

KENNEDY SCHOOL OF GOVERNMENT
SENIOR EXECUTIVES IN STATE AND LOCAL GOVERNMENT
JUNE 12, 2005 ~ JULY 1, 2005

CASE STUDIES, ANALYSES and DISCUSSIONS



This next section attempts to convey both the breadth of topics discussed and the relevancy of the discussions to the work of the Citizens Council. It is presented not in the sequential order in which sessions were presented but rather clustered by topical areas introduced by various speakers over the expanse of the program (see box below)

CASE STUDY TOPIC AREAS BY PRESENTOR

Public Value [Bill Apgar (1); Ron David (3); Linda Kaboolian (1)]
Leadership [Linda Kaboolian (4); Marty Linsky (1); Bill Apgar (1)]
Strategic Management [Mark Moore (4)]
Political Management [Dan Fenn (7); Marty Linsky (2)]
Negotiations [Linda Kaboolian (3)]
Financial Stewardship [Liz Keating (3)]
Crisis Management [Arn Howitt (3)]
Policy Analysis [Bill Apgar (2)]
Performance Management [Julie Wilson (3)]
Religion in Public Life [Brent Coffin (1); Ron David (1); Bill Apgar (1)]
Ethical Issue in Public Management [Bill Apgar (1)]
Student Case Studies (3)

As I pick up the writing of this report, now a good three months after returning to work, I have to check my reasons for stalling. Am I procrastinating? Am I afraid I won't do the experience justice? Has work been overwhelming since returning that I haven't had the time to devote to its completion? The answers are Yes, Yes, and Yes. So much has happened since our return. In reading the e-mails from our classmates, we learn that some have left their positions, some have been promoted, some are contemplating a career change. All have realigned their thinking about their leadership styles. Matters of national urgency; the continued war in Iraq, Hurricanes Katrina and Rita, have taken some of our classmates to southern borders as they help in the rescue and recovery efforts. We are proud of them all.

Personally, I have noted the biggest change in lack of tolerance. I feel I have become less tolerant of those who say they want to do something but never do it. I am less tolerant of people who find excuses why they are the victim of unsettling matters and continue to be badgered by those who are really the problem. I have become less tolerant of my own acquiescence to the status quo. I am no longer willing to accept behaviors that fail to respond to the reasons we say we do this work. Public value, in part, assures the taxpayer an adequate return on investment. We have responsibilities as stewards of public investment and we need to hold ourselves accountable for our performance. And so, I start again.

Public Value

Five cases were devoted to discussion in Public Value. In our discussions we set the stage for strategic thinking by examining values, capacities and supports in ways that assist the public manager to perceive the big picture and anticipate the unexpected. While it is said that there is no rulebook on what to do when the unexpected happens, there are management processes that suggest one must be clear about the values of the work being done. Assessing capacities to

respond to the unknown, and identifying the supports available to assure success are approaches that require conscious thought and planned response. Perhaps the government's response to hurricanes Katrina and Rita serve as models for what can go awry in the absence of proper planning and execution. The billions and billions of dollars being thrown at the tragedies in the absence of good planning, places an entire nation at risk politically, economically and socially. Those who "saw the big picture" and brought forth plans to prevent or counteract disaster were ignored. Those who administrator response action, were fired. Those who prescribe immediate remedy and future capacities lack support for their ideas. Public value is all but nonexistent as federal, state and local overseers point fingers at one another while body counts rise and federal reserves fall.

In the wake of such tragedies, issues of privilege and dominance become unpleasant reminders of the degrees of separation within our culture. Value ought not to have a price tag determining who gets what and how much. Yet our society places value on privilege and too frequently closes it mind to the ill, the disabled, and the poor.

From a public value perspective, Ron David suggests that "the only way we can understand our role in *it* is to go through *it*." He proposes that scientists "cannot prove, they can only probe" and that if we are to understand what *it* is that we need to do to address an issue we need to experience *it* or, at the very least, involve those who have had the experience of living *it*. Without closely re-examining our initial aims, we quickly lose focus and end up diverting valuable resources. By example, when the WIC program was first introduced, it received \$20M in funding. While its original intent was to address health problems associated with low birth weight and poor nutrition in young children, today the program has become a federal entitlement program costing taxpayers \$4.2B. Is it doing what it said needed to be done or has it been subsumed into serving many other purposes for which it may not be best suited?

Hypotheses of Privilege and Dominance in our Society (Ron David)

1. We all have privilege. The source and support of that privilege is invisible to us but not to those who do not share that privilege.
2. We can make constructive use of privilege (real or projected) in the service of tasks.
3. Systems of privilege are intertwined and mutually reinforcing.

At the Citizens Council, we strive to involve those who we serve, yet our stakeholders are many. Included are legislators who approve the County budget; County Commissioners who administer the budget; volunteers who oversee the Council; providers and other private and public sector partners and importantly, youth, families and members of the community at large. An emerging influence for the Council is the recent appointment of a gentleman from the refugee community. He and his connection to the culturally diverse groups within the region will assist us in understanding how we need to examine issues of privilege and dominance and maximize the assets we all bring to our communities.

A simple exercise brought to focus how we distinguish ourselves from one another and by doing so create a direct opposite, often negative image of the other person. When we examine this further we may discover that we are not who we think we are. This "de-centering of the

normative self’ helps us to examine our own distinctions of dominance and privilege over others, as subtle and subconscious as they may be.

If we see ourselves as (dominant / privileged)	Then we perceive others as (subordinate / under-privileged)
Republican American College-educated European descent Teacher Parent Men White Able-bodied Heterosexual Christian Owing Class	Democrat Non-American Uneducated Non-educated Student Child Women Persons of Color Disabled Gay/Lesbian Jewish/Muslim/Atheist Working Class

Families who struggle to make ends meet, youth who engage in juvenile crime, men, women and children who become addicted are easy targets for our biases and can become social outcasts as we prejudge their ability and willingness to defeat the causes that created their situations. Stigma feeds bias. Bias diminishes the value we place on individuals. People get wrapped in endless cycles of dependencies. The Citizens Council works to diminish these negative attributes by building on the strengths of people and the assets of communities.

Leadership

Linda Kaboolian led an exercise called “Win as Much as You Can.” The purpose, revealed later, was to understand what would cause us, and when would we be compelled to compromise our character and beliefs, to “win at all costs.” Interesting concept given that many of us come from fields where we try to level the playing field by balancing power and sharing resources. Discussion focused on what causes some people to follow? Is it be convincing and exercising control? Is it charisma? Is it fear and mistrust? Is it uncertainty of one’s own abilities to lead? Strategic play identified that the way to win the most was to create a win/win situation for everyone. In the book, *Getting to Yes*, this is described as creating the best alternative to a negotiated agreement, or BATNA. There is often no perfect strategy. Decisions and strategies must be made in the context of the given situation. We need to analyze the structure of the situation and adapt our strategies accordingly. “There are no perfect strategies. There are only ranges of sub-optimal limits.”

We examined the difference between negotiating in a *zero sum game* (the pie stays the same size – only way someone wins is if someone else loses); and *value creation* (the pie gets bigger) by building on the assets of those at the table; increasing the leveragability of pooled resources; and embodying the interests of all participants. This exercise validated the work of the Citizens Council in that we conduct our activities in cooperation with others, not only out of necessity but also out of our belief that 1+1=3!

During our first encounter with Marty Linsky, we felt like we were sitting before John Houseman's character in *Paper Chase*. Ah, this must be the true Harvard. Breathe slowly. Don't utter a word for fear of recrimination. And surely, don't maintain eye contact for the devil can see into your soul! What did I say earlier about stigma? On the surface was a tyrant. Underneath is a man...vulnerable, extremely bright and full of wisdom that demands much greater exploration than time allowed. I suspect that my early discomfort with Marty had the greatest single impact on my thoughts and actions since attending the course. He is at once provocative and deeply compassionate about leadership theory and practice. His book, *Leadership on the Line*, is a must read by anyone in the public or private sector. Marty not only shook us from our tree of comfort; he chain-sawed it down! Figuratively speaking of course.

Attending dinner with Marty and a few colleagues who dared to enter the wizard's den, we were impressed to find the other, more gentle side of Linsky. He challenged us to not let this experience (at Harvard) escape us by asking ourselves the question: "What are we willing to do that we have not been able or willing to do for our most noble principles? Don't leave here without examining this question and don't miss the opportunity to challenge the assumptions about what we do, why we do it, and who we do it for." And so became the first probe of our journey to see if there is life on Mars. What deep, dark secrets were we harboring that prevented us in being successful in our work? What behaviors, whether our own or of others, were preventing us from achieving outcomes for those we serve? What's missing in feeling fulfilled on the path we have chosen to walk?

If we thought we were leaders, we were now being challenged. All of our work, our practice, our drive, and even our future continuation in our chosen fields were being rocked by a wave of uncertainty; a wave comprised of ego, self-doubt and defiance against the challenge that stood before us: "What is it that you want to change? What's preventing you from doing it?"

To not use some of Marty's direct quotes regarding leadership is to have stayed at home and not attended KSG. Here are some that drive home some of his key concepts.

"Leadership is about disappointing your own people at a rate they can absorb."

"You know when you are exercising leadership when you're getting resistance."

"Leader" as a noun should not override "Leadership". There is no such thing as a leader; only the exercise of leadership skills."

"Leadership is not about having followers. It's about taking risks and challenging our own people. Pushing against the bounds of one's authority." Having recently put this theory to the test, I know how sensible this is and...how necessary.

"Doing one's job well and even to excess, is not leadership. It's pandering. Moving beyond one's comfort zone and pushing others is the exercise of leadership."

In a moment of self-reflection, triggered by Marty's challenge, I decided that I need to change some of my behaviors that detract from accomplishing the mission we have set out to create. It

goes something like this. “If I continue to get acknowledgment without engaging others in what they want changed, I have failed in my mission.” The essence of this statement has roots in thinking that something will get done even if I’m the one who has to do it and shows more hard-headedness than leadership. I am making what I think are positive strides in changing this behavior. I am more apt to confront people who do not perform as they had promised. I have become less tolerant of mediocrity. I am shifting responsibilities and accountabilities to where they belong. And, I am correcting more of my own shortfalls in job performance and, I hope, leadership.

“Conflict is a sign that something is happening. Think of “conflict orchestrating” rather than “conflict resolution.”

An interesting example of perceived leadership, or leadership run amok, pertaining to NYC Mayor Giuliani, was discussed. Following 9/11, Giuliani was perceived as a tremendous leader and hero of the people of New York City and the nation. Soon thereafter, he squelched an investigation on the lack of preparedness, tried to extend his term of office beyond its legal limits and then wrote a book on leadership.

In a session on Working with the Media, Marty explained that “stories” are called “stories” because they have characters and story lines. Reporting is not about telling the truth, it’s about telling stories. Never say anything to the reporter that you don’t want to see in the paper. Reporters often interpret “spontaneous” as being “thoughtful”. An acronym helps to remember some essentials for dealing with the media.

AUST

Attitude/Affect - denotes trustworthiness; the reporter tries to figure out who you are and how to push your buttons by getting you to say things you may not mean to say.

Understanding - know about who the reporter is and where you fall along the arc of the story.

Strategy – have both a “macro” (“My communication strategy for the end of 2005 is...”) and a “micro” (“What do I want out of this conversation?”) strategy before dealing with a reporter.

Tactics – know how to level the playing field. Conduct a joint interview and not let the reporter control it. Also, prepare ahead and offer a summary at the end of the interview.

Linda Kaboolian led us through a discussion of the difference between *technical problem solving* and *adaptive leadership* and when is appropriate to use which strategy. For example, if a problem is well-defined and the solution to it is well-known, a technical response will fit the bill (e.g. putting out a paper fire with water). Expertise, as in years of experience with such matters, readily provides immediate solutions. Contrarily, when problems are complex and not well-defined, and their solutions are similarly undefined, adaptive leadership skills are called for as traditional solutions will not work. The systems-change mode in which the Citizens Council operates requires constant and consistent adaptive leadership. In dealing with the numerous challenges faced by children and families (e.g. juvenile crime, substance abuse, domestic violence, abuse and neglect, poverty) and the diversity of interests (state/federal, non-profit/governmental, law enforcement, school districts, competitive resources acquisition), traditional technical problem-solving strategies will not work. If we were to rely on technical solutions, we would simply maintain the status quo. Nothing would change.

Leadership is about asking the tough questions and reorienting ourselves from where we are to what it is that we aspire to be. It's moving beyond authority with explicit roles and implicit power to the challenges requiring actions and interventions. It's not about taking on the responsibility that comes with change, it's about pushing the work back onto those who need to experience the growth and development that comes in making the change. As Linda so aptly put it "equilibrium = death". I am reminded of a quote of similar nature. "If in the past few years, you have not changed your opinion, your ideas, or the ways you do business, check your pulse. You may be dead!"

Strategic Management

Mark Moore led our discussion in Strategic Management. In many ways, I saw this as the core of the program as the introduction of the Strategic Triangle and discussions on Authorizing Environments set the base for much of our discourse. I would also refer the reader to Mark's book entitled: *Creating Public Value...Strategic Management in Government*, for a more in-depth overview of this topic.

Mark drew an interesting comparison between crime and private sector management. He infers that both use force and authority over other people's money to accomplish an outcome. In political environments, we seem to respond (invest) in things that are quick and measurable rather than things that take time and have uncertain outcomes. The public manager often finds him/herself in a juxtaposition of both environments; dealing with a risk portfolio of small investments, demanding quick fixes (crisis management), and long-term systemic change that prevents increased, often accelerated costs to taxpayers (prevention). The analogy to the Citizens Council is deafening. Creating a system of community justice simply to reduce the use of court-ordered services, without building public participation and demand for preventing such causal factors as delinquency, crime, substance abuse and violence seems antithetical to our mission. We cannot be successful in reducing costs in the long-term until two things happen. First, we need to build in appropriate responses that provide needed services within communities (alternatives to detention and incarceration). Second, we need to initiate prevention measures that involve all sectors of the community and show youth that their presence and participation in our society is valued.

The Citizens Council is attempting to accomplish systems change to issues that confront children and families on a multi-dimensional level. There is no rulebook for how this happens and there is no model to compare its success, or failures, against. The uniqueness of the Citizens Council, introduces a conceptual model for public investors (Belknap County) to experiment with the melding of multiple levels of public and private authority, resources and agency missions. Through its convening and facilitation capacities, the Council creates opportunities for diverse community interests to plan, fund and execute new ways of doing business that are more geared to what needs doing rather than what's been done. Expectations pose risks however. Results come at a much slower pace than investors sometimes expect. The Council tries to make up in influence and persuasion that which it lacks in authority and resources. Personally, when given the latitude, I prefer this approach. Success then becomes everyone's success, as do the problems. Money is not the sole solution. Personal and professional values, commitment, and the

practice of leadership are the ingredients for success. One of our classmates said it so well: “The professionalism of the community undermines its capacity.”

An authorizing environment involves everyone who provides resources or authority to public management for a particular purpose, or who can influence that purpose. In short, an authorizing environment constitutes the stakeholders who have interests in the success of the organization. Stakeholders provide support and bring legitimacy to the mission of the organization and often, as in the case of the Citizens Council, represent diverse and competing interests. For example, consider the following: legislators, County Commission, select boards, providers, school districts, law enforcement agencies, media, citizens, voters, taxpayers, business, civic and faith-based groups, children and families and the members of the Council itself.

Together with the authorizing environment (legitimacy and support), the other two components of the strategic triangle include and rely on the vision, mission and goals (value and effectiveness) and administrative capability (operational capacity) to deliver on its mission. Together these ingredients make up the elements for determining public value. See Appendix C, for an overlay of the strategic triangle onto the Citizens Council’s logo.

Political Management

During the series of sessions devoted to the discussion of political management, one of Harvard’s greatest treasures was revealed. Dan Fenn is an incredible human being, a brilliant teacher and living anthology of our nation’s history. His grasp of the political mechanics that manipulate this country combine with his personal humor and wit to make him the beloved lecturer that he is. He is a fine example of the quality that came with each of our faculty; not only is he a lecturer/professor; he has lived and experienced that which he teaches. Dan is a remarkable individual and without him, this experience would have been unfulfilled. I will attempt to summarize the lessons learned through the many sessions Dan shared by way of phrases and quotes that caused me to think about our work locally. Sometimes these statements were simply memory joggers, forgotten wisdom of past experiences. At other times, they were “of course!” moments when things became so obviously clear that I wondered where I had been for so many years.

When we recall Tip O’Neil’s quote of “all politics is local” Dan adds that they are personal as well. He argues that one has to “make supporters out of critics” and that we need to “pitch our stories in the frame of how others need to hear them.” “Thinking out of the box means ordering something else off of the menu.” When working in public sector environments, success is based on ones ability to manage among all phases of operation (e.g. politics, budget, program, issues and assets, passion and data). One cannot overlook the fact that all power centers have their own hierarchy of priorities. Therefore, it’s important to assure that all loops are closed with the various stakeholders with whom we work. One of the important things we have tried to engender at the Citizens Council is that it (i.e. the plan, the effort, the success) is not the Council’s plan. It is Belknap County’s initiative. It is important that success is perceived as belonging to everyone involved and that such success is celebrated as a community, not as a single agent or agency. The importance of this however, is not always understood by those who declare success. More to work on for sure!

In examining some of the cases, Dan's great wit provided great levity to the seriousness of the discussion. In one instance, the chief case character was unwilling to engage various members of his authorizing environment to the point of his own extinction. Dan quipped that "the guy's Myers Briggs was J,E,R,K." and that he suffered from "Mural Dyslexia" in that he couldn't read the handwriting on the wall! The first law of public management is "when you find yourself riding a dead horse...dismount." This last quote speaks to a primary reason that the Citizens Council came into existence. The prevailing juvenile justice system was not working and too many youth were being shipped off to placement out of home, out of school and out of community.

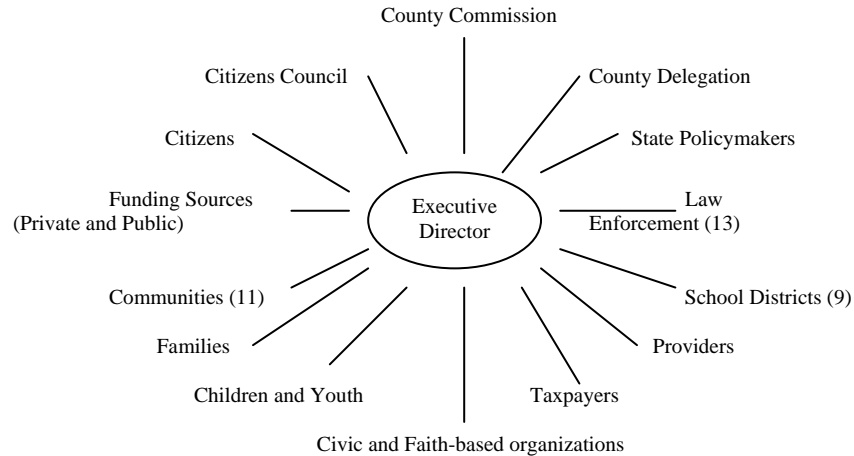
The District Court Judge and County Commissioners decided it was time to dismount. While the future was unclear, a general framework for Community Justice was envisioned but needed to be defined. It seemed there was an interpretation of what needed to happen among each member of the authorizing environment or at least the shared notion that something needed to change. By whom, when and how change was going to occur was unclear but certainly there were both implicit (make the county more responsive to the needs of children and families) and explicit (reduce county dollars going into court-ordered services) expectations enough to go around. Two months into the process, we were being asked, "how much money have you saved us so far?" While four years later we are approaching an answer, we may find it was the wrong question.

Dan talked about fractionated power; that which emerges in an environment that has many actors, limited access to resources, and is vulnerable to changing leadership, community interests, and key players. At times it was as though he was hovering above Belknap County waiting to "beam us up". The weekend assignment was to analyze our own power wheel. As a public manager, who are the external players who place different demands and expectations on us to achieve our outcomes?

This exercise revealed a number of areas the public manager must be constantly and conscientiously aware of including asking the following questions:

- Who are the stakeholders who have vested or peripheral interests in our mission?
- What groups do they represent?
- People often wear several hats. Which ones do they wear when addressing our issues and how do we avoid shooting holes in the other ones?
- Who is in opposition to what we are trying to do? What are their self-interests?
- What are the anticipated and unanticipated risks and how do we avoid getting ambushed?
- Create a risk list and from it develop an action plan.
- What are the relationships among the players?
- What is the array of priorities and who are our allies in regards to them?

My power wheel looks somewhat like this -



A final exercise with Dan gave us an opportunity to examine political styles when compared to Thomas Jefferson and Alexander Hamilton. Dan made it tough to decide by not giving us the option of saying we might be a little bit of both. While there are characteristics of both men, I tended to favor a Jeffersonian bent in most areas. Like so many other experiences at KSG, there is no definitive answer to anything, just lots of ways of looking at the same thing. In the era of public management, to remain locked in to a single way of thinking so as not to take advantage of each opportunity and circumstance as it comes, in my opinion, is to return to a more traditional form of management more befitting the private sector. If we are to change our responses to the ever-changing needs of our constituents, we must be about changing our thinking and seek out nontraditional solutions (*adaptive leadership*). As Yogi Berra once said, “The future isn’t what it use to be.”

Marty Linsky directed our attention to the political realities of deciding who shall live and who shall die given access to resources, research and, in some cases, who is valued in our society. The discussion centered around an example of medical procedures which compare the costs of survival of the few (e.g. expensive transplantation) against the needs of many (e.g. inoculations). The case in point, the cost of one surgery to replace a kidney of a dying woman (\$127K) versus providing health care, at the same cost, to 350 children. When getting everything you want means being able to afford only what you need, important life-giving/taking decisions have to be made. By what standards such decisions are made and who gets to set them, are queries that enter the political realm of our culture. They affect the work of the public manager as there are finite resources requiring accountabilities to the taxpayer; the voters. It is therefore imperative that we understand how our constituents want us to act which takes us back to understanding our power wheels and the authorizing environments in which we do our work. Key considerations germane to the decision-making process include:

- Providing the greatest good for the greatest number of people (e.g. 1 person vs. 350 children vs. 175 pregnant women).
- Who will bear the burden to fund the efforts we say are needed?
- What are the odds for success?
- Where should making the real difficult decisions rest; local, state, or national level?
- If decisions are based on roles and responsibilities, who has them and who said they do?

In public management, the distance between what we say we are and how we behave needs constant vigilance and assessment. At this point Marty challenged us to confront our unconscious. What is it that permits or restricts our ability to reach our goals? What are the barriers that stand in our way? What resources do we have that can move us forward? One way I personalize this in my own work is to distinguish between what I am doing, or about to do, for “me” or “them” (various stakeholders)? Or is it for “us” (the greater good)? What are we trying to do and who’s trying to do it? Who should be doing it? How do we get “it” together? If the Citizens Council is only about one or two people and our stakeholders are not invested; or if our stakeholders are invested but we haven’t included the end consumer; then how can we make the case that what we do is for the greater good? Similarly, if what we do does something to rather than with those who need it done, then we are setting people up for dependency on yet another system that cannot guarantee success because it is victim to the same decisions that get made in the “greater good” equation. As John McKnight of Northwestern University puts it: “If you want to empower people, they must be in association with people who are solving problems. They cannot have someone taking that power away from them.”

The Citizens Council seeks to use existing assets by developing networks among those that have resources. Sustainability is primary in starting new initiatives and relationships are key to building collaborative networks and avoiding duplication. When building stakeholder relationships, remembering this key phrase will start us out on the right step: “always treat the word ‘No’ as the beginning of the conversation.”

Negotiation

Linda Kaboolian led the final discussions on negotiation which for me evoked much thinking around how systems come into place, whether they remain true to their missions and values, and how we keep them vibrant and always moving forward. In reviewing the case on Nelson Mandela, I am reminded of my past career opportunities in the field of developmental disabilities. There was a system based on values and beliefs that people with developmental disabilities had value, could learn and did contribute positively to their communities. There was hope for their families that the community, not the institution, would provide safe haven and welcoming participation in the typical world of community. With the advent of the Area Agency system, people who had been cast off by society and indentured to lives within institutional walls, would be free to move about, among residents and neighbors in new community surroundings. “Young Lions”, in the form of institutional reformers and state and national experts, began to rally the populace that change was coming. Political advocacy became armed with new teaching technology, new legal reinforcers and new belief systems that it was wrong to sequester lives to generations of involuntary institutionalization. The “Young Lions” (reformers) picked up the standard for human rights and clashed, then joined ranks with the “Old Lions” (parents of institutionalized people, administration, the state), to free those previously removed from their families and communities.

In today’s venue of Community Justice, we see a clash of Young and Old Lions once again. Creating change in an environment that at once inter-mingles multiple political and social alliances while moving toward a vision of balanced and restorative justice, naturally triggers tense responses to the status quo. Belief systems and historical practices are challenged by new

philosophies, straining the very relationships needed in marking a new pathway. Much about change has to do with behavior. In essence, one must ask the question, “How do we move systems to behave differently by ourselves behaving differently?” We are all subparts of larger systems in both our public and private lives. When we act according to what we believe, we set the stage for systemic change to the degree we influence others engaged in the change process. Such as with the Citizens Council, change is evolving through the relationships and trust we have developed and modeling behaviors, collaboration, and joint implementation of action needed to fill gaps. Conscious pressure to involve those who are the beneficiaries of our work; primarily children, families and communities, is a value that drives our mission while simultaneously creating tension between young and old lions.

The attributes of all contributors to the change process need to be viewed as potential assets to the resolutions we seek. The urgency, energy and disequilibrium of our young lions, melded with the wisdom, experience and steadiness of those who came before, will give us the ingredients for success in achieving our mission. One observation I would make however, is that the distinctions between old and young lions seem to be age-neutral! Two questions emerge from this discussion. The first, “Whose behavior has to change?” The second, “What can I do that will elicit that change?”

Financial Stewardship

This segment of the series was conducted by Liz Keating. While this topic dealt more strictly to the cases as presented and whereas my work with the Citizens Council does not afford high levels of engagement in overall County finances, it was difficult in some cases to relate to the discussion. What it did do however was to trigger my thinking around the need for the Council to develop performance measures in terms of the anticipated “Report Card” on Community Justice due in the winter of 2006. Once we develop a baseline for some of our services delivery models, we will be in a better position to project outcomes and set goals for achievement. To aid in this process, the Council will be moving to employ a program evaluation component to assist in cost benefit analysis comparing current and alternative program options.

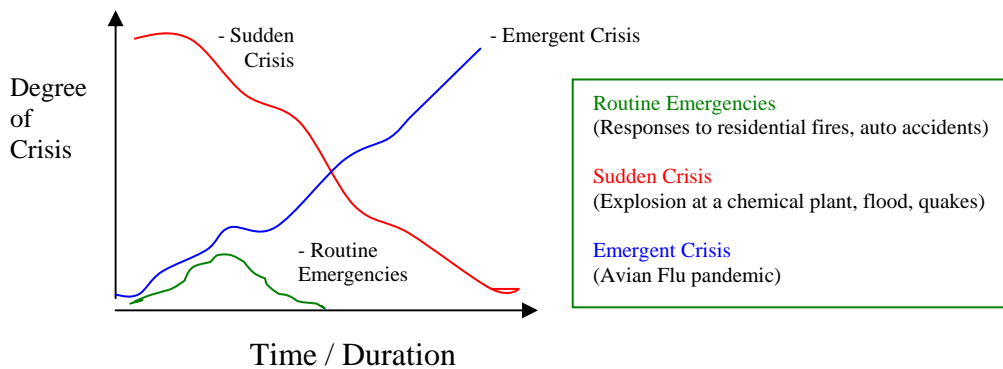
Crisis Management

Whoever coined the phrase, “Life is stranger than fiction” could not have predicted the nation’s experience with the impending devastation of hurricanes Katrina, Rita and Wilma. Even the autumn storms that flooded New England sending unprecedented rainfall to the region could not have been more pertinent to our discussion on crisis management. From the very beginning, this topic had relevance to us all, as members of our class had been, or were to become, engaged in natural and human disasters while at Harvard. Our beloved Arizona State Senator, Amanda, had a military jet crash into a neighborhood in her district. Our friend Reggie, Administrator from Long Beach, California had to deal with an earthquake in his home region. From past experiences, Frank, Tom, Augie, Buddy and Rocko each were confronted with massive human tragedy in relation to the Oklahoma City bombing and the devastation of 911. These heroes brought a dimension to our discussions that no case study ever could.

I would also comment here that one of our luncheon speakers, Graham Allison, delivered a most provocative and compelling argument for disaster preparedness as could be imagined. In his presentation and book entitled: *Nuclear Terrorism...The Ultimate Preventable Catastrophe*, Allison raises many issues of why our nation is vulnerable to what he terms, “the inevitability of a nuclear weapon being released upon US soil within the next ten years if...”, and then he goes on to explain who, how, and what needs to be done to prevent this catastrophe from happening. His research and reproduction of facts related to historical relations among nations and lack of clear, deliberative attention by our government to instigate preventive measures, cast a pall over the group that could not have made our sessions on crisis management more real.

Defining a crisis and the demands it brings to those who respond brought out statements such as, “a series of catastrophic incidents”, “an event for which you have no experience”, “overwhelming to current resources”, “processes with high-stake consequences and the need to implement contingencies for which there is no experience”. Protocols, on the other hand, provide planning, training, resources and other things that have become manageable.

Distinctions were drawn between the degree of crises (e.g. sudden vs. emergent) and the time and duration required to respond to a particular situation (e.g. normal operations, routine emergencies, crisis) as depicted in the graph.



True crisis involves a high degree of novelty under which routine degrees of response are either inadequate or counterproductive. The term “cognitive bias” is used to describe one’s unwillingness to see the external impact of the existing situation on normal operations. Compare here, typical routine emergency procedures when responding to the aftermath of Hurricane Katrina.

Key questions and considerations during crisis situations include: What do we know? What are we doing? What should “they” be doing? Let people know when and how they will be receiving updates. Keep a perspective (e.g. how does the current situation compare to others and what will need to be the required adjustments?) For example, what we have learned from the SARS virus might cause us to ask whether our local hospitals have decontamination units and negative air chambers). The SARS virus is an example of an emergent crisis for which there was no blueprint. It was slow moving and caused officials to think that typical infectious control measures would be able to control its spread (cognitive bias).

Incident Management Systems (IMS) have begun to standardize emergency response measures and language across organizational structures. Relationships among organizations develop the trust needed when crisis hits. Structures cannot work without relationships. Prerequisites to developing a crisis response capacity are relationships (trust), cross-training, and organizational fit. Borrowing from the field of social services research and evaluation, this might also be referred to as *model coherency*: are the *right* people, doing the *right* things, with the *right* people, at the *right time*, in the *right* place, using the *right* methods and resources to accomplish their goals?

Implications for the Citizens Council include such thoughts as what role do we have in supporting any local health and disaster preparedness plan? What are our responsibilities to inform those who will assume responsibility during such crises, as to the unique needs of the populations served by the network of community justice organizations? How do we become part of the execution of plans to minimize harm during times of chaos and distraction? What role do we have in contingency planning to assure that our children and families are tended to? Since returning from the KSG program, the Citizens Council holds a seat on the recently formed Lakes Region Partnership for Public Health to begin to define these and other roles of people, agencies and organizations within the community.

Policy Analysis

Bill Apgar and Ron David shared the lectern on policy analysis. One of the most prophetic quotes I will take away from this experience, because it gives me a phrase that validates what I have believed for many years, is Ron's: "Relationships are primary. Everything else is derivative." As has been referenced earlier, the work of the Citizens Council is based on relationships. The success of any of our efforts has been based primarily on the relationships and trust we have engendered among multiple parties and interests. Our tools are vision, information, education, energy, aspiration, influence and persuasion. Our believe in the good side of each person to do the right thing given access to necessary resources and supports has developed a sense of ownership on the part of many of our partners and others within the "authorizing environment."

The hypothesis that "few people are persuaded rationally until they are persuaded emotionally" has a great deal to do with the strategies we choose. Examining feelings gives us choices. Take into consideration the images of a Cocaine Mother (case study discussion). If approaching the "man-on-the-street" asking him to describe his image of a cocaine addicted mother, typical words to depict his image might include: "a person of color...criminal...self-centered...single parent...uneducated ...undisciplined ...poor ... thin ...victim...sick...low/no morals...neglectful...short-sighted ...victim... addict ... abandoned...party animal...crack head...drain on society...dangerous."

Getting society, or even policymakers to react to such negative imagining, may only result in punitive outcomes such as imprisonment, isolationism, institutionalization, abandonment, or worse. These images are what at times create emotions of public outrage around issues of child abuse and neglect, substance abuse and addiction, and the like. Once we move beyond the anger, apathy, and intrigue that often accompanies these socially imposed beliefs, we might find

ourselves reaching such emotions as sympathy and guilt, and empathy and compassion. This shift in values helps us to see assets where before only deficits were perceived. It leads us to take action and advocate for prevention, intervention and treatment in attempts to reduce risks to children, families and communities.

The policy shift being sought in Belknap County is one of moving from retributive juvenile justice to one of balanced and restorative justice. Embracing the principles community justice, we work within our authorizing environment to educate and expand those committed to building safe and healthy communities in which children and families live with dignity and respect (the mission of the Belknap County Citizens Council on Children and Families).

General rules of thumb in analyzing policy are to pause, ask, reflect, decide and act. Questions that may help in the ask and reflection stages include:

- What's the problem?
- What are the options?
- What are the consequences of equal options?
- What's best to do?
- Who are we doing this for?
- What do we need to change?
- Who else needs to be involved?

Performance Management

Most discussion with Julie Wilson related directly to the case studies in performance management. Key points that have universal applicability include “everything that moves is a data point and everything that doesn't move is a data point.” In other words, the environments in which we work are rich in data sources and it is incumbent on us to determine first that we will measure our outcomes and second, how we will do so. We are reminded that what gets measured gets done so it is vital that what gets done gets measured, and assure we are projecting the right outcomes. Whereas everything is measurable, we must guard against data manipulation (figures can lie and liars can figure) and complacency in performance of our goals.

Another amazing outcome (while we are on the subject) of this whole experience was the privilege of having a private luncheon conversation with Julie. While chatting with her about our local work, and her past experience working with the NH Division of Children, Youth and Families, Julie agreed to serve as the keynote presenter at a local (NH) fall conference: “What Works and How Will We Know?” This conference was provided to local agencies and participants in the Council's annual parent leadership series Parents As Leaders in Society (PALS). The conference was held on October 15 in Laconia, NH and her presentation was taped for subsequent viewing on our local Public Access television station.

Deliberate invitation to the conference was extended to the Lakes Region United Way Board and Executive Director as they are examining ways to prioritize their entrustment funds to future service networks. An overview of the Pathways Model, developed by Harvard University, in conjunction with the Annie E. Casey Foundation, has led to follow-up discussions locally, and

with Julie, as we seek to advance our working knowledge and application of performance measures in the work of the Council, the United Way, and the community at large.

Religion in Public Life

Brent Coffin, Ron David and Bill Apgar shared this topic over four sessions. This again was clear evidence that the Kennedy School of Government continues to remold its program to keep tuned to the times. Earlier classes may not have had access to this topic. But as religion continues to play a greater part in our state, national and global relations, it is important to engage in the dialogue of belief systems and compare them to typical beliefs that drive our economic and social systems. Comparisons are not intended to discredit, downplay or ignore the relevancy of religious doctrine in our daily lives but rather to acknowledge its existence and understand its influence; if not on ourselves then on those around us.

With our communities experiencing rapid change in its complexities and composition as our society becomes ever more diverse, we need to understand and embrace the potentiality of assets brought to us by our new neighbors. In Northern New England where our nation enjoys some of the longest traditions of immigrant and refugee influence, we continue to expand our culture through receipt and welcome to new people fleeing political persecution of the modern day era. These refugees come to us with little to nothing but endure through their strength, values and belief that they have been given a second chance. Whether these values are attached to their religious beliefs or some other force, the reality is they now live among us. We can chose to accept them and all they bring with them or we can construct barriers that exclude those who can help strengthen our communities. Our previous conversation about privilege has great relevancy in our reflection on religion.

Robert Putnam declares that one half of today's social capital is religious-based. If we exclude the participation of mosques, synagogues and churches from matters affecting our communities, we risk the loss of assets that might otherwise contribute to the health and safety of our families, neighborhoods and communities. In our own community, a resettlement area for the US government, we experience growing diversity in culture, language, customs and religion. As connected as we try to be with our new neighbors, only recently did I find out that we have a local mosque established by the increasing population of Muslims in the Lakes Region area. The Citizens Council's involvement with the Laconia Human Relations Committee and participation in its annual Multi-Cultural celebration, gives us a means of understanding and appreciating our changing society. Opening the doors to our legal, educational and social systems and developing our own skills and interactions has made a difference in how we perceive diversity. The importance of bringing diversity to our own Council will aid tremendously in understanding what our Belknap County community must do to promote dignity and respect among all our people.

To reiterate a quote from Ron David, mentioned earlier, "Relationships are primary. All else is derivative", we are reminded that how we act and interact with those around us is more important than whether we accept someone else's beliefs. Mutual coexistence, ironically a term used during the early days of the cold war, bears new significance in our diverse world of today's religious power struggles. Religion is viewed as a human response to relatedness (i.e. witness,

celebrate, restore, transform). It is always personal and expressed publicly. It contributes to our nation's moral fiber. Misuse of religion results in the fraying of our moral fiber (e.g. loss of freedom and choice, immorality, and misuse of trust).

Religious beliefs play out in the *workplace* in such ways as declarations of righteousness (e.g. political advertisements), offers of assistance (charity), judgement (internal moral compasses), abusive and hypocritical interactions, appeals to the consciousness (a means to peace), as a crutch to justify action or inaction, and the like. How religion plays out in daily life finds us trying to do the right thing, acting as though we are all equal (the Golden Rule), caring for the vulnerable, being faithful and loyal, and so forth. Perhaps a way to distinguish strict religious dogma from actually acting upon one's faith is to understand the difference between *faith-informed* and *faith-based*. Otherwise phrased, we are reminded of the old adage – do we *practice what we preach*? In today's society, is it important that we judge others for their religious beliefs? Should we not put forward the best of all the tenets of our religious and secular teaching toward improved relationships among all people? The values of good and bad existed long before Christianity so how is it that we blame religious affiliations for some of the world's worst atrocities?

“Dialogue is the elixir of life”, as Ron David puts it, and reinforces the Citizens Council's promotion of the Center for Civic Engagement as a vehicle to create public discourse on contemporary issues impacting our communities. Through the Center we hope to raise the consciousness of the community around these issues. Through this consciousness raising (discourse) we hope to bridge the chasm of critical thinking (science) and compassion (personal beliefs) and reach a level of civility, working together to strengthen our communities.

Ethical Issues in Public Management

This one session was not enough to have developed any sense of theoretical framework but is an area that persistently arises in decisions regarding public values, public interests, credibility and integrity. It's the equilibrium the public manager relies upon to remain responsible to the authorizing environment and the fulcrum on which one balances competing and, at times, conflicting points of interest. It's the driving force that determines the difference between *doing things right* and *doing the right things*. It's the essence I feel that under-girds the whole theory of public value and stabilizes the public manager while crossing the tightropes strung among the diversity of stakeholders.

Student Case Studies

Three of our colleagues were selected to present cases we were asked to submit as part of the application process. As we participated in the case discussions, the multitude of theories, frameworks and language learned from the previous three weeks were woven into the reviews. What has been interesting is that since this program ended, class members have remained in contact through the establishment of a list service developed by one of our members. Some of the suggestions offered during the case study discussions were put into practices and found to have had some positive results. This continues to reinforce the influence that the program has

had on us all. The opportunity for sharing both failures and successes, through engaging in discourse, is a powerful tool that needs to find its way into our routine work environments.

Personal Reflection

Looking back on the experience at the Kennedy School, I have to say that the rewards continue to play out. Since returning, I have become much more directive in my work and relationships with others. I am less tolerant of inertia and indecision. I'm more determined to succeed. And I am more conscientious of the need to develop leadership among others. I am starting to push back and having others pick up the work load and have begun setting various strategies in motion to support these efforts.

Several opportunities have come my way since attending KSG and as Bill Apgar continually stated: "Keep us up to date on what's going on. We (KSG) want to claim credit for all of your successes as you go forward!" Although Bill may have said this tongue in cheek, I am pleased to credit the following opportunities to my time at Harvard: Since returning, I have received the distinguished Tom Fox Award for Excellence in Prevention, awarded by New Futures. I have been appointed by the Governor and Executive Council to serve on the Alcohol and Drug Abuse Prevention, Intervention and Treatment Commission. I have joined the Board of the newly incorporated Lakes Region Partnership for Public Health (as influenced by both Arn Howitt's and Alison Graham's discussions on emergency preparedness). And we have had Julie Wilson as a key note presenter at a community conference which has subsequently led to further discussions of use of the Pathways model in local planning and financing initiatives.

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