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PUBLIC ADMINISTRATION AND POLICY DEVELOPMENTS; A CASE BOOK, edited by Harold Stein. Harcourt, Brace and Company, New York, 1952. Pp. xlv, 860. \$5.00.

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becomes possible to bring him up on charges of "conduct unbecoming a teacher," based on misstatements that may or may not amount to perjury, or on refusals to answer questions. I do not mean to suggest that such behavior may not merit discipline including dismissal, but the harsh impact of these New York proceedings is indicated by reports that teachers there are now demanding that the authorities proceed in accordance with the hated Feinberg law, which they think protects them better than the current practice.

Such episodes may leave one with the feeling that the procedures carefully outlined by Dr. Reutter, or any other safeguards that may be devised, will be useless when administrators are pliant and the public is inflamed. It is more pleasant to be writing in one state, for publication in another, and to be able to note that neither commonwealth has seen fit to impugn the integrity of its teachers by legislating specifically against them.

*Ralph S. Brown, Jr.**

PUBLIC ADMINISTRATION AND POLICY DEVELOPMENTS; A CASE BOOK, edited by Harold Stein. Harcourt, Brace and Company, New York, 1952. Pp. xlv, 860. \$5.00.

Our ability to know what kind of government we are getting, to decide whether or not we like what we are getting, and to take steps which promise to change the character of government we live under—all of these things depend on the kind of information we have about what goes on in government. We have, in court reports, a good record of what higher courts decide and order, but little printed evidence about how business is carried on in courts. Some of the acts of our elected chief executives (for example, veto messages and executive orders) are printed, but most of the crucial decisions of the president, the governor, the mayor are expressed verbally or on paper which never gets into print. State legislatures record their principal decisions in the statute books and provide us with some indications of their procedure in a printed journal; Congress treats us much better, reporting debates in full, printing committee reports, and also printing a full record of many of the hearings of its committees.

As government pervades more and more of our affairs, administrative organizations grow in number and in size, and make

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more and more decisions of high significance to the citizen. Most administrative departments and agencies of national and state government (not so many in local government) print annual reports, but many of these reports tell the citizen little that he wants to know. Rules and regulations and the more significant adjudicative decisions of national administrative authorities are now printed, and some of the states require state administrative authorities to do the same. These records of administrative action are supplemented by an enormous volume of special publications in which administrative organizations of the national government explain what they are doing and what they want the citizen to do. Viewed collectively, these administrative reports contribute greatly to public understanding, but their value is limited by the fact that they are prepared by the people we wish to hold to account; and much of the material which has been sent to press has been sharply attacked as sheer propaganda for the continuation and expansion of the programs which the administrative organization is carrying on.

Whatever be the value of reports of administrative organizations, they tell us little about how decisions get made—who gets his knowledge and preferences considered, how facts and arguments coming in from different places get put together, who makes the final decision when men within the organization disagree. Mr. Stein and his associates set about the job of digging out this kind of information, and I think they advance us a long way toward a full understanding of how our interests are disposed of in the administrative branch of government.

Mr. Stein is the director of the Inter-University Case Program, an organization financed by funds from a major foundation and having as its purpose to prepare materials for use in college courses dealing with public administration. A half-dozen men and women with experience in both teaching and federal employment worked for some three years ferreting out items of information and fitting them together to form a series of accounts of how crucial decisions were arrived at. The book, *Public Administration and Policy Development*, makes available to the public twenty-six of these accounts. Although designed for use in the classroom, they will tell the more mature and experienced reader a great deal that he does not know about what goes on in administrative organizations and will richly repay lawyer, business man, and lay citizen for the time spent in reading them.

The headings under which the twenty-six cases are arranged indicate that their significance centers on the following problems: (1) creating and changing administrative structure (3 cases); (2) relationships between superior officials and their subordinates (3 cases); (3) relationships between national, state, and local administrative authorities (3 cases); (4) development of policies within administrative organizations (4 cases); (5) coordination of the policies of different administrative organizations (4 cases); (6) relationships between administrative organizations and the lawmaking authority (5 cases); (7) relationships between administrative organizations and the public (4 cases). Life within government does not fall into sharply defined categories, however; every one of the cases contains evidence relevant to more than one of the above headings, and some of them could have been classified under nearly all of the seven headings.

The unparalleled contribution which these cases make to our understanding of government within the administrative branch is suggested in a brief resume of one of them—The TVA Ammonia Plant (52 pages). The question, in 1940, was—what increase should be made in plant capacity for production of nitrogen, and who should be authorized to construct and operate the new plants? Nitrogen was needed immediately for war uses, including production of ammunition; supply not required for war uses would move into agricultural fertilizers; whoever controlled the new plant capacity would have an advantage in competition for the fertilizer market after the war was over. Big industrial producers (du Pont and Allied Chemical) wanted to build and operate the new plants; the directors of TVA wanted to take on a part of the job. The decision as to who should build how much plant was fought out all over Washington. Military officials estimated how much nitrogen would be needed and made recommendations as to how it should be provided. But their recommendations were subject to approval, modification, or rejection by the National Defense Advisory Committee, a seven-man board appointed by the president. Members of the NDAC differed as to what ought to be done, Mr. William S. Knudsen especially favoring construction and operation of new plants by industrial firms, and Mr. Chester Davis favoring a division of the job between industrial firms and TVA.

The account of this problem in decision-making which appears in Stein's book shows who got into this fight and how they fought.

It shows how men at various points in the administrative hierarchy lined up for the industrial firms, and shows how other men worked just as hard to induce a decision in favor of TVA. It shows where farm bureau officials stood on the issue, and what they did to win the support of congressmen and other influential officials. It shows how the members of the NDAC worked on one another to effect a compromise when they could not win everything they wanted, and shows who tried to drag the president into the battle and how well he succeeded at that.

I think we may reconcile ourselves to the prospect that whenever issues of great importance are settled, men will compete for advantage and make a strenuous effort to get decisions made in their favor. There is no reason to expect government to be carried on without politics. As long as administrative organizations make decisions of great importance to different sectors of the public, politics in one form or another will pervade the administrative process. Mr. Stein and his associates give us a close-up view of the form it has taken in a number of instances in our own day.

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