

The Bureaucracy
Wilson chapter 13

Distinctiveness of U.S. Bureaucracy

- While _____ and _____ can cause problems for bureaucracies, the more important point is the political _____ in which these organizations act
- Constitutional system and _____ make the U.S. bureaucracy distinctive
 - Political authority over the bureaucracy is _____ by president and Congress
 - Federal agencies share _____ with related state and local government agencies
 - _____ culture leads to closer scrutiny and make court challenges more likely
- Scope of bureaucracy
 - Little _____ ownership of industry in the U.S.
 - High degree of _____ of private industries in the U.S.

Growth of the Bureaucracy 1

- One early controversy ended when the Supreme Court gave the president sole _____
 - Myers v. United States (1926)
 - “_____ in Office Act” required that Pres. get approval of Senate to remove certain appointees
 - Pres. Wilson removed Myers w/o approval
 - Held, Act is _____
 - _____, Pres. must be able to remove someone in order to “take care that the laws be faithfully _____.”
 - Opinion by C.J. William Howard _____ (!)
- Still, Congress funds and _____ the agencies, and shapes the laws they administer

Growth of the Bureaucracy 2

- The _____ of officials
 - Officials affect how laws are _____, tone and effectiveness of administration, party strength
 - _____ in nineteenth and early twentieth centuries rewarded supporters, induced congressional support, built party organizations
 - Civil War a watershed in bureaucratic growth; it showed the administrative _____ of federal government and increased demands for _____ reform
 - Post-Civil War period saw industrialization, emergence of a national economy—power of national government to regulate _____ commerce became necessary and controversial

Growth of the Bureaucracy 3

- A _____ role
 - 1861–1901: new agencies primarily performed a service role because . . .
 - Constraints of _____ government, _____’ rights, and fragmented power
 - _____ - _____ philosophies
 - Supreme Court held that, under the Constitution, executive agencies could only apply _____ passed by Congress
- Wars led to _____ restrictions on administrators and an enduring increase in executive branch personnel

Growth of the Bureaucracy 4

- A change in role: _____ and World War II led to government _____
 - Supreme Court upheld laws that granted _____ to administrative agencies

- Introduction of heavy _____ taxes supports a large bureaucracy
- Public believes in continuing _____ preparedness and various social programs

Federal Bureaucracy Today (overview)

- Direct and indirect _____
- More Important – Growth in _____ Authority
- Factors explaining _____ of officials

Direct and Indirect Growth

- Modest increase in number of government _____
- Significant _____ increase in number of employees through use of private contractors, state and local government employees

Growth in Discretionary Authority

- Defined: the ability to _____ courses of action and to make policies not set out in the statutory law
- Delegation of _____ authority by Congress greatly increased
- Primary areas of delegation
 - _____ to groups and organizations
 - _____-in-aid programs, transferring money from national to state and local governments
 - Devising and enforcing _____, especially for the economy

Factors Explaining Behavior of Officials (overview)

- Recruitment and reward systems
- Personal and political attributes
- Nature of work
- Constraints imposed on agencies by various outside actors

Recruitment and Retention 1

- The competitive service: bureaucrats _____ for jobs through OPM (Office of Personnel Management)
 - Appointment by _____ based on written exam
 - Departments increasingly do their own hiring without an _____ referral, for the following reasons:
 - OPM system is _____ and not geared to department needs
 - Agencies have need of _____ who cannot be ranked by examination
 - Agencies face pressure to _____ federal bureaucracy personnel

Recruitment and Retention 2

- The _____ service: bureaucrats appointed by agencies, typically in a nonpartisan fashion
 - About 3 percent of excepted employees are appointed on grounds other than merit – _____ appointments, Schedule C jobs, noncareer executive assignments
 - _____ Act (1883): changed the basis of government jobs from patronage to merit
 - Merit system protects president from pressure and protects patronage appointees from removal by new presidents (blanketing in)

Recruitment and Retention 3

- The _____ system

- _____-request job: filled by a person whom an agency has already identified for middle- and upper-level jobs
- Job description may be _____ for person
- Circumvents the usual _____ process . . .
- . . . but also encourages issue networks based on shared _____ views

Recruitment and Retention 4

- _____ a bureaucrat
 - Most bureaucrats cannot be easily fired, although there are informal methods of _____
 - _____ Executive Service (SES) was established to provide the president and cabinet with more control in personnel decisions
 - But very few SES members have actually been fired or even transferred, and cash bonuses have not been influential

Recruitment and Retention 5

- The agencies' point of view
 - Agencies are dominated by _____ bureaucrats who have worked for no other agency
 - Assures continuity and _____ . . .
 - . . . But also gives subordinates power over new bosses: can work behind their boss's back through _____, delaying, etc.

Personal Attributes – Social Class, Education, Political Beliefs 1

- Allegations of critics are based on the fact that _____ appointees and upper-level bureaucrats are unrepresentative of U.S. society and the belief that they have an occupational _____-interest
- Results of surveys of bureaucrats show that they . . .
 - Are somewhat more liberal or conservative, depending on the appointing _____, than the average citizen
 - But they do not take _____ positions

Personal Attributes – Social Class, Education, Political Beliefs 2

- Correlation found between the _____ of agency and the attitudes of the employees
- _____ agency bureaucrats tend to be more liberal (_____, _____, _____)
- Traditional agency bureaucrats tend to be less liberal (_____, Commerce, Treasury)
- Bureaucrats' policy views reflect the type of _____ that they do

Do Bureaucrats Sabotage their Political Bosses?

- Most bureaucrats try to carry out policy, even those they _____ with
- But bureaucrats do have _____ powers—Whistleblower Protection Act (1989)
- Most civil servants have highly _____ jobs that make their personal attitudes irrelevant
- Professionals' loosely structured roles may cause their work to be more influenced by _____ attitudes
 - Professional values help explain how power is used
 - Example: _____ vs. _____ at the Federal Trade Commission

Culture and Careers

- Each agency has its own _____, an informal understanding among employees about how they are supposed to act

- Strong agency culture motivates employees but it makes agencies _____ to change

Constraints Much Greater on Agencies than on Private Bureaucracies 1

- Hiring, firing, pay, and other procedures are established by _____, not by the market
- General constraints
 - Administrative Procedure Act (1946)
 - Freedom of _____ Act (1966)
 - National Environmental Policy Act (1969)
 - Privacy Act (1974)
 - _____ Meeting Law (1976)
 - Several agencies are often assigned to a single policy

Constraints Much Greater on Agencies than on Private Bureaucracies 2

- Effects of constraints
 - Government moves _____
 - Government sometimes acts _____
 - Easier to _____ action than take action
 - _____ decision making by lower-ranking employees
 - Red tape
- Why so many constraints?
 - Constraints come from _____: agencies try to respond to citizen demands for openness, honesty, fairness, etc.

Agency Allies

- Agencies often seek alliances with congressional committees or interest groups
 - _____ politics
- Far less common today—_____ has become too complicated
 - More interest groups, more congressional subcommittees – more _____ forces
 - _____ have also granted more access
- _____ networks: groups that regularly debate government policy on certain issues
 - Contentious -- split along _____, ideological, _____ lines
 - New presidents often _____ from networks

Congressional Oversight 1

- Forms of congressional supervision
 - _____ creates agencies and authorizes their programs
 - _____ allows the agency to spend money on the programs

Congressional Oversight 2

- The Appropriations Committee and legislative committees
 - Appropriations Committee may be the most _____ of all the congressional committees
 - Most expenditure recommendations are _____ by House
 - Tends to recommend an amount _____ than the agency requested
 - Has power to influence an agency's policies by "_____ up" an agency's budget
 - But becoming _____ powerful because . . .
 - Trust funds operate outside the regular government budget and are not controlled by the appropriations committees
 - _____ authorizations allow the legislative committees greater oversight
 - Budget _____ have necessitated cuts

Congressional Oversight 3

- _____ congressional controls over agencies
 - Individual members of Congress can seek _____ for constituents
 - Congressional committees may seek committee clearance, the right to _____ on certain agency decisions

Congressional Oversight 4

- The _____ veto
 - Definition: a requirement that an executive decision must lie before _____ for a specified period before it takes effect
 - Declared unconstitutional by Supreme Court in _____ (1983)
 - Debate about the legislative veto continues
- Congressional investigations
 - Power inferred from the congressional power to _____
 - Means for checking agency _____ and also for authorizing agency actions independent of presidential preferences

Bureaucratic “Pathologies”

- Five major complaints about the bureaucracy:
 - Red tape—_____ and sometimes conflicting rules
 - _____—agencies work at cross-purposes
 - _____—two or more agencies seem to do the same thing
 - _____—tendency of agencies to grow, irrespective of programs' benefits and costs
 - _____—spending more than is necessary to buy some product or service
- Each complaint has logical origins in the _____ order and policy making process
- Also, some exaggerations and unusual circumstances generate difficulties

Reforming the Bureaucracy 1

- Numerous attempts to make the bureaucracy work _____ for less money
 - _____ reform attempts in the 1900s
 - Prior reforms stressed presidential _____ on behalf of efficiency, accountability, and consistency
 - National _____ Review (NPR) in 1993 designed to _____ government calling for a new kind of organizational culture
 - Less _____ management
 - More _____ initiatives
 - _____ detailed rules, more customer satisfaction

Reforming the Bureaucracy 2

- Bureaucratic reform is always _____ to accomplish
 - Most rules and red tape are due to struggles between _____ and _____ or to agencies' efforts to avoid alienating influential voters
 - Periods of _____ government worsen matters, especially in implementing policy
 - Presidents of one party seek to _____ political control (executive micromanagement)
 - Congresses of another party respond by increasing _____ and rules (legislative micromanagement)

The End!