

AP AMERICAN GOVERNMENT

Unit Four Part 3

The President and the Bureaucracy



Unit 4 Learning Objectives

Understanding the Federal Bureaucracy

- 4.7 Outline the constitutional roots of the federal bureaucracy

The Four Types of Federal Organizations

- 4.8 Identify the four types of federal organizations.

The Job of the Federal Bureaucracy

- 4.9 Analyze the bureaucracy's tools of implementation and their effectiveness.

Controlling the Federal Bureaucracy

- 4.10 Assess presidential and congressional efforts to harness and control the federal bureaucracy.

Chapter 13: The Federal Bureaucracy



- Understanding the Federal Bureaucracy
- Four Types of Federal Organizations
- Types of Federal Employees
- The Job of the Federal Bureaucracy
- Controlling the Federal Bureaucracy
- Does the Federal Bureaucracy Work?

Understanding the Federal Bureaucracy

4.7 Outline the constitutional roots of the federal bureaucracy

Constitutional Controls

- Prohibit members from holding executive branch positions
- President has complete authority to nominate the senior offices
- President is responsible for requiring the opinions of the officer of each department

Understanding the Federal Bureaucracy

- **Bureaucracy:** a large, complex organization composed of appointed officials
- Political authority over the bureaucracy is shared by president and Congress
- Federal agencies share functions with related state and local government agencies

Growth of the Bureaucracy

- Patronage in the 19th and early 20th centuries rewarded supporters, induced congressional support, and built party organizations
- The Civil War showed the administrative weakness of the federal government and increased demands for civil service reform

Growth of the Bureaucracy

- The post-Civil War period saw industrialization and the emergence of a national economy
- The power of national government to regulate interstate commerce became necessary and controversial

Recruitment and Retention

- Competitive service: bureaucrats compete for jobs through OPM
- Appointment by merit based on written exam or through selection criteria

Expansion of the Bureaucracy

- The Depression and World War II led to government activism
- The Supreme Court upheld laws that granted discretion to administrative agencies
- Heavy use of income taxes supported war effort and a large bureaucracy

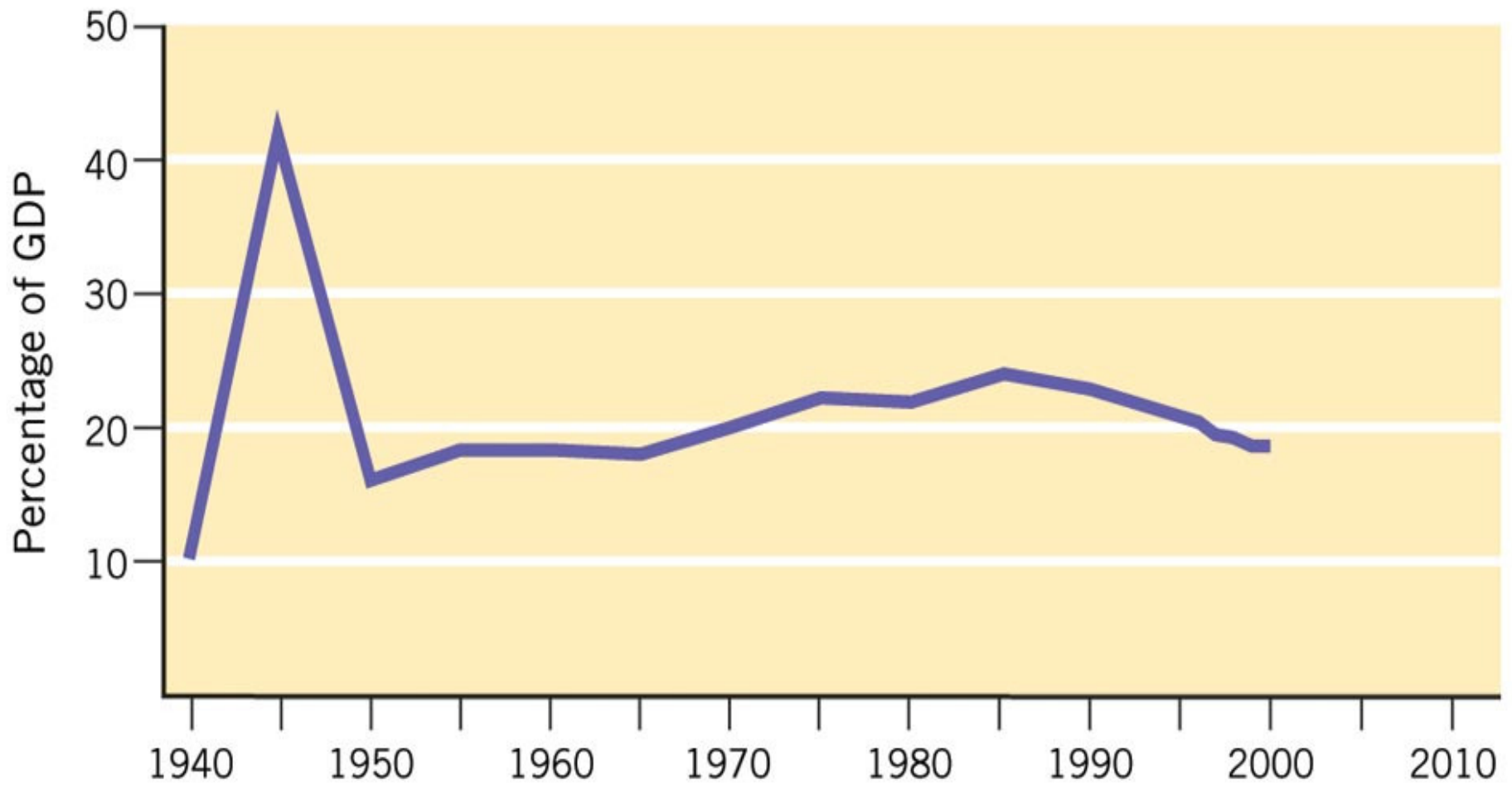


The Impact of 9/11

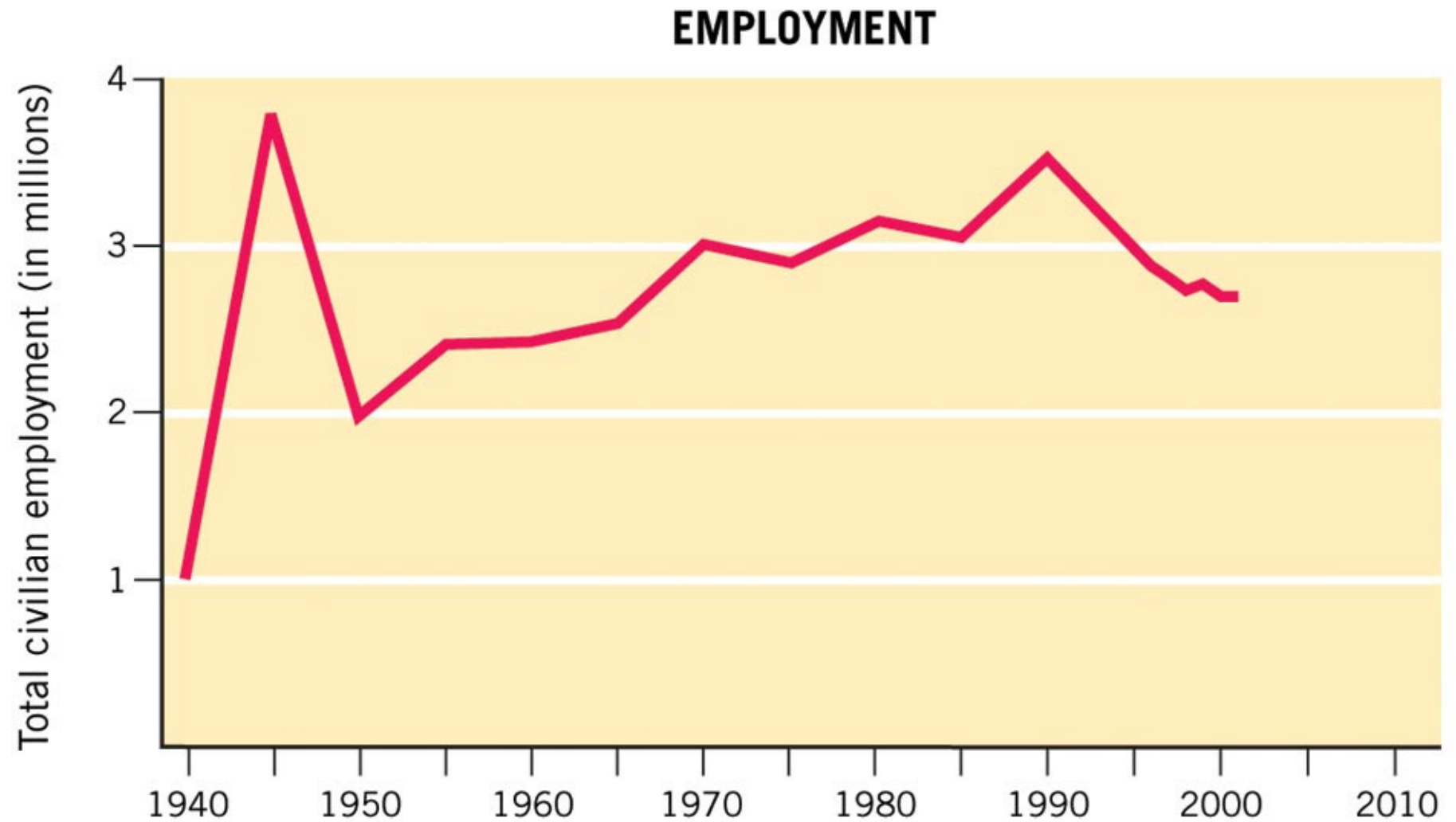
- 9/11 attacks could also affect the bureaucracy as profoundly as WWII and the Depression
- A new cabinet agency (Department of Homeland Security) was created
- Intelligence-gathering activities were consolidated under a National Intelligence Director

Federal Government: Money, People, and Regulations

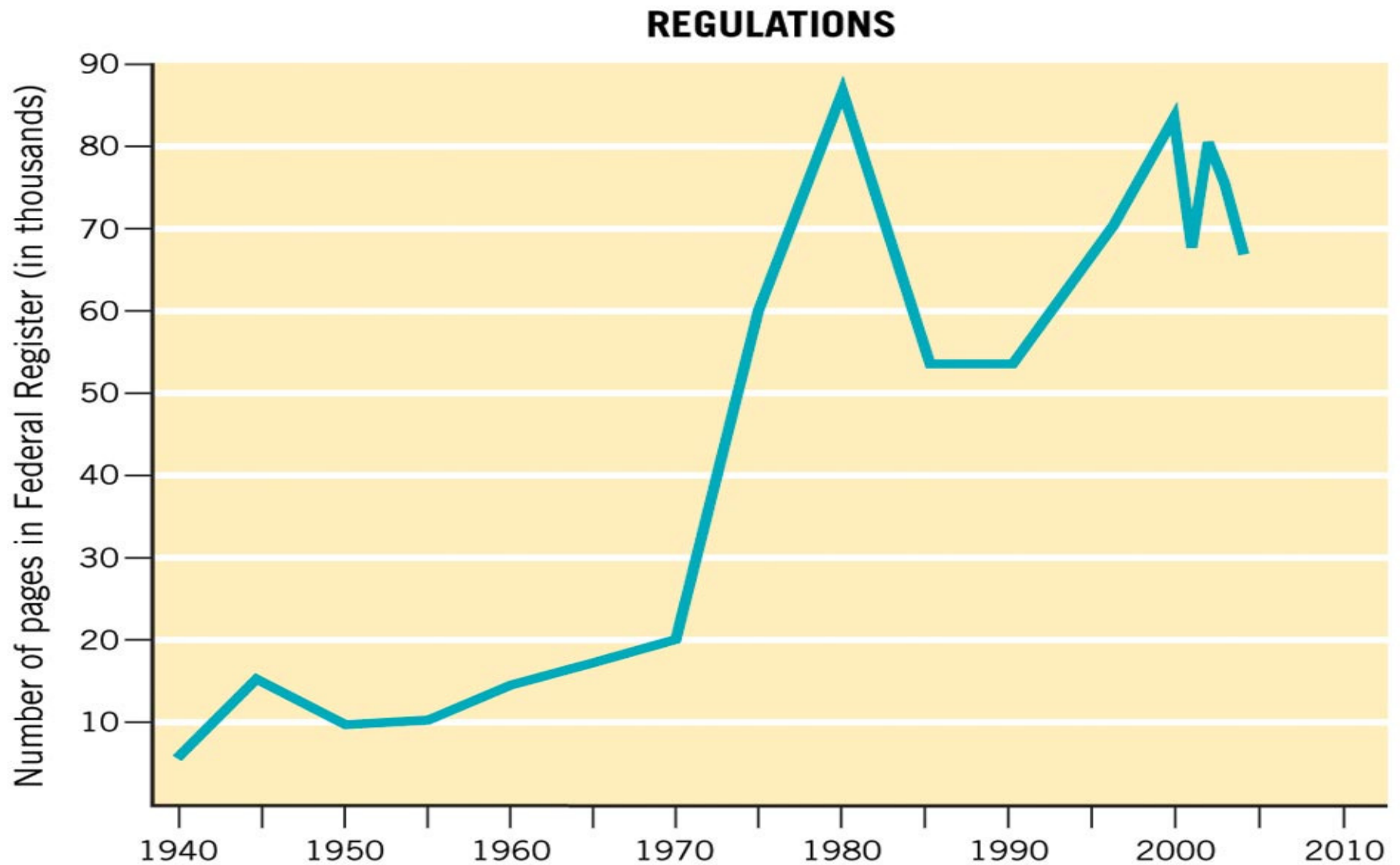
EXPENDITURES



Federal Government: Money, People, and Regulations



Federal Government: Money, People, and Regulations

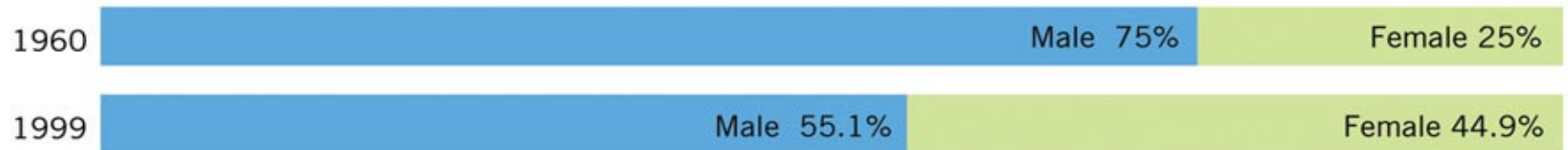


Characteristics of Federal Civilian Employees, 1960 and 1999

Total number of employees

1960	2.2 million
1999	2.1 million

Sex

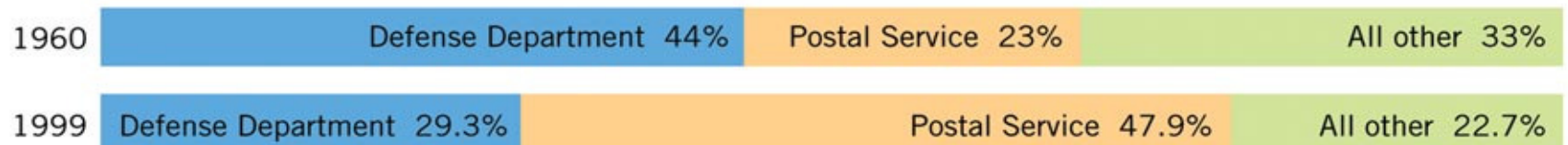


Race

1960 White/Minority data for 1960 unavailable



Employing Agency



Location



*Blacks, Native Americans, Hispanics, Asians, and Pacific Islanders

Growth of the Bureaucracy Today

- Modest increase in the number of government employees
- Significant indirect increase in number of employees through use of private contractors, state and local government employees
- Growth in discretionary authority

The Four Types of Federal Organizations

LO 13.2 Identify the four types of federal organizations.

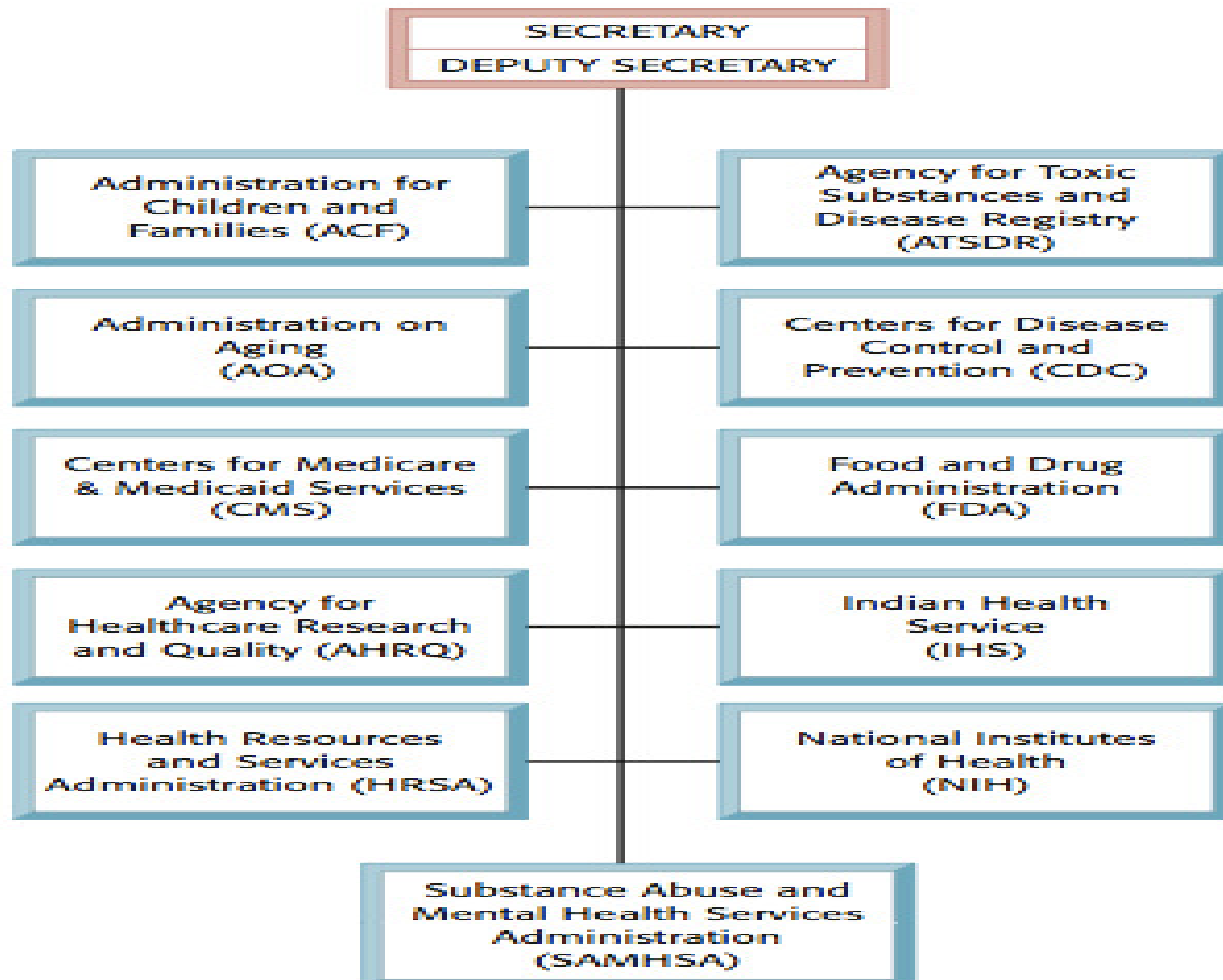
Four Types of Federal Organizations

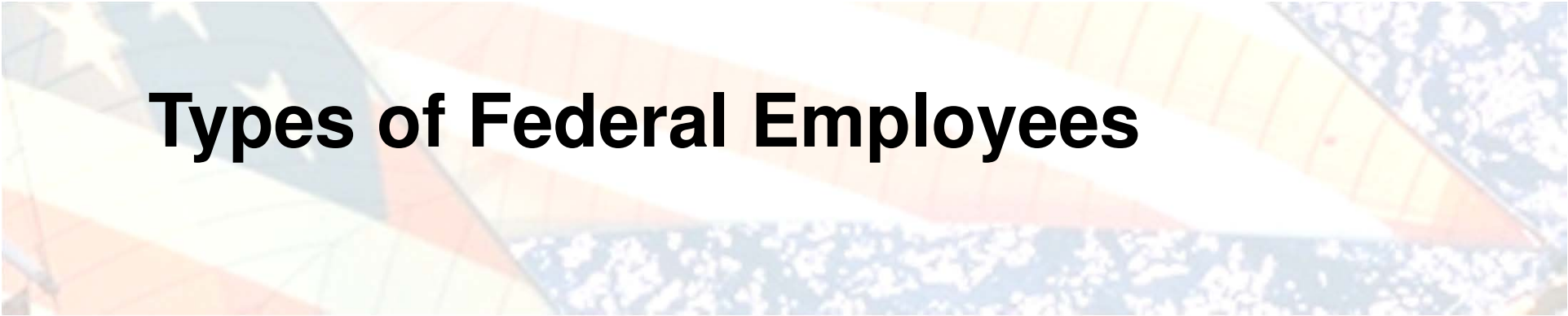
- Departments
- Independent Agencies
- Independent Regulatory Commissions
- Government Corporations

FIGURE 13–2 The Department of Health and Human Services.

LO 13.2

■ *What are the benefits and drawbacks of having all of these organizations housed within the Department of Health and Human Services?*





Types of Federal Employees

Types of Federal Employees

- Presidential Appointees
- Senior Executive Service
- Civil Service

The Hiring Process

FIGURE 13-1 Measuring the
Estimated Total Number of Federal
Employees.

■ Why has there been such a dramatic
increase in the number of contracted
employees?

SOURCE: Paul C. Light, *A Government Ill Executed*
(Harvard University Press, 2008).

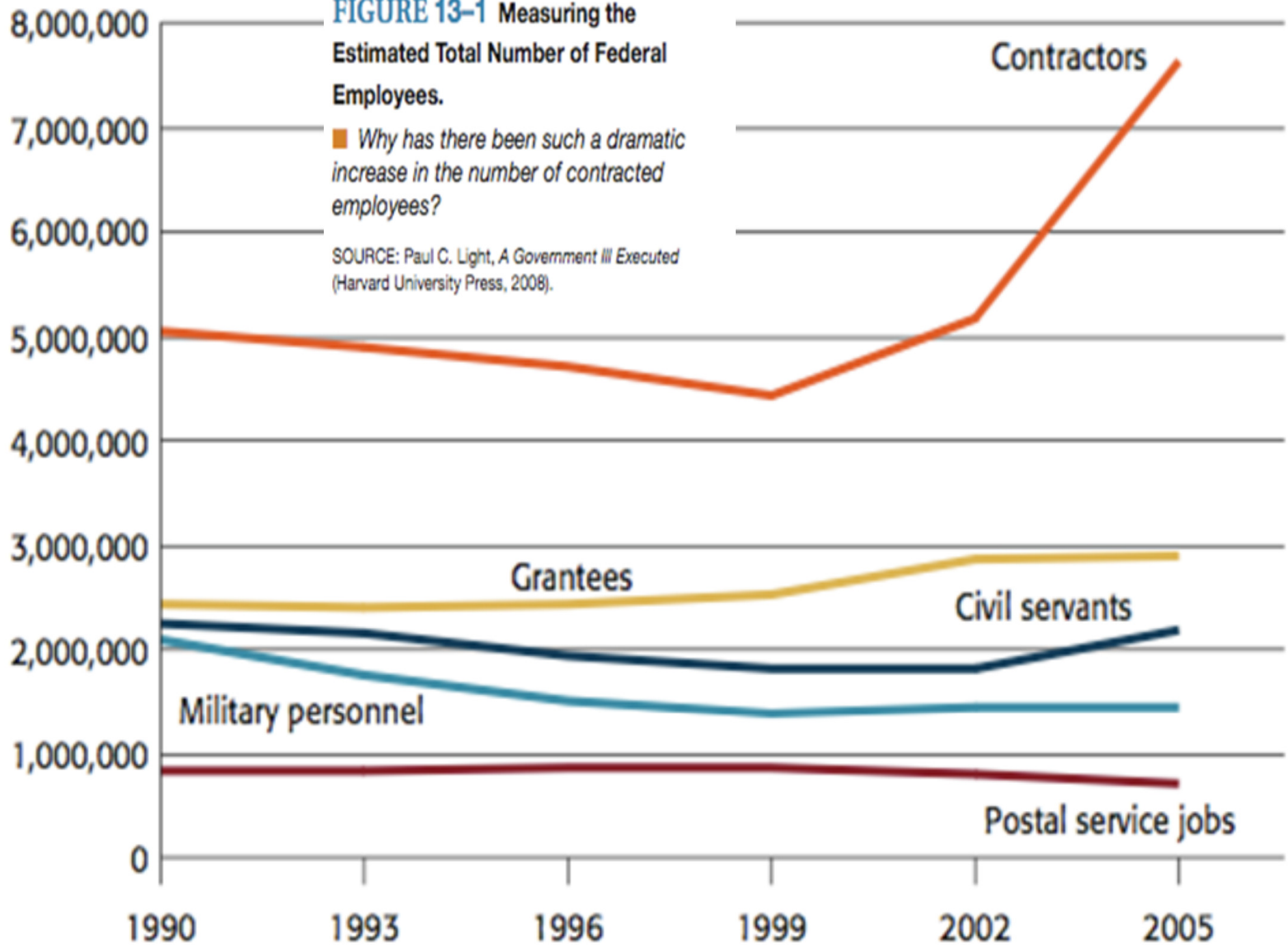
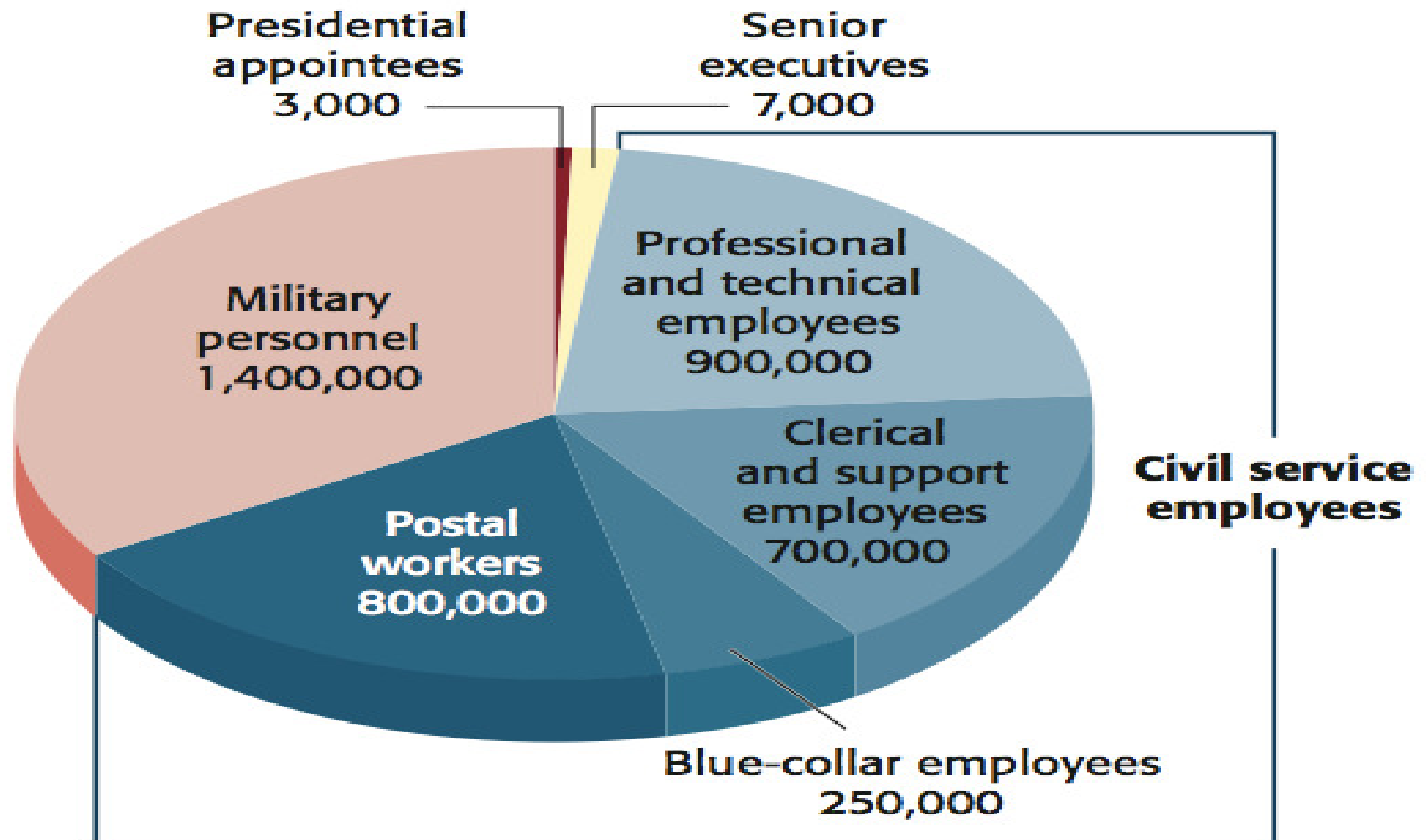


FIGURE 13-3 Types of Federal Employees.

■ *What are the advantages and disadvantages of having so many more federal employees be civil service employees rather than presidential appointees?*



Types of Federal Employees

Regulating the Civil Service

- 1939 Hatch Act
- 1993 Overhaul

The Role of Government Unions

Recruitment and Retention

- Competitive service system has become more decentralized, less reliant on OPM referral
- **Excepted service:** bureaucrats appointed by agencies, typically in a nonpartisan fashion

The Job of the Federal Bureaucracy ^{LO 13.4}

4.9 Analyze the bureaucracy's tools of implementation and their effectiveness.

Job of the Federal Bureaucracy

- Implementation
 - Regulations
 - Spending
- Administrative discretion

Carrying Out Policy

- Most bureaucrats try to carry out policy, even those they disagree with
- But bureaucrats do have obstructive powers—Whistleblower Protection Act (1989)
- Most civil servants have highly structured jobs that make their personal attitudes irrelevant

Constraints on the Bureaucracy

- Constraints are much greater on government agencies
- Hiring, firing, pay, and other procedures are established by law, not by the market
- Constraints come from citizens: agencies try to respond to citizen demands for openness, honesty, and fairness

Agency Allies

- Agencies often seek alliances with congressional committees and interest groups
- These alliances are far less common today—politics has become too complicated
- Issue networks: groups that regularly debate government policy on certain issues

Does the Federal Bureaucracy Work?

4.11 Evaluate the bureaucracy's effectiveness.

Does the Bureaucracy Work?

- Bad execution
 - Taxpayer abuse by the IRS
 - Security breaches
 - Hurricane Katrina sluggish response
 - Gulf of Mexico oil spill

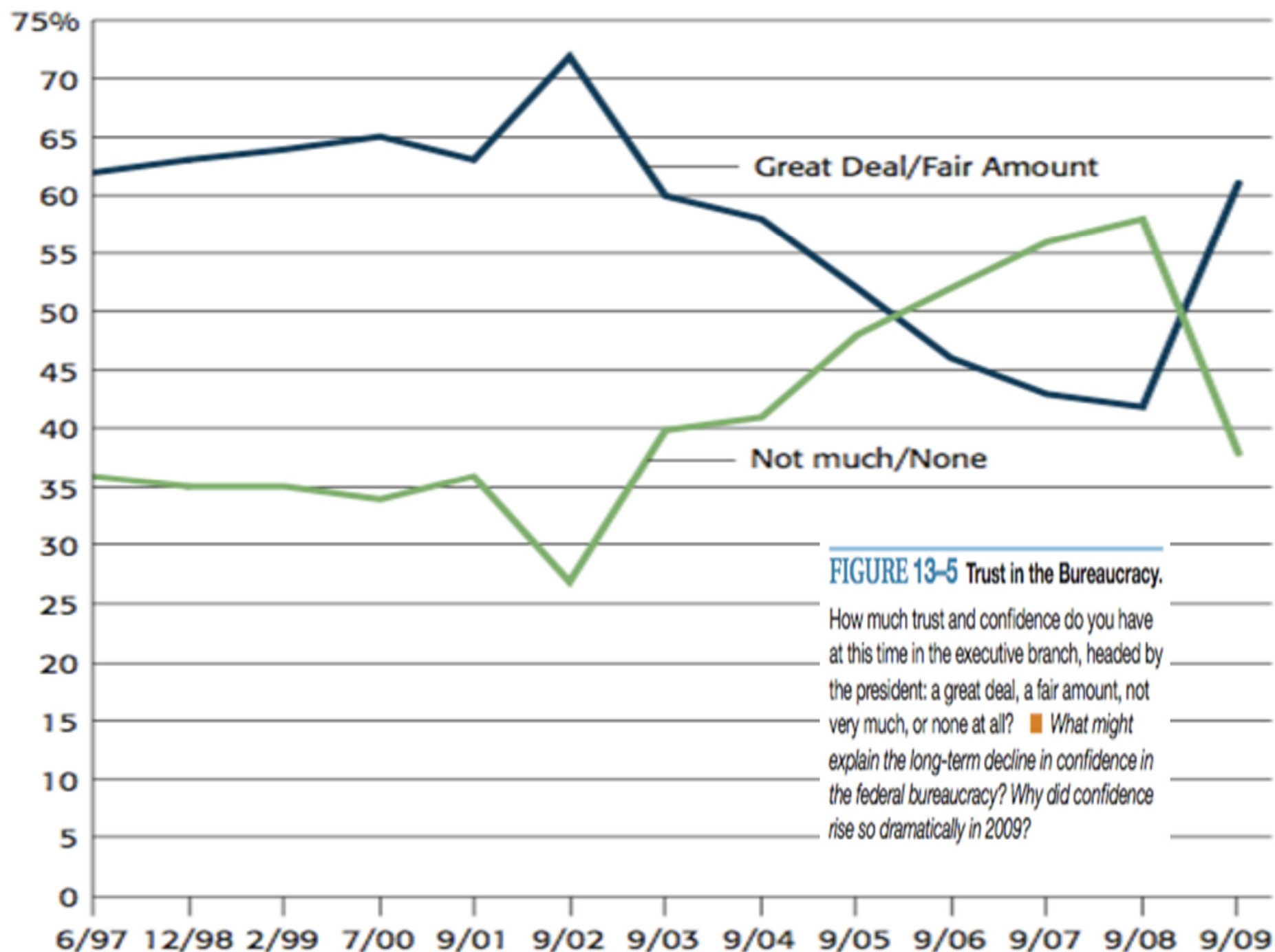


FIGURE 13-5 Trust in the Bureaucracy.

How much trust and confidence do you have at this time in the executive branch, headed by the president: a great deal, a fair amount, not very much, or none at all? ■ What might explain the long-term decline in confidence in the federal bureaucracy? Why did confidence rise so dramatically in 2009?

Bureaucratic Pathologies

- **Red tape:** complex, sometimes conflicting rules
- **Conflict:** agencies work at cross-purposes
- **Duplication:** two or more agencies seem to do the same thing
- **Imperialism:** tendency of agencies to grow, irrespective of programs' benefits and costs
- **Waste:** spending more than is necessary to buy some product or service

Controlling the Federal Bureaucracy^{LO 13.5}

LO 13.5 Assess presidential and congressional efforts to control the federal bureaucracy.

Controlling the Bureaucracy

- Presidential Controls
- Congressional Controls
- Shared Controls

Can the Bureaucracy Regulate Itself?

Congressional Oversight

- Congress creates agencies
- Congress authorizes funds for programs
- Congressional appropriations provide funds for the agency to spend on its programs
- Congressional investigations

Reforming the Bureaucracy

- National Performance Review (NPR) in 1993 designed to reinvent government calling for less centralized management, more employee initiatives, fewer detailed rules, and more customer satisfaction

Reforming the Bureaucracy

- Most rules and red tape are due to struggles between the president and Congress or to agencies' efforts to avoid alienating influential voters
- Periods of divided government worsen matters, especially in implementing policy