Nineteenth David Dodds Henry Lecture: Beauty in the Bureacracy by W. Ann Reynolds

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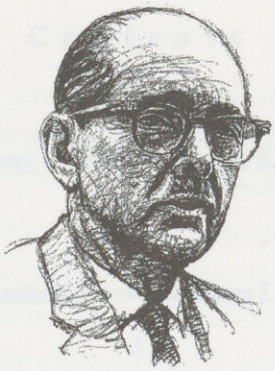

DAVID DODDS HENRY

President, University of Illinois
1955-71

The David Dodds Henry Lectures in Higher Education are endowed by gifts to the University of Illinois Foundation in recognition of Dr. Henry's contributions to the administration of higher education, including his career as president of the University of Illinois from 1955 until 1971. The lectures are intended to focus upon the study of the organization, structure, or administration of higher education, as well as its practice. Selection of persons to present the lecture is the responsibility of the chancellors of the two campuses of the University. Presentation of the lectures is alternated between Chicago, Springfield, and Urbana-Champaign.

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Welcome

I want to welcome all of you to the nineteenth David Dodds Henry Lecture. The University of Illinois at Springfield is delighted to host this lecture for the first time. This lecture series honors the 12th president of the University of Illinois and has always dealt with issues in higher education. I am going to leave the introduction of our speaker to President James J. Stukel. However, I do want to make one comment about President Reynolds' lecture. Recently, I took the time to review the series of lectures that are part of this tradition. I won't say I read them all line by line. However, I did read quite a sampling of them, and I came away very impressed with the extent to which the issues raised have stood the test of time. Or maybe it's because some of the issues in higher education never go away. One pair of lectures particularly caught my interest in light of President Reynolds' topic for today, "Beauty in the Bureaucracy." These lectures were delivered by James March and Martin Trow. March argued that heroic leadership in administration was rare and capable of more harm than good. Instead, he emphasized routine competence as the hallmark of an effective bureaucracy. Indeed, March compared administrators to interchangeable light bulbs-no one is likely to be any more effective than any other. Trow took the opposite point of view, arguing that, in fact, leaders in American higher education had proven their effectiveness in times of great challenges. I must admit to you, as one of March's light bulbs, I found Trow's side of the argument much more compelling.

But March does provide insight into what really happens in administration much of the time. For example, he describes universities as organized anarchies. He has apparently attended some faculty senate meetings. Now President Reynolds has taken bureaucracy as her subject, and what I found rather fascinating is that, in effect, she makes the case that what March might describe as routine competence is indeed heroic. I won't steal any more of her lines, but I am so delighted to have her on our campus.

President Stukel will now introduce Dr. Ann Reynolds.

Naomi B. Lynn
Chancellor
University of Illinois at Springfield

Introduction

Welcome to the University of Illinois' 19th David Dodds Henry Lecture. This is the first Henry Lecture to be delivered at the University of Illinois at Springfield, but for the nineteenth time we have an outstanding person with us to make a presentation.

Our speaker is Dr. Ann Reynolds, who became the fifth president of the University of Alabama at Birmingham last July. Of all our Henry lectures, President Reynolds' presentation has perhaps the most intriguing title. It is, "Beauty in the Bureaucracy." We look forward to her message.

President Reynolds has a number of relationships with the University of Illinois, but before I mention those valued connections, let me turn back the clock several decades to the year 1958. It was an interesting year.

In 1958, David Dodds Henry was in his third year as president of the University of Illinois. Also that year, a young Cuban revolutionary named Fidel Castro was reported to be hiding in the hills outside Havana. At Fort Hood, Texas, a young private was creating headaches for the U.S. Army at mail call because he was receiving two thousand letters a week. His name - guess-was Elvis Presley. The Dodgers were playing their first baseball game in Los Angeles, after leaving Brooklyn. An actor name Ronald Reagan was starring on the GE Theater on television.

And a young native of Kansas, Ann Reynolds, launched her academic career, receiving her Bachelor of Science degree in biology and chemistry from Kansas State University.

It was a good year, wasn't it, Ann?

Ann is no stranger to the universities of the Big Ten. In fact, she knows the Big Ten very well, having earned her MS and Ph.D. degrees in zoology at the University of Iowa. In addition, she served as provost at The Ohio State University, where she held dual academic appointments in anatomy and obstetrics.

Ann also served three universities in California. These included UCLA and the California State University, where she was chancellor from 1982 to 1990. Next, she became the chancellor of the City University of New York, where she served for seven years before accepting the presidency of the University of Alabama at Birmingham.

I was fortunate enough to know Ann when she was on the anatomy faculty of the University of Illinois at the Medical Center, as our College of Medicine was known from 1965 to 1982. Ann was also the associate vice chancellor for research and dean of the Graduate College at the Chicago campus.

Beyond her academic and career credentials, however, is another part of Ann that we need to know more about because it says so much about the kind of person she is. And it is that Ann is a very, very independent woman who has lived an unusually interesting life. It is a life that many of you-perhaps young women in particular-will appreciate.

From the time she was a baby until she was five-years-old, Ann Reynolds lived among Native Americans in Oklahoma and Arizona, where her parents served on tribal reservations as school teachers and missionaries. Ann has called those formative years the years of "a beautifully simple life."

They were years that influenced her love of nature and her closeness to Native Americans. Ann learned of the harsh travails of Native Americans only when she was older, after she left the reservations. That revelation, she says, triggered in her an impulse to champion the underdog. It is an impulse that has guided her life in many ways, and I have no doubt that it has also influenced her decision-making process in many ways. During the years at our Chicago campus, by way of example, she worked with young Jesse Jackson to triple the number of African American students at the University of Illinois College of Medicine.

Dr. Reynolds has been involved with numerous commissions and studies on women's issues, race issues, and the arts, among other things. Women's issues are a special concern of hers, which helps explain her great interest in the plays of Ibsen, whom she has described as a feminist before his time, because his work concentrates on the condition of women.

As you can begin to see, this is a woman of strong intellect, wide-spread interests, personal courage and a clear moral vision. She is also a woman who cares about her family and her friends, and who has great empathy for people from diverse backgrounds and economic conditions. She is well known, too, for her concern for students - and even for faculty members.

In short, this is a woman we can be proud to call our colleague and our friend.

Dr. Reynolds is married to Thomas Kirchbaum, a professor of obstetrics and gynecology at the University of Alabama at Birmingham. She has two children, Rachel Rebecca Reynolds, a graduate student in English at a great university, the University of Illinois at Chicago, and Rex King Reynolds, a graduate student in business administration at another university, called Indiana University. This is a family that in every way seeks to make our world a better, more enlightened and more compassionate place. We are extremely proud of this University's connection with President Reynolds.

Now it is my pleasure to introduce to you Dr. Ann Reynolds, president of the University of Alabama at Birmingham, who will discuss, "Beauty in the Bureaucracy."

James J. Stukel
President
University of Illinois

Beauty in The Bureaucracy

W. Ann Reynolds

President, the University of Alabama at Birmingham

Thank you, President Stukel and Chancellor Lynn. I am honored also by the presence of Mayor Karen Hasara. It is a signal honor to be asked to deliver the David Dodds Henry Lecture. The University of Illinois formed me academically and administratively during my fourteen years at the Medical Center. This is a sentimental journey I've looked forward to for several months now. Thank you for having me.

Many things have changed since I lived in Illinois in the 1960s and 70s-fashions, certainly (not unfortunately, I think); our society; and even our language have changed tremendously, as they must. It is fascinating, how the meanings of words change over time, sometimes quite subtly, other times dramatically. When I grew up, the slang word "joint" referred to a place-not a very nice place, but a place nonetheless. Now it refers to an object that is smoked in the sort of place that used to be meant by the word! Fuzz meant lint; now it means the police. Cherokee is still a tribe of Native Americans, but more often the word refers to a vehicle. A rumble was something that emanated from the stomach; today it is a fistfight. Perhaps most perplexingly, our teenagers now use "bad" to mean "good."

There's a word that has suffered in the changing fortunes of lexicology. It is the word "bureaucracy." A brief stroll through the business section of the library or bookstore turns up titles such as: America by the Throat: The Stranglehold of Bureaucracy Banishing Bureaucracy and The End of Bureaucracy and the Rise of the Intelligent Organization Bureaucracy connotes to us today individuals and their organizations that are small-minded, pedestrian, inefficient, obstructionist, and unnecessarily complex. I

propose that we shake off the ugly barnacles that have grown on this word and look at its original meaning. The word "bureaucracy" comes from an Old French word meaning "desk." Bureaucrats are the desk workers of the world. They are the people who do the paperwork and take care of the details. No matter how fashionable it is to decry them when things aren't going our way, without bureaucracies and the bureaucrats who serve in them, a society as large and complex as ours would be utter chaos.

Perhaps bureaucracy as we think of it was invented by the Romans who, despite a renowned but inglorious ending, successfully ran a vast and complex enterprise for more than 500 years. They did this by means of a remarkably efficient (at least until the latter days) bureaucracy. The word "provost," in fact, can be traced back to the Latin word "praepositus" which meant, according to the Oxford English Dictionary, something like "chief overseer, or director." In an organization as large as the Roman Empire, these provosts were necessary to take the government to the far reaches of the realm. In a modern university, they are necessary to take administration to the far reaches of the campus.

Today I want to offer a paean to the bureaucrat. Could it be that many bureaucrats are not fumbling, inefficient fools who make getting things done more stressful and difficult, but are hardworking people behind the scenes who, in the noble lineage of the Roman governor, keep things running and progressing day after day after day? It is my contention that we should laud President David Dodds Henry as the latter-a superb bureaucrat.

T.S. Eliot's Prufrock said:

"I am not Prince Hamlet, nor was meant to be;
Am an attendant lord, one that will do
To swell a progress, start a scene or two,
Advise the prince."

And we are, most of us, not Prince Hamlet. Yet that does not mean we are necessarily Polonious, either. What the world may need are fewer Hamlets and more Horatios. It was Horatio, after all, who was left to pick up the bodies and tell the story of the passing of the Danish throne to the royal family of Norway. Big things are rarely accomplished solely by great individuals.

Despite the oratory of Churchill, the resolve of FDR, and the charismatic leadership of MacArthur and Patton, World War II would never have been won without the dedication of the supply officers, warehouse supervisors, shipping officers, and cargo loaders, bureaucrats all, who saw to it that the supplies made it to the Pacific theater on time and that the ships made it through the Atlantic in bad weather to the Normandy beaches. You know the ones I mean-the Radar O'Reilly's of M*A*S*H fame, who always managed to work a miracle and save the day, often in the nick of time!

Few Americans outside of history students and biography buffs remember Harry Hopkins. Hopkins lived in Roosevelt's shadow; he was FDR's closest aide. Roosevelt admired him, trusted him, and depended on him throughout his presidency. Presidential aide and future Secretary of State George C. Marshall said of Hopkins, "He rendered a service to his country which will never even vaguely be appreciated." (Roosevelt and Hopkins: An Intimate History. Robert E. Sherwood, New York: Harper; 1948.)

Hopkins was a bureaucrat in the finest sense of the word. According to his biographer, "He was an implementer rather than a planner. He was accustomed to divide people into two groups, the 'talkers' and the 'doers,' and he placed himself proudly in the second category." Hopkins was, in fact, so good at jumping in and doing when the great minds around him got carried away with talking tactics and principles that Winston Churchill suggested Hopkins be dubbed "Lord Root of the Matter."

And indeed, getting down to the root of the matter is exactly what a good bureaucrat does. When all the dreaming, theorizing, and planning has been done, the real work of implementation begins. And that's when bureaucrats come into their own. The dreaming, planning, and birthing of the civil rights movement is-quite justly-credited to Dr. Martin Luther King, Jr. Yet it might never have gotten off the ground without the efforts of Wyatt T. Walker. Walker was one of King's top assistants. Two weeks before the infamous demonstrations in Birmingham, Walker went to the city to arrange the particulars of the event. Walker's job included such mundane details as figuring out how long it would take a group of 100 marchers to walk four blocks. Mundane, yes. Certainly neither as glamorous nor as inspiring as "Letter From a Birmingham Jail." Yet without Walker's advance work, the movement's strategy for drawing national attention to King's work might have fallen flat, or met a decidedly different and violent end. God, as they say, is in the details.

And, of course, details are just what bureaucrats take care of. The greatest achievements of human history would never have seen fruition without the steady work of unsung bureaucrats who kept the accounts, replied to the letters, made the reservations, ordered the supplies. Where would Sherlock Holmes have been without Watson? How would Johnson have managed without Boswell? Could Moses have delivered the children of Israel without Aaron?

Yet we needn't look so far into history and literature to find examples of bureaucrats at work. Here in the Big Ten, and in higher education overall, successes have been due to the labors of many a fine bureaucrat. They were leaders in their own right-thoughtful, dedicated, hard-working people who induced others to work over their heads-and we who were around them are admirers still.

President Eisenhower will be remembered (among other things) as the president who, in 1957, established the Civil Rights Commission. John Hannah was its first chair. Hannah, who as president of Michigan State University took his institution from a Midwestern agricultural college to a top-notch, internationally respected university of over 40,000 students, also served in a variety of government posts. He was instrumental in the racial integration of the U.S. Armed Forces as well as in bringing racial equality to Michigan State. And as director of the World Food Council, he made a difference in the lives of hungry people all around the world. Hannah is often quoted as saying, "Only people are important." It was this belief that kept him working away every day on behalf of so many people. Students received excellent educations, racial injustices were redressed, and hungry people fed because John Hannah was a good bureaucrat.

One of my personal mentors at Ohio State, and good friend, Harold Enarson, taught us much about cooperation between governments and the university. In a commencement address at the Southern California College of Optometry, Harold Enarson, in his usual charming and amusing way, deconstructed the notion of professionalism. He pointed out that one dictionary definition of professionalism, "a professed knowledge when used in application to the affairs of others," meant that "astrologers, New Guinea head hunters, loan sharks, used car salesmen, and garage mechanics" all qualified.

Enarson had a better definition of professionalism: being "committed to service even on occasions when some personal sacrifice is called for." The essence of professionalism, he said, is "to practice with compassion, and with integrity." This could just as well define the bureaucrat, and it certainly defines Harold Enarson, who has dedicated his life to analyzing and improving the American University.

Another sterling bureaucrat I remember well was Mr. John Morford.

Morford was in charge of grants management at the University of Illinois Medical Center when I was a young researcher there. At the time I left-1979-the University of Illinois medical school had around $45 million per year in outside contracts and grants. And let me tell you, John Morford unfailingly kept up with every penny. Today my academic home-the University of Alabama at Birmingham-has $250 million in outside grants and it takes a large department full of accountants to manage them all. John Morford could probably do it all by himself.

In this time of great challenges both fiscal and social, we need good bureaucrats more than ever. We need people like John Morford and the other memorable bureaucrats that both nurtured and challenged me, such as Dr. J.S. Begando, vice chancellor of the Medical Center. We also need people like George Miller. Every medical student who attended Illinois from before World War II until the early 70s respectfully remembers George Miller. (No, not Dr. George Miller of medical education fame.) Our George Miller was the *diener* of the anatomy department who projected lanterns and 2x2 slides for all of our lectures and cared for the cadavers. The anatomy department was George Miller's home. He had no wife and no close family, and lived in a cold water flat for much of his life. The medical students gave him a black-and-white television in the 1950s; he wanted for nothing else. He took, when urged, an occasional vacation by Greyhound bus.

George appeared in the anatomy department each morning at dawn and stayed until he could find no more helpful tasks to perform. When medical students first encountered their cadavers, George would slip from group to group and whisper an apocryphal status of each body. "He once was mayor of Rantoul." "She was a fine teacher." "He was a traffic-court judge." George made sure that our students treated their cadavers with the respect they deserved. George Miller lived frugally, saved his meager salary, and willed back all of his assets to the

University of Illinois College of Medicine. Currently, the George Miller fund contains over $300,000 and is as helpful to the daily operations of the school as George Miller was in his day.

Modern universities, though not as vast as the Roman Empire, might well be as complex. If our society is to continue to prosper, we must provide our citizens with first-class higher education; and make no mistake, this can't be done, the university can't operate, without loving bureaucrats such as John Morford and George Miller working behind the scenes.

You will find these bureaucrats negotiating transfer courses between two- and four-year institutions; prioritizing roofing projects on the deferred maintenance list; proofreading galleys for next year's catalog; and chasing down errant purchase orders. This is not the kind of work that wins Nobel prizes or places dedicated workers on the lecture circuit. But it is the kind of work that must be done if the modern university is to prevail.

The committed and honorable bureaucrat, because of his or her principles and dedication to the institution, will oftentimes put his or her career at personal risk. In the life of one who works to implement the plans to attain the goals of others, there is room for acts of individual courage which have the effect of shaping and changing those plans. Risks arise from the conflicts which are inherent in such acts. If done in the interests of the institution, they can be very valuable.

I owe my academic career, post 1967, to Dr. Neena B. Schwartz, then an associate professor in the Department of Physiology at Illinois, and to the late Dr. S.R.M. Reynolds, chair of the Anatomy Department. Dr. Reynolds had recommended my early tenure and promotion to associate professor in the fall of 1967 and coincidentally, I gave birth to a premature baby daughter, Rachel, while three department chairs were pondering promotions. They recommended delaying my promotion based on their belief that I

would not continue my career due to Rachel's birth. At her own peril, Dr. Schwartz, along with Dr. Reynolds, courageously pleaded my case at the college level, simply because she believed that kind of reasoning was sexist and unfair. They prevailed, and I can only expiate that eternal debt by defending others similarly in need.

Another courageous bureaucrat award needs to go to Dr. Jerry J. Kollros, chair of the Department of Zoology, University of Iowa, with whom I did my doctorate. Dr. Kollros set up a recruiting stream between historically black institutions in the South and his department in the 1950s and 1960s. He also mentored many women Ph.Ds. We all thought, in the 1950s and 1960s, that a department with African American, Asian, and female graduate students was typical. Sadly for our nation, it was not and we all should go back and learn at Dr. Kollros' knee-a real possibility as he can still be found in the Biology Building he obtained the money for, still doing research seven days a week.

I was but one of the dozens of people helped directly and dramatically by these two legendary scientists. The effect of Dr. Schwartz's and Dr. Kollros' impact, multiplied onto thousands of lives, is magnificent. Both are brilliant researchers, inspiring teacher-mentors and classy day-by-day administrators. They are, in a word, superstar bureaucrats!

The University of Illinois has been the spawning ground of some of the best bureaucrats in higher education today. Illinois legends include Dr. Olga Jonasson, the first woman resident chosen by Dr. Warren Cole at Illinois, the first woman chair of surgery of a Big Ten institution (Ohio State), who established the renal transplantation program at the University of Illinois. Dr. Jonasson is now back at Illinois, and continues to have far-reaching impact on her beloved field of surgery.

Dr. Bill Nugent, who has served brilliantly in every administrative

role in public higher education, including department chair, dean, provost and president, has just successfully led Illinois through a billion-dollar development campaign. Dr. Jonasson and Dr. Nugent share the common trait of sharing their professional strategies widely, mentoring, and being constantly helpful to needy colleagues around the country.

Permit me to suggest that higher education is in urgent need of following the examples set by superb bureaucrats such as these, and to propose several critical problems facing us that might only be solved through the efforts of good bureaucrats. My suggestions will admittedly be personal, prejudiced, idiosyncratic, and inspired by the bureaucrats who molded me in the institutions that tolerated me. Yet they are, I think, worthy of our consideration.

The bureaucratic challenge today is threefold. First, quite simply, we need to follow our own rules. There is a lot wisdom in faculty handbooks, board resolutions, and other written policies. Vice Chancellor William J. Grove really gambled (something he did rarely) when he asked me to serve as assistant dean of the College of Medicine in 1977. At our first meeting he handed me my own personal copies of the University of Illinois Faculty Handbook and the personnel policies manual. He told me that I would be well served if I would read and observe them. That was the extent of the meeting.

He was right. Probably one-half of the lawsuits and grievances that bedevil American higher education could be prevented if administrators would simply follow policies and procedures. The gifted bureaucrat follows the rules of the University in order to protect it. Incidentally, Dr. Bill Grove, by following the rules most of the time, conceived and implemented brilliant strategies of medical education and care that encompassed the branches at Champaign-Urbana, Rockford, and Peoria.

The second challenge has to do with one of the most serious problems facing higher education today: faculty renewal. The future of a university can only be as great as the young faculty it nurtures. Yet, despite record numbers of talented and newly minted doctorates, lawyers, physicians, and other professionals desperate for a toehold in the academic Mount Olympus, never has so much of the higher education curriculum been taught by adjuncts and nontenure-track faculty. There are many reasons for this trend: fewer real dollars from our states, less emphasis by the university on the teacher in the classroom, aging faculty and the removal of mandatory retirement, and budgetary timidity on the part of administrators. We are budgeted so close to the bone that we've become skittish about hiring young tenure-track faculty. Yet the future quality of our institutions is totally dependent on hiring and nurturing these bright young minds.

My one encounter with President Henry was in the fall of 1965 when he hosted a reception for new faculty at the two Chicago campuses. President Henry had gone to the trouble of familiarizing himself with our names, even though we surely numbered close to 100 youthful faces. As President Henry demonstrated by this personal attention, few events in university life are more important than the hiring of young faculty. I submit that faculty renewal is an issue that, perhaps, can only be addressed by good bureaucrats. It is the good bureaucrats who will finagle the dollars and navigate the practical problems posed by the removal of mandatory retirement age, and see to it that we buckle down and manage to hire young faculty.

The third challenge goes well beyond the boundaries of the university campus. Since I lived and worked here in Illinois in the late '70s, the gap between the richest and the poorest in our country has widened significantly. Today, the 20 percent of American families with the highest incomes make 13 times the income of families in the bottom 20 percent.

Two decades ago, our wealthiest families made less than 8 times more than our poorest families. During a period of tremendous and steady economic recovery, record stock market gain, and previously unimaginable corporate profits, the average American is struggling just to keep up and the poor are losing ground fast. Real wealth indeed is being created, but it is not being distributed. According to recent Census Bureau figures, the median American worker is 5 percent worse off financially than when the current economic boom began. Ninety-nine percent of the increase in real wealth has been enjoyed by the top 20 percent of the wage earners.

Perhaps most disturbing is the effect this has on our nation's young. Nearly one-fourth of our children currently grow up in poverty, and the proportion of poor minority children is even higher. In 1995, 35 percent of Latino children and 42 percent of African-American children lived in poverty. Last year, Mexican-American students lagged an average 143 points (out of 800) behind white students on the SAT. African-Americans trailed whites by 195 points, and female test scores, especially in math, continue to lag behind those of males.

These are problems that won't be solved by political quick fixes such as charter schools and voucher programs. They will respond to laborious, multifaceted processes of social change, such as welfare reform that actually helps people advance their educations and find absorbing work rather than pushing them into menial labor and guaranteed poverty. But meanwhile, we must provide effective guidance and remediation to underprepared college freshmen.

This, too, is a job for bureaucrats. And not just university bureaucrats. The supervisor of a child-care center who encourages her underpaid and underappreciated workers to soldier on cheerfully and lovingly, providing an enriched environment for their underprivileged charges, is

part of the solution to this problem. The high school principal who is determined to try and try again to get through to problem teenagers, and to support and encourage their hardworking teachers, is part of the solution. And creative university bureaucrats who manage to provide necessary remedial programs without compromising solid core-curricula are part of the solution.

It seems we are asking a lot of our bureaucrats. And the good ones are up to the job. If so much rests on their shoulders, we must consider how to identify and encourage them. All too often the traits that are most useful in a bureaucrat are the ones we like to make fun of. A person who always makes sure that every detail is taken care of is less often praised for thoroughness than teased for compulsiveness. Do you remember when the people who wore pocket protectors and fiddled around with ham radios were laughed at and called "nerds"? Now these same folks are keeping us all up and running, literally into the twenty-first century. You just try to get through a week without your computer nerd!

We also ought to reward dedication and responsibility as much as we reward brilliance. When a child draws a lovely picture or writes a clever story, we immediately put it in the family gallery-on the fridge. When a child has a part in a class play, all the relatives attend, and it is wonderful. But we should reward our youngsters just as handsomely when they remember to feed the dog every day, responsibly watch a younger sibling, or get their homework done before dinner. Too often we send the message that only flashy, grand, momentous achievements count, when actually we should be more anxious that our children learn to be dedicated and responsible. Of course we would all be delighted to see our children turn out to be brilliant artists or scholars, but we should be just as proud of them for doing well whatever they undertake.

It is also important, if we want to encourage the bureaucrats among us, that we give them satisfying work to do. It might be hard for the scientist on the trail of a unified field theory to understand this, but "desk work" can be rich and fulfilling. I assure you that John Morford loved most moments spent tracking those pennies. Harry Hopkins, who worked diligently in the shadow of Roosevelt, began his career with the president by working as administrator of Emergency Relief and then as administrator of WPA. Roosevelt saw the special talents of his good friend and made sure he had a place to exercise them.

A little appreciation is nice, too. We have prestigious awards for excellence in teaching and excellence in research. How about an award for excellence in keeping up with the details? We could call it the John Morford Award. As nice as recognition is, though, it is not needed as incentive for the true bureaucrat. Savoring the work accomplished sustains and cheers the dedicated university administrator.

Winston Churchill once asked, "What is the use of living, if it be not to strive for noble causes and to make this muddled world a better place to live in after we are gone?"

Bureaucrats such as Harry Hopkins, John Hannah, Bill Grove, and many, many others have spent their lives striving, quietly and unceasingly, to make this world a better place for all of us and for those who will come after us.

And is there a better way to be remembered? I can think of no higher honor than that my own tombstone would read, "Here lies Wynetka Ann King Reynolds. She aspired to be a good bureaucrat."

Thank you.

Introduction to Discussion

CHANCELLOR LYNN: Thank you. By now all of you know why I wanted Dr. Reynolds to initiate our participation in the Henry lectures. As I was listening to her, I couldn't help but think about the people who have helped us and sustain us and the opportunities we have missed to express our gratitude. I think that Dr. Reynolds challenged us to live up to the standards that we expect of others and should expect of ourselves as well. We are now going to have three discussants reflect on Dr. Reynolds' comments. Then I will give her a minute or two to respond to their observations.

The first respondent is Professor of Philosophy Larry Shiner. The second is Professor of Child, Family, and Community Services and Associate Vice Chancellor for Academic Affairs Harry Berman. Our third discussant is Bill Nugent, a friend of Dr. Reynolds and a man who has probably done more for our campus recently than just about anyone. He's kind of an unsung hero because he's been helping us with our fund-raising and has contributed so much. We are very grateful to him. But Bill is here primarily as a past chancellor of the University of Arkansas, so I'll turn over the discussion to the discussants. We'll start with Professor Shiner.

Response by Larry Shiner

Professor of Philosophy

University of Illinois at Springfield

President Reynolds, thank you very much for an inspiring talk. I'm honored to share some thoughts that were suggested by it. When I took my first political science course as an undergraduate, I was introduced to the idea of bureaucracy through the example of France, the country that gave us the word, and the worst example of the thing. I was taught by my professor that although the French bureaucracy kept France running, barely, while the politicians played musical chairs, the French bureaucracy itself was authoritarian, rigid, and supercilious. And he emphasized that the lower you went the worse it got. Petty tyrants all, these little bureaucrats of the post office and the train station. Their only power in life was to enforce the rules as strictly as possible, and what delight they took in telling people that what they wanted to do could not be done. "C'est impossible, Monsieur. C'est impossible" Well, you can imagine my anxiety then when I found myself on the way to France to do my doctoral work at the University of Strasbourg. I'd been in correspondence with the dean of the school I'd planned to enter, but I had been surprised that the letters that came back, there were 4 or 5, had not been typed on any official stationery, but on those little thin envelopes, presumably by a secretary. When I arrived at the school, I knocked on the door of the dean's office. It wasn't a secretary or an assistant who opened, but the dean himself. The first thing I saw on his desk was a battered, old typewriter with one of those little blue airmail letters in it. Suddenly, I felt deeply embarrassed that I had sent so many importunate demands to him, assuming on the American model of course, that one of his assistants would answer. But not only did this dean not have

an assistant or a secretary, in addition to typing his own letters, answering his own phone, and keeping track of his own appointments, he taught almost a full load with no graduate assistants to help.

There are, of course, important differences between the French and American systems that mean that they perhaps need a smaller bureaucracy than we. I always think of this dean when I hear my faculty colleagues complain that we don't have enough secretarial or graduate assistant help. We've been very spoiled in this country, really, in the amount of administrative support that we have in higher education. Of course I know faculty seldom think of themselves as spoiled by too much administration. Beauty is definitely not the faculty's alliterative modifier of bureaucracy. They're not likely to speak of beauty in the bureaucracy. If a faculty member were to give a lecture on university administration, I imagine the title would be something like "Bloat in the Bureaucracy." Too many administrators, we always claim, too much bureaucracy. In fact, I'm afraid we faculty only notice the bureaucracy and only talk about it when it's living up to our clichés, when it is rigid, obstructive, inefficient. That's the bureaucracy we love to hate. So Ann Reynolds is certainly right to remind us that we ought to pay attention also to the beautiful people in the bureaucracy. Those people who do their job right everyday, in and out, who find that they can bend a rule now and then when it needs bending, who go the extra mile to correct things that have gotten out of kilter, who actually come up with innovative ways to make it easier for faculty and students to teach, learn, and do scholarship.

President Reynolds mentioned several names of good bureaucrats from the past at the University of Illinois, and one is tempted to remember people from the former SSU, like Liz Purnell, Phyllis Michael, and Gloria Casey. People who never said "that can't be done" and left it there, but who were always willing to try to find a way.

Now, can we do anything to make it more likely there will always be new people like them around, or are beautiful bureaucrats born and not made? I'd like to think that a university, especially a public affairs university, would be trying to educate people for public service whom we could welcome back as our very own beautiful bureaucrats. Thank you.

Response by Harry J. Berman

Professor of Child, Family, and Community Services
Associate Vice Chancellor for Academic Affairs
University of Illinois at Springfield

Dr. Reynolds proposed at the beginning of her talk that we shake off the ugly barnacles that had grown on the word "bureaucracy." As one who is relatively new to academic administration, I'm acutely aware of the ugly barnacles attached to the idea of bureaucracy, and I applaud Dr. Reynolds' effort both to rehabilitate the word and more significantly to encourage us to rethink our attitudes towards bureaucracy. The image of barnacle-encrusted bureaucracy is very striking, and I wonder if it's not only bureaucracies, but the bureaucrats themselves, who are seen as being encrusted with barnacles. If so, that might account for the strange looks that I get when I explain to people what I do.

Dr. Reynolds' comments lead us to reflect on what exactly it is that people object to in bureaucracies and in bureaucrats. It seems to me that when people speak disparagingly of bureaucrats, what they have in mind are narrowness of thinking, mindless rule following, and an absence of creativity or spontaneity. Getting the barnacles off of bureaucracy in one way or another has to counter those tendencies.

Narrow thinking. We sometimes talk about bureaucrats who can't see beyond the edge of their desks. To get the barnacles off of bureaucracy, we have to make sure that the members of our institutions understand not only the purpose of their jobs but also the way that their job fits into the organization's vision for itself. Dr. Reynolds notes that desk work can be fulfilling. I believe that one of the things that can make it fulfilling is when people understand the way that their activity fits in with and contributes to

the larger effort. We need bureaucrats who are attentive to the details of their jobs, but who recognize the way that those details mesh with the goals of the larger enterprise.

Mindless rule following. Max Weber, the eminent German sociologist from the turn of the century and theoretician of bureaucracy, argued that the technical superiority of bureaucracies over the forms of social organizations that predominated in earlier years was in part attributable to the carrying out of business according to rules that he said "applied without regard to persons." Weber wrote about the sense in which a bureaucracy is more perfect the more completely it succeeds in eliminating from official business, love, hatred, and all purely personal, irrational, and emotional elements. The objectivity and equal treatment afforded by rule following continue to make sense. But as we think about bureaucracy at the end of the 20th century, we seek something beyond rule following. We want our institutions to be responsive to the unique case and to the unforeseen circumstance. In other words, instead of mindless rule following we want bureaucracies that are mindful of the complexities of life. Here again, organizational vision comes into play. To the degree that rule following advances the vision, the rules should be followed, but when following a rule undercuts the vision of what the organization is really about, that may be an occasion to allow an exception.

Creativity and spontaneity. One of the most devastating indictments of bureaucracies is that they stifle creativity and spontaneity. Getting the barnacles off of bureaucracy also means finding ways within our organization to allow natural creativity to be expressed as one carries out bureaucratic tasks whether, drawing on Dr. Reynolds' examples, it's a matter of negotiating transfer courses, proofreading catalog galleys, or chasing down errant purchase orders.

Those of us in public bureaucracy should take note of the way that manufacturing companies are experimenting with allowing teams of workers to modify production processes based on the workers' creative solutions to problems. Creativity and bureaucracy need not be mutually exclusive.

Final thought. One idea that is implicit in Dr. Reynolds' comments is the notion that the societal advances that we have seen are largely attributable to people working together in organizations, organizations which are almost invariably set up as bureaucracies. Success, when we see it, can rarely be laid at the feet of a single individual. Success is the success of the team. This was brought home very strongly to me in connection with our recent NCA reaccredidation effort. Without a doubt, the overall success of that activity was due to the successful completion of numerous bureaucratic tasks involving people at all levels of this organization. Interestingly, along the way we had some wonderful examples of creativity: creativity in developing analysis of data, in designing the report, and in handling the multitude of details associated with the site visit. It was a humbling experience to realize how dependent this entire institution was on the coordinated creative activities of so many people. Perhaps this was an example of bureaucracy at its best.

Response by B. A. Nugent

President, University of Illinois Foundation

It is a pleasure indeed to again be on this campus. Chancellor Lynn, I appreciate very much the invitation, and any time I have the opportunity to visit this campus and to perhaps help a little bit it's a privilege. This is an exciting place with a marvelous future, and you have a marvelous bureaucrat in Chancellor Lynn leading the campus. To have the double opportunity of hearing my long-time friend Ann Reynolds speak is truly something to be cherished. I've known President Reynolds for, I suppose, more than 30 years now, and I know her well enough to feel that regardless of the title of her talk, we're going to get vintage Ann Reynolds. We're going to get a talk that is intellectual, that is caring, dedicated - all of the things that Ann Reynolds has always stood for. So I didn't prepare comments earlier, but I did make a few notes during her talk, and I wanted to share a few observations as to what I think I heard.

First of all, I would call this her "Otis" or her "Montgomery" talk in that she clearly and eloquently elevated the word "bureaucracy." The word "bureaucracy," as has been stated, can be used in so many ways. It has its downside. As is typical of Ann Reynolds, she elevated the word to become a very noble word. She also typically reached back into our past, even into Roman times, for illustrations, and an interesting thought occurred to me as I listened to her. I suppose the closest word that the Romans might have had to bureaucrat was the word "magistratus" from which we get the word "magistrater" and so forth. There were many levels of the magistratus or the magistrater, from the very bottom to the top. The magistrater generally took a piece of equipment wherever he or she went.

And there were shes in Roman times in these positions. The key

piece of equipment was a chair, called a sela carullus, sela for chair and carullus for chariot, which indicates a moving chair, a person who is active, who works and who does something, who accomplishes something. Which is also what I think we heard as a core of Dr. Reynolds' speech. Interestingly enough, the sela carullus had no back on the chair. It was a folding chair that could be picked up and moved in a hurry from one forum to the next. It's been said in some instances by Eucidides that the reason it had no back was that many of the magistraters had no backbone, and therefore deserved no back. That is not the kind of bureaucrat that President Reynolds was talking about.

But I heard in her talk themes of compassion, commitment, courage. I also heard a true devotion to the elevation of the human spirit, the elevation of human dignity, which I would expect from Ann. I would expect references, efforts to elevate everyone with absolutely no regard to creed, or sex, or color, or race, or whatever, and that has been something that she has championed. If we had music to this talk, I would have imagined that it would have been perhaps something along the lines of Aaron Copland's Fanfare for the Common Man. I suspect that would be one of Ann Reynolds' theme songs. I would also recall, since we've heard from one of our distinguished philosophers, that I would mention another philosopher, a favorite of mine in this century, Alfred North Whitehead. I've been accused of making all of my students, whether I was teaching Renaissance Notation or whatever, to read Alfred North Whitehead. But two quotes of Alfred North Whitehead belong in the middle of what President Reynolds was saying to us. One is Alfred North Whitehead's definition of education. His definition is, and I quote, "The acquisition of the art of the utilization of knowledge." And notice that the word utilization is the emphasized word, not "the acquisition of knowledge," but the

"the acquisition of the art of utilizing knowledge." The other theme that I heard in Dr. Reynolds' comments would fall into the word "culture" as also defined by Alfred North Whitehead. If I recall it correctly, his definition of culture is "activity of thought with receptiveness to beauty and humane feeling." I heard all of those words in Dr. Reynolds' talk, and again, with emphasis on action and activity and accomplishing things.

I also heard the word leadership throughout her talk. It made me think of Robert Preston's reference to leadership in the Yukon, "that there's perhaps no place where the scenery vistas are more spectacular than in the Yukon, but only to the lead dog." I also heard her speak of knowledge, the expansion of knowledge, the importance of research and teaching and how it all must work together. I think I heard someone also say that there's enough knowledge, new knowledge, created every 40 minutes to fill a new 24 volume encyclopedia. In all of our careers, we have wrestled with the dichotomy between research and teaching, but I remind us all of the saying that "research is to teaching what sin is to confession; without participation in the one, there's nothing to say in the other."

So I would simply close by saying that it's wonderful to have you here, Ann, and we all are greatly enriched by what we've heard from this distinguished scholar and this distinguished leader. Thank you.

Concluding Remarks

CHANCELLOR LYNN: Dr. Reynolds is not going to respond. I think she's very content with what was said, and it certainly has given an additional dimension to her comments. We will have refreshments in the Restaurant. I hope that all of you will come and visit with us, and perhaps we can continue this very important dialogue. But again, I want to thank Dr. Reynolds for being with us. We've had a wonderful and stimulating afternoon, and we're indebted to you for coming back to the University of Illinois. Thank you.

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