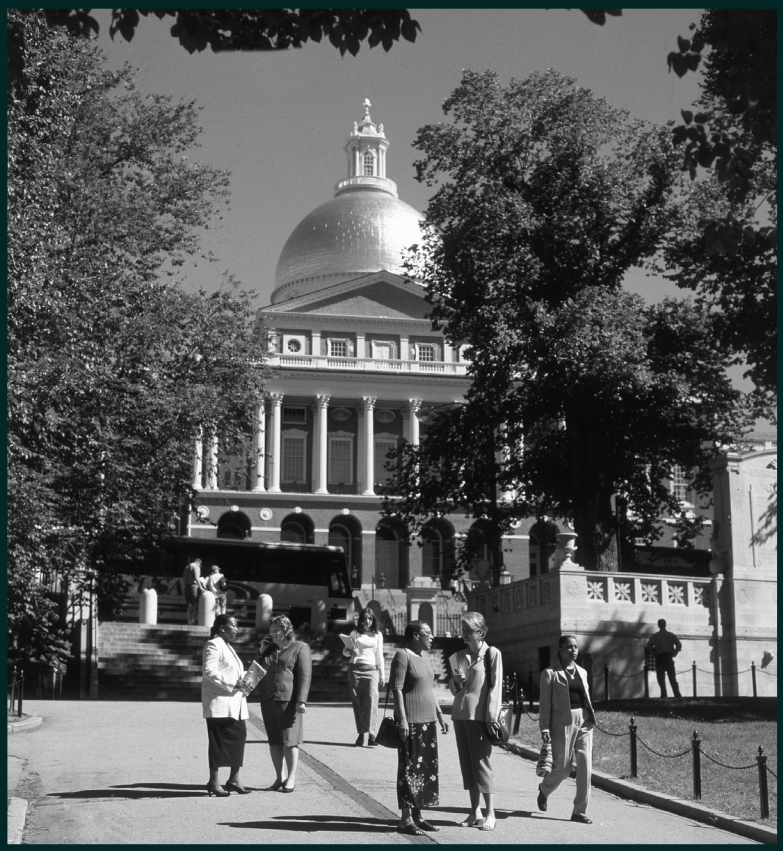
The Center for Women in Politics & Public Policy
and the Massachusetts Government Appointments Project (MassGAP) Present

Women of Talent:

A Benchmark Report on Gender and Government Appointments in Massachusetts 2002–2007



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November 15, 2007

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The Center for WOMEN IN POLITICS & PUBLIC POLICY

mass gap MOVING WOMEN AHEAD

ABOUT THE CENTER FOR WOMEN IN POLITICS & PUBLIC POLICY

The mission of the McCormack Graduate School's Center for Women in Politics & Public Policy at the University of Massachusetts Boston is to promote women's leadership by providing quality education, conducting research that makes a difference in women's lives, and serving as a resource for the empowerment of women from diverse communities across the Commonwealth. Recognizing the talent and potential of women from every community, and guided by the urban mission of an intellectually vibrant and diverse university in the heart of Boston, the Center seeks to expand the involvement of women in politics and their influence on policies that affect them, their families, and their communities. The Center was established in 1994 with the support of the Massachusetts Caucus of Women Legislators; oversees a Graduate Certificate Program for Women in Politics and Public Policy; and supports other initiatives at the McCormack Graduate School. To find out more about the Center and the McCormack Graduate School, or to order copies of this report, please contact the:

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ACKNOWLEDGMENT

The Center for Women in Politics and Public Policy and MassGAP would like to acknowledge the very important contribution of Donna Stewartson to the project and this report. Ms. Stewartson served as a MassGAP Steering Committee member and liaison to its Education Taskforce. She assisted in formulating strategies to attract "women of talent" for MassGAP's resume bank and to nurture relationships with participating organizations. Ms. Stewartson was also instrumental in gathering data for this report. Donna Stewartson is the Associate Director of the Graduate Program for Women in Politics and Public Policy at UMass Boston's McCormack Graduate School of Policy Studies. She is a respected community organizer dedicated to increasing the representation of women and people of color in government. She received her MBA from Simmons Graduate School of Management and a BA in Political Science from Boston College.

ABOUT MASSGAP

The Massachusetts Government Appointments Project (MassGAP) was founded in 2002 as a bipartisan coalition of over forty women's groups whose purpose is to increase the number of women appointed by the new governor to senior-level cabinet positions, agency heads, and selected authorities and commissions in the Commonwealth. The Massachusetts Women's Political Caucus is the Lead Sponsor of this coalition. To find out more about MassGAP contact:

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Organizations Participating in MassGAP

The Boston Club
Greater Boston Chamber of Commerce
Massachusetts Commission on the Status of Women
Massachusetts Nurses Association
New England Women in Real Estate
South Shore Chamber of Commerce Women's Business Connection
Center for Women in Politics and Public Policy, UMass Boston
Women's Transportation Seminar
The Alliance of Women's Business and Professional Organizations

■ ■ ■

The American Association of University Women of Massachusetts
Association of Women in Science
Berkshire County Commission on the Status of Women
Big Sister Association of Greater Boston
Boston University School of Social Work
Boston Women's Commission
Cambridge Commission on the Status of Women
The Center for Women and Enterprise
The Commonwealth Institute
Conference of Minority Transportation Officials
Crittenton Women's Union
Latino Professional Network
MassNOW
National Black MBA Association
New England Women Business Owners
Planned Parenthood League of Massachusetts
Service Employees International Union Local 509
Simmons Institute for Leadership and Change
Sisters in Development
Somerville Women's Commission
South Shore Women's Business Network
UMass Boston Women's Center
UMass Dartmouth Women's Resource Center
Women's Bar Association
Women Entrepreneurs in Science and Technology
The Women's Environmental Network
Women in Film & Video/New England
Women in the Building Trades
Women in World Trade
YWCA of Central Massachusetts

INTRODUCTION

Despite the high educational and occupational attainment—and considerable talent—of women in Massachusetts, the state ranks just 22nd in the nation on women's overall share of top executive, legislative, and judicial posts, compared to their share of the population.[1]

Among the many reasons given for increasing the number of women in leadership positions in state government, fairness and equity typically stand out. After all, women make up more than half (52 percent) of the population in the Commonwealth. Should they not hold at least half of the top positions in government?

Perhaps even more compelling is a perspective gaining currency here and across the nation: the Commonwealth of Massachusetts—as in other states where women's educational and occupational attainment is particularly high[2]—cannot afford to miss out on the *talent* that women would add to state government should their presence in leadership positions increase.

The Massachusetts Government Appointments Project (MassGAP) was co-founded in 2002 by the Massachusetts Women's Political Caucus (MWPC) and the Alliance of Women's Business and Professional Organizations as a bipartisan coalition of women's groups. (See front cover for a list of participating organizations.)

MassGAP's purpose was to increase the number of women in senior-level appointed positions in state government in order to achieve fair representation for women. MassGAP was envisioned as a diverse group of women reflecting broad-based participation by women of all races, ethnic backgrounds, geographies, political parties, and sexual orientation.

Between January 2002 and July 2004, 42 percent of the new gubernatorial appointments made by Governor Mitt Romney were women. Massachusetts was widely recognized for that achievement—and MassGAP received considerable credit.

With a new election approaching, MassGAP asked the Center for Women in Politics and Public Policy at UMass Boston's McCormack Graduate School to undertake a study of overall gender diversity in gubernatorial appointments at four points in time: prior to the 2002 gubernatorial election; in July 2004, following the major appointments made by the Romney administration; in November 2006, at the end of the Romney administration; and in 2007, after the first nine months of the Patrick administration.[3]

The goals of this study were to (1) calculate the percentage of women holding senior-level positions in state government at these four points in time; (2) analyze the distribution of appointments by type of position and executive office; (3) provide possible explanations for the status of women's representation in these positions; and (4) offer recommendations that will serve to promote the appointment of more talented women into positions of leadership in the Commonwealth.

About the Study

The original dataset created by MassGAP in September 2002 (at the end of the Swift administration) classified senior-level individuals into the following categories: secretary of an executive office; agency head (including commissioners/deputy commissioners, undersecretaries, executive directors, etc.) of a state agency/department; and chairs, vice chairs and members of selected boards/commissions.

MassGAP provided the Center for Women in Politics and Public Policy with the names of individuals holding gubernatorial appointments to 137 positions for the 2002 and 2004 time periods; the Center for Women in Politics and Public Policy gathered data on gender for the same positions in fall 2006 and September 2007 by contacting each executive office, agency, and/or board/commission directly.*

It is important to keep in mind that the data do not include staff positions such as Press Secretary, Chief of Staff, General Counsel and the like. While these are important positions, we wanted to capture appointed positions with direct line responsibility—positions that, traditionally, have had lower levels of representation by women. Furthermore, we are aware that, at various points in time, the titles and levels of positions have changed; after Governor Patrick took office in 2007, for example, what was formerly the Department of Labor was elevated to the Executive Office of Labor and Workforce Development, with a Secretary rather than an Executive Director.

Table 1 shows the breakdown of positions included in our analysis. Please see the Appendix at the end of this report for a full listing of the positions studied as well as their classification by type of position.

Table 1. Positions Included in Study, by Type, 2007 (N=135*)

Type	N
Secretary	9
Agency Head	55
Board/Commission	71

**Note: Data are as of September 13, 2007; because of a number of vacancies and the elevation of one position to the level of secretary, the number of positions in 2007 is 135, not the 137 available for analysis in 2002–2006).*

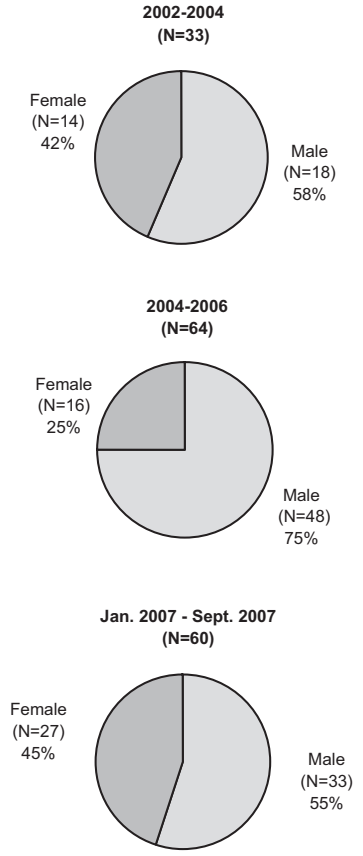
Major Findings

Women's Representation in Senior-Level Appointments over Time

Figure 1 demonstrates the gender differences in appointments at three points in time: those made by the Romney administration during the initial response to the MassGAP initiative (2002 to 2004), during the second half of the Romney administration (2004-2006), and during the first nine months of the Patrick administration. Highlights include the following:

- Between January 2002 and July 2004, 14 (42 percent) of Governor Romney's first 33 appointments to senior-level positions were women.
- From 2004 to 2006, however, women made up just 25 percent of the 64 new appointments made by Governor Romney.
- From January 2007, when Governor Patrick took office, to September 13, 2007, when data collection concluded, he had made 60 new appointments. Twenty-seven (45 percent) of these were women.

FIGURE 1



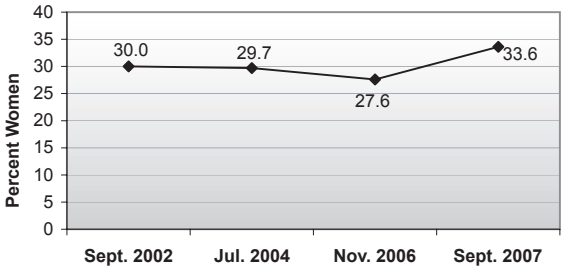
Source: MassGAP, the Center for Women in Politics and Public Policy, and the Office of the Governor

Figure 2 shows the status of women's representation at the four points in time (September 2002, July 2004, mid-November 2006, and September 2007) of this study. One can see that:

- Just prior to the 2002 election, women made up 30 percent of the senior appointees in our sample.
- The percentage stayed about the same during Governor Romney's first wave of appointments, but declined between July 2004 and mid-November 2006.
- Women made noticeable gains in 2007 after Governor Patrick's first wave of appointments: women currently hold 33.6 percent of senior-level positions.

FIGURE 2

Women as Percent of Total Senior-Level Positions, 2002-2007 (N=135)



Source: MassGAP, the Center for Women in Politics and Public Policy, and the Office of the Governor

Women's Representation over Time, by Level of Appointment

Another measure of progress in women's representation in positions filled through gubernatorial appointment is the percentage of senior-level positions (i.e., secretaries of executive offices and agency heads) compared to seats on boards or commissions.

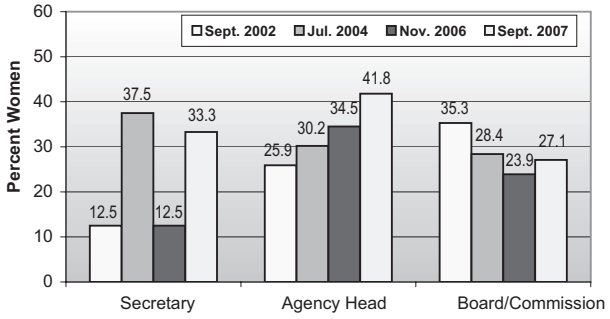
Figure 3 shows that the gender of senior-level appointed officials in our sample varied considerably by level and year.

- Women's representation among the secretaries of executive offices changed from 12.5 percent (1 out of 8) in 2002, to 37.5 percent (3 out of 8) in 2004, back to just 12.5 percent (1 out of 8) in 2006, and rose to 33.3 percent (3 out of 9) in 2007.[4]
- Changes at the level of agency head were gradual but showed an overall increase: from 25.9 percent in 2002 to 41.8 percent in 2007.

- In contrast, the percentage of women holding appointed positions on boards and commissions dropped gradually from 35.3 percent in 2002 to 23.9 percent in 2006, but then rose slightly again in 2007 to 27.1 percent.

FIGURE 3

Women Appointed Officials, by Level, 2002-2007 (N=135)



Source: MassGAP, the Center for Women in Politics and Public Policy, and the Office of the Governor

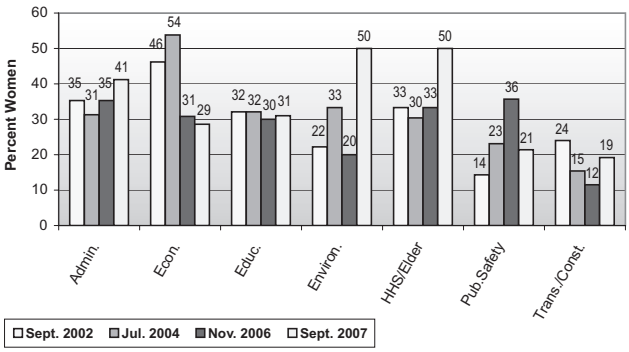
Women's Representation over Time, by Executive Office

Similar to position level, Figure 4 demonstrates that the degree of representation by women varied by the executive offices in which they served over the four time periods.

- Women, on average, held about a third of the appointed positions in the Executive Office of Administration and Finance and the Office of Education during the 2002-2007 time period.
- The offices in the category labeled "Econ." in Figure 4 (which includes Labor/Economic and Workforce Development, Consumer Affairs, Housing and Insurance), showed higher percentages of women—ranging from 46 percent in 2002 to an all-time high of 54 percent in 2004—before dropping to 31 percent at the end of the Romney administration in 2006. At this point in the Patrick administration, women hold 29 percent of senior-level positions in these executive offices. We should point out, of course, that Suzanne Bump made history as the first female Secretary of the newly created, cabinet-level Secretary of the Executive Office of Labor and Workforce Development. In addition, the appointment of Leslie Kirwan as Secretary of Administration and Finance marks the first time a woman has served in this highly influential position.
- Women held about one in five positions in the Executive Office of Energy and Environmental Affairs (then called the Executive Office of Environmental Affairs) before the 2002 election—and, again, in 2006. There was a slight increase (to 33 percent) in July 2004 during Romney's first wave of appointments and an even greater increase (to 50 percent) in 2007, during Patrick's first wave of appointments.
- Finally, from 2002 to 2007, appointments of women to the more traditionally "male" offices of Public Safety and Transportation/Construction are generally the lowest.
- Public Safety ranges from 14 percent at the lowest in 2002 to 36 percent at the highest in 2006, and is currently at 21 percent for Patrick appointments.
- The Executive Office of Transportation and Public Works ("TransConst."[5] in Figure 4) ranged from 24 percent in 2002 to 12 percent in 2006, with a slight increase in 2007 to 19 percent.
- In 2007, women saw the greatest increase in the offices of Environmental Affairs and Health and Human Services (including Elder Affairs), with female appointments rising to 50 percent.

FIGURE 4

Women in Appointed Positions, by Executive Office, 2002-2007 (N=135)



Source: MassGAP, the Center for Women in Politics and Public Policy, and the Office of the Governor

Explaining Changes In Women's Appointments

MassGAP's early impact—with then-Governor Romney selecting women as 42 percent of his new appointments—was promising. However, the analysis in this report suggests that subsequent appointments did not reflect a continued commitment to the selection of women for high-level posts.

The net result over the four points in time suggests that women's gains between 2002 and 2006 were elusive: women at the end of the Romney administration did not hold a higher percentage of senior-level positions than when he took office (see Figure 2 above). What explains this fact?

First, even during the first time period (September 2002 through July 2004), the majority (61 percent) of new appointments did not change the gender of the appointee. Our analysis shows that a woman was appointed to a position previously held by a woman in 24 percent of the cases, and Governor Romney appointed a man to a position already held by a man in 37 percent of cases.

Second, newly appointed women replaced men in 18 percent of the positions. However, in 21 percent of the cases, a man replaced a woman. It is this latter point that helps explain the lack of overall growth in women's representation in top positions: men replaced more women than women replaced men.[6]

Third, the pattern shown in 2004 was repeated in 2006, clearly indicating that gains are difficult to attain because women are appointed to replace women, men replace men, and when there is a change in sex, more men replace women than women replace men.

Finally, it should be noted that many factors influence a governor's appointment practices. Many officials hold appointments with set terms; the Governor at times may have no control over appointments to those positions. At the same time, 84 (66 percent) of appointed officials in office in 2002 were "rolled/held over" in July 2004. Between 2004 and 2006, 70 positions (52 percent) fell into this category, and for the nine-month period in 2007 in the Patrick administration included in our analysis, 71 (53 percent) were rolled over. Making more appointments increases the opportunities for women.

It is essential for talented women to serve in senior positions in state government. The entire Commonwealth benefits from the diversity of opinions and experiences that women leaders bring to the table.

Jesse Mermell, Executive Director Massachusetts Women's Political Caucus

Does Leadership Mean Positive Change For Women?

Initial assessment of Patrick's appointments during the first nine months in office reveals an overall gain for women. The 45 percent of new appointments filled by Governor Patrick is even higher than the record-setting 42 percent of Governor Romney in 2002.

The overall gain also represents a needed correction to the 2006 low of just 25 percent of new appointments made of women. Further, the increase in secretary-level appointments from 2006 to 2007 is particularly significant given the importance of these high-ranking positions.

Finally, of particular note is the impact of a dedicated pattern of appointing women on the "bottom line." While women still do not fill senior-level appointed positions in proportion to their 50-plus-percent share of the population, their representation at this level of government is the highest it has been. They now hold a third (33.6 percent) of these appointed positions.

However, it should be noted that the Office of the Governor is still in the process of making appointments. It will be important to sustain this initial progress over the coming years as appointments continue to be made.

Future Considerations

This study serves not only as an analysis of women's representation in senior government positions filled through gubernatorial appointment at four points in time but also as the first opportunity to compare gubernatorial appointments at similar points in time in different administrations. Using the data gathering system that is now in place, it is possible to continue to track the appointments being made by Governor Deval Patrick during his term—and to track appointments made by future governors. These findings continue to guide MassGAP and the coalition of women's organizations that has worked hard to

increase women's representation. The result of these efforts has meant a greater share of the seats at the tables where policies are decided.

Recommendations for the future include the following:

1. Senior-level positions in state government in the Commonwealth of Massachusetts are still predominantly occupied by men. There is a continued need for fair representation of women in these positions.

2. There also is a need to maintain an ongoing pipeline and visibility with respect to the diversity of gubernatorial appointments after the first wave of appointments is made by any administration. The Romney administration's track record for gender diversity in appointments was highest during his first year and a half in office; it fell off considerably after July 2004. Continued efforts should be made to monitor administrations throughout the full course of a governor's term.

3. Gaining greater representation by women in senior-level positions cannot occur unless there are more "male to female" appointments.

4. There should be a more concerted effort to use the power of appointment to make changes that increase women's representation in senior-level appointed positions. The data show that the majority of appointments are "rollovers" where no new appointment is made. MassGAP has identified many talented women ready to be appointed, and progress towards gender equality will only be achieved by exercising that power.

5. It is essential to use the benchmark established by this report to build upon the early promise—and recent progress—in women's representation at the senior levels of government. The Commonwealth's future depends on many factors—fully utilizing the talents of women is among the most important.

Notes

[1] Source: "Women in State Policy Leadership, 1998–2005: An Analysis of Slow and Uneven Progress." A Report of the Center for Women in Government & Civil Society, University at Albany, State University of New York (Winter 2006). Downloaded from http://www.cwig.albany.edu/APMSG2006.htm on 25 October 2007.

[2] According to the 2000 U.S. Census, in the state of Massachusetts, 44% of women between the ages of 25 and 34 have a bachelor's degree or higher, compared to 39% of men. For those between the ages of 35 and 44, 37% of women compared to 36% of men have these levels of educational attainment. This is significantly higher than the national average, which is just 29% for women (and 26% for men) between the ages of 25 and 34; there is no difference nationally between women and men for those 35 to 44 years of age. (Source: U.S. Census Quick Table "QT-P20. Educational Attainment by Sex: 2000." Downloaded from http://factfinder.census.gov/servlet/QTTable?_bm=y&-context=qt&-Tables=('DEC_2000_SFAIAN_QTP20')&-qr_name=DEC_2000_SFAIAN_QTP20&-ds_name=DEC_2000_SFAIAN&-CONTEXT=qt&-tree_id=406&-redoLog=true&-_caller=geoselect&-geo_id=01000US&-geo_id=04000US25&-search_results=01000US&-format=&-_lang=en on 25 October 2007.

[3] Data for 2006 were collected between 7 September 2006 and 30 November 2006; data for 2007 are current as of 13 September 2007.

[4] As is true whenever the numbers are very small, a small change from one category to another can produce very large changes in the percentage. Also, the actual number of secretarial appointments increased from 8 to 9 when Governor Patrick took office.

[5] Note: We are aware that the new title is Executive Office of Transportation and Public Works; we have chosen to use the older version of this office because the older title covered a longer time span.

[6] Of the 88 other positions over which the governor had control where prior appointees remained in office, 25% of these were women and 74% were men. Of the positions that were eliminated or open, women had held two, and a man held one.

[7] Includes Elder Affairs.

[8] Formerly Executive Office of Transportation and Construction.

APPENDIX

List of Positions and Departments, by Executive Office

Executive Office(s)	Position	Department
Administration and Finance	Secretary	Executive Office of Administration & Finance
	Commissioner	Department of Revenue
	Commissioner	Division of Capital Asset Management & Maintenance
	Commissioner	Division of Insurance
	Budget Director	Fiscal Affairs Division (formerly Budget Bureau)
	Executive Director	Group Insurance Commission
	Personnel Administrator	Human Resources Division - now Director of Human Resources - Chief Human Resources Officer
	Director/CIO	Information Technology Division
	Director	Office of Diversity and Equal Opportunity (formerly Office of Affirmative Action)
	Controller	Office of the Comptroller
	Commissioner	Veteran's Services
	Chair	Appellate Tax Board
	Chairman	Civil Service Commission
	Chairman	Massachusetts Commission Against Discrimination Board
	Chair	Massachusetts Commission Against Discrimination Board
	Member	Massachusetts Commission Against Discrimination Board
	Chair	Massachusetts Judicial Nominating Commission
Consumer Affairs/Housing and Economic Development/Insurance	Secretary	Department of Labor & Workforce Development
	Director	Department of Labor & Workforce Development
	Chief	Office for Commonwealth Development (formerly Mass. Development)
	Secretary	Office of Housing & Economic Development
	Executive Director	Board of Registration in Medicine
	Director	Department of Professional Licensure
	Commissioner	Division of Banks
	Director	Housing & Community Development
	Executive Director	MassHousing (formerly Mass. Housing Finance Agency)
	Director	Office of Consumer Affairs & Business Regulations Office
	Executive Director	Office of Travel & Tourism
	Deputy Director	Standards Division
	Chairman	Alcoholic Beverages Control Commission (under Treasurer's review)
	Chairman	Labor Relations Commission
Education	Commissioner	Department of Education (DOE)
	Chair	Board of Higher Education
	Member	Board of Higher Education
	Member	Board of Higher Education
	Member	Board of Higher Education
	Member	Board of Higher Education
	Member	Board of Higher Education
	Member	Board of Higher Education
	Member	Board of Higher Education
	Member	Board of Higher Education
	Vice Chair	Board of Higher Education
	Chair	Massachusetts Education Financing Authority Board
	Member	Massachusetts Education Financing Authority Board
	Member	Massachusetts Education Financing Authority Board
	Member	Massachusetts Education Financing Authority Board

APPENDIX

(cont.)

List of Positions and Departments, by Executive Office

Executive Office(s)	Position	Department
	Member	Massachusetts Education Financing Authority Board
	Member	Massachusetts Education Financing Authority Board
	Member	Massachusetts Education Financing Authority Board
	Vice Chair	Massachusetts Education Financing Authority Board
	Vice Chair	Massachusetts Education Financing Authority Board
	Chairman	State Board of Education
	Member	State Board of Education
	Member	State Board of Education
	Member	State Board of Education
	Member	State Board of Education
	Member	State Board of Education
	Member	State Board of Education
	Member	State Board of Education
	Vice Chair	State Board of Education
	Vice Chair	State Board of Education
Energy/Environmental Affairs	Secretary	Executive Office of Energy & Environmental Affairs
	Executive Director	Coastal Zone Management
	Commissioner	Department of Conservation and Recreation (formerly Metropolitan District Commission & Department of Environmental Management)
	Commissioner	Department of Environmental Protection
	Commissioner	Department of Food & Agriculture
	Commissioner	Department of Fisheries, Wildlife & Environmental Law Enforcement
	Executive Director	Massachusetts Water Resources Authority (MWRA) Board
	Chair	Massachusetts Water Resources Authority (MWRA) Board
	Director of Chairmen	Massachusetts Water Resources Authority (MWRA) Board
	Member	Massachusetts Water Resources Authority (MWRA) Board
Health and Human Services[7]	Secretary	Executive Office of Health & Human Services
	Commissioner	Department of Mental Health
	Commissioner	Department of Mental Retardation
	Commissioner	Department of Public Health
	Commissioner	Department of Social Services
	Commissioner	Department of Transitional Assistance
	Commissioner	Department of Youth Services
	Commissioner	Division of Healthcare Finance & Policy
	Secretary	Executive Office of Elder Affairs
	Executive Director	Health and Education Facilities Authority
	Commissioner	Mass. Commission for the Blind
	Commissioner	Mass. Commission for the Deaf & Hard of Hearing
	Commissioner	Mass. Rehabilitation Commission
	Director	Office for Refugees and Immigrants
	Commissioner	Office of Early Education and Care (formerly Child Care)
	Director	Office of Medicaid
	Member	Health and Education Facilities Authority
	Member	Health and Education Facilities Authority
	Member	Health and Education Facilities Authority
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	Member	Health and Education Facilities Authority
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	Member	Health and Education Facilities Authority
	Member	Health and Education Facilities Authority

APPENDIX

(cont.)

List of Positions and Departments, by Executive Office

Executive Office(s)	Position	Department
Public Safety	Secretary	Executive Office of Public Safety
	Executive Director	Architectural Access Board
	Commissioner	Department of Correction
	State Fire Marshall	Department of Fire Services
	Commissioner	Department of Public Safety
	Executive Director	Governor's Highway Safety Bureau
	Director	Mass. Emergency Management Agency (MEMA)
	Brigadier General	Mass. National Guard
	Registrar	Motor Vehicles Registry
	Executive Director	Municipal Police Training Committee (MPTC)
	Superintendent	State Police Department
	Assistant Commissioner	Substance Abuse Services
	Chair	Board of Building Regulations & Standards
	Chair	Parole Board
Transportation & Public Works	Secretary	Executive Office of Transportation & Public Works[8]
	Commissioner	Massachusetts Highway Department
	Deputy Commissioner	Massachusetts Highway Department
	Executive Director	Massachusetts Turnpike Authority
	General Manager	MBTA
	Commission Chair	Aeronautics Commission
	Commission Member	Aeronautics Commission
	Commission Member	Aeronautics Commission
	Vice Chair	Aeronautics Commission
	Chair	Massachusetts Turnpike Authority Board
	Vice-Chair	Massachusetts Turnpike Authority Board
	Chair	MASSPORT Board of Directors
	Member	MASSPORT Board of Directors
	Member	MASSPORT Board of Directors
	Member	MASSPORT Board of Directors
	Member	MASSPORT Board of Directors
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ABOUT THE AUTHORS

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Kacie Kelly, MHS, is project manager for a national Veterans Administration (VA) dissemination initiative working on evidence-based psychotherapy that is effective in treating posttraumatic stress disorder (PTSD). The project is sponsored by the National Center for PTSD and the VA Office of Mental Health Services. During 2007–2008, she is also serving as a research assistant at the Center for Women in Politics and Public Policy. Kacie Kelly holds a BA and a Master of Health Sciences degree from Louisiana State University.

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