

## BOOK REVIEW

**LAW OF PUBLIC ADMINISTRATION.** By Juan F. Rivera. Kiko Printing Press, Caloocan, Rizal, 1955. Copyright, 1956. Pp. Ll, 1070. Preface. Bibliography. Index. Tables of Names and Cases. P20.00.

The product of an exhaustive and scholarly research in the still-untapped field of public administration is Professor Rivera's **LAW OF PUBLIC ADMINISTRATION**. The author's daily contact with the subject matter both as a Philippine Government official and as professor of public law in the University of the Philippines highly qualifies him to dwell into the intricacies of the law.

Attention is invited to the truism that ours is a system of government of laws and not of men. The inescapable corollary of this is underscored by the author: that human beings (men) hold the reins of government and are endowed with vast prerogatives and freedom to administer the laws. How well the government can serve the greatest number must perforce depend on the quality of trustees we have in the government. In this connection, Professor Rivera has carefully chosen meaningful legal precepts intended to guide public officials and the people at large to the end that a truly representative form of democracy is ensured.

Striking feature of the book is the practical and systematic treatment of pertinent notes and comments on the subject. The reader will note the topically brief, but comprehensive, simple yet lucid and analytical appraisal of the law, its enactment, interpretation, execution and administration. This brings us to the modern subdivision of governmental powers. We have always been led to believe that there are but three branches of government. The author revolutionized this accepted theory. In his book, there are now five actual branches—executive, legislative, judicial, *electoral* and *administrative*. Briefly, the electoral branch is the actual possessor of the people's will; legislative expresses, executive enforces, judicial applies and safeguards, and finally, the administrative vitalizes the people's will. A thorough dissertation in this respect is given in the book. The textual and graphical presentation of this subject, replete with leading authorities along their respective lines, increases the evidentiary weight of the author's opinion. Only time, however, will tell whether this innovation will be accepted at par. It is submitted that his arguments respond to the call of logic.

The book covers the more important aspects of the administrative process: departmental relations, rule-making, administrative hearing and adjudication, enforcement of administrative action, state immunity and liability of public officers which "are designed to make the men clothed with public trusts animated by considerations of right, justice and the public good . . . and to make the citizens . . . feel that in their intercourse with those public men, in connection with the performance of their official functions, especially those aimed to help to live, they are bound to cooperate with frankness and sincerity in order the better to insure sound public administration."

Not content with mere discussion on the substantive and procedural phases of the five divisions of government, Professor Rivera goes on to correlate public ethics to public administration because "this republic will not long endure un-

less we purify and strengthen the character of our people and imbue them with a better understanding not only of their rights but particularly of their obligations to their fellowmen and to the State."

Along this line, the author pinpoints ethical standards by which public servants should base their actuations. The theoretical and practical ethics given "(are) designed to make all—public men and citizens—not under any man but under the majesty of LAW, if all others fail, including faith in the political institutions."

It would do well for the law student and the general practitioner, as well as those who profess affinity with law and jurisprudence, to read LAW OF PUBLIC ADMINISTRATION since it not only focused a clearer image of public administration, but it has likewise enriched the form and substance of contemporary thought.

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