Chapter One: Approaching the Study of Public Administration
Approaching the Study of Public Administration

- Public administration is a large and highly complex enterprise
  - Actions and decisions of public administrators touch daily lives of virtually every American
  - Politicians sometimes run “against the bureaucracy”
Bureaucracy

- A formal organizational arrangement characterized by division of labor, job specialization with no functional overlap, exercise of authority through a vertical hierarchy
- The administrative branch of government in the U.S.
Bureaucracy

- Bureaucracy has been blamed for many of society’s current ills
- Discontent rises from its discretionary authority and perception of mismanagement of resources
Trust in Government and Views of National Conditions

Public Confidence

- Fluctuates - associated with the strength or weakness of the national economy
- Public standing coincides with
  - greater demands for a wider range of public services
  - increasing complexity of the nation’s problems
  - higher levels of competence and professionalism among government workers
Entrepreneurial Government

- Emphasizes productivity, management, measurable performance, privatization, and change
What is Public Administration?

- All processes, organizations, and individuals associated with carrying out laws and other rules adopted or issued by legislatures, executives, and courts.
- Participants called **stakeholders**
  - Members of the legislature, committees, judges, party officials, etc.
The Managerial Role

- **Public management**
  - Emphasizes internal operations of public agencies and focuses on managerial concerns related to control and direction

- **Reverse pyramid**

- **Information communication technology (ICT)**
Principal Structures of the National Executive Branch

• Constitution of the United States
  • Structures that exist today are products of congressional action
  • National executive branch
    • Five major types of agencies, four formal bases of organization, and four broad categories of administrative employees
Principal Structures of the National Executive Branch

- **Cabinet-Level Executive Departments**
  - Fifteen departments
  - Headed by a secretary appointed by president
  - Provides policy leadership within specific jurisdiction
Principal Structures of the National Executive Branch

Principal Structures of the National Executive Branch

- Independent regulatory boards and commissions
Percent of Total Budget Authority by Organization, FY 2011

Note: Departmental Operations is comprised of the Office of the Secretary & Executive Management, the Office of the Undersecretary for Management, the Office of the Chief Financial Officer, the Office of the Chief Information Officer, the National Special Event Security Fund, and the DHS Headquarters Consolidation Project.
Principal Structures of the National Executive Branch

- Government corporations
  - Structured and operate much like private corporations
  - Amtrak, Federal Deposit Insurance Corporation, Corporation for Public Broadcasting, U.S. Postal Service
Principal Structures of the National Executive Branch

- Executive Office of the President (EOP)
Principal Structures of the National Executive Branch

- Other independent executive agencies
  - Office of Personnel Management, Merit Systems Protection Board, U.S. Mint, General Services Administration, Office of Government Ethics, Environmental Protection Agency
Principal Structures of the National Executive Branch

- Foundations of organization
  - Function, geographic area, clientele, and work process
  - Clientele-based agencies
  - Work process agencies
  - Merit system
State and Local Government Structures

- 89,000 governments within U.S.
- Over 90 percent of all public agencies have fewer than fifty employees
- Local party politics play a prominent role in municipal policy making
The Number of Governments and Elected Officials in the United States

<table>
<thead>
<tr>
<th>Level of Government</th>
<th>Elected Officials</th>
<th>(Percent)</th>
</tr>
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<tbody>
<tr>
<td>Federal</td>
<td>1</td>
<td>537 (3.8)</td>
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<tr>
<td>State</td>
<td>50</td>
<td>18,828</td>
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<tr>
<td>Local</td>
<td>87,974</td>
<td>493,830  (96.2)</td>
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<td>Special districts</td>
<td>35,356</td>
<td>84,089    (17.0)</td>
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<tr>
<td>Municipalities</td>
<td>19,431</td>
<td>135,531   (27.0)</td>
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<tr>
<td>Townships</td>
<td>16,629</td>
<td>126,958   (26.0)</td>
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<tr>
<td>School districts</td>
<td>13,522</td>
<td>88,434    (18.0)</td>
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<td>Counties</td>
<td>3,034</td>
<td>58,818    (12.0)</td>
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<td><strong>TOTAL</strong></td>
<td><strong>88,023</strong></td>
<td><strong>513,195</strong> (100)</td>
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Politics, Policies, and Organizational Structure

- Politics of organizational structure
  - Demonstrates commitment to one set of policy objectives instead of another
  - Can foreshadow adoption of a distinct policy direction
  - Helps to order priorities by promoting some programs over others
  - May provide greater access to influence for some interests and less for others
The Dynamics of Policy Making in the United States

- There is no centralized mechanism in public policy making
  - Checks and balances, power vacuums
- Bureaucracy has discretionary power in day-to-day decisions and broader policy questions
- Accountability is enforced through multiple channels
The Dynamics of Policy Making in the United States

- Traditional views of bureaucracy
  - Bureaucratic neutrality
  - Legislative intent
  - Legislative oversight
  - Politically neutral
Explaining the Growth of Bureaucracy

- Technology requires specialized bureaucracies
  - Electronic government (e-gov)
- Public pressures helped create a diversified, responsive bureaucracy
  - Clientelism
Explaining the Growth of Bureaucracy

- Crises increase revenues and expenditures
  - WWII
  - September 11
- Need for greater regulation of private economic activities
Social Change and Public Administration

- Social-demographic changes during the past 60 years
  - Population growth and shifts in the demographic makeup of the population
  - Major shifts in both population and economic activity from the Northeast/Midwest (Snow Belt) to the South/West (Sun Belt)
Social Change and Public Administration

- Social-demographic changes (continued)
  - Huge increase in Hispanic population
  - 30% of U.S. population age five or older speaks a foreign language at home (most of speak Spanish as their first language)
  - Overall minority population grew in every region of the nation, but most significantly in South and West
Social Change and Public Administration

• Social-demographic changes (continued)
  • Technological change - globalization has permitted mass production and distribution of durable goods on a larger scale
  • Knowledge revolution in education and privately and government-sponsored scientific research
Social Change and Public Administration

- Social-demographic changes (continued)
  - Blogosphere – global exchange of data and communication
  - Political decisions to address new problems, or to identify as problems certain conditions already present in society
Public and Private Administration: Similarities and Differences

- Similarities
  - Public and private managers are both concerned with meeting their staffing needs, motivating subordinates, obtaining financing, and conducting their operations to promote the survival and maximum impact of their programs.
Public and Private Administration: Similarities and Differences

• Differences

• In private sector, products or services are furnished to individuals based on their own needs or wants in exchange for a direct payment (*quid pro quo* transaction)

• In public sector the goal is to operate programs or provide services on a collective basis, supported mostly by tax revenues
Public and Private Administration: Similarities and Differences

- Differences
  - Private organizations define their markets and set their own broad goals
  - Public organizations and managers are obligated to pursue goals set for them by their legislatures
Differences

- Private managers can use an internal measure to evaluate their organization’s performance
- Public managers are subject ultimately to evaluation by outside forces
Public and Private Administration: Similarities and Differences

- Differences
  - Most public organizations suffer from diffuse responsibility, often resulting in absence of accountability for decisions made
  - Centralized executive responsibility is a key feature of many profit-oriented organizations
Public Administration as a Field of Study

- Politics–administration dichotomy (1887 to 1933)
- Discovering fundamental “principles” of administration
  - Willoughby’s *Principles of Public Administration*
  - Gulick and Urwick’s *Papers on the Science of Administration*
Public Administration as a Field of Study

- The New Deal
  - Vastly expanded governmental role and created many new administrative agencies

- WWII
  - Principles of administration came under fire
  - Simon’s *Administrative Behavior*
Public Administration as a Field of Study

- Post WWII period
  - More sophisticated, empirical (including statistical) methods of researching political phenomena
  - Growth of research into administrative change and organizational behavior
  - Importance of social change