

AP AMERICAN GOVERNMENT

Unit Four Part 4

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.

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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?

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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

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Managing the Presidency

4.5 Outline the functions of the White House staff, the cabinet, and the Vice President.

The Cabinet

- Not explicitly mentioned in Constitution
- Presidents have many appointments to make:
 - Cabinet
 - Federal Judiciary
 - Ambassadors
 - Military Officers
- *Positions that need to be filled in a given presidential term: 6,478*

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The Cabinet Departments

Department	Created	Approximate Employment (2000)
State	1789	27,000
Treasury	1789	142,700
Defense ^a	1947	673,500
Justice	1789	126,300
Interior	1849	68,000
Agriculture ^b	1889	99,300
Commerce	1913	45,000
Labor	1913	16,100
Health and Human Services ^c	1953	62,700
Housing and Urban Development	1965	10,300
Transportation	1966	63,900
Energy	1977	15,700
Education	1979	4,700
Veterans Affairs	1989	220,200
Homeland Security	2002	180,000



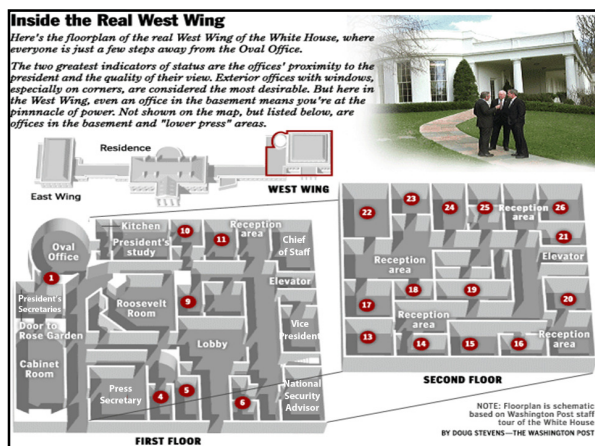
The Cabinet Departments

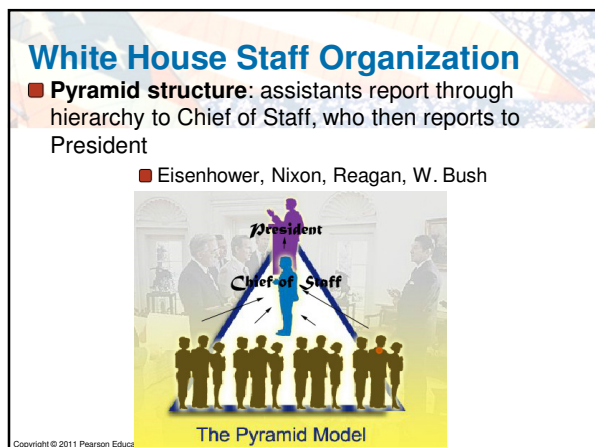


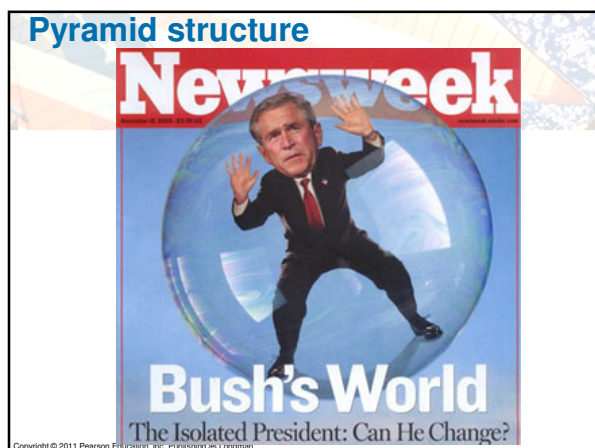
White House Staff

- The immediate staff of the President, often headed by the White House Chief of Staff.
- **Rule of propinquity**

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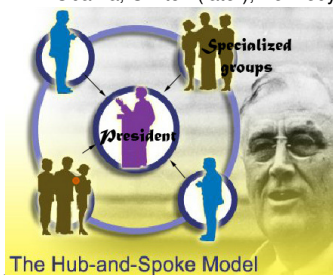




White House Staff Organization

- **Circular structure:** specialized groups report directly to the President

■ Obama, Clinton (later), Kennedy



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Circular Structure



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Operation Geronimo



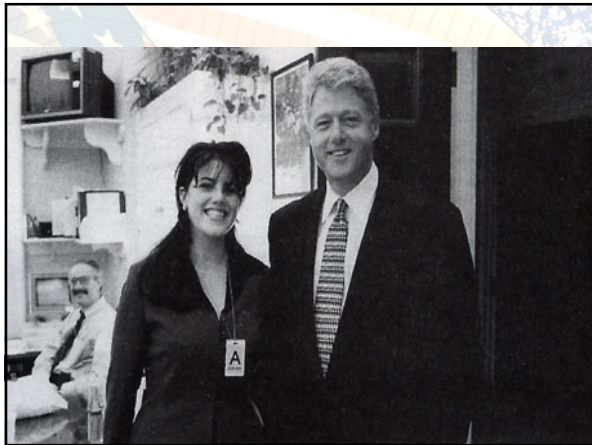
White House Staff Organization

■ **Ad hoc structure:** task forces, committees, and informal groups deal directly with president

■ Clinton (early in his administration), W. Bush (later in administration)



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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

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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

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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

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Recruitment and Retention

- Merit system: Appointment by merit based on written exam or through selection criteria
- Civil service creates professional bureaucrats who are not loyal to any individual or political party



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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

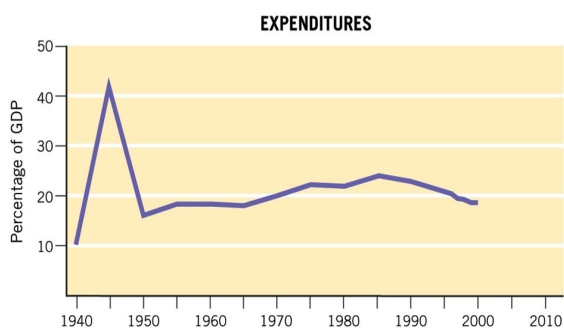
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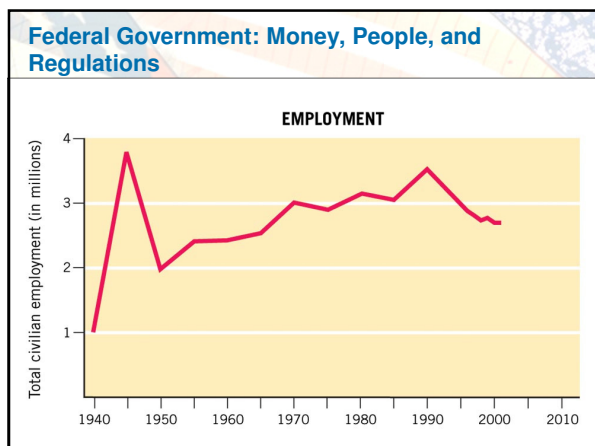
The Impact of 9/11

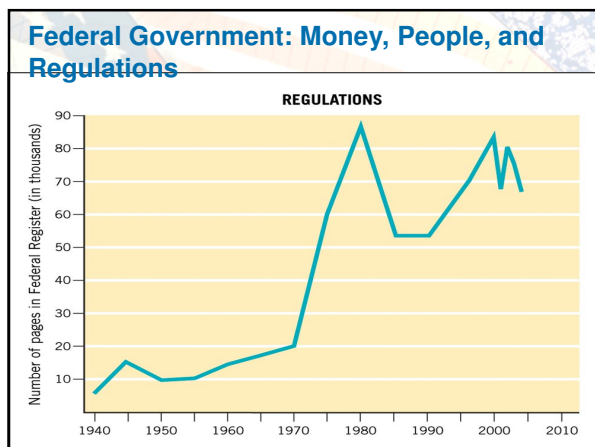
- 9/11 attacks could also affect the bureaucracy as profoundly as WWII and the Depression
- A new cabinet agency (Department of Homeland Security) was created
- Intelligence-gathering activities were consolidated under a National Intelligence Director

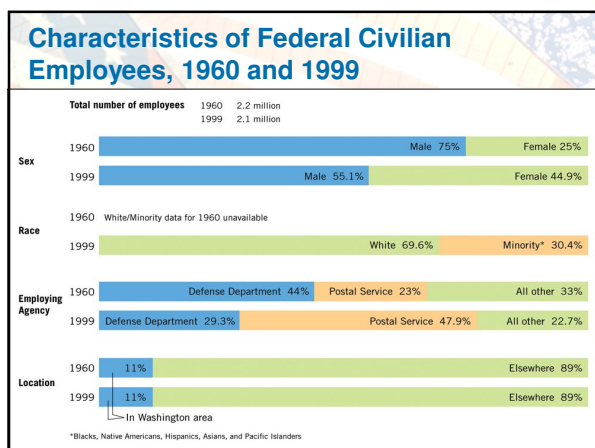
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Federal Government: Money, People, and Regulations









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

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The Four Types of Federal Organizations

LO 13.2

LO 13.2 Identify the four types of federal organizations.

Four Types of Federal Organizations

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

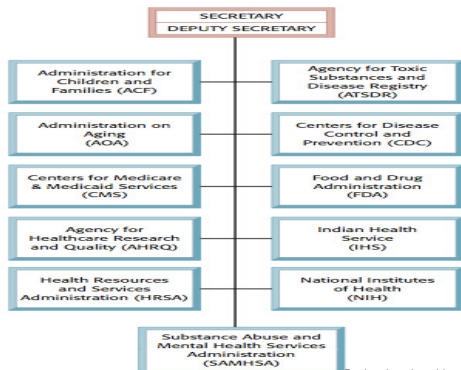
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FIGURE 13-2 The Department of Health and Human Services.

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

LO 13.2



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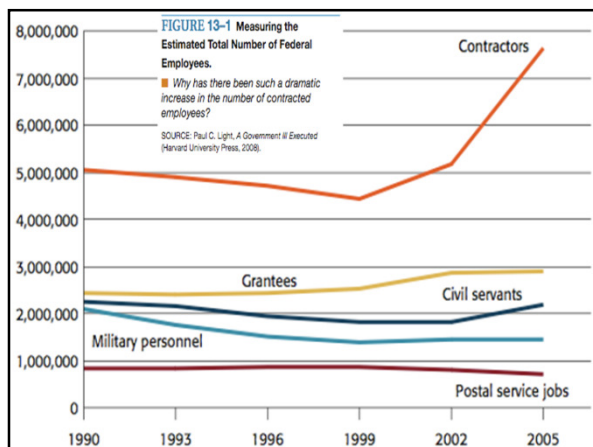
Types of Federal Employees

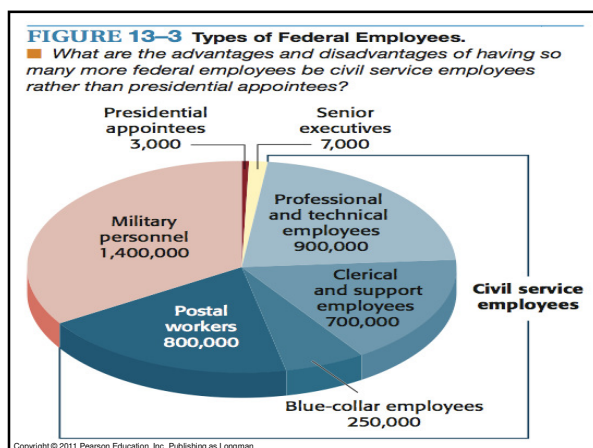
Types of Federal Employees

- Presidential Appointees
- Senior Executive Service
- Civil Service

The Hiring Process

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Types of Federal Employees LO 13.3

Regulating the Civil Service

- 1939 Hatch Act
- 1993 Overhaul

The Role of Government Unions

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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

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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

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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

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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

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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

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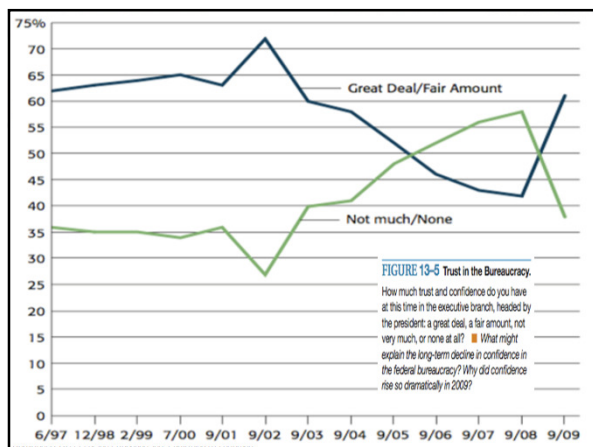
Does the Federal Bureaucracy Work?

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

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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

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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?

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Congressional Oversight

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

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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

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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

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