Contents

IST	OF FIGURES	,
IST	OF TABLES	×
1	The persistence, growth and change of government	
	and administration	1
	The modern public sector	3
	Public spending	
	The growth of government	3 3 8
	Entitlements	8
	Fiscal pressures	ç
	The political process	11
	Decline of late capitalism	12
	The public bureaucracy	13
	Summary	14
	The growth of administration	1.5
	The quantitative growth of public concerns	16
	The qualitative growth of public concerns	19
	Institutional weaknesses	20
	The nature of bureaucratic institutions	23
	Countertrends in government growth	24
	Summary	29
	Notes	29
2	Political culture and public administration	33
	Administrative culture	35

CONTENTS

	General societal culture Impersonal rules and organizations	36 38
	Political culture and administration	
	Dimensions of political culture	43 50
	· · · · · · · · · · · · · · · · · · ·	70
	Culture and the internal management of organizations	
	Culture and authority	<i>7</i> 1
	Culture and motivation	73
	Summary	77
	Notes	77
3	The recruitment of public administrators	85
	Merit versus patronage	86
	Representative bureaucracy	89
	Caveats	90
	Public versus private employment	91
	Methods of recruitment	92
	Education and training	92
	Job placement	96
	Career distinctiveness	98
	Incentives and motivation	101
	Pay in the public sector	106
	Methods of recruitment	110
	Education	116
	Ethnic representativeness	120
	Sexual equality	123
	Summary	124
	Notes	127
4	Problems of administrative structure	135
	Germany	136
	The United Kingdom	139
	France	143
	Sweden	146
	The United States	148
	The structure of administration	150
	Organization by area served	151
	Organization by process	154
	Organization by clientele	160
	Organization by purpose	162
	Summary	165
	Internal organization	166

	Variations in internal organization Reorganization Summary Notes	168 171 173 174
5	Politics and public administration Bureaucracy and pressure groups	181 185
	Legitimate interactions	18 <i>7</i>
	Networks and communities	189
	Other patterns of legitimate interaction	191
	Clientela relationships	196
	Parantela relationships	200
	Illegitimate group processes	204
	Social movements and the bureaucracy	208
	Bureaucracy and political parties	209
	Summary	210
	Notes	211
6	The politics of bureaucracy	219
	Bureaucratic government	221
	Policy intentions: the agency ideology	221
	The availability of "not unworkable" means	224
	Competition among agencies	226
	The incumbency of positions	227
	The possession of managerial skills	229
	A high priority given to implementation of policy	231
	Summary	233
	Strategies in bureaucratic politics	234
	The resources of bureaucracy	234
	The resources of political institutions	237
	Bureaucratic ploys	238
	Politicians' ploys	244
	Summary	251
	Notes	253
7	Paying for government: the budgetary process	261
	Basic questions	262
	Macro-allocation	262
	Micro-allocation	265
	Competing bureaucracies	266
	The importance of resources	268

CONTENTS

	Incrementalism in the budgetary process	269
	The nature of incrementalism	269
	Critiques of incrementalism	270
	Pressures toward incrementalism	270
	Politics and incrementalism	272
	Alternatives to incrementalism	272
	Program budgeting	273
	Zero-Base Budgeting	275
	Management by Objectives	275
	The Public Expenditure Survey	277
	Bulk budgeting	278
	Reactions to stress	279
	Cash limits	279
	Envelope budgeting	280
	Structural budget margin	281
	Efficiency	283
	Outside evaluations	284
	The return to rationality?	285
	General problems of budgeting	286
	Intergovernmental budget control	286
	Annual budgets	287
	Capital budgeting	288
	Coordination of taxation and expenditures	290
	Off-budget operations	291
	Summary	292
	Notes	293
8	The politics of administrative accountability	299
	Basic concepts	300
	Accountability	300
	Ethics and control	301
	Dimensions of responsibility	302
	Instruments of accountability	306
	Organizational methods	307
	The market and other external controls	312
	Group and public pressures	313
	Political methods of control	315
	Normative restraints	330
	The limits of control	332
	The professions	332
	Autonomous and semi-autonomous agencies	333

	Contracts and third-party government	334
	Unions	335
	Political structure	335
	Culture	336
	Non-administration	337
	Summary	337
	Notes	339
9	Administrative reform	347
	Ideas for reform	348
	The market	349
	Participation	352
	Deregulation	354
	Flexible government	355
	Summary	356
	Specific reforms	356
	Agencies and deconcentration	356
	Personnel management	3 <i>57</i>
	Consumerizing government	358
	Accountability	360
	The politics of administrative reform	362
	Why reform?	362
	Conclusion	366
	Notes	366
10	Public administration in the twenty-first century	3 <i>7</i> 1
	Scarcity and public administration	3 <i>7</i> 3
	Increasing challenges to government and administration	375
	Complexity in administration	377
	Managing in the new millennium	378
	Summary	380
	Notes	380
	. 10.00	200
IND	EX	382