

Seventh Edition

Public Administration

An Action Orientation



Robert B. Denhardt
Janet V. Denhardt
Tara A. Blanc

Public Administration

An Action Orientation

Seventh Edition

15226

ROBERT B. DENHARDT
University of Southern California

JANET V. DENHARDT
University of Southern California

TARA A. BLANC
Arizona State University

 **WADSWORTH**
CENGAGE Learning

Australia • Brazil • Mexico • Singapore • Spain • United Kingdom • United States

Copyright 2009 Cengage Learning. All Rights Reserved. May not be copied, scanned, or duplicated, in whole or in part. Due to electronic rights, some third party content may be suppressed from the eBook and/or eChapter(s). Cengage Learning reserves the right to remove additional content at any time if subsequent rights restrictions require it.

**Public Administration: An Action
Orientation, Seventh Edition**

**Robert B. Denhardt, Janet V. Denhardt,
and Tara A. Blanc**

Publisher: Suzanne Jeans

Executive Editor: Carolyn Merrill

Acquiring Sponsoring Editor: Anita Devine

**Development Editor: Michael B. Kopf,
S4Carlisle Publishing Services**

Assistant Editor: Patrick Roach

Media Editor: Laura Hildebrand

Brand Manager: Lydia LeStar

**Marketing Development Manager:
Kyle Zimmerman**

**Rights Acquisitions Specialist:
Jennifer Meyer Dare**

**Art and Design Direction, Production
Management, and Composition:
Cenveo Publisher Services**

Manufacturing Planner: Fola Orekoya

Cover Image: Rachelle Antoinette

© 2014, 2009, 2006, Wadsworth, Cengage Learning
ALL RIGHTS RESERVED. No part of this work covered by the copyright herein may be reproduced, transmitted, stored, or used in any form or by any means graphic, electronic, or mechanical, including photocopying, recording, scanning, digitizing, taping, Web distribution, or information networks, or information storage and retrieval systems, as permitted under Section 107 or 108 of the 1976 United States Copyright Act, without the prior written permission of the publisher.

For product information and technology assistance, contact your
Cengage Learning Customer & Sales Support, 1-800-354-9700
For permission to use material from this text or product, please
submit all requests online at www.cengage.com/permissions
Further permissions questions can be emailed to
permissionrequest@cengage.com.

Library of Congress Control Number: 2012943892

ISBN-13: 978-1-133-93921-4

ISBN-10: 1-133-93921-X

Wadsworth

20 Channel Center Street
Boston, MA 02210
USA

Cengage Learning is a leading provider of customized learning solutions with
office locations around the globe, including Singapore, the United Kingdom,
Australia, Mexico, Brazil and Japan. Locate your local office at
international.cengage.com/region.

Cengage Learning products are represented in Canada by
Nelson Education, Ltd.

For your course and learning solutions, visit www.cengage.com.

Purchase any of our products at your local college store or at our preferred
online store www.cengagebrain.com.

Instructors: Please visit login.cengage.com and log in to access
instructor-specific resources.

CONTENTS

xiv
xvii
xviii

PREFACE

ACKNOWLEDGMENTS
ABOUT THE AUTHORS

CHAPTER 1	PERSONAL ACTION IN PUBLIC ORGANIZATIONS	1
	What Is Public Administration?	2
	Values of Democracy	3
	Contrasting Business and Public Administration	5
	Ambiguity	6
	Pluralistic Decision Making	6
	Visibility	7
	Thinking about Public Administration Today	7
	Publicness	8
	The Global Context	9
	What Do Public Administrators Do?	10
	An Inventory of Public Management Skills	11
	Voices of Public Administrators	13
	Why Study Public Administration?	14
	Preparing for Administrative Positions	16
	Combining Technical and Managerial Training	17
	Interaction of Business and Government	18
	Influencing Public Organizations	19
	Making Things Happen	20
	Issues in Public Administration Theory and Practice	22
	Politics and Administration	22
	Ensuring Accountability	23
	Bureaucracy and Democracy	24
	Efficiency versus Responsiveness	25
	Summary and Action Implications	26
	Study Questions	26
	Cases and Exercises	27
	For Additional Reading	30
	Appendix: Office of Personnel Management List of Core Executive Qualifications	31
CHAPTER 2	THE POLITICAL CONTEXT OF PUBLIC ADMINISTRATION	35
	Administrative Organizations and Executive Leadership	36
	Administrative Organizations	39

The Executive Office of the President	
Cabinet-Level Executive Departments	
Independent Agencies, Regulatory Commissions, and Public Corporations	
Agencies Supporting the Legislature and the Judiciary	
The State Level	
The Local Level	
Cities	
Counties	
Native American Tribes	
Special Purpose Governments	
Nonprofit Organizations and Associations	
Relationships with the Legislative Body	
The Policy Process	
Agenda Setting	
Policy Formulation	
Policy Legitimation	
Policy Implementation	
Policy Evaluation and Change	
Types of Policy	
Regulatory Policy	
Distributive Policy	
Redistributive Policy	
Constituent Policy	
Sources of Bureaucratic Power	
Legislative Supervision: Structural Controls	
Legislative Veto	
Sunset Laws	
Sunshine Laws	
Agency Conduct	
Legislative Supervision: Oversight	
Legislative Supervision: Casework	
Relationships with the Judiciary	
Quasi-Legislative Action	
Quasi-Judicial Action	
Agency Discretion	
Judicial Review	
Concerns for Due Process	
The Courts and Agency Administration	
Summary and Action Implications	
Study Questions	
Cases and Exercises	
For Additional Reading	

CHAPTER 3	THE INTERORGANIZATIONAL CONTEXT OF PUBLIC ADMINISTRATION	79
	The Development of Intergovernmental Relations	82
	Dual Federalism	84
	Cooperative Federalism	85
	Picket-Fence Federalism	86
	The Reagan and First Bush Years	89
	The Clinton Presidency	90
	The Bush Administration	91
	Obama and Federalism	94
	Judicial Influence	96
	The State and Local Perspective	98
	Funding Patterns	98
	Preemptions and Mandates	99
	Preemptions	102
	Mandates	104
	Subnational Relationships	104
	State to State	105
	State to Local	107
	Local to Local	108
	Working with Nongovernmental Organizations	109
	Privatization and Contracting	114
	The Management of Nonprofit Organizations	114
	Operational Leadership	115
	Resource Development	116
	Financial Management	117
	Board Governance	118
	Board-Staff Relations	119
	Advocacy	119
	Summary and Action Implications	120
	Study Questions	121
	Cases and Exercises	121
	For Additional Reading	122
CHAPTER 4	PLANNING, IMPLEMENTATION, AND EVALUATION	123
	Planning	124
	Strategic Planning	125
	Planning for Planning	125
	Organizing for Planning	127
	Steps in Planning	127
	Statement of Mission or Objectives	128
	Environmental Analysis	128
	Assessment of Strengths and Weaknesses	128

Analysis of Organizational Leaders' Values	
Development of Alternative Strategies	
The Logic of Policy Analysis	
Steps in Policy Analysis	
Defining the Problem	
Setting Objectives and Criteria	
Developing Alternatives	
Analyzing Various Policies	
Ranking and Choosing	
Costs and Benefits	
Other Quantitative Techniques	
Implementation	
Organizational Design	
Systems Analysis	
Reengineering	
Evaluation	
Program Evaluation	
Evaluation Designs and Techniques	
Qualitative Techniques	
Quantitative Techniques	
Summary and Action Implications	
Study Questions	
Cases and Exercises	
For Additional Reading	

CHAPTER 5 BUDGETING AND FINANCIAL MANAGEMENT

The Budget as an Instrument of Fiscal Policy	
The Budget as an Instrument of Public Policy	
Where the Money Comes From	
Individual Income Tax	
Corporation Income Tax	
Payroll Taxes	
Sales and Excise Taxes	
Property Taxes	
Other Revenue Sources	
Where the Money Goes	
From Deficits to Surplus and Back	
The Bush Tax Plan	
Obama and Economic Recovery	
State and Local Expenditures	
The Budget as a Managerial Tool	
Budget Formulation	

Budget Approval	172
Budget Execution	174
Audit Phase	176
Approaches to Public Budgeting	176
The Line-Item Budget	177
The Performance Budget	178
Program Budgeting	179
Outcome-Based Budgeting	181
Budgetary Strategies and Political Games	181
Strategies for Program Development	182
Aspects of Financial Management	184
Capital Budgeting	184
Debt Management	186
Risk Management	187
Purchasing	187
Accounting and Related Information Systems	188
Government Accounting	188
Computer-Based Information Systems	190
Summary and Action Implications	191
Study Questions	192
Cases and Exercises	193
For Additional Reading	200

CHAPTER 6 THE MANAGEMENT OF HUMAN RESOURCES	203
Merit Systems in Public Employment	204
Spoils versus Merit	204
The Civil Service Reform Act and Its Aftermath	208
Reinvention and the National Performance Review	210
State and Local Personnel Systems	212
Hiring, Firing, and Things in Between	213
Classification Systems	213
The Recruitment Process	214
Pay Systems	217
Conditions of Employment and Related Matters	218
Sexual Harassment	219
AIDS Policy	220
Workplace Violence	221
Removing Employees	221
Personnel Reform Efforts	222
The Changing Character of Labor-Management Relations	224
Steps in the Bargaining Process	227

- To Strike or Not to Strike
- Unions Redefined
- Correcting Patterns of Discrimination
 - in Public Employment
 - Americans with Disabilities Act
 - Questions of Compliance
 - Affirmative Action and Reverse Discrimination
 - The Glass Ceiling
 - Relations between Political Appointees and Career Executives
- Summary and Action Implications
- Study Questions
- Cases and Exercises
- For Additional Reading

CHAPTER 7 THE ETHICS OF PUBLIC SERVICE

- Approaches to Ethical Deliberation
 - Reasoning, Development, and Action
 - Moral Philosophy
 - Moral Psychology
 - Moral Action
 - Postmodern Ethics
- Issues of Administrative Responsibility
 - The Limits of Administrative Discretion
 - Avenues for Public Participation
 - Transparency in Government
 - The Ethics of Privatization
- Ethical Problems for the Individual
 - Interacting with Elected Officials
 - Following Orders
 - Conflicts of Interest
 - Whistle-Blowing
 - Prohibitions on Political Activities
- Managing Ethics
 - Establishing an Ethical Climate
- Summary and Action Implications
- Study Questions
- Cases and Exercises
- For Additional Reading
- Appendix: Code of Ethics of the American Society for Public Administration (ASPA)

CHAPTER 8 DESIGNING AND MANAGING ORGANIZATIONS	289
The Organizational Context	289
Images of Organizing in the Public and Nonprofit Sectors	291
The Functions of Management	292
The Early Writers: A Concern for Structure	294
Recognizing Human Behavior	298
Two Classic Works	300
The Organization and Its Environment	302
Systems Theory	302
From Political Economy to Organization Development	304
Decision Making in Organizations	305
Organizational Culture, Organizational Learning, and Strategic Management	307
Guidelines for Public Management	313
Postmodern Narratives on Management	315
Postmodernism	315
Issues of Gender and Power	316
Summary and Action Implications	317
Study Questions	318
Cases and Exercises	318
For Additional Reading	319
 CHAPTER 9 LEADERSHIP AND MANAGEMENT SKILLS IN PUBLIC ORGANIZATIONS	 323
Leadership and Power	324
Communication	331
Listening	331
Have a Reason or Purpose	332
Suspend Judgment Initially	332
Resist Distractions	332
Wait before Responding	333
Rephrase What You Listen To in Your Own Words	333
Seek the Important Themes	333
Use the Thinking-Speaking Differential to Reflect and Find Meaning	334
Speaking	334
Writing	335
Delegation and Motivation	336
Delegation	336
Motivation	337
Pay and Job Satisfaction	337
Reinforcement Theory	338
Goal Setting	340

Individual Decision Making	
Group Dynamics	
Advantages of Group Decision Making	
Disadvantages of Group Decision Making	
Interpersonal Dynamics in Groups	
Specialized Techniques for Group Decision Making	
Conflict, Bargaining, and Negotiation	
Summary and Action Implications	
Study Questions	
Cases and Exercises	
For Additional Reading	
Appendix: "Lost on the Moon" Exercise: Answers from NASA Experts	

CHAPTER 10 ADMINISTRATIVE REFORM, PRODUCTIVITY, AND PERFORMANCE

New Public Management, Reinvention, the Management Agenda, and Nonprofit Reform	
The New Public Management	
Reinventing Government	
The Management Agenda	
Nonprofit Management Reform	
The Results of NPM and Reinvention	
Information and Communication Technologies	
Technology and Management Reform	
E-Government and E-Governance	
Performance Measurement	
Implementation Issues in Quality and Productivity	
Steps to Productivity Improvement	
Summary and Action Implications	3
Study Questions	3
Cases and Exercises	3
For Additional Reading	3

CHAPTER 11 OPPORTUNITIES FOR THE FUTURE:

GLOBALIZATION, DEMOCRACY, AND THE NEW PUBLIC SERVICE

The Importance of Public Service	3
Trends in Public Service,	3
Economic Changes and Redefining Government	3
Globalization	39
The Role of Citizens in the Governance Process	39

Ethics and the Imperatives of Good Governance

402

A Final Note

404

Study Questions

405

Cases and Exercises

405

For Additional Reading

406

407

415

Glossary

431

References

Index