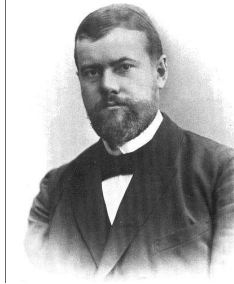
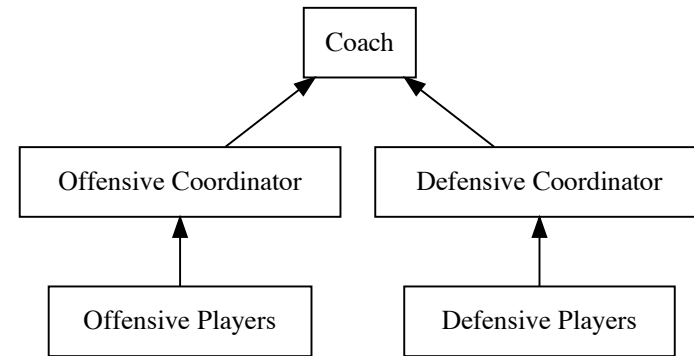


THE BUREAUCRACY

- Responsible for implementing federal policy on a day-to-day basis.
- The study of *bureaucracy* began with German sociologist Max Weber in the late 19th century.
 - *Hierarchical* organization.
 - Emphasis on *specialization* and *division of labor*.
 - Decisionmaking guided by *explicit rules*.
 - Hiring and promotion based primarily on *merit*.
- Goal: *neutral competence*.

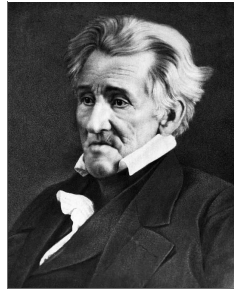


HIERARCHY AND SPECIALIZATION



HISTORY OF THE FEDERAL BUREAUCRACY

- Early United States (through 1820s) — few government jobs.
- Jacksonian era (1830s–50s) — the height of *patronage* and the *spoils system*.
- Many appointees were unqualified; their main “qualification” was supporting the president's party.



ENDING THE SPOILS SYSTEM

- Pressure for reform after the Civil War:
 - Assassination of Pres. Garfield by a disgruntled office-seeker in 1881.
 - Pendleton Act (1883) — established civil service system, gradually.
 - Hatch Act (1939) — limits political activity by civil service employees.
- Most senior positions still political appointees.



CABINET DEPARTMENTS

- 15 cabinet departments
 - Headed by cabinet *secretaries* (except *attorney general*, who heads Department of Justice).
 - Some serve a particular *cliente* group; e.g. Agriculture, Education, Veterans Affairs.
 - Most recent reorganization created the *Department of Homeland Security* in 2002.



INDEPENDENT AGENCIES

Government agencies that are established outside of cabinet departments:

- Environmental Protection Agency (EPA)
- National Aeronautics and Space Administration (NASA)
- Social Security Administration (SSA)



INDEPENDENT REGULATORY COMMISSIONS/BOARDS

Federal government agencies that are more independent of presidential control and are responsible for regulating particular economic activities.

- Federal Communications Commission (FCC)
- Securities and Exchange Commission (SEC)
- National Labor Relations Board (NLRB)

GOVERNMENT CORPORATIONS

Around two dozen government corporations, including:

- Corporation for National and Community Service (AmeriCorps)
- Federal Deposit Insurance Corporation (FDIC)
- National Railroad Passenger Corporation (Amtrak)
- Tennessee Valley Authority (TVA)



THE “SHADOW BUREAUCRACY”

Many non-federal employees work on behalf of the federal government, but don't show up in the employee counts.

- State and local government employees often responsible for federal government programs
- Outsourcing
 - Nonprofit organizations
 - Private contractors

MANAGING THE BUREAUCRACY

- Who's the boss? The challenge of *accountability*.
 - The president and appointed executive branch officials
 - Congress
 - Citizens

THE BUREAUCRATIC “GLASS CEILING”

- Appointed officials: often are inexperienced, non-experts, particularly those in less visible positions.
- Civil service employees: low prestige jobs; limited opportunities for advancement.



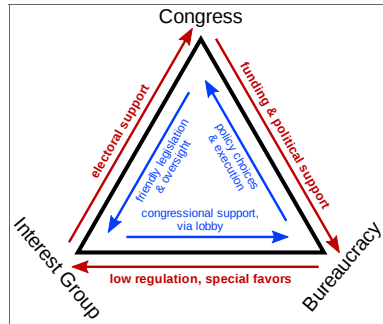
PROBLEMS OF THE BUREAUCRACY

- Changes in internal procedures tend to be slow.
- Expansionary tendencies.
- Difficult to measure performance.
- Open-ended tasks and mandates.
- “Red tape” — emphasis on fairness and equal treatment often leads to unresponsiveness.
- Agency cautiousness; few incentives for innovation.

AGENCY CAPTURE

Government agencies often regulate in the interest of the *regulated*, rather than the broader public interest.

- Formation of *iron triangles*.
- More modern concept: *issue networks* involving many actors.
- Example: the Materials Management Service (MMS) and the *Deepwater Horizon* oil spill in 2010.



CONGRESS AND THE BUREAUCRACY

- Senior appointed officials require Senate confirmation.
- Agency organization is set by law.
- Structure and functions determined politically or *ad hoc* (e.g. DHS).
- Law limits agency discretion.
- Appropriations process limits agency spending.
- *Oversight* by congressional committees.

OTHER INFLUENCES

- *Judicial review* of agency actions.
- Public opinion and electoral politics.
- Interest groups: alliances with organized interests in shared policy areas.

THE BUREAUCRACY AND THE PUBLIC

Bureaucrats are required to be responsive to the public interest in a number of ways.

- Use of *citizen advisory councils*.
- *Sunshine laws* require policymakers to hold public meetings.
- The **Freedom of Information Act** (FOIA).
- The **Privacy Act of 1974**.

IMPLEMENTING POLICY

The bureaucracy is responsible for carrying out laws and making/enforcing regulations with the force of law.

- Regulatory power subject to the *Administrative Procedure Act* of 1946.
- Proposed regulations are subject to public comment — **www.regulations.gov**.
- Congress can block regulations or agency decisions by withholding funding.
- Also subject to *judicial review*.