

**The University and Its Role in Building the Management
Capacity of Small Local Governments:
The U.S. Experience**

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The University and Its Role in Building the Management Capacity of Small Local Governments: The U.S. Experience

INTRODUCTION

As institutions of higher education, universities possess a reservoir of knowledge and resources which could be effectively utilized for enhancing the management capacity of governmental institutions. In recognition of this potential, interactions between universities and surrounding public management bodies have existed for a long period of time since the successful accomplishments of land-grant colleges and universities program in the area of agricultural development¹. Despite their primary emphasis on education and generation of new knowledge, most public universities continue to maintain public service as an important aspect of their mission. Realization of this cognate mission has evolved into a variety of organizational forms, linkages and interface patterns affecting the management of public affairs.

In recent years, small local governments² have experienced a rapid growth in size of their population creating increased demand for public services. The forces of change have created a new set of realities and expectations that need to be effectively met by developing the management capabilities of these governmental units. Efforts are being made by numerous entities (governmental and nongovernmental) to enhance their management capacity. Historically, there is a great deal of discussion on how to define “management capacity” and what methods to be used to enhance the management capacity of small local governments. In defining the term “management capacity”, one author states: “Simply put, a local government’s capacity is its’ ability to do what it wants to do.”³ In this paper, we use the term “capacity” as the ability of a local

government to meet the existing and emerging challenges, execute its obligations, and render public services efficiently and effectively as a public body. Multiple efforts are needed to enhance this management capacity.

Universities with their knowledge and resources can play a vital role in improving the administrative vitality of these units of local governments and assist them in meeting the challenges which seem to undermine the quality of life at the community level.

Therefore, an effort has been made in this paper to identify the nature of change affecting the community life and examine the various models characterizing the role of the university in improving the management capacity of small local governments.

Historically, the management of governmental functions at the community level has been the principal responsibility of small local governments. The nature of management response to the changing needs of small communities has produced a continuing concern characterized by prevailing parochial attitudes towards governance, lack of adequate fiscal and personnel resources, use of outdated management practices, lack of capacity to identify the critical policy and management issues, and the absence of adequate legislative attention (national or state policy) to produce an effective public policy response. As the nation grew highly urbanized and industrialized, the management development and service needs of the urban communities received increased attention during the first part of the 20th Century. Compared to small city and rural local governments, the national response to the problems of large urban communities was quite urgent and decisive.

However, the decade of the 1960s set in motion a reverse trend characterizing the decline of large urban areas and a movement of population from urban to rural areas. In

fact the reverse migration first noted with surprise by demographers in the mid-1970s became an established fact at the end of the decade. In the 1980s non-metropolitan areas in the United States grew more rapidly than metropolitan areas in the past decade setting a reverse trend.⁴ In the 1990s, this trend continued marking the shift in population to suburban areas. Even at the end of the twentieth century, city and county governments found themselves in a position similar to the one they occupied a hundred years earlier.⁵ The reasons for this change are well known. They include affluence among retirees, earlier retirements, increasing dissatisfaction with suburban living, and the willingness of more families to sacrifice income for life-style gains.⁶

The demographic changes in the population of receiving communities impacted tremendously on the institutional capabilities of community level governments to render public services more effectively. This new and sudden growth exerted unprecedented strains on the management of small communities. Today small town officials, limited as they are in resources and administrative experience, are hard pressed to cope with the changing requirements for making policy and administering community service programs. Along with this change in demographics, the small communities continue to experience decline in public support and governmental financial aid. At the same time, they are faced with a major expansion in the volume and variety of local government services. Historically, local governments were responsible for public health, safety, welfare, streets, road and park maintenance, and utility services required to support daily life. In the 1960s and 1970s, however, the forces of change produced additional demands for services in such areas as economic development, comprehensive planning,

neighborhood renewal, housing, mental health centers, programs for senior citizens groups, and through the pressure of federal and state grant programs.⁷

The phenomenon of population shift from urban to rural areas has also given rise to the emergence of RURBAN⁸ or countrified cities⁹ possessing rural physical and resource characteristics and expectation normally associated with suburban life. This transition requires not only adequate resources but also effective management practices and strategies to overcome the impact of changing expectations.

Despite this pressure of increased service demands, the majority of Americans today live in small communities with a population under 50,000 people. Table 1 highlights the importance of demographic changes and their impact on small local governments.

TABLE 1

Figures in Table 1 indicate that nearly half of the countries (46 percent) and nearly all of the cities (94.6 percent) serve communities smaller than 25,000 population. The data from the U.S. Advisory Commission on Intergovernmental Relations show that 60% of the county governments and 94% of the city governments in the United States employ fewer than 200 workers on a full-time basis to provide services to their citizens. In short, small counties really dominate the American local government scene¹⁰ and a high proportion of public administration units today are located in non-metropolitan areas.¹¹

Another significant development during the past thirty years has been the growth of complexity in the intergovernmental system marked by increased interdependence and devolution or transfer of responsibilities for the execution of governmental functions.

For example, the counties have been forced by the process to assume expansion in their service obligations to include many of the activities traditionally associated with cities and villages. Thus, many counties are expected to provide such services as fire protection, communicable disease control, zoning, code enforcement, and legal aid programs. Counties are also expected to provide for juvenile centers, day care centers, family counseling, emergency hot lines, mental health centers, job training, and housing.

In short, the various forces of change have produced both the immediate impacts and future implications. James Banovetz has classified these changes¹² into six impact areas that are described in Table 2.

TABLE 2

More importantly, meeting the challenge of these forces in small communities will require an imaginative and competent political and professional leadership. The increasing emphasis on professionalism has already added a significant number of professionally trained staff (chief administrators, planners, department heads, etc.) to the city or urban management profession.¹³

EMERGING MANAGEMENT DEVELOPMENT NEEDS AND ISSUES

The management development needs and issues of small local governments are diverse and are associated with the issues of dispersing population, spatial relationships, service demands, resource scarcity or deficiencies, community characteristics, organizational disparities, and the management's capacity to address these needs or issues through

effective action programs.¹⁴ The management development needs of small local governments, as influenced by the situational factors, are unique and are documented in numerous government publications, research studies and surveys.¹⁵ Broadly speaking, they relate to the inadequacy of fiscal resources, quality of personnel, expectations associated with service demands, increased complexity of local governments functions, typical attitudes of local government officials (inability to decide) and the non-availability of modern management tools (e.g., computers, electronic data processing and communication system, etc.).

As early as 1978, the International City Management Association conducted a survey involving 376 city managers, administrators, assistant managers, administrative aids and management specialists who frequently identified the following as critical training needs of small city administrators. They include fiscal policy analysis, risk management, capital improvements, strategic planning, revenue assessment to forecasting, data processing, and the understanding of the budgetary process.¹⁶ The training or staff development needs of small local government will change drastically during the current century due to emerging homeland security issues, communications resolution, rapid technological change, changing demographics, regional problem solving, workforce diversity, global economy, evolving private-public-non-profit sector partnership, police services, infrastructure, and the understanding of citizens as customers. Diverse strategies required to manage these changes cannot be implemented with the management skills learned and developed in the past.¹⁷ Therefore, the final report of the ICMA future visions consortium recommended the development of the following skills and attributes among future local government managers:

TABLE 3

**UNIVERSITY-GOVERNMENT INTERFACE AND
MANAGEMENT DEVELOPMENT**

Interactions characterizing the process of interface between the universities and their surrounding governmental units have taken place in various forms through structural, functional and service oriented approaches. Historically, the institutions of higher education have played a significant role in promoting management improvements in governmental agencies. In the area of agricultural development and administration, the extension model established by the Land-Grant Colleges Act stands out as remarkable success story. Along with teaching and research, the public university has always maintained public service as one of its missions.¹⁸ As a resource community, it possesses the most valuable resources, knowledge and expertise that can be effectively utilized in improving the management capabilities of small local governments. An effective link can exist between a university and its surrounding communities. This relationship involving the utilization of university expertise and resources for meeting the pressing management development needs of the region can be mutually beneficial to the university and the community level governments.

Historically, institutions of higher education have organized their interactions with surrounding local governments by utilizing one or more of five administrative models:

1. Academic Model

The academic model for the organization of university-local government interaction focuses on the traditionally organized academic department where a designated group of faculty members undertake primary responsibility for carrying out the mission of interaction. For instance, the University of Delaware's College of Urban Affairs and Public Policy has established a unit within the traditional academic structure of the

university charged with special responsibility for public service and applied research roles as part of its university-metropolitan interface program.

2. Extension/Continuing Education Model

Many universities, particularly those with a land-grant heritage, provide educational opportunities to the citizens of their communities or the local government personnel through a division of continuing education or extension. An excellent example of this Extension Model is the cooperation between the University of Wisconsin-Milwaukee and the surrounding city. Special courses and programs are designed to reach virtually all segments of the non-traditional student population in the greater Milwaukee area. Programs are offered during the day, at night, and/or on weekends providing credit courses to over 4,000 students and non-credit units to nearly 1,500 students.¹⁹

3. Service Unit Model

A third model used for organizing university/city cooperation is called the Service Unit Model. In this model, particular services are designated within the university, but outside the typical academic structure, no interface with the city or surrounding local government units and address specific management development or service needs. The Wayne State University's Walter P. Reuther Library of Labor and Urban Affairs and the University of Maryland's Institute for Government Service are the prime examples of this kind of organizational arrangement. What distinguishes these government service units is the fact that they were organized in response to specific local community needs prior to becoming operational.

4. Center Model

The center model exemplifies the establishment of a center normally outside the traditional structure of the academic department or a college. The faculty, staff, and students of the Center are charged with a particular commitment to service and applied research relevant to the needs of surrounding communities or agencies. Sometimes the Center is also created with a multidisciplinary faculty. A variety of centers exist within the university setting and several urban institutions have found center model (or approach) quite appropriate in designing and managing their university/city interactions. The Center for Urban Economic Development at the University of Illinois and the Institute for Policy Research at the University of Cincinnati fit the Center Model. The Center for Metropolitan Studies at the University of Missouri-St. Louis utilizes an interdisciplinary approach to urban problems.

5. Brokerage Model

The brokerage model could also be called a consortium model and it brings into existence an organizational structure outside the traditional academic line organization of the university. In this model, the representatives of the university and the local government unit meet and share the responsibility for identifying and addressing areas of mutual concern. In some instance, collaborating units have a very specific focus and create a joint committee to develop policies and coordinate assistance activities. A number of public universities have established multigroup (institution) consortia providing technical assistance services to local government agencies. A variety of short-term projects are developed and executed to provide technical assistance at the assigned cost. The Technical Assistance Program, administered by a joint City of St. Louis/University of Missouri-St. Louis Committee, was designed to place faculty expertise at the service of city government. The University of Cincinnati's University/Police Consortium and the Kent State University's highly innovative City Manager-in-Residence Program also fall in this category.²⁰ Similarly, cross-constituency program within the University of Cincinnati's Division of Metropolitan Services also employ the brokerage model.

All these models designed to organize university/local government interactions and create an interface between the university and the surrounding communities (governments) are influenced by a specific set of circumstances, relationships, and evolutionary history of their interaction process. All models have their strengths and weaknesses. However, it must be recognized that they all characterize a different set of problems and organizational realities and are designed to address specific issues and administrative problems. For instance, the effectiveness of the academic model is undermined by such academic structure related factors as teaching loads, nature of publications, tenure question, reward systems, and the values associated with service functions of a faculty member. Similarly, the organizational units charged for creating university/community government interface are covertly assigned second class

citizenship status within the academic structure of the university. In a paper delivered at the 1981 Urban Affairs Association Annual meeting in Omaha, Joe P. Pisciotte of Wichita State University observed about the obstacles faced by centers:

Loss of disciplinary contact by young faculty members in centers, publications in forums and formats unfamiliar to discipline-dominated tenure and promotion committees, applied research specific to particular urban areas are not directly transferable to other universities, lower faculty prestige for being an expert on national or international affairs, unreliable funding, and intra campus confusion and competition in addressing the needs of the city. ²¹

Traditionally, the university has offered its public service programs through educational training, continuing education activities, training workshops/seminars, consulting activities of faculty members, invitational lectures, and research activities. However, with respect to public management development assistance, the university efforts have mainly been confined to applied research and technical assistance activities. The extension or technical assistance model utilized in the past has been useful but the complexities characterizing the operations of modern government require the university to develop a more comprehensive and integrated approach for organizing effective management development programs. Multidisciplinary perspectives are needed for resolving the management problems of governmental institutions. Therefore, the following model presents a new paradigm for integrating the university/community government resources and developing a network of cooperative relationships among university units. These include community government agencies, intergovernmental institutions (agencies), professional associations/groups, and private non-profit and community action groups.

AN INTEGRATED AND INTERACTIVE NETWORK MODEL

The proposed model requires that the university should establish an institutional structure (Office of Small Local Government Management) capable of: (i) pooling the expertise and resources of various academic components within the university; (ii) developing an effective network for coordinating the activities of external actors involved in small local government management and development process; and (iii) promoting extension of new knowledge and ideas through academic-practitioner interaction, action research, internships, and the provision of special management development workshops or seminars. In order to accomplish these goals, the Office of Small Local government Management (OSLGM) headed by a full-time director should be made responsible for identifying the required expertise and resources available in various academic units of the university, including political science, geography, economics, finance, communication, sociology, psychology, school of technology or planning, etc. In order to integrate the efforts of various internal and external resource components, the university should also establish a Network Advisory Board representing interested academic faculty member, governmental units, community action groups, professional associations and non-profit organizations. The university can also provide a stage for carrying out management development activities by extending the use of its buildings, equipments and materials. Some suitable arrangements could be worked out for the sharing of costs through matchmaking our users' fees.

MODEL

In sum, the proposed model acknowledges the fact that the university does possess the knowledge and resources that could be utilized in furthering its public service mission and promoting management development in small local governments. If effectively operationalized and proper procedures affecting working arrangements are set in place, the following characteristics of the model will enable the university to identify important management development priorities, avoid duplication of activities, and facilitate the resolution of critical policy and management issues confronted by small local governments:

1. Pooling of resources/institutional capabilities.
2. Integration and coordination of management development activities through networking efforts (Network Advisory Board).
3. Extension of knowledge and exchange of ideas/resources.
4. Establishment of an institutional base for academic-practitioner interface (OSLGM).
5. Sharing of resources and expertise.
6. Identification of critical policy and management issues and priorities.

In designing and developing a pattern of working relationships, the operational characteristics of the model will permit the use of multiple strategies as extension approaches (for knowledge dissemination), cooperative modes of action (for pooling of resources and networking), capacity building efforts (for training and employee development), and resource for exchange (for sharing of information on technological and management innovations). The goals of specific projects should be jointly determined by the Network Advisory Board and the staff of the Office of Small Local Government Management during the initial phase of project planning.

FUNCTIONAL ASPECTS OF THE MODEL

Pursuant to the proposed model, the institutional structure (Office of Small Local Government Management) established by the university can provide for the availability of technical assistance, general information, training and education of employees, and offer research opportunities for faculty and students. These functional goals emphasize the mutuality of interests with a primary concern for enhancing the management capacity of the small government units. Management capacity covers many facets of local government's ability to design and implement systems that will serve local government officials and citizens efficiently and effectively. Based on the strength of its institutional capabilities, the university as a broker and networking agent can make contributions in the following areas:

General Management Development: Covering program management, financial management, personnel administration, labor-management relations, performance standards and appraisal systems, organizational communication, executive development, employee motivation, etc.

Training and Education of Employees/Elected Officials: Conducting special workshops, symposia, seminars and short-term training sessions, building training manuals, and promoting career development opportunities, grant writing and supervisory skills, improving personnel practices and decision making skills, etc.

Technical Assistance: Evaluation of services, feasibility studies, need assessment surveys, measurement of program effectiveness, communication systems, fiscal planning and budgetary analysis, structural and procedural improvements, problem-solving research and consultation, etc.

General Information: Serve as a clearing house to disseminate information on various aspects of management in small governments, and prepare a catalog of resources/services available to these governments.

Economic Development: Conducting research on economic issues and strategies, including industrial development, revenue enhancement, and the impact of energy costs, inflation and the federal and state grant programs.

Technology Transfer: Predicting patterns of technological change affecting communication, automation, data processing, work management (budget and personnel), and the application and impact of high technology (cable television, solar power, microprocessing chips, and optical fibers).

ANTICIPATED OUTCOMES AND BENEFITS

The functional aspects of the model involving the university and the small communities may produce a variety of mutually beneficial outcomes. Some of these benefits may broadly be identified as follows:

1. Reduction in current expenditures: A thorough analysis of all expenditures utilizing budget review techniques may identify services or products which are not needed.
2. Prevention of unnecessary expenditures: By obtaining more information and utilizing new methods of evaluation, a small local government may decide not to purchase equipment or provide a service which, without adequate research, might otherwise be provided. Also, the use of planning as a management tool may promote the establishment of rational priorities.
3. Improvement in service delivery: When actual dollars cannot be saved, the quality of service can still be improved in many cases. Improving the quality of services rendered without increasing costs is a notable achievement.
4. Greater understanding of state and federal programs: The greater the understanding of federal and state programs, the more local officials will be able to take advantage of grant monies and the more they will be able to monitor and control intergovernmental involvement.
5. Increased revenues: In some cases, delinquent taxes can be reduced through more aggressive and effective collection procedures. Revenues may also be increased through the review of various fees charged by a local government and by a strengthening pursuit of intergovernmental monies.
6. Improved Quality of Management Decisions and Service Delivery Systems: Education and training can improve the quality of management decisions, employee performance, organizational productivity, and service delivery systems.

7. Internship Opportunities: Public administration interns can be mutually beneficial to the educational institution and a local government. A local government can utilize the services of an intern without additional cost while the student will be able to acquire an essential practical experience.

CONCLUDING STATEMENT

The university as an institution of higher education possesses valuable resources (knowledge and expertise) that can be utilized for improving the management capabilities of its surrounding local community governments. In the past, the University has maintained an active participation in management development activities through its government research bureaus, institutes, service centers, and the consulting activities of individual faculty members. However, the nature and scope of its participation has followed mainly the extension or technical assistance approach which limits its involvement to research and technical assistance activities. Since the forces of change are impacting the small local governments in a variety of ways, a more comprehensive and integrated approach is needed to secure greater involvement of the university in the improvement of public management in small jurisdictions. The complexities, interdependencies, expectations and scarcities produced by the forces of change require that the university has to develop an effective university/community government partnership and make commitment of its resources and expertise that can provide effective information exchange and management development assistance to surrounding local governments in a coordinated and integrated manner. Otherwise, the university's mission of providing public service will remain partially fulfilled. As Malcohn Moo in 1982 observed, "public universities must remain first-rate because of their important role

in society.” To achieve this goal, these institutions must pursue institutional planning which is more responsive to evolving social and economic conditions.²²

REFERENCES AND NOTES

¹Morrill Act (Land Grant Colleges Act), 1862

²The usage of the term “Small local governments” includes small cities, townships, villages and counties with a population under 50,000 people.

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⁴Alvin D. Socolow, “Population Growth and Administrative Variations in Small Cities,” in Rural Policy Problems: Changing Dimensions edited by William P. Browne and Don F. Hadwiger (Lexington, D.C. Heath Co., 1982), p.99

⁵James M. Banovetz *et al* (eds.), Managing Small Cities and Counties: A Practical Guide (Washington, D.C.: International City Management Association, 1994), p.1.

⁶Alan Kirschenbaum, “Patterns of Migration from Metropolitan to Non-metropolitan Areas Changing Ecological Factors Affecting Family Mobility,” Rural Sociology, 36 (1971): pp. 315-325.

⁷James M. Banovetz (ed.), Small Cities and Counties: A Guide to Managing Services (Washington, D.C.: International City Management Association, 1984), pp.1-2

⁸The term RURBAN represents the combination of two different words - rural and urban. Most small communities characterize the existence of both rural physical conditions and the services demand similar to urban communities. These urban communities are quite different than suburban areas as they are beginning to experience the impact of demographic, social, economic and technological changes.

⁹J.C. Doherty, Growth Management in Countrified Cities - Vol.1: Change and Responce (Alexandria, VA: Vert Milon Press, 1984).

¹⁰ACIR, State and Local Roles in the Federal System, A-88 (Washington, D.C. Advisory Commission on Intergovernmental Relations, 1982), p. 235.

¹¹Beth Honadle, Public Administration in Rural Areas and Small Jurisdictions (New York: Garland Public co., 1983), p. XVI.

¹²James M. Banovetz (ed.), Small Cities and Counties, pp. 6-7.

¹³Idem, p. 21.

¹⁴The major issues areas include: Agricultural Land (preservation and zoning), Air Quality, Airport Development, Arson Prevention, Arts and Humanities Programs, Beautification, Building Codes, Child Abuse, Church Involvement in Community Affairs, Civil Defense, Communications, Comprehensive Planning, Crime Prevention, Design (public and community), Downtown, redevelopment, Downtown Revitalization, Economic Development, Education, Elderly (programs for), Emergency Preparedness, (disaster planning, etc.), Energy (utilization and conservation), Family Farm Preservation, Fire Management, Fire Codes and Prevention, Parks (public), Health Care Programs, Handicapped (programs for), Highway Planning, Housing for Low-Income, Housing Rehabilitation, Housing (other), Historic Preservation, Industrial Development, In-Migration (planning for), Investment (public), Jails and Prisons, Juvenile Problems, Job Development, Law Enforcement Planning, Land Use, Local Government Organization and Management, Regulation of Mobile Homes, Medical Facilities Development, Museums and Cultural Development, Noise Abatement, Nutrition Programs, Open Space Planning and Management, Parks, Pet management and Control (air), Pollution Control (water), Policy Services (planning), Population Growth, Quality of Life (general), Recreation, Regional Planning Programs (COGs, etc., Safety, Schools, Sewage, Shopping Centers, Streets, Sub-Division Planning, Tourism (promotion and control), Traffic (planning and regulation), Transportation (general public), Transportation (elderly, handicapped, etc.), Trees (planting, maintenance), Unemployment, utilities (public), Volunteers (recruitment and organization), Waste (solid), Waste (hazardous), Water (quality and availability), Youth Programs, and Zoning.

¹⁵Brent A. Wilke, Managing Small Towns (Boston, Massachusetts: Division of Community Services, Executive Office of the Communities and Development, 1979); J.J. Rustein, "Survey of current Personnel systems in State and Local Governments," Good Government, LXXXVII (Spring, 1971); National Science Foundation, Strengthening Public Management in the Intergovernmental system: A Report Prepared for the Office of Management and Budget (Washington, D.C.: Study committee on Policy Management Assistance, Executive Office of the President, 1975); Richard E. Zody (ed.), "A Symposium: The Quality of Rural Administration," Public Administration Review, 40 (January-February, 1980): 13-39; "Local Personnel Departments Lack Comprehensive Programs-comments on the Survey Jointly Conducted by the Office of Personnel Management and the Council of State Governments," Public Administration Times, 3 (May 15, 1980): 2; Herbert S. Duncombe, Modern County Government (Washington, D.C.: National Association of Counties, 1977); L.J. Brown, "County Administration: Characteristics and Managerial Styles," The County Yearbook, 1975 (Washington, D.C.: National Association of Counties, 1977); L.J. Brown, "County Administration: Characteristics and Managerial Styles," The County Yearbook, 1975 (Washington, D.C.: National Association of Counties and International City of Management Association,

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¹⁶ Roy E. Green and Chris Becker, "Complexity and Change: the Educational Training Needs of Small City Administrators in the 1980s," a discussion paper presented at the National Conference of the American Society for Public Administration, Detroit, Michigan, April 13, 1981, p. 11.

¹⁷ James M. Banovetz *et al.*, (eds.), Managing Small Cities and Counties: A Practical Guide (Washington, D.C.: International City Management Association, 1994), pp. 20-23.

¹⁸ Ohio Board of Regents, Master Plan for Higher Education: Opportunity in a Time Change (Columbus, Ohio: Ohio Board of Regents, 1982), pp. 12-14.

¹⁹ Arnold B. Grobman, *et al.*, Interactions Between Public Urban Universities and Their Cities: A Report of the Division of Urban Affairs (Washington, D.C.: The National Association of State Universities and Land Grant Colleges, 1984), p. 5.

²⁰ The City Manager in Residence Program is now replaced by the Center for Public Administration and Public Policy at Kent State University.

²¹ Arnold B. Grobman, *et al.*, Interactions Between Public Urban Universities and Their Cities - A Report of the Division of Urban Affairs (Washington, D.C.: The National Association of State Universities and Land Grant Colleges, 1984), pp. 7-8.

²² Malcolm Moo, "The Future of the Land-Grant University," Change Magazine (May/June, 1982), cited in The American University in the Urban Context: A Status Report and Call for Leadership (Washington, D.C.: The National Association of State Universities and Land-Grant Colleges, (1983) p. 8.

TABLE 1

NUMBER AND POPULATION OF COMMUNITY GOVERNMENTS
(CITIES AND COUNTIES, 1987)

CLASSIFICATION*	COUNTIES		CITIES	
	Number	%	Number	%
All Communities				
Units	3,042	100.0	19,200	100.0
Population	217,397	100.0	149,864	100.0
Under 100,000 population				
Units	2,644	86.9	19,017	99.0
Population	68,687	31.7	87,923	58.7
Under 50,000 population				
Units	2,257	74.2	18,732	97.6
Population	41,408	19.1	68,401	45.7
Under 25,000 population				
Units	1,401	46.0	1,817	94.6
Population	19,587	9.1	49,015	32.7

Source: James M. Banovetz, et al (eds.) Managing Small Cities and Counties: A Practical Guide, (Washington, D.C.: International City Management Association, 1994), p. 6

*All population figures are 1986 estimates and are shown in thousands.

TABLE 2

THE FORCES OF CHANGE AND IMPACT AREAS

<u>Economic change</u> Economic Globalization Resource scarcities Slower economic growth Slower government growth Crisis in worker skills	<u>Technological change</u> Communication changes Computers High Technology Artificial Intelligence
<u>Demographic change</u> More retired persons Fewer school children More Hispanic citizens Smaller households Less stable households Independence of women AIDS crisis	<u>Political change</u> Increased service demand Taxpayer resistance Official accountability Stronger executives More minority voters More emphasis on ethics
<u>Urban change</u> Population shifts to South & West Population movement from metro to rural regions Slower rate of suburban sprawl Decline in importance of central city Rise in importance of small communities displace growth	<u>Ideological change</u> Increased conservatism Increased citizen distrust of government Loss of citizen confidence in government Quality of Life concerns emphasis on community

Source: James M. Banovetz, et al (eds.), Managing Small Cities and Counties: A Practical Guide (Washington, D.C.: International City Management Association, 1994), p. 14.

TABLE 3

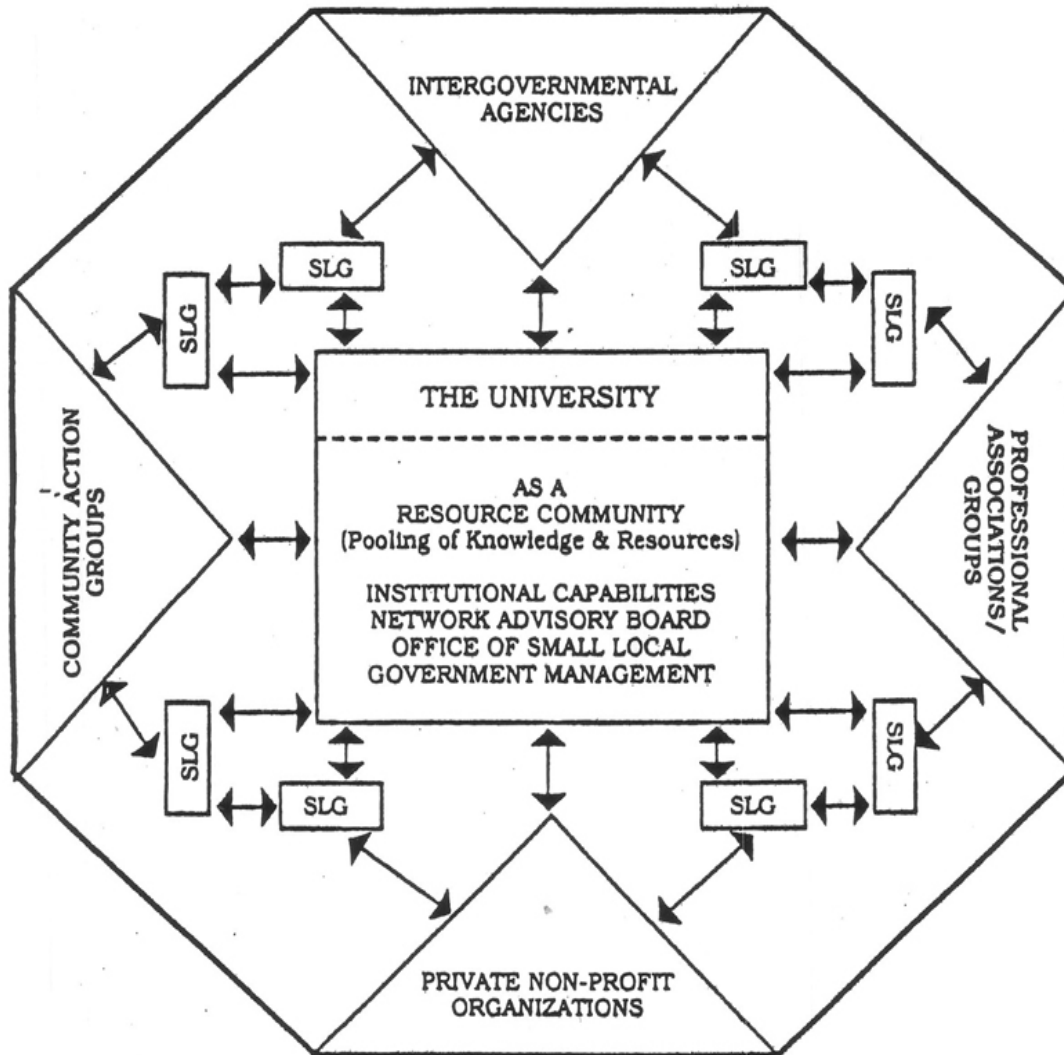
IMPORTANT SKILLS AND ATTRIBUTES FOR LOCAL GOVERNMENT MANAGERS

Consensus builder	Team builder/mentor
Educator on community issues	Source of empowerment
Translator/Interpreter of community values	Change agent
Problem solver	Champion of new technologies
Process leader	Conflict resolution
Convener of interested parties and diverse community groups	Bearer of ethical standards
Community builder*	Champion of leadership development within the community

* The author has modified the table to add this factor

Sources: Amy Cohen Paul, Future Challenges, Future Opportunities: The Final Report of the ICMA Future Visions Consortium (Washington, DC: ICMA, 1991), Quoted in James Banovetz, *et al* (eds.) Managing Small Cities and Countries (ICMA, 1994), p.23

**AN INTEGRATED AND INTERACTIVE NETWORK MODEL
FOR IMPROVING THE MANAGEMENT CAPACITY OF
SMALL LOCAL GOVERNMENTS**



MAJOR ATTRIBUTES OF THE MODEL:

1. Pooling of Resources/Institutional Capabilities
2. Integration/Coordination of Management Development Efforts Through Networking (Network Advisory Board).
3. Extension of New Knowledge and Exchange of Ideas/Resources
4. Establishment of an Institutional Base for Academic-Practitioner Interface (OSLGM).
5. Sharing of Resources and Expertise.
6. Identification of Critical Policy and Management Issues & Priorities.