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## Issues in Public Administration

The Machinery of Government and Intergovernmental Relations

# The Machinery of Government

- What is the Machinery of Government?
- The machinery of government consists of all of the structural arrangements adopted by national, state, or local governments to deliver their legally mandated programs and services.

- The true test of government is its aptitude and tendency to produce a good administration.
- The machinery that a government creates to work its will must be judged by the quality of public administration.
- Most of the debate over government is not about fundamentally changing the nature of governing institutions, they are about fine-tuning the machinery.

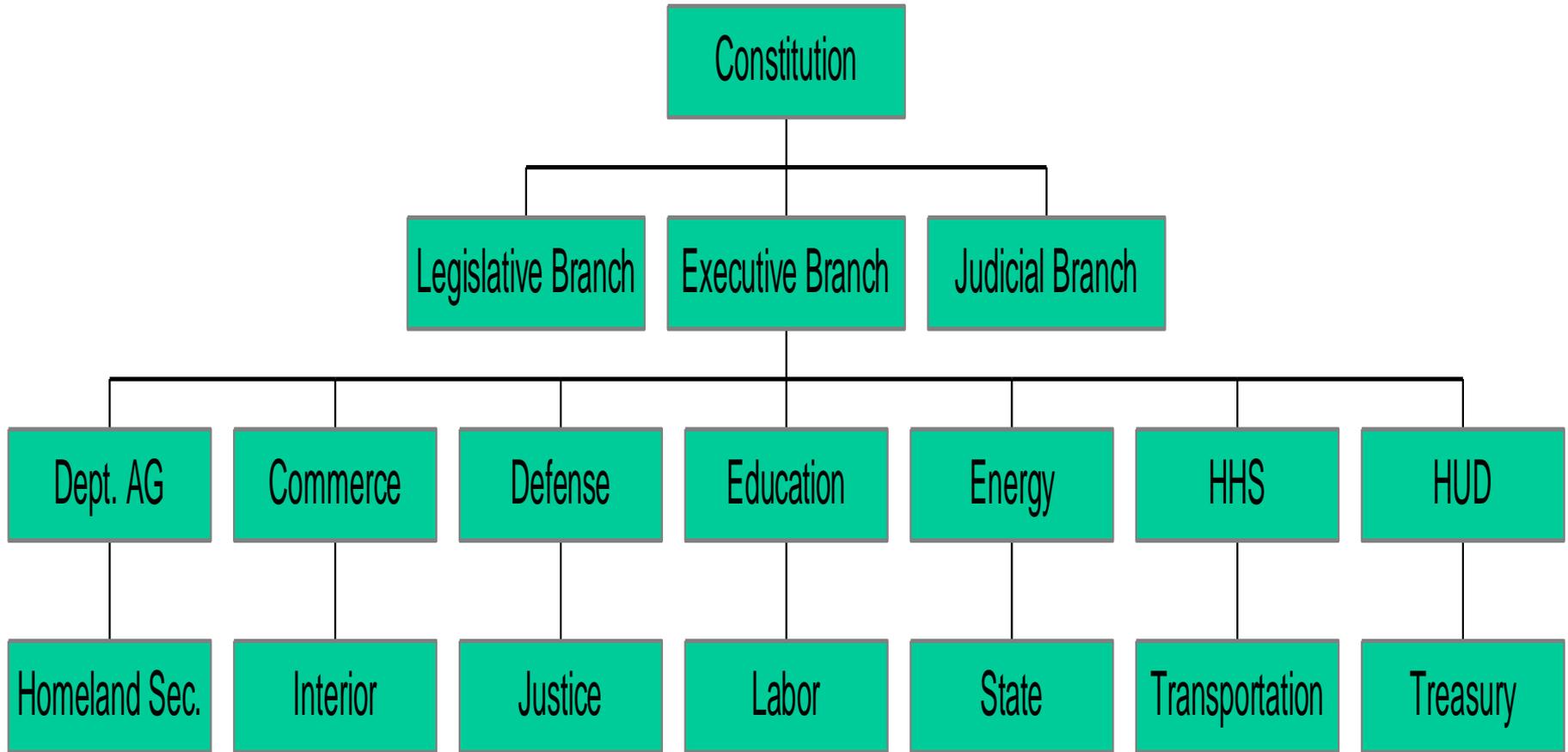
# The Rise and Fall of Governmental Machinery

- Whenever government seeks to address a major issue, it leaves new machinery in its wake.
- They tend to last long and develop constituencies that support their cause

# The Administrative Architecture of the U.S. Government

- The Constitution, with its famous opening words, “We the people,” asserts that the source of its authority is the people as opposed to the states.
- It then assigns powers to the various branches of government and in doing so structures the government. It limits the powers that any branch may have through a system of checks and balances.

# The Machinery of the National Government



# Major Commissions to Reform Federal Bureaucracy

- Brownlow Commission 1936
- First Hoover Commission 1947-1949
- Second Hoover Commission 1953-1955
- Ash Council 1971
- Grace Commission 1982
- National Performance Review 1993

## State and Local Government Machinery

- The machinery of government at the state and local levels parallels the national model with legislative, executive, and judicial branches.
- American sub national governments are individually smaller than the national government but collectively far larger.
- Federal government has about 2.7 million civilian workers and the state and local governments combined exceeds 17 million.

- Governments in the U.S.
- National 1
- State 50
- County 3,043
- Municipal 19,431
- Townships  
16,506
- School Districts 13,522
- Special Districts 35,356
- TOTAL **87,900**

- The primacy of state over local law is the essence of Dillon's rule. The rule outlines criteria developed by state courts to determine the nature and extent granted to local governments

# Levels of Government Machinery

- **State Government** (**Governor Chief Executive of the State**)
- **County Government** (**Basic unit for administrative decentralization of state government**)
  - **County Seat is the capital of the county**
  - **Four forms of county government**
    - **Commission – Commission/Administrator – Council Executive**
- **Municipal Government** (Multiple forms)
- **Mayors – City Council**
- **Towns and Special Districts** (special districts w/in municipal governments)

# Intergovernmental Relations?

- What is intergovernmental relations?
  - It is the relationship between the federal, state and local levels of governments and how programs and services are provided across governmental jurisdictions.
  - Old Federalism (legal concept) Layer Cake
  - New Federalism IGR (pragmatic concept) Marble Cake

# The Evolution of Federal Systems

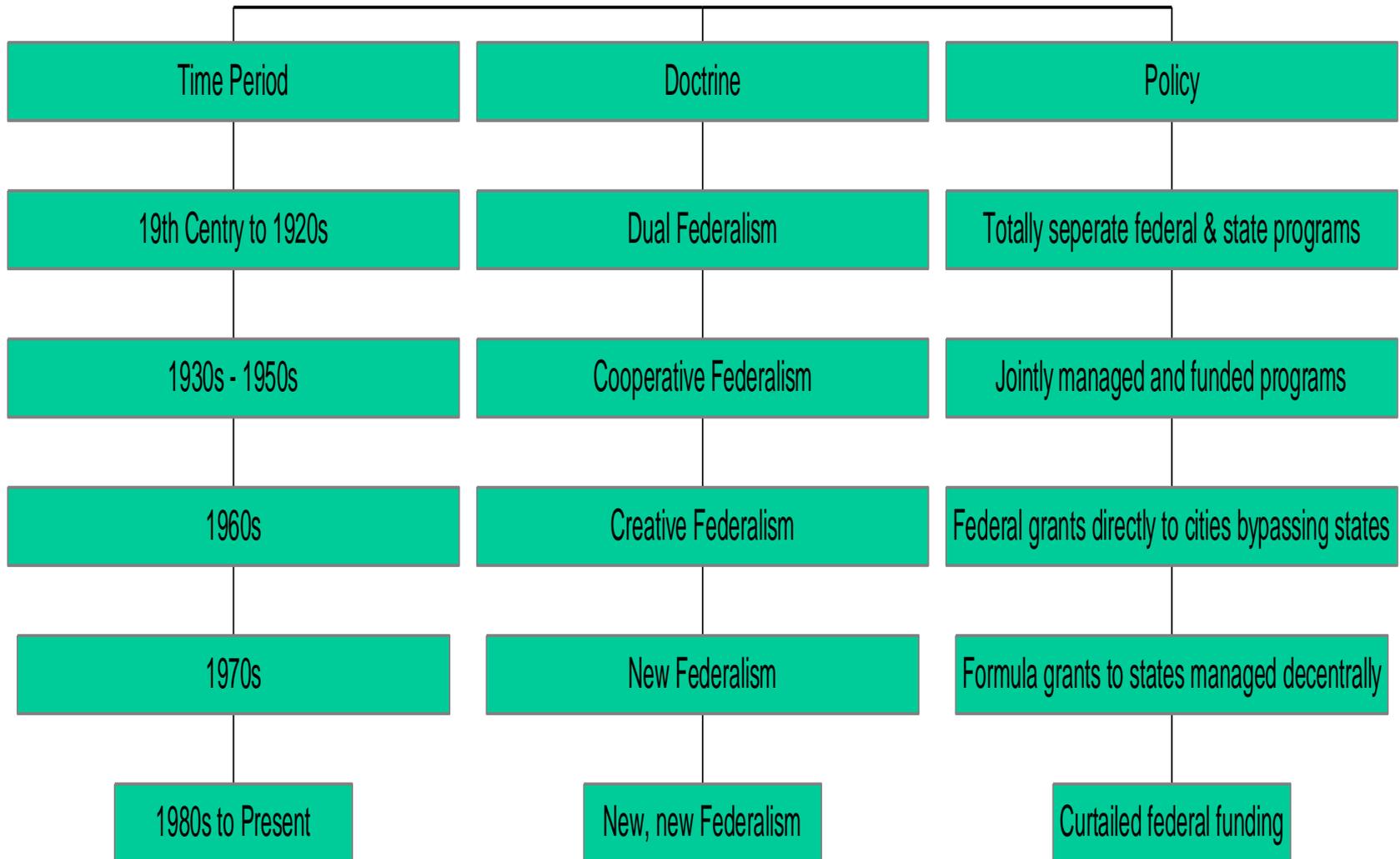
- A true federal system must have the following features:
- A written constitution that divides government powers between the central government and constituent governments
- Each level of government exercise power directly over citizens
- A constitutional distribution of powers that cannot be changed unilaterally by any level of government or by the ordinary people

- The study of IGR embraces how various states cooperate with one another and how various cities and suburbs work together and can be broken into seven (5) different time periods.

# Constitutional Interpretation: From Dual to Cooperative Federalism

- Article 1, Section 8 of the Constitution list what's referred to as **Delegated** or **Enumerated Powers** the national government
- Article 1, Section 10 lists powers forbidden to the states
- The 10 Amendment points out where power not delegated to the national government resides also referred to as **Reserved Powers**

# Structure of Intergovernmental Relations



# From Dual to Cooperative Systems

- **Dual Federalism (Roots in the early republic)**
- Implies a system of separate authorities under which the federal government and the states pursue separate goals and programs without sharing ideas, resources, or technical assistance
  
- **Cooperative Federalism (Roots in the New Deal Era)**
- In contrast, implies a strong sharing of responsibilities and goals by two or more levels of government. This can be federal-state-local or federal-local.

# Cities and the Federal Government

- Throughout most of the history of the United States, intergovernmental relations meant a relationship between the federal government and the states. But in the past 65 years or so the system has seen the rise of a third party, the city.
- Several factors explain this increase
  - The Great Depression
  - Post WWII growth and Increased Urban Problems
  - Population shift and increased voting strength
    - Reapportionment ended Malapportionment (Baker v. Carr)
    - Voting Rights Act of 1965
- The result of which became a new system of Direct Federalism where the Federal Government bypassed the states and began to provide assistance directly to the cities. The direct federal-city relationship grew at a time when states were generally unwilling and unable to provide sufficient assistance to cities in need.

# Fiscal Federalism: The Grant-In-Aid System

- **Grant In Aid System**
  - Money transferred by the federal government to states and local governments to be used for specific purposes, subject to rules and guidelines established by law and administrative regulations
  - Allows states and cities to combat important problems with the financial assistance and technical support of the federal government
  - Cash grants expanded markedly beginning with the New Deal (\$10 million) to \$7 billion in 1960.

# Types of Grants

- **Two Types**
- *Categorical Grants* – are designed for very narrow and specific objectives that Congress determines to be of national interest
  - **Two Forms**
    - Formula (Distributed to all)
    - Project (Competitive)
- *Block Grants* – Allow recipient communities increased discretion as to how to use the federal grant but must remain in the functional area it was assigned for.
- Revenue Sharing- (Supplemental to Categorical & Block Grants) began in 1972 and ended in 1986.

# Continued

- By 1980, federal grant in aid outlays were about \$91billion, representing 16% of the total federal budget outlays and 26% of state budgets (Presidents Nixon, Ford and Carter).
- By 1989, grants in aid were reduced to less than 11% of federal outlays and only 17% of state and federal grants (President Reagan)
- BY the end of the 1990s the percentage was back up to 15% of federal outlays (president Bush (1) and Clinton)

# Advantages and Disadvantages of the Intergovernmental System

## • **Advantages**

- Stimulated states, counties and cities to recognize and act on some more pressing urban issues
- Federal programs assisted the truly needed
- Stimulated local economies
- Federal requirements helped ensure civil rights of minorities at the sub national level

## • **Disadvantages**

- Accountability and control became more complex
- Federal matching requirements helped distort local priorities
- Oversight and reporting has become very complex

# Key Terms and Concepts

- Machinery of Government
- Reforming Federal Bureaucracy
- State and Local Government Machinery
- Levels of Government Machinery
- Delegated powers or enumerated powers
- Tenth Amendment
- Reserve Powers
- Dual Federalism
- Old style federalism
- Intergovernmental relations (new federalism)
- Layer Cake Federalism
- Marble Cake federalism
- Categorical Grants
- Block Grants
- Grants in aid system
- Cooperative Federalism
- Direct Federalism
- Types of Grants