various agencies and has undertaken a growing number of studies on issues of particular interest to Congress. In addition, NAPA has increasingly conducted projects for private foundations and has begun to work closely with corporations.

Its work has covered a wide range of topics, including: agriculture, education, health, human services, housing, urban development, prisons, courts, space, defense, environment, emergency management, human resources, organization and management analysis, and international public management.

SUMMARY STATEMENT OF  
R. SCOTT FOSLER  
PRESIDENT  
NATIONAL ACADEMY OF PUBLIC ADMINISTRATION  
  
BEFORE THE  
VA, HUD, AND INDEPENDENT AGENCIES SUBCOMMITTEE  
COMMITTEE OF APPROPRIATIONS  
UNITED STATES SENATE  
  
ON  
GOVERNMENTAL CAPABILITIES TO RESPOND TO  
MAJOR NATURAL DISASTERS

JANUARY 27, 1993

Madam Chair and Members of the Subcommittee:

My name is Scott Fosler, and I am President of the National Academy of Public Administration. I am pleased to respond to your invitation to appear at this hearing on the Federal Emergency Management Agency (FEMA) and federal disaster response policy. I respectfully request that my full prepared statement be inserted in the hearing record.

As you know, the Academy, pursuant to a Congressional mandate, is conducting a "comprehensive and objective study of the Federal, state, and local governments' capacities to respond promptly and effectively to major natural disasters occurring in the United States." Congress ordered the study in light of widespread criticism of how FEMA, in particular, and the federal government, in general, responded to Hurricane Andrew last year.

Given several current efforts to examine the government's performance in recent major natural disasters, the Academy concluded that it could make a unique contribution by reviewing and analyzing the whole system of governmental organizations, private and non-profit organizations, and individuals involved in responding to major disasters. Moreover, it concluded that it could not examine the response to natural disasters in isolation from all emergency management functions: mitigation, preparedness, response, and recovery. In addition, the Academy felt that an analysis of FEMA's roles and mission required an understanding of both the agency's major functions and how these functions related to the programs and functions of other related government agencies.

Today, I am presenting our preliminary conclusions and recommendations. We will provide our final report to FEMA and to your committee at the end of February.

As it now stands, FEMA is like a patient in triage. The President and Congress must decide whether to treat it or let it die. The present time and circumstances provide a unique opportunity for change. We believe that a small independent agency could coordinate the federal response to major natural disasters, but only under certain conditions. Absent these conditions, the President and Congress should consider dismantling FEMA and assigning its various functions either separately to other agencies or, all together, to one Cabinet department or major agency, such as EPA. Otherwise, America's frustration with the timeliness and quality of the federal response to major natural disasters very likely will continue.

The 1978 reorganization plan that created FEMA was adopted with several goals in mind.

One goal was to make a single agency and a single official accountable for all federal emergency preparedness, mitigation, response, and recovery activities, and to create a single point of contact for state and local governments.

A second goal was to enhance the dual use of emergency preparedness and response resources at all levels of government.

A third was to integrate the functions of emergency management -- mitigation, preparation, response, and recovery.

And a fourth was to achieve significant economies through combining duplicate regional structures and redundant data processing and policy analysis systems.

But to date, each goal has been only partially met, if at all. In essence, the institution envisioned by the 1978 plan has not yet been built.

Concerns about FEMA's record have prompted numerous calls to "let the military do it" or to place FEMA in the Department of Defense. Such calls are certainly understandable in light of the military's laudable performance after Andrew. But close examination reveals that such an approach is simplistic.

First, emergency management/disaster response must necessarily remain a secondary mission for the military, whose primary commitment must be a war-fighting capability.

And second, there are very real problems, stemming from the posse comitatus law, in using the Armed Forces to maintain law and order except in the case of an insurrection.

Unless the Nation is to abandon more than two centuries of federalism, it cannot make the government the "911" first responder. Our constitutional structure is fundamentally "bottom-heavy." Most emergencies -- and even most incidents we call disasters -- are met by private, voluntary groups and by local and state units of government. Even in catastrophic situations, there are ways to improve the federal disaster response without altering the traditions of federalism.

The Federal Response Plan (FRP), if appropriately modified and tied to state and local response plans, can provide a sound basis for the initial federal response. As it now stands, however, the plan is more of an outline than an operational plan. It needs modification; lessons learned from experience in previous natural disasters should be incorporated into it.

Federal/state/local relations are complex and often highly conflicted regarding emergency preparedness, response and recovery. We believe that emergency management needs a new federal charter, building on the Robert T. Stafford Disaster Relief and Emergency Assistance Act, to clarify federal, state and local responsibilities and shifting the emphasis from nuclear attack preparedness to domestic emergencies and natural disasters.

Several factors now contribute to unevenness and variable capacities at state and local levels. They include: (1) the lack of clear and measurable objectives, adequate resources, public concern and support, and official commitments; (2) local sensitivity surrounding building code enforcement and land-use planning; (3) fragmented decision-making and strained intergovernmental relations; (4) concerns about inconsistency of federal support and involvement (such as, for civil defense, natural disasters, seismic safety, wetlands management, etc.); and (5) lack of knowledge and competence in emergency management.

Even if the federal government strengthens its own response role in catastrophic disasters, it still must help increase the capacity of state and local governments. That effort, however, should involve building capacity rather than increasing controls. Means of doing so include: (1) setting performance standards; (2) monitoring state emergency management plans; (3) evaluating state plans and states' efforts to help local governments create their own compatible plans and capabilities; and (4) making grants conditional on effective state performance.

As for the federal emergency management function, we will make several recommendations to create a high-performance, high-reliability agency. They boil down to several conditions that must be met:

1. Reduction or elimination of political appointees and development of a competent, professional career staff.

2. Access to, and support of, the White House when needed by means of a domestic crisis monitoring unit.
3. Development of trained joint assessment teams for making early recommendations on levels of graduated response.
4. A new statutory charter centered on integrated preparation, response, and recovery from domestic emergencies and disasters of all types.
5. Enhancement of the technical competence of staff in specialized subjects who must interface with other agencies and institutions.
6. Subunit or "stovepipe" integration through a common mission, vision and values, and rotations and common executive and employee training.
7. Development of functional headquarters-field relationships.
8. Development of structure, strategy and management systems to give agency leadership the means of directing the agency.

The federal government will need to provide additional funding in the near term to help meet these conditions. But we believe that the resulting improved efficiency and program effectiveness, in the long run, would reduce costs.

If after a reasonable period, most of those conditions are not met, the President and Congress should consider and take action on two more drastic options:

**Option One: Abolish FEMA**

The President and Congress could abolish FEMA and return its component parts to their agencies of origin or place them elsewhere. For example, disaster assistance could return to HUD, and civil defense planning to DOD. A small office in the Executive Office of the President could serve as coordinator under the FRP. This, however, was the unfortunate condition which prompted FEMA's creation in the first place. Thus, we see this as a useful option only if no other is available.

**Option Two: Transfer Most Functions Intact to an Existing Department**

The second option is to transfer most FEMA functions intact to an existing department or agency. To retain FEMA's present grade structure and some visibility, its director would need a deputy secretary status. No other department or agency provides an

ideal home for the emergency management function; all have other priorities and problems. But, specifically, we do not recommend the transfer of this function to DOD.

Many of FEMA's problems with disaster response are traceable to a preoccupation with national security emergency preparedness. We believe the time has come to shift the emphasis from national security to domestic civil emergency management and to build a high-performance, high-reliability federal agency to lead the way.

Congress plays a leading role in developing emergency management policy and the federal response to natural disasters. Its jurisdiction over these functions and FEMA is so splintered, however, that no single authorizing committee has the ability or interest to examine either one in its totality. This splintered jurisdiction also reinforces fragmentation within the agency and authorizations tied to specific kinds of disasters, such as earthquakes or radiological hazards. In addition, FEMA's relations with Congress are needlessly time-consuming, complex and contentious.

One side effect of this splintered jurisdiction has been FEMA's reluctance to propose a restructuring of its authorizing statutes. Several laws apply to emergency management programs. The two most prominent are the Stafford Act and the Federal Civil Defense Act of 1950, as amended. But certain emergency management functions are governed by the National Security Act of 1947 and the Defense Production Act of 1950. Agriculture and small business loan programs are authorized separately by committees with little or no interest in mainline emergency management programs. The result is a hodgepodge of statutory authorizations providing sometimes conflicting and outdated guidance which, in our judgment, slows and materially complicates the federal response to natural disasters.

Congress should enact a comprehensive emergency management charter by revising the Stafford Act to encompass emergencies and disasters of all types. Congress also should designate a single committee in each chamber of Congress with jurisdiction over "emergency management" and the laws applying to FEMA. The Joint Committee on the Organization of Congress should give this matter priority attention.

Changes of the magnitude needed will require strong and sustained White House and Congressional leadership attention and support. Given the nation's economic and social

problems and foreign policy challenges likely to occupy the political leadership, we believe a galvanizing event may be needed before the federal government and the states can reach a new compact on how the nation will prepare for, and respond to, emergencies and who will pay for them. Such a galvanizing event might be a White House or governor's conference on emergency management, a summit meeting between the President and the governors, or a national commission chartered by Congress or appointed by the President.

Madam Chair, this concludes my prepared statement. I would be pleased to respond to any questions.



**ALLIANCE FOR REDESIGNING GOVERNMENT**

National Academy of Public Administration

Barbara Dyer  
Director

---

1120 G Street, N.W., Suite 850, Washington, D.C. 20005  
(202) 347-3190, FAX (202) 393-0993



# ALLIANCE FOR REDESIGNING GOVERNMENT

National Academy of Public Administration

Draft 1/26/93

## THE ALLIANCE FOR REDESIGNING GOVERNMENT

### BUSINESS PLAN

Those who today are reinventing government originally set off to solve a problem... Just as Columbus never knew he had come upon a new continent, many of today's pioneers -- from governors to city managers, teachers to social workers-- do not understand the global significance of what they are doing. Each has touched a part of the new world; each has a view of one or two peninsulas or bays. But it will take others to gather all this information and piece together a coherent map of the new model they are creating.

David Osborne and Ted Gaebler

### PURPOSE

If no other message came out of the election year, it was the demand for change. People may differ on whether they want more or less government. But they all want better government. And, despite the wide-spread view that government does not work, there are thousands of public sector pioneers around the country who are discovering new ways to govern. They are mayors and city managers, governors and agency directors, union leaders, legislators and council members, federal program managers and even members of Congress. Outside of government they are community organization leaders, foundation officers, business and labor leaders, and scholars. Some may be creating new ways to expand access to pre-natal care, others are shaping a world-class public workforce. Some may be designing new budget systems and others may be testing ways to better involve the public in setting public priorities.

There is reason to believe these pioneers bit by bit are uncovering pieces of a new paradigm for governing. But there is no place where these pieces get tied together, and there is no place where people can turn if they want help and information. In a real sense, we have a body of activity nationwide which lacks a central nervous system. While together these experiments suggest a new direction for American governance, no one is systematically able to lend definition and clarity to this swirl of activity. The Alliance for Redesigning Government is poised to fill the gap.

The Alliance for Redesigning Government will be a network for people throughout the nation who are developing new and better ways to make government work. Its mission will be to serve as vehicle for connecting people and ideas, a source of information, an originator of ideas and a training ground for current and future public leaders.

## GOALS

- To be a catalyst for change.
- To be a connecting point for people dedicated to improving the quality of governance.
- To be an originator and testing ground for new ideas.
- To be a training center for current and future public leaders.
- To be a leading source of information on reinventing governance.
- To cultivate the political will to make government work.

## FOCUS

The Alliance will address two critical questions:

1. What mechanisms effectively engage a highly diverse public in shaping priorities and building consensus?
2. How can the public enterprise conduct its business to more effectively achieve results on these priorities?

## CUSTOMERS

- Elected federal, state & local officials
- Appointed and career federal, state & local officials
- Scholars
- Unions
- Business
- Non-profit organizations
- Foundations
- Media

## OPERATING PHILOSOPHY

- There are many people and organizations working to shape a new direction for governance. The Alliance will be a joining force -- a place where all this knowledge comes together -- not a competing force.
- The Alliance will operate inclusively, welcoming joint ventures and collaborative programs.
- The Alliance will move products quickly through development without compromising on quality.
- The products of the Alliance -- written documents, seminars, design labs -- will be crisp

and sharply focused.

- To foster governmental innovation, the Alliance must be innovative itself -- lean, goal-oriented, energetic, networking, experimental.
- The Alliance values the nation's racial and ethnic diversity and will model this diversity in its staff and board composition.

## **STRATEGIC OBJECTIVES**

1. **Establish a national network** of people and associations inside and outside of government working to redesign governance. Provide information exchange and other services to network participants which support their efforts to create change.

### **Initial Game Plan:**

- Establish a mechanism to identify and communicate with potential network participants.
  - Convene a product development team to flesh out the concept of a twice-a-month, interactive fax letter to be distributed to the network. Plan should move toward a subscriber supported system over time.
  - Develop partnerships to expand the network and to ensure widespread circulation of fax letter and other Alliance products.
  - Develop joint ventures with key journals to reach even wider audience of public leaders. (Example, explore having regular inserts in *Governing Magazine* which circulates to 75,000 state and local readers and *Government Executive* which circulates to 60,000 federal readers)
  - Explore developing an electronic database for maintaining real-time information on activities around the country.
  - Product development team, market surveys, and subscriber feedback from fax letter to determine other network services.
2. **Develop processes to test, refine and help implement new approaches to governing.**

### **Initial Game Plan:**

- Conduct a Design Lab to create a human investment budget prototype.
  - Refine Design Lab concept.
  - Develop prototype budget system which starts with citizen input and developing strategic priorities, lines up investments with priorities, and builds in a performance accountability mechanism.
  - Develop additional design labs such as one geared toward building a high performance government workforce and/or a lab on new mechanisms for public engagement. These labs can build upon work already underway at the National Academy. For example, the Academy's work on personnel classification, succession planning and quality management tie in to a design lab on the public workforce.
3. **Systematically synthesize knowledge on redesigning governance and disseminate this knowledge widely.**

**Initial Game Plan:**

- Routinely note lessons learned from range of Alliance activities.
  - Convene roundtables with Alliance staff, brain trust, network members and others to develop ideas.
  - Produce articles and case studies. Examine alternative ways to disseminate these including regular features in magazines, periodic journal pieces, and/ or Alliance member publications.
4. **Develop mechanisms to help leaders implement change through education and hands-on training. Educate current and future public leaders about new approaches to governing.**

**Initial Game Plan:**

- Convene series of focused national and regional seminars on redesigning government. These would be action oriented, interactive working meetings, not large conferences. The participants would vary. One seminar might involve public sector unions, for example, with working sessions on building a world-class public workforce. Another might involve local state and federal elected officials focused on mission driven, decentralized

government. Pursue forming partnerships with National Civic League, the Council for Excellence in Government, and Commission on the State and Local Public Service, *Governing Magazine*, *City and State*, *Government Executive Magazine*, etc. in conducting these conferences.

- Develop implementation seminars and training programs focused on creating systems change at the state and local level, using knowledge gained from the design labs and elsewhere.
- Develop training series for next administration and the Congress on redesigning government.
- Sponsor working meetings of elected officials to hash out solving specific problems. For example, we might have a day-long working session with a group of thirty governors, legislators, mayors and city council members on building a high performance public workforce -- the realities of civil service reform.
- Develop concept for applying a strategic policy development and implementation process (like the CGPA Academy process) to national policy development involving the Administration, the Congress, state and local governments.
- Work with other associations to develop seminars and workshops for their members.
- Conduct workshops on entrepreneurial government at conferences of other organizations such as the National Conference of State Legislatures, the National Association of State Budget Officers, the National Civic League or the National Association of Counties or the U.S. Conference of Mayors.
- Pilot test collaborative relationship with two public policy schools to develop seminars and curricula for students.

**5. Communicate vision to the public and the media.**

**Initial Game Plan:**

- Develop active press relations and feed contacts with good copy.
- Develop media strategy to launch the Alliance.

- Examine potential for PBS documentary.
- Develop regular commentary for National Public Radio.
- Explore feasibility of developing video.

## **YEAR ONE ORGANIZATIONAL OBJECTIVES**

- Create a thirty person Advisory Board composed of leaders from local, state and federal governments, scholars, non-profit and private sectors.
- Establish an informal "brain trust" to seed ideas, serve as a sounding board, and help keep the Alliance ahead of the curve.
- Build an infrastructure of permanent staff, consultants, and partnerships with other organizations sufficient to manage the network and support other Alliance activities.
- Develop a strategic workplan development process that ensures that the Alliance remains aware of what is going on around the country and is responsive to its market.
- Convene development teams composed of staff and members of the Alliance to create products/activities to achieve the four strategic objectives.
- Begin implementation of at least one activity in each of the five strategic objectives.
- Establish a funding base to support staff and activities for first two years.

## **ADVISORY BOARD**

The Advisory Board will set the broad direction for the Alliance. The Board will inform the intellectual underpinnings of the Alliance and lend advice on the activities to be undertaken. It will assist in fundraising and in establishing recognition for the Alliance.

Board membership will reflect a cross-section of leaders who are distinguished for their efforts to improve government. The Board composition will ensure that a range of experiences and ideas are brought to the table.

The Board will meet twice a year. Board members will use the opportunity to debate substantive issues related to redesigning our governance system, to refine the Alliance workplan, and to strengthen its fund raising strategy.

### **Criteria For Board Composition**

The Advisory Board will reflect this mix of experience:

- Elected Officials - federal, state & local
- Appointed Officials - federal, state & local
- Union representatives
- Scholars
- Foundation Leaders
- Public, Non-Profit & Private Leaders
- Association Leaders
- Fellows of the National Academy
- Opinion Shapers/Media

## **THE BRAIN TRUST**

The Brain Trust is an informal sounding board, an idea generator, and a source of expertise on special projects. Members of the Brain Trust will have a demonstrated ability to develop and implement new approaches to governance. The Brain Trust will suggest ideas for the workplan.

Members of the Brain Trust will be invited to help develop new products/activities for the Alliance.

## **STAFF STRUCTURE**

The Alliance will maintain a small permanent staff of up to six. The staff will have a combination of skills to ensure the following:

- Imaginative and high-quality product development.
- Clear, crisp writing.
- Strong facilitation skills.
- Precision organization and financial management.
- The capacity to work as a team and to move flexibly among tasks.
- Energetic and effective fund-raising skills.

The Alliance staff will operate as a team -- not as a hierarchy. Different staff will assume lead roles for various priority functions, but will operate inclusively. The Alliance will create a staff environment that supports initiative, creativity and team-work.

The Alliance Director will be responsible for maintaining the strategic vision and direction, motivating and training staff, and achieving the defined outcomes within budget. She is responsible for working with the Board. She will ensure that the Alliance contributes to and

benefits from the National Academy of Public Administration.

In addition to the permanent staff, the Alliance will have the flexibility to contract with consultants to work on special projects or to become a scholar in residence for a set time. Consultants will be welcomed as part of the Alliance team and not viewed as outside contractors.

Finally, the Alliance will develop partnerships with others in order to have the greatest effect for the least cost. For example, the Alliance might develop a partnership with a magazine or journal for distribution of articles or a fax-line. The Alliance might develop a partnership with other associations in convening national or regional conferences.

### **WORKPLAN PROCESS**

The Alliance should be valued for its awareness of actions around the country and its timely, high quality products. It will establish annual strategic workplans that reflect knowledge of its market and needs of its customers. The information to shape the workplan will include the knowledge gained from the network, the current year's activities, and the keen observations of staff, consultants, the Advisory Board and the Brain Trust.

The staff, the Brain Trust and key Board members will meet to develop a preliminary workplan. The full Board will devote a spring meeting to refining the plan. The plan will begin with the new calendar year. Fundraising to support the new workplan will move into full swing in late spring on through fall.

### **PRODUCT DEVELOPMENT TEAMS**

The products/activities of the Alliance will often be designed by small teams. This approach is intended to enhance the design process, not slow it down. Team members will be selected based upon what they have to contribute to the design. The teams will be focused, task oriented and time limited.

## TIME LINE

### Phase One - Start Up

#### November 1992 - January 1993

- Recruit Advisory Board
- Launch funding strategy
- Convene fax letter product development team & develop detailed plan
- Develop network management strategy
- Convene product development teams for strategic objectives 1, 2, 3, 4 and 5\*
- Launch Human Investment Design Lab

#### February - May

- Convene Advisory Board
- Hire staff
- Fax letter pilot underway with monthly distribution to target list of 500
- Product development team complete detailed plans and funding strategy is underway.
- Communication/promotion plan under strategic objective 5 is launched
- Federal government training program underway
- Convene at least one seminar or workshop under strategic objective 4
- Produce at least one written article or case under strategic objective 3
- Convene brain trust

#### June - September

- Advisory board begins workplan process
- Products for first eight months of operation are reviewed
- Network is in gear
- Preliminary Human Investment Prototype Budget is developed
- Develop article and/or case under strategic objective 3
- Second design lab under strategic objective 2 is launched

#### October - December

- Product development teams develop proposals for new workplan
- Convene seminar and/or workshop under strategic objective 4
- Develop article and/or case under strategic objective 3

#### January 1994

- Begin implementation of year two workplan

\* Each product developed will have its own time line. The details for each product are not reflected on this chart but will be added as they are defined.



# ALLIANCE FOR REDESIGNING GOVERNMENT

---

National Academy of Public Administration

## Alliance Advisory Board Candidates

### **National Government - Elected**

Senator Joseph Lieberman, Connecticut  
Senator William Roth, Delaware

### **National Government - Appointed & Career**

Governor Bruce Babbitt, Arizona  
\*Anna Kondratas, Senior Fellow, The Hudson Institute  
\*Elsa Porter, Fellow, NAPA, Washington, DC  
\*Peter Szanton, President, Szanton Associates, Washington, DC

### **State Government - Elected**

\*Governor Barbara Roberts, Oregon - Alliance Co-Chair  
\*Governor Roy Romer, Colorado  
\*Representative Beverly Stein, Oregon  
\*Governor William Weld, Massachusetts

### **State Government - Appointed & Career**

\*Nancy Grasmick, St. Supt. Schools, Maryland  
\*Curt Johnson, Deputy Chief of Staff, Minnesota  
\*Sandy Hale, President, Enterprise Management Int'l., Minnesota

### **Local Government - Elected**

\*Mayor Bill Frederick, Orlando, Florida  
\*Mayor Sharpe James, Newark, NJ  
\*Supervisor Grantland Johnson, Sacramento  
\*Mayor William Hudnut, Indianapolis - Alliance Co-Chair  
\*Mayor John Norquist, Milwaukee

### **Local Government - Appointed & Career**

\*Camille Barnett, City Manager, Austin  
\*Robert Bobb, City Manager, Richmond  
\*Henry Gardner, City Manager, Oakland  
\*Ted Gaebler, President, The Gaebler Group, San Rafael

\*Accepted as of 2/23/93

## **Union Members**

Gerald McEntee, AFSCME

\*Albert Shanker, American Federation of Teachers

## **Scholars**

\*Alan Altshuler, John F. Kennedy School of Government

\*Richard Nathan, Rockefeller Institute

\*Ellen Schall, RF Wagner School of Public Service, New York University

## **Foundations**

\*Craig Kennedy, Advisor, Dennis Trading Group Inc., Chicago

## **Community, Non-Profit Leaders**

\*Gail Christopher, President, Gail C. Christopher Int'l Inc., Chicago

Otis Pitts, President, Tacolcy Economic Development Corp., Miami

\*Alfred Ramirez, President, 2000 Partnership, Los Angeles

## **Private Sector**

David Kearns, Deputy Secretary, Department of Education

Paul O'Neill, Chairman & CEO, Alcoa

\*Tom Tauke, Executive Vice President, Government Affairs, NYNEX

## **Association Leaders**

\*Mark Abramson, President, Council for Excellence in Government

\*John Parr, President, National Civic League

\*Deborah Wadsworth, Executive Director, Public Agenda Foundation

## **Opinion Shapers/Media**

\*Peter Harkness, Editor, **Governing Magazine**

\*Elaine Kamarck, **Newsday** and the Progressive Policy Institute

\*David Osborne, Writer

\*Neal Peirce, Contributing Editor, **National Journal**

\*Accepted as of 2/23/93



# ALLIANCE FOR REDESIGNING GOVERNMENT

National Academy of Public Administration

## Contact List February 1993

David Osborne  
Chair  
Alliance for Redesigning Government  
25 Belcher Street  
Essex, MA 01929  
508-768-3244

### Co-Vice-chairs

Barbara Roberts  
Governor  
State of Oregon  
State Capitol Building  
Room 254  
Salem, OR 97310  
503-378-3111

William Hudnut  
Senior Fellow  
The Hudson Institute  
P.O. Box 26-919  
Indianapolis, IN 46226  
317-545-1000

### Staff

Barbara Dyer  
Director  
Alliance for Redesigning Government  
1120 G Street NW, Suite 850  
Washington, DC 20005-3801  
(202) 347-3190  
(202) 393-0993 fax

Scott Fosler  
President  
National Academy of Public  
Administration  
1120 G Street NW, Suite 850  
Washington, DC 20005-3801  
(202) 347-3190  
(202) 393-0993 fax

### Advisory Board

Mark Abramson  
President  
Council for Excellence in  
Government  
1620 L Street NW  
Suite 850  
Washington, DC 20036  
202-728-0418

Alan Altschuler  
Director  
Taubman Center for State and  
Local Government  
JFK School  
79 JFK Street  
Cambridge, MA 02138  
617-495-0709

\*Bruce Babbitt  
Secretary  
Department of the Interior  
1849 C Street, NW  
Washington, DC 20240  
202-208-3100

Camille Barnett  
City Manager  
City of Austin  
P.O. Box 1088  
Austin, TX 78767  
512-499-2200

Robert Bobb  
City Manager  
City of Richmond  
900 East Broad Street  
Richmond, VA 23219  
804-780-7975  
804-780-7987 fax

Gail Christopher  
President  
Gail C. Christopher International,  
Inc  
One East Wacker Drive  
Suite 2400  
Chicago, IL 60601  
312-464-9089  
312-464-1912 fax

Bill Frederick  
Partner  
Holland and Knight  
PO Box 2951  
Orlando, FL 32802  
407-425-8500

Ted Gaebler  
The Gaebler Group  
710 C Street, Suite 201  
San Rafael, CA 94901  
415-485-2926

Henry Gardner  
City Manager  
City of Oakland  
505 14th Street, 6th Floor  
Oakland, CA 94612  
510-238-3301

Nancy Grasmick  
Chairman  
Interagency Committee for Public  
School Construction  
200 W. Baltimore Street  
Baltimore, MD 21201  
410-333-2200

Sandra Hale  
President  
Enterprise Management, Int'l.  
2308 W. Lake of the Isles  
Minneapolis, MN 55405  
612-377-3878

Peter Harkness  
Editor  
*Governing*  
2300 N Street NW, #760  
Washington, DC 20037  
202-862-8802

Sharpe James  
Mayor  
902 Broad Street  
Newark, NJ 07102  
201-733-6400

Curt Johnson  
Deputy Chief of Staff  
Office of the Governor  
130 State Capitol  
St. Paul, MN 55155  
612-297-2311

Grantland Johnson  
Supervisor  
700 H Street, Suite 2450  
Sacramento, CA 95814  
916-440-5485

Elaine Kamarck  
Senior Fellow  
Progressive Policy Institute  
316 Pennsylvania Avenue SE,  
Suite 555  
Washington, DC 20003  
202-547-0001

\*David Kearns  
Xerox Corporation  
100 1st Stamford Place  
PO Box 10340  
Stamford, CT 06904-2340  
203-325-6238  
203-325-6445

Craig Kennedy  
Adviser  
Dennis Trading Group  
Incorporated  
250 South Wacker Drive  
Chicago, IL 60606  
312-876-1575  
312-876-1579

Anna Kondratas  
Senior Fellow  
Hudson Institute  
1015 18th Street NW  
Suite 200  
Washington, DC 20036  
202-223-7770

Gerald McEntee  
President  
American Federation of State,  
County and Municipal Employees  
1625 L Street NW  
Washington, DC 20036  
202-452-4800

Richard Nathan  
Provost  
Rockefeller College of Public  
Affairs and Policy  
135 Western Avenue  
Draper Hall - 116  
Albany, NY 12222  
518-442-5200

John Norquist  
Mayor  
City of Milwaukee  
200 E. Wells Street  
Milwaukee, WI 53202  
414-278-2200

\*Paul O'Neill  
Chairman and CEO  
Aluminium Company of America  
1501 Alcoa Building  
Pittsburg, PA 15219  
412-553-3296

John Parr  
President  
National Civic League  
1445 Market Street, Suite 300  
Denver, CO 80202-1782  
303-571-4343  
303-571-4404 fax

Neal Peirce  
Contributing Editor  
*The National Journal*  
1730 M Street, NW  
Washington, DC 20005  
202-554-8191

\*Otis Pitts  
President  
Tacolcy Economic Development  
Corporation  
645 Northwest 62nd  
Suite 300  
Miami, FL 33150  
305-757-3737

Elsa Porter

P6/(b)(6)

Alfred Ramirez  
President  
The 2000 Partnership  
555 South Flower Street  
Los Angeles, CA 90071  
213-228-2001  
213-228-5357 fax

Roy Romer  
Governor  
State of Colorado  
State Capitol Building  
Room 136  
Denver, CO 80203  
303-866-2471

\*William Roth  
Senator  
U.S. Senate  
104 Hart  
Washington, DC 20510  
202-224-2441

Ellen Schall  
Professor of Health Policy and  
Management  
RF Wagner School of Public  
Service  
600 Tisch Hall  
40 West 4th Street  
New York, NY 10012  
212-998-7420

Albert Shanker  
President  
American Federation of Teachers  
555 New Jersey Avenue NW  
Suite 1000  
Washington, DC 20001  
202-879-4400

Beverly Stein  
Representative  
H371 House of Representatives  
Portland, OR 97310  
503-238-7971  
503-235-9175 fax

\*John Sweeney  
Service Employees International  
Union  
1313 L Street NW  
Washington, DC 20005  
202-898-3200

Peter Szanton  
President

Szanton Associates  
1201 Connecticut Ave. NW  
Suite 501  
Washington, DC 20036  
202-429-8780  
202-728-2920 fax

Tom Tauke  
Executive Vice President,  
Government Affairs  
NYNEX  
1828 L Street NW  
Suite 1000  
Washington, DC 20036  
202-416-0104

Deborah Wadsworth  
Executive Director  
Public Agenda Foundation  
6 East 39th Street  
New York, NY 10016  
212-686-6610  
212-889-3461 fax

William Weld  
Governor  
State of Massachusetts  
Executive Office  
State House  
Boston, MA 02133  
617-727-3600  
617-727-9723 fax

\*have not responded

2/24

## Nat. Academy of Public Administration

Congressional Charter: improve efficiency of fed/state/local government as well as lk at emerging governance issues  
(Scott came fr CED)

### 3 principals of governance

\* Call  
Demetree with  
do-

#### (1) Public institutions

Finishing a FEMA report (Cong the prin. client -)

Getting ready to take major lk at HUD  
(meeting w/ Henry on Fri)

#### (2) Key public systems, instit capacities

Design

Budget

Ethics

Procure & contracting

Civil Service Reform

Perf indicators

#### (3) Policy clusters / public goals

A 4th dimension is the lk of at emerging issues of governance



Alliance for Redesigning Government: Barbara Dyer

↳ (1) How do we get a broadly based, more

diverse group of the public engaged in public decision making?

(2) How can public sector do its job better?

- make to assimilate these gd. ideas out there
- Design labs <sup>Developing</sup> State level Human Investment budget  
Prototype

② Creating high-level perf. organization prototypes - manual / training programs

- Cultivate pol. will to make changes
- Work w/ media to report this more positively

Creating advisory board for Alliance; David Q. to be chair  
Bill Sidmatt }  
Barbara Roberts } co-chair

Remunifying govt

- A {
- 1) Where does public connect?  
Ask agencies
  - 2) Customer survey  
Front line workers
  - 3) Teams of p.l.u. & managers to  
come up w/ way to better perform
- B { Pull together clusters on policy issues

# THE FEDERAL PAGE

## Academy That Believes in Government Would Like to Reinvent It

By Dana Priest  
Washington Post Staff Writer

Around a long, dark wood conference table at the National Academy of Public Administration, three American intellectuals last week faced four members of the Danish Treasury who had come to learn how American government works.

One by one, labor specialist Roger Dahl, public administration professor Susan Tolchin and state government expert Enid Beaumont confessed that governments—local, state and federal—are not working well, that the public does not like the people who work in the government and no longer believes in government's mission.

"That's why I'm so glad to be a member of NAPA," Tolchin said with a laugh, "because they still believe in government, they're one of the last groups in the country that do."

R. Scott Fosler, seated at the head of the table, cracked a smile.

As the newly appointed president of the academy, Fosler has the job of caring about how government functions and finding ways to improve it.

A longtime local civic activist and researcher on government, Fosler hopes to remake government into a decentralized, responsive structure that can do more with less because employees are less encumbered by hierarchy and rules and because the private and public sectors work together to achieve goals the public desires.

The academy, a nonpartisan, nonprofit organization established by Congress in 1984 to improve the effectiveness of government at all levels, might be the perfect tool to push his vision along. It is to public administration what the Brookings Institution is to public policy.

Fosler, 46, adheres to an emerging school of thought in public management circles that sees the need for totally reinventing—"rethinking," he calls it—the structure and mission of local, state and federal government.

"People have lost sight of how important government's mission was. We've become kind of a cynical age," he said, contrasting the 1990s to the post-World War II era of government expansion. "We need to restore the sense of purpose."

### R. SCOTT FOSLER

#### CURRENT POSITION

Since January, president of the National Academy of Public Administration.

#### WORK EXPERIENCE

From 1969 to 1973, Fosler worked with the Institute for Public Administration as a senior analyst. From 1973 to 1974, he served on the National Commission for Productivity. From 1974 to 1978, he was the director of government studies for the Committee for Economic Development. From 1978 to 1986, Fosler was a member of the Montgomery County Council, serving as president from 1980 to 1981. From 1986 to 1991, Fosler returned to the Committee for Economic Development as a vice president.

#### EDUCATION

1967, BA, Dickinson College, Pennsylvania; 1969, MPA, Woodrow Wilson School of Public Policy, Princeton University, N.J.

#### PERSONAL

Fosler, his wife and son live in Chevy Chase.



BY TOM ALLEN—THE WASHINGTON POST

THE WASHINGTON POST

While government's mission and structure should change, so too should the participation of citizens, Fosler said in an interview last week. "Just as there has been a more cynical approach to the concept of public employees—we've lost the sense of the importance of public work—we've had some problems in regards to the duties and obligations of citizens to vote, to volunteer," to be engaged in civic activities.

What is needed, he said, is to "reestablish a bridge between public employees and the people they are serving."

Unlike many scholars of public administration, Fosler also has been a practitioner. He was member of the

Montgomery County Council from 1978 to 1986, served two terms as president of the Metropolitan Washington Council of Governments, chaired the National Association of Counties steering committee on intergovernmental affairs and was a member of Maryland Gov. William Donald Schaefer's transition team.

He moderates two local cable television programs—"Montgomery County Week in Review" and "News Counterpoint."

"He's a deep-thinking person and gave [the county council job] his best," said former council member Rose Crenca, who served with him. "As chairman, he was a real task-maker, but with a sense of humor."

Before being named NAPA president, Fosler was vice president and director of government studies for the Committee for Economic Development, a national public policy organization.

"If I've learned anything," he said, "it's that you've got to make the most of the full talents of people."

Most of the innovation in government is happening at the state and local levels, Fosler said. He was, in fact, unable to point to any recent innovations in the federal government.

The academy, headquartered at 1120 G St. NW, gets its \$2 million budget from foundation grants, contributions and government contracts to do studies or consult with federal agencies.

Its work—research in public administration and advising governments on management issues—is carried out by 40 staff members as well as 400 elected officials, public administration scholars, business executives and government managers who are elected by their peers to serve on the academy's various study panels.

Two recently completed works indicate the academy's willingness to take on the more entrenched traditions in the federal government. An academy study titled "Beyond Distrust: Building Bridges Between Congress and the Executive" argues that a deadlock exists between the two branches and that to break it, they must fundamentally change the way they deal with one another.

The academy panel suggested the creation of a joint legislative-executive conference with participants from both branches who would work on issues of substance and process.

Another panel recently issued a call to simplify the complex personnel classification system for federal employees that, Fosler said, "pigeonholes employees" and whose rules and paperwork are "a tremendous burden for management."

Skeptics say both are pie-in-the-sky suggestions, given the unwillingness of Congress and the executive branch, as well as the bureaucrats who manage and are managed by the classification system, to budge on such fundamentals.

"That's one of the tough nuts to crack," Fosler said about the culture of intransigence in Washington.

---

## **Clinton Presidential Records Digital Records Marker**

---

This is not a presidential record. This is used as an administrative marker by the William J. Clinton Presidential Library Staff.

This marker identifies the place of a publication.

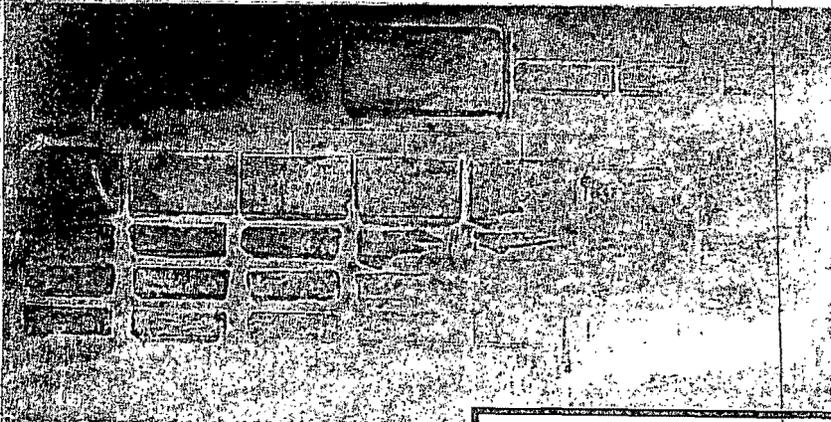
---

Publications have not been scanned in their entirety for the purpose of digitization. To see the full publication please search online or visit the Clinton Presidential Library's Research Room.

---

# Paths to Leadership

Executive Succession Planning in the Federal Government



December 1992

## Report Summary

A Report by  
a Panel of the  
National Academy of  
Public Administration

Sponsored by:  
A Consortium of  
Twenty Federal Agencies

---

## **Clinton Presidential Records Digital Records Marker**

---

This is not a presidential record. This is used as an administrative marker by the William J. Clinton Presidential Library Staff.

This marker identifies the place of a publication.

---

Publications have not been scanned in their entirety for the purpose of digitization. To see the full publication please search online or visit the Clinton Presidential Library's Research Room.

---



National Academy of Public Administration



Chartered by Congress

**Biographical Sketches  
of  
Academy Fellows**

*1993*