

# Contents

171	Dimensions of political culture	171
173	Culture and the internal management of organizations	173
175	Culture and authority	175
181	Culture and motivation	181
185	Summary	185
189	Recruiting public personnel	189
191	Merit versus patronage	191
193	Representative bureaucracy	193
195	Career	195
197	Public versus private employment	197
199	Methods of recruitment	199
202	Education and training	202
202	Job placement	202
202	Career distinctiveness	202
202	Incentive and motivation	202
202	Pay in the public sector	202
X	LIST OF FIGURES	X
XI	LIST OF TABLES	XI
1	<b>1 Public administration and governing</b>	<b>1</b>
3	The modern public sector	3
5	Public spending	5
7	The growth of government	7
8	Entitlements	8
9	Fiscal pressures	9
11	The political process	11
12	Decline of late capitalism	12
13	The public bureaucracy	13
15	Summary	15
15	The growth of administration	15
17	The quantitative growth of public concerns	17
19	The qualitative growth of public concerns	19
20	Institutional weaknesses	20
24	The nature of bureaucratic institutions	24
25	Countertrends in government growth	25
30	Summary	30
33	<b>2 Political culture and public administration</b>	<b>33</b>
36	Administrative culture	36
37	General societal culture	37
39	Impersonal rules and organizations	39
43	Political culture and administration	43

## CONTENTS

Dimensions of political culture	52
Culture and the internal management of organizations	72
Culture and authority	72
Culture and motivation	75
Summary	78
<b>3 Recruiting public personnel</b>	<b>81</b>
Merit versus patronage	82
Representative bureaucracy	85
Caveats	86
Public versus private employment	87
Methods of recruitment	88
Education and training	88
Job placement	92
Career distinctiveness	94
Incentives and motivation	97
Pay in the public sector	102
Methods of recruitment	107
Education	112
Ethnic representativeness	116
Sexual equality	120
Summary	122
<b>4 Problems of administrative structure</b>	<b>125</b>
Germany	126
The United Kingdom	129
France	132
Sweden	135
The United States	137
The structure of administration	139
Organization by area served	140
Organization by process	143
Organization by clientele	149
Organization by purpose	151
Summary	154
Internal organization	155
Variations in internal organization	157
Reorganization	160
Summary	162
<b>5 The politics of bureaucracy</b>	<b>165</b>
Bureaucracy and interest groups	169

Legitimate interactions	171
Networks and communities	173
Patterns of legitimate interaction	175
<i>Clientela</i> relationships	181
<i>Parantela</i> relationships	185
Illegitimate group processes	189
Social movements and the bureaucracy	192
Bureaucracy and political parties	193
<b>6 The bureaucracy and political institutions</b>	<b>195</b>
Bureaucratic government	197
Policy intentions: the agency ideology	198
The availability of "not unworkable" means	200
Competition among agencies	202
The incumbency of positions	204
The possession of managerial skills	205
A high priority given to implementation of policy	207
Summary	210
Strategies in bureaucratic politics	211
The resources of political institutions	213
Bureaucratic ploys	214
Politicians' ploys	221
Summary	228
<b>7 The politics of the budgetary process</b>	<b>231</b>
Basic questions	232
Macro-allocation	232
Micro-allocation	235
Competing bureaucracies	236
The importance of resources	238
Incrementalism in the budgetary process	239
The nature of incrementalism	239
Critiques of incrementalism	240
Pressures toward incrementalism	240
Politics and incrementalism	242
Alternatives to incrementalism	242
Efficient allocation	243
Program budgeting	243
Zero-Base Budgeting	245
Management by Objectives	246
The Public Expenditure Survey	247
Bulk budgeting	248

# CONTENTS

Reactions to stress	249
Cash limits	250
Envelope budgeting	251
Structural budget margin	252
Efficiency	253
Outside evaluations	254
General problems of budgeting	256
Intergovernmental budget control	256
Annual budgets	257
Capital budgeting	258
Coordination of taxation and expenditures	260
Off-budget operations	261
Summary	262
<b>8 The politics of administrative accountability</b>	<b>263</b>
Basic concepts	264
Accountability	265
Ethics and control	265
Dimensions of responsibility	266
Instruments of accountability	270
Organizational methods	271
The market and other external controls	277
Group and public pressures	277
Political methods of control	279
Normative restraints	294
The limits of control	296
The professions	296
Autonomous and semi-autonomous agencies	297
Contracts and third-party government	298
Unions	299
Political structure	299
Culture	300
Non-administration	301
Summary	302
<b>9 Administrative reform</b>	<b>305</b>
Ideas for reform	306
The market	307
Participation	310
Deregulation	312
Flexible government	313
Summary	314

Specific reforms	314
Agencies and deconcentration	314
Personnel management	315
Consumerizing government	316
Accountability	318
The politics of administrative reform	320
Why reform?	320
Conclusion	323
<b>10 The politics of public management</b>	<b>325</b>
The New Public Management	328
Participatory government	333
The second wave of managerial reform	335
Accrual accounting	342
Strategic management	343
E-governance	345
The rest of the world	346
Continuing reforms	347
BIBLIOGRAPHY	349
INDEX	377