EQ #28 What is the Federal Bureaucracy and What do they do?

Chapter 15- The Federal Bureaucracy
Consensus Definition

- What is a bureaucracy? Create a definition with your best guess. NO GOOGLE!! Your thinking!
- Pair share and refine your definition.
- Report it out!
What are the Characteristics of a Bureaucracy?

A bureaucracy is an organizational structure used to divide up complex daily tasks among workers in the federal government.
Traits of a Classic Bureaucracy...

- **Classic bureaucracy** (Max Weber) Traits
  - **Hierarchical** authority structure
  - Uses **task specialization**
  - Operate on the **merit principle**
  - Behave with **impersonality**
  - A well-organized machine with lots of working parts.
What is our federal bureaucracy?

- Watch video clip –
- Note the characteristics of the federal bureaucracy as you watch…
Why do we need a bureaucracy?

- The government executes many laws and serves hundreds of millions of Americans.
- We need experts with technical skills as well as a huge work force to carry out the tasks necessary for each law and policy.
What’s wrong with bureaucracy?

- Bureaucracies often frustrate us because…
- Read *Bureaucratic Pathologies*…

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"Bureaucracy defends the status quo long past the time when the quo has lost its status."

--LAURENCE J. PETER
Why are Bureaucracies sometimes Ineffective?

1. Red Tape - Lots of rules and procedures
2. Conflict - Different department goals
3. Duplication - Overlap of duties and responsibilities
4. Imperialism - Federal agencies tend to grow
5. Waste - Red tape often leads to waste
What is the Federal Bureaucracy?

- Is composed of all the agencies, departments, offices and bureaus within the federal government
- There are over 2.7 MILLION civilian federal bureaucrats and 1.5 million in US military.
- Up to 10 million more work indirectly—as contractors, or for state and local gov’t.
- They are unelected
- They are part of the executive branch and carry out the laws passed by Congress.
Prompt Analysis

- Mark up your prompt; Alone
- Underline verbs / actions
- Box limiters (ONE, TWO)
- Circle Key Vocab
Brainstorm / Plan

- Discuss prompt with table partner
- Brainstorm thinking
- Sketch an outline
Write

- No intro
- Label each component part of your Response
- Use the same sentence stems from the prompt in your answer
Thursday

- Seating Chart
- Sign-up Sheet for AP exam(s)
- How is the Bureaucracy Organized
The Bureaucrats

17 Million Workers

- Postal workers 0.9 m
- Uniformed military 1.5 m
- Federal civil servants 1.9 m
- On federal grants 2.4 m
- On federal contracts 5.6 m

Working under federal mandate for state or local governments 4.6 m
Who are the Bureaucrats?

- **Bureaucrat**: Is an employee of the federal government who works to carry out its laws.
- State governments have bureaucrats, too.
- TSA at airports
- Postal clerks
- DMV workers
How do Americans View our Bureaucracies?

Some Bureaucratic Myths:
- Americans dislike bureaucrats.
- Bureaucracies are growing bigger each year.
- Most federal bureaucrats work in Wash, D.C.
- Bureaucracies are ineffective, inefficient and always mired in red tape. (Show Film Clip on Perceptions of the Bureaucracy)
The Bureaucrats

- Growth in Civilian Government Employees (Figure 15.1)

Who are the Bureaucrats?

Who They Are and How They Got There

- Bureaucrats are the MOST demographically representative part of government. NOT elected.
- Diversity of jobs mirrors the private sector.

Figure 15.2
How do bureaucrats get their jobs?

- Bureaucrats are hired (NOT elected) in one of two ways
  
  1. **Through the Civil Service System**
     - Take an entrance exam
     - Hiring and promotion based on **merit** (talent and skill) **NOT** patronage (job given for political reasons)
     - **Office of Personnel Management**: The **federal office in charge of most of the government’s hiring.**
## The Bureaucrats—What do they earn?

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<td>107,281</td>
<td>110,104</td>
<td>2,823</td>
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</table>
How does it compare to private sector pay?
2. Also hired through “spoils” or “patronage” System (i.e. presidential recruitment).

- These are positions largely awarded for loyalty and political reasons.
- The Plum Book lists the very top jobs available for Presidential appointment.
  - These are high profile jobs (ambassadorships, cabinet positions).
  - These positions require Congressional approval.
Reform: Too many patronage/spoils appointments by presidents led to ineffective leadership in the bureaucracy and a need for reform.

Pendleton Civil Service Act, 1883
- Created the Civil Service and Office of Personnel Mgmt so that most bureaucrats are hired based on merit rather than patronage

Hatch Act, 1940
- A federal law prohibiting government employees from active participation in partisan politics
1. Department of Defense has the most employees—many are soldiers (NOT civilians)

2. US Postal Service has most CIVILIAN (600,000)

- Overall, the number of federal bureaucrats has NOT increased in decades
- Bureaucrats are not easily removed
1. **Cabinet Departments**
   - 15 Cabinet departments oversee and **carry out** policy
   - Each is supervised by a secretary
   - Appointed by the P and approved by the Senate
   - Each has its own budget & staff

- View Film Clips on the Cabinet
List of Cabinet Departments

- Vice President of the United States-
- 1 Department of State –
- 2 Department of Treasury-
- 3 Department of Defense-
- 4 Department of Justice - Attorney General
- 5 Department of Interior-
- 6 Department of Agriculture-
- 7 Department of Commerce-
- 8 Department of Labor-
Cabinet Departments

9 Department of Health & Human Services -
10 Department of Housing & Urban Development -
11 Department of Transportation -
12 Department of Energy -
13 Department of Education -
14 Department of Veterans Affairs -
15 Department of Homeland Security –
Friday

- Turn in green sheets for AP Sign-up today!!
- If you’re not sure about the test and need to talk to me first, let’s do that! It’s ok!
- The forms can be turned in later if no accommodations are needed but we prefer to get them in this week!
WARM-UP

1. What branch is the bureaucracy in?
2. List FIVE characteristics of our federal bureaucracy.
3. Describe the TWO ways you get employed by the federal bureaucracy?
4. ID the terms - Civil service, office of personnel management, Hatch Act
2. REGULATORY AGENCIES (EPA, FDA)

- Oversee a particular policy area & its laws
- Create regulations that protect people
- Can enforce regulations by inspecting businesses and judging disputes
- Headed by a commissioner (confirmed by Congress) rather than a secretary
- Closely involved with interest groups that want to influence regulations
# Minding the Store

The Obama administration wants to beef up oversight of the financial sector, which could result in some agencies being expanded, merged with other agencies or abolished. A look at six of the major players:

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</thead>
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<td>1913</td>
<td>The nation's central bank; sets monetary policy; oversees bank holding companies and state-chartered banks that are members of the Fed system</td>
<td>Oversees state-chartered banks that are not members of the Fed system; insures deposits in banks and savings banks; reschedules bank failures</td>
<td>Oversees savings and loan banks and their holding companies</td>
<td>Oversees all national banks and the federal branches of foreign banks in the U.S.</td>
<td>Oversees stock exchanges, brokers and dealers, investment advisors, mutual funds; enforces securities law</td>
<td>Oversees commodity futures exchanges and commodity trading firms</td>
<td>Some financial institutions and products that are not federally regulated</td>
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<td>Chairman Ben Bernanke</td>
<td>Chairman Sheila Bair</td>
<td>Acting director Scott Polakoff</td>
<td>Comptroller John Dugan</td>
<td>Comptroller Mary Schapiro</td>
<td>Acting chairman Michael Dunn</td>
<td>Acting chairman Michael Dunn</td>
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<tr>
<td>Leadership</td>
<td>Seven-member Board of Governors, appointed by the president, confirmed by the Senate; serve 14-year term</td>
<td>Five directors, including comptroller of the currency and the director of OTS, appointed by the president, confirmed by the Senate</td>
<td>Director, appointed by the president, confirmed by the Treasury</td>
<td>Comptroller, appointed by the president, confirmed by the Senate; five-year term</td>
<td>Five commissioners, including the chairman, appointed by the president</td>
<td>Acting chairman Michael Dunn</td>
<td>Five commissioners, including the chairman, appointed by the president</td>
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<td>Status</td>
<td>Independent government agency; subject to congressional oversight</td>
<td>Independent government agency</td>
<td>Office within the Treasury</td>
<td>Office within the Treasury</td>
<td>Independent government agency</td>
<td>Independent government agency</td>
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<tr>
<td>Funding</td>
<td>Interest on government securities, foreign-currency investments and loans to depository institutions; fees for services</td>
<td>Premiums that banks and savings banks pay for deposit insurance; earnings on investments in U.S. Treasuries</td>
<td>Assessments on savings and loan industry</td>
<td>Assessments on national banks; revenue from investments, primarily in U.S. Treasuries</td>
<td>Fees and penalties; funding from Congress</td>
<td>Funding from Congress</td>
<td>Funding from Congress</td>
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How Bureaucracies Are Organized

3. GOVERNMENT CORPORATIONS
   - Publicly owned businesses
   - Perform services for a fee
   - US Postal Service, Amtrak, FDIC are examples
How Bureaucracies Are Organized

4. INDEPENDENT EXECUTIVE AGENCIES

- All other executive agencies
- NASA is an example; CIA is also
- Most were created for a specific purpose
- Head are appointed by the President & approved by Senate
What do Bureaucrats Do?

- Read the handout. Discuss with table partner.
- What do bureaucrats do?
- Does the bureaucracy have a large effect on the average American’s life? Explain.
- What is *discretion* and why is it necessary in the bureaucracy? What are the risks/rewards of discretion?
What do bureaucrats do?

1. Implementation
2. Regulation
3. Administration

Bureaucracy defends the status quo long past the time when the quo has lost its status.
--LAURENCE J. PETER
What is Implementation?-
Carrying out Congress’ laws and executive orders of the President.

Implementation includes:
- Creating / assigning an agency the law to carry out
- Establishing guidelines; working out details
- Overseeing day-to-day operation of the federal government
Why is implementation flawed?

Policy Implementation is NOT always successful because:

1. Program design by Congress / the law is flawed.
   - Congress was unclear about its goals
     - Congressional laws are ambiguous and imprecise.
     - Sometimes the laws conflict with each other.
   - Congress made a law but didn’t provide resources ($ or staff)
Why is implementation flawed?

Policy Implementation is NOT always successful because:

2. An agency can become mired in its standard operating procedures (SOP) and fail to see what else needs to be done
   - SOP-are the rules and policies that govern the department or agency
   - There may be confusion if several departments are involved in carrying out the law
Why are implementation problems hard to fix?

- Changing the bureaucracy to make it more efficient is unlikely
  - This would disrupt well-established iron triangles (congressional committees, the agencies they oversee and interest groups)
  - These have a stake in maintaining their status quo so resist reforms.
Monday

- Article- Bureaucracy and Cabinet Departments handout
- Wrap-up “What does the bureaucracy do?”
  - Regulation
  - Administration
1. What are some examples of bureaucratic weakness, according to the final report from the Sept. 11 commission?

2. What is meant by the expression “bureaucratic imagination”?

3. To what do “good people” and “bad structures” refer in the commission’s report?

4. What is an example in the article of “bureaucratic imagination” playing a detrimental role?
What do bureaucrats do? #2 Regulation - Rules

2. **Regulation**: Is the use of rules and government authority to control or change a practice in the private sector.
   - **Example**: the EPA sets clean air standards for industry
   - **Check, verify and inspect** businesses and industry
2. Regulation

- **Examples** - Include site inspections for safety, pollution standards and fair economic practices.

- **Provide checks and balances on businesses and industry.**

- Are there too many rules???
Some call for Deregulation

DEREGULATION: The call to lift restrictions or ease rules on business & industry.

Regulations / Rules problems-
- Businesses resent too much regulation!
- It can raise prices and cost businesses profit
- It can hurt U.S.’s competitive position abroad
- Rules don’t always work as intended
Problems with Deregulation

- Too few rules - Can lead to abuse and greed (Great Recession) that costs citizens economically
- Can lead to pollution and degraded resources
- Can lead to unsafe working conditions
What is Administration?

- Federal agencies (FDA, OSHA, etc.) complete routine administrative work and provide services to citizens
- EXAMPLE- Issue licenses (food handler cards; medical and teaching licenses; approves passports)
- EXAMPLE- Send Social Security checks to beneficiaries
What do Bureaucrats do?

Now summarize the THREE things that bureaucrats do…

1. Implementation
2. Regulation
3. Administration
EQ #29- Why is the Bureaucracy so Powerful?

- What are the checks and balances on the bureaucracy?
Why is the bureaucracy so powerful?

- Read the article “The Bureaucracy is Now More Powerful than Congress”
Read. Answer the questions with a partner

1. What is the author’s thesis?

2. What role does he say Congress has played in the growth of bureaucratic power?

3. Why should the growth of bureaucratic power be reigned in? How should it happen?

4. What do you think?
Why is the Bureaucracy so Powerful?

1. Their work is ESSENTIAL-
   * The public needs the work done by the agencies.
   * As we rely on them, they become more powerful.

Ex-Air Traffic Control
2. They have EXPERTISE -
*The employees and agencies have technical knowledge and skills that the public lacks.

Examples -
*The FDA inspects the meat supply.
*The NRC inspects nuclear power plants.
3. Laws are unclear. They must use their DISCRETION to carry them out.

*Bureaucrats are relied on to decide how to carry out laws passed by Congress.

*Laws are often vague / imprecise out of necessity and bureaucrats fill in the blanks to do the work the law intended.

*This is intentional and necessary. Why?
Why is the Bureaucracy so Powerful?

4. Members of the bureaucracy form **CLIENTELE GROUPS / IRON TRIANGLES**-

The people who use or benefit from an agency are powerful interest groups who help provide influence for an agency.

MORE political power in an agency = it’s less likely to get its budget cut.

**Ex**- Farmers and Dep’t of Ag.
Iron Triangles

Because of this power, Subgovernments or iron triangles form around key policy areas (defense, agriculture, …)

- They consist of
  1. An interest group
  2. A federal agency and
  3. A legislative (Congressional) committee
Congress

Electoral support
Friendly legislation & oversight
Policy choices & execution
Congressional support, via lobby
Low regulation, special favors

Interest Group
Bureaucracy
Funding & political support
Iron Triangle Example

Iron Triangles: One Example

BUREAUCRACY
Tobacco division of the Department of Agriculture

CONGRESSIONAL SUBCOMMITTEES
Subcommittees of the House and Senate agricultural committees

INTEREST GROUPS
Tobacco lobby, including both farmers and manufacturers

Support for agency's budget request
Information on tobacco production and prices
Information about the industry
Legislation affecting tobacco farmers and other members of the industry
Campaign contributions and support
Help with constituents' complaints
Approval of higher budget requests
Information

1999 Addison Wesley Longman
How is the bureaucracy Checked?

- The Bureaucracy’s Power has grown over time due to complexity of the world and vague laws from Congress
- How can it be balanced?
The bureaucracy is NOT easily checked because carrying out laws requires the use of interpretation and discretion.

In what ways is it possible to check and balance the bureaucracy?

Pass out Organizer on Checking the Bureaucracy
How does the P check the bureaucracy?

1. APPOINTMENT - P appoints all of the top bureaucrats (with Congressional approval)
2. EXECUTIVE ORDERS - have the force of law & are used to direct the bureaucracy’s work
3. P can reorganize an agency
4. P can tinker with an agency’s budget request
How does Congress Check the Bureaucracy?

1. Congress has the power to create and eliminate all federal agencies;
2. Congress controls the budget for all bureaucratic agencies and departments
3. Congress must approve all spending by executive branch
4. Can hold oversight hearings
5. Can re-write laws to clarify
How does the Judicial Branch Check the Bureaucracy?

1. **JUDICIAL REVIEW**-
   - Courts can determine if an action by the Bureaucracy is constitutional. This restrains the Bureaucracy if it goes too far.
   - Courts can strike down actions by the bureaucracy that violate the constitution.

2. **DUE PROCESS**- Interest groups can sue the government if unfairly affected by BUR