

# EDUCATION ASSISTANCE RESEARCH PUBLICATIONS



Carl Vinson Institute of Government

# 2002

Annual Report

Helping build better governments and communities



The University of Georgia



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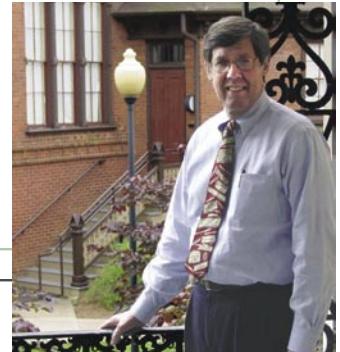
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## Letter from the Director

"If I had to select one factor that may have played a dominant role in reaching my years, I would name the challenge of public service." The late Carl Vinson spoke these words on the occasion of his 90th birthday in 1973. In 2002, the university institution bearing his name celebrated its 75th anniversary of providing public service and outreach to the people of Georgia. Although some of the Institute's focus areas have changed over the years, our original commitment to helping improve the quality of life of the people of this state through education, research, technical assistance, and publications has remained constant.

The 2002 work program is illustrative of the broad spectrum of activities carried out by faculty and staff to respond to client needs in an increasingly complex environment. Some activities centered on helping government officials and community leaders address critical issues related to growth management. Concurrently, a significant amount of work focused on issues facing communities that are mired in poverty, part of the continuing research mandate of the Study on Persistent Poverty in the South commissioned by Sen. Zell Miller in late 2001.

While continuing to provide established instructional, research, and technical assistance activities on which clients have come to depend, Institute faculty and staff were equally committed to revising and updating programs and developing new services to meet client needs. The year 2002 saw a complete overhaul of the popular Management Development Program, development of an economic impact modeling tool for use by local governments, expansion of activities to help Georgia's children and families, facilitation of discussions for a wide variety of community development and environmental interests, and new publications. The

Institute continued to be called upon to help governments and communities manage their finances and human resources efficiently and to examine issues of government structure and organization.

A new initiative, the National Center for the Study of Counties, brings together research and outreach activities relating to counties, their governance, and public policy issues of significance not only in Georgia but nationwide. The international outreach program, which takes expertise abroad to emerging democracies and brings scholars and practitioners to the state, continued to strengthen the Institute's place in our global society.

In 2002, the Carl Vinson Institute of Government celebrated its diamond anniversary with a variety of activities, including the inaugural Morris W. H. Collins Jr. Distinguished Practitioner Lecture, featuring William Winter, former governor of Mississippi and a member of President Clinton's racial advisory board, and publication of a career biography of Carl Vinson, *Carl Vinson: A Legacy of Public Service*. In this 2002 annual report, we take a moment to reflect on our tradition of service and our year of accomplishments while at the same time moving ahead with a vision of enhanced outreach to help build better governments and communities.

James G. Ledbetter

# Education

"Institute faculty and staff are committed to providing officials, administrators, and others with the skills, knowledge, and resources they need to perform their jobs effectively."



Newly elected Gov. Sonny Perdue (R) talks with veteran Rep. Louise McBee (D) after delivering the closing speech at the December 2002 Biennial Institute for Georgia Legislators. Recognized nationally for its excellent program for training new lawmakers, this Biennial was especially important in light of the November 2002 election, which brought about a dramatic turnover in political party prominence at the state level.

Whether instructing a new mayor about conflicts of interest or helping a veteran state employee learn new job procedures, Institute faculty and staff are committed to providing officials, administrators, and others with the skills, knowledge, and resources they need to perform their jobs effectively. In 2002, this wide range of ongoing instructional activities throughout the state drew some 15,964 persons to more than 530 courses. Faculty and staff were active in meeting the challenge of revising and updating trademark programs while at the same time developing new instructional opportunities and partnerships.

The 23rd Biennial Institute for Georgia Legislators was held in December 2002. This nationally recognized program offers orientation for new officials and policy forums for all legislators. Sessions during the 2002 program explored topics such as ethics, the lawmaking process, growth management, educational reform, persistent poverty, state water policy, and health care. Newly elected Gov. Sonny Perdue provided a preview of his legislative agenda during a speech at the closing luncheon.

Smaller communities gained better access to the Institute's Management Development Program (MDP) through an expanding partnership between the Vinson Institute and the state's regional development

centers (RDCs). In this partnership, an RDC brings together a group of officials from their area's smaller cities and counties for training without taxing their limited budgets. Through the partnership, a new version of the MDP that was developed during 2002 was piloted. In another RDC collaboration, the Community Planning Academy, begun in 2001, was expanded and carried out training for local government planning officials in the 13-county Georgia Mountains Region.

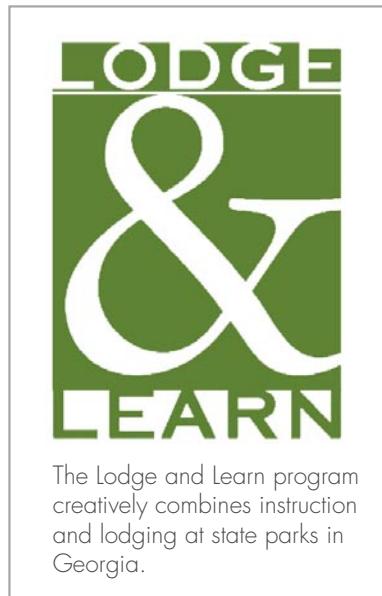
The new Lodge and Learn initiative, an innovative partnership with the Georgia Department of Natural Resources formed during 2002, offers customers a one-stop approach to planning an instructional activity by arranging events at state lodges. Other new initiatives included the Spectacular Speakers Series in financial management, the Certificate of Public Works Management program, and strategic negotiation workshops for Georgia local officials.

Training continued for employees of the Department of Human Resources's Office of Child Support. The department earned national recognition for its innovative approach of providing not only basic technical instruction for effective job performance but also management development opportunities and a new agent certification program.

Numerous other continuing leadership academies and annual institutes helped a wide variety of officials and administrators enhance their job skills. For example, local government officials continued to benefit from the Institute's environmental management training. The annual Executive Development Program for Recreation and Parks Professionals, which is designed to encourage participants to examine issues and changes in their profession, once again attracted attendees from across the country.

The state of Georgia was a learning lab for Chinese municipal officials participating in a training initiative coordinated by the International Center for Democratic Governance (ICDG). Now in its fourth year, the

program gives participants from several institutes and municipalities the opportunity to learn from and interact with government officials, administrators, and public administration faculty through site visits around Georgia and in Washington, D.C., and through instruction at the University of Georgia. Faculty and government officials also traveled to China to conduct public administration-related training at various institutes.



The Lodge and Learn program creatively combines instruction and lodging at state parks in Georgia.

Faculty exchanges continued with the Orenburg Institute of the Moscow Law Academy and the Georgia Institute of Public Affairs in Tbilisi. The University of Georgia's first international service learning experience, an economic development and historic preservation project in Croatia, was coordinated by ICDG in the summer of 2002.

Providing Georgia educators with instruction and materials to instill the qualities of active citizenship in their students has been part of the Institute's work program for more than 25 years. Highlights of the citizen education

program in 2002 included two teacher seminars (the Don Mendonsa Local Government Seminar for Teachers and Georgia State Government: Practicing Citizenship at Home); mini-institutes on law-related education; and, at the request of the Office of the Secretary of State, development of lesson plans to help elementary teachers enhance their young students' visit to the state capitol. The highly popular GeorgiaInfo website was continuously updated and expanded in 2002, including new pages on Georgia highway maps and Georgia place names as well as information on the Governor's Commission on Georgia History and Historical Tourism.

As part of a commitment to serve the university community, the Institute periodically sponsored International Brown Bag and Policy Research Series lectures to provide faculty and students with opportunities to listen to and interact with experts on a variety of current public policy and international topics.



Helping Build Better Governments and Communities through

# Research

think like an astronomer...

Quantity  
produced in  
region i.

from

$$\frac{Q_{i,t}^k}{Q_{i,t-1}^k} = \frac{B_{j_{t-1}}^k \cdot D_{j_t}^k \cdot f^k(d_{ij})}{B_{j_{t-1}}^k \cdot D_{j_{t-1}}^k \cdot f^k(d_{ij})}$$

balancing factor

Quantity  
demanded

Now we can calculate and  
solve for  $T_{ij,t}$ .

With the use of a new, innovative modeling tool, the Georgia Economic Modeling System, Tom Tanner is able to carry out economic impact analyses to help governments and communities make more informed decisions about their future.

**A**s the number of complex issues facing government officials and community leaders increases, so does the need for timely, objective information to inform decisions. Vinson Institute faculty and staff carried out a variety of applied, policy, legal, and legislative research activities in 2002.

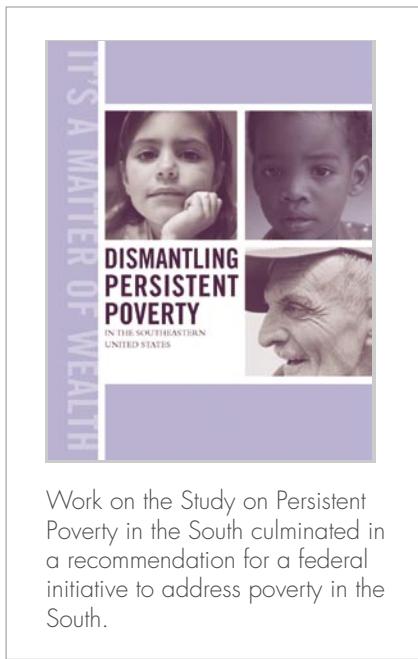
Work was completed on Phase I of the Study on Persistent Poverty in the South. The Vinson Institute, in partnership with the Georgia Rural Development Council, worked with other university units, government agencies, representatives from the private sector, and several other universities in the South to conduct a feasibility study concerning persistent poverty in the historic cotton-growing region of the rural South. The study was commissioned by Sen. Zell Miller in late 2001 and supported by Macon business executive Benji Griffith. Outcomes of the study, presented at the 2002 Biennial Institute for Legislators, include a definition of the region, overviews of demographic and social characteristics, an economic analysis, and a recommendation for a federal initiative. Activity in late 2002 involved a more comprehensive examination of Georgia data and implementation of Phase II of the study, which includes designated areas west of the Mississippi River.

How decisions made today will affect a community's economic future is of increasing concern to officials. The Applied Economics Program was introduced in 2002 to help policymakers make more informed economic impact decisions. A specially designed economic modeling tool for Georgia was used to conduct economic impact assessments regarding MARTA, agriculture-sector employment, the Georgia Lottery, the HOPE scholarship program, and the proposed Certified Capital Companies program. Other new initiatives are the consumer education and research program, established to examine how Georgia's laws and policies protect consumers, and a study for the Georgia Department of Community Health on the public policy implications of healthcare-student cancelable loans.

The Vinson Institute has long been recognized for providing systematic, balanced research to help inform the General Assembly. Research in 2002 included an extensive review of relevant literature to identify and evaluate potentially promising transportation financing options for the state as it faces growing demands and costs.

Senate Resolution 142, passed during the 2001 legislative session, created the State Water Plan Study Committee and the Water Plan Advisory Committee. Environmental policy faculty and staff from the Institute provided assistance to the study committee during 18 months of work and assisted with the final report recommending a framework for a comprehensive water management plan for Georgia.

Publication of *Funding County Services: A Survey of Authority and Practice* represented the second year of work for the National Association of Counties to survey counties nationwide. Seeing a need to extend this type of outreach a step further, the Vinson Institute established a National Center for the Study of Counties. The center, which is the first university-based program of its kind in the country, serves as a focal point for the study of practical issues important to county government. A range of applied and policy research, technical assistance, and educational activities will be carried out.



Work on the Study on Persistent Poverty in the South culminated in a recommendation for a federal initiative to address poverty in the South.

Faculty and staff from the Survey Research and Data Services Unit carried out several projects to provide officials with timely information on current or developing issues, including an extensive project for the Atlanta Regional Commission as part of its Platforms for Progress initiative. Other activities included conducting citizen satisfaction surveys for governments and agencies and developing a tobacco ordinance database for the Department of Human Resource's Division of Public Health. The quarterly Peach State Poll continued to report on Georgians' opinions on subjects such as the impact of 9/11, public education, cell phone use, privatization of government services, immigration, and the economy.

*Reservoirs in Georgia: Meeting Water Supply Needs While Minimizing Impacts* brings together for the first time information on the number of reservoirs in Georgia and their effect on water-supply planning options.

The white paper was edited by a Vinson Institute faculty member and published by the university's River Basin Science and Policy Center.

In consultation with the National Council for Community Behavioral Healthcare, faculty and staff met with focus groups around the state to obtain provider, community, and consumer input for the creation of a statewide, unified system for access to public mental health and substance abuse services.

On the international front, research projects related to public policy and infrastructure investment were carried out in cooperation with scholars at two Czech Republic universities.

"The National Center for the Study of Counties is the first university-based program of its kind in the country."

Helping Build Better Governments and Communities through

# Technical Assistance



Vinson Institute faculty member George Dick, center, gathers information from community leaders participating in the Knowledge Is Power Tour sponsored by the University System's Board of Regents. Use of a special wireless computer network by Institute facilitators in different settings allows for maximum input as participants discuss key issues—in this case, higher education needs.

**F**rom facilitating a town hall meeting on growth issues, to helping a child welfare partnership define its work program, to providing assistance to a county revising its personnel system—the technical assistance outreach provided by the Institute in 2002 continued to address the needs, concerns, and daily operations of Georgia's governments and communities.

"Technical assistance outreach continued to address the needs, concerns, and daily operations of Georgia's governments and communities."

The Institute provided leadership for a multidisciplinary task force created by the Georgia Department of Community Affairs to review and recommend changes to the current Minimum Comprehensive Planning Standards for all Georgia local governments. The group's recommendations, including new requirement levels based on community size and needs, public participation in the planning process, and visioning, were approved by the DCA board.

The Balanced Growth Initiative is an ongoing outreach effort in cooperation with the University of Georgia's Office of Public Service and Outreach and the Georgia Department of Community Affairs. Faculty of the Community and Regional Development Division provided a variety of technical assistance in 2002, including group facilitation and assistance with publishing *Drivers of Growth*, a report that brings together an extensive literature review analyzing factors that influence growth.

Community and Regional Development Division faculty coordinated, facilitated, and gathered information for town hall meetings during the Knowledge Is Power Tour for the Board of Regents of the University System of Georgia. The tour was designed to help communities become more familiar with the University System and to gain input for developing future programs.

Similar assistance was provided to a variety of local and regional communities to address issues such as economic development, growth management, environmental quality, and community development. For example, faculty continued to provide technical assistance to local officials and community leaders of the Southern Passages: Atlantic Heritage Coast project in developing a strategic blueprint for a three-state heritage tourism development initiative to enhance local economies and promote job creation in the immediate vicinity of the U.S. 17/A1A corridor that runs from Charleston, South Carolina, to St. Augustine, Florida.

The Southeast Regional Directors Institute (SERDI) is a nationally recognized 10-state consortia of regional council directors in the southeastern United States. Institute faculty plan and manage the group's annual conference (held in May 2002 in Roanoke, Virginia), manage the SERDI website, administer a listserv, assist with developing an annual work plan, and arrange special policy meetings and assessments of individual councils. This work continues the Institute's commitment to strengthening its presence in the field of regional governance.

With an extensive history of public service and outreach as a base, the International Center for Democratic Governance (ICDG) established a new institutional partnership between the University of Georgia and the University of Zagreb, Croatia, to assist with the development of that institution's first public service and outreach program. ICDG also hosted a delegation from the University of Monterrey. An initiative was established with the West African nation of Benin (which recently held its first local elections) to provide expertise in developing government capacity. ICDG faculty continued to administer exchanges between Athens-Clarke County and the city of Kamianets-Podilsky, Ukraine, which have been engaged in a partnership to enhance the Ukrainian city's resources for providing government services and economic development.

The Mental Health, Mental Retardation, and Substance Abuse Regional Planning Boards of the

Georgia Department of Human Resources merged during 2002, reducing the number of boards from 13 to 7. Vinson Institute faculty helped administrators carry out activities related to this significant structural change, including facilitation of meetings, the election of officers, and the integration of policies and procedures. Faculty also continued to provide technical assistance to the pilot counties of the Community Partnerships for Protecting Children in implementing child welfare strategy for the state.

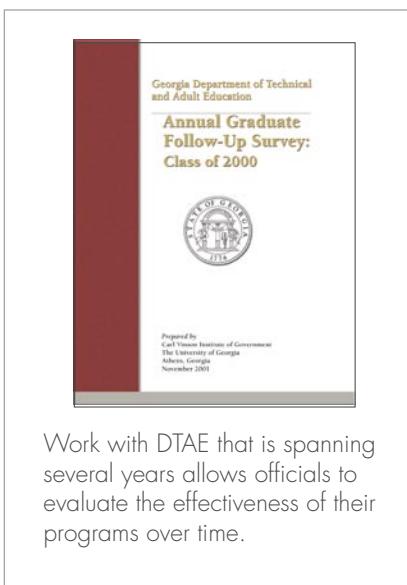
Ongoing technical assistance outreach included helping local study committees and officials

understand the legal and operational ramifications of consolidation, developing Web-based applications for a variety of local government services and planning concerns, providing expertise in conflict resolution, performing program evaluations, and assisting local governments, state agencies, and public safety units in developing and maintaining model personnel systems, including evaluation and risk assessment. Assistance continued to Georgia Department of Technical and Adult Education (DTAE) officials in the form of annual surveys to help them evaluate how their technical colleges are meeting the workforce development needs of

their students as well as program changes that have occurred.

Assistance was also provided to the environmental policy committees of the Association County Commissioners of Georgia and the Georgia Municipal Association and to the Governor's Special Advisory Committee on the Alabama-Coosa-Tallapoosa and Apalachicola-Chattahoochee-Flint River Compacts.

Institute faculty provided leadership and staff support for the Governor's Commission on Georgia History and Historical Tourism. The 40-member group was charged with helping create a strategy for promoting historical tourism as a rural economic development tool in Georgia.



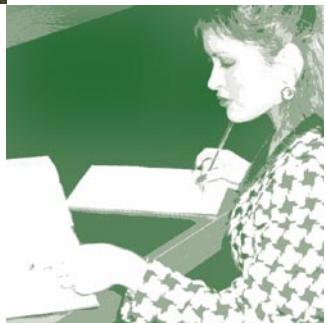
Work with DTAE that is spanning several years allows officials to evaluate the effectiveness of their programs over time.

Helping Build Better Governments and Communities through

# Publications



An extensive publications program ensures broad distribution of information that can be helpful in building better governments and communities and in educating citizens. The Institute's Office of Publications and Communications typically processes orders for more than 10,000 publications annually from all 50 states and various foreign countries.



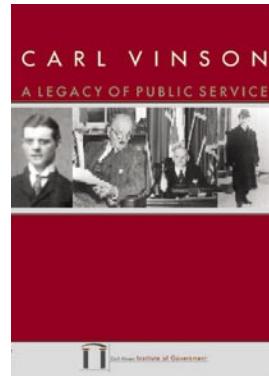
**P**ublications are an important way to extend the Institute's work into the state and beyond. Research with wide application is made available through printed reports and through posting on the Institute's website, which premiered an extensive revision in 2002. A quarterly electronic newsletter, *Newsworthy*, was introduced to keep clients and partners fully aware of the Institute's outreach activities.

The Institute is committed to helping officials deal with their ever-changing job responsibilities by providing up-to-date key reference publications. In 2002, a completely revised and expanded edition of the *Handbook for Georgia County Commissioners* was published, along with update inserts for *Compliance Auditing in Georgia Counties and Municipalities* and the *Handbook for Georgia Legislators*.

*Carl Vinson: A Legacy of Public Service* was published in 2002 as part of the Vinson Institute's anniversary celebration of 75 years of public service and outreach. The new book traces the life, times, and career of Georgia's longest-serving congressman, whose commitment and service exemplified the true calling of public service. The use of historical photographs and quotes gives readers a sense of the nation's military history. The book concludes with a concise history of the Institute, which was renamed in 1983 to honor Vinson.

The Public Policy Research Series makes research on current issues available for wide distribution. Policy notes and papers in 2002 examined who plays the Georgia Lottery, the needs of Georgia's Latinos, municipal annexation issues, and the impact of SPLOST on local government financing, among other topics.

In its 34th year as a national refereed journal, *State and Local Government Review* continues to present research and viewpoints relevant to public policy administration and management and inter-governmental relations. The *Review* is cosponsored by the Section on Intergovernmental Administration and Management of the American Society for Public Administration. Articles in 2002 issues examined topics such as the role of GASB 34 in citizen-government accountability relations, state administrative performance, managed care in Medicaid programs, state innovation in natural resources policy, and regulatory reform and urban economic development.



The career of Carl Vinson, for whom the Vinson Institute was renamed in 1983, exemplifies a spirit of public service active at the Institute today.

"The Institute is committed to helping officials deal with their ever-changing job responsibilities by providing up-to-date key reference publications."

# Outstanding Outreach



Dan W. Durning is recognized as the 2002 Walter Barnard Hill Distinguished Public Service and Outreach Fellow by then-provost Karen Holbrook.

**Anna Boling** was appointed by the State Bar of Georgia to the Pro Se Representation Committee of the Access to Justice Project.

**L. Stephen Dempsey** was appointed to serve on the board of the National Parks and Recreation Association and on the state's Quality Growth Grant Review Committee.

**Dan W. Durning** was named the 2002 Walter Barnard Hill Distinguished Public Service and Outreach Fellow from the University of Georgia.

**Edwin L. Jackson** received the John Macpherson Berrien Award for Lifetime Achievement from the Georgia Historical Society.

**James E. Kundell** was recognized by the University of Georgia Libraries for contributing his papers to the Steven E. Draper Center and Archives for the Waters of Georgia History, Law, and Policy.

**Milton E. Lopes** was elected as a vice president of the Community Development Society.

**The Institute's website**, maintained by the Office of Publications and Communications, received the Golden Web Award from the International Association of Web Masters and Designers.

**John O'Looney** was named a senior research fellow with the Georgia Centers for Advanced Telecommunications Technology.

**Thomas J. Pavlak** was appointed to the Publications Committee of the American Society for Public Administration.

**Mary E. Stakes** received a 2002 Walter Barnard Hill Award for Distinguished Public Service and Outreach from the University of Georgia.

# Advisory Board

**Mr. John Bennett**

City Manager  
City of Rome

**Mr. Dan Bollinger**

Executive Director  
Southwest Georgia Regional  
Development Center

**Ms. Juanita Blount Clark**

Director  
Department of Family and Children Services

**The Honorable Burke Day**

Georgia House of Representatives

**Mr. Jerry Griffin**

Executive Director  
Association County Commissioners of Georgia

**Mr. David Hankerson**

County Manager  
Cobb County Commission

**Mr. Ben Hayward**

President  
Association County Commissioners of Georgia

**Mr. Jim Higdon**

Executive Director  
Georgia Municipal Association

**Mr. Russell Hinton**

State Auditor  
Department of Audits and Accounts

**Mr. Robert Hobbs**

Legislative Budget Analyst  
Legislative Budget Office

**Ms. Robynn Holland**

Program Specialist-Social Studies  
Department of Education

**The Honorable Carol Jackson**

Georgia State Senate

**The Honorable Robert E. Knox, Jr.**

Mayor  
City of Thomson

**Mr. Jim Martin**

Commissioner  
Department of Human Resources

**Ms. Laura Meadows**

Commissioner  
Department of Community Affairs

**The Honorable Louise McBee**

Georgia House of Representatives

**Ms. Martha W. McDaniel**

Commissioner  
Spalding County Commission

**Ms. Evelyn Turner Pugh**

Councilor  
Columbus-Muscogee County

**Mr. Tom Radcliffe**

Mayor  
City of Hinesville

**The Honorable Jimmy Skipper**

Georgia House of Representatives

**Ms. Sybil Smith**

Chief Administrative Officer  
City of Americus

**Mr. Michael Thurmond**

Commissioner  
Department of Labor

**Mr. William W. Tomlinson**

Director  
Office of Planning and Budget

**The Honorable Charles W. Walker**

Georgia State Senate



# Appointments

**Karen Baynes** was named associate director of the Institute and director of the Governmental Services Division.

**Brenda Hayes** was named associate director of the Institute and director of the Community and Regional Development Division.

**James Stephens** was named associate director of the Institute and director of the Governmental Training, Education, and Development Division.

**Matt Bishop** was named Public Service Assistant.

**Richard L. Clark** was named Public Service Assistant.

**Dawn Eaker** was named Public Service Assistant and Project Coordinator.

**Carl L. McCoy** was named Public Service Assistant.

**Peter Gess** was named Public Service Assistant.

**Allison McWilliams** was named Public Service Assistant.

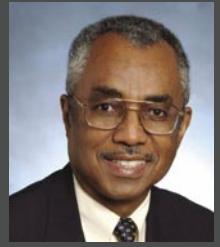
**Karen Mumford** was named Public Service Assistant.



Michael F. Adams  
President



Arnett C. Mace  
Senior Vice President  
for Academic Affairs  
and Provost



Arthur N. Dunning  
Vice President for Public  
Service and Outreach  
and Associate Provost



Carl Vinson Institute of Government