

Bureaucracy Basics

Unit 6



WarmUp

Pick up papers from front table

Define: bureaucracy

What is it?

Have you heard of the word before?

If you can connect it to the federal government, great.

bureaucracy

It literally means “rule by desks”.

It is the government run by clerks.



Bureaucracy (the bureaucratic definition)



A large, complex administrative structure that handles the everyday business of an organization.

Or a little more specific to us.....

An administrative system, especially in a government, that divides work into specific categories carried out by special departments of non-elected officials.

Characteristics of a Bureaucracy

Administration of government through departments

Consists of unelected, often highly trained professionals

Specialized tasks

Hierarchical authority



Public Perceptions of Bureaucracies

Impersonal

Inclined to follow rigid or complex procedures

May stifle effectiveness and innovation

“Red Tape”



Bureaucratic Pathologies

Red Tape

Conflict

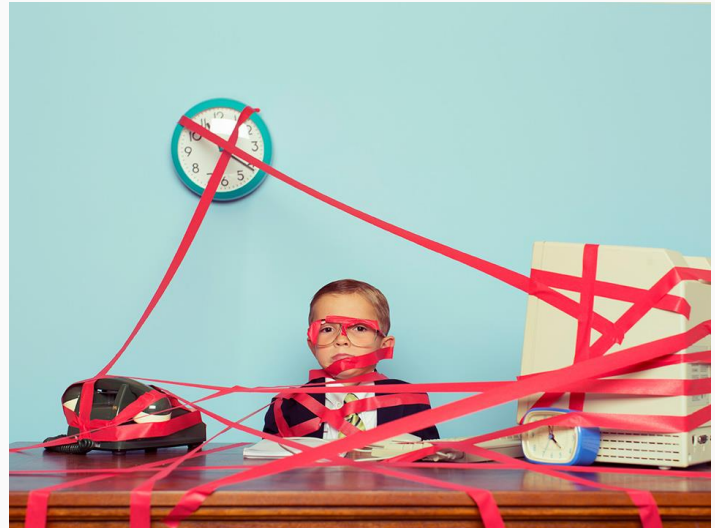
Duplication

Waste

Agency Point of View

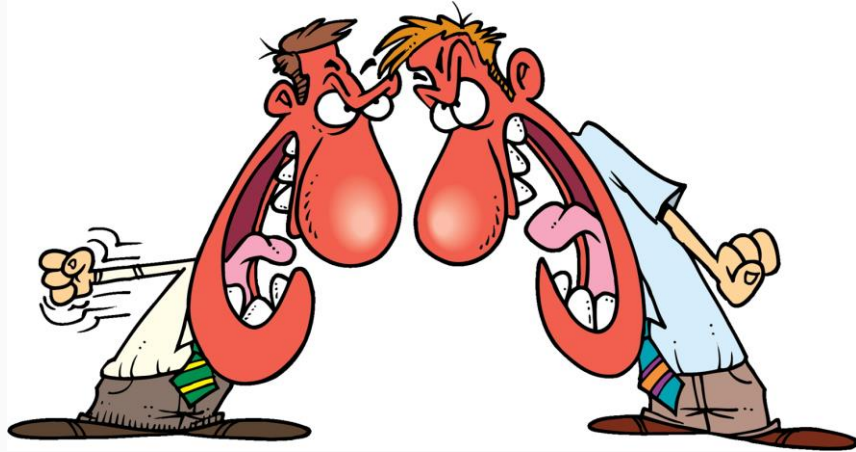
Red Tape

Complex procedures and steps that make it difficult to work with the Bureaucracy.



Conflict

When agencies work against each other.



Duplication

When more than one agency performs the same task.

Waste

When agencies have little incentive to save money.

Example: the Pentagon bought a \$300 hammer.



Agency Point of View



When the head (or staff) of an agency or department has loyalty to that specific agency rather than the President.

Example: When the head of NASA is more loyal to NASA's goals than he/she is to the President.



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Follow

So it begins... [#resist](#) [#keepsienceapolitical](#)

The Associated Press @AP

BREAKING: Trump administration mandating EPA scientific studies, data undergo review by political staff before public release.



What is the Federal Bureaucracy?



The Federal Bureaucracy is...

- 4 million employees; 2.8 million are civilians or “civil servants” (President only appoints 3% of these)
- Federal agencies are located in more than 440,00 buildings scattered across the nation and world.
- 15 cabinet level departments
- 200+ independent agencies with 2,000+ bureaus, divisions, branches, etc.
- Biggest → Department of Defense, U.S. Postal Service, Veterans Administration

Functions of the Federal Bureaucracy

- 1. Implementation (aka Execution)** - carry out laws of Congress, executive orders of the President
- 2. Administration** - routine administrative work; provide services (example → SSA sends social security checks to beneficiaries [someone getting the social security check])
- 3. Regulation** - issue rules and regulations that impact the public (example → EPA sets clean air standards)

Is it legal? Is it in the Constitution?

Not mentioned in the Constitution

Article II gives the president the power to “require the Opinion, in writing, of the principal Officer in each of the executive Departments”

The federal bureaucracy is composed of three broad groups of agencies: (1) the Executive Office of the President, (2) the 15 Cabinet departments, (3) and a large number of “other” agencies (regulatory & independent agencies, government corporations)

Consists of...

Executive Office of the President

Cabinet Departments

Independent Executive Agencies

Independent Regulatory Agencies

Government Corporations

The Civil Service



President

Congress

**Executive
Office
of the
President**
(Ex: OMB, NSC)

**Cabinet
Departments**
(Ex: State, Defense)

**Independent
Executive
Agencies**
(Ex: CIA, NASA)

**Independent
Regulatory
Commissions**
(Ex: FCC, SEC)

Government Corporations
(Ex: Amtrack, Postal Service)

The President
Executive Office of the President

Department
of State

Department
of the Treasury

Department
of Defense

Department
of Justice

Department
of the Interior

Department
of Agriculture

Department
of Commerce

Department
of Labor

Department
of Transportation

Department
of Housing and
Urban
Development

Department
of Health
and Human
Services

Department
of Energy

Department
of Education

Department
of Veterans
Affairs

Department
of Homeland
Security

INDEPENDENT ESTABLISHMENTS AND GOVERNMENT CORPORATIONS

African Development Foundation
Central Intelligence Agency
Commodity Futures Trading Commission
Consumer Product Safety Commission
Corporation for National and
Community Service
Defense Nuclear Facilities Safety Board
Environmental Protection Agency
Equal Employment Opportunity
Commission
Export-Import Bank of the United States
Farm Credit Administration
Federal Communications Commission
Federal Deposit Insurance Corporation
Federal Election Commission
Federal Emergency Management Agency
Federal Housing Finance Board
Federal Labor Relations Authority
Federal Maritime Commission
Federal Mediation and Conciliation Service
Federal Mine Safety and Health Review
Commission

Federal Reserve System
Federal Retirement Thrift Investment Board
Federal Trade Commission
General Services Administration
Inter-American Foundation
Merit Systems Protection Board
National Aeronautics and Space
Administration
National Archives and Records
Administration
National Capital Planning Commission
National Credit Union Administration
National Foundation on the Arts and
Humanities
National Labor Relations Board
National Mediation Board
National Railroad Passenger Corporation
[Amtrak]
National Science Foundation
National Transportation Safety Board
Nuclear Regulatory Commission
Occupational Safety and Health Review
Commission

Office of Government Ethics
Office of Personnel Management
Office of Special Counsel
Overseas Private Investment
Corporation
Peace Corps
Pension Benefit Guaranty Corporation
Postal Rate Commission
Railroad Retirement Board
Securities and Exchange Commission
Selective Service System
Small Business Administration
Social Security Administration
Tennessee Valley Authority
Trade and Development Agency
U.S. Agency for International
Development
U.S. Commission on Civil Rights
U.S. International Trade Commission
U.S. Postal Service



Reince Priebus,
Chief of Staff

Kushner, Bannon, Miller,
Counselors



The White House

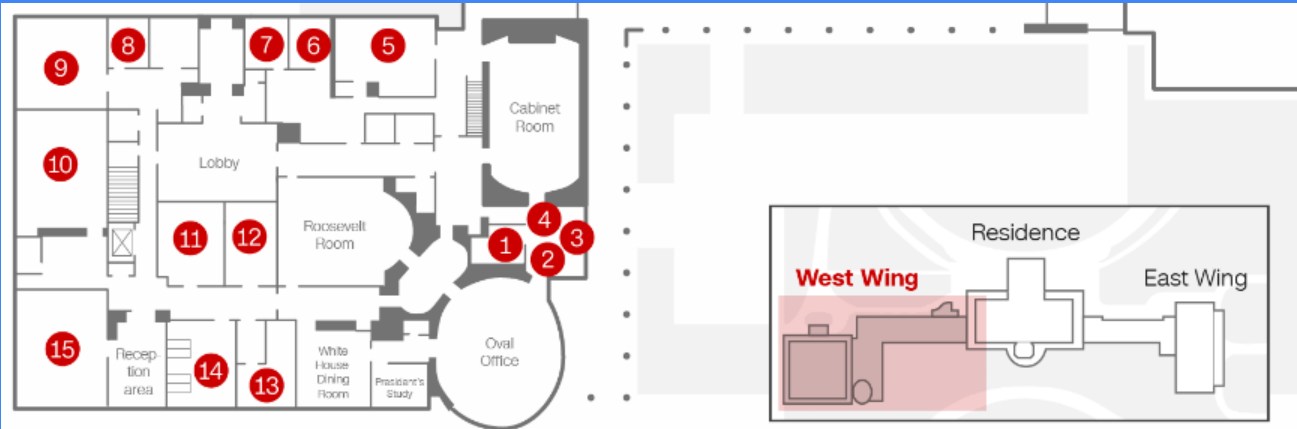
This is where most of the President's key personal and political aids work. (The West Wing of the White House)

Over 500 people now serve in The White House

The White House **Chief of Staff** directs all of the operations within the White House and is considered among the most influential presidential aides (usually).

Historically, there can be infighting and jockeying for position and the President's "ear"

West Wing of The White House



Second floor



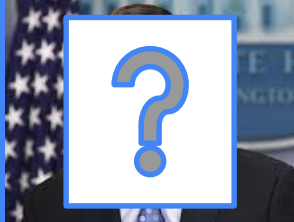
- 1** Hope Hicks, Director of Strategic Communications; **2** Madeleine Westerhout, Executive Assistant to the President; **3** Keith Schiller, Director of Oval Office Operations; **4** John McEntee, Personal Aide to the President; **5** Sean Spicer, Press Secretary; **6** Sarah Huckabee Sanders, Principal Deputy Press Secretary; **7** Jessica Ditto, Deputy Communications Director; **8** K.T. McFarland, Deputy National Security Adviser; **9** Michael Flynn, National Security Adviser; **10** Mike Pence, Vice President; **11** Katie Walsh, Deputy Chief of Staff; **12** Joe Hagin, Deputy Chief of Staff, Operations; **13** Jared Kushner, Senior Adviser; **14** Stephen Bannon, Chief Strategist; **15** Reince Priebus, Chief of Staff; **16** Stephen Miller, Senior Policy Adviser; **17** Paul Winfree, Deputy Director of Domestic Policy; **18** TBD; **19** Rick Dearborn, Deputy Chief of Staff, Legislative and Intergovernmental Affairs; **20** Gary Cohn, Director of National Economic Council; **21** TBD; **22** Marc Short, Director of Legislative Affairs; **23** TBD; **24** Peter Navarro, Director National Trade Council; **25** TBD; **26** Kellyanne Conway, Counselor to the President; **27** TBD; **28** Donald McGhan, Counsel to the President; **29** Bill McGinley, Cabinet Secretary.



The Executive Office of the President – it's a lot more than the West Wing

The Executive Office of the President is an “umbrella” agency staffed by the President’s closest advisors and assistants.

- Chief of Staff/White House staff (cast of the West Wing)
- Office of the VP
- National Security Council
- Council of Economic Advisors
- Office of Management and Budget - organization that helps the President develop a budget
- Others: Council of Economic Advisors, Council on Environmental Quality, Office of National Drug Control Policy, Office of Science and Technology Policy, and Office of the United States Trade Representatives



National Security Council

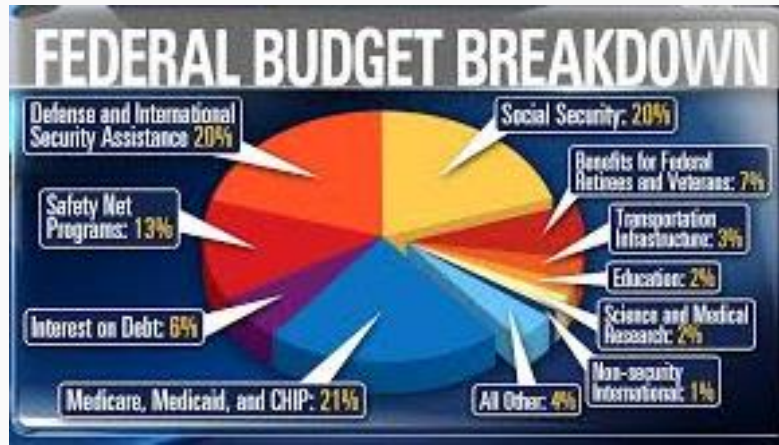
They meet with the President to advise him in all domestic, foreign, and military matters that relate to the nation's security. This is the "threat team" –oversee any

The President chairs the Council, aided by the National Security Advisor.

Members include the Vice President and the Secretaries of State, Treasury, and Defense, plus the National Security Advisor. The Director of National Intelligence and the chairman of the Joint Chiefs of Staff also regularly attend the meetings.

Office of Management and Budget

- This is the largest and, after the White House, the most influential unit in the Executive Office.
- The OMB is headed by a Director who is appointed by the President and confirmed by the Senate.
- The OMB's major task is the preparation of the federal budget, which the President must submit to Congress every year.



Cabinet Departments

The 15 Cabinet Departments headed by a cabinet secretary appointed by the President and approved by the Senate

Each department is an “expert” in specific policy area

Each department has its own budget

Department of Homeland Security, created in 2002, is the newest department

Why are Agencies given policy discretion?

Agencies have expertise

Congress doesn't have time for detailed work

Congress can shift blame for bad policy

Because the Executive Branch's role is to **execute** the laws



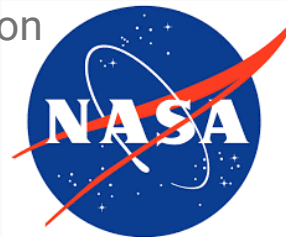
Independent Executive Agencies

Established by Congress with separate status outside the executive branch

Given a specific mandate and generally perform a **service function, not a regulatory one**

Some examples include:

- Social Security Administration
- CIA
- NASA
- EPA



Independent Regulatory Agency

- IRCs exist to **regulate a specific economic activity or interest** such as the *Federal Communications Commission* (public air waves) or *Federal Reserve Board* (banking system, money supply)
 - Actually enforcing a law/doing something
 - Example is the FBI (they can pull a gun on you but NASA can't)
- IRCs operate **independently** from Congress and the President
- Once appointed and seated, **members cannot be removed without cause (apolitical)**

Government Corporations

- Government owned businesses created by Congress
- Provide services
- May or may not be profitable, but serve a public need
- Examples
 - U.S. Postal Service
 - Amtrak
 - Tennessee Valley Authority
 - Corporation for Public Broadcasting

The Civil Service

- How do you get a government job?
- **Spoils System** - process of giving government offices in exchange for delivering votes. This changed with.....
 - Pendleton Act - passed in 1883 – created the civil service
 - Hatch Act - passed in 1939 to prevent Federal workers from improperly using their office to support political candidates
- Federal employees are permitted to donate their own money to candidates
- Examples of the civil service: any govt job other than people in **the** military

Who works for the Federal Government?



Who are the “Bureaucrats”?

97% are career government employees

Only 10% live in the D.C. area

30% work for the DOD

Less than 15% work for social agencies

Most are white collar workers:

Scientists, Secretaries, Clerks, Lawyers, Engineers, Policy Analysts, IT specialists

Civil employees are more diverse demographically than
Congress



Where do Federal Employees Work?

Table 15.1 Federal Civilian Employment

EXECUTIVE DEPARTMENTS	NUMBER OF EMPLOYEES ^a
Defense (military functions)	647,800
Veterans Affairs	218,300
Homeland Security	144,000
Treasury	115,900
Justice	112,600
Agriculture	101,700
Interior	71,400
Health and Human Services	61,600
Transportation	58,500
Commerce	36,100
State	30,300
Labor	17,300
Energy	16,100
Housing and Urban Development	10,600
Education	4,500
Larger Non-Cabinet Agencies	
U.S. Postal Service	773,958
Social Security Administration	65,000
Corps of Engineers	24,800
National Aeronautics and Space Administration	18,900
Environmental Protection Agency	17,600
Tennessee Valley Authority	13,200
General Services Administration	12,500

^aFigures are for 2004.

Source: *Budget of the United States Government, Fiscal Year 2005: Analytical Perspectives* (Washington, D.C.: U.S. Government Printing Office, 2004), Tables 23.1, 23.3.

What Jobs do Bureaucrats Do?

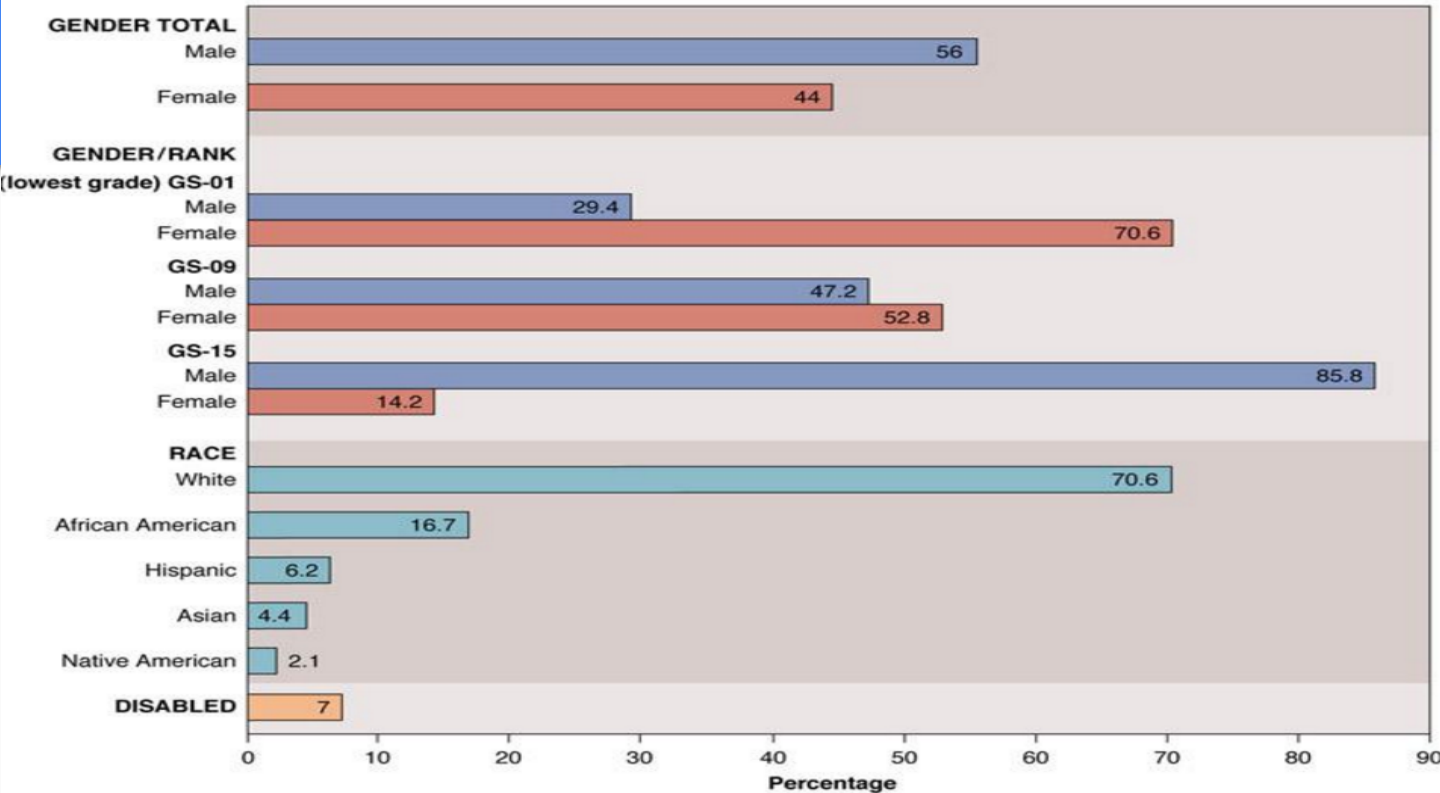


Table 15.2 Full-Time Civilian White-Collar Employees of the Federal Government

SELECTED OCCUPATIONAL CATEGORIES	NUMBER OF EMPLOYEES
General administrative, clerical, and office services	363,953
Medical, dental, and public health	139,132
Engineering and architecture	123,183
Accounting and budget	115,369
Business and industry	87,292
Investigation	93,897
Legal and kindred	86,377
Social science, psychology, and welfare	67,496
Biological sciences	58,779
Transportation	45,864
Personnel management and industrial relations	40,673
Supply	31,272
Physical sciences	33,470
Education	32,632
Information and the arts	18,197
Equipment, facilities, and services	12,164
Mathematics and statistics	13,624
Quality assurance, inspection, and grading	10,028
Library and archives	8,045
Copyright, patent, and trademark	3,864
Veterinary medical science	2,088

Source: U.S. Office of Personnel Management, *Occupations of Federal White-Collar and Blue-Collar Workers, Federal Civilian Workforce Statistics, as of September 30, 1999* (Washington, D.C.: U.S. Government Printing Office, 2000), Table W-2.

Figure 9.2 Characteristics and Rank Distribution of Federal Civilian Employees, 1997



SOURCE: The Office of Personnel Management, *The Fact Book*, 1998 Edition (file:///A1/98FB-39.htm)

Who Supervises the Federal Bureaucracy?



The President Supervises the Bureaucracy

The President can...

Appoint and remove agency heads

Fire top bureaucrats

Reorganize the bureaucracy

Issue executive orders that clarify legislative intent

Reduce an agency's budget



Congress Oversees the Bureaucracy

Congress can...

Create or abolish agencies & departments

Cut or reduce funding

Investigate agency activities

Hold committee hearings

Pass legislation that alters an agency's functions

Influence or even fail to confirm presidential appointments (Senate)



Federal Courts Check the Bureaucracy

Federal Courts can...

Through judicial review rule on whether the bureaucracy has acted within the law and the U.S. Constitution

Provide due process for individuals affected by a bureaucratic action

