Chapter Six: Chief Executives and the Challenges of Administrative Leadership
The Context of Administrative Leadership

- U.S. elected officials and appointed public administrators unique
  - Obtain position thru election/appointment
  - Responsible for bureaucratic operations
  - But not permanent part of structure
- Set policy direction/provide leadership
The Context of Administrative Leadership

- Degree of chief-executive control affects bureaucratic responsiveness
  - Governor Huey Long of Louisiana
  - Mayor Richard J. Daley of Chicago

- Authority challenged by legislature, courts, media, interest groups, others

- Political persuasion
Chief Executive-Bureaucratic Linkages

- Policy development
  - Dependent on bureaucratic expertise
  - Uses inside/outside information sources

- Policy implementation
  - Dependent on bureaucratic compliance
Chief Executives and Bureaucracies: The Instruments of Leadership

- Instruments/tool of leadership
- Factors shaping leadership environment
  - Legislative support or opposition
  - Degree of policy initiative
  - Emergency decision-making capacity
Instruments of Leadership: The President’s Budgetary Role

• Agency budget requests influenced by president’s program/budget priorities
  • Political clashes over spending priorities change requests and allocations
  • President has influence, not absolute authority

• OMB establishment extends presidential authority
  • Central clearance
Instruments of Leadership: 
*The Governor’s Budgetary Role*

- **Restrictions**
  - Constitutional
  - Program mandates

- **Leadership instruments include various forms of veto power**
  - Line-item veto
  - Technical corrections
## Instruments of Leadership: 
*Personnel Controls*

<table>
<thead>
<tr>
<th>Political appointees</th>
<th>Bureaucrats</th>
</tr>
</thead>
<tbody>
<tr>
<td>✓ “Government of strangers”</td>
<td></td>
</tr>
<tr>
<td>✓ Must learn formal and informal rules</td>
<td></td>
</tr>
<tr>
<td>✓ Policy delays</td>
<td></td>
</tr>
<tr>
<td>✓ Gradualism</td>
<td></td>
</tr>
<tr>
<td>✓ Indirection</td>
<td></td>
</tr>
<tr>
<td>✓ Political caution</td>
<td></td>
</tr>
<tr>
<td>✓ Maintaining relationships</td>
<td></td>
</tr>
</tbody>
</table>
Instruments of Leadership: *Personnel Controls*

- Divergent approaches generate conflict
  - Deficiencies or strengths?
  - Bureaucratic resistance
- Presidential vs. department perspectives
- Gubernatorial authority less extensive
Instruments of Leadership: Executive-Branch Reorganization

- **Reorganization** of agencies
  - Legacy of early reform movements
  - Aim to increase economy, efficiency, or effectiveness
  - Example: Dept. of Homeland Security
Instruments of Leadership: *Information Resources*

- Information is power
  - Challenge: bureaucracy increasingly specialized and expert
  - Executive must manage experts and information but avoid dependency
  - Obstacles in transmitting information between levels of hierarchy
    - Exception principle
Instruments of Leadership: Information Resources

- Information acquiring strategies:
  - Use external sources
  - Overlapping areas of responsibility
  - Use informal information channels
  - Contact information sources directly

- Issues include emergency decision-making; failure to control information flow; intelligence failures
Commonalities and Differences in Leadership Resources

- Institutional, legal and personal factors facilitate leadership
  - Legislative political strength (policy agenda)
  - Capacity to respond to crisis situations
  - Control over personnel decisions
  - Reorganization authority
  - Information resources
The Organizational Setting of Leadership

- Dependent on specific organizational setting and environmental context
- *Multidimensional* functions
- Three levels of responsibility/control:
  - Technical
  - Managerial
  - Institutional
Traditional Approaches to
the Study of Leadership

- Traits approach
  - Personality characteristics of leader

- Situational approach
  - Leader-follower interactions
  - Needs of group
  - Type of work
  - General group values and ethics
Continuum of Management Behavior: Relations between Managers and Leaders

Traditional Approaches to the Study of Leadership

- Most successful leadership style in an organization depends upon traits, personality and situation
- Relational leadership
Challenges of Administrative Leadership

- Change requires conveying sense of larger issues, mission and needs
- Leader as director
- Leader as motivator
- Leader as coordinator
- Leader as catalyst and innovator
- Leader as gladiator
- Leader as crisis manager
Challenges of Administrative Leadership

- Downsizing challenges
  - Leaders must use new tactics
  - Often use various leadership roles

- Creating shared vision
What Makes an Effective Leader?

1. Convey member’s value, competence
2. Receptive to ideas and feedback
3. Democratic leadership style
4. Fair, use of authority, can handle people, gives credit, will discuss problems, keeps employees informed
Effective Leadership

- Task Effectiveness
  - Productivity
  - Profitability
  - Innovation

- Human Effectiveness
  - Labor Turnover
  - Absenteeism
  - Human Satisfaction
  - Morale
What Makes an Effective Leader?

- Obstacles to effective leadership:
  - Situation
  - Limited flexibility
  - Too highly structured
  - Values entrenched
  - Declining resources
  - Diversity issues
  - Public distrust
  - Internal/external conflicts
What Makes an Effective Leader?

- Conditioned upon combination of people, tasks and environmental dynamics
- Effective leadership essential to coping with organizational change