

AP[®] EDITION

GOVERNMENT IN AMERICA

PEOPLE, POLITICS, AND POLICY



George C.
EDWARDS III

Martin P.
WATTENBERG

Robert L.
LINEBERRY

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The Federal Bureaucracy

9



Video: The Big Picture



http://media.pearsoncmg.com/ph/hss/SSA_SHARED_MEDIA_1/polisci/presidency/Edwards_Ch9_The_Federal_Bureaucracy_Seg1_v2.html

Learning Objectives

9.1

Describe the federal bureaucrats and the ways in which they obtain their jobs

9.2

Differentiate the four types of agencies into which the federal bureaucracy is organized

Learning Objectives

9.3

Identify the factors that influence the effectiveness of bureaucratic implementation of public policy

9.4

Describe how bureaucracies regulate, and assess deregulation and alternative approaches to regulation

Learning Objectives

9.5

Identify the means of controlling the bureaucracy and assess the role of iron triangles

9.6

Assess the role of unelected bureaucrats in American democracy and the impact of the bureaucracy on the scope of government

Video: The Basics



http://media.pearsoncmg.com/ph/hss/SSA_SHARED_MEDIA_1/polisci/presidency/Seg2_Bureaucracy_v2.html

The Bureaucrats

- ▣ Some Bureaucratic Myths and Realities
- ▣ Civil Servants
- ▣ Political Appointees

Some Bureaucratic Myths and Realities

- ▣ Americans dislike bureaucrats
- ▣ Bureaucracies are growing bigger each year
 - State and local: 20 million
 - Federal: 2.7 million; 2% of all civilian jobs

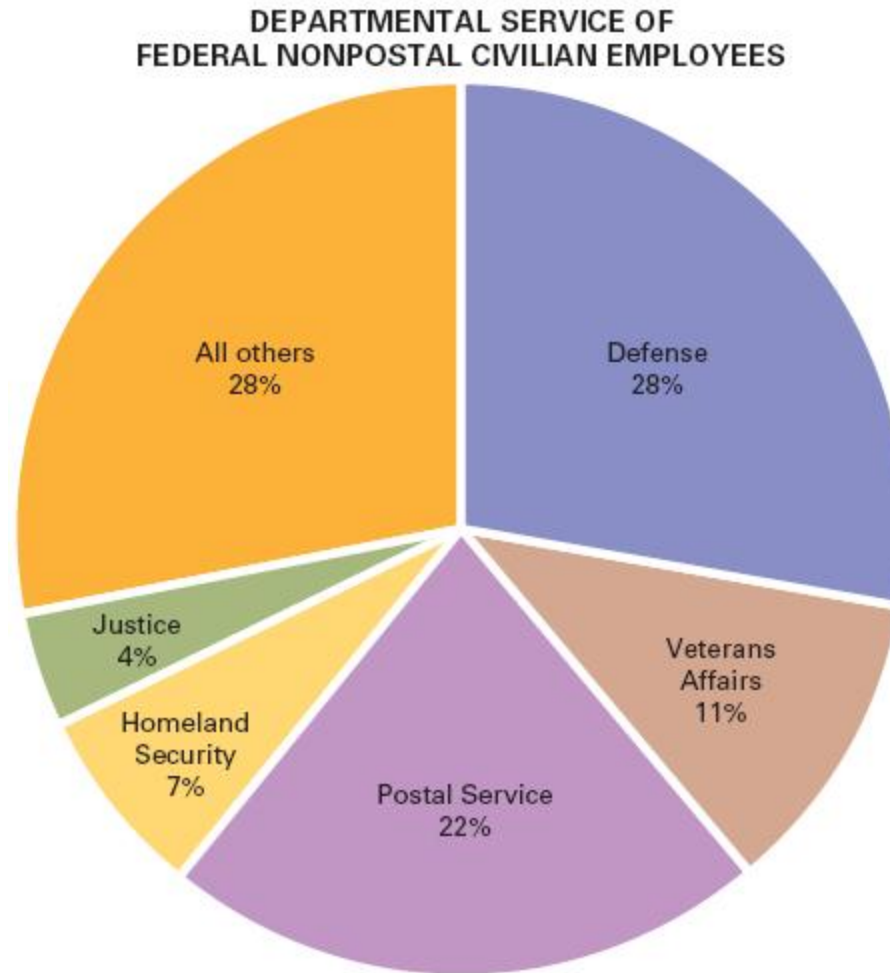
Some Bureaucratic Myths and Realities

- ❑ Bureaucracies are ineffective, inefficient, mired in red tape
- ❑ Bureaucrats work in D.C.
- ❑ DoD = 28% of *civilian* bureaucrats

TABLE**.1: Federal civilian employment**

Executive Departments	Number of Employees^a
Defense (military functions)	764,300
Veterans Affairs	302,300
Homeland Security	187,500
Justice	117,900
Treasury	108,200
Agriculture	93,300
Interior	70,400
Health and Human Services	70,100
Transportation	57,700
Commerce	40,500
State	32,400
Labor	17,400
Energy	16,500
Housing and Urban Development	9,400
Education	4,300
Larger Noncabinet Agencies	Number of Employees^a
U.S. Postal Service	579,069
Social Security Administration	65,400
Corps of Engineers	23,000
National Aeronautics and Space Administration	18,400
Environmental Protection Agency	17,100
Tennessee Valley Authority	12,800
General Services Administration	13,200

FIGURE 9.1: Departmental service of federal non postal civilian employees



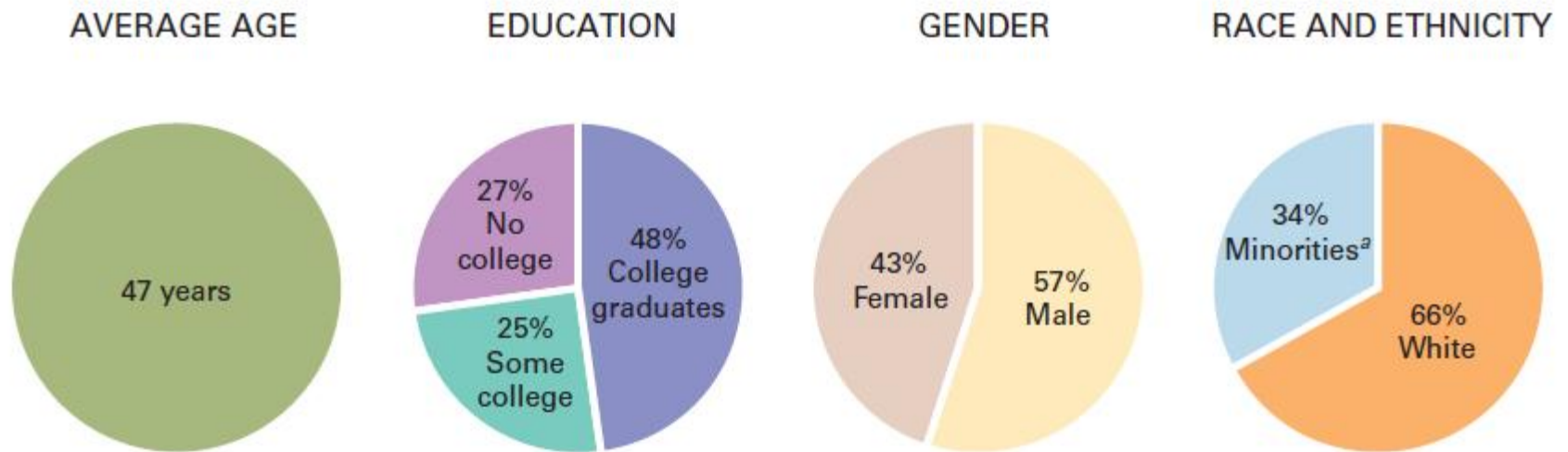
Civil Servants

- ▣ Diversity in the civil service
 - More representative than elected officials and appointees
- ▣ Development of civil service system
 - Patronage v. merit

Civil Servants

- ▣ Development of civil service system
 - Patronage v. merit
 - Pendleton Act (1883)
 - Hatch Act (1939)

FIGURE 9.2: Characteristics of federal nonpostal civilian employees



^aIncludes African Americans, Asian Americans, Native Americans, and Hispanics.

Political Appointees

▣ Plum Book

- 500 top policymaking posts
- 2,500 lesser posts
- Ambassadorships go to contributors
- Demographic balance

Political Appointees

- ▣ Transient employees
 - Last less than two years
 - Dependent upon senior civil servants
 - Less power than anticipated
 - Take one for the team

9.1 How many civilian employees does the federal bureaucracy employ today?

- a. 5,100,750
- b. 75,500
- c. 2,700,000
- d. 50,000

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How the Federal Bureaucracy is Organized

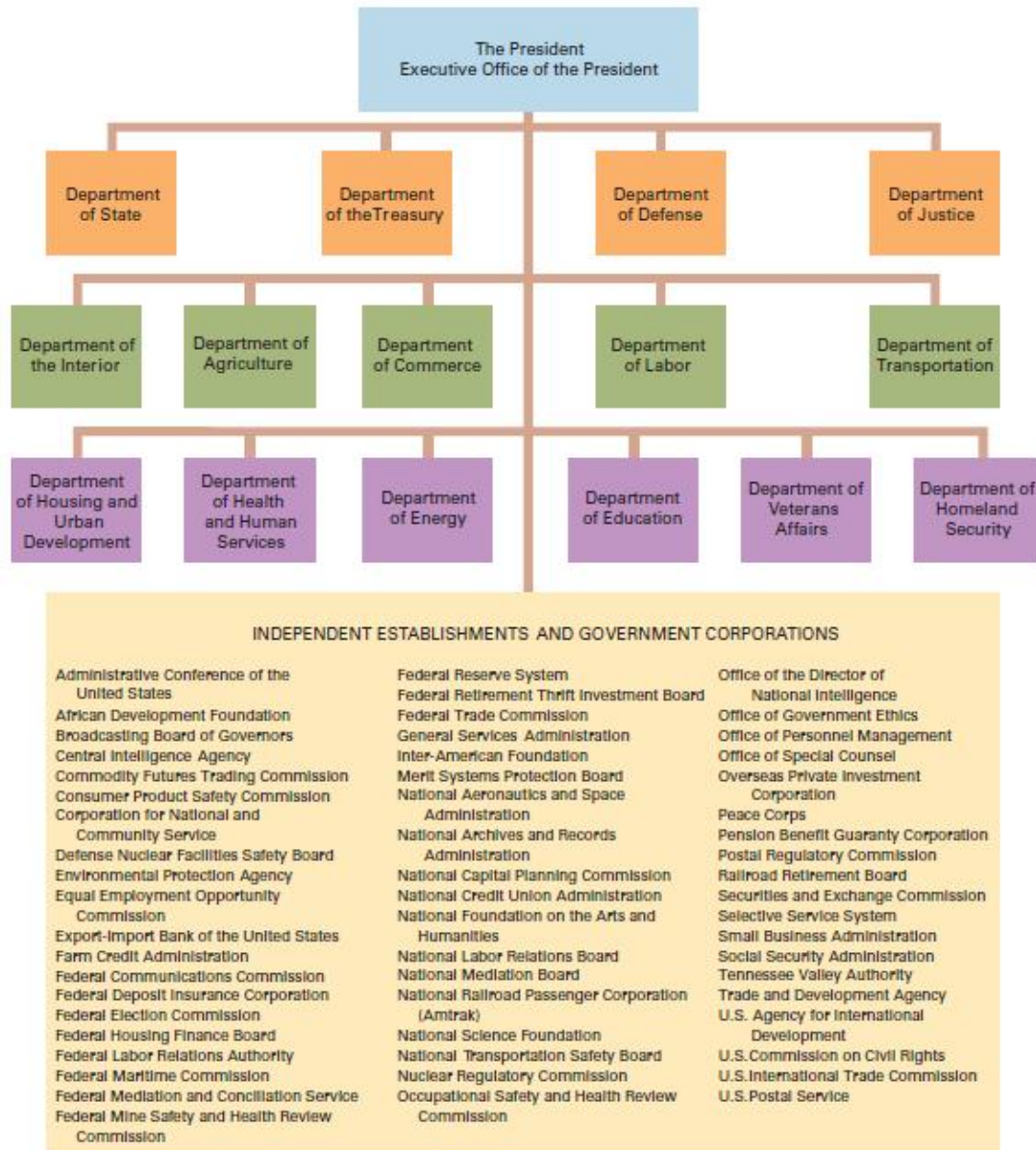
- ▣ Cabinet Departments
- ▣ Independent Regulatory Commissions
- ▣ Government Corporations
- ▣ Independent Executive Agencies

Cabinet Departments

□ Organization

- 15 cabinet departments
- Each headed by secretary
- Undersecretaries, deputy undersecretaries, assistant secretaries, etc.
- Own policy area, own budget, own staff
- Bureaus within departments

FIGURE 9.3: Organization of the Executive Branch



Independent Regulatory Commissions

- ▣ Make and enforce rules
- ▣ Judge disputes over rules
- ▣ Alphabet soup: FRB, NLRB, FCC, FTC, SEC, etc.

Independent Regulatory Commissions

- ▣ Governed by 5-10 commissioners with fixed terms
- ▣ Somewhat insulated from politics
- ▣ Regulatory capture

Government Corporations

- ❑ Different from other government agencies
 - Provide services that could be handled by private sector
 - Charge consumers for these services, albeit at cheaper rates
- ❑ Tennessee Valley Authority (TVA)
- ❑ U.S. Postal Service
- ❑ Amtrak

Independent Executive Agencies

- ▣ Everything else
 - 45-50
 - Administrators appointed by president
- ▣ GSA, NSG, NASA, EPA

Fishermen on Lake Erie

9.2



9.2 Which of the following is an example of a government corporation?

- a. Federal Communications Commission
- b. NASA
- c. U.S. Postal Service
- d. General Services Administration

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Bureaucracies as Implementors

- ▣ What Implementation Means
- ▣ Why the Best-Laid Plans Sometimes Flunk the Implementation Test
- ▣ A Case Study of Successful Implementation: The Voting Rights Act of 1965
- ▣ Privatization

What Implementation Means

- ▣ Policies are not self-executing
 - Laws are usually vague
 - Bureaucracies work out the details

- ▣ Implementation is critical
 - Create new agency or assign new responsibility to existing agency
 - Translate policy goals into rules and guidelines
 - Coordinate resources

Why the Best-Laid Plans Sometimes Flunk the Implementation Test

- ▣ High expectations -> dashed hopes
- ▣ Program design
 - COBRA

Why the Best-Laid Plans Sometimes Flunk the Implementation Test

- ❑ Lack of clarity
- ❑ Lack of resources
 - ❑ lack of funding (Head Start)
 - ❑ lack of personnel

Title IX

9.3



Why the Best-Laid Plans Sometimes Flunk the Implementation Test

- ❑ Lack of authority
- ❑ Administrative routine (SOPs)
 - ❑ red tape

Why the Best-Laid Plans Sometimes Flunk the Implementation Test

- ▣ Administrators' dispositions
- ▣ Fragmentation

Illegal aliens and border patrol

9.3

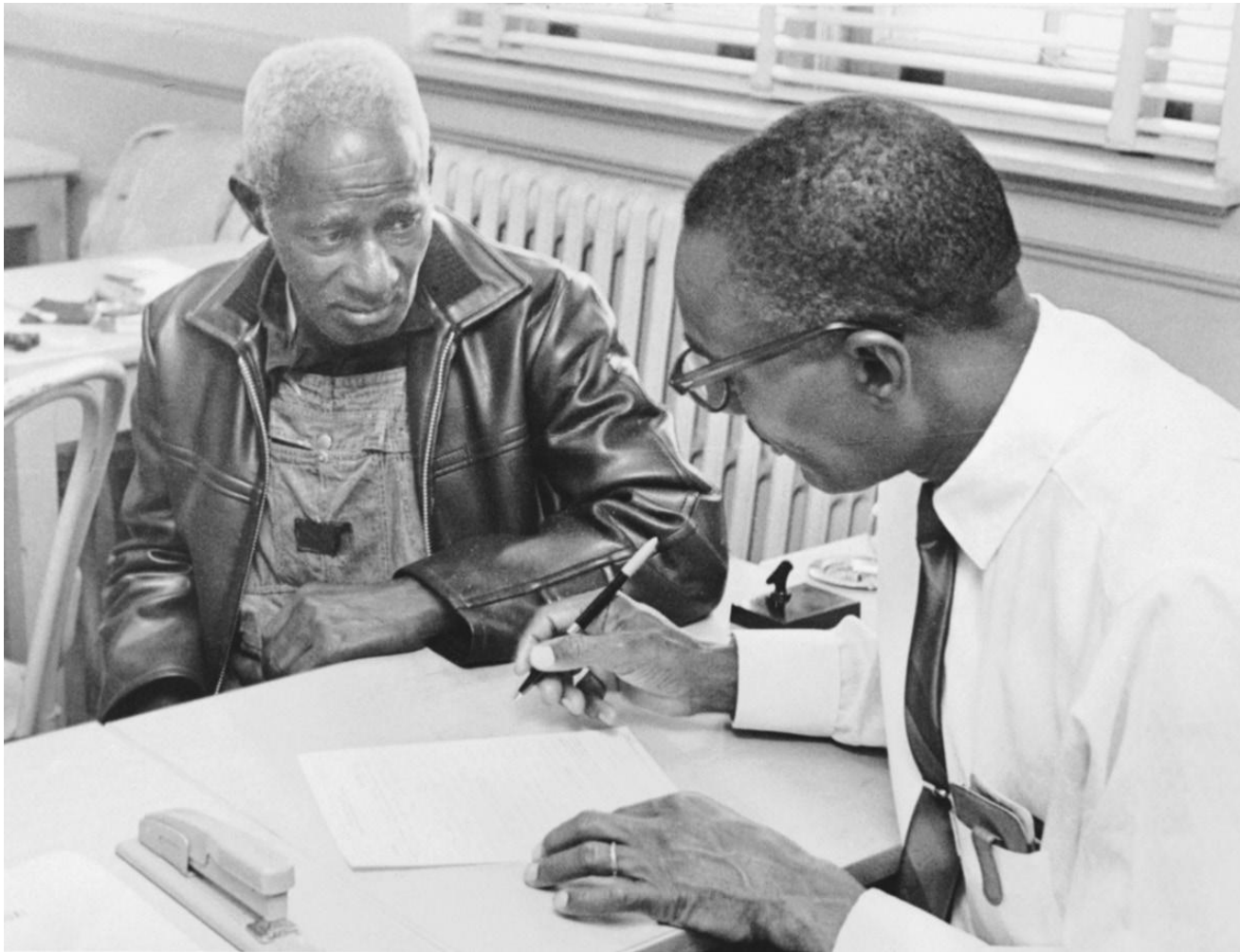


A Case Study of Successful Implementation: The Voting Rights Act of 1965

- Clear goals
 - Register African American voters
- Adequate means to achieve them
 - Federal registrars sent to counties
 - Protected by U.S. marshals
 - Federal penalties for obstruction

Voter registration

9.3



Privatization

▣ Reinventing government

- Decentralize authority
- Room for innovation
- Performance incentives
- Make govt. look more like private sector

▣ Contractors

- Private sector competition
- Theoretical cost savings
- Creates appearance of reducing size of govt.

Video: In Context



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9.3 Why does policy implementation sometimes fail?

- a. Policy has contradictory goals
- b. Not enough personnel to execute policy
- c. Not enough funding to implement policy
- d. All of the above

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Explore the Simulation: You Are Head of FEMA

You Are a Head of FEMA Introduction

The federal bureaucracy is comprised of departments in the executive branch, government corporations, independent agencies, and regulatory commissions. Although Congress makes laws and policies, the bureaucracy implements these laws and must often make decisions about how laws should be carried out. In this simulation, you will learn about the power and function of the federal bureaucracy as you face five challenges as head of FEMA.

The Federal Emergency Management Agency (FEMA) coordinates local, state, and federal governmental responses to

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Bureaucracies as Regulators

- ▣ Regulation in the Economy and in Everyday Life
- ▣ Deregulation

Regulation in the Economy and in Everyday Life

- Free enterprise is highly regulated
 - Many agencies regulate each company
- History of regulation
 - Virtually none
 - State and local
 - Federal after 1887
 - Interstate Commerce Commission
 - Guidelines developed with industry
 - Enforcement varies

Deregulation

- ▣ Perceived problems with regulation:
 - Raising prices
 - Hurting America's competitive position abroad
 - Failing to work well
- ▣ Hazards of deregulation

9.4 Which of the following is a motivation for deregulation?

- a. Regulations save lives
- b. Regulations cost money
- c. Regulations make food safer
- d. Regulations improve working conditions

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Controlling the Bureaucracy

- ▣ Presidents Try to Control the Bureaucracy
- ▣ Congress Tries to Control the Bureaucracy
- ▣ Iron Triangles and Issue Networks

Presidents Try to Control the Bureaucracy

- ▣ Appoint agency heads
- ▣ Issue orders
 - Executive orders carry force of law
- ▣ Alter agency budgets
- ▣ Reorganize agencies

Congress Tries to Control the Bureaucracy

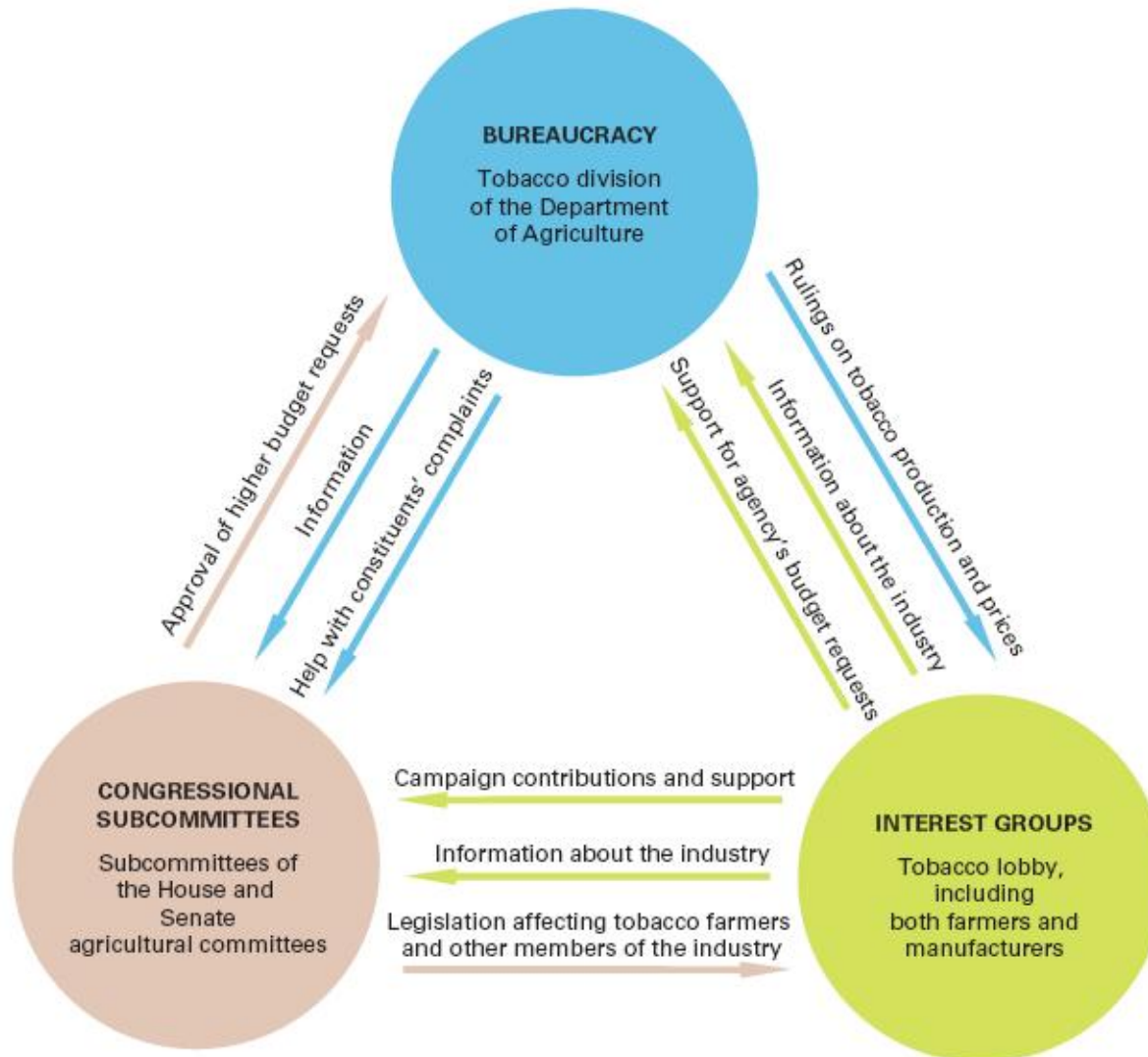
- ▣ Paradoxical relationship
 - Provide services to constituents
 - Problem-solve

- ▣ Methods of Congressional control:
 - Influence the appointment of agency heads
 - Alter agency budgets
 - Hold oversight hearings
 - Rewrite legislation

Iron Triangles and Issue Networks

- ▣ Definition
- ▣ Death of an iron triangle
 - Nuclear power

FIGURE 9.4: Iron Triangles: One example



9.5 The three legs of an iron triangle consist of the regulated industry's interest groups, Congressional committees, and:

- a. Presidents
- b. Relevant agencies
- c. State legislatures
- d. Industry lobbyists

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- a. Presidents
- b. Relevant agencies**
- c. State legislatures
- d. Industry lobbyists

Understanding the Bureaucracy

- ▣ Bureaucracy and Democracy
- ▣ Bureaucracy and the Scope of Government

Video: Thinking Like a Political Scientist



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Bureaucracy and Democracy

- ▣ Unelected policymaking institutions
 - Bureaucracy
 - Courts

- ▣ Impossible to elect millions of bureaucrats
 - Representative of citizens
 - Responsive to public interest

Bureaucracy and the Scope of Government

- ▣ Government out of control?
 - Bureaucracy is acquisitive
 - Shrunk over past 40 years
- ▣ Too small?
 - Job is to deal with social and economic problems
- ▣ Bureaucracy cannot stop deregulation

9.6 In the last 40 years, the federal bureaucracy has:

- a. Grown enormously
- b. Grown slowly and steadily
- c. Shrunk to a shadow of its former self
- d. Shrunk in relation to need

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Video: In the Real World

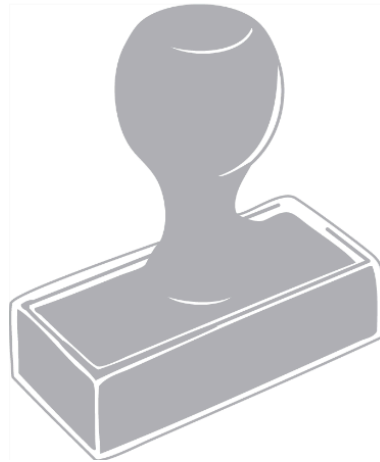


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Explore the Bureaucracy: What Puts the "Big" in Big Government?

Bureaucracy

What Puts The "Big" In Big Government?



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long_edwards_mpslgia_16/pex/pex9.html](http://media.pearsoncmg.com/long/long_edwards_mpslgia_16/pex/pex9.html)

Discussion Question

What does the federal bureaucracy do? Could we live without it? That is, could we save money by simply disbanding it? What are the consequences of deregulation?

Video: So What?



http://media.pearsoncmg.com/ph/hss/SSA_SHARED_MEDIA_1/polisci/presidency/Edwards_Ch9_The_Federal_Bureaucracy_Seg6_v2.html

Further Review: On MyPoliSciLab

- Listen to the Chapter
- Study and Review the Flashcards
- Study and Review the Practice Tests