

# HANDBOOK OF PUBLIC ADMINISTRATION

James L. Perry,  
Editor



# Handbook of Public Administration



Jossey-Bass Publishers  
San Francisco • Oxford • 1990

HANDBOOK OF PUBLIC ADMINISTRATION  
by James L. Perry, Editor

Copyright © 1989 by: Jossey-Bass Inc., Publishers  
350 Sansome Street  
San Francisco, California 94104  
&  
Jossey-Bass Limited  
Headington Hill Hall  
Oxford OX3 0BW

Copyright under International, Pan American, and  
Universal Copyright Conventions. All rights  
reserved. No part of this book may be reproduced  
in any form—except for brief quotation (not to  
exceed 1,000 words) in a review or professional  
work—without permission in writing from the publishers.

**Library of Congress Cataloging-in-Publication Data**

Handbook of public administration.

(The Jossey-Bass public administration  
series)

Bibliography: p.

Includes indexes.

1. Public administration. I. Perry,

James L. II. Series.

JF1351.H276 1989 350 88-46078

ISBN 1-55542-128-8 (alk. paper)

Manufactured in the United States of America

The paper in this book meets the guidelines for  
permanence and durability of the Committee on  
Production Guidelines for Book Longevity of the  
Council on Library Resources.

JACKET DESIGN BY WILLI BAUM

**FIRST EDITION**

*First printing: March 1989*

*Second Printing: April 1990*

*Code 8901*



# Preface

Governmental activity has grown enormously since the turn of the century, when public administration first became recognized as a field for research and practice. Since that time the missions of government and, concomitantly, the knowledge and skills to accomplish them have evolved significantly in scope and complexity. These changes pose tremendous challenges to the institutions and individuals charged with administering public programs and services. There is little margin for failure. The vitality of our civic life and the legitimacy of our political institutions hinge on how well public administrators are able to respond to these challenges.

The obstacles public administrators face in rising to the challenges of modern government are substantial. Many public administrators come to their positions without formal administrative and managerial training. They achieve responsibility because of their excellence in such other professional fields as engineering, law, social work, and education. They confront dual obstacles to their effectiveness; they need both to develop new skills and to adapt to new performance expectations. Even individuals with formal training in public administration face the prospect of falling short of the demands imposed on them because of the broad range of skills necessary for effective performance and the persistence of changes in their environment.

## Intended Audience

The *Handbook of Public Administration* is intended to help public administrators cope with the many challenges facing them and to update or fill gaps in their knowledge base. Written by public administration experts from all areas of the field—law, politics, public policy, finance, personnel, operations, and others—it is designed to meet the needs of the range of pro-

professionals who work in government or who interact with public agencies. The handbook is intended to help public administrators act effectively in accomplishing their delegated missions.

The *Handbook of Public Administration* is unique in the recent history of public administration. It is a detailed overview of the field, grounded in both research and theory, written for public administration professionals. Its forty-three chapters cover a broad range of problems and situations that confront public administrators at all levels of government and in all types of services. These situations and problems are carefully analyzed in light of research, theory, and administrative experience. Each chapter offers a guide to effective practice, as well as some ideas about how to improve performance. But the handbook is more than a “how to” book; it is also a “how do we know it” book. Each of the chapters places professional practice in the context of relevant research and theory. Because the chapters are grounded in theory and research, readers should find the material useful not only for handling current problems but also for grappling with new situations.

The handbook offers a unified picture of public administration. Public administration is legitimately recognized as a diverse field, encompassing many different administrative roles, occupational specialties, policy arenas, and levels of government. This fragmentation has often masked both the high degree of overlap among these subareas and the relevance of each to effective practice in public administration. The *Handbook of Public Administration* illustrates that effective public administration is built on many disciplines. It emphasizes the mutual dependence of many perspectives for healthy public service.

The handbook provides a vehicle for communicating the accumulated body of knowledge about public administration to people with varying degrees of responsibility and levels of experience. It is directed to line administrators—public sector executives, managers, and supervisors—who are accountable for the success of public programs and the productivity of public services. It is also directed to staff personnel, including policy, personnel, and financial analysts, who may be responsible for evaluating administrative performance, assessing human resource requirements, or preparing annual budgets. The handbook should be helpful to judicial and legislative staff, oversight bodies, corporate public affairs personnel, and public interest groups concerned about obtaining a better understanding of the activities and requirements of administrative effectiveness. Finally, because the handbook conveys the accumulated body of knowledge about public administration, it is a valuable resource for faculty and students involved in degree and certificate programs in public administration. In short, the audience for this handbook is anyone who works in public administration or is interested in the field.

### Overview of the Contents

The contributors, selected for their expertise and professional experience, have prepared original chapters on many facets of public admin-

istration. The book is organized into eight parts, representing domains of knowledge and practice essential to effective public administration. Readers can proceed sequentially through the book for an overview of the entire field or can turn to individual parts or chapters for information on specific areas or topics. Each chapter brings fresh insights to familiar problems or situations.

Part One, "Public Administration in a New Era," looks at the changing context of public administration and the challenges it poses to today's public administrator. The changes currently affecting government have been characterized as megatrends, but, regardless of their magnitude, they bring forth new challenges and require novel adaptations. The authors examine the character of these challenges at the federal, state, and local levels. They also examine the implications of the explosion of science and technology, shifting social and demographic trends, and global interdependence.

Part Two, "Effective Administrative and Organizational Systems," focuses on broad issues of governance and effectiveness in administrative and organizational systems. Administrative accountability, responsiveness, and effectiveness are influenced by administrative arrangements, just as they are by the quality of the people who serve. The authors show how laws and institutions shape administrative behavior and thereby promote major governance goals. They also identify means for managing intergovernmental and strategic processes and for designing effective organizational systems.

Part Three, "Strengthening Relationships with Legislatures, Elected and Appointed Officials, and Citizens," focuses on the administrator's ties with key actors in the environment. An administrator's environment is segmented into different actors and institutions, among them legislatures, elected executives, appointees, and citizens. The administrator needs to approach these relationships strategically, securing support from and serving the needs of all segments of the environment. Therefore, the authors provide insights into and methods of managing these relationships.

Part Four, "Establishing Successful Policies and Programs," addresses the public administrator's roles as manager, formulator, and implementer of public policies and programs. Success in making policy requires public administrators to master a range of technical, substantive, and political skills. These skills contribute to an administrator's ability to understand the policy process, to assess policies before and after execution, and to intervene effectively (or defer from doing so) when necessary. The authors convey the political requirements of establishing effective policies through the administrator's role in setting agendas and formulating, implementing, and evaluating programs. They also discuss the policy analyst's role and how the contributions of the analyst can improve the results of public policy.

Part Five, "Effective Budgeting and Fiscal Administration," focuses on issues involving revenues and expenditures in government. The authors look at processes for making choices about the allocation of financial resources and about how resources can be efficiently managed and utilized. On the budgetary side, the authors discuss relationships between budget methods and budgetary objectives, strategies administrators employ to achieve bud-

getary goals, and systems and methods of accounting for government expenditures. With respect to fiscal affairs, they discuss criteria for assessing a jurisdiction's portfolio of revenue sources and methods for managing debt.

Part Six, "Managing Human Resources," parallels the preceding part but looks at human, in contrast to financial, resources. Many human resource problems in government are similar to those in private organizations, but the constraints, priorities, and methods often differ. Over the years, many governmental jurisdictions have adopted some form of civil service structure, which typically provides for selection by examination, political neutrality, and job security. Civil service systems do succeed in buffering public administrators from arbitrary political interference, but the cost of discretion is often flexibility. The authors provide guidelines on how to manage human resources in this context and on how to overcome such common problems as those involved in appraising and rewarding performance, managing poor performers, and achieving equal employment goals.

Part Seven, "Improving Operations and Services," focuses on operational considerations facing public administrators. Government's role in society encompasses more than strategies for effecting and securing compliance with public policies. It also involves such routine and mundane activities as collecting trash, sweeping streets, and procuring services from the private sector, services that happen to be vital for promoting confidence in government. The authors communicate some of the methods and approaches for ensuring that government operations provide high-quality results. Several of the chapters address readily recognizable operational problems of government, including the measurement of performance and the management of contracts. Other issues—public enterprises, coproduction, information systems, and cycles of growth and decline—have more recent origins but will be quickly recognized by seasoned administrators.

Part Eight, "The Professional Practice of Public Administration," concludes the handbook by reflecting on what it means to be a member of the public administration profession. The authors identify values appropriate to the social and political roles of the public administrator, rules of legal liability, and precepts for administrative conduct. The final chapter summarizes the lessons that this volume offers on being an effective public administrator.

The handbook is sponsored by the American Society for Public Administration (ASPA), an association of approximately fifteen thousand practitioners and academicians dedicated to advancing the art, science, and processes of public administration.

### Acknowledgments

To my associates whose contributions appear in this handbook, I offer my sincere thanks. Their cooperation, which in some cases involved ex-

tensive reorganizing and rewriting of chapters in response to reviewers' comments and my editorial suggestions, helped to produce an integrated volume. I hope the final product measures up to their original expectations.

I also thank the editorial advisory board of distinguished scholars and public administrators. Members of the board helped at many stages of this project, commenting on the draft table of contents, offering advice about potential authors, and reviewing draft chapters.

I thank the American Society for Public Administration (ASPA) for its willingness to sponsor this volume, which commemorates the fiftieth anniversary of the society. Special thanks go to the ASPA Publications Committee and to ASPA's past and present executive directors, Keith Mulrooney and Shirley Wester.

Special thanks go to David Arnold, Charles Bingman, and Robert Denhardt for devoting many hours of their time to reviewing the manuscript in its entirety and offering helpful criticism, praise, and wisdom. I also thank the many other colleagues who reviewed parts of the manuscript, and I hope they see the fruits of their labors reflected in this volume.

The School of Public and Environmental Affairs at Indiana University provided generous secretarial, office, and telephone support. My secretaries during this project, Cindy Backherms, Rebecca Bouse, and Tammy Hancock, diligently tended to many details and helped to keep everything on track.

To my wife, Wendy, I express deep appreciation for her flexibility and tolerance of my work schedule.

*Bloomington, Indiana  
January 1989*

James L. Perry

*On September 23, 1988, Charles H. Levine, distinguished professor of government and public administration at American University, died suddenly from a heart attack at the age of forty-nine. Charlie, as he was known to so many friends, played a special role in the development of this handbook. As chair of the ASPA Publications Committee, Charlie was instrumental in developing the concept for the handbook and obtaining approval for it. He also served on the handbook's editorial advisory board. Charlie's contributions to public administration, however, went far beyond this handbook. He was an eminent scholar, valued colleague, caring teacher and mentor, and an activist for better government. Above all else, Charlie was a wonderful human being. It is to his memory that we dedicate this book.*



# The Editor

James L. Perry is professor of public and environmental affairs in the School of Public and Environmental Affairs at Indiana University, Bloomington. He received his B.A. degree (1970) in public affairs from the University of Chicago and his M.P.A. (1972) and Ph.D. (1974) degrees in public administration from Syracuse University.

Perry's research has focused on public management, public personnel administration, and public sector labor relations. From 1979 to 1983, he was principal investigator of a major evaluation of the Civil Service Reform Act of 1978. In 1986, he received the Yoder-Heneman Award for innovative research from the American Society for Personnel Administration. His articles have appeared in *Academy of Management Journal*, *Academy of Management Review*, *Administration and Society*, *Administrative Science Quarterly*, *American Political Science Review*, and *Public Administration Review*. Perry's books include *Technological Innovation in American Local Government* (1979, with K. L. Kraemer), *Labor-Management Relations and Public Agency Effectiveness* (1980, with H. A. Angle), and *Public Management: Public and Private Perspectives* (1983, with K. L. Kraemer).

Perry is past president of the Section on Personnel Administration and Labor Relations of the American Society for Public Administration and past chair of the Public Sector Division, Academy of Management. He was a Fulbright Scholar at the Chinese University of Hong Kong, Department of Government and Public Administration, in 1986.



# Contributors

Robert Agranoff is professor of public and environmental affairs in the School of Public and Environmental Affairs at Indiana University, Bloomington, where he specializes in public administration, intergovernmental management, and human services management. He is the author of *Intergovernmental Management: Human Services Problem-Solving in Six Metropolitan Areas* (1986) and has contributed to *Public Administration Review*, *Publius: The Journal of Federalism*, *American Behavioral Scientist*, and the *New England Journal of Human Services*. He is currently studying the role of governments in managing intergovernmental networks that deal with such human crises as homelessness and hunger. He received his B.S. degree (1962) in political science from the University of Wisconsin, River Falls. His M.A. (1963) and Ph.D. (1967) degrees are from the University Pittsburgh, also in political science.

Robert Berne is associate dean and professor of public administration at the Graduate School of Public Administration, New York University, where he also coordinates the specialization in public finance and financial management. His research in finance focuses on the assessment of governments' financial condition and the measurement of equity in school finance. He is completing a study on the relationship between accounting and financial reporting and the measurement of financial condition. He coauthored *The Financial Analysis of Governments* (1986, with R. Schramm). He received his B.S. degree (1970) in industrial engineering and operations research, his M.B.A. degree (1971), and his Ph.D. degree (1977) in business and public administration, all from Cornell University.

Jeffrey M. Berry is professor of political science at Tufts University. His works include *Lobbying for the People: The Political Behavior of Public Interest*

*Groups* (1977), *Feeding Hungry People: Rulemaking in the Food Stamp Program* (1984), *The Interest Group Society* (1984), and *The Challenge of Democracy* (1987, with K. Janda and J. Goldman). He received his A.B. degree (1970) from the University of California, Berkeley, and his M.A. (1972) and Ph.D. (1974) degrees from the Johns Hopkins University.

Robert L. Bland is associate professor of public administration in the Division of Public Administration, University of North Texas. His areas of research include the municipal bond market and the financing of state and local government. He is the author of *Financing City Government* (1986), which in 1987 received the Government Finance Officers Association's award for excellence in research, and *Managing Local Government Revenues* (1988). He received his B.S. degree (1973) in biology from Pepperdine University. He has both an M.P.A. (1975) and an M.B.A. degree (1976) from the University of Tennessee. His Ph.D. degree (1981) is from the Graduate School of Public and International Affairs, University of Pittsburgh.

Barry Bozeman is director of Syracuse University's Technology and Information Policy Program. He is professor of public administration at the Maxwell School and affiliate professor of engineering at the L. C. Smith College of Engineering. His research focuses on organization theory and public management, as well as on policy in science and technology. Bozeman has authored or coauthored books on science and technology, including *Strategic Management of Industrial R&D* (1985, with M. Crow and A. Link), *Investments in Technology* (1983, with A. Link), and *Synthetic Fuel Technology Development in the United States* (1988, with M. Crow, W. Meyer, and R. Shangraw). His B.A. degree (1968) and M.A. degree (1970), both in political science, are from Florida Atlantic. He received his Ph.D. degree (1973) in political science from the Ohio State University.

Jeffrey L. Brudney is associate professor of public administration in the Department of Political Science, University of Georgia. He received his B.A. degree (1972) in political science from the University of California, Berkeley, and his M.A. (1974) and Ph.D. (1978) degrees in political science from the University of Michigan, Ann Arbor. His areas of primary interest and specialization include citizen participation and research methods.

Gerald E. Caiden is professor of public administration in the School of Public Administration, University of Southern California. He received his B.S. degree (1957) in economics and his Ph.D. degree (1959) in government from the University of London, where he attended the London School of Economics and Political Science. He has taught at universities in Canada, Australia, and Israel and has published over twenty-five books and monographs in public policy and management and comparative public administration.

Kim S. Cameron is associate professor of organizational behavior and industrial relations in the Graduate School of Business Administration and associate professor of higher education in the School of Education at the University of Michigan, Ann Arbor. He received his B.S. degree (1970) in sociology and his M.S. degree (1971) in social psychology from Brigham Young University. His M.A. degree (1976) and his Ph.D. degree (1978), both in administrative science, are from Yale University. He is the author or coauthor of five books and some thirty refereed publications on topics including organizational effectiveness, management of decline and downsizing, and management skills.

Ralph Clark Chandler is professor of political science at Western Michigan University, Kalamazoo, where he teaches courses in public administration and constitutional law and is editor-in-chief of the New Issues Press. He received his B.A. degree (1956) in social science interdisciplinary studies from Stetson University, his M.A. degree (1962) in political science from Rutgers University, and his Ph.D. degree (1970) in public law and government from Columbia University. He also holds the B.D. degree (1965) from Union Theological Seminary in New York City and the Th.M. degree (1966) from Princeton Theological Seminary, both in ethics.

Eleanor Chelimsky is director of the U.S. General Accounting Office's (GAO) Program Evaluation and Methodology Division, which conducts studies of individual government programs for Congress. Before coming to the GAO, she directed the MITRE Corporation's work in program evaluation. Earlier, she was an economic analyst at NATO and a Fulbright Scholar in Paris.

Beverly A. Cigler is professor of public administration and policy at Pennsylvania State University, Harrisburg, where she is also a faculty research associate at the Institute for State and Regional Affairs and a cocordinator of the National Small Government Research Network. She received her B.A. degree (1968) from Thiel College and her M.A. (1972) and Ph.D. (1977) degrees from Pennsylvania State University, University Park, all in political science.

James K. Conant is assistant professor of public administration in the Graduate School of Public Administration, New York University. His research and publications are focused on executive-branch organization and leadership in the states. His professional experience includes private-sector management, as well as public service in the Office of the Governor and the State Budget Office in Wisconsin. His writings have appeared in *Public Administration Review*, *State and Local Government Review*, *Public Administration Quarterly*, *State Government*, and *Environmental Forum*. He received his B.A. (1971), M.A. (1974), and Ph.D. (1983) degrees in political science from the University of Wisconsin, Madison.

Phillip J. Cooper is associate professor of political science, public administration, and public policy in the Rockefeller College of Public Affairs and Policy, State University of New York, Albany. His recent books include *Public Law and Public Administration* (second edition, 1988) and *Hard Judicial Choices* (1988). He received his B.A. degree (1975) in government from California State University, Sacramento, and his M.A. (1977) and Ph.D. (1978) degrees in political science from the Maxwell School, Syracuse University.

Glen Hahn Cope is associate professor of public administration at the American University School of Public Affairs. She is on leave from the Lyndon B. Johnson School of Public Affairs, University of Texas, Austin, where she is associate professor of public affairs. She was previously a budget analyst and acting budget director of the Michigan Department of Social Services. Her Ph.D. (1981), in public administration, is from the Ohio State University. She received her A.B. degree (1971) in economics from the University of Michigan and her M.P.A. degree (1972) from Syracuse University. She has published research on budgeting and public management.

John Thomas Delaney is associate professor of business in the Columbia University Graduate School of Business. He received his B.S. degree (1977) from Le Moyne College and his A.M. (1980) and Ph.D. (1983) degrees from the University of Illinois, all in industrial relations. His research on public sector labor relations has appeared in various journals for scholars and practitioners.

Douglas C. Eadie is founder and president of Strategic Development Consulting, Inc., a Shaker Heights, Ohio, firm specializing in the design and implementation of strategic management processes, in policy-body development, and in senior management team building. Eadie is coauthor of *The Game Plan: Governance with Foresight* (1982) and has published articles in *Civic Review*, *Economic Development Commentary*, *Public Administration Review*, and *Public Management*. Eadie is a Phi Beta Kappa graduate (1964) of the University of Illinois, Urbana, and he received an M.S. degree (1980) in management from the Weatherhead School of Case Western Reserve University.

Loretta R. Flanders is project manager for research in the Office of Executive Personnel, U.S. Office of Personnel Management. She has held several managerial and research positions in that agency and was on its teaching faculty at the Federal Executive Institute as a National Association of Schools of Public Affairs and Administration Faculty Fellow in 1977-78. She has published articles on management development and executive qualifications in several professional journals. She holds a B.A. degree (1960) from the University of Kentucky, an M.A. degree (1966) from the University of Florida, and a Ph.D. degree (1975) from the University of Georgia, all in political science.

Jeffrey J. Fuller is a consultant with Hay Management Consultants in Chicago. He formerly served as assistant city manager in Park Ridge, Illinois. He is a past president of the Illinois City Management Association and the Illinois Association of Municipal Management Assistants. He received a B.A. degree (1972) in English from Illinois Wesleyan University and an M.A. degree (1978) in public affairs from Northern Illinois University.

James L. Garnett is associate professor of public policy and administration in the Graduate Department of Public Policy and Administration at Rutgers University, Camden. He is author of *Reorganizing State Governments: The Executive Branch* (1980) and *Communicating Strategically* (forthcoming). He received his B.A. degree (1967) in government from Carleton College and his M.P.A. (1971) and Ph.D. (1978) degrees in public administration from the Maxwell School, Syracuse University.

Charles T. Goodsell is professor and director of the Center for Public Administration and Policy at Virginia Polytechnic Institute and State University. He is the author of several books, including *Administration of a Revolution* (1965), *American Corporations and Peruvian Politics* (1974), *The Case for Bureaucracy* (revised edition, 1985), and *The Social Meaning of Civic Space* (1988). He received his B.A. degree (1954) from Kalamazoo College and his M.P.A. (1958), M.A. (1959), and Ph.D. (1961) degrees from Harvard University, concentrating in political science and public administration.

Harry P. Hatry is a principal research associate and director of the State and Local Government Research Program at the Urban Institute. He is a member of the National Academy of Public Administration and is on the editorial boards of *New Directions for Program Evaluation*, *Evaluation Review*, *National Civic Review*, and *The Bureaucrat*. He received the 1984 American Society for Public Administration (ASPA) Management Science Section award for outstanding contributions to the literature of management science and policy science. He received his B.S. degree (1952) in industrial administration from Yale University and his M.S. degree (1955) in business from the School of Business, Columbia University.

Raymond D. Horton is professor of business in the Columbia University Graduate School of Business, where he directs the program in Public and Nonprofit Management. He received his B.A. degree (1962) in history from Grinnell College, his J.D. degree (1965) from Harvard University, and his Ph.D. degree (1971) in political science from Columbia University.

Peter W. House has been director of the Division of Policy Research and Analysis at the National Science Foundation since 1983. He previously directed research and policy groups at the Department of Energy and the Environmental Protection Agency. In 1985, he received ASPA's practitioner award for outstanding contributions to public administration. His most recent

book is *Rush to Policy* (1987, with R. Shull), which describes many actual cases in which large mathematical models have been misapplied to the analysis of policy. His M.A. degree (1960) in economics is from Clark University. He received his Ph.D. degree (1968) in public administration from Cornell University.

Kenneth L. Kraemer is professor in the Graduate School of Management and the Department of Information and Computer Science at the University of California, Irvine, where he is also director of the Public Policy Research Organization. He received his B.A. degree (1959) in architecture from the University of Notre Dame, his M.S.C. and R.P. (1964) degrees from the University of Southern California, and his M.P.A. (1965) and Ph.D. (1967, in public administration) degrees from the University of Southern California. His most recent books are *Datawars* (1987), *Wired Cities* (1987), and *Change and Control in Computing* (forthcoming).

Thomas P. Lauth is professor and head, Department of Political Science, the University of Georgia. His articles on budgeting and on state and city administration have appeared in numerous professional journals. He is the coauthor of *Compromised Compliance: Implementation of the 1965 Voting Rights Act* (1982, with H. Ball and D. Krane) and *The Politics of State and City Administration* (1986, with G. Abney). He received his B.A. degree (1960) in government from the University of Notre Dame and his Ph.D. degree (1976) in political science from the Maxwell School of Citizenship and Public Affairs at Syracuse University.

James Leigland is director of public enterprise studies at the Institute of Public Administration. He is the author of *WPPSS: Who is to Blame?* (1986) and of many reports and articles in public policy and finance. He holds a Ph.D. degree (1981) in political science from Columbia University.

Nicholas P. Lovrich is professor of political science and director of the Division of Governmental Studies and Services at Washington State University. He serves on the editorial boards of *Review of Public Personnel Administration*, *Social Science Quarterly*, and the *Western Political Quarterly*. He received his B.A. degree (1966) in political science from Stanford University and his M.A. (1967) and Ph.D. (1971) degrees, also in political science, from the University of California, Los Angeles.

Jeffrey S. Luke is director of the Bureau of Governmental Research and Service and associate professor of public affairs in the Department of Planning, Public Policy, and Management at the University of Oregon. He received his B.A. (1972), M.P.A. (1974), and Ph.D. (1982) degrees, all in public administration, from the University of Southern California. He is coauthor of *Management Training Strategies in Third World Countries* (1987, with J. Kerrigan) and of *Managing Economic Development* (1988, with C. Ventriess, B. J. Reed, and C. Reed).

Jerry L. Mc Caffery is professor of public budgeting at the U.S. Naval Postgraduate School in Monterey, California. He received his B.A. degree (1959) in history and English, his M.A. degree (1969) in political science, and his Ph.D. degree (1972) in political science, all from the University of Wisconsin. His research has focused on budgetary decision making under fiscal stress, budget innovations, and techniques for teaching budgeting. He served for seven years as a budget analyst in the Wisconsin state government.

Eugene B. McGregor, Jr., is professor of public and environmental affairs in the School of Public and Environmental Affairs at Indiana University, Bloomington. He holds an A.B. degree (1964) in government from Dartmouth College and a Ph.D. degree (1969) in political science from the Maxwell School at Syracuse University. He has taught at Indiana University since 1973.

John L. Mikesell is professor of public and environmental affairs in the School of Public and Environmental Affairs at Indiana University, Bloomington. He received his B.A. degree (1964) from Wabash College and his M.A. (1965) and Ph.D. (1969) degrees from the University of Illinois, all in economics.

Ronald J. Oakerson is senior scientist at the Workshop in Political Theory and Policy Analysis, Indiana University, Bloomington, where he does research on local and metropolitan governance. Previously, he was senior analyst at the U.S. Advisory Commission on Intergovernmental Relations (ACIR) and is author of the ACIR report *The Organization of Local Public Economies* (1987). He received his B.A. degree (1966) from Taylor University and his M.A. (1973) and Ph.D. (1978) degrees from Indiana University, all in political science.

Laurence J. O'Toole, Jr., is professor of political science at Auburn University. His primary research interests include administrative theory, intergovernmental relations, policy implementation, and the regulatory process. He received his B.S. degree (1970) in chemistry from Clarkson University and his M.P.A. degree (1972) and Ph.D. degree (1975) from the Maxwell School, Syracuse University. He currently serves on the editorial boards of *Public Administration Review*, *State and Local Government Review*, and the *Journal of Politics*.

Jone L. Pearce is associate professor of administration in the Graduate School of Management and director of Orange County Business and Economic Studies at the University of California, Irvine. She has published research on public sector organizational behavior in the *Journal of Applied Psychology*, *Academy of Management Journal*, and *Public Administration Review*. She has also written a book (forthcoming) on volunteer organizational be-