TENTH EDITION

PUBLIC ADMINISTRATION AND PUBLIC AFFAIRS

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Pearson
Prentice Hall

Upper Saddle River, New Jersey 07458
To my late father, Samuel Houston Henry, whose elegance, integrity, and love lit my life.
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Public administration. The words conjure nightmares of green eyeshades; faceless, pitiless, and powerful bureaucrats; and a misdirected, perhaps misanthropic, governmental juggernaut crushing all who question it.

Public affairs. The phrase connotes visions of fearless and free debate; ennobling social missions; and the surging sweep of civic life.

For both public administration and public affairs, the reality lies somewhere in between. Public administration always has been and always will be the grubbing, tedious execution of public policies, but it also always has been and always will be an endeavor of high drama and colossal consequences. Public affairs always has been and always will be the ultimate and finest expression of democracy, but it also always has been and always will be a demeaning chore of cutting sleazy deals and micromanaging corrupt and rapacious special interests.

We entitle this book *Public Administration and Public Affairs*, because it examines the realities underlying the stereotypes that are brought out by both phrases. *Public Administration and Public Affairs* is, at root, about the public interest. It explains both the means used to fulfill the public interest and the human panoply that is the public interest.

The tenth edition of a book is always worthy of note, if, for no other reason, because its editions have entered into the double digits. With this edition, *Public Administration and Public Affairs* enters that happy realm. We think that it has done so principally because it simply keeps up with the tumultuous world of public administration and public affairs (a variation, perhaps, of Woody Allen’s observation that much of success is due to simply showing up), and it reports that tumult in a reasonably engaging manner.

Over the preceding three decades or so, *Public Administration and Public Affairs*, despite its clear orientation toward U.S. readers, has been translated and published in Chinese, Japanese, Romanian, and portions of it in Spanish. There is also an Indian edition and other national editions in English.

We relate this polyglot publishing history to demonstrate that, with accelerating appreciation, public administration is seen around the globe as central to “good government,” and good government is seen by the world’s people as central to the good life. As with its preceding editions, the tenth edition of *Public Administration and Public Affairs* portrays a discipline and a profession that are increasingly recognized by all citizens in all nations as vital to their lives, their liberty, and their pursuit of happiness.

Readers of past editions of this book will notice far more heads and subheads in the tenth
Preface

edition. We think that they help clarify discus-
sions and organize concepts more crisply.
Past users will also find a trove of new mater-
ial. In fact, the tenth edition is the most thoroughly
revised edition yet. Some of the new, seriously
revised, or significantly expanded discussions in
this edition are listed in rough order of their
appearance, as follows:

• The resurrection of the “Good Government”
movement.
• Vernon, California: A case of unconstrained
public administration.
• Americans’ experiences with their public admin-
istrators.
• Knowledge management, and the importance of
the bureaucrat in assuring that public policy is
made with full and accurate information.
• The introduction of a new paradigm of public
administration: Paradigm 6, Governance. After
more than three decades of new editions, this
is the first time that a new paradigm has been
added.
• The decline of government as the employer of
choice for public administrators, and the rise of
the independent sector.
• The rise of networked public administration.
• Motivator factors in organizations.
• The moral significance of organizations in society.
• “Who Must Be Sacrificed?” in organizations.
• “Social Tests” for organizations.
• An expanded treatment of organizational
intelligence.
• New case studies of organizational dynamics,
including examples drawn from the American
experience in Iraq.
• New case studies of “groupthink” in organiza-
tional decision making.
• How public organizations change and adapt.
• Dramatic new figures illustrating the splintered
accountability, bureaucratization, and red tape
that are endemic to the public sector.
• A new section on the “stopping power” of the
bureaucrat.
• The irony and the failure of governmental reorga-
nization.
• The differing behavior of boards of directors in
the public, private, and nonprofit sectors.
• The penetrating impact of the environment on the
public agency.
• Why governments resist change.
• The unique behavior of nonprofit organizations.
• Differences in leadership behavior, and the
different meanings of successful leadership, in
the public and private sectors.
• New insights and examples on the problems of pri-
vacy versus policy in public information systems.
• What happens when data matching fails? The case
of a child predator.
• The USA Patriot Act of 2002, the Real ID Act of
2005, and privacy officers.
• New trends in computer hacking and databank
security.
• Governments’ progress and failure in the manage-
ment of information technology.
• The pervasive and beneficial impact of electronic
government.
• A significantly expanded treatment of political
corruption, including new examples drawn from
the New York City schools, Alabama local
government, the Pentagon, and school districts.
• The useful role that performance measures and
program evaluations play in detecting corrup-
tion, and their limited usefulness in eradicating
corruption.
• The New Public Management as public adminis-
tration’s latest iteration of the historic public
productivity movement.
• Governments’ response to Hurricane Katrina as a
compelling example of why the New Public
Management is needed and relevant.
• Performance measurement and public program
evaluation.
• A major and important addition is that of public
finance, which provides wholly new and exten-
sive material on the price that Americans are
willing to pay for their governments; govern-
ments’ use of general and special funds; the
income, sales, property, and other taxes; other
sources of governmental revenues; what policy
areas that each level of government spends its
money on; tax reform; Social Security and
Medicare; the future of Social Security; inter-
governmental revenue and own source revenue;
the role of the federal government in the national
economy; supply side economics; fiscal and
monetary policies; and federal tax cuts, borrow-
ing, deficits, debt, and surpluses.
• New examples of how agencies acquire budgets
from legislatures.
• The deepening crisis in the traditional merit
system, and governments’ slow abandonment of
the merit principle.
• The reform of public human resource management.
• Public pay and job security in comparison to the private sector.
• Political executives and the newly understood and vital role that governmental experience plays in agency performance.
• The politicization of the Federal Emergency Management Agency, and its collapse during Hurricane Katrina.
• Governments’ move toward pay for performance.
• The latest Supreme Court rulings on affirmative action.
• Facts about cultural and sexual bias in testing.
• The progress of public employees of color, women, and older or disabled Americans in securing jobs and promotions in governments.
• Strategic planning and scenario planning in governments.
• The selling of public assets.
• Trends in federal privatization, including new directions set by the Federal Activities Inventory Act, the rise of competitive sourcing and federal service contracts, and new information about federal privatization personnel.
• Lobbyland: The rise of lobbying, special interests, revolving doors, and big money.
• New cases in federal contracting incompetence, including contractors in Iraq, among other examples.
• New privatization developments in the states.
• Twenty-year trends of local governments contracting with private companies, nonprofit organizations, and other governments to implement public policy.
• Characteristics of local governments that privatize services.
• Business is not necessarily better: The case for competition in improving governmental performance.
• Public authorities and special districts, their differences and similarities.
• Public enterprises, government corporations, government-sponsored enterprises, and other quasi governments.
• Financial fears and government-sponsored enterprises
• The independent sector and its role in governance.
• The ups and downs of federal fiscal support for states and communities.
• The flypaper effect of intergovernmental grants.
• Interstate compacts, multistate legal action, and uniform state laws.

Also revised in the tenth edition are the five extensive appendices that have made Public Administration and Public Affairs a useful reference work for students, professors, and professionals alike.

Appendix A lists information sources, journals, and organizations by subfield. It is designed to facilitate the reader’s ability to identify resources that are available in his or her particular area of interest and draws its listing of information sources, journals, and organizations from the three more extensive appendices (that is, Appendices B, C, and D) that follow.

Appendix B lists and annotates bibliographies, encyclopedias, dictionaries, and directories in public administration and related fields. Library of Congress call numbers are included for the user’s convenience.

Appendix C is an expanded list of selected journals and periodicals that are relevant to public administration. As with Appendix B, Appendix C features Library of Congress call numbers, as well as brief explanations of the publications listed.

Appendix D lists selected academic, professional, and public interest organizations. It includes their Web sites and descriptions of what they do.

Appendix E explains what kinds of jobs are available in the public and nonprofit sectors, how to get them, and the salaries that one might expect. Appendix E is significantly expanded and lists numerous new Web sites for tracking down scholarships, internships, and positions in public administration and independent associations. Advice on acquiring an M.P.A., how to network and interview, and writing one’s résumé is also provided, along with a sample résumé.

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Acknowledgments

In the first edition of this book, I stated that I owed an intellectual debt to at least three of my teachers, Lynton Keith Caldwell, Jack T. Johnson, and York Y. Wilbern. I still owe my teachers an intellectual debt. Although it has been some time since I sat in their classrooms, their impact has waxed, not waned, over the years.

The earliest of these unique teachers, Jack Johnson, passed away some time ago. His impact on me was formative, and his advice and friendship are deeply missed.

I have since added a fourth person to this small circle: Frank J. Sackton. Professor Sackton (also Lieutenant General Sackton, retired) introduced me to the classroom of the practical world during the dozen years that I spent at Arizona State University. It was a rare education indeed, and one that I shall always treasure.

I am indebted to my editor at Prentice Hall, Rob DeGeorge, for his insightful advice and unflagging help. I am indebted to my editor at Prentice Hall, Rob DeGeorge, for his insightful advice and unflagging help, and to my production editor, Sowmya Balaraman, for her sharp eyes.

I also am indebted to my colleagues, students, and the book’s reviewers who have had such a constructive influence on the continuing evolution of Public Administration and Public Affairs.

The following reviewers provided valuable suggestions: Mary Ellen Balchunis-Harris, LaSalle University; and Naim Kapucu, University of Central Florida.

As always, my wife, Muriel, and my children, Adrienne and Miles, and their spouses, Kevin and Anna, provided the deepest level of support. The book is for them, my mother and departed father, and, much to my gratification, my grandchildren, Callum, Margaret, and Charlotte, but this edition is dedicated my late father. This one’s for you, Pop.

Nicholas Henry