

# Contents

PREFACE *ix*

CHAPTER 1 Introduction: Of Science, Politics, and  
Law *1*

## **PART I The Technocratic Model: Of Scientific Fact Finding and Public Policy**

CHAPTER 2 The Technocratic Enterprise *9*

CHAPTER 3 Defining the “Pollution Problem”  
Technocratically *17*

CHAPTER 4 Explaining the Facts  
Technocratically *31*

CHAPTER 5 Controlling Technocratic Fact Finding:  
Federalism and the Pursuit of Science *67*

## **PART II The Technocratic Enterprise: Of Economic Reason- ing and Public Policy**

CHAPTER 6 Counting the Costs  
Technocratically *81*

CHAPTER 7 Counting the Benefits: The Economist’s  
Approach *101*

CHAPTER 8 The DECS Approach to Benefit  
Estimation *124*

CHAPTER 9 Beyond Cost–Benefit Analysis: Defin-  
ing a New Environmental Policy *136*

CHAPTER 10 Controlling Technocracy: Principles  
for Institutional Reconstruction *147*

**PART III Beyond Technocracy: The Political Model and Its Alternatives**

CHAPTER 11 An Overview of the Political Process and Its Problems 165

CHAPTER 12 The Bureaucratic Politics of Decision Making: Of Low-Level Visibility and Its Importance 170

CHAPTER 13 The DRBC "Decides": Of Governors, Secretaries, and the "Regional Perspective" 190

CHAPTER 14 Institutional Alternatives 208

**PART IV Achieving the Objective: Regulation through Legal Orders and Some Alternatives**

CHAPTER 15 Three Models of Regulation 223

CHAPTER 16 The DRBC's Zoning Plan: The Fate of Innovation within the Traditional Model of Regulation 228

CHAPTER 17 Administering a Legal Orders Regime 244

CHAPTER 18 The Market Model: Its Strengths and Weaknesses 260

CHAPTER 19 The Limits of Passive Regulation 282

CHAPTER 20 The Fate of the Environmental Revolution 317

APPENDIX A The DECS BOD-DO Model: A Technical Analysis 331

APPENDIX B Deriving Clean-up Cost Estimates for Individual Polluters along the Estuary 336

APPENDIX C The Mystery of the DECS Benefit Estimates: Of Picknicking and Pollution Control 342

APPENDIX D Interview Data 346

APPENDIX E Members of the DECS' Water Use Advisory Committee 348

BIBLIOGRAPHY 352

INDEX 369