

**PUBLIC ADMINISTRATION REVOLUTIONS IN THE AMERICAN STATES:
A HALF-CENTURY OF EVOLVING ROLES AND RESPONSIBILITIES
AMONG STATE AGENCIES AND ADMINISTRATORS
IN THE FEDERAL SYSTEM***

By

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**TABLES (1-13) and FIGURES (1-4)
to accompany the Upson Lecture**

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TABLE 1

PUBLIC ADMINISTRATION IN THE AMERICAN STATES: THEN (1950) AND NOW (2000)

<u>Administrative Features</u>	<u>Then (1950)</u>	<u>Now (2000)</u>
Size (employment)	Small	Largest
Scope (types of agencies)	Limited	Extensive
Structures (organization)	Rambling	Reorganized
Central Control (coordination, oversight)	Weak	Strong
Status/Significance (policy roles)	Inconsequential	Critical
Quality (education, experience)	Patronage	Professional
Representativeness (diversity)	Exclusive	Diverse
Responsiveness (program changes, actors' influence)	Rigid	Adaptive

Source: Bowling and Wright, (1998) revised.

TABLE 2

Scope and Growth of State Administrative Agencies by Decade (1959-1999)

A. First-Generation Agencies (1950s)

- | | | |
|--|-----------------------------------|---|
| 1. Adjutant General | 20. Higher Education | 38. Revenue |
| 2. Aeronautics | 21. Highway Patrol | 39. Secretary of State |
| 3. Aging | 22. Highways | 40. Securities (Regulation) |
| 4. Agriculture | 23. Insurance | 41. Soil Conservation |
| 5. Alcoholic Beverage Control | 24. Labor | 42. Solid waste (Sanitation) |
| 6. Attorney General | 25. Labor Arbitration & Mediation | 43. Tourism (Advertising) |
| 7. Banking | 26. Library | 44. Treasurer |
| 8. Budgeting | 27. Mining | 45. Unemployment (Compensation) Insurance |
| 9. Child Welfare | 28. Mental Health (& Retardation) | 46. Veterans Affairs |
| 10. Corrections | 29. Motor Vehicles | 47. Vocational Education |
| 11. Education (State School Officer) | 30. Oil & Gas | 48. Water Quality |
| 12. Emergency Management (Civil Defense) | 31. Parks & Recreation | 49. Water Resources |
| 13. Employment Services | 32. Parole | 50. Welfare |
| 14. Fire Marshal | 33. Personnel | 51. Workers' Compensation |
| 15. Fish and Game | 34. Planning | |
| 16. Food (Inspection/Purity) | 35. Post Audit | |
| 17. Forestry | 36. Public Utility Regulation | |
| 18. Geology | 37. Purchasing | |
| 19. Health | | |

B. Second-Generation Agencies (1960s)

- | | | |
|-------------------------|--------------------------------------|---|
| 1. Administration | 7. Criminal Justice Planning | 11. Juvenile Rehabilitation (Delinquency) |
| 2. Air Quality | 8. Economic (Industrial) Development | 12. Law Enforcement (State Police) |
| 3. Commerce | 9. Federal-State Relations | 13. Natural Resources |
| 4. Community Affairs | 10. Highway Safety | |
| 5. Comptroller | | |
| 6. Court Administration | | |

C. Third-Generation Agencies (1970s)

- | | | |
|--|---|-------------------------------|
| 1. Alcohol & Drug Abuse | 11. Fair Employment (Equal Opportunity) | 20. Public Lands |
| 2. Archives | 12. Finance | 21. Railroad |
| 3. Arts Council | 13. Historic Preservation | 22. Savings & Loan |
| 4. Child Labor | 14. Housing Finance | 23. Social Services |
| 5. Civil Rights | 15. Human Resources/Services | 24. State-Local Relations |
| 6. Consumer Affairs (Consumer Protection) | 16. Manpower | 25. Telecommunication |
| 7. Energy Resources | 17. Mass Transit | 26. Transportation |
| 8. Environment (Protection) | 18. Medicaid | 27. Veterinarian |
| 9. Ethics | 19. Occupational Health & Safety | 28. Vocational Rehabilitation |
| 10. Exceptional Children (Special Education) | | 29. Women's Commissions |

D. Fourth-Generation Agencies (1980s)

- | | | |
|-------------------------------|--|-------------------------------|
| 1. Boating Law Administration | 8. International trade | 12. Training and Development |
| 2. Emergency Medical Services | 9. Licensing (Occupational / Professional) | 13. Underground Storage Tanks |
| 3. Employee Relations | 10. Small and Minority Business | 14. Vital Statistics |
| 4. Employee Services | 11. State Fair | 15. Weights and Measures |
| 5. Ground Water Management | | |
| 6. Hazardous Waste | | |
| 7. Horse Racing | | |

E. Fifth-Generations Agencies (1990s)

- | | | |
|-------------------------------|--------------------------|-----------------------------|
| 1. Building Codes | 5. Facilities Management | 8. Lobby Law Administration |
| 2. Child Support Enforcement | 6. Fleet Management | |
| 3. Crime Victims Compensation | 7. Gaming (Regulation) | |
| 4. Developmentally Disabled | | |

F. Emergent Agencies (1990s : Agencies present in 25 or more states, but less than 38)

- | | | |
|---------------------------------|-----------------------------|--------------------------------------|
| 1. Coastal Zone Management (30) | 5. Public Broadcasting (34) | 9. Wellness/Employee Assistance (25) |
| 2. Lottery (37) | 6. Public Defender (37) | |
| 3. Latino Affairs (27) | 7. Public Works (25) | |
| 4. Native American Affairs (35) | 8. Recycling (27) | |

Source: Based on listing in Book of the States, Supplement 2, State Administrative Officials Classified by Functions, Council of State Governments, Lexington, Ky.: 1959, 1969, 1979, 1989, 1999. Agency names are listed if the agency existed in 38 or more states for the respective decades. Agency names/titles vary slightly from decade to decade.

DSW/CLC 11/01/99

TABLE 3

GOVERNMENTAL UNITS, ELECTED OFFICIALS, AND FULL-TIME EQUIVALENT (FTE) EMPLOYMENT IN U.S. STATE AND LOCAL GOVERNMENTS BY TYPE OF GOVERNMENT.

	Number of Governments 1997 ^(a)	Number of Elected Officials 1992 ^(b)	Avg. Elected Officials per Government	FTE Employment in thousands 1997 ^(c)
National government	1	542	542	2,688 ^(d)
State governments	50	18,828	377	3,987
Local governments	87,453	493,830	6	10,227
Counties	3,043	58,818	19	2,181
Municipalities	19,372	135,531	7	2,407
Townships	16,629	126,958	8	293
School districts	13,726	88,434	6	4,763
Special districts	34,683	84,089	2	585
Grand total	87,504	513,200	6	17,003

SOURCES:

^(a) <http://www.census.gov/prod/gc97/gc971-1.pdf>

^(b) U.S. Bureau of the Census, *Popularly Elected Officials*, GC92(1)2, Government Printing Office, 1995; 1997 data on number of elected officials not available.

^(c) <http://www.census.gov/prod/gc97/gc973-2.pdf>

^(d) National data are total full-time and part-time employees from <http://www.census.gov/prod/gc97/gc973-2.pdf>

TABLE 4

TOP-LEVEL STATE ADMINISTRATORS:

FOUR TYPES OF EXECUTIVES

(AGENCY HEADS)

<u>Executive Type</u>	<u>Frequency %</u> (approximate)
POPULAR EXECUTIVE (popular election)	5
POLITICAL EXECUTIVE (governor-appointed)	35
POLICY EXECUTIVE (selection by board, commission, or department head)	40
PROFESSIONAL EXECUTIVE (civil service, merit appointment)	20

TABLE 5

American State Administrators: Personal and Background Characteristics

	1964	1968	1974	1978	1984	1988	1994	1998	1998(a)
N = (approx)	850	725	750	525	450	550	412	370	1175
	(percent)								
Age									
Under 40	13	14	17	22	25	22	7	7	8
40-49	28	29	31	33	33	48	46	40	41
50-59	35	38	33	31	28	28	36	42	40
60 and over	24	19	19	14	14	12	11	11	10
Mean	52	50	50	48	47	48	50	51	50
Median	53	51	50	49	47	46	49	51	51
Gender									
Male	98	95	96	93	89	83	79	81	78
Female	2	5	4	7	11	17	21	19	22
Ethnic Background									
White	98	97	96	92	90	90	89	90	89
African American	1	1	2	2	5	4	6	5	5
American Indian	NA	NA	NA	1	.7	.5	1	.5	.5
Asian	1	2	2	4	3	2	2	2	2
Hispanic	NA	NA	NA	1	2	2	1	1	2
Other/Mixed Race	NA	NA	NA	NA	NA	NA	NA	2	2
Education									
High School or Less	15	7	4	3	2	2	2	1	1
Some College	19	18	13	11	6	7	7	3	4
Bachelor's Degree	25	15	18	15	15	18	17	21	20
Graduate Study	25	16	17	14	14	16	16	15	15
Graduate Degree	40	45	47	56	63	57	58	60	60

(a) The percentages in this column are based on the total number of respondents (c. 1175) to the 1998 survey from 93 state agencies. The percentages reported in the other columns in this table and for all other trend tables for all eight ASAP surveys are based on agency heads responding from 27 agencies that were used consistently from 1964 through 1998.

Source: American State Administrators Project, Odum Institute for Research in Social Science, University of North Carolina at Chapel Hill, 1999

TABLE 6
American State Administrators: Career Patterns

	1964	1968	1974	1978	1984	1988	1994	1998	1998(a)
N = (approx)	850	725	750	525	450	550	412	350	1175
Age at first government position									
			(percent)						
Under 20	3	2	1	2	3	4	1	2	4
20-29	32	32	40	46	48	63	37	47	50
30-39	35	36	32	28	26	20	30	25	23
40-49	19	18	19	16	14	9	21	17	15
50 and over	11	12	9	8	9	4	11	8	8
Median Entry Age	33	33	31	30	29	26	30	31	30
Immediate Prior Position									
Subordinate-Same Agency	28	27	36	43	30	34	36	40	43
Another Agency-Same State	22	19	18	17	23	21	18	20	19
Local Government	11	10	9	7	5	6	7	6	6
National Government	6	4	3	3	6	8	2	3	3
Another State	2	4	4	6	4	3	5	5	6
Other	31	36	30	23	24	29	32	24	24
Position(s) in Number of State Agencies									
One	54	54	58	54	49	48	37	49	53
Two or Three	39	41	35	38	40	42	49	41	38
Four or More	7	5	7	8	11	10	15	10	9
Position(s) in other States									
Yes	8	11	14	16	15	14	15	15	16
No	92	89	86	84	85	85	85	85	84
Years (avg) in:									
State Government	14	14	13	12	12	13	15	15	16
Present Agency	NA	11	10	10	9	9	10	11	12
Present Position	NA	6	5	5	5	5	5	6	6
Immediate(Iy) Prior Position	NA	NA	8	7	7	7	9	9	9

(a) The percentages in this column are based on the total number of respondents (c. 1175) to the 1998 survey from 93 state agencies. The percentages reported in the other columns in this table and for all other trend tables for all eight ASAP surveys are based on agency heads responding from 27 agencies that were used consistently from 1964 through 1998.

Source: American State Administrators Project, Odum Institute for Research in Social Science, University of North Carolina at Chapel Hill, 1999

TABLE 7**American State Administrators: Agency Actions and Activities**

	1964	1968	1974	1978	1984	1988	1994	1998	1998(a)
N = (approx)	850	725	750	525	450	550	412	370	1175
Hours Worked (per week)									
Mean	NA	NA	52	53	51	53	53	53	52
Percentage of Time Spent on:									
Internal Management	53	50	49	56	51	51	50	50	49
Policy Development	27	29	29	23	25	26	25	26	25
Public Support	19	21	21	21	24	22	21	24	26
Daily or Weekly Contact with:									
Governor			29	30	24	24	26	21	15
Governor's Staff			NA	55	44	63	57	54	45
Legislators			61	55	44	54	52	42	38
Legislative Staff			NA	49	45	49	46	38	37
Personnel from Other Agencies			89	81	80	80	75	69	71
Clientele Groups			89	83	76	86	65	61	66
Citizens			87	77	65	77	66	72	72
Federal Aid:									
Receipt and Dependency									
Agency Receives Federal Aid	33	48	57	69	60	58	61	59	74
Federal Aid is 50 Percent or More of Budget	9	13	13	14	12	13	13	23	36

(a) The percentages in this column are based on the total number of respondents (c. 1175) to the 1998 survey from 93 state agencies. The percentages reported in the other columns in this table and for all other trend tables for all eight ASAP surveys are based on agency heads responding from 27 agencies that were used consistently from 1964 through 1998.

Source: American State Administrators Project, Odum Institute for Research in Social Science, University of North Carolina at Chapel Hill, 1999

TABLE 8

STATE ADMINISTRATIVE AGENCIES GUBERNATORIAL VS. LEGISLATIVE INFLUENCE

Questions	Response		
	Governor	Legislature	Each the Same
	(percentages)		
1. Who exercises the greater control and oversight over your agency?			
1964	33	44	23
1968	38	37	25
1974	48	26	26
1978	42	36	22
1984	42	35	23
1988	45	33	22
1994	48	31	21
1998	49	27	24
2. Who exercises the more detailed review of agency budget requests?			
1964	*	*	*
1968	*	*	*
1974	36	32	32
1978	37	33	30
1984	31	35	34
1988	35	30	35
1994	32	31	37
1998	35	26	39
3. Who has the greater tendency to reduce your budget requests?			
1964	*	*	*
1968	*	*	*
1974	32	44	24
1978	*	*	*
1984	36	44	20
1988	40	37	23
1994	39	37	24
1998	39	35	26

*Identical question not asked in this year.

Source: Deil S. Wright, from the data files of the American State Administrators Project, Howard W. Odum Institute for Research in Social Science, University of North Carolina, Chapel Hill, NC 27599-3355. 1999.

TABLE 9

Actual and Preferred Influence of State
Policy Actors: Assessments by State
Agency Administrators, 1984 and 1994

Actor	Mean Scores			
	Actual Influence		Preferred Influence	
	1984	1994	1984	1994
Governor	2.9	3.1	3.1	3.2
Legislators	3.0	3.1	2.8	2.8
Clientele groups	2.3	2.4	2.5	2.6
State courts	2.0	1.6	1.7	1.6
Professional associations	1.8	1.9	2.0	2.0
Citizens-at-large	1.7	1.9	2.4	2.5
News media	(N/A)	1.8	(N/A)	1.4
Agency employees	2.6	2.8	2.8	3.1
Agency head (respondent)	3.5	3.4	3.6	3.5

Source: ASAP surveys (Wright 1996).

N = 1,193 in 1984; 1,229 in 1994.

TABLE 10

**Administrative Growth Postures
American State Administrators (Agency Heads)
Expansionist Preferences: 1964-1998**

Growth Postures	Year							
	1964	1968	1974	1978	1984	1988	1994	1998
	<i>(percentages)</i>							
Altruist (statesman)*	5	5	3	1	4	7	4	5
Abider (Conservator)	20	15	14	24	21	17	20	24
Advocate (Advocate)	13	10	12	31	12	14	16	15
Aggrandizer								
Low** (Climber)	21	21	16	12	23	24	22	23
High*** (Zealot)	41	49	54	32	40	38	38	33
Total	100	100	100	100	100	100	100	100

**Designations in parentheses indicate types of officials as identified by Anthony Downs, Inside Bureaucracy (1967)*

***Prefers expansion of own agency up to 10%.*

****Prefers expansion of own agency of 10% or more.*

TABLE 11

Extent of Change and Initiators of Changes in State Administrative Agencies' Program Priorities, 1978-1998

	1978	1984	1988	1994	1998
	(percentages)				
<i>Extent of Change</i>^a					
<i>None</i>	2	2	2	2	2
<i>Minor</i>	18	21	21	20	22
<i>Moderate</i>	40	42	42	42	47
<i>Major</i>	40	35	34	37	30
<i>(N=)</i>	(1,371)	(1,110)	(1,429)	(1,211)	(1,161)
 <i>Initiators of Change</i>^b					
<i>Governor</i>	41	47	53	55	55
<i>Legislators</i>	57	58	59	65	61
<i>Agency Staff</i>	71	64	67	61	64
<i>Clientele Groups</i>	29	27	30	34	39
<i>National Officials</i>	38	31	32	28	27
<i>Local Officials</i>	13	8	11	10	12
<i>(N=)</i>	(1,341)	(1,105)	(1,370)	(1,226)	(1,178)

^a *Question* : Within the past four years what changes or shifts have taken place in the ordering of priorities among programs within your agency?

^b *Question* : Were any shifts in program priorities the result of policy initiatives or actions originated by any of the following? (Check wherever applicable)

Note: Because of rounding the percentages may not add to 100.

Source: Deil S. Wright, American State Administrators Project (ASAP) Surveys,

Odum Institute of Research in Social Science, University of North Carolina at Chapel Hill, NC

TABLE 12

Extent and Evaluation of Administrative Reform in the American States, 1994 and 1998: Impact of Reform Efforts on State Administrative Agencies

	1994	1998
	(Percentages)	
<i>Did the State Experience Reform?</i>	64	75
Yes	33	20
No	3	6
Don't Know	(1166)	(1152)
(N=)		
<i>Evaluation of Reform Results</i>		
Poor	16	15
Fair	41	44
Good	38	34
Excellent	5	7
(N=)	(710)	(854)
<i>Did the Reform Affect Your Agency?</i>		
Yes	75	75
No	22	24
Don't Know	3	2
(N=)	(723)	(859)
<i>Evaluation of Impact on Your Agency</i>		
Poor	12	16
Fair	33	32
Good	46	42
Excellent	10	11
(N=)	(697)	(639)

*Percentages may not add to 100 because of rounding.

Source: Deil S. Wright, American State Administrators Project (ASAP) Surveys,
Odum Institute of Research in Social Science, University of North Carolina at Chapel Hill, NC

TABLE 13

Reinventing Government Features In American State Administrative Agencies, 1994 and 1998: Extent of Implementation

Reinvention Feature	Fully Implemented Percentage*		Partially or Fully Implemented Percentage**	
	1994	1998	1994	1998
<i>Strategic planning to produce clear mission statement</i>	39	50	79	87
<i>Training programs to improve customer service</i>	20	29	82	83
<i>Quality improvement programs to empower employees</i>	17	23	77	79
<i>Reduction in hierarchical levels</i>	17	21	39	44
<i>Benchmarks for measuring outcomes</i>	14	24	62	73
<i>Decentralization of decision making</i>	12	18	55	60
<i>Systems for measuring customer satisfaction</i>	12	19	52	64
<i>Greater discretion in procurement</i>	7	13	36	44
<i>Greater discretion to carry over funds</i>	5	8	21	22
<i>Privatization of major programs</i>	5	7	23	24
<i>Simplification of human resource rules</i>	5	7	29	34
(N=)	(1135)	(1075)	(1135)	(1075)

* Percentage of agency heads who indicated that the feature is fully implemented.

** Percentage of agency heads who indicated that the feature is either partially or fully implemented.

Source: Deil S. Wright, American State Administrators Project (ASAP) Surveys,

Odum Institute of Research in Social Science, University of North Carolina at Chapel Hill, NC

FIGURE 1

**Governments in the United States:
Systems and Structures**

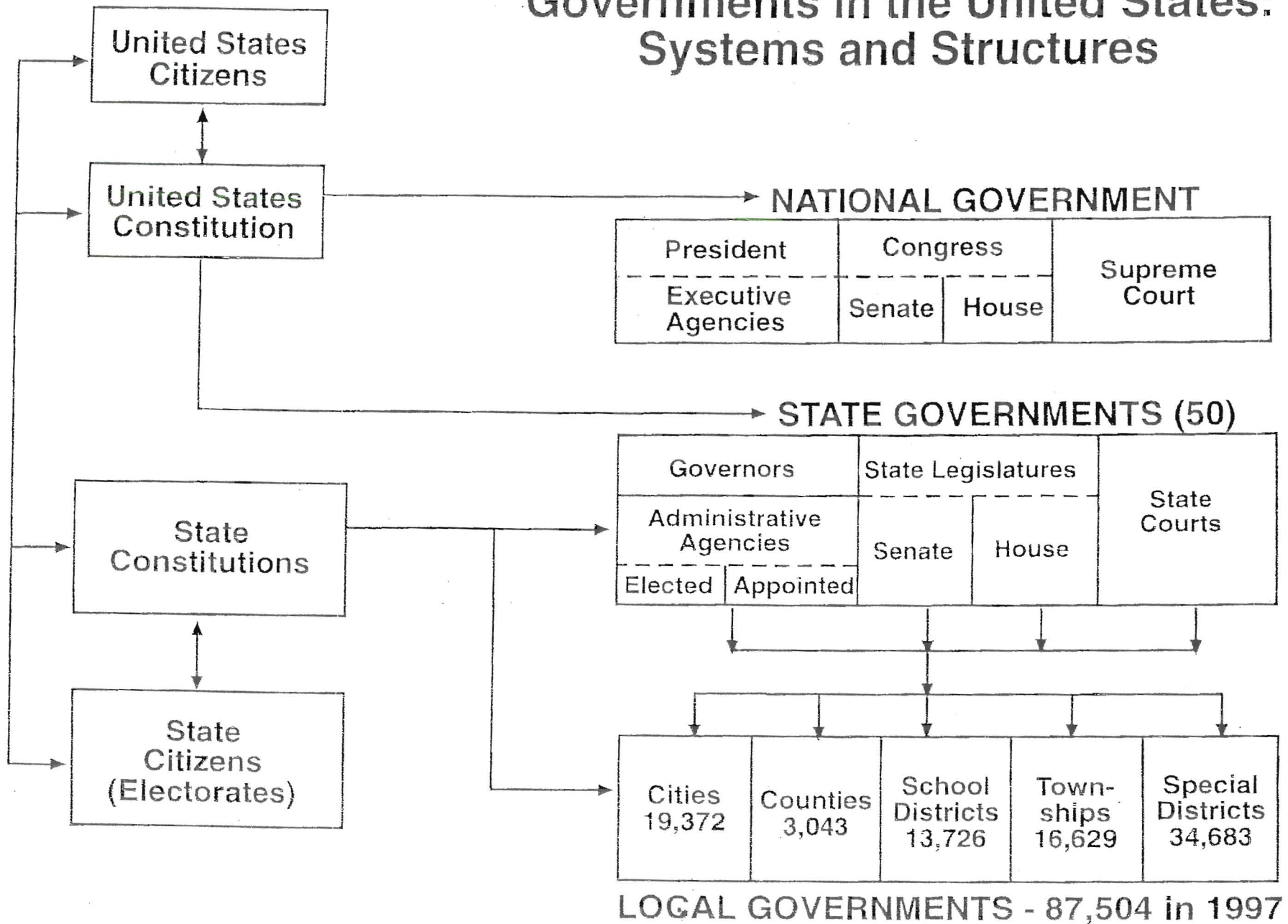


FIGURE 2

Total Civilian Public Employment by Level of Government, 1951-1995

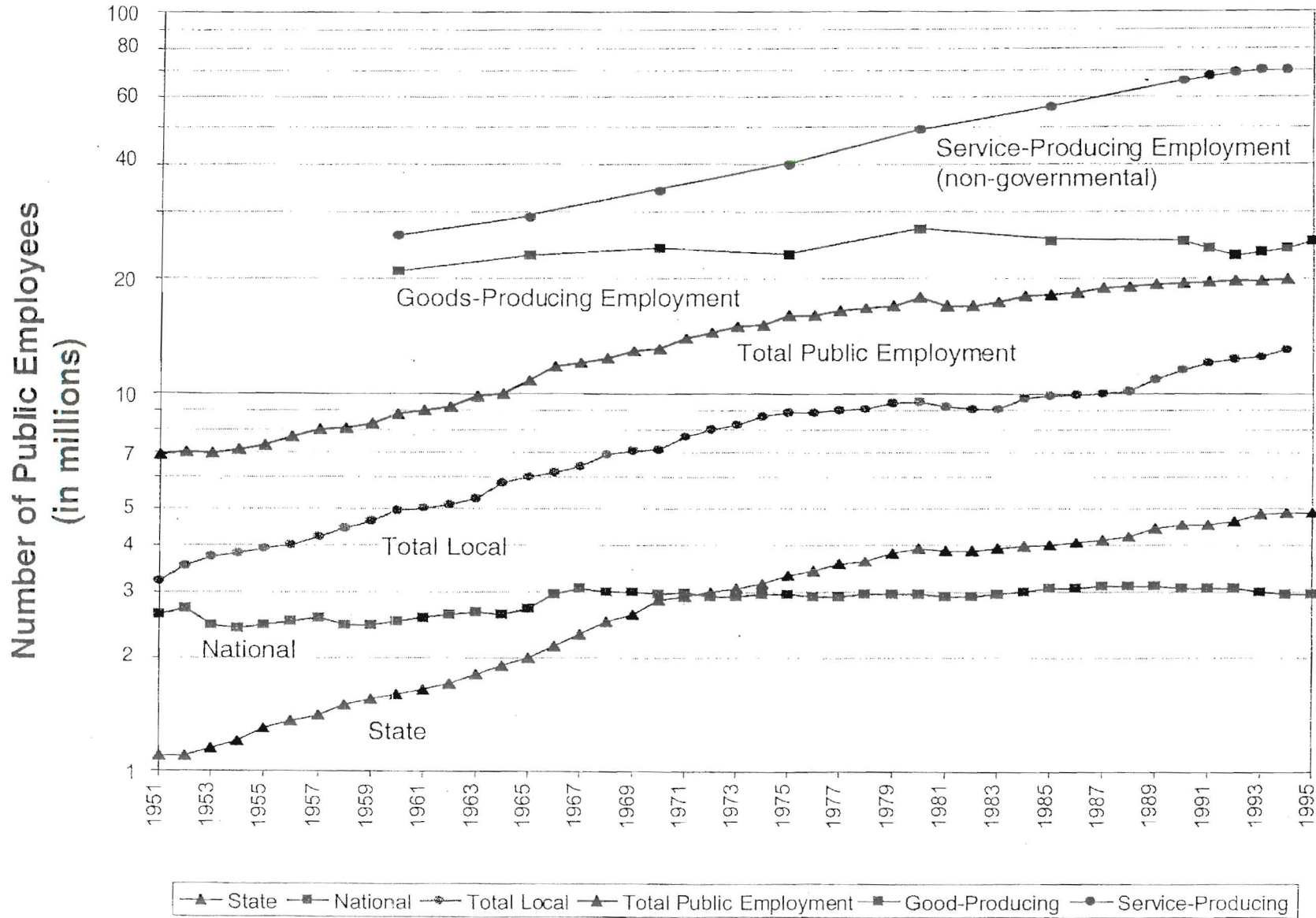
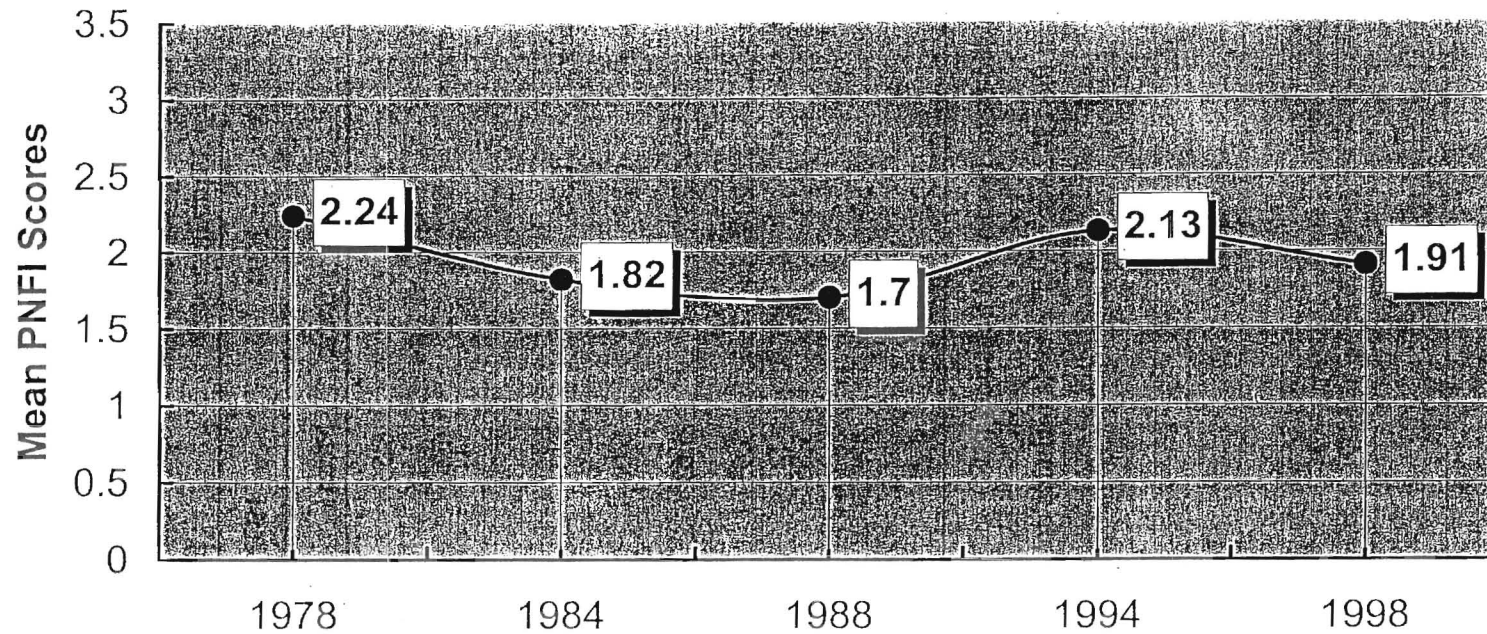


FIGURE 3

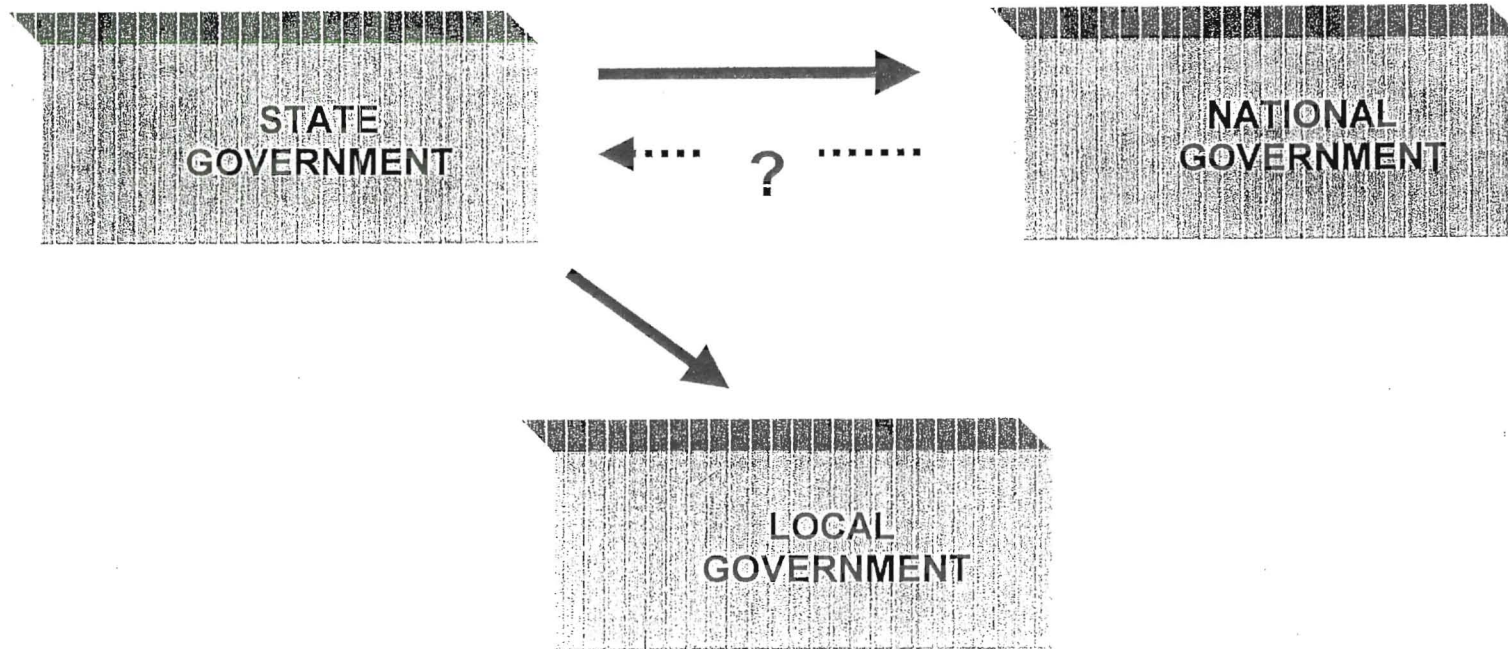
Index of State Agency Heads' Perceptions of National Fiscal Influence, 1978-1998



Source: Chung-Lae Cho and Deil S. Wright, "Managing Carrots and Sticks: Changes in State Administrators' Perceptions of Cooperative and Coercive Federalism During the 1990s," *Publius: The Journal of Federalism* 31:2 (Spring 2001), 57-80.

FIGURE 4

Directions of Granger Causality Relationships
Among National, State and Local Government Employment Levels, 1950-1997*



*Arrows indicate direction of causal relationships

Source: John Bohte and Kenneth J. Meier, "The Marble Cake: Introducing Federalism to the Government Growth Equation," *Publius*, 30 (Summer 2000):35-46