CONTENTS

Foundations of Administrative Law

Introduction, 1

I The Theoretical Foundations of the Administrative State, 7

The Administrative Process, 10

James Landis

Regulation and Its Reform, 14

Stephen Breyer

A Theory of Nonmarket Failures, 19

Charles Wolf

A Civic Republican Justification for the Bureaucratic State, 23

Mark Seidenfeld

Theories of Regulation: Incorporating the Administrative Process, 25

Steven Croley

Notes and Questions, 29

II The Historical Foundations of Administrative Law, 32

Building a New American State: The Expansion of National Administrative Capacities, 1877-1920, 33

Stephen Skowronek

Federal Regulation in Historical Perspective, 39
Robert Rabin

Notes and Questions, 51

III The Administrative Procedure Act, 53

Factions, Self-Interest, and the APA: Four Lessons Since 1946, 54
Cass Sunstein

APA: Past, Present, Future, 59

Martin Shapiro

It's Time to Make the Administrative Procedure Act Administrative, 69

Edward Rubin

State Law in the Teaching of Administrative Law: A Critical Analysis of the Status Quo, 75

Arthur Bonfield

Notes and Questions, 78

IV The Determinants of Agency Behavior, 82

Explaining Administrative Process: Normative, Positive, and Critical Stories of Legal Development, 83

Jerry Mashaw

"The Politics of Bureaucratic Structure", 96

Terry Moe

"Beliefs", 103

James Q. Wilson

The Science of "Muddling Through", 113

Charles Lindblom

Cognitive Government and Optimal Government Design, 117 Jeffrey Rachlinski and Cynthia Farina

Notes and Questions, 126

V Models of Procedural Justice and Effective Governance, 130

Due Process in the Administrative State, 131

Jerry Mashaw

A Theory of Procedure, 134

John Thibaut and Laurens Walker

The New Property, 138

Charles Reich

Reflections on "The New Property", 141

Robert Rabin

When the Exception Becomes the Rule: Regulatory Equity and the Formulation of Energy Policy Through an

Exceptions Process, 144

Peter Schuck

Adversarial Legalism and American Government, 154

Robert Kagan

Notes and Questions, 171

VI Controlling Administrative Discretion, 175

1 The Problem of Administrative Discretion, 182

Discretionary Justice, 182

Kenneth Davis

The End of Liberalism, 185

Theodore Lowi

Prodelegation: Why Administrators Should Make Political

Decisions, 197

Jerry Mashaw

Notes and Questions, 204

2 Review by Courts and Specialized Tribunals, 207

Public Programs and Private Rights, 207

Richard Stewart and Cass Sunstein

Chevron's Nondelegation Doctrine, 214

David Barron and Elena Kagan

Administrative Law and Bureaucratic Reality, 220

R. Shep Melnick

To the Chevron Station: An Empirical Study of Federal Administrative Law, 232

Peter Schuck and E. Donald Elliott

Legal Control of Administrative Policymaking: The "Judicial Review Game", 239

Jerry Mashaw

Specialized Courts in Administrative Law, 245

Harold Bruff

Notes and Questions, 254

3 Presidential and Congressional Review, 259

The Place of Agencies in Government: Separation of Powers and the Fourth Branch, 259

Peter Strauss

Presidential Administration, 270

Elena Kagan

White House Review of Agency Rulemaking: An Empirical Investigation, 278

Steven Croley

"Micromanagement by Congress: Reality and Mythology", 286 Louis Fisher

Notes and Questions, 295

4 Internal Controls: Management, Cost-Benefit Analysis, Culture, and Professional Norms, 300

The Management Side of Due Process, 300

Jerry Mashaw

The Arithmetic of Arsenic, 309

Cass Sunstein

"Culture" and "Compliance", 318

James Q. Wilson

Legality, Bureaucracy, and Class in the Welfare System, 323 William Simon,

Notes and Questions, 338

5 Public Participation, 340

The Reformation of American Administrative Law, 340 Richard Stewart

Against (And For) Madison: An Essay in Praise of Factions, 347
Peter Schuck

Bureaucratic Justice: Managing Social Security Disability Claims, 362

Jerry Mashaw

Regulatory Negotiation and the Legitimacy Benefit, 365 Jody Freeman and Laura Langbein

Notes and Questions, 372

6 Market-Oriented Controls, 375

Privatization: Politics, Law, and Theory, 375

Ronald Cass

Public Values in an Era of Privatization: Extending Public Law

Norms Through Privatization, 382

Jody Freeman

Notes and Questions, 386

VII Comparative Administrative Process, 389

"National Differences", 390

James Q. Wilson

Comparative Law, 406

Rudolph Schlesinger, Hans Baade, Mirjan Damaska, and Peter Herzog

Notes, 430

VIII The Future of Administrative Law, 432

Administrative Discretion: The Next Stage, 432

Martin Shapiro

Administrative Law in the Twenty-First Century, 438

Richard Stewart

Notes and Questions, 446