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NORMS AND VALUES FOR A PUBLIC ADMINISTRATION ETHICS

by

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A thesis submitted to the

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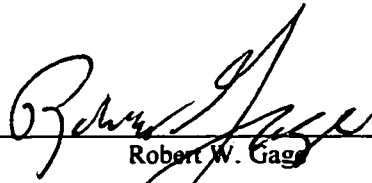
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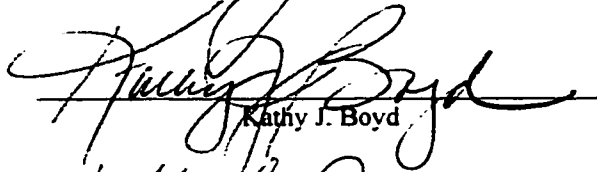
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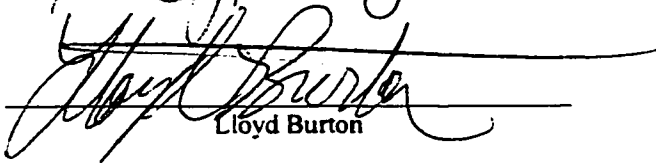
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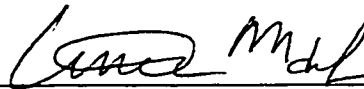
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Norms and Values for a Public Administration Ethics

Thesis directed by Professor Robert W. Gage

ABSTRACT

This dissertation examines the importance of career civil servant attributes or values that have been posited in the public administration literature during the last century, and tests whether there is a distinct public administration ethics for the career bureaucracy based on those values. The work reports on normative expectations and public management values among Colorado government employees, state legislators, and voters. In recognition of the increasing professionalization occurring within the bureaucracy, the work also empirically tests the "separatist thesis"—that professions have a morality or ethics of their own, different from and perhaps inconsistent with the morality or ethics of ordinary persons or the general public.

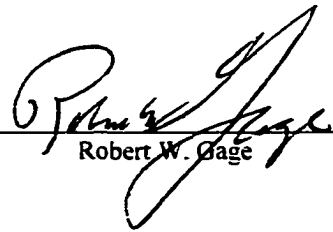
Public administration ethics has grown in importance since Watergate and Vietnam, and yet there is no agreed upon conceptual framework for the field. However, two paradigms or frameworks—a bureaucratic ethos and a democratic ethos—are described and tested using 48 public administration values in this quantitative survey research. The hypotheses and theory testing utilize both descriptive and inferential statistics, and also apply such techniques to the nature of bureaucratic accountability.

The dissertation concludes that there are significant importance differences in identified public administration norms and values among Colorado career civil servants, including differences based on gender, education and job classification, as well as differences about the persons or groups to which the career bureaucracy ought to have accountability, and the nature of that accountability. Moreover, there are substantial and significant differences in the expectations for merit system employees between the career bureaucracy, on the one hand, and state legislators and voters on the

other. Bureaucrats are not homogenous as a group in terms of their values, nor are bureaucrats just ordinary citizens. No separate or unique professional public administration ethics was ascertained, but identifiable values that constitute a contemporary professional public administration ethics are nonetheless described and ranked. Also explained are public management class values. Further, some empirical research implications for the politics-administration dichotomy, the tension between bureaucracy and democracy, and the teaching of public administration ethics are suggested.

This abstract accurately represents the content of the candidate's thesis. I recommend its publication.

Signed



Robert W. Gage

DEDICATION

I dedicate this thesis to my wife, Connie Kitchen Goss, for her consistent support during these years of study and research, including her understanding of the substantial disruption in family life that this undertaking demanded from time to time. I also dedicate this work to my mentor, friend and colleague, Associate Professor E. Sam Overman, who served for a time as Dissertation Committee Chair until his early and unexpected death. He encouraged this effort from its initial stages, and reposed confidence in its academic value and timeliness.

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CHAPTER ONE

INTRODUCTION

Within the last three decades or so there has been an outpouring of written works on the subject of ethics, and particularly the ethics of those in government service. Numerous writers have identified ethical problems in government, called for moral reform and the enactment of ethics laws and codes, and posited what are or should be the components of a bureaucratic and/or democratic ethos for public administration. Some have identified one or more ideals or elements of such a moral guide, hypothesized about a grand theory of administrative ethics and the duties of bureaucrats, explored subject specific-dilemmas in governmental policies, urged the teaching of "ethics" within the schools of public administration and public affairs, and suggested ethical guidance for practitioners in public management.

Since Watergate and Vietnam the schools of public administration have introduced courses in ethics, texts for the field have been published, the American Society for Public Administration and others have promulgated or reissued their codes of ethics, and federal and state governments have enacted ethics laws: yet government official scandals have continued. Public and private professional conduct in many fields has been scrutinized and seriously questioned as never before. Ethics in government has remained a relevant and important subject for public administration practitioners, academicians, public officials, and the citizenry.

American public administration itself was founded in the late 19th Century on certain moral principles. These came out of the progressive or moral reform movement which was an effort to destroy the patronage or spoils system in which victorious candidates made appointments to government positions based upon political support. The reform movement was a union of civic

leaders and academicians who together established an orientation for public administration, an orientation stated early in "The Study of Administration" by Woodrow Wilson (1887). The Wilsonian management ideology dominated the landscape of public administration for decades and both practitioners of public administration and teachers in the field accepted the moral or ethical values underlying that ideology—neutral competence, technical rationality, and efficiency, for example.

Emerging from this conventional management ideology was a doctrine that has had a profound impact upon early American public administration, and the effects of which continue to this day—the politics-administration dichotomy. The idea that politics should be separate from administration, that elected officials should not interfere with the practice of public administration through use of patronage or favoritism, that there should be no meddling with implementation of the law, and that administrative experts should be left to do the work of government in a non-partisan professional manner were among the tenets of this orthodox public administration creed. Process was emphasized, a science of administration was identified, and a search for laws of administration was begun. The moral framework for this conventional or orthodox approach to public administration took on a "value-free" tone for those having merit or civil service appointments, but the reality was that even where administrative action was no longer viewed as a part of politics it was not truly value-neutral. Rather, a bureaucratic value system focusing on making government work had been substituted for a spoils system wrapped up in the political values of the victors.

As orthodox public administration theory reached new heights following both the Depression and World War II, some writers began to worry that the bureaucracy was disengaging from the workings of democratic government, given the growth in its size and scope. Could we truly disconnect the values and expectations of the citizens and their elected representatives from the values of those charged with delivering the services and products of government to the people? Where did governance end or policymaking stop, and administration implementation begin? Is governing really

separate from management? The growth in government at all levels continued, along with the seeming dependence of citizens on government services, but questions about whether the bureaucracy could afford to have as its ideology the efficient, effective, and non-partisan delivery of those services in a business-like manner were debated. The metaphor of an efficient machine to describe the role of civil servants was attacked, and the notion that bureaucrats were mere cogs of a machine grinding out products and services useful to citizens was debunked. Instead, the substantial autonomy or discretion of merit system appointees was emphasized. But where there was administrative discretion available to public managers, on the basis of what ethics or values framework should such discretion be exercised by them? Moreover, if there were differences between the judgment exercised by civil servants and the statements or directions of elected officials—much less the views of the publics for whom services were being performed—whose views were to prevail?

The bureaucracy versus democracy dichotomy was thus added to the politics versus administration dichotomy as a topic for discourse and study, because the tension between a growing bureaucracy exercising judgment in ways thought incompatible with democratic ideals elicited comments from public administration writers. Wrote Waldo, "So far did [political scientists writing on public administration] advance from the old belief that the problem of good government is the problem of moral men that they arrived at the opposite position: that morality is irrelevant, that proper institutions and expert personnel are determining" (1948, 23). On the side of orthodoxy, on the other hand, and building on the writings of Wilson, Goodnow, White, Willoughby, Weber, Taylor, Mooney, and others, Gulick stated that "efficiency" was the most important value (1937b, 192).

The significantly different responses to the politics-administration and bureaucracy-democracy dichotomies brought to the fore some fundamental concepts of American democracy involving checks and balances. Examples include the separation of powers among the three branches of government, a division of powers between a national government and the several states, and the

specific enumeration of individual rights in a constitutional document to protect individual citizens. Moreover, there were questions raised about where a growing bureaucracy fit in with these democratic principles of the separation of powers, sovereignty of the people, a republican form of government, protection of individual rights, and federalism. To what extent were there checks and balances for the bureaucracy itself? Did we need constraints upon the bureaucracy because its growth and power would adversely affect American democracy? Mosher was among the public administration authors most concerned about the impact of professionalizing the bureaucracy and the possibility that a highly differentiated body of public employees would not act in the interest of all the people (1968). F. Rourke was among others setting forth the power of the national bureaucracies through their ability to cultivate a constituency and their use of technical expertise (1965 and 1969). Even more recent writers have noted that public administration professionalism in the traditional sense is incompatible with democratic governance (Perry 1989, 575), and that the "average manager is amoral most of the time" (Bowman and Elliston, 1988).

The "political approach" to public administration came about as a reaction to the early emphasis given Wilsonian ideology by the writers of orthodoxy. The political school, including writers like Appleby, Dahl, Waldo and Wildavsky, viewed public administration as an extension of and inseparable from governance, whereas orthodoxy emphasized the distinction between governance and management. This democratic paradigm suggested that the political system itself could hold bureaucrats accountable in political ways (Eimicke 1974) within the great pluralist tradition in the United States. Redford, for example, identified many devices that allowed persons and groups to influence both policies and administrative operations in the administrative state and expressed faith in a "workable democracy" under American pluralism (1969). Thus, the bureaucracy not only could be held accountable to the executive and the legislative branches of government, but also to the courts by petition and appeal (Rabin, Miller and Hildreth 1981; Wise 1989), to special interest groups, to

citizens in general, and to all other groups that organized themselves. For this political school, and for "the new public administration" school that also developed later, values like citizen participation in decision-making, advocacy for groups served, social consciousness, equity and fairness, responsiveness to stakeholders, serving the general public interest, and others were important underlying values and principles for American public administration.

Evolving from these concerns about reconciling bureaucracy with democracy were a number of approaches, including some brought on by developments in "the new public administration" and "public choice theory." These approaches and activities developed within the field of public administration itself, and within the bureaucracy. The first was an increased sensitivity to the citizens and stakeholders affected by the services and activities performed by the bureaucracy: "client-centered" bureaucracy developed in which human programs aimed at advancing equality and opportunity were objectives. A second effort was towards greater openness to public participation in the programmatic decisions and policymaking within the agencies. And a third effort involved "representative bureaucracy" (Waldo 1980, 95-96). Under "representative bureaucracy" the civil service system itself was to be used to provide opportunities for ethnic, social and other interest groups to share in the process of governing and, using administrative discretion, in delivering or performing government services (Krislov 1974; Kranz 1976; Krislov and Rosenbloom 1981). In other words, the purposes of government employment were not to be limited to getting things done efficiently, economically, and effectively. Rather, government employment was itself to be used to reduce societal conflict and to promote participation by all segments of the population in our democratic system.

Another response to the bureaucracy-democracy dichotomy was to focus on the "accountability" of the bureaucracy. Appleby, for example, discussed the challenges of balancing administrative responsibility with the several political institutions to which public servants must be

accountable (1952). Mainzer identified several political methods of keeping the bureaucracy accountable through the executive branch, the legislature, political parties, and even interest groups (1973). Rossum focused on a Constitutional accountability and urged ethical adherence to the Constitution (1984). Constraints on and changes to the bureaucracy came to include a proliferation of detailed regulations at all levels of government, court mandates, citizen participation efforts, promotion of participative management styles, and even advocacy by the bureaucracy itself on behalf of citizens in the "new public administration." Gormley later identified a series of checks of the bureaucracy composed of catalytic controls, hortatory controls, and coercive controls (1989, 13).

The history of American public administration arguably can be viewed as a clash of ethical paradigms, expected norms, and enumerated public administration values over the last century, with some ethical paradigms, some public administration norms, and some values seemingly more prominent at different periods of time than others, only to be reversed again or added to during a subsequent period. These ethical patterns, normative expectations, and values have been identified in the public administration literature: the arguments for many of them have been pressed by particular writers with an orientation that was orthodox or conventional, behavioral, political, "new public administration," rational, or "public choice," perhaps in part because those norms and values provided support for their ethical framework of expectations for civil servant behaviors and activities.

Since public administration as a discipline or an area of practice has a body of knowledge derived from many sources (such as political science, economics, sociology, psychology, business, law, and others), there is no widely embraced or dominant value orientation or ethical framework for the entire field. Truly there exists, and has existed, a great diversity of professional and social values and ethics among public managers (Dunn 1983). In fact, one prominent writer has described the ethical expectations and behavior of public administration practitioners as "chaotic" (Waldo 1980, 100).

Ethics in public administration suffers from the absence of a theoretical framework to supply focus, definition, background, and a common frame of reference for the research and practice of ethical administration. No paradigm presently exists to provide a shared understanding of what "ethics" means when applied to the field of public administration (K. Denhardt 1988, 1).

Perry recognized that there were competing ethical orientations, and even some contradictory ethical precepts, for practitioners of public administration (1989, 573-4). And Goodsell stated unabashedly that public administrators were more than technical experts—they were dealers in values and continuously making conscious value choices that carry special importance because they affect the lives of citizens and represent to citizens what their government stands for (1989, 575). Quoting a discussion at a conference on ethics, authors Wright and McConkie (1988, 1) wrote: "we don't even agree on a common set of values upon which our organizational ethics can be based." Truly, similar statements could be made for many conferences on the ethics of government managers that have been convened since Watergate. At the same time, there is a broad consensus that we must emphasize the core ethical values that underlie public service, stated Mark Abramson (Council for Excellence 1992, 2) because the ethical dimensions of a public administrator's professional activity are generating increasing concern (Mertins and Hennigan 1982, 22). An ethical framework that is based on the real-world practice of public administration and that recognizes the need for public integrity in the exercise of administrative discretion is truly needed (Dobel 1990a, 354.) "If government is to be both responsive to the people's will and capable of meeting the challenges of the twenty-first century, it must have a public service of talent, of commitment, of dedication to the highest ethical standards" (National Commission on Public Service, 1988).

Most of the public administration values enumerated in the literature during the last century can be associated with a bureaucratic ethos or a democratic ethos. An ethos represents the guiding beliefs and fundamental ideals of a group. The bureaucratic ethos is defined to be a set of core values including accountability, neutral and professional competence, efficiency, effectiveness, economy, impartiality, objectivity, loyalty and obedience to elected officials and superiors, honesty and integrity.

consistency and predictability, reliability, diligence, and avoidance of partisanship. Defined in this manner, public administration ethics is procedural due process, organization ethics, bureaucratic ethics, structural ethics, and the ethics of neutrality, deference and civility. The democratic ethos, on the other hand, includes a set of core values like obligation to use administrative discretion to advance certain social values, political principles, and the public interest. Under this ethos bureaucrats are responsible for substantive due process, social equity, and must participate in defining, even codifying, regime values through personal ethics. They have autonomy and professional independence, are compassionate, caring, and communicative, keep promises, encourage the public and agency clientele groups to participate, are creative and innovative, socially conscious and politically aware. They seek justice, fairness, equity and support for individual rights through bureaucratic representation and affirmative action, and may serve as advocates in their policymaking roles. Defined in this manner, democratic public administration ethics is systems ethics, the ethics of consciousness, awareness and affirmative obligation (Gawthrop 1984, 149).

Purpose of the Study

A first purpose of this dissertation research, recognizing the varied ethical frameworks, normative expectations, and competing values written about by the numerous writers of public administration literature over the last century, is to explore the current relative importance of specific public administration norms and values among practitioners of public administration. Some of these values have been particularly associated with the traditional management ideology of Wilson and the early public administration reformers, while others are more closely associated with later writers of the political approach, "the new public administration," "public choice theory" school, or other theorists. Given the lack of a single described ethical framework for public administration practitioners identified in modern public administration literature, this dissertation seeks to determine whether some

norms and values written about are actually considered of greater or lesser importance for practitioners today. In particular, this dissertation explores the relative strengths of both the bureaucratic and democratic ethos, to determine whether one is more dominant. Some writers have expressed their opinion that the bureaucratic ethos is more prevalent among practitioners (Pugh 1991; Lilla 1981), and I expect to find out whether this is so. Notwithstanding the significant literature and opinions by many writers on the topics of ethical expectations and values for public administrators, a broad study involving so many of the norms and values offers empirical evidence in support of or questioning the opinions and conclusions of such writers.

A second purpose of the dissertation research is to test for homogeneity among government bureaucrats as to the many normative expectations and ethical values to which career civil servants are supposed to adhere. It is expected that the responses from current public administration practitioners to these presented norms and values will be quite different among various subsets of such practitioners. Thus, the bureaucracy's view of these norms and values should be neither monolithic nor uniform, given the varied backgrounds and experiences and work assignments that civil servants have in government today. In particular, I expect differences among subsets of civil servants based upon their age, their agency of employment, their education, their gender, their grade level, and their job classification in the civil service system. For example, I expect greater sensitivity to "new public administration" values like compassion and caring, on the part of government civil servants who work directly with the needs and interests of individuals and groups who are economically disadvantaged, mentally or physically handicapped, or in need of basic human services than I do for government personnel who work in agencies like transportation, natural resources, or administrative services. On the other hand, for bureaucrats in financial services, administrative services, or others, the traditional public administration values of efficiency and effectiveness should be more important than political values like client service and responsiveness.

These types of observations and differences remain relevant to public administration today. For example, recently instructions have been given to social services personnel under 1996 national welfare reform legislation that their job purposes are now to help transition their clients to gainful employment as soon as feasible, rather than to help prospective and current clients understand their entitlement to assistance and to provide them income maintenance; during an earlier time some similar issues and the ethics of social experimentation were explored (D. Thompson 1981). Further, contemporary efforts to reform immigration law have also brought changes to government personnel associated with those functions of government, including due process procedures and the rights of immigrants to administrative hearings, before final disposition of their applications, and the "rights" of legal immigrants who are not citizens to food stamps and other welfare benefits, and even public education opportunities. These recent examples involving public administrator norms and values illustrate the importance of the values of civil servants, and how sizable a difference they can make in the successful implementation of statutory policy changes made by elected officials and sought by the electorate. Thus, understanding differences in ethical values and the norms of different groups of government bureaucrats may be critical to determining whether particular policy changes will be workable, or even feasible, or whether those norms and values may be singularly instrumental in the success of particular governmental programs.

Similarly, I anticipate finding differences in the norms and values of civil servants depending upon their previous education and training—those with a formal educational preparation in public administration or law, for example, might be expected to be more sensitive to democratic ideals when compared with those who have received formal education or training as scientists, engineers, accountants or in math and the computer sciences. Furthermore, given the teaching of ethics in schools of public administration and public affairs for more than two decades, perhaps this dissertation research might illuminate the degree to which democratic as compared with bureaucratic or

professional ideals might be ascertained from civil servants with such educational background and training. Not only could such findings be helpful to the teaching of ethics in schools of public administration, but these results might help educators improve the ways in which educational preparation for a particular kind of public service is undertaken, or aid public managers in the orientation of new employees beginning their employment with an agency. Further, it might represent good public policy to modify our expectations for the implementation of policies enacted by the legislature, directed by the executive, or mandated by the courts, to conform to the differences in norms and values of civil service personnel based upon gender, state agency, or job classification. If engineers as a group, for example, were less concerned about operating programs within set budgets, as compared with management personnel or financial services personnel, then it might be advisable to be more specific in policies, directives or court mandates about cost overruns to them. If males were less likely than female bureaucrats to apply democratic values to programs where democratic values were at a premium in terms of both expectations and effectiveness, then male employees might need greater preparation for their roles. If scientists were significantly more likely not to understand or give high importance to democratic concepts like "sovereignty of the people" and "protection of individual rights," then merit system qualifying examinations could be modified to test for that understanding in order to achieve more satisfactory job performance.

A third purpose of the study is to explore for possible homogeneity in the nature of the accountability that public administrators have to others. "Accountability" is one of the values to be examined for career civil servants, but I not only seek to determine the weight that "accountability" as a principle or value has in the minds of practitioners themselves, in comparison with other values for example, but I seek to determine to what persons or entities such accountability should exist, and whether that accountability is more personal to the individual civil service employee or whether it is more organizational for the unit in which the civil servant works. Since the orthodox view of

accountability is generally hierarchical, given that the bureaucracy is viewed as subordinate to all three branches of government, and because the political school and new public administration thinking is that such accountability of the bureaucracy is more directly to the people. I hope to find out the general nature of the currently prevailing views of merit system appointees on these accountability issues by means of this empirical research.

I expect there will be fundamental differences in the views of accountability among bureaucrats themselves, with some more likely to accept hierarchical accountability to the state agency head and to elected government officials, and others more open to the notion of bureaucrats being directly accountable to the electorate or to specific agency clientele groups. For example, public administrators engaged in fee and tax collection might be expected to look to elected officials who provide them with the legal framework to perform their work, whereas civil servants in fields that are looked upon with a measure of some political disfavor or distrust by elected officials—say the environment or welfare—could be expected to emphasize their more primary accountability to the public at large or to their specific agency stakeholders. Mental health personnel, or prison agency bureaucrats, who are familiar with the ability of the courts to mandate certain treatment and expenditures of funds, might be expected to perceive a greater accountability to the judiciary than other bureaucrats. Further, some civil servants who have received a recent education in mathematics or economics or anthropology might need some additional new employee orientation to understand the complexity of the bureaucracy's plural accountability, but others with a public policy or legal education might not need such special training. Moreover, some civil servants with a professional specialty—such as science, engineering, business management, accounting or law—might tend to rely to a greater extent on the notion of their professional independence, and this might get in the way of the expectations of elected officials or cabinet rank directors who expect constant feedback for outside stakeholders. The issue of perceived accountability is important because government employees with

substantial administrative discretion can be expected to consider to whom their hierarchical accountability is first owed, thus affecting the timing and substance of their decisions.

A fourth purpose of the dissertation research is to test for differences in these same expected civil servant norms and values between bureaucrats on the one hand, and the public and elected officials on the other. Not only would such empirical testing reveal splits, if any, between the perceptions of the general public and their elected officials, and the career civil servants themselves, on each of the specific norms and values being tested, but the research might reveal distinctions in the larger ethical paradigms for bureaucrats, elected officials and the public as well: these might include comparisons between the bureaucratic ethos and the democratic ethos. In fact, based upon my own public administration experience in New York, Illinois, Washington, DC, and elsewhere, I expect differences in the perceptions of these three groups about the proper roles and behaviors of career civil servants. For example, I believe that government bureaucrats are generally less concerned with some democratic values like the public interest, protecting individual rights, the notion of sovereignty of the people, and being politically aware of public issues and the views of elected officials, than either the public or their elected officials would find desirable. I also believe that many bureaucrats view their functions of advocacy and compassion, and their duties to be frugal and serve the public, differently than do both elected officials and the general public. The research may confirm or dispel such observations. This is important because in our American democracy, with a republican form of government, we can probably not afford too great a spectrum of differences in perceptions among the bureaucracy on the one hand, and voters and their elected representatives on the other, in order that our government be "a government of the people, by the people, and for the people."

Similarly, this dissertation research will also serve a fifth purpose of testing for differences in the views of government bureaucrats on the one hand, and the public and elected officials on the other, regarding the nature of the accountability value that career civil servants are expected to have. Like

the differences in the views on the value of "accountability" among government workers themselves mentioned above. differences in the perceptions of bureaucrats, elected officials and the public have about the nature of any hierarchical accountability, and about the extent to which government workers have responsibilities to both the general populace and to specific persons and groups that are stakeholders in particular programs and services that they perform, may legitimize or question the concerns of "the new public administration" theorists, or those of the political or orthodox schools, and other theories of public administration. In their work some years ago on the U.S. Office of Education, Bailey and Mosher, for example, demonstrated how perceived accountability of the bureaucracy to various groups helped the agency increase in size and in control over those it served (1968). Pressman and Wildavsky recounted the failings of policymakers to consider the process of implementation (1973). In my experience these are not isolated examples of public administration outcome differences from what may have been first expected by policymakers and citizens. In truth, the nature of bureaucrats' differences in perception about accountability and control account for many of the successes and failures in public administration, and some of these may well be explained in turn by a congruence or incongruence of expected norms and values among the parties involved, including the bureaucracy.

The findings and conclusions from the dissertation research and study should provide a sixth reason for undertaking this effort, in that they are expected to illuminate and expand our understanding of whether there is actually a "public administration ethics." Concurrent with the public administration ethics literature of the last twenty-five years, and the increasing professionalization of the public service for the last several decades, there have been developments in the professional ethics literature as well, including the articulation of the "separatist thesis" suggesting that professions have a morality or ethics of their own, different from and perhaps inconsistent with the morality of ethics of ordinary persons or the general public. Indeed, the separatist thesis holds that this acquired ethics is role-based

and may take precedence over ordinary citizen ethics. Principles, norms and values for individual professions have been enumerated, described, defended, sometimes ordered, and compared in the professional ethics literature. However, little empirical research has been done to test whether there is a separate public administration ethics and, if so, of what elements it may be composed. Given the fundamentally democratic and representative nature of American government, any separate public administration ethics would have wide implications for public governance as well as the practice and teaching of public administration. Thus, I expect in this study to determine whether there is validity to the separatist thesis. I also anticipate identifying the values that, based upon the research findings, could or should be considered a part of any "public administration ethics" in the field. These will be significant contributions to the present chaotic and disjointed public administration ethics literature. If the values are sufficiently important to the successful running of our governmental agencies, then larger changes might need to be made in the way delegation to the bureaucracy is handled, or to the constraints upon and oversight of the bureaucracy. Correspondingly, if the differences are not significant, then perhaps the worries over the incompatibility of professionalism in the public service with our democratic ideals can be dismissed. Are some of the ethical norms and values written about in either or both the public administration and professional literature unique to the field of public administration in the United States or Colorado? If so, is the importance of the separatist values so great as to pose a threat to bureaucrats working within a democracy or values fostered through our republican form of government? Further, is such a set of professional values most like those that have been emphasized by the orthodox or traditional writers of public administration, or those from the political school, "the new public administration," or "the public choice school?" Research such as this dissertation effort is needed to help fill this empirical gap.

Lastly, a seventh purpose for this study involves eliciting some observations and implications of the research for the various theories of public administration over the last century—including

specific concepts like the politics-administration dichotomy, representative democracy, the tension between bureaucracy and democracy, and the teaching of ethics or ethical values in public administration. These and others have been critical subjects for the field over the decades, arguably central to the public administration literature, and the empirical research represented by this dissertation is expected to provide helpful observations on such important topics.

In summary, this dissertation will report on the testing of normative statements and the ethical values proposed for career public servants against the expectations that citizens, their elected officials, and government employees themselves have for career civil servants, to determine whether the norms and values held by public servants are different from the norms and values held by the public and/or their elected officials, and whether they may provide any basis for a separatist professional public administration ethics. This research will also explore people's perceptions concerning persons or groups to which the bureaucracy should be held accountable. In performing this research, I expect to find out whether there is any primary value orientation for the bureaucracy as a whole, or whether there are differences associated with particular subsets of bureaucrats, and some hints as to whether any such value orientation is most like or unlike the various ethical frameworks put forth by the several theories of public administration.

Hypotheses and Research Questions

The norms and values suggested in the professional and American public administration ethics literature during the 20th Century will be used to test several hypotheses. The well-being of our democratic systems, participating organizations, clientele served by government agencies, and society at large are affected by the ethical frameworks and values held by those charged with leading or guiding our public organizations. The accountability of public administrators to particular public interest groups, to the general populace, and to constitutionally specified institutions of government,

can affect the wise and ethically sound decisions that public managers are increasingly called upon to make, using their administrative discretion. This dissertation will test the norms and values enumerated in the U.S. public administration literature during the last hundred years to determine what differences, if any, exist in the importance of these values among Colorado career civil servants, elected officials, and citizens. The hypotheses will be:

1. There are significant differences in identified public administration norms and values among career civil servants themselves.
2. There are significant differences about the persons or entities to which career civil servants should have accountability, as perceived by career civil servants themselves, and about the nature of such accountability.
3. There are significant differences between the identified norms and values that career civil servants should possess, as perceived by public administrators themselves on the one hand, and the elected representatives of the people and the citizens on the other hand.
4. There are significant differences about the persons or groups to which career civil servants should have accountability, as perceived by public administrators themselves on the one hand, and as perceived by the elected representatives of the people and citizens on the other hand.
5. Because of the wide variation, background and training that individual career civil servants possess, there is not a separate public administration ethics unique to the field, but there are identifiable values that constitute a contemporary professional public administration ethics.

Because of the exploratory nature of this empirical research, it is not expected that definitive conclusions will be able to be reached for all of the posed hypotheses. For example, there might be some evidence uncovered that suggests the application of the separatist thesis to the field of public

administration. but that does not necessarily mean that I will be able to determine all the components of such a separatist thesis. Similarly, if differences are found among groups of particular bureaucrats in the nature of primary bureaucratic accountability to other stakeholders, this may not itself be the ultimate determiner of whether a particular overarching paradigm exists for all of public administration in the United States. Nonetheless, empirical research into the above substantial questions will be helpful to the field of public administration and democratic governance.

Arrangement of the Dissertation

This dissertation will commence in Chapter Two to explore the public administration literature, as well as the professional ethics literature, for concepts and ethical frameworks to be applied, and for norms and values to be tested in this dissertation research. I shall also identify groups to which the bureaucracy could or should be held accountable from such public administration theories. And I shall group selected values with ethical paradigms identified in the public administration literature, including those associated with bureaucratic ideals or a bureaucratic ethos and those associated with political ideals or a democratic ethos.

In Chapter Three the methodology for proceeding with this dissertation research will be explained, including the research design, and the nature of the populations and samples being drawn. Also explained will be the survey instrumentation used, the manner in which the response data were collected, and the manner of the analyses of such data.

In Chapter Four the research survey findings will be presented. First presented will be the findings associated with the differences between the major groups surveyed—a "macro view" of the findings. These will include any similarities or differences in the norms and values held by each of the three major groups surveyed, and the differences if any about their views on primary accountability for career public administrators. Then I will explore the findings within each of the groups surveyed—or

"micro views"—including the norms and values and the primary accountability similarities or differences. In particular, I will assess such differences in light of the various respondent characteristics, such as gender, age, education, political party affiliation, and other criteria. Lastly, I will summarize the results and conclusions of this dissertation research for each of the norms and values tested through the survey instrument, and for each of the persons or groups suggested as those to whom primary bureaucratic accountability should exist.

In Chapter Five I will compare and contrast the findings and reach conclusions for each of the five stated hypotheses, in the order in which they have been presented above. I will also present some general conclusions on the dominant bureaucratic ethos and democratic ethos paradigms. The implications of the dissertation research will be discussed, covering several of the significant concepts and debates in public administration set forth in this first chapter, including the politics-administration dichotomy, bureaucracy and democracy, the separatist concept of a professional public administration ethics, representative democracy, and bureaucratic accountability. And, finally, I will address the value of further research in this field.

CHAPTER TWO

REVIEW OF THE LITERATURE

Two significantly different fields of literature are relevant to this empirical research into the norms and values of public administrators. First is the literature about professions and particularly professional ethics. Second is the literature about public administration and specifically public administration ethics.

Professional Ethics and Values

Individual professions have developed with much time; classic ones, for example, have included the clergy, medicine and law. But with the industrial and information revolutions came a multitude of relatively recently defined professions. While no clearly accepted definition of the term profession exists, professions are nonetheless distinguished from occupations not just by their level of technical knowledge, competence, and specialized training, but also by a commitment to a set of ethics and an obligation to serve faithfully (McDowell 1991, 6; Barber 1984, 597; Camenisch 1983, 24; Vollmer and Mills 1966, 9). There may not exist a set of characteristics of professions which are both necessary and sufficient, possessed by all professions and only by professions (Bayles 1989a, 7; W Moore 1970, 4-5), but there are some characteristics that appear common to many professions and others which appear central to professions (Kultgen 1988, 60). Features central to professions include extensive training, a significant intellectual component, the provision of an important service in society, and perhaps credentialing, while common characteristics include an organization of members, and autonomy or self-regulation (Bayles 1989a, 8-9; Camenisch 1983, 22-46). It is arguable whether public administration is yet a profession (Bayles 1989a, 9; McCurdy 1986, 13; Waldo 1980, 61; Mertins and Hennigan 1982, 8; Chapman 1959; Chandler 1989, 604; Perry 1989, 573; Vollmer and

Mills, 4), but it is clear that the public service has at least undergone increasing professionalization and is becoming more like a profession (Mosher 1982, 142; Waldo 1980, 60; Kaufman 1984, 56; Mosher and Stillman 1982, 631-32; Burke and Pattenaude 1988, 225-26; McCurdy 1986, 13). Some have termed public administration a "supraprofession" (Mertins and Hennigan 1982, 14).

Ethics is a "system or code of conduct based on universal moral duties and obligations which indicate how one should behave: it deals with the ability to distinguish good from evil, right from wrong and propriety from impropriety" (Josephson 1989, 2; Ruggiero 1992, 4). Professional ethics can be viewed as a system of norms, meaning how things "should" or "ought to" be (Bayles 1989a, 17). This is different than seeking to describe by empirical evidence how people actually behave, a process sometimes referred to as "descriptive ethics" favoring the perspective of the non-judgmental observer most commonly associated with ethical or moral relativism (Josephson 1989, 5). Descriptive ethics does not lend itself to a comparison of behavior patterns in ethical terms (Bayles 1989a, 18). Rather, professional ethics is a normative ethics, concerned with the discovery and application of moral norms or standards that help us distinguish right from wrong: it is based upon a bedrock premise that people ought to do what is right and avoid what is wrong (Josephson 1989, 5). While universal norms apply to all people, role-related norms apply to people in particular capacities, including professional roles (Bayles 1989a, 17; Goldman 1980, 1-6; McDowell 1991, 27; Camenisch 1983, 47-76). Ethical relativism does not maintain merely that people have different sets of beliefs and norms, but that these different beliefs can all be correct: and it makes meaningful ethical disagreement impossible (Bayles 1989a, 18). Ethical relativism is not accepted by many authors (Bayles 1989a, 18, Goldman 1980), but moral absolutism (if defined as meaning that circumstances make no difference at all in the application of principles) is similarly not accepted (Ruggiero 1992, 105).

Professional ethics can be properly analyzed only against a set of social values and a conception of the general role of that profession in society (Bayles 1989a, 5; Camenisch 1983, 3, 8).

Labacqz 1985, 58). The role must be examined from the viewpoint of citizens or the average members of the society (Bayles 1989a, 5). Laymen typically judge the behavior of professionals by applying ordinary moral categories and principles to assess the conduct of those professionals (Goldman 1980, 1). Citizens need good reasons to accept the professional ethical norms that regulate individual professions (Bayles 1989a, 5) because the conduct of professionals is judged by them on the basis of their "ordinary ethics," while charges of misconduct in the professions are defended by appeal to special professional goals, norms and roles (Goldman 1980, 1).

The culture of a profession consists of its values, norms, and symbols (Vollmer and Mill 1996, 16). Values are core beliefs or desires which guide or motivate attitudes and actions. Some values such as the importance persons attach to honesty, fairness and loyalty are ethical in nature because they are concerned with the notion of moral duty; they reflect attitudes about what is right, good or proper rather than what is pleasurable, useful or desirable. The notion of a common morality known to all humans has a long history in Western thought (Outka & Reeder 1993, 3) and a valid normative basis for a universalistic morality is argued to exist (Gewirth 1986, 286). A study of history, philosophy and religion reveals a strong consensus as to certain core ethical values which transcend cultures and time to establish ethical norms and standards of moral conduct essential to the ethical life (Barry 1979; Beauchamp and Bowie 1983; Josephson 1988b; Solomon and Hanson 1985; Guy 1991, 193; Ruggiero 1992, 18). They include, for example, trustworthiness, integrity, fairness and caring. It is the universality of such ethical principles and values which gives support to the notion of a common morality or moral absolutism, a view that there are eternal principles that exist beyond time and are always and everywhere applicable (Josephson 1989, 2; American Society for Public Administration 1989, 102).

Any defense or justification of the acts or behavior of professionals is first to professional norms, then to the social or other values which may support the professional norms, and lastly to more

general ethical theories (Bayles 1989a, 19). Occasionally, specific examples illustrating such a defense or justification and appeal to such professional standards as can be supported by the citizens is cited even in the public administration ethics literature (D. Thompson 1985, 558). Norms themselves can be justified by their being acceptable to reasonable people or ordinary citizens expecting to live in a society in which the norms operate, and often this acceptability depends upon the social values reasonable people have (Bayles 1989a, 19; Camenisch 1983, 50-56). The notion of ethics becomes meaningful only as one begins to specify the values considered to be intrinsic to ethics and morality (Josephson 1989, 4).

One application of justification of professional ethics in public administration was developed by Grosenick (1991) using the Bayles (1989b) material and drawing also upon the Leys (1947) and (Scott and Hart 1979) written works, resulting in a classification system which is based upon behaviors that are guided by specific behavioral rules, legal statements, ethics pronouncements, social values descriptions, and ethical theory specifications. He noted Bayles' insistence that professional norms be consistent with universal behavioral norms, without exception.

There are a number of general views or theses about professional ethics (Burke and Pattenaude 1988, 229-33). One is that there is a single encompassing framework, that of "ordinary morality" which includes professional ethics, so that the latter is not distinguished from the former (Goldman 1980; Veatch 1972, 531-559; and Williams 1985, 259-69); this suggests the possibility of a common morality or even moral absolutism. A second thesis has been labeled the "separatist thesis" (Gewirth 1986; B. Freedman, 1981, 626-30; Wasserstrom 1983, 25-37; Overman and Foss 1991, 131-146). This dissertation explores the application of the separatist thesis to public administration. A third is a pluralist or "political approach" suggesting that there is no unified or single moral authority such that each group, professions included, might have its own group ethics, if it has the necessary political will and power. Taken to its extreme this approach can lead to ethical relativism, since such a

political approach arises from the idea that each person has an inherent moral right to decide what is right and wrong—a truism, but it does not lead to the conclusion that such "personal ethics" systems are equally ethical, even if all persons are morally autonomous (Josephson 1989, 5).

Individual professions are expected to have a morality or ethics of their own attached to their professional roles (B. Freedman 1978; Gewirth 1986, 282; Camenisch 1983, 6; P. G. Brown 1986, 59). Fundamental values and norms of each profession differ (Goldman 1980, 2). If professional norms are independent of universal norms and social values, then they can require or permit conduct completely different from, or even inconsistent with, that of nonprofessionals; they constitute a distinct ethical system alongside of, and perhaps taking precedence over, the universal ethical system (B. Freedman, 1978). It is this "separatist thesis" that assumes that a specific profession has an identifiable set of ethical principles which is unique, and clearly different from the morality or ethical positions held by ordinary persons or the public in general (B. Freedman 1978; Overman and Foss 1991, 133). The strong version of the separatist thesis is a form of ethical relativism (Bayles 1989a, 21), but others take the position that some appropriate limits exist on professional practice (Gewirth 1986; Burke and Pattenaude 1988; Camenisch 1983, 53-62), a view that there might be diverse traditions, beliefs and opinions about morality within a society, but that this does not preclude widely shared agreement on the morality of certain basic practices (American Society for Public Administration 1989, 102).

The essence of this professional morality involves the idea that professionals are more constrained by their professional values than they would be were they not professionals, because their professional ethics places professional values at a higher position in the ethical hierarchy (B. Freedman 1978; Camenisch 1983, 14; Wasserstrom 1979, 332). Professional morality commits one to a different ordering of values from the very outset; thus, the difference between professional and ordinary morality is the way professionals resolve value conflicts (B. Freedman 1978). Principles, norms and

values consistently appear in the professional ethics literature, including the various codes of professional conduct or responsibility (Gorlin 1994).

Public Administration Ethics

Within the last two decades in the field of public administration there has been an outpouring of written works on the subject of ethics, particularly the ethics of persons who govern or are in the public service. For example, major works offering applied ethical guidance to practitioners and students have been authored by Rohr (1978), Cooper (1990; 1991) and Kathryn Denhardt (1988), and two others have been edited by Bowman (1988 with Elliston: 1991). Some of these applied ethics publications were stimulated by the interest of the American Society for Public Administration (ASPA) and the National Association of Schools of Public Affairs and Administration (NASPAA) which, following the increasing concern with ethics after Watergate, placed greater emphasis on professional standards and ethics in public service (Mertins and Hennigan 1982; Richter 1990). But ethics and moral virtue are themes which have been present throughout the history of public administration (K. Denhardt 1991, 92).

Insofar as "American" public administration is concerned, our first U.S. President, George Washington, resolved that good government would be the result of the fitness or moral character of those who governed (Wright 1988, 8; Rosenbloom 1989, 184). Declared Washington to the first Congress, "The foundation of our national policy will be laid in the pure and immutable principles of private morality" (J. Richardson 1896, 1:52-53). Fitness to Washington did not mean technical competence: generally such competence was not then recognized as a prerequisite for selection at all. Instead, fitness of character was the standard for appointment, centering on personal integrity and standing in the community (White 1948, 259). But this "government by gentlemen" (Mosher 1982, 8) came to a close with Jacksonian Democracy, and the "spoils system" itself was in turn displaced by a later moral reform movement and the birth of public administration as a discipline.

During the period of public administration orthodoxy when reform of the spoils system was being sought, Woodrow Wilson (1887) and Frank Goodnow (1900) wrote that there was a "science" of public administration. It was to be value-neutral and based upon technical competence. The distinction between politics and administration fit nicely with the idea of "scientific management" (F. Taylor 1967). Governments were to be run like businesses: a metaphor for efficiency was the machine. These writings, and those of Willoughby and Gulick cited "efficiency" as the clear objective and criterion of public administration. In fact, for Gulick and others efficiency was the preeminent value of administration: "In the science of administration, whether public or private, the basic 'good' is efficiency (Gulick 1937b, 192). Wrote Mosher: "A neutral, efficient civil service was viewed as not merely desirable; it was essential to democracy itself" (Mosher 1982, 6-7).

In turn the value-free nature of public administration was challenged by Waldo, who showed in *The Administrative State* that the orthodox approach was inherently opposed to the separation of powers and other aspects of American democracy (Rosenbloom 1989, 496). For Waldo the attempt to limit the focus of public administration to technical matters was futile, because questions of value arise in the relationship of administrative practice and democratic theory (R. Denhardt 1984, 65). Simon (1946) described the "principles" of administration as recognized by Gulick, Urwick, and Willoughby as "proverbs," but he substituted rational action or rationality as a value in a later work (1956). Simon argued that facts and values could be logically separated (1957a, 45). While Simon challenged the idea of a science, unlike Waldo he did not challenge the central notion of efficiency. Rather, it fell to Robert Dahl to explicitly note that efficiency was a value and had to compete with other public administration values like individual responsibility and democratic morality (1947). Dahl argued that public administration was distinguished from business administration in general by its concern with ethical questions and political values. And Paul Appleby wrote that public administration was more a

matter of governing and less a matter of administration or management, and that political values should predominate (1949).

But it was the "new public administration" that most clearly challenged the largely "value-free" public administration written about earlier. Marini (1971) and Frederickson (1980) and others demanded relevance for public administration, and the values of social equity and participation. This new public administration was explicitly normative, and recognized that "values and norms occupy a premier role that guides the direction and sets the agenda for the scientific study" (Wamsley 1976, 393-394). Applying John Rawl's *Theory of Justice* (1971), David Hart argued not for impartial administration, but differential treatment to reach social equity (1974). Marini himself stated his wish for a "proactive administrator" (1971) in public management.

Public administration writers have defined ethics in different ways. Rohr, writing for bureaucrats (individuals appointed by merit who hold their positions independent from the electoral process), defines ethics broadly, equivalent to morals and virtues, a manifestation of human excellence (Rohr, 1978, 2-3). Ethics is the way we practice our values, a guidance system to be used in making decisions (Bowman 1991, 2). Ethics involves applying principles so that we might order our values in particular situations: when two or more values make conflicting claims on our conduct, ethical reflection helps us decide the paramount value in that particular context (Mertins and Hennigan 1982, 22). Ethics are considered by Rosenbloom (1989, 464) to be an internal or personal check on public administrators keeping their public trust, compared with accountability serving as an external check. Administrative ethics represent the formal and informal restraints that give legitimacy to the actions of an administrator (Wright 1988, 2). Ethics involves thinking systematically about morals and conduct and making judgments about right and wrong, but what makes ethics so important to public service is that it goes beyond thought and talk to performance and action (Lewis 1991, 3). The role of the public administrator is that of a fiduciary for the citizenry, with obligations to pursue the public interest, use

the authorizing processes and procedures, and enhance professional excellence in the public service (Cooper 1987, 323-324). Government officials should observe higher ethical standards in the making of policy than business executives would have to adhere to (Appleby 1952). The role of a public administrator carries a kind of moral weight not found in private sector counterparts' roles (Stewart, 1985, 489). The role of the executive is to manage the values of the organization (Barnard 1968, 1). The public administrator is an ethical agent in his or her work setting (Stewart 1985, 495; Stewart and Sprinthall 1991, 1). Government must emphasize the core values that underlie public service (Council for Excellence, 2).

The role for the bureaucrat or career administrator has changed during the present century in three important ways. First, the administrator has become a policy-maker; second, the public began to demand both more responsiveness and responsibility from the administrator; and third, a professionalization of the bureaucracy has occurred (K. Denhardt 1988, 60). In fact, the possibility of an administrative ethics was argued to be dependent upon rejection of what was termed the "ethic of neutrality" and the "ethic of structure" in favor of the ability of a public administrator to serve as a policymaker, to be a moral agent and make judgments, and even to be an advocate (D. Thompson 1985, 556). Beyond Watergate, it has been these changes—the tensions between democratic rule and professional expertise and discretion—that have heightened the ethical dilemmas for public administration.

A review of the public administration literature over the last half century suggests two dominant traditions or paradigms for public administration ethics—a bureaucratic ethos and a democratic ethos. This dichotomy is sufficiently broad to fit with many of the ethical frameworks cited by writers, and is not inconsistent with them. Edwards and Galloway (1981) identified "democratic" values and bureaucratic values in their work involving the professional values of city managers. The bureaucratic and democratic ideals clearly noted and described by K. Denhardt (1989)

are built upon an earlier dichotomy enunciated by Lilla (1981). However, the bureaucratic-democratic ethos dichotomy has even deeper roots than these authors. Pugh connects the bureaucratic ethos—which he defines as including the five basic concepts of efficiency, efficacy, expertise, loyalty, and accountability—with Weber and his model of bureaucracy, with Wilson and the politics-administration dichotomy, with Taylor and scientific management, and with the works of Goodnow and Willoughby who found the ethos consistent with the study of comparative administration and the application of rationalism (1991, 10-11). Pugh cites the origins of this ethos as the municipal and progressive reform movement, social Christianity, and scientific management. Pugh, Lilla and others believe it is the dominant paradigm for American public administration.

The democratic ethos, on the other hand, includes the fundamental concepts of regime values as described by Rohr (1978), citizenship as described by Frederickson and Hart (1985) and Cooper (1991: 198-4), public interest as described by Lippman (1955, 42), and social equity as described by Rawls (1971) and the proponents of the new public administration. Most public administration ethics writers have been drawn to this ethical framework, and much effort has been expended to build it up by contrasting it with the bureaucratic ethos or framework. This democratic framework has several origins and thus requires a thorough grounding in history and political philosophy (Pugh 1991, 15-17; Lilla 1981).

Public Administration Values

Values have received much attention in the recent literature of public administration (Rokeach 1970 and 1973; Sikula 1973; Rohr 1978; Edwards, Nalbandian and Wedel 1981; Mertins and Hennigan 1982; Gawthrop 1984, 137-162; R. Denhardt 1984; Frederickson and Hart 1985, 547-553; McCurdy 1986, 64; Abbasi and Hollman 1987; K. Denhardt 1988; J. P. Burke 1985, 1989; Richter, Burke and Doig 1990; Jennings 1991, 65; Cooper 1987, 1990 and 1991; Lewis 1991; Council

for Excellence 1992; Daniel and Rose 1991, 438; and deLeon 1994). For example, when public administrators assume their roles, they begin to act out their objective and subjective expectations in the form of particular decisions, organizing them around a set of values and principles that guide specific, personal, individual responses to the generalized objective definition of the role, or a structure of subjective responsibility that is the counterpart of the objective responsibility imposed from outside ourselves (Cooper 1990, 74). Values influence and shape both our goals and our patterns of activity, often making conflicting demands upon our behavior because they relate to roles which are not always consistent and congruent (Mertins and Hennigan 1982, 22; Sikula 1973, 17). They affect the makeup of public policy (Edwards, Nalbandian and Wedel 1981, 127).

The values contained in the public sector are often dependent upon what approach is taken to public administration—managerial, political, or legal (Rosenbloom 1989); Rosenbloom asserts that from the civil service reform movement to the early 1930s there was an emphasis upon the professional values of civil servants, but that by the 1940s there had been a change to introduce political or democratic values into public administration, and that by the mid-1970s we had an introduction of legal or constitutional values as well. He suggests that we have now moved to an “inner check” on public administrators and a greater sense of professionalism through the use of codes of ethics, for example (Rosenbloom 1989, 482–483). In an earlier period this same “inner check” was advocated as a way to assure that actions by public administrators would conform to democratic values (Gaus 1936); Gawthrop suggested movement toward an “antiopatory” consideration of issues within the context of one’s individual conscience (1977). A value is an imperative to action (Rokeach 1976, 160), a determinant of both attitude and behavior (157), and a center of theoretical attention across many disciplines (158). In a later work Milton Rokeach further defined value:

[A value is] an enduring belief that a specific mode of conduct or end-state of existence is personally or socially preferable to an opposite or converse mode of conduct or end-state of existence. A value system is an enduring organization of beliefs concerning preferable modes of conduct or end-states of existence along a continuum of relative importance [1973: 5].

Values become even more important as public administration's zone of administrative discretion has expanded because of the growth in specialization and technical knowledge, which lay persons cannot understand, and they become highly relevant when administrators "advocate" for groups which may not be fully involved in the policy or decision-making process (deLeon 1994, 136). In fact, professions themselves can be thought of as frameworks of specialized skills, knowledge, and values (Edwards, Nalbandian and Wedel 1981, 124).

The moral foundations, virtues, ethical characteristics and attributes desirable in public administrators have been described by many. Wilson enumerated efficiency and trustworthiness, but he also emphasized two types of administrative responsibility for civil servants—to elected officials and to the public interest (1887). L. White identified efficiency (1926, 2), justice, liberty, obedience (1948, 10) and impartiality (1948, 13). Barnard identified communication, participatory management and compassion (1964). The Carl Friedrich and Herman Finer debate illustrated an objective responsibility, or accountability to democratically elected officials, and an internal, subjective or moral responsibility (Friedrich 1972 and Finer 1941), but the debate was also concerned with administrative discretion and autonomy. Bailey suggested optimism, courage, and fairness tempered by charity (1964). Appleby noted the importance of administrative discretion (1949, 7). Argyris (1973) identified effective leadership. Golembiewski argued for an administrative morality or ethics that required a connection between theoretical objectivity and the practice of public administration, and the values of open communication, innovation and discretion, and shared responsibility (1977). P. G. Brown posited truthfulness, tolerance, fidelity to law, rhetorical ability, and the virtues of management—intelligence and open-mindedness (American Society for Public Administration 1989, 103). An ASPA publication identified responsibility, accountability, commitment, responsiveness, involvement in the political process, avoiding conflicts of interest and confidentiality, and it identified principles like justice, freedom honesty, beauty, order, loyalty, equality, and equity (Mertins and

Hennigan 1982). Following MacIntyre's work on virtue, Cooper wrote about benevolence, courage, rationality, fair-mindedness, prudence, respect for law, honesty, self discipline, civility, trustworthiness, respect for colleagues, responsibility for the practices, and independence (1987). He later argued that responsibility was the key attribute of public administrators (1990) and even later that civic virtue was the central character trait for public administrators (1991, 169). Cooper has since added public-spiritedness, prudence, and substantive rationality as corollary virtues as well (1991, 163-167). Dobel has identified prudence or prudential judgment (Dobel 1990b, 21). Dwivedi articulated acceptance of public administration as a calling or vocation, genuine care for fellow citizens, and acceptance of service as primary moral obligations (ASPA 1989, 103). Fleishman urged selflessness (primarily motivated by the public good, not self-interest or the interests of those who will benefit by the sacrifices of others (1981).

Those of the "new public administration" called for social equity, community consultation and participation, equality, open communication, fairness, justice, responsiveness, and even advocacy. Rohr suggested "regime values", meaning a discrete set of values in the Constitution or enunciated by the U.S. Supreme Court such as property, equality, freedom and others (Rohr 1978). Frederickson and Hart noted patriotism—an understanding of, and belief in, the American regime values—and benevolence—extensive and non-instrumental love of fellow citizens (1985). Krislov and Rosenbloom, building upon the ideas of Kingsley (1944), Long (1952), and Van Riper (1958), argued for melding independent bureaucratic political authority with representative republican government notions into "representative bureaucracy," which to them meant representative in terms of personnel, structure, responsiveness to political authorities, and interaction with the public (Krislov and Rosenbloom 1981). They also built on the ideas Kranz who suggested that the values of accountability, answerability, responsibility and responsiveness could best be handled by a representative bureaucracy (1976, 75), and one actively involved with participatory government. K.

Denhardt suggested that the moral foundation of public administration consists of three elements: honor, benevolence and justice (Denhardt 1991, 92). York Willbern proposed six levels of morality: basic honesty and conformity to law, conflict of interest avoidance, service orientation and procedural fairness, an ethics of democratic responsibility, an ethics of public policy determination, and an ethics of compromise and social integration (1984, 102). Worthley and Grumet identified the values of the rule of law, accountability, efficiency, responsiveness, competence, objectivity, confidentiality and fairness (1983, 60-61). Goodsell suggested values like equality, justice, honesty, fairness, and the protection of individual rights (1989, 576-577). Jennings and others identified the common good and the public interest as obligations and responsibilities owed by public managers (Jennings, Callahan, and Wolf 1987, 6). Justice is identified by others as well (Hart 1974; Henry 1975; Pops 1991, 261-285). W. Sullivan identified justice, dignity, fellowship and social interdependence as the elements of civic virtue (1986). Frederickson identified efficiency, expediency, economy, order and predictability as values of public administration in the past (1989). Guy created the acronym CHAPELFIRZ to stand for caring, honesty, accountability, promise keeping, pursuit of excellence, loyalty, fairness, integrity, respect for others, and responsible citizenship (Guy 1991, 193-200). The Council for Excellence in Government identified the core values that underlie public service, including serving the public interest and performance with integrity; additional values identified were courage, loyalty, respect for authority, technical expertise, responsiveness, and confidentiality (1992).

It is obvious that the literature of public administration contains a large number of values associated with the roles of civil servants. Professional codes of ethics, developed by public practitioners and educators in the field, have also offered useful guidance about the characteristics that public administrators should have. The ASPA moral principles adopted December 6, 1981 included sovereignty of the people, efficient and effective management, keeping the public trust, avoiding conflicts of interest, and sensitivity to the qualities of justice, courage, honesty, equity, competence

and compassion (Mertins and Hennigan 1982, 41). The first ASPA *Code of Ethics* was adopted three years later on April 8, 1984, and ASPA's *Code of Ethics and Implementation Guidelines* was adopted by the ASPA National Council March 27, 1985. The *Code of Ethics* was revised in 1994 and now includes member obligations to serve the public interest, respect the Constitution and the law, demonstrate personal integrity, promote ethical organizations, and strive for professional excellence; within each of these five overarching statements are explanatory obligations and specific statements involving service, the public interest, citizen participation, compassion, fairness, responsiveness, courage, confidentiality, truthfulness, honesty, avoiding conflicts of interest, respect, responsibility, avoiding partisanship, efficiency, effectiveness, open communication, creativity, loyalty, accountability, and competence. There have also been other codes of ethics, including the International City Management Association (ICMA), the National Contract Management Association (NCMA), and individual governments have also often adopted some (U.S. Code of Ethics, 1980), for example, and they too enumerate particular norms and values for civil servants.

In answer to the question about whether bureaucrats have norms, values or ethics different than those of citizens and others, there have been some studies providing guidance. One was by G. Lewis (1990, 220-227). Using the General Social Surveys of 1982 and 1988 his study compared the political, social, and personal attitudes of the general public with those of public administrators. He concluded that public managers and professionals differed significantly from ordinary people on 35 of 65 questions asked, although most of the differences were relatively small. His findings supported to a degree the statement made by Goodsell that bureaucrats are really just ordinary people (1983, 12). Another study by Wynia revealed that senior-level federal officials held attitudes alien to democracy, particularly outside of "social agency" settings (1974, 162). And a slightly earlier study suggested that Federal government executives held values different from other private sector managers, employees, and elected officials (Sikula 1973), and that these differences were particularly noted for groupings of

values which the author termed "integrity values," "competency values," and "initiative values." The Sikula research involved use of the Rokeach Value Survey in which both "terminal values" and "instrumental values" were used to identify underlying value structures that could be considered aggregated representations of the professions to which the individuals in the survey belonged (Edwards, Nalbandian and Wedel, 129-30). Edwards, Nalbandian and Wedel's work concluded that the values expressed by members of the professions surveyed (public administration, social welfare, law, and business) were extensive and profound (1981). England's study (1967) of the U.S. population and Schilling's work involving city managers also suggested a clash of values, noted L. deLeon (1994, 141). In fact, deLeon's work summarized the decade or two of literature on professional values by stating that there was remarkable consistency of values among groups surveyed, using the Rokeach Terminal Values and Instrumental Values scales (Rokeach 1973) and the Professional Values scale (Galloway 1976). Further, her article went on to compare three groups in Colorado government—managers, analysts, and politicians—using the Professional Values scale developed by Galloway. This scale included several of the same values the author derived from the public administration literature—such as effectiveness, efficiency, participation, and public interest—and many others that were akin to others—practicality, innovation, equity, comprehensiveness, scientism, and empathy. She concluded that the differences in professional values among the three groups were the result of self-selection, and not professional socialization in either graduate school programs or on-the-job.

Summary

Both the professional ethics literature and the public administration literature have identified the importance of expected roles, and behavioral norms and values. This history of public administration as a discipline includes much explicit values debate, and includes even more implicit

discussion of norms and values as a part of the several theories of public administration. I am left to explore empirically the nature of the public administration values and expected norms, and whether there exists an identifiable public administration ethics in a manner similar to "other professions." and whether it is composed mostly of those values a part of the bureaucratic paradigm or those constituting a democratic ethos. I am also left to wonder whether some values are more important in public administration than others and, if so, which ones. This dissertation embarks on such research for these issues.

CHAPTER THREE

RESEARCH DESIGN AND METHODOLOGY

Accepted public administration norms and values, primarily taken from the American public administration literature of the last century, have been empirically tested using three groups of Colorado respondents: (1) government career civil servants; (2) elected representatives of the people; and (3) registered voters. Each of these three groups have been provided the same questionnaire so that differences in their responses could be compared and measured. In selecting Colorado instead of the entire United States as the location for this empirical research and testing of American public administration norms and values, it is understood that Colorado is not a microcosm of the U.S. Certainly the results in Colorado may not mirror results in the whole nation. But Colorado had the research attributes of proximity, availability, economy and practicality for such a research undertaking for this author.

Populations and Samples

The bureaucrat group was composed of Colorado State government career civil servants ranging from grade level 92 to grade level 107. These grade levels in the Colorado merit system correspond to the mid and senior grade-level positions of GS 13 through 18 in the U.S. civil service system. The choice of career civil servants was made in order to exclude political appointees who might have short-term views of norms and values of career bureaucrats or who might have an outside or non-governmental perspective.

With the assistance of the Colorado Department of Personnel, an agency which administered overall personnel policies, a complete list of all grade level 92 through 107 career appointees was

developed, listed in alphabetical order by last name. The list of such civil servants totaled 3895. In order to keep the questionnaire research within budget, it was estimated that only twenty percent of the entire population could be surveyed. Therefore, a number between one and five was picked by the chairman of the dissertation committee—it turned out to be “four”—and each fifth name on the list beginning with name four was surveyed. This random process produced a sample size for the bureaucrat group of 778 civil servants.

In contrast with the bureaucrat group, which consisted of a one-fifth sample from the whole population of career government employees in those grade levels working in Colorado government, the state legislator group population was small enough for the entire population to be surveyed. In the Colorado Legislature there were 35 Senators and 65 Representatives, or a total of 100 state legislators. The size of legislator group was therefore 100 persons.

The registered voter group was a sample population of all registered voters in Colorado. Since only adults were intended to be surveyed, and since a random process of selecting those adults throughout Colorado was desired to be used, the voter registration list was used as a proxy for the general adult population in the state. The use of such a list also enabled me to use some known respondent characteristics—such as gender, party affiliation, and income—that otherwise might have had to be requested from the respondents in the survey instrument itself, likely reducing the response rate to the survey. The assistance and help of the International Center for Administration and Policy, a part of the University of Colorado at Denver, Graduate School of Public Affairs, was solicited since that Center had access to the entire voter rolls in the State as a database. A random sample of 250 persons on the voting list was selected. The size of the voter group sample population was thus 250 voters.

Instrumentation

Although a review of the literature identified a number of survey instruments (Rokeach Value Survey, Edwards Survey), no known research has assessed the norms and values of the public administration literature for the last century. Previous instruments like the Defining Issues Test (Rest 1974, 494) and the Values Orientation Questionnaire (Green and Haymes 1973, 213) and others were reviewed and assessed as well, to be sure that time and resources were use wisely, and to determine if perhaps greater reliability and validity could be had through their use. Both of these, for example, had been standardized and widely used (Dye and Stephenson 1978, 341), but they were not workable to test for a public administration ethics comparing these three groups. Also reviewed was the instrument used by Wynia when he surveyed attitudes of higher federal executives and found a large number of them held attitudes alien to democratic ideals (1974, 162). Existing instrumentation could not be used to assess the large number of public administration values identified, nor the persons or groups to whom bureaucrats ought to be accountable, in the research undertaken.

Since the review and assessment did not identify an existing instrument that could be used in this research, a new instrument was developed for this study, one that could be used with all three groups—Colorado career civil servants or bureaucrats, Colorado State legislators, and Colorado voters or the public. The instrument consisted of two parts. Part I employed declarative statements representing norms or expectations about government career public servants. Each of the statements was affirmative or positive in its declaration. Each of the normative statements used one of the values taken from the public administration literature during the last century. A total of 48 values were selected, representing a wide swath of equal numbers of both bureaucratic and democratic values that have appeared in the literature. Moreover, each of these values was defined briefly in the survey instrument itself, in order that the respondents would all have a common definition of the value

meanings. Each declarative statement always began with the following phrase: "A career public administrator should . . ." A copy of the survey instrument is found at Appendix A.

For each of these 48 normative statements, the respondents were asked to state the degree to which they agreed with or disagreed with the specific statement. A Likert scale from 1 to 9 was used, with 1 representing "strongly agree," 3 representing "agree," 5 representing "no opinion," 7 representing "disagree," and 9 representing "strongly disagree." Each of the survey respondents was asked: "Please place a numeric value from 1 through 9, taken from the following nine point scale, next to each of the statements made below for career public administrators working in the executive branch of state government."

Also included in Part I of the survey instrument was one question that explored the nature of "accountability" as a value. While the first normative statement in the instrument was "A career public administrator should be accountable (Responsible for government program decisions the administrator makes)," knowing the nature of the person or entity to whom the public administrator should be accountable was also desirable. Thus, the final question in Part I was another declarative normative statement, as follows: "A career public administrator should be primarily accountable to . . ." Instructions to respondents for this question were as follows: "Please rank from 1 to 6 the following six persons or groups (in order of the most important to least important) in response to the statement about a career civil servant in the executive branch of state government." This question was designed to test whether accountability should be primarily to the state agency director, the governor, the state legislature, the state courts, the agency clientele groups, or the general public and citizens.

Part II of the questionnaire was generally designed to compare and contrast one or more of the values tested for in Part I. Even after review and initial testing of the instrument among employees at a non-profit organization, among academics, and among several research and testing experts, there was still some concern that Part I might not produce sufficient differences in the 48 variables for the

three groups of respondents. Since the respondents could agree to all of the seemingly positive declarative and normative statements in Part I, it was determined desirable and necessary to force respondents to rate some values above or below others in importance. It was intended initially to provide some gradation among values if Part I responses did not illustrate such gradation. A couple of the questions in Part II were also intended to ascertain more general differences among the three groups. For example, question seven sought to force a choice between the groups listed regarding the last question of Part I on accountability—specifically, to weigh or to test “personal accountability” against “system accountability.” Another question, question three, sought to contrast the different group responses to the ranking of serving “agency clientele groups” against the more “general public interest.” Part II of the questionnaire is found in Appendix A.

With any new survey instrument, of course, issues of validity and reliability exist. During the development and use of this instrument, a number of steps were taken to provide reasonable levels of assurance for validity and reliability. First, I consulted with three experts in consumer and education research, beyond the Chair of the Dissertation Committee, in developing the questionnaire: these individuals develop, administer and analyze research survey results from existing and new instrumentation as an integral part of their professional work activities in corporate, consumer and educational consulting. Second, I pre-tested the instrument on employees of a non-profit organization, and made modifications in the instrument, in consultation with the above research experts. One of the changes made was to define the meaning of the values being tested as explained previously. The questionnaire used in the survey for each of the three groups surveyed contained the exact same short definition of the values being asked about: this modification was made to help all respondents have an identical meaning to the terms being surveyed. Third, I constructed the instrument so that Part II would act to some extent as a cross-check for Part I; Part II was also intended to provide an internal check on the validity of the survey instrument itself. If the ranking of the values in this part of the

questionnaire was different or significantly different that those produced from Part I, the questionnaire used might be suspect. The results from the survey confirm generally that the responses from Part I and Part II are consistent. Fifth, in some cases there are similar terms, or terms that at least have somewhat similar meanings, used in the instrument—examples are “autonomy” and “independent,” or “stability” and “consistency,” or “honest” and “integrity.” Again, the results from the instrument’s use suggests no incompatibility in answers. Sixth, on the survey of voters—generally considered the least sophisticated of the groups insofar as these particular values are concerned—I first tested 12 of the 48 values by using a telephone survey, to be sure that they would work before sending the same instrument in the mail to these same respondents. Lastly, as I will report more completely below, the respondents from both the bureaucrat and legislator groups were representative of the population universes, as measured by the respondent characteristics available to me. Thus, while there is no certainty with respect to validity and reliability issues on this new instrument, reasonable precautionary measures were first taken, the instrument was tested, and modifications were adopted.

Data Collection

Exploration of the means of surveying Colorado government career civil servants or bureaucrats, with the assistance and database maintained by the Colorado Department of Personnel, was begun during Fall 1993 and continued into early 1994. Exploration of the means of surveying Colorado voters was begun in Spring 1994, with the help of the International Center for Administration and Policy. While an exploration of challenges associated with the distribution and data collection of these two groups of bureaucrats and voters was underway, the legislators group was actually surveyed first.

A principal concern in using the survey instrument with all 100 state legislators was an anticipated low rate of return. Colorado legislators are “citizen” legislators, and have full-time jobs in

addition to their service as representatives of the people in the legislative branch of government. Therefore, while they were out of legislative session, it was thought a good time to survey them, especially during a non-election year, in late Fall 1993.

In order to improve upon what was expected to be a relatively low response rate on returning the completed survey instruments, the assistance of several of the legislative leaders—Senators Tilman M. Bishop (President Pro Tem) and Regis Groff in the Senate, and Representatives Peggy Kearns (Assistant Minority Leader) and Paul Schauer in the House, were enlisted to write letters of endorsement of the value of the survey to the members of the Senate and House themselves, in addition to the survey's value to the public administration community more broadly. Their cover letters also encouraged their legislative colleagues to complete and return the surveys. Three of the four leaders approached agreed to write such letters. These letters appear as a part of Appendix B. With these letters written and in hand, the author sent out the survey instrument to all legislators in early December 1993. Self-addressed, postage-paid return envelopes were provided in the mailing. A second effort to increase legislator responses went out again in early January 1994, and a final one a month later. Ultimately, the response rate for all legislators was 46 percent, considered a good response rate for this type of research.

A breakdown of these legislator responses is as follows: 30.4 percent of the respondents were female compared with 35 percent of the legislators being female; 63 percent of the respondents were from the chamber of the House of Representatives compared with 65 percent of the legislators being from that chamber; and 41.3 percent of the respondents were Democrats compared with 47 percent of legislators being Democrats. In general, the responses received were generally representative of those sent out to the whole group of 100 legislators in terms of the characteristics of chamber, party, and gender. Each of the individual responses to the survey instruments were entered into a Microsoft Excel database created for that purpose. The author had previously entered into the database the

known characteristics of each of the state legislators, like current occupation, gender, party affiliation, chamber and district before any data from the survey was received.

The bureaucrat group was the next one surveyed in early Spring, 1994, after the database of all 778 in the sample of career civil servants in Colorado State government had been provided by the Colorado Department of Personnel and entered into the same Excel database. Characteristics known for each of these bureaucrats included full name, grade level, job classification, job title, and state agency. An April 2, 1994 cover letter from Associate Professor E. Sam Overman of the University of Colorado at Denver, Graduate School of Public Affairs, was developed to increase the rate of responses from the career bureaucrats, lending additional credence to this research effort. That letter may be found in Appendix C.

Only one survey wave was necessary to produce for the bureaucrat group a response rate of almost 50 percent. A total of 33 of the responses from bureaucrats were incomplete—respondents often forgetting to complete the entire Part II, for example. These were returned with a request that the respondent fill out the remaining questions in the survey instrument, and all but a few actually did so. Total responses were 380, but of these returned, five had the identifying number of the questionnaire, that made it impossible to connect the specific response to the respondent characteristics data, cut out using scissors. These respondents may not have believed the assurance of privacy contained in the letter accompanying the survey instrument. Three of these five were entered into the Excel database, but they were not used in any tallies calling for respondent characteristics; two were not used because of incomplete answers to Part II. Yet the rate of response was still 48.6 percent, or 378 of the sample 778 population.

The known characteristics—gender, job class, agency in which employed, and grade level of position—of the bureaucrats sent the survey instrument were compared with those same characteristics of the bureaucrats responding, as a check on the validity of the sample responding. For gender, the

total group sent the survey instrument was 31.2 percent female and 68.8 percent male; those responding with completed instruments were 31.3 percent female and 68.7 percent male. Similarly, the percentage of those surveys sent out compared with those actually returned were compared using the grade level, agency employed, and classification statistics. Each of these three characteristics likewise showed only small differences.

The registered voter group was the last group to be surveyed. In some ways it was also the most problematical. Consultations with several professional research practitioners noted that the level of sophistication of the survey instrument might be an impediment to getting good responses from voters. It was thought, for example, that respondents might not understand the meaning of values like "discretion" or "autonomy." Because of this concern about a possible lack of some contextual understanding of the instrument on the part of the voter respondents, it was determined to survey first by telephone for a selected set of values, for the length of the entire survey instrument did not lend itself to full telephone survey work. A small number of the 48 values—12 in all—were chosen because they represented a good mix of bureaucratic and democratic values, and because they appeared to be among those producing initial differences in the responses from the groups of legislators and bureaucrats. The telephone survey was administered by the International Center for Administration and Policy during October 1994 to a total of 250 registered voters, randomly selected to represent a cross-section of those listed on the voter rolls. Because some persons were not at home when called a first and second time, their names were replaced in the group of 250 by going to other names beyond the first 250 on the same listing. In this telephone survey a total of 250 persons responded and the results were analyzed.

The initial telephone response from these 250 voters suggested that the same written survey instrument could be used for the registered voters as worked previously for bureaucrats and legislators. Accordingly, in January 1995 these same 250 registered voters were sent a written follow-up survey

prepared by me, but mailed through the International Center for Administration and Policy, that mentioned the survey they took earlier by telephone, and requested their help in completing the written survey and returning their entire survey response. Of the 250 responses collected by telephone on 12 of the values, only 76 sent back completed written survey responses. Even these were partly induced to do so by an offer to each respondent to send to a charity of their choosing \$10.00 for each response received, or to send them \$10.00 in a check for a survey instrument returned. A copy of the accompanying letter may be found in Appendix D. Thus, the response rate for 12 of the variables in Part I was 100 percent, but the response rate on the rest of Part I and all of Part II was 31.3 percent of the 250 total sample population.

Data Analysis

As discussed under "Data Collection," data for 12 of the normative statements were collected both by telephone survey of 250 voters and from 76 of those same voters by survey instrument two months later. After consultation with several professional research practitioners, it was concluded to ignore the smaller number of responses from the same 76 voters in favor of the larger number of phone responses for those identical questions. This meant that for all questions other than these 12 normative statements from 250 respondent voters, responses would only have been received from as many as 76 voters. Thus, the data in this dissertation presented are those of 250 voters for only 12 of the questions—those dealing with "accountable," "advocate," "compassionate," "competent," "confidentiality," "economical," "impartial," "politically aware," "predictable," "protect individual rights," "public interest," and "trustworthy"—and as many as 76 for all others.

The Excel databases containing the legislator, bureaucrat and voter responses were imported into SPSS for Windows Release 6.0 software, to permit better manipulation and analyses of the data. Each normative statement was analyzed, and the responses from each of the three groups was

compared, using both the *t*-test and the technique of elementary analysis of variance (ANOVA). Similarly, the questionnaire statement on "primary accountability" was handled the same way, as were each of the responses to the forced choice questions.

The total responses from the bureaucrats were also analyzed using *t*-test and ANOVA techniques for age expressed in decades, state agency in which employed, highest education degree earned, subject of highest education degree earned, gender, grade level, Colorado Department of Personnel job classification, and the author's job classification. Responses from legislators were analyzed using the *t*-test and ANOVA techniques for age expressed in decades, highest education degree earned, gender, and political party affiliation. Responses from voters were analyzed using the *t*-test and ANOVA techniques for age expressed in decades, whether they had an undergraduate college degree or not, subject of college degree, gender, household income, and political party affiliation. For each of these respondent characteristics, the standard deviations for each value were compared.

In addition to the statistical tests explained above, the means from each of the normative statements for each of the three groups surveyed were ranked from highest to lowest in importance, and then compared among or within the three groups. Also ranked were the standard deviation scores from each of the 48 values for each of the three groups surveyed. Separate rankings were also performed for each of the three group responses to the "primary accountability" questions, and then these were compared between and among the three group responses so that a relative importance could be determined for each of the possible six answers to the question.

Next, two indices were created using the data. A total of 24 of the 48 normative statement values were categorized as part of the "bureaucratic ethos" and a composite score providing equal weight for each of those 24 values was developed. Similarly, the other 24 of the 48 values were categorized as part of the "democratic ethos" set and a combined score or index reflecting an equal

weighting of those 24 values was developed. This creation of the two indices permitted a comparison of responses between the bureaucratic and democratic ethos sets of values.

Lastly, factor analysis was performed only for the 48 values from the bureaucrat group: this was because the responses for the legislator and voters were too small in number to permit this techniques to be used.

Summary

Both quantitative and qualitative analyses were performed on 48 normative value answers, the six primary accountability answers, and the ten forced choice answers for each of the three groups, and within each of the three groups, based upon known or collected respondent characteristics. Bureaucratic and democratic ethos indices were developed and subjected to the same quantitative analyses techniques. Factor analysis was also performed on the 48 normative values for bureaucrats only. Such analyses produced findings set forth in Chapter Four.

CHAPTER FOUR

RESEARCH FINDINGS

The findings from the survey are presented in six sections. First, a report of the findings comparing the survey results from each of the three groups surveyed in Colorado—bureaucrats, legislators, and voters—is made. The second through fourth sections present a detailed analysis of the findings within the bureaucrat, legislator and voter group surveys respectively. Fifth, the findings are summarized and reported by value for each of the 48 values individually. Sixth, the findings are summarized on the basis of to which persons or entities bureaucrats have primary accountability, and whether that accountability is personal or system-wide in nature.

Due to the large amounts of data collected—from 48 normative statements with values, primary accountability questions, and forced choice comparisons—from the three major groups surveyed, somewhat different respondent characteristics for each of these groups, as well as the several different statistical tests that have been run, the above simplified and logical presentation of the findings will be made. The reader may note that the presentation of the findings in this manner does not clearly track the stated hypotheses put forth in Chapter One, because the presentation of much of the data relates to more than one of the hypotheses. Moreover, the illustration of the findings presented in this manner more easily provides an understanding for the comparisons and conclusions to be raised in Chapter Five for each of the 48 values, as well as comparisons and conclusions to be drawn between the three group surveys, within the survey of bureaucrat respondents, the two ethos indices, the factor analysis, and even more general implications.

Comparing the Bureaucrat, Legislator, and Voter Survey Groups

Part I of the survey instrument consisted of two elements, one dealing with the 48 normative statements and values, and a second on the findings of the single normative statement about "primary accountability" for career public administrators. Part II of the survey instrument dealt with forced choice questions. Each of these two parts are reported below separately.

Normative Statements and Values

Each of the three groups—bureaucrats, legislators, and voters—responding to the survey had different mean scores for each of the 48 normative statements containing a specific value. The means of the 48 values were ranked for each of the three groups separately, with the values receiving the highest importance listed first. Table 4.1 displays the rank-ordered value means within each of the three groups, listed by quartile of importance to that group.

Among all three groups surveyed there was general agreement that nine values—"accountable," "competent," "conflicts of interest avoidance," "honest," "integrity," "respect," "responsible," "trustworthy," and "truthful"—were the premier values in the survey, because they appeared in the top quartile for each of the groups. Similarly, for each of the groups the following ten values were among those ranked the lowest in importance: "advocate," "autonomy," "compassionate," "deference," "independent," "obedient," "orderly," "politically aware," "predictable," and "socially conscious." These values appeared in the lowest quartile of rankings for each of the groups.

Major rank-order differences in importance, defined as five or more places, between bureaucrats and legislators included 18 values listed in Table 4.2 below that bureaucrats ranked higher or lower than legislators. This ordinal analysis, to be combined with other more sophisticated statistical techniques presented below, suggests the scope and depth of paradigm differences between the bureaucracy on the one hand, and legislators or voters on the other.

Table 4.1
RANK-ORDERED VALUES AND MEANS FOR EACH SURVEY GROUP

<u>RANK ORDER</u>	<u>BUREAUCRATS</u>	<u>MEAN</u>	<u>LEGISLATORS</u>	<u>MEAN</u>	<u>VOTERS</u>	<u>MEAN</u>
1.	Honest	1.2376	Honest	1.0222	Honest	1.1842
2.	Competent	1.2768	Conflict of Interest Avoid	1.0889	Trustworthy	1.2080
3.	Integrity	1.3605	Integrity	1.1136	Competent	1.3120
4.	Trustworthy	1.3816	Truthful	1.1556	Truthful	1.3421
5.	Truthful	1.3921	Trustworthy	1.2444	Integrity	1.4474
6.	Conflict of Interest Avoid	1.3969	Responsible	1.3182	Accountable	1.4800
7.	Responsible	1.5459	Competent	1.3222	Responsible	1.4868
8.	Promise Keeping	1.5587	Promise Keeping	1.3261	Conflict of Interest Avoid	1.5526
9.	Communicative	1.5640	Effective	1.3636	Respect	1.5658
10.	Accountable	1.5654	Respect	1.3964	Rational	1.5789
11.	Respect	1.5801	Courteously	1.4091	Justly	1.6053
12.	Effective	1.5853	Accountable	1.4091	Fair	1.6316
13.	Confidentiality	1.6562	Economical	1.4545	Effective	1.6533
14.	Justly	1.7389	Serve	1.4773	Economical	1.6560
15.	Courteously	1.7415	Individual Rights	1.5000	Efficient	1.6579
16.	Rational	1.7507	Efficient	1.5000	Serve	1.6579
17.	Efficient	1.7624	Communicative	1.5333	Promise Keeping	1.7105
18.	Economical	1.7755	Sovereignty	1.5349	Communicative	1.7368
19.	Diligent	1.8016	Justly	1.5556	Diligent	1.7763
20.	Fair	1.8277	Responsive	1.5909	Objective	1.7895
21.	Responsive	1.9711	Fair	1.5909	Public Interest	1.8000
22.	Impartial	2.0104	Rational	1.6818	Courteously	1.8026
23.	Creative	2.0287	Impartial	1.6818	Individual Rights	1.8080
24.	Objective	2.0314	Confidentiality	1.7556	Impartial	1.8240

Table 4.1 (Cont.)

<u>RANK</u> <u>ORDER</u>	<u>BUREAUCRATS</u>	<u>MEAN</u>	<u>LEGISLATORS</u>	<u>MEAN</u>	<u>VOTERS</u>	<u>MEAN</u>
25.	Discretion	2.0733	Objective	1.7727	Prudent	1.8289
26.	Serve	2.1050	Diligent	1.7907	Responsive	1.9342
27.	Individual Rights	2.1339	Courage	1.8636	Caring	1.9868
28.	Courage	2.1619	Stability	1.8837	Consistent	2.0132
29.	Caring	2.1723	Prudent	1.9773	Stability	2.0132
30.	Consistent	2.1806	Consistent	1.9773	Confidentiality	2.0160
31.	Stability	2.2152	Loyal	2.0889	Courage	2.0263
32.	Public Interest	2.3588	Discretion	2.0909	Discretion	2.0789
33.	Prudent	2.3753	Neutral Competence	2.1111	Participation	2.0921
34.	Participation	2.4500	Creative	2.1364	Sovereignty	2.1711
35.	Tolerance	2.6115	Public Interest	2.2093	Loyal	2.1842
36.	Loyal	2.6571	Caring	2.2444	Tolerance	2.2500
37.	Sovereignty	2.6605	Participation	2.2667	Politically Aware	2.2880
38.	Neutral Competence	2.6911	Tolerance	2.4773	Neutral Competence	2.2895
39.	Independent	2.8407	Predictable	2.4889	Creative	2.3553
40.	Compassionate	3.0026	Politically Aware	2.5000	Independent	2.3684
41.	Socially Conscious	3.0159	Orderly	2.7045	Orderly	2.4868
42.	Predictable	3.0361	Socially Conscious	2.8864	Socially Conscious	2.6184
43.	Advocate	3.1102	Independent	3.1818	Compassionate	2.6960
44.	Politically Aware	3.1129	Obedient	3.2273	Advocate	3.0080
45.	Autonomy	3.1237	Compassionate	3.2889	Autonomy	3.3289
46.	Orderly	3.2755	Deference	3.8182	Obedient	3.5526
47.	Obedient	3.9500	Autonomy	4.3488	Deference	3.8421
48.	Deference	4.5984	Advocate	4.5333	Predictable	4.0000

Table 4.2
RANK-ORDER IMPORTANCE DIFFERENCES BETWEEN
BUREAUCRATS AND LEGISLATORS

<u>Bureaucrats Higher Than Legislators</u>	<u>Bureaucrats Lower Than Legislators</u>
Advocate	Economical
Caring	Protect Individual Rights
Communicative*	Loyal
Compassionate	Neutral Competence
Competent	Orderly*
Confidentiality*	Serve*
Creative*	Sovereignty of the People
Diligent	
Discretion*	
Justly	
Rational	

*Appears in both Tables 4.2 and 4.3.

Major rank-order importance differences (five or more places) between bureaucrats and voters included the 15 values listed in Table 4.3 below that bureaucrats ranked higher or lower than voters.

Table 4.3
RANK-ORDER IMPORTANCE DIFFERENCES BETWEEN
BUREAUCRATS AND VOTERS

<u>Bureaucrats Higher Than Public</u>	<u>Bureaucrats Lower Voters</u>
Communicative*	Fair
Confidentiality*	Orderly*
Courteously	Politically Aware
Creative*	Prudent
Discretion*	Public Interest
Promise Keeping	Rational
Predictable	Serve*
Responsive	

*Appears in both Tables 4.2 and 4.3.

Comparing the ordinal rankings in both Tables 4.2 and 4.3 above, it is noted that for four of the surveyed values ("communicative," "confidentiality," "creative," and "discretion") bureaucrats have ranked them at least five places higher than both legislators and voters. Similarly, two other values ("orderly" and "serve") were ranked at least five places lower by bureaucrats compared with

both legislators and voters. These major ordinal differences in six values have been asterisked in the tables, and are simply noted here, prior to presenting findings based upon tests of statistical significance.

Application of a one-way analysis of variance (ANOVA) on the 48 values for each of the three groups, using the discriminating Student-Newman-Keuls (SNK) test, illustrated significant differences at the .05 level. Bureaucrats were significantly different than legislators on 31.25 percent or 15 of the 48 values, including "conflicts of interest avoidance," "deference," "honest," "integrity," "obedient," "orderly," "serve," "advocate," "autonomy," "courteously," "politically aware," "protect individual rights," "prudent," "responsive," and "sovereignty of the people." Bureaucrats were different than voters on 27.1 percent or 13 of them, including "conflicts of interest avoidance," "deference," "loyal," "orderly," "predictable," "serve," "trustworthy," "compassionate," "confidentiality," "independent," "politically aware," "protect individual rights," "prudent," "public interest," and "sovereignty of the people." Legislators, on the other hand, were different than voters on only 10.4 percent or five of the 48 values.

An identical ANOVA was also applied to the 48 values for each of the three groups, but using a less discriminating test, the Least Significant Difference (LSD) test, and additional differences among the surveyed groups were identified at the .05 level. Bureaucrats were significantly different than legislators on 39.6 percent or 19 of the values. These included all of the values identified under the SNK test above and, in addition, the four values of "loyal," "neutral competence," "truthful," and "compassionate." Bureaucrats were significantly different than voters on a total of 15 or 31.25 percent of the values. All of the values identified under the SNK test above are included, plus the two values of "creative" and "participation."

The 48 values tested were segregated into those associated with the "bureaucratic ethos" and those with the "democratic ethos" and an index or composite value was developed consisting of all the

associated values of that specific ethos. Application of a one-way ANOVA on both the bureaucratic index and the democratic index, each containing 24 of the values, illustrated differences. Among the three groups surveyed, bureaucrats provided the lowest composite score for each of the two indices in comparison with the scores provided by legislators and voters. Bureaucrats were significantly different in their responses than both legislators and voters on the bureaucratic index, but there were not significant differences between any of the survey groups on the democratic index. These findings are set forth in Table 4.4 below.

Table 4.4
SURVEY GROUP VALUE DIFFERENCES
(ONE-WAY ANOVA)

<u>VALUES</u>	<u>BUR</u>	<u>LEG</u>	<u>VOTER</u>	<u>P</u>
	<u>MEAN</u>	<u>MEAN</u>	<u>MEAN</u>	<u>VALUE</u>
Bureaucratic Values				
Accountable	1.5654	1.4091	1.4800	.4984
Competent	1.2768	1.3222	1.3120	.8486
Conflicts of Interest ^{AB}	1.3969 ^A	1.0889 ^{AB}	1.5526 ^B	.0062 **
Consistent	2.1806	1.9773	2.0132	.3707
Deference ^{AB}	4.5984 ^{AB}	3.8182 ^A	3.8421 ^B	.0016 **
Diligent	1.8016	1.7907	1.7763	.9706
Economical	1.7755	1.4545	1.6560	.1235
Effective	1.5853	1.3636	1.6533	.1761
Efficient	1.7624	1.5000	1.6579	.1652
Honest ^A	1.2376 ^A	1.0222 ^A	1.1842	.0476 *
Impartial	2.0104	1.6818	1.8240	.1533
Integrity ^{AB}	1.3605 ^A	1.1136 ^{AB}	1.4474 ^B	.0497 *
Loyal ^{AD}	2.6571 ^{AD}	2.0889 ^D	2.1842 ^A	.0085 **
Neutral Competence ^D	2.6911 ^D	2.1111 ^D	2.2895	.0283 *
Obedient ^A	3.9500 ^A	3.2273 ^A	3.5526	.0134 *
Objective	2.0314	1.7727	1.7895	.0951
Orderly ^{AB}	3.2755 ^{AB}	2.7045 ^A	2.4868 ^B	.0000 ***
Predictable ^{AB}	3.0261 ^A	2.4889 ^B	4.0000 ^{AB}	.0000 ***
Rational	1.7507	1.6818	1.5789	.3233
Responsible	1.5459	1.3182	1.4868	.1831
Serve ^{AB}	2.1050 ^{AB}	1.4773 ^A	1.6579 ^B	.0003 ***
Stability	2.2152	1.8837	2.0132	.1103
Trustworthy ^A	1.3816 ^A	1.2444	1.2080 ^A	.0402 *
Truthful ^D	1.3921 ^D	1.1556 ^D	1.3421	.1027
Bureaucratic Index ^{AB}	2.1578 ^{AB}	1.7823 ^A	1.9695 ^B	.0002 ***

Table 4.4 (Cont.)

<u>VALUES</u>	<u>BUR</u>	<u>LEG</u>	<u>VOTER</u>	<u>P</u>
	<u>MEAN</u>	<u>MEAN</u>	<u>MEAN</u>	<u>VALUE</u>
Democratic Values				
Advocate ^{AB}	3.1102 ^A	4.5333 ^{AB}	3.0080 ^B	.0000 ^{***}
Autonomy ^{AB}	3.1237 ^A	4.3488 ^{AB}	3.3289 ^B	.0010 ^{***}
Caring	2.1723	2.2444	1.9868	.4486
Communicative	1.5640	1.5333	1.7368	.2450
Compassionate ^{AD}	3.0026 ^{AD}	3.2889 ^D	2.6960 ^A	.0447 [*]
Confidentiality ^A	1.6562 ^A	1.7556	2.0160 ^A	.0149 [*]
Courage	2.1619	1.8636	2.0263	.2009
Courteously ^{AD}	1.7415 ^A	1.4091 ^{AD}	1.8026 ^D	.0690
Creative ^D	2.0287 ^D	2.1364	2.3553 ^D	.0782
Discretion	2.0733	2.0909	2.0789	.9948
Fair	1.8277	1.5909	1.6316	.1765
Independent ^{AD}	2.8407 ^A	3.1818 ^D	2.3684 ^{AD}	.0477 [*]
Justly	1.7389	1.5556	1.6053	.3327
Participation ^D	2.4500 ^D	2.2667	2.0921 ^D	.1001
Politically Aware ^{AB}	3.1129 ^{AB}	2.5000 ^A	2.2880 ^B	.0000 ^{***}
Promise Keeping ^D	1.5587	1.3261 ^D	1.7105 ^D	.0627
Individual Rights ^{AB}	2.1339 ^{AB}	1.5000 ^A	1.8080 ^B	.0014 ^{**}
Prudent ^{AB}	2.3753 ^{AB}	1.9773 ^A	1.8289 ^B	.0006 ^{***}
Public Interest ^A	2.3588 ^A	2.2093	1.8000 ^A	.0000 ^{***}
Respect	1.5801	1.3864	1.5658	.3735
Responsive ^A	1.9711 ^A	1.5909 ^A	1.9342	.0552
Socially Conscious	3.0159	2.8864	2.6184	.2171
Sovereignty of People ^{ABC}	2.6605 ^{AB}	1.5349 ^{AC}	2.1711 ^{BC}	.0000 ^{***}
Tolerance	2.6115	2.4773	2.2500	.1828
Democratic Index	2.3458	2.2166	2.2581	.3548

^A Significant differences using both SNK and LSD tests.

^B Significant differences using both SNK and LSD tests.

^C Significant differences using both SNK and LSD tests.

^D Significant differences using LSD test.

* Significant differences at the .05 level.

** Significant differences at the .01 level.

*** Significant differences at the .001 level.

The substantial number of statistically significant differences in value preferences, presented in Table 4.4, between bureaucrats on the one hand, and legislators and voters in Colorado, on the other hand, lends credence to the third hypothesis presented in Chapter One, that there are significant differences between the identified norms and values that career civil servants should possess, as perceived by public administrators themselves on the one hand, and the elected representatives of the

people and citizens on the other hand. It is also noted that there are more significant differences between bureaucrats and the other two groups for the values tested than there are involving either legislators and voters as groups. Further, there are also a greater number of statistical differences found for all the groups among the values classified as democratic values than those classified as bureaucratic values.

Now that the two classes of values, bureaucratic and democratic, have been identified, I return to the ordinal analyses of findings in Tables 4.2 and 4.3 and restate that all of the values ("communicative," "confidentiality," "creative," and "discretion") that bureaucrats ranked five or more places higher than both legislators and voters, are democratic values, and that the two values that bureaucrats ranked lower than both legislators and voters ("orderly" and "serve") are bureaucratic values. This suggests that the bureaucrat respondents are more "democratic" and less "bureaucratic" in their preferences than either the legislators or the voter respondents.

A review of the data from Table 4.4 also illustrates that for each of the three groups, the democratic index score was always lower than the bureaucratic index score. Further, in Table 5.5 below it is noted that the average ranking of the bureaucratic ethos values that constitute the bureaucratic index is 20.25 for bureaucrats, 19.5 for state legislators, and 21.42 for voters in Colorado; these compare with democratic index rankings of 28.75 for bureaucrats, 29.5 for legislators, and 27.58 for voters. These findings suggest that, in general, bureaucratic values are held to be of higher importance than democratic values, for all three groups surveyed.

The data from each of the three surveyed groups were analyzed using standard deviations from the means for each of the 48 values. Standard deviations are a measure of how much the responses vary from the mean or, in other words, how much group solidarity or consensus, if any, exists in the responses. Table 4.5 below contains the standard deviations for each of the values. The most consensus in responses from bureaucrats occurs among the following ten values, in order:

"honest." "competent." "truthful." "integrity." "trustworthy." "communicative." "conflicts of interest avoidance." "responsible." "effective." and "promise keeping." Legislator solidarity in responses occurs most for the following values, in order: "honest." "integrity." "conflicts of interest avoidance." "truthful." "effective." "promise keeping." "responsible." "respect." "trustworthy." and "competent." Values with the most response unity from voters, in order, are: "honest." "responsible." "truthful." "rational." "respect." "efficient." "fair." "justly." "integrity." and "objective." Only two of the top ten consensus values of bureaucrats, only two of the top ten values of the legislators, and only three of the top ten values of the voters, come from the democratic ethos grouping; the dominant consensus values derive from the bureaucratic ethos values.

On the other hand, values that had the greatest disagreement in responses from among the three surveyed groups were predominantly those from the democratic ethos set. Bureaucrat responses to the following ten values, in order, produced the largest standard deviations: "deference." "autonomy." "advocate." "independent." "socially conscious." "politically aware." "neutral competence." "obedient." "compassionate." and "predictable." Legislator responses producing the greatest standard deviations in answers included the following values, in order: "advocate." "autonomy." "compassionate." "independent." "deference." "socially conscious." "orderly." "tolerance." "participation." and "obedient." Voter lowest consensus scores appeared for the following values, in order: "predictable." "advocate." "autonomy." "deference." "compassionate." "politically aware." "obedient." "socially conscious." "confidentiality." and "independent." Thus, for bureaucrats, 60 percent of the top ten values where there was the greatest disagreement in responses were from the democratic ethos set. For legislators it was 70 percent, and for voters 70 percent.

These findings extend those presented earlier suggesting that the Chapter One number three hypothesis—that there are significant differences between the identified norms and values that career civil servants should possess, as perceived by public administrators themselves on the one hand, and

the elected representatives of the people and citizens on the other hand—by illustrating a greater variation in the importance of democratic values than in bureaucratic values among each of the three groups. These findings also support hypothesis number one—that there are significant differences in identified public administration norms and values among career civil servants themselves—by indicating that a greater importance exists in bureaucrat respondents for democratic values than for bureaucratic values, but also for legislator and voter respondents. It is noted that the democratic index scores for all of these three groups were always higher than were the same group scores for the bureaucratic index. This means that each of the three groups had greater consensus on the relative importance of bureaucratic values than on the democratic values, on the average.

Table 4.5
STANDARD DEVIATIONS OF ALL VALUES
FOR EACH SURVEY GROUP

<u>VALUES</u>	<u>BUREAUCRATS</u>		<u>LEGISLATORS</u>		<u>VOTERS</u>	
	<u>SCORE</u>	<u>RANK</u>	<u>SCORE</u>	<u>RANK</u>	<u>SCORE</u>	<u>RANK</u>
Bureaucratic Values						
Accountable	.9353	13	.8441	19	1.3147	29
Competent	.6154	2	.6670	10	1.1116	24
Conflicts of Int.	.8149	7	.3582	3	1.2044	26
Consistent	1.2555	26	1.0227	23	1.2165	27
Deference	1.9984	48	2.1379	44	2.0916	45
Diligent	.8606	11	.9401	22	.8884	11
Economical	.9581	14	.7299	11	1.3716	33
Effective	.8499	9	.5743	5	.9226	13
Efficient	.9591	16	.7924	14	.8255	6
Honest	.5953	1	.1491	1	.5354	1
Impartial	1.3918	33	1.0515	26	1.5960	35
Integrity	.7330	4	.3210	2	.8702	9
Loyal	1.6169	38	1.6212	35	1.3437	31
Neut. Comp/q	1.7580	42	1.4337	33	1.6151	37
Obedient	1.7495	41	1.7235	39	1.9001	42
Objective	1.1243	21	1.0968	29	.8991	10
Orderly	1.4945	35	1.9239	42	1.3316	30
Predictable	1.6339	39	1.6462	36	2.4396	48
Rational	.9588	15	.8289	18	.7876	4
Responsible	.8183	8	.6013	7	.7393	2
Serve	1.3316	30	.7921	12	.9173	12
Stability	1.2122	25	1.0284	24	1.0262	17
Trustworthy	.7367	5	.6451	9	1.0397	19
Truthful	.7275	3	.4240	4	.7403	3
Bureaucratic Index Avg.	1.1303	20.25	.9731	19.5	1.1970	21.42

Table 4.5 (Cont.)

Democratic Values							
Advocate	1.8633	46	3.0045	48	2.1322	46	
Autonomy	1.9689	47	2.4190	47	2.1441	47	
Caring	1.3071	29	1.3677	32	1.0391	18	
Communicative	.8060	6	.8146	15	1.0629	21	
Compassionate	1.6609	40	2.2726	46	2.0129	44	
Confidentiality	1.2628	27	1.4795	34	1.8562	40	
Courage	1.1779	24	.8238	17	1.1311	25	
Courteously	.9700	17	.8161	16	.9801	16	
Creative	1.1194	20	1.1121	30	1.3634	32	
Discretion	1.1409	23	1.0958	28	1.0679	22	
Fair	1.1356	22	1.0414	25	.8301	7	
Independent	1.8300	45	2.2441	45	1.7727	39	
Justly	.9946	18	1.2350	31	.8498	8	
Participation	1.3707	32	1.8141	40	1.0605	20	
Politically Aware	1.7668	43	1.6833	37	2.0013	43	
Keep Promises	.8507	10	.5983	6	1.0932	23	
Individual Rights	1.3690	31	.7924	13	1.5636	34	
Prudent	1.2991	28	1.0888	27	.9293	14	
Public Interest	1.4486	34	1.6982	38	1.6032	36	
Respect	.8985	12	.6182	8	.8220	5	
Responsive	1.0101	19	.8441	20	.9569	15	
Socially Conscs.	1.7929	44	1.9674	43	1.8688	41	
Sovereignty	1.6041	37	.8823	21	1.3104	28	
Tolerance	1.5291	36	1.8488	41	1.6583	38	
Democratic Index Avg.	1.3407	28.75	1.3984	29.5	1.3796	27.58	

Primary Accountability Findings

The survey instrument asked each respondent to rank which entities or individuals to which he or she believed public administrators should be primarily accountable. Possible answers included "the state agency director," "the governor," "the state legislature," "the state courts," "the agency clientele groups," and "the general public or citizens." Each of the three groups—bureaucrats, legislators, and voters—surveyed responded by giving a different ranking of these six individuals or entities as answers, as illustrated in Table 4.6 below, listed in their order of importance. For each of the three groups the "the general public and citizens" response was ranked first, suggesting a general consensus among the groups as to the relative importance of the general public as the entity to whom

bureaucrats should be primarily accountable. Thereafter, there was little in common among the survey rankings. Of particular note is the much higher ranking given by bureaucrats to serving "the agency clientele groups," compared with lower importance ranking given to "the agency clientele groups" by both legislators and voters. This finding suggests a major difference between bureaucrats on the one hand, and legislators and voters on the other hand, and supports hypothesis number four—that there are significant differences about the persons or groups to which career civil servants should have primary accountability, as perceived by public administrators themselves on the one hand, and as perceived by the elected representatives of the people and citizens on the other.

Table 4.6
RANK-ORDER DIFFERENCES
AMONG ENTITIES
TO WHOM BUREAUCRATS ARE ACCOUNTABLE

<u>RANK ORDER</u>	<u>BUREAUCRATS</u>	<u>LEGISLATORS</u>	<u>VOTERS</u>
1.	General Public	General Public	General Public
2.	Agency Director	Governor	Legislature
3.	Agency Clientele	Agency Director	Agency Director
4.	Governor	Legislature	State Courts
5.	Legislature	Agency Clientele	Governor
6.	State Courts	State Courts	Agency Clientele

In addition to the above ordinal importance rankings for these groups, several tests of statistical difference were performed with the data. A one-way ANOVA was undertaken, based upon the surveyed group, to determine the degree to which the responses were significantly different among groups, using the Student-Newman-Keuls test. Each of the six categories manifested some significant differences among the groups, as illustrated in Table 4.7. A similar ANOVA was performed using the Least Significant Difference test, with no change in results. It is apparent that bureaucrats were the most different of the three groups because of the greater number of significant differences that exist compared with legislators and voters. Moreover, for four of the six answers bureaucrats provided the

highest or lowest scores of all of the three groups. These findings support hypothesis number four that there are significant differences about the persons or groups to which career civil servants should have accountability, as perceived by public administrators themselves on the one hand, and as perceived by the elected representatives of the people and citizens on the other.

Table 4.7
GROUP DIFFERENCES FOR
THE PERSON OR ENTITY TO WHICH BUREAUCRATS SHOULD BE
PRIMARILY ACCOUNTABLE

<u>TO WHOM ACCOUNTABLE</u>	<u>BUR</u> <u>MEAN</u>	<u>LEG</u> <u>MEAN</u>	<u>VOTER</u> <u>MEAN</u>	<u>P VALUES</u>
State Agency Director ^{ABC}	2.5729 ^{AB}	3.0349 ^{AC}	3.6711 ^{BC}	.0000 ***
Governor ^{AC}	3.8130 ^A	2.9773 ^{AC}	3.8289 ^C	.0009 ***
State Legislature ^{AB}	4.1313 ^{AB}	3.6163 ^A	3.4737 ^B	.0001 ***
State Courts ^{BC}	4.5650 ^B	4.6860 ^C	3.7105 ^{BC}	.0000 ***
Agency Clientele Groups ^{AB}	3.4881 ^{AB}	4.4302 ^A	4.3618 ^B	.0000 ***
General Public and Citizens ^B	2.4615 ^B	2.2093	1.9474 ^B	.0442 *

^A Significant differences between Bureaucrats and Legislators using SNK and LSD tests.

^B Significant differences between Bureaucrats and Voters using SNK and LSD tests.

^C Significant differences between Legislators and Voters using SNK and LSD tests.

* Significant differences at the .05 level.

** Significant differences at the .01 level.

*** Significant differences at the .001 level.

An analysis of the standard deviations for the primary accountability answers among the three survey groups revealed that the greatest lack of consensus within each of the groups occurred for the question regarding "the agency clientele groups." except for legislators who had a greater lack of consensus for the question on "the state agency director." For the questions dealing with "the state agency director" and "the governor," the bureaucrats had more consensus in their answers than did legislators and voters. However, it was the legislators who had the most unity in their responses for the other four questions. The large variance from each of these three groups for "the agency clientele

groups" is interesting because it may imply a continuing lack of agreement for a premise underlying "the new public administration" in serving and even advocating on behalf of identified populations. Conversely, the relative consensus among all three groups surveyed about the three state constitutionally-based entities of "governor," "state legislature," and "state courts" lends support for orthodoxy and even "the political school" approach emphasizing hierarchical accountability for the bureaucracy.

Table 4.8
SURVEY GROUP STANDARD DEVIATIONS
FOR PRIMARY ACCOUNTABILITY QUESTIONS

ACCOUNTABLE TO WHOM	BUREAUCRAT		LEGISLATOR		VOTER	
	SCORE	RANK	SCORE	RANK	SCORE	RANK
State Agency Director	1.3700	3	1.7403	6	1.5178	3
Governor	1.3621	2	1.3933	3	1.5949	4
State Legislature	1.3151	1	1.2191	1	1.2594	1
State Courts	1.5037	4	1.2957	2	1.4125	2
Agency Clientele Groups	1.7626	6	1.5833	5	1.8268	6
General Public & Citizens	1.7172	5	1.4930	4	1.6157	5

Forced Choice Findings

An analysis of the forced choice questions also showed significant differences among the groups surveyed, and these are presented in Table 4.9. Of the 10 forced choice questions, half illustrated significant differences at the .05 level, using the Student-Newman-Keuls test. Using the Student-Newman-Keuls test, bureaucrats were significantly different from legislators on three questions: they gave significantly greater weight than did legislators to serving "agency clientele interests" compared with the "general public interest." They also gave significantly greater weight to "effectiveness" compared with "economy," and they assessed greater worth to "competence" in comparison to "trustworthiness" than did legislators.

Bureaucrats were also significantly different from voters on three of the forced choice questions. Compared with voters, bureaucrats assessed significantly greater worth to "autonomy" compared with "deference," to "agency clientele interests" compared with "general public interest," and to "effectiveness" compared with "economy." Again, of all the three groups, bureaucrats were the most different as illustrated by these forced choice questions, meaning there were more numerous significant differences for bureaucrats than for either of the other two groups.

Using the Least Significant Difference (LSD) Test, a similar ANOVA was performed. The LSD Test illustrated only three more differences than did the ANOVA using the Student-Newman-Keuls Test. Such differences included bureaucrats being significantly different than voters on "neutral competence" versus "political awareness," and "creativity" versus "predictability." Also, one more significant difference between legislators and voters was illustrated—on the question comparing "personal accountability" versus "system accountability."

These findings are interesting in a number of respects. They are consistent with the findings from Tables 4.7 and 4.8 that bureaucrats are different than both legislators and voters in the way they view the ideal of career public administrators' obligations to serve agency clientele interests, in relation to broader citizen and the general public interest. Concepts underlying "the new public administration" appear to have greater credibility among Colorado public administrators than with elected officials or registered voters. The findings also suggest a significant difference between bureaucrats on the one hand, and legislators and voters on the other, about the importance of frugality for those in the public service. It may be that a private-sector or "public choice" model, where there are truly bottom-line considerations, exists in the minds of voters and legislators in Colorado; these groups attach more importance to the value of "economical" as they view the activities of career public servants, when compared with how actual practitioners of public administration see it. Possibly the bureaucrats have a public sector paradigm in which effectiveness is significantly more important, to be

judged through the political process. As Appleby put it so simply, public administration is about governance.

Lastly, virtues or values associated with most professions—"competence" and "autonomy"—are given greater weight by the practitioners of public administration in Colorado than by two of the groups to whom the bureaucracy is accountable—voters and legislators—when compared with "trustworthiness" and "deference" for example. These findings are not inconsistent with the separatist thesis or the notion of a professional ethics for public administration.

A review of the standard deviations for the forced choice question responses illustrates that each of the survey groups appears to have the most consensus in their answers to the questions comparing "effectiveness" and "economy," and "competence" and "trustworthiness," and the least consensus dealing with the comparisons between "impartiality" and "social consciousness," "personal accountability" and "system accountability," and "creativity" and "predictability." These findings extend the understood differences between bureaucrats on the one hand, and legislators and voters on the other hand, and illustrate that they are broadly held as to "effectiveness" being of relatively greater importance compared with "economical" to bureaucrats, and "competence" of relatively greater importance to bureaucrats in comparison with "trustworthiness" when compared with the responses from legislators and voters. These findings support hypothesis number four—that there are significant differences about the persons or groups to which career civil servants should have accountability, as perceived by public administrators themselves on the one hand, and as perceived by the elected representatives of the people and citizens on the other.

Table 4.9
BUREAUCRAT, LEGISLATOR AND VOTER GROUP DIFFERENCES
USING ONE-WAY ANOVA FOR
FORCED CHOICE QUESTIONS

<u>VALUE COMPARISON</u>	<u>BUR MEAN</u>	<u>LEG MEAN</u>	<u>PUB MEAN</u>	<u>P VALUE</u>
Autonomy v. Deference ^A	4.5591 ^A	4.8889	5.0395 ^A	.0147 *
Compassion v. Objectivity	6.0184	6.0222	5.7763	.3841
General Public Interest v. Agency Clientele Interests ^{AB}	4.7034 ^{AB}	3.2889 ^A	3.7237 ^B	.0000 ***
Neutral Competence v. Political Awareness ^D	3.8251 ^D	4.3636 ^D	4.0658	.0557
Effectiveness v. Economy ^{AB}	4.5486 ^{AB}	5.1111 ^A	4.8684 ^B	.0011 **
Competence v. Trustworthiness ^{AB}	5.0600 ^A	5.6364 ^{AB}	5.0263 ^B	.0045 **
Personal Accountability v. System Accountability ^D	4.6553	4.2000 ^D	4.9211 ^D	.0906
Fairness v. Responsiveness	4.4827	4.3409	4.2368	.2420
Creativity v. Predictability ^D	4.0237 ^D	4.3556	4.4342 ^D	.0331 *
Impartiality v. Social Consciousness	4.0000	3.7778	4.0658	.6247

^A Significant differences between Bureaucrats and Legislators using SNK and LSD tests.

^B Significant differences between Bureaucrats and Voters using SNK and LSD tests.

^C Significant differences between Legislators and Voters using SNK and LSD tests.

^D Significant differences using LSD test only.

* Significant differences at the .05 level.

** Significant differences at the .01 level.

*** Significant differences at the .001 level

Table 4.10
GROUP STANDARD DEVIATIONS FOR
FORCED CHOICE QUESTIONS

<u>VALUE COMPARISON</u>	<u>BUREAUCRATS SCORE/RANK</u>		<u>LEGISLATORS SCORE/RANK</u>		<u>VOTERS SCORE/RANK</u>	
Autonomy v. Deference	1.4141	6	1.5407	7	1.3802	3
Compassion v. Objectivity	1.3925	5	1.4379	5	1.4569	5
General Public Interest v. Agency Clientele Interests	1.7118	9	1.5019	6	1.6541	7
Neutral Competence v. Political Awareness	1.5016	7	1.6295	8	1.6357	6
Effectiveness v. Economy	1.0315	1	1.1721	2	1.4454	4
Competence v. Trustworthiness	1.1113	2	1.1632	1	1.1192	1
Personal Accountability v. System Accountability	1.7599	10	1.7658	9	1.6554	8
Fairness v. Responsiveness	1.2205	3	1.2930	3	1.1647	2
Creativity v. Predictability	1.3341	4	1.3510	4	1.7308	9 ^T
Impartiality v. Social. Consciousness	1.5631	8	1.9759	10	1.7308	9 ^T

^T Means tie.

Within the Bureaucracy Findings

I now turn to the findings of the survey from only the bureaucrat respondents. The responses to the survey questions by Colorado career government civil servants were compared based upon a number of specific respondent characteristics, including "age," "agency" in which employed, "education" including "highest degree earned" and "subject of highest degree," "gender," "grade level," and "job classification." Findings of bureaucrat group responses based upon these six characteristics are set forth in this section.

Age of Bureaucrat Respondents

Bureaucrat survey responses were categorized on the basis of age, expressed in decades. Table 4.11 illustrates that on only one of the values was there a significant difference among bureaucrat respondents on the basis of their "age." Bureaucrats in their fifties assessed significantly greater worth to the characteristic of "orderly" than did bureaucrats in their thirties and forties. In other respects no significant differences were found based upon the age of the respondents, indicating that the age decade of bureaucrat respondents does not appear correlated with any particular answers to the normative statements containing the values.

Table 4.11
BUREAUCRAT GROUP VALUES
BASED UPON AGE DECADE OF RESPONDENTS
ONE-WAY ANOVA

VALUES	TWENTIES'	THIRTIES	FORTIES	FIFTIES	SIXTIES
	MEAN	MEAN	MEAN	MEAN	MEAN
Bureaucratic Values					
Accountable	1.0000	1.5467	1.6514	1.3883	2.0000
Competent	1.0000	1.2933	1.2898	1.2427	1.4286
Conflicts of Interest	2.0000	1.4267	1.4148	1.3786	1.3571
Consistent	3.0000	2.2667	2.2686	1.9612	2.2143
Deference	6.0000	4.3200	4.6989	4.7228	4.0000
Diligent	5.0000	1.8933	1.8011	1.7573	1.7143
Economical	2.0000	1.8000	1.7784	1.8252	1.7143
Effective	1.0000	1.5541	1.6057	1.5922	1.5714
Efficient	4.0000	1.6400	1.8068	1.6990	1.9286
Honest	1.0000	1.2000	1.2614	1.2427	1.2857
Impartial	4.0000	2.1867	2.0114	1.8252	1.9286
Integrity	3.0000	1.4324	1.3448	1.3010	1.5000
Loyal	2.0000	2.6667	2.7543	2.5437	2.2143
Neutral Competence	3.0000	2.7162	2.6250	2.7670	2.6429
Obedient	3.0000	4.0000	3.9886	3.9412	3.5714
Objective	1.0000	2.1757	2.0795	1.9806	1.7143
Orderly ^{AB}	7.0000	3.3533 ^A	3.4773 ^B	2.8544 ^{AB}	2.6429
Predictable	5.0000	3.1600	3.0227	2.9709	2.6429
Rational	4.0000	1.8133	1.7273	1.7670	1.6429
Responsible	4.0000	1.5467	1.5682	1.4854	1.5714
Serve	3.0000	1.9333	2.1193	2.2136	1.7143
Stability	7.0000	2.2267	2.3352	1.9709	2.0714
Trustworthy	4.0000	1.3333	1.4000	1.3592	1.3571
Truthful	1.0000	1.4000	1.3714	1.4369	1.4286
Bureaucratic Index	3.2833	2.1821	2.1824	2.1046	2.1065

Table 4.11 (Cont.)

<u>VALUES</u>	<u>TWENTIES</u> ¹	<u>THIRTIES</u>	<u>FORTIES</u>	<u>FIFTIES</u>	<u>SIXTIES</u>
	<u>MEAN</u>	<u>MEAN</u>	<u>MEAN</u>	<u>MEAN</u>	<u>MEAN</u>
Democratic Values					
Advocate	1.0000	2.8533	3.1829	3.2353	3.0000
Autonomy	1.0000	3.0946	2.9543	3.4412	3.2143
Caring	3.0000	2.2800	2.2159	2.0971	2.2857
Communicative	1.0000	1.4800	1.6193	1.5340	1.8571
Compassionate	3.0000	3.0400	2.9659	3.1471	2.7857
Confidentiality	1.0000	1.7467	1.6839	1.4854	2.2143
Courage	5.0000	2.3067	2.0966	2.1359	2.2143
Courteously	3.0000	1.6933	1.7386	1.7961	1.7143
Creative	1.0000	2.1067	2.0398	1.9515	2.2143
Discretion	4.0000	1.9867	2.1761	2.0194	1.9231
Fair	1.0000	1.9067	1.7898	1.8155	2.0714
Independent	7.0000	2.9067	2.7330	3.0874	2.0714
Justly	2.0000	1.7467	1.7955	1.6699	1.6429
Participation	5.0000	2.2973	2.6114	2.3725	2.0714
Politically Aware	7.0000	3.2568	3.2045	3.0588	2.2143
Promise Keeping	3.0000	1.5200	1.6364	1.4854	1.4286
Individual Rights	2.0000	2.2000	2.2330	2.0194	1.7143
Prudent	3.0000	2.4667	2.3807	2.3981	2.2143
Public Interest	3.0000	2.4000	2.3807	2.3465	1.9286
Respect	1.0000	1.4667	1.6250	1.6311	1.3571
Responsive	6.0000	1.8400	2.0057	2.0097	1.8571
Socially Conscious	1.0000	3.3200	2.9885	3.0196	2.2143
Sovereignty of the People	7.0000	2.6486	2.8239	2.4369	2.0000
Tolerance	3.0000	2.4933	2.6477	2.6602	1.0714
Democratic Index	3.8333	2.3363	2.3608	2.3752	2.0990

¹ There was only one respondent for the Twenties group.
[^] Significant differences at the .05 level using the Student-Newman-Keuls test.
^{^b} Significant differences at the .05 level using the Student-Newman-Keuls test.

The "age" of bureaucrat respondents does seem related to opinions about to which entities and individuals bureaucrats should have "primary accountability." The older respondents—those forty and older—believe that career government administrators should be primarily accountable to "the state agency director," while those under 40 years of age believe primary accountability should be to "the general public and citizens," suggesting a possible inverse correlation between the length of time a bureaucrat serves in a government agency and his or her view about the importance of serving first the general public or citizens. Those in their sixties also ranked "the agency clientele groups" lowest, whereas those younger than 60 years of age selected "the agency clientele groups" as third in importance. This finding suggests an "inside government" focus for career civil servants the longer they have been in government service. For all the age groups, except for those in their thirties, "the governor" is viewed as more important than "the legislature" in terms of bureaucrat primary accountability. These findings are illustrated in Table 4.12 below.

**Table 4.12
RANK-ORDER DIFFERENCES
AMONG AGE DECADE OF BUREAUCRATS
FOR
ENTITIES TO WHICH BUREAUCRATS SHOULD BE PRIMARILY ACCOUNTABLE**

<u>RANK ORDER</u>	<u>THIRTIES</u>	<u>FORTIES</u>	<u>FIFTIES</u>	<u>SIXTIES</u>
1.	General Public	General Public	Agency Director	Agency Director
2.	Agency Director	Agency Director	General Public	General Public
3.	Agency Clientele	Agency Clientele	Agency Clientele	Governor
4.	Legislature	Governor	Governor	State Legislature
5.	Governor	Legislature	Legislature	State Courts
6.	State Courts	State Courts	State Courts	Agency Clientele

Bureaucrats in their forties and fifties were significantly more likely to believe that "the governor" was the person to whom bureaucrats should have some "primary accountability" than were bureaucrats in their thirties. Bureaucrats in their thirties were significantly more likely to believe that "the general public and citizens" should be the group to which bureaucrats should be "primarily accountable" than were bureaucrats in their forties. These findings are illustrated on Table 4.13. Also, older bureaucrats were less likely to place "the general public and citizens" first than were their younger counterparts. These findings suggest that there may be some culturalization occurring within the bureaucracy over time—representing a more government-like or inward focus for accountability for the bureaucracy the older a bureaucrat and perhaps the longer he or she serves in government.

Table 4.13
PRIMARY ACCOUNTABILITY OF BUREAUCRATS BASED UPON
AGE OF BUREAUCRAT RESPONDENTS

<u>TO WHOM ACCOUNTABLE</u>	<u>THIRTIES</u>	<u>FORTIES</u>	<u>FIFTIES</u>	<u>SIXTIES</u>
State Agency Director	2.6301	2.5914	2.5097	2.4286
Governor ^{AB}	4.2055 ^{AB}	3.6886 ^A	3.7816 ^B	3.7500
State Legislature	4.1370	4.1857	4.0728	3.8214
State Courts	4.8356	4.5829	4.3447	4.0357
Agency Clientele Groups	3.1712	3.4543	3.7039	4.3214
General Public and Citizens ^A	2.0205 ^A	2.5314 ^A	2.6456	2.6429

^A Significant differences at the .05 level using the Student-Newman-Keuls test.

^B Significant differences at the .05 level using the Student-Newman-Keuls test.

No significant differences were found, based on the age of bureaucrat respondents, to any of the forced choice questions. These findings are illustrated in Table 4.14 below.

Table 4.14
BUREAUCRAT GROUP DIFFERENCES
USING ONE-WAY ANOVA BASED ON AGE DECADE OF RESPONDENTS FOR
FORCED CHOICE QUESTIONS

<u>VALUE COMPARISON</u>	<u>TWENTIES MEAN</u>	<u>THIRTIES MEAN</u>	<u>FORTIES MEAN</u>	<u>FIFTIES MEAN</u>	<u>SIXTIES MEAN</u>
Autonomy v. Deference	7.0000	4.4459	4.5739	4.5049	4.6154
Compassion v. Objectivity	5.0000	5.9589	5.9091	6.2843	5.7143
General Public Interest v. Agency Clientele Interests	7.0000	4.5541	4.8352	4.6373	3.7857
Neutral Competence v. Political Awareness	4.0000	4.0267	3.8182	3.7087	4.0000
Effectiveness v. Economy	5.0000	4.5753	4.5000	4.6117	4.5000
Competence v. Trustworthiness	3.0000	4.9167	5.0838	5.1165	5.3077
Personal Accountability v. System Accountability	8.0000	4.3973	4.7371	4.5631	5.0000
Fairness v. Responsiveness	5.0000	4.5833	4.4509	4.5343	3.7857
Creativity v. Predictability	3.0000	3.9452	4.0230	4.1359	4.0000
Impartiality v. Social Consciousness	5.0000	3.8919	4.0690	3.9320	4.1429

Agency of Bureaucrat Respondents

Collection of the bureaucrat survey data permitted classification of responses based upon the state agency, department, or unit employing the respondent. The "agency" classifications used were those 23 generally utilized by the Colorado Department of Personnel for such purposes, and were as follows:

Department of Administration	Legislative Branch
Department of Agriculture	Department of Local Affairs
Department of Corrections	Department of Military Affairs
Department of Education	Department of Natural Resources
Governor's Office	Department of Personnel
Department of Health	Department of Public Safety
Department of Higher Education	Department of Regulatory Agencies
Department of Transportation	Department of Revenue
Department of Institutions	Department of Social Services
Judicial Branch	Department of State
Department of Labor	Department of Treasury
Department of Law	

The number of bureaucrat survey responses from some of the smaller agencies or departments was low enough to require dropping them from the final analysis. However, there were significant differences noted in the responses from bureaucrats employed in many agencies regarding some of the 48 values and normative statements. Those differences included the following:

- Department of Institutions bureaucrats rated the value of "advocate" significantly higher than did bureaucrats in the Departments of Revenue, Natural Resources, Transportation, Social Services, and Health. This value of advocacy associated with "the new public administration" appears to be part of the culture within the Department of Institutions, an agency serving those who are mentally ill or otherwise in need of care, and this may not be surprising, but this value does not show up in other agencies like the Department of Social Services in Colorado where it might also be expected.

- Department of Revenue bureaucrats rated the value of "caring" significantly lower than did the respondents from the Departments of Institutions and Social Services, and the Judicial Branch: employees from the latter agencies could be expected to assess "caring" as an important value given their clientele, whereas Revenue employees deal largely with the broad group of taxpayers, motor vehicle owners, and others providing revenue and payments to Colorado government.
- Department of Institutions bureaucrats, and those from the Judicial Branch, rated the value of "compassionate" significantly higher than did the respondents from the Department of Revenue. In addition, the Department of Institutions respondents rated this same value significantly higher than did those from the Department of Transportation. Here again, the value of compassion associated with "the new public administration" shows up in the respondents from Department of Institutions, but not in other respondents from agencies like Social Services or Labor, for example, where it might be expected.
- Department of Labor bureaucrats rated the value of "courage" significantly higher than the did respondents from the Departments of Natural Resources and Regulatory Agencies.
- Department of Social Services bureaucrats assessed the value of "diligent" significantly higher than did the respondents from the Departments of Corrections, Revenue, and Natural Resources. This finding is surprising and reflects favorably upon the professionalism of staff in that agency.
- Departments of Labor and Social Services bureaucrats rated the value of "discretion" significantly higher than did the respondents from the Departments of Revenue and National Resources. The need for prudential judgment and discretion in cases within Labor and Social Services appears to have heightened the sensitivity of those agency employees for this specific value.
- The Department of Labor bureaucrats rated the value of "economical" significantly higher than did the respondents from the Departments of Revenue and Transportation, and the bureaucrats of the Department of Social Services rated the same value significantly higher than did employees

from the Department of Transportation. Given the stereotypes often portrayed of the bureaucracy, perhaps this finding is surprising. Yet my state government experience in Illinois and New York—with the Labor and Social Services agencies—supports the notion that during these many years of significant scrutiny of operations like welfare and job training, there has been an increasing sensitivity to economy and frugality within these agencies.

- The Department of Natural Resources bureaucrats rated the value of “independent” significantly lower than did the respondents from the Departments of Regulatory Agencies, Revenue, and Health. The latter agencies regulate occupations, professions, and oversee entities for the benefit of the general public health and safety; historically, personnel in such functions have recognized their need to be sufficiently independent of the groups overseen and regulated. In contrast, the relationship of the Natural Resources agency with its clientele is more of a service or even a partnership. *This finding is not surprising.*
- The Department of Natural Resources bureaucrats rated the value of “neutral competence” significantly lower than did the respondents from the Departments of Labor, Revenue, Social Services, and Health. This could be interpreted as relative sympathy for public environmental consciousness.
- The Department of Revenue bureaucrats rated the value of “participation” significantly lower than did the respondents from the Departments of Health, Natural Resources, Social Services, and Institutions. In addition, the bureaucrats from the Department of Regulatory Agencies also rated this value significantly lower than did those bureaucrats from Health, Natural Resources and Social Services. The care with which the Department of Regulatory Agencies must deal with its regulated groups, and the revenue collection functions of the Department of Revenue on behalf of the whole citizenry, makes this finding unsurprising.

- The Department of Corrections bureaucrats rated the value of “responsive” significantly lower than did the respondents from the Departments of Labor and Social Services.
- The Department of Revenue bureaucrats rated the value of “socially conscious” significantly lower than did those working in the Departments of Labor, Social Services, and Institutions. In addition, the respondents from the Department of Natural Resources were also significantly lower in their assessment of this value than were the bureaucrats in the Departments of Labor and Social Services. The culture at the Departments of Labor, Social Services, and Institutions suggests the importance of this “new public administration” and “political school” value.
- Department of Revenue bureaucrats rated the value of “tolerance” significantly lower than did those from the Departments of Higher Education, Social Services, Institutions, and the Judicial Branch.

Table 4.15 illustrates these findings, which support hypothesis number one—that there are significant differences in identified public administration norms and values among career civil servants.

Table 4.15
BUREAUCRAT GROUP VALUES
BASED UPON THE STATE AGENCY OR DEPARTMENT OF RESPONDENTS
ONE-WAY ANOVA

<u>VALUES</u>	<u>ADMIN</u> <u>MEAN</u>	<u>AGRI</u> <u>MEAN</u>	<u>CORR</u> <u>MEAN</u>	<u>HEALTH</u> <u>MEAN</u>	<u>HIGHED</u> <u>MEAN</u>	<u>TRANS</u> <u>MEAN</u>	<u>INSTI</u> <u>MEAN</u>	<u>JUDIC</u> <u>MEAN</u>
Bureaucratic Values								
Accountable	2.2500	1.6000	1.8000	1.5385	1.9444	1.6667	1.4211	1.5000
Competent	1.4167	1.2000	1.3500	1.2642	1.2778	1.4167	1.2632	1.1364
Conflicts of Interest	1.3333	1.0000	1.4500	1.4528	1.4444	1.5000	1.6316	1.5000
Consistent	2.5833	1.8000	2.3000	2.0943	1.7222	2.0833	1.9737	2.4545
Deference	5.3333	3.6000	4.9000	4.4528	3.8889	5.3611	4.2368	4.0476
Diligent ^{ABC}	2.0000	1.8000	2.2500 ^A	1.8491	1.5000	2.0000	1.8158	1.7273
Economical ^{ABC}	1.9167	1.4000	1.7500	1.9811	1.8333	2.1667 ^{AB}	1.7105	1.6818
Effective	1.5833	1.4000	1.8500	1.6154	1.5556	1.7222	1.5789	1.5000
Efficient	1.6667	1.4000	2.0000	2.0000	1.8333	1.8056	1.7632	1.5909
Honest	1.0000	1.2000	1.3000	1.1132	1.2778	1.3889	1.2632	1.1364
Impartial	1.6667	1.6000	2.5000	2.2264	2.0000	2.1111	1.9737	2.0909
Integrity	1.0833	1.2000	1.4500	1.3462	1.4444	1.3429	1.5263	1.2727
Loyal	3.0833	2.0000	2.5000	2.7736	2.1667	2.8333	2.4211	3.1905
N. Competence ^{ABCD}	2.1667	1.4000	2.9500	2.4906 ^A	2.6667	3.1111	2.7105	2.5909
Obedient	4.1667	2.6000	4.4000	3.9623	3.1111	4.2500	4.0000	3.9048
Objective	1.9167	1.4000	2.2500	2.0755	2.0000	2.1111	2.0526	1.9091
Orderly	3.2500	2.4000	3.0500	3.5660	2.8889	3.0556	3.0263	3.3636
Predictable	3.7500	2.2000	3.4500	3.0377	2.5556	2.7222	3.1053	2.5455
Rational	1.8333	1.4000	1.8000	1.8868	1.5294	2.0833	1.7568	1.2727
Responsible ^A	1.5000	1.4000	1.8000	1.6415	1.3529	1.9444 ^A	1.5676	1.3636
Serve	1.5000	2.2000	2.4000	2.2075	1.7641	2.0556	2.1351	2.2727
Stability	2.0000	1.6000	2.5500	2.2642	1.7647	2.4167	2.0541	2.0909
Trustworthy	1.2500	1.4000	1.5263	1.4906	1.2941	1.3611	1.5676	1.2273
Truthful	1.1667	1.4000	1.5263	1.3774	1.2941	1.3611	1.6216	1.2273
Bureaucratic Index	2.2496	1.6917	2.3438	2.1844	1.9367	2.3128	2.1778	2.0473

Table 4.15 (Cont.)

<u>VALUES</u>	<u>LABOR</u> <u>MEAN</u>	<u>LOCAL</u> <u>MEAN</u>	<u>INTRES</u> <u>MEAN</u>	<u>PUBSAF</u> <u>MEAN</u>	<u>REGAG</u> <u>MEAN</u>	<u>REVEN</u> <u>MEAN</u>	<u>SSERV</u> <u>MEAN</u>	<u>P VALUE</u>
Bureaucratic Values								
Accountable	1.3333	1.4000	1.6591	1.5833	1.6875	1.4000	1.3556	.5444
Competent	1.0556	1.4000	1.3182	1.2500	1.1250	1.5667	1.1556	.5787
Conflicts of Interest	1.1111	1.4000	1.3864	1.2500	1.3125	1.3333	1.2222	.2709
Consistent	1.5000	3.0000	2.4091	2.1667	2.3125	2.5517	2.2889	.2850
Deference	4.1765	4.4000	4.6136	5.6667	5.2500	4.8333	4.2667	.1002
Diligent ^{ABC}	1.5000	2.0000	1.9773 ^B	1.5833	1.7500	2.1000 ^C	1.4000 ^{ABC}	.0140
Economical ^{ABC}	1.1667 ^{AC}	1.8000	1.7273	1.5833	1.8125	2.2000 ^C	1.4667 ^B	.0252
Effective	1.1667	2.0000	1.7273	1.3333	1.6875	1.6667	1.3864	.5500
Efficient	1.1667	1.8000	2.0000	1.5000	1.8125	1.9000	1.5333	.2021
Honest	1.2778	1.4000	1.2955	1.1667	1.6250	1.2667	1.1313	.5492
Impartial	1.2778	1.8000	2.2273	1.8333	1.6250	1.8333	2.1111	.6934
Integrity	1.2222	1.6000	1.4545	1.5833	1.3125	1.2759	1.2889	.9517
Loyal	2.0556	3.0000	2.9318	2.4167	2.4375	2.3000	2.8444	.5455
N. Competence ^{ABC}	2.0556 ^B	3.6000	3.6691 ^{ABC}	2.0833	2.1250	2.3667 ^C	2.4889 ^B	.0114
Obedient	3.8889	3.4000	3.8864	3.5833	4.3125	3.8214	4.0667	.8331
Objective	1.5556	2.8000	2.3409	1.8333	2.0625	2.0000	1.9333	.7455
Orderly	2.7778	3.4000	3.6818	3.0833	3.2500	3.4833	3.3778	.6917
Predictable	3.0000	3.0000	3.5455	2.5833	2.7500	3.4333	2.8444	.3934
Rational	1.4444	1.8000	1.9545	1.9161	1.5625	1.8333	1.4889	.1420
Responsible ^A	1.1111 ^A	1.8000	1.6591	1.2500	1.5000	1.5333	1.3778	.1217
Serve	1.7222	2.0000	2.4318	1.9167	1.9375	2.2333	1.9111	.8089
Stability	1.7778	2.0000	2.5455	2.1667	2.0000	2.6000	2.1313	.3638
Trustworthy	1.1667	1.6000	1.3864	1.4167	1.4375	1.3333	1.2444	.8956
Truthful	1.2778	1.4000	1.3636	1.5000	1.5000	1.3000	1.4667	.9319
Bureaucratic Index	1.8347	2.2567	2.3691	2.0229	2.0958	2.1861	2.0566	.1542

Table 4.15 (Cont.)

<u>VALUES</u>	<u>ADMIN</u> <u>MEAN</u>	<u>AGRI</u> <u>MEAN</u>	<u>CORR</u> <u>MEAN</u>	<u>HEALTH</u> <u>MEAN</u>	<u>HIGHED</u> <u>MEAN</u>	<u>TRANS</u> <u>MEAN</u>	<u>INSTI</u> <u>MEAN</u>	<u>JUDIC</u> <u>MEAN</u>
Democratic Values								
Advocate ^{ARCDE}	3.6667	4.6000	3.1000	2.7885 ^A	3.1111	3.4167 ^D	1.8158 ^{ARCDE}	3.1429
Autonomy	2.8333	3.6000	3.1000	2.7647	3.8889	3.3333	3.0541	3.0455
Caring ^{ARC}	2.5000	2.4000	2.1500	2.2830	1.6111	2.5556	1.6579 ^A	1.8636 ^B
Communicative	1.5800	1.4000	1.9000	1.5094	1.5556	1.7222	1.5000	1.5455
Compassionate ^{ARC}	2.8333	3.2000	3.7000	3.0000	2.6111	3.5556 ^A	2.2632 ^{ARC}	2.2273 ^C
Confidentiality ^{ARC}	1.6667	1.0000	1.9000	1.5472 ^A	1.3333	2.4444 ^{ARC}	1.3947 ^B	2.0476
Courage ^{AB}	2.4167	1.8000	2.5000	2.0755	1.8333	2.2778	2.0000	1.8182
Courteously	1.9167	1.4000	2.3000	1.7358	1.5556	1.8611	1.5526	1.5909
Creative	2.1667	2.4000	2.5000	2.1321	2.0556	2.2222	1.7105	2.1364
Discretion ^{ARC}	2.2500	2.0000	2.3500	2.2800	1.8824	2.1667	1.9211	1.6818
Fair	1.7500	1.4000	2.4500	1.8491	1.9444	1.9167	1.6316	1.5000
Independent ^{ARC}	1.9167	1.6000	3.6000	2.5660 ^A	3.2778	2.9444	2.7368	2.5455
Justly	2.0833	1.4000	1.8000	1.8491	1.6111	2.0000	1.6316	1.5000
Participation ^{ARC}	3.1667	1.8000	2.9500	1.9615 ^{ARC}	2.7778	2.4167 ^B	2.3421 ^F	2.5238
Politically Aware	3.2500	3.0000	3.6000	3.1321	3.3889	2.9722	3.0789	3.2381
Promise Keeping	1.2500	1.2000	1.6500	1.5660	1.3333	1.5556	1.5526	1.4545
Individual Rights	1.6667	3.4000	2.1500	2.3396	2.0000	2.5000	1.8919	1.4545
Prudent	2.0833	2.0000	2.1500	2.5094	2.3529	2.5833	2.3514	2.2727
Public Interest	2.2500	2.4000	2.4500	2.2885	2.7059	2.0833	2.4595	3.0476
Respect	1.6667	1.6000	2.0000	1.7358	1.2353	1.7500	1.5676	1.3182
Responsive ^{ARC}	2.0000	1.8000	2.7000 ^{ARC}	2.0189	2.0000	2.2778	1.9730	1.6818
S. Conscious ^{ARC}	3.4167	3.2000	3.8000 ^C	3.1698	2.7059	3.1429	2.3784 ^C	2.2857
Sovereignty of People	2.5833	3.2000	2.8000	2.6981	2.3529	2.8056	2.5135	2.8182
Tolerance ^{ARC}	3.1667	3.0000	3.3500	2.7358	1.9412 ^A	2.8611	2.2703 ^B	1.9545 ^E
Democratic Index	2.3493	2.2983	2.6867	2.3123	2.2371	2.5174	2.1429	2.1363

Table 4.15 (Cont.)

<u>VALUES</u>	<u>LABOR MEAN</u>	<u>LOCAL MEAN</u>	<u>INTRES MEAN</u>	<u>PUBSAF MEAN</u>	<u>REGAG MEAN</u>	<u>REVEN MEAN</u>	<u>SSERV MEAN</u>	<u>P VALUE</u>
Democratic Values								
Advocate ^{ABCDE}	3.2778	2.8000	3.4545 ^C	3.5000	3.6250	3.6667 ^D	2.9778 ^E	.0250
Autonomy	3.0556	2.0000	3.4318	3.8333	2.6875	3.0333	2.9778	.7286
Caring ^{ABC}	1.8889	2.0000	2.3864	2.0833	2.0000	2.9667 ^{ABC}	1.8667 ^C	.0177
Communicative	1.2222	1.4000	1.7727	1.5833	1.3750	1.6667	1.4222	.6131
Compassionate ^{ABC}	2.4444	2.2000	3.3636	2.6667	2.9375	3.8667 ^{BC}	2.8409	.0065
Confidentiality ^{ABCDE}	1.0000 ^C	2.0000	2.0909	1.5000	1.6875	1.4667	1.3409 ^D	.0070
Courage ^{AB}	1.3889 ^{AB}	2.8000	2.7045 ^A	2.0833	2.9375 ^B	2.0667	2.0000	.0053
Courteously	1.5000	1.6000	1.9545	1.5833	1.8750	1.8000	1.5111	.2294
Creative	1.5556	2.2000	1.9773	2.4167	2.0000	2.1000	1.7556	.4543
Discretion ^{ABCDE}	1.3889 ^{AB}	2.0000	2.5000 ^{AC}	2.4167	1.6875	2.5667 ^{BD}	1.6444 ^{CD}	.0050
Fair	1.5000	1.8000	2.0682	1.6667	1.5000	1.8000	1.7556	.4445
Independent ^{ABC}	2.7778	2.4000	3.8864 ^{ABC}	3.2500	1.9375 ^B	2.4000 ^C	2.8222	.0106
Justly	1.3889	1.6000	1.9773	1.5833	1.3750	1.7333	1.6889	.4307
Participation ^{ABCDEFGH}	2.4444	2.4000	2.0682 ^{BC}	2.0000	3.3750 ^{ABC}	3.4828 ^{DEFGH}	2.1333 ^{GH}	.0002
Politically Aware	2.4444	3.0000	3.3636	3.4167	2.8750	3.8276	2.4444	.4068
Keep Promises	1.2222	1.6000	1.7955	1.4167	1.5625	1.9667	1.4667	.3599
Individual Rights	1.6667	1.8000	2.4318	1.5833	2.5000	2.2667	1.9556	.0746
Prudent	2.0000	2.2000	2.7273	2.0000	2.1875	2.8667	2.1333	.5294
Public Interest	1.8333	3.2000	2.4773	2.0833	2.1875	2.4000	2.1778	.6394
Respect	1.1111	2.2000	1.7045	1.4167	1.4375	1.5333	1.5111	.2111
Responsive ^{AB}	1.5294 ^A	2.4000	2.1136	1.5833	1.7500	1.9667	1.7111 ^B	.0743
S. Conscious ^{ABCDE}	1.9444 ^{AD}	2.8000	3.6364 ^{AB}	3.5833	2.9375	3.9655 ^{DE}	2.2444 ^{BE}	.0006
Sovereignty of People	2.1667	3.0000	2.6818	2.0000	2.6250	3.2759	2.4222	.7775
Tolerance ^{ABCDE}	2.1111	2.2000	2.7273	3.0833	2.3125	3.5667 ^{ABCDE}	2.1313 ^D	.0007
Democratic Index	1.9924	2.2483	2.5983	2.2701	2.3693	2.6489	2.1396	.0294

A through H Significant differences at the .05 level using the Student-Newman-Keuls test.

A comparison of the rankings of the answers given by respondents from the various state agencies indicates differing views about the "primary accountability" of bureaucrats. Respondents from the Departments of Administration, Agriculture, Corrections, Health, Higher Education, Transportation, Institutions, Public Safety, and Regulatory Agencies believe "primary accountability" should be to "the general public and citizens." Respondents from the Departments of Labor, Local Affairs, National Resources, and Revenue, along with the Judicial Branch, believe "primary accountability" should be to "the state agency director." Generally, respondents from the various departments selected "the agency clientele groups" as the third entity to which "primary accountability" should be had by bureaucrats: exceptions to this generalization included the Departments of Corrections and Regulatory Agencies respondents who believed "the agency clientele groups" should be sixth or last, and Revenue respondents who thought they should be fifth or next to last. Finally, most of the respondents of agencies believed that "the governor" was owed greater accountability by bureaucrats than was "the legislature," and "the legislature" more than "the state courts." These findings suggest a general consensus among bureaucrats about the three individuals or entities to whom they should be primarily accountable, and may be found in Table 4.16 below.

Table 4.16
RANK ORDERED BUREAUCRAT RESPONSES
BASED ON AGENCY OF RESPONDENTS FOR
TO WHOM ACCOUNTABLE
ONE-WAY ANOVA

<u>TO WHOM ACCOUNTABLE</u>	<u>ADMIN</u> <u>MEAN</u>	<u>AGRI</u> <u>MEAN</u>	<u>CORR</u> <u>MEAN</u>	<u>HEALTH</u> <u>MEAN</u>	<u>HIGHED</u> <u>MEAN</u>
State Agency Director	2	2	2	2	2
Governor	4 *	5	3	4	4
State Legislature	4 *	3 *	5	5	5
State Courts	6	6	4	6	6
Agency Clientele Groups	3	3 *	6	3	3
General Public and Citizens	1	1	1	1	1

<u>TO WHOM ACCOUNTABLE</u>	<u>TRANS</u> <u>MEAN</u>	<u>INSTI</u> <u>MEAN</u>	<u>JUDIC</u> <u>MEAN</u>	<u>LABOR</u> <u>MEAN</u>	<u>LOCAL</u> <u>MEAN</u>
State Agency Director	2	3	1	1	1
Governor	3	4	6	4	4 *
State Legislature	5	5	5	5	4 *
State Courts	6	6	4	6	6
Agency Clientele Groups	4	2	3	3	2 *
General Public and Citizens	1	1	2	2	2 *

<u>TO WHOM ACCOUNTABLE</u>	<u>NTRES</u> <u>MEAN</u>	<u>PUBSAF</u> <u>MEAN</u>	<u>REGAG</u> <u>MEAN</u>	<u>REVEN</u> <u>MEAN</u>	<u>SSERV</u> <u>MEAN</u>
State Agency Director	1	1 *	2	1	2
Governor	4	3	3	4	5
State Legislature	6	5	4	3	4
State Courts	5	6	5	6	6
Agency Clientele Groups	3	3 *	6	5	3
General Public and Citizen	2	1 *	1	2	1

* Tie

An illustration of the significant differences, based upon the department or agency of the respondent, to the question associated with primary accountability, is contained in Table 4.17 below. For only two of the six questions surveyed were there significant differences at the .05 level using the Student-Newman-Keuls Test. Those differences included the following:

- The Department of Corrections bureaucrats rated significantly higher than Departments of Labor and Health employees a primary accountability to "the state courts." In addition, the Judicial Branch respondents rated significantly higher a primary accountability to "the state courts" than did Health Department employees. In my view, this is because of the proximity of the state courts to the Judicial Department, and the power and effect of state courts upon the persons dealt with by the Corrections Department, the personnel of which might naturally feel an obligation to be accountable to those entities that provide them with such persons to control or oversee.
- Department of Revenue bureaucrats rated significantly higher than Department of Natural Resources bureaucrats a primary accountability to "the state legislature." My experience with state legislatures generally throughout the U.S., based upon eight years of service with the National Conference of State Legislatures, and with the Colorado Legislature in particular, suggests that a continuing major focus of the legislative sessions is on money issues, and the legislature's working relationship with a revenue collection agency, compared with a revenue expenditure agency, would be positive and thus influence the Department of Revenue personnel to reply in this fashion.

In general, the major finding here is one of similarity among the bureaucrat respondents, no matter in what agency they are employed.

Table 4.17
BUREAUCRAT RESPONSES BASED ON STATE AGENCY OF RESPONDENTS FOR
PRIMARY ACCOUNTABILITY ONE-WAY ANOVA

<u>TO WHOM ACCOUNTABLE</u>	<u>ADMIN</u> <u>MEAN</u>	<u>AGRI</u> <u>MEAN</u>	<u>CORR</u> <u>MEAN</u>	<u>HEALTH</u> <u>MEAN</u>	<u>HIGED</u> <u>MEAN</u>
State Agency Director	2.5833	2.6000	3.1053	2.6415	2.8235
Governor	4.3333	4.0000	3.2632	3.5472	4.0000
State Legislature ^A	4.3333	3.8000	3.6842	4.3774	4.1176
State Courts ^{ABC}	4.3750	4.4000	3.5789 ^{AB}	5.1226 ^{AC}	4.3529
Agency Clientele Groups	3.2500	3.8000	4.3158	3.1509	3.0000
General Public and Citizens	2.1250	2.4000	3.0526	2.1604	2.7059
<u>TO WHOM ACCOUNTABLE</u>	<u>TRANS</u> <u>MEAN</u>	<u>INSTI</u> <u>MEAN</u>	<u>JUDIC</u> <u>MEAN</u>	<u>LABOR</u> <u>MEAN</u>	<u>LOCAL</u> <u>MEAN</u>
State Agency Director	2.3714	2.8514	2.3636	2.2500	1.6000
Governor	3.7286	4.0405	4.4545	3.4167	3.8000
State Legislature ^A	4.0714	4.0676	4.2727	4.6944	3.8000
State Courts ^{ABC}	4.8714	4.6081	3.8636 ^C	5.2778 ^B	5.4000
Agency Clientele Groups	3.7571	2.7973	3.6136	2.7500	3.2000
General Public and Citizens	2.2000	2.6351	2.6591	2.6111	3.2000
<u>TO WHOM ACCOUNTABLE</u>	<u>NTRES</u> <u>MEAN</u>	<u>PUBSAF</u> <u>MEAN</u>	<u>REGAG</u> <u>MEAN</u>	<u>REVEN</u> <u>MEAN</u>	<u>SSERV</u> <u>MEAN</u>
State Agency Director	2.2045	2.2500	2.6875	2.4828	2.9091
Governor	3.7727	4.0000	3.2500	3.7586	4.0682
State Legislature ^A	4.7045 ^A	4.1667	3.5000	3.5517 ^A	3.9091
State Courts ^{ABC}	4.5909	4.3333	4.5000	4.3103	4.3864
Agency Clientele Groups	3.5000	4.0000	4.5625	4.2759	3.3864
General Public and Citizen	2.2273	2.2500	2.5000	2.5172	2.5682

^{A through C} Significant differences at the .05 level using the Student-Newman-Keuls test.

The forced choice questions also revealed significant differences based upon the state agency of the bureaucrat respondents, including the following:

- Department of Revenue bureaucrats were significantly more likely to give greater weight to the value of "objectivity," and the Department of Institutions significantly more likely to rate higher the value of "compassion," when comparing those two values. While this finding is not surprising it does support, like so many other findings, the first hypothesis that there are significant differences in identified public administration norms and values among career civil servants themselves.
- The Department of Institutions bureaucrats were significantly more likely to rate higher the value of "agency clientele interests" in comparison with "general public interest," than the bureaucrats from the Departments of Regulatory Agencies, Revenue, and Transportation.
- The Department of Corrections bureaucrats were significantly more likely to rate higher the value of "economy" in comparison with "effectiveness," than were the Judicial Branch employees (composed of many Public Defenders) when comparing the two values of "effectiveness" and "economy." This finding reflects the very nature of the functions that public defenders and correctional personnel perform, with respect to those charged with or found guilty of felonies.
- The Department of Institutions bureaucrats were significantly more likely to highly assess the value of "social consciousness" in comparison with "impartiality," than were the employees at the Departments of Natural Resources and Revenue. In addition, the bureaucrats at the Department of Social Services were also significantly more likely to rate higher the value of "social consciousness" than were the employees at the Department of Natural Resources, in comparing these same two values. If there were only two state agencies that could be expected to be more aware of social conditions and circumstances of their agency clientele, and thus rate high "the new

public administration" value of social consciousness. it would be both of these agencies that deal with a special clientele with particular needs.

These and earlier reported findings under "Agency of Bureaucrat Respondents" illustrate the many and important differences among the bureaucracy based upon the department or agency in which the civil servant works. The ideal career civil servant is seen somewhat differently within each agency, depending upon that agency's culture and expectations.

Table 4.18
BUREAUCRAT GROUP DIFFERENCES BASED ON STATE AGENCY OF RESPONDENTS
USING ONE-WAY ANOVA FOR FORCED CHOICE QUESTIONS

<u>VALUE COMPARISON</u>	<u>ADMIN</u>	<u>AGRI</u>	<u>CORR</u>	<u>HEALTH</u>	<u>HIGHED</u>
	<u>MEAN</u>	<u>MEAN</u>	<u>MEAN</u>	<u>MEAN</u>	<u>MEAN</u>
Autonomy v. Deference	4.5833	5.6000	4.6000	4.8113	4.8824
Compassion v. Objectivity [^]	6.2500	6.7500	6.1500	5.9808	5.8333
General Pub Interest v. Clientele Interests ^{ABC}	5.0000	3.8000	4.7000	4.6604	4.6111
Neutral Competence v. Political Awareness	4.3333	3.2000	4.3000	3.9434	3.4444
Effectiveness v. Economy [^]	4.7500	4.5000	5.1500 [^]	4.4906	4.3333
Competence v. Trustworthiness	5.0000	4.5000	4.9500	5.1569	5.2778
Personal Accountability v. System Accountability	4.9167	6.0000	5.0000	4.6604	5.1111
Fairness v. Responsiveness	4.2500	5.0000	4.4500	4.7925	4.2222
Creativity v. Predictability	3.4167	4.2500	3.9500	4.0377	4.1667
Impartiality v. Social Consciousness ^{ABC}	3.7500	3.2500	3.4000	4.2800	3.8333

Table 4.18 (Cont.)

<u>VALUE COMPARISON</u>	<u>TRANS MEAN</u>	<u>INSTI MEAN</u>	<u>JUDIC MEAN</u>	<u>LABOR MEAN</u>	<u>LOCAL MEAN</u>
Autonomy v. Deference	4.2778	4.6316	4.5000	4.9444	4.8000
Compassion v. Objectivity ^A	5.8611	5.5000 ^A	5.6364	6.2222	6.0000
General Pub Interest v. Clientele Interests ^{ABC}	4.1944 ^A	5.6579 ^{ABC}	4.8636	5.2778	5.2000
Neutral Competence v. Political Awareness	3.9167	3.9211	3.5909	3.6667	4.6000
Effectiveness v. Economy ^A	4.8056	4.5000	4.0455 ^A	4.6667	3.6000
Competence v. Trustworthiness	5.1944	4.9459	4.8947	5.0588	5.5000
Personal Accountability v. System Accountability	4.8611	4.6579	4.3333	4.7778	4.4000
Fairness v. Responsiveness	4.1667	4.7162	4.4211	4.7222	4.8000
Creativity v. Predictability	4.5556	3.8947	4.2381	4.0000	3.8000
Impartiality v. Social Consciousness ^{ABC}	3.9444	4.7105 ^{AB}	4.5238	4.5556	4.4000

Table 4.18 (Cont.)

<u>VALUE COMPARISON</u>	<u>NTRES MEAN</u>	<u>PUBSAF MEAN</u>	<u>REGAG MEAN</u>	<u>REVEN MEAN</u>	<u>SSERV MEAN</u>
Autonomy v. Deference	4.9091	4.2500	3.8125	3.8621	4.4444
Compassion v. Objectivity ^A	6.2273	5.8333	6.3750	6.7500 ^A	5.7111
General Pub Interest v. Clientele Interests ^{AHC}	4.6047	4.2500	3.8125 ^B	4.1034 ^C	4.9778
Neutral Competence v. Political Awareness	3.8636	3.5000	3.8750	3.2667	4.0444
Effectiveness v. Economy ^A	4.6591	4.9167	4.6250	4.5862	4.3333
Competence v. Trustworthiness	5.1591	5.4167	4.6250	4.8667	5.0667
Personal Accountability v. System Accountability	4.0000	5.3333	4.5000	4.6207	4.5778
Fairness v. Responsiveness	4.2558	5.0000	4.3750	4.1379	4.4889
Creativity v. Predictability	3.6591	4.8333	3.8125	4.2414	3.6591
Impartiality v. Social Consciousness ^{AHC}	3.3182 ^{AC}	3.5000	4.0000	3.4000 ^B	4.4545 ^C

^{A through C} Significant differences at the .05 level using the Student-Newman-Keuls test.

Education of Bureaucrat Respondents

Two elements of information were collected for education—the highest degree earned by respondents, and the subject of the highest degree earned by respondents. The findings for each are set forth separately.

Highest Degree Earned. Findings of the bureaucrat survey dealing with answers to the questions based upon the highest degree earned by respondents is reported first. Categories include no college degree, an associate degree, a bachelors degree, a masters degree, a law degree, and a doctoral degree.

Substantial numbers of respondents with masters degrees have degrees in public administration or social work. The findings relating to those respondents with masters degrees suggest that those serving in the bureaucracy tend to have a significantly higher relative importance rating for the bureaucratic value of "accountable," and the democratic values of "caring," "compassionate," and "tolerance" than those with only bachelor's degrees. Moreover, those with masters degrees assess the democratic index of values significantly higher than do those with bachelors degrees. These values seem to be associated with higher levels of education. The specific findings are illustrated in Table 4.19.

Table 4.19
BUREAUCRAT GROUP VALUES
BASED UPON HIGHEST DEGREE ACHIEVED BY RESPONDENTS
ONE-WAY ANOVA

<u>VALUES</u>	<u>NO</u> <u>COLLEGE</u>	<u>ASSOCIATE</u>	<u>BACHELORS</u>	<u>MASTERS</u>	<u>LAW</u>	<u>DOCTORATE</u>
Bureaucratic Values						
Accountable ^A	2.2500	1.6154 ^A	1.6235	1.3636 ^A	1.3810	1.9412
Competent	1.3654	1.3333	1.2901	1.2072	1.1905	1.3529
Conflicts of Interest	1.5192	1.2500	1.4383	1.3333	1.1429	1.6471
Consistent ^{ABC D}	2.0385 ^A	1.7500 ^B	2.2593 ^C	2.0450 ^D	2.4762	3.1875 ^{ABC D}
Deference	4.4423	4.5000	4.5988	4.8288	4.2105	4.7059
Diligent	1.8462	1.7500	1.8704	1.7117	1.6667	1.9412
Economical	1.6923	1.7500	1.9136	1.5946	1.7143	2.2353
Effective	1.5385	1.5833	1.6667	1.4404	1.6190	2.0000
Efficient ^{ABC D}	1.6346 ^A	1.5833	1.8086 ^B	1.6757 ^C	1.6667 ^D	2.5882 ^{ABC D}
Honest	1.1538	1.4167	1.2531	1.2432	1.1429	1.3529
Impartial	1.7308	1.5000	2.0370	2.1351	2.0476	2.4706
Integrity	1.1923	1.2500	1.4410	1.3486	1.1905	1.5882
Loyal ^{AB}	2.0385 ^{AB}	2.1667	2.6543 ^A	2.8829 ^B	3.1429	3.3125
Neutral Competence ^{ABC D}	2.4038 ^A	2.4167	2.8272 ^B	2.6636 ^C	2.2382 ^D	3.8824 ^{ABC D}
Obedient ^{AB}	3.5098 ^A	3.5000	3.8571 ^B	4.3694 ^{AB}	3.9000	4.5294
Objective	1.9231	1.9167	1.9876	2.1171	1.9524	2.5294
Orderly ^A	2.8842 ^A	2.4167	3.3549 ^A	3.4324	3.4286	3.5882
Predictable	2.9038	2.9167	3.1235	3.1441	2.5238	3.0588
Rational	1.6346	1.6667	1.8704	1.7658	1.2381	1.7059
Responsible ^A	1.4231	1.2500	1.6235	1.4775 ^A	1.3810	2.0000 ^A
Serve	1.9038	2.1667	2.2467	1.9369	2.2381	2.2353
Stability	2.0577	2.4167	2.1852	2.2973	2.1429	2.5294
Trustworthy	1.3529	1.2500	1.4074	1.3694	1.1429	1.5882
Truthful	1.3922	1.500	1.3951	1.3514	1.1905	1.7647
Bureaucratic Index	2.0442	1.9972	2.1984	2.1840	2.0095	2.4814

Table 4.19 (Cont.)

<u>VALUES</u>	<u>NO COLLEGE</u>	<u>ASSOCIATE</u>	<u>BACHELORS</u>	<u>MASTERS</u>	<u>LAW</u>	<u>DOCTORATE</u>
Democratic Values						
Advocate	2.9038	2.9167	3.2963	2.9727	3.3000	3.2941
Autonomy	3.1731	3.4167	3.0688	3.0909	3.3810	3.1176
Caring ^A	1.8846	1.9167	2.4136 ^A	2.0270 ^A	1.8571	2.5882
Communicative	1.5192	1.6667	1.6605	1.4054	1.5714	1.8824
Compassionate ^{AB}	2.6731 ^A	2.4167	3.3580 ^{AB}	2.8909 ^B	2.4762	2.8824
Confidentiality ^A	1.6078	1.3333	1.7284	1.4323 ^A	2.3333 ^A	1.9375
Courage ^{ABC}	2.0000 ^A	1.7500	2.2778 ^B	2.0541 ^C	2.0000	2.9412 ^{ABC}
Courteously	1.6731	1.7500	1.8210	1.6847	1.4762	1.9412
Creative	2.1923	2.0833	2.1296	1.8198	2.0952	1.9412
Discretion	2.0962	2.4167	2.1801	1.9189	1.8095	2.2941
Fair	1.7500	2.0000	1.9444	1.7027	1.5714	2.0588
Independent	2.6346	2.3333	3.0247	2.8739	2.2857	2.8235
Justly	1.6731	1.3333	1.8395	1.6667	1.6190	1.9412
Participation	2.6346	2.3333	2.5839	2.2000	2.6000	2.4118
Politically Aware	3.0000	3.8333	3.3354	2.8108	3.2000	3.4118
Promise Keeping ^{ABCD}	1.5000 ^A	1.1667 ^B	1.5926 ^C	1.5495 ^D	1.3333 ^E	2.1765 ^{ABCD}
Individual Rights	1.9231	1.5833	2.2531	2.1982	1.5714	2.3529
Prudent	2.2500	2.2500	2.4012	2.3604	2.3333	2.9412
Public Interest	1.9808	2.5000	2.4815	2.2000	2.9500	2.8235
Respect	1.4615	1.1667	1.6358	1.5856	1.4286	1.8824
Responsive	1.9231	2.0833	2.0311	1.8378	1.9048	2.4706
Socially Conscious	2.9615	3.5833	3.2050	2.8727	2.2000	3.2941
Sovereignty of the People	2.2308	2.6667	2.7640	2.6486	3.0476	2.7059
Tolerance ^A	2.5577	3.5000	2.8704 ^A	2.3063 ^A	2.1429	2.4706
Democratic Index ^A	2.2450	2.3250	2.4697 ^A	2.2199 ^A	2.2829	2.6107

^A through ^E: Significant differences at the .05 level using the Student-Newman-Keuls test.

The responses of bureaucrats to the survey questions dealing with career public administrators' primary accountability did show differences. The ranked-order of the responses based upon the highest degree earned by respondents is found in Table 4.20 below. The table illustrates a split in the number-one ranking. Those with no college, bachelors degrees, and masters degrees believed that bureaucrats should be "primarily accountable" to "the general public and citizens." Moreover, those with a master's degree placed a significantly higher value on primary accountability to "the general public and citizens" than did those with a doctorate as illustrated by the statistical findings in Table 4.21. Those with a doctorate or law degree believed that primary accountability should be to "the state agency director." Further, respondents with a law degree had a significantly higher value placed upon "the state courts" than did those with a masters degree, a finding that is not surprising. Those with an associate degree thought primary accountability should be to "agency clientele groups." In all cases these are the first three answers of all groups, except for those with a doctorate, who believed that "the governor" should be third. Law degree respondents also ranked "the state courts" ahead of both "the governor" and "the legislature."

Table 4.20

**RANK-ORDER DIFFERENCES AMONG BUREAUCRATS
BASED UPON HIGHEST DEGREE HELD BY RESPONDENTS
TO WHOM ENTITIES BUREAUCRATS ARE PRIMARILY ACCOUNTABLE**

<u>RANK ORDER</u>	<u>NO COLLEGE</u>	<u>ASSOCIATE</u>	<u>BACHELORS</u>
1.	General Public	Agency Clientele	General Public
2.	Agency Director	General Public	Agency Director
3.	Agency Clientele	Agency Director	Agency Clientele
4.	Governor	Governor	Governor
5.	Legislature	Legislature	Legislature
6.	State Courts	State Courts	State Courts
	<u>MASTERS</u>	<u>LAW</u>	<u>DOCTORATE</u>
1.	General Public	Agency Director	Agency Director
2.	Agency Director	General Public	General Public
3.	Agency Clientele	Agency Clientele	Governor
4.	Governors	State Courts	Agency Clientele
5.	Legislature	Governor	Legislature
6.	State Courts	State Legislature	State Courts

Table 4.21
PRIMARY ACCOUNTABILITY OF BUREAUCRATS
BASED UPON HIGHEST DEGREE HELD BY RESPONDENTS

<u>TO WHOM ACCOUNTABLE</u>	<u>NO COLLEGE</u>	<u>ASSOCIATES</u>	<u>BACHELORS</u>	<u>MASTERS</u>	<u>LAW</u>	<u>DOCTORATE</u>
State Agency Director	2.5192	2.8333	2.6164	2.5864	2.5714	2.3529
Governor	3.8846	3.7500	3.7453	3.9227	4.0000	3.4706
State Legislature	4.0673	4.5833	3.9717	4.3773	4.0476	4.0588
State Courts [^]	4.4327	4.7500	4.5629	4.8318 [^]	3.7857 [^]	4.1471
Agency Clientele Groups	3.8654	2.5000	3.6195	3.1773	3.6905	3.5294
General Public and Citizens [^]	2.2308	2.5833	2.5094	2.1318 [^]	3.1429	3.4412 [^]

[^] Significant differences at the .05 level using the Student-Newman-Keuls test.

An analysis of variance for the ten forced choice questions, based upon the highest degree held by bureaucrat respondents, revealed no significant differences except for the value comparison between "neutral competence" versus "political awareness." This comparison of values produced a significant difference between responses from those with masters degrees, and those with no college degree or bachelors degrees. Those with masters degrees preferred the value of "political awareness" more than "neutral competence," compared with those holding bachelors or no college degree. Given that many holders of masters degrees have them in the subjects of public administration and social work, these are interesting findings, illustrated in Table 4.22 below.

Table 4.22
BUREAUCRAT GROUP DIFFERENCES BASED ON HIGHEST DEGREE HELD BY RESPONDENTS
USING ONE-WAY ANOVA FOR
FORCED CHOICE QUESTIONS

<u>VALUE COMPARISON</u>	<u>NO COLLEGE MEAN</u>	<u>ASSOCIATES MEAN</u>	<u>BACHELORS MEAN</u>	<u>MASTERS MEAN</u>	<u>LAW MEAN</u>	<u>DOCTORATE MEAN</u>
Autonomy v. Deference	4.6923	4.6667	4.4188	4.7838	4.3333	3.9412
Compassion v. Objectivity	6.1731	6.1667	6.0500	5.9909	5.7143	5.8824
General Public Interest v. Agency Clientele Interests	4.6923	4.8333	4.5404	4.8288	5.0000	4.7500
Neutral Competence v. Political Awareness ^{AB}	3.5000 ^A	3.2500	3.7840 ^B	4.1622 ^{AB}	3.2857	3.5882
Effectiveness v. Economy	4.7500	4.8333	4.5313	4.4955	4.1429	4.5416
Competence v. Trustworthiness	5.0192	5.0833	5.0000	5.1343	5.3684	4.9412
Personal Accountability v. System Accountability	4.7692	5.1667	4.6063	4.5946	4.3500	4.8235
Fairness v. Responsiveness ^A	4.5700	4.2500	4.3176 ^A	4.6486 ^A	4.1579	4.7333
Creativity v. Predictability	4.1346	4.3333	4.1006	3.7568	4.5500	3.7647
Impartiality v. Social Consciousness	3.7115	3.6667	3.8563	4.2523	4.5500	4.0588

^{A and B} Significant differences at the .05 level using the Student-Newman-Keuls test.

Subject of Highest Degree. A second element of education involved an analysis of the bureaucrat respondents based upon the subject of their highest degree. For this purpose the degrees were classified as follows:

- (1) Math (statistics, data processing, math, computer science)
- (2) Engineering (architecture, engineering, drafting)
- (3) Finance (accounting, economics, taxation, finance)
- (4) Health (nursing, medicine, physical education, communication disorders)
- (5) Social Sciences (education, history, political science, psychology, criminology, etc.)
- (6) Law
- (7) Business (MBA, marketing, planning, resource management)
- (8) Natural Sciences (geology, conservation, zoology, agronomy, physics, etc.)
- (9) Public Administration

An analysis of variance was run on bureaucrat responses to the 48 values and normative statements, based upon the subject of their highest degree. Table 4.21 illustrated the following:

- Respondents with a degree in Public Administration rated the value of "accountable" significantly higher in importance than did those with degrees in Engineering and the Natural Sciences.
- Those with a degree in the Social Sciences rated "effective" significantly higher than did those with degrees in the Natural Sciences.
- Those with degrees in Business rated "neutral competence" significantly higher than did those with degrees in Engineering and the Natural Sciences.
- Those with degrees in Law rated "rational" significantly higher than did those with degrees in Engineering.
- Those with degrees in Finance rated "stability" significantly lower than did those with degrees in the Social Sciences, Business, and the Natural Sciences.
- Those with degrees in the Social Sciences rated "caring" significantly higher than did those with degrees in Engineering and Finance.
- Those with degrees in Public Administration rated "communicative" significantly higher than did those with degrees in Engineering.

- Those with degrees in Engineering rated "confidentiality" significantly lower than did those with degrees in Finance, Health, the Social Sciences, and the Natural Sciences. In addition, those with degrees in Law rated "confidentiality" significantly lower than did those with degrees in the Social Sciences.
- Those with degrees in Finance rated "justly" significantly lower than did those with degrees in Health, the Social Sciences, Business and Public Administration.
- Those with degrees in Finance rated "participation" significantly lower than did those with degrees in the Social Sciences, Business, the Natural Sciences, and Public Administration.
- Those with degrees in Finance rated "politically aware" significantly lower than did those with degrees in the Social Sciences and Business.
- Those with degrees in Finance rated "promise keeping" significantly lower than did those with degrees in the Social Sciences, Law and Business.
- Those with degrees in Engineering rated "responsive" significantly lower than did those with degrees in Public Administration.
- Those with degrees in Law, Public Administration, and the Social Sciences rated "socially conscious" significantly higher than did those with degrees in Finance and the Natural Sciences.
- Those with degrees in Public Administration rated "sovereignty of the people" significantly higher than did those with degrees in Engineering, Finance, the Social Sciences, and the Natural Sciences.
- Those with degrees in Public Administration had a significantly higher score on the "democratic index" than did those with degrees in Engineering, Finance, and the Natural Sciences. In addition, those with a Law degree had a "democratic index" score significantly higher than did those with a degree in Finance.

Of particular interest, given the curriculum in the schools of public administration and public affairs, including but not limited to ethics teachings, is the higher ratings given by public administration graduates, when compared with other graduates, for the values of "accountable," "communicative," "justly," "participation," "responsive," "socially conscious," and "sovereignty of the people." Only one of these seven values—"accountable"—is part of the bureaucratic ethos. The others are all democratic ethos values. Of course, public administration graduates scored significantly higher on the entire democratic index, as well, than did other graduates. These findings support hypothesis number one that there are significant differences in identified public administration norms and values among career civil servants themselves. Each of these 16 values on which there are significant differences are illustrated in Table 4.23 below.

Table 4.23
**BUREAUCRAT GROUP VALUES BASED UPON THE SUBJECT OF HIGHEST DEGREE
 ACHIEVED BY RESPONDENTS ONE-WAY ANOVA**

<u>VALUES</u>	<u>MATH</u>	<u>ENGN</u>	<u>FIN</u>	<u>HEAL</u>	<u>SOCL</u> <u>SCIN</u>	<u>LAW</u>	<u>BUS</u>	<u>NAT</u> <u>SCIN</u>	<u>PUB</u> <u>ADMN</u>
Bureaucratic Values									
Accountable ^{AB}	1.9231	1.7857 ^A	1.5000	1.4091	1.5698	1.3810	1.5000	1.8980 ^B	1.0000 ^{AB}
Competent	1.0769	1.3333	1.4231	1.1818	1.2644	1.1905	1.3333	1.2653	1.1818
Conflicts of Interest	1.2308	1.6190	1.5769	1.5909	1.3908	1.1429	1.0417	1.4490	1.2727
Consistent	1.9231	2.1190	2.6538	2.1429	2.3333	2.4762	1.9167	2.2653	1.7727
Deference	5.3077	5.0714	4.8846	5.0909	4.7011	4.2105	4.2083	4.6531	4.3182
Diligent	1.6923	1.9286	1.9615	1.8636	1.7356	1.6667	1.7500	1.9796	1.5455
Economical	1.5385	2.1190	2.0769	1.6808	1.7356	1.7143	1.6250	1.8776	1.5909
Effective ^A	1.6923	1.6429	1.8000	1.5000	1.4767 ^A	1.6190	1.4583	1.9592 ^A	1.3636
Efficient	1.7692	1.8095	2.0385	1.7273	1.7241	1.6667	1.4167	2.1224	1.6364
Honest	1.3077	1.3095	1.4231	1.0000	1.2989	1.1429	1.2500	1.1837	1.2273
Impartial	1.9231	2.1429	2.3462	1.8182	2.0690	2.0476	1.8333	2.3061	1.7727
Integrity	1.2308	1.5476	1.6667	1.2273	1.3448	1.1905	1.4583	1.4082	1.3182
Loyal	2.6923	2.8570	3.0000	2.6364	2.7931	3.1429	2.5833	2.9796	2.3636
Neutral Competence ^{AB}	2.6923	3.5000 ^A	2.8846	2.5455	2.7471	2.2381	1.9583 ^{AB}	3.3673 ^B	2.2857
Obedient	4.0769	4.0476	4.3077	4.1818	4.1494	3.9000	3.9565	4.1633	3.5905
Objective	1.8462	2.2143	2.3077	1.5000	2.0460	1.9524	2.2609	2.2245	1.8636
Orderly	3.0769	3.3571	3.7692	2.9545	3.5517	3.4286	3.0625	3.5714	3.0909
Predictable	3.5385	2.8571	3.4615	2.9545	3.0690	2.5238	3.2083	3.3878	3.1818
Rational ^A	1.6154	2.0714 ^A	2.1154	2.0000	1.7011	1.2381 ^A	1.5833	1.9592	1.4545
Responsible	1.6154	1.8333	1.6538	1.6818	1.4828	1.3810	1.5417	1.5631	1.3182
Serve	2.2308	2.0952	2.3846	2.0000	2.0115	2.2381	2.0000	2.6735	1.7273
Stability ^{AB}	1.7692	2.4762	2.9231 ^{AB}	2.4091	2.1034 ^A	2.1429	1.8333 ^B	2.1633 ^C	2.0909
Trustworthy	1.1538	1.5000	1.3462	1.6364	1.3448	1.1429	1.5417	1.4490	1.1364
Truthful	1.1538	1.4286	1.4231	1.5909	1.4483	1.1905	1.2917	1.3878	1.3182
Bureaucratic Index	2.0923	2.3242	2.4231	2.1516	2.1718	2.0095	2.0285	2.3582	1.9459

Table 4.23 (Cont.)

<u>VALUES</u>	<u>MATH</u>	<u>ENG</u>	<u>FIN</u>	<u>HEALTH</u>	<u>SOC SCI</u>	<u>LAW</u>	<u>BUS</u>	<u>NAT SCI</u>	<u>PUB ADMN</u>
Democratic Values									
Advocate	3.2308	3.3571	3.9615	2.6818	2.9080	3.3000	3.2083	3.5000	2.9091
Autonomy	2.8462	3.1429	3.2692	2.5455	3.2442	3.3810	2.6087	3.5510	2.3636
Caring ^{AB}	3.0000	2.7857 ^A	2.8462 ^B	1.9545	1.8046 ^{AB}	1.8571	2.3750	2.3673	2.2727
Communicative ^A	1.4615	1.9286 ^A	1.7308	1.3636	1.5172	1.5714	1.6250	1.5714	1.2727 ^A
Compassionate	3.5385	3.5952	3.5000	2.8636	2.8966	2.4762	5.4583	3.1633	2.5238
Confidentiality ^{ABCDE}	1.2308	2.4524 ^{ABCD}	1.3846 ^A	1.2273 ^B	1.4253 ^{CE}	2.3333 ^E	1.7500	1.7551 ^D	1.5909
Courage	2.4615	2.4048	2.5385	2.1818	2.1494	2.0000	1.7083	2.4490	1.9091
Courteously	1.9231	1.9286	1.6923	1.4091	1.8851	1.4762	1.6250	1.8163	1.5000
Creative	1.9231	2.2381	2.5000	1.9091	1.8736	2.0952	1.9167	2.1633	1.6364
Discretion	2.0769	2.3571	2.3077	1.7727	2.0345	1.8095	1.9583	2.2245	1.8182
Fair	2.1538	2.1429	2.0000	1.5000	1.8391	1.5714	1.7917	1.8980	1.4091
Independent	2.9231	2.9524	3.0769	2.4545	2.8391	2.2857	2.6250	3.5306	2.5909
Justly ^{ABCD}	1.5385	2.0000	2.4231 ^{ABCD}	1.5000 ^A	1.6322 ^B	1.6190	1.6250 ^C	2.0204	1.4545 ^D
Participation ^{ABCD}	2.8462	2.5476	3.4400 ^{ABCD}	2.6818	2.4368 ^A	2.6000	2.0870 ^B	2.1429 ^C	1.8182 ^D
Politically Aware ^{AB}	3.2308	3.2619	4.1923 ^{AB}	3.5909	2.9885 ^A	3.2000	2.3913 ^B	3.2653	2.2836
Promise Keeping ^{ABC}	1.3846	1.6429	2.1154 ^{ABC}	1.4545	1.5057 ^A	1.3333 ^B	1.3750 ^C	1.7347	1.4545
Individual Rights	2.2308	2.6190	2.5385	2.0000	1.8851	1.5714	2.2083	2.5714	2.0000
Prudent	2.3846	2.7857	2.6154	2.4545	2.3218	2.3333	2.2500	2.5510	2.0000
Public Interest	2.8462	2.6429	2.6923	2.6818	2.3678	2.9500	2.1667	2.2500	2.0909
Respect	1.6154	1.7857	1.9231	1.5455	1.5172	1.4286	1.6667	1.7959	1.1364
Responsive ^A	2.0000	2.3571 ^A	2.3200	2.0455	1.8506	1.9048	1.8750	2.0816	1.5000 ^A
Socially Conscious ^{ABCDEF}	3.6923	3.4048	3.9583 ^{ABC}	2.5909	2.7356 ^{AD}	2.2000 ^{DE}	3.1250	3.8163 ^{DEF}	2.2727 ^{CF}
Sovereignty ^{ABCD}	3.3077	2.9524 ^A	3.4615 ^B	3.0455	2.6207 ^C	3.0476	2.3913	2.9796 ^D	1.6818 ^{ABCD}
Tolerance	3.3077	2.8571	2.9615	2.4091	2.5862	2.1429	2.8333	2.7551	1.9091
Democratic Index ^{ABCD}	2.4994	2.6214 ^A	2.7963 ^{BD}	2.2462	2.2690	2.2829 ^D	2.2877	2.5385 ^C	1.9872 ^{ABC}

^A through ^D Significant differences at the .05 level using the Student-Newman-Keuls test.

An analysis of the bureaucrat responses, both ordinal and at least interval data, revealed no particular valuable findings insofar as "primary accountability findings" are concerned. Results are shown in Tables 4.24 and 4.25 below.

Table 4.24
RANK-ORDER DIFFERENCES AMONG BUREAUCRATS
REGARDING SUBJECT OF THE HIGHEST DEGREE HELD BY RESPONDENTS
TO WHICH ENTITIES BUREAUCRATS ARE ACCOUNTABLE

<u>RANK ORDER</u>	<u>MATH</u>	<u>ENGR</u>	<u>FIN</u>	<u>HEAL</u>	<u>SOC SCI</u>	<u>LAW</u>	<u>BUS</u>	<u>NAT SCI</u>	<u>PUB ADMIN</u>
1.	Director	Director	Public	Public	Public	Director	Public	Public	Public
2.	Public	Public	Director	Director	Director	Public	Director	Director	Director
3.	Governor	Governor	Governor	Clients	Clients	Clients	Clients	Governor	Clients
4.	Clients	Clients	Clients	Legislature	Governor	Courts	Legislature	Clients	Governor
5.	Legislature*	Legislature	Legislature	Governor	Legislature	Governor	Governor	Legislature	Legislature
6.	Courts*	Courts	Courts	Courts	Courts	Legislature	Courts	Courts	Courts

*Tie

**Table 4.25
ONE-WAY ANOVA ON BUREAUCRAT SURVEY ON
TO WHOM PRIMARY ACCOUNTABILITY IS DUE
BY SUBJECT OF HIGHEST DEGREE HELD BY RESPONDENTS**

<u>TO WHOM ACCOUNTABLE</u>	<u>MATH</u>	<u>ENG</u>	<u>FIN</u>	<u>HEALTH</u>	<u>SSCI</u>	<u>LAW</u>	<u>BUS</u>	<u>NSCI</u>	<u>PUB AD</u>
State Agency Director	2.0000	2.2683	2.9615	2.9545	2.8081	2.5714	2.6818	2.4286	2.4091
Governor	3.3077	3.6707	3.5385	3.9545	4.0523	4.0000	3.8182	3.5306	3.8636
State Legislature	4.5385	4.0122	4.0385	3.9091	4.0291	4.0476	3.7727	4.4898	4.3636
State Courts	4.5385	4.5854	4.6154	4.8182	4.5988	3.7857	4.5000	4.7143	5.1818
Agency Clientele Groups	3.6154	3.7683	3.6538	3.5000	3.0640	3.6905	3.5909	3.5510	3.1818
General Public and Citizens	3.0000	2.6951	2.1538	1.8636	2.5640	3.1429	2.5455	2.2857	2.0000

Bureaucrat respondent answers to the forced choice questions on the survey illustrated only one significant difference, based upon the subject of the highest degree achieved by respondents. In comparing "impartiality" versus "social consciousness," those with a Business degree or a degree in the Natural Sciences were significantly more likely to rate "impartiality" higher than were those with a Social Sciences degree. The differences in means for each of the groups based upon their subject of their highest degree is illustrated in Table 4.26 below.

Those with Public Administration as their highest degree provided the highest scores for "deference" in comparison with "autonomy" and also the highest score for "political awareness" compared with "neutral competence." They also supported more emphasis upon "personal accountability" when compared with "system accountability" in relation to all the other highest degree subject fields. These findings for public administration graduates are particularly interesting because they reveal genuine strength for the "political school" and "new public administration" values of "political awareness" in comparison with the orthodox school value of "neutral competence," and yet a relative lack of strength for the traditional professional value of "autonomy."

Table 4.26
BUREAUCRAT GROUP DIFFERENCES
USING ONE-WAY ANOVA BASED ON SUBJECT OF HIGHEST DEGREE OF RESPONDENTS FOR
FORCED CHOICE QUESTIONS

<u>VALUE COMPARISON</u>	<u>MATH</u> <u>MEAN</u>	<u>ENGR</u> <u>MEAN</u>	<u>FIN</u> <u>MEAN</u>	<u>HEAL</u> <u>MEAN</u>	<u>SSCI</u> <u>MEAN</u>	<u>LAW</u> <u>MEAN</u>	<u>BUS</u> <u>MEAN</u>	<u>NSCI</u> <u>MEAN</u>	<u>PUB</u> <u>MEAN</u>
Autonomy v. Deference	4.0769	4.3333	4.6154	4.2273	4.5747	4.3333	4.6087	4.6531	4.9545
Compassion v. Objectivity	6.0769	5.6905	6.7308	6.1364	5.8046	5.7143	6.0435	6.2128	6.0455
General Pub Interest v. Clientele Interests	4.5348	4.6905	4.1154	4.4545	5.1149	5.0000	4.6957	4.2917	4.6364
Neutral Competence v. Political Awareness	3.7692	3.7857	3.6923	3.7273	4.0575	3.2857	3.7083	3.7957	4.4545
Effectiveness v. Economy	4.1538	4.5000	4.3077	4.9091	4.4253	4.1429	4.8261	4.5625	4.8182
Competence v. Trustworthiness	5.3077	4.8049	4.8000	5.1818	5.1149	5.3684	4.8542	5.2766	4.9545
Personal Accountability v. System Accountability	5.1538	4.6667	4.6154	4.6364	4.6667	4.3500	4.9565	4.3750	4.1818
Fairness v. Responsiveness	4.2308	4.3333	4.3462	4.3864	4.5116	4.1579	4.3913	4.5745	4.4091
Creativity v. Predictability	3.6154	4.1905	3.7692	4.5455	3.7674	4.5500	3.8696	4.0417	3.7727
Impartiality v. Social Consciousness ^{AB}	3.4615	3.8571	3.8846	4.5909	4.3605 ^{AB}	4.5500	3.2500 ^A	3.6250 ^B	4.4545

^A and ^B Significant differences at the .05 level using the Student-Newman-Keuls test.

Gender of Bureaucrat Respondents

Each of the 48 value and normative statement responses from bureaucrats were analyzed on the basis of the "gender" of the respondents. In general, female respondents scored the values as more important than did male respondents. The female tendency to score the values higher than males was most evident on the list of values making up the democratic index, where all but one female score was higher than male scores—the exception was for "sovereignty of the people." For the bureaucratic index the female scores were higher as well, except for eight of the individual values. The differences in means between female and male respondents was significant for 4 of the 24 values a part of the bureaucratic ethos set, and for 11 of the 24 values making up the democratic ethos set. Moreover, the democratic index itself shows a significant difference based upon the gender of the respondents.

These findings among Colorado civil servants themselves provides support for hypothesis number one that there are significant differences in identified public administration norms and values among career civil servants themselves. Gender differences are particularly prevalent for democratic values, where female responses illustrated greater importance attached to these values. Table 4.27 below illustrates these findings.

Table 4.27
VALUE DIFFERENCES BETWEEN
FEMALE AND MALE BUREAUCRAT RESPONDENTS

<u>VALUE</u>	<u>FEMALE</u>	<u>MALE</u>	<u>VALUE</u>	<u>P VALUE</u>
Bureaucratic Values	<u>MEAN</u>	<u>MEAN</u>	<u>WEIGHTIER</u>	
Accountable	1.4083	1.6374	Female	.0338 *
Competent	1.2000	1.3118	Female	.0992
Conflicts of Int.	1.4250	1.3840	Male	.6487
Consistent	2.0667	2.2328	Female	.2304
Deference	4.6333	4.5842	Male	.8175
Diligent	1.6759	1.8593	Female	.0518
Economical	1.7167	1.8023	Female	.4180
Effective	1.4538	1.6450	Female	.0416 *
Efficient	1.5750	1.8479	Female	.0096 **
Honest	1.1917	1.2586	Female	.3084
Impartial	1.9833	2.0228	Female	.7972
Integrity	1.3445	1.3678	Female	.7744
Loyal	2.7833	2.5992	Male	.3023
Neutral Comp.	2.4874	2.7833	Female	.1278
Obedient	4.3782	3.7548	Male	.0012 **
Objective	1.9500	2.0687	Female	.3388
Orderly	3.4750	3.1844	Male	.0775
Predictable	3.0333	3.0228	Male	.9535
Rational	1.7000	1.7739	Female	.4851
Responsible	1.5167	1.5594	Female	.6366
Serve	2.0500	2.1303	Female	.5854
Stability	2.2667	2.1916	Male	.5750
Trustworthy	1.4000	1.3731	Male	.7410
Truthful	1.3833	1.3962	Female	.8734
Bureaucratic Index	2.1446	2.1638	Female	.7857

Table 4.27 (Cont.)

<u>VALUE</u>	<u>FEMALE</u>	<u>MALE</u>	<u>VALUE</u>	<u>P VALUE</u>
	<u>MEAN</u>	<u>MEAN</u>	<u>WEIGHTIER</u>	
Democratic Values				
Advocate	2.7667	3.2682	Female	.0145 *
Autonomy	2.9328	3.2107	Female	.2023
Caring	1.9333	2.2814	Female	.0155 *
Communicative	1.3750	1.6502	Female	.0019 **
Compassionate	2.7250	3.1298	Female	.0268 *
Confidentiality	1.2353	1.8473	Female	.0000 ***
Courage	2.0083	2.2319	Female	.0848
Courteously	1.5833	1.8137	Female	.0309 *
Creative	1.8250	2.1217	Female	.0159 *
Discretion	1.9250	2.1412	Female	.0856
Fair	1.6667	1.9011	Female	.0608
Independent	2.5417	2.9772	Female	.0306 *
Justly	1.3445	1.3678	Female	.7744
Participation	2.3277	2.5057	Female	.2408
Politically Aware	2.8000	3.2567	Female	.0189 *
Promise Keeping	1.5500	1.5627	Female	.8921
Individual Rights	1.9833	2.2031	Female	.1458
Prudent	2.3167	2.4023	Female	.5508
Public Interest	2.2000	2.4324	Female	.1465
Respect	1.4667	1.6322	Female	.0949
Responsive	1.8667	2.0192	Female	.1714
Socially Cons.	2.3950	3.3012	Female	.0000 ***
Sovereignty	2.6750	2.6538	Male	.9051
Tolerance	2.3083	2.7510	Female	.0085 **
Democratic Index	2.1749	2.4238	Female	.0021 **

* Significant differences at the .05 level.

** Significant differences at the .01 level.

*** Significant differences at the .001 level.

While significant differences were found in many of the 48 value and normative statement responses based upon the "gender" of the respondents, no significant differences at all were found on the basis of gender for any of the six "primary accountability" questions. Table 4.28 below sets forth these findings.

**Table 4.28
GENDER DIFFERENCES IN BUREAUCRAT RESPONSES
FOR PRIMARY ACCOUNTABILITY
TO WHICH ENTITY**

<u>TO WHOM ACCOUNTABLE</u>	<u>FEMALE</u>	<u>MALE</u>	<u>GENDER HIGHEST</u>	<u>P VALUE</u>
State Agency Director	2.7167	2.5058	Male	.1643
Governor	3.9000	3.7724	Male	.3974
State Legislature	4.1250	4.1342	Female	.9494
State Courts	4.6708	4.5156	Male	.3510
Agency Clientele Groups	3.2542	3.5973	Female	.0783
General Public/Citizens	2.3500	2.5136	Female	.3895

Bureaucrat gender differences, however, were manifested in four of the ten forced choice questions. In the question comparing the value of "compassion versus objectivity," female respondents favored "objectivity" significantly less than male respondents, although both did favor "objectivity." In the "neutral competence" versus political awareness" comparison female respondents were significantly more likely than male respondents to favor "political awareness" in the comparison, although both females and males favored "neutral competence." The forced choice between "fairness" versus "responsiveness" also produced a significant difference based upon gender, with females

significantly less likely to select "fairness" than were males, although both sexes did select "fairness" over "responsiveness." Lastly, in the forced choice question comparing the value of "impartiality" versus "social consciousness," females were significantly less likely than males to strongly favor "impartiality," although both sexes did favor "impartiality." Again, these findings provide support for the hypothesis that there are significant differences in identified public administration norms and values among career civil servants themselves, based upon gender, and are illustrated in Table 4.29 below.

Table 4.29
BUREAUCRAT RESPONDENT DIFFERENCES BASED GENDER
FOR
FORCED CHOICE QUESTIONS

<u>VALUE COMPARISON</u>	<u>FEMALE MEAN</u>	<u>MALE MEAN</u>	<u>VALUE WEIGHTIER</u>	<u>P VALUE</u>
Autonomy v. Deference	4.7083	4.4904	Autonomy	.1627
Compassion v. Objectivity	5.7417	6.1462	Objectivity	.0083 **
General Pub Interest v. Clientele Interests	4.7500	4.6820	Public Interest	.7192
Neutral Competence v. Political Awareness	4.1259	3.6882	Neutral Competence	.0081 **
Effectiveness v. Economy	4.5333	4.5556	Effectiveness	.8454
Competence v. Trustworthiness	5.1271	5.0292	Trustworthiness	.4288
Personal Accountability v. System Accountability	4.7563	4.6092	Personal Accountability	.4506
Fairness v. Responsiveness	4.7941	4.3385	Fairness	.0007 ***
Creativity v. Predictability	4.7563	4.6092	Creativity	.4506
Impartiality v. Social Consciousness	4.7941	4.3385	Impartiality	.0007 ***

** Significant differences at the .01 level.

*** Significant differences at the .001 level.

Grade Level of Bureaucrat Respondents

The "grade level" of respondents appeared to have a relationship with the responses given to the questions concerning the values of "confidentiality," "conflicts of interest avoidance," "consistent," "creative," "economical," "effective," "integrity," "loyal," "participation," "political awareness," "public interest," "serve," and "sovereignty of the people." However, there do not seem to be any findings of particular interest. The numbers of respondents of in many of these grade level comparisons are small. These findings are illustrated in Table 4.30 below.

Table 4.30
**BUREAUCRAT GROUP VALUES BASED UPON THE STATE AGENCY OR DEPARTMENT OF RESPONDENTS
 ONE-WAY ANOVA**

<u>VALUES</u>	<u>GRADE</u> <u>92</u>	<u>GRADE</u> <u>93</u>	<u>GRADE</u> <u>94</u>	<u>GRADE</u> <u>95</u>	<u>GRADE</u> <u>96</u>	<u>GRADE</u> <u>97</u>	<u>GRADE</u> <u>98</u>	<u>GRADE</u> <u>99</u>
Bureaucratic Values								
Accountable	1.5275	1.6596	1.5714	1.7500	1.5000	2.0000	1.4000	1.7083
Competent	1.2747	1.2553	1.1429	1.3125	1.6667	1.3043	1.4000	1.2500
Conflicts of Interest ^A	1.3626 ^A	1.7660 ^A	1.8571	1.3750	1.6667	1.3478	1.3500	1.2917
Consistent ^A	2.0110 ^A	2.0851	1.7143	2.5000	1.8333	2.0000	2.1250	2.0833
Deference	4.3333	4.7872	4.8571	4.7500	5.1667	4.6818	4.8500	4.4583
Diligent	1.6593	2.0213	1.5714	2.1250	1.5000	2.0000	1.8250	1.8333
Economical ^A	1.6593	2.1277 ^A	1.7143	2.0000	1.3333	1.8261	1.7750	1.9167
Effective ^A	1.4333	1.8936 ^A	1.5714	2.0000	1.3333	1.6522	1.8000	1.4583
Efficient	1.6374	1.8936	1.5714	2.0000	1.5000	1.9565	1.7500	1.7083
Honest	1.1538	1.2340	1.1429	1.6250	1.5000	1.2609	1.3750	1.2500
Impartial	1.9341	2.1277	2.1429	1.8125	1.5000	2.0870	1.7500	1.8333
Integrity ^A	1.2111	1.4043	1.1429	1.8125 ^A	1.0000	1.3478	1.4615	1.5417
Loyal ^{Ab}	2.2637 ^A	2.3617	2.8571	3.3750	2.1667	2.6087	2.7000	3.0833
Neutral Competence	2.4396	2.6383	3.1429	2.6250	1.8333	2.1739	2.9750	2.8333
Obedient	3.6111	3.5652	4.7143	4.5000	3.3333	4.1818	4.3000	3.7917
Objective	1.7778	1.8298	2.0000	2.3750	1.6667	2.3478	2.1500	2.1667
Orderly	2.9396	3.0426	2.7143	3.7500	2.8333	3.3043	3.6000	2.9583
Predictable	2.6813	3.1489	3.7143	3.2500	3.5000	2.7391	3.6000	2.7083
Rational	1.6556	2.0426	1.4286	1.7500	1.3333	1.6522	1.8000	1.6667
Responsible	1.4333	1.8511	1.1429	1.7500	1.6667	1.7391	1.5000	1.6250
Serve	2.1000	2.1489	2.1429	1.9375	1.6667	2.1739	2.5500	1.9583
Stability	2.1333	2.4043	1.4286	2.3750	1.6667	2.0435	1.9500	2.2500
Trustworthy	1.3333	1.5745	1.1429	1.3125	1.3333	1.2609	1.5250	1.4167
Truthful	1.4111	1.5532	1.1429	1.4375	1.6667	1.3913	1.4000	1.3333
Bureaucratic Index	1.9925	2.2349	2.0655	2.3828	1.9653	2.1583	2.3000	2.1073

Table 4.30 (Cont.)

<u>VALUES</u>	<u>GRADE</u> <u>100</u>	<u>GRADE</u> <u>101</u>	<u>GRADE</u> <u>102</u>	<u>GRADE</u> <u>103</u>	<u>GRADE</u> <u>104</u>	<u>GRADE</u> <u>105</u>	<u>GRADE</u> <u>106</u>	<u>P VALUE</u>
Bureaucratic Values								
Accountable	1.2400	1.1538	1.7222	1.5000	1.6667	3.0000	1.3889	.2693
Competent	1.4000	1.2308	1.2222	1.0000	1.3846	1.0000	1.1111	.8064
Conflicts of Interest ^A	1.3200	1.4615	1.3333	1.0000	1.0769	1.0000	1.3333	.2742
Consistent ^A	2.9200 ^A	2.0769	2.2500	2.0000	3.0000	3.0000	2.1714	.1292
Deference	4.6400	3.7692	4.5833	5.0000	4.5385	7.0000	4.7222	.9218
Diligent	1.8400	1.6923	1.8056	2.5000	1.8462	1.0000	1.6389	.4433
Economical ^A	1.8000	1.7692	1.8611	1.5000	1.9231	1.0000	1.3611 ^A	.1772
Effective ^A	1.8000	1.3846	1.4571	1.5000	1.5385	1.0000	1.2500 ^A	.0177 *
Efficient	1.8400	1.6923	1.8333	3.5000	2.0769	1.0000	1.5278	.2928
Honest	1.2000	1.3077	1.3333	1.0000	1.0769	1.0000	1.0833	.2530
Impartial	2.3600	1.8462	2.4167	3.0000	1.7692	1.0000	2.0556	.7375
Integrity ^A	1.5200	1.4615	1.5556	2.000	1.1538	1.0000	1.0286 ^A	.0107 *
Loyal ^{AB}	3.5600 ^{AB}	2.39846	3.1667	2.5000	3.2308	4.0000	2.0000 ^B	.0021 **
Neutral Competence	2.7200	2.7500	3.2778	3.0000	2.4615	3.0000	2.5833	.6152
Obedient	4.1200	4.2308	3.9167	3.5000	5.2308	3.0000	3.8611	.1425
Objective	2.2800	2.5385	2.4167	1.0000	1.9231	1.0000	1.8333	.0625
Orderly	3.7200	3.3846	3.8889	3.5000	3.6154	3.0000	3.1111	.0815
Predictable	3.0400	3.3077	3.2500	3.5000	2.9231	1.0000	2.9444	.3231
Rational	1.8400	1.7692	1.9444	1.0000	1.4615	1.0000	1.6000	.4292
Responsible	1.4800	1.3077	1.6944	1.0000	1.4615	1.0000	1.3143	.1442
Serve	2.1600	1.9231	2.2222	2.0000	1.5385	6.0000	1.6571	.0837
Stability	2.6400	2.0000	2.6389	2.5000	2.6154	1.0000	2.0000	.1304
Trustworthy	1.3600	1.1538	1.5833	1.0000	1.0769	1.0000	1.1765	.2397
Truthful	1.2800	1.2308	1.4722	1.0000	1.2308	1.0000	1.2647	.8642
Bureaucratic Index	2.3043	2.1752	2.3552	2.1250	2.2025	2.0000	1.9542	.1105

Table 4.30 (Cont.)

<u>VALUES</u>	<u>GRADE</u> <u>92</u>	<u>GRADE</u> <u>93</u>	<u>GRADE</u> <u>94</u>	<u>GRADE</u> <u>95</u>	<u>GRADE</u> <u>96</u>	<u>GRADE</u> <u>97</u>	<u>GRADE</u> <u>98</u>	<u>GRADE</u> <u>99</u>
Democratic Values								
Advocate	2.9560	3.1064	2.0000	2.9375	2.3333	3.6190	3.2000	3.5833
Autonomy	3.0444	2.8723	3.2857	2.8750	3.5000	3.1739	2.9500	3.2083
Caring	1.9560	2.6596	1.5714	2.2500	1.5000	2.5217	2.2500	2.3750
Communicative	1.5934	1.5957	1.1429	1.8750	1.6667	1.8696	1.4250	1.7083
Compassionate	2.9560	3.2340	2.2857	3.3750	2.3333	3.3913	2.8974	3.5000
Confidentiality ^A	1.3778 ^A	1.9362	1.2857	1.6875	1.5000	2.0870	1.5250	1.8750
Courage	2.0110	2.4468	2.1429	2.5000	1.8333	2.0870	2.0750	2.5000
Courteously	1.8022	1.9149	1.4286	1.9375	1.5000	1.8261	1.7250	1.7083
Creative ^{AHCDE}	2.0330	2.5745 ^{AHC}	1.7143	2.5625 ^D	1.6667	2.4783 ^E	1.8250 ^A	1.9583
Discretion	1.9667	2.4681	1.4286	2.3125	1.5000	2.3043	2.0000	1.9583
Fair	1.7033	1.9362	1.8571	2.1250	1.6667	2.0435	1.8750	1.9583
Independent	2.6593	2.6809	2.5714	2.7500	2.3333	3.0000	2.7750	3.0000
Justly	1.5604	1.7447	1.8571	1.9375	1.5000	1.6522	1.6000	2.0000
Participation	2.2778	2.7447	3.0000	2.8125	2.5000	2.5909	2.4103	2.5833
Politically Aware	2.8889	3.4468	3.0000	3.5000	2.1667	3.3182	3.0000	3.2500
Promise Keeping	1.3736	1.7872	1.2857	1.6875	1.5000	1.6087	1.8000	1.4167
Individual Rights	2.0111	2.1702	1.8571	2.5000	1.8333	2.0000	2.2500	2.0000
Prudent	2.3222	2.5532	1.7143	2.4375	2.0000	2.1304	2.2250	2.7083
Public Interest	2.2697	2.4255	2.4286	2.1875	1.6667	2.0455	2.1000	2.7917
Respect	1.4556	1.7021	1.4286	1.8750	1.0000	1.7391	1.5750	1.7500
Responsive	1.7865	2.2979	1.5714	2.1875	2.0000	2.1304	1.9500	2.1667
Socially Conscious	2.9333	3.1915	2.5714	3.6875	2.6667	3.8636	2.8947	3.0833
Sovereignty of People	2.3258	2.8936	2.1429	2.8750	1.6667	2.6957	2.6750	2.8750
Tolerance	2.7667	2.8298	2.4286	2.8125	2.0000	2.6522	2.6750	2.5833
Democratic Index	2.1979	2.5310	2.0000	2.6089	2.0347	2.5157	2.3573	2.5163

Table 4.30 (Cont.)

<u>VALUES</u>	<u>GRADE 100</u>	<u>GRADE 101</u>	<u>GRADE 102</u>	<u>GRADE 103</u>	<u>GRADE 104</u>	<u>GRADE 105</u>	<u>GRADE 106</u>	<u>P VALUE</u>
Democratic Values								
Advocate	3.7200	3.2308	3.0556	4.0000	3.0000	1.0000	2.8611	.5532
Autonomy	3.4167	3.3077	3.3611	3.0000	4.3077	1.0000	2.8286	.7811
Caring	1.9600	2.0000	2.2500	2.0000	2.2308	1.0000	1.8889	.1870
Communicative	1.4400	1.3846	1.6111	1.0000	1.3846	3.0000	1.3889	.2160
Compassionate	2.6400	2.7692	3.0833	3.0000	2.0769	1.0000	3.0278	.4015
Confidentiality ^A	2.3200	1.5385	1.6389	1.0000	1.9231	1.0000	1.4000	.0992
Courage	2.0800	2.1538	2.4167	1.5000	2.3077	1.0000	1.8056	.3510
Courteously	1.6800	1.3077	1.7778	1.5000	1.1538	3.0000	1.5833	.3954
Creative ^{A,B,C}	2.0400	1.3846 ^B	2.0556	2.5000	1.6154	4.0000	1.4722 ^{C,D,E}	.0003***
Discretion	2.4000	1.9231	2.3333	1.5000	1.7692	1.0000	1.7222	.0739
Fair	1.8800	1.7692	1.9444	1.5000	1.3077	1.0000	1.5000	.6154
Independent	2.7200	2.7692	3.6389	2.5000	3.0769	1.0000	2.9167	.7234
Justly	2.0000	2.0769	1.8889	3.0000	1.6923	3.0000	1.5556	.2477
Participation	2.5600	2.0769	2.4444	1.5000	2.1538	7.0000	2.1944	.0925
Politically Aware	3.4400	2.8462	3.1667	3.5000	2.9231	9.0000	2.9167	.1564
Promise Keeping	1.6000	1.3846	1.6667	1.0000	1.5385	1.0000	1.5000	.3476
Individual Rights	2.1600	1.4615	2.4722	2.0000	1.6154	1.0000	2.0000	.4915
Prudent	2.5200	2.2308	2.7778	2.5000	2.2308	1.0000	2.2286	.6147
Public Interest	2.4400	2.5385	2.2778	3.0000	3.0769	9.0000	2.1429	.0018
Respect	1.7600	1.2308	1.7500	1.5000	1.3846	1.0000	1.4286	.3859
Responsive	2.0800	1.4615	2.2500	1.0000	1.5385	1.0000	1.8571	.0543
Socially Conscious	2.8400	2.6154	3.0278	3.5000	2.5385	1.0000	2.6571	.5006
Sovereignty of People	3.0000	2.4615	3.0833	3.0000	2.4615	9.0000	2.2857	.0044
Tolerance	2.4400	1.8462	2.7222	2.0000	2.0000	1.0000	2.3429	.6341
Democratic Index	2.4280	2.2526	2.4831	2.2250	2.1378	2.6250	2.1134	.1064

^A through ^E: Significant differences at the .05 level using the Student-Newman-Keuls test.

* Significant differences at the .05 level.

** Significant differences at the .01 level

*** Significant differences at the .001 level

Similarly, an analysis of the grade level of the bureaucrat respondents did not produce any particularly valuable findings when comparing their answers to either the primary accountability or forced choice questions. Tables 4.31, 4.32 and 4.33 are found below.

Table 4.31
RANK ORDERED BUREAUCRAT RESPONSES
BASED ON AGENCY OF RESPONDENTS FOR
TO WHOM ACCOUNTABLE
ONE-WAY ANOVA

<u>TO WHOM ACCOUNTABLE</u>	<u>GRADE</u> <u>92</u>	<u>GRADE</u> <u>93</u>	<u>GRADE</u> <u>94</u>	<u>GRADE</u> <u>95</u>	<u>GRADE</u> <u>96</u>
State Agency Director	2	2	1	2	1*
Governor	4	3	4	4	3
State Legislature	5	5	3	5	1*
State Courts	6	6	6	6	4
Agency Clientele Groups	3	4	5	3	6
General Public and Citizens	1	1	2	1	5

<u>TO WHOM ACCOUNTABLE</u>	<u>GRADE</u> <u>97</u>	<u>GRADE</u> <u>98</u>	<u>GRADE</u> <u>99</u>	<u>GRADE</u> <u>100</u>	<u>GRADE</u> <u>101</u>
State Agency Director	2	2	1	1	1
Governor	3	5	4	4	4
State Legislature	5	4	5	5	6
State Courts	6	6	6	6	5
Agency Clientele Groups	4	3	3	3	3
General Public and Citizens	1	1	2	2	2

<u>TO WHOM ACCOUNTABLE</u>	<u>GRADE</u> <u>102</u>	<u>GRADE</u> <u>103</u>	<u>GRADE</u> <u>104</u>	<u>GRADE</u> <u>105</u> ¹	<u>GRADE</u> <u>106</u>
State Agency Director	2	1	1	1	1
Governor	4	2*	4	3	4
State Legislature	5	6	5	4	5
State Courts	6	5	6	2	6
Agency Clientele Groups	3	4	3	5	3
General Public and Citizen	1	2*	2	6	2

¹Only one respondent for grade 105.

* Tie

Table 4.32
BUREAUCRAT RESPONSES BASED ON AGENCY OF RESPONDENTS FOR
TO WHOM ACCOUNTABLE
ONE-WAY ANOVA

<u>TO WHOM ACCOUNTABLE</u>	<u>GRADE</u> <u>92</u>	<u>GRADE</u> <u>93</u>	<u>GRADE</u> <u>94</u>	<u>GRADE</u> <u>95</u>	<u>GRADE</u> <u>96</u>
State Agency Director	2.7931	2.7826	2.4286	2.8750	3.1667
Governor	3.9425	3.4565	3.7143	3.6250	3.5000
State Legislature	3.9885	4.0000	3.5714	3.8125	3.1667
State Courts	4.4713	4.3370	4.5714	4.8750	3.6667
Agency Clientele Groups	3.4713	3.6957	4.0000	3.5625	4.8333
General Public and Citizens	2.3333	2.7283	2.7143	2.2500	3.6667
<u>TO WHOM ACCOUNTABLE</u>	<u>GRADE</u> <u>97</u>	<u>GRADE</u> <u>98</u>	<u>GRADE</u> <u>99</u>	<u>GRADE</u> <u>100</u>	<u>GRADE</u> <u>101</u>
State Agency Director	2.6522	2.6875	2.1667	2.5200	2.1538
Governor	3.5217	4.2875	3.8542	3.9200	4.1538
State Legislature	4.3043	4.2125	4.1458	3.9600	4.8462
State Courts	4.3478	4.6625	4.3524	4.5600	4.5385
Agency Clientele Groups	4.1739	3.1875	3.7708	3.5400	3.0769
General Public and Citizens	2.0000	1.9375	2.7083	2.7000	2.2308
<u>TO WHOM ACCOUNTABLE</u>	<u>GRADE</u> <u>102</u>	<u>GRADE</u> <u>103</u>	<u>GRADE</u> <u>104</u>	<u>GRADE</u> <u>105</u>	<u>GRADE</u> <u>106</u>
State Agency Director	2.2639	2.0000	2.5385	1.0000	2.3143
Governor	3.9306	2.5000	3.7692	3.0000	3.5143
State Legislature	4.5833	6.0000	4.3846	4.0000	4.1286
State Courts	4.8194	5.0000	4.5769	2.0000	5.0429
Agency Clientele Groups	3.1250	3.0000	2.7692	5.0000	3.3143
General Public and Citizen	2.2222	2.5000	2.6915	6.0000	2.8000

Table 4.33
BUREAUCRAT GROUP DIFFERENCES BASED ON GRADE LEVEL OF RESPONDENTS
USING ONE-WAY ANOVA FOR
FORCED CHOICE QUESTIONS

<u>VALUE</u> <u>COMPARISON</u>	<u>GRADE</u> <u>92</u>	<u>GRADE</u> <u>93</u>	<u>GRADE</u> <u>94</u>	<u>GRADE</u> <u>95</u>	<u>GRADE</u> <u>96</u>
Autonomy v. Deference	4.5169	4.4043	4.7143	4.3125	4.8333
Compassion v. Objectivity	6.1591	5.9787	5.8571	6.5625	6.6667
General Pub Interest v. Clientele Interests	4.5778	4.5532	4.4286	4.4375	5.0000
Neutral Competence v. Political Awareness	3.5714	3.5957	3.871	4.5625	3.6667
Effectiveness v. Economy	4.6404	4.7660	4.5714	4.6250	4.8333
Competence v. Trustworthines [^]	5.0000	4.5435 [^]	5.2857	4.6875	5.1667
Personal Accountability v. System Accountability	4.8876	4.8085	4.2857	4.1875	4.6667
Fairness v. Responsiveness	4.5393	4.1778	5.0714	4.5625	4.6667
Creativity v. Predictability	4.0787	4.4255	4.2857	3.8125	3.3333
Impartiality v. Social Consciousness	3.8778	3.7872	4.5714	4.0000	4.0000

Table 4.33 (Cont.)

<u>VALUE COMPARISON</u>	<u>GRADE 97</u>	<u>GRADE 98</u>	<u>GRADE 99</u>	<u>GRADE 100</u>	<u>GRADE 101</u>
Autonomy v. Deference	4.2609	4.5500	4.0833	4.8400	4.4615
Compassion v. Objectivity	6.1304	5.9250	5.6667	5.7600	5.9231
General Pub Interest v. Clientele Interests	3.9130	4.8250	5.0000	4.8800	4.6154
Neutral Competence v. Political Awareness	3.6087	4.2500	4.1250	3.7600	4.4615
Effectiveness v. Economy	4.4783	4.6000	4.4583	4.2800	4.4615
Competence v. Trustworthiness [^]	5.0909	5.2821	5.1250	5.0000 [^]	5.3077
Personal Accountability v. System Accountability	4.5217	4.6500	4.6250	4.1667	4.5385
Fairness v. Responsiveness	4.4783	4.6000	4.3333	4.4783	4.8462
Creativity v. Predictability	4.5652	3.9500	3.9167	4.0417	3.6154
Impartiality v. Social Consciousness	3.6957	4.3250	3.9167	4.2083	5.0000

Table 4.33 (Cont.)

<u>VALUE COMPARISON</u>	<u>GRADE 102</u>	<u>GRADE 103</u>	<u>GRADE 104</u>	<u>GRADE 105</u>	<u>GRADE 106</u>
Autonomy v. Deference	5.0000	3.5000	5.4615	3.0000	4.6111
Compassion v. Objectivity	6.0556	7.0000	5.5385	7.0000	5.8889
General Pub Interest v. Clientele Interests	4.8857	4.0000	5.4615	7.0000	4.9444
Neutral Competence v. Political Awareness	3.7500	3.5000	3.6923	1.0000	4.0833
Effectiveness v. Economy	4.4722	4.0000	4.4615	3.0000	4.5556
Competence v. Trustworthiness	5.2000	5.0000	5.0000	5.0000	5.1667
Personal Accountability v. System Accountability	5.2222	6.0000	4.2308	7.0000	4.1111
Fairness v. Responsiveness	4.4000	4.0000	5.0000	3.0000	4.2222
Creativity v. Predictability	3.8056	4.0000	3.3077	7.0000	3.8000
Impartiality v. Social Consciousness	3.8611	3.5000	4.3846	7.0000	3.9429

Job Classification of Bureaucrat Respondents

Two job classification frameworks were used in this survey, and both are reported here. The first presented is the job classification used by the Colorado Department of Personnel, and the second is a framework developed by the author.

Colorado Department of Personnel Job Analysis. The Colorado Department of Personnel assigned all civil service positions to a classification scheme based upon occupational group. Nearly all positions are assigned to one of the following occupational groups:

- (1) Enforcement and Protective Services
- (2) Financial Services
- (3) Health Care Services
- (4) Labor, Trades, and Crafts
- (5) Medical
- (6) Management
- (7) Administrative Services and Related
- (8) Professional Services
- (9) Physical Science and Engineering

The positions of Public Defender and Magistrate, however, are not assigned to one of the above occupational groupings, and thus the author added a tenth group called Law. Based upon such an amended occupational classification of career government employees there were differences in the responses given. Of all the differences indicated, the most telling is the significant difference on the part of both the Management and the Professional Services groups to rate higher the democratic index as compared with the other groups. In fact, the Management group assessed the democratic index higher than any other group. Other findings include the following:

- Physical Science and Engineering bureaucrats were significantly less likely than Management to place a high worth on the value of "accountable."
- Physical Science and Engineering bureaucrats were significantly less likely than Professional Services bureaucrats to place a high worth on the value of "confidentiality."

- Physical Science and Engineering and Financial Services bureaucrats were significantly less likely than Management bureaucrats to place a high worth on the value of "courage."
- Management bureaucrats were significantly more likely to place a high worth on the value of "creative" than were Physical Sciences and Engineering, Financial Services, Enforcement and Protective Services, Law, Health Care Services, and Professional Services bureaucrats.
- Physical Science and Engineering bureaucrats were significantly less likely to place high importance on the value of "diligent" than were the Professional Services bureaucrats.
- Management bureaucrats were significantly more likely to place a high worth on the value of "discretion" than were the bureaucrats of class Physical Science and Engineering and Enforcement and Protective Services, and the Professional Services bureaucrats than the Physical Science and Engineering bureaucrats.
- Physical Science and Engineering bureaucrats were significantly less likely to place a high worth on the value of "economical" than were the class Management and Professional Services bureaucrats, and Enforcement and Protective Services bureaucrats significantly less likely than Management.
- Physical Science and Engineering, and Professional Services bureaucrats were significantly less likely to place high importance on the value of "effective" than were class Management bureaucrats.
- Physical Science and Engineering bureaucrats were significantly less likely to place a high worth on the value of "efficient" than were the Professional Services bureaucrats.
- Financial Services bureaucrats were significantly less likely to place a high worth on the value of "honest" than were the Management, Professional Services, and Health Care Services bureaucrats.
- Financial Services bureaucrats were significantly less likely to place a high worth on the value of "justly" than the Management, Enforcement and Protective Services, and Professional Services

bureaucrats. Also the Physical Science and Engineering bureaucrats were significantly less likely to place a high worth on the value of "justly" than the Management and Professional Services bureaucrats.

- The Management bureaucrats were significantly more likely to rate high the value of "loyal" than were the Law bureaucrats.
- Administrative Services bureaucrats rated lowest the value of "participation" of any of the classes, and Financial Services was significantly lower than Management and Professional Services, and Enforcement and Protective Services was significantly lower than Professional Services as well.
- Physical Science and Engineering bureaucrats rated significantly lower than did Professional Services the value of "social consciousness."
- Physical Science and Engineering bureaucrats rated the value of "sovereignty of the people" significantly lower than did Professional Services bureaucrats.

These findings are illustrated in Table 4.34 below.

Table 4.34
BUREAUCRAT GROUP VALUES BASED UPON THE DEPT OF PERSONNEL JOB CLASSIFICATION OF RESPONDENTS
ONE-WAY ANOVA

<u>VALUES</u>	<u>ENFR</u>	<u>FINANCE</u>	<u>HEALTH</u>	<u>LABOR</u>	<u>MNGMT</u>	<u>PROF</u>	<u>PHYS</u>	<u>LAW</u>
Bureaucratic Values								
Accountable ^A	1.7500	1.3333	1.5882	2.2500	1.1429 ^A	1.5031	1.8551 ^A	1.5238
Competent	1.4063	1.4074	1.2941	1.2500	1.1724	1.2857	1.2464	1.1429
Conflicts of Interest	1.3125	1.4444	1.7353	1.7500	1.3448	1.3043	1.4348	1.5238
Consistent	2.0313	2.5185	2.0303	1.7500	2.2759	2.1988	2.1014	2.5238
Deference	4.8750	4.5926	4.7647	4.0000	4.7241	4.3938	4.9130	4.0476
Diligent ^A	1.8750	1.8889	1.9412	1.7500	1.6897	1.6708 ^A	2.0580 ^A	1.7619
Economical ^{AHC}	1.9375 ^A	1.9630	1.9706	1.2500	1.3103 ^{AH}	1.6398 ^C	2.1304 ^{HC}	1.7143
Effective ^{AH}	1.5625	1.7407	1.7647	1.7500	1.1379 ^{AH}	1.5346 ^A	1.7536 ^H	1.5238
Efficient ^A	1.8750	1.8889	1.9706	1.5000	1.5962	1.6087 ^A	2.0870 ^A	1.6190
Honest ^{AHC}	1.2500	1.5926 ^{AHC}	1.2647 ^A	1.2500	1.0690 ^H	1.2298 ^C	1.2174	1.1429
Impartial	1.7813	1.8519	2.0588	1.7500	1.8966	2.0248	2.1739	2.1429
Integrity	1.1875	1.6296	1.5588	1.2500	1.0714	1.3375	1.4412	1.2857
Loyal ^A	2.1563	2.5185	2.9706	1.5000	1.8966 ^A	2.7640	2.6957	3.3000 ^A
Neutral Competence	2.2813	2.5000	2.9412	3.7500	2.3103	2.6087	3.0435	2.6667
Obedient	3.1563	4.0769	4.3824	3.0000	4.2414	3.9938	3.8261	3.9048
Objective	1.9375	2.2963	2.1765	2.0000	1.6552	1.9500	2.2899	1.9524
Orderly	2.6875	3.5556	3.2059	2.7500	3.3448	3.2950	3.3913	3.4762
Predictable	2.9375	3.4074	3.2353	3.0000	2.6897	3.0559	3.0725	2.6190
Rational	1.9063	1.8519	1.8235	2.0000	1.5000	1.6938	1.9420	1.2857
Responsible	1.4375	1.5926	1.7059	1.2500	1.2500	1.5313	1.7391	1.3810
Serve	2.2188	2.1111	2.1765	1.7500	1.4286	2.1438	2.1159	2.3333
Stability	2.0938	2.6296	2.2353	1.5000	2.0357	2.2000	2.3478	2.1429
Trustworthy	1.3750	1.3704	1.5000	1.2500	1.1481	1.3563	1.5072	1.2381
Truthful	1.5000	1.4815	1.5588	1.2500	1.2593	1.3375	1.4638	1.2381
Bureaucratic Index	2.0268	2.2910	2.3059	2.3125	1.9268	2.1249	2.2881	2.0972

Table 4.34 (Cont.)

<u>VALUES</u>	<u>ENFRC</u>	<u>FIN</u>	<u>HEALTH</u>	<u>LABOR</u>	<u>MNGMT</u>	<u>PROF</u>	<u>PHYS</u>	<u>LAW</u>
Democratic Values								
Advocate	3.1875	3.7407	2.3824	3.2500	2.7586	3.0062	3.5147	3.1429
Autonomy	3.4688	3.2308	2.6765	4.0000	3.3448	3.0440	3.1739	3.1429
Caring	2.0625	2.5185	1.9706	2.0000	1.7586	2.1242	2.5217	1.9048
Communicative	1.7500	1.5556	1.4706	1.7500	1.3448	1.5031	1.7681	1.5714
Compassionate	2.7813	3.4074	2.7647	2.7500	2.9655	2.9438	3.4493	2.2857
Confidentiality ^A	1.5313	1.5556	1.3824	1.2500	1.6207	1.5313 ^A	2.1159 ^A	2.1000
Courage ^{ABC}	2.2188	2.4815 ^A	2.2059	1.7500	1.5517 ^{AB}	2.0870	2.5217 ^B	1.8571
Courteously	1.8438	1.5556	1.7647	1.5000	1.4138	1.7081	1.9565	1.6190
Creative ^{ABCDEF}	2.2188 ^A	2.2963 ^B	1.9706 ^C	2.2500	1.2759 ^{ABCDEF}	1.9317 ^D	2.3913 ^E	2.1905 ^F
Discretion ^{ABC}	2.4516 ^A	2.2222	2.0294	1.5000	1.5862 ^{AB}	1.9752 ^C	2.4638 ^{BC}	1.7143
Fair	1.8125	1.9630	1.9412	1.5000	1.3103	1.8075	1.9855	1.6667
Independent	2.8438	2.3704	2.8824	2.0000	3.4483	2.7764	3.1014	2.6190
Justly ^{ABCDE}	1.5000 ^A	2.2593 ^{ABC}	1.7647	1.2500	1.4138 ^{BD}	1.67089 ^{CE}	2.0290 ^{DE}	1.5238
Participation ^{ABC}	2.9375 ^A	3.1481 ^{BC}	2.7059	2.7500	1.8966 ^B	2.1887 ^{AC}	2.5797	2.5238
Politically Aware	3.5625	3.6667	3.2647	2.2500	2.4483	2.8688	3.5217	3.2381
Promise Keeping	1.5938	1.8148	1.7353	1.2500	1.4138	1.4783	1.6667	1.4762
Individual Rights	1.8750	2.1111	2.3529	2.0000	1.7500	2.1188	2.5072	1.4762
Prudent	2.5000	2.2963	2.4412	2.0000	2.1429	2.3125	2.6812	2.3333
Public Interest	2.3750	2.4444	2.5882	2.5000	2.2143	2.1950	2.3333	3.0476
Respect	1.4374	1.7407	1.5294	1.5000	1.2500	1.6000	1.7971	1.3333
Responsive	2.0625	1.9259	2.0882	2.2500	1.6786	1.9119	2.2464	1.7143
Socially Conscious ^A	3.6563	3.4444	2.8824	2.7500	2.5357	2.7421 ^A	3.5735 ^A	2.2857
Sovereignty ^A	2.4063	2.9630	3.0882	1.7500	2.2500	2.4151 ^A	3.1159 ^A	2.9048
Tolerance	3.1250	2.5185	2.5294	2.2500	2.2857	2.5563	2.8841	2.0000
Democratic Index ^{AB}	2.4383	2.5841	2.3907	2.1771	1.9958 ^A	2.2378 ^B	2.6400 ^{AB}	2.1904

^A through ^F: Significant differences at the .05 level using the Student-Newman-Keuls test.

An analysis of bureaucrat responses, based upon the Colorado Department of Personnel job "classification scheme" of survey respondents, illustrated rank-order differences for the survey questions dealing with "primary accountability." Table 4.35 shows that Finance, Trades, Management, Physical Sciences and Engineering, and Law groups ranked "the state agency director" first, whereas the Enforcement and Protective Services, Health Care Services, and Professional Services groups ranked "the general public and citizens" in the top spot. "The agency clientele groups" was generally third, with "the governor," "the state legislature," and "the state courts" in the last half of the rankings. Following that, in Table 4.76, statistical differences using the Student-Newman-Keuls Test are noted.

Table 4.35

**RANK-ORDER DIFFERENCES AMONG BUREAUCRATS
 DEPARTMENT OF PERSONNEL JOB CLASSIFICATION HELD BY RESPONDENTS
 FOR ENTITIES TO WHICH BUREAUCRATS ARE PRIMARILY ACCOUNTABLE**

<u>RANK ORDER</u>	<u>ENFORCE</u>	<u>FINANCE</u>	<u>HEALTH</u>	<u>TRADES</u>	<u>MNGMT</u>	<u>PROF</u>	<u>PHYS</u>	<u>LAW</u>
1.	Public	Director	Public	Director	Director	Public	Director	Director
2.	Director	Public	Clients	Public	Public	Director	Public	Public
3.	Clients	Governor	Director	Governor	Clients	Clients	Governor	Clients
4.	Governor	Legislature	Legislature	Courts*	Governor	Governor	Clients	Courts
5.	Legislature	Clients	Governor	Clients*	Legislature	Legislature	Legislature	Legislature
6.	Courts	Courts	Courts	Legislature	Courts	Courts	Courts	Governor

* Tie

Table 4.36
BUREAUCRAT RESPONSES
BASED ON DEPARTMENT OF PERSONNEL JOB CLASSIFICATION ON
TO WHOM ACCOUNTABLE
ONE-WAY ANOVA

<u>TO WHOM ACCOUNTABLE</u>	<u>POLICE</u>	<u>FINANCE</u>	<u>HEALTH</u>	<u>LABOR</u>	<u>MNGMT</u>	<u>PROF</u>	<u>PHYS</u>	<u>LAW</u>
State Agency Director	2.5313	2.6667	2.8382	1.7500	2.4286	2.6783	2.3529	2.2381
Governor	4.0000	3.2593	4.1324	3.5000	3.4643	3.8694	3.5956	4.4762
State Legislature	4.1875	3.7407	4.1029	4.5000	4.3750	4.1146	4.2426	4.3333
State Courts	4.2188	4.5185	4.6618	4.2500	5.1250	4.6306	4.6176	3.9524
Agency Clientele Groups [^]	3.7813	4.1111 [^]	2.7500 [^]	4.2500	3.1429	3.3662	3.7279	3.5000
General Public and Citizens	2.2813	2.7037	2.5147	2.7500	2.6071	2.3662	2.4485	2.7381

[^] Significant differences at the .05 level or higher using the Student-Newman-Keuls test.

Responses to the forced choice survey questions, based upon the "agency" or department of the bureaucrat respondents, did not illustrate differences except with two of the comparisons.

- Management bureaucrats rated significantly higher than Physical Science and Engineering, and Professional Services bureaucrats the value of "personal accountability" over "system accountability." The Management group's significantly higher assessment for "personal accountability" is important. After all, it is this group within the Colorado career civil service that directs and has responsibility for all others. And, to some extent, they have the best perspective to make such a judgment.
- Health Care Services bureaucrats assigned a significantly lower worth to the value of "impartiality" compared with "social consciousness" than did the bureaucrats in Enforcement and Protective Services, Physical Science and Engineering, and Professional Services.

These are shown in Table 4.37 below.

Table 4.37
BUREAUCRAT GROUP DIFFERENCES BASED ON DEPARTMENT OF PERSONNEL JOB CLASSIFICATION
USING ONE-WAY ANOVA FOR FORCED CHOICE QUESTIONS

<u>VALUE</u> <u>COMPARISON</u>	<u>POLICE</u> <u>MEAN</u>	<u>FINANCE</u> <u>MEAN</u>	<u>HEALTH</u> <u>MEAN</u>	<u>TRADES</u> <u>MEAN</u>	<u>MNGMT</u> <u>MEAN</u>	<u>PROF</u> <u>MEAN</u>	<u>PHYS</u> <u>MEAN</u>	<u>LAW</u> <u>MEAN</u>
Autonomy v. Deference	4.1935	4.2222	4.2941	5.7500	5.0000	4.7375	4.3913	4.6667
Compassion v. Objectivity	6.4688	6.5926	5.7941	7.2500	5.8276	5.9494	5.9275	5.5714
General Pub Interest v. Clientele Interests	4.4063	4.4074	5.1176	5.5000	4.8621	4.6875	4.6765	5.0476
Neutral Competence v. Political Awareness	3.3750	4.0370	4.0000	4.7500	4.2759	3.8447	3.7536	3.6667
Effectiveness v. Economy	4.6875	4.5556	4.4412	5.5000	4.5517	4.5849	4.6232	4.0952
Competence v. Trustworthiness	5.1875	4.7037	5.1176	5.2500	5.1379	5.1234	4.9552	4.8889
Personal Accountability v. System Accountability ^{AB}	4.6875	4.5556	4.5294	4.2500	3.6552 ^{AB}	4.8491 ^A	4.8696 ^B	4.3000
Fairness v. Responsiveness	4.5625	4.4444	4.7500	4.7500	4.3793	4.4684	4.3235	4.5000
Creativity v. Predictability	4.4063	4.0000	4.1471	4.0000	3.5000	3.8805	4.2464	4.2000
Impartiality v. Social Consciousness ^{ABC}	3.4375 ^A	3.9630	4.8235 ^{ABC}	4.5000	3.9286	4.0500 ^B	3.7246 ^C	4.6000

^{A through C} Significant differences at the .05 level using the Student-Newman-Keuls test.

Author's Job Classification. A second job classification scheme, independent of the Colorado Department of Personnel classification, was developed by the author on the basis of the actual titles of the positions held by the bureaucrats surveyed. Based upon job title, the respondents were assigned to one of the following categories:

- | | |
|-------------------------------|----------------------|
| (1) Administrative | (7) Environment |
| (2) Architecture | (8) Finance |
| (3) Business | (9) Health |
| (4) Communications | (10) Human Resources |
| (5) Computers and Mathematics | (11) Law |
| (6) Engineering | (12) Enforcement |

Using the author's "job classification scheme," a total of 12 values illustrated significant differences, two of them part of the "bureaucratic ethos" and ten of them part of the "democratic ethos." Moreover, the "democratic index" showed significant differences as well.

- Engineers assigned a significantly lesser value to "economical" than did the Administrative, Human Resources, and Law job classifications.
- Engineers assigned a significantly lesser value to "rational" than did Law personnel.
- Administrative personnel assigned a significantly higher value to "caring" than did Engineers.
- Engineers assigned a significantly lower value to "communicative" than did Human Resources and Administrative personnel.
- Engineers assessed the values of "confidentiality" higher than did Administrative, Finance, Human Resources, and Enforcement personnel.
- Engineers assigned a significantly lower value to "courage" than did Administrative personnel.
- Engineers assigned a significantly lower value to "discretion" than did Administrative and Law personnel.
- Administrative personnel assigned a significantly higher value to "participation" than did Finance and Enforcement personnel. Environmental personnel assigned a significantly higher value to "participation" than did Finance personnel.

- Law personnel assigned a significantly higher value to “protect individual rights” than did Business and Engineer personnel. Computer personnel assigned a significantly higher value to “protect individual Rights” than did Engineers.
- Law assessed significantly higher the value of “socially conscious” than did the Environment, Enforcement and Engineers groups.
- Business personnel assigned a significantly lower value to “tolerance” than did Administrative, Human Resources, and Law personnel.
- Administrative personnel assigned a significantly higher value to “the democratic index” than did Engineers.

The most interesting finding concerns the significantly higher score given the democratic index by Administrative personnel, and their also relatively higher ratings for the eight values of “economical,” “caring,” “communicative,” “confidentiality,” “courage,” “discretion,” “participation,” and “tolerance.” All of these values but one—“economical”—are democratic values. Table 4.38 below manifests these findings.

Table 4.38
BUREAUCRAT GROUP VALUES
BASED UPON AUTHOR'S JOB CLASSIFICATION OF RESPONDENTS
ONE-WAY ANOVA

<u>VALUES</u>	<u>ADMIN</u>	<u>BUSINESS</u>	<u>COMMUN</u>	<u>COMPUTER</u>	<u>ENGINEER</u>	<u>ENVIRON</u>
Bureaucratic Values						
Accountable	1.3301	1.5000	1.8000	1.8621	1.7619	1.7895
Competent	1.2115	1.2500	1.4000	1.2759	1.2857	1.2895
Conflicts of Interest	1.3365	1.4500	1.4000	1.4138	1.5714	1.2895
Consistent	2.2596	1.9000	2.2000	2.2414	2.1429	2.0526
Deference	4.6058	4.3000	4.0000	4.1034	5.1429	4.6313
Diligent	1.6346	1.8500	2.0000	1.7241	2.0238	1.9474
Economical ^{ABC}	1.5288 ^A	1.8500	1.8000	1.7931	2.2857 ^{ABC}	1.7632
Effective	1.3333	1.6000	2.0000	1.6207	1.8095	1.7895
Efficient	1.5865	1.7000	1.8000	1.6552	1.9762	2.0526
Honest ^A	1.1538 ^A	1.2500	1.6000	1.3103	1.3095	1.1316
Impartial	2.0385	1.8500	3.0000	1.9310	2.1905	2.2895
Integrity	1.3137	1.2632	1.8000	1.3103	1.5714	1.2632
Loyal	2.7212	2.2000	2.6000	3.0000	2.6667	2.8421
Neutral Competence	2.5288	2.3000	3.2000	2.3102	3.2619	3.3158
Obedient	4.1845	3.1500	3.8000	3.7241	3.9286	3.9211
Objective	1.9515	1.9000	2.0000	1.8276	2.2381	2.3421
Orderly	3.4952	2.6500	4.6000	2.8621	3.2857	3.5789
Predictable	2.8462	2.9500	3.2000	2.9655	3.0000	3.5526
Rational ^A	1.6863	1.7500	1.6000	1.6897	2.0714 ^A	1.7895
Responsible	1.4706	1.4000	1.6000	1.6207	1.7857	1.6579
Serve	1.9118	2.1000	1.8000	1.8966	2.0714	2.5526
Stability	2.2549	2.2000	1.8000	2.1379	2.5000	2.0526
Trustworthy	1.3366	1.3500	1.8000	1.2759	1.6429	1.2368
Truthful	1.3663	1.3500	1.4000	1.3103	1.5714	1.1842
Bureaucratic Index	2.0918	2.0584	2.2883	2.0411	2.3331	2.2748

<u>VALUES</u>	<u>Table 4.38 (Cont.)</u>				
	<u>FINANCE</u>	<u>HEALTH</u>	<u>HUMRES</u>	<u>LAW</u>	<u>ENFORCE</u>
Bureaucratic Values					
Accountable	1.3226	1.5526	1.2500	1.4211	1.8919
Competent	1.3871	1.2895	1.0625	1.3684	1.3784
Conflicts of Interest	1.3871	1.6842	1.1875	1.2105	1.3243
Consistent	2.6129	2.0270	1.5625	2.8947	2.0000
Deference	4.6129	4.7632	3.9375	4.1176	4.7568
Diligent	1.8710	1.9211	1.5625	1.6316	1.8919
Economical ^{ABC}	1.9677	1.9474	1.3750 ^B	1.4211 ^C	1.8919
Effective	1.6774	1.7895	1.3750	1.3684	1.5946
Efficient	1.8387	1.9737	1.3125	1.4737	1.8919
Honest ^A	1.5161 ^A	1.3158	1.1250	1.0526	1.2432
Impartial	1.8065	2.0526	1.7500	2.0000	1.7568
Integrity	1.5484	1.5789	1.1250	1.1053	1.2162
Loyal	2.5161	2.8421	2.0000	2.8947	2.1622
Neutral Competence	2.7000	2.8947	1.9375	2.0000	2.5405
Obedient	4.3000	4.3158	3.6250	4.1111	3.2432
Objective	2.3226	2.1053	1.6250	1.7368	1.9189
Orderly	3.5484	3.1579	3.1250	3.1053	2.7838
Predictable	3.4516	3.0263	3.1875	2.6842	2.8919
Rational ^A	1.7742	1.7632	1.5000	1.1579 ^A	1.8919
Responsible	1.5161	1.6842	1.2500	1.3158	1.4595
Serve	2.2581	2.1053	1.8125	2.2632	2.1892
Stability	2.5806	2.1842	1.8125	2.1053	2.0811
Trustworthy	1.3548	1.5000	1.3750	1.1053	1.3784
Truthful	1.4194	1.5789	1.3125	1.1579	1.4865
Bureaucratic Index	2.3096	2.2660	1.9776	1.9539	2.0604

Table 4.38 (Cont.)

<u>VALUES</u>	<u>ADMIN</u>	<u>BUSINESS</u>	<u>COMMUN</u>	<u>COMPUTER</u>	<u>ENGINEER</u>	<u>ENVIRON</u>
Democratic Values						
Advocate	2.8558	3.6000	2.4000	3.0690	3.7143	3.2162
Autonomy	3.1078	3.5000	5.2000	3.0345	3.1429	3.0263
Caring ^A	1.9038 ^A	2.5500	2.0000	2.3793	2.6905 ^A	2.1579
Communicative ^{AB}	1.4231 ^A	1.6000	1.4000	1.5517	1.9286 ^{AB}	1.6053
Compassionate	2.9515	3.6000	2.8000	2.7931	3.5238	3.1579
Confidentiality ^{ABCD}	1.5049 ^A	1.7000	2.8000	1.6429	2.3571 ^{ABCD}	1.7895
Courage ^A	1.8654 ^A	1.8500	2.4000	2.3448	2.5714 ^A	2.5000
Courteously	1.6538	2.0500	2.0000	1.7241	1.9762	1.7632
Creative ^A	1.7212	2.1000	2.0000	2.1034	2.4048 ^A	2.1842
Discretion ^{AB}	1.8942 ^A	2.2000	1.8000	2.1034	2.5952 ^{AB}	2.2105
Fair	1.6731	1.9500	2.4000	2.0345	2.0000	1.8421
Independent	3.0192	2.4500	4.2000	2.4138	3.0952	3.2895
Justly	1.6346	1.6500	1.6000	1.7586	2.0952	1.8158
Participation ^{ABC}	1.9510 ^{AB}	2.7000	2.4000	2.5172	2.6667	2.0526 ^C
Politically Aware	2.6311	3.3500	3.2000	3.1034	3.5238	3.1842
Promise Keeping	1.4327	1.3000	1.8000	1.5172	1.7143	1.7368
Individual Rights ^{ABC}	2.0098	2.8000 ^A	2.2000	1.6897 ^B	2.6905 ^{BC}	2.3158
Prudent	2.2549	2.4500	1.8000	2.3103	2.8571	2.4737
Public Interest	2.2079	2.1500	3.2000	2.5172	2.5476	1.9211
Respect	1.5490	1.6000	1.4000	1.6207	1.8095	1.6842
Responsive	1.8529	1.900	1.8000	2.0000	2.3333	2.0789
Socially Conscious ^{ABC}	2.6535	3.4737	3.0000	2.9310	3.3810 ^A	3.5789 ^B
Sovereignty of People	2.4455	2.5000	2.8000	2.0690	3.1667	2.9211
Tolerance ^{ABC}	2.4118 ^A	3.6500 ^{ABC}	3.6000	2.5172	2.8810	2.6053
Democratic Index ^A	2.1396 ^A	2.5436	2.5083	2.2439	2.6706 ^A	2.4345

Table 4.38 (Cont.)

VALUES	FINANCE	HEALTH	HUMRES	LAW	ENFORCE
Democratic Values					
Advocate	3.6452	2.3684	3.1875	3.1667	3.1622
Autonomy	3.0667	2.7632	3.1250	2.7368	3.3784
Caring ^A	2.5806	1.9474	2.1250	1.7368	2.0811
Communicative ^{AB}	1.6129	1.5263	1.1250 ^B	1.5263	1.7297
Compassionate	3.4194	2.6842	2.5625	2.3158	2.7297
Confidentiality ^{ABCD}	1.4839 ^B	1.3158	1.4375 ^C	2.0000	1.4595 ^D
Courage ^A	2.3548	2.1579	2.0000	2.0000	2.1622
Courteously	1.4839	1.6942	1.5000	1.6316	1.8378
Creative ^A	2.1613	1.9739 ^A	1.6875	2.1053	2.3243
Discretion ^{AB}	2.1290	2.0263	1.5625	1.5789 ^B	2.3333
Fair	1.9355	1.8684	1.4375	1.5263	1.7568
Independent	2.3226	2.9211	2.4375	2.1479	2.8919
Justly	2.1290	1.7368	1.2500	1.5263	1.4865
Participation ^{ABC}	3.1290 ^A	2.7105	2.3750	2.8333	2.8378 ^B
Politically Aware	3.6664	3.2632	2.3750	3.2222	3.5405
Promise Keeping	1.8065	1.6579	1.4375	1.2632	1.5946
Individual Rights ^{ABC}	2.1290	2.2368	1.9375	1.3684 ^{AC}	1.8378
Prudent	2.3548	2.4211	2.0625	2.0526	2.4865
Public Interest	2.4194	2.5789	1.6875	2.8889	2.4865
Respect	1.6452	1.4737	1.5000	1.3684	1.4595
Responsive	1.8667	2.0526	1.6875	1.6842	2.0542
Socially Conscious ^{ABC}	3.3226	2.8421	2.3750	1.7778 ^{ABC}	3.4865 ^C
Sovereignty of People	2.8710	2.9732	2.0000	3.0526	2.3243
Tolerance ^{ABC}	2.4516	2.4474	1.8750 ^B	2.0526 ^C	3.0000
Democratic Index ^A	2.5212	2.3846	2.0979	2.1132 ^B	2.3994 ^C

^{A through D} Significant differences at the .05 level using the Student-Newman-Keuls test.

Engineers and Law personnel selected "the state agency director" as the person to whom "primary accountability" should be had by bureaucrats. All other job classifications selected "the general public and citizens." But these two choices were always the first two in all job classification responses. Law personnel believed "the governor" is the person to whom there should be least accountability; Environmental personnel selected "the state legislature;" but all others selected "the state courts." These findings are presented in Table 3.39 below.

"Primary accountability" findings, based upon the author's job classification, showed only that one entity—"the state legislature"—had any significant differences among the eleven job classifications. Environmental personnel ranked "the state legislature" significantly lower than did Administrative, Engineers, and Finance personnel. Such findings are illustrated below in Table 4.40.

On the basis of the author's job classification categories, there were no significant differences in bureaucrat respondents to the ten forced choice questions. These results are found in Table 4.41 below.

Table 4.39
RANK-ORDER DIFFERENCES AMONG BUREAUCRATS
BASED UPON AUTHOR'S JOB CLASSIFICATION HELD BY RESPONDENTS
FOR ENTITIES TO WHICH BUREAUCRATS ARE PRIMARILY ACCOUNTABLE

<u>RANK ORDER</u>	<u>ADMIN</u>	<u>BUSINESS</u>	<u>COMMUN</u>	<u>COMPUTER</u>	<u>ENGINEER</u>	<u>ENVIRON</u>
1.	Public	Public	Public	Public	Agency Director	Public
2.	Agency Director	Agency Director	Agency Director	Agency Director	Public	Agency Director
3.	Clients	Clients	Clients	Governor	Governor	Clients
4.	Governor	Governor	Legislature	Clients	Legislature	Governor
5.	Legislature	Legislature	Governor	Legislature	Clients	Courts
6.	Courts	Courts	Courts	Courts	Courts	Legislature
	<u>FINANCE</u>	<u>HEALTH</u>	<u>HUMRES</u>	<u>LAW</u>	<u>ENFORCE</u>	
1.	Public	Public	Public	Agency Director	Public	
2.	Agency Director	Agency Director	Agency Director	Public	Agency Director	
3.	Governor	Clients	Clients	Clients	Clients	
4.	Legislature	Legislature	Governor	Courts	Governor	
5.	Clients	Governor	Legislature	Legislature	Legislature	
6.	Courts	Courts	Courts	Governor	Courts	
6	*Tie					

Table 4.40
BUREAUCRAT RESPONSES
BASED ON AUTHOR'S JOB CLASSIFICATION ON
TO WHOM ACCOUNTABLE
ONE-WAY ANOVA

<u>TO WHOM ACCOUNTABLE</u>	<u>ADMIN</u>	<u>BUSINESS</u>	<u>COMMUN</u>	<u>COMPUTER</u>	<u>ENGINEER</u>	<u>ENVIRON</u>
State Agency Director	2.6300	2.7368	2.6000	2.7931	2.3171	2.5263
Governor	3.7900	3.8947	4.0000	3.4828	3.6220	3.6842
State Legislature ^{ABC}	4.1550 ^A	4.0000	3.4000 [*]	4.0690	3.8902 ^B	4.8421
State Courts	4.8850	4.8421	5.4000 [*]	4.1034	4.3902	4.6316
Agency Clientele Groups	3.2200	3.4211	3.4000	3.7931	4.0122	3.3684
General Public and Citizens	2.3400	2.0526	2.2000	2.7586	2.7683	1.9474
	<u>FINANCE</u>	<u>HEALTH</u>	<u>HUMRES</u>	<u>LAW</u>	<u>ENFORCE</u>	
State Agency Director	2.6774	2.8026	2.4063	2.4211	2.4324	
Governor	3.4194	4.1711	4.0938	4.0526	4.1081	
State Legislature ^{ABC}	3.8387 ^C	4.0921	4.3750	3.8947	4.1351	
State Courts	4.5806	4.5132	4.7813	3.8158	4.2162	
Agency Clientele Groups	3.9677	2.9868	3.0313	3.7632	3.7568	
General Public and Citizens	2.5161	2.5921	2.3125	3.3158	2.3514	

^{A through C} Significant differences at the .05 level or higher using the Student-Newman-Keuls test.

^{*} Tie.

Table 4.41
BUREAUCRAT GROUP DIFFERENCES BASED ON AUTHOR'S JOB CLASSIFICATION
USING ONE-WAY ANOVA FOR FORCED CHOICE QUESTIONS

<u>VALUE COMPARISON</u>	<u>ADMIN</u>	<u>BUSINESS</u>	<u>COMMUN</u>	<u>COMPUTER</u>	<u>ENGINEER</u>	<u>ENVIRON</u>
Autonomy v. Deference	4.8350	4.9000	5.4000	4.3448	4.3095	4.6842
Compassion v. Objectivity	5.9020	6.7368	5.4000	5.6552	5.7619	6.1053
General Pub Interest v. Clientele Interests	4.7476	4.3500	4.8000	4.3103	4.7805	4.5000
Neutral Competence v. Political Awareness	4.1635	3.1500	4.4000	3.7931	3.7857	3.7895
Effectiveness v. Economy	4.5631	4.8947	3.8000	4.5517	4.6190	4.5263
Competence v. Trustworthiness	5.1010	5.0526	4.5000	4.7857	4.9024	5.2973
Personal Accountability v. System Accountability	4.4660	5.4737	4.4000	5.0000	4.7619	4.5789
Fairness v. Responsiveness	4.5631	4.3684	4.2000	4.2500	4.2439	4.4211
Creativity v. Predictability	3.8137	3.7895	4.0000	3.8276	4.2857	4.0263
Impartiality v. Social Consciousness	4.2039	3.2105	4.0000	3.5862	3.8333	3.7105

Table 4.41 (Cont.)

	<u>FINANCE</u>	<u>HEALTH</u>	<u>HUMRES</u>	<u>LAW</u>	<u>ENFORCE</u>
Autonomy v. Deference	4.2581	4.3421	5.1250	4.0526	4.3333
Compassion v. Objectivity	6.5161	5.7895	5.8750	5.8421	6.5135
General Pub Interest v. Clientele Interests	4.3871	5.1316	5.3125	5.2105	4.4595
Neutral Competence v. Political Awareness	4.0645	3.9211	3.5625	3.1053	3.5405
Effectiveness v. Economy	4.5484	4.4737	4.7500	4.2632	4.6486
Competence v. Trustworthiness	4.7241	5.1316	5.0625	5.3889	5.1351
Personal Accountability v. System Accountability	4.5484	4.6053	4.7500	4.5000	4.6216
Fairness v. Responsiveness	4.4839	4.6622	4.6875	4.1765	4.5946
Creativity v. Predictability	4.0000	4.1842	3.6875	4.4444	4.3514
Impartiality v. Social Consciousness	4.0323	4.7105	4.3125	4.7222	3.5135

Bureaucrat Factor Analysis

A factor analysis was performed solely on the responses from the bureaucrat respondents, because only that specific group has a sufficiently large number of responses to permit a factor analysis of the 48 values tested (Crocker and Algina 1986, 296). A factor is an unobservable or latent variable, and the factor analysis was used to explore and determine whether there might be any "traits" or combinations of values to further explain the findings. Both a varimax, orthogonal rotation (meaning we assume the factors do not relate to one another), and a quartimax, non-orthogonal rotation, factor analysis on the data were performed, but only the varimax factor analysis produced any meaningful data. It produced eleven factors with strong correlations as represented by the values included. These eleven factors are presented in Table 4.42 below, with the labels I have given to them, along with their components. The first item of interest is the groupings of the 48 specific values. All factors had strong correlations with one or more values, and each of the 48 values was assigned to only one factor, where the value correlation was highest.

The eleven factors were next applied, as though they were variables themselves, against the known characteristics of the respondents to the bureaucrat survey—including age of respondents, agency employed, highest degree earned, subject of highest degree earned, gender, Department of Personnel Job Classification, and Author's Job Classification. A simple ANOVA, using the Student-Newman-Keuls test, was used. There were no significant factor analysis differences based upon age of the respondents, but there were for each of the other characteristics of bureaucrats.

There were significant differences based upon the agency in which employed, highest degree earned, subject of highest degree earned, gender, Department of Personnel Job Classification, and the Author's Job Classification. The information for each of these is displayed in Table 4.43 below. The Compassion-Caring Factor is the most frequently significant; for five of the six bureaucrat characteristics tested for it manifested significant differences. The Creativity-Efficiency Factor also

Table 4.42
FACTOR ANALYSIS OF 48 VALUES
BUREAUCRAT RESONDENTS ONLY

<u>FACTOR ONE (Trust-Responsibility)</u>		<u>FACTOR FIVE (Impartiality-Fairness)</u>	
Trustworthiness	.76843	Impartial	.63850
Truthful	.73973	Fair	.60983
Responsible	.72538	Objective	.60090
Respect	.65812	Neutral Competence	.57971
Rational	.60825	Justly	.38934
Responsive	.60637		
Promising Keeping	.44128	<u>FACTOR SIX (Public Participation)</u>	
Serve	.42431	Sovereignty of the People	.69818
		Public Interest	.62168
<u>FACTOR TWO (Compassion-Caring)</u>		Politically Aware	.49895
Compassionate	.77026	Participation	.49431
Caring	.72969	Individual Rights	.41027
Tolerance	.54663		
Socially Conscious	.53414	<u>FACTOR 7 (Competency-Confidentiality)</u>	
Courteously	.49246	Competent	.65999
		Confidentiality	.62370
		Accountable	.37431
<u>FACTOR THREE (Creative-Efficiency)</u>		<u>FACTOR EIGHT (Honesty-Integrity)</u>	
Creative	.60419	Honest	.70780
Communicative	.55590	Integrity	.56096
Diligent	.52212	Conflict of Interest Avoid	.54010
Efficient	.50310		
Effective	.44939	<u>FACTOR NINE (Autonomy-Independence)</u>	
Economical	.39982	Autonomy	.80746
Courage	.38500	Independent	.66106
<u>FACTOR FOUR (Obedience-Consistency)</u>		<u>FACTOR TEN (Prudence-Discretion)</u>	
Obedient	.77659	Prudent	.56278
Loyal	.65672	Discretion	.47273
Orderly	.60118		
Consistent	.59679	<u>FACTOR ELEVEN (Advocacy)</u>	
Predictable	.56122	Advocate	.57333
Deference	.48525		
Stability	.40746		

exhibited significant differences for four of the six characteristics tested, and the Obedience-Consistency Factor for three of the six, the Public Participation Factor for two of the six, and the Impartiality-Fairness Factor, the Honesty-Integrity Factor, and Competency-Confidentiality Factor for one each of the six characteristics.

**Table 4.43
BUREAUCRAT RESPONDENT FACTOR ANALYSIS**

<u>FACTORS</u>	<u>PROBABILITIES</u>					
	<u>AGCY</u>	<u>HIGH</u> <u>DEGR</u>	<u>SUBJ</u> <u>DEGR</u>	<u>GNDR</u>	<u>PERS</u> <u>CLAS</u>	<u>ATHR</u> <u>CLAS</u>
Factor One (Trust-Responsibility)	.4931	.5457	.6100	.2529	.5068	.8720
Factor Two (Compassion-Caring)	.0002 *	.0541	.0027 *	.0001 *	.0470	.0051 *
Factor Three (Creativity-Efficiency)	.0504	.0131 *	.2401	.0045 *	.0019 *	.0017 *
Factor Four (Obedience-Consistency)	.6618	.0058 *	.8271	.0064 *	.3366	.0320 *
Factor Five (Impartiality-Fairness)	.0322 *	.2892	.2623	.3901	.4250	.3131
Factor Six (Public Participation)	.5224	.4616	.0150 *	.6378	.0322 *	.2324
Factor 7 (Competency- Confidentiality)	.1409	.1583	.4080	.0040 *	.9697	.7329
Factor Eight (Honesty-Integrity)	.3481	.8496	.6165	.7092	.1712	.0245 *
Factor Nine (Autonomy-Independence)	.0202 *	.9990	.1478	.1459	.7438	.2901
Factor Ten (Prudence-Discretion)	.1551	.9757	.0801	.9695	.4853	.1510
Factor Eleven (Advocacy)	.3026	.1554	.1282	.2828	.2545	.3091

*Significant difference at the .05 level.

Compassion-Caring Factor. Career civil servants working in the Department of Institutions are significantly higher than employees from four other state agencies in the following order—the Departments Revenue, Corrections, Transportation, and Natural Resources—based upon the Compassion-Caring Factor. Judicial Branch employees are also significantly higher from Revenue employees on this same factor. Those bureaucrats with their highest degree in Health provide a much higher assessment of this factor than do those with Engineering degrees. Female bureaucrats are significantly more likely to rate high this factor than are males. Health Care Services personnel under

the Department of Personnel Job Classification rate this factor significantly higher than do Physical Science and Engineering personnel. In comparison, under the Author's Job Classification, Business personnel are significantly lower in their assessment of this factor than are those in Law, Health, and Administrative groupings; and Engineering and personnel are also significantly less in their ratings of this factor than are Health personnel. This factor appears strongly related to "the new public administration" values in general.

Creativity-Efficiency Factor. Bureaucrats with masters degrees are significantly higher on the Creativity-Efficiency Factor than those with bachelors degrees or those with no degree at all. Female bureaucrats are significantly more likely to assess this factor higher than are males. Management personnel under the Department of Personnel Job Classification rate this factor significantly higher than do Enforcement and Protective Services, Financial Services, and Physical Science and Engineering personnel. Under the Author's Job Classification, Administrative personnel are significantly higher in their rating of this factor than are the Enforcement, Computers and Mathematics, and Engineering groups. This factor appears associated with both orthodox public administration thinking and a more modern treatment involving creativity and courage on the part of bureaucrats.

Obedience-Consistency Factor. Those Colorado bureaucrats with masters degrees are significantly less likely than those with no degrees or with bachelors degrees to provide a high assessment of this factor. Male bureaucrats assess this factor significantly higher than do females. This factor appears associated with traditional or orthodox public administration ideas.

Impartiality-Fairness Factor. Department of Natural Resources civil servants are significantly lower in their assessment of this factor than Department of Regulatory Agencies employees. This factor seems to be a combination of traditional public administration and "the new public administration."

Competency-Confidentiality Factor. Female bureaucrats in Colorado are significantly higher in their assessment of this Competency-Confidentiality Factor than are males. This factor appears associated with orthodox public administration thinking.

Honesty-Integrity Factor. Environmental personnel, under the Author's Job Classification, rate this Honesty-Integrity Factor significantly higher than do both the Finance and Health personnel groups. This factor appears strongly associated with traditional public administration values.

Advocacy Factor. Those Colorado State employees with their highest degree in Finance are significantly lower in their assessment of this Advocacy Factor than those with degrees in Social Sciences.

This factor analysis raises some doubts about whether the single bureaucratic-democratic ethos dichotomy for the 48 values is correct, or at least whether it is an oversimplification, because some of the factors include values from both of the ethos presented. On the other hand, there is no reason why a specific factor could not include values for both ethos. In general the findings using this factor analysis are consistent with the other statistically significant findings in this section, and are not peculiarly valuable.

Within the Legislator Group Findings

We turn next to the findings of differences and similarities among the legislator respondent group. An analysis of the findings within the legislator group was completed based on the following characteristics of the legislator respondents: "age," "education," "gender," and "political party affiliation." Because of the relatively small number of responses from legislators significant differences were not so easily identified using the Student-Newman-Keuls Test. There were no particularly important findings under "age" or "education" so only the data contained in the tables are presented without comment

Table 4.44
LEGISLATOR GROUP VALUES
BASED UPON AGE OF RESPONDENTS
ONE-WAY ANOVA

<u>VALUES</u>	<u>TWENTIES</u>	<u>THIRTIES</u>	<u>FORTIES</u>	<u>FIFTIES</u>	<u>SIXTIES</u>
Bureaucratic Values					
Accountable	1.0000	1.4000	1.5455	1.4118	1.3333
Competent	1.0000	1.2000	1.6354	1.3056	1.1111
Conflicts of Interest	1.0000	1.0000	1.0909	1.1667	1.0000
Consistent	2.0000	1.6000	2.1818	2.1176	1.7778
Deference	3.0000	2.0000	3.6364	4.3529	4.3333
Diligent	3.0000	1.4000	1.9091	1.7647	1.8750
Economical	3.0000	1.4000	1.4545	1.4118	1.4444
Effective	2.0000	1.2000	1.3636	1.3529	1.4444
Efficient	2.0000	1.4000	1.5455	1.5294	1.4444
Honest	1.0000	1.0000	1.0909	1.0000	1.0000
Impartial	6.0000	1.4000	1.3636	1.8235	1.5556
Integrity	1.0000	1.0000	1.2727	1.0588	1.1111
Loyal	1.0000	2.2000	2.8182	1.8235	1.9000
Neutral Competence	6.0000	1.4000	2.5455	1.9412	2.0000
Obedient	3.0000	2.4000	3.4545	3.4706	3.1111
Objective	4.0000	1.2000	1.6364	1.9412	1.7778
Orderly	3.0000	1.6000	2.9091	2.7059	3.0000
Predictable	7.0000	2.8000	2.9091	2.1765	2.0000
Rational	3.0000	1.4000	1.7273	1.7647	1.5556
Responsible	2.0000	1.2000	1.3636	1.2941	1.3333
Serve	3.0000	1.4000	1.3636	1.4706	1.5556
Stability	3.0000	1.8000	2.0000	1.8750	1.7778
Trustworthy	2.0000	1.0000	1.2727	1.1176	1.5000
Truthful	2.0000	1.0000	1.1818	1.1176	1.2000
Bureaucratic Index	2.7833	1.6400	1.9205	1.7529	1.7043

Table 4.44 (Cont.)

<u>VALUES</u>	<u>TWENTIES</u>	<u>THIRTIES</u>	<u>FORTIES</u>	<u>FIFTIES</u>	<u>SIXTIES</u>
Democratic Values					
Advocate	2.0000	5.8000	4.0000	4.8333	4.5556
Autonomy	3.0000	5.4000	3.9091	3.6250	5.4444
Caring	2.0000	3.6000	2.0000	2.0000	2.4444
Communicative	2.0000	1.6000	1.2727	1.6667	1.5556
Compassionate	2.0000	2.8000	3.3636	2.8333	4.7778
Confidentiality [^]	1.0000	1.0000	1.5455	1.5556 [^]	3.0000 [^]
Courage	1.0000	1.8000	2.0909	1.7647	2.0000
Courteously	1.0000	1.0000	1.4545	1.3529	1.7778
Creative	3.0000	2.6000	2.2727	1.7059	2.5556
Discretion	3.0000	2.4000	2.0909	1.9412	2.2222
Fair	2.0000	1.4000	1.4545	1.8824	1.3333
Independent	4.0000	3.4000	2.6364	3.3529	3.5556
Justly	3.0000	1.2000	1.4545	1.4706	1.9000
Participation	2.0000	2.8000	2.1818	2.0588	2.6000
Politically Aware	3.0000	2.2000	1.9091	2.4444	3.5000
Promise Keeping	2.0000	1.0000	1.6364	1.1111	1.5000
Individual Rights	3.0000	1.2000	1.2727	1.4706	1.8889
Prudent	4.0000	1.4000	2.2727	1.6471	2.4444
Public Interest	2.0000	2.0000	2.7273	1.7500	2.6667
Respect	2.0000	1.4000	1.2727	1.5882	1.1111
Responsive	2.0000	1.4000	1.7273	1.4118	1.8889
Socially Conscious	2.0000	3.2000	3.2727	2.5882	3.1111
Sovereignty of the People	4.0000	1.4000	1.2727	1.7500	1.3333
Tolerance	3.0000	2.2000	1.8182	3.0000	2.5556
Democratic Index	2.4167	2.2583	2.1962	2.1374	2.4375

[^] Significant differences at the .05 level using the Student-Newman-Keuls test.

Table 4.45
RANK-ORDER DIFFERENCES
AMONG AGE GROUPS OF LEGISLATORS FOR
TO WHOM ENTITIES BUREAUCRATS ARE ACCOUNTABLE

<u>RANK ORDER</u>	<u>THIRTIES</u>	<u>FORTIES</u>	<u>FIFTIES</u>	<u>SIXTIES</u>
1.	State Agency Director *	General Public	General Public	General Public
2.	General Public *	Governor	State Agency Director	Governor
3.	State Legislature	State Agency Director	Governor	State Legislature
4.	Governor	State Legislature	State Legislature	State Agency Director
5.	State Courts	State Courts	Clientele Groups	Clientele Groups
6.	Clientele Groups	Clientele Groups	State Courts	State Courts

* Tie

Table 4.46
ONE-WAY ANOVA ON LEGISLATOR SURVEY ON
TO WHOM ACCOUNTABLE
BY AGE GROUP

<u>TO WHOM ACCOUNTABLE</u>	<u>TWENTIES</u>	<u>THIRTIES</u>	<u>FORTIES</u>	<u>FIFTIES</u>	<u>SIXTIES</u>
State Agency Director	2.0000	2.6000	3.0909	2.937	53.7222
Governor	1.0000	3.8000	2.4545	3.3125	2.9000
State Legislature	3.0000	3.7000	3.4545	3.9375	3.3333
State Courts	6.0000	3.9000	5.0000	4.7500	4.4444
Agency Clientele Groups	4.0000	4.4000	5.2727	4.0625	4.1667
General Public and Citizens	5.0000	2.6000	1.7273	2.0000	2.2222

Table 4.47
LEGISLATOR GROUP DIFFERENCES USING ONE-WAY ANOVA FOR
FORCED CHOICE QUESTIONS

<u>VALUE COMPARISON</u>	<u>TWENTIES</u> <u>MEAN</u>	<u>THIRTIES</u> <u>MEAN</u>	<u>FORTIES</u> <u>MEAN</u>	<u>FIFTIES</u> <u>MEAN</u>	<u>SIXTIES</u> <u>MEAN</u>
Autonomy v. Deference	4.0000	6.4000	5.0000	4.7778	4.3333
Compassion v. Objectivity	3.0000	6.0000	6.2727	5.7778	6.6667
General Public Interest v. Agency Clientele Interests	4.0000	2.8000	3.2727	3.1667	3.5556
Neutral Competence v. Political Awareness	3.0000	4.8000	3.9091	4.8824	3.8889
Effectiveness v. Economy	5.0000	4.6000	5.3636	5.2778	4.7778
Competence v. Trustworthiness	8.0000	5.4000	5.5455	5.7059	5.4444
Personal Accountability v. System Accountability	4.0000	5.6000	4.3636	4.1111	3.3333
Fairness v. Responsiveness	5.0000	4.2000	4.6364	4.2353	4.1111
Creativity v. Predictability	2.0000	5.0000	4.9091	3.9444	4.3333
Impartiality v. Social Consciousness	6.0000	2.8000	3.0909	4.0556	4.1111

Table 4.48
LEGISLATOR GROUP VALUES BASED UPON HIGHEST DEGREE ACHIEVED BY RESPONDENTS
ONE-WAY ANOVA

<u>VALUES</u>	<u>NO</u>	<u>COLLEGE</u>	<u>ASSOCIATE</u>	<u>BACHELORS</u>	<u>MASTERS</u>	<u>LAW</u>	<u>DOCTORATE</u>
Bureaucratic Values							
Accountable	1.3333		1.0000	1.2500	1.5000	1.5000	2.5000
Competent	1.3333		1.0000	1.3825	1.1429	2.0000	1.0000
Conflicts of Interest	1.1667		1.0000	1.0588	1.1429	1.0000	1.0000
Consistent	2.0000		2.0000	2.0000	2.1429	2.0000	1.0000
Deference	4.3333		7.0000	3.5625	3.7857	4.0000	4.0000
Diligent	2.1667		2.0000	1.9375	1.4615	2.2500	1.0000
Economical	1.1667		2.0000	1.8125	1.2143	1.5000	1.0000
Effective	1.3333		2.0000	1.4375	1.2143	1.7500	1.0000
Efficient	1.3333		2.0000	1.6875	1.3571	1.7500	1.0000
Honest	1.0000		1.0000	1.0588	1.0000	1.0000	1.0000
Impartial	1.6667		2.0000	1.9375	1.6429	1.2500	1.0000
Integrity	1.1667		1.0000	1.2500	1.0000	1.0000	1.0000
Loyal	1.4286		6.0000	2.6875	1.5000	1.2500	2.0000
Neutral Competence	1.4286		7.0000	2.4375	1.9286	1.5000	2.5000
Obedient	3.3333		6.0000	3.2500	3.1429	3.0000	3.5000
Objective	2.3333		2.0000	2.1875	1.2143	1.7500	1.0000
Orderly	2.5000		5.0000	2.7500	2.7857	2.5000	2.5000
Predictable	2.2857		3.0000	3.0625	2.2857	2.2500	1.0000
Rational	1.6667		2.0000	2.0625	1.2857	2.0000	1.0000
Responsible	1.1667		2.0000	1.4375	1.2143	1.5000	1.0000
Serve	1.3333		1.0000	2.0000	1.0000	1.7500	1.0000
Stability	1.3333		2.0000	2.3333	1.7857	2.0000	1.0000
Trustworthy	1.0000		1.0000	1.5000	1.0714	1.5000	1.0000
Truthful	1.1429		1.0000	1.3750	1.0000	1.0000	1.0000
Bureaucratic Index	1.6298		2.5833	1.9467	1.6894	1.8333	1.4583

Table 4.48 (Cont.)

Democratic Values							
Advocate	4.8333	3.0000	5.1176	3.9286	5.7500	3.0000	
Autonomy	4.8333	2.0000	4.7333	4.4286	4.7500	1.5000	
Caring	2.0000	1.0000	2.3529	2.1429	3.0000	2.5000	
Communicative	2.0000	1.0000	1.5294	1.3571	1.7500	1.5000	
Compassionate	4.0000	3.0000	4.0000	2.7857	2.0000	2.5000	
Confidentiality	2.8333	1.0000	1.5294	1.5000	2.7500	1.0000	
Courage	2.6667	2.0000	1.8750	1.7857	1.5000	1.0000	
Courteously	1.0000	2.0000	1.7500	1.7500	1.2857	1.0000	
Creative	2.5000	3.0000	2.1250	1.9286	3.0000	1.0000	
Discretion	2.3333	2.0000	2.1250	1.9286	2.5000	2.0000	
Fair	2.3333	1.0000	1.6875	1.4286	1.2500	1.0000	
Independent	4.3333	2.0000	3.1250	2.8571	3.7500	3.0000	
Justly	2.0000	1.0000	1.6250	1.1429	2.5000	1.0000	
Participation	2.1429	2.0000	2.4375	2.4286	2.0000	1.5000	
Politically Aware	1.8571	4.0000	2.7647	2.3571	3.0000	2.5000	
Promise Keeping	1.2857	2.0000	1.3529	1.1429	2.0000	1.0000	
Individual Rights	1.6667	2.0000	1.6875	1.2857	1.5000	1.0000	
Prudent	2.0000	2.0000	2.3750	1.5714	2.5000	1.0000	
Public Interest	2.8333	2.0000	2.5000	1.9286	1.7500	1.0000	
Respect ^A	1.3333	2.0000	1.6875 ^A	1.0714 ^A	1.5000	1.0000	
Responsive	1.3333	2.0000	1.6250	1.5000	2.5000	1.0000	
Socially Conscious	3.0000	4.0000	3.6875	1.9286	3.2500	2.5000	
Sovereignty of the People	1.5000	2.0000	1.8667	1.2857	1.5000	1.0000	
Tolerance	2.3333	2.0000	2.7500	1.8571	3.5000	4.0000	
Democratic Index	2.2679	2.8333	2.4222	1.9631	2.5313	1.7351	

Table 4.49
RANK-ORDER DIFFERENCES AMONG LEGISLATORS
REGARDING HIGHEST DEGREE HELD BY RESPONDENTS
TO WHICH ENTITIES BUREAUCRATS ARE ACCOUNTABLE

<u>RANK ORDER</u>	<u>NO COLLEGE</u>	<u>ASSOCIATES</u>	<u>BACHELORS</u>	<u>MASTERS</u>	<u>LAW</u>	<u>DOCTORATE</u>
1.	General Public	State Agency Head	General Public	General Public	State Agency Head	General Public
2.	Governor	Governor	Governor	State Agency Head *	Governor *	State Agency Head *
3.	State Agency Head	General Public	State Agency Head	Governor*	State Legislature *	Governor *
4.	State Legislature	Clientele Groups	State Legislature	State Legislature	General Public *	Clientele Groups
5.	Clientele Groups	State Legislature	Agency Client Group	State Courts	State Courts *	State Legislature
6.	State Courts	State Courts	State Courts	Clientele Groups *	Clientele Groups	State Courts

* Tie

Table 4.50
ONE-WAY ANOVA ON LEGISLATOR SURVEY ON
TO WHOM ACCOUNTABLE
BY HIGHEST DEGREE HELD BY RESPONDENTS

<u>TO WHOM ACCOUNTABLE</u>	<u>NO COLLEGE</u>	<u>ASSOCIATES</u>	<u>BACHELORS</u>	<u>MASTERS</u>	<u>LAW</u>	<u>DOCTORATE</u>
State Agency Director	3.0000	1.0000	3.2500	3.1538	2.5000	2.5000
Governor	2.7857	2.0000	3.0000	3.1538	3.0000	2.5000
State Legislature	3.7500	5.0000	3.4375	3.6538	3.0000	5.0000
State Courts	4.7500	6.0000	4.7500	4.4231	4.7500	5.5000
Agency Clientele Groups	3.8333	4.0000	4.5000	4.6154	4.7500	4.5000
General Public and Citizens	2.5833	3.0000	2.0625	2.0000	3.0000	1.0000

Table 4.51
LEGISLATOR GROUP DIFFERENCES
USING ONE-WAY ANOVA FOR
FORCED CHOICE QUESTIONS

<u>VALUE</u> <u>COMPARISON</u>	<u>NO</u> <u>COLLEGE</u> <u>MEAN</u>	<u>ASSOCIATES</u> <u>MEAN</u>	<u>BACHELORS</u> <u>MEAN</u>	<u>MASTERS</u> <u>MEAN</u>	<u>LAW</u> <u>MEAN</u>	<u>DOCTORATE</u> <u>MEAN</u>
Autonomy v. Deference	5.5000	5.0000	5.4118	4.3571	4.5000	3.0000
Compassion v. Objectivity	6.1667	7.0000	6.0000	6.1429	5.5000	6.0000
General Public Interest v. Agency Clientele Interests	4.1667	3.0000	3.3529	3.0714	3.0000	2.5000
Neutral Competence v. Political Awareness	4.3333	3.0000	4.6875	4.5000	4.0000	3.5000
Effectiveness v. Economy	6.1667	5.0000	5.0000	4.7857	5.0000	5.0000
Competence v. Trustworthiness	5.3333	5.0000	6.0000	5.5000	5.5000	5.0000
Personal Accountability v. System Accountability	4.3333	7.0000	3.7059	4.7857	4.0000	4.0000
Fairness v. Responsiveness	4.3333	5.0000	4.0625	4.5000	4.7500	4.0000
Creativity v. Predictability	5.0000	4.0000	4.0000	4.0714	5.5000	5.0000
Impartiality v. Social Consciousness	3.6667	3.0000	3.4706	4.1429	4.0000	3.5000

Gender of Legislator Respondents

Notwithstanding the relatively small number of legislator responses to the survey instrument, an analysis of the 48 values and normative statement questions illustrates differences for five of the values based upon the "gender" of the respondents. Two of these were values in the "bureaucratic ethos set," and three in the "democratic ethos set." Male legislators were significantly more likely than female legislators to rate higher the value "efficient." Male legislators were significantly more likely to see worth in "obedient" as a value for bureaucrats than were female legislators. Both of these ran counter to the general tendency of female legislators to rate bureaucratic values higher than male legislators did. The "bureaucratic index" differences based upon gender shows a difference of about .10, which represents the average difference in the 24 values that constitute the bureaucratic index.

Democratic values where there were legislator respondent differences based upon "gender" include "advocate," "communicative," and "participation." In each case female legislators were more likely to rate the values significantly higher than were male legislators. More telling was the difference found in the "democratic index," which illustrated a significant difference for the composite of all 24 democratic values, amounting to more than half a point (0.5336), with females rating these values that much higher on the average than did male legislators. These findings are illustrated below in Table 4.52.

Table 4.52
VALUE DIFFERENCES BETWEEN
FEMALE AND MALE LEGISLATOR RESPONDENTS

<u>VALUE</u>	<u>FEMALE</u>		<u>MALE</u>		<u>HIGHEST</u>	<u>P VALUE</u>
	<u>MEAN</u>		<u>MEAN</u>			
Bureaucratic Values						
Accountable	1.4167		1.4063	Male	.9714	
Competent	1.2308		1.3594	Female	.5638	
Conflicts of Interest	1.0000		1.1250	Female	.2939	
Consistent	2.1667		1.9063	Male	.4584	
Deference	4.2500		3.6563	Male	.4184	
Diligent	1.4167		1.9355	Female	.1052	
Economical	1.5000		1.4375	Male	.8037	
Effective	1.4167		1.3438	Male	.7123	
Efficient	1.9167		1.3438	Male	.0310 *	
Honest	1.0000		1.0313	Female	.5301	
Impartial	1.9167		1.5938	Male	.3705	
Integrity	1.0000		1.1563	Female	.1527	
Loyal	1.8462		2.1875	Female	.5283	
Neutral Competence	2.1538		2.0938	Male	.9003	
Obedient	4.1667		2.8750	Male	.0250 *	
Objective	2.0000		1.6875	Male	.4063	
Orderly	3.1667		2.5313	Male	.3351	
Predictable	2.0769		2.6563	Female	.2898	
Rational	1.6667		1.6875	Female	.9418	
Responsible	1.2500		1.3438	Female	.6505	
Serve	1.3333		1.5313	Female	.4669	
Stability	1.5455		2.0000	Female	.2099	
Trustworthy	1.0000		1.3438	Female	.1059	
Truthful	1.0000		1.2188	Female	.1178	
Bureaucratic Index	1.7159		1.8114	Female	.6134	

Table 4.52 (Cont.)

<u>VALUE</u>	<u>FEMALE</u>	<u>MALE</u>	<u>MEAN</u>	<u>P VALUE</u>
Democratic Values	<u>MEAN</u>	<u>MEAN</u>	<u>HIGHEST</u>	
Advocate	3.0769	5.1250	Female	.0367 *
Autonomy	3.6364	4.5938	Female	.2624
Caring	1.7692	2.4375	Female	.1392
Communicative	1.1538	1.6875	Female	.0451 *
Compassionate	2.3846	3.6563	Female	.0890
Confidentiality	1.3077	1.9375	Female	.1990
Courage	1.9167	1.8438	Male	.7972
Courteously	1.4167	1.4063	Male	.9704
Creative	1.9167	2.2188	Female	.4287
Discretion	1.9167	2.1563	Female	.5247
Fair	1.6667	1.5625	Male	.7715
Independent	2.8333	3.3125	Female	.5345
Justly	1.5385	1.5625	Female	.9536
Participation	1.3846	2.6250	Female	.0360 *
Politically Aware	2.2857	2.5938	Female	.5737
Promise Keeping	1.2143	1.3750	Female	.4080
Individual Rights	1.3333	1.5625	Female	.3992
Prudent	1.8333	2.0313	Female	.5972
Public Interest	1.8333	2.3548	Female	.3727
Respect	1.4167	1.3750	Male	.8449
Responsive	1.6667	1.5625	Male	.7200
Socially Conscious	2.1667	3.1563	Female	.1391
Sovereignty of the People	1.2727	1.6259	Female	.2582
Tolerance	2.0833	2.6250	Female	.3931
Democratic Index	1.8454	2.3790	Female	.0367 *

*Significant differences at the .05 level.

For four of the six individuals or entities to which "primary accountability" should be shown by civil servants, there were differences based upon the "gender" of the legislator respondents. Female legislators ranked "the state agency director" and "agency clientele groups" higher than did male legislators. For "governor," "state legislature," "state courts" and "the general public and citizens," male legislators generally assessed a greater worth. These findings are illustrated in Table 4.53 below.

Table 4.53
GENDER DIFFERENCES IN LEGISLATOR RESPONSES
FOR PRIMARY ACCOUNTABILITY
TO WHICH ENTITY

<u>TO WHOM ACCOUNTABLE</u>	<u>FEMALE</u>	<u>MALE</u>	<u>MEAN HIGHEEST</u>	<u>P VALUE</u>
State Agency Director	2.7692	3.1500	Female	.5165
Governor	3.0000	2.9667	Male	.9421
State Legislature	3.6923	3.5833	Male	.7914
State Courts	5.0000	4.5500	Male	.3012
Agency Clientele Groups	4.0000	4.6167	Female	.2454
General Public/Citizens	2.3846	2.1333	Male	.6181

An analysis of the forced choice questions responses from legislators, based upon "gender" of the respondents, indicates two significant differences in expected norms for career civil servants. Male respondents were significantly more likely to value higher "the general public interest" in comparison with "agency clientele interests" than were female legislators. Also, in the comparison between "personal accountability" versus "system accountability" for career civil servants, females favored "system accountability" and males "personal accountability." In addition, in the comparison of "autonomy" versus "deference," males selected "deference" and female legislators chose "autonomy." A similar split was true for the comparison involving "effectiveness" versus "economy:" male generally selected "economy," and females generally chose "effectiveness." These findings are manifest in Table 4.54 below.

Table 4.54
LEGISLATOR RESPONDENT DIFFERENCES BASED GENDER FOR FORCED CHOICE QUESTIONS

<u>VALUE COMPARISON</u>	<u>FEMALE MEAN</u>	<u>MALE MEAN</u>	<u>VALUE WEIGHTIER</u>	<u>P VALUE</u>
Autonomy v. Deference	4.4615	5.0626	Autonomy for Female Deference for Male	.2400
Compassion v. Objectivity	5.8462	6.0938	Objectivity	.6063
General Pub Interest v. Clientele Interests	4.0769	2.9688	Public Interest	.0231 *
Neutral Competence v. Political Awareness	4.6154	4.2581	Neutral Competence	.5133
Effectiveness v. Economy	4.9231	5.1875	Effectiveness for Female Economy for Male	.4990
Competence v. Trustworthiness	5.3846	5.7419	Trustworthiness	.3586
Personal Accountability v. System Accountability	5.1538	3.8125	System for Female Personal for Male	.0191 *
Fairness v. Responsiveness	4.1667	4.4063	Fairness	.5901
Creativity v. Predictability	3.9231	4.5313	Creativity	.1739
Impartiality v. Social Conscience	4.6154	3.4375	Impartiality	.0693

* Significant at the .05 level using the Student-Newman-Keuls test.

Political Party Affiliation of Legislator Respondents

A comparison of the legislator responses based upon "political party affiliation" for the 48 values and normative statements for career civil servants manifested significant differences for seven values. One was a bureaucratic value—"economical"—where Republican legislators were significantly more likely to rank the value higher than were Democratic legislators. Six were democratic values. The first and most apparent significant difference involved the value of "advocate," where the Democratic mean was 2.1579 and the Republican mean answer was 6.2692. Other differences, in addition to "advocate," where there was a higher worth given by Democratic legislators to democratic values included "autonomy," "caring," "compassionate," "independent," and "socially conscious." Furthermore, there was a significance difference, based upon party affiliation, for the whole "democratic index," with an average difference for each of those 24 values of 0.6106 per response. Democratic legislators were significantly more likely to rate high the democratic values than were the Republicans. However, there was not a significant difference, based upon party affiliation, to the composite of 24 values on the "bureaucratic index." These findings are clear in Table 4.55 below.

Table 4.55
VALUE DIFFERENCES BETWEEN
FEMALE AND MALE LEGISLATOR RESPONDENTS
BASED UPON PARTY AFFILIATION

<u>VALUE</u>	<u>DEMO</u>	<u>REPB</u>	<u>MEAN</u>	<u>P VALUE</u>
	<u>MEAN</u>	<u>MEAN</u>	<u>HIGHEST</u>	
Bureaucratic Values				
Accountable	1.6111	1.2692	Democratic	.1898
Competent	1.3158	1.3269	Democratic	.9567
Conflicts of Interest	1.0526	1.1154	Democratic	.5676
Consistent	1.7778	2.1154	Democratic	.2869
Deference	3.3889	4.1154	Democratic	.2728
Diligent	1.7222	1.8400	Democratic	.6903
Economical	1.7222	1.2692	Republican	.0415 *
Effective	1.5556	1.2308	Republican	.0644
Efficient	1.7778	1.3077	Democratic	.0519
Honest	1.0000	1.0385	Democratic	.3988
Impartial	1.8333	1.5769	Republican	.4329
Integrity	1.0556	1.1538	Democratic	.3238
Loyal	1.6111	2.4074	Democratic	.1072
Neutral Competence	2.0556	2.1481	Democratic	.8347
Obedient	3.5000	3.0385	Republican	.3888
Objective	1.6667	1.8462	Democratic	.5994
Orderly	3.0556	2.4615	Republican	.3196
Predictable	2.5556	2.4444	Republican	.8274
Rational	1.7222	1.6538	Republican	.7915
Responsible	1.2778	1.3462	Democratic	.7154
Serve	1.5000	1.4616	Republican	.8763
Stability	2.0588	1.7692	Republican	.3730
Trustworthy	1.1111	1.3333	Democratic	.2623
Truthful	1.1667	1.1481	Republican	.8878
Bureaucratic Index	1.7701	1.7910	Democratic	.9060

Table 4.55 (Cont.)

<u>VALUE</u>	<u>DEMO</u>	<u>REPB</u>	<u>MEAN</u>	<u>P VALUE</u>
	<u>MEAN</u>	<u>MEAN</u>	<u>WEIGHTIER</u>	
Democratic Values				
Advocate	2.1579	6.2692	Democratic	.0000 ***
Autonomy	3.2941	5.0385	Democratic	.0189 *
Caring	1.7368	2.6154	Democratic	.0316 *
Communicative	1.5263	1.5385	Democratic	.9613
Compassionate	2.3684	3.9615	Democratic	.0184 *
Confidentiality	1.5263	1.9231	Democratic	.3804
Courage	1.8333	1.8846	Democratic	.8419
Courteously	1.2778	1.5000	Democratic	.3807
Creative	2.0556	2.1923	Democratic	.6933
Discretion	2.0000	2.1538	Democratic	.6524
Fair	1.3889	1.7308	Democratic	.2896
Independent	2.2778	3.8077	Democratic	.0244 *
Justly	1.2222	1.7778	Democratic	.1411
Participation	1.8333	2.5556	Democratic	.1940
Politically Aware	2.6316	2.4074	Republican	.6616
Promise Keeping	1.3684	1.2963	Republican	.6920
Individual Rights	1.4444	1.5385	Democratic	.7036
Prudent	1.8889	2.0385	Democratic	.6595
Public Interest	1.5882	2.6154	Democratic	.0513
Respect	1.3333	1.4231	Democratic	.6414
Responsive	1.5000	1.6538	Democratic	.5584
Socially Conscious	1.8889	3.5769	Democratic	.0039 **
Sovereignty of the People	1.5882	1.5000	Republican	.7527
Tolerance	2.1667	2.6923	Democratic	.3599
Democratic Index	1.8582	2.4688	Democratic	.0099 **

*Significant differences at the .05 level.

** Significant differences at the .01 level.

*** Significant differences at the .001 level.

An analysis of the legislator responses to the "primary accountability" questions, based upon the "party affiliation" of the respondents, showed a large difference only involving "the agency clientele groups." Democrats generally gave this response a score more than one-half point higher than did Republicans, on the average. For three of the possible answers Democrats provided somewhat higher values—"state agency director," "agency clientele groups," and "general public and citizens." Republicans provided higher values for "the governor," "the state legislature," and "the state courts," all three of which are constitutionally established branches of state government. These findings are presented in Table 4.56 below.

Table 4.56
PARTY AFFILIATION DIFFERENCES IN LEGISLATOR RESPONSES
FOR PRIMARY ACCOUNTABILITY
TO WHICH ENTITY

<u>TO WHOM ACCOUNTABLE</u>	<u>DEMO</u>	<u>REPUB</u>	<u>MEAN HIGHEST</u>	<u>P VALUE</u>
State Agency Director	3.0000	3.0600	Democratic	.9128
Governor	3.0833	2.9038	Republican	.6795
State Legislature	3.8889	3.4200	Republican	.2174
State Courts	4.7222	4.6600	Republican	.8787
Agency Clientele Groups	4.1111	4.6600	Democratic	.2671
General Public/Citizens	2.1944	2.2200	Democratic	.9566

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Results from legislator responses based upon "party affiliation" revealed that on three of the ten forced choice questions, there were significant differences. In the comparison of "autonomy" versus "deference" as desirable characteristics for career civil servants to possess, Democrats were significantly more likely to give the nod to "autonomy," and Republicans to "deference" as a desirable bureaucrat value. In the dichotomy between "general public interest" versus "agency clientele interests," both Democrats and Republicans chose "general public interest" as the more important value; however, Republicans were significantly more likely to score "general public interest" higher than were Democrats. Lastly, in the values comparison of "impartiality" versus "social consciousness," Democrats generally appear to have split the difference, while the Republican legislators strongly and significantly favored "impartiality" as a value for civil servants. These results are found in Table 4.57 below.

Table 4.57

LEGISLATOR RESPONDENT DIFFERENCES BASED PARTY AFFILIATION FOR FORCED CHOICE QUESTIONS

<u>VALUE COMPARISON</u>	<u>DEMO MEAN</u>	<u>REPB MEAN</u>	<u>VALUE WEIGHTIER</u>	<u>P VALUE</u>
Autonomy v. Deference	4.0000	5.5385	Autonomy for Democrats Deference for Republicans	.0005 ***
Compassion v. Objectivity	5.7368	.6.2308	Objectivity	.2598
General Pub Interest v. Clientele Interests	3.8947	2.8462	Public Interest	.0189 *
Neutral Competence v. Political Awareness	4.3158	4.4000	Neutral Competence	.8675
Effectiveness v. Economy	4.7895	5.3462	Effectiveness for Democrats Economy for Republicans	.1166
Competence v. Trustworthiness	5.5000	5.7308	Trustworthiness	.5240
Personal Accountability v. System Accountability	4.4211	4.0385	Personal Accountability	.4792
Fairness v. Responsiveness	4.0556	4.5385	Fairness	.2273
Creativity v. Predictability	4.1579	4.5000	Creativity	.477
Impartiality v. Social Consciousness	4.9474	2.9231	Impartiality	.0003 ***

*Significant differences at the .05 level.

** Significant differences at the .01 level.

*** Significant differences at the .001 level.

Within the Voters Group Findings

Findings from an analysis of the voter group survey respondents were completed on the basis of the following characteristics of the voter respondents—"age," "education," "gender," "income," and "political party affiliation." There were no particularly interesting or helpful findings for "age" so only the tables containing the data are presented below. Each set of findings is reported separately below.

Table 4.58
VOTER GROUP VALUES BASED UPON AGE OF RESPONDENTS
ONE-WAY ANOVA

<u>VALUES</u>	<u>TWENTIES</u>	<u>THIRTIES</u>	<u>FORTIES</u>	<u>FIFTIES</u>	<u>SIXTIES</u>	<u>SEVENTIES</u>	<u>EIGHTIES</u>
Bureaucratic Values							
Accountable	1.7143	1.6452	1.5526	1.0800	1.1765	1.5517	1.4000
Competent	1.0000	1.4839	1.2895	1.0800	1.2353	1.4828	1.0000
Conflicts of Interest ^P	1.3333	1.3000 ^P	1.7200	1.3000	1.0000	2.3000 ^P	1.5000
Consistent ^P	2.3333	2.2500 ^P	2.1200	1.8000	1.0000 ^P	2.0000	2.0000
Deference	4.0000	4.1500	3.9200	4.1000	4.2000	2.9000	3.5000
Diligent ^P	2.0000	1.95000 ^P	1.7200	1.4000 ^P	1.6000	1.8000	3.0000 ^P
Economical	1.5714	1.6774	1.6842	1.4000	1.4706	2.1034	1.4000
Effective ^{PQR}	1.6667	1.5500 ^P	1.6250 ^Q	1.7000 ^R	1.2000	1.9000	3.0000 ^{PQR}
Efficient	1.6667	1.8000	1.7200	1.4000	1.2000	1.7000	2.0000
Honest	1.0000	1.2000	1.1600	1.2000	1.0000	1.3000	1.5000
Impartial	1.8571	1.9677	1.8947	1.8000	1.3529	2.1034	1.4000
Integrity ^P	2.3333 ^P	1.7000	1.2800	1.3000	1.0000 ^P	1.5000	1.5000
Loyal	2.6667	2.0000	2.3200	2.6000	2.0000	1.9000	2.0000
Neutral Competence	2.6667	2.4500	1.9600	2.4000	2.2000	2.8000	2.0000
Obedient	3.0000	3.6500	3.8800	3.6000	3.8000	2.7000	4.0000
Objective ^P	2.0000	1.7500	1.8000	1.8000	1.2000 ^P	2.2000 ^P	1.5000
Orderly ^{PQR}	2.6667	2.6500 ^P	2.7600 ^Q	2.0000	1.0000 ^{PQR}	2.8000 ^R	2.5000
Predictable ^{PQRST}	3.8571	4.5806 ^{PR}	4.6800 ^S	3.2941 ^{QT}	3.6207 ^{PQ}	1.8000	2.3333 ^{RST}
Rational	1.3333	1.7500	1.5600	1.7000	1.2000	1.6000	1.0000
Responsible	1.3333	1.5500	1.4800	1.7000	1.0000	1.4000	2.0000
Serve	1.6667	1.6500	1.7600	1.2000	1.4000	2.0000	2.0000
Stability ^{PQ}	1.6667	2.1500 ^P	2.0800 ^Q	2.1000 ^{PQ}	1.0000	2.1000	2.5000
Trustworthy	1.1429	1.2903	1.2632	1.0000	1.0588	1.2759	1.4000
Truthful	1.0000	1.5000	1.1600	1.7000	1.0000	1.3000	2.0000
Bureaucratic Index ^{PQ}	1.8423	2.1476 ^P	2.0467 ^Q	1.9107	1.6409 ^{PQ}	2.0560	1.5583

Table 4.58 (Cont.)

<u>VALUES</u>	<u>TWENTIES</u>	<u>THIRTIES</u>	<u>FORTIES</u>	<u>FIFTIES</u>	<u>SIXTIES</u>	<u>SEVENTIES</u>	<u>EIGHTIES</u>
Democratic Values							
Advocate	2.5714	3.2258	2.8947	2.6000	3.3529	3.0690	3.0000
Autonomy	3.0000	3.5000	3.2800	3.9000	2.8000	3.4000	2.0000
Caring ^P	1.6667	2.0500	2.1200	1.7000	1.2000 ^P	2.5000 ^P	1.5000
Communicative	1.6667	1.8500	1.7600	1.4000	1.4000	2.1000	1.5000
Compassionate	2.7143	2.8065	2.6579	3.2400	2.4118	2.3103	3.4000
Confidentiality	1.8571	1.9032	2.1053	1.8000	2.2941	2.2414	1.4000
Courage ^{PQ}	2.0000	2.6000 ^{PQ}	1.8400 ^P	2.0000	1.0000 ^Q	1.9000	2.5000
Courteously ^{PQ}	1.3333	2.0000 ^P	1.8400	1.7000	1.0000 ^{PQ}	1.8000	3.0000 ^Q
Creative	1.3333	2.4500	2.2000	2.2000	2.6000	2.9000	3.0000
Discretion ^{APQRS}	2.6667 ^P	2.6000 ^{AQR}	1.9200 ^Q	1.7000 ^R	1.0000 ^{APS}	2.2000 ^S	2.5000
Fair ^{PQRS}	2.0000	1.6000 ^P	1.4000 ^{QS}	1.8000	1.2000 ^R	2.0000 ^S	3.0000 ^{PQR}
Independent	3.0000	2.3500	2.1600	2.5000	2.0000	3.1000	1.5000
Justly ^{PQRST}	2.0000	1.7500 ^P	1.6000 ^Q	1.6000 ^R	1.0000 ^S	1.3000 ^T	3.0000 ^{PQRST}
Participation ^{PQ}	2.3333	2.4000 ^P	2.0800	1.7000	1.2000 ^{PQ}	2.5000 ^Q	1.5000
Politically Aware ^P	1.5714 ^P	2.3226	2.1579	2.6800	2.2353	2.9310 ^P	1.8000
Promise Keeping	1.6667	1.9000	1.8000	1.7000	1.0000	1.5000	2.0000
Individual Rights ^P	1.1429 ^P	1.8710	1.8421	2.0400	1.4118	2.1724 ^P	2.2000
Prudent ^{PQ}	2.3333 ^P	2.1000 ^Q	1.6800	1.9000	1.0000 ^{PQ}	1.8000	2.5000
Public Interest	1.5714	1.9355	1.8158	2.0400	1.4706	1.7586	2.2000
Respect	1.0000	1.7000	1.5200	1.7000	1.2000	1.6000	2.0000
Responsive ^{PQ}	3.0000 ^{PQ}	1.9500	2.0000	1.5000 ^P	1.4000 ^Q	2.1000	2.5000
Socially Conscious ^P	4.3333 ^P	2.9500	2.3200	2.8000	1.2000 ^P	2.8000	3.0000
Sovereignty of the People	2.3333	2.5000	2.2400	2.1000	1.4000	1.8000	2.5000
Tolerance	2.3333	2.7500	1.9600	2.2000	1.6000	2.3000	3.0000
Democratic Index	1.9583	2.3161	2.2546	2.3967	2.1909	2.4034	2.1417

^A Significant differences using both SNK and LSD tests.

^P Significant differences using LSD test.

^Q Significant differences using LSD test.

^R Significant differences using LSD test.

^S Significant differences using LSD test.

^T Significant differences using LSD test.

Table 4.59

**RANK-ORDER DIFFERENCES
 AMONG AGE GROUPS OF VOTERS FOR
 TO WHOM ENTITIES BUREAUCRATS ARE ACCOUNTABLE**

<u>RANK ORDER</u>	<u>THIRTIES</u>	<u>FORTIES</u>	<u>FIFTIES</u>	<u>SIXTIES</u>	<u>SEVENTIES</u>
1.	General Public	General Public	General Public	General Public	General Public
2.	State Courts	State Legislature	Governor	Agency Clientele	Governor
3.	State Agency Director	Governor	State Agency Director	State Agency Director	State Legislature
4.	State Legislature	State Agency Director	State Legislature	State Courts	State Ag Director
5.	Agency Clientele	State Courts	Agency Clientele	State Legislature	State Courts
6.	Governor	Agency Clientele	State Courts	Governor	Agency Clientele

Table 4.60
ONE-WAY ANOVA ON VOTERS SURVEY ON
TO WHOM ACCOUNTABLE
BY AGE GROUP

<u>TO WHOM PRIMARILY ACCOUNTABLE</u>	<u>TWENTIES</u>	<u>THIRTIES</u>	<u>FORTIES</u>	<u>FIFTIES</u>	<u>SIXTIES</u>	<u>SEVENTIES</u>	<u>EIGHTIES</u>
Agency Director	4.6667	3.3500	3.9200	3.5000	3.6000	3.8000	2.0000
Governor ^	4.6667	4.6000 ^	3.6800	3.4000	4.6000	2.8000 ^	2.0000
State Legislature	3.0000	3.7500	3.4000	3.7000	4.0000	3.1000	2.0000
State Courts	3.0000	3.1000	3.9600	4.3000	3.8000	4.0000	4.0000
Agency Clientele Groups	4.6667	4.1250	4.1400	4.0000	3.4000	5.0000	5.5000
General Public and Citizens	1.0000	2.0500	1.6000	2.1000	1.6000	2.3000	5.5000

^ Significant differences at the .05 level or higher using the Student-Newman-Keuls test.

Table 4.61
VOTER GROUP DIFFERENCES
USING ONE-WAY ANOVA FOR
FORCED CHOICE QUESTIONS

<u>VALUE COMPARISON</u>	<u>TWENTIES</u> <u>MEAN</u>	<u>THIRTIES</u> <u>MEAN</u>	<u>FORTIES</u> <u>MEAN</u>	<u>FIFTIES</u> <u>MEAN</u>	<u>SIXTIES</u> <u>MEAN</u>	<u>SEVENTIES</u> <u>MEAN</u>	<u>EIGHTIES</u> <u>MEAN</u>
Autonomy v. Deference	6.0000	5.1000	5.0800	4.8000	4.0000	5.1000	6.0000
Compassion v. Objectivity	5.6667	6.1500	5.3600	6.5000	5.2000	5.8000	6.0000
General Public Interest v. Agency Clientele Interests	2.3333	3.5500	4.2400	4.3000	3.6000	3.2000	2.5000
Neutral Competence v. Political Awareness	3.6667	4.5500	4.3600	3.9000	3.2000	3.4000	4.0000
Effectiveness v. Economy	4.3333	5.2000	4.8000	5.5000	4.6000	4.3000	5.5000
Competence v. Trustworthiness	5.0000	4.8500	5.1200	5.2000	4.6000	5.0000	6.0000
Personal Accountability v. System Accountability [^]	6.6667	5.2000	5.4400 [^]	4.7000	3.8000	3.5000 [^]	4.0000
Fairness v. Responsiveness	3.3333	4.2500	4.2400	4.6000	5.0000	3.7000	4.0000
Creativity v. Predictability [^]	3.3333	4.8000	4.2800	3.3000 [^]	6.2000 [^]	4.7000	5.0000
Impartiality v. Social Consciousness	4.0000	4.5500	4.2800	3.7000	4.4000	3.0000	4.0000

Education of Voter Respondents

Two education factors were used to analyze voter responses. First, whether they had an undergraduate degree or not. Second, if they had an undergraduate degree, what subject it was in. The findings for each are reported separately below.

Undergraduate Degree. There are no particularly important findings based upon the undergraduate degrees of respondents.

Table 4.62
VALUE DIFFERENCES BETWEEN
VOTER RESPONDENTS
BASED UPON HOLDING AN UNDERGRADUATE DEGREE

<u>VALUE</u>	<u>HAVE NO</u> <u>DEGREE</u> <u>MEAN</u>	<u>HAVE</u> <u>DEGREE</u> <u>MEAN</u>	<u>MEAN</u> <u>HIGHEST</u>	<u>P</u> <u>VALUE</u>
Bureaucratic Values				
Accountable	1.5255	1.4248	Degree	.5475
Competent	1.3212	1.3009	Degree	.8852
Conflicts of Interest	1.6571	1.4634	Degree	.4883
Consistent	2.0286	2.0000	Degree	.9195
Deference	3.6000	4.0488	No Degree	.3546
Diligent	1.6286	1.9024	No Degree	.1822
Economical	1.6277	1.6903	No Degree	.7206
Efficient	1.6571	1.6500	Degree	.9736
Efficient	1.5714	1.7317	No Degree	.4025
Honest	1.0571	1.2927	No Degree	.0549
Impartial	1.7007	1.9735	No Degree	.1793
Integrity ^A	1.2286 ^A	1.6341 ^A	No Degree	.0420 *
Loyal	2.1714	2.1951	No Degree	.9395
Neutral Competence	2.0571	2.4878	No Degree	.2492
Obedient	3.4286	3.6585	No Degree	.6023
Objective	1.7429	1.8293	No Degree	.6791
Orderly	2.3143	2.6341	No Degree	.2997
Predictable ^A	3.6863 ^A	4.3805 ^A	No Degree	.0248 *
Rational	1.4857	1.6585	No Degree	.3438
Responsible	1.3714	1.5854	No Degree	.2107
Serve	1.5429	1.7561	No Degree	.3156
Stability	1.8000	2.1951	No Degree	.0945
Trustworthy	1.2190	1.1947	Degree	.8546
Truthful	1.2286	1.4390	No Degree	.2190
Bureaucratic Index	1.8999	2.0540	No Degree	.1764

Table 4.62 (Cont.)

<u>VALUE</u>	<u>HAVE NO DEGREE MEAN</u>	<u>HAVE DEGREE MEAN</u>	<u>MEAN HIGHEST</u>	<u>P VALUE</u>
Democratic Values				
Advocate	3.0292	2.9823	Degree	.8630
Autonomy	3.5429	3.1463	Degree	.4253
Caring	1.8571	2.0976	No Degree	.3180
Communicative	1.6000	1.8537	No Degree	.3029
Compassionate	2.4745	2.9646	No Degree	.0552
Confidentiality	2.0949	1.9204	Degree	.4605
Courage	1.8000	2.2195	No Degree	.1075
Courteously	1.6857	1.9024	No Degree	.3400
Creative	2.4571	2.2683	Degree	.5508
Discretion	1.9143	2.2195	No Degree	.2165
Fair	1.4571	1.7805	No Degree	.0907
Independent	2.0000	2.6829	No Degree	.0943
Justly	1.5143	1.6829	No Degree	.3921
Participation	1.9429	2.2195	No Degree	.2597
Politically Aware	2.1387	2.4690	No Degree	.1946
Promise Keeping ^A	1.4286 ^A	1.9512 ^A	No Degree	.0369 *
Individual Rights	1.6715	1.9735	No Degree	.1289
Prudent	1.6851	1.9512	No Degree	.2167
Public Interest	1.7591	1.8496	No Degree	.6580
Respect	1.4571	1.6585	No Degree	.2901
Responsive	1.7714	2.0732	No Degree	.1722
Socially Conscious	2.5714	2.6585	No Degree	.8411
Sovereignty of the People	2.0000	2.3171	No Degree	.2961
Tolerance	2.0286	2.4390	No Degree	.2851
Democratic Index	2.1815	2.3509	No Degree	.1992

^A Significant differences using both SNK and LSD tests.

*Significant differences at the .05 level.

** Significant differences at the .01 level.

*** Significant differences at the .001 level.

Table 4.63
VOTER PRIMARILY ACCOUNTABILITY RANKINGS
BASED UPON WHETHER AN UNDERGRADUATE DEGREE IS HELD

<u>RANK</u>	<u>THOSE NOT HOLDING DEGREES</u>	<u>THOSE HOLDING DEGREES</u>
One	General Public/Citizens	General Public/Citizens
Two	State Courts	State Legislature
Three	State Legislature	State Agency Director
Four	Governor	State Courts
Five	State Agency Director	State Agency Clientele Groups
Six	State Agency Clientele Groups	Governor

Table 4.64
VOTER RESPONSE TO PRIMARY ACCOUNTABILITY ISSUES
BASED UPON WHETHER THEY HOLD AN UNDERGRADUAE DEGREE

<u>TO WHOM PRIMARILY ACCOUNTABLE</u>	<u>NO DEGREE</u>	<u>HAVE DEGREE</u>	<u>P VALUE</u>
State Agency Director	3.7143	3.6341	.8203
Governor	3.5143	4.0976	.1126
State Legislature	3.4000	3.5366	.6406
State Courts [^]	3.3143 [^]	4.0488 [^]	.0228 *
State Agency Clientele Groups	4.7143	4.0610	.1209
General Public/Citizens [^]	2.3429 [^]	1.6098 [^]	.0479 *

Table 4.65
FORCED CHOICE RESPONSES OF VOTERS
BASED UPON THE HOLDING OF AN UNDERGRADUATE DEGREE

<u>COMPARISON</u>	<u>HAVE NO DEGREE</u>	<u>HAVE DEGREE</u>	<u>VALUE</u>
Autonomy v. Deference [^]	5.4000 [^]	4.7317 [^]	.0345 *
Compassion v. Objectivity	5.7714	5.7805	.9787
Public Interest v. Clientele Interests [^]	3.3143 [^]	4.0732 [^]	.0454 *
Neutral Competence v. Political Awareness	4.0857	4.0488	.9226
Effectiveness v. Economy	5.0571	4.7073	.2960
Competence v. Trustworthiness	5.0286	5.0244	.9872
Personal v. System Accountability	5.0857	4.7805	.4267
Fairness v. Responsiveness	4.3143	4.1707	.5956
Creativity v. Predictability	4.4000	4.4634	.8748
Impartiality v. Social Consciousness	3.9143	4.1951	.4845

Highest Degree Received. Voter respondents to the survey, based upon their highest degree received, showed significant differences in 31 of the 48 values and normative statements. And there was a consistent pattern of differences. Those voters having masters degrees were significantly more likely to rate lower these values in comparison with were those having no college degree, and those having a bachelors degree. This pattern is in evidence in Table 4.66 below.

Table 4.66
VOTER GROUP VALUES BASED UPON HIGHEST DEGREE ACHIEVED BY RESPONDENTS
ONE-WAY ANOVA

<u>VALUES</u>	<u>NO</u>	<u>COLLEGE</u>	<u>BACHELORS</u>	<u>MASTERS</u>	<u>LAW</u>	<u>DOCTORATE</u>
Bureaucratic Values						
Accountable	1.5294		1.5263	1.2143	1.4000	1.0000
Competent	1.3235		1.3421	1.2857	1.0000	1.0000
Conflicts of Interest ^{AB}	1.6571 ^A		1.2857 ^B	2.8889 ^{AB}	1.0000	1.0000
Consistent	2.0286		2.0357	2.8889	2.5000	1.0000
Deference ^A	3.6000		3.9286	5.3333 ^A	6.0000	1.0000 ^A
Diligent ^{AB}	1.6286 ^A		1.7500 ^B	3.2222 ^{AB}	3.0000	1.0000
Economical	1.6324		1.6053	1.8571	1.8000	1.8000
Effective ^{AB}	1.6571 ^A		1.3929 ^B	3.3750 ^{AB}	3.0000	1.0000
Efficient ^{AB}	1.5714 ^A		1.5357 ^B	3.2222 ^{AB}	2.5000	1.0000
Honest ^{AB}	1.0571 ^A		1.3214 ^B	2.2222 ^{AB}	1.0000	1.0000
Impartial ^{AB}	1.7059 ^A		1.7105 ^B	2.6429 ^{AB}	3.0000	1.0000
Integrity ^{AB}	1.2286 ^A		1.6429 ^B	2.6667 ^{AB}	1.5000	1.0000
Loyal ^{AB}	2.1714 ^A		2.0000 ^B	3.7778 ^{AB}	3.0000	1.0000
Neutral Competence ^{AB}	2.0571 ^A		2.2143 ^B	4.4444 ^{AB}	3.0000	1.0000
Obedient	3.4286		3.5357	5.1111	5.0000	1.5000
Objective ^{AB}	1.7429 ^A		1.6429 ^B	3.3333 ^{AB}	2.5000	1.0000
Orderly ^{ABC}	2.3143 ^A		2.5000 ^B	4.0000 ^{ABC}	4.0000	1.0000 ^C
Predictable ^A	3.6912 ^A		4.0526	5.2143 ^A	3.8000	5.0000
Rational ^{AB}	1.4857 ^A		1.5714 ^B	3.0000 ^{AB}	1.5000	1.0000
Responsible ^{AB}	1.3714 ^A		1.5000 ^B	2.8889 ^{AB}	1.5000	1.0000
Serve ^{AB}	1.5429 ^A		1.5357 ^B	3.2222 ^{AB}	3.0000	1.0000
Stability ^{AB}	1.8000 ^A		2.0714 ^B	3.4444 ^{AB}	2.5000	1.0000
Trustworthy	1.2206		1.2105	1.0714	1.0000	1.8000
Truthful	1.2286		1.4643	1.5556	1.0000	1.0000
Bureaucratic Index ^{AB}	1.9040 ^A		1.9359 ^B	2.6539 ^{AB}	1.9917	1.6417

a, b, c

Table 4.66 (Cont.)

Democratic Values					
Advocate ^{AB}	3.0147 ^A	2.6842 ^B	4.0000 ^{AB}	4.6000	2.2000
Autonomy	3.5429	3.0714	4.1111	3.0000	4.0000
Caring ^A	1.8571 ^A	2.0357	3.1111 ^A	2.5000	1.0000
Communicative ^{AB}	1.6000 ^A	1.6429 ^B	3.4444 ^{AB}	2.5000	1.0000
Compassionate	2.4706	2.9737	3.1429	2.6000	2.2000
Confidentiality	2.1029	1.8684	2.1429	1.4000	1.8000
Courage ^A	1.8000 ^A	2.2500	3.1111 ^A	3.0000	1.0000
Courteously ^{AB}	1.6857 ^A	1.7857 ^B	3.1111 ^{AB}	3.0000	1.0000
Creative	2.4571	2.2500	3.3333	3.0000	1.0000
Discretion	1.9143	2.2500	3.1111	3.0000	1.0000
Fair ^{AB}	1.4571 ^A	1.5714 ^B	3.1111 ^{AB}	2.5000	2.0000
Independent ^{AB}	2.0000 ^A	2.3571 ^B	4.5556 ^{AB}	4.5000	1.0000
Justly ^{AB}	1.5143 ^A	1.5357 ^B	2.8889 ^{AB}	2.0000	2.0000
Participation	1.9429	2.2500	2.8889	4.0000	1.0000
Politically Aware	2.1029	2.3684	2.7143	4.2000	1.8000
Promise Keeping ^A	1.4286 ^A	1.8214	3.0000 ^A	2.0000	3.0000
Individual Rights	1.6324	2.0263	2.1429	1.8000	1.4000
Prudent ^A	1.6857 ^A	1.9643	2.8889 ^A	2.5000	1.0000
Public Interest ^A	1.7647 ^A	1.7105	2.4286 ^A	1.4000	1.000
Respect ^{AB}	1.4571 ^A	1.4643 ^B	3.1111 ^{AB}	2.5000	1.0000
Responsive ^{AB}	1.7714 ^A	1.9286 ^B	3.3333 ^{AB}	3.5000	1.0000
Socially Conscious	2.5714	2.8214	3.2222	3.5000	1.0000
Sovereignty of the People	2.0000	2.2857	3.2222	3.0000	1.0000
Tolerance	2.0286	2.6071	3.0000	3.0000	1.0000
Democratic Index ^{AB}	2.1681 ^A	2.2247 ^B	3.0220 ^{AB}	2.5750	1.8500

Table 4.67
RANK-ORDER DIFFERENCES AMONG VOTERS
REGARDING HIGHEST DEGREE HELD BY RESPONDENTS
TO WHICH ENTITIES BUREAUCRATS ARE ACCOUNTABLE

<u>RANK ORDER</u>	<u>NO COLLEGE</u>	<u>BACHELORS</u>	<u>MASTERS</u>	<u>LAW</u>	<u>DOCTORATE</u>
1.	General Public	General Public	General Public	General Public	General Public
2.	State Courts	State Agency Head	State Legislature	State Courts	Agency Client Group
3.	State Legislature	State Legislature	Governor	State Legislature	Governor ¹
4.	Governor	Agency Client Group	State Agency Head	State Agency Head	State Legislature ¹
5.	State Agency Head	State Courts	State Courts	Governor ¹	State Agency Head
6.	Agency Client Group	Governor	Agency Client Group	Agency Client Group	State Courts

¹ Tie.

Table 4.68
ONE-WAY ANOVA ON VOTER SURVEY ON
TO WHOM ACCOUNTABLE
BY HIGHEST DEGREE HELD BY RESPONDENTS

<u>TO WHOM ACCOUNTABLE</u>	<u>NO COLLEGE</u>	<u>BACHELORS</u>	<u>MASTERS</u>	<u>LAW</u>	<u>DOCTORATE</u>
State Agency Director	3.7143	3.4643	3.8889	4.0000	4.5000
Governor	3.5143	4.2857	3.6667	4.0000	3.5000
State Legislature	3.4000	3.5714	3.4444	3.5000	3.5000
State Courts ^A	3.3143 ^A	3.9643	4.2222	2.5000	6.0000 ^A
Agency Clientele Groups	4.7143	3.9464	4.3333	6.0000	2.5000
General Public and Citizens	2.3429	1.7500	1.4444	1.0000	1.0000

^A Significant differences at the .05 level or higher using the Student-Newman-Keuls test.
^B Significant differences at the .05 level or higher using the Student-Newman-Keuls test.

**Table 4.69
VOTER GROUP DIFFERENCES FOR
FORCED CHOICE QUESTIONS**

<u>VALUE COMPARISON</u>	<u>NO COLLEGE MEAN</u>	<u>BACHELORS MEAN</u>	<u>MASTERS MEAN</u>	<u>LAW MEAN</u>	<u>DOCTORATE MEAN</u>
Autonomy v. Deference	5.4000	4.6071	5.0000	5.0000	5.0000
Compassion v. Objectivity	5.7714	5.8214	5.2222	7.5000	6.0000
General Public Interest v. Agency Clientele Interests ^	3.3143 ^	3.8571	4.7778 ^	2.0000	6.0000
Neutral Competence v. Political Awareness	4.0857	4.0357	3.8889	3.0000	6.0000
Effectiveness v. Economy ^	5.0571	5.0000^	3.6667^	5.0000	5.0000
Competence v. Trustworthiness	5.0286	4.8571	5.4444	5.5000	5.0000
Personal Accountability v. System Accountability	5.0857	4.9286	4.4444	3.0000	6.0000
Fairness v. Responsiveness	4.3143	4/1786	4/2222	3.0000	5.0000
Creativity v. Predictability	4.4000	4.4643	3.8889	6.0000	5.5000
Impartiality v. Social Consciousness	3.9143	4.1786	3.8889	4.0000	6.0000

Gender of Voter Respondents

Voter responses, based upon the "gender" of respondents, manifested eight significant differences in the 48 values and normative statements, two values in the "bureaucratic ethos" and six in the "democratic ethos." Females were significantly more likely than males to rate high the values of "predictable," "compassionate," "confidentiality," "politically aware," "socially conscious," and "tolerance." Males were significantly more likely to rate higher the values of "integrity" and "justly" as those that should be possessed by career civil servants in government.

The differences in the voter responses based upon gender were manifest in the two indices as well. Females were more likely than males to rate both indices higher. For both genders "the democratic index" was lower than the "bureaucratic index." For females, however, the difference was 0.2131, whereas the male difference in the two indices was 0.3593. These findings are presented in Table 4.70 below.

Table 4.70
VALUE DIFFERENCES BETWEEN
FEMALE AND MALE VOTER RESPONDENTS

<u>VALUE</u>	<u>FEMALE</u> <u>MEAN</u>	<u>MALE</u> <u>MEAN</u>	<u>WEIGHTIER</u>	<u>MEAN P</u> <u>VALUE</u>
Bureaucratic Values				
Accountable	1.3471	1.6047	Female	.1219
Competent	1.2479	1.3721	Female	.3785
Conflicts of Interest	1.6316	1.4737	Male	.5712
Consistent	1.9211	2.1053	Female	.5129
Deference	3.8421	3.8421	Tie	1.0000
Diligent	1.8947	1.6579	Male	.2478
Economical	1.5124	1.7907	Female	.1090
Effective	1.7105	1.5946	Male	.5898
Efficient	1.6842	1.6316	Male	.7832
Honest	1.2368	1.1316	Male	.3942
Impartial	1.8099	1.8372	Female	.8928
Integrity	1.6579	1.2368	Male	.0340*
Loyal	2.1316	2.2368	Female	.7352
Neutral Competence	2.3684	2.2105	Male	.6729
Obedient	3.3421	3.7632	Female	.3375
Objective	1.8421	1.7368	Male	.6131
Orderly	2.3947	2.5789	Female	.5501
Predictable	3.4463	4.5194	Female	.0005***
Rational	1.6053	1.5526	Male	.7730
Responsible	1.5789	1.3947	Male	.2809
Serve	1.7368	1.5789	Male	.4568
Stability	2.1316	1.8947	Male	.3177
Trustworthy	1.1983	1.2171	Female	.8873
Truthful	1.3158	1.3684	Female	.7589
Bureaucratic Index	1.8251	2.1050	Female	.0133*

Table 4.70 (Cont.)

<u>VALUE</u>	<u>FEMALE MEAN</u>	<u>MALE MEAN</u>	<u>WEIGHTIER</u>	<u>MEAN P VALUE</u>
Democratic Values				
Advocate	2.7851	3.2171	Female	.1096
Autonomy	2.9737	3.6842	Female	.1498
Caring	1.8947	2.0789	Female	.4434
Communicative	1.9211	1.5526	Male	.1317
Compassionate	2.2397	3.1240	Female	.0005***
Confidentiality	1.7273	2.2868	Female	.0169*
Courage	2.1579	2.8947	Male	.3137
Courteously	1.8421	1.7632	Female	.7280
Creative	2.1053	2.6053	Female	.1104
Discretion	2.1842	1.9737	Male	.3938
Fair	1.7632	1.5000	Male	.1686
Independent	2.2895	2.4474	Female	.7006
Justly	1.8421	1.3684	Male	.0141*
Participation	2.1579	2.0263	Male	.5920
Politically Aware	1.9091	2.6434	Female	.0036**
Promise Keeping	1.7105	1.7105	Identical	1.0000
Individual Rights	1.6777	1.9302	Female	.2025
Prudent	1.9737	1.6842	Male	.1762
Public Interest	1.7603	1.8372	Female	.7056
Respect	1.5789	1.5526	Male	.8901
Responsive	2.0263	1.8421	Male	.4050
Socially Conscious	2.1316	3.3153	Female	.0221*
Sovereignty	2.2105	2.1316	Male	.7948
Tolerance	1.8158	2.6842	Female	.0214*
Democratic Index	2.0382	2.4643	Female	.0011**

*Significant differences at the .05 level.

** Significant differences at the .01 level.

*** Significant differences at the .001 level.

An analysis of the "primary accountability" question, based upon the "gender" of the voter responses, indicated female and male agreement that "the general public and citizens" should be a first priority for accountability for career public administrators. However, males rated "the governor" behind "the state agency director" and "the state courts" in terms of accountability, compared with females who placed the order as "governor," "state agency director," "state courts," and "agency clientele groups." Both rated "agency clientele groups" last. These findings are in Table 6.71 below.

**Table 4.71
GENDER DIFFERENCES AMONG VOTERS
ABOUT ENTITIES TO WHICH
BUREAUCRATS SHOULD BE PRIMARILY ACCOUNTABLE**

<u>RANK ORDER</u>	<u>FEMALE</u>	<u>MALE</u>
1.	General Public	General Public
2.	State Legislature	State Legislature *
3.	Governor	State Agency Director *
4.	State Agency Director	State Courts
5.	State Courts	Governor
6.	Agency Clientele Groups	Agency Clientele Groups

* Tie

The differences in the "primary accountability" rankings for females and males, however, did not show statistically. There were no significant differences between the sexes in rating the primacy of the six individuals and entities to whom career public administrators should have accountability. See Table 4.72 below for these findings.

**Table 4.72
GENDER DIFFERENCES IN VOTER RESPONSES
FOR PRIMARY ACCOUNTABILITY
TO WHICH ENTITY**

<u>TO WHOM ACCOUNTABLE</u>	<u>FEMALE</u>	<u>MALE</u>	<u>VALUE WEIGHTIER</u>	<u>P VALUE</u>
State Agency Director	3.8158	3.5263	Male	.4094
Governor	3.6579	4.0000	Female	.3532
State Legislature	3.4211	3.5263	Female	.7182
State Courts	3.8421	3.5789	Male	.4204
Agency Clientele Groups	4.2500	4.4737	Female	.5969
General Public/Citizens	2.0000	1.8947	Male	.7786

Differences based upon the gender of the voter respondents showed up statistically in three of the ten forced choice questions. In the comparison between "compassion" versus "objectivity" females were significantly more likely than males to rate higher the attribute "compassion," although both sexes rated "objectivity" higher overall. In the comparison of "neutral competence" versus "political awareness" males were significantly more likely than females to give greater weight to "neutral competence," but both groups did rate "neutral competence" higher than "political awareness." Lastly, in the comparison of "impartiality" versus "social consciousness," males were more likely than females to rate higher the value of "impartiality," although both genders did rate "impartiality" higher than "social consciousness." These findings are presented in Table 4.73 below.

**Table 4.73
VOTER RESPONDENT DIFFERENCES BASED GENDER FOR
FORCED CHOICE QUESTIONS**

<u>VALUE COMPARISON</u>	<u>FEMALE MEAN</u>	<u>MALE MEAN</u>	<u>VALUE WEIGHTIER</u>	<u>P VALUE</u>
Autonomy v. Deference	4.9211	5.1579	Autonomy for Female Deference for Male	.4582
Compassion v. Objectivity	5.3947	6.1579	Objectivity	.0214 *
General Pub Interest v. Clientele Interests	3.8947	3.5526	Public Interest	.3708
Neutral Competence v. Political Awareness	4.5263	3.6053	Neutral Competence	.0131 *
Effectiveness v. Economy	4.9474	4.7895	Effectiveness	.6371
Competence v. Trustworthiness	5.1053	4.9474	Trustworthiness for Female Competence for Male	.5422
Personal Accountability v. System Accountability	5.0789	4.7632	System for Female Personal for Male	.4093
Fairness v. Responsiveness	4.1053	4.3684	Fairness	.3280
Creativity v. Predictability	4.4211	4.4474	Creativity	.9477
Impartiality v. Social Consciousness	4.6579	3.4737	Impartiality	.0023 **

* Significant differences at the .05 level.
** Significant differences at the .01 level.

Income of Voter Respondents

There were significant differences in the responses from voters based upon the level of their "family income." A categorization of families included those with incomes less than \$20,000 annually, those from \$20,000 to \$50,000, and those with \$50,000 or more of family income were known. Significant differences in the responses to the 48 value and normative statements about career public administrators included the following:

- Those families with \$50,000 or more annual income were significantly less likely than others to assign importance to the value of "predictable."
- Those respondents with household income of less than \$20,000 were significantly more likely to rate high the value of "compassionate" than were others.
- Those respondents with incomes over \$50,000 assigned a significantly greater worth to "creative" than did those with incomes between \$20,000 and \$50,000.
- Those respondents with household income from \$20,000 to \$50,000 were significantly more likely to assign a high importance to respect" than were those with incomes of \$50,000 or more.

There were significant differences in the composite "democratic index" between income groups as well. Those with household income of less than \$20,000 were significantly more likely to assign greater importance to the democratic ethos values than were those with family income of \$50,000 or more. In fact, while no statistically significant differences appeared with the two indices, except as noted above, both indices actually illustrated that as household income rises the weight or importance assigned to both the bureaucratic and democratic values decreases. In other words, respondents with more household income are more discriminating than those with less, for virtually all of the values. A disposition to discriminate increases with family income. These findings are illustrated in Table 4.74 below.

Table 4.74
VOTER RESPONSES BASED UPON FAMILY INCOME

VALUE	LESS THAN \$20 K MEAN	\$20 TO \$50 K MEAN	\$50 K OR MORE MEAN	P VALUE
Bureaucratic Values				
Accountable	1.4762	1.5197	1.4198	.8676
Competent	1.2381	1.3937	1.2222	.4984
Conflicts of Interest	1.6667	1.6190	1.4000	.7423
Consistent	1.4444	2.2381	1.8400	.1417
Deference	3.8889	3.7143	4.0400	.8287
Diligence	1.7778	1.7857	1.7600	.9936
Economical	1.7143	1.7402	1.4938	.4320
Effective	1.7778	1.7381	1.4583	.4574
Efficient	1.5556	1.7857	1.4800	.3198
Honest	1.0000	1.2619	1.1200	.3180
Impartial	1.8571	1.7874	1.8642	.9346
Integrity	1.5556	1.5238	1.2800	.5057
Loyal	1.8889	2.3095	2.0800	.6278
Neutral Competence	2.6667	2.3810	2.0000	.4956
Obedience	3.5556	3.3810	3.8400	.6390
Objective	1.6667	1.8571	1.7200	.7625
Orderly	2.5556	2.3810	2.6400	.7385
Predictable ^{nc}	3.0952 ^h	3.8031 ^c	4.7778 ^{nc}	.0005 ^{***}
Rational	1.2222	1.6429	1.6000	.3475
Responsible	1.3333	1.4286	1.6400	.4283
Serve	1.5556	1.6190	1.7600	.7845
Stability	1.5556	2.1190	2.0000	.3305
Trustworthy	1.2857	1.1732	1.2222	.8232
Truthful	1.3333	1.3571	1.3200	.9803
Bureaucratic Index	1.7558	1.9736	2.0741	.1744

Table 4.74 (Cont.)

<u>VALUE</u>	<u>LESS THAN \$20 K</u>		<u>\$20 TO \$50 K</u>		<u>\$50 K OR MORE</u>		<u>P VALUE</u>
	<u>MEAN</u>		<u>MEAN</u>		<u>MEAN</u>		
Democratic Values							
Advocate	2.9524		3.0315		3.0000		.9779
Autonomy	2.7778		3.4762		3.2800		.6741
Caring	1.5556		2.0952		1.9600		.3684
Communicative	1.6667		1.7143		1.8000		.9312
Compassionate ^{ab}	1.8095 ^{ab}		2.7638 ^a		3.0494 ^b		.0042 ^{**}
Confidentiality	2.2381		1.8976		2.0864		.5414
Courage	1.8889		2.0952		1.9600		.8329
Courteously	1.5556		1.7381		2.0000		.4186
Creative ^a	2.1111		2.7143 ^a		1.8400 ^a		.0316 [*]
Discretion	2.0000		2.1190		2.0400		.9333
Fair	1.8889		1.5476		1.6800		.5079
Independent	2.6667		2.2143		2.5200		.6912
Justly	1.5556		1.5714		1.6800		.8678
Participation	2.3333		2.0476		2.0800		.7671
Politically Aware	2.1429		2.1811		2.5309		.4131
Promise Keeping	1.3333		1.7381		1.8000		.5373
Individual Rights	1.5238		1.7874		1.9877		.2907
Prudent	1.7778		1.8810		1.7600		.8654
Public Interest	1.5714		1.7559		1.9877		.3585
Respect ^p	1.6667		1.3810 ^p		1.8400 ^p		.0789
Responsive	2.0000		1.8810		2.0000		.8678
Socially Conscious	2.2222		2.5476		2.8800		.6265
Sovereignty of the People	2.0000		2.1905		2.2000		.9184
Tolerance	1.6667		2.1429		2.6400		.2661
Democratic Index ^p	2.0575 ^p		2.2058		2.4439 ^p		.1053

An analysis of voters responses based upon "household income" revealed that there are important differences in the rankings of individuals and entities to which career public administrators should be primarily responsible. While all income groups believed that "the general public and citizens" should have primacy in accountability, perhaps the most striking difference is the number two ranking given "agency clientele groups" by those with over \$50,000 of household income voters, while those with less than \$20,000 ranked that group fifth, and those with \$20,000 to \$50,000 income ranked it last. Similarly, "the governor" was ranked last by the wealthiest, and second by the middle income group of \$20,000 to \$50,000 income. These findings are manifested in Table 4.75 below.

**Table 4.75
PRIMARY ACCOUNTABILITY RANKINGS
BASED UPON HOUSEHOLD INCOME OF VOTERS**

<u>TO WHOM ACCOUNTABLE</u>	<u><\$20K</u>	<u>\$20K TO \$50K</u>	<u>>\$50K</u>
State Agency Director	6	3	3
Governor	4	2	6
State Legislature	2	4	3
State Courts	3	5	5
Agency Clientele Groups	5	6	2
General Public and Citizens	1	1	1

Significant differences in voter responses, based upon household income of respondents, were manifest in the "primary accountability" questions. Three of the six questions illustrated significant differences. Those with incomes between \$20,000 and \$50,000 provided significantly greater weight to "governor" than did those with household income over \$50,000, and they gave significantly less weight to "agency clientele groups" and "the general public and citizens" than did the wealthy. These findings are presented below in Table 4.76.

**Table 4.76
ONE-WAY ANOVA ON
TO WHOM ACCOUNTABLE
BY THE PUBLIC
BASED UPON INCOME OF RESPONDENTS**

<u>TO WHOM ACCOUNTABLE</u>	<u><\$20K MEAN</u>	<u>\$20 TO \$50K MEAN</u>	<u>>\$50K MEAN</u>	<u>P VALUE</u>
State Agency Director ^P	4.6667 ^P	3.4286 ^P	3.7200	.0818
Governor ^A	4.2222	3.2381 ^A	4.6800 ^A	.0007 ***
State Legislature	2.8889	3.4524	3.7200	.2360
State Courts	3.0000	3.7143	3.9600	.2189
Agency Clientele Groups ^A	4.4444	4.7859 ^A	3.6200 ^A	.0385 *
General Public and Citizens ^A	1.7778	2.3810 ^A	1.2800 ^A	.0227 *

^A Significant differences between two income groups using SNK Test.

* Significant differences at the .05 level.

** Significant differences at the .01 level.

*** Significant differences at the .001 level.

^P Significant differences between two income groups using LSD Test.

An analysis of the forced choice question responses of voters, based upon household income, revealed only one forced choice comparison where there was a significant difference. In the comparison involving "general public interest" versus "agency clientele interests," those voters whose household income was less than \$20,000 were significantly more likely to select "the general public interest" as more important, compared with both of the other income groups. These findings are set forth in Table 4.77 below.

Table 4.77
PUBLIC GROUP DIFFERENCES BASED ON INCOME OF RESPONDENTS
USING ONE-WAY ANOVA FOR
FORCED CHOICE QUESTIONS

<u>VALUE COMPARISON</u>	<u><\$20K MEAN</u>	<u>\$20 TO \$50K MEAN</u>	<u>>\$50K MEAN</u>	<u>P VALUE</u>
Autonomy v. Deference	5.6667	5.1190	4.6800	.1583
Compassion v. Objectivity	5.3333	5.7381	6.0000	.4903
General Public Interest v. Agency Clientele Interests ^{AB}	2.1111 ^{AB}	4.0476 ^A	3.7600 ^B	.0049 **
Neutral Competence v. Political Awareness	3.6667	4.2381	3.9200	.5549
Effectiveness v. Economy	4.6667	4.7857	5.0800	.6601
Competence v. Trustworthiness	5.5556	4.9742	4.9200	.3173
Personal Accountability v. System Accountability	4.8889	4.9048	4.9600	.9897
Fairness v. Responsiveness	3.8889	4.2143	4.4000	.5257
Creativity v. Predictability	4.2222	4.4048	4.5600	.8727
Impartiality v. Social Consciousness	4.1111	4.0714	4.0400	.9941

^A Significant differences between Bureaucrats and Legislators

^B Significant differences between Bureaucrats and the Public

^C Significant differences between Legislators and the Public

* Significant differences at the .05 level.

** Significant differences at the .01 level.

*** Significant differences at the .001 level.

Political Party Affiliation of Voter Respondents

Voter respondents to the survey were categorized on the basis of their "political party affiliation," if any. An analysis of their responses to the 48 values and normative statements about career civil servants showed significant differences.

- Republican voters assigned significantly greater worth to the value of "accountable" than did Democrats and Independents.
- Republican voters assigned significantly greater worth to the values of "consistent," "effective," "efficient," "loyal," "neutral competence," "rational," "stability," "participation," "keep promises," "respect," and "sovereignty of the people" than did Independents.
- Democratic voters assigned a significantly greater worth to the value of "creative" than did Republicans.
- Democratic voters assigned a significantly greater worth to the value of "socially conscious" than did Independents.

Republican voters provided the highest scores for the "bureaucratic ethos" set of values, with Democrats and Independents next highest in that order. For the "democratic ethos" set of values, Democratic voters provided the highest scores, with Republican and Independent voters, in that order, coming next. Independent voters were more like Democratic voters in the "bureaucratic ethos" set, and more like Republican voters in the "democratic ethos" set of values. Of the 24 bureaucratic values Republicans scored highest in 21 of them, with Democrats scoring highest in only two of them—"deference" and "predictable." Of the 24 democratic ethos values Democrat voters scored highest in eight of them, and Republican voters in 16 of them. These findings are presented in Table 4.78 below.

Table 4.78
VALUE DIFFERENCES BETWEEN
FEMALE AND MALE VOTER RESPONDENTS
BASED UPON PARTY AFFILIATION

<u>VALUE</u>	<u>DEMO</u>	<u>REP B</u>	<u>IND</u>	<u>MEAN</u>	<u>P VALUE</u>
	<u>MEAN</u>	<u>MEAN</u>	<u>MEAN</u>	<u>HIGHEST</u>	
Bureaucratic Values					
Accountable ^{Ab}	1.6173 ^A	1.1313 ^{Ab}	1.6383 ^B	Republican	.0234 *
Competent	1.3210	1.1333	1.4468	Republican	.1900
Conflicts of Interest	1.5000	1.5000	1.6111	Tie	.9244
Consistent ^P	1.9000	1.6000 ^P	2.3056 ^P	Republican	.1013
Deference	3.5000	3.8000	4.0556	Democrat	.6379
Diligent	1.6000	1.5500	2.0000	Republican	.1119
Economical	1.7160	1.5600	1.6809	Republican	.7597
Effective ^P	1.7500	1.2500 ^P	1.8286 ^P	Republican	.0687
Efficient ^A	1.8000	1.3000 ^A	1.7778 ^A	Republican	.0760
Honest	1.2500	1.1000	1.1944	Republican	.6718
Impartial	1.8889	1.6933	1.8723	Republican	.6983
Integrity	1.6000	1.1500	1.5278	Republican	.1977
Loyal ^P	2.3000	1.6500 ^P	2.4167 ^P	Republican	.1108
Neutral Competence ^A	2.2500	1.4500 ^A	2.7778 ^A	Republican	.0111 *
Obedient	3.6500	3.4500	3.5556	Republican	.9474
Objective	1.8500	1.5000	1.9167	Republican	.2390
Orderly	2.8000	2.0000	2.5833	Republican	.1375
Predictable	3.8642	4.0667	4.0638	Democrat	.8317
Rational ^A	1.6500	1.2000 ^A	1.7500 ^A	Republican	.0367 *
Responsible	1.6500	1.2000	1.5556	Republican	.1161
Serve	1.7500	1.5000	1.6944	Republican	.6592
Stability ^P	2.1500	1.6000 ^P	2.1667 ^P	Republican	.1099
Trustworthy	1.1975	1.0533	1.3404	Republican	.2032
Truthful	1.4000	1.1500	1.4167	Republican	.4051
Bureaucratic Index	1.9705	1.8226	2.0860	Republican	.1650

Table 4.78 (Cont.)

<u>VALUE</u>	<u>DEMO</u>	<u>REPB</u>	<u>IND</u>	<u>MEAN</u>	<u>P VALUE</u>
Democratic Values	<u>MEAN</u>	<u>MEAN</u>	<u>MEAN</u>	<u>HIGHEST</u>	
Advocate	2.9753	2.9733	3.0638	Republican	.9500
Autonomy	2.9000	3.0500	3.7222	Democrat	.3128
Caring	1.7000	1.9500	2.1667	Democrat	.2721
Communicative	1.6500	1.8000	1.7500	Democrat	.9029
Compassionate	2.5556	2.6000	2.8936	Democrat	.4811
Confidentiality	1.9877	1.9600	2.0851	Republican	.8977
Courage	1.9500	1.7000	2.2500	Republican	.2074
Courteously	1.6500	1.6500	1.9722	Tie	.3640
Creative [^]	2.8000 [^]	1.7500 [^]	2.4444	Republican	.0423 [*]
Discretion	2.1000	1.8000	2.2222	Republican	.3691
Fair	1.7500	1.4500	1.6667	Republican	.4957
Independent	2.9000	1.7500	2.4167	Republican	.2303
Justly	1.5000	1.4000	1.7778	Republican	.2303
Participation ^p	1.9500	1.7500 ^p	2.3611 ^p	Republican	.0915
Politically Aware	1.9630	2.5200	2.3830	Democrat	.1871
Promise Keeping [^]	1.7000	1.2500 [^]	1.9722 [^]	Republican	.0584
Individual Rights	1.8395	1.7200	1.8511	Republican	.8440
Prudent	1.9000	1.7000	1.8611	Republican	.7663
Public Interest	1.7654	1.5600	2.0213	Republican	.1733
Respect [^]	1.6000	1.2000 [^]	1.7500 [^]	Republican	.0528
Responsive	1.9000	1.7500	2.0556	Republican	.5164
Socially Conscious ^p	1.9000 ^p	2.7500	2.9444 ^p	Democrat	.1252
Sovereignty ^p	2.1500	1.6500 ^p	2.4722 ^p	Republican	.0777
Tolerance	1.8000	2.4500	2.3889	Democrat	.3699
Democratic Index	2.1676	2.2543	2.3390	Democrat	.5532

*Significant differences at the .05 level.
 ** Significant differences at the .01 level.
 *** Significant differences at the .001 level.

An analysis of the "primary accountability" questions for voter responses, based upon "political party affiliation," indicated that all three groups—Democrats, Republicans and Independents—believed "the general public and citizens" should be the most important group to which career civil servants should have accountability, but there were substantial differences among subsequent choices. For example, Democrats ranked "the governor" second, whereas the Republicans ranked that office fourth and the Independents ranked it fifth. Democrats ranked "the legislature" fourth, but Republicans ranked that body in a tie for second, and the Independents ranked it second. Republicans ranked "the state courts" fifth, but both Democrats and Independents ranked "state courts" third. All groups ranked "agency clientele groups" last. The findings are set forth below in Table 4.79.

Table 4.79
PARTY AFFILIATION DIFFERENCES IN VOTER RESPONSES
FOR RANKING ENTITIES AND INDIVIDUALS
TO WHOM BUREAUCRATS HAVE PRIMARY ACCOUNTABILITY

<u>RANK ORDER</u>	<u>DEMOCRATS</u>	<u>REPUBLICANS</u>	<u>INDEPENDENTS</u>
1.	General Public	General Public	General Public
2.	Governor	Agency Director *	Legislature
3.	Courts	Legislature *	Courts
4.	Legislature	Governor	Agency Director
5.	Agency Director	Courts	Governor
6.	Client Groups	Client Groups	Client Groups

* Tie.

An ANOVA run on the primary accountability questions, using the Student-Newman-Keuls Test, failed to find any significant differences in the responses of the voters based upon party affiliation. The analysis did illustrate that Democrats assessed three of the six categories highest—"governor," "agency clientele groups," and "the general public/citizens," while Republicans weighed two of the six categories the highest—"state agency director" and "state legislature," and Independents only weighed highest "state courts." The presentation of this data is found in Table 4.80 below.

Table 4.80
PARTY AFFILIATION DIFFERENCES IN VOTER RESPONSES
FOR PRIMARY ACCOUNTABILITY
TO WHICH ENTITY

<u>TO WHOM ACCOUNTABLE</u>	<u>DEMO</u>	<u>REPB</u>	<u>INDEP</u>	<u>VALUE HIGHEST</u>
State Agency Director	4.1000	3.3500	3.6111	Republican
Governor	3.4000	3.9000	4.0000	Democrat
State Legislature	3.8000	3.3500	3.3611	Republican
State Courts	3.7500	4.0500	3.5000	Independent
Agency Clientele Groups	4.2000	4.3250	4.4722	Democrat
General Public/Citizens	1.7000	2.0000	2.0556	Democrat

No statistically significant differences at all appeared in an analysis of the forced choice questions based upon the "party affiliation" of voter respondents. On the other hand, four of the ten questions illustrated differences among the groups as to the value they most favored in the comparisons. In the comparison of "autonomy" versus "deference" both Democrats and Republicans favored "autonomy," but Independents favored "deference." In the forced choice involving "effectiveness" versus "economy" both Democrats and Independents favored "effectiveness," but

Republicans favored "economy." On the other hand, Democrats alone favored "competence" over "trustworthiness," compared with Republicans and Independents. And Democrats were also different than Republicans and Independents in favoring "system accountability" in comparison with "personal accountability." These findings are set forth in Table 4.81 below.

**Table 4.81
VOTER RESPONDENT DIFFERENCES BASED PARTY AFFILIATION FOR
FORCED CHOICE QUESTIONS**

<u>VALUE COMPARISON</u>	<u>DEMO MEAN</u>	<u>REPB MEAN</u>	<u>IND MEAN</u>	<u>VALUE WEIGHTIEST</u>
Autonomy v. Deference	4.6500	4.8000	5.389	Autonomy for Dems & Repubs Deference for Independents
Compassion v. Objectivity	5.3500	5.8500	5.9722	Objectivity
General Pub Interest v. Clientele Interests	3.8500	3.9000	3.5556	General Public Interest
Neutral Competence v. Political Awareness	3.9000	4.0500	4.1667	Neutral Competence
Effectiveness v. Economy	4.6000	5.1000	4.8889	Effectiveness for Dems/Independs Economy for Republicans
Competence v. Trustworthiness	4.7500	5.2500	5.0556	Competence for Democrats Trustworthiness for Rs and Is
Personal Accountability v. System Accountability	5.0500	4.7000	4.9722	System for Democrats Personal for Repubs/Independs
Fairness v. Responsiveness	4.1500	4.6500	4.0556	Fairness
Creativity v. Predictability	3.8000	4.9500	4.5000	Creativity
Impartiality v. Social Consciousness	4.1500	3.7500	4.1944	Impartiality

Individual Value Descriptions and Findings

I review, summarize findings, and comment here on each of the 48 values tested in the surveys administered to Colorado career civil servants, Colorado state legislators, and Colorado voters, in alphabetical order, relating each to both the public administration and professional ethics literature. This section reports, in part, on the results of the first and third hypotheses set forth in Chapter One, which are: (1) There are significant differences in identified public administration norms and values among civil servants themselves; and (3) There are significant differences between the identified norms and values that career civil servants should possess, as perceived by public administrators themselves on the one hand, and as perceived by representatives of the people and the citizens on the other hand.

Accountable

Inherent in our democracy is the idea of the bureaucracy's accountability to elected officials, but also to the public directly and indirectly. Woodrow Wilson wrote about the administrative responsibility of civil servants—to elected officials and to the public interest (Wilson 1887). Herman Finer noted that "the servants of the public are not to decide their own course: they are to be responsible to the elected representatives of the public, and these are to determine the course of action of the public servants to the most minute degree that is technically feasible" (1941, 336). Mertins and Hennigan identified "accountability" as a professional standard for public administrators (1982, 6), and so did Kranz (1976, 75.), Worthley and Grumet (1983, 60), and Guy (1991, 193). Appleby cited many institutions to which bureaucrats should be held accountable (1952), and Lewis Mainzer suggested that "the principal means to secure responsible governmental bureaucracy" including accountability was through oversight by the three branches of government (1973, 132). The truth is that there are multiple sources of authority and legitimacy to which bureaucrats must be accountable

(Richter, Burke and Doig 1990, 3): accountability in this sense is hierarchical. With the growth in the administrative state during the 20th Century, some fundamental changes such as sunshine laws, sunset provisions, and general legislative oversight have represented ways in which elected officials, particularly legislators, have sought greater accountability from civil servants. But more recent writings have discussed the accountability of the bureaucracy in a broader manner, through use of annual reports, independent audits, and use of comparative performance indicators, for example (Johnson and Lewin 1991, 188). "Accountable" is a part of the bureaucratic ethos.

"Be accountable" (responsible for government program decisions the administrator makes) was a premier value, meaning it is ranked in the topic quartile values, for all of the three Colorado groups surveyed. Voters ranked it 6th, bureaucrats 10th, and legislators 12th in importance for public administrators. While legislators had the highest mean score, and bureaucrats the lowest mean score for this value, there were no significant statistical differences in the means among the three groups. The value of "accountable" had the thirteenth smallest standard deviation among bureaucrat respondents, was 19th among legislators, and was 29th among voters out of 48 values, suggesting reasonable consensus within the first two groups, but not much for voters, on how they would evaluate this career civil servant performance characteristic in importance. "Accountable" was associated with the values "competent" and "confidentiality" in the factor analysis of all bureaucrat responses.

Colorado bureaucrat responses to this value also illustrated differences based upon the highest degree held by respondents: those with a master's degree rated "accountable" as more important than did those with an associate degree; those with a degree in public administration rated "accountable" significantly more important than did those with degrees in engineering and the natural sciences. Bureaucrat responses to this value also illustrated differences based upon the gender of respondents: female bureaucrats viewed the value of "accountable" as significantly more important than did male bureaucrats. Bureaucrat responses to this value manifested differences based upon the Colorado

Department of Personnel Job Classification scheme, with Management and Professional Services bureaucrats significantly more likely to place a high worth on the value of "accountable" than were Physical Science and Engineering bureaucrats.

While there were no significant differences among legislators about how they viewed "accountable" as a characteristic for career public administrators, surveyed voter responses to this value illustrated differences based upon the political affiliation of voters. Republican voters rated "accountable" significantly more important for career public servants than did either Democrats or Independents.

I conclude generally that "accountable" is among the premier values for civil servants to possess, and that there is wide agreement within public administration and outside of it in Colorado about this highly important value for the career bureaucracy. For those who have been educated or trained in public administration, there is an especially keen sense of the importance of public administrators being accountable, when compared with those educated in other fields. I also conclude, because of its wide acceptance as a value, that accountability is a part of any professional public administration ethics in Colorado.

An extensive discussion of the nature of bureaucratic accountability, and the individuals or entities to which bureaucratic accountability is owed by career civil servants, is covered in the next section of this chapter entitled "Primary Bureaucratic Accountability Findings."

Advocate

Advocacy within a governmental agency, and advocacy by public administrators on behalf of their clientele or constituency groups, is a part of "the new public administration." Thompson urged that role of advocacy for public administrators (D. Thompson 1985, 556). The author has had also personal experience with this role in overseeing specially created positions for advocacy of women

and minority issues within the Illinois Governor's office during the late 1970s. This value is also part of the democratic ethos set.

"Act as advocate" (speak for or plead on behalf of persons or groups served) was a bottom-quartile ranked value for each of the three groups surveyed. In fact, legislators ranked it last among the 48 values surveyed. Bureaucrats ranked it 43rd and voters 44th. Voters had the highest mean score for this value, and legislators the lowest mean. Legislators were significantly lower in their assessment of this value for career civil servants than were both bureaucrats and voters. Within each of the survey groups there was great disagreement in the responses as to the importance of the value of "advocate" for career civil servants to possess. "Advocate" ranked 46th for both bureaucrats and voters as having the smallest standard deviation, and 48th of 48 values for legislators. Along among the 48 values on which a factor analysis was performed based upon bureaucrat survey responses, this value is only associated with itself as a factor.

Bureaucrat responses illustrated some differences in this value, based upon the department or agency of the respondent. Personnel from the Colorado Department of Institutions rated the importance of "advocate" significantly higher than did those in the Departments of Revenue, Natural Resources, Transportation, Social Services, and Health. Bureaucrat responses also illustrated some differences in this value based upon gender, with female bureaucrats assessing "advocate" significantly higher than did male bureaucrats.

Legislator responses showed differences in this value based upon gender as well, with female legislators significantly more likely to find worth in "advocate" as an appropriate role for career civil servants than were male legislators. In addition, Democratic legislators were significantly more likely to rate the characteristic of civil service advocacy of greater importance than were Republican legislators.

Colorado voter responses to this value illustrated differences, based upon the highest degree received by the respondent voter. Those with a masters degree were significantly more likely to rate lower this value as an important one for career civil servants to possess than those holding a bachelors degree or who had no college degree at all.

I conclude that "advocate" as an obligation or value for career public servants has little support either within or without the field of public administration in this state. In general, there is more support for this value among females than among males, more among Democrats than Republicans, and more among those in government who are engaged in serving heavily dependent populations, such as the Department of Institutions than those serving or delivering government services to broader segments of the general public. It is a defining value for public administrators, however, because bureaucrats assessed it significantly higher than legislators. Colorado career civil servants serving in an advocacy role may be seen by many elected representatives as encroaching on or threatening their role and functions in representing their district and adopted constituencies, and influenced by the legislative committees on which they serve, for example. Nonetheless, it was among the least important values tested for most career civil servants to possess, since it was found to be a bottom-quartile ranked value for all three Colorado groups.

Autonomy

Autonomy is a central feature of professions (Hughes 1959). It is the self-determination of one's actions and behavior (Overman and Foss 1991). It is also a concept applicable to government agencies in the performance of the charges given or responsibilities assigned to them; and is particularly associated with independent agencies such as the SEC, FTC, FCC and others (Rosenbloom 1989, 164). Mosher identified the tendency of professionals to seek "autonomy" from political interference (1968). The Carl Friedrich and Herman Finer debate concerned "autonomy" (Friedrich

1972; Finer 1941). Gormley (1989, 7) identified bureaucratic autonomy as a principle urged by the early reformers to counteract both partisan politics and corporate power. The autonomy and discretion of public administrators arguably makes administrative work professional (deLeon 1994, 135), and other writers have also cited professional autonomy as critical (Balogh 1991; Cooper 1991, 207).

"Have autonomy" (manage government programs with professional independence) was a bottom-quartile ranked value for career government workers to possess for each of the three groups surveyed. Bureaucrats and voters each ranked it 45th in importance, and legislators 47th out of the 48 values. Bureaucrats scored this value highest, and legislators lowest among the surveyed groups. Legislators scores were significantly lower than the mean scores of both bureaucrats and voters. Moreover, the disparity of responses within each of the three survey groups as to the importance of this value was pronounced. Autonomy ranked 47th out of 48 values for each of the three groups in terms of the smallest standard deviation. "Autonomy" was associated with "independent" as a value in the factor analysis for all bureaucrat survey responses.

In a comparison with the value of "deference" (the consideration which public administrators give to the views and opinions of others in making government program decisions), "autonomy" (the exercise of independent professional judgment by a public administrator in making government program decisions) was more important as a characteristic for career public servants to have, according to both bureaucrats and legislators, but voters believed that "deference" was a more important value. Bureaucrats gave "autonomy" the highest absolute score of all three groups, and voters the lowest score. Bureaucrats assessed "autonomy" significantly higher in importance than did voters. Since "autonomy" is a characteristic of virtually all professions, this is one value that may characterize public administration as a profession or discipline. Colorado voters' responses had the least variance, as measured by their standard deviation of 1.3802, and the legislators had the most with a standard deviation of 1.5407.

Legislator responses to this value of "autonomy" versus "deference" illustrated differences on the basis of gender, with male legislators favoring "deference" and female legislators "autonomy." Democratic legislators were significantly more likely to rate "autonomy" as an important value for civil servants than were Republican legislators. In fact, in a forced comparison between "autonomy" and "deference" Democratic legislators were significantly more likely to select "autonomy" and Republican legislators "deference."

Voter responses to this value also manifested differences, based upon voter education. In the forced choice comparison between "autonomy" and "deference" those voters with an undergraduate degree were significantly more likely to select "autonomy" and those with no undergraduate degree more likely to choose "deference." Voter responses on the basis of party affiliation also showed differences. Democratic party voters favored "autonomy" over "deference" in a forced choice match, and so did Republican voters to a lesser extent. On the other hand, Independent voters favored "deference" in the comparison.

I conclude that the value of "autonomy" for Colorado career civil servants is a defining one for public administration, although given the representative nature of our governmental system, the concept cannot be taken too far. There exists consensus among public administrators and an understanding of its greater importance when compared with the consensus among elected officials and the public. While there are some differences in responses based upon both gender and party affiliation, the assessment of the value of "autonomy" is nonetheless greater among Colorado civil servants than for others. On the other hand, I also conclude that "autonomy" is among the least important values for civil servants to possess in Colorado State government because it appears in the bottom quartile of all of the values tested.

Caring

"Genuine care for fellow citizens" is identified by Dwivedi as a primary moral obligation for public administrators (American Society for Public Administration 1989, 103). It is similarly identified by Guy (1991, 193). It has been identified as a universal ethical value (Josephson 1989, 2), and it is part of the democratic ethos set of values.

"Be caring" (feel concern about or have interest in persons served by the government program) is a third-quartile ranked value for each of the three Colorado groups surveyed. Voters ranked it highest in importance in 27th place, bureaucrats ranked it 29th, and legislators 36th. The voters mean score was highest, and the legislators was the lowest, but there were not significant differences found in the means from the three groups surveyed. There was a mid-range consensus on the importance of the value of "caring" as a characteristic for career public servants. This value ranked 29th for the smallest standard deviation for bureaucrat responses, 32nd for legislator responses, and 18th for voter respondents. "Caring" was associated with the values of "compassionate," "tolerance," "socially conscious," and "courteously" in the factor analysis of bureaucrat survey responses.

Bureaucrat responses manifested some differences for this value, based upon the department or agency of the respondent. Department of Revenue bureaucrats rated the importance of "caring" significantly lower than did the respondents from the Departments of Higher Education, Institutions, and Social Services. Bureaucrat responses to this value also illustrated differences based upon the highest degree held by respondents. Those with masters degrees rated "caring" significantly more important than did those with bachelors degrees. Those with degrees in social sciences rated "caring" significantly more important than did those with degrees in engineering and finance. Bureaucrat responses to this value also illustrated differences based upon gender, with female bureaucrats assessing "caring" significantly higher than did male bureaucrats. Bureaucrat responses to this value

also manifested differences based upon the author's job classification scheme, with Administrative personnel significantly more likely to rate the value of "caring" higher than were Engineers.

Legislator responses to this value illustrated that Democratic legislators were significantly more likely to rate high the public administration value of "caring" by civil servants than were Republican legislators.

Voter responses to this value illustrated differences, based upon the highest degree earned by a voter. Those holding a masters degree were significantly more likely to rate lower this value than those with no college degree.

I conclude generally that "caring" as a value for public administrators is more important to the public than to those in government service, no matter whether that service is in the legislature or the executive branches. However, "caring" is also valued more by civil servants engaged in education or social services activities than by others, and seems correlated with those who have received higher levels of education and those in fields—such as public administration—heavily associated with the work performed by government. "Caring," however, is not an important value, meaning it is not ranked in the top half of all values tested, and it is not a defining value for public administrators in Colorado either.

Communicative

From the human relations school of public administration, including Elton Mayo and Chester Barnard, and the leadership school comes a stress on communication skills for public administrators: Barnard specifically identified it in his work (1964), for example, when he noted the informal nature of many communications. Golembiewski also identified "open communication" (1977). The "new public administration" also noted the need for "open communication" and "community consultation." The 1984 ASPA Code of Ethics required "open communication" of its members, and the 1994 version

stated that ASPA members should "Recognize and support the public's right to know the public's business." "Communicative" is a component value of the democratic ethos.

"Be communicative" (communicate with others, getting feedback and disclosing appropriate information) is a value rated 9th in importance by Colorado bureaucrats, 17th by legislators, and 18th by voters. Bureaucrats rank-ordered "communicative" eight places ahead of legislators, as set forth in Table 4.2, and nine places ahead of voters, in Table 4.3. Legislators had the highest mean score, and voters the lowest, but there were no significant differences found among the mean scores. The value of "communicative" showed little standard deviation among bureaucrat responses, but more among legislator and voter responses. It ranked sixth as having the least standard deviation for bureaucrats, 15th for legislators, and 21st for voters. "Communicative" was associated with "creative," "diligent," "efficient," "effective," "economical," and "courage" as values in the factor analysis performed on all bureaucrat survey responses.

Bureaucrat responses illustrated some differences based upon the highest degree held by respondents. Those with degrees in public administration rated "communicative" significantly more important than did those with degrees in engineering. Bureaucrat responses showed some differences based upon gender as well. Female bureaucrats assessed "communicative" significantly higher than did male bureaucrats. Lastly, bureaucrat responses illustrated differences based upon the author's job classification scheme, with Human Resources and Administrative personnel assessing the value of "communicative" significantly higher than did Engineers.

Colorado legislator responses manifested difference based upon gender, with females significantly more likely to find "communicative" of worth as a civil servant characteristic than were male legislators.

Voter responses to this value illustrated differences, based upon the highest degree received by the voter. Those with a masters degree were significantly more likely to rate lower this value as an

important one for career civil servants to possess than those holding a bachelors degree or no college degree at all.

I conclude that being "communicative" is not a premier value since only bureaucrats ranked it in the first quartile of values tested. Notwithstanding the finding of no statistically significant differences among the Colorado groups surveyed, "communicative" is nonetheless an important value. It is more important across the board for Colorado State government civil servants than for others—it is ranked in the first quartile by them—but it is more especially important for those who have received training in public administration compared with other fields. It is a part of any professional ethics for Colorado public administrators.

Compassionate

Chester Barnard identified "compassion" as an important attribute for administrators (1964), and so did Lewis (1991, 28). The 1984 and 1994 ASPA Codes of Ethics require "compassion" by members in performing their duties. "Compassionate" is a part of the democratic ethos.

"Be compassionate" (have sympathy and be tender towards persons or groups served by the program) was a bottom-ranked quartile value for each of the three groups surveyed in Colorado. It is rated 40th in importance by bureaucrats, 43rd by voters, and 45th by legislators among the 48 values for career civil servants. Voters had the highest mean score for this value, and legislators the lowest. Bureaucrats had a significantly higher assessment of this public administration value than did both voters and legislators. Furthermore, there was substantial disagreement within the bureaucrat, legislator, and voter groups on the importance of this value. "Compassionate" was ranked with the 40th least standard deviation for bureaucrat responses, 46th for legislators, and 44th for voters. "Compassionate" was associated with the values of "caring," "tolerance," "socially conscious," and "courteously" in the factor analysis of bureaucrat survey responses.

In a comparison with the public administration value of "objectivity" (lack of bias and emotional distance, where a public administrator views issues apart from his or her own feelings in administering a government program benefiting particular groups or individuals), "compassion" (the caring and feelings of sensitivity a career public administrator may have in administering a government program benefiting particular groups or individuals) was assigned a lower worth by bureaucrats, legislators and voters. In fact, in the forced choice comparison responses of all questions, no value had a lower score for all of the three groups surveyed than "compassion." The highest absolute score in the comparison with "objectivity" was given by voters, with bureaucrats and legislators next in that order. Bureaucrats have the least standard deviation at 1.3925 and voters the most at 1.4569.

Colorado bureaucrat responses illustrated some differences in how this value was assessed as a desirable attribute for career civil servants to possess, based upon the department or agency of the respondent. Department of Institutions bureaucrats, and those from the Judicial Branch, rated the importance of "compassionate" significantly more important than the respondents from the Department of Revenue. In addition, the Department of Institutions respondents rated this same value significantly higher than did those from the Department of Transportation. Department of Revenue bureaucrats gave significantly more importance to the value of "objectivity" and the Department of Institutions employees significantly greater importance to the value of "compassion," when comparing these two values.

Bureaucrat responses to this value also manifested differences based upon the highest degree held by respondents. Those with no college degree or masters degree rated "compassionate" more important than did those who had bachelors degrees. Bureaucrat responses to this value illustrated differences based upon gender, with female bureaucrats assessing "compassionate" significantly higher than did male bureaucrats. In the comparison of "compassion" versus "objectivity" female

respondents favored "compassion" significantly more than males, although both genders favored "objectivity."

Legislator responses to this value of "compassionate" for career civil servants showed significant differences based upon party affiliation, with Democratic legislators rating it significantly higher than Republican legislators.

Voter responses to this value illustrated differences based upon the gender of the respondents. Female voters were significantly more likely to rate high the value of "compassionate" than were male voters. Moreover, in the forced choice between "compassion" versus "objectivity" females were significantly more likely to rate high the value of "compassion" than were males, but both groups favored "objectivity" over "compassion" but the females only slightly. Voter responses also showed differences based upon the annual income of respondents. Those with less than \$20,000 income were significantly more likely to rate high this public administration value than were those over \$20,000 income.

"Compassionate" as a value for career civil servants in Colorado government produced some of the least consensus among all groups; but it was consistently ranked among the lowest quartile of the values tested for each of the groups. While there are some differences based upon gender, party affiliation and income level, it is also a value with specific appellation to the field of public administration. While it is a last quartile ranked value and thus not a part of any professional ethics for the Colorado State Government career bureaucracy, it is nonetheless a defining value for public administrators, because they give it a significantly greater level of importance than both Colorado voters and legislators.

Competent

The Pendleton Act of 1883 ushered in a reform of the spoils system, and the beginning of civil service appointment based upon merit, including the use of competitive examinations, to select those most "competent" for government service. Worthley and Grumet identify "competence" (1983, 60) as a value. The Council for Excellence in Government terms it "technical expertise" (Council for Excellence 1992, 8). The 1984 ASPA Code of Ethics requires "professional competence" of its members, and the National Contract Management Association Code of Ethics urges members to "increase knowledge, skill and thoroughness" in their activities (1988, 7). Sikula noted that governmental executives specifically attached considerably more priority to "competency" values than did other occupational groups (1973). It has been the author's observation that "competency" as a value has been held in highest esteem not only by public managers at all levels of government, but by technical experts in many professions. "Competence" is a part of the bureaucratic ethos.

"Be competent" (have the necessary level of knowledge, experience and skill in job performance) is a premier value for each of the three groups surveyed, meaning it was ranked by them in the top quartile of all values. It is rated 2nd by bureaucrats, 3rd by voters, and 7th by legislators as a value to be possessed by public employees in the career civil service in Colorado. Bureaucrats had the highest mean score for this value, and legislators the lowest, but there were no significant differences in the means. "Competent" had the second least standard deviation among bureaucrat responses, indicating a high level of accord among bureaucrats for this value's worth. On the other hand, it had the tenth smallest standard deviation for legislators, and even less consensus (24th) among voters as a value that should be possessed by career public servants. "Competent" was associated with the values of "confidentiality" and "accountable" in the bureaucrat survey factor analysis.

In comparison with another top-quartile public administration value, "trustworthiness" (integrity, personal honor, and virtue in managing and delivering government services), "competence"

(acquiring and applying the necessary knowledge, training and skill in managing and delivering governmental services to persons or groups) received a lower ranking by bureaucrats, legislators, and voters; but it was barely lower for voters and bureaucrats. Legislators assessed an importance to "competence" that was significantly lower than that assessed by bureaucrats and voters in this comparison. These findings for legislators and voters in the forced choice question validated the findings from the 48 value and normative statement question answers. The different response from bureaucrats also indicates a possible professional public administration ethics, with "competence" or expertise held in high regard, an indication of the existence of a profession from the professional literature reviewed. There is not much difference in the variance of the responses from the three groups, with bureaucrats lowest at 1.1113 and legislators at a 1.1632 standard deviation.

Colorado voter responses to the forced choice comparison involving "competence" versus "trustworthiness" showed differences, based upon the party affiliation of the respondent voters. Democratic voters favored "competence" in the comparison, whereas Republican and Independent voters favored "trustworthiness" over "competence," albeit only slightly for Independent voters.

I conclude that "competence" has a high value for all persons having any expectations of public administrators in Colorado State government. It is among the premier values to be had by Colorado career civil servants, and has been viewed this way nationally since the late 1800s. I conclude further that "competence" is a part of any professional public administration ethics in Colorado.

Confidentiality

Mertins and Hennigan identify "confidentiality" as an important public administrator attribute (1982, 20), and so does the Council for Excellence in Government (1992, 8). The 1984 ASPA Code of Ethics recognized both "privileged information" and "confidential information" and required its

members to respect and protect them, and the ICMA Code of Ethics noted "confidentiality" as guideline. "Confidentiality" is a part of the democratic ethos.

"Maintain confidentiality" (keeping confidential, private or privileged government information) is ranked as a mid-range value by the three groups surveyed. It is rated 13th in importance by bureaucrats, 24th by legislators, and 30th by voters. Moreover, bureaucrats rank-ordered "confidentiality" 11 places ahead of legislators and 17 places ahead of voters, as set forth in Tables 4.2 and 4.3. Bureaucrats had the highest mean score for this public administration value, and voters the lowest. Bureaucrats had a significantly higher assessment of this public servant characteristic than did voters. Among no survey group was there substantial consensus as to the worth of this value for government employees. "Confidentiality" for bureaucrats was ranked with the 27th smallest standard deviation; for legislators it was 34th and for voters it was 40th. "Confidentiality" was associated with the values of "competent" and "accountable" in the factor analysis of all bureaucrat survey responses.

Colorado bureaucrat responses to this value also illustrated differences based upon the highest degree held by respondents. Those with masters degrees assessed "confidentiality" significantly more important than did those with law degrees. Those with degrees in engineering rated "confidentiality" significantly more important than did those with degrees in finance, health, the social sciences, and the natural sciences. In addition, those with law degrees rated "confidentiality" significantly lower than did those with degrees in the social sciences. Bureaucrat responses to this value also manifested differences based upon gender, with female bureaucrats assessing "confidentiality" significantly higher than did male bureaucrats. Bureaucrat responses to this value conveyed differences based upon the Department of Personnel Job Classification scheme, with Professional Services bureaucrats significantly more likely to place a high worth of the value of "confidentiality" than were Physical Science and Engineering bureaucrats. Bureaucrat responses to this value illustrated differences based

upon the author's job classification scheme, with Administrative, Finance, Human Resources, and Enforcement personnel providing a higher importance rating to the value of "confidentiality" than did Engineers.

Legislator responses to this value illustrated differences based upon age, with those legislators in their fifties holding this value in significantly higher esteem than did those in their sixties.

Colorado voter responses to this value illustrated differences based upon the gender of the respondents. Female voters were significantly more likely to rate high the value of "confidentially" than were male voters.

I conclude that, while there was substantial variance in responses among all groups to the important of the value of "confidentiality" to career public servants, the evidence is strong that it belongs as a part of any professional public administration ethics in Colorado. While it just missed being a top-quartile ranked value for bureaucrats, those serving in the classic administrative, human services and finance responsibilities within government rated it among the highest values, and those who have received specific training in public administration or related fields held this value high too. In addition to it having a place in any professional public administration ethics, it is a defining value for public administrators in this State.

Conflict of Interest Avoidance

Mertins and Hennigan identified "avoiding conflicts of interest" as an important characteristic for public administrators (1982, 17); so did York Willbern (1984, 102). The 1984 ASPA Code of Ethics admonished members to "avoid any interest or activity which is in conflict with the conduct" of official duties. The ASPA 1985 Implementation Guidelines went further and noted that the appearance of conflict should be avoided because "public employees are trustees for all the people." and they specified that "public employees should avoid frequent social contact with persons who come

under their regulation or persons who wish to sell products or services to their agency or institutions.” ASPA members are to make it clear that there can be no use of “public funds to benefit yourself, your family, or your friends.” My public administration experience in New York State, Washington, DC, and Illinois has confirmed the high importance for this value among elected officials and high level public managers. “Conflict of interest avoidance” is a part of the bureaucratic ethos.

“Avoid conflicts of interest” (circumstances where personal gain or interest affects job decisions) was a premier value for all three groups surveyed. It was rated 2nd in importance by legislators, 6th by bureaucrats, and 8th by voters. Legislators had the highest mean score and voters the lowest mean. Legislators assessed this value significantly higher than did both bureaucrats and voters. For both bureaucrats and legislators this value held significantly greater worth among respondents, but voter respondents assessed this value significantly lower. Bureaucrats ranked “conflict of interest avoidance” as having the seventh least standard deviation in responses, legislators third, and voters 26th. Avoiding “conflicts of interest” was associated with the values of “honest” and “integrity” in the factor analysis of all bureaucrat responses from the survey.

Voter responses to this value illustrated differences, based upon the highest degree received by the voter. Those with a masters degree were significantly more likely to rate lower this value as an important one for career civil servants to possess than did those holding a bachelors degree or no college degree at all.

While the value of the “avoidance of conflicts of interest” for Colorado State government career civil servants is not a value peculiar to public administration, it is a value ranked in the top quartile of values for all three groups surveyed. It seems to be a value which if not adhered to may get a public administrator in deep trouble, and has excellent general support among those surveyed. It is a premier expectation for those in government service, and is a part of any professional public administration ethics in Colorado.

Consistent

"Consistent" is not often cited as a value in public administration literature, but it is a value often demanded by constituents of government agency programs, or other stakeholders, and by legal and other critics of governmental activities, based upon my public management experience over 25 years. It is a part of the bureaucratic ethos.

"Be consistent" (adhere to guidelines, with program decisions marked by harmony and continuity) is a third-quartile rated value for Colorado career civil servants to possess. It was ranked 28th in importance by voters, and 30th by both bureaucrats and legislators. Colorado legislators had the highest mean score for this value, and bureaucrats the lowest; but there were not significant differences between any of the means of the three groups surveyed. "Consistent" as a value for Colorado public administrators had a mid-range consensus among bureaucrat, legislator, and voter respondents. Bureaucrat respondents had it ranked with the 26th least standard deviation, legislators with the 23rd, and voters with the 27th. "Consistent" was associated with the values of "obedient," "loyal," "orderly," "predictable," "deference," and "stability" in the factor analysis performed on all bureaucrat responses to the survey instrument.

Bureaucrat responses to this value also illustrated differences based upon the highest degree held by respondents. Those with a doctorate assigned a significantly lower importance to "consistent" than did those with no college degree, or those with associate, bachelors, and masters degrees.

Voter responses to this value illustrated differences based upon the political affiliation of the voter. Republican voters rated "consistent" as a value for career government significantly higher than did Independents.

I conclude that for Colorado public administrators to be "consistent" is not a peculiar value for any public administration ethics, nor it is especially important as a characteristic for career public servants to possess.

Courage

Steven K. Bailey identified "courage" representing the opposite of timidity and withdrawal as one of three essential moral qualities for public servants (1964). Sikula recognized "courageous" as a government executive value (1973, 19); so did Cooper (1987, 13), the Council for Excellence in Government (1992, 7-8), and the ASPA Principles adopted in 1981. "Courage" is a part of the democratic ethos.

"Have courage" (face program decisions with firmness; act with fortitude and a brave heart toward the public) was a third-quartile rated value by each of the three groups surveyed. Legislators ranked it highest in 27th place in terms of importance, with bureaucrats close behind in 28th and voters in 31st place. Legislators had the highest mean score and bureaucrats the lowest mean, but there were not significant differences in any of the means of the groups. "Courage" as a value for public administrators elicited a mid-range consensus response from the three groups. Bureaucrats ranked "courage" as having the 24th least standard deviation, legislators the 17th, and voters the 25th least. "Courage" was associated with the values of "creative," "diligent," "efficient," "effective," and "economical" in the factor analysis of all bureaucrat survey responses.

Bureaucrat responses illustrated some differences in this value, based upon the department or agency of the respondent. Colorado Department of Labor bureaucrats rated the importance of "courage" significantly higher than did the respondents from the Departments of Natural Resources and Regulatory Agencies. Bureaucrat responses to this value also illustrated differences based upon the highest degree held by respondents. Those with doctorates rated "courage" of significantly lesser importance than did those with no college degree, bachelors or masters degrees. Bureaucrat responses to this value also illustrated differences based upon the Department of Personnel Job Classification scheme, with Management bureaucrats significantly more likely to place a high worth on "courage" than were Physical Science and Engineering bureaucrats. Bureaucrat responses to this value illustrated

differences based upon the author's job classification scheme too, with Administrative personnel assessing the value of "courage" significantly higher than did Engineers.

Voter responses to this value illustrated differences, based upon the highest degree earned by a voter. Those holding a masters degree were significantly more likely to rate lower this value than did those with no college degree.

While there are some differences among career civil servants themselves as to the value of "have courage," the value as a whole does not rise to a high importance level among any groups. It cannot be confirmed a part of any professional public administration ethics in Colorado, although it did have high levels of support from managers in the field of public administration.

Courteously

Serving the public with "courtesy" is a demand the ASPA Code of Ethics makes upon its members and "courteous conduct" is the guideline for implementation. Sikula recognized being "polite" as a government manager value (1973, 19). "Courtesy" is an attribute of the democratic ethos.

"Act courteously" (with politeness and graciousness to others) was a top-quartile value for Colorado legislators, who rank it in 11th place. Colorado State bureaucrats rated it 15th in importance and voters 22nd in the ranking of 48 values to be possessed by career civil servants. The highest mean score for this value was the one from legislators, and the lowest that from voters. There were significant differences in the means between bureaucrats and legislators, and between legislators and voters. "Courteously" elicited a second quartile of least standard deviation rankings from all surveyed groups. Bureaucrat responses had it 17th for the least standard deviation, and legislators and voters ranked it 16th each. "Courteously" was associated with the values of "compassionate," "caring."

"tolerance." and "socially conscious" in the factor analysis performed on only the bureaucrat survey responses.

Bureaucrat responses to this value illustrated differences based upon gender, with female bureaucrats assessing "courteously" significantly higher than did male bureaucrats.

Voter responses to this value illustrated differences, based upon the highest degree received by the voter. Those with a masters degree were significantly more likely to rate lower this value as an important one for career civil servants to possess than were those holding a bachelors degree or no college degree at all.

Civil servants should "act courteously," according to most respondents, and the value of "courteously" does rise to the level of being a part of any professional public administration ethics in Colorado. It is an important value for career civil servants to possess, but not a premier one. In addition, it is a defining value for public administrators because bureaucrats rated it significantly higher than legislators.

Creative

The work of Douglas McGregor emphasized the contrast between "Theory X" and "Theory Y" including the nature of workers lacking creativity compared with one who was creative (1960). Golembiewski also identified "innovation" (Golembiewski 1977), and Sikula (1973, 19) recognized "imaginative" as a governmental executive value. A recent ASPA President, Christine Gibbs, urged members to be creative in their work (*ASPA Times*, 1 August 1993, 5). The 1984 ASPA *Code of Ethics* urged members to approach their duties and support "creativity" and the ICMA Code of Ethics calls upon its members to maintain a "creative" attitude. This characteristic for public administrators is part of the democratic ethos set.

"Be creative" (innovative, taking risks, and seeking to find solutions to problems which arise) is rated an important value by Colorado State bureaucrats in 23rd place. Colorado legislators thought it was much lower by ranking it in 34th place, and voters ranked it lower still in 39th place. The highest mean score for this public administration value was from bureaucrats, and the lowest was from voters, and bureaucrats were significantly more likely to assess this value higher than did voters. There was somewhat more consensus among bureaucrat respondents about the importance of the value of "creative" for public administrators in Colorado, than there was for legislators or voters. It ranked 20th for the least standard deviation for bureaucrats, and 30th for legislators, and 32nd for voters. "Creative" was associated with the values of "communicative," "diligent," "efficient," "effective," and "economical" in the factor analysis of all bureaucrat responses.

In a comparison with the value of "predictability" (constancy in decision making, both over time and among similar cases, so that people know what to expect in governmental services or benefits), "creativity" (ability of a public administrator to innovate, consider additional factors in making judgments about services or benefits which might be offered, and go beyond expected rules or standard procedures in programs) was assessed as more important by bureaucrats, legislators, and voters in Colorado. Bureaucrats scored "creativity" highest, with legislators and voters following. But there was a significant difference between bureaucrat and voter responses, with the former ranking "creativity" higher. Bureaucrats had the least variance in their responses, with a standard deviation of 1.3341, and voters the most with a standard deviation of 1.7308.

Bureaucrat responses to this value illustrated differences based upon gender, with female bureaucrats assessing "creative" significantly more important than did male bureaucrats. Bureaucrat responses to this value illustrated differences based upon the Department of Personnel Job Classification scheme, with Management bureaucrats significantly more likely to place a high worth on the value of "creative" than were Physical Sciences and Engineering, Financial Services.

Enforcement and Protective Services, Law, Health Care Services, and Professional Services bureaucrats.

Colorado voter responses for this value illustrated differences based upon the income of the respondents. Those with \$50,000 or more income were significantly more likely to rate "creative" as a public administration value for career government employees than were those with income between \$20,000 and \$50,000. Voter responses to this value also illustrated differences based upon the political affiliation of the voter. Democratic voters rated "creative" as a value for career government significantly higher than did Republicans.

Taken together, the findings and evidence for the value of "creative" for public administrators suggests that career civil servants, especially those in traditional government management jobs, ranked this tested value of greater importance than others. Thus, we conclude that it is a defining value for a public administrators, and one that is a part of any professional public administration ethics.

Deference

"Deference" is not generally a value associated with a profession, but the public administration literature in which the bureaucracy is described as being subservient to elected officials and to the three branches of government suggested that this notion should be tested and assessed among the survey groups, both separately and in contradistinction to "autonomy," which is cited as a professional value, and separately to assess its own peculiar strengths as a value. Determining its relative strength against "independent" which is also a public administration value should provide a framework for prioritization. "Deference" is part of the bureaucratic ethos.

"Act with deference" (yielding to the views and opinions of others in managing a government program) was a bottom-ranked quartile value for bureaucrats to possess for each of the three groups surveyed. In fact, Colorado bureaucrats ranked it last among the 48 values surveyed, with voters

rating it second to last in 47th place, and legislators placed it in 46th place. "deference" should be considered the least important value of the 48 surveyed. Bureaucrats had the lowest mean score for this value, and legislators the highest. Bureaucrats scored this value significantly lower for their occupation than did both legislators and voters. There existed great disparity in the responses to this value from all three survey groups. Bureaucrats had greater differences in their responses, measured by standard deviation, for this value than did any others in the survey. There was a high level of variance in the responses for both legislators and voters as well, with legislators responding with a standard deviation ranking of 44th and voters 45th out of the 48 values tested. "Deference" was associated with the values of "obedient," "loyal," "orderly," "consistent," "predictable," and "stability" as the Obedience-Consistency Factor, ascertained by a factor analysis of all bureaucrat responses.

In a comparison with the value of "autonomy" (the exercise of independent professional judgment by a public administrator in making government program decisions), "deference" (the consideration which public administrators give to the views and opinions of others in making government program decisions) was ranked higher only by voters as a desirable characteristic of career public servants. Both Colorado bureaucrats and legislators assessed "deference" a lower importance than "autonomy," with bureaucrats having a significantly lesser importance assessment of "deference" than voters provided. Voters have the most consistency in their responses, with a standard deviation of 1.3802, and legislators the least consistency with a standard deviation of 1.5407.

Legislator responses to this value of "autonomy" versus "deference" illustrated differences on the basis of gender, with male legislators favoring "deference" and female legislators "autonomy." Moreover, in a force comparison between "autonomy" and "deference" Democratic legislators were significantly more likely to select "autonomy" and Republican legislators "deference."

Colorado voter responses to this value also illustrated differences, based upon voter education. In the forced choice comparison between "autonomy" and "deference" those voters with an undergraduate degree were significantly more likely to select "autonomy" and those with no undergraduate degree more likely to choose "deference." Voter responses to this value illustrated differences, based upon the highest degree earned by a voter as well. Those holding a masters degree were significantly more likely to rate lower this value than did those with no college degree. Lastly, voter responses in the forced choice comparison involving "deference" versus "autonomy" illustrated differences, with Independent voters favoring "deference" and Democrats and Republicans, in that order, favoring "autonomy" over "deference."

I conclude that "deference" is among the least, if not the least, important value tested for career civil servants in Colorado. It is not a part of any professional public administration ethics in the State, but it is a defining value in that bureaucrats assessed it significantly lesser in importance than did both voters and legislators.

Diligent

The National Contract Management Association Code of Ethics calls on its members to "exercise diligence in carrying out the duties of his or her employer" (1988, 7). "Diligence" is a part of the bureaucratic ethos.

"Be diligent" (industrious, exerting effort and promptness in managing a program) was a mid-level rated value to be encouraged in Colorado to career public servants. Bureaucrats and voters rated it highest in 19th place, and legislators ranked it 26th. Voters had the highest mean score for this public administration value, and bureaucrats the lowest. But there were not statistically significant differences in the means reported from the three groups surveyed. For each of the surveyed groups, this value of "diligent" ranked in the top half of values eliciting consensus. Bureaucrat responses

illustrated this value as having the 11th least standard deviation in responses, legislators 22nd, and voters 11th. "Diligent" was associated with the values of "creative," "communicative," "efficient," "effective," "economical" and "courage" in the factor analysis performed on all bureaucrat survey responses.

Bureaucrat responses illustrated some differences in this value, based upon the department or agency of the respondent. The Colorado Department of Social Services bureaucrats rated the importance of "diligent" significantly more important than did the respondents from the Departments of Corrections, Revenue, and Natural Resources. Bureaucrat responses illustrated some differences in this value based upon the Department of Personnel Job Classification scheme, with Professional Services bureaucrats significantly more likely to place a high worth on "diligent" than were Physical Science and Engineering bureaucrats.

Voter responses to this value illustrated differences, based upon the highest degree received by the voter. Those with a masters degree were significantly more likely to rate lower this value as an important one for career civil servants to possess than did those holding a bachelors degree or no college degree at all.

I conclude that public administrators should be "diligent" as perceived by survey respondents. It is an important value for all groups, and is a part of any professional public administration ethics in Colorado.

Discretion

"Discretion" has been a value at the heart of public administration, as exemplified in the Finer and Fredrick debates; Friedrich, for example, noted that for public administrators that there was not an absolute distinction between policymaking and policy execution (Friedrich 1940). Golembiewski also identified "discretion" (1977) as a value, and so did Appleby (1949, 7). K. C. Davis expressed his

concern regarding the discretion excised by public administrators (1969). The current ASPA Code of Ethics recognizes the "discretionary authority" of its members and requires it to be used to promote the public interest. "Discretion" is a component of the democratic ethos.

"Apply discretion" (use judgment, make distinctions, be circumspect) was a third-quartile value for all three Colorado groups surveyed. Bureaucrats rated it highest in 25th place, with both legislators and voters assessing it in 32nd place in terms of importance as a characteristic to be possessed by career civil servants; its rank-order for bureaucrats was seven places ahead of both legislators and voters, as set forth in Tables 4.2 and 4.3. Bureaucrats rated this value highest, and legislators lowest in an absolute sense, but there were not statistically significant differences in the means reported among the groups. "Discretion" as a public administration value produced a mid-range consensus among bureaucrat, legislator, and voter respondents. The standard deviation for "discretion" was 23rd lowest for bureaucrats, 28th for legislators, and 22nd for voters. "Discretion" was associated with the value of "prudent" in the factor analysis of only bureaucrat responses.

Bureaucrat responses illustrated some differences in this value, based upon the department or agency of the respondent. The Colorado Departments of Labor and Social Services bureaucrats rated the importance of "discretion" significantly higher than did the respondents from the Departments of Revenue and Natural Resources. Bureaucrat response illustrated some differences in this value, based upon the Colorado Department of Personnel Job Classification scheme, with Management bureaucrats significantly more likely to place a high worth on the value of "discretion" than were bureaucrats in the classes of Physical Science and Engineering, and Enforcement and Protective Services. Bureaucrat response illustrated differences in this value, based upon the author's job classification scheme, with Administrative and Law personnel giving this value of "discretion" a significantly higher value than did Engineers.

Voter responses to this value illustrated differences on the basis of age of the voter, with those in their sixties significantly more likely to assess a higher value to public career civil servant "discretion" than were those voters in their thirties.

There were not significant differences among the Colorado groups surveyed as the importance of the value "discretion" for career civil servants, and it cannot be confirmed to be a part of any professional public administration ethics in the State.

Economical

Wrote Woodrow Wilson, "It is the object of administrative study to discover, first, what government can properly and successfully do, and, secondly, how it can do these proper things with the utmost possible efficiency and at the least possible cost either of money or of energy" (1941, 481). Frederickson and Ventriss identified "economy" (Ventriss 1989, 122) as a value. Economy along with efficiency and effectiveness were thus foundational values of an orthodox or bureaucratic ethos. Wastefulness was considered to be immoral: fiscal integrity was a matter of ethical behavior (Chandler 1989, 605). The Code of Ethics for Government Service today urges all public servants to seek, find and use more "economical" ways of providing government services.

"Be economical" (frugal, not wasting money or public resources in government operations) was a second-quartile rated value for all three Colorado groups surveyed. Legislators rated it 13th, voters 14th, and bureaucrats rated it in 18th place out of 48 values. Legislators reported the highest mean score for the public administration value, and bureaucrats the lowest. But there were not statistically significant differences among the means reported for any of the groups. There exists substantial accord among responses from bureaucrats and legislators for this value. Bureaucrats ranked it as having the 14th least standard deviation, and legislators 11th of all the 48 values. However, voter responses had it ranked 33rd in least standard deviation. "Economical" was associated

with the values of "creative," "communicative," "diligent," "efficient," "effective," and "courage" in the factor analysis of all bureaucrat responses.

In the comparison with the public administration value of "effectiveness" (producing a desired goal or targeted result in a government program), "economy" (not wasting money or public resources in government operations) was assessed a greater importance by legislators, but not by bureaucrats and voters. The legislator preference for "economy," however, was relatively slight, and the voter preference for "effectiveness" in this comparison was also relatively slight. On the other hand, bureaucrats had a significantly lower assessment of the value of "economy" than did either legislators or voters, in this value comparison. Bureaucrats had the least variance in their responses, with a standard deviation of 1.0315, and voters had the most at 1.4454.

Bureaucrat responses illustrated some differences in this value, based upon the department or agency of the respondent. The Colorado Departments of Labor and Social Services bureaucrats rated the importance of "economical" significantly higher than did the respondents from the Departments of Revenue and Health. The Department of Corrections personnel gave significantly more importance to "economy" compared with "effectiveness" did Judicial Branch respondents. Bureaucrat responses illustrated differences in this value, based upon the Colorado Department of Personnel Job Classification scheme, with the classes of Management and Professional Services placing a significantly higher worth on the value of "economical" compared the class of Physical Science and Engineering respondents. Moreover, the Management class also scored "economical" significantly higher than did the Enforcement and Protective Services bureaucrats. Bureaucrat responses illustrated differences in this value, based upon the author's job classification scheme, with Administrative, Human Resources, and Law personnel providing a significantly higher importance to "economical" than Engineers.

Legislator responses to the forced choice or forced choice between "economy" and "effectiveness" showed that male legislators favored "economy" and female legislators "effectiveness." Legislator responses to this value also illustrated that Republican legislators were significantly more likely to assess higher worth to "economical" compared with Democratic legislators.

Voter responses to the forced choice comparison between "economy" versus "effectiveness" illustrated that those voter respondents with a bachelors degree were more likely to split their rankings between "economy" and "effectiveness" while those with masters degrees were significantly more prone to select "effectiveness." In a similar comparison of these two values, voters based upon party affiliation also showed differences. Republican voters favored "economy" slightly, whereas Democratic and Independent voters favored "effectiveness."

While the characteristic of "economical" is an important one for Colorado career civil servants to possess (it is ranked in the second quartile by all groups), there is more support for this value among those outside of public administration than from those within the field. It is part of a Colorado professional public administration ethics, but it is not a defining value for Colorado public administrators.

Effective

Traceable to Woodrow Wilson (1941, 494) as a value for public sector management, effectiveness is a core value of the orthodox or bureaucratic ethos. Perry believes that effectiveness is the ultimate goal for practitioners of public administration (Perry 1989, 574). The 1984 ASPA Code of Ethics identified member obligations to administer the public's business with "effectiveness." "Effective" is part of the bureaucratic ethos.

"Be effective" (producing the expected or desired result while managing the government program) was an important value for all three groups surveyed in Colorado. Legislators rated it 9th, bureaucrats 12th, and voters 13th in the rankings of the 48 values. Legislators had the highest absolute score for this public administration value, and voters the lowest one. Yet there were not statistically significant differences in the means reported from the three groups surveyed. Relatively high consensus existed for bureaucrat responses and for legislator responses for this value. "Effective" had the ninth least standard deviation score for bureaucrats, and fifth for legislators. But there was greater variation in the voter responses, for it was ranked with the 13th least standard deviation in responses. "Effective" was associated with the values of "creative," "communicative," "diligent," "efficient," "economical" and "courage" as part of the Creativity-Efficiency Factor determined from an analysis of all bureaucrat responses.

As noted above, in the comparison with the value of "economy" (not wasting money or public resources in government operations), "effectiveness" (producing a desired goal or targeted result in a government program) is assessed a greater weight or importance by bureaucrats and voters, but not by legislators. Legislators barely preferred "economy" over "effectiveness," while voters preferred slightly "effectiveness" over "economy." However, bureaucrats favored "effectiveness" much more strongly in this value comparison. In fact, bureaucrat responses illustrated a significant preference for "effectiveness" over "economy" compared with voters, and there was a significantly different result in the two values compared with legislators as well. The notion of fiscal stewardship for career civil servants is not as strong for bureaucrats themselves as it is for the public and their elected officials. Bureaucrats have the least variance in their responses, with a standard deviation of 1.0315, and voters have the most at 1.4454.

Colorado bureaucrat responses illustrated some differences in this value, based upon the department or agency of the respondent. Judicial Branch respondents gave significantly greater

importance to the value of "effectiveness" than did Department of Corrections respondents, when comparing the values of "economy" and "effectiveness." Bureaucrat responses illustrated some differences based upon the highest degree held by respondents. Those with a degree in social sciences rated "effective" significantly more important than did those with degrees in the natural sciences. Bureaucrat responses illustrated some differences based upon gender, with female bureaucrats assessing the value of "effective" significantly higher than did male bureaucrats. Bureaucrat responses manifested differences based upon the Colorado Department of Personnel Job Classification scheme, with the Management class placing a significantly higher worth on the value of "effective" than did the classes of Physical Science and Engineering, and Professional Services.

Colorado legislator responses to the forced choice or forced choice between "economy" and "effectiveness" showed that male legislators favored "economy" and female legislators "effectiveness."

Voter responses to this value illustrate differences, based upon the highest degree received by the voter. Those with a masters degree were significantly more likely to rate lower "effective" as an important value for career civil servants to possess than were those holding a bachelors degree or no college degree at all. Voter responses, to the forced choice comparison between "economy" versus "effectiveness" illustrated that those voter respondents with a bachelors degree were more likely to split their rankings between "economy" and "effectiveness" while those with masters degrees were significantly more prone to select "effectiveness." Voter responses to this value illustrated differences based upon the political affiliation of the voter. Republican voters rated "effective" as a value for career government significantly higher than did Independents. Voter responses to the forced choice between "effectiveness" and "economy" also illustrated differences, based upon party affiliation of the voters. Democrat and Independent voters favored "effectiveness" whereas Republican voters favored "economy."

I conclude that "effective" is an important value for career civil servants to possess, and a part of any professional public administration ethics in Colorado.

Efficient

According to Gulick, efficiency was to be "axiom number one in the value scale of public administration" (Gulick 1937, 192). Leonard White wrote that "The objective of public administration is the most efficient utilization of the resources at the disposal of officials and employees" (White 1987, 57). Woodrow Wilson cited "efficiency" in his earliest writing as well (1887), and so did more recent writers like Mosher (Mosher 6, 7), Worthley and Grumet (1983, 60) and Frederickson and Ventriss (Ventriss 1989, 122). The 1984 ASPA Code of Ethics called for "efficiency" in public management, and the Code of Ethics for Government Service urges all government employees to seek more "efficient" ways to provide government services. As a part of traditional public administration theory, this value of "efficiency" is part of the bureaucratic ethos.

"Be efficient" (producing the expected or desired result with a minimum of effort and cost) was a third-quartile rated value for all three of the groups in Colorado. Voters rated it highest in importance at 15th, legislators next at 16th, and then bureaucrats at 17th place. Legislators had the highest absolute mean score, and bureaucrats the lowest one, for this value. Yet there were not any significant differences in the means reported by the three groups. Substantial consensus for the worth of this value existed within each of the groups surveyed. Bureaucrat responses produced a 16th least standard deviation, legislators with a 14th least deviation among all the 48 values tested. However, voters had even more accord in their answers, producing a sixth rated least standard deviation. "Efficient" was associated with the values of "creative," "communicative," "diligent," "effective," "economical," and "courage" in the factor analysis of all bureaucrat responses to the survey instrument.

Bureaucrat responses to this value also illustrated differences based upon the highest degree held by respondents. Those with a doctorate assigned a significantly lower importance to "efficient" than did those with no college degree, bachelors, masters or law degrees. Bureaucrat responses to this value also illustrated differences based upon gender, with female bureaucrats assessing the value of "efficient" significantly higher than did male bureaucrats. Bureaucrat responses to this value illustrated differences based upon the Colorado Department of Personnel Job Classification categories, with the Professional Services bureaucrats significantly more likely to give a high worth to the value of "efficient" than were the bureaucrats from Physical Science and Engineering.

Legislator responses to this value illustrated a difference based upon gender, with male legislators significantly more likely than female legislators to rate "efficient" high as a value for civil servants to possess.

Voter responses to this value illustrated differences, based upon the highest degree received by the voter. Those with a masters degree were significantly more likely to rate lower this value as an important one more career civil servants to possess than were those holding a bachelors degree or no college degree at all.

I conclude that being "efficient" is an important value for all groups surveyed (meaning it is in the top half of all values tested), and is a part of any professional public administration ethics in Colorado.

Fair

"Fairness" was an essential moral quality identified by Stephen K. Bailey for public servants (1964). Mertins and Hennigan identified "equality" and "equity" as public administration values (1982, 22-23). P. G. Brown has cited "open-mindedness" (ASPA 1989, 103), and Cooper has written about "fair-mindedness" (1987, 14). Within the "new public administration" is the central idea of

"social equity" and "fairness." York Willbern identified "procedural fairness" (1984, 102). Worthley and Grumet recognized "fairness" (1983, 60) and so did Goodsell (1989, 576) and Guy (1991, 193), and Morgan and Kass (1991, 21). The 1984 ASPA Code of Ethics required members to use "fairness" in administration of the public's business. "Fairness" has also been identified as a universal ethical value (Josephson 1989, 2), and is a part of the democratic ethos.

"Be fair" (equitably manage, eliminating one's own feelings and desires in reaching a decision) was an important value for all three of the surveyed groups. It was rated highest by voters in 12th place, with bureaucrats placing it in 20th place, and legislators in 21st place. Legislators had the highest mean score for this public administration value, and bureaucrats the lowest score. Notwithstanding the absolute scores reported, there were not statistically significant differences in means among the three groups. Voters had the greatest consensus in their responses to this public administration value: for them it had the seventh least standard deviation. Bureaucrat respondents were somewhat similar in their answers, rating this value 22nd in the least standard deviation. Legislators rated it 25th in least standard deviation. "Fair" is associated with the values of "impartial," "objective," "neutral competence," and "justly" in the Impartiality-Fairness Factor derived from a factor analysis of all bureaucrat responses.

In a comparison with the value of "responsiveness" (answering or replying readily to inquiries or requests with evident understanding), "fairness" (managing without bias and balancing conflicting interests in making decisions) was assessed a higher importance by bureaucrats, legislators and voters. In this comparison voters provided the highest absolute score for "fairness," and bureaucrats the least, but there were not any significant differences between the three groups in this comparison. There was not much variance difference between the responses of the three groups, with voters at 1.1647 and legislators at 1.2930 standard deviations.

Bureaucrat responses to this value also illustrated differences based upon gender in the comparison of "fairness" with "responsiveness." Male bureaucrats were significantly more likely to choose "fairness" over "responsiveness" than were female bureaucrats, although both sexes did score "fairness" higher than "responsiveness."

Voter responses to this value illustrated differences, based upon the highest degree received by the voter. Those with a masters degree were significantly more likely to rate lower this value as an important one more career civil servants to possess than were those holding a bachelors degree or no college degree at all.

I conclude that being "fair" is an important value for Colorado public administrators to possess, since it is in the top half of all values tested, but it is not a premier value. Nevertheless, it is a part of any professional public administration ethics in Colorado.

Honest

Mertins and Hennigan on behalf of ASPA identified "honesty" as an important characteristic for public administrators (1982, 22). So did York Willbern identify "basic honesty" (1984, 102), and Guy (1991, 193) too. The 1984 ASPA Code of Ethics noted "honesty" on the part of public administrators as necessary to maintain "public confidence and trust" in government. In fact, the ASPA Implementation Guidelines state that "honesty . . . overshadows competence as the premier value sought by citizens in their public officials and employees." In a study by Sikula "honest" was the top value response from governmental executives (1973). It has also been identified as a universal ethical value (Josephson 1989, 2). "Honesty" is a part of the bureaucratic ethos.

"Be honest" (credible, refusing to lie, steal or deceive in any way) was the top-rated value for all three groups; it is the value most desirable in career civil servants in Colorado. In absolute terms, legislators rated this value highest, and bureaucrats lowest. In fact, the bureaucrats response was

significantly lower than that from legislators about their expectations of career civil servants. Of all the 48 values tested, honest had the least standard deviation for all bureaucrat, legislator, and voter responses. The high ranking of honest is a consensus one within each of the groups surveyed. "Honest" is also associated with the values of "integrity" and "conflict of interest avoidance" in the Honesty-Integrity Factor derived from the factor analysis of all bureaucrat responses to the survey instrument.

Bureaucrat responses to this value illustrated differences based upon the Colorado Department of Personnel Job Classification scheme, with Financial Services bureaucrats significantly less likely to place a high value on "honest" than were bureaucrats from Management, Professional Services, and Health Care Services classifications.

Colorado voter responses to this value illustrated differences, based upon the highest degree received by the voter. Those with a masters degree were significantly more likely to rate lower this value as an important one more career civil servants to possess than were those holding a bachelors degree or no college degree at all.

Because being "honest" is the highest rated value of all values tested, it is both a premier value and one to be attributed to any professional public administration ethics in Colorado.

Impartial

White enumerated "impartiality" as an important characteristic of public administrators in his early work. Thompson noted it as a value (1975, 67) and so did K. Denhardt (1989, 188). Barzelay termed this notion "impersonal administration" (1992, 4). The 1984 ASPA Code of Ethics called for members to administer the public's business with "impartiality" while the 1994 Code calls upon members to oppose all forms of discrimination. "Impartiality" is a characteristic associated with the bureaucratic ethos.

"Be impartial" (unbiased, not favoring one person or group over another) was a third-quarter rated value for career civil servants to possess. It was ranked 22nd by bureaucrats, 23rd by legislators, and 24th by voters. Legislators had the highest absolute mean score, and bureaucrats the lowest. But there were not statistically significant differences in the means reported from the groups. "Impartial" was a third-quartile ranked value in terms of the least standard deviation in response from each of the three groups surveyed. Bureaucrats had it 33rd in the rankings of least standard deviations among the 48 values tested. Legislators had it ranked 26th, and voters 35th as having the most unity in responses. "Impartial" was associated with the values of "fair," "objective," "neutral competence," and "justly" in the Impartiality-Fairness Factor obtained from a factor analysis of all bureaucrat responses.

In a comparison with the value of "social consciousness" (being aware of social inequities among persons or groups and the perceived capacity of government to redress them), "impartiality" (unbiased, not favoring one person or group over another in providing services or benefits) received the greater importance rating from all three groups—bureaucrats, legislators and voters. Legislators gave "impartiality" the highest absolute score in the comparison, and voters the lowest. There were no significant differences in the mean scores reported for each group in this comparison. These findings were consistent with the 48 values and normative statement rankings reported in Table 4.1. There was not much variance difference between the responses of the three groups, with voters at 1.1647, and legislators at 1.2930, and bureaucrats at 1.3918 standard deviations.

Bureaucrat responses manifested some differences in this value, based upon the department or agency of the respondent. The respondents from the Colorado Departments of Natural Resources and Revenue assessed more importance to the value of "impartiality" over "social consciousness" than did the employees at the Departments of Institutions. Also the bureaucrat respondents at Natural Resources rated "impartiality" of significantly more importance than did the personnel of the Department of Social Services. Bureaucrat responses illustrated some differences based upon the

highest degree held by respondents. In comparing "impartiality" with "social consciousness" those with a business degree or a degree in the natural sciences rated significantly more important the value of "impartiality" than did those with a social sciences degree. Bureaucrat responses also manifested differences based upon gender, with male bureaucrats more likely to rate higher the value of "impartiality" over "social consciousness" than were females, even though both sexes did rate "impartiality" higher than "social consciousness." Similarly, bureaucrat responses showed differences based upon the Department of Personnel Job Classification scheme, with bureaucrats in Enforcement and Protective Services, Physical Science and Engineering, and Professional Services, giving a significantly higher rating to "impartiality" over "social consciousness" than did bureaucrats from Health Care Services, even though Health Care Services personnel still rated "impartiality" higher than "social consciousness."

Legislator responses to the forced choice comparison between "impartiality" versus "social consciousness" illustrated that Republican legislators were significantly more likely to rate "impartiality" over "social consciousness" whereas Democratic legislators only slightly favored "impartiality" in such a comparison.

Colorado voter responses to this value illustrated differences, based upon the highest degree received by the voter. Those with a masters degree were significantly more likely to rate lower this value as an important one for career civil servants to possess than were those holding a bachelors degree or no college degree at all. Voter responses to this value illustrated differences as well, based upon the gender of the voter respondents. Male voters were significantly more likely than female voters to favor "impartiality" over "social consciousness" in this forced choice comparison. However, both groups did favor "impartiality."

"Impartial," I conclude, is an important value for career civil servants to possess because it is ranked in the top half of all values tested, and is a part of any professional public administration ethics in Colorado.

Independent

Frank Goodnow wrote that public administration was concerned with the implementation or execution of the public will, and that public administration in that sense needed to be free of political interference in order to perform the job well (Goodnow 1900). Similarly, the individual public administrators also need to have a measure of independence, a characteristic that is part of the democratic ethos paradigm. Cooper has also identified "independence" (1987, 15) as a value; and so did Sikula (1973, 19) recognize "independent" as a value for governmental executives to possess. Krislov and Rosenbloom argued for melding independent bureaucratic political authority with a representative republican form of government into "representative bureaucracy" (1981). Chandler (1989, 611) suggested that civil servants were trustees and should be competent to define the public good on their own authority; he quoted Simon, Smithberg, and Thompson (1950, 554-55): "The administrator is always to some extent an initiator of values, partly as a representative of some interest group or groups, but also independently, in his own right. He can never be completely governed by others, and, as a matter of fact, he has considerable latitude of choice"

"Be independent" (free from the influence and control of others) was a bottom-ranked quartile value for each of the three groups surveyed. It was rated 39th in importance by bureaucrats, 40th by voters, and 43rd by legislators. Voters had the highest absolute mean score for this value, and legislators the lowest. Voters were significantly higher in their scores than were both bureaucrats and legislators. A substantial variation in response to the importance of this value was elicited from each of the three groups surveyed. Bureaucrats rated this "independent" value for public administrators as

45th in the rankings of least standard deviations, with legislators also 45th and voters 39th. "Independent" was associated with the value of "autonomy" in the factor analysis performed on all bureaucrat survey responses.

Bureaucrat responses illustrated some differences for this value, based upon the department or agency of the respondent. The Colorado Department of Natural Resources bureaucrats rated the importance of "independent" significantly lower than did the respondents from the Departments of Regulatory Agencies, Revenue, and Health. Bureaucrat responses to this value illustrated differences based upon gender, with female bureaucrats assessing "independent" significantly higher than male bureaucrats.

Legislator responses to this value manifested differences based upon party affiliation. Democratic legislators were significantly more likely to rate high the civil service value of "independent" than were Republican legislators.

Voter responses to this value showed differences, based upon the highest degree received by the voter. Those with a masters degree were significantly more likely to rate lower this value as an important one for career civil servants to possess than were those holding a bachelors degree or no college degree at all.

Being "independent" is not a value peculiar to any professional public administration ethics in Colorado, for it is ranked in the bottom-quartile of all values tested.

Integrity

Guy identified "integrity" as a public administration value (1991, 193). The Council for Excellence in Government called for "performance with integrity" (1992, 6). The 1984 ASPA Code of Ethics and 1985 Implementation Guidelines urged for "the highest standards of personal integrity" among its members because "nothing is more important to public administrators than the public's

opinion about their . . . personal integrity." The 1994 Code version required ASPA members to "demonstrate personal integrity." Performing with "integrity" was one of two paramount obligations of government workers (Council for Excellence 1992, 6). It has also been identified as a universal ethical value (Josephson 1989, 2). "Integrity" is part of the bureaucratic ethos set.

"Have integrity" (sound moral principles, uprightness) was a premier or top-quartile value in public administrators for each of the Colorado surveyed groups. It was rated 3rd by both bureaucrats and legislators, and 5th by voters as a desirable characteristic to have for civil servants. Legislators provided the highest absolute mean score for this public administration value, and voters the lowest. Legislators were significantly higher than were both bureaucrats and voters in their assessment of this being an important value for career civil servants. "Integrity" as a value for career public servants had substantial consensus among all groups surveyed. It had the fourth least standard deviation among bureaucrats responding, was second for legislators, and ninth for voters. "Integrity" was associated with the values of "honest" and "conflicts of interest avoidance" in the factor analysis done for all responses from bureaucrats to the survey instrument.

Voter responses for this value showed differences based upon education, with voters holding a bachelors degree or higher significantly more likely to rate "integrity" lower than were those voters with no undergraduate degree. Voter responses to this value illustrated differences, based upon the highest degree received by the voter. Those with a masters degree were significantly more likely to rate lower this value as an important one more career civil servants to possess than those holding a bachelors degree or no college degree at all. Voter responses to this value illustrated significant differences, based upon the gender of the respondents. Male voters were significantly more likely to rate high the value of "integrity" in public servants than were female voters.

I conclude that having "integrity" is a premier value for career civil servants to possess and thus one associated with any professional public administration ethics in Colorado: it is also a defining

issue because there were statistical differences in this value found between the bureaucrats and legislators groups surveyed.

Justly

White identified "justice" as an important attribute for public administrators in his early work (1926, 10). So did Mertins and Hennigan (1982, 22) identify it as a value. Kathryn Denhardt noted "justice" as one of the moral foundations of public administration (1991, 92), and so did the "new public administration" identify "justice." Other writers who identified "justice" included Goodsell (1989, 576), Hart (1974), Henry (1975), Pops (1991), and Sullivan and Ventriss (Ventriss 1989, 122). To act "justly" is a part of the democratic ethos set.

"Act justly" (with sound reason, equity, and righteousness) is an important value for all three survey groups in Colorado. It is rated 11th by voters, 14th by bureaucrats, and 19th by legislators. In absolute terms, legislators provided the highest absolute mean score for this value, and bureaucrats the lowest. But there were not significant differences illustrated. "Justly" had substantial consensus as a value for public administrators as determined from the voter responses. They rated it as eighth with the least standard deviation. But bureaucrats and legislators had greater variation in their answers. Bureaucrats rated it 18th in least standard deviation, and legislators 31st. "Justly" was associated with the values of "impartial," "fair," "objective," and "neutral competence" in the Impartiality-Fairness Factor derived from the factor analysis of the bureaucrat survey data.

Colorado bureaucrat responses illustrated some differences based upon the highest degree held by respondents. Those with degrees in finance rated "justly" significantly less important than did those with degrees in health, the social sciences, business, and public administration. Bureaucrat responses illustrated some differences based upon the Department of Personnel Job Classification scheme, with Financial Services bureaucrats significantly less likely to place a high worth on the value

of "justly" than were Management, Enforcement and Protective Services, and Professional Services bureaucrats. Moreover, Physical Science and Engineering bureaucrats were significantly less likely to place a high worth on this value than were Management and Professional Services bureaucrats.

Voter responses to this value illustrated differences, based upon the highest degree received by the voter. Those with a masters degree were significantly more likely to rate lower this value as an important one for career civil servants to possess than those holding a bachelors degree or no college degree at all. Voter responses to this value manifested differences based upon the gender of the respondents. Male voters were significantly more likely to rate high the value of "justly" than were female voters.

I conclude that to act "justly" is an important value because it is ranked in the top half of all the values tested, and one that belongs to any professional public administration ethics in Colorado.

Loyal

Mertins and Hennigan on behalf of ASPA identified "loyalty" as a public administration value (1982, 23). So did Guy (1991, 193), the Council for Excellence in Government (1992, 7), and Pugh (1991, 10-11). Public administrators may have loyalties to multiple entities, and those may come into conflict with their personal ethics, and can involve loyalty to superiors, the agency, professional standards, the Constitution, and the public interest (Richter, Burke and Doig, 3). The Code of Ethics for Government Service (U.S. Congress, PL 96-303) states that any person in government should "put loyalty to the highest moral principles and to country above loyalty to persons, party, or Government department." The 1994 version of the ASPA Code of Ethics called upon members to "Subordinate institutional loyalties to the public good." Loyalty is a bureaucratic ethos value.

"Be loyal" (faithfully adhere to principles and constituted governmental authority) is a third-quartile ranked value for all three groups surveyed in Colorado. Legislators ranked it highest in 31st

place, with voters next in 35th and bureaucrats in 36th place. Legislators also gave this value for career public administrators the highest mean score, and bureaucrats the lowest. In fact, bureaucrats were significantly lower in their assessment of this value than were both legislators and voters. "Loyal" as a public administration value elicited a rather low-level of consensus among respondents. Bureaucrats rated it 38th in the ranking of least standard deviation, legislators 35th and voters 31st. "Loyal" was associated with the values of "obedient," "orderly," "consistent," "predictable," "deference," and "stability" in the Obedience-Consistency Factor derived from the factor analysis of all bureaucrat survey data.

Bureaucrat responses to this value also illustrated differences based upon the highest degree held by respondents. Those with no college degree placed a greater importance on bureaucrats being "loyal" than did those with bachelors and masters degrees. Bureaucrat responses to this value showed differences based upon the Department of Personnel Job Classification scheme, with the Management class significantly more likely to rate the value of "loyalty" high than were bureaucrats in the field of Law.

Colorado voter responses to this value illustrated differences, based upon the highest degree received by the voter. Those with a masters degree were significantly more likely to rate lower this value as an important one more career civil servants to possess than those holding a bachelors degree or no college degree at all. Voter responses to this value illustrated differences based upon the political affiliation of the voter. Republican voters rated "loyal" as a value for career government significantly higher than did Independents.

I conclude that being "loyal" is neither an important value nor one a part of any public administration ethics in Colorado. Yet it is a defining value for career civil servants because they assessed it lower in importance compared with both legislators and voters.

Neutral Competence

Woodrow Wilson urged that public administrators execute directives from the legislative branch with "neutral competence" (Wilson 1887). Herbert Kaufman described "neutral competence" as the knowledge and skills that bureaucracy could provide elected officials; it would be disinterested advice (1956). Rourke urged public administrators not to lose sight of the importance of this value in moving to be more responsive (Rourke 1992, 542). The 1994 version of the ASPA Code of Ethics required members to "Conduct official acts without partisanship." "Neutral competence" is a part of the bureaucratic ethos.

"Be neutral" (avoiding partisanship in managing a government program) was not a relatively important value for the three Colorado groups surveyed. Legislators ranked it highest in 33rd place, with bureaucrats and voters both ranking it in 38th place. Legislators provided the highest absolute mean score for this value, and bureaucrats the lowest. Bureaucrats were significantly lower in their assessment of the value of neutral competence than were legislators. "Neutral competence" as a value for public administration generated low amounts of unity in responses among those surveyed. Bureaucrats rated it 42 out of the 48 values as having the least standard deviation. Legislators ranked it 33rd, and voters 37th. "Neutral competence" was associated with the values of "impartial," "fair," "objective," and "justly" in the factor analysis performed on only the survey data from bureaucrat respondents.

In a comparison with the value of "political awareness" (conscious knowing of elected official position on issues and understanding of voter concerns as most recently expressed by the electorate), "neutral competence" (knowledge and skill in performing the duties of the career position, without regard for political considerations) was assessed more importance by bureaucrats, legislators and voters. Bureaucrats scored "neutral competence" the highest, with voters and legislators next in that order. There were significant differences, nonetheless, between the responses of bureaucrats and

legislators in this comparison, with bureaucrats placing a much larger difference between these two public administration values than the responses given by legislators. In fact, of all the forced choice comparisons of public administration values, bureaucrats scored "neutral competence" the highest of all. Bureaucrats have the least variance in their responses, with a standard deviation of 1.5016, and voters had the most with 1.6357. (Bob restate this and put it under politics-admin dichotomy).

Bureaucrat responses illustrated some differences in this value, based upon the department or agency of the respondent. The Colorado Department of Natural Resources bureaucrats rated the importance of "neutral competence" significantly lower than the respondents from the Departments of Labor, Revenue, Social Services, and Health. Bureaucrat responses to this value also illustrated differences based upon the highest degree held by respondents. Respondents with a doctorate rated this value significantly less important than did those with no college degree, bachelors, masters or law degrees. In the comparison of "neutral competence" with "political awareness" those with masters degrees (many of whom held MPAs) preferred the value of "political awareness" more than "neutral competence" whereas those holding bachelors degrees or no college degrees placed significantly more importance on "neutral competence." Those with degrees in business rated "neutral competence" significantly more important than did those with degrees in engineering and the natural sciences. Bureaucrat responses to this value also showed differences based upon gender, with males significantly more likely than females to favor "neutral competence" versus "political awareness" although both genders did favor "neutral competence."

Voter responses to this value manifested differences, based upon the highest degree received by the voter. Those with a masters degree were significantly more likely to rate lower this value as an important one more career civil servants to possess than those holding a bachelors degree or no college degree at all. Voter responses to this value illustrated differences, based on the gender of the respondents. In the forced choice comparison between "neutral competence" and "political

awareness" male voters significantly favored "neutral competence" whereas female voters favored "neutral competence" less strongly. Voter responses to this value showed differences based upon the political affiliation of the voter. Republican voters rated "neutral competence" as a value for career government significantly higher than did Independents.

I conclude that "neutral competence" as a value for career civil servants to possess is neither an important value nor one a part of any professional public administration ethics in Colorado. It is a defining one for public administrators, however. It may be that public expectations for the behavior of our career public servants has changed since the late 1800's when merit principles were first enacted into statutes as a part of a broad moral crusade, given the increasing professionalization of virtually all occupational fields.

Obedient

White identified "obedience" as an important attribute for public administrators to possess in his early work (1926, 10). York Willbern identified "conformity to law" (1984, 102), and Jennings noted "obedience" as an early value for public administration (1991, 69-71). Chandler suggested that "obedience" might be the opposite of individual responsibility but noted ethical behavior involves obedience to law (1989, 603 and 607). Sikula (1973, 19) recognized "obedient" as a governmental executive value. "Obedience" is part of the bureaucratic ethos.

"Be obedient" (follow directions or commands of others) was a bottom-ranked quartile value for each of the three groups surveyed in Colorado. It is 47th rated by bureaucrats (next to last) and 46th by voters, and only 44th by legislators. These rankings suggests that it is next to last in importance as a characteristic for career civil servants to possess. Even though a low value among all the groups, there were significant differences between bureaucrat and legislator means; the bureaucrat mean was significantly lower than the legislator mean. For each of the three groups surveyed, the

value of "obedient" elicits a fourth-quartile consensus response. Bureaucrat responses also rated it 41st of 48 values in having the least standard deviation. Legislators rated it 39th, and voters 42nd. "Obedient" was associated with the values of "loyal," "orderly," "consistent," "predictable," "deference," and "stability" in the factor analysis of all bureaucrat survey respondent data.

Bureaucrat responses to this value also showed differences based upon the highest degree held by respondents. Those with masters degrees rated "obedient" significantly lower in importance than did those with no college degree or bachelors degrees. Bureaucrat response to this value also illustrated differences based upon gender, with male bureaucrats assessing the value of "obedient" significantly higher than female bureaucrats.

Colorado legislator responses to this value manifested differences based upon gender as well, with male legislators also giving greater worth to "obedient" than female legislators, as a characteristic of civil servants.

As a bottom-quartile ranked value for career civil servants to possess, being "obedient" is not an important value, nor is it a part of any professional public administration ethics in Colorado. However, it is a defining value for public administrators.

Objective

Worthley and Grumet identified the "rule of law" and "objectivity" as governing characteristics for public administrators (1983, 60). The Code of Ethics for Government Service declared that any person in government should "never discriminate unfairly by the dispensing of special favors or privileges to anyone" (P.L. 96-303). "Objective" is a part of the bureaucratic ethos set of values.

"Be objective" (without prejudice, viewing persons and activities apart from one's own interests or feelings) was a mid-range rated value for the three groups surveyed in Colorado. It was

ranked 20th by voters, 24th by bureaucrats, and 25th by legislators. Legislators had the highest mean score for this value, and bureaucrats the lowest one, but there were not statistically significant differences in any of the means. For voter respondents, "objective" as a value produced a consensus: they rated it tenth among all the 48 values having the least standard deviation. On the other hand, bureaucrats rated it 21st in the rankings of least standard deviation, and legislators ranked it 29th. "Objective" is associated with the values of "impartial," "fair," "neutral competence," and "justly" in the Impartiality-Fairness Factor from the factor analysis of all bureaucrat survey responses.

In a comparison with the identified public administration value of "compassion" (the caring and feelings of sensitivity a career public administrator may have in administering a government program benefiting particular groups or individuals), "objectivity" (lack of bias and emotional distance, with the administrator viewing issues apart from his or her own feelings in administering a government program benefiting particular groups or individuals) was held to be more important by all three survey groups of bureaucrats, legislators and voters. In fact, the differences between these two values was pronounced by all three groups. "Objectivity" in this comparison received the highest score by legislators, and next by bureaucrats and voters, in that order. Bureaucrats had the least standard deviation at 1.3925 and voters the most at 1.4569.

Bureaucrat responses manifested some differences for this value, based upon the department or agency of the respondent. Colorado Department of Revenue bureaucrats gave significantly more importance to the value of "objectivity" and the Department of Institutions employees significantly greater importance to the value of "compassion," when comparing these two values. Bureaucrat differences in responses based upon gender existed in the comparison of "compassion" with "objectivity" with males significantly more likely to favor "objectivity" over "compassion" even though both genders favored "objectivity."

Colorado voter responses for this value did show some differences too. In the forced choice comparison between "objectivity" and "compassion" male voters were significantly more likely to favor "objectivity" in the comparison, whereas female voters favored "objectivity" only slightly.

I conclude that "objective" as a characteristic to be possessed by career civil servants is an important value, and one associated with any professional public administration ethics in Colorado.

Orderly

Mertins and Hennigan on behalf of ASPA identified "order" as an important value (1982, 22). So did Frederickson and Ventriss (Ventriss 1989, 122). "Orderly" is part of the bureaucratic ethos.

"Be orderly" (well behaved, methodical, tidy) was a bottom-ranked quartile value for each of the three groups surveyed in Colorado. It was rated 41st by both legislators and voters, and 46th by bureaucrats, a difference of five places as set forth in Tables 4.2 and 4.3. Bureaucrats gave this value the lowest absolute score, and were significantly different in their assessment than both legislators and voters. Not a good deal of consensus or accord existed for "orderly" as a value for career public servants. Bureaucrat respondents had it ranked 35th of 48 values as having the least standard deviation, whereas legislators rated it 42nd, and voters 30th. "Orderly" was associated with the values of "obedient," "loyal," "consistent," "predictable," "deference," and "stability" in the Obedience-Consistency Factor determined from a factor analysis of all bureaucrat survey responses.

Bureaucrat responses illustrated some differences on the basis of age, with bureaucrats in the fifties assessing a significantly greater importance to the characteristic of "orderly" than did bureaucrats in their thirties and forties. Bureaucrat responses to this value also illustrated differences based upon the highest degree held by respondents. Those with no college degree rated "orderly" more important than did those with bachelors degrees.

Voter responses to this value manifested differences, based upon the highest degree received by the voter. Those with a masters degree were significantly more likely to rate lower this value as an important one more career civil servants to possess than were those holding a bachelors degree or no college degree at all.

As a lowest-quartile ranked value for career civil servants to possess, "orderly" is a relatively unimportant value to be possessed by career civil servants in Colorado. On the other hand, it is a defining value, since bureaucrats ranked it significantly lower than either of the two other survey groups.

Participation

From the writings of Mary Parker Follett (Metcalf and Urwick 1940; E. M. Fox 1968), Chester Barnard (Barnard 1964), Marvin Meade (Meade 1977), Lewis Mainzer (Mainzer 1973), Cunningham (1972), Kranz (1976, 75), and William Gormley (1986) we have recognized that public participation is a principle to be highly regarded by public administrators. The 1984 ASPA Code of Ethics and 1985 Implementation Guidelines encouraged citizen involvement and participation, and suggested bringing "citizens into work with the government as far as practical." The 1994 version of the ASPA Code of Ethics admonishes members to "Involve citizens in policy-making decisions." Participatory administration is a part of the democratic ethos.

"Encourage participation" (seek public involvement and participation by others in government programs) was not rated as a very important value for Colorado career civil servants to possess. Voters rated it 33rd, bureaucrats 34th, and legislators 37th out of 48 values. Voters provided the highest mean score for this value, and bureaucrats the lowest. In fact, bureaucrats were significantly lower in their assessment of this value than were voters. Perhaps not surprisingly, voter responses to the value of "participation" as a public administration value, produced some accord.

They rated "participation" 20th in the rankings of values with the least standard deviation. On the other hand, bureaucrats rated it 32nd, and legislators 40th in their response rankings. "Participation" was associated with the values of "sovereignty of the people," "public interest," "politically aware," and "protection of individual rights" in the Public Participation Factor derived from the bureaucrat survey factor analysis.

Bureaucrat responses illustrated some differences for this value, based upon the department or agency of the respondent. The Colorado Department of Revenue bureaucrats rated the importance of "participation" significantly lower than the respondents from the Departments of Health, Natural Resources, Social Services, and Institutions. In addition, the respondents from the Department of Regulatory Agencies also rated this value significantly lower than did those bureaucrats from Health, Natural Resources, and Social Services. Bureaucrat responses manifested some differences based upon the highest degree held by respondents. Those with degrees in finance rated "participation" significantly less important than did those with degrees in the social sciences, business, the natural sciences, and public administration. Bureaucrat responses illustrated differences based upon the Department of Personnel Job Classification scheme, with Administrative Services bureaucrats rating the value of "participation" lower than all of the other groups. Further, Financial Services bureaucrats rated "participation" lower than did Management and Professional Services, and the Enforcement and Protective Services group was significantly lower than was the Management class. Bureaucrat responses to this value illustrated differences based upon the author's job classification scheme, with Administrative personnel assigning a significantly higher value to "participation" than did Finance and Enforcement personnel, and Environmental personnel giving "participation" a significantly higher worth than did Finance personnel.

Colorado legislator responses to this value illustrated differences based upon gender, with female legislators more likely to rate high the value of "participation" as a quality for civil servants than were male legislators.

Voter responses to this value illustrated differences based upon the political affiliation of the voter. Republican voter rated "participation" as a value for career government significantly higher than did Independents.

I conclude that "participation" is neither an important value nor one associated with any unique public administration ethics in Colorado. Yet it is a defining value for public administrators in this State.

Politically Aware

"Involvement in the political process" was identified by Mertins and Hennigan as an important characteristic (1982, 16). "Political acuity" was proposed by Daniel and Rose (1991, 438) for practitioners of public administration. Klinger emphasized management techniques, but also encouraged awareness of environmental factors including politics (1983). Nalbandian (1990) has encouraged some political activity for managers. But Rourke expressed concern about political "responsiveness" replacing neutral competence as a star value for administrators (1992, 542). The 1984 ASPA Code of Ethics and Implementation Guidelines urged public administrators to be "sensitive to the expectations and the values of the public you serve" and the 1994 version of the ASPA Code of Ethics admonishes members to both "Understand and apply legislation" and to "Work to improve and change laws and policies" in need of change. "Political awareness" is a democratic ethos value.

"Be politically aware" (conscious of electoral mandates and desires of voters and elected officials) was a bottom-ranked quartile value for each of the three groups surveyed in Colorado.

Voters rated it 37th, legislators 40th, and bureaucrats lowest of all in 44th place out of 48 values. Voters provided this value with the highest absolute mean score, and bureaucrats were the lowest. Bureaucrats were significantly lower in their assessment of this value than were both legislators and voters. For each of the groups surveyed, this value for public administrators produced a low level of response consensus. Bureaucrats ranked this value 43rd out of 48 in standard deviation, and legislators rated it 37th, and voters rated it 43rd. Being "politically aware" was associated with the values of "sovereignty of the people," "public interest," "participation," and "individual rights protection" in the Public Participation Factor from the factor analysis performed on all bureaucrat survey data.

In a comparison with the public administration value of "neutral competence" (knowledge and skill in performing the duties of the career position, without regard for political considerations), "political awareness" (conscious knowing of elected official positions on issues and understanding voter concerns as most recently expressed by the electorate) was held to be of lesser importance. While legislators provided highest scores to "political awareness" in this comparison, with voters and bureaucrats next in that order, all groups rated "neutral competence" more important as a value than "political awareness." In particular, bureaucrats rated "political awareness" significantly lower than did legislators. Bureaucrats had the least variance in their responses, with a standard deviation of 1.5016, and voters had the most with 1.6357.

Bureaucrat responses illustrated some differences based upon the highest degree held by respondents. Those with degrees in finance rated "politically aware" significantly less important than did those with degrees in the social sciences and business. Bureaucrat responses to this value also showed differences based upon gender, with female bureaucrats assessing "politically aware" significantly higher than did male bureaucrats. Further, in the forced choice comparison of "political

awareness" with "neutral competence" females were significantly more likely to favor "political awareness" than were males, even though both genders did favor "neutral competence."

Voter responses to this value manifested differences based upon the gender of the respondents as well. Female voters were significantly more likely to rate higher the value of "politically aware" than were male voters. In fact, in the forced choice comparison between "political awareness" and "neutral competence" the female voters favored "neutral competence" significantly less than did male voters.

As a lowest-quartile ranked value for career civil servants, this value is not an important one for government career workers to possess in Colorado. However, it is a defining value, perhaps sadly, because bureaucrats ranked it significantly lower than either of the other two Colorado groups surveyed.

Predictable

Frederickson and Ventriss identified "predictability" as a fundamental value of public administration in the past (Ventriss 1989, 122); Cooper also notes it (1991, 74). "Predictable" is a part of the bureaucratic ethos set of values.

"Be predictable" (constant in decision making so that persons can know what to expect) was a bottom-ranked quartile value for each of the three groups surveyed. In fact, voters ranked it last among the 48 values, while legislators rated it 39th and bureaucrats rated it 42nd out of 48 values. Legislators provided the highest absolute mean score for this value, and voters the lowest. Voters were significantly lower in their assessment of this value than were bureaucrats and legislators. Great disparity in response from each of the groups surveyed characterized their views about "predictable" as a value for public administrators to possess in Colorado. Voters had the greatest variations in their response to this value when compared with other groups rating it last. Bureaucrat responses produced

a rating of 39th out of 48 values for the least standard deviation, and legislators rated it 36th. "Predictable" was a value associated with the Obedience-Consistency Factor along with the other values of "obedient," "loyal," "orderly," "consistent," "deference," and "stability" in the factor analysis performed.

In a comparison with the public administration value of "creativity" (the ability of a public administrator to innovate, consider additional factors in making judgments about services or benefits which might be offered, and go beyond expected rules or standard procedures in programs), "predictability" (constancy in decision making, both over time and among similar cases, so that people know what to expect in governmental services or benefits) was held of lesser importance by bureaucrats, legislators and voters. Comparing these two values, voters gave more weight to "predictability" than did either legislators or bureaucrats, but all favored "creativity." Bureaucrats gave significantly less importance to "predictability" than did voters. This finding was somewhat inconsistent with the values and normative statement finding that voters favored "predictability" least of all of 48 values; on the other hand, voters also ranked "creativity" quite low as well. Bureaucrats had the least variance in their responses, with a standard deviation of 1.3341, and voters the most with a standard deviation of 1.7308.

Voter responses for this value showed differences based upon education: voters holding a bachelors or higher degree were significantly more likely to rate "predictable" lower than those voters with no undergraduate degree. Voter responses to this value illustrated differences, based upon the highest degree earned by a voter. Those holding a masters degree were significantly more likely to rate lower this value than did those with no college degree. Voter responses to this value manifested differences based upon the gender of the respondents. Female voters were significantly more likely to rate high the value of "predictable" than were male voters. Lastly, voter responses to this value illustrated differences based upon the income of the respondents: those with less than \$20,000 income

favored more strongly this value in career public servants than did those with \$50,000 income or more. and those with income between \$20,000 and \$50,000 also favored this value significantly over those with more than \$50,000 income.

I conclude that "predictable" is not an important value for public administrators to have, since all groups ranked it in the lowest quartile. It is a defining value for Colorado public administrators, however, since bureaucrats differed significantly from voters in assessing the worth of this value.

Promise Keeping

Mertins and Hennigan identified "commitment" as a value for public administrators (1982, 8). Guy identified "promise keeping" as one of the major values for public administration (1991, 193). "Promise keeping" is a part of the democratic ethos set of values.

"Keep promises" (be reliable in keeping one's commitment) is an important characteristic for Colorado career civil servants, according to each of the survey groups. Both bureaucrats and legislators rated it 8th, and voters ranked it 17th. Legislators provided this value with the highest absolute mean score, and voters the lowest. There were significant differences in the assessment given this value by legislators and voters. This was a top half value for all respondent groups in terms of their consensus of response. For example, bureaucrat responses produced a ranking of tenth out of 48 values for "keep promises" as having the least standard deviation. For legislators it was rated sixth, and for voters 23rd. "Keeping promises" was associated with the values of "trustworthiness," "truthful," "responsible," "respect," "rational," "responsive," and "serve" in the Trust-Responsibility Factor from the factor analysis of all bureaucrat survey responses.

Bureaucrat responses to this value also illustrated differences based upon the highest degree held by respondents. Those with doctorates assessed "keeping promises" significantly lower than did all other respondents with degrees or no college degree. Those with degrees in finance rated "keep

promises" significantly less important than did those with degrees in the social sciences, law and business.

Colorado voter responses for this value showed differences based upon education, with voters holding a bachelors degree or higher significantly more likely to rate "keep promises" lower than did those voters with no undergraduate degree. Voter responses to this value manifested differences based upon the highest degree earned by a voter. Those holding a masters degree were significantly more likely to rate lower this value than were those with no college degree. Voter responses to this value illustrated differences based upon the political affiliation of the voter. Republican voters rated "keep promises" as a value for career government significantly higher than did Independents.

I conclude that "promise keeping" is an important value for all groups, and a defining one for public administrators in Colorado. It is a part of any professional public administration ethics in this State.

Protect Individual Rights

Rooted in the U.S. Constitution, particularly the Bill of Rights and even more recent Constitutional Amendments, are individual rights. Ultimately interpreted by the judiciary, individual rights are also preserved and protected by other agencies and public administrators. Goodsell identifies "protection of individual rights" as a value for public administration (1989, 576), and Jennings identifies it as a norm (1991, 66). The 1984 ASPA Code of Ethics and Implementation Guidelines called for members to have "sensitivity to the rights" of citizens and "regard for the rights of others" and the 1994 version of the ASPA Code of Ethics urged members to "Promote . . . due process in protecting citizens' rights." Protection of individual rights is part of the democratic ethos.

"Protect individual rights" (support and foster the constitutional rights of persons served) was a second-quartile ranked value for legislators and voters, but a disappointing third-quartile ranked

value for bureaucrats. Legislators ranked it 15th, voters 23rd, and bureaucrats 27th out of 48 values. Legislators provided this value with the highest mean score, and bureaucrats the lowest mean score. In fact, bureaucrats had a significantly lower assessment of this value than did both legislators and voters. A consensus of responses did exist for legislators on this value; legislator responses produced a consensus ranking of thirteenth for "individuals rights" out of a total of 48 values. On the other hand, not much unity in responses existed for bureaucrats and voters. Bureaucrats rated this value 31st in a ranking of the lowest standard deviation, and voters 34th. "Protect individual rights" was associated with the values of "sovereignty of the people," "public interest," "politically aware," and "participation"

as a part of the Public Participation Factor from the bureaucratic response factor analysis.

Colorado bureaucrat responses to this value illustrated differences based upon the author's job classification scheme, with Law personnel assigning a significantly higher worth to "individual rights" than did Business and Engineering personnel. However, Computer personnel assigned a higher worth to this value than did Engineers.

Because Colorado bureaucrats did not rank this value of "protect individual rights" as an important value for career civil servants to possess, compared with the other two groups did, it is not to be classified as an important or top-half value. This is both surprising and disappointing. However, "protect individual rights" is a defining value for public administrators in Colorado, because the response of bureaucrats to this value was significantly lower than for the other two groups.

Prudent

Cooper has written about "prudence" as a characteristic of civil servants (1987, 13). Dobel has identified "prudence" or "prudential judgment" (1990b, 119). "Prudent" is a democratic ethos value.

"Be prudent" (cautious and discreet in exercising sound judgment) is a third-quartile rated value for career civil servants in Colorado. Voters ranked it 25th, legislators 29th, and bureaucrats 33rd. Voters provided the highest assessment of this value as measured by their mean score, and bureaucrats had the lowest mean. Bureaucrats provided a significantly lower assessment of this value than did both legislators and voters. Moderate consensus existed within the three group survey responses for this public administration value. Bureaucrat responses elicited a 28th least standard deviation ranking to this value, whereas legislators had a 27th ranking and voters a 14th ranking. "Prudent" was associated with the value of "discretion" in the factor analysis of all bureaucrat survey responses.

Colorado voter responses to this value illustrated differences, based upon the highest degree earned by a voter. Those holding a masters degree were significantly more likely to rate lower this value than did those with no college degree.

I conclude that "prudent" is not an important or top-half value for career civil servants to possess in Colorado. But it is a defining value for public administrators in this State, since bureaucrats ranked it significantly lower than did the other two groups.

Public Interest

Within the discipline of public administration is the notion that government has an obligation to promote the public interest, and this serves to distinguish "public" administration from "private" or business administration. Upon government employees, elected and appointed, falls this moral obligation to serve a "higher purpose" (Hart 1984, 112; Rosenbloom 1989, 8) by attending to the needs of the citizenry (Mosher 1982) and not personal, partisan, or agency interests. Noted E. Pendelton Herring, "The public interest is the standard that guides the administrator in executing the law" (Herring 1987, 77). Fleishman urged selflessness, primarily motivated by "the public good"

(1980, 19). Jennings, Callahan and Wolf identified "the common good" and the "public interest" as values (1987, 6), and so did Appleby (1952; 1945); and the 1984 ASPA Code of Ethics required its members to "promote the public interest" while the 1994 version requires members to "Serve the public interest" and "Subordinate institutional loyalties to the public good." Serving the public interest is one of two paramount obligations according to the Council for Excellence (1992, 6). Barzelay translated "public interest" into results that citizens value (1992, 118). "Public interest" is a part of the democratic ethos; it is rooted in the concept of our American democracy.

"Seek the public interest" (the common good of all the people, not just a selected or served group) was rated as a second-quartile ranked value by voters in Colorado, but a third-quartile ranked value by bureaucrats and legislators. Voters rated it 21st, while bureaucrats rated it 32nd and legislators 35th. Voters scored this value highest in absolute terms, and the bureaucrats the lowest, among the groups surveyed. Bureaucrats assessed this public administration value significantly lower than did voters. Somewhat surprising was the great variation in response to this question among each of the bureaucrat and voter groups surveyed: bureaucrat responses produced a lowest standard deviation ranking for this value at 31st out of 48 values, and legislators had a ranking of 13th, and voters 34th. "Public interest" was associated with the values of "sovereignty of the people," "politically aware," "participation," and "protect individual rights" in the Public Participation Factor.

Colorado voter responses to this value illustrated differences, based upon the highest degree earned by a voter. Those holding a masters degree were significantly more likely to rate lower this value than were those with no college degree.

I conclude that serving "the public interest" is not an important value for career civil servants to possess in Colorado. But it is a defining value for public administrators since bureaucrats in this State have ranked it significantly lower than have voters.

Rational

Max Weber described the bureaucracy and the rationality that flowed from that form of organization that is formalistic, impersonal, and bound by rules (Weber 1987, 50). Rational action was called for by Simon (1947), and it was described in the process of governmental budgeting by Burkhead (1956) and in the way bureaucrats act by Downs (1967) and Niskanen (1971). Technical rationality was a part of early public administration (Morgan and Kass 1991, 1). The concept of rationality in public administration has been assumed since then (Meyer 1991, 174). Cooper has also identified "rationality" (1987, 15); and Sikula (1973, 19) recognized "logical" as a governmental executive value. "Rational" is a part of the bureaucratic ethos set of values.

"Be rational" (able to reason, showing reasonableness in decisions, avoiding foolishness) was a first-quartile ranked value of civil servants for Colorado voters, who placed it 10th in the value rankings. But it was a second-quartile rated value for bureaucrats in 16th place, and a 22nd rated value for Colorado legislators. Voters scored this value highest in absolute terms, and bureaucrats lowest; but there were not significant differences in the means reported for any of the groups surveyed. A high level of consensus among voter responses for this value existed: they rated it fourth in the values of least standard deviation. Bureaucrats rated it 15th and legislators 18 out of 48 values. "Rational" was associated with the values of "trustworthiness," "truthful," "responsible," "respect," "responsive," "promise-keeping," and "serve" in the Trust Responsibility Factor derived from a factor analysis of all bureaucrat responses.

Colorado bureaucrat responses illustrated differences in this value, based upon the author's job classification scheme, with Law personnel assigning a significantly greater worth to the value of "rational" than did Engineers.

Voter responses to this value showed differences, based upon the highest degree received by the voter. Those with a masters degree were significantly more likely to rate lower this value as an

important one for career civil servants to possess than were those holding a bachelors degree or no college degree at all. Voter responses to this value illustrated differences based upon the political affiliation of the voter. Republican voters rated "rational" as a value for career government significantly higher than did Independents.

"Rational," I conclude is an important value for Colorado State government career civil servants to possess, but it is not a defining value for public administrators. It is a part of a professional public administration ethics here, however.

Respect

"Respect for law" has been identified by Cooper as a desirable characteristic (1987, 14), and "respect for others" also (Guy 1991, 193) and "respect for authority" by the Council for Excellence in Government (1992, 7). The 1984 ASPA Code of Ethics required members to "serve the public with respect" and the ASPA Implementation Guidelines urged "helpful and pleasant service to the public" and to be "respectful of proper authority and your appointed or elected superiors." The 1994 ASPA Code of Ethics calls on members to "Respect superiors, subordinates, colleagues and the public." The ICMA Code of Ethics with Guidelines called for "professional respect" (1987). "Respect" has also been identified as a universal ethical value (Josephson 1989, 2). "Respect" is a part of the democratic ethos.

"Show others respect" (treat people with esteem, regard and recognition) is a premier value among all three groups surveyed in Colorado. It was rated highest by voters in 9th place, and by legislators in 10th place, and by bureaucrats in 11th place. Legislators scored this value highest in absolute terms, and bureaucrats reported the lowest mean score; yet there were not statistically significant different means among any of the groups surveyed. "Respect" was a top quartile consensus response from each of the groups. Bureaucrats rated this value 12th out of 48 values with the lowest

standard deviation: legislators had it eighth, and voters fifth. "Respect" was associated with the values of "trustworthiness," "truthful," "responsible," "rational," "responsive," "promise-keeping," and "serve" in the factor analysis performed on all bureaucrat survey responses.

Colorado legislator responses illustrated differences based upon the highest degree that legislator respondents had received. Legislators with masters degrees were significantly more likely than those with bachelors degrees to believe that "respect" was of more worth.

Voter responses to this value illustrated differences, based upon the highest degree received by the voter. Those with a masters degree were significantly more likely to rate lower this value as an important one for Colorado career civil servants to possess than those holding a bachelors degree or no college degree at all. Voter responses for this value also showed differences based upon the income of the respondents: those with between \$20,000 and \$50,000 or in income were significantly more likely to rate "respect" as a public administration value for career government employees than those with income above \$50,000. Lastly, voter responses to this value manifested differences based upon the political affiliation of the voter: Republican voters rated "respect" as a value for career government significantly higher than did Independents.

"Respect" is a premier value for career civil servants to possess in Colorado State government, but it is not a defining value for public administrators. It is a part of any professional public administration ethics, however.

Responsible

The increasing complexity of public administration, the growth of the administrative state, have challenged the classic or orthodox theories involving responsibility, so that we are not any longer confined to institutional responsibility, but rather should include individual and personal responsibility. Indeed, public administrators may be held personally liable, such as when they violate

an individual's constitutional rights (Vaughn 1977; Rosenbloom 1989, 497; Wise 1989). Golembiewski identified "shared responsibility" (1977) and Dahl "individual responsibility" (quoted in R. Denhardt 73). Mertins and Hennigan recognized "responsibility" (1982, 6), and so did Kranz (1976, 75). "Democratic responsibility" was how this concept was characterized by York Willbern (1984, 102). Guy identified "responsible citizenship" (1991, 193). Cooper has argued that "responsibility" is the key attribute of public administrators (1990, xiii). Pops (1988, 33) divided the core ethics dilemma of taking responsibility into both the opportunity to be involved and the will do be involved. The 1994 ASPA Code of Ethics admonishes members to "Take responsibility for their own errors" as a way in which to demonstrate the highest standards and build public confidence. "Responsible" is a part of the bureaucratic ethos.

"Be responsible" (dependable, reliable, obligated to duty) was a top-quartile value among all three groups surveyed in Colorado. Legislators rated it 6th, and bureaucrats and voters 7th out of the 48 values surveyed. Legislators scored this value highest in terms of an absolute mean score, and bureaucrats reported the lowest mean score; but there were not statistically significant differences in the means reported. Responsible was a consensus premier value within each of the groups. Voters rated it second with the least standard deviation, legislators with a ranking of 7th, and bureaucrats with a ranking of eighth out of 48 values. "Responsible" was associated with the values of "trustworthiness," "truthful," "respect," "rational," "promise-keeping," and "serve" in the cluster termed the Trust-Responsibility Factor.

Bureaucrat responses to this value also illustrated differences based upon the highest degree held by respondents. Those with masters degrees rated "responsible" more important than did those with doctorates.

Voter responses to this value showed differences, based upon the highest degree received by the voter. Those with a masters degree were significantly more likely to rate lower this value as an

important one more career civil servants to possess than were those holding a bachelors degree or no college degree at all.

I conclude that "responsible" is a premier value for Colorado career civil servants to possess. but it is not a defining value for public administrators. Yet it is a part of any professional public administration ethics in Colorado.

Responsive

Wallace Sayre wrote that "the responsibility and responsiveness of the administrative agencies and the bureaucracies to the elected officials (the chief executives, the legislators) is of central importance in a government based increasingly on the exercise of discretionary power by the agencies of administration" (Sayre 1978, 201). Mertins and Hennigan also identified "responsiveness" (1982,10), meaning the sensitivity of public administrators to new circumstances. So did Kranz (1976, 75), and Worthley and Grumet (1983, 60), and the Council for Excellence in Government (1992, 8). Kearney and Sinha wrote about bureaucratic responsiveness (1988). The "new public administration" identified "responsiveness" too. "Responsiveness" will always remain a highly ranked value, according to Rourke (1992, 546). The 1984 ASPA Code of Ethics called for "responsiveness" of its members, and the Implementation Guidelines state that "part of servicing the public responsively is to encourage citizen cooperation and involve civic groups" and answering each citizen's questions "thoughtfully and fully." The 1994 version of the Code of Ethics requires that members "Promote responsiveness." It is classified with the democratic ethos set because it is fundamental to our concept of democracy.

"Be responsive" (answering appropriately, replying or reacting readily) was a mid-level rated value of public service employees in Colorado. Legislators rated it 20th, bureaucrats 21st, and voters 26th. Legislators report the highest absolute mean score, and bureaucrats the lowest mean.

Bureaucrats assessed this value of responsiveness significantly lower than did Colorado legislators. A second-quartile consensus exists for this public administration value in each of the survey groups. Bureaucrat responses had "responsive" ranked 19th with the least standard deviation, legislators with a ranking of 20th, and voters with a ranking of 15th. "Responsive" was associated with the values of "trustworthiness," "truthful," "responsible," "respect," "rational," "promise-keeping," and "serve" as a part of the Trust-Responsibility Factor.

In the comparison with the value of "fairness" (managing without biases and balancing conflicting interests in making decision), "responsiveness" (answering or replying readily to inquiries or requests with evident understanding) was assessed as having a lower importance. All three groups—bureaucrats, legislators and voters—had approximately the same assessment in this comparison. This forced choice comparison was consistent with the responses given to the individual values and normative expectations of career public servants by all groups in Table 4.1. There was not much variance difference between the responses of the three groups, with voters at 1.1647 and legislators at 1.2930 standard deviations.

Bureaucrat responses illustrated some differences for this value, based upon the department or agency of the respondent. The Colorado Department of Corrections bureaucrats rated the importance of "responsive" significantly lower than did the respondents from the Departments of Labor and Social Services. Bureaucrat responses illustrated some differences based upon the highest degree held by respondents. Those with degrees in engineering rated "responsive" significantly less important than did those with degrees in public administration. Bureaucrat responses showed differences based upon gender in the forced choice comparison of "responsiveness" versus "fairness." Female bureaucrats rated "responsiveness" higher than male bureaucrats in the comparison, even though both sexes did rate "fairness" higher than "responsiveness."

Voter responses to this value manifested differences, based upon the highest degree received by the voter. Those with a masters degree were significantly more likely to rate lower this value as an important one for career civil servants to possess than did those holding a bachelors degree or no college degree at all.

I conclude that being "responsive" is an important value for public administrators to possess because it is among the top half of all the values tested. It is a defining value for Colorado public administrators, and a part of any professional public administration ethics in this State.

Serve

The rendering of service to the public is expected of a profession (McCurdy 1986, 13), and Dwivedi identifies "service" as a primary moral obligation of public administrators (ASPA 1989, 103)). A basic "service orientation" is how York Willbern describes it (1984, 102). "Serving the public interest" is how it is described by the Council for Excellence in Government (1992). The 1984 ASPA Code of Ethics charged its members to "serve the public" and "serve in such a way that we do not realize undue personal gain from the performance of our official duties" and notes that "service to the public is beyond service to oneself" and "public employees have a duty to discern, understand and meet the needs of their fellow citizens. That is, after all, the definition of a public *servant*" (Council for Excellence 1992, 6-7). "Serve" is a part of the bureaucratic ethos set.

"Serve the public" (understand that a government employee is a public servant) was rated 14th by legislators and 16th by voters, but only 26th by bureaucrats in the survey. This rank-ordered difference for bureaucrats was 12 places below legislators and 10 below voters, as set forth in Tables 4.2 and 4.3. Legislators reported the highest absolute mean score for this value, and bureaucrats the lowest. Colorado bureaucrats were significantly more likely to assess this public administration value of lower worth than both legislators and voters. Relative to the legislator and voter groups surveyed,

bureaucrats had a much higher level of variation in the responses to this value of public administrators: the least standard deviation ranking was twelfth for both legislators and voters, but thirtieth for bureaucrats. "Serve" was a part of the Trust-Responsibility Factor and the associated values of "trustworthiness," "truthful," "responsible," "respect," "rational," "responsive," and "promise-keeping."

Colorado voter responses to this value illustrated differences, based upon the highest degree received by the voter. Those with a masters degree were significantly more likely to rate lower this value as an important one for career civil servants to possess than those holding a bachelors degree or no college degree at all.

I conclude that "serve the public" is neither an important, top-half value for public administrators, nor a part of any Colorado public administration ethics, but it is a defining value for any public administration ethics here since bureaucrats assessed it significantly lower in importance than both legislators and voters. Given the basic duty of Colorado career civil servants this result seems surprising and disquieting, in the sense that public administrators themselves need an awareness and appreciation for their role in governance.

Socially Conscious

The "new public administration," written about by George Frederickson (Frederickson 1987) and Frank Marini (1971) added social equity to the classic values of public administration. Social equity meant enhancing the political power and economic well-being of minorities. York Willbern used the term "an ethics of compromise and social integration" (1984, 102). Goodsell (1989, 576) identified "equality" (1989, 576), and so did Mertins and Hennigan (1982, 22). Sullivan and Ventriss recognized "social interdependence" (Ventriss 1989, 122). The 1984 ASPA Code of Ethics called on its members to support "affirmative action to assure equal employment opportunity" and so does the

ICMA Code of Ethics (1987). The 1994 ASPA Code commits members to "promote affirmative action." To be "socially conscious" is a part of the democratic ethos.

"Be socially conscious" (aware of social inequities and the capacity of government to redress them) was a bottom-ranked quartile value for each of the three Colorado groups surveyed. It was rated 41st by bureaucrats, and 42nd by both legislators and voters. Voters rated this value highest in terms of the mean score reported, while bureaucrats reported the lowest mean score; but no significant differences were found notwithstanding differences in the means. This value for career civil servants produced substantial variations in the responses within each of the three groups surveyed: bureaucrats ranked "socially conscious" in 44th place out of 48 values for the least standard deviation, and legislators ranked this value 43rd, and voters 41st. "Socially conscious" was associated with the values of "compassionate," "caring," "tolerance," and "courteously" in the Compassion-Caring Factor derived from the factor analysis of all bureaucrat responses to the survey instrument.

In a comparison with the value of "impartiality" (being unbiased, not favoring one person or group over another in providing services or benefits), "social consciousness" (being aware of social inequities among persons or groups and the perceived capacity of government to redress them) was assessed a lower importance by Colorado bureaucrats, legislators and voters. Most favorable to "social consciousness" were the voters, and least favorable was the legislator group. This finding was generally consistent with the 48 values and normative statement findings in Table 4.1. There was not much variance difference between the responses of the three groups, with voters at 1.8688, legislators at 1.9674, and bureaucrats at 1.7929 standard deviations.

Bureaucrat responses illustrated some differences to this value, based upon the department or agency of the respondent. The Colorado Department of Revenue bureaucrats rated the importance of "socially conscious" significantly lower than did those working in the Departments of Labor, Social Services, and Institutions. In addition, the respondents from the Department of Natural Resources

were also significantly lower in rating this value than were the bureaucrats in the Departments of Labor and Social Services. The Department of Institutions bureaucrats gave significantly more importance to the value of "social consciousness" in comparison to the value of "impartiality" than did the employees at the Departments of Natural Resources and Revenue. In addition, the Department of Social Service bureaucrats also gave significantly more importance to "social consciousness" compared to this same value, than did the employees at the Department of Natural Resources.

Bureaucrat responses manifested some differences based upon the highest degree held by respondents. Those with degrees in law, public administration, and the social sciences rated "socially conscious" significantly more important than did those with degrees in finance and the natural sciences. Those with a degree in the social sciences rated significantly more important the value of "social consciousness" than did those with a business or natural sciences degree, when comparing "social consciousness" with "impartiality," even though all rated "impartiality" higher in absolute terms. Bureaucrat responses showed differences in this value based upon gender, with female bureaucrats assessing "socially conscious" significantly higher than did male bureaucrats. Further, in the comparison of "social consciousness" versus "impartiality" female bureaucrats rated "social consciousness" significantly higher than did males, even though both sexes did favor "impartiality" in the comparison. Bureaucrat responses illustrated differences based upon the Department of Personnel Job Classification scheme, with the Professional Services class rating "social consciousness" significantly higher than did the bureaucrats in the Physical Science and Engineering class. Bureaucrat responses illustrated difference based upon the author's job classification scheme, with Law personnel rating the value of "socially conscious" significantly higher than Environment, Enforcement and Engineer personnel.

Colorado legislator responses to this value also illustrated differences based upon party affiliation. Democratic legislators were significantly more likely to rate civil servants being "socially

conscious" as important than were Republican legislators. Moreover, in the forced choice comparison between having career civil servants be "socially conscious" versus "impartiality" Democratic legislators only slightly favored "impartiality" whereas Republic legislators significantly favored "impartiality."

Voter responses to this value showed differences based upon the gender of the respondents. Female voters were significantly more likely to rate high the value of "socially conscious" than were male voters. Voter responses to this value manifested differences based upon the political affiliation of the voter. Democratic voters rated "socially conscious" as a value for career government significantly higher than did Independents.

I conclude that being "socially conscious" is an unimportant value for Colorado career civil servants to possess, since it is ranked in the bottom quartile of values for all groups, and it is also not a defining value for public administrators in this State either. Again, this seems surprising and disappointing given the stewardship functions performed by career civil servants in Colorado.

Sovereignty of the People

The ASPA Code of 1981 identified "sovereignty of the people" as a value, and so did Cooper (1987, 14). The 1994 version of the ASPA Code of Ethics calls on members to respect and support constitutions and laws that define employee and citizen responsibilities. My experience in New York State and Illinois State governments, and in Washington, DC, is that relatively few of our civil servants understand this basic notion, and that of those who do most come from a political science or legal background. "Sovereignty of the people" is a part of the democratic ethos.

A part of our democracy includes the concept that the people are supreme, because they have ultimate political power and authority. Public servants are fiduciaries, in that they have an obligation to exercise their authority consistent with their role as guardians of the public trust (Rosenbloom 1989.

10). We say that sovereignty resides with the people in a democracy, and this value is therefore part of the democratic ethos. The survey findings suggest that those exercising the public trust may not be representative of the people as a whole, and this is discussed more fully under "representative bureaucracy" later in this chapter.

"Recognize the sovereignty of the people" (it is the people who are supreme in a democracy) was rated highest by legislators with a ranking of 18th out of 48 values for Colorado career civil servants to possess. Voters rated it 34th, and bureaucrats at 37th. Legislators reported the highest mean score for this value, and bureaucrats the lowest mean score. Significantly different assessments for this value were reported among all of the groups, including a lower bureaucrat assessment than legislators and voters had determined as an appropriate characteristic for public servants. Moderate to substantial variance differences for this value existed within each of the three groups surveyed: bureaucrats accorded this value a ranking of 37th out of 48 values for the least standard deviation in their responses. Legislators rated it 21st, and voters 28th out of 48. "Sovereignty of the people" was associated with the values of "public interest," "politically aware," "participation," and "protect individual rights" as a part of the Public Participation Factor ascertained from a factor analysis of all bureaucrat responses.

Colorado bureaucrat responses illustrated some differences based upon the highest degree held by respondents. Those with degrees in public administration rated "sovereignty of the people" significantly more important than did those with degrees in engineering, finance, the social sciences, and the natural sciences. Bureaucrat responses showed some differences based upon the Department of Personnel Job Classification scheme, with the Professional Services class rating the value of "sovereignty of the people" significantly higher than did the bureaucrats from the Physical Science and Engineering class.

Voter responses to this value manifested differences based upon the political affiliation of the voter. Republican voters rated "sovereignty of the people" as a value for career government significantly higher than did Independents.

I conclude that there is little consensus among surveyed groups as to the value of "sovereignty of the people" and that it does not rise a level of proper importance for the values to be possessed by Colorado career public servants. This is disappointing. Further, it is not a defining value for public administrators in Colorado either.

Stability

Stability is part of the bureaucratic ethos set of values. "Have stability" (being steady and fixed, not flighty, in administering the program over time) was a third-quartile rated value for government employees to have, with legislators rating it in 28th place, voters in 29th, and bureaucrats in 31st. Legislators reported the highest mean score for this value, and bureaucrats reported the lowest one; but there were not statistically significant differences in the means in any of the groups surveyed. Moderate unity in the responses from each of the three surveyed groups appeared for this value of public administration. Voter responses produced a rating of 17th out of 48 values for the least standard deviation for this value; bureaucrats rated it 25th, and legislators 24th. "Stability" was associated with values of "obedient," "loyal," "orderly," "consistent," "predictable," and "deference" as part of the Obedience-Consistency Factor.

Colorado bureaucrat responses illustrated some differences based upon the highest degree held by respondents. Those with degrees in finance rated "stability" significantly less important than did those with degrees in social sciences, business, and the natural sciences.

Voter responses to this value showed differences, based upon the highest degree received by the voter; those with a masters degree were significantly more likely to rate lower this value as an

important one more career civil servants to possess than did those holding a bachelors degree or no college degree at all. Voter responses to this value illustrated differences based upon the political affiliation of the voter: Republican voter rated "stability" as a value for career government significantly higher than did Independents.

I conclude that, because "stability" is a third-quartile ranked value for career civil servants to possess in Colorado State government, it is not important as a value. Neither is it a defining value of public administrators here in this State.

Tolerance

P. G. Brown has posited "tolerance" as an important virtue (ASPA 1989, 103). Sikula (1973, 19) recognized "broadmindedness" as a government executive value. "Tolerance" is a part of the democratic ethos set of values.

"Show tolerance" (permit and not interfere with the views, beliefs and practices of others) is rated as a relatively low value for government employees to have in Colorado. Bureaucrats rated it 35th, voters 36th, and legislators 38th out of 48 values. Voters reported the highest mean score for this value, and bureaucrats the lowest absolute score. Yet there were not significant differences among any of the groups in their assessment of the importance of this value for career public servants in Colorado. Relatively high variance or lack of consensus exists for the value "tolerance" within each group. Bureaucrats had this value ranked 36th out of 48 for the least standard deviation; and the legislators ranked it 41st and the voters 38th. "Tolerance" was associated with the values of "compassionate," "caring," "socially conscious," and "courteously" in the Compassion-Caring Factor from a factor analysis of all bureaucrat survey responses.

Bureaucrat responses illustrated some differences to this value, based upon the department or agency of the respondent. Colorado Department of Revenue bureaucrats rated the importance of

"tolerance" significantly lower than did those from the Departments of Higher Education, Social Services, Institutions, and the Judicial Branch. Bureaucrat responses to this value also illustrated differences based upon the highest degree held by respondents. Those with masters degrees rated "tolerance" significantly more important than did those with bachelors degrees. Bureaucrat responses to this value illustrated differences based upon gender, with female bureaucrats assessing "tolerance" significantly higher than did male bureaucrats. Bureaucrat responses to this value also manifested differences based upon the author's job classification scheme, with Administrative, Human Resources, and Law personnel rating "tolerance" significantly higher as a value and the rating given by Business personnel.

Voter responses to this value showed differences based upon the gender of the respondents. Female voters were significantly more likely to rate high the value of "tolerance" than were male voters.

I conclude that "tolerance" is not an important value for career civil servants to possess, since it does not appear in the top half of all values surveyed; and it is not a defining value for public administrators in Colorado either.

Trustworthy

Woodrow Wilson enumerated "trustworthiness" as a desirable attribute in public administrators (1887, 212). So has Cooper identified "trustworthiness" (1987, 15). The ASPA moral principles adopted in 1981 identified "keeping the public trust." The 1994 ASPA Code of Ethics calls on members to "Demonstrate the highest standards in all activities to inspire public confidence and trust in public service." "Trustworthy" has also been identified as a universal ethical value (Josephson 1989, 2). It is part of the bureaucratic ethos.

"Be trustworthy" (dependable and incorruptible, incapable of being false to a public trust) was a premier value among all three groups surveyed in Colorado, each of whom rated it in the top five values. It was rated number two by voters, number four by bureaucrats, and number five by legislators. In absolute terms, voters gave the highest mean to this value, and bureaucrats the lowest. Bureaucrats also assessed this public administration value significantly lower than did voters. With a low standard deviation among bureaucrat responses—fifth out of the 48 values—this characteristic of career civil servants elicited a consensus among government employee responses. It was ninth smallest in standard deviation among legislators, and 19th for voters. "Trustworthy" was associated with the values of "truthful," "responsible," "respect," "rational," "responsive," "promise-keeping," and "serve" in the Trust-Responsibility Factor from a factor analysis of bureaucrat responses.

In a comparison with the value of "competence" (acquiring and applying the necessary knowledge, training and skill in managing and delivering governmental services to persons and groups), "trustworthiness" (integrity, personal honor, and virtue in managing and delivering those services) was assessed a greater importance by all three groups, however, it was only of slightly greater importance for voters and bureaucrats. Legislators, on the other hand, significantly favored "trustworthiness" over "competence" in this value comparison; thus, legislators were different than both bureaucrats and voters in this respect.

Colorado voter responses in the forced choice comparison involving "trustworthiness" versus "competence" for career civil servants, based upon the party affiliation of the respondent voters, showed differences. Republican and Independent voters both favored "trustworthiness" in the comparison, although Independents by only slightly, whereas Democratic voters favored "competence."

I conclude that being "trustworthy" is a premier value for Colorado career civil servants to possess, but it is also a defining value for public administrators here, since bureaucrats rated it

significantly lower in importance than did the other two groups. In many ways this is astonishing. "Trustworthy" is a part of a professional public administration ethics in Colorado.

Truthful

P. G. Brown has posited "truthfulness" as an important virtue (ASPA 1989, 103). The 1984 ASPA Code of Ethics and Implementation Guidelines label "truthfulness" crucial for public administrators because "public confidence" in government can otherwise be lost, and the 1994 version asks members to "Maintain truthfulness." "Truthful" is a part of the bureaucratic ethos.

"Be truthful" (having veracity, presenting the facts without distortion, being sincere) was a premier value among all of the surveyed groups in Colorado, meaning it was rated in the top quartile of values by each group. Legislators and voters each rated it 4th of 48 values, and bureaucrats rated it fifth. Legislators provided the highest mean score for this value, and bureaucrats the lowest. Bureaucrats assessed this professional and ethical value significantly lower than did legislators, in terms of expectations of public servant behavior. But there was consensus among bureaucrats, legislators, and voters of the important nature of this characteristic for career public servants. This value had the third least standard deviation for bureaucrats and voters, and was fourth for legislators. Respondents within each of the surveyed groups were in accord about the worth of this government employee value. "Truthful" was associated with the values of "trustworthiness," "responsible," "respect," "rational," "responsive," "promise-keeping," and "serve" in a factor analysis of all survey responses from bureaucrats.

I conclude that being "truthful" is a premier value for Colorado State government career civil servants to possess, but it is also a defining value for public administrators since it is rated significantly lower by bureaucrats than by legislators in this State. Again, this is surprising. "Truthful" is a part of a Colorado professional public administration ethics.

Primary Bureaucratic Accountability Findings

This section summarizes findings dealing with the second and fourth hypotheses set forth in Chapter One. Those hypotheses are: (2) There are significant differences about the persons or entities to which career civil servants should have accountability, as perceived by career civil servants themselves, and about the nature of that accountability; and (4) There are significant differences about the persons or groups to which career civil servants should have accountability, as perceived by public administrators themselves on the one hand, and as perceived by the elected representatives of the people and citizens on the other hand. These findings on primary accountability are presented on the basis of the six possible answers including state agency director, governor, legislature, state courts, agency clientele groups, and the general public and citizens.

State Agency Director

Colorado State bureaucrats ranked "the state agency director" second, as the person or entity to whom career civil servants owed their primary accountability. Colorado legislators and voters, on the other hand, each ranked the "state agency director" third as illustrated in Table 4.6. Each of the three groups surveyed provided responses that were significantly different than the other two groups. Bureaucrats provided "the state agency director" with the highest mean score, and the public provided "the state agency director" the lowest score, as shown in Table 4.7. Moreover, the mean score provided "the state agency director" by bureaucrats was significantly higher than the scores given by both legislators and by voters. With their day-to-day working familiarity and organizational proximity to "the state agency director," the different result for bureaucrats is not necessarily surprising.

Bureaucrat responses did show some differences based upon their age as well. Those older—in their fifties and sixties—rated the "state agency director" as the primary person to whom career civil

servants should be accountable. Those in their thirties and forties, on the other hand, selected "the general public and citizens" as the primary group to which accountability is owed. Although there is not reliable data about how long respondents had been in the civil service, this result may suggest that the length of time in the civil service system affects to whom bureaucrats believe they have a primary accountability, i.e., those who have been in the bureaucracy or with a state agency for a longer period of time may have a tendency to more clearly see their primary accountability to the "state agency director."

Colorado bureaucrat responses illustrated some differences in "the state agency director" answer, based upon the department or agency of the respondents. Respondents from the Departments of Labor, Local Affairs, Natural Resources, and Revenue, along with the Judicial Branch, believe primary accountability for career public servants should be to "the state agency director," while all others responded that primary accountability should be to "the general public," as noted in Table 4.16. In this sense, the respondents from the named agencies above are most different from legislators and voters.

The responses of bureaucrats to the survey questions dealing with career public administrator's primary accountability do illustrate differences based upon educational degrees. Those with a doctorate or law degree, as shown in Table 4.20, believe that primary accountability is to "the state agency director." Those with a degree in math, engineering, and law also selected "the state agency director" as being the person to whom primary accountability is due, as illustrated by Table 4.24. Again, these bureaucrats are more different than their coworkers when compared with voters and legislators.

Colorado bureaucrat responses were different based upon the Department of Personnel Job Classification scheme; those from the classes of Financial Services; Labor, Trades, and Crafts; Management; Physical Science and Engineering; and Law ranked "the state agency director" first.

Also, using the author's job classification scheme, both Engineering and Law personnel selected "the state agency director" as first.

Legislator responses to this value illustrated that, on the basis of age, those in their thirties selected "the state agency director" in first place as the person to whom primary accountability is owed by career civil servants. Also, Democratic Party legislator responses were generally higher than Republican legislator responses for this answer. This may be explained politically because the governor during this survey year was a Democrat.

Colorado voter responses to "the state agency director" answer varied. Those with a bachelors degree ranked "state agency director" second; those with a masters degree placed it fourth; and those with no college degree voted it fifth. Those with incomes between \$20,000 and \$50,000 were significantly more likely to rank higher "the state agency director" than were those with incomes below \$20,000 annually. Lastly, Republican voters provided the highest absolute score for "the state agency director" as an answer to the primary accountability question, with Independents next and Democrats last. The Democratic Party voters ranked "state agency director" in fifth place, while Republicans rated that position in a tie for second, and Independents rated it fourth. While there are no clear conclusions as a result of these findings, the data may suggest that the less sophisticated Colorado voters, or those who are pre-occupied with other pursuits, are more likely to rank the "state agency director" lower than their counterparts in the survey.

Governor

Bureaucrats ranked "the governor" fourth as the person or entity to whom career civil servants owed primary accountability. Legislators as a group believed "the governor" should be second, and voters saw "the governor" as the fourth most important. Legislators provided the highest importance absolute score to "the governor," with bureaucrats second and voters last, as illustrated in

Table 4.7. Legislators rated the importance of "the governor" significantly higher than both bureaucrats and voters; perhaps this reflects their constitutional role and the natural tendency for them to hold him accountable for state agency activities, most of which are under his control. The institutional role of "the governor" as head of the executive branch would be, no doubt, a more familiar one to legislators and bureaucrats than to voters.

Bureaucrat respondents in their sixties thought that "the governor" should be third out of six persons or groups to whom career civil servants should be held primarily accountable; those in their forties and fifties thought "the governor" should be ranked fourth; and those in their thirties thought "the governor" should be ranked fifth. Moreover, those in their thirties were significantly different than those in their forties and fifties in holding "the governor" to be of lesser importance. It appears as though the importance of "the governor" as an answer increases with the age of the civil servant respondent, thereby supporting my earlier comment about length and proximity in the bureaucracy as correlated with the importance of the "governor" as the person to whom the business of state government is primarily accountable.

Bureaucrat responses illustrated differences based upon the Department of Personnel Job Classification scheme, with the classes of Financial Services; Labor, Trades, and Crafts; and Physical Science and Engineering, rating "the governor" in third position among groups to which the civil servants should owe primary accountability. Enforcement and Protective Services personnel, Management, and Professional Services bureaucrats rated "the governor" in fourth position, with Health Care Services personnel rating the top executive branch official in fifth place, and the Law bureaucrats in sixth place. The latter finding supports the proximity statement.

Republican legislator responses for "the governor" as an answer were generally higher than were Democratic Party legislator responses. We must keep in mind that "the governor" at the time of the survey was a Democrat and both Houses of the Legislature had Republican majorities. Yet, the

majority party would appear to give "the governor" credit as well as hold him responsible for the bureaucracy.

Voter responses to "the governor" as an answer were also varied. Those in their fifties and seventies picked "governor" second; those in their forties picked it third; those in their thirties and sixties selected "the governor" last as an answer. This is the same pattern of greater gubernatorial importance for bureaucratic accountability with the increasing age of the respondent. Voters with a masters degree voted "the governor" as an answer with a third-place ranking, along with those with no college degree, but those with a bachelors degree voted "the governor" sixth as the person to whom career public administrators should be responsible.. Voter responses to this answer also varied, based upon the annual income of respondents. "The governor" as an answer was ranked last by the wealthiest—those with \$50,000 or more in income—and second by those with \$20,000 to \$50,000 income. In fact, those with incomes of between \$20,000 and \$50,000 of household income were significantly more likely to rank lower "the governor" as an answer than was the more wealthy group. Voter responses, based upon political affiliation, varied with Democrats ranking "the governor" second, and Republicans fourth, and Independents fifth. Democratic Party voters gave "the governor" the highest absolute score, the Republicans next and Independents last. The position of Independent voters is consistent with the philosophy of placing less reliance on political accountability and more on constitutional, legal, and citizen accountability.

State Legislature

Bureaucrats ranked "the state legislature" fifth out of six entities to which career civil servants owed primary accountability. Legislators ranked their own institution fourth, and voters ranked "the state legislature" second in importance. The absolute score for voters was the highest, followed by the scores for legislators and bureaucrats. The Student-Newman-Keuls test illustrated that bureaucrats

were significantly different in their answers to this question than were either voters or legislators. Thus, bureaucrats were unique in their low primary accountability to "the state legislature" compared with the preferences of the public and elected officials in the legislative branch. Here again, bureaucrats were clearly different.

Bureaucrats in their thirties and sixties thought that "the state legislature" should be the fourth ranked group to which career civil servants should be held primarily accountable; those in their forties and fifties thought "the state legislature" should be ranked fifth. It appears as though the longer the civil servant has been in the civil service, the less likely he or she is to place any primary accountability for themselves or other colleagues to "the state legislature." Given the author's experience, the younger civil servants may have to learn a lot in their years of service to come.

Bureaucrat responses illustrated some differences to this "state legislature" answer, based upon the department or agency of the respondent. Department of Revenue bureaucrats rated significantly higher than Department of Natural Resources bureaucrats a primary accountability to "the state legislature." It is the author's perception that this may be because of the more friendly reception that revenue interests may have in the legislature compared with natural resource interests. In addition, those bureaucrats with a law degree believed "the state legislature" should be last on the list of entities to which career civil servants should have primary accountability; all others with degrees or no college degree believed that "the state legislature" should be fifth of the six entities.

Bureaucrat responses also illustrated differences based upon the Department of Personnel Job Classification scheme, with the classes of Finance and Health Care Services placing "the state legislature" in fourth place among groups to which primary accountability should be given by civil servants. The classes of Enforcement and Protective Services; Management; Professional Services; Law; and Physical Science and Engineering, rated "the state legislature" fifth, and the Trades bureaucrats rated the legislative body last in importance. Using the author's job classification scheme.

only "the state legislature" as an answer showed any significant differences among the eleven job classifications; Environment personnel ranked "the state legislature" significantly lower than did Administrative, Engineering, and Finance bureaucrats.

Republican legislators provided generally higher scores than Democratic Party legislators for a high ranking of this answer for primary accountability by career civil servants to "the state legislature." This may be because Republicans were in control of both Houses of "the state legislature."

Voter responses to this "state legislative" answer were mixed, on the basis of age of the voter, with those in their forties picking "the state legislature" second; those in the seventies picking it third; those in their thirties and fifties picking it fourth; and those in their sixties picking it fifth. Voter responses to this "state legislative" answer also varied in accordance with the highest degree achieved by the respondent voter. Those with masters degrees voted this answer second, and those with bachelors degrees or no college voted this answer as third.

Voter responses to this answer varied based upon the party affiliation of the respondents. Independents ranked "the state legislature" second, and Republicans ranked it in a tie for second, whereas the Democrats rated it fifth. Republicans provided the highest absolute score value for "the state legislature," with Independents and Democrats next in that order. Again, this may be because Republicans are in control of both Houses of the Legislature.

State Courts

Bureaucrats and legislators both ranked "state courts" last as an entity to which career civil servants owed any primary accountability, as illustrated in Tables 4.6. Voters saw "state courts" as meriting a fourth place rating of six groups, perhaps because of the court's having a non-partisan, independent nature or constitutional stature. As shown in Table 4.7, voters provided a mean score

significantly higher than both bureaucrats and legislators, but it is uncertain whether they did this because they were confused about the role "state courts" play in the separation of powers distinctions or because they did view "the state courts" as a check on bureaucratic authority.

Bureaucrats in their thirties, forties and fifties thought that "state courts" should be the last group to which career civil servants should be accountable. Those in their sixties thought "state courts" should be ranked fifth out of six groups.

Bureaucrat responses manifested some differences to this "state courts" answer, based upon the department or agency of the respondent. The Department of Corrections bureaucrats, perhaps because they may have had some personal experience regarding court interpretations or mandates to the Department, rated significantly higher than the Departments of Labor and Health employees a primary accountability to "the state courts." In addition, the Judicial Branch respondents rated significantly higher a primary accountability to "the state courts" than did the Health Department employees. Of course, the Judicial Branch employees might be more familiar with the role of "the state courts" in providing a check and balance under the separation of powers functions between the legislative, executive, and judicial branches under the Colorado State Constitution.

Other responses of bureaucrats to the survey questions dealing with career public administrators' primary accountability to "the state courts" did illustrate further differences. Those with law degrees believed that "state courts" should have a fourth ranking among five groups, whereas all others holding degrees or with no college degree believed "state courts" should be the last entity to which career civil servants should have primary accountability. Indeed, those with law degrees placed a significantly higher importance on "state courts" than did those with masters degrees as well. Legal training and law school experience appear to heighten an awareness of the power and function of the judiciary.

Bureaucrat responses illustrated differences based upon the Department of Personnel Job Classification scheme, with the Labor, Trades, and Crafts; and Law bureaucrats believing "the state courts" to be fourth in groups to which bureaucrats should be primarily accountable. All other classes listed "state courts" in sixth or last place.

Legislator responses showed differences based upon the age of the respondents, with those in their fifties and sixties believing that "state courts" should be the last entity to which civil servants should owe primary accountability. Those in their thirties and forties selected "state courts" in the next to last place. Legislator responses also indicated differences based upon gender: females thought that "state courts" should be the last entity to which career civil servants should be held accountable, whereas male legislators ranked "state courts" fifth. Republican legislators also provided higher scores than Democratic legislators for this answer on the question of primary accountability for Colorado career civil servants.

Voter responses to this question illustrated differences based upon age of voter, the education of the voter, and party affiliation. Those in their thirties selected this answer as second; those in their sixties picked this one fourth; and those in their forties and seventies picked this one fifth. Only those in their fifties picked this answer last. Voters having no undergraduate degree were significantly more likely to give a higher ranking to "state courts" than those with an undergraduate degree. Voters with no college degree ranked this second; those with a bachelors degree ranked this fifth; and those with a masters degree ranked this answer fifth as well. Voter responses to this question, based upon the party affiliation of the respondents, varied. Democratic Party voters and Independents ranked "state courts" third, but Republican voters ranked it fifth. Independents gave the highest absolute score to "state courts," with Democrats and Republicans next in that order.

Agency Clientele Groups

Of all the possible six answers to the question of primary accountability for career civil servants, the answer "the agency clientele groups" was the most telling in terms of the difference between Colorado bureaucrats on the one hand and legislators and voters on the other. Bureaucrats ranked "the agency clientele groups" as meriting a third place in a list of six groups to which career civil servants should have primary accountability. Colorado legislators ranked "the agency clientele groups" fifth, and voters last. The mean scores illustrated bureaucrats were highest, followed by voters and then legislators. Colorado bureaucrats were significantly different than either voters or legislators in their responses as noted in Table 4.7. Indeed, the author's own experience with the "iron triangles" in several state capitals and in Washington, DC, suggests that this is the case elsewhere.

In a comparison of "agency clientele interests" with "the general public interest," all three survey groups favored "the general public interest." Yet only bureaucrats came close to ranking both similarly. In fact, bureaucrats ranked "agency clientele interests" significantly higher in this comparison than did either voters or legislators, with a near-certain probability. Legislators had the least standard deviation in their responses at 1.5019, and bureaucrats the most with 1.7118.

Colorado bureaucrats in their sixties believed that "agency clientele groups" should be the last group to whom career civil servants should be accountable. Those in their thirties, forties and fifties felt that accountability to this same group should be ranked third out of six groups. Bureaucrat responses illustrated some differences to this answer, based upon the department or agency of the respondent. Colorado Department of Institutions bureaucrats gave significantly more importance to the value of "agency clientele interests" in comparison with "the general public interest," than did bureaucrats from the three Departments of Regulatory Agencies, Revenue, and Transportation.

The responses of bureaucrats to the survey questions dealing with a career public administrator's primary accountability did show additional statistical differences; those with an

associate degree think primary accountability should be to "the agency clientele groups." Further, bureaucrat survey responses illustrated differences based upon the Department of Personnel Job Classification scheme, with those from the Health Care Services group of bureaucrats rating "the agency clientele groups" in second place for the entity to whom bureaucrats should show primary accountability. The following classes voted "the agency clientele groups" in third position: Enforcement and Protective Services; Management; Professional Services; and Law bureaucrats. Physical Science and Engineering bureaucrats believed "the agency clientele groups" should be fourth, and the Finance and Trades bureaucrats rated "the agency clientele groups" in fifth place in terms of public administrator accountability. It appears that civil servants who serve the medically needy have an orientation or disposition to serve "the agency clientele groups" before others do.

Colorado legislator responses to this question, on the basis of the age of the legislator, illustrated that "state agency clientele" groups were picked last for those in their thirties and forties, and next to last for those in their fifties and sixties. Legislator responses to this question manifested that male legislators believed that this should be the last group to which career civil servants should be held accountable, whereas female legislators thought this should be the fifth ranked group of six. In fact, female legislators, when forced to choose between "the general public interest" versus "the agency clientele interests," were significantly more likely to assess "the agency clientele interests" higher than were male legislators, but both sexes did choose "the general public interest" above the other one. Democratic Party legislators were significantly more likely to score "agency clientele interests" higher than Republican legislators as an entity to which career civil servants should be held accountable. In fact, in a forced choice between "agency clientele interests" versus "general public interests" Democratic legislators were significantly more likely to rate higher "agency clientele interests" although both Democratic and Republican legislators scored "the general public interest" higher.

Colorado voter responses to the forced choice comparison between "agency clientele interests" and "the general public interest" did illustrate differences based upon the education of the voter. Those with an undergraduate degree were significantly more likely to chose "agency clientele interests" than were those with no undergraduate degree; however, both groups did chose "the general public interest" over "agency clientele interests." Voter responses to this question also varied, based upon the highest degree held by the voter respondent. Those with a bachelors degree ranked this fourth; those with a masters degree ranked this last, as did those with no college degree. In the forced comparison between "general public interest" versus "agency clientele interests," those with a masters degree were significantly more likely to rate the latter higher than those with no college degrees. However, both groups did rank "the general public interest" higher. Colorado voter responses to this answer varied greatly based upon the annual income of the respondents. Those with over \$50,000 ranked this answer second, and those with less than \$20,000 ranked it last, and those with between \$20,000 and \$50,000 also ranked it last. In fact, those with incomes over \$50,000 annually were significantly more likely to rate "agency clientele groups" higher than were those with incomes between \$20,000 and \$50,000.

Colorado voter responses based upon the political affiliation of respondents illustrated that all groups—Democrats Republicans and Independents—ranked "agency clientele groups" last. But Democratic Party voters gave this answer higher scores than the other groups.

General Public and Citizens

Colorado bureaucrats, legislators, and voters all ranked "the general public and citizens" as the group to which primary accountability is owed by career public servants. Mean scores illustrated that voters provided the highest score, followed by legislators and bureaucrats. Bureaucrats were significantly different in their responses to this question than were voters.

In comparing "the general public interest" versus "agency clientele interests," all three groups favored "the general public interest." However, bureaucrats favored "the general public interest" much less than did either legislators or voters. In fact, bureaucrats favored "the general public interest" significantly less than did either of the other two groups. Furthermore, legislators gave a score to "the general public interest" in this comparison that was higher than any score legislators provided in any of the forced choice question comparisons. Legislators had the least standard deviation in their responses at 1.5019, and bureaucrats the most with 1.7118.

Bureaucrat responses illustrated that those in their thirties and forties believed that the primary group to whom career civil servants should be accountable was "the general public and citizens." On the other hand, those older in their fifties and sixties believed that "the state agency director" was the primary person to whom there should be accountability. Indeed, those in their thirties held the importance of "the general public and citizens" significantly higher than did those in their forties. It would appear that the younger the civil servant, the more likely it is for one to see "the general public and citizens" as the entity to which primary bureaucratic accountability should be rendered.

Bureaucrat responses illustrated some differences in this value, based upon the department or agency of the respondent. Respondents from the Departments of Administration, Agriculture, Corrections, Health, Higher Education, Transportation, Institutions, Public Safety, and Regulatory

Agencies believe that primary accountability for career civil servants should be to "the general public and citizens."

The responses of Colorado State government bureaucrats to the survey questions dealing with career public administrator's primary accountability did illustrate additional differences. Those with no college degree, bachelors degrees, and masters degrees believed that bureaucrats should be primarily accountable to "the general public and citizens." Indeed, those with a masters degree placed a significantly higher importance upon primary accountability to "the general public and citizens" than did those with a doctorate. Those with degrees in these subject fields of finance, health, social science, business, natural sciences, and public administration all selected "the general public and citizens" as the group to whom primary accountability should be had by career government workers.

Bureaucrat responses manifested differences based upon the Department of Personnel Job Classification scheme, with those from the following classes rating in first place "the general public and citizens": Enforcement and Protective Services; Health Care Services; and Professional Services. However, the only statistically significant difference between such job classifications was the significantly higher rating given "the general public and citizens" by the Health Care Services bureaucrats, in comparison with the importance given by the Financial Services bureaucrats. Using the author's job classification scheme, all classifications (Administrative, Business, Communications, Computer, Environmental, Finance, Health, Human Resources, and Enforcement) except two (Engineers and Law) selected "the general public and citizens" as first.

Colorado legislator responses to this answer under primary accountability question showed that, on the basis of legislator age expressed in decades, only those in their thirties did not place "the general public and citizens" first. Moreover, Democratic Party legislators were generally willing to give a higher score to this answer than were Republican legislators, as an entity to which career civil servants should be held accountable.

Both male and female legislators rated the "the general public and citizens" as the group to which career civil servants should be held accountable, but male legislators were significantly more likely to value "the general public interest" higher than were female legislators, in comparison with "agency clientele interests," although both did assess greater worth to the "the general public interest." In a forced choice between "the general public interest" versus "agency clientele interests" Republican legislators were significantly more likely to rate high "general public interests" although both Democratic and Republican legislators scored "the general public interest" higher than "agency clientele interests."

Combined Colorado voter responses to this question showed strong support for this answer as the primary group to which career public servants owed accountability, for all age groups. Voter responses to this question illustrated differences based upon the education of the voters, however. Those with an undergraduate degree were significantly more likely to give "the general public and citizens" a high score than were those without an undergraduate degree; however, both groups still rated "the general public and citizens" as the highest in rank as the entities to which career public servants should provide accountability.

All groups of Colorado voter respondents to this question ranked "the general public and citizens" first as the group to which civil servants should be primarily accountable, based upon gender and income and political party affiliation. But those with income over \$50,000 were significantly more likely to rate high this answer than were those in the income band between \$20,000 and \$50,000 annually. Moreover, in the forced choice comparison between "general public interest" and "agency clientele interests" those voters with incomes less than \$20,000 annually were significantly more likely to rank higher the "general public interest" over "agency clientele interests" than were those with more income, and those with income over \$50,000 annually were similarly significantly more likely to rate high the "general public interest" in this comparison than were those with incomes between \$20,000

and \$50,000. Yet all groups did still favor "the general public interest" over "agency clientele interests."

Voter responses based upon the political affiliation of the respondents illustrated that all voter groups—Democrats, Republicans, and Independents—favored "the general public and citizens" as the highest ranked group to which bureaucrats should be held accountable; however, Democratic voters scored this group the highest in absolute terms.

Personal Versus System Accountability

Golembiewski identified "shared responsibility" (1977). President Bill Clinton, during his campaigns for the Presidency in 1992 and 1996, emphasized the theme of "personal responsibility." "Personal responsibility" is a part of the bureaucratic ethos and "system accountability" part of the democratic ethos set of values.

In a comparison of individual or "personal accountability" (responsibility for the success or failure of the governmental program or program decision rests with the individual career public administrator in charge) with organizational, bureaucratic or "system accountability" (responsibility for success or failure rests with many persons and departments which have participated in creating, managing, implementing and evaluating the program and in making program decisions), legislators most strongly favored "personal accountability." Colorado bureaucrats and voters, in that order, also favored personal accountability," but by lesser degrees. In fact, voters barely selected "personal accountability" over "system accountability." And voter responses were significantly different than legislator responses to this comparison. There were not many variance differences in the responses from the three groups, with voters at 1.6554 and legislators at 1.7658 standard deviation.

Bureaucrat responses illustrated some differences in this value comparison, based upon the respondent's Department of Personnel Job Classification scheme. Management bureaucrats rated

significantly higher than did Physical Science and Engineering, and Professional Services bureaucrats. the value of "personal accountability" over "system accountability," for example.

Colorado legislator responses illustrated differences in this value comparison, based upon gender, with female legislators significantly more prone to rate higher the value of "system accountability" over "personal accountability," and male legislators the opposite.

Voter responses appeared to show differences based upon the age of voters. Those in their forties or below believed that "system accountability" was the better answer, and those in their fifties and above believed that "personal accountability" was the better answer for civil servant accountability. Voter responses to the forced choice involving "system accountability" versus "personal accountability" illustrated differences, based upon the party affiliation of the respondent voters as well. Democratic voters slightly favored "system accountability" whereas Republican and Independent voters favored "personal accountability."

CHAPTER FIVE
SUMMARY RESULTS AND CONCLUSIONS

Career public servants are not just ordinary people. The differences in values held by bureaucrats in Colorado, compared with both voters and elected officials, are pervasive and important. Findings from the common survey among Colorado public servants, Colorado state legislators, and Colorado voters indicated substantial differences in expectations of public servant behavior and functions among each of the three groups, in their responses to normative statements about public administrators. The survey also found differences between the groups based on the entity to which Colorado public administrators should have primary accountability, as well as in the forced choice questions. Similarly, there were significant differences among groups within the bureaucracy itself: bureaucrats are not homogenous. And it is to these differences within the Colorado State career bureaucracy that I first turn in this chapter.

Norms and Values of the Colorado State Career Bureaucracy

Chapter One posited a first hypothesis—that there are significant differences in identified public administration norms and values among career civil servants themselves. In Chapter Four I presented research findings from the survey sent to Colorado State government career employees that tested their perceptions of 48 normative statements about career public administrators, and containing values that have occurred in the public administration literature during most of the last century. In this section of Chapter Five I distill the findings and reach conclusions regarding the first hypothesis, and then organize and summarize the many findings on the basis of some of the characteristics of the bureaucrat respondents to the survey and in other ways.

Research findings regarding the 48 values do not generally support the hypothesis of significant differences between groups of bureaucrats on the basis of either "age" or "grade level" of the merit appointment positions that they occupy. However, findings regarding the 48 values do support the same hypothesis on the basis of the "state agency" in which the merit employees are working, the "education" of the bureaucrat respondents, the "gender" of the respondents, and the "job classification" of the respondents. I conclude, then, that there truly are significant differences in identified public administration norms and values among Colorado career civil servants on the basis of: (1) the state agency in which they are employed; (2) their highest degree earned; (3) the subject of their highest degree earned; (4) their gender; (5) and their job classification within the civil service system. Found below are additional summary statements and information regarding each of these characteristics for Colorado bureaucrats.

Bureaucrat Differences by State Agency

There are significant differences in norms and values among state agency personnel in Colorado State government. Some career civil servants view their roles significantly different from other civil servants in Colorado, with groups of civil servants holding varied opinions about the desirable ethical or moral virtues of civil servants compared with their coworkers. Examples illustrating specific notable differences among state merit system colleagues are found below. In summary, however, personnel from the Colorado Departments of Revenue and Social Services had 11 significant value differences, Departments of Labor and Natural Resources had eight, Department of Institutions manifested seven, Departments of Health and Transportation revealed five each, Department of Regulatory Agencies and the Judicial Branch manifested three each, Department of Corrections had two, and Department of Higher Education bureaucrats had one significant value

difference. The state agency personnel had differences by department in four of the bureaucratic ethos values, and in 11 of the democratic ethos values.

Colorado Department of Revenue. Employees at the Colorado Department of Revenue appear most unlike personnel in the Departments of Institutions and Social Services in terms of their expected norms and values for career civil servants. Revenue employees rated "diligence" significantly lower than coworkers in Social Services; "economical" lower than those in Labor; "neutral competence" higher than those in Natural Resources; "advocate" lower than those in Institutions; "caring" lower than those in Institutions, the Judicial Branch, and Social Services; "compassionate" lower than those in Institutions and the Judicial Branch; "discretion" lower than those in Labor and Social Services; "independent" higher than those in Natural Resources; "participation" lower than those in Health, Transportation, Institutions, Natural Resources, and Social Services; "socially conscious" lower than those in Labor and Social Services; and "tolerance" significantly lower than those in Higher Education, Institutions, Judicial Branch, and Social Services. These Colorado conclusions are validated by the writer based upon his experiences in state agencies elsewhere in both New York and Illinois. Revenue employees were significantly more likely to give greater weight to the value of "objectivity" compared with the Department of Institutions employees who assessed "compassion" greater in a comparison of these two values. Lastly, Revenue employees provided a significantly higher assessment of the value of "impartiality" over "social consciousness" in that forced choice comparison compared with Institutions staff. I conclude that the orientation for Revenue employees is largely consistent with orthodox school or traditional public administration teachings, except that economy and effectiveness are not rated highly, and generally opposed to "the new public administration" thinking and broad participation by those outside of government.

Colorado Department of Social Services. Employees from this Department appear most different from personnel in the Departments of Natural Resources and Revenue in terms of their

expected norms and ethical values for career civil servants. Social Services employees rated "diligent" significantly higher than those at the Departments of Corrections, Natural Resources and Revenue; "economical" higher than those at Transportation; "neutral competence" higher than those at Natural Resources; "advocate" lower than those at Institutions; "caring" higher than those at Revenue; "confidentiality" higher than those at Transportation; "discretion" higher than those at Natural Resources and Revenue; "participation" higher than those at Regulatory Agencies and Revenue; "responsive" higher than those at Corrections; "socially conscious" higher than those at Natural Resources and Revenue; and "tolerance" significantly higher than those at Revenue. Social Services staff also provided significantly higher ratings to the value of "social consciousness" in the forced choice comparison with "impartiality" when compared with Natural Resources staff. I conclude that the culture in Social Services generally emphasizes democratic values, but that diligence and frugality are also highly esteemed.

Colorado Department of Labor. Employees from this Department are most unlike those in the Departments of Natural Resources, Transportation and Revenue in terms of their expected norms and ethical values for merit system employees. Labor Department employees rated "economical" significantly higher than their coworkers in Transportation and Revenue; "neutral competence" higher than those in Natural Resources; "responsible" higher than those in Transportation; "confidentiality" higher than those in Transportation; "courage" higher than those in Natural Resources and Regulatory Agencies; "discretion" higher than those in Natural Resources and Revenue; "responsive" higher than those in Corrections; and "socially conscious" significantly higher than those in Natural Resources and Revenue. These several findings are validated by the author's experience in both New York State and Illinois State government agencies, and with the National Governors' Association in working as an advisor to such state agencies. Given the Labor Department high scores on both the bureaucratic and democratic indices, I perceive an agency attempting to be good at efficient and economical service and

at the same time believing it needs the discretion and social awareness to be responsive to many of its stakeholders.

Colorado Department of Natural Resources. Employees from this agency were most dissimilar from their counterparts in the Departments of Social Services and Revenue in terms of their expected norms and ethical values for career government employees. Natural Resources employees rated "diligent" significantly lower than did their coworkers in Social Services; "neutral competence" lower than those in Health, Labor, Revenue, and Social Services; "advocate" lower than those in Institutions; "courage" than those in Labor; "discretion" lower than those in Labor and Social Services; "independent" lower than those in Health, Regulatory Agencies and Revenue; "participation" higher than those in Regulatory Agencies and Revenue; and "socially conscious" significantly lower than those in Labor and Social Services. And they were significantly more likely to weigh "impartiality" over "social consciousness" compared with employees at Institutions and Social Services. With relatively low scores on both the bureaucratic and democratic indices, Natural Resources personnel yet appear to want an awareness of events outside of their agency and participation or even a partnership with stakeholders in carrying forward the agency mission.

Colorado Department of Institutions. Employees from this state agency were most unlike those in the Department of Revenue in terms of their expected norms and ethical values. Institutions employees rated no bureaucratic ethos values significantly different than other agency personnel, but they did rate "advocate" higher than their coworkers in the Departments of Health, Transportation, Natural Resources, Revenue and Social Services. In fact, employees in the Department of Institutions were exceptionally strong in their view that career civil servants should "advocate" for their clientele. Institutions employees rated "caring" higher than employees in Revenue; "compassionate" higher than those in Revenue and Transportation; "confidentiality" higher than those in Transportation; "participation" higher than those in Revenue; "socially conscious" than those in Corrections; and

"tolerance" higher than those in Revenue. Institutions personnel assessed the value of "compassion" of higher worth than "objectivity" in the forced choice comparison, compared with Revenue employees. Bureaucrats from Institutions were significantly more likely to rate higher the value of "social consciousness" in comparison with "impartiality," than were employees at the Departments of Natural Resources and Revenue. The author's experience with mental health and similar agencies in both New York State and Illinois confirms the culture of "advocacy" and "caring" at such agencies outside of Colorado as well. I conclude that the culture or orientation of Department of Institutions is very consistent with "the new public administration" values of advocacy, caring, compassion, and social consciousness.

Colorado Department of Health. Employees of this agency rated one bureaucratic value and four democratic values significantly different than their coworkers in other state agencies. They rated "neutral competence" significantly higher than the employees of the Department of Natural Resources; "advocate" lower than employees in Institutions; "confidentiality" higher than those in Transportation; "independent" significantly higher than those in Natural Resources; and "participation" higher than those in Regulatory Agencies and Revenue.

Colorado Department of Transportation. Employees of this Department rated one bureaucratic and four democratic values significantly different from their counterparts in other state agencies. They rated "responsible" significantly lower than Labor employees; "advocate" lower than Institutions; "compassionate" lower than Institutions; "confidentiality" lower than Health, Institutions, Labor and Social Services; and "participation" significantly higher than Revenue. With relatively low scores for both the bureaucratic and democratic indices. Transportation employees emphasize neither frugality, participation, nor confidentiality in their work; their orientation is more bureaucratic than democratic in nature.

Colorado Department of Regulatory Agencies. Employees of this Department responded significantly different than other state agency employees in assessing three democratic ethos values—"courage," "independent," and "participation." Regulatory Agencies employees rated "courage" significantly lower than did Labor employees; "independent" significantly higher than did Natural Resources employees; and "participation" significantly lower than did Health, Natural Resources, and Social Services employees.

The Judicial Branch in Colorado. Employees of this agency responded significantly different than other state employees in assessing three democratic values. Judicial Branch respondents rated "caring," "compassionate," and "tolerance" significantly higher than Revenue employees. Judicial Branch employees also rated significantly higher than Health employees a primary accountability to "the state courts." The Colorado Judicial Branch employees, composed of a goodly number of public defenders, were significantly more likely to rate higher the value of "effectiveness" compared with "economy" in that forced comparison than were Corrections employees. Experiences of the writer in the practice of law in Virginia, Washington, DC, and Colorado, and in the national work of the American Bar Association, validates the unique public service "passion" that public defenders have, and their sensitivities to the social status and needs of their clients.

Colorado Department of Corrections. Employees of this Department of State Government responded differently than other state agency respondents for only two of the values believed important for career civil servants to possess. Corrections employees rated "diligent" significantly lower than did employees in the Social Services Department, and also rated "responsive" lower than did Labor and Social Services employees. Corrections staff were significantly more likely to rate higher the value of "economy" in comparison with "effectiveness" than were Judicial Branch employees.

Colorado Department of Higher Education. Respondents from this agency only rated "tolerance" significantly higher than Department of Revenue employees. In other respects there were not statistically significant differences.

Bureaucrat Differences Based Upon Education

Findings from the research continues to provide support for the first hypothesis—that there are significant differences in identified public administration norms and values among career civil servants themselves. In particular, there are significant differences in norms and values among Colorado State government career employees on the basis of their education. Two dimensions were surveyed under the general heading of education. The first was the highest degree earned by bureaucrat respondents, and the second was the subject of the highest degree earned by bureaucrat respondents.

Highest Degree Earned. The most important finding were that masters degree holders have a significantly higher relative importance rating for the bureaucratic value of "accountable," and the democratic values of "caring," "compassionate," and "tolerance" than those with bachelors degrees. Moreover, those with masters degrees assess the democratic index of values significantly higher than do those with bachelors degrees. In addition, those with a masters degree were significantly more likely to rank high "political awareness" in comparison with the value of "neutral competence" when compared with those with bachelors degrees and no college degrees. Masters degree holders were also significantly different from those with bachelors degrees in the comparison of "fairness" against "responsiveness;" they rated "fairness" significantly less important than did those with bachelors degrees, although both rated "fairness" as the more important value.

Subject of Highest Degree Earned. The subject of the highest degree earned by bureaucrat respondents to the survey elicited helpful findings in Tables 4.23 through 4.26. In particular, I

illustrated in Table 4.23 that those with their highest degree in "public administration" were significantly different from other bureaucrat respondents in assessing one bureaucratic ethos value—"accountable"—and six democratic ethos values—"communicative," "justly," "participation," "responsive," "socially conscious," and "sovereignty of the people." The latter two differences are particularly heartening since the role of government and the power of the people in such a democratic system as exists in the U.S. are fundamental to the practice of public administration. Those with a degree in public administration also gave the value of "accountable" a perfect score, and a score higher than any other group. It is my opinion that this high score represents the importance of the concept of accountability within public administration, and this because, in part, such a concept is emphasized in schools of public affairs and public administration.

Public administration graduates also were significantly different than Engineering, Finance, and Natural Sciences, Law, and English graduates on the democratic index itself. In fact, public administration graduates had a much higher score for this index than any other group, indicative of their high assessment for the democratic ethos.

These findings about those with public administration degrees, however, are not determinative in relation to whether persons who have such a value framework are drawn into the schools of public administration or the practice of public administration because of those values, or whether there is some culturalization in their public administration schooling or when among the practitioners of public administration after they do graduate. Some writers, however, think that public service itself attracts a special breed of people (Lewis 1991, xvi). Edwards, Nalbandian and Wedel have suggested that following graduation, a student will enter employment and confront practical situations which may require modifications of professional values taught or reinforced in graduate school (1981, 130).

The other subjects of highest degrees earned for which there were significant differences included those with a degree in Finance who illustrated differences in one bureaucratic value and eight democratic values plus the democratic index itself, those with a Social Science degree who illustrated two bureaucratic value differences and eight democratic value differences, and those with English degrees who exhibited three bureaucratic value differences and five democratic value differences, plus a difference in the democratic index itself.

I conclude that there are significant differences among bureaucrat responses based upon their education, and in particular whether they received a degree in Public Administration. Moreover, the variety and numbers of persons having more than a high school education is evidence of the professionalization of the public service in the State of Colorado civil service. Further, there is some evidence from the research that engineers, lawyers, and other identifiable professions or fields have values different than those of public administration school graduate bureaucrats in general.

Bureaucrat Differences Based Upon Gender

Among Colorado State government career employees, there are significant differences in norms and values on the basis of gender. Female bureaucrats consistently rated higher than males most of the 48 values tested in the survey, but they particularly rated higher "effective" and "efficient" within the bureaucratic ethos grouping, and the 11 values of "advocate," "caring," "communicative," "compassionate," "confidentiality," "courteously," "creative," "independent," "politically aware," "socially conscious," and "tolerance" within the democratic ethos grouping. Only one value—"obedient"—did they rate of lower importance than males. With the democratic index itself having a significantly higher rating for females over males, I conclude from Table 4.27 that there are significant differences in the value responses from bureaucrats based upon their gender. I similarly conclude that in the 40 percent of forced choice responses reported in Table 4.29 that the male-female differences

are pronounced for the comparisons involving "compassion" versus "objectivity," "neutral competence" versus "political awareness," "fairness" versus "responsiveness," and "impartiality" versus "social consciousness," with female bureaucrats showing significant preferences when compared with males for the values of "compassion," "political awareness," "responsiveness," and "social consciousness" in those comparisons. I note that the female leanings were all in the direction of democratic values, and even "new public administration" values.

Bureaucrat Differences Based Upon Job Classification

Within the career bureaucracy in Colorado State government, there is evidence to support hypothesis number one that there are significant differences in the public administration norms and values on the basis of a bureaucrat's job classification. Two job classification frameworks were used in this dissertation survey research. The first was the job classification scheme utilized by the Colorado Department of Personnel, and the second is one developed by the author.

Department of Personnel Job Classification. Table 4.34 illustrates significant differences among the groups identified in the Department of Personnel job classification, and their views about the 48 public administration values. In seven of the bureaucratic values, and in eight of the democratic values, there were significant differences; there were also significant differences in the democratic index. The following summarizes these differences by the eight job classifications:

- Enforcement and Protective Services showed five significant differences with other groups, including one bureaucratic and four democratic values.
- Financial Services personnel manifested five significant differences with other groups, including one bureaucratic and one democratic value.
- Health Care Services illustrated two significant value differences, one bureaucratic and one democratic.

- The Labor, Trades and Crafts group illustrated no differences with other groups.
- The Management group showed nine significant differences with other groups, five democratic values and four bureaucratic values.
- Professional Services manifested 12 value significant differences, five bureaucratic and seven democratic.
- Physical Sciences and Engineering showed 12 significant value differences also, including five bureaucratic values and seven democratic values.
- No bureaucratic index differences were found significant, but there were significant differences on the democratic index between the Management and Professional Services groups whose scores were significantly higher on that index than were the scores for the Physical Science and Engineering groups.

The Management group differences, in particular, deserve specific elaboration. The Management scores for both the bureaucratic and democratic indices were the highest of all groups, but the differences between the Management group democratic index score and those of virtually all others were larger. It is apparent that the Management group assesses a high importance to the democratic index, a composite of all the democratic ethos values, in comparison with other groups. Furthermore, the ten values on which the Management group differs significantly from one or more other groups represent what might be considered "public management values." They consist of the five bureaucratic ethos values of "accountable," "economical," "effective," "honest," and "loyal," and the five democratic ethos values of "courage," "creative," "discretion," "justly," and "participation." Except for the Labor, Trades and Crafts group—which respondents didn't seem to discriminate in their scoring of the survey instrument like others groups did on two of the bureaucratic values and one of the democratic values—the Management group scored these values highest of all groups. All of these ten values have some peculiar interest to the Management group, it is suggested, because of their need

to take and give direction, operate programs frugally and straightforwardly, and be innovative, apply discretion, and seek public participation with just and fair results. I return to these "public management" values later in this Chapter.

Author's Job Classification. Using this classification scheme, based upon job title, a total of 12 values—two bureaucratic and ten democratic—illustrated significant differences among the classes.

These included:

- Engineering personnel having a significantly lower sense of career civil servants needing to be "economical" than did either the Human Resources, Law, or Administrative groups.
- Finance personnel assigning a significantly lower worth to public administrators needing to be "honest" than did the Administrative group.
- Law personnel and the Computers and Mathematics groups assigning a significantly higher worth to "protect individual rights" than did the Engineering group.
- Business personnel rating "tolerance" as a value for public administrators significantly lower than either the Law or Human Resources groups.
- The Administrative group assessing a significantly higher score to the public administration values of "caring," "communicative," "confidentiality," "courage," and "discretion," than did Engineering.
- The Administrative group scoring the democratic index significantly higher than did the Engineering group. This means that these two groups are most dissimilar to one another, and represent quite different paradigms about ethical expectations for Colorado career civil servants. The Administrative group had the highest score on the democratic index, and the Engineering group had the lowest.

These patterns reinforce those illuminated by the Department of Personnel Job Classification scheme findings, and suggest that the "heart" of public administration—those persons performing as managers,

and having human resources, budgeting, planning, analysis, etc. responsibilities—have a quite different ethical paradigm than other groups. That paradigm assesses democratic values higher, and in particular rates some values relatively higher—“caring,” “communicative,” “confidentiality,” “courage,” “discretion,” “participation,” and “tolerance.” It also rates higher the bureaucratic value of “economical.”

Accountability Perceptions of the Colorado State Career Bureaucracy

The second hypothesis in Chapter One was: There are significant differences about the person or entities to which career civil servants should have accountability, as perceived by career civil servants themselves, and about the nature of that accountability. In Chapter Four I presented findings from the survey research. In this section final conclusions are reached about this hypothesis, on the basis of Colorado bureaucrat respondent characteristics of age, agency in which employed, education, and job classification.

Age of Bureaucrats

The “age” of bureaucrat respondents does seem related to opinions about to which entities and individuals bureaucrats should have “primary accountability.” In general, the older respondents—those forty and older—believe that career government administrators should be primarily accountable to “the state agency director,” while those under 40 years of age believe primary accountability should be to “the general public and citizens,” suggesting a possible inverse correlation between the length of time a bureaucrat serves in a government agency and his or her view about the importance of serving first the general public or citizens. Furthermore, those in their sixties ranked “the agency clientele groups” lowest, whereas those younger than 60 years of age selected “the agency clientele groups” as third in importance. For all the age groups, except for those in their thirties, “the governor” is viewed

as more important than "the legislature" in terms of bureaucrat primary accountability. There may be some culturalization occurring within the bureaucracy over time—representing a more government-like or inward focus of accountability for the Colorado bureaucracy the older a bureaucrat gets and perhaps the longer he or she serves in government.

State Agency of Bureaucrats

While most Colorado bureaucrats favored "the general public and citizens" as the group to whom career civil servants should owe their primary accountability, respondents from the Departments of Labor, Local Affairs, National Resources, and Revenue, along with the Judicial Branch, believe "primary accountability" should be to "the state agency director." Generally, respondents from the various departments selected "agency clientele groups" as the third entity to which primary accountability should be had by bureaucrats: exceptions to this generalization included the Departments of Corrections and Regulatory Agencies respondents who believed "the agency clientele group" should be sixth or last, and Revenue who thought they should be fifth or next to last. Turning to an assessment of importance between stakeholders "the general public and citizens" and "the agency clientele interests," only the Department of Institutions bureaucrats were significantly more likely to rate higher the value of "agency clientele interests" in comparison with "the general public interest," compared with the bureaucrats from the Departments of Regulatory Agencies, Revenue, and Transportation.

Finally, most of the respondents of agencies believed that "the governor" was owed greater accountability by bureaucrats than was "the legislature," and "the legislature" more than "the state courts." However, the Department of Corrections bureaucrats rated significantly higher than Department of Labor and Health employees a primary accountability to "the state courts." In addition, the Judicial Branch respondents rated significantly higher a primary accountability to "the state courts"

than did Health Department employees. In my view, this is because of the proximity of the state courts to the Judicial Department, and the power and effect of state courts upon the persons dealt with by the Corrections Department, the personnel of which might naturally feel an obligation to be accountable to those entities that provide them with such persons to control or oversee. Department of Revenue bureaucrats rated significantly higher than Department of Natural Resources bureaucrats a primary accountability to "the state legislature." My experience with state legislatures generally throughout the U.S., and with the Colorado Legislature in particular, suggests that a major focus of the legislative session is on money issues, and their working relationship with a revenue collection agency, compared with a revenue expenditure agency, would be positive and thus influence the Department of Revenue personnel to reply this way.

Notwithstanding these differences, in general the major finding here is one of similarity among the bureaucrat respondents, no matter in what agency they are employed.

Education of Bureaucrats

The responses of Colorado bureaucrats to the survey questions dealing with a career public administrators' primary accountability did show differences based upon the highest degree earned. Those with a masters degree placed a significantly higher value on primary accountability to "the general public and citizens" than did those with a doctorate. Those with a doctorate or law degree believed that primary accountability should be to "the state agency director." Further, respondents with a law degree had a significantly higher value placed upon "the state courts" than did those with a masters degree. Those with an associate degree thought primary accountability should be to "agency clientele groups." In all cases these are the first three answers of all groups, except for those with a doctorate, who believed that "the governor" should be third. Those with an associate degree did rank the state agency clientele first unlike all the others which ranked it no higher than third, and those with

a law degree ranked state courts fourth as the entity to which primary accountability should be required by the career bureaucracy while all others rated state courts last.

There were some difference based upon the subject of the respondent's highest degree as well. Public Administration degree holders, on the other hand, were not much different in their ranking of the persons or entities to which bureaucratic accountability is owed; they ordered their ranking as follows: (1) the general public and citizens, (2) the state agency director, (3) the agency clientele groups, (4) the governor, (5) the state legislature, and (6) the state courts. But Public Administration graduates also supported more emphasis upon "personal accountability" when compared with "system accountability" in relation to all the other highest degree subject fields.

Job Classification of Bureaucrats

Two classification schemes illustrated differences between groups of Colorado bureaucrat respondents.

Department of Personnel Job Classification. An analysis of bureaucrat responses, based upon the Colorado Department of Personnel job classification scheme of survey respondents, illustrated rank-order differences for the survey questions dealing with "primary accountability." Finance, Trades, Management, Physical Sciences and Engineering, and Law groups ranked "the state agency director" first, whereas all others ranked "the general public and citizens" in the top spot.

The Management group ranked the primary accountability of the career public service in the following fashion: (1) the state agency director, (2) the general public and citizens, (3) the agency clientele groups, (4) the governor, (5) the state legislature, and (6) the state courts. I list this group separately because they represent the "heart" of public administration under the classification framework. Noted is the substitution of "the state agency director" in first place compared with the Public Administration degree holder rankings summarized above, suggesting a more inward focus for

the Management class compared with public administration school graduates having a service orientation first toward "the general public and citizens."

The Management group also illustrated significant differences with both the Professional Services and the Physical Science and Engineering groups on the forced choice comparison between "personal accountability" and "system accountability." Here the Management group gave the highest of all group scores to "personal accountability" and the score was significantly higher than these other two groups. The Management group's significantly higher assessment for "personal accountability" is important. After all, it is this group within the Colorado career civil service that directs and has responsibility for all others. And, to some extent, they have the best perspective to make that judgment.

Author's Job Classification. All job classifications selected "the general public and citizens" except Engineers and Law personnel selected "the state agency director" as the person to whom "primary accountability" should be had by bureaucrats. But these two choices were always the first two in all job classification responses. Law personnel believed "the governor" is the person to whom there should be least accountability; Environmental personnel selected "the state legislature" last, but all others selected "the state courts." In fact, Environmental personnel ranked "the state legislature" significantly lower than did Administrative, Engineers, and Finance personnel.

Normative Value Expectation Contrasts for Bureaucrats With Legislators and Voters

The third hypothesis in Chapter One was: There are significant differences between the identified norms and values that career civil servants should possess, as perceived by public administrators themselves on the one hand, and the elected representatives of the people and citizens on the other hand. The research findings in Chapter Four relating to survey research undertaken among Colorado State government merit system employees, Colorado state legislators, and Colorado

voters, are summarized as are results and conclusions about the two indices and forced choice issues as well.

Colorado Public Administration Values

On the basis of all respondent rankings of the 48 values tested, those values most closely associated with the "bureaucratic ethos" are ascribed greater importance for Colorado State government public administrators, Colorado legislators, and Colorado voters, than those associated with the "democratic ethos." The bureaucratic ethos is defined to be a set of core values including accountability, neutral and professional competence, efficiency, effectiveness, economy, impartiality, objectivity, loyalty and obedience to elected officials and superiors, honesty and integrity, consistency and predictability, reliability, diligence, and avoidance of partisanship. Defined in this manner, public administration ethics is procedural due process, organization ethics, bureaucratic ethics, structural ethics, and the ethics of neutrality, deference and civility. The democratic ethos, on the other hand, includes a set of core values such as obligation to use administrative discretion to advance certain social values, political principles, and the public interest. Under this ethos bureaucrats are responsible for substantive due process, social equity, and must participate in defining, even codifying, regime values through personal ethics. They have autonomy and professional independence, are compassionate, caring, and communicative, keep promises, encourage the public and agency clientele groups to participate, are creative and innovative, socially conscious and politically aware. They seek justice, fairness, equity and support for individual rights through bureaucratic representative and affirmative action, and may serve as advocates in their policymaking roles. Defined in this fashion, democratic public administration ethics is systems ethics, the ethics of consciousness, awareness and affirmative obligation (Gawthrop 1984, 149).

While the appeal of the bureaucratic ethos is not confined to career civil servants alone—both Colorado legislators and voters are similarly drawn to that ethos—it is apparent that the Colorado State career civil servants themselves are more drawn to the bureaucratic ethos than the democratic ethos. Yet career civil servants are attracted to the democratic ethos to a significantly greater extent: in other words, the Colorado career civil servants are more “democratic” in their orientation, and less “bureaucratic,” than compared with either Colorado legislators or Colorado voters. I conclude that the bureaucratic ethos is the dominant paradigm for all groups in Colorado, but it is not as dominant for bureaucrats as it is for voters and legislators. Pugh, Lilla and other writers who have believed it was the dominant paradigm for American public administration are correct, at least in Colorado.

I conclude from the rankings in Tables 4.1 and 5.2 that there is general agreement among all three groups surveyed about the importance ranking of “honest,” “trustworthy,” “truthful,” “competent,” “integrity,” “conflict of interest avoidance,” “responsible,” “accountable,” and “respect,” as being top quartile values for career civil servants to possess since bureaucrats, legislators and voters each provided them this high ranking. Just as there is consensus about these nine premier values, there is also consensus about the relative lack of importance for the values of “deference,” “autonomy,” “obedient,” “advocate,” “predictable,” “compassionate,” “socially conscious,” “orderly,” “independent,” and “politically aware.” They are bottom quartile values for Colorado bureaucrats, legislators and voters when viewed as characteristics that should be possessed by career public administrators. Of the nine premier values only one—“respect”—is a value associated with the democratic ethos, and of the 10 lowest ranked values six are values associated with the democratic ethos. Furthermore, 15 of the top half (24) of all the values tested belong to the bureaucratic ethos set, while 15 of the 24 bottom-half (24) values are associated with the democratic ethos set. Table 5.1 below illustrates these conclusions.

Table 5.1 also offers a composite mean, representing the average of the means assessed to each of the 48 values by each of the three Colorado groups of bureaucrats, legislators, and voters: with each group being given equal weighting. Each of the 48 values are listed in importance order in which they have been ranked using this composite mean, and thus a comparison of the composite mean score with the mean group score rankings given by each of the three survey groups is available.

Table 5.1
COMPOSITE AND RANK-ORDERED VALUES AND MEANS FOR EACH SURVEY GROUP

<u>RANK ORDER/VALUE</u>	<u>COMPOSITE MEAN</u>	<u>INDEX NAME</u>	<u>BUR MEAN</u>	<u>LEG MEAN</u>	<u>VOTER MEAN</u>	<u>SURVEY RANKINGS</u>		
						<u>BUR</u>	<u>LEG</u>	<u>VOTERS</u>
1. Honest	1.1480	Bur	1.2376	1.0222	1.1842	1	1	1
2. Trustworthy	1.2780	Bur	1.3816	1.2444	1.2080	4	5	2
3. Truthful	1.2966	Bur	1.3921	1.1556	1.3421	5	4	4
4. Competent	1.3037	Bur	1.2768	1.3222	1.3120	2	7	3
5. Integrity	1.3072	Bur	1.3605	1.1136	1.4474	3	3	5
6. Conflicts of Interest	1.3461	Bur	1.3969	1.0889	1.5526	6	2	8
7. Responsible	1.4503	Bur	1.5459	1.3182	1.4868	7	6	7
8. Accountable	1.4848	Bur	1.5654	1.4091	1.4800	10	12	6
9. Respect	1.5141	Dem	1.5801	1.3964	1.5658	11	10	9
10. Promise Keeping	1.5318	Dem	1.5587	1.3261	1.7105	8	8	17
11. Effective	1.5340	Bur	1.5854	1.3636	1.6533	12	9	13
12. Courteously	1.5611	Dem	1.7415	1.4091	1.8026	15	11	22
13. Communicative	1.6114	Dem	1.5640	1.5333	1.7368	9	17	18
14. Economical	1.6287	Bur	1.7755	1.4545	1.6560	18	13	14
15. Justly	1.6333	Dem	1.7389	1.5556	1.6053	14	19	11
16. Efficient	1.6401	Bur	1.7624	1.5000	1.6579	17	16	15
17. Rational	1.6705	Bur	1.7507	1.6818	1.5789	16	22	10
18. Fair	1.6834	Dem	1.8277	1.5909	1.6316	20	21	12
19. Serve	1.7467	Bur	2.1050	1.4773	1.6579	26	14	16
20. Confidentiality	1.8093	Dem	1.6562	1.7556	2.0160	13	24	30
21. Diligent	1.7895	Bur	1.8016	1.7907	1.7763	18	26	18
22. Individual Rights	1.8140	Dem	2.1339	1.5000	1.8080	27	15	23
23. Responsive	1.8321	Dem	1.9711	1.5909	1.9342	21	20	26
24. Impartial	1.8387	Bur	2.0104	1.6818	1.8240	22	23	24

Table 5.1 (Cont.)

<u>RANK</u>	<u>ORDER</u>	<u>COMPOSITE</u>	<u>INDEX</u>	<u>BUR</u>	<u>LEG</u>	<u>VOTER</u>	<u>SURVEY RANKINGS</u>		
<u>VALUE</u>		<u>MEAN</u>	<u>NAME</u>	<u>MEAN</u>	<u>MEAN</u>	<u>MEAN</u>	<u>BUR</u>	<u>LEG</u>	<u>VOTERS</u>
25.	Objective	1.8645	Bur	2.0314	1.7727	1.7895	24	25	20
26.	Courage	2.0173	Dem	2.1619	1.8636	2.0263	28	27	31
27.	Stability	2.0374	Bur	2.2152	1.8837	2.1032	31	28	29
28.	Consistent	2.0570	Bur	2.1806	1.9773	2.0132	30	30	28
29.	Prudent	2.0605	Dem	2.3753	1.9773	1.8289	33	29	25
30.	Discretion	2.0810	Dem	2.0733	2.0909	2.0789	25	32	32
31.	Sovereignty	2.1222	Dem	2.6605	1.5349	1.1711	37	18	34
32.	Public Interest	2.1227	Dem	2.3588	2.2093	1.8000	32	35	21
33.	Caring	2.1345	Dem	2.1723	2.2444	1.9868	29	36	27
34.	Creative	2.1735	Dem	2.0287	2.1364	2.3553	23	34	39
35.	Participation	2.2696	Dem	2.4500	2.2667	2.0921	34	37	33
36.	Loyal	2.3101	Bur	2.6571	2.0889	2.1842	36	31	35
37.	Neutral Competence	2.3639	Bur	2.6911	2.1111	2.2895	38	33	38
38.	Tolerance	2.4463	Dem	2.6115	2.4773	2.2500	35	38	36
39.	Politically Aware	2.6336	Dem	3.1129	2.5000	2.2880	44	40	37
40.	Independent	2.7970	Dem	2.8407	3.1818	2.3684	39	43	40
41.	Orderly	2.8223	Bur	3.2755	2.7045	2.4868	46	41	41
42.	Socially Conscious	2.8402	Dem	3.0159	2.8864	2.6184	41	42	42
43.	Compassionate	2.9958	Dem	3.0026	3.2889	2.6960	40	45	43
44.	Predictable	3.1750	Bur	3.0361	2.4889	4.0000	42	39	48
45.	Advocate	3.5505	Dem	3.1102	4.5333	3.0080	43	48	44
46.	Obedient	3.5766	Bur	3.9500	3.2273	3.5526	47	44	46
47.	Autonomy	3.6005	Dem	3.1237	4.3488	3.3289	45	47	45
48.	Deference	4.0862	Bur	4.5984	3.8182	3.8421	48	46	47

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Bureaucratic Values

The bureaucratic index is a composite score of 24 of the 48 public administration values most closely associated with the bureaucratic ethos. Table 4.4 set forth these results. Comparing this index score among the three Colorado groups surveyed, it may be seen that legislators had the highest importance mean score, and bureaucrats had the lowest importance mean score. Moreover, there were significant differences among the mean scores for the groups, with the bureaucrats as a group having a lower assessment of the values, in general, that make up the bureaucratic index, than did both legislators and voters. This validates hypothesis number three set forth in Chapter One—that there are significant differences between the identified norms and values that career civil servants should possess, as perceived by public administrators themselves on the one hand, and the elected representatives of the people and the citizens on the other hand. Table 5.2 is a summary of the bureaucratic and democratic means for each of the three survey groups, and illustrates the significant differences between bureaucrats and the other two groups. It also manifests the greater importance scores provided for bureaucratic values, as represented by the bureaucratic index, than the assessment provided the democratic values, by all three groups.

Table 5.2
BUREAUCRATIC AND DEMOCRATIC INDEX MEANS
BY SURVEY GROUP

<u>INDEX</u>	<u>BUREAUCRATS</u> <u>MEAN</u>	<u>LEGISLATORS</u> <u>MEAN</u>	<u>VOTERS</u> <u>MEAN</u>
Bureaucratic Index ^{AB}	2.1578 ^{AB}	1.7823 ^A	1.9695 ^B
Democratic Index	2.3458	2.2166	2.2581

^A Significant differences using the SNK Test between bureaucrats and legislators.

^B Significant differences using the SNK Test between bureaucrats and voters.

In addition to the bureaucratic index itself that illustrates significant differences between *bureaucrats and legislators*, there are also significant differences between these groups in the following particular ten values that make up the bureaucratic index: "conflict of interest avoidance," "deference," "honest," "integrity," "loyal," "neutral competence," "obedient," "orderly," "serve," and "truthful." For the fourteen other values, there were not significant differences between these two groups. In summary, in 41.6 percent of the bureaucratic values, plus the bureaucratic index itself, there were significant differences between bureaucrats and legislators on how they assessed the desirable value characteristics of career public servants. I conclude that hypothesis number three set forth in Chapter One is validated.

Also supporting this hypothesis are the findings from the ordinal rankings of public administration values presented in Chapter Four. The findings of differences between bureaucrats and legislators was illustrated in Table 4.2; it showed that three of the bureaucratic ordinal rankings were five or more places higher for Colorado career public servants and five were lower than legislators.

In addition to the bureaucratic index itself which showed significant differences between *bureaucrats and voters*, there were also difference in the following particular six values between both groups: "conflict of interest avoidance," "loyal," "orderly," "predictable," "serve," and "trustworthy." In 25 percent of the bureaucratic values, plus the bureaucratic index itself, there were significant differences between bureaucrats and voters on how they assessed the desirable value characteristics of career public servants. Again, I conclude that this data from Colorado bureaucrats and voters supports hypothesis number three that there are significant differences between the identified norms and values that career civil servants should possess, as perceived by public administrators themselves on the one hand, and the elected representatives of the people and the citizens on the other hand.

Further, the ordinal rankings given to the public administration values by bureaucrats and voters also provides support for this same hypothesis. Table 4.3 illustrated that bureaucrats rated just one bureaucratic value five or more places higher than voters did, but three were lower.

However, it is not simply the percentage or total absolute number of value differences that the career bureaucracy had with elected officials and the citizenry in Colorado that is so compelling. Rather, it is the nature of the values on which they differed that are both fascinating and troublesome. As Table 4.5 illustrates, Colorado bureaucrats had a general consensus among themselves about the importance to be given to "honest," "integrity," "conflicts of interest avoidance," and "truthful," and yet it is these basic values among others on which there are rank-order differences with legislators. Moreover, the nature of a career governmental official's duty is to "serve" the public and be a fiduciary, and it is difficult to reconcile why elected officials and career civil servants see this service value so differently. Also, there seem to be fundamental differences regarding notions of a career civil servant's obligation to be "truthful," for failure to do so would certainly pose confidence problems in a legislator's need to depend upon the career bureaucracy to carry out statutory requirements.

The baseline nature of the differences between bureaucrat values for public administrators versus the values preferred in public administrators expressed by voters suggests problems as well. The Colorado State government career bureaucracy's view of a duty to be "trustworthy" and dependable and incapable of being untrue to a public trust, expectations about "avoidance of conflicts of interests," and the notion of "service" to the public are likely to cause major disappointments between both civil servants and the general public in this State.

On the basis of both the frequency of significant differences between bureaucrats and legislators, and between bureaucrats and voters, as well as the nature of the several career civil servant characteristics on which there are differences under the bureaucratic ethos values, and specifically because of the significant differences between bureaucrats and legislators, and between bureaucrats

and voters on the whole of the bureaucratic index, a rejection of the idea that bureaucrats are just ordinary people is in order.

I conclude, then, that the "bureaucratic index" comparisons reinforce the conclusion that career civil servants are significantly different than both legislators and voters in their assessment of the values that constitute that index. In general, they offer a lower assessment of the index as a whole than either legislators or voters, and to important values that make up the index. These conclusions respond to hypothesis number three: There are significant differences between the identified norms and values that career civil servants should possess, as perceived by public administrators themselves on the one hand, and the elected representatives of the people and citizens on the other hand.

Democratic Values

Unlike the bureaucratic index, there are not significant differences in the democratic index itself between any of the three Colorado groups surveyed. The bureaucrat mean for the democratic index is lower than for either the legislator or voter groups, but not significantly different for the entire index. However, Colorado bureaucrat scores for many of the individual 24 values that make up this democratic index were significantly different. Bureaucrat assessment of the following nine values were significantly different than legislator assessment of their importance as desirable characteristics for career civil servants—"advocate," "autonomy," "compassionate," "courteously," "politically aware," "individual rights," "prudent," "responsive," and "sovereignty of the people." Bureaucrat assessments of the following ten values were significantly different than voter assessments of the appropriate values weight for career civil servants—"compassionate," "confidentiality," "creative," "independent," "participation," "politically aware," "individual rights," "prudent," "public interest," and "sovereignty of the people." These differences thus include 37.5 percent of the total democratic values with the legislators, and 41.67 percent of the total values with the voters.

Moreover, a comparison of the major ordinal rankings of the values among the groups surveyed manifested that bureaucrats ranked four democratic values—"communicative," "confidentiality," "creative," and "discretion" five or more places higher than both legislators and voters, as illustrated in Tables 4.2 and 4.3 in Chapter Four dealing with findings.

The total number and percentage of differences between Colorado bureaucrats and legislators, and between bureaucrats and voters, of these democratic values, presents a strong case for rejecting the proposition that bureaucrats are just ordinary people and accepting hypotheses number three put forth in Chapter One: There are significant differences between the identified norms and values that career civil servants should possess, as perceived by public administrators themselves on the one hand, and as perceived by the elected representatives of the people and the citizens on the other.

An analysis of these findings raises even more fundamental concerns about the differences, however. The representative nature of our American democracy, with decisions carried about by the career bureaucracy, appears to be a fault-line between the significantly different belief systems or expectations for career civil servants with the other two groups. A lack of alignment in views between Colorado elected officials and bureaucrats on the "autonomy" of bureaucrats, and on the importance of "protecting individual rights," pose large risks, for example, that our American republican form of government may not work well. Likewise, fundamental differences in career civil servant and voter views of the values of "independent," "protecting individual rights," "maintaining political awareness," the obligation to serve the "public interest," and recognition of the "sovereignty of the people" pose similar obstacles to a working democratic government in this State. Further, as the review of variances in responses, as measured by standard deviations, in Chapter Four, Table 4.4, illustrated only two of the top ten consensus values of bureaucrats, only two of the top ten legislator values, and only three of the top ten voter consensus values, came from the democratic ethos grouping. This means that the dominant consensus values are derived from the bureaucratic ethos.

In general, there is less consensus among all groups of Colorado respondents to the survey when it comes to democratic ethos values, compared with bureaucratic ethos values. Bureaucrat consensus decreased by 24 percent, and legislator consensus decreased by nearly 44 percent, in moving from the bureaucratic index to the democratic index standard deviation values. On average, the differences between bureaucrats and legislators on the 24 bureaucratic ethos values is .1572, whereas the average differences in means on the 24 democratic ethos values is .0577, as presented in Table 4.5. Similarly, voter consensus was 15 percent less for the democratic index than for the bureaucratic index. The difference between bureaucrats and voters on the 24 bureaucratic ethos values is .0667, whereas the average difference in the means on the 24 democratic ethos values is .0389, as illustrated in Table 4.5. The standard deviations for all survey groups increase as we move from the bureaucratic index to the democratic index, so there are greater differences in opinions and values on the democratic values in general than on the bureaucratic ethos values.

More bureaucratic than democratic ethos values are assessed greater importance, as evidenced by the Table 4.4 data. The differences between the bureaucratic and democratic index mean scores for bureaucrats is 0.1880, an 8.71 percent lower index score for the democratic index than for bureaucratic index. But for Colorado legislators the difference is 0.4343 (a 24.37 percent increase) and for Colorado voters the difference is 0.2886 (a 14.65 percent increase). I conclude, then, that the democratic values findings also support rejecting a no differences conclusion, and accepting hypotheses three above that there are significant normative expectations and value differences between the career bureaucracy on the one hand, and citizen legislators and voters on the other hand.

Colorado Civil Servant Characteristics

It is clear from the survey findings and conclusions that Colorado state government career civil servants are different in important ways from both the Colorado voters or citizens that they serve

in their governmental responsibilities, as well as different from Colorado legislators that set policy, enact programs they administer, and otherwise oversee the work of the career bureaucracy. It is not clear from this research whether bureaucrats are different because they came to their positions with certain opinions and predispositions about what their roles and functions and values should be, whether their educational preparation or previous employment may have affected or influenced their work, whether they have become different after coming to their civil service positions in a manner similar to other occupations and professions—where they are socialized and influenced on the job by their peers, supervisors, and outside stakeholders—or whether several or all of these factors, and others, have affected the career bureaucracy. Additional research is in order. However, this dissertation research demonstrates a rejection of the notion that career civil servants are just like voters and legislators, and that career civil servants are homogenous as a group in their value systems and expected norms. Simply stated, there are a greater number of significant differences involving bureaucrats than either of the other two groups tested on these 48 public administration values as summarized in Table 4.4

From the research findings and conclusions I obtain some ability to make general statements about what Colorado career government employees are like in ways that before were unavailable. The following specific statements represent a synthesis of the findings and conclusions, as terms descriptive of those who serve us in career mid-level to senior positions in our Colorado State executive branch of government.

Ethos of the Bureaucracy. Colorado career civil servants themselves generally embrace a higher relative philosophic worth for the traditional “bureaucratic ethos” and they do for the newer “democratic ethos” in terms of their own roles and responsibilities. In this way they are like both voters or citizens, and state legislators or elected officials, who similarly rate the bureaucratic ethos more important than the democratic ethos for career government workers within this State. On the

other hand. Colorado career civil servants seem relatively more drawn to the democratic ethos paradigm in governing their own behavior and actions than either or both the legislators or voters would prefer them to be. As the professionalization of the career bureaucracy has increased over the last several decades, and as administrative discretion has become more evident or available to the career bureaucracy, the moral or ethical system of beliefs held by government workers have acted as an inner check on what should be done and how it should be done, and thus affected their government service. In important ways the ethical framework or value system of government workers has affected and will continue to affect the services performed by those who have merit appointments with Colorado State government.

There are a number of critical *bureaucratic ethos values* in which Colorado career civil servants are very different from citizens or voters. For example, they care more than the Colorado voters think they should about avoiding circumstances where personal gain or interests may affect their job decisions. They are less likely than voters would like them to be to yield to the views and opinions of others in managing government programs. They are less likely than voters want them to be to faithfully adhere to principles and constituted government authority. They are less likely to want to be well behaved, methodical, and tidy than voters would like. Career government workers do not value as much an understanding of their role as servants of the people, compared with what Colorado voters believe necessary. They are similarly less concerned with being dependable and incorruptible, incapable of being false to a public trust than voters prefer that they should be.

Government career civil servants are similarly different than Colorado state legislators on a several important *bureaucratic ethos values* as well. For example, they do not place as much importance as legislators would like them to about avoiding circumstances where personal gain or interests affect their job decisions. They do not desire as much as legislators would like for them to yield to the views and opinions of others, including but not limited to those in the Colorado State

Legislature. in managing government programs for which they are responsible; neither do they place as high a worth as legislators do on following the directions or commands of others, or of being well behaved, methodical and tidy in their jobs. They do not hold it as important as legislators do for them to be credible, refusing to lie, steal or deceive in any way, nor do they hold in as high regard their need to have sound moral principles and to be as upright as legislators would prefer them to be. Further, Colorado civil servants do not think it is quite as important as legislators do for them to avoid partisanship in managing government programs. Government workers do not value it as important as legislators do for them to be constant in their decision making so that persons can know what to expect of them. While legislators believe that government workers have a responsibility to serve the public, understanding that government employees are public servants, the career bureaucracy itself is not as inclined to share that opinion as strongly. And, while civil servants believe in having veracity, and presenting the facts without distortion and being sincere are important, they do not view those attributes for themselves nearly as important as elected officials believe they should.

Some *democratic ethos values* held by Colorado career civil servants are similarly different than those held by Colorado voters. They do not share the level of interest that voters have in them being sympathetic and tender towards the persons or groups that are served by the government programs they administer, nor in their need to be as free from the influence and control of others as voters want them to be. On the other hand, civil servants have a far greater appreciation for the need to keep confidential private or privileged information, more so than voters believe they should. Colorado government workers think they need to be innovative, take risks, and seek to find solutions to problems which arise to a greater extent than voters think they ought, and they do not wish to be as cautious and discreet in exercising sound judgment as voters want them to. Lastly, but perhaps critically, bureaucrats do not believe they should seek as much public involvement and participation by others in government programs as voters believe they should; neither do they feel they need to be

as conscious of electoral mandates and desires of voters and elected officials as voters feel they ought; neither do they have a lesser regard for protecting and fostering the Constitutional rights of persons they serve than voters want; and they are not as aware of or sympathetic to the idea that it is the people who are supreme in a democracy as the voters themselves think necessary.

In comparing the views of Colorado civil servants with members of the Colorado Legislature, I also note differences in views based upon *democratic ethos values* tested. Government workers see themselves as having—more than legislators would prefer—the responsibility to speak for or plead on behalf of persons or groups that they serve in their government programs. They also see themselves as able to manage government programs with professional independence to a greater extent than legislators approve, and able to do that with sympathy and tenderness towards the persons they serve more than legislators want. On the other hand, civil servants do not act with the same level of politeness and graciousness to others that legislators expect of them: they do not act in as responsive a way, answering appropriately or replying and reacting as readily as the legislative branch seeks; nor do they act with the kind of caution and discreteness and sound judgment that the Colorado State Legislature anticipates they should. Lastly, government employees are not as conscious of the desires of voters and elected officials that they should be in the eyes of the Legislature, nor do they protect individual rights as they should, nor are they as aware as they should be of the sovereignty of the people as the legislators think they should be.

Colorado government workers appear different than Colorado voters on several *forced choice* value comparisons as well. They believe it is more important for a public administrator to exercise independent professional judgment in making program decisions whereas voters want them to give greater consideration to the views and opinions of others in making those decisions. The career bureaucracy places a greater value on being effective, producing a desired goal or targeted result in a government program, whereas voters want them to give more consideration to government economy.

not wasting money or public resources in government operations. Civil servants want to emphasize creativity, involving public administrator innovation and consideration of additional factors in making judgments about services and benefits which might be offered including going beyond expected rules or standard procedures in programs. while voters want them to balance those desires with predictability and constancy in making decisions over time and among similar cases so that people know what to expect in government services and benefits. Public administrators assess their knowledge and skill in performing their duties, without regard for political considerations, much higher than voters wish them to as well.

There are also differences in outlook and opinion among civil servants and citizen legislators in Colorado about the comparisons in *forced choice* questions. Government employees also think they should accentuate their competency, knowledge and skill in performing their duties without regard for political considerations, but legislators to a greater extent believe public administrators should better balance those strengths with the government employees conscious knowledge of elected official and voter concerns where those have been recently expressed. The Colorado career bureaucracy values effectiveness in programs over economy, while legislators believe public administrators should value economy over effectiveness. Civil servants hold in nearly equal balance the values of competency— involving acquiring and applying the necessary knowledge, training and skill in managing and delivering governmental services to persons and groups—and trustworthiness—meaning integrity and personal honor and virtue in managing and delivering those services—while legislators more strongly believe public administrators should place greater emphasis on trustworthiness. Public administrators score “neutral competence” higher than legislators as well, meaning that they believe that duties of their positions should be performed without regard to political considerations, whereas legislators desire them to be more aware of elected official positions and understand voters concerns as recently expressed by the electorate.

Accountability Expectations for Bureaucrats Versus Legislators and Voters

The fourth hypothesis offered in Chapter One was: There are significant differences about the persons or groups to which career civil servants should have accountability, as perceived by public administrators themselves on the one hand, and as perceived by the elected representatives of the people and citizens on the other hand. In Chapter Four research findings were presented from surveys done among Colorado State government civil service employees, Colorado State legislators, and Colorado registered voters. This section of Chapter Five summarizes those findings and presents conclusions.

The 1994 ASPA Code of Ethics commits members to respect and support government constitutions, respect superiors, and "Promote organizational accountability through appropriate controls and procedures." The plural nature of bureaucratic accountability was identified and exemplified by several writers (Corson and Shale 1966). The author's own experience in both New York State and Illinois State government, with the Federal Government, and with the National Governors' Association and the National Conference of State Legislatures in Washington, DC, confirms the pluralist nature of the career bureaucracy's accountability. And in government agencies in which funding has been from another level of government—from a federal agency to state agency, or from a state agency to a local one, for example—there exists another dimension of bureaucratic accountability (fiscal accountability) on the basis of such funding alone. Moreover, there is a constant tension between accountability to particular stakeholders—often persons, agencies or interest groups served by the governmental agency—and the general public interest or that of the populace as a whole. Given the natural tension between bureaucracy and democracy (Waldo 1980), this dissertation research has illustrated the differences in perception among Colorado bureaucrats, elected officials, and voters insofar as they believe accountability for Colorado State government public servants should

exist to specific governmental institutions, groups and persons. The research findings show that there are differences among the three groups surveyed, but they also illustrate similarities.

The survey instrument asked each respondent to rank which of six entities or individuals to which he or she believed public administrators should be primarily accountable. Possible answers included "the state agency director," "the governor," "the state legislature," "the state courts," "the agency clientele groups," and "the general public or citizens." Each of the three groups surveyed listed "the general public or citizens" as a first-ranked response. Therefore, there exists a consensus as to the relative importance of the general public or citizens being the entity to which career public administrators should be held primarily responsible. Irrespective of the "orthodox school" view, the arguments of some that bureaucratic accountability should be hierarchical, the broad-based support across all groups suggests that in schools of public administration and public affairs, and perhaps in university departments of government and political science, this teaching should be emphasized.

An ordinal importance ranking for each of the three groups was illustrated in Table 4.6 above. The most important difference was the significantly higher ranking given by Colorado bureaucrats to serving "the agency clientele groups," compared with the lower importance rankings given that possible answer by both Colorado legislators and voters. In general, as illustrated in Table 4.8, there is less consensus about the importance of "the agency clientele groups" as a response to the primary accountability question on the survey instrument than for any of the six possible answers. This large variance for "the agency clientele groups" can be contrasted with the relatively higher consensus among the three surveyed groups regarding the constitutionally-based entities of "governor," "legislature," and "state courts." Translating these findings to the arguments made by the different schools of public administration during the last center, I conclude that a basic premise underlying "the new public administration"—that of being accountable to and serving selected clientele or

populations—has little consensus, but that there is a more solid consensus for the “political school” emphasizing hierarchical accountability for the bureaucracy.

Moreover, Table 4.7 illustrates all of the significant differences between bureaucrats on the one hand, and legislators and voters on the other. I conclude that bureaucrats are the most different of all the three groups because there are more significant differences between them and the other two groups. In particular, they rated significantly higher than the other groups their duty to account to “the agency clientele groups.” I conclude that hypothesis four has been substantially validated for Colorado by this research.

Furthermore, as I compare and contrast bureaucrats with both legislators and voters on these answers and on the personal versus system accountability question responses, I reach the following additional conclusions. Bureaucrats are not as interested in the common good of all the people, as compared with a selected or agency served group, as voters prefer them to be. Civil servants give greater weight to serving agency clientele interests, or the concerns of those who actually could or do receive the specific governmental services or are benefited by the particular governmental actions of the agency, while voters want them to give more weight than they do to the general public interest, the collective common good or the interests of the total citizenry. Just as voters believe that public administrators should emphasize general public interests over agency clientele interests, the legislators have even stronger opinions on the same comparison, and thus Colorado civil servants are at odds about their perceived duties to both groups. Lastly, in the comparison between “personal accountability” versus “system accountability” civil servants are somewhat less likely to believe that the responsibility for the success or failure of the governmental program or program decision rests with the individual career public administrator in charge than the legislators do, and almost equally likely to believe that the responsibility for the success or failure rests with many persons and

departments who have participated in creating, managing, implementing and evaluating the program and in making program decisions.

Lastly, while Colorado civil servants, Colorado voters and Colorado legislators gave strong support to the notion that a public administrator should be accountable, meaning responsible for government program decisions the administrator makes, bureaucrats had different responses about which persons or groups to whom they should be primarily accountable compared with voter and legislator responses. Although each of the three survey groups believed that public administrators should be first responsible to the "the general public and citizens" the civil servants themselves were less certain of this priority than were voters. Perhaps more telling was the Colorado voting public's view that civil servants should have the least accountability to "agency clientele groups" and the legislators view that such an accountability should only come before their accountability to the "the state courts," while the civil servants themselves felt they should be accountable to "agency clientele groups" immediately after their accountability to the "the general public and citizens" and the "the state agency director." There were other differences for civil servants themselves involving the extent to which they should be held primarily accountable to the "the governor" and the "the state legislature." For example, the voters thought they should be accountable to the "state legislature" right after their primary accountability to the "the general public and citizens," but the civil servants ranked their accountability to the "the state legislature" just before the "the state courts" in last place. And the career bureaucracy ranked the "the governor" in fourth place for their primary accountability to him. but the legislators thought government employees should be accountable to the "the governor" in second place right after their primary accountability to the "the general public and citizens."

A Professional Public Administration Ethics?

The fifth hypothesis in Chapter One was: Because of the wide variation, background and training that individual career civil servants possess, there is not a separate public administration ethics unique to the field, but there are identifiable values that constitute a contemporary professional public administration ethics.

As I have noted in the review of the professional ethics literature, individual professions are expected to have a morality or ethics of their own, consistent with the professional roles expected of practitioners and based upon fundamental values and norms of that particular profession. This professional ethics might be, if sufficiently or completely different from the "ordinary ethics" of the people, a distinct ethical system that could take precedence over the more universal ethical system. This possibility has been advanced as the "separatist thesis." Applied to public administration, the concept might be more clear if there was an "elite" in the United States such as exists in the public service in the United Kingdom, for example. Without attempting to resolve a dispute about whether American public administration is a "profession," a "discipline," a "field of study," a "supraprofession," or deserving of any other specific appellation, it seems widely accepted that public administration is becoming more like a profession and that professionalization is a part of the advancing culture of public administration. In this section of Chapter Five I assess the accuracy of these two predictions contained in the hypothesis.

The survey results have illustrated that some of the 48 values have resulted in significantly different perceptions among bureaucrats as a group, compared with either or both elected legislators and the voting public as groups. There were 19 values including "conflict of interest avoidance," "deference," "honest," "integrity," "loyal," "neutral competence," "obedient," "orderly," "serve," "truthful," "advocate," "autonomy," "compassionate," "courteously," "politically aware," "protection of individual rights," "prudent," "responsive," and "sovereignty of the people" on which there were

significant differences between bureaucrats and legislators. They were also 15 values: "conflict of interest avoidance," "deference," "loyal," "orderly," "predictable," "serve," "trustworthy," "compassionate," "confidentiality," "creative," "independent," "participation," "politically aware," "protection of individual rights," "prudent," "public interest," and "sovereignty of the people" that from the surveys illustrated significant differences between bureaucrats and voters. These combined values are thus candidates for a professional ethics for public administration under this "separatist thesis" concept. I have termed these values "defining ones" for public administration in the sense that they distinguish, or set apart, bureaucrats from either or both legislators and voters: they are listed in Table 5.2. However, it would be incorrect to list some of these values as constituting a professional public administration ethics if bureaucrats themselves did not rate them higher than either or both legislators and voters. Applying this criterion only the seven values of "predictable," "advocate," "autonomy," "compassionate," "confidentiality," "courteously," and "creative" remain possibilities for a public administration ethics based upon the separatist thesis concept. Further, of these seven only three—"confidentiality," "courteously," and "creative"—rise to the level of "important values," meaning that they are found among those listed in the top half of all the values rated by bureaucrats themselves. These conclusions provide a substantial basis for a rejection of the "separatist thesis" as applied to public administration in Colorado since only three of 48 values, or 6.25 percent, meet the criteria necessary to support such a thesis.

Moreover, when I consider that nine of these 48 values, or 18.75 percent, have been widely identified as premier values (meaning they are universally accepted as those values ranked by all three survey groups in the highest quartile of all the values tested), I find that three times as many values were identified as premier ones for career civil servants to possess than were identified by Colorado civil servants themselves as having significantly greater importance differences compared with either or both legislators and voters as groups. Further, when I note that the bottom-ranked quartile of all the

values listed for all groups includes four, or 57 percent, of these same seven defining values as candidates to support the "separatist thesis," it further reinforces a rejection of the concept of a separatist thesis for a public administration ethics in Colorado. Thus, to the extent that I have found widely shared or universal acceptance of selected values being premier ones for public administrators and others that are widely viewed as relatively unimportant, it strengthens the rejection of a unique or separatist professional public administration ethics and supports the proposition that there is not an identifiable or separate professional public administration ethics.

I turn next to a more sound basis for making judgments about any professional public administration ethics based upon the findings of this dissertation research. It is suggested that of the 48 values written about in the U.S. public administration literature of the last 100 years, at least the top half of those values, as ranked by the civil servants or bureaucrats themselves, should constitute a public administration ethics, whether such a ranking is consistent with or similar to the rankings of those same values offered by legislators and voters set forth in Table 4.1. In Chapter Two, in the discussion of professional ethics and values, I discussed the view of some that there were appropriate ethical limits that could be placed upon the practice of any profession, a view that there might be diverse traditions, beliefs and opinions about morality in a society, but that theory would not preclude widely shared agreement on the morality of certain basic practices. Consistent with such thinking of Gewirth (1986), Burke and Pattenaude (1988), Camenisch (1983) and Josephson (1989), I conclude that nine values are premier values—"accountable," "competent," "conflict of interest avoidance," "honest," "respect," "responsible," "trustworthy," and "truthful"—and represent a part of any professional public administration ethics because of their universal appearance and support (Josephson 1988b; Josephson 1989, 2; Guy 1991, 193). It is recognized that these values may not be peculiar in any way to a professional public administration ethics, since some of these values are often frequently cited as values for other professions as well (Gorlin 1994), but inclusion of them is consistent with the

views set forth in Chapter Two by Goldman (1980), Veatch (1972, 531-559), and Williams (1985, 259-69) that professional ethics frameworks are a part of larger "ordinary morality." This is particularly appropriate for the field of public administration since the discipline acts for the populace in providing and delivering goods and services as a part of our democratic and representative governmental system.

I similarly exclude from any professional public administration ethics in Colorado some values mentioned in the public administration literature over the last one hundred years as those which are not held in high regard by any of the three groups tested. These bottom-quartile ranked values include the ten tested values of "advocate," "autonomy," "compassionate," "deference," "independent," "obedient," "orderly," "politically aware," "predictable," and "socially conscious." Again, some of these—such as "autonomy" and "independent" might well be considered traditionally to be a part of other professions (Bayles 1989a, 8-9; Camenisch 1983, 22-46) ethics sets or frameworks: yet they do not fit the perceptions and expectations for the roles for Colorado career civil servants, and thus may constitute limits on the professional practice of public administration.

I am left with a definition of public administration ethics, therefore, that includes all important values—including premier ones (top quartile of values for each of the three groups surveyed about their expectations of public administrators) plus any other values which are in the second quartile of the values ranked by bureaucrats. Accordingly, values that are part of a professional public administration ethics in Colorado, and that meet these criteria, include the ones first set forth in Table 4.1, and now listed in summary form in Table 5.3 In reaching this conclusion, it is not suggested that other values could not also be listed as candidates for a professional public administration ethics based upon some additional research; indeed, I have set forth in Table 5.4 those values in the third quartile as "perhaps" candidates, meaning that based upon this research they could not comfortably be eliminated or entirely excluded. Yet going beyond the top half of the 48 values tested poses sufficient risk of

uncertainty based upon this research in defining a professional public administration ethics, at least in this State.

Table 5.3
VALUES CONSTITUTING A PROFESSIONAL PUBLIC ADMINISTRATION ETHICS

1.	Honest	13.	Confidentiality
2.	Competent	14.	Justly
3.	Integrity	15.	Courteously
4.	Trustworthy	16.	Rational
5.	Truthful	17.	Efficient
6.	Conflict of Interest Avoidance	18.	Economical
7.	Responsible	19.	Diligent
8.	Promise Keeping	20.	Fair
9.	Communicative	21.	Responsive
10.	Accountable	22.	Impartial
11.	Respect	23.	Creative
12.	Effective	24.	Objective

Table 5.2 found below summarizes these conclusions by listing the combination of categories that make all tested values eligible or ineligible for consideration in a Colorado professional public administration ethics. A professional public administration ethics is made up of all values found to be "important" ones, or those in the top half of all literature values ranked by Colorado bureaucrats.

**Table 5.4
PUBLIC ADMINISTRATION VALUES
ASSOCIATED WITH A COLORADO PUBLIC ADMINISTRATION ETHICS**

<u>VALUES</u>	<u>DEFINING VAL FOR BUR SRVY*</u>	<u>SEPARATIST THESES BUR SRVY'</u>	<u>UNIVERSAL 4TH QUART VALUES</u>	<u>PREMIER EVAL FOR ALL SRVYS**</u>	<u>PUBLIC ADMIN ETHICS</u>
Bureaucratic Values					
Accountable	No	No	No	Yes	Yes
Competent	No	No	No	Yes	Yes
Conflicts of Interest	Yes ^A	No	No	Yes	Yes
Consistent	No	No	No	No	Perhaps
Deference	Yes ^{AB}	No	Yes	No	No
Diligent	No	No	No	No	Yes
Economical	No	No	No	No	Yes
Effective	No	No	No	No	Yes
Efficient	No	No	No	No	Yes
Honest	Yes ^A	No	No	Yes	Yes
Impartial	No	No	No	No	Yes
Integrity	Yes ^A	Yes	No	Yes	Yes
Loyal	Yes ^{AB}	No	No	No	Perhaps
Neutral Competence	Yes ^A	No	No	No	No
Obedient	Yes ^A	No	Yes	No	No
Objective	No	No	No	No	Yes
Orderly	Yes ^{AB}	No	No	No	Yes
Responsible	No	Yes	No	Yes	Yes
Serve	Yes ^{AB}	No	No	No	Perhaps
Stability	No	No	No	No	Perhaps
Trustworthy	Yes ^B	No	No	Yes	Yes
Truthful	Yes ^A	No	No	Yes	Yes
Bureaucratic Ethos Values	12	1	2	8	15

Table 5.4 (Cont.)

<u>VALUES</u>					
Democratic Values					
Advocate	Yes ^A	Yes	Yes	No	No
Autonomy	Yes ^A	Yes	Yes	No	No
Caring	No	No	No	No	Perhaps
Communicative	No	No	No	No	Yes
Compassionate	Yes ^{AB}	Yes/No	Yes	No	No
Confidentiality	Yes ^B	Yes	No	No	Yes
Courage	No	No	No	No	Perhaps
Courteously	Yes ^A	Yes	No	No	Yes
Creative	Yes ^B	Yes	No	No	Yes
Discretion	No	No	No	No	Perhaps
Fair	No	No	No	No	Yes
Independent	Yes ^B	No	Yes	No	No
Justly	No	No	No	No	Yes
Participation	Yes ^B	No	No	No	Perhaps
Politically Aware	Yes ^{AB}	No	Yes	No	No
Promise Keeping	No	No	No	Yes	Yes
Individual Rights	Yes ^{AB}	No	No	No	Perhaps
Prudent	Yes ^{AB}	No	No	No	Perhaps
Public Interest	Yes ^B	No	No	No	Perhaps
Respect	No	No	No	Yes	Yes
Responsive	Yes ^A	No	No	Yes	Yes
Socially Conscious	No	No	Yes	No	No
Sovereignty of People	Yes ^{AB}	No	No	No	No
Tolerance	No	No	No	No	Perhaps
Democratic Ethos Values	14	6	6	3	9

^A Significant differences between Bureaucrats and Legislators.

^B Significant differences between Bureaucrats and Voters.

^{*} Taken from Table 4.4.

[†] Separatist thesis candidate values

^{**} Taken from Table 4.1.

Public Management Values

I discussed in Chapter Four, in the section "Job Classification of Bureaucrat Respondents," the distinctive features of the Management class as defined by the Colorado Department of Personnel. The Management class exhibited very strong and solid scores for ten values—five bureaucratic and five democratic—compared with other classes of career civil servants. These included the values of "accountable," "economical," "effective," "honest," "loyal," "courage," "creative," "discretion," "justly," and "participation." I described these values for managers as "public management values" because they appear to have some peculiar, even intrinsic, worth to public managers, significantly above those of their civil service colleagues. Also significantly higher for the Management class was the value of "personal accountability" in comparison with "system accountability." These differences were further validated as I looked at the Author's Job Classification results for Administrative and Human Resources personnel, who exhibited some of the same differences compared with other classes of career civil servants.

When I compare these ten values, plus the value of "personal accountability," with the results put forth in Table 5.2 based upon the broad survey results among bureaucrats, I note that "loyal," "courage," "discretion," and "participation" were on the "perhaps" listing, and "personal accountability" was not specifically mentioned at all. It is suggested that these five additional values are ones identified with public managers, within the context of public administration in Colorado, and do form the basis for an attribute or value subset of public administrators—those with management responsibilities within the career bureaucracy. More research, however, will be needed to amplify upon these statements.

In addition, the Management class believes the career civil service should be primarily accountable to "the state agency director," while other classes selected "the general public and

citizens." Notable in this connection is the first choice of Public Administration degree graduates who also chose "the general public and citizens" in first place.

Public Administration Degree Values

In another section of Chapter Four, dealing with the "Education of Bureaucrat Respondents," I discussed the results of the findings based upon both the "Highest Degree Earned" and "Subject of Highest Degree Earned." I noted that those with masters degrees (many of whom had degrees in Public Administration) rated the values of "accountable," "caring," "compassionate," and "tolerance" higher than those with bachelors degrees, and that they also rated the entire democratic index higher as well. I also summarized in Chapter Four and in the section "Bureaucrat Differences Based Upon Education" in Chapter Five, the differences between Colorado bureaucrats who had graduated with their highest degree in Public Administration compared with all others, and determined that they were significantly different in scoring one bureaucratic value—"accountable"—as well as six democratic values—"communicative," "justly," "participation," "responsive," "socially conscious," and "sovereignty of the people." Further, the Public Administration degree holders gave "personal accountability," as compared with "system accountability," the highest score of any subject degree respondents.

Many public administration degree graduates ultimately become public managers, and the training they receive in their formal schooling is often most pertinent to the functions of public management within the wider field of public administration. These findings dealing with the highest degree earned by Colorado bureaucrats provide some evidence of the broader "democratic values" emphasis in the formal public administration degree programs, and the sensitivity these teachings represent for the needs of the field. Particularly heartening to this author are the high scores accorded

by Public Administration degree bureaucrats to “accountable,” “participation,” “responsive,” “socially conscious,” and “sovereignty of the people.”

Empirical Research Implications

Findings and results of this empirical, quantitative dissertation research support each of the five hypotheses first set forth in Chapter One, but also have implications for a significant number of the public administration concepts and issues discussed in the last century’s literature. Following are comments upon some of them.

Politics-Administration Dichotomy

The enduring politics-administration dichotomy written about so early by Woodrow Wilson and Frank Goodnow, and then shattered by Appleby (1987) and Simon (1987) is still not dead at all, and perhaps it is not even sleeping. The dichotomy implies that good administration can be isolated from the political regime under which it is practiced (McCurdy 1986, 24). While some early reformers might have thought that they had stamped it out, the research findings illustrate how truly enduring the dichotomy is.

The continuing relevancy of the politics-administration dichotomy appears rooted in the real-world valuation paradigm of career civil servants themselves, at least in Colorado. Although this dichotomy is a false one—in the sense that the two categories of politics and administration are not mutually exclusive—yet the research in Colorado for state government civil servants illustrates the high value placed upon “competency” by the career bureaucracy. The career bureaucracy values competency above all else except honesty! On the other hand, the bureaucracy ranks “politically aware” in 44th place out of 48 values tested. Moreover, the bureaucracy assesses “political awareness” significantly less than the citizens and their elected officials desire of them. The voter and legislator

survey groups provided both a higher relative and absolute importance score for civil servants being "politically aware." or conscious of electoral mandates and the desires of the voters and elected officials. than did the civil servants themselves.

In a direct comparison of the values of "neutral competence" and "political awareness" all three groups favored the former over the latter, but the responses from the career bureaucracy favoring "neutral competence" were significantly higher than those from legislators as elected officials. using the LSD test. Further, voters actually ranked "political awareness" slightly higher than they did "neutral competence" as a value that career public administrators should possess. Knowledge, experience and skill are applied to the challenging job at hand by Colorado state agency personnel, but in a way less sensitive to the public interest and individual rights than the public directly or through their elected representatives would prefer. Accordingly, the survey research provides support for the politics-administration dichotomy concept existing in the minds of the career bureaucracy members.

Bureaucracy and Democracy

The U.S. Constitution, and individual state constitutions, fragment power and control over public administration (Rosenbloom 1989, 6) in several ways. First, there is a separation of powers among the three branches—legislative, executive, and judicial. Second, there is a division of powers between the national government and the state governments. Third, there are restraints upon government, and reservation of powers to individuals, such as those contained in the Bill of Rights.

Wrote Chief Justice Louis Brandeis, "The doctrine of the separation of powers was adopted by the Convention in 1787, not to promote *efficiency* (italics added) but to preclude the exercise of arbitrary power. The purpose was, not to avoid friction but, by means of the inevitable friction incident to the distribution of governmental powers among these three departments, to save the people from autocracy" (*Myers v. U.S.*, 293). Nowhere in any of the early documents that serve as the

foundations for American public administration do we find more than the most rudimentary elements of public administration as we understand it today (Mosher 1976, 4). Wrote Mosher:

"The accretion of specialization and of technological and social complexity seems to be an irreversible trend, one that leads to increasing dependence upon the protected, appointive public service, thrice removed from direct democracy. Herein lies the central and underlying problem . . . How can a public service so constituted be made to operate in a manner compatible with democracy? How can we be assured that a highly differentiated body of public employees will act in the interests of all the people, will be an instrument of all the people?" (Mosher 1968, 3-4).

Results from this dissertation research gives us reason to be both pleased and worried. In general, the separatist thesis has not been found to apply to public administration in Colorado state government; and the concerns about a unique professional public administration ethics different from the ordinary morality of the citizens has found little support in these research findings. Also, there is much compatibility among the views of voters, their elected representatives, and the government workers who have civil service appointments—they have all identified premier values and unimportant ones on which they agree, for example. At the same time, the republican form of government may not continue to function well if the differences in expectations for Colorado civil servants is too great between those that enact laws and oversee them, and those that carry them out. In particular circumstances, often narrow ones, this research does illustrate that such differences occur. For example, does the overarching value framework for Colorado Department of Institutions employees—involving advocacy for the clientele served, compassion, and caring—get in the way of proper services being delivered? Should there be concern that Department of Revenue employees seem to weight "honesty" lower than others as they perform their tax collections and other similar functions? Or that virtually all of the career bureaucracy assess "protection of individual rights" so low in the values hierarchy? Perhaps elected leaders will need to take into consideration the value culture of the various departments or bureaucratic personnel in order to expect an appropriate level of implementation for new and existing programs. The differing cultures in state agencies could be the

source of both some real successes and utter failures to achieve statutory objectives set by the state legislature or targets directed from the governor. The values of our career civil servants cannot afford to be in conflict with the values and principles of democratic constitutionalism.

A profession is assumed to include the concepts of expertise and service, among others. The dichotomy of bureaucracy versus democracy suggests some incompatibility for these two concepts. Indeed, the research shows the career bureaucracy ranking "competent" in second place and "serve" in 26th place in the public administration values hierarchy. Comparable rankings for these two desirable civil servant attributes are 7th and 14th for legislators, and 3rd and 16th for voters. Table 4.4 illustrated that significantly lesser weight was assessed to "serve" by bureaucrats than by legislators and voters, with a near-certain probability. The research also illuminated similar differences for other values that are a part of the democracy versus bureaucracy dichotomy, including "participation," "protection of individual rights," and seeking the "public interest," when comparing the desirable characteristics of merit system employees among the surveyed groups. The research thus provides support for continuing concern with this bureaucracy versus democracy distinction.

It appears inevitable that specialization and growth will continue to render elected citizen policymakers in Colorado less able to legislate and oversee, and full-time professional staff more likely to act with discretion to achieve both policy goals and the fulfillment of their own professional values, acting consistently with their normative expectations. What those expectations are, and the capacity of the career bureaucracy to fulfill them, remain critical. The research has suggested that some very important public administration values—"accountable" and especially "personal accountability," "economical," "honest," "justly," and "participation" are values assessed more highly by Colorado public managers than others in the public service. Furthermore, Public Administration degree graduates, who often become managers eventually, also rate "accountable" and particularly "personal accountability," "communicative," "responsive," and "socially conscious" very

high as well, and this is heartening. Yet those not managers nor Public Administration degree holders appear less sensitive to the role of public administrators in our constitutional system, and they constitute the vast majority of the public service in Colorado.

Representative Bureaucracy

The notion of representative bureaucracy holds that the social backgrounds and the status of public servants can affect and help determine their job performance. It also involves the idea that the social composition of government agencies is related to their legitimacy among the public (Rosenbloom 1989, 162). This idea has greatly affected public personnel administration. Affirmative action programs have developed, for example, to achieve targets of ideal workforce composition based on gender, race, and national origin. To the extent that this concept of representative bureaucracy has any merit at all—and it would not have remained operative for so long if it did not have at least some—it ought to be expanded so that the career bureaucracy mirrors the social values and normative expectations extant in the citizenry, the actual voters, and their elected representatives, in a manner not dissimilar to the government workforce mirroring the gender, racial and ethnic origin of the citizens or the people served. Would it not be helpful to have our government employees believe and act in accordance with the fundamental values held by the populace? Is the faith of the people in the capacity of government certain to be less when the public servants themselves place far less weight on values like public participation, political awareness, protection of individual rights, service to citizens and the deep-rooted concepts of sovereignty of the people, and working toward the broad public interest? If the career bureaucracy does not highly value trustworthiness, avoidance of conflicts of interest, and prudence in the conduct of public servants, it may affect the people's confidence in government's capacity to perform. An expansion of the concept of Representative Bureaucracy is in order, to embrace the norms and values held by voters.

Theories of Public Administration

In the literature review in Chapter Two, I described a number of public administration theories, principally in chronological terms. The first was the theory described by Wilson and that came to be termed the orthodox school, the traditional public administration, and it was later overtaken by the political school. Other theories included the human relations school, scientific management, the new public administration, and even public choice. Each of these and others have been associated with one or more of the values that have been tested, and the feedback from Colorado career public employees, from Colorado legislators, and from Colorado voters has now provided information pertinent to one or more of these public administration theories. Due to the many occupations, disciplines and public service positions that characterize Colorado State government, it is accurate to say that this research has provided something for most theories.

While the early public administration writers have left this earthly mortality, their observations and writings have left a legacy. The values feedback from civil service personnel, from legislators and from the voting public in Colorado have confirmed that competent, responsible, effective, efficient, economical, and rational public servants are desirable for the career bureaucracy, just as the orthodox school suggested. Also dominant among the most important values tested for in this research, however, have been values that might even be associated with the U.S. public service even before the Reform Movement in the late 1800s. They included values like honesty, integrity, truthfulness, and even respect as ones associated with the fitness of character looked for in persons to perform public service as early as President Washington's time. Following orthodoxy in the mainstream of American public administration has been the political school, with its emphasis upon the concept of governance. Accountable, participation, communicative, and other governance notions like discretion, service, protection of individual rights, considering the public interest and sovereignty of

the people, and being politically aware. have all appeared in this values research. And so have values associated with the new public administration like socially conscious, compassion, caring, justice, tolerance, and advocacy. In fact, the career bureaucracy has rated this accountability to "the agency clientele groups" significantly higher than both voters and legislators think advisable.

Some of these values and the theories to which they are attached are exemplified best by subgroups of Colorado bureaucrats. I have already noted that certain Colorado State agencies, such as the Department of Institutions and the Judicial Branch, and to a lesser extent the Departments of Social Services and Labor, seem to be most affected by the high assessments given to some of the political and new public administration values. The Compassion-Caring Factor, for example, was strongest in these agencies, and among female bureaucrats, and Health Care Services personnel, and tends to be associated with agencies that serve specific constituencies that may be identified as disadvantaged in some way. Correspondingly, Business personnel, male bureaucrats, and those from the Departments of Revenue, Corrections, Transportation and Natural Resources have lower assessments of this Factor, and could be described as more in tune with traditional or orthodox values, in general. This latter values paradigm tends to be embedded in Colorado State agencies that deal with a broad cross-section of the populace in terms of their services offerings, including the building and maintenance of roads and bridges and parks, the provision of motor vehicle registration and the issuance of driver's licenses, the collection of tax revenues, and the regulation of occupations. Also, Engineering personnel in particular have a high assessment of bureaucratic values, including those associated with scientific management. It could be said that almost all of the public administration theories could be provided empirical support from among one or more subsets of the Colorado State career bureaucracy.

In general, the bureaucratic ethos is dominant among career government employees, legislators and voters in Colorado. And yet the mix of identified public administration values over the last century is quite different based upon the characteristics of the respondent bureaucrats themselves.

legislators and voters. It might be said that the traditional bureaucratic thinking is alive and well in many of the agencies of Colorado State government, while in others there is a culture of caring, compassion and active involvement, or of reinvention. Yet, I have concluded that the Colorado civil service career bureaucracy is generally more democratic in its values orientation than either the legislators or voters by comparison.

Given the reinvention of government that is occurring (Osborne and Gaebler) including a more results-oriented approach, a customer service orientation, an enterprising government, and governments which seem more market-driven, it would appear that the values of "participation," "responsiveness," "discretion," "effective," "economical," and "political awareness," as opposed to technical or "neutral competence," "consistent," "stability," and "obedient," would be in order for such a new day. The rationality for bureaucracy that was envisioned by Weber and others seems to be turning into an economic rationality (Buchanan and Tullock; Downs 1957; Niskanen 1971; Tullock 1965) that may continue to reinvigorate public administration as a discipline, with an emphasis upon values more clearly associated with this public choice school. Some evidence of the values of this public choice thinking have surfaced in this research. For example, the high ranking of "accountable" given by most bureaucrats to "the general public and citizens" and to a lesser extent "the agency clientele groups" is an affirmation of the need to be responsive to customer concerns.

This research suggests the truth of the statement by R. Denhardt and Nalbandian (1980, as quoted in R. Denhardt 1984, 17): "The manager lives in the nexus of a political and administrative world and therefore is neither an independent actor nor solely an instrument of the political system. In this singular position, the manager accepts, interprets, and influences the values which guide the application of skills and knowledge."

Teaching Public Administration Ethics

Evidence of the concentration on the democratic ethos, and the values a part of that ethos, does show up in the research, especially for those having received their highest degree in Public Administration. At the same time, there are continuing moral and ethical lapses at many levels of our national, and state and local governments. In general, these ethical lapses or moral infractions usually deal with one or more of the bureaucratic ethos values. Conflicts of interest avoidance, honesty, integrity, trustworthiness, and truthfulness values still illustrate significant differences between the career bureaucracy on the one hand, and those to be served on the other. I conclude that there should be some reemphasis on basic character traits for employees. We may have progressed with too great an emphasis on bureaucratic orthodoxy, and a value-neutral approach to career public service, only to swing too wide in the opposite direction by confusing the original roles of service, deference, and obedience to laws and to elected officials, and proceeding instead with a bureaucratic assessment to rectify perceived inequities and serve without the broad capacity to do so within our constitutional democracy.

Accordingly, it is a good time for the teachers of public administration to revisit the early founders' emphasis on public service fitness of character. More particularly, given that schools of public administration and public affairs train a relative few, no matter how influential they may become compared with all those who enter public service, it is realistic to expect the schools of public administration and public affairs do a better job of concentrating on such fitness in addition to our democratic principles, thereby balancing both ethos and achieving a greater congruence of the bureaucratic and democratic ethos among the civil servants and the public they serve.

P. G. Brown (1986, 66) concluded that we were doing a poor job of educating students in making ethical decisions, and that graduates are ill-equipped to think reflectively about their personal conduct and even worse unable to think critically about the fundamental directions of our society from

their positions in public administration. This research suggests in many ways the schools of public administration and public affairs have been and are truly fostering an emphasis upon democratic values, which ultimately are reflected in the values of public administration practitioners. These include "communicative," "creative," "fairness," "justly," "participation," "responsive," "socially conscious," and "sovereignty of the people."

In 1980 Fleishman and Payne noted that, for the long-term health of our democracy, it was urgent that policymakers become more moral, and that fundamental social choices be more thoughtfully made by government managers. This research suggests that public administrators in Colorado are different in their values compared with both voters and legislators. Yet important segments of them are seemingly more sensitive to democratic values, while at the same time holding key traditional or bureaucratic values in high esteem. In particular, public managers are raising the level of a consciousness of all career civil servants for the values of "honest," "accountable," "economical," "effective," and "personal accountability."

Further, outside of academe, there are still responsibilities of individuals to teach ethics. D. F. Thompson called for a major role of government ethics officials to be involved in a positive, visible, and continuous effort to educate government employees about their democratic responsibilities. This research suggests that to a significant extent there is a need to acquaint current and incoming merit system appointees with the changed culture of public administration. In particular, those from the disciplines of engineering, finance, business, English, and the natural sciences seem to need an understanding of the place of public administration in our Constitutional system of governance. Values to be emphasized could and should be many of the democratic values, ones to which Public Administration degree graduates are already sensitive. But they should also include a sensitivity to "avoidance of conflicts of interest," "honest," "truthful," "economical," and others viewed as basic for our civil servants by both voters and legislators. Since our career public service continues to be an

amalgamation of persons from many backgrounds and experiences, the emphasis for many on the "public" in public administration may be carried out with new employee orientation, and even with "continuing education" requirements for some sensitive public management positions in a manner not dissimilar to other requirements for other professions.

Specifically, it is recommended that schools of public administration and public affairs seek formally to present a "professional public administration ethics" periodically to career civil servants. Such seminars or courses should be tied not just to this research and to other similar studies, but to the concepts of an increasing professionalization of the public service, and built upon a balance of important bureaucratic values and newer democratic ones requiring sensitivity and "an outside of government consciousness." The mission for our schools of public administration and public affairs should be to broaden to teach such ethical contexts and paradigms as part of a statewide continuing education program that could and should be required of managers and specialists at the mid-to-senior levels every few years, as a condition of keeping their government positions. Such an approach could be implemented in a manner similar to other professions that are required to take continuing education courses, including specific ones in ethics, in order to maintain their professional and occupational licensure.

Further Research

This research testing the norms and values of career public employees has been within the physical limits of Colorado. Moreover, the bureaucrats surveyed have been confined to mid-to-senior level Colorado State career civil servants. This means that no county, city nor even federal agency personnel in Colorado have been surveyed. Similarly, no state elected officials except state legislators in Colorado have been surveyed; in other words, no other state officials, and no local government officials and not federal officials, such as Members of Congress, have been surveyed either. Of

course, only the registered voters in Colorado, and not in any other state, have been surveyed. All of these limitations have been practical ones to allow the research to proceed, but such constraints do offer caution in the interpretation of these data and findings and conclusions to circumstances or situations outside of the set parameters.

The cultural context of Colorado, its people, its government and its traditions are surely different from others in the Fifty States and, as was noted in Chapter Three, not a microcosm of the United States. On the other hand, I have reviewed the public administration literature of the U.S. to extract these values tested, and used American public administration literature to describe the public administration theories, etc. While it is clear that the specific conclusions and results from this survey research cannot simply be assumed to be replicated elsewhere, this author believes that they can be substantially replicated in other States. Even in States where the political traditions, governmental climate and popular culture is significantly different from that of Colorado, it is suggested that the whole paradigm of civil servant, elected official and voter expectations for government merit employees would shift and still offer differences in perceptions among these same groups. Accordingly, similar research in other States would be valuable. As a starting point, however, this dissertation research is highly informative and a contribution to the public administration ethics literature.

Even better than similar state-by-state research, a nationwide effort could establish principles and concepts suggested by this Colorado effort. While it would be desirable to have comparable research nationwide undertaken, it could be very difficult to get responses from Members of Congress, at least to the same extent that surveys from the Colorado Legislature were returned. But the research seems likely to be able to be replicated, with the Federal Government career bureaucracy and the U.S. voting public substituted for the Colorado State career bureaucracy and the Colorado voting public. In addition, respondent data that includes ethnicity would be valuable.

Summary

The conclusions reached as a result of this dissertation research are probably not nearly as damning as they might appear to some, nor as good as they might appear to be to others. In truth, the many findings have substantially good elements but also raise levels of concern, both for the practitioner and academic communities. The role of public administrators must ultimately be considered from the viewpoint of the citizens served (Bayles 1989a, 5; Camenisch 1983, 3, 8; Labacqz 1985, 58), and so above all else we must have civil servants provide proper service. Administering and delivering public services with government is a business, but it is also much more because it is judged not primarily on efficiency nor profit, but on the democratic morality and political values of the society it serves. In this sense, "a democratic state must not only be based on democratic principles but also democratically administered, the democratic philosophy permeating its administrative machinery" (Levitan 1943, 359). The increasing specialization in the career bureaucracy, the adoption of technology to deliver services, and the general professionalization of the field of public administration ought to be assessed continuously by the bureaucracy's principal stakeholders, including but not limited to the public, voters, and elected officials. The verdict or assessment from such groups as measured by this research in Colorado is mixed.

Yes, there is no public service elitism that separates those with merit appointments from the citizens and groups they are appointed to serve. The Colorado career bureaucracy does not have an ethical system of what constitutes right and wrong wholly separate from what the populace believes should be the norms for those in such government service. No, the accountability of the bureaucracy to elected officials and citizens is not perceived the same way by the career bureaucracy on the one hand, and the citizens and elected representatives on the other. Neither is there an ideal alignment of values between those who serve in merit appointments, and those who are served by them.

There exists an inner check that professions and would-be professions hearken back to when they are faced with moral quandaries. The framework for deciding those ethical issues for career civil servants at all levels will depend a good deal upon the individual moral compasses possessed by those who have achieved their positions based on merit. In a world of increasing complexity, knowledge, skill, and competency will ever be important. Yet this research has demonstrated that more important yet are the trustworthiness, honesty, and integrity set of values that ultimately guide the individual choices of our non-elected government officials and thus the fate of moral excellence in government service that all of us so deeply desire. The tension between professional expertise and discretion under our American democratic system where the career bureaucracy role may continue to expand is dependent upon some additional alignment or greater congruency in the ethical frameworks that bureaucrats, voters, and their elected representatives have about their expectations for the career civil service.

I believe that the responsibility for such greater alignment or congruency rests primarily with the public service itself, and with those institutions, including teaching and education organizations, that support and sustain the sense of professionalism and service that have characterized public administration as a field during the last century. Concurrent with further changes in public administration that others already have written about and urged, I now suggest, should be those emphasizing further altruism and a concern for the public good. With greater accentuation of character fitness for government positions, and a sharper stress on public participation, combined with competency and accountability, the Colorado career bureaucracy should better match their needs and interests with those of the public in whose name they serve.

APPENDIX A

PART I: IDENTIFYING PUBLIC ADMINISTRATION NORMS

You and others have been selected at random among Colorado voters to give your opinion about what characteristics or values you believe those who serve our state as career government employees should have. There are no right or wrong answers to any of these. Rather, we just want your opinion, based upon how you feel a Colorado state government employee should act. Please place a numeric value from 1 through 9, taken from the following nine point scale, next to each of the statements made below for career public administrators working in the executive branch of state government.

Strongly Agree				No Opinion			Disagree	Strongly Disagree
1	2	3	4	5	6	7	8	9

A CAREER PUBLIC ADMINISTRATOR SHOULD:

- _____ be **ACCOUNTABLE** (Responsible for government program decisions the administrator makes).
- _____ act as **ADVOCATE** (Speak for or plead on behalf of persons or groups served).
- _____ have **AUTONOMY** (Manage government programs with professional independence).
- _____ be **CARING** (Feel concern about or have interest in persons served by the government program).
- _____ be **COMMUNICATIVE** (Communicate with others, getting feedback and disclosing appropriate information).
- _____ be **COMPASSIONATE** (Have sympathy and be tender towards persons or groups served by the program).
- _____ be **COMPETENT** (Have the necessary level of knowledge, experience and skill in job performance).
- _____ maintain **CONFIDENTIALITY** (Keeping confidential, private or privileged government information).
- _____ avoid **CONFLICTS OF INTEREST** (Circumstances where personal gain or interest affects job decisions).
- _____ be **CONSISTENT** (Adhere to guidelines, with program decisions marked by harmony and continuity).
- _____ have **COURAGE** (Face program decisions with firmness; act with fortitude and a brave heart toward the public).
- _____ act **COURTEOUSLY** (With politeness and graciousness to others).
- _____ be **CREATIVE** (Innovative, taking risks, and seeking to find solutions to problems which arise).

Please place a numeric value from 1 through 9, taken from the following nine point scale, next to each of the statements made below for career public administrators working in the executive branch of state government.

Strongly Agree	Agree		No Opinion		Disagree		Strongly Disagree	
1	2	3	4	5	6	7	8	9

- _____ act with **DEFERENCE** (Yielding to the views and opinions of others in managing a government program).
- _____ be **DILIGENT** (Industrious, exerting effort and promptness in managing a program).
- _____ apply **DISCRETION** (Use judgment, make distinctions, be circumspect).
- _____ be **ECONOMICAL** (Frugal, not wasting money or public resources in government operations).
- _____ be **EFFECTIVE** (Producing the expected or desired result while managing the government program).
- _____ be **EFFICIENT** (Producing the expected or desired result with a minimum of effort and cost).
- _____ be **FAIR** (Equitably manage, eliminating one's own feelings and desires in reaching a decision).
- _____ be **HONEST** (Credible, refusing to lie, steal or deceive in any way).
- _____ be **IMPARTIAL** (Unbiased, not favoring one person or group over another).
- _____ be **INDEPENDENT** (Free from the influence and control of others).
- _____ have **INTEGRITY** (Sound moral principles, uprightness).
- _____ act **JUSTLY** (With sound reason, equity, and righteousness).
- _____ be **LOYAL** (Faithfully adhere to principles and constituted governmental authority).
- _____ be **NEUTRAL** (Avoiding partisanship in managing a government program).
- _____ be **OBEDIENT** (Follow the directions or commands of others).
- _____ be **OBJECTIVE** (Without prejudice, viewing persons and activities apart from one's own interests or feelings).
- _____ be **ORDERLY** (Well behaved, methodical, tidy).
- _____ encourage **PARTICIPATION** (Seek public involvement and participation by others in government programs).
- _____ be **POLITICALLY AWARE** (Conscious of electoral mandates and desires of voters and elected officials).
- _____ be **PREDICTABLE** (Constant in decision making so that persons can know what to expect).
- _____ **KEEP PROMISES** (Be reliable in keeping one's commitments).
- _____ protect **INDIVIDUAL RIGHTS** (Support and foster the Constitutional rights of persons served).
- _____ be **PRUDENT** (Cautious and discreet in exercising sound judgment).
- _____ seek the **PUBLIC INTEREST** (The common good of all the people, not just a selected or served group).
- _____ be **RATIONAL** (Able to reason, showing reasonableness in decisions, avoiding foolishness).
- _____ show others **RESPECT** (Treat people with esteem, regard and recognition).
- _____ be **RESPONSIBLE** (Dependable, reliable, obligated to duty).
- _____ be **RESPONSIVE** (Answering appropriately, replying or reacting readily).
- _____ **SERVE** the public (Understand that a government employee is a public servant).

Please place a numeric value from 1 through 9, taken from the following nine point scale, next to each of the statements made below for career public administrators working in the executive branch of state government.

Strongly Agree	Agree		No Opinion			Disagree		Strongly Disagree
1	2	3	4	5	6	7	8	9

- _____ be **SOCIALLY CONSCIOUS** (Aware of social inequities and the capacity of government to redress them).
- _____ recognize the **SOVEREIGNTY OF THE PEOPLE** (It is the people who are supreme in a democracy).
- _____ have **STABILITY** (Being steady and fixed, not flighty, in administering the program over time).
- _____ show **TOLERANCE** (Permit and not interfere with the views, beliefs and practices of others).
- _____ be **TRUSTWORTHY** (Dependable and incorruptible, incapable of being false to a public trust).
- _____ be **TRUTHFUL** (Having veracity, presenting the facts without distortion, being sincere).

ACCOUNTABILITY

Please rank from 1 to 6 the following six persons or groups (in order of most important to least important) in response to this statement about a career civil servant in the executive branch of state government:

"A career public administrator should be primarily accountable to:"

- | | |
|--|--|
| _____ The <u>State Agency Director</u> . | _____ The <u>State Courts</u> |
| _____ The <u>Governor</u> . | _____ The <u>Agency Clientele Groups</u> |
| _____ The <u>State Legislature</u> . | _____ The <u>General Public and</u> |
| _____ <u>Citizens</u> | |

RESPONDENT INFORMATION

Please complete the information below about yourself as a survey respondent. Data are necessary only for statistical purposes. No individual information will ever be divulged or released.

1. EDUCATION: _____ Please check if high school graduate. 2. OCCUPATION: _____
 _____ List years of college, if any. _____
 _____ List highest degree, if any. _____
 _____ Subject of highest degree. _____

PART II: COMPARING PUBLIC SERVICE VALUES

Please circle a single numeric value, from 1 to 9 on each of the scale comparisons of values below, that represents **what you would want a career public administrator to generally use in making a government program judgment or decision.** Each number on each scale represents a different combination of two public service values. Sometimes career administrators have to make tradeoffs between values. This survey invites your opinion in helping administrators make such value tradeoffs.

1. **AUTONOMY versus DEFERENCE.** Autonomy refers to the exercise of independent professional judgment by a public administrator in making government program decisions. Deference refers to the consideration which public administrators give to the views and opinions of others in making government program decisions.

Total Autonomy	More Autonomy Than Deference	Equally Balanced	More Deference Than Autonomy	Total Deference				
1	2	3	4	5	6	7	8	9

2. **COMPASSION versus OBJECTIVITY.** Compassion refers to the caring and feelings of sensitivity a career public administrator may have in administering a government program benefiting particular groups or individuals. Objectivity refers to lack of bias and emotional distance, the administrator viewing issues apart from his or her own feelings, in administering a government program benefiting particular groups or individuals.

Total Compassion	More Compassion Than Objectivity	Equally Balanced	More Objectivity Than Compassion	Total Objectivity				
1	2	3	4	5	6	7	8	9

3. **GENERAL PUBLIC INTEREST versus AGENCY CLIENTELE INTERESTS.** Serving the general public interest means the collective common good, the interests of the total citizenry. Serving agency clientele interests means the concerns of those who actually could or do receive the specific governmental services or are benefited by the particular governmental actions of the agency.

Total Public Interest	More Public Than Agency Interest	Equally Balanced Interests	More Agency Than Public Interest	Total Agency Interest				
1	2	3	4	5	6	7	8	9

4. **NEUTRAL COMPETENCE versus POLITICAL AWARENESS.** Career public servants are generally appointed to their positions on the basis of merit, often having to take and pass objective, job-related examinations. Similarly, they keep their government positions based upon satisfactory performance, notwithstanding changes from one publicly elected administration to another. They nonetheless work within a political environment, at one level or another, inasmuch as public governance does ultimately need to satisfy the wishes of the majority of voters. Neutral administrative competence means knowledge and skill in performing the duties of the career position, without regard for political considerations. Political awareness means conscious knowing of elected official positions on issues and understanding voter concerns as most recently expressed by the electorate.

Total Competence	More N. Competence Than Awareness	Balanced	More Awareness Than N. Competence	Political Awareness
1	2	3	4	5
6	7	8	9	

5. **EFFECTIVENESS versus ECONOMY.** Effective means producing a desired goal or targeted result in a government program. Economy means not wasting money or public resources in government operations.

Total Effectiveness	More Effectiveness Than Economy	Equally Balanced	More Economy Than Effectiveness	Total Economy
1	2	3	4	5
6	7	8	9	

6. **COMPETENCE versus TRUSTWORTHINESS.** Competence means acquiring and applying the necessary knowledge, training and skill in managing and delivering governmental services to persons and groups. Trustworthiness means integrity, personal honor, and virtue in managing and delivering those services.

Total Competence	More Competence Than Trustworthiness	Equally Balanced	More Trustworthiness Than Competence	Total Trustworthiness
1	2	3	4	5
6	7	8	9	

7. **PERSONAL ACCOUNTABILITY versus SYSTEM ACCOUNTABILITY.** Personal accountability means that responsibility for the success or failure of the governmental program or program decision rests with the individual career public administrator in charge. Bureaucratic or system accountability means the responsibility for success or failure rests with many persons and departments who have participated in creating, managing, implementing and evaluating the program and in making program decisions.

Total Personal Accountability	More Personal Than System Accountability	Equally Balanced Accountability	More System Than Personal Accountability	Total System Accountability
1	2	3	4	5
6	7	8	9	

8. **FAIRNESS versus RESPONSIVENESS.** Fairness means managing without bias and balancing conflicting interests in making decisions. Responsiveness means answering or replying readily to inquiries or requests with evident understanding.

Total Fairness	More Fairness Than Responsiveness			Equally Balanced	More Responsiveness Than Fairness			Total Responsibility
1	2	3	4	5	6	7	8	9

9. **CREATIVITY versus PREDICTABILITY.** Creativity means the ability of a public administrator to innovate, consider additional factors in making judgments about services or benefits which might be offered, and go beyond expected rules or standard procedures in programs. Predictability means constancy in decision making, both over time and among similar cases, so that people know what to expect in governmental services or benefits.

Total Creativity	More Creativity Than Predictability			Equally Balanced	More Predictability Than Creativity			Total Predictability
1	2	3	4	5	6	7	8	9

10. **IMPARTIALITY versus SOCIAL CONSCIOUSNESS.** Impartiality means being unbiased, not favoring one person or group over another in providing services or benefits. Social consciousness means being aware of social inequities among persons or groups and the perceived capacity of government to redress them.

Total Impartiality	More Impartiality Than Social Consciousness			Equally Balanced	More S. Consciousness Than Impartiality			Total Social Consciousness
1	2	3	4	5	6	7	8	9

APPENDIX B



Senate Chamber
State of Colorado
Denver

TILMAN M. BISHOP
State Senator
President pro tem
2697 G Road
Grand Junction, CO
81506-8367
Capitol: 866-3077

COMMITTEES:
Vice-Chairman of:
Agriculture, Natural Resources
and Energy
Member of:
Appropriations
Business Affairs and Labor
Colorado Tourism Board, Chairman
Legislative Audit
Legislative Council

MEMORANDUM

TO: Republican Colleagues
FROM: Senator Tillie Bishop *TMB*
DATE: November 29, 1993
RE: Robert P. Goss

I have known and respected Bob since 1980 when he headed our NCSL office in Washington. I think his survey findings could provide significant understanding for us in our future dealings with executive branch career employees, and I encourage you to take a few minutes now and fill out the enclosed survey.

Thanks.



State Representative
PAUL D. SCHAUER
7255 S. Jackson Court
Littleton, Colorado 80122
Home: 770-3872
Business: 744-5638
Capitol: 866-2935

COLORADO
HOUSE OF REPRESENTATIVES

STATE CAPITOL
DENVER
80203

Chairman
Business Affairs and
Labor Committee
Member
Education Committee
Legislative Council Committee

December 2, 1993

Dear Colleague:

Enclosed please find a survey regarding ethical standards and expectations that you feel would be appropriate for Colorado career public employees in the executive branch of government.

Bob headed up our NCSL office in Washington previously. It was during this time that I met him, and found him to be very thorough in his work. I would appreciate your taking a few minutes to fill out the survey and return it to Bob. A good response rate is critical to validate the survey results.

The significance of these research findings could provide valuable information for us for future legislation dealing with executive branch career employees. Thanks for your help.

Sincerely,

Paul D. Schauer

PDS/jr

Enclosure



State Representative
PEGGY KERNS
1124 S. Oakland Street
Aurora, Colorado 80012
Home 696-7178
Office 369-5605
Capitol 566-2919



COLORADO
HOUSE OF REPRESENTATIVES
STATE CAPITOL
DENVER
80203

ASSISTANT MINORITY LEADER
Member
Agriculture, Livestock and Natural
Resources Committee
Criminal Justice Committee
Audit Committee

December 2, 1993

Colorado House Democrats
State Capitol
Denver, CO 80203

Dear Democratic Colleagues:

I know that Bob headed our NCSL office in Washington during the 1980s and just stepped down as Colorado Chapter President of the American Society for Public Administration. I think his survey findings could provide significant understanding for us in our future dealings with executive branch career employees, and I encourage you to take a few minutes now and fill out the enclosed survey. Thanks

Sincerely,

Peggy Kerns
State Representative

PK/jk

APPENDIX C
April 2, 1994 letter from E. Sam Overman to Bureaucrat respondents

Dear _____ :

We seek your help in completing the enclosed survey, which is part of an important research effort at the Graduate School of Public Affairs. You and others have been selected at random from within the higher grade level career civil service in Colorado State government to participate in this study, and your response is very important to us.

The survey is needed to help establish whether there exists a "professional ethics for public administrators" by comparing the responses of three groups: (1) career civil servants in the executive branch of Colorado State government; (2) adult citizens in Colorado; and (3) Colorado State legislators. The research thesis is that there will be differences in the norms and values held by each of these groups, and that these differences may constitute a basis for such a public administration ethics. The topic of professional ethics has been written about frequently in the last decade, and this research should help advance the discussion of professional expectations and ethics in public administration.

This research is part of a dissertation by Robert Goss, a Ph.D. candidate here at the university. Bob has previously work in state government in both Illinois and New York, as well as in our Federal government, but never here in Colorado. His interest in this field has been long-standing, as has my own. If you would like to receive the results of this research, probably in late 1994, you may sign this letter at the bottom and return it with your completed questionnaire. Bob will then send to you the findings later this year.

However, whether you want a copy of the research findings or not, please complete and return the enclosed survey in the self-addressed, pre-stamped envelope. A high response rate is critical to the validity of the research survey we are doing. Be assured that no individual responses will ever be shared, only aggregate data. Given your busy schedule, we hope you will take the estimated 15 minutes to fill out the survey as soon as you can. And thank you.

Sincerely,
E. Sam Overman
Associate Professor

Please sign above if you would
like a copy sent to you.

Enclosure

APPENDIX D

Letter to voters offering them a \$10 prize or cash advance, etc. if they would return the questionnaire

Dear _____ :

Thank you for participating in our telephone research survey in October regarding the "characteristics and values you believe those who serve our state as career government employees should have." Your opinion is important to us, and we have tabulated the results of the 12 questions that you and others phone participants answered. The results suggest our need to expand upon the initial research and get your opinions in some additional areas.

Accordingly, we are requesting that you take a few minutes of your time to complete the enclosed questionnaire. To encourage you to participate, we would like to send you a \$10.00 check upon our receipt of the completed questionnaire, or, if you wish, the check for the same amount will be issued to a charity of your choice. To do either one, please fill out the certificate on the back of this letter and include it with your completed questionnaire. You may use the enclosed postage paid envelope to return the survey.

We hope you will participate. A high response rate is critical to the validity of the research we are doing. Be assured that your responses will remain anonymous and that only the combined data from all the surveys returned will be used. If you should have any questions or concerns, please call Eriks Humeyumptewa at 820-5628. Thank you for your participation.

Sincerely,

Eriks Humeyumptewa
Program Research Coordinator
Graduate School of Public Affairs
University of Colorado at Denver

**CERTIFICATE
FOR
QUESTIONNAIRE COMPLETION**

Please send a check for \$10.00 to the one person or organization checked below:

Me. Please print name you wish to appear on the check, and the address to which it should be sent.

NAME: _____

ADDRESS: _____

TV Station KRMA (PBS), 1089 Bannock Street, Denver, CO 80204

American Cancer Society, 2255 S. Oneida, Denver, CO 80224

Another Charity (Please list name and address):

(Please sign your name)

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