



# MANAGING THE PUBLIC SECTOR

**NINTH EDITION**

GROVER STARLING



# MANAGING THE PUBLIC SECTOR

NINTH EDITION

概 論

Grover Starling

UNIVERSITY OF HOUSTON-CLEAR LAKE



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**Grover Starling**

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## Highlights in the Intellectual History of American Public Administration

- 1787 James Madison**  
Recommended a delicate balance of power and vigorous competition among political interests as the best protection against the concentration of too much power in bureaucracy.
- 1791 Alexander Hamilton**  
Presented a perspective on the role of administration in American society quite different from Madison's. His *Report on Manufacturers* argued for an activist state with a strong administrative apparatus to carry out publicly defined goals. The conflicting perspectives of Madison and Hamilton continue to influence the way public administration is studied.
- 1887 Woodrow Wilson**  
While still a practicing political scientist, Wilson called for public administration to focus on effectiveness and efficiency—not just personnel reform. His work defined the Progressive tradition and its commitment to separating politics from administration.
- 1911 Frederick Winslow Taylor**  
Believed that only through rigorous scientific experimentation could better work methods be developed. Taylor's legacy remains in such modern management concepts as total quality management (TQM), high-performance organizations, and continuous improvement.
- 1916 Henri Fayol**  
Though French, his attempt to define management as consisting of five key elements—planning, organizing, commanding, coordinating, and controlling—has had a lasting influence on American public administration.
- 1922 Max Weber**  
A German sociologist who had a profound influence on the course of American public administration and who was the first to define fully the bureaucratic form of organization.
- 1924 Mary Parker Follett**  
Developed a management philosophy based on individual motivation and group problem solving that is considered a forerunner of the participative management idea. Follett's arguments that administrative processes are more important than hierarchy and authority and that the exercise of power is an important aspect of bureaucratic behavior anticipated the feminist perspective of public administration. The postmodern perspective of public administration can be traced back to Follett's belief that management analysis emphasizes the interpretation of practical experience over the pursuit of objective findings.
- 1926 Leonard B. White**  
His *Introduction to the Study of Public Administration* is the first textbook in the field.
- 1927 Elton Mayo**  
Conducted the famous management studies at the Hawthorne Works of the Western Electric Company near Chicago that examined the relationship between work environment and productivity. These studies were the genesis of the human relations school of management thought.
- 1937 Luther Gulick**  
Drawing on the principles of Fayol (1916), Gulick highlighted the functional elements of executive work with an exceptionally ugly acronym: POSDCORB (planning–organizing–staffing–directing–coordinating–reporting–budgeting).
- 1938 Chester Barnard**  
His book *The Functions of the Executive* analyzes how to lead an organization, arguing against top-down edicts in favor of eliciting cooperation. Barnard's ideas anticipated postmodern theory.

- 1940**      **Public Administration Review**  
The first scholarly journal in the field.
- 1943**      **Abraham Maslow**  
His “needs hierarchy” provides a framework for gaining employees’ commitment.
- 1946**      **Dwight Waldo**  
Contrary to Wilson (1887), Waldo argued that all theories of public administration are theories of politics. Waldo’s *The Administrative State* examines the scholarly public administration literature in terms of the great issues in political philosophy.
- 1947**      **Herbert A. Simon**  
Believed that the traditional study of administration was too preoccupied with unsubstantiated principles of action, which he called “proverbs.” In *Administrative Behavior*, he looks at decision making scientifically and finds “bounded rationality.” To find out what that is, see page xxx.
- Robert A. Dahl**  
Argues that no science of public administration is possible unless the place of normative values is made clear, the nature of humanity in the arena of public administration is better understood, and a body of comparative studies, from which it may be possible to discover principles that transcend national boundaries, is developed.
- 1949**      **Norton E. Long**  
In an influential *Public Administration Review* article, Long argued that “the lifeblood of administration is power.”
- Ohio State Leadership Studies**  
Researchers surveyed leaders to study hundreds of dimensions of leadership behavior. They identified two major dimensions of leadership: sensitivity to subordinates and orientation to goal achievement.
- 1952**      **Samuel P. Huntington**  
Put forward a theory of bureaucratic capture: industries regulated or licensed come, over time, to heavily influence or even control the regulating agencies.
- 1957**      **Douglas M. McGregor**  
Emphasized social psychology and research on human relations in achieving a better fit between the personality of a mature adult and the requirements of a modern organization.
- 1959**      **Frederick Herzberg**  
Developed a popular theory of motivation based on job satisfiers and dissatisfiers. See pages 367–368.
- Charles A. Lindblom**  
In his influential essay “The Science of Muddling Through,” Lindblom attacked the rational model of decision making in government. In reality, the model did not work; decision makers depend heavily on small, incremental decisions.
- 1960**      **Richard Neustadt**  
In *Presidential Power*, Neustadt suggested that a chief executive’s most important source of power is not formal but is rather the power to persuade—the power to get someone to do something because that person thinks it is in his or her best interest.
- 1961**      **Aaron Wildavsky**  
In the article “The Political Implications of Budgetary Reform,” Wildavsky developed the concept of budgetary incrementalism and its political nature that led to his landmark work, *The Politics of the Budgetary Process* (1964).

# Preface

My goal in this, the ninth edition of *Managing the Public Sector*, remains the same as it was in the first: to create a better kind of public administration text. Once again, I have tried to write a book that maintains a tight, integrated flow between chapters, is comprehensive and up to date, and makes important concepts accessible and interesting.

## **Integrated Progression of Topics**

Content integration in *Managing the Public Sector* has been achieved by structuring topics so that each chapter logically builds on the materials covered in the previous chapters. Throughout the book, the relationship of new material to topics discussed in earlier chapters is pointed out to the students to reinforce their understanding of how the material comprises an integrated whole.

Chapter 1, “The Nature of Public Administration,” provides an overview of the key issues to be addressed and explains the plan of the book. See Figure 1.2, “The Process of Public Administration,” on page 15 for an overall view of the interconnection of the text’s topics. Part One, “Political Management,” consists of Chapters 2 through 4 and investigates the political and legal environments of public administration. The purpose of Part One is to describe and explain the political actors and institutions external to a government agency that help determine the success or failure of that agency in accomplishing its mission. Part Two, “Program Management,” consists

of Chapters 5 through 9 and shifts focus from the environment to the agency. From here the book examines the strategies and structures that agencies adopt to operate effectively and efficiently in their environments. Part Three, “Resources Management,” consists of Chapters 10 through 12 and narrows the focus further to investigate government systems designed for managing human, fiscal, and information resources.

### What’s New in the Ninth Edition?

The success of the first eight editions of *Managing the Public Sector* was based in part on the incorporation of leading-edge research into the text, the use of up-to-date examples and statistics to illustrate trends and government strategy, and the discussion of current events within an appropriate conceptual framework. The ninth edition continues this tradition.

As part of the revision process, substantial changes have been made to every chapter in the book. Some material has been updated to incorporate the most recently available data. New examples, cases, and boxes have been added, and older examples have either been updated to reflect new developments or deleted for greater concision. New sections have been inserted wherever appropriate to reflect recent academic work, legal or legislative decisions, or important current events. Among the major updates and additions in the chapters are the following:

- Chapter 1 opens with a new case: “What Do We Do Now?” The title comes from the 1972 movie, *The Candidate*, about the politically disillusioned son of a former California governor who is persuaded to launch a long-shot candidacy for the Senate. Unexpectedly, the son (played by Robert Redford) wins. In the movie’s famous closing scene, he confronts his campaign manager with the question, “What do we do now?” The line has come to symbolize the idea that politicians must not only get elected, but also *govern*—the central concern of this book. Chapter 1 also contains a new section on the scope and size of the nonprofit sector and closes with an extensively revised and updated case on the ever-fascinating FBI.
- Chapter 2 begins with a new case about Michelle Rhee, a Korean American whom Washington, DC, Mayor Adrian Fenty appointed chancellor of that city’s schools in 2007. The case raises some basic questions. Can politics be divorced from reform, and if not, how then might a political strategy support a reform strategy?
- To explore intergovernmental relations, Chapter 3 opens with a new case, “Supermayor,” about the merger of Louisville, Kentucky, with surrounding Jefferson County. Users of the last edition of *Managing the Public Sector* will be acquainted with the closing case, “The Katrina Breakdown.” Not surprisingly, the worst natural disaster in U.S. history continues to generate many scholarly articles. A new section in this case analyzes three recent ones that offer different interpretations of what went wrong, what went right, and what needs to be done. Each provides a fertile basis for class discussion.
- Chapter 4 opens with a new case, “The Food and Drug Administration,” that allows students to explore a host of ethical dilemmas facing civil servants in this vitally important federal agency. The closing case, “Doing the Right Thing,” is also new—and as fresh as today’s headlines. What position should newly appointed CIA



director Leon Panetta take regarding an investigation of his agency's alleged torture under the previous administration? Often the biggest ethical challenge in government is not to do the right thing, but to determine what the "right thing" is.

- Chapter 5 contains a new section on what government can learn from the private sector about productivity improvement. The new closing case, "A Strategy Is Born," focuses on General David Petraeus and other key players who effected a change in U.S. strategy in Iraq in 2006–2007.
- Chapter 6 opens with a new case, "Deciding How to Decide," that describes the procedures the Obama administration set up for making decisions about economic policy. As users of earlier editions know, the closing case, "Wild Horses," was designed to allow students to apply some of the analytical techniques presented in the chapter to a nettlesome problem facing the Bureau of Land Management. In this completely revised version of the case, the scope has widened to include issues of environmental politics and policy.
- Chapter 7 contains new material on charismatic leaders, with a particular focus on Robert J. Oppenheimer, the brilliant head of the Los Alamos project where hundreds of scientists worked in the desert outside of Santa Fe, New Mexico, to develop the first atomic bomb. Also, the discussion of how the public sector is using matrix organizations has been expanded. One more major addition to Chapter 7 should be noted. In an age of globalization, books on American public administration cannot afford to ignore valuable lessons from around the world. Therefore, for an excellent example of aligning organizational structure with mission, we turn to Aravind Eye Hospital in India for the chapter's closing case.
- "Unless objectives are converted into action, they are not objectives; they are dreams." Thus, Peter Drucker tersely reminds us of the importance of execution—of implementation. To illustrate Drucker's powerful point, the new opening case of Chapter 9 shows how the New York Police Department established its own mini-CIA. The section on deciding who will implement a government program has been expanded to include the latest permutations and combinations of cooperation among the public sector, the private sector, and the nonprofit sector.
- Few Supreme Court cases have roiled public opinion and public administration in recent years as much as the New Haven firefighters' case (*Ricci v. DeStefano*), decided June 25, 2009. Chapter 10 opens with this case because it provides a good basis for discussing (a) the future of affirmative action in human resources management and (b) the best methods for selecting people to leadership positions. Another major addition to the chapter merits mention. Introductions to public administration usually have much to say about recruiting, training, classifying, compensating, and promoting employees, but precious little about *retaining the best and brightest*. New material in Chapter 10 explains how cutting-edge public organizations are addressing this issue.
- The opening case of Chapter 11, "Find Me the Money," was virtually mandated by the worst recession in 60 years, since state and local officials had never dealt with a recession as precipitous and rapid as the one that began in late 2007. Not only did they have to make painful spending cuts, but they also had to consider as never



before the revenue side of the ledger. Chapter 11 also addresses *earmarks* in a fresh way. This hot topic has been much discussed by politicians and journalists—how expensive, how unfair, how many, and so forth—but seldom do these discussions involve the *administrative implications* of earmarks. New material in Chapter 11 fills this gap. The closing case, “Dangerous Stratagems,” is also new.

- Chapter 12 has been drastically reorganized to make the students’ journey as smooth as possible through one of the most important and most neglected topics in contemporary public administration—information management. Let me briefly elaborate. No public administrator would turn the selection and development of his or her employees over to the human resources director, nor would any agency head accept without any negotiation next year’s funding allocation from the budget director. So why should a public administrator let chief information officers (CIOs) manage their information? Information management concerns every manager—just as much as personnel and budgetary issues.
- Both the content and organization of chapter 12 are new. Take the opening case, “Making It Happen.” The U.S. government has not done badly on “e-government 1.0”—that is, providing its citizens with information—but making the rest happen will be a lot harder. To help appreciate the challenge, this case focuses on Vivek Kundra, who goes, in 2009, from being Washington, DC’s, chief technology officer to the federal government’s first CIO. The chapter also contains new material on security management and a major new section on “The Future of E-Government,” which discusses both rosy scenarios and pessimistic scenarios. The closing case on knowledge management in the U.S. Army has been expanded to cover two new initiatives—one involving the software behind Wikipedia, and the other showing the advantages of building a knowledge management system bottom-up rather than top-down (as is often the case).

This ninth edition retains the innovative features of the eighth and earlier editions. Numerous international examples draw parallels between public administration as it is practiced in the United States and abroad. Throughout, students are put in immediate touch with the real world of public organizations by introducing them not just to abstract ideas but to men and women working in the public sector. Another key feature of the book is the use of diagrams that illustrate how important concepts fit together. This edition also makes extensive use of photographs, cartoons, and maps accompanied by detailed captions that explain how the visual materials relate to chapter topics. These photos and illustrations convey the vividness, immediacy, and concreteness of management in today’s public sector.

## Pedagogical Features

Pedagogical features intended to help students learn and retain the material in *Managing the Public Sector* include the following: First are chapter introductory sections that feature a clear statement of chapter objectives and provide an overview of what is to come. Second are boldfaced key terms that highlight the key concepts students should learn in each

chapter. Third are “Key Points” sections at the end of each chapter, providing a trenchant summary of main points that students should retain—all twelve “Key Points” sections have been rewritten and expanded for this edition.

Fourth, you will also find at the end of each chapter a set of problems and application. Let me briefly explain their role. The philosopher and mathematician, Alfred North Whitehead, once said, “A merely well-informed man is the most useless bore on God’s earth.” He added, “Above all things, we must beware of what I will call ‘inert ideas’—that is to say, ideas that are merely received into the mind without being utilized, or tested, or thrown into fresh combinations.” To battle the pestilence of inert ideas, this new edition retains end-of-chapter “Problem and Applications” sections as well as one case placed at the end of each chapter that are intended to elicit critical, analytical thinking from the reader. These cases and problems provide opportunities for students to apply concepts to real events and to sharpen their diagnostic skills. Each of the “Problems and Applications” sections has been thoroughly updated to reflect new chapter content.

## Ancillaries

Instructors who adopt the ninth edition of *Managing the Public Sector* will be able to use an array of resources contained in the E-Bank Instructor’s Manual/Test Bank written to accompany the text. The IM/TB includes teaching notes for the cases at the end of each chapter, suggested answers to the “Problems and Applications” sections, teaching strategies, and an extensive array of test questions.

A set of PowerPoint slides highlighting chapter topics is available for use in classroom lectures.

## Acknowledgments

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*Grover Starling*

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