

# 시민참여를 통한 성과측정

## Citizen Participatory Performance Measurement in Local Government

남 승 하\*

Nam, Sungha

### Ⅰ 목 차 Ⅰ

- I. Introduction
- II. Theoretical Background
- III. Iowa's Citizen-Initiated Performance Assessment Project
- IV. Analysis
- V. Implications

적극적인 시민참여를 통한 지역주민들의 다양한 의견이 지방정부의 성과측정과정에 지속적으로 반영될 수 있는 방법을 탐색하기 위해서 본 연구는 시민참여적 성과측정 모형을 제시하고 미국 Iowa주의 시민참여적 성과측정 프로젝트(Citizen-Initiated Performance Assessment: CIPA)를 주인으로서의 시민(Citizens-as-owner)이란 개념을 강조하여 분석하였다. CIPA프로젝트에서는 정보의 공유와 주민과 공무원들의 교육을 통하여 시민들이 주인으로서 적극적인 참여를 하여 공무원들과 협력하여 성과지표를 만들고 공유된 성과정보를 바탕으로 성과를 측정하였다.

이처럼 적극적인 시민참여를 통한 지방정부의 성과측정은 공무원들과 시민들로 하여금 지방정부의 활동에 대한 책임감을 담보할 수 있고, 성과측정과정에 참여함으로써 주민들의 지역사회에 대한 자신들의 비전과 정책적 우선순위를 정책에 반영할 수 있다.

□ 주제어: 시민참여, 지방정부의 성과측정

논문 접수일: 2008년 2월 4일

\* 경기개발연구원 자치행정연구부 책임연구원

To explore the way by which local governments encourage and sustain citizen input into the performance measurement process through the active participation, this study applies pivotal elements of citizen participation emphasizing on citizens as owner to the Iowa's Citizen-Initiated Performance Assessment project that citizens actively participated and made their own performance measures and evaluate based on the shared performance information, and legitimizing performance measurement through the empowering and educating to the citizens and administrators.

Citizen participatory performance measurement can benefit both public officials and citizens. It can also help public officials account for their activities and help managers keep track of the progress of programs to better discern whether programs are being implemented toward goals. By participating in the process of performance measurement, citizens can input their vision and priorities to public policy.

□ Keywords: Citizen Participation, Performance Measurement System

## I. Introduction

The strengthening of relations with citizens is a core element of good governance. It allows government to improve the quality of decisions by obtaining new sources of relevant ideas, information, and resources. Efforts toward increasing public participation have been examined in many settings (Box, 1998; Thomas, 1995; Schachter, 1995).

Active citizen participation may be perceived by government personnel as burdensome, costly, and time consuming. But this is outweighed by the resulting cost savings to government, expansion of government capability, contribution to the quality of government services, and production of substantial benefits for government organizations in the community (Thomas, 1995; Brudney, 1993). Thus, increased citizen participation can make valuable contributions to rebuilding trust in government by advising what the “right thing is for a community (Kirlin & Kirlin, 2002; Ho & Coates, 2002a; Wray & Hauer, 1997).

Accurate performance measurement of a government entity necessitates detailed, step-by-step

procedures that can be tailored to the specific jurisdiction. To encourage citizen participation requires education, training, and information sharing through best practices.

This study applies pivotal elements of citizen participation, emphasizing citizens as owners (Schachter, 1995), to Iowa's Citizen-Initiated Performance Assessment (CIPA). In the CIPA project, citizens devise their own performance indicators, collect data, and measure government's performance with input from city council members and administrators. Citizen participation through Citizen Performance Teams was empowering and educational for citizens and administrators.

The purpose of this study is to explore how local governments encourage and sustain citizens' input into the performance measurement process. The study will be based primarily on the documentation of Iowa's Citizen-Initiated Performance Assessment (CIPA) project, which includes scholarly case studies, survey results, and profiles of selected public-service and performance indicators applied by various citizen performance teams.

## II. Theoretical Background

### 1. Civic Engagement in Government

Our democracy works best when restoring civic engagement and civic trust through active citizen participation in government (Putnam, 1995). It is important for citizens to see and understand the results of government programs. Vigoda (2002) observed that the norms and networks of civic engagement, which are formed in terms of partnership and collaboration, affect the performance of representative government. However, citizen participation in government has declined over the last generation (Putnam, 1995; Vigoda, 2002).

Even the involvement of many people in the decision-making process does not guarantee the best decision. However, as Thomas (1997) pointed out, public involvement can increase the effectiveness of decisions that public managers make.

Citizens feel frustrated by their inability to make their concerns known and their influence felt. They do not want someone to speak for them. In order to respond to citizens' expectations,

it is necessary to integrate public input into the decision-making process. This is an effective way to meet the challenges of the emerging information society by preparing for larger and faster interactions with citizens (OECD, 2001). Therefore, it is necessary for government not only to offer information and recruit volunteers for its service delivery, but to allow for more citizen participation in government work.

Citizen participation in performance measurement is intended to ensure that government policies and services reflect the needs of the community (Callahan, 2001). Although active citizen participation may be perceived by government personnel as burdensome, costly, and time consuming, this is outweighed by its enhancement of government productivity, which generates cost savings, expands government capability, improves government services, and produces substantial benefits for government organizations in the community (Brudney, 1993, p. 284-285).

Citizens can provide guidance to public administrators to help focus their attention on the programs that will have the greatest impact on the citizenry. However, there are many barriers to overcome before citizens and government can form such a partnership. Citizens must develop greater trust in government, while government must understand and value citizens' guidance and be willing to relinquish some control to citizens.

According to Poister and Streib (1999), the motivation to use performance measures in cities comes from a desire to make better decisions and to maintain accountability to citizens and elected officials. Administrators, citizens, and elected officials often oppose performance measures, especially when they are not involved in developing the performance-measurement system. Therefore, their concerns must be addressed if the performance-measurement system is to be effectively and properly implemented.

## 2. The Model of Citizen Participation

Citizens' role in governance can improve the quality of public service and performance. They act as customers, visionaries, owners or shareholders, issue-framers, co-producers, service-quality evaluators, and independent outcome trackers (Epstein, Wray, Marshall, & Grifel, 2000; Wray & Hauer, 1997).

Vigoda (2002) formulated an evolutionary continuum of public administration/citizen interactions based on the roles of citizens and government and on their reciprocal interactions. Depending on the historical context of government's treatment of citizens, he saw citizens being

viewed as subjects, voters, clients or customers, partners, or owners. Citizens resist being treated as subjects or voters; instead, a need exists to establish practical flexibility between the role of client/customer and that of equal partner.

The value-centered model (Smith & Huntsman, 1997) argues that citizens who choose to live and buy property in a community are fundamentally motivated to invest their attention in government in order to create value for themselves and the community. Indeed, the value-centered model highlights not only the delivery of service to citizens, but the creation of value for them. Consequently, government and citizens have common interests in increasing the worth of the community.

However, Schachter (1995) noted that citizens may not buy shares in their community or government. At the same time, administrators and elected officials have other responsibilities besides delivering public services. Therefore, administrators, elected officials, and citizens are stakeholders who have common interests in increasing the performance of their community. Frederickson (1994) also emphasized that citizens are not passive customers of government who like or dislike service; rather, citizens are owners who elect leaders to represent their interest and play proactive roles as they decide what the government's agenda will be. Therefore, citizens own their government and care about its contributions to the whole community. As owners, citizens have an expectation of improvement and a willingness to work for change. More important, citizens have a duty to get involved in government's performance-measurement systems and inform elected officials and public administrators about shareholder demand (Schachter, 1995).

Citizen participatory performance measurement requires public empowerment through citizen education and constant information sharing (Schachter, 1995; King, Feltey, & Susel, 1998). Citizens monitor agencies and make their preferences known. Education about performance measurement is important so that citizen-owners consider the success of government as a whole rather than of a particular public service or program that responds to their individual demands. Customers care about their own needs, whereas citizen-owners care about the success of the enterprise in the whole community (Schachter, 1995).

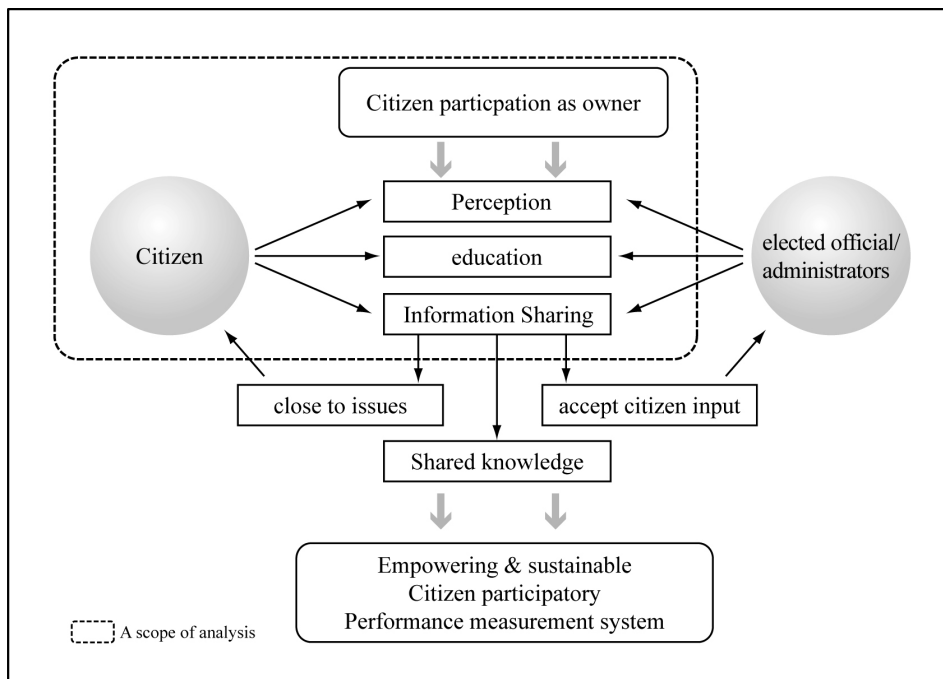
Therefore, the application of the citizens-as-owner model to performance measurement provides a different insight into the relationship between citizens and administrators and how this application might contribute to improving government performance.

To realize the citizens-as-owner model will require fostering (1) favorable perception of

citizen participation, (2) education, and (3) information sharing to help citizens to become more familiar with the issues and encourage elected officials and administrators to accept citizen input. Administrators' professional assistance is also helpful to develop shared knowledge between citizens and administrators. Based on this process, the owner model for citizen participation can create opportunities for both participating in the performance measurement process and evaluating government's performance.

In line with this, this study suggests citizen participatory performance measurement model shown in <Figure 1> as research framework.

<Figure1> Citizen Participatory Performance Measurement Model



### III. Iowa's Citizen-Initiated Performance Assessment Project

Iowa's Citizen-Initiated Performance Assessment project was implemented from 2001 to 2004, with the goal of engaging citizens in the design and use of performance measurement to make it more politically credible and thus increase the likelihood that the information will be used in the decision-making process ([www.iowacipa.org](http://www.iowacipa.org)).

Nine Iowa cities with populations ranging from 10,000 to 200,000—Burlington, Carroll, Clive, Des Moines, Indianola, Johnston, Marion, Marshalltown, and Urbandale—volunteered to participate in the project. The projects revealed the involvement of citizens, elected officials, and managers and the institutionalization of citizen-based performance measurement into the daily operations of city government.

In the first year of the CIPA project, each participating city formed a “citizen performance team.” Citizens from diverse backgrounds constituted the majority of the team. Also, each performance team had one or two staff representatives and a city council member (Ho & Coates, 2002a, 2002b).

The citizen performance team received an orientation to performance measurement and an overview of city services. It then selected one or two target service areas that citizens want to measure, such as police, fire, or emergency-medical service. Finally, they identified the “critical elements” of the selected public service for which the performance team would develop performance indicators and measure them. <Table 1> gives selected performance indicators and critical elements suggested by various citizen performance teams.

<Table 1> Selected Critical Elements and Performance Indicators  
for a Police Department

Critical Elements	Performance Indicators
Response to Citizen	<ul style="list-style-type: none"> <li>• Time from the initial call to sending an officer, by nature of incident</li> <li>• Time from the initial call to arrival at scene, by nature of incident</li> <li>• Average time for the follow-up call to case/complaint filer</li> </ul>
Criminal Investigation	<ul style="list-style-type: none"> <li>• Number of investigations, by case type</li> <li>• Rate of convictions compared to arrests</li> <li>• Number of cases resolved</li> </ul>
Crime Prevention & Patrol	<ul style="list-style-type: none"> <li>• Number of man-hours on community policing and crime prevention programs</li> <li>• Number of man-hours on bike patrol of parks</li> <li>• Average time and mileage of patrol per officer annually</li> <li>• Number of arrests by crime type</li> <li>• Number of citizens participating in crime prevention programs</li> <li>• % of residents who feel safe in parks</li> <li>• % of residents who participate in the neighborhood watch program</li> </ul>

Source: www.Iowacipa.org

In the second stage of CIPA, city departments develop necessary instruments, such as citizen or user surveys, to collect performance data. Finally, the performance measurement results are reported to the performance team, the city council, and the general public. Public input is solicited to improve performance.

There were various methods of recruiting citizen representatives. In the city of Des Moines, neighborhood organizations selected their own citizen participants. Some cities recruited citizens from the general public through invitation in newspapers and on public cable-TV stations. Other cities recruited citizens from existing committees such as citizen budget committees, based on previous involvement in city or civic activities such as citizen police academies, or other advisory boards for specific public services. After an initial citizen performance team was formed, many cities also attempted to recruit young people and recent immigrants (Ho & Coates, 2004, p. 4). City officials and staff served as resources for questions raised by citizens.

For sustaining citizen participation in citizen participatory performance measurement, a neutral



party should facilitate the process and balance the different socio-economic interests and demographic characteristics of the community. “This is not only important to ensure the representativeness of the project results, but also strengthen the legitimacy of the performance team.” (Ho & Coates, 2002a, p. 9)

In the CIPA project, a major concern of some citizen members was that many performance teams only had 5 to 10 citizens who attended meetings consistently. One citizen member said, “Few people from the community showing up for meetings is a problem. I am not sure how valid it is to say then that it was a community or citizen committee. I have a concern about the representativeness of opinion.” (Ho & Coates, 2004, p. 6) Despite this weakness, the Citizen Performance Team created its own performance indicators and measures based on the shared performance information, legitimizing performance measurement through the empowering and educating of the citizens and administrators. For example, citizens in Burlington decided to measure police and fire protection services because they have a highly visible and immediate impact on citizens’ daily life. In contrast, citizens in Clive selected police and emergency-medical services because some suburban families, especially those with children, are concerned about the response time of these services given the geographical spread of the city (Ho & Coates, 2002b, p. 3).

## IV. Analysis

### 1. Perception

Performance measurement in local government aims to enhance government accountability to citizens. As such, citizens must be involved in the design and implementation of performance measurement initiatives so that such programs address citizen concerns and carry political credibility among elected officials (Ho & Coates, 2002a, p. 9).

A lack of citizen involvement can undermine the value of performance measurement by minimizing its importance in the eyes of elected officials. When elected officials disregard performance information, administrators tend to be less enthusiastic about the tool, often

rendering it irrelevant in the decision-making process (Ho & Coates, 2002a, p. 8).

The cities that elected to participate in the CIPA project had a large amount of top-level support for involving citizens in a performance measurement program. According to the survey, elected officials and administrators of the CIPA cities tended to be more positive and supportive of performance measurement. Furthermore, they believed that performance measurement is a useful tool for resource allocation and that the benefits outweigh the costs. According to a city council benchmarking survey (CIPA News, Oct. 2001), city officials expected to adopt 71% of the recommendations of the citizen performance team. Therefore, they believed that performance measurement can help them inform citizens about government operations and can help departments improve cost efficiency and program effectiveness. Consequently, citizen participatory performance measurement ensures that they are measuring the “right” things (Ho & Coates, 2002a, p. 9). This is evident in the following remarks from the interviews. “The value is in the assistance to the city. We act as the eyes and ears [for city officials].” (Ho & Coates, 2004, p. 5) “It would be a good thing for the city to have people from the community looking at the city’s business and what others are doing and how it can be improved. It would be very wise.” (Ho & Coates, 2004, p. 5)

Therefore, citizens’ perception of the value of their participation indicates their personal belief that their effort would make a difference in their communities. To enhance this perception, the CIPA project team made an effort to attract media coverage. The attraction of media coverage promotes the ability of the CIPA project team to engage the larger public and help build a sense of ownership. More important, an effective meeting process strongly correlated to citizens’ perception of themselves as owners. To this end, the CIPA project team addressed logistics such as arranging the meeting place and time, providing snacks or food during meetings, and carefully considering follow-up communication such as meeting minutes and distribution of requested information about a service (Ho & Coates, 2004).

In consequence, citizens’ perception of their willingness to participate is closely tied to the sense of ownership indicating that citizen participation is worth their time and effort and should be expanded to other services. Furthermore, the strengthening of public communication is critical to ensuring that citizen participants perceive themselves as owners.

## 2. Information Sharing

Performance information was collected from various data sources such as citizen surveys, a report on service efforts and accomplishment, and cooperative public employees and trained observers. While public employees may fear that performance information might be used as a tool to punish them, performance information can help public officials to respond to a variety of stakeholders' expectations. Furthermore, performance information promotes improvement of public service when public organizations use it frequently, appropriately, and in a timely way. Unless a great deal of information is used for performance improvement, collecting and reporting of performance information becomes a meaningless exercise.

Citizens may be unaware of actual service improvement, due to lack of information and expertise about service quality. Although many public administrators view close relationships with citizens as both necessary and desirable, most do not actively seek public involvement. These administrators believe that greater citizen participation increases delay and inefficiency in government processes. Consequently, the citizen is placed at the greatest distance from the public issues and the administrators play the role of the expert (King, Feltey, & Susel, 1998, p. 319). They control the ability of the citizen to influence the situation or the process. As a result, citizens feel that they cannot participate meaningfully and are being treated as “clients” or “customers” of the professional administrators. Administrators also resist sharing information and rely on their expertise to justify their role in administrative processes (King, Feltey, & Susel, 1998, p. 320).

The CIPA project shows the importance of public communication. Citizens develop their own performance measures, collect data, and measure government's performance in collaboration with city council members and administrators. These departments do not ignore citizens' recommendations for improving performance, and their administrators prepare for comparative performance measurement, as citizens become interested in knowing the performance of their city relative to others in the vicinity. Consequently, the results of performance measurement are reported at the neighborhood level, so that the information has greater relevancy and usefulness to citizens (Ho & Coates, 2002a, 2002b). More important, the review and discussion steps in the final year of the project, which detail the different ways for the council to use the information in the budgetary and policy making process, show citizens the potential impact of their time and effort on the city administration.

To be effective, a performance measurement system for citizen participation must employ relevant measures devised in collaboration with the authorities. The quality of performance measurement might be improved by appropriate information provided by citizens who have first-hand experience with government. Citizen participation in a performance measurement system with constant information sharing might increase the acceptance of performance measurements and organizational innovative efforts, enhance the trust between public administrators and citizens, and reduce community opposition.

### 3. Education

Citizens monitor agencies and make their preferences known. Citizen-initiated performance measurement systems work best when citizens have a chance to study an issue, discuss the various alternatives, consider the consequences of each alternative, and understand how policy decisions are made. Schachter (1995) pointed out that this process requires citizens to learn to care about the overall performance of government, rather than focusing on how a particular public service or program responds to their individual needs. According to Schachter (1995), people become active citizens by practicing community involvement, acquiring organizing and research skills, and taking leadership training.

In the CIPA project, the members of the citizen performance team learned about city operations and the major responsibilities of the different departments. In asserting that people become active citizens by practicing community involvement, Schachter (1995, p. 536) stated that “those people who want to promote a more active citizenry, need to focus on enhancing education dedicated to reaching this goal.” This assessment is supported by interviews, where people stated, “We have learned a lot about the way the city runs. Other people also had good ideas. It was good to see it.” (Ho & Coates, 2004, p. 6) The education of citizens should focus on teaching specific organizing and research skills. In addition, community members need leadership training. Citizens and administrators must work as partners in the establishment of the perception of citizen as owner. At the same time, administrators also need to be re-educated. According to King, Feltery, and Susel (1998, p. 325), “re-educating administrators means changing their roles from that of expert managers toward that of participants or partners.” Furthermore, it is necessary to change the role of public administrators in citizen participation, from expert to facilitator. Thus, citizens and administrators must learn and create their roles as

partners in the establishment of active participation.

In conclusion, the CIPA project provides a valuable education for public administrators and citizens. Administrators want to make citizens aware of the actions of city government, their effectiveness, and the actions taken to help citizens voice their opinions and complaints. During the process, citizens developed their understanding of the complexities of city operations and respect for public administrators and have great potential to impact performance measurement. Citizen Performance Team members brainstormed on different performance indicators. Professional assistance was necessary during the process to guide citizens because many were not accustomed to thinking about measurable performance indicators. The process “significantly reduced the list of performance indicators and made data collection more manageable for the staff.” (Ho & Coates, 2002b, p. 5) Furthermore, the Citizen Performance Team adapted the measurement to the local context. As a result, citizens can learn, directly affect an issue, and have an immediate and equal opportunity to influence the processes and outcomes.

## V. Implications

Increasing public participation has long been of interest to citizens, administrators, and politicians. However, previous participatory efforts have been ineffective due to poor execution, expertise, or professional administrative systems. Therefore, to reduce citizens’ cynicism of government, promote citizen participation, and integrate citizens’ input into a performance measurement process, Berman (1997) argued that it is pivotal to redefine the role of the public administrator from expert to facilitator who can enhance citizen participation in government.

It is time to change the role of administrators to facilitating citizenship, public interest, public discourse, and participation. Denhardt & Denhardt (2000) proposed seven principles of the New Public Service, which is a movement for building a democratic citizenship. They argued that citizens are not customers, instead focusing on the value of citizens and on serving them. Consequently, public administrators’ primary role is to help citizens articulate and meet their shared needs. According to King, Feltery, and Susel (1998, p. 323), citizens may be “more willing to participate if they have a real opportunity to influence both administrative process and

outcomes.” Therefore, public administrators’ new role is facilitating citizen participation and promoting citizens’ trust of the government; they should focus more on “serving, rather than steering” citizens (Denhardt & Denhardt, 2000), facilitating participation and developing partnerships (Nalbandian, 1999), and creating value for citizens (Smith & Huntsman, 1997).

Citizen empowerment is a fundamental element of citizen participation (Roberts, 2004). Citizens can be empowered in their roles as voters, customers, co-producers, and owners (Roberts, 2004; Vigoda, 2002; Schachter, 1995). Citizen participation should include continuous engagement in government processes. To be significant, the relationships between citizens and governments, elected officials, and administrators should treat citizen participation as an integral component of the governmental process.

The CIPA project shows the importance of communication between local government and citizens because how local government communicates the process and results to the public matters to citizens, and they want to measure this. Furthermore, the CIPA project demonstrates the feasibility of involving citizens in developing performance indicators and reveals that citizens can be an effective partner in developing and using performance measurements in cities. This can be a valuable tool for building trust between government and the public and a collaborative partnership involving citizens, elected officials, and public administrators in Korean local government. However, careful consideration is needed in applying the Iowa experience to Korean contexts.

First, since effective citizen participatory performance measurement requires a long-term commitment, it will take time and effort for local government to demonstrate service improvement and to integrate performance measurement into the decision-making process.

Second, as many local governments in Korea are struggling with rising costs and shrinking budget, they need to focus their resources on meeting the service expectations of citizens. Thus, Korean local governments should gain full support from citizens and public administrations. Some public administrators may be less comfortable working directly with citizens, and some citizens’ cynicism of the government may bring about distrust between government and the public.

In conclusion, citizen participatory performance measurement can benefit both public officials and citizens. It can also help public officials account for their activities and help managers track the progress of programs. By participating in the process of performance measurement, citizens can input their vision and priorities into public policy.

## 【 References 】

- Berman, E. M. (1997). Dealing with Cynical Citizens. *Public Administration Review*, 58(2), 105-112.
- Box, R. C. (1998). *Citizen governance: Leading American communities into the 21st century*. Thousand Oaks, CA: Sage Publications.
- Brudney, J. L. (1993). Volunteer involvement in the delivery of public services: advantages and disadvantages. *Public Productivity & Management Review*, 16(3), 283-297.
- Callahan, K. (2001). Results-oriented government: Citizen Involvement in Performance Measurement. Paper presented at Winelands Conference, Stellenbosch, South Africa, September 12-15, 2001.
- Denhardt, R., & Denhardt, J. V. (2000). The New Public Service: Serving Rather than Steering. *Public Administration Review*, 60(4), 549-559.
- Epstein, P., Wray, L., Marshall, M., & Grifel, S. (2000). Engaging Citizens in Achieving Results that Matter: A Model for Effective 21st Century Governance. A paper presented at the ASPA CAP Symposium on Results-oriented Government, February 2000.
- Frederickson, H. G. (1994). The seven principles of total quality politics. *Public Administration Times*, 17(1), 9.
- Ho, A., & Coates, P. (2002a). Citizen Participation: Legitimizing performance measurement as a decision tool. *Government Finance Review*, 8(10).
- Ho, A., & Coates, P. (2002b). Citizen Identified Performance Measures: The Experience in IOWA. [www.iowacipa.org](http://www.iowacipa.org).
- Ho, A., & Coates, P. (2004). Citizen involvement in performance measurement: Experience from the Iowa citizen-initiated performance assessment project. A paper presented at the Conference of the European Group of Public Administration, 1-4 September 2004, Ljubljana, Slovenia
- King, C. S., Feltey, K. M., & Susel, B. (1998). The Question of Participation: Toward Authentic Public Participation in Public Administration. *Public Administration Review*, 58(3), 317-327.
- Kirlin, J. J., & Kirlin, M. K. (2002). Strengthening Effective Government-Citizen Connections through Greater Civic Engagement. *Public Administration*

- Review, 62(Special Issue), 80-85.
- Nalbandian, J. (1999). Facilitating Community, Enabling Democracy: New Roles for Local Government Managers. *Public Administration Review*, 59(3), 187-197.
- OECD. (2001). Engaging Citizens in Policy-Making: Information, consultation and public participation. OECD Policy Brief, No. 10.
- Putnam, R. (1995). Bowling Alone: America's Declining Social Capital. *Journal of Democracy*, 6(1), 65-78.
- Poister, T. H., & Streib, G. (1999). Performance Measurement in Municipal Government: Assessing the State of the Practice. *Public Administration Review*, 59(4), 325-335.
- Roberts, N. (2004). Public deliberation in an age of direct citizen participation. *American Review of Public Administration*, 34(4), 315-353.
- Schachter, H. L.(1995). Reinventing Government or Reinventing Ourselves: Two Models for Improving Government Performance. *Public Administration Review*, 55(6), 530-537.
- Schachter, H. L. (1997). *Reinventing Government or Reinventing Ourselves: The Role of Citizen Owners in Making a Better Government*. Albany, NY: State University of New York Press.
- Smith, G., & Huntsman, C. (1997). Reframing the Metaphor of the Citizen-Government Relationship. *Public Administration Review*, 57(3), 309-318.
- Thomas, J. C. (1995). *Public Participation in Public Decisions*. San Francisco: Jossey-Bass.
- Vigoda, E. (2002). From Responsiveness to Collaboration: Governance, Citizens and the Next Generation of Public Administration. *Public Administration Review*, 62(5), 527-540.
- Wray, L., & Hauer, J. (1997). Performance Measurement to Achieve Quality of Life. *Public Management*, 79(8).
- CIPA News. October 2001. [www.iowacipa.org](http://www.iowacipa.org)