

Forty-Third Class of Congressional Fellows Begins 1995-96 Program

Winners of the 1995-96 Congressional Fellowship Program competition for political scientists, journalists and federal employees were announced in the September 1995 issue of this publication.

In addition, medical professionals and international participants have been selected to be Congressional Fellows.

Robert Wood Johnson Health Policy Fellows

Michael A. Ashburn, M.D., M.P.H., Associate Professor of Anesthesiology, and Medical Director, Pain Management Center, University of Utah

Diane M. Becker, Sc.D., M.P.H., Associate Professor, Division of Internal Medicine; The Johns Hopkins Schools of Medicine; Public Health; and Nursing

P. Pearl O'Rourke, M.D., Associate Professor of Anesthesiology and Pediatrics, University of Washington School of Medicine; and Director, Pediatric Intensive Care Unit, Children's Hospital and Medical Center, Seattle

Jonelle C. Rowe, M.D., Professor of Pediatrics, and Chief, Division of Neonatal-Perinatal Medicine, University of Connecticut School of Medicine

David P. Stevens, M.D., Vice-Dean; and Scott R. Inkley Professor of General Internal Medicine, Case Western Reserve University School of Medicine, Case Western Reserve University

Wendy B. Young, R.N., Ph.D., Associate Dean for Academic Affairs; and Associate Professor, Department of Administrative Studies in Nursing, College of Nursing, University of Illinois at Chicago

Carl Albert Fellow

Jonathan D. Mott, Ph.D. Candidate and Graduate Research Assistant, Carl Albert Congressional Research and Studies Center, University of Oklahoma

German Fellows

Thomas Greven, Ph.D. Candidate and Research Assistant, John F. Kennedy Institute for North American Studies, Freie Universität Berlin

Hans-Joachim Hogrefe, M.A., University of Munster

French Fellow

Frederique Sandretto, Journalist and Ph.D. Candidate, Institut d'Etudes Politiques, Paris

Section News

The Presidency Research Group and the Archivist of the United States

Formed in 1981, the Presidency Research Group represents some 430 professional scholars specializing in the study of the presidency. Its membership crosses disciplines, including history, communications, and economics, but its primary base of membership is among political scientists. The PRG has a long-standing professional interest in the activities of the National Archives. And as regular users of the Archives, we are concerned with its leadership. The members of our organization have given substantial thought to the issues to be dealt with by the Archivist of the United States and to the nomination of Governor John Carlin to fill that position. In addition, the Presidency Research Group is an active sponsor in *PRESIDENT*, a public/private partnership working to bring the materials of the presidential libraries system onto the Internet. As such, the Presidency Research Group has both a philosophical and pragmatic interest in the conduct of the National Ar-

chives and in the selection of its director, the Archivist of the United States.

In February, with the position of Archivist still to be nominated, the officers and board members of the Presidency Research Group developed and refined resolutions to underscore the importance of selecting a person with suitable experience for the position. We believe such experience includes: managing a large government executive or large private organization, promoting the proper treatment of government records, direct familiarity with both legislators and chief executives, understanding of the National Archives and Records Administration operations and its scholarly research role, and a proven record suggesting such a person would administer the Archives in a nonpartisan manner. In addition, we outlined public policy areas of particular concern to us, including the development of electronic access to governmental records and expanded participation by users on advisory boards considering policies of accessing information. These resolutions were used to develop interview questions to direct to candidates for the Archivist position. Two of our officers, Professors Terry Sullivan and Martha Kumar, interviewed Governor Carlin and reported back to the membership. An electronic cross-country dialog continued with the purpose of applying the consensual resolutions to the consideration of Governor Carlin, who by that time was the President's nominee.

At the conclusion of an intensive exchange of views, the board members determined that Governor Carlin has a background suitable to be Archivist of the United States.

Statement Submitted by the Presidency Research Group to the Senate Committee on Governmental Affairs Concerning the Nomination of John W. Carlin to Be Archivist of the United States

Formed in 1981, the Presidency Research Group is an organization representing the nation's scholars interested in the presidency and as

such has a particular interest in the appointment of the Archivist of the United States. As regular users of the Archives, we are concerned with its leadership. Almost all of our seventeen officers and board members regularly use the National Archives in their professional research. In addition, the Presidency Research Group is an active sponsor of PRESIDENT, a public/private partnership working to bring the presidential libraries onto the Internet for improved access by scholars and the general public.

The board and many members of our organization have given substantial thought to the issues around the appointment of the Archivist of the United States and to the nomination of Governor John Carlin to fill that post. Beginning in February, we established a series of qualifications for the post, engaged in a continuous debate on the position, conducted an interview with Governor Carlin, and completed a discussion of Governor Carlin's background, professional qualifications, and past experiences.

The board members of the Presidency Research Group agree Governor Carlin has a professional background appropriate for managing the National Archives and Records Administration. We believe his sixteen years in elected political office have provided him with a firm base for managing an agency the size of the National Archives and Records Administration. He has experience successfully managing a large work force, he comes with the standing needed for an Archivist to maintain a position of independence, and he has a history of successfully working with elected officials on both sides of the aisle. First, his management experience. His eight years as governor of Kansas and his eight years in the state legislature, including two years as Speaker of the House, are experiences relevant to the challenges of managing an executive agency. In his service in both the executive and legislative branches, he regularly created budgets, developed policies on a broad range of subjects, managed a large government service many of whose employees

were covered by civil service status, and operated in a context where opposing parties controlled the executive and legislative branches. He handled a budget of considerable size and a large state work force. In his last fiscal year in office, Governor Carlin worked with a budget of expenditures of \$3.629 billion dollars and revenues of \$4.112 billion.¹ In that year there were 42,857 full time employees of the state.² In its 1993 annual report the National Archives and Records Administration describes itself as having 3,068 employees and a budget of \$167,897,000.³ It is a substantially smaller operation than what Governor Carlin has proven capable of handling in the past.

Strong management experience is critical in the selection of an Archivist of the United States as the agency has been without a head for approximately half of the ten years it has been an independent executive agency. Without a permanent portfolio, no acting head can lead an agency in the manner one can with the confirmed authority of the nomination process. Of the five years that the Archives did have an Archivist, your committee found sharp fault with the management practices exercised during three of those years. In "Serious Management Problems at the National Archives and Records Administration," your committee reported that you "found that the management of the National Archives and Records Administration has, during the years 1989–1992, reflected a pattern of expedience and control which has been regularly substituted for sound management."⁴ In particular you cited problems with leadership at the top of the agency. "Archivist Wilson bears primary responsibility for the myriad of expedient and short sighted actions raising questions of compliance with laws, regulation, and standards of conduct detailed in the report."⁵ With a ten year history of unsteady leadership, management issues are the penetrating issues facing the National Archives and Records Administration.

An Archivist of the United States must provide an environment of stability and continuity within

which agency experts can focus on their particular specialities. With a surfeit of archivists already within the agency, the Archivist of the United States first and foremost needs management skill. As a manager, he can call on staff to develop specific agency policies. In our interview with him, Governor Carlin confirmed that "in my judgment, the person at the top needs to be as much as anything a manager, an administrator, a leader, a spokesperson, a salesman."⁶ As governor, he appointed people whom he considered to be talented and then let them do their work. Robert Harder, who served five governors of both political parties as Secretary of Social and Rehabilitation Services, including Governor Carlin, commented on his management style. "Once a secretary was appointed, he was expected to do his job," the secretary observed. "He made no pretense of being an expert on welfare programs or hospitals and institutions. He hired us to do that."⁷

Governor Carlin's proven management style of inclusion has historically involved a broad range of people. He explained his management style. "One of my management techniques is to involve people through the ranks so that when a decision is made you have leadership and support built into the whole delivery system," he told us. He called for a style emphasizing the involvement of those throughout the system "rather than all wisdom at the top deciding what to do and then telling those folks down through the chain of command what to do," he continued. "But if the person in the field has some ownership or one of their colleagues is a part of putting it together, they are far more likely to be supportive of the program." His style of inclusion could easily work to the benefit of the Archives. When he was chairman of the National Governors Association in 1984–1985, he made state efforts to stimulate foreign investment and the creation of export markets a centerpiece of his work with the group.⁸ His history of working with business groups puts him in a good position to raise additional funds for activities, such as exhibits, that

lie outside of the core of the mission of the National Archives.

In addition to recognized experience, Governor Carlin also brings the standing that a successful state-wide officeholder develops through repeatedly facing the electorate. His reputation is an asset that he is likely to protect, not squander. Such standing is invaluable in dealings with other institutions and their personnel. As the Archivist of the United States, the appointee needs standing to deal effectively with people in the executive and legislative branches. A peer is better able to say to a President that a particular action with government records would be unwise. In addition, an official who has had to face an electorate can have a sense of the boundaries of decision-making. A person who is a professionally trained specialist, may wander into difficulties that a person who has faced an electorate would recognize as a problem. The recent problems at the Air and Space Museum concerning the proposed Enola Gay exhibition provide an illustration of the shoals that a specialist can wander onto and the damage that can result. As the year began, 81 House members signed a petition calling for the ouster of the director.⁹

A former elected official who has gone through the process of opening his own records, Governor Carlin is aware of the issues involved in making such records available. Having made his own gubernatorial records available, Governor Carlin has a demonstrated record of carrying out an open information policy with government records. "Before Governor Carlin's day, governors owned their papers and disposed of them as they saw fit" observed a person familiar with the gubernatorial records process in Kansas. "Most sanitized them and then deeded what was left to the State Archives with very strong reservations on their use. One former governor simply burned his records. In fact, before Governor Carlin came into office, a governor's records were a lot like the worst nightmare of the Presidential Records Act: the chief executive completely controlling and manipulating the record. Governor Carlin changed that by

creating a tradition of openness and access."¹⁰

Governor Carlin's bipartisan support from members of Congress indicates that he has the base to administer the National Archives in a nonpartisan manner without regard to the considerations of a political party. In his eight years as the governor of Kansas, he operated in a political setting that required the development of bipartisan coalitions to govern. While a Democrat, he was able to successfully deal with a Republican legislature. Robert Harder, Secretary of Social and Rehabilitation Services, noted Carlin's gifts in dealing with the legislature. "He certainly knows how to plot a legislative strategy," he said. "He knows how to count. During his eight years, not a single veto was overridden by the legislature, which demonstrated that he understood just how much support he could get."¹¹ As Archivist, his expressed intention is to serve in a nonpartisan manner. "I intend to be literally nonpolitical in terms of partisan politics," said Governor Carlin in our interview with him. "I am leaving partisan politics. I am going into a position where I serve several branches and both political parties. And the only way to do that is to be a true, legitimate, independent person. I intend to treat this like a judgeship. To be nonpartisan; to do what is right and serve all branches of government." Carlin's words should serve as the standard that he is held to by the Congress and by those interested in the operations of the Archives.

The National Archives serves as our national memory yet it has been the object of neglect by those it serves. In its ten years as an independent executive agency, it has had an Archivist for barely half of those years. Assuming that those leaderless years were dissipated in searches for an ideal candidate, no one has emerged who satisfies all of those involved in the process. It is now time to move on and fill that position with a professional who has the background to manage an independent executive agency and who has the support of officeholders from both sides of the aisle.

Governor John Carlin is such a person.

Notes

1. Council of State Governments, *Book of the States, 1990-91* (Lexington, Ky.: The Council of State Governments, 1990), vol. 28, p. 292.
2. *Ibid.*, p. 358.
3. National Archives and Records Administration, *Annual Report, 1993*, The National Archives at Sixty, pp. 42-43.
4. Report by the Committee on Governmental Affairs, United States Senate, *Serious Management Problems at the National Archives and Records Administration* (Washington, D.C.: U.S. Government Printing Office, 1992), p. 37.
5. *Ibid.*
6. Interview with John Carlin, Terry Sullivan and Martha Joynt Kumar, May 3rd, 1995.
7. Telephone interview with Robert Harder, Martha Joynt Kumar, May 16, 1995.
8. See John Herbers, "Study Says States Seize Initiative on World Trade," *The New York Times*, August 5, 1985.
9. John Healey, "Government and Commerce," *Congressional Quarterly Weekly Report*, January 28, 1995, volume 53, no. 4, p. 274.
10. Background interview, Terry Sullivan, May 19th, 1995.
11. Harder interview.

An Exchange of Letters

To: Larry Berman, President,
Presidency Research Group

I was astonished and appalled to read that Martha Kumar testified *on behalf of the Presidency Research Group* in support of the Carlin nomination.

In your most recent newsletter you produced a fine statement about the need for a qualified Archivist of the United States. It seems that you then proceeded to toss it into the nearest wastebasket in order to support an out-of-work friend of Bill and Bob who possesses none of the qualifications your statement calls for.

The nomination certainly violates the spirit of the law and perhaps its letter. The PRG support of it, especially coming after your declaration on the post, makes the group look ridiculous.

I am sorry that I recently renewed my membership in the PRG.