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LEADERSHIP DEVELOPMENT AND CONTINUITY IN A VOLUNTARY PROFESSIONAL ASSOCIATION: THE CASE OF SECOPA

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This article examines the problem of leadership continuity in voluntary professional organizations against the historical backdrop of the Southeastern Conference for Public Administration (SECOPA). In this sense, a dual focus appears; the major issue of continuity of leadership and various issues related to the role, scope, and function of SECOPA as it attempts to address continuity of leadership within the larger framework of the American Society for Public Administration (ASPA).

CONTINUITY OF LEADERSHIP

A critical issue in the history of societies and their institutions has been that of the development and continuity of leadership. contemporary societies have resolved this issue by moving towards a bureaucratic model in the organization of the modern and of many of the large-scale enterprises within the societies. Within this framework, other organizations tend to be less formally structured. This is particularly true in America where, as long ago as 1833, Alexis de Tocqueville found that "Americans of all ages, all stations in life, and all types of dispositions are forever forming associations." [1]

While there has been a large volume of writing with respect to the voluntary organization, very little of the research and literature has been concerned with the governance of the

institution. [2] There has been considerable research on the nature of volunteerism in these types of organizations and some investigation of the formalization process within various types of voluntary agencies. Where the process of formalization does occur, it does so within the paid professional staff, but because of the agency's dependence upon its membership or volunteers, it does not complete the process as does a formal organization. [3] The degree of formalization would depend upon the type of voluntary organization, its mission, the nature of its membership, or the nature of the volunteers. Voluntary, professional associations present a special situation with respect to the formalization process, in general, and to the development and maintenance of leadership, in particular.

NATIONAL ASPA

The American Society for Public Administration (ASPA), a voluntary professional association, may find the issue of leadership development and continuity much more critical than many other voluntary, professional associations, given the nature of its membership. While Stone provides a description of the events which led to the creation of ASPA [4], there is not, at present, a history of the Society from the perspective of its formalization with a professional headquarters staff and a structured committee system to carry out the affairs of the organization.

The issue of how to continue the effective use, for the benefit of the Society's members, of individuals who have reached the positions of national president and national council member has been partially addressed by the simple expedient, at least for past Society presidents, of placing them on the national council. However, once the terms of both the past presidents and national council members expire, these individuals are frequently set adrift and their valuable talents are lost to the members of the Society or called upon only in rare circumstances. The need to retain this valuable experience in societal leadership clashes with the need to develop rising, new leaders from among the members. Hence, a difficult, critical task is further complicated by this requirement of developing

new leadership. The issue is one which is faced not only by the national Society but by at least every one of the Society's chapters.

SECOPA

The recent incorporation of Region V of the American Society for Public Administration as the Southern Conference for Public Administration attempts to address the issue of leadership development and continuity from several different approaches. For readers unfamiliar with the events leading to the incorporation, their attention is directed to a previous article by the authors describing the history of the Region. [5] There is no need in this article to reiterate facts and events described in that article nor to dwell on the data of the annual meetings [6] which are presented in Table 1 for the four-year period of 1977 through 1980.

The purposes of this article are: 1) to record the events, primarily in tabular form, transpiring since the publication of the previous history of the region in June, 1977; 2) to summarize the high points of the Charter of Incorporation and the subsequent By-laws, particularly as these points address the matter of leadership development and leadership continuity; and 3) to delineate some of the matters and issues that need to be addressed in the future as the Conference leadership moves to implement the new, corporate organization.

On June 23, 1978, nine ASPA members from various Florida chapters signed the Articles of Incorporation which had been drafted by a committee headed by Jefferson Duffey of the Central Florida Chapter. [7] The Articles were officially filed with the Secretary of State of the State of Florida on September 14, 1978, whereupon the Charter Number of 744271 was issued to the Southeastern Conference for Public Administration, Inc. [8] Under the provisions of the Articles, the original incorporators serve as the Board of Trustees for the corporation with the power to appoint additional trustees to the maximum number of fifteen. At its initial meeting held at the Annual Meeting in Charleston (October, 1978), the trustees elected Walter N. Lambert (East Tennessee Chapter), Jefferson S. Duffey (Central

TABLE 1
SUMMARY DATA: ANNUAL MEETING, 1977-1980

Year:	1977	1978	1979	1980
Location	Knoxville	Charleston(f)	Montgomery	Orlando
Annual Meeting				
Chairman:	Lambert/Wellborn	Pylant	Vocino/Rabin	Holten
Program Chairman:	Robson/Spath	Hamrick/Tyer	Voctio/Rabin	Duffey
No. of Program Days:	2.5(a)	2.5(a)	2.5(b)	2.5
No. of Tracks:	5	7	9	7
No. of Panels:	35	30	43(b)	40
No. of Panel				
Part./Speakers:	151	145	176	148
No. of Attendees(c):	220	191	202	188
No. of Chapters providing Fin. Support:		9	7	(g)
Total Revenues:	\$5438.50	\$9035.35	\$8864.00	\$5746.00
Total Expenses:	4845.28	7055.99	6837.90	4678.00
Surplus/(Deficit)(d):	593.22	1979.36	2026.10	1068.00
Membership Forum:	-	-	-	-
Presidents Meeting(e):	X	X	X	X
Candidates for President-Elect:	-	-	-	X

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TABLE 1 (Cont.)

- (a) Does not include a one-day pre-conference workshop.
 (b) Does not include a pre-conference NASPAA Peer Review Workshop.
 (c) Paid attendees.
 (d) Starting with the 1977 Annual Meeting in Knoxville, surplus funds are allocated as follows: one-third, Conference Treasury; one-third, Chapter hosting Annual Meeting; and one-third to SOUTHERN REVIEW OF PUBLIC ADMINISTRATION.
 (e) With Charleston meeting and thereafter, meeting will be of the Board of Directors of the Southeastern Conference for Public Administration, Inc.
 (f) Charleston conference included an exhibitors display consisting of three private companies, one consultant, the National Society and two University Bureaus; funding was also provided by three private companies. Also, one-half day of free time was included as well as an outside-the-hotel social activity.
 (g) Chapters are now assessed yearly dues.

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Florida Chapter), and Donato J. Pugliese (Georgia Chapter) as additional members of the Board of Trustees of the corporation. Lambert was elected Chairman of the Trustees. At a meeting of the chapter presidents and other persons constituting the leadership group for the Region, now designated the Board of Directors by the Articles of Incorporation, Lambert was elected Chairman of the Board. He appointed a committee, chaired by Jill Pylant (South Carolina Chapter), with the instructions to develop By-laws to be presented to and considered by the Board of Directors at its annual meeting in Montgomery. After deliberation and the adoption of amendments, the By-laws were officially adopted by the members of the Board of Directors at its meeting in Montgomery (Friday, October 12, 1979).

Figure 1 lists the Chairmen and Vice Chairmen of the Board of Directors for the years 1978-1979 through and including 1981-1982.

The corporate mechanism is a voluntary one; chapters may elect to become part of the corporate structure by subscribing to the Articles of Incorporation and by ratifying the By-laws. It is this action by a chapter which defines an ASPA member as a member of the Southeastern Conference for Public Administration. (The Articles of Incorporation do not permit the solicitation of members who are not members of the national Society.) A subscribing chapter is assessed an annual membership fee which has been set by the Board of Trustees at fifty cents (\$0.50) per chapter member not to exceed a maximum of fifty dollars (\$50) per chapter. This annual membership fee replaces the yearly assessment made by chapters for the support of the Annual Meeting. ASPA members, who are not members of subscribing chapters and institutional units wishing to affiliate with the Conference may do so upon the payment of a modest service fee. At the present time, all ASPA members in the SECOPA Region receive SECOPA information at SECOPA expense.

While the Board of Trustees provides for corporate and, particularly, fiduciary answerability to the State of Florida, the governing function for the Conference is lodged in a Board of Directors. Membership on the Board of Directors is based

FIGURE 1
CHAIRPERSONS AND VICE CHAIRPERSONS
BOARD OF DIRECTORS

<u>NAME</u>	<u>STATE</u>	<u>TERM OF OFFICE</u>
Walter N. Lambert - Ch	Tennessee	1978-1979
Jill Pylant - V Ch	South Carolina	1978-1979
Donato J. Pugliese - Ch	Georgia	1979-1980
Carol Glassman - V Ch	Florida	1980-1981
Jefferson Duffey - Ch	Florida	1981-1982
Kathryn Wallace - V Ch	Mississippi	1981-1982

primarily on a person's service as a president of an ASPA chapter in the Southeast Region (V), a chapter which has formally prescribed to the Articles of Incorporation. Incumbent chapter presidents or their officially-designated representatives automatically serve on the Board. Incumbent regional council members are also eligible to serve on the Board of Directors during their terms of office on the National Council. Past presidents become eligible to remain as members of the Board of Directors by the payment of a modest annual fee set by the Board of Trustees.

Leadership development and leadership continuity are enhanced by the existence of the Southeastern Conference for Public Administration in three different ways. First, the existence of an additional formal organization provides another set of offices which have to be filled. In essence, this increases the pool of positions available to those individuals who wish to involve themselves in the leadership and management processes of the Society. More importantly, this provides bridges between the activities of the chapters and those of the national Society. As an example, for some individuals the regional organization provides a training ground for activities and responsibilities carried on at the national level of the Society. Specifically, the Conference has used the regional structure for "grooming" prospective candidates for national council seats from Region V (Figure 2).

A second way in which the Conference addresses the issue of leadership development and continuity is by providing a vehicle for chapter presidents to continue to participate in the leadership and management processes of the Society at the regional level. Whether a chapter president remains active or not in his or her chapter, once he/she serves as a member of the Conference's Board of Directors, that person is then eligible to remain on the Board of Directors of the Conference. Membership on this Board, however, is no pro-forma matter. Not only is a past president required to pay a nominal fee as an expression of his/her commitment, but he/she must participate in the Board meetings. [9] In essence, this provision reflects the Katz and Kahn energetic input-output model wherein "... in ... voluntary organizations the output reenergizes the activity of

FIGURE 2
REGIONAL COUNCIL MEMBERS, SOUTHEAST REGION (V)

<u>NAME</u>	<u>STATE</u>	<u>TERM</u>
Jefferson S. Duffey	Florida	1971-1974
Donato J. Pugliese	Georgia*	1972-1975
Orba F. Traylor	Alabama	1973-1976
Frank R. Spence	Florida	1974-1977
William A. Jones	Georgia	1975-1978
Walter N. Lambert	Tennessee	1976-1979
Picot Floyd	Florida	1977-1980
Thomas Vocino	Alabama	1978-1981
Gerald O'Neil	Florida	1979-1982
Jilly Pylant	South Carolina	1980-1983
Walter Anders	Florida	1981-1984

Several members from the Region were elected to at-large seats: Patrick Conklin, 1975, Virginia, before the state was shifted to Region II; Maynard Jackson, Georgia, 1973-1976; Carolyn Lawrence, Florida, 1979-1982; Tyrone Baines, North Carolina, 1980-1983.
* Originally elected from Tennessee.

organization members in a... fashion" [10] and "...the behavior of members is expressive rather than instrumental and the decision to give or withhold organizational inputs is individual and direct." [11]

Simply stated, the success of the Conference and the Board of Directors as its governing instrument depends upon whether it is perceived as returning "enough of psychic satisfaction to its members to motivate their continuing investment of energy." [12] Conversely, if members who have served as presidents of chapters wish to invest their energies into the system, a continuing opportunity is available by which they may do so.

Finally, the formal Conference structure provides an opportunity to return home for those who serve as members of the National Council from Region V. These regional representatives during their terms of office on the National Council and on the Conference Board of Directors will serve as liaison between the national Society and its leadership and the Conference and its leadership and membership. However, and very importantly, when the terms of these regional members of the National Council expire, the formal structure of the Conference not only provides a mechanism for their continuing participation in ASPA affairs but also permits the Region to create a ready pool of individuals with talent, experience, and knowledge of societal matters that enhances service to the general membership of the Conference and the Region.

In conclusion, the structure of the Board of Directors provides the opportunity for those persons involved in leadership activities at the chapter, regional, and national levels of ASPA to continue their involvement on their own initiative. While the corporation provides a leadership structure that may meet the needs of those who have been involved in leadership positions, how does the structure open the system to those members of the Region who have not served as chapter presidents? In the past, the main vehicle for participation has been the Annual Meeting. In the future, the Annual Meeting will still play an important role. The successes of past Annual Meetings have created a demand situation wherein chapters competitively bid several years in advance for the privilege of sponsoring the meetings, as Figure 3 indicates.

FIGURE 3
ANNUAL MEETING SITES
1981-1984

YEAR	LOCATION
1981	Jackson, Mississippi
1982	Louisville, Kentucky
1983	Tallahassee, Florida
1984	Memphis, Tennessee

THE FUTURE

While an increasing number of individuals have been involved in developing and participating in the program of the Annual Meeting, the potential for expanding the opportunities for participation (not as attendees but as organizers, panelists, etc.) is enormous both among the present members of the Society and those who are prospective members. The increased involvement of members should be a primary goal of SECOPA in the future and the Annual Meeting should be one of the major instruments for its accomplishment. Adoption of the policy that allocates one-third of the surplus funds from an Annual Meeting to the host chapter provides an incentive for achieving this goal.

Currently, the By-laws provide that one-third of any Conference surplus be awarded to the Foundation which supports and publishes the *Southern Review of Public Administration*. Fluctuations in the Annual Conference surplus have resulted in substantial variations for journal support. The SECOPA Trustees are now proposing policy changes which would stipulate a fixed annual contribution for journal support, independent of any Annual Meeting surplus.

The new corporate structure, providing for a more formal, continuous leadership system than existed in the past, will permit the Region to move into new directions, beyond the sole activity of the Annual Meeting. While the exact directions and their respective priorities will be determined as the result of policy deliberations among the constantly evolving leadership group of the Region, the chapter officers, and the membership, there are certain activities that would appear to be indigenous to

the interests of the members of the Society that can be tentatively explored at this time.

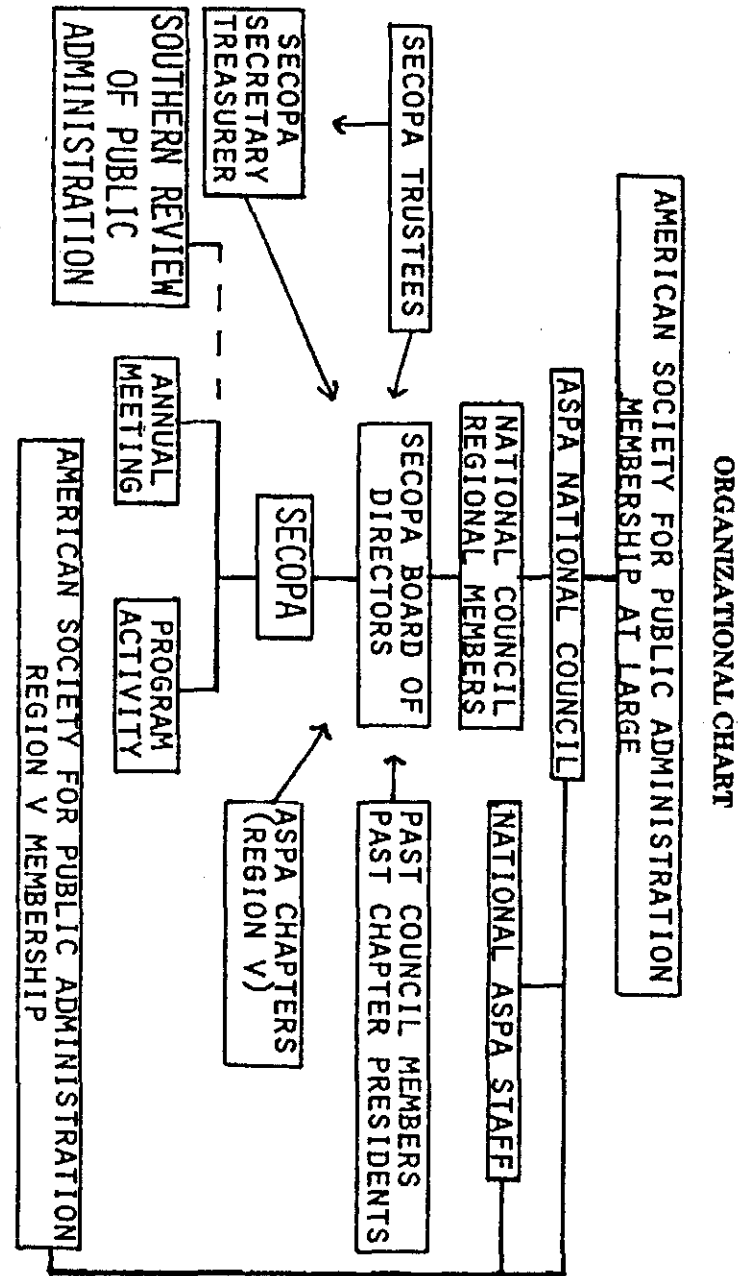
First, the corporate structure provides an opportunity and vehicle by which the Region may enhance the national Society's programs either through assisting in their implementation or by supplementing them. Most importantly, the Region may now serve as an effective bridge between the national leadership structure and the chapters.

At the regional level, a number of new activities may be explored. With the Southeastern state governments having a history of strong regional organizations, the Conference may be in a position to provide a formal relationship between the professional public administration community and these regional organizations. The same may be true with the individual state governments and with the regional staff of national governmental agencies. SECOPA may be a more effective vehicle for working with these governments and agencies than the separate chapters or it may be in a position to assist chapters in activities of this nature. A wide range of activities could be the result of such relationships---activities such as research projects and training programs.

In terms of institutional building, SECOPA needs to think about expanding its indirect membership by participating actively in recruiting members for ASPA. It needs also to develop institutional support of SECOPA among governmental, academic, and research agencies that will provide both a base of financial and program support that will contribute to the quality of the programs and services to be delivered to the membership in the Region.

Finally, the Conference may need to move in the direction of providing support for chapter building and chapter maintenance in terms of fostering new chapters, increasing and maintaining membership size in existing chapters, and in supporting strong chapter programs. It needs to pay close attention to the matter of communication among the Board, chapters, and individual members.

Throughout all of this, however, the leadership and membership must be concerned that as a voluntary association the Conference will "grow and gain momentum toward formaliza-



tion of structure, (and) as growth in size of membership proceeds...there will be an increasing emphasis upon conformity and status." [13] On the other hand, according to Katz and Kahn, "...one mark of effective leadership is the ability to subordinate structure when situational requirements are clear and popular support is adequate. The subordination of structure...is the behavior that flows reasonably from an adequate attainment of system perspective." [14] Thus, the challenge is clear to all of us as practitioners and scholars in the art or science of administration and involved in the exercise of institutional building: how do we use the conceptions of administration to move SECOPA forward in the development of membership programs and services without developing into a traditional, bureaucratic structure? The authors believe this is a challenge worthy of our attention.

NOTES

1. Alexis de Tocqueville (1969). *Democracy in America*, edited by J.P. Mayer, a new translation by George Lawrence, Garden City: Doubleday, p. 513.
2. See William A. Glaser and David L. Sils (eds.) (1966). *The Government of Associations*. Totowa, N.J.: Bedminster Press. De Tocqueville comments that "the Americans too have provided a form of government within their associations, but it is, if I may put it so, a civil government." (*Ibid*, p. 196)
3. Glaser and Sils, *Ibid*, p. 108. See Harold L. Wilensky (1966). *Intellectuals in Trade Unions*. Glencoe: Free Press, for a description of the formalization process in American trade unions.
4. Donald C. Stone (1975). "Birth of ASPA--A Collective Effort in Institution Building." *Public Administration Review* 35 (January/February):83-93.
5. Jefferson S. Duffey and Donato J. Pugliese (1977). "The Southeast Regional Conference." *Southern Review of Public Administration* 1 (June):14-24.
6. Henceforth, a distinction of terminology needs to be remembered by the reader as he/she proceeds with this article. The term, Annual Meeting, now refers to the program panels and sessions held yearly, usually in October, in various locations within the Region. Conference now, more appropriately, applies to the organization as the word is defined in *Webster's Third New International Dictionary*: "An association of firms in the same business for carrying out a common policy." All one needs to do is substitute the word chapters for the word firms in this definition.
7. The original ASPA member incorporators are: Cynthia Redeker, Peter A. Korn, C.E. Teasley, III (temporary secretary), William Earle Klay, Augustus B. Turnbull, III (temporary chairman), Jack G. Tucksfield, Robert K. Whelan, Jamil Jreisat, and Donald G. Sanford.
9. By-laws of Southeastern Conference for Public Administration, Inc., Chapter 3, Section 2: "Eligibility for membership on the Board of Directors will be withdrawn when a Director fails to pay dues as a Director for any year of his eligibility or misses two consecutive annual meetings of the Board."
10. Daniel Katz and Robert L. Kahn (1978). *The Social Psychology of Organizations*. New York: John Wiley and Sons, 2nd ed., p. 20.

11. *Ibid*, p. 238.
12. *Ibid*.
13. Bernard Berelson and Gary A. Steiner (1964). *Human Behavior: An Inventory of Scientific Findings*. New York: Harcourt, Brace & World, p. 366, quoting Stuart Chapin (1957). "Social Institutions and Voluntary Associations," in Joseph B. Gittler (ed.). *Review of Sociology: Analysis of a Decade*. New York: Wiley, pp. 259-88.
14. Katz and Kahn, *Ibid*, p. 544.