

VIEWS

FROM THE WEST



heights

horizons

Table of Contents

From the Dean

August 20, 2003

Dear Friends, Students, and Colleagues:

As reflected in this year's *Views from the West* theme, "Heights and Horizons," 2003 has been both a challenging and rewarding year at the Graduate School of Public Affairs.

The ever-changing landscape of higher education in Colorado has required that we model the flexibility, judgment, and problem-solving skills we try to develop in our students. Our challenge is to continually increase quality in the face of adversity. With reduced funding, GSPA has become more flexible, more market-oriented, and even more attuned to gauging student needs and meeting them with targeted and innovative programs. An example is our unique Program on Domestic Violence, redefined this year to become more accessible to students nationwide.

On the horizon is the merger between the University of Colorado at Denver and the University of Colorado Health Sciences Center. GSPA looks forward to the opportunities this consolidation offers for increased collaboration and new educational and research opportunities in the health policy area.

This year, we also celebrate the 30th anniversary of the formation of a separate school for graduate public affairs education. Our roots as a strong school of public administration have stood us well. Today we are well-positioned to meet the needs of public and nonprofit managers, law enforcement professionals, and policy makers, as well as to produce first-rate scholarship and research.

Timely and topical issues continue to be part of our research and outreach efforts, as seen in our feature article on wildfire policy in the American West and in international initiatives such as hosting a summit of American, Israeli, and Palestinian leaders.

Here in Colorado, we look forward to serving as a resource to the administrations of newly elected mayors in the cities of Denver and Colorado Springs.

We hope you enjoy this issue of *Views from the West*, and thank you for your interest in the Graduate School of Public Affairs.

All best regards,

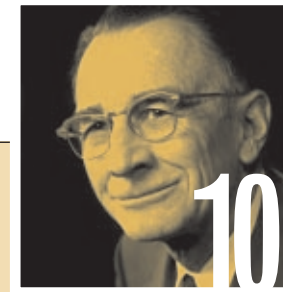


Kathleen Beatty
Dean, Graduate School of Public Affairs



"GSPA is a nationally recognized model for graduate education in public affairs. It is agile and adaptive; it addresses problems we care about in the West and across the nation, and it attracts students because of its reputation for excellence."

— Elizabeth Hoffman
President, University of Colorado



FEATURES

10 **Heights and Horizons: Celebrating 30 Years**
In the years since its inception in 1973, GSPA has proven itself a school of national and international stature thanks to the way its people and programs have changed with the times.

12 **Western Wildfires: Policy in the Hot Seat**
As wildfires continue to threaten the West, GSPA researchers join the debate over the century-old policy that fuels the flames.

16 **Holding on for the Ride**
Public higher education in Colorado today has as many ups and downs as the majestic Rocky Mountains, and GSPA is poised to find peaks among the valleys.

DEPARTMENTS



Mountain Views NEWS BRIEFS

- 2** Western legislators headline annual Leadership Lecture

University honors Franklin James
- 3** Southern Colorado leaders find inspiration for turbulent times

Former mayor calls students to careers in public service



Expert Trails FACULTY AND CENTER NEWS AND RESEARCH

- 4** Pogrebin leads team behind bars

Faculty books and journals
- 5** Wallis examines regional efforts for shared causes

Community groups recognize GSPA leader
- 6** Teske studies popularity of charter schools

Program on Domestic Violence goes national

Centers

- 7** World leaders envision peaceful Middle East
- 8** Raising teacher standards worldwide

Evaluating Mott Foundation grantees
- 9** Mind of Colorado Survey

Centers return to CU-Denver campus



New Growth STUDENT NEWS AND PROGRAMS

- 19** Online offerings continue to expand

Benjamin Brown Scholar heads to Thailand
- 20** M.C.J. students find work inspires research
- 21** Accelerated M.P.A. graduates first cohort

South Korean students find success at GSPA



Pathfinders ALUMNI NEWS

- 22** Ken Bueche, Kathy Stevens and Johanna Donlin find fulfillment in nonprofit sector



Elevations GIVING

- 23** Legislative Leadership Program a priority for Bridges and Safty
- 24** Organization and Individual Donors

About the Cover



This year GSPA's *Views from the West* takes a look at where we've been and where we're going, from our roots in public administration to our programs for community leaders, from our scholarship in public policy to our latest program offerings. The Graduate School of Public Affairs continues to reach new heights and prepare for the challenges on the horizon.



Call to Service by Former Mayor

Former Colorado Springs Mayor Mary Lou Makepeace

Former Colorado Springs Mayor Mary Lou Makepeace highlighted the annual awards dinner for summer, fall, and spring semester graduates from GSPA's Colorado Springs program.

Graduate School of Public Affairs Dean Kathleen Beatty honored M.P.A. graduates Terrie Ryan-Thomas and Matthew Monberg as the year's Outstanding Graduate Students.

Makepeace gave the keynote address, "The High Calling of Public Service." Makepeace is the first woman to serve as mayor of Colorado Springs.

"The mayor's talk was an encouragement to both our criminal justice and our public administration graduates," says Fred Rainguet, associate dean of GSPA.

A GSPA alumna, Makepeace has enjoyed a long and varied career in public service, previously serving as vice mayor, City Council representative, member of the Colorado Springs Planning Commission, and caseworker and administrator for El Paso County Social Services.

GSPA Tradition Draws Southern Colorado Leaders

Community leaders from throughout southern Colorado came together for GSPA's Fifth Annual Leadership Conference in Colorado Springs on April 3, 2003. The nearly 150 in attendance included law enforcement professionals, school district administrators, city and county officials, other public- and private-sector colleagues and staff members, as well as many GSPA students.



Franklin Covey consultant Mike Wuegler encourages participants to sharpen their leadership skills.

Covey Company, has designed and conducted training around the world to help leaders maximize both personal and professional talents. In keeping with the conference theme of "Leading in Turbulent Times," Wuegler led participants in reviewing the timeless principles of leadership from the mindset of changing times.

In addition to encouraging participants to take personal responsibility and continually look for ways to improve their leadership techniques, Wuegler emphasized the importance of challenging current assumptions about leadership and developing goals based on the most important community issues.

Learning how to apply these concepts for dynamic leadership was valuable for all in attendance, Rainguet adds. Many of the community leaders attending the conference are GSPA graduates.

GSPA's Colorado Springs Leadership Conference was partially funded by a gift from the Gill Foundation's Gay and Lesbian Fund for Colorado.

"This year's theme, 'Leading in Turbulent Times,' was especially relevant," says GSPA Associate Dean Fred Rainguet. "The Leadership Conference continues to draw a broad cross-section of community leaders, and it grows stronger every year."

An established GSPA tradition, the annual Colorado Springs Leadership Conference provides a day of practical yet innovative training to prepare southern Colorado's community leaders for more effective leadership.

Conference speaker Mike Wuegler, a senior consultant with the Franklin



president and CEO of the Association of American Publishers. She was recently in Aspen, Colo., for the 27th Aspen Summer Words Literacy Festival, at which she spoke on "Are We a Literate Nation (and Does It Matter?)." Simpson retired from the U.S. Senate in 1996 after representing the people of Wyoming for 18 years.

Simpson served as assistant majority leader, assistant minority leader, and chairman of the Veterans' Affairs Committee. From 1998 to 2000 he served as director of Harvard University's Institute of Politics at the Kennedy School of Government. Today he practices law with two of his sons in Cody, Wyo., and serves as director on several corporate and philanthropic boards.

GSPA created the Legislative Leadership Lecture Series in 2000 to address pressing, non-partisan issues. Earlier speakers included David Broder, senior political correspondent for the Washington Post, and Dinesh D'Souza, noted public policy author, speaker, and the Robert and Karen Rishwain Research Fellow at the Hoover Institution.

Those who nominated him for the University Medal wrote of personal relationships as much as professional accomplishments. One told of how James took up playing piano and horseback riding at mid-life, and how he even submitted an application to compete on the "Survivor" television series. "As a role model for living life to its fullest," the letter read, "Franklin James had no peer."

WESTERN LEGISLATORS STRESS BIPARTISAN COOPERATION



Former Colorado Congresswoman Pat Schroeder and former Wyoming Senator Alan Simpson field questions at the Legislative Leadership Lecture February 20, 2003.

In a continuing partnership between the Graduate School of Public Affairs and the Colorado General Assembly, nationally recognized thinkers come to Denver to interact with GSPA students, faculty, and local leaders through the Legislative Leadership Lecture. Held February 20, 2003, in the Old Supreme Court Chambers at the Colorado Statehouse, the third annual lecture featured former U.S. Representative Pat Schroeder of Colorado and Wyoming's former U.S. Senator Alan Simpson.

The event began with a reception for GSPA students to meet with the speakers, followed by a lecture and question and answer session. Legislators enjoyed their own reception with Schroeder and Simpson, who then spoke to a private dinner gathering sponsored by GSPA and the Bighorn Center for Public Policy.

"This year's speakers know the West and they understand Colorado politics," explains GSPA Dean Kathleen Beatty.

"Their focus on non-partisan, win-win issues provided an entertaining and provocative evening."

During her 12 terms as a Democratic member of the U.S. House of Representatives (1972-1996), Schroeder served as the Dean of Congressional Women, co-chaired the Congressional Caucus on Women's Issues, and was the first woman on the House Armed Services Committee. She was chair of the House Select Committee on Children, Youth and Families when the Medical Leave Act and the National Institutes of Health Revitalization Act were enacted. Since leaving Congress, Schroeder has been

Franklin James Receives Highest Honor



Franklin James

A renowned and extremely accomplished economist, the late Franklin James was awarded the University of Colorado's highest honor, the University Medal, at the spring 2003 Commencement. He died July 4, 2001.

James was instrumental in building GSPA into the nationally recognized school it is today. He founded the CU Policy Collaborative, led GSPA's Public Issues

Forums, served as director of both the Ph.D. and M.P.A. programs, and helped establish the Philip Milstein Award in memory of one of his former students.

His work focused on finding policy solutions to the problems of urban poverty, including homelessness, the effects of land use zoning on the poor, insurance redlining, immigration,



LOOKING FOR ANSWERS BEHIND BARS



Mark Pogrebin

With a grant from the U.S. Attorney's Office, Professor Mark Pogrebin, director of GSPA's criminal justice program, and a team of researchers from the University of Colorado and Colorado State University-Pueblo are going behind bars to interview some of the state's most violent offenders. The goal: interview 100 criminals convicted of a crime using a handgun or shotgun, a felony offense, and try to find themes in their backgrounds and behaviors.

Research of this nature is challenging and exhausting, and access to prisons can be elusive, requiring multiple approvals, perfect paperwork, and inmate cooperation. Recent prison layoffs add complications. All interviews are confidential, and almost all inmate subjects have been cooperative and candid, despite the probing questions.



Pogrebin will submit a report to the U.S. Attorney General's Office in September, and he is hopeful additional funding will allow research to continue in several other states. Early analysis shows various themes emerging:

- Inmates say they are more likely to shoot when confronted with a gun-wielding citizen.
- Almost all were involved with drugs and alcohol before and during the crime.
- Guns are readily available from several sources: legally through friends and girlfriends; for purchase at gun shows; theft during a crime; gangs; and increasing gun trafficking from the South.
- Most of the study subjects are white, and few were involved in gangs.
- The nature and violence of their crimes gradually escalated.

Pogrebin and his team find great value in getting out of the classroom and into the field. "This is one of the first times outside researchers have been allowed into the prisons," he says. "We hope this is a great step in sustaining a partnership between CU, CSU-P, and the prison system. We want to see more joint projects in the future." 🏛️



Allan Wallis

Finding Common Ground for the Common Good

A growing number of urban challenges — ranging from threats of environmental degradation and sprawl to social and fiscal disparities — call for action on a regional rather than local scale. But regions in the United States largely lack governance capacity to formulate and execute plans to respond to these challenges.

Allan Wallis, associate professor of public policy, and Douglas Porter, president of the Growth Management Institute, recently published *Ad Hoc Regionalism* (Lincoln Institute of Land Policy), where they investigate attempts around the country to address regional challenges.

"Most of us think of regionalism in terms of government and more specifically in terms of an additional layer of government between the local and the state levels," Wallis says. By contrast, ad hoc regionalism tends to be more informal and voluntary. It focuses on issues of immediate and pressing significance, formulates strategies, and tries to implement them without creating new structures of government. A local example of this is Denver's

Metro Mayors' Caucus, which was instrumental in getting the Denver Regional Council of Governments to develop and adopt voluntary growth boundaries. This is a voluntary group meeting outside of more structured regional forums. Similar ad hoc efforts have occurred in Idaho's Treasure Valley and Southeast Massachusetts.

Wallis and Porter convened a group of 21 practitioners of ad hoc regionalism at the Lincoln Institute in 2001. Discussions examined several key questions:

- What driving forces motivate ad hoc efforts?
- What baseline organizational capacity is needed to formulate such a response?
- How are the first strategic initiatives identified and implemented?
- If successful, how do these initiatives lead to sustaining efforts and organizations?

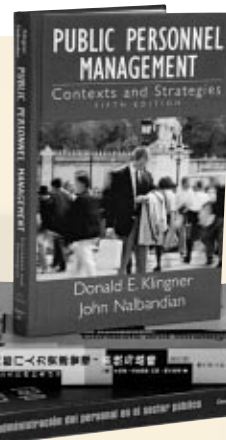
Wallis believes it is still too early to tell whether these efforts will give rise to a more sustainable and formalized regionalism. "Right now what we can say is that these efforts are becoming more numerous and visible. The invention of the future of regional governance may grow out of active experimentation with ad hoc regionalism." 🏛️



Community Honors GSPA Leader

Kathleen Beatty, dean of GSPA since 1996, has been recognized for her outstanding leadership by three community organizations in the last year. In 2002 she was inducted into the Colorado Women's Forum, a chapter of the International Women's Forum, whose members are solicited based on their leadership as executives in business, philanthropy, and education. In 2003 she was appointed as a member of the Education Committee for the Rose Community Foundation, an operation founded in 1995 by the trustees of the Rose Medical Center to perpetuate the hospital's legacy of excellence, philanthropy, and commitment to the Denver community. Dean Beatty was also honored as a 2003 Woman of Distinction by the Girl Scouts Mile Hi Council. Since 1997 the Girl Scouts organization has recognized women who are highly accomplished in their fields and who give of their time and energy to help empower girls to develop to their greatest potential. The Women of Distinction program benefits Girls in Crisis, a nationally recognized program that serves 6,000 girls throughout the Denver metro area who would not be able to participate in the Girl Scouts without special assistance. 🏛️

Sharing Our Views: 2002-03 Faculty Books and Journals



Prof. Donald E. Klingner published the fifth edition of *Public Personnel Management: Contexts*

and *Strategies* (Prentice Hall) with coauthor John Nalbandian. The book was recognized as the "Best Public Sector Human Resources Book" by the Section on Personnel and Labor Relations of the American Society for Public Administration for its continued success in the United States and its recent

publication in Spanish and Chinese. Sections include an introduction to public personnel management, planning, acquisition, development, and sanctions.

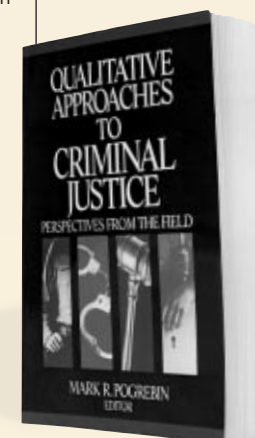
Klingner also served as editor-in-chief of the journal *Comparative Technology*



Transfer and Society, published for the Colorado Institute for Technology Transfer and Implementation (Johns Hopkins University Press). The interdisciplinary journal links researchers interested in the movement of innovations from laboratories to markets, across institutions and

nations. This issue includes "Technology Transfer and the University of Colorado" by President Elizabeth Hoffman.

Prof. Mark Pogrebin published *Qualitative Approaches to Criminal Justice: Perspectives from the Field* (Sage Publications), based on his observations



and interviews of criminal justice professionals. This anthology is the first to focus solely on

the use of qualitative research in various components of the criminal justice system, demonstrating the success and stature of this unique methodological approach. The collection is organized from two criminal justice perspectives: one qualitatively oriented, the other system oriented, including overviews of and commentary on each.

Prof. Paul Teske's *Regulation in the States* is due to be published by the Brookings Institution Press in late 2003 or early 2004. The book provides the foundation necessary to assess competing claims about state regulation, including the theory that devolution of powers may actually help states strengthen regulation. It includes empirical analysis from

all 50 states in areas including utilities, telecommunications, the environment, health care certification, legal services, and bank solvency, and assesses a wide range of possible reforms.

Continued on page 6



DO CHARTER SCHOOLS MAKE THE GRADE?



Paul Teske

In opinion surveys, Americans rank education as the most important domestic policy issue. School choice is among the most controversial

education reforms. Charter schools — public schools that parents choose and for which many bureaucratic regulations are relaxed — are the fastest growing component of choice, in part because they represent a political compromise between conservatives who want to see more choice, including vouchers, and liberals who support choice only in the public context. Though the nationwide “market share” for charters is only 2 percent to 3 percent (about 5 percent in Colorado), in a few large cities charter schools now serve 15 percent of students.

According to Paul Teske, political economist and new GSPA professor, scholars are only starting to develop systematic policy research about charter schools. One clear conclusion is that parents like them: Surveys show much higher levels of satisfaction among

charter school parents, and many charter schools have long waiting lists. Research is mixed on whether charter schools enhance academic performance and on whether they utilize their freedom to be more innovative in improving curricula and programs.

Some of Teske’s research on charter and charter-like schools was published in a 2000 Princeton University Press book (with Mark Schneider and Melissa Marshall) called *Choosing Schools: Parents, Consumer Choice and the Quality of American Schools*. Teske finds that competition among public schools for students and parents leads to modest, but still important, improvements in satisfaction, involvement, and school performance. In other research, Teske found that emerging competition from charter schools forces public schools to market their schools to parents and to match popular charter school offerings, such as pre- and after-school programs. This competition will have increasing impact on public schools in the future.

Teske’s research continues with a project commissioned by the Harvard Program on Education Policy and Governance to assess how local school boards authorize charter schools. 🏠



On Campus, Online: Domestic Violence Program Reaches National Audience

The only program of its kind in the country, GSPA’s M.P.A. Program on Domestic Violence has broad national appeal — and many requests to make the program available to students nationwide.

The new national format of this unique hybrid program began in August 2003. It requires 24 credit hours online, with the remaining 12 credits taken as five week-long intensive stays at CU-Denver. Instruction will be based on a cohort model. Intensive courses focus on domestic violence issues and nonprofit organization management and feature skill-building and leadership activities including renowned guest speakers, group projects, and site visits.

For more information call Barbara Paradiso at 303.556.5994, or visit www.cudenver.edu/gspa, click on “programs,” and look for the Program on Domestic Violence. 🏠

ENVISIONING A POST-PEACE MIDDLE EAST



Marshall Kaplan, executive director of the Institute for Public Policy and the Wirth Chair

More than 50 United States, Israeli, and Palestinian experts in economic development, land use, social welfare, and environmental policy met July 19–22 in Aspen, Colo., for a forum on “Planning Post Peace.” Modeled after the highly successful Aspen Global Forums, the meeting focused not on the political tensions of the present, but on the strategies needed to create a better future once peace has been reached.

The idea for the forum originated with Marshall Kaplan, executive director of CU-Denver’s Institute for Public Policy and the Wirth Chair, during the aftermath of Sept. 11, 2001.

“I felt a sense of personal and professional obligation to do something to help end the conflict,” Kaplan says. “We needed a new approach, one that avoids getting bogged down in arguing about who is at fault.” Kaplan contacted Rachele Alterman, a former colleague who is now associate dean for Graduate Studies and Research and David Azrieli Chair in Town Planning at the Technion in Israel. Alterman, in turn, contacted Kamel Husseini, a leader in the respected Palestinian Economic Forum, and the

three committed to finding like-minded leaders to join in envisioning a more peaceful Middle East. Throughout the planning stages, the three exchanged more than 600 e-mails encouraging each other to continue. Alterman sent one particularly poignant message to Kaplan shortly after a bus bombing near her parents’ home:

“The ambulances whined by their house, about 15 of them in two to three minutes, rushing some 80 people to nearby hospitals. Yet as soon as the cellular lines were momentarily free, I called up the last two candidates for the Israeli delegation. Both immediately agreed! Kamel lives in East Jerusalem, about half a mile away from the bomb blast ... yet his message today expresses no sense of disillusionment. On the contrary, he reports of new confirmations.... We in the Middle East share a deadly conflict. And we share the hope for peace. Please don’t let the current events derail your efforts for the long range.”

The forum opened Sunday morning with a welcome from Walter Isaacson, president of the Aspen Institute, and Susan Kirk, chair of the CU Board of Regents. Session topics included development of economic recovery strategies, housing and urban/regional development, and environmental infrastructure and sustainability. Strict ground rules for discussion and a consensus decision-making model encouraged civility and widely agreed conclusions. A full report was distributed to participants and will likely be disseminated to top United States, Palestinian, and Israeli leaders as well.

Kaplan emphasizes that this forum is one small step toward a more peaceful Middle East. Working committees were established, online tools were created to continue the working dialogue, and participants will meet again in Israel in the fall. “Focusing on the future and developing hard strategies regarding investment, housing development, and the environment will help renew trust between all parties,” Kaplan explains. “It provides hope and courage to those who believe that dialogue can generate important results toward building a secure and vibrant Middle East once peace arrives.” 🏠

Sharing Our Views Continued



Associate Prof. Allan Wallis, with coauthor Douglas R. Porter, published the policy report *Exploring Ad Hoc Regionalism* based on a forum held at the Lincoln Institute in April 2001. Some recent experiments in ad hoc regionalism rely on augmenting government institutions to address

regional challenges, such as environmental degradation, urban sprawl, and economic globalization. But such efforts more often involve interest groups from many sectors — public, private, and nonprofit — operating in loose-knit collaborations.

OCEANS AWAY:

CHIP Helps Teachers Earn Higher Marks



Reaching far beyond Colorado's boundaries, CU-Denver's Center for Human Investment Policy (CHIP) has partnered with the International Step by Step Association (ISSA) to undertake a teacher training and certification project in more than 25 nations in Central and Eastern Europe, Central Asia, and in Haiti and Mongolia. ISSA, an international network of professional early childhood organizations, grew out of the Step by Step Program, a reform initiative introduced in these regions in 1994 by the Open Society Institute. The Center for Collaborative Educational Leadership in CU-Denver's School of Education facilitated the partnership between CHIP and ISSA. Training for the project was developed in cooperation with Georgetown University.

The project is based on a set of teacher and program standards developed by ISSA and centered on children's learning and family involvement. In 2002 CHIP staff members conducted a series of regional trainings to introduce a certification process based on the standards. Participants learned how to use observation to measure teacher performance. CHIP staff members are now following up with two initiatives based on the educational needs of participating countries. One works with selected countries in Central and Eastern Europe to design and implement formal national teacher certification processes, endorsed by ISSA. According to Stephanie Olmore, project coordinator, many of the countries are seeking inclusion in the European Union and believe this new methodology will provide greater credibility. The center is also working with the newest Step by Step programs in Haiti, Kosovo, the Caucasus, and Central Asia to create and pilot a quality improvement process for beginning teachers, designed to introduce standards and

help teachers connect them with classroom practice. Educators in countries already working toward certification have taken on a mentoring role with those new to implementing standards.

"The implications of this program extend from policy changes with the ministries of education to classroom furniture manufacturing trends based on changes as basic as grouping desks rather than arranging them in rows," Olmore says. As more Central Asian countries are added for ISSA training, Olmore and fellow team member Mimi Howard are off to that region to train local educators. 🏠



Individual Impact: *Centers Evaluate Mott Foundation Initiatives*

Do analyses of how state fiscal decisions impact vulnerable populations make a difference? How does a multimillion dollar budget deficit translate into language that will facilitate grassroots change? How does a national foundation decide if one funding strategy makes a difference in other funding strategies?

Researchers Peggy Cuciti and Beverly Buck in GSPA's Center for Public/Private Sector Cooperation and the Center for Human Investment Policy will spend the next three years helping the Charles Stewart

Mott Foundation answer such questions. They are evaluating Mott Foundation grantees participating in the State Fiscal Analysis Initiative (SFAI).

The SFAI was conceived in the early '90s when it became clear that responsibility for framing many of the policies critical to the well-being of low-income populations would be made at the state rather than national level. In a unique collaboration, several national foundations — the Mott, Ford, Annie E. Casey, and the Open Society Institute — funded nonprofit organizations at the state level to undertake

analyses of state revenues and budgets, focusing on the impact on low-income populations.

Overall Cuciti and Buck's evaluation will test the hypothesis that SFAI helps build and support the infrastructure of the larger advocacy communities in the grantees' states, with specific issues including the following:

- whether grantee work helped educate and mobilize the state's low-income advocacy sector
- whether state decision-makers value and use SFAI products
- whether national efforts have been enhanced as a

result of improvements at the state level

- whether the state policy-making process has changed as a result of SFAI
- whether organizations are more effective when their analyses tie to similar ones at the national level, whether they use other analyses to strengthen their agenda-setting efforts, and whether they are more effective when their analyses are highly specific to the local political context

For more information on the SFAI evaluation, go to www.cbpp.org/sfai. 🏠

Dollars and Drought:

Coloradans Concerned about Budget, Water

Coloradans are concerned about their water, their quality of life, and the state budget says the 2003 Mind of Colorado survey. The annual survey, now in its ninth year, is conducted by the Wells Fargo Public Opinion Research Program at the Graduate School of Public Affairs. To see the complete survey results, go to <http://www.centers.cudenver.edu/moc.2003.PDF>.

State of the State — The majority of respondents (57 percent) think the state is generally going in the right direction, but this proportion is lower than in past years.

Economic Outlook — Only 21 percent of respondents rate the economy as excellent or good, down from 76 percent just two years ago. Even so, 54 percent expect their family will be better off financially in the coming year.

Quality of Life — Despite economic concerns, Coloradans continue to perceive their quality of life is high. On a scale of 0 (terrible) to 10 (excellent), the average response was 7.7. Of some concern, however, is that those who think quality of life is declining outnumber those who think it is improving.

Confidence in Institutions — Consistent with last year's findings, the public has the most confidence in the military (79 percent), local law

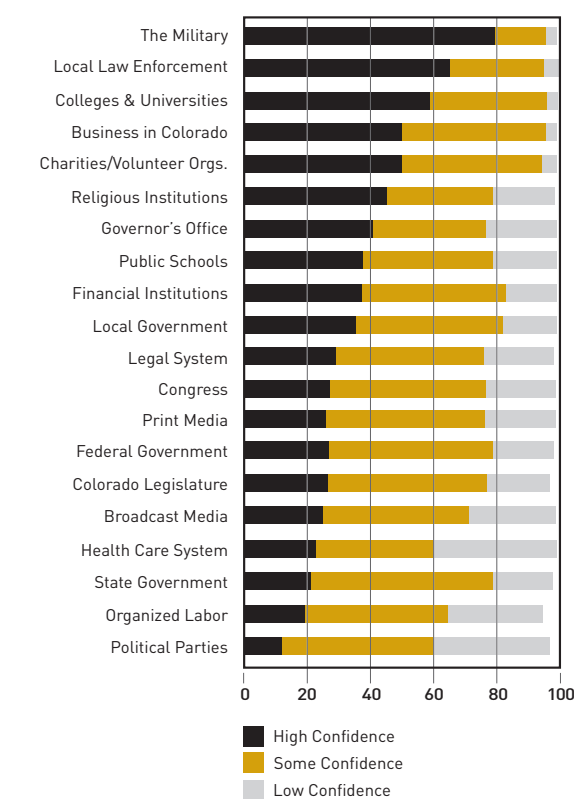
enforcement (64 percent), and colleges and universities (59 percent). Political parties have the lowest confidence rating, dropping to 12 percent in 2003.

Colorado's Drought — Two-thirds of respondents said the state faces a major or moderate water shortfall. Priorities in creating water policy, on a scale of 1 to 10, are preventing aquifer depletion (7.8), leaving enough water in streams and rivers to preserve wildlife habitat (7.8), and protecting water for agriculture and local economies based on farming (7.8). Least important was ensuring enough water to maintain traditional lawns and landscaping (4.4). Given a choice of four strategies, increasing water use efficiency and conservation had the highest support (46 percent). A majority (59 percent) said they would be willing to support a bond issue for water supply and development, but respondents split equally on whether trans-basin water diversion should be encouraged or discouraged.

State Budget and Fiscal Policies — Virtually all Coloradans believe the state's budget deficit is a problem, and 85 percent believe the budget shortfall will have a major or moderate impact on services. The survey shows support for two proposals that would modify tax and spending limits in the TABOR (Taxpayers' Bill of Rights) amendment, which limits spending and tax increases. Two-thirds would modify limits to

make it easier to restore services to pre-recession levels, and 60 percent would support changes to allow the state to put aside money in a rainy day fund to avoid the kinds of cuts faced this year. Almost three-quarters insist that the authority to raise taxes should stay with voters. Respondents also reject changes to Amendment 23, which mandates increases in education spending even in times of recession. 🏠

Confidence in Institutions



Under One Roof: *Centers Return to Campus*

After more than a decade in the Denver Chamber of Commerce building, the Institute for Public Policy, the Wirth Chair, the Center for Human Investment Policy, the Center for Public/Private Sector

Cooperation, and the Center for the Improvement of Public Management will be moving into offices on the fifth floor of the Lawrence Street Center, home to GSPA.

"While the chamber building epitomized where the institute, chair, and centers were intellectually and the link CU-Denver and GSPA have between town and gown, there are many advantages to

moving back on campus," says Marshall Kaplan, executive director of the Institute for Public Policy and former GSPA dean. "Being in the same building allows many more opportunities for joint teaching, applied

research, and partnerships of every kind. This move will give the school an even greater scale and work to everyone's advantage." 🏠



New Heights, Bright Horizons: GSPA Celebrates 30 Years

Building from a strong foundation of educating public servants, GSPA has expanded not only the scope of its programs over the last 30 years, but its stature as a nationally recognized institution as well.

In 1973 the Graduate School of Public Affairs officially began its programs on three campuses of the University of Colorado — Boulder, Denver, and Colorado Springs. At that time, the school offered one degree, the Master of Public Administration (M.P.A.). Today GSPA is both a Colorado and a regional resource offering several master's degrees and a doctorate in public affairs.

From Poli Sci to Present Day

GSPA's programs followed a familiar pattern. Birthed by the political science department at CU-Boulder as the Program in Public Administration, the Master of Public Administration program was nurtured by its founding director Leo Riethmayer from 1947 to 1967.

"By the mid-1960s, Leo envisioned a freestanding program. He was ahead of his time on that," says CU President Emeritus and GSPA Professor John Buechner. In fact, Riethmayer lured Buechner to the program in 1963 as a faculty member. During that period, the program began to broaden its reach, offering courses in Denver and Colorado Springs at the then-extension campuses developing there.

The M.P.A. began its move toward independence when it relocated to the Institute for Public Administration at CU-Boulder and offered the M.P.A. as an interdisciplinary degree. By the early 1970s, Riethmayer's dream became a reality, and the Graduate School of Public Affairs became a separate school at CU-Boulder, housing the Master of Public Administration and Master of Criminal Justice degrees.

Excelling in an Urban Setting

But the combination of the state capitol, a large federal presence, and many local governments lured GSPA's center from Boulder to Denver's then-fledgling campus, near the confluence of the Platte River and Cherry Creek in the city's emerging lower downtown. Enrollments rose rapidly. A doctoral program joined the diversity of offerings. Deans on the Denver and Colorado Springs campuses collaborated to build strong programs in both locations, with a third location — Grand Junction on Colorado's Western Slope — soon added to the mix.

Marshall Kaplan was GSPA's dean from 1981 to 1995. "We focused on hiring excellent faculty with strong records in

both teaching and scholarship," says Kaplan. "We were also looking for faculty who would forge strong town-gown linkages. And we were very successful in doing all of that." Kaplan also pushed for the creation of GSPA's centers, which survive today as the Center for Public/Private Sector Cooperation, the Center for Improvement of Public Management, the Center for Human Investment Policy, and the Institute for Public Policy. The Wirth Chair, an active endowed chair in environmental policy, was added in 1993, and the school is now home to the Wells Fargo Public Opinion Research Program as well. "Research efforts in these centers have created high visibility for GSPA in the state and the country," says Kaplan.

GSPA's focus has constantly evolved to meet public servants' needs. Originally a school with a strong local government focus, it broadened its offerings to welcome public servants from many backgrounds and with diverse aspirations. Public policy joined administration and management as a major program focus, and specializations began to serve nonprofit managers and corporate personnel.

"Some see policy as the executive's eye view, while public management is the middle manager's view. GSPA sees policy and management as complementary," says Linda deLeon, associate dean. "There has been an effort nationally to focus on public policy," Buechner explains. "GSPA excels in integrating the components of public service, and it's reflected in the quality of the school's faculty."

Current Dean Kathleen Beatty took the helm in 1996. A CU faculty member and administrator since 1978, she has focused on attracting

diverse world-class faculty, building diversity and excellence in the student population, adding significant endowments to support scholarships, revamping the school's approach to students to include a strong "student services team" approach, and adding programs to serve external constituencies, like the Legislative Leadership Program and Colorado Springs' annual Leadership Forum.

In 1996 the Denver and Colorado Springs programs consolidated, creating a seamless statewide presence for the school. A year later, GSPA premiered the nation's first fully online M.P.A. program. New programs — the Accelerated M.P.A. (one year), a nationally unique Program on Domestic Violence, the Executive Leadership Master of Criminal Justice Program, and a distinctive partnership with the Federal Management Development Program to deliver the Executive M.P.A. — also established the school's ability to reorganize to meet specific and rapidly changing needs. Linda deLeon notes, "At GSPA, we've worked very hard to be flexible and responsive. I'm particularly proud that we led the field in developing online educational opportunities that have served students from rural Colorado to the north Pacific islands."

On the Horizon

"The future is bright for GSPA," says Buechner. "More and more, graduate schools of public affairs must position themselves to be problem-solvers and to address emerging issues. This school has proven its ability to do that."

Ranked among the top schools of public affairs in the nation by *U.S. News & World Report* in 2000, GSPA is the only independent school of public affairs in the Rocky Mountain region. Beatty sees GSPA as being well-positioned, both geographically and programmatically, to climb to new heights. "I don't know of a school that faces the future with more talent, more enthusiasm, or more commitment to making a difference in the real world of policy and administration," she notes. "GSPA's future will be a very bright one!" ■



Historic Beginnings (page 10, left to right): The East Classroom Building, also known as the Tramway or Tower Building, was GSPA's first home on the Denver campus. • The Helles Building on CU's Boulder campus was the site of some of the earliest public administration classes. • John Buechner, CU president emeritus and GSPA professor, joined the University of Colorado in 1963 at the bidding of GSPA founder Leo Riethmayer. • The founder of public affairs education at CU, Leo Riethmayer mentored more than 500 M.P.A. students between 1947 and 1976. **Memorable Milestones** (page 11, top to bottom): GSPA students graduating on the Colorado Springs campus in 1985. • Members of the Denver Community Leadership Forum (DCLF) of 1986 have found great success, one becoming dean of DU's Daniels College of Business, one becoming city manager of Thornton, Colo., others taking top leadership roles in corporations, nonprofits, and law firms throughout the region. Founded through GSPA's Centers, DCLF will celebrate its 20th anniversary in 2004. • GSPA Professor Dail Neugarten (back row, third from right) and students in 1982. • Recently expanded facilities on the Colorado Springs campus include El Pomar Center, home to a new library and media center, as well as the Housing Village and a new University Center. • The late Sam Overman, a charismatic teacher and leader, was instrumental in defining the current M.P.A. curriculum. • Today the well-established CU-Denver campus is home to more than 11,500 students and just steps away from the city's historic Lower Downtown district, major sports venues, and a multitude of arts, dining, and entertainment opportunities.



B&W photos by GSPA Professor Robert Gage. Color photo courtesy of Kari Greer Photography.

Up in Smoke



Century-Old Wildfire Policy Ignites Disaster

Large and costly wildfires in the American West have captured the national spotlight for the last three years. In 2000 wildfires encompassed 8.4 million acres in the United States. In 2002 nearly 7 million acres burned, according to the National Interagency Fire Center, compared to a 10-year average of just over 4.2 million (1992–2001). There were 88,458 wildfires in 2002, and federal agencies spent an estimated \$1.6 billion to fight them. In Colorado alone, fires claimed more than 500,000 acres in 2002.

Attention to wildfires often focuses on their apparent cause, whether drought conditions, a stray match, lightning, or human failings. But according to policy watchers, there are many other underlying reasons why our Western

forests are primed to go up in smoke.

“Wildfires are a major policy dilemma for the U.S. today,” says Asst. Prof. George Busenberg, a Graduate School of Public Affairs environmental policy specialist. “They’re a threat to public safety that can result in enormous fire fighting costs, property damage, and lost revenues in industries such as tourism and timber that depend on healthy forests. Wildfires can also compromise ecosystems and watersheds as a result of excessive burning and erosion, and cause air quality problems due to smoke — not to mention the costs of restoring communities and ecosystems damaged by fire.”

What’s behind the wildfire problem in the American West? According to

Busenberg, decades of unbalanced policy and policy reinforcement have increased the risk of high-intensity wildfires throughout the region by allowing a cumulative ecological imbalance to occur.

Adding Fuel to the Fire

Between 1905 and 1911, the federal government adopted a policy of aggressive wildfire suppression supported by various institutional arrangements, such as a 1908 Congressional Act permitting deficit spending for forest fire emergencies. The effort gained a friendly face in 1944 when the Wartime Advertising Council chose Smokey Bear as the symbol for its fire prevention campaign.

“The goal of American wildfire policy was to protect natural resources and human communities from wildfire

The Evolution of Wildfire Policy



damages,” says Busenberg. “Over time, this policy unintentionally increased the risk of wildfire damages.”

It’s as if Western forests became starved for fire. Natural forest cycles include periods of disturbance, such as fire, and renewal or regrowth. When natural cycles are broken, some types of forests become too dense, making them vulnerable to catastrophic wildfire as well as insects and disease.

“Ponderosa pine forests are adapted to frequent low-intensity fires that reduce fuels while keeping some trees alive. Low-intensity fires maintain these forests with low-density fuel structures that reduce the risk of high-intensity wildfires,” Busenberg explains. “By contrast, high-intensity fires can kill virtually all the vegetation on a forest site and disturb the underlying soils.”

During decades of aggressive fire fighting support, the government provided little support for programs to counteract the accumulation of flammable, dense structures of vegetation. The result was a large-scale build-up of these fuels in many American forest ecosystems.

Breaking Old Policy Habits

Busenberg’s study is the first to apply current policy theory to the study of wildfire policy. He spent two years combing through data to determine just how the self-defeating practice of wildfire suppression could endure for decades.

Understanding the origins of policy failure starts with the concept of “bounded rationality,” he explains. “To examine all relevant information is often very costly. Combined with our natural tendency to pay more attention to information that supports our beliefs, this can lead to policy choices that are not fully informed.”

Why did such policy persist? Busenberg applies a concept better known for explaining the evolution of species than the evolution of public policy. The punctuated equilibrium theory of policy change postulates that periods of stability, marked by incremental change, will be interrupted by critical periods (such as 1905–1911) during which major policy reforms occur. Following the establishment of the wildfire suppression policy, the application of additional government resources reinforced the original error. “Policy failures can persist for decades as the institutional legacies of these critical periods,” he says.

Burning Softly on the Earth

It hasn’t always been a firefight in the American West, says Lloyd Burton, GSPA professor of law and public policy. “Controlled burns are an ancient management technique. Native Americans observed how natural fires benefited the generation of plant food sources. This folk forestry was passed on for years.”

In a recent article in *Fire Management Today*, USDA Forest Service Chief Dale Bosworth notes, “Historically, the fires that burned in these open forests were relatively cool and low to the ground. Today, the fires are like nothing the American Indians ever saw. They burn extremely hot and destroy entire stands, with catastrophic results for soils, waters, and wildlife habitat.” Today, Forest Service policy is to allow natural fires to burn in remote areas and to control burns in others, aiming to restore fire’s ecological role.

Urban Flight Increases Danger

Another piece of the wildfire policy puzzle, the “wildland-urban interface” refers to human communities located in or near wildland areas. According to a report to the Governor of Colorado in 2001, “the risk of wildfire in Colorado’s wildland-urban interface poses a daunting challenge to public

safety, fiscal responsibility, and natural resource integrity in the state.”

The forested foothills of Colorado and other Western states are prime territory for large-scale fires — and home to an increasing number of people, creating a setting for potential disaster. GSPA’s Allan Wallis studies growth and its effect on policy. “The pattern of urbanization in Colorado — especially over the past decade that witnessed a 20 percent growth in population — has quite probably aggravated fire hazards,” he says. “Residents seeking first and second homes in their idealized Rocky Mountains create a market for houses tucked in the forest. The result is a dangerous juxtaposition of homes and forest fuels.”

Researchers are looking for new ways to mitigate fire hazards in the wildland-urban interface. At the University of Colorado’s College of Architecture and Planning, Prof. Ernesto Arias is testing interactive Web-based computer modeling tools that could help land use planners evaluate fire risk. Of this effort with the Wildland Fire Research and Development Collaboratory at the National Center for Atmospheric Research, Arias says, “We are looking at ways

to translate relevant scientific knowledge constructed by natural scientists to a level that people can use to resolve their problems, such as fireproofing communities.”

Future of Fire Management

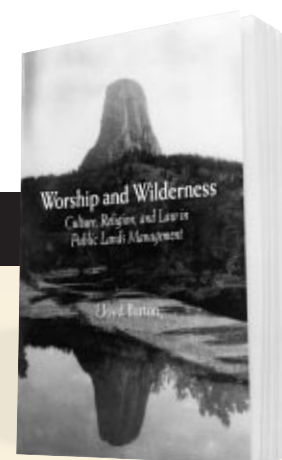
Continued drought, population growth, and the slow pace of policy change mean that wildfires will be a major challenge for natural resource managers in America for some time to come. Efforts are underway at the national, state, regional, and local levels to manage that risk and study the

health of forests. In 2001 the federal government created the National Fire Plan, a cooperative effort of the USDA Forest Service, the Department of the Interior and the National Association of Foresters that aims to protect communities and natural resources as well as the lives of firefighters and the public. More than \$2.26 billion was allocated for the plan and base program funding in fiscal year 2002. That same year President George W. Bush announced the Healthy Forests Initiative. Created to help implement National Fire Plan strategies, the initiative also aims to

improve decision-making processes and cut through red tape that can delay efforts to reduce fuel buildup and restore forests and rangelands to healthy conditions.

Here in Colorado, land management agencies, state and local governments, property owners, researchers, and policy makers are tackling the wildfire problem on a variety of fronts. In 2001, the Governor’s Wildland-Urban Interface Working Group made a number of recommendations to reduce Colorado’s risk of wildfire in the areas of pre-

paredness and suppression, hazard mitigation, and public awareness. Wildland fire risk reduction is a top priority for the Western Governors’ Association, which is involved in a multi-year effort with regional stakeholders and the federal Wildland Leadership Council. At GSPA, environmental policy will continue to be an important aspect of scholarship and research. Says Dean Kathleen Beatty, “If there’s an issue such as wildfires that’s critical to Colorado, chances are good the Graduate School of Public Affairs is on it.” ■



New Book Examines Policy of the Spiritual Kind

“Cultures...are not static, nor can they be if they are to survive. In changing times they must continually reweave themselves, in an ongoing process of judging what from the past should be brought forward to meet current and foreseeable future needs and what (at least for a time) should be set aside.”

— From *Worship and Wilderness: Culture, Religion, and Law in Public Lands Management*

Land use policy takes on another dimension when the land in question is considered sacred. In his new book GSPA’s Lloyd Burton draws on case studies of national parks and monuments, national forests, and other public lands to explore how

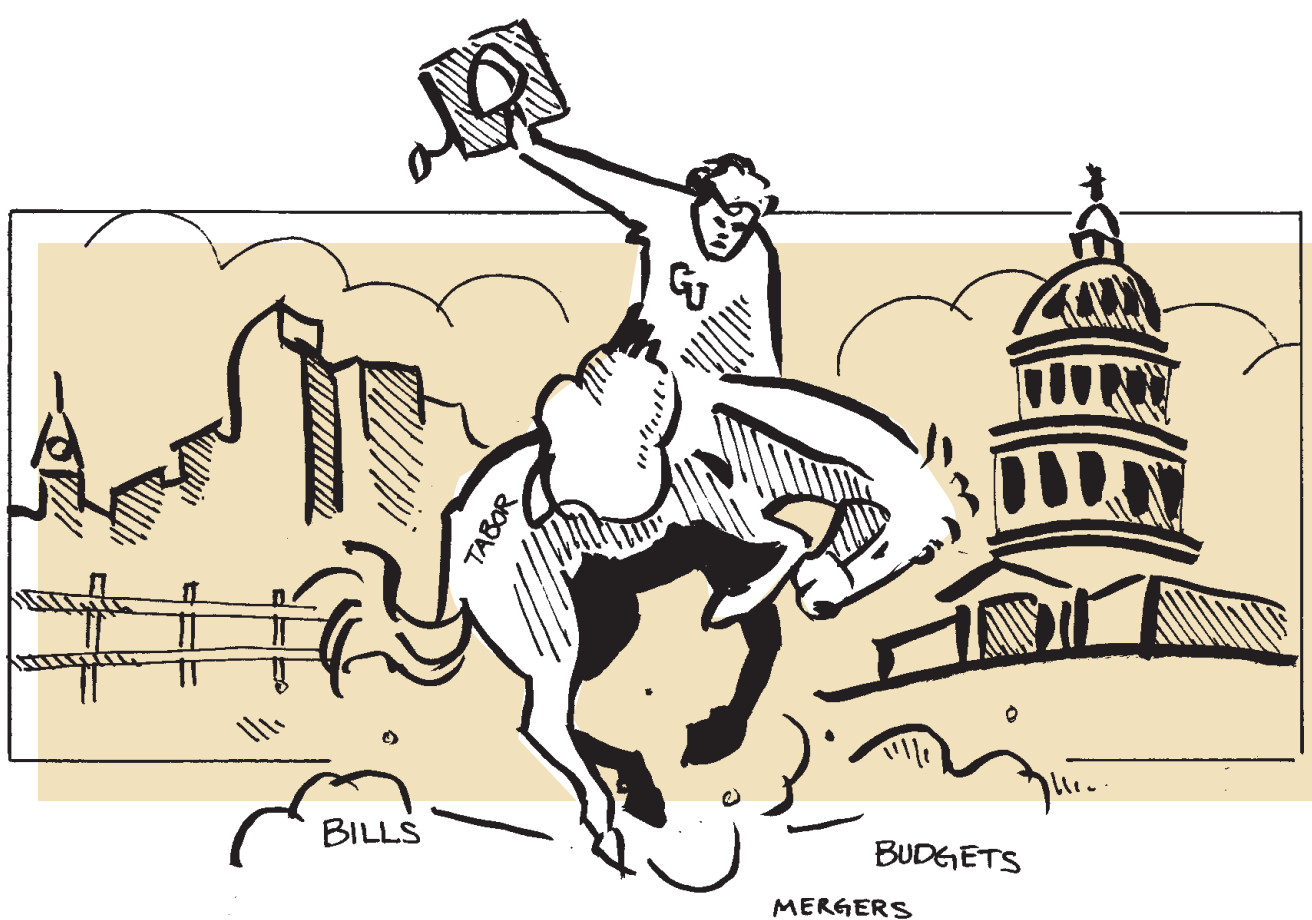
culture, religion and law have affected public lands and resources management in the past and how they might do so in the future. Weaving constitutional history and analysis of recent land use conflicts together with teachings

on nature and the sacred among indigenous and immigrant cultural groups in the United States, he presents a fresh perspective on how we manage the precious resources that are our national heritage, from Devil’s Tower National

Monument to the American bison.

The book is the topic of a symposium article in a forthcoming issue of *Law and Society Review* and has received considerable attention in academic circles. Burton is professor

of law and public policy and director of the Program in Environmental Policy, Management, and Law at GSPA, and cofounder of the Spirit Rock Meditation Center in Northern California.



HOLDING ON FOR THE RIDE

"GSPA [has been challenged] to reorganize, to create a leaner and more efficient organization, and to be more entrepreneurial."

— Dean Kathleen Beatty

"It's a wild ride in higher education in Colorado now," says GSPA Dean Kathleen Beatty when asked about the challenges and opportunities the school — and all public colleges and universities in Colorado — face as a result of funding cuts, tuition hikes and the possibility of major educational policy changes looming on the legislative horizon.

"State general fund support for the University of Colorado is down almost 35 percent over the last two years," says Beatty. "This has challenged GSPA to reorganize, to create a leaner and more efficient organization, and to be more entrepreneurial."

Like many states in today's economic downturn, Colorado is facing budget shortfalls. And, like other states, some of those shortfalls are the catalyst for cutting public college and university budgets.

In fiscal year 2003, Colorado's state shortfall was \$970 million. In FY 2004 it's expected to be \$950 million. The results for CU-Denver, home to GSPA, in FY 2003 were permanent budget cuts of \$4.6 million and one-time cuts of \$1.04 million, as well as pay shift reductions.

According to data from the National Information Center for Higher Education Policymaking and Analysis, when it comes to higher education appropriations, Colorado is lagging behind. The state ranked 38th out of 50 states with per capita appropriations of \$172 in FY 1999. Appropriations per capita were at \$185 for FY 2001 in the report *Measuring Up 2002: The State-by-State Report Card for Higher Education*. Data for 2002 put Colorado among the states with the lowest appropriations for higher education per full-time student, behind the U.S. average of \$4,262.

Tuition and fees increased from 6 percent to 8 percent at Colorado colleges and universities in fiscal years 2002 and 2003 according to a special report on college affordability produced by the National Center for Public Policy and Higher

Education. For 2004 Governor Bill Owens, based on recommendations made by the Colorado Commission on Higher Education (CCH), approved a plan to allow tuition increases averaging almost 9 percent for Colorado public colleges and universities.

"Like the rest of the University of Colorado System, GSPA had to make difficult decisions last year, including eliminating staff and faculty positions," says Beatty. "Despite this, we've made a serious commitment to quality. Faculty are working hard with administrators to generate new sources of revenue and to enhance financial health. Groups of faculty are proposing strategies ranging from fund raising to new funded research opportunities and new program niches."

Ten Years of TABOR

While a sluggish economy can be blamed for reduced tax revenue in general, Colorado's higher education funding picture is not so simple.

In 1992, Colorado voters approved a controversial amendment to the state constitution, Section 20 — the Taxpayers' Bill of Rights (TABOR). Under TABOR, the amount of revenue governments can collect is limited and excess revenue must be returned to taxpayers. The TABOR Amendment also stipulates that a tax can't be increased without voter approval.

The Bell Policy Center, a Denver nonprofit public policy organization, studied the effects of a decade with the TABOR amendment. In its 2003 report, *Ten Years of TABOR: A Study of the Colorado Taxpayers' Bill of Rights*, the center concluded that "there are major structural flaws in

the amendment that seriously impair the state's ability to set budgetary and programmatic priorities and to respond to the changing needs of a growing state — or to crises such as the current economic downturn."

One of the main concerns about TABOR is its ratcheting effect, which inhibits the state's ability to rebuild budgets after a downturn. When economic conditions change for the better, say critics, there's no way to make up for lost time. Another key concern is that TABOR contains provisions that make it difficult for the state to set aside money in "rainy day funds" when the economy is good to offset lower revenues during more difficult economic times.

Others don't see TABOR as an aggravating factor. "The real problem is the economy," says Tim Foster, executive director of the CCH.

Consideration has recently been given to softening TABOR's blow. In June, State Treasurer Mike Coffman, a Republican, convened a group to study fiscal policy restrictions imposed by voters.

"Voters are still generally supportive of TABOR," says Beatty. "However, there is evidence that they would consider making incremental changes."

The Mind of Colorado Survey, published annually by the Wells Fargo Public Opinion Research Program at the Graduate School of Public Affairs, polled citizens about the TABOR Amendment in 2003. While 73 percent still agree that tax hikes should be put to a vote, a majority supported easing TABOR restrictions to make it easier to set aside rainy day funds.

"The TABOR requirement of public approval of tax hikes is untouchable," says GSPA Asst. Prof. Gabriel Kaplan, a public management theory and governance scholar. "The perception of catch-up is different."

Seeking Enterprise Status

Enter Senate Bill 264, the Enterprise Bill, legislation that would allow Colorado's higher education institutions to be designated as an enterprise relative to the TABOR Amendment. The bill, which passed the Colorado Legislature but was vetoed by the governor, would have made institutions that receive less than 10 percent of their total revenues from state and local government grants eligible for limited enterprise status. Under the legislation, 2004 state budget cuts to public higher education would have qualified the University of Colorado, with 9.6 percent state funding, for enterprise status.

CU President Elizabeth Hoffman says, "Enterprise legislation is still viable for the next legislative session and we intend to make it a top priority again. We will be working with the governor, the Joint Budget Committee, CCH, and others to arrive at a feasible proposal. As the level of state support for higher education remains in question, enterprise designation continues to be an innovative alternative to sustain and even enhance our quality and competitiveness. It also provides additional flexibility to best address future budget reductions."

"Enterprise status would mean greater flexibility," says Beatty. "However, in many ways, GSPA is already a model of educational entrepreneurship."

We've taken advantage of chances to offer special programs on a cash-funded basis to meet the needs of those whose experience demands more than a generic Master of Public Administration. The tuition may be higher for these types of niche programs, but they provide a phenomenal opportunity for students."

Enrollments are up in specialized programs at GSPA, including the Accelerated Master of Public Administration and Executive Master of Criminal Justice degrees and the Program in Domestic Violence. These programs set their own tuition, receive no state funding, and are self-supporting.

Vouchers: Pioneering Concept or Obstacle to Access?

In 2001 the Governor's Blue Ribbon Panel examining access and other education issues proposed that state funding for students be made through "college opportunity grants" rather than funding institutions based on number of students served. In 2003 a bill to create school vouchers (HB 1336) was floated in the Colorado State Legislature. Although withdrawn, it is likely the legislation will be reintroduced in 2004.

Under a voucher program, tuition subsidies that currently go to public schools and colleges when a student is accepted would instead be given directly to students to use at the college or university of their choosing.

"This proposal aims to use market incentives to improve colleges and universities. Schools that are better at attracting more students would receive more funding. The theory is that the ones left standing would be the better schools," says GSPA's Kaplan.





A few countries have experimented with some forms of subsidized systems. But no other state in the U.S. has a voucher system in place for higher education. Should Colorado pass a version of HB 1336, the state would be in relatively uncharted waters and could become a model for other states to study.

“With the enterprise and voucher bills, Colorado is in the national and international forefront of education policy,” says Kaplan. “We are looking for innovative ways to do more with less.”

“Vouchers are a new concept,” says Beatty. “It is not clear whether or how this type of legislation would impact graduate education at the outset.”

Much of the debate around vouchers concerns how they might impact access to higher education. According to *Measuring Up 2000: High School to College Rate* from the National Center for Public Policy and Higher Education, Colorado already ranks 42nd among states in providing college educations to low-income young people as measured by state support per \$1,000 of state personal income.

“Colorado has one of the highest education and literacy rates due to immigration from other parts of the country, attracted by the quality of life here,” says Kaplan. “It also has one of the lowest fractions of high school graduates who go directly on to college.”

According to National Information Center for Higher Education and Policymaking and Analysis data, the rate of high school graduates going directly to college in Colorado is in the lowest percentile group of states, behind the national average of 56.7 percent.

“Vouchers for higher education were initially proposed to improve access,” says the Bell Center’s Andy Hartman. “But as the bill was written, access took a back seat to other issues, including the desire of some institutions to get out from under TABOR. If the legislature considers this proposal again, we believe that need-based financial aid should receive more attention.”

The Investment Value of Education

There is concern that reduced appropriations for higher education will be reflected not only in the quality of that education but in the state’s ability to attract what GSPA’s Allan Wallis calls “the creative knowledge class” and in turn, economic development.

“Economic competitiveness is impacted by the quality of higher education,” says Wallis. “Higher education isn’t a service like garbage collection. It’s an investment and a tool of economic development.”

In August the University of Colorado System reported the findings from its 2003 economic impact study. The last major economic impact study by the university was conducted in 2000 using 1999 data. The data unveiled in the report illustrate the key role CU, as a major teaching and research university, plays as both an anchor and a catalyst for economic activity in Colorado. Highlights include the return on the state’s investment to the university, employment numbers, student spending, technology transfer, and the societal value of higher education.

“This report shows a direct relationship between a major teaching and research university and Colorado’s economic vitality,”

says CU President Elizabeth Hoffman. “The Graduate School of Public Affairs does its part to create an excellent caliber of public servant in Colorado. Our research contributions are nationally recognized but also relevant to Colorado’s most pressing policy challenges.”



“We are looking for innovative ways to do more with less.”

— Asst. Prof. Gabriel Kaplan

Toward an Even Stronger Research Institution in Denver

Another change on Colorado’s higher education front is the consolidation of the University of Colorado at Denver in lower downtown, home to GSPA, and the CU-Health Sciences Center. Last November the CU Board of Regents approved a study to consider a consolidation plan. In August 2003 CU received the go-ahead from the Regents to move forward with a comprehensive implementation plan to consolidate its Denver and Health Sciences Center campuses. The implementation planning process is expected to take as long as a year.

According to CU President Hoffman, consolidation will afford significant increases in national visibility, academic prestige and research funding, all of which advance CU-Denver among the great urban research universities in the nation.

Dean Beatty believes consolidation is “a chance to combine health care, science and policy, and enhance research opportunities in all colleges.” Future possibilities for GSPA include dual degree programs and jointly offered classes. “There are obvious associations with work

on child abuse, violence against the elderly and women’s health issues,” says Beatty. “Consolidation also presents more opportunities to recruit wonderful faculty and students.”

The Health Sciences Center has been ranked 20th in the nation and 10th among public colleges and universities in

total grant and award funding for fiscal year 2002–03 from the U.S. Department of Health and Human Services’ National Institutes of Health. The NIH awarded CU-HSC researchers a total of 429 awards amounting to more than \$154 million.

The Future: A Land of Opportunity

Just how higher education in Colorado will ride out these bumpy times remains to be seen. But both those who help shape policy and those who lead higher education are optimistic.

CCHE’s Foster perceives the financial picture as an opportunity. “It’s difficult for agencies to go through, but it is an important chance to take a look at budgets and determine what they value,” he says.

For GSPA, Beatty sees new horizons. “Flexibility is the hallmark of the future,” she says. “We’re not dwelling on the downs. We’re doing all we can to create new opportunities and that’s reflected in the way we do our jobs.” ■

ONLINE = ON TASK:

M.P.A. Program Finds Web-Based Success

Now in its sixth year, the online M.P.A. program has already established a history of success. When the first web-based class, Research Methods, began in summer 1997, “the format was really basic — just a Web site and a listserv,” says Linda deLeon, associate dean and online coordinator. Today the six M.P.A. core courses are offered online along with a variety of electives, making it possible to earn the degree entirely online. “We were the first fully online MPA program in the country,” deLeon explains. “Even today there are courses galore out there, but few complete degree programs.”

The online M.P.A. draws about 30 percent of its students from out of state, 5 percent from rural Colorado, and the remainder from the Front Range area. It has grown from just 27 students in spring 1998 to more than 150 this year.

About 40 percent of GSPA students have taken at least one online course, and those who earn their degree entirely online account for about 10 percent of GSPA’s total student enrollment.

Necessity is the motivator for those who live beyond commuting range, including several stationed overseas with the military. But distance is no detriment to success. Cheri Malloy, whose husband was a military officer stationed on the island of Kwajalein in the North Pacific, earned her M.P.A. and was named Outstanding Student of the Year in 2000. Others cite convenience as the biggest draw — being able to stay at home with children, travel for a job, or just avoid the hassles of driving and parking downtown.

Those who enroll thinking the online program will be easier than the on-

campus version get a big surprise. “You can’t drop the ball in an online course,” deLeon says. “In face-to-face classes, a few people do most of the talking, but when you’re online everyone has to contribute.”

She believes that even more learning takes place in online courses than in the classroom. “Both students and faculty have to be more engaged in the online environment and spend more time in preparation for lessons. More time on task means more learning — for everyone involved.”

With strong technical support and more faculty wanting to get involved, the future looks bright for the online M.P.A. “This program isn’t for those who aren’t self-motivated,” deLeon says, “but that never seems to be a concern for GSPA students.” ■

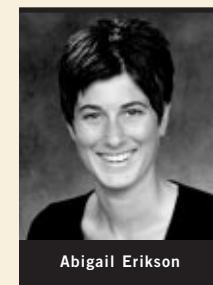
Finding Answers Abroad

The Benjamin Brown Award is given to CU students who are motivated to go abroad for research and bring back the knowledge they gain to help resolve transnational conflict. This year two GSPA students received the prestigious university award. Due to a family emergency, Accelerated M.P.A. student Seth Walton had to decline his award to study in Brazil.

Abigail Erikson has spent the past seven years working in the area of sexual and reproductive health. From running a campaign against an anti-choice ballot initiative in

southwest Colorado to managing small family planning clinics in Cortez, Colo., and Farmington, N.M., she developed a desire to advocate change. “I have seen firsthand how a lack of information and resources in family planning has impacted the lives of women and families in Colorado,” she says. Feeling she could have a broader impact by working directly with public policy makers, Erikson moved to Denver to become senior public affairs coordinator for Planned Parenthood of the Rocky Mountains and enroll in GSPA’s M.P.A. program.

Erikson went to Thailand last year with Blair Gifford, associate professor of health management in CU-Denver’s Business School, to study Thailand’s model of reducing HIV transmission and fertility rates through community-based initiatives. Intrigued by the country’s successful and innovative model of health care, Erikson applied for the Benjamin Brown Award to continue her work in international family planning and build on connections she established during that trip. While living with a Thai family in Bangkok, Erikson will pursue



Abigail Erikson

intensive language study and intern with the Population and Community Development Association (PDA), a non-governmental organization (NGO) providing family planning, income generation projects, and occupational training to low-income Thais. She will also work for Family Planning International Assistance, the international arm of Planned

Parenthood Federation of America. Erikson will then travel to the northern province of Chiang Mai, Thailand, to learn how Thais put their model into practice and how NGOs assist with the health and well-being of marginalized groups in Northern Thailand, such as ethnic minorities and Burmese refugees.

“Health is a universal issue and a fundamental right,” she says. “I hope to learn both the successes and failures of the Thai model of health care to see if lessons learned are transferable to other developing nations.” ■



STUDENTS SHAPING BEST PRACTICES

in Law Enforcement

Taking learning beyond the classroom and into the field is important for any graduate student, especially GSPA's criminal justice students.

Sgt. Steve Addison and Lt. Tracie Keesee of the Denver Police Department have found their jobs to be great inspiration for research.



Steve Addison

Since 1999 Addison has worked with the Denver Gang Unit, primarily in the Five Points/Curtis Park area. Handling an average of 10 cases a week, he realized there was no documentation on the origin of gangs in Denver, their evolution, or the types of crimes they commit. He was able to conduct his research while on the job, interviewing other officers, community leaders, and gang members themselves to get both an overview of gang violence in Denver

and a better understanding of the mindset of those who commit the crimes and those who try to stop them.

But his motive goes far beyond meeting any requirements for his Master of Criminal Justice degree. "Like so many agencies, the Gang Unit is losing manpower," he says. "The perception is that gangs are a problem on the West and East coasts, so I wanted to document that gangs are truly an issue in Denver." Addison is concerned that it will take another summer of gang violence, like Denver experienced in 1993, for the city to reallocate officers and resources to the gang unit.

Promoted to sergeant in January, Addison now oversees dispatch operations. While he's pleased to learn new technology and gain management experience, he would love to "go back and spend the rest of my career working with gang units." He is planning to pursue a Ph.D. in social psychology and work as a consultant on gangs and their potential involvement in terrorist activity.

Like Addison, Keesee hopes her research will make a difference in the future of law enforcement. After finishing her M.C.J., Keesee is a year into GSPA's Ph.D. Program in Public Affairs, working on an emphasis in law enforcement administration.

"The support from faculty and from members of my cohort has been key in what I've been able to accomplish," Keesee says.

"The cohort represents the business sector, nonprofits, education — you can really see how public affairs reaches into all areas of the community."

As a lieutenant in the Information System Development Unit, Keesee is working to automate records management, an enormous process that will eliminate the necessity of hand-written reports. Her research has the potential for an even broader impact. Keesee and her research group are looking at the effect of academy training on officers' decision-making, especially in critical incidents. "We want to see if officers rely on their training in life-threatening situations or if they fall back on basic instincts," she says.



Tracie Keesee

Ideally, researchers would follow law enforcement recruits through their academy training and into the field for a year or two, learning how and why they became interested in law enforcement and examining consistency of training methods and standards. "It's critical that we have the trust of the community and do everything we can to reduce liability," Keesee explains. "There has traditionally been a break between experience and academics, but we need to marry the two to improve the curriculum and create the best professional training tools possible."

"Research is vital to helping students advance their careers and to helping agencies with projects they may not be able to undertake otherwise," says Mary Dodge, assistant professor of criminal justice and research advisor. "GSPA students are doing work that serves as a model for law enforcement agencies around the country."

Internships Spark Interest for South Korean Students

Now in its second year, an initiative with the South Korean Ministry of Government and Home Affairs (MOGAHA) brings officials and other personnel to GSPA for public affairs training and internship opportunities. Eight students pursued M.P.A. classes last year in conjunction with the Accelerated M.P.A. program. They



Students and Faculty in the MOGAHA Program: Front Row: Christine Minett, Intensive English Program coordinator; Kwang Ryong Kim; Hae Won Kwon, International Student coordinator Back Row: Seungju Baek, Chan Suk Park, Hyungki Nam, Jun Ho Son

will continue with internships this year while another class begins its studies. "The MOGAHA program dovetails well with the Accelerated M.P.A.," says Pete Wolfe, director of both programs.

"Combining the two makes them more international and interactive. The American students helped the South Koreans navigate the challenges of graduate school and living in a different country. It's been a good experience for everyone."

As part of the curriculum, MOGAHA students take a field study course with Wolfe. Site visits and a series of guest lecturers offer exposure to a variety of agencies and public policy organizations, giving students ideas for possible internships. Students work with Wolfe and Career Center advisors to brainstorm

and discuss possibilities, then make further contact with the state, federal, local, and nonprofit groups they're most interested in. One student chose to intern with the City of Parker, Colo., while another found the Colorado Endowment for the Humanities more closely matched her interests.

Most students earn the Master of Public Administration degree at the completion of their program; they may also choose to pursue a certificate program, which overlaps with the traditional M.P.A. program and includes five core courses and an internship.

The Graduate School of Public Affairs is one of only three graduate schools in the nation chosen to train the Korean officials, who receive government support for the duration of the program, then return to their previous positions.

Accelerated Achievement

"The cohesion and pressure cemented them together. They really helped each other get through." So says program director Pete Wolfe of the 18 students who began the Accelerated M.P.A. program last fall and graduated in summer 2003. The first cohort included students from around the country, many of whom took a leave of absence to pursue the intensive, 11-month program.

Meeting for four 8-week terms in a dedicated classroom, Accelerated M.P.A. students take the



Accelerated M.P.A. Students: Front Row: Jason Wells, Jong Lae Jo, Jenny Schatz, Sarah Worley, Robert Kistemaker, Douglas Naiman, Albert Zweig Middle Row: Emily Smith, Seth Walton, Jeff Blitstein, Eric Johnson, Charlotte Nolan Back Row: Arianne Richardson, Su Ho Lee, Sung Hoon Kim, Eric Deutcher, Hyang Seop Lee, Bo Wha Han

full M.P.A. curriculum, earning 36 semester hours in just one year. The program included the popular "Hard

Choices" course, which is open for all M.P.A. students, taught by former Colorado Gov. Dick Lamm and former GSPA

Dean and Director of the Institute for Public Policy Marshall Kaplan.

"We're extremely pleased with the success of this first cohort," says Wolfe, who notes that 24 students are already enrolled for the second cohort beginning this fall. The inaugural class — "a hard-charging group" — included several attorneys, including one from NASA, a single mother, and five students from the MOGAHA program. One has decided to go on to the Ph.D. program. Advanced

seminar projects ranged from a study of a "pay as you throw" trash program for the city of Parker, Colo., to a comparison of the Challenger and Columbia space shuttle accidents.

"This first class was an impressive collection of high-energy people," Wolfe says. "We're excited to say the cohort for fall looks similar in both ability and dedication."

ALUMNI REFLECT BREADTH OF NONPROFIT WORLD

Three GSPA alumni have created thriving careers in diverse nonprofits, with constituencies ranging from local governments to women in transition to state legislators.



Kenneth G. Bueche,
Executive Director,
Colorado Municipal League

Speaking for Local Government

Ken Bueche traces his 35 plus-year career with the Colorado Municipal League (CML) to his mentor, Leo Riethmeyer, the founder of graduate education in public administration at the University of Colorado. The nonprofit, nonpartisan CML is a voice for the interests of local governments at the state and federal levels, and represents more than 99 percent of Colorado's municipal population.

After Bueche earned an M.S. in public administration in 1963, Riethmeyer connected him to a research assistantship at the CML. He then obtained a J.D. degree from the University of Colorado and practiced law before returning to the league as general counsel. He became executive director in 1974.

Bueche finds the complexity of intergovernmental relations one of the most challenging aspects of his position. He also speaks with pride of the CML's track record of consistent service to its members.

In his role as an advocate for local governments, Bueche encounters many municipal officials who are GSPA grads. "We have an indirect reliance on the work product of the university," he says. "I see a tremendous level of professionalism increasing in all areas of municipal government, including public administration."



Kathy Stevens,
Executive Director,
Women's Resource Agency

A Woman's Work

Kathy Stevens found her calling helping women and children. Since 1999, Stevens has headed the Women's Resource Agency in Colorado Springs, an organization that provides programs to help women attain and maintain economic self-sufficiency.

Stevens finds assisting women in today's tough job market particularly challenging. She says the city has a 68 percent divorce rate, and the agency interviewed more than 1,200 women seeking services in 2002.

A 2001 graduate of GSPA's M.P.A. program in Colorado Springs, Stevens was "looking for a graduate program that had a practical application to my work." Her eclectic career path began with positions administering a nonprofit child development center, heading rehab services at a women's correctional facility, and working as a juvenile diversion program specialist. In 1994, Stevens came to Colorado Springs to direct Child and Family Programs for the Urban League of the Pikes Peak Region, and later became development director for Teen Resources.

Her interest in helping people achieve their potential has found another outlet as a partner and consultant in Rocky Mountain Learning Enterprises, an institute providing training in nature-based learning and other areas.



Johanna "Jo" Donlin,
Health Care Program Manager, National
Conference of State Legislatures

Getting the Facts for Legislators

On any given day, Jo Donlin might field inquiries about chicken pox vaccinations and long-term care while planning a conference or finishing a publication.

Donlin, a 1996 M.P.A. grad, is a program manager with the National Conference of State Legislatures (NCSL), a bipartisan organization that provides research and technical assistance to all 50 state legislatures and U.S. territories. Her job includes analyzing long-term care and immunization policy as well as managing a special project that tracks state activities related to the Olmstead vs. L.C. 1999 U.S. Supreme Court decision.

"The NCSL is not your typical nonprofit," notes Donlin. Grants, dues, national meetings and publication sales fund the organization.

A public servant who really believes that public service matters, Donlin began her career with staff positions for Wyoming state and U.S. legislators. A native of Casper, she received a B.A. in English from Colorado College. Donlin credits GSPA with enhancing her critical thinking skills. "I'm concerned that more and more people have a negative view of public service," she says. "I hope it doesn't discourage younger people from following that path." 🏠

COOPERATION KEY

to Quality of Life, Supporters Say

Bringing nationally acclaimed speakers to address Colorado legislators and the GSPA community, the Legislative Leadership Lecture is a prime opportunity for nonpartisan discussion of Colorado's most pressing issues. And supporters like Rutt Bridges of the Bighorn Center for Public Policy and Mark Safty of Holland and Hart say "there is no more important commitment."

A self-described "public policy junkie," Safty joined the law firm of Holland and Hart 17 years ago and has spent the past 12 years in project finance and infrastructure development. His work takes him to more than two dozen states and to nations on every continent. Safty first got involved with GSPA when Kathleen Beatty became dean and asked him to serve on the school's advisory board. While he has been active with the Colorado Forum, the Denver Metro Chamber of Commerce, the Global Advisory Board, and the Colorado Economics Club, Safty saw the dean's invitation as an opportunity to learn even more about public affairs.

"The Legislative Leadership Program is a vibrant component of the Graduate School of Public Affairs," Safty says.

"When funding issues arose, I felt it was too valuable to see it cut back or dropped." Safty approached members of his firm and arranged to pay speakers' fees so the series could continue. "The program is a great way to get people together from the business community and beyond, to gather people from all sectors and promote dialogue on policy

issues at all levels. I want to do what I can to keep it going and imagine ways to make it even better."

Such sentiments are echoed by Bridges, CEO of the Bighorn Center for Public Policy, perhaps best known



Mark Safty



Rutt Bridges

for advocating the legislation behind the Colorado No-Call List. After a very successful career as a geophysicist, Bridges discovered his own passion for policy and politics upon reading an article about DNA "fingerprinting" of criminals. After further study revealed a strong link between burglary and sexual assault, Bridges worked with a legislator to pass a bill to expand DNA fingerprinting to a wider range of convicted felons. He became hooked on the process. A founding member of the advisory board for the Bard Center for Entrepreneurship Development at CU-Denver's Business School and a board member for the CU Foundation, Bridges formed the Bighorn Center in 1999 to improve Coloradans' quality of life by identifying, developing, and promoting nonpartisan public policies through effective, efficient state and local gov-

ernment, and by recruiting and training leaders who share these values. He sees a natural alliance between the center and the Legislative Leadership Program.

"The goal of each is to bring together people of different political perspectives to create a sense of cooperation and a bipartisan approach to policy issues," says Bridges, who supports both the lecture series and the Legislative Leadership Forum, a two-day workshop for legislators held every other year. "The speakers are people who have been in the thick of it and can provide a substantive discussion."

Held during each session of the Colorado General Assembly, the series features a prominent speaker discussing issues relating to representative government. The inaugural lecture in 2000 brought Pulitzer Prize-winning political journalist David Broder of the *Washington Post* to speak to legislators and the GSPA community. The 2001 lecture featured Dinesh D'Souza, public policy author, speaker, and Hoover Institution researcher. (See page 2 for details on this year's lecture featuring Former Colorado Congresswoman Pat Schroeder and former Wyoming Senator Alan Simpson.)

"Like the Bighorn Center, GSPA's Legislative Leadership Lecture brings together disparate ideologies to create better solutions for Colorado," says Bridges. Safty agrees. "While such discussion is an end in itself," he says, "we need to raise the level of discussion by defining further outcomes and producing tools to address change. Somebody needs to gather information and address solutions — GSPA has convened that group." 🏠



As a public institution, the Graduate School of Public Affairs is a community resource, one that cannot succeed without your support. We rely on the continued and increased support of our generous donors to educate and train tomorrow's public servants, to impact public policy, and to serve the public sector.

Your gift helps GSPA continue to thrive by attracting top-notch faculty, providing innovative programs such as the Accelerated M.P.A. and Program in Domestic Violence, and offering scholarships to deserving students.

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FROM THE WEST

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VIEWS

FROM THE WEST

Hello from Baghdad! *July 2003*

I finally just needed to make a moment to e-mail you. Thank you so much for your letters and kind thoughts since I've been deployed. It's nice to know one is being thought of and to hear news from home.

I am sorry I haven't written sooner, but as you can imagine we've been very busy. My main project since about mid-May has been working with the team to create the Baghdad City



GSPA student and former mayor of Glendale, Joe Rice is currently stationed in Baghdad as part of the 308th Civil Affairs Brigade as a liaison officer for civil administration issues to the Office of the Coalition Provisional Authority. A 15-year Army reservist, Rice resigned as mayor when he was given the task of working with the U.S. Department of State to establish a citizen advisory council in Baghdad.

Council. It's been a good use of my combination of military and civilian skills. In addition to being one of the members developing the policy and procedures, my job has been to translate the directives into military tasks. It is the units and soldiers in Baghdad who really put this whole thing together.

In late May, I put together a training package that was used by the units in the field to bring this about. I was fortunate to attend dozens of meetings with locals where these neighborhood councils were discussed in the course of developing the training and to see how it was working once it was issued.

The first city council meeting was held last Monday — a significant milestone, both in substance and perception, though there is still a lot of hard work ahead.

I miss my family terribly, as you might imagine. However, at least we've had regular phone calls and Internet access now for the last month and a half or so, so I am able to talk to my wife and kids often. That helps a little.

This is probably wishful thinking, but I still hope to be able to find time to work on my last two classes while I am here. Maybe there will be some time once we pull out of Iraq and are waiting at the port to ship our vehicles.

They haven't given us a redeployment date yet, but we have good reason to expect we'll be home by November or December based on what we've seen with other units. That at least gives us a mark on the wall.

Thanks again for the letters. I will try to e-mail more in the future now that things are getting somewhat into a pattern!

*Take care,
Joe*

LTC Joe Rice
CJTF-7 LNO to OCPA
for Civil Administration
ricej@orha.centcom.mil



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