
ELEMENTS
OF
Public Administration

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NEW YORK
PRENTICE - HALL - INC.

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70 Fifth Avenue, New York

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First printingNovember, 1946
Second printing.....February, 1947

TO
OUR STUDENTS
PERPETUAL PROMPTERS OF THOUGHT

Preface

THIS book is a testimonial to its publisher's persistence. Idle minds have always liked to toy with ideas for books that "ought to be written." However alluring any such plan, its author is apt to consider it highly unfair to be burdened with its execution. The editor could have done wonders with his lawn had he managed to cling to the role of the gratuitous book-planner. For better or for worse, the publisher prodded him into a more exacting job.

This book is also a demonstration of teamwork. The fourteen men who came together to form the team discovered that they thought very much alike about the field of interest they had in common. When they joined forces, all of them were engaged in the practical business of public administration; all of them were under the influence of fresh experience; and all of them were stimulated by new insights that open up to those placed strategically within the administrative structure.

These exceptional circumstances held forth the promise of a unified and systematic treatment of the subject rather than a symposium made up of unconnected essays. In the exchange of views among the members of the team, the preliminary plan grew into an integrated enterprise to which each member contributed his carefully defined share. Throughout the writing of the book, its character as a combined operation was sustained by the team spirit of each participant.

The principal aim of the book is to deepen the reader's understanding of the administrative process as an integral phase of contemporary civilization. In a sense, therefore, this is a broadly political rather than merely technical study. Its focus is on the fundamental problems of public administration—the problems that assert themselves at countless points within the framework of governmental effort. The analysis here presented attempts to explore both the range of controlling institutional factors and the variables of administrative behavior.

The aim of the book compelled an approach appropriate to it. A glance at the table of contents will show that the customary division of the subject matter has been modified in several important respects. There is also a deliberate recurrence of basic themes, each being developed in progressive specificity as the discussion moves forward. One of these basic themes inevitably runs through the entire volume—that of the im-

plications of democratic governance for public management in all of its ramifications.

Many good friends have been generous enough to support the team at various junctures with sound counsel and welcome assistance. To name them all would make a long list. The editor is particularly grateful for the unfailing help rendered him by his secretary, Raye R. Schweiger. Mary Friedrich and Betty I. Bleichner of the reference staff of the Library of the United States Bureau of the Budget have given liberally of their bibliographical knowledge. The distinguished record officer of the same agency, Helen L. Chatfield, as an act of supererogation turned herself into a painstaking proofreader. All these expressions of sympathetic interest are sincerely appreciated.

Fritz Morstein Marx

Washington, D. C.

Introducing the Team

James W. Fesler, a former research fellow of the Brookings Institution and the Rockefeller Foundation, is professor of political science at the University of North Carolina. In the federal government he has served on the staffs of the National Resources Committee, the President's Committee on Administrative Management, the Office of Production Management, the War Production Board, and the Civilian Production Administration. From 1941 to 1943 he was special assistant to the executive secretary of OPM and WPB; from 1943 to 1946 he headed the Policy Analysis and Records Branch of WPB and later of CPA, combining with his duties during the last two years those of the War Production Board's historian. His main writings are *Executive Management and the Federal Field Service* (1937), one of the special studies sponsored by the President's Committee on Administrative Management; and *The Independence of State Regulatory Agencies* (1942).

George A. Graham, professor of politics at Princeton University, has also taught at the University of Illinois and at Monmouth College. He has been associated with the Detroit Bureau of Governmental Research and the Princeton Local Government Survey. In 1942 he joined the Administrative Management Division of the Bureau of the Budget, Executive Office of the President. In 1943 he was made chief of the War Supply Section, and subsequently also served as head of the War Records Section. In 1945 he was placed in charge of the Government Organization Branch. His publications include *Special Assessments in Detroit* (1931); *Personnel Practices in Business and Governmental Organization* (1935), one of the monographs of the Commission of Inquiry on Public Service Personnel; *Education for Public Administration* (1941); and *Regulatory Administration* (1943), of which he was co-editor.

V. O. Key, Jr., professor of political science at Johns Hopkins University, has been a staff member of the National Resources Planning Board and a consultant to the Social Security Board. In the immediate prewar period he also served as a member of the Baltimore Commission on Governmental Efficiency and Economy. During World War II he was associated with the Administrative Management Division of the Bureau of the Budget, Executive Office of the President. He is the author of *The Administration of Federal Grants to States* (1937) and *Politics, Parties, and Pressure Groups* (1942); and co-author of *The Initiative and the Referendum in California* (1939). One of his more recent contributions to the periodicals of politics and public administration is "The Reconversion Phase of Demobilization," *American Political Science Review*, December, 1944.

Avery Leiserson, of the political science faculty at the University of Chicago, has been a staff member of the Labor Advisory Board of the National Industrial Recovery Administration in the early New Deal period, and later a field examiner for the National Labor Relations Board. Subsequently he served as conference director of the School of Public and International Affairs at Princeton

University, and as panel secretary to the National Defense Mediation Board. During World War II he was associated with the Administrative Management and Estimates divisions of the Bureau of the Budget, Executive Office of the President. His chief work is *Administrative Regulation* (1942), a study of the methods by which interest groups participate in the administrative process.

Milton M. Mandell is at present in charge of testing for administrative and managerial positions, a significant phase of the program of the United States Civil Service Commission. He was formerly lecturer in personnel administration at New York University and the College of the City of New York. He has been a staff member of the municipal civil service commission in Los Angeles and the Tennessee Valley Authority; classification consultant to the State of Connecticut; personnel officer of the Materials Division of the War Production Board; and chief analyst with the President's Committee for Congested Production Areas. He is the co-author of *Education and the Civil Service in New York City* (1938), product of a study of public personnel administration which he supervised under auspices of New York University; and author of other contributions to public personnel administration.

Harvey C. Mansfield currently serves as the historian of the Office of Price Administration. He was formerly assistant professor of government at Yale University, and has also taught at Stanford University. He was a member of the staff of the President's Committee on Administrative Management. In 1942 he joined OPA as a principal administrative officer, and subsequently became associate price executive and price executive of the Consumer Durable Goods Branch. In 1945 he was appointed assistant director of the Consumer Goods Division of OPA. His principal publications are *The Lake Cargo Coal Rate Controversy* (1932); *The General Accounting Office* (1937), one of the special studies sponsored by the President's Committee on Administrative Management; and *The Comptroller General* (1939).

John D. Millett, associate professor of public administration at Columbia University, has also taught at Rutgers University. He has been a staff member of the President's Committee on Administrative Management; assistant secretary to the Committee on Public Administration of the Social Science Research Council; and special assistant to the Director of the National Resources Planning Board. In World War II he was commissioned a major in the United States Army, assigned to the Control Division at headquarters of the Army Service Forces; he left the Army as a colonel. He is the author of *The Works Progress Administration in New York City* (1938) and *The British Unemployment Assistance Board* (1939); co-author of *Federal Administrators* (1939) and *The Administration of Federal Work Relief* (1941). One of his latest contributions to professional journals is a study of the direction of supply activities in the War Department, published in the *American Political Science Review*, April and June, 1944.

Fritz Morstein Marx, a research fellow of the Rockefeller Foundation in 1930-1931, has taught at the Pennsylvania School of Social Work, Princeton University, New York University, Harvard University, Columbia University, Queens College, Yale University, and American University. Prior to his enlistment in the Army in 1942, he served as consultant to various local, state, and federal agencies. He has been engaged in research work for the Commission of Inquiry on Public Service Personnel, and was the first chairman of the Special Committee on Comparative Administration, sponsored by the Committee on

Public Administration of the Social Science Research Council. Since his return from the Army, he has worked in the Bureau of the Budget, Executive Office of the President, where he is currently employed as staff assistant in the Office of the Director. His writings include a study of judicial review under the Weimar Constitution (1927); *Government in the Third Reich* (rev. ed., 1937); and a series of papers on comparative administrative law. He is the editor of *Public Management in the New Democracy* (1940).

Don K. Price, a Rhodes scholar in 1932, is associate director of the Public Administration Clearing House and lecturer in political science at the University of Chicago. He has served as a staff member of the Federal Home Loan Bank Board and the Central Housing Committee. More recently he has been attached to the Administrative Management Division of the Bureau of the Budget, Executive Office of the President. During World War II he was a lieutenant in the United States Coast Guard Reserve, assigned to headquarters in Washington. He is co-author of *City Manager Government in the United States* (1939), a study undertaken for the Committee on Public Administration of the Social Science Research Council. He was the first managing editor of *Public Administration Review*, to which he contributed a spirited exchange with Professor Harold J. Laski on the respective merits of presidential and cabinet government.

Henry Reining, Jr., assistant to the executive director of the Port of New York Authority, previously was management consultant with Rogers & Slade in New York City, where he specialized in programs for the selection of prospective executives. Before 1945 he served for ten years as the first educational director of the National Institute of Public Affairs in Washington, D. C., which has been singularly successful in sponsoring governmental internship programs for college graduates of high promise, and more recently for able federal employees on an in-service basis; the latter program is now being conducted by the United States Civil Service Commission. Before assuming this position, he was a faculty member of Princeton University and research associate of the Princeton Local Government Survey. He has also taught at George Washington University, American University, and the University of Southern California, an institution that has pioneered in the field of government-employee training. He has been consultant to several federal agencies, and also to the National Department of Administration of the Public Service (*DASP*) in Brazil. He is the co-editor of *Regulatory Administration* (1943) and author of a number of articles in academic reviews.

Wallace S. Sayre, personnel director of the Office of Price Administration, has recently been appointed professor of administration at the School of Business and Public Administration of Cornell University. He was formerly a member of the political science faculty of New York University. In 1937 he was appointed secretary of the municipal civil service commission in New York City, and a year later became a member of the commission. Early in 1942 he entered the service of the Office of Price Administration as principal consultant to the Personnel Branch. Soon afterwards he was made assistant director of the Fuel Rationing Division; he assumed direction of OPA's personnel functions in 1944. He is a consulting editor of the New York Legislative Service, and was a member of the group that drafted the Model Civil Service Law. His writings have been devoted to various aspects of American government and politics, including political biography and the role of the public service. He is co-author of *Charter Revision for the City of New York* (1934) and *Education and the Civil Service in New York City* (1938).

Donald C. Stone is assistant director in charge of administrative management in the Bureau of the Budget, Executive Office of the President—a position he has occupied since 1939. He has played a prominent role in the field of governmental research, serving successively as a staff member of the Cincinnati Bureau of Governmental Research; assistant director for the Committee on Uniform Crime Records of the International Association of Chiefs of Police; staff member of the Institute of Public Administration in New York City; director of research of the International City Managers Association; and executive director of the Public Administration Service in Chicago. During these years he has also worked as a consultant to many federal agencies, including the Tennessee Valley Authority and the Social Security Board. As an officer of the Federal Government, he has attended numerous international conferences, both as a member of the United States delegation and in an advisory capacity. Formerly associated with the University of Chicago and Syracuse University, he is now adjunct professor of public administration at American University. He is the author of *The Management of Municipal Public Works* (1939) and other studies, most of which have appeared in professional periodicals.

John A. Vieg, professor of government and chairman of his department at Pomona College, has taught at various institutions, including Iowa State College. He was research associate at the University of Chicago from 1934 to 1937. In 1943 he became a staff member of the Administrative Management Division of the Bureau of the Budget, Executive Office of the President, where he dealt principally with matters of international administration. While on the faculty of Iowa State College, he also served as vice chairman of the city plan commission of Ames, and as vice chairman of the Story County Civilian Defense Council. He has written *The Government of Education in Metropolitan Chicago* (1939), and is co-author of *City Manager Government in Seven Cities* (1940), *The Future of Government in America* (1942), and *Wartime Government in Operation* (1943).

Dwight Waldo, formerly of Yale University, is a member of the political science department at the University of California in Berkeley. In 1942 he became a staff member of the Office of Price Administration, serving successively as an administrative assistant, assistant economist, and price analyst. In 1945 he transferred to the Administrative Management Division of the Bureau of the Budget, Executive Office of the President, where he devoted his time principally to organizational studies. His published writings, thus far confined to the learned reviews, have dealt with such seemingly disparate matters as social thought and public-service recruitment. His first book, an analysis of the theory of American public administration, is scheduled for early release.

Contents

| CHAPTER | PAGE |
|----------------------------|------|
| PREFACE | vii |
| INTRODUCING THE TEAM | ix |

PART I

The Role of Public Administration

| | |
|---|----|
| 1. THE GROWTH OF PUBLIC ADMINISTRATION, <i>John A. Vieg</i> | 3 |
| 1. ADMINISTRATION—PUBLIC AND PRIVATE | 3 |
| Administration as Part of All Planned Effort, 3; Unity of Scientific Knowledge of Administration, 4; Scope of Public Administration, 5; Elements of Public Administration, 6; Administration as Servant of Policy, 7. | |
| 2. THE AMERICAN BACKGROUND | 9 |
| Heritage from Britain, 9; Influence of the Frontier, 11; Hamiltonian and Jeffersonian Traditions, 12; Public Administration and the National Economy, 13; Assertion of the Public Interest, 14. | |
| 3. THE EXPANSION OF GOVERNMENTAL FUNCTIONS | 14 |
| American Pragmatism, 14; Limits to Government Nonintervention, 15; Establishment of Clientele Departments, 16; Rise of Governmental Corporations, 17; Growth of Administrative Activities, 18. | |
| 4. INCREASING COMPETENCE FOR INCREASING RESPONSIBILITIES | 20 |
| Professional Versus Amateur, 20; Patronage and Economy, 22; Advances in Structure and Procedure, 23; Impact of Emergencies, 25; Tasks of Administration in Mid-Century, 25. | |
| 2. THE STUDY OF PUBLIC ADMINISTRATION, <i>Avery Leiserson</i> | 27 |
| 1. THE WORK OF THE PIONEERS | 27 |
| Beginnings of Administrative Research, 27; Waves of Governmental Reform, 28; Organized Dissemination of Knowledge, 28; Role of Progressivism, 29; Contribution of the Universities, 30. | |
| 2. THE ADVANCEMENT OF KNOWLEDGE | 31 |
| Relativity of Efficiency, 31; Use of Outside Experts, 32; Challenge to Traditional Approach, 33; Rise of Administrative Self-Analysis, 34; Reaffirmation of the Political Context, 36. | |

| CHAPTER | PAGE |
|--|------|
| 3. TRAINING FOR PUBLIC ADMINISTRATION | 37 |
| Educational Aspects, 37; Contrast with Great Britain, 39; Post-Entry Training, 40; Group Structure of the Public Service, 41; Higher Career Opportunities, 41. | |
| 4. THE FRONTIERS OF RESEARCH | 42 |
| Function Versus Structure, 42; Man in Organization, 43; Theory of Relationships, 44; Progressive Management, 46; Horizons of Administrative Research, 47. | |
| 5. ADMINISTRATION—ART OR SCIENCE? | 48 |
| Aims of Scientific Approach, 48; Concerns of the Technician, 49; Science and Social Dynamics, 49; Evaluated Experimentation, 49; Alliance of Theory and Practice, 50. | |
| 3. BUREAUCRACY—FACT AND FICTION, <i>John A. Vieg</i> | 51 |
| 1. SEMANTICS AND REALITIES | 51 |
| The Language of Contempt, 51; Officiousness and Frailty, 52; Administrative Self-Promotion, 52; Procedural Rigmarole, 54; Subjectivity and Objectivity, 55. | |
| 2. THE SOURCES OF RED TAPE | 55 |
| Red Tape and Green Tape, 56; Requirements of Efficiency, 56; Predictability of Performance, 57; Government of Laws, 57; Accountability to the Public, 57. | |
| 3. THE CHARGE OF DESPOTISM | 58 |
| Effects of the Industrial Age, 58; Charge of Usurpation, 59; Legislative Delegation, 60; Flexibility of Statutory Standards, 61; Quasi-Judicial Agencies, 61. | |
| 4. THE BATTLE AGAINST REGIMENTATION | 63 |
| Experience Abroad, 63; Parliamentary Review of Delegated Legislation, 64; Ignoble Partisanship, 65; Matrix of a Mixed Economy, 65; Experimental Accommodation, 66. | |
| 5. THE NEED FOR UNDERSTANDING | 66 |
| Psychology of Public Employment, 67; Veil of Official Anonymity, 68; Teams and Cogs, 69; Ethics of Political Counsel, 70; Fact Over Fiction, 70. | |
| 4. DEMOCRATIC ADMINISTRATION, <i>Don K. Price</i> | 72 |
| 1. LEGISLATIVE-EXECUTIVE RELATIONSHIPS | 72 |
| Prophets of Ill, 72; Dangers of Oversimplification, 74; Control by Delegation, 75; Democracy and Legislative Supremacy, 76; Legislators <i>Versus</i> Legislatures, 77. | |
| 2. THE PUBLIC AS STAR CUSTOMER | 78 |
| Methods of Opinion Analysis, 78; Advisory Committees, 79; Day-by-Day Administrative Relationships, 79; Reporting to the Public, 80; Commissions of Inquiry, 80. | |
| 3. PUBLIC PARTICIPATION | 81 |
| Cooperative Government, 81; Combined Operations Among Levels of Government, 82; Benefits of Intergovernmental Collaboration, 84; Inclusion of Business and Labor, 85; Group Initiative Under National Standards, 86. | |

CONTENTS

| CHAPTER | XV PAGE |
|---|------------|
| 4. REPRESENTING THE PUBLIC INTEREST | 87 |
| Interdependence of Public and Private Interests, 87; Threefold Collaboration in Policy-Making, 88; Informality of Policy-Making Process, 89; Experimental Approach, 90; General Interest Over Special Interest, 90. | |
| 5. DEPARTMENTAL DEMOCRACY | 91 |
| Individual Freedom Versus Institutional Restraint, 91; Sense of General Purpose, 93; Vice of Departmentalism, 94; Inroads of Perfectionism, 95; Democratic Self-Education, 96. | |
| 5. THE SOCIAL FUNCTION OF PUBLIC ADMINISTRATION, <i>Fritz Morstein Marx</i> | 98 |
| 1. THE "AMERICAN SYSTEM" AND THE SERVICE STATE | 98 |
| Wartime Record, 98; Peacetime Relevance of Wartime Achievement, 98; Long-Range Trend Toward the Service State, 99; Assurance Versus Fear, 100; Test of the Service State, 100. | |
| 2. THE NEEDS OF THE SERVICE STATE | 101 |
| Making Democracy Succeed, 101; Continuity of Progress, 102; Surviving Contradictions, 103; Requirements of Public Management, 104; Requirements of Policy Planning, 105. | |
| 3. PUBLIC ADMINISTRATION—INSTRUMENT OF GOVERNMENT | 106 |
| Prominence of Public Administration, 106; Demands on Legislative Leadership, 106; Role of the Judicial Power, 107; Resources of Administration, 108; Administration as a Fitting Process, 108. | |
| 4. THE ENLISTMENT OF ADMINISTRATIVE JUDGMENT | 108 |
| Legislative Marching Orders, 108; Political Feasibility of Policy, 109; Administrative Feasibility of Policy, 110; Blending of Judgments, 110; Administrative Freedom of Expression, 111. | |
| 5. THE CONTRIBUTION OF SERVICE | 111 |
| Popular Basis of Administrative Services, 111; Habit of Self-Restraint, 112; Governmental Reinforcement of the Enterprise Economy, 113; Benefits of Regulation, 113; Popular Accountability of Administration, 114. | |
| 6. PUBLIC ADMINISTRATION—SOCIAL BUFFER | 114 |
| Fountains of Administrative Knowledge, 114; Government's Intelligence Function, 114; Public Research and Analysis, 115; Getting at the Facts, 116; Concern for the Underdog, 116. | |

PART II

Organization and Management

| | |
|---|-----|
| 6. PLANNING AND ADMINISTRATION, <i>John D. Millett</i> | 121 |
| 1. THE IMPORTANCE OF PLANNING | 121 |
| Essence of Planning, 121; Contribution of Administrative Planning, 123; Planning and Legislation, 124; Planning and Administration, 124; Interrelation of Planning Activities, 124. | |

CHAPTER

| | |
|---|-----|
| 2. THE MACHINERY FOR PLANNING | 126 |
| Federal Improvisation, 126; Natural Resources Planning Board, 127; Office of War Mobilization and Reconversion, 128; New York City Planning Commission, 128; Departmental Planning Units, 130. | |
| 3. PLANNING VERSUS OPERATIONS | 130 |
| Opportunities for Conflict, 130; Task of Progressive Management, 131; Planners as Administrators, 131; Practical Test of Planning, 132; Planning Through Action Agencies, 133. | |
| 4. THE REQUIREMENTS OF PLANNING | 133 |
| Long-Range Versus Short-Range Planning, 133; Planning Personnel, 134; Planning Techniques, 136; Public Relations of Planning, 138; Summary, 138. | |
| 7. WORKING CONCEPTS OF ORGANIZATION, <i>John D. Millett</i> .. | 140 |
| 1. THE ARCHITECTURE OF ORGANIZATION | 140 |
| Terminology, 140; Bases of Organization, 141; Choice of Basis, 142; Dynamics and Rigidities, 143; Political Factors in Organization, 144. | |
| 2. LINE AND STAFF | 145 |
| Meaning of Line, 145; Meaning of Staff, 146; Staff Activities Inherent in Administration, 147; Central Service Activities, 147; Functional and Operating Staff, 147. | |
| 3. QUEST OF ORGANIZATIONAL UNITY | 148 |
| Hierarchy and Span of Control, 148; Decentralization, 149; Unity of Command, 150; Coördination, 152; Integration, 152. | |
| 4. GUIDING RULES OF ORGANIZATIONAL DESIGN | 153 |
| Need for Standards of Organization, 153; Insuring Sound Organization, 154; Summary, 156. | |
| 8. THE CHIEF EXECUTIVE, <i>John A. Vieg</i> | 158 |
| 1. DUAL FUNCTION: POLICY AND ADMINISTRATION | 158 |
| Means and Ends, 158; Separation of Political Leadership and Administration, 159; Combination of Political Leadership and Administration, 161. | |
| 2. LEADERSHIP AND AUTHORITY | 162 |
| Cloak of Legal Power, 162; Personal Qualifications, 162; Mark of Leadership, 164; Political and Administrative Talent, 165; American Presidents, 166; Creative Policy Versus Sound Administration, 167; Business Leaders, 168; Governors and Mayors, 168. | |
| 3. EXTERNAL RELATIONSHIPS | 169 |
| Relations with the Judiciary, 169; Relations with the Legislature, 170; Agency Contacts with Legislators, 171; Relations with Other Chief Executives, 171; Relations with Political Parties, 172; Public Opinion and Interest Groups, 172. | |
| 4. INTERNAL DIRECTION AND CONTROL | 174 |
| Administrative Planning and Direction, 174; Executive Coördination and Administrative Reporting, 174; Constitutional Supports, 175; Statutory Implementation, 177. | |

| | |
|---|-----|
| 5. ARMS OF MODERN MANAGEMENT..... | 178 |
| Need for Assistance to the President, 178; Realigning the Executive Branch, 179; Central Staff Facilities, 180; Executive Office of the President, 181; Policy Coördination, 182; Potentialities of the Cabinet, 182. | |
| 9. THE DEPARTMENTAL SYSTEM, <i>Fritz Morstein Marx</i> | 184 |
| 1. GENERAL FEATURES | 184 |
| Purpose of Departmentalization, 184; Structure of Departmental System, 185; Factors in Departmentalization, 187; Undirected Growth, 189; Quasi-Departments, 190. | |
| 2. INTERDEPARTMENTAL COÖRDINATION | 191 |
| Staff Establishments, 192; Coördinating Agencies, 193; Role of the Cabinet, 195; Use of Interdepartmental Committees, 196; Avenues of Progress, 197. | |
| 3. THE SECRETARY'S BUSINESS..... | 198 |
| External Affairs, 198; Living in a Goldfish Bowl, 199; Character of Executive Function, 200; Classes of Executive Aides, 201; Attaining an Institutional Product, 201. | |
| 4. THE BUREAU PATTERN | 202 |
| Special Concerns Versus General Purpose, 202; Centrifugal Pull, 203; Bureau Intransigence, 204; Weight of Professionalization on Bureau Level, 204; Reaffirming Unity of Purpose, 205. | |
| 10. INDEPENDENT REGULATORY ESTABLISHMENTS, <i>James W. Fesler</i> | 207 |
| 1. TYPES OF INDEPENDENT ESTABLISHMENTS..... | 207 |
| Meaning of Independence, 207; Institutional Safeguards of Independence, 209; Appointment and Removal of Members, 210; Financial Support and Basic Authority, 211; Political Factors, 211. | |
| 2. NATURE AND CONDUCT OF REGULATORY BUSINESS | 212 |
| Rule-Making and Case-by-Case Decision, 212; Administrative Approach, 214; Mixture of Approaches, 215; Judicial Control, 217; Proposals of Attorney General's Committee on Administrative Procedure, 219. | |
| 3. THE RECORD OF INDEPENDENCE | 221 |
| Regulation by Independent Commissions and by Executive Departments, 221; Clientele Departments and Directive Power, 222; Struggle for Control Over Independent Commissions, 223; Humphrey Case, 224; Experience in the States, 226. | |
| 4. THE PRICE OF INDEPENDENCE..... | 227 |
| Popular Illusions, 227; Need for Policy Coördination, 228; Lethargy of Independence, 228; Pressure for Reform, 229; Lack of Stimulation, 229. | |
| 5. ORGANIZATIONAL ALTERNATIVES | 230 |
| Executive Control, 231; Legislative Control, 231; Judicial Control, 232; Segregation of Powers of Independent Commissions, 233; Proposals of President's Committee on Administrative Management, 234. | |

| | |
|---|-----|
| 11. GOVERNMENT CORPORATIONS, <i>V. O. Key, Jr.</i> | 236 |
| 1. CENTRAL CONTROLS AND MANAGERIAL FREEDOM..... | 236 |
| Direction by the Chief Executive, 236; Overhead Control of Departmental Methods, 236; Control Machinery in Action, 237; Central Control and Departmental Resourcefulness, 238; Changing Role of Government Corporations, 238. | |
| 2. THE DEVELOPMENT OF THE CORPORATE SYSTEM IN GOVERNMENT.. | 240 |
| Variety of Government Corporations, 240; Government Corporations as Product of Emergencies, 241; Great Depression and World War II, 241; Government Corporations in the Field of Farm Credit, 243; Scope of Corporate System, 244. | |
| 3. OVERHEAD CONTROL OF CORPORATE OPERATIONS..... | 244 |
| Immunity from the Power of the Purse, 244; Restrictions on Corporate Autonomy, 246; Emerging State of Budgetary Control, 250; Powers of Comptroller General, 251; Central Control of Personnel, 255. | |
| 4. CORPORATE AUTONOMY AND POLITICAL RESPONSIBILITY..... | 256 |
| Legislative Bewilderment, 256; Political Antagonisms, 258; Providing Information for the Legislature, 259; Enforcing Political Responsibility of Government Corporations, 260; Contribution of the Corporate Device, 262. | |
| 12. FIELD ORGANIZATION, <i>James W. Fesler</i> | 264 |
| 1. THE GROWTH OF FIELD ORGANIZATION..... | 264 |
| Continental Prototypes, 264; British Development, 266; Expansion of Federal Functions, 266; Technological Progress, 267; Scope of Field Organization, 268. | |
| 2. CENTRALIZATION AND DECENTRALIZATION..... | 269 |
| Approach to Decentralization, 269; Factor of Responsibility, 270; Administrative Factors, 270; Functional Factors, 273; External Factors, 274. | |
| 3. FIELD-HEADQUARTERS RELATIONS | 276 |
| Rivalry of Functional Experts and General Administrators, 276; Lines of Command, 277; Personnel Policies, 279; Headquarters Office of Field Operations, 280; Problems of Communication, 280; Controls Over Field Organization, 281; Problems of Multilevel Field Organization, 283. | |
| 4. INTERAGENCY COÖRDINATION IN THE FIELD..... | 284 |
| Divergencies in Field Organization, 284; Emerging Uniformities, 285; Pooling of Field Resources, 286; Regional Coördinators, 287; Special Coördinative Machinery, 288. | |
| 5. THE PROSPECTS OF JOINT FIELD PLANNING | 289 |
| Regional Planning Commissions, 289; Regional Development Authorities, 290; Function Versus Area, 291; Remaining Issues, 291; Community-Level Analysis, 292. | |
| 13. INFORMAL ORGANIZATION, <i>Harvey C. Mansfield and Fritz Morstein Marx</i> | 294 |

| | |
|---|-----|
| 1. FORMAL AND INFORMAL ORGANIZATION..... | 294 |
| Organic Growth of Informal Organization, 294; Charts and Realities, 294; Attitudes and Motivations, 295; Basis of Personal Organization, 296; Growing and Shrinking Organizations, 297. | |
| 2. ELEMENTS OF INFORMAL ORGANIZATION..... | 297 |
| Characteristic Factors, 297; Self-Expression of Influence, 297; Variables Affecting Authority, 299; Forms of Personal Organization, 300; Ties of Allegiance, 303. | |
| 3. NONHIERARCHICAL SOURCES OF POWER..... | 306 |
| Men Behind the Throne, 307; The Personal Secretary, 309; The Invincible Constellation, 311; Clubs and Clusters, 312; Voice of the Union, 313. | |
| 14. INTEREST GROUPS IN ADMINISTRATION, <i>Avery Leiserson</i> ... | 314 |
| 1. THE MEANING OF INTEREST REPRESENTATION..... | 314 |
| Types of Interest Groups, 314; Interest Orientation of Public Administration, 315; Governmentalization of Interest Groups, 316; Interest Groups and Class Theory, 317; Demands for Interest Representation, 317. | |
| 2. CLIENTELE ORGANIZATION | 318 |
| Growth of Clientele Agencies, 318; Disadvantages of Clientele Organization, 318; Attempts at Internal Balance of Interests, 319; Functions of Clientele Agencies, 320; Experiences of the Great Depression and World War II, 321. | |
| 3. STAFFING FOR POINT OF VIEW..... | 322 |
| Grounds for Interest Representation, 322; Administrative Appointment of Interest Representatives, 323; Problems of Dual Allegiance, 324; Group Representation Through Special Staff Units, 326; Balance Sheet of Experience, 329. | |
| 4. INTEREST REPRESENTATION ON ADMINISTRATIVE BOARDS..... | 330 |
| Membership Requirements, 330; Nomination by Interest Groups, 331; Bipartisan and Tripartite Boards, 332; Record of Wartime Labor Boards, 333; Test of Interest Compromise, 334. | |
| 5. THE PRINCIPLE OF CONSULTATION..... | 334 |
| General Theory of Interest Representation, 334; Basic Distinctions in Group Representation, 335; Organization of Interest Participation, 336; Three War-time Examples, 336; Foundations of Interest Consultation, 338. | |
| 15. LEGISLATIVE CONTROL, <i>V. O. Key, Jr.</i> | 339 |
| 1. MEANS AND CONDITIONS OF CONTROL..... | 339 |
| Central Issue of Governance, 339; Formal Means of Legislative Control, 340; Looking Into Particulars, 341; Atomization of Control, 342; Weakness of Legislative Discipline, 343. | |
| 2. CONTRADICTION OF INTEGRATION | 344 |
| Absence of Collective Administrative Responsibility, 344; Splintering Effects of Legislative-Executive Relations, 345; Legislative Dealings with Subordinate Personnel, 346; Subtler Legislative Influences, 347; Grants of Organizational Independence, 348. | |

| | |
|---|-----|
| 3. DIFFUSION OF INITIATIVE AND RESPONSIBILITY..... | 349 |
| Executive Share in Policy-Making, 349; Desertions from the President's Program, 350; Inadequate Legislation, 351; Incongruity Between Power and Responsibility, 352; Legislators and Administrators, 352. | |
| 4. QUEST FOR ACCOUNTABILITY..... | 354 |
| Selecting Department Heads, 354; Lower-Level Appointments, 355; Attempted Extension of Senatorial Confirmation, 356; Removal Power, 357; Legislative Pressure for Resignation, 358. | |
| 5. DRIVES TOWARD REFORM | 358 |
| Case for Cabinet Government, 359; Merits of a Question Period, 359; Legislative Committee Meetings with Administrators, 360; Legislative Staffs, 360; Making Legislative Work Manageable, 361. | |

PART III

Working Methods

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|---|-----|
| 16. THE FORMULATION OF ADMINISTRATIVE POLICY, <i>Avery Leiserson</i> | 365 |
| 1. POLICY FORMATION AND POLICY SANCTION..... | 365 |
| Realm of Administrative Policy, 365; Breadth of Policy-Making Process, 365; Prompting Role of Management, 366; Legislative Basis of Administrative Policy, 366; Main Division of Responsibility, 367; Coördinate Tasks of Legislature and Chief Executive, 368. | |
| 2. FACT-FINDING AND DISCRETION IN ADMINISTRATIVE POLICY..... | 368 |
| Delegation of Policy Determination, 368; Administrative Contacts with Private Fact-Finding Groups, 369; Interagency Use of Staff Resources, 370; Government-wide Clearance of Policy Proposals, 370; Insuring Objectivity in Staff Recommendations, 371. | |
| 3. IDEOLOGY AND ADMINISTRATIVE POLICY | 373 |
| Sources of Ideology, 373; Ideology of Political Office, 373; Administrative Ideology, 374; Intellectual Flexibility and Emotional Stability, 374; Effects of Ideological Orientation, 375. | |
| 4. EXTERNAL INFLUENCES AND ADMINISTRATIVE POLICY..... | 375 |
| Impact of Interest Groups, 375; Public Relations, 376; Issues of Legality, 376; Task of the Agency Lawyer, 377; Dynamics of Administrative Policy-Making, 377. | |
| 17. GOVERNMENT BY PROCEDURE, <i>Dwight Waldo</i> | 381 |
| 1. THE NATURE AND LIMITATIONS OF PROCEDURE..... | 381 |
| Meaning of Procedure, 381; Role of Procedure, 381; Procedures as Laws of Activity, 382; Procedure as Physiology of Organization, 383; Procedure as Institutional Habit, 383. | |