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The Briefing

Andrew Young School
of Policy Studies
Georgia State University

Special
Research
Issue

connecting
research
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world



ANDREW YOUNG
SCHOOL OF POLICY STUDIES



RESEARCH:

Integral to policy making and education



ON THE COVER

■ David Sjoquist (top right), director of the Fiscal Research Program, discusses electronic business and its effect on taxation during a policy forum.

■ Government officials from Sri Lanka (bottom right) enjoy a taste of Atlanta's World of Coca-Cola during a four-week tax policy analysis training program at the Andrew Young School.

■ Students (bottom left) play sophisticated computer "games" in the school's experimental economics lab, where researchers study how changes in economic institutions affect individuals' decision-making.

■ Policy education and research prepares undergraduate and graduate students (top left) for a variety of jobs in government, nonprofit organizations and private industry.

In this special issue of *The Briefing*, we profile selected research underway in three of the Andrew Young School of Policy Studies' areas of concentration: public finance and budget, city management and urban policy, and public management/administration. I think the work is terrific, and it meets the tests of good policy research – good questions, influential clients, good dissemination of information and student involvement.

The key to the success of our policy research programs is the kind of relevant and cutting edge questions our scholars ask. In these pages, you will read about research into the effectiveness of the celebrated HOPE scholarship, the crucial issues of education finance and delivery systems, and a host of other front-burner policy issues. Having an energetic senior faculty and lots of new blood has contributed mightily to keeping our research agenda focused on the big issues in the new economy.

The second criterion is influential clients. There must be a good audience for policy research, or it surely will die on a shelf. In this issue, you'll read about our close working relationship with the Georgia governor's office and the state legislature. Internationally, our clients have been the World Bank and the U.S. Agency for International Development, and the governments in many of the 50 or more countries where we have worked. We like to think we have fostered significant policy change in the past few years, and there is evidence that this is the case.

Good policy research isn't really good unless it is disseminated properly and makes a difference in people's lives. Because we are scholars and practitioners, one of our primary dissemination outlets must be academic journals and forums. Our faculty published over 200 scholarly papers last year and presented findings at more than 100 meetings. But this is only one of the tests of good dissemination. In a policy school, one must help translate the research from paper to practice, and in these pages you will read how we're doing this. Our rural health care specialists are working with Georgia counties to deal with cost containment; our public management faculty is working with the International Association of City Managers to help improve management performance; and our campus is awash with students from other countries attending special short courses. This is perhaps the most exciting part of the work – putting policy research into practice.

Finally, there is the glue to all of this process – the students. We know they will soon be policy analysts and managers themselves, so we immerse them in our policy research work. We do this in the classroom, in their theses and in their research assistantships. As you can read in the pages that follow, the policy research training has given many of these students a head start in what we hope will be productive careers.

So, there is far more to a good policy research school faculty than a good journal list. In fact, the academic journal list may be the easiest of the criteria to satisfy. We hope you enjoy this special research publication.

Roy Bahl

ROY BAHL

Dean



PUBLIC FINANCE AND BUDGET FACULTY

Faculty members in the Andrew Young School's public finance and budget disciplinary area include (top row, left to right) Kelly D. Edmiston, assistant professor of economics; Jorge Martinez-Vazquez, director, International Studies Program; Roy W. Bahl Jr., dean; (middle row, left to right) Sally Wallace, associate professor of economics and public administration; James R. Alm, chair of economics; Ross Rubenstein, assistant professor of public administration and educational policy studies; David L. Sjoquist, director, Fiscal Research Program and Domestic Studies Program; and (front row) Katherine G. Willoughby, associate professor of public administration and urban studies.

“The Andrew Young School has assembled one of the deepest and most active groups of public policy analysts at any university in the world. They are highly respected for their policy insights, academic prowess and ability to communicate effectively with policy makers. Not surprisingly, their counsel is widely sought by governments across the United States and around the world.”

— WILLIAM F. FOX, PAST PRESIDENT, NATIONAL TAX ASSOCIATION

Faculty examine challenges of Russian tax system

Since the breakup of the Soviet Union, the Russian Federation has struggled with building a clear and efficient system of intergovernmental fiscal relations – and the existence of a burdensome, unfair and uncertain tax system has been considered a primary cause of Russia's lackluster performance during the transition to a market economy.

"The area of intergovernmental relations may be the most contentious issue in the Russian Federation today," explains Andrew Young School professor Jorge Martinez-Vazquez, who, as director of the college's International Studies Program, has spent years examining public finance issues in the former Soviet Union.

"The complexity of the problems intertwined with intergovernmental relations is staggering – the recent history of disintegration of the Soviet Union; the war in Chechnya; the ethno-linguistic, religious and historical differences across its vast territory; the great variations in mineral resources endowments; the increasingly large economic and fiscal disparities across regions and local governments; and the spreading sentiment in some regions that they can be better off by seceding from the federation.

"It is not an overstatement to say that the survival of the Russian nation itself depends on the establishment of a system of intergovernmental fiscal relations that is functional and appropriate."

Working closely with Andrew Young School colleagues Sally Wallace, Roy Bahl, Jameson Boex and Robert McNab, Martinez-Vazquez has provided the first in-depth analysis of the dimensions of the Russian system of intergovernmental relations. Among his findings:

- the Russian Federation still lacks an adequate assignment of expenditure responsibilities;
- the expenditure autonomy of subnational governments has been narrowly constrained by federal laws mandating various benefits and grants-in-aid for certain categories of citizens;
- the current assignment of revenues among the federal and regional governments gives little autonomy to regional governments and makes them heavily reliant on shared revenues;

- the grant system in the Russian Federation provides inadequate – even incorrect – incentives to regional governments for revenue mobilization and expenditure management;
- the transfer system contains non-transparent targeted transfer programs;
- federal mandates frequently go unfunded;
- and the prevalence of unbudgeted mutual settlements and soft budgetary constraints discourage subnational governments from raising their own revenues.

Martinez-Vazquez concludes that the Russian government needs to address a number of issues, including the extent and nature of the federalism that it seeks to achieve, the desirable degree of equalization in the distribution of fiscal resources across regions, the efficient use of budgetary resources, the creation of incentives for revenue mobilization, and the preservation of fiscal discipline and responsibility among subnational governments.

But the process won't be easy, Martinez-Vazquez says.

"Defining an overall strategy for reform will likely be difficult and slow due to the significant diversity of interests and values held by the various players," he says.

Martinez-Vazquez and his colleagues also have studied tax reform issues in Russia, where the overall level of

related|reading

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Fiscal Decentralization in the Russian Federation: Main Trends and Issues, forthcoming, World Bank Institute Learning Resources Series.

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tax effort – measured as the ratio of tax collections to gross domestic product – is quite similar to that of many middle-income countries, and higher than in Argentina, Japan, South Africa or the United States. Still, the trend in tax effort in Russia has been downward. The researchers also have shown that the vertical distribution of tax burdens is mildly progressive or proportional for the majority of the population, but regressive for the very poor. Relatively high statutory rates, disallowed deductions, wide tax evasion and uneven enforcement cause significant horizontal inequities. The complexity of the tax system imposes significant distortions.

The paradox of fiscal policy in Russia during the transition has been the difficulties with comprehensive tax reform. Changes in the tax system have certainly occurred during this period, but these have been piecemeal, not comprehensive, reforms. If everybody seems to agree that comprehensive tax reform is so crucial, why hasn't it happened?

Martinez-Vazquez is convinced that there are several reasons. Tax reform is a difficult and controversial process in any country, and the financial crisis and the tumultuous economic environment that surrounded the devaluation and default of August 1998 may have been enough to bring fundamental reform to a halt anywhere. The chances for reform also were decreased in Russia because of the failure to adopt explicit strategies focusing on the political economy of tax reform and enlisting the support of as many stakeholders as possible. In this regard, it may have been easier and more effective to try to gain political support for the draft tax code before it went to the Duma (legislative body). And there are several pervasive and entrenched features of the Russian economy that will continue to hamper the tax reform process, like the use of barter and non-monetary means of payment, arrears and mutual offsets, official corruption, and weak tax administration, Martinez-Vazquez says.

Many of the "big" tax policy problems still remain, such as lack of accrual accounting for value-added tax, absence of full deductibility of business costs, numerous exemptions in the enterprise profits and individual income taxes, the overwhelming number of taxes, inconsistencies among various tax laws, and a defective tax administration system.

"Whether the continuation of the piecemeal approach will be effective in tackling any of these issues remains an open question," Martinez-Vazquez says.

For more information: isp-aysps.gsu.edu

Collaboration, communication key to successful budget reform

The process of public finance and budget is constantly changing – but there are a few "universal truths" borne out by research in the field, according to Katherine Willoughby, associate professor of public administration and urban studies in the Andrew Young School of Policy Studies.

Willoughby and her colleagues have studied the processes of budgeting across levels of government in the United States and internationally. The results have produced some conclusions about budgeting, budget reform and budget changes, particularly as they relate to performance measurement systems and performance-based budgeting initiatives:



- Deficiencies in budgeting systems are similar and are present worldwide.** Working with fellow faculty member Ross Rubenstein, Willoughby has found that both the necessity for budget reform and the capacity to generate and implement change vary only by degree in governments at all levels around the world. During a two-week training program for Palestinian government finance and budget officers (pictured above) last year, program participants said their problems included a lack of internal auditing control and poor reporting systems, inadequate hardware and software, chronic deficits, a lack of skilled decision makers, and political problems and pressures. Willoughby (pictured above, second from right) has found similar complications in many governments in the United States.

- The "best" reforms result from the collaboration of the executive and legislative branches.** Traditionally, budget change has been initiated from the executive branch. In contrast, the current emphasis on performance measurement and performance-based budgeting systems has arisen mainly from legislative branches of government. Willoughby's research with

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colleague Julia Melkers suggests that the role of legislatures is essential in filtering public opinion about government operations and accountability.

- **There is no single best way to institute budget reform.** From her ongoing research with the Governmental Accounting Standards Board about the use of performance measurement in budgeting decisions in state and local governments, Willoughby has delved into how such information is developed, where it surfaces in the budget process and if and/or how it is used throughout the budget cycle by various budget actors. Willoughby helped conduct extensive face-to-face interviews with various stakeholders to determine how the performance of government activities is measured, presented, communicated and used when making public spending decisions. It is especially important that governments be willing to invest long periods of time in any budget change initiative, Willoughby says.

- **Communication is key.** Communication – up and down the bureaucratic hierarchy, across the branches of government and among the budget actors internal and external to government – is vital to successful reform.

For more information:

www.gsu.edu/~wwwsps/people/WilloughbyK.htm

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Faculty expert investigates cost of reforming education



MONEY, EQUITY AND PERFORMANCE:

Laura O. Taylor, an assistant professor of economics, talks to children during a presentation in the Andrew Young School's experimental economics lab. Andrew Young School researchers have examined issues of funding parity in Georgia's schools.

Americans cite education and taxes among the nation's top five concerns, according to a recent Gallup poll. At the Andrew Young School of Policy Studies, research on education finance looks at the intersection between these two issues.

"Like most states, Georgia has been struggling to provide sufficient funding for schools and to distribute resources equitably while not overburdening taxpayers," says Ross Rubenstein, assistant professor of public administration and educational policy studies.

Using an extensive state and national database on educational revenues and expenditures, Rubenstein and his colleagues have examined how to better distribute and use financial resources to improve the equity and performance of schools. His recent work includes a longitudinal analysis of revenue disparities across school districts in Georgia (with colleagues Dwight Doering and Larry Gess) and a comparison of school finance equity across all states for 1992 and 1995 (with Michele Moser of George Washington University).

Last year, Georgia Gov. Roy Barnes placed the issue of school finance squarely on the state's policy agenda by appointing an Education Reform Study Commission to examine, among other topics, the state's formula for allocating aid to local school districts. Barnes appointed Rubenstein and several other Andrew Young School faculty to the commission's staff, and Rubenstein was the primary author of an issue paper suggesting several alternatives to reduce disparities in school funding in Georgia. Barnes recently signed into law one of the funding alternatives as part of an extensive education reform package.

In addition to his work on funding for primary and secondary schools, Rubenstein also has examined the funding from lottery proceeds of the popular Georgia HOPE scholarship and pre-kindergarten program. He and colleague Ben Scafidi Jr., assistant professor of economics/public administration and urban studies, examined who spends and who benefits from the lottery. The researchers found that there is a net benefit overall to Georgians, but also that those who play the lottery most heavily tend to receive a lower level of benefits from lottery-funded programs than those who play less.

related|reading Rubenstein, Ross, Dwight

R. Doering and Larry Gess, "The Equity of Public Education Funding in Georgia, 1988-1996," *Journal of Education Finance*, forthcoming.

For more information: www.gsu.edu/~wwwsps/people/RubensteinR.htm
www.gsu.edu/~wwwsps/people/ScafidiB.htm

ALUMNI SPOTLIGHT

Alumni guard public good through analysis, research

Just after receiving a master of public administration degree in 1998, Andrew Young School alumnus Mike Tropauer leashed himself to the congressional agency known as the watchdog of the public trust.

As an evaluator for the U.S. General Accounting Office, Tropauer's work has included a non-financial audit of the Internal Revenue Service itself.

"Right now I'm in the tax policy and administration area of our work," says Tropauer. He and his colleagues recently finished a report for Congress on the status of changes in taxpayer rights and protections provided for by the IRS Restructuring Act of 1988.

Tropauer views his master of public administration degree from the Andrew Young School as an investment – one that is already generating a big return in his public-sector career.

"I think my degree is appreciating as time goes by," says Tropauer. "What's rewarding to me is that I find (working for the GAO) personally interesting... and you do have some impact on future legislation."

Seeking solutions

Alumnus Steve Maguire launched his career in the federal government with a doctoral degree in economics. Upon graduating from the Andrew Young School last year, Maguire joined the taxation section of the Library of Congress' Congressional Research Service, where he has studied the taxation of Internet commerce and other issues.

For his dissertation, Maguire conducted an economic analysis of public subsidies granted to professional sports teams. The research, he explains, is relevant to public officials and community leaders who are attempting to attract or retain a professional sports team to a specific locality.

"I chose Georgia State (for its Ph.D. program) because of the policy perspective – the policy slant – that's always in the background there," says Maguire, who received two bachelor's degrees from the University of Tennessee. "Taken together, the analytical tools of public policy and economics help provide clear explanations of problems, and better answers."



THE NEXT GENERATION: Former U.N. Ambassador Andrew Young, public affairs professor of policy studies, discusses his life's work with the Andrew Young School's summer policy interns. Undergraduate interns from throughout the United States and other countries join the school each summer to work with faculty members on research projects.

RELATED

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Willoughby, Katherine, and Julia Melkers, "The State of the States: Performance-Based Budgeting Requirements in 47 out of 50," *Public Administration Review*, 58(1) (1998): 66-73.

International Studies Program teaches government officials how to generate revenue

The Andrew Young School's International Studies Program is recognized worldwide for its training programs aimed at improving fiscal policy in developing and transition-economy countries.

For the last three years, the program has conducted an annual summer training session on fiscal decentralization offered in conjunction with the World Bank. Faculty members also develop and implement other training programs that address specific fiscal policy issues in individual countries, says program director Jorge Martinez-Vazquez. The training programs are frequently funded through arrangements with the U.S. Agency for International Development, the World Bank, the International Monetary Fund or regional development banks. In the last year, the International Studies Program has organized three training sessions:

Uganda Intergovernmental Transfers Training Project.

Faculty and consultants from the Andrew Young School provided an overview of fiscal decentralization policies, addressed the uses and objectives of grants and transfers, and explored opportunities for own-source revenue generation. Four separate training programs were delivered in Entebbe, Uganda, for central and local government officials during four weeks in October 1999. The program was funded by the Ugandan government.

Sri Lanka Fiscal Policy Analysis Training.

The program was targeted to 13 senior government officials who received training in a variety of areas, including tax administration and tax policy. The training included an intensive computer-modeling component with particular emphasis on forecasting tax revenues and analyzing the revenue effects of proposed tax legislation.

Palestine Local Government Budgeting Training Program.

The training introduced local government officials to government accounting principles, budget systems and revenue strategies. In addition to lecture sessions, participants visited local government finance offices in the United States and received hands-on training in the application of financial analysis tools.

The International Studies Program also has played a major role in the reform of fiscal policy and intergovernmental relations in the Russian Federation. In 1998, USAID granted the Andrew Young School a two-year, \$10.4 million contract to assist the Russian government with a variety of fiscal policy reforms. Other recent technical assistance projects conducted by the International Studies Program in Russia include the Moscow State Tax Inspectorate Tax Administration Project (1996-97) and the Multi-Year Budgeting Project in the Russian Federation (1997-98). Working with Deloitte & Touche, the International Studies Program recently received an additional three-year, \$3 million contract to continue its fiscal reform work in Russia.

The program has contributed to major reforms in Russia's fiscal policies and fiscal administration.

- Numerous recommendations made by International Studies Program experts were incorporated in the tax code passed by the State Duma in 1998.
- Important reforms in the area of intergovernmental relations have been attributed to the Andrew Young School's faculty and research staff, including substantial improvements in the federal-regional equalization mechanism.
- Faculty and staff developed the strategy for reform of intergovernmental relations at the regional level that has been adopted by the Russian government.
- The project staff served as day-to-day policy research staff for the Russian Ministry of Finance, and provided regular briefings on public finances and policy reform in Russia for the U.S. government, the International Monetary Fund and the World Bank.
- As the primary contractor for the fiscal reform project in the Russian Federation, the International Studies Program played a central role in drafting the blueprint for the standardization of tax administration procedures and for the ongoing modernization of the Russian State Tax Service.

For more information: isp-aysps.gsu.edu
isp-aysps.gsu.edu/summer.html

Fiscal Research Program recommends ways to fix Georgia's business incentive program

Based on recommendations by the Andrew Young School's Fiscal Research Program, Georgia officials recently enacted legislation designed to modify the state's economic development incentive program.

Established six years ago, Georgia's Business Expansion Support Act consists of eight different tax credits. At the request of Gov. Roy Barnes, the Fiscal Research Program conducted an extensive analysis of BEST to determine whether the program was accomplishing its objectives, and, if not, what specific legislative changes should be made. Under the leadership of Fiscal Research Program Director David Sjoquist, a team of staff, graduate students and faculty conducted the research, meeting biweekly with the governor's key policy advisors and several times for lengthy sessions with Barnes himself. The team also made presentations to the Department of Industry, Trade and Tourism board and the Rural Development Council, chaired by Lt. Gov. Mark Taylor.

The resulting reports investigated the Georgia economy with particular attention to slower-growing rural areas; gathered information on tax credits adopted by other Southeastern states; used econometric analysis to find out how many of the jobs receiving a job tax credit could actually be attributed to the job tax credit; and took an in-depth look at BEST's provisions, pointing out problems with how the program works and suggest-

ing possible changes. Policy makers used the Fiscal Research Center's reports to write legislation designed to make major modifications to the BEST program. Andrew Young School researchers continue to assist state officials in the development of new regulations and operating procedures.



STATING THE CASE: David Sjoquist (center), director of the Andrew Young School's Fiscal Research Program, and Chuck Williams (left), assistant policy adviser to Georgia Gov. Roy Barnes, discuss the state of Georgia's economic development efforts. Facing away from the camera are economics professor Keith Ihlanfeldt (left) and Dean Roy Bahl.

DOING THE 'BEST' JOB:

Georgia Gov. Roy Barnes (speaking at podium) in February announced his plan to focus and enhance the Business Expansion and Support Act to ensure the state's continued economic growth.



RESULTS THAT COUNT: A revamped BEST program, supported by other development programs, is expected to help solidify Georgia's competitive position in the business world. Fiscal Research Program researchers (left to right) Keith Ihlanfeldt, Joey Smith, Jeanie Thomas and David Sjoquist analyzed BEST to find out whether the program was accomplishing its objectives.

related|reading

Related reading available on

the Internet at frp.aysps.gsu.edu/frp:

Edmiston, Kelly, "The Manipulation of State Corporate Income Tax Apportionment Formulas as an Economic Development Tool," Fiscal Research Program Report No. 26.

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Ihlanfeldt, Keith R., "Economic Development Policy," Fiscal Research Program Report No. 27.

Sjoquist, David L., William J. Smith and Kathleen Thomas, "A Profile of Georgia's Economic Performance and Competitiveness," Fiscal Research Program Report No. 41.

Thomas, Jeanie, "State Economic Development Tax Incentives in the Southeast," Fiscal Research Program Report No. 40.



CITY MANAGEMENT AND URBAN POLICY FACULTY

Faculty members in the Andrew Young School's city management and urban policy disciplinary area include (left to right) John Clayton Thomas, chair of public administration and urban studies; Christine Roch, assistant professor of public administration and urban studies; Benjamin P. Scafidi Jr., assistant professor of economics/public administration and urban studies; Gary Henry, director, Applied Research Center; Ronald G. Cummings, director, Environmental Policy Program; and Greg Streib, professor of public administration and urban studies.

“I value the work of the Andrew Young School of Policy Studies, and turn to them often for research to help inform the policy decisions that our state must make.”

— GEORGIA GOV. ROY BARNES

EDUCATION POLICY:

Researchers examine school choice

Researchers at the Andrew Young School are prominent voices in the debate over school choice – one of the hottest topics in contemporary education policy.

Christine Roch, assistant professor of public administration and urban studies, along with colleagues at two other universities, analyzed the effects of public school choice in New York City's East "Spanish" Harlem, where, beginning in 1974, parents were allowed to enroll their children in any school in the district as the schools were given greater flexibility over their own staffing and curriculum.

"Giving parents more control over where to send their children to school increased their involvement in the community – what scholars refer to as 'social capital,'" said Roch.

Compared to similar parents in New York City who did not have access to school choice, East Harlem parents were found to be 13 percent more likely to participate in parent/teacher associations, 12 percent more likely to volunteer at their children's schools and 10 percent more likely to have a high degree of trust in their children's teachers. They also reported talking to twice as many other parents about school matters.

On the issue of school vouchers, Benjamin Scafidi, assistant professor of economics/public administration and urban studies, found in his research that black parents would be more likely to use school vouchers than white parents, a finding consistent with national survey data suggesting that black respondents are more likely to support school vouchers.

A Georgia study of contractor management of public schools spearheaded by Scafidi and colleague Sam Marie Engle of Research Atlanta Inc. suggests that public schools should not immediately dismiss the idea of hiring a contractor to manage its schools. Rather, public schools that do hire contractors should provide maximum flexibility for the contractor, specify academic performance goals and allow children easy transfers in and out of any contractor-managed school.

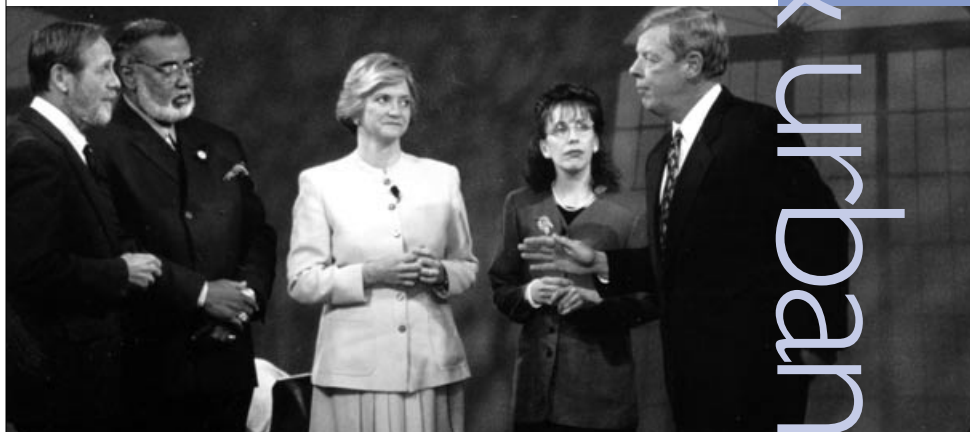
In other research in progress, Roch is examining the relationship between school choice and academic

related|reading

Roch, Christine H., Mark Schneider, Paul Teske

and Melissa Marschall, "The Distribution of Preferences: What do Parents Want from Schools?," "How do Parents Search for Information?," "Building Social Networks in the Search for Information about Schools," "The Distribution of Knowledge: How Much Do Parents Know about the Schools," "Allocational Efficiency: You Can't Always Get What You Want – But Some Do," "Productive Efficiency: Does School Choice Affect Academic Performance" and "Choosing Together is Better than Bowling Alone: School Choice and the Creation of Social Capital," forthcoming in *Choosing Schools: Consumer Choice and the Quality of American Schools*, Princeton University Press.

Roch, Christine H., Mark Schneider, Paul Teske and Melissa Marschall, "School Choice: The Case of New York's District 4," forthcoming in *Restructuring Education*, Daniel J. Ryan (ed.), Praeger Publishers.



DEBATING SCHOOL REFORM: U.S. Rep. Johnny Isakson (R-Georgia), former chairman of the state Board of Education (far right), discusses controversial school privatization efforts with (from left) Neil Shorthouse, president of Communities in Schools of Georgia, a nonprofit dropout prevention program; Robert Ingram, a member of the Miami-Dade County Board of Education; Sally Sears, reporter for WSB-TV's Atlanta news team; and Sam Marie Engle, associate director of Research Atlanta. The panel debated contractor management of public schools during a televised public forum in May 1999.

performance in New York's District 4. Scafidi and Gary Henry, director of the Andrew Young School's Applied Research Center, are analyzing several school choice issues in Georgia's pre-kindergarten program.

For more information:

www.researchatlanta.org

www.gsu.edu/~wwwsps/people/RochC.htm

www.gsu.edu/~wwwsps/people/ScafidiB.htm

HOPE SCHOLARSHIP:

Changing students, not schools



The HOPE scholarship program – Georgia’s often imitated and perhaps best-known export other than peaches – has opened up the path to college and increased the level of preparation of the students who enter college.

Education reform – as with most reforms that involve services provided by existing institutions – usually focuses on changing the institution to improve performance. Not so with Georgia’s HOPE Scholarship, an education reform effort that provides a direct financial incentive for students to increase their time and effort on schoolwork.

Georgia high school graduates who receive a “B”-or-better average for their high school course work are eligible for free tuition, fees and books at any of the state’s 34 public colleges or universities. Eligible students who choose a private institution in the state receive \$3,000 annually toward tuition.

Do these incentives work? Since the program began in 1993, more students have achieved the required 3.0 average every year, according to professor Gary Henry, chief researcher for the Council for School Performance, housed in the Andrew Young School of Policy Studies.

Since 1995, when all income restrictions on eligibility were lifted, the percentage of high school graduates earning a “B”-or-better average in high school has increased from 54.8 percent to 59.5 percent, Henry adds.

To test whether the percentages represent a real increase in performance or a result of lower standards – commonly known as grade inflation – the Council for School Performance used regression techniques on data covering about 218,000 Georgia high school graduates over 11 years.

Henry, along with researchers Ross Rubenstein and Dan Bugler, found that since the implementation

CIVIC DUTY: Professor studies interaction between public managers and the public

At a time when trust in public institutions is at an historic low, professor John Clayton Thomas attempts through his research to improve how citizens and public managers work together, especially at the local governmental level.

“Citizens are more involved now in public management than at any time in American history, mostly at the local level,” Thomas says. “Yet we know precious little about how to make that involvement work effectively for citizens and for the performance of government.”

To address that lack of knowledge, Thomas studied a broad range of decisions made by public managers with varying degrees of public involvement, attempting to determine why particular approaches did or did not work. The results are summarized in his book, *Public Participation in Public Decisions: New Skills and Strategies for Public Managers* (Jossey-Bass, 1995).

“Perhaps the most striking finding is that public managers have generally...sought to simplify decisions by excluding the public, but the result is usually the exact opposite,” Thomas reports. “Decision making becomes more complicated when the public, probably angry at being excluded, eventually insists on having a say.”

Thomas and colleague Greg Streib recently have turned their attention to a new vehicle for citizens to connect with government – the Internet, which they suggest may become “the new face of government.” Using survey data collected early this year, the two researchers are examining who connects with government through the Internet, why they do so and how they evaluate the experience.

related|reading Streib, Gregory, and Theodore H. Poister, “Assessing the Validity, Legitimacy and Functionality of Performance Measurement Systems in Municipal Government,” *The American Review of Public Administration*, 29(2) (June 1999): 107-123.

Thomas, John Clayton, *Public Participation in Public Decisions: New Skills and Guidelines for Public Managers*, San Francisco: Jossey-Bass, 1995. Forthcoming in French and Arabic translations.

For more information: www.gsu.edu/~wwwsps/people/ThomasJC.htm
www.gsu.edu/~wwwsps/people/StreibG.htm

of the HOPE scholarship SAT scores have remained constant or increased for students with the same high school core-course grade point average.

For African-American males and African-American females with grade point averages of 3.1, SAT scores improved by 15 and 27 points, respectively. Also, more minority students and more students from lower income families are entering the state's colleges and universities. Even though many lose the scholarship along the way, students are more likely to persist in college and obtain more credit hours than their peers with similar preparation in high school.

"The HOPE scholarship program – Georgia's often imitated and perhaps best-known export other than peaches – has opened up the path to college and increased the level of preparation of the students who enter college," Henry said.

Experimental lab aids research on behavior and incentives

If you knew there was only a one-in-four chance you'd be caught, would you cheat on your taxes? That's the kind of question the Andrew Young School's Environmental Policy Program tries to answer by recruiting volunteers to play sophisticated computer "games" in its experimental laboratory.

Researchers run software that simulates economic institutions – such as property rights, rules of exchange, tax structures and privatization programs – and observe individuals' behavior when changes are imposed. Recent studies have focused on policy design for promoting regulatory compliance and analyses of alternative mechanisms for promoting privatization in state and local government agencies. Results indicate that actions which increase the chance of violations being detected – as opposed to those focused on fines and compliance costs – help induce compliance.

To aid the city of Atlanta in achieving compliance with national air quality standards for ozone, researchers have used the lab to develop a model for estimating reductions in vehicular traffic in the metropolitan area that can be attributed to the city's voluntary mobile-source ozone reduction program. The esti-

related|reading

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Cummings, Ronald G., and Laura Taylor, "Unbiased Value Estimates For Environmental Goods: A Cheap Talk Design For The Contingent Valuation Method," *American Economic Review*, 89(3) (1999): 649-665.



RISKS AND REWARDS:

Students participate in experiments conducted by Environmental Policy Program researchers in a 24-station lab. The lab is used for research and teaching in the areas of environmental regulation compliance, non-market valuation, the transition to the use of markets and collective decisions in the management of environmental resources.

mation model has been shown to be exceptionally accurate, with estimation errors that average less than 1 percent. The Georgia Environmental Protection Division uses the model to demonstrate policy effects on traffic.

The Environmental Policy Program also has been active in water resource management policy development. As a result of the ongoing "water war" between Georgia, Alabama and Florida, the Atlanta metropolitan area could find itself competing for water supplies with other water users. As part of a recently enacted Drought Protection Plan, water users in urban and rural areas along the Flint River may participate in an auction for water use permits during periods of drought. Researchers are using the experimental economics lab to explore alternative designs for auctions and the implications for the success and cost of the auction programs.

For more information: www.gsu.edu/~wwwsps/envecollaboratory.htm
www.gsu.edu/~wwwsps/enveco/enveco.htm

Alumni, students help craft government response to issues

Andrew Young School alumna Arlene Allen-Mitchell and doctoral student David Rein spend their days answering questions – the former as a local government public relations officer; the latter as a public health researcher.

"I'm responsible for generating positive publicity about the city's programs and best practices, and also improving communication between the city and its residents," says Allen-Mitchell (master of public administration, '96), director of the Office of Public Relations for the city of Hollywood, Fla., since 1998.

"The perceptions are that government consists of bureaucracy and that (public officials) waste taxpayer dollars. I thought there was tremendous opportunity here...to help change the perceptions about government."

Allen-Mitchell works closely with the media to communicate about city initiatives and programs to Hollywood's 130,000 residents. Her office, which has a \$300,000 annual budget, produces a quarterly newsletter to keep citizens updated on the city's \$200 million, five-year capital improvement project and other government news.

The public relations office also organizes an annual "citizens' academy" to teach residents how local government works and encourage public involvement and civic leadership. Graduates of the eight-week Hollywood Educational Civic Institute are encouraged to serve on city advisory boards and otherwise stay active in government. Last year, the institute attracted 50 participants, with 30 more on the waiting list, Allen-Mitchell says.

"Hollywood is at a very interesting place in its history right now," says Allen-Mitchell of the 75-year-old city located just south of Fort Lauderdale. "It's been very rewarding for me to be a part of that."

No easy answers

Rein, a doctoral student in the Andrew Young School's public policy program, tries to find solutions to the sweeping public health problems posed by certain adolescent behaviors, such as risky sex, delinquency, criminal acts and substance abuse.

"Really, if you can divert a kid from that pathway, you're talking about a huge cost savings to society," says Rein, a researcher for the federal Centers for Disease Control's National Center for HIV, STD and TB Prevention.

Rein's external support includes a \$106,897 grant from the National Institute of Drug Abuse Prevention for "A Measurement Package for the Economic Evaluation of Prevention Programs." Rein serves as co-principle investigator on the project.

Rein and fellow researchers also have estimated the value of a federal program to eliminate syphilis and examined the medical costs of pelvic inflammatory disease and genital herpes.

Rein has co-written several academic papers in his field, including "Direct Medical Cost of Pelvic Inflammatory Disease and its Sequelae: Decreasing, but Still Substantial" in *Obstetrics & Gynecology*; "Direct Medical Costs of Genital Herpes" in *Sexually Transmitted Diseases*; and "New HIV Cases Attributable to Syphilis in the USA: Estimates from a Simplified Transmission Model" in *AIDS*.

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PERFORMANCE MEASUREMENT:

Rating local government managers

A team of faculty from the Andrew Young School's Department of Public Administration and Urban Studies has collaborated with the International City/County Management Association to develop two instruments for assessing local government managers across the United States. The assessments can be used in guiding the future professional development of public managers.

related|reading

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“The Andrew Young School at Georgia State is a great resource for our metropolitan area. It is home to outstanding scholars and outstanding students, and their policy agenda is leading-edge.”

— MAYNARD H. JACKSON,
FORMER ATLANTA MAYOR

The first instrument is an Applied Knowledge Assessment, designed to assess a manager's knowledge. The second instrument is a multi-rater assessment that requires participants to select up to 15 raters – staff, department heads and elected officials, for example – to provide performance feedback. In combination, the two instruments can help managers evaluate both their knowledge and their ability to get the job done.

The PAUS team included Greg Streib, Lloyd Nigro and Ted Poister, professors of public administration and urban studies, and Katherine Willoughby, associate professor of public administration and urban studies. Gary Henry, director of the college's Applied Research Center, and colleague Mark Rivera also participated. Team members traveled to every corner of the nation to meet with managers and identify the knowledge, skills and behaviors that local government managers need to succeed.

Through numerous meetings and focus groups, the team sought to identify the ways of thinking and doing that make a difference in managing local governments – the kinds of things that seasoned managers might know that others have to learn through trial and error. Many items were prepared and tested, with hundreds of managers evaluating items written by PAUS faculty. One of the highlights of the project was a validation session in which 130 top local government managers completed a draft knowledge assessment instrument at the Marriott World Congress Center in Orlando, Fla. The final instruments test what managers know about the “state of the art” of the local government management profession.

For more information:

www.gsu.edu/~wwwsps/people/StreibG.htm

www.gsu.edu/~wwwsps/people/NigroL.htm

www.gsu.edu/~wwwsps/people/PoisterT.htm

www.gsu.edu/~wwwsps/people/WilloughbyK.htm

www.gsu.edu/~wwwsps/people/HenryG.htm

“It was the managers who really wrote the ICMA items – we just facilitated the process – but still, we came pretty close to the mark.”

— GREG STREIB, PROFESSOR OF
PUBLIC ADMINISTRATION
AND URBAN STUDIES,
ANDREW YOUNG SCHOOL
OF POLICY STUDIES



PUBLIC MANAGEMENT/ADMINISTRATION FACULTY

Faculty members in the Andrew Young School's public management/administration disciplinary area include (back row, left to right) Gregory B. Lewis, professor of public administration and urban studies; Ted Poister, professor of public administration and urban studies; (front row, left to right) William L. Waugh Jr., professor of public administration and urban studies/political science; David Van Slyke, assistant professor of public administration and urban studies; Arthur C. Brooks, assistant professor of public administration and urban studies/economics; and Lloyd G. Nigro, professor of public administration and urban studies.

“The public administration faculty at Georgia State's Andrew Young School have established themselves as leading contributors to scholarship in public administration and are among the most prolific contributors to *Public Administration Review*.”

— LARRY TERRY, EDITOR, *PUBLIC ADMINISTRATION REVIEW*

Researcher studies pay gap between men and women in government jobs

For the past 15 years, Andrew Young School public management/administration researcher Greg Lewis has been documenting and trying to explain both the persistence and the shrinking of the pay gap between equally educated and experienced men and women in the federal civil service.

"Though women still made almost 14 percent less than equally educated and experienced men in 1995, they had made over 23 percent less in 1976," Lewis says. "Equally educated men and women enter the federal service at about the same grade levels if they enter the federal service within three years of leaving school, but men enter at much higher levels than women if they wait more than a few years to start their federal careers."

Higher percentages of women than men are promoted every year – primarily because women tend to be at earlier points in their careers and in lower grades – but equally educated and experienced men and women have similar promotion chances. Yet men advance faster than women because they are more likely to receive two-grade promotions, Lewis' research shows.

"The faster advancement does not appear to be the result of better performance – women receive higher performance ratings than comparable men," he adds.

The U.S. Merit Systems Protection Board has recently focused its research on subtle barriers to women's advancement, particularly the limited ability of women – especially those with young children – to work overtime. In response, Lewis analyzed data from the 1991-92 Survey of Federal Employees to test the importance of overtime in explaining grade differences between comparable men and women among the 25,000 respondents. Overall, women were only 60 percent as likely as men to work overtime, largely due to differences in education and child-care responsibilities. The probability of working overtime increased rapidly with education – more rapidly for women than men (among college-educated professional/administrative employees, sex differences were quite small) – and men in the civil service tend to be much more educated than the women. Women with children were much less likely to work

overtime than men. Still, even among unmarried, childless employees with the same amount of education and experience, women were significantly less likely than men to work overtime.

Working overtime did appear to lead to faster promotions in the first years of the federal career, Lewis says. Overall, employees working extra hours tended to be three-quarters of a grade higher than comparable employees reporting standard work weeks, and the impact of overtime on grades increased over the first 10 or 15 years of the career. Still, overtime differences between men and women appeared to explain, at most, 5 percent of the grade gap between comparably educated and experienced men and women. Though rewarding overtime may be a subtle barrier to sexual equality in the federal service, it accounts for too little of male-female pay disparities to justify corrective action, especially since that overtime increases the government's productivity at very little cost.

For more information: www.gsu.edu/~wwwsps/people/LewisG.htm



GENDER DIFFERENCES: Faculty member Greg Lewis is known primarily for his research on career patterns in the federal civil service, and has written papers on sex and race differences in salaries, promotion rates, turnover rates, performance ratings and occupations, and how those differences have changed over time. Lewis directs the Andrew Young School's joint Ph.D. program in public policy with the Georgia Institute of Technology.

Government officials respond to threat of workplace violence

Until the 1990s, most public employers, like their business counterparts, had not paid much attention to the apparently growing threat of workplace violence.

But in the last decade, federal agencies such as the National Institute for Occupational Safety and Health, the Centers for Disease Control and the Department of Labor have been issuing reports on workplace violence that are increasingly alarming.

"Homicidal violence in postal facilities had become common enough to result in the now familiar term 'going

postal,'" says Lloyd Nigro, professor of public administration and urban studies in the Andrew Young School.

"During a typical year, more than 1,000 American workers are murdered and more than a million assaulted where they work. Federal, state, and local workers account for about 30 percent of the victims, although they comprise only about 18 percent of the U.S. workforce."

Over the last three years, Nigro and colleague William L. Waugh Jr. have studied governments' workplace violence policies and programs. A systematic review of the literature and data on workplace violence in the United States revealed major gaps in the available information on

Getting from here to there: Professor studies transportation issues

Ted Poister, professor of public administration and urban studies in the Andrew Young School, has a long-standing involvement in transportation policy and management, with research ranging from an analysis of the impact of rapid rail systems in exporting crime to suburban areas to a survey conducted for the Transportation Research Board focusing on the use of performance measures by state transportation departments.

In one recent study, Poister analyzed the impact of total quality management activities on service delivery with data from the Pennsylvania Department of Transportation, a leading-edge public works agency.

"Previous research had established that TQM could be quite beneficial in terms of increasing job satisfaction, improving morale, and reducing absenteeism and sick leave abuse," Poister says. "But researchers had not had the opportunity to evaluate its impact on the bottom line of service delivery, which is really what it's all about."

Using causal modeling and data on the Pennsylvania DOT's 67 county-level highway maintenance units, he found that there were indeed positive relationships between the extent to which they engaged in TQM activities and the productivity of maintenance crews, the quality of the maintenance work completed and actual highway condition. Comparing the reduction in highway maintenance needs to the investment in training and quality team activity, Poister estimated a benefit-cost ratio of 1.35 for the program.

"TQM really appears to have been effective in this case in translating a strategy for tapping into employees' ideas for improving work processes into tangible benefits for the public," he says.

Poister is currently conducting research designed to learn more about how the traveling public evaluates highway quality.

For more information: www.gsu.edu/~wwwsps/people/PoisterT.htm

the causes and results of workplace violence – and virtually nothing in print on the extent to which public employers were recognizing workplace violence as a problem or taking steps to assess their exposure to violence, prevent it or deal with its consequences. The researchers' initial analysis of the state of knowledge in 1996 was the first article on the issue published by *Public Administration Review*.

Nigro and Waugh later developed a survey of local governments' policies and programs regarding workplace violence. Working with the International City/County Management Association and the Andrew Young School's Applied Research Center, they analyzed responses from more than 300 cities and counties with populations over 100,000 and produced a series of publications that were the first to receive widespread professional and scholarly recognition. The survey revealed that about 35 percent of local governments had policies addressing workplace violence in 1997-98, and many more were developing policies and programs in response to the belief that the threat of workplace violence was growing. The kinds

related|reading Nigro, Lloyd G., and William L. Waugh Jr., "The Human Resource Perspective on Workplace Violence," forthcoming in *Handbook of Strategic Public Personnel Administration: Building Human Capital for the New Millennium*, Ali Farazmand (ed.), Westport, Conn.: Greenwood Press.

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of violence covered by the policies included co-worker conflicts, disputes between supervisors and subordinates, family and personal problems, and violence against women. The groups seen as posing the major threat of workplace violence were agency clients, co-workers, former employees, and intimates and relatives, Nigro says. For local governments, respondents saw domestic and international terrorism at most a minor threat.

In the vast majority of cases, human resources departments and their directors were in charge of formulating and implementing the policies, the survey showed. While about 25 percent of the respondents reported having felt in danger and close to a third had been threatened, only about 3 percent had actually been assaulted. Nigro and Waugh currently are evaluating the results of a similar survey of state governments.

For more information:
www.gsu.edu/~wwwsps/people/NigroL.htm
www.gsu.edu/~wwwsps/people/WaughW.htm

NONPROFIT MANAGEMENT:

Coursing toward the future



With the help of a community advisory committee, faculty in the Andrew Young School's Department of Public Administration and Urban Studies are working to build a national center of excellence in the area of nonprofit management.

For years, nonprofit management has been one of the most popular specializations in the college's master of public administration program as well as a growth area in MPA programs nationwide. In 1998, public administration and urban studies faculty created the Nonprofit Advisory Committee to obtain community input and build support for the Andrew Young School's existing program. The 18-member committee is led by Georgia State University alumnus James Lewis, founder and executive director of Golden Key National Honor Society, and John Clayton Thomas, chair of the Department of Public Administration and Urban Studies, and includes students and leaders from the regional nonprofit sector.



Van Slyke

The committee, working with faculty in the Andrew Young School, recommended curriculum revisions, marketing strategies and a research agenda relevant to the concerns of the nonprofit sector. Faculty now are implementing the recommendations. At the same time, the department has strengthened its resources in nonprofit management by hiring two new faculty. Arthur Brooks joined the department in 1998 from the RAND Graduate School of Policy Studies, and David Van Slyke came in 1999 from the Nelson Rockefeller School of Public Affairs at the State University of New York at Albany. With these additions to the already strong faculty roster, the Andrew Young School's experts rank among the best nationally in nonprofit management, Thomas says.

For more information:
www.gsu.edu/~wwwsps/people/BrooksA.htm
www.gsu.edu/~wwwsps/people/VanSlykeD.htm

ARTS EXPERT:

Arthur Brooks, a faculty member in the Department of Public Administration and Urban Studies, stands near the Rialto Center for the Performing Arts at Georgia State. The center's recent restoration marks civic leaders' efforts to revitalize downtown Atlanta by creating an arts district.

Presidential Management Internships pave way for federal policy jobs

A prestigious government program for top graduate students – the Presidential Management Internship – has led two of the Andrew Young School's public administration students to federal service jobs in program and policy analysis.

Through the program, Andrew Young School alumna Margaret Fowke (master of public administration, '99) landed a job as a program analyst in the Atlanta-based Centers for Disease Control.

Working with the CDC's National Center for Chronic Disease Prevention and Health Promotion, one of Fowke's upcoming projects involves collaborating with the U.S. Department of Agriculture to restructure its food stamp program to make it easier for diabetics to afford sugar-free foods.

The seventh leading cause of death among Americans, diabetes accounts for more than \$98 billion in direct and indirect medical costs and lost productivity each year, according to the CDC and the American Diabetes Association. An estimated 16 million Americans have the disease.

The combination of economics and public administration classes – a cornerstone of the Andrew Young School's MPA degree program – introduced Fowke, a registered dietitian, to a wealth of meaningful job opportunities in the public health field, she says.

"I am deeply indebted to the MPA program at Georgia State because it has really strengthened my career," Fowke says. "As a dietitian by training, I was very limited in the impact I could make – but now I am able to work on a national level, and with several government agencies, to improve health outcomes for our nation... (The MPA degree) opened up all kinds of career possibilities."



Fowke



Ross

Grounded in academe

Current MPA student Johnny Ross (bachelor of science in urban policy studies, '99) begins his Presidential Management Internship this year with the U.S. Environmental Protection Agency's Atlanta office.

A former air traffic controller who retired after 20 years in the U.S. Air Force, Ross returned to Georgia State in 1997 to complete his then-unfinished undergraduate degree.

After receiving his MPA this summer, Ross hopes to enroll in the doctoral program in public policy offered jointly by the Andrew Young School and the School of Public Policy at the Georgia Institute of Technology. He plans to concentrate his study in two fields, information/telecommunications policy and environmental policy.

"It's a rapidly growing area of the public sector," Ross says. "There are a lot of things to be done, and a lot of opportunity."

RELATED

reading

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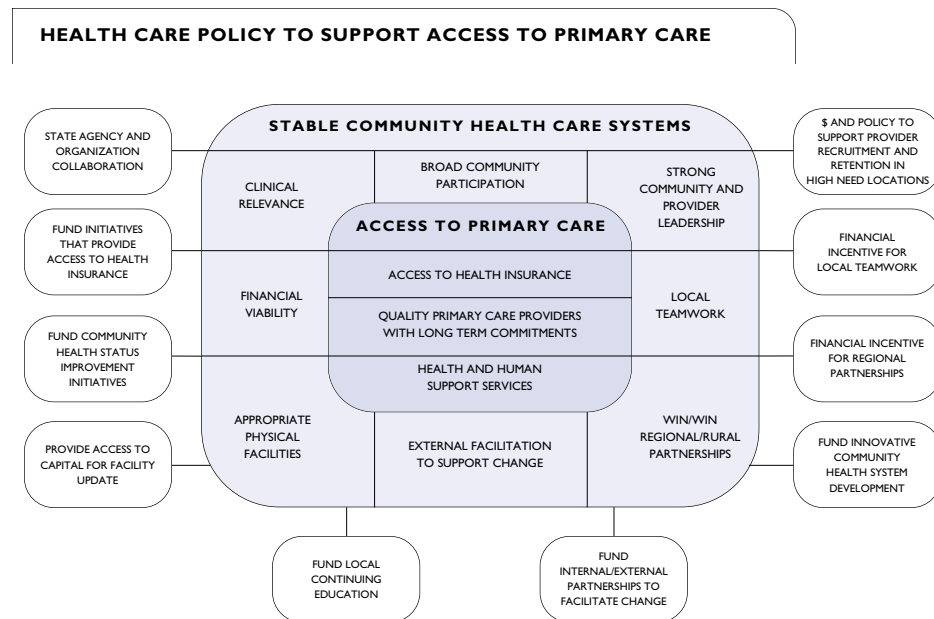
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Saving rural health care

Willoughby, Katherine G., and Gregory Streib, "State Immunization Registries and Public Opinion: The Case of Georgia," *State and Local Government Review* 30 (Fall 1998): 194-204.

Based on extensive review of the literature, examination of rural health system efforts across the country and her experience in Georgia, Minyard created a framework for rural health system development asserting that access to health care in rural communities requires a team effort from stakeholders, including community residents and providers, local and regional government, and state-level policy makers. The framework (see below) illustrates the frequently complex relationships between these stakeholders, and highlights their roles in creating a stable community health system whose core value and function is access to primary care.

continued on page 22



HEALTH POLICY RESEARCH TEAM: *Members of the Andrew Young School's health policy disciplinary area include (left to right) James Ledbetter, director, Georgia Health Policy Center; Karen Minyard, senior research associate; and Jennifer N. Edwards, director of children's health evaluations.*



continued from page 21

The model has been used to help guide policy decisions at the state level, Ledbetter says, citing a demonstration grant awarded to a rural community and an urban hospital to develop a model for regional-rural partnerships.

The Networks for Rural Health also is trying to answer some hard questions, such as why some rural health systems are more successful than others.

As communities begin to implement their plans to stabilize the local health care systems, structured evaluations will provide the communities and the state with information on how to proceed, Ledbetter adds. Jennifer N. Edwards, director of children's health evaluations for

the Georgia Health Policy Center, will apply her skills to the rural networks' evaluation needs.

"The Networks for Rural Health provides a much-needed service to rural communities by providing facilitation, mediation, consultation and technical assistance that is not usually readily available in rural communities," Ledbetter says. "It is also a source of rich and relevant policy guidance and research. This unique combination of service, research and policy-making is often desired but rarely experienced."

For more information: www.gsu.edu/~wwwghp/ruralhealth/rural.html

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