

Chapter 15: Government at Work:
The Bureaucracy
Opener
Lecture Notes

AMERICAN
GOVERNMENT

PEARSON

Bureaucracy is not an obstacle to democracy but an inevitable complement to it.

-Joseph A. Schumpeter (1942)



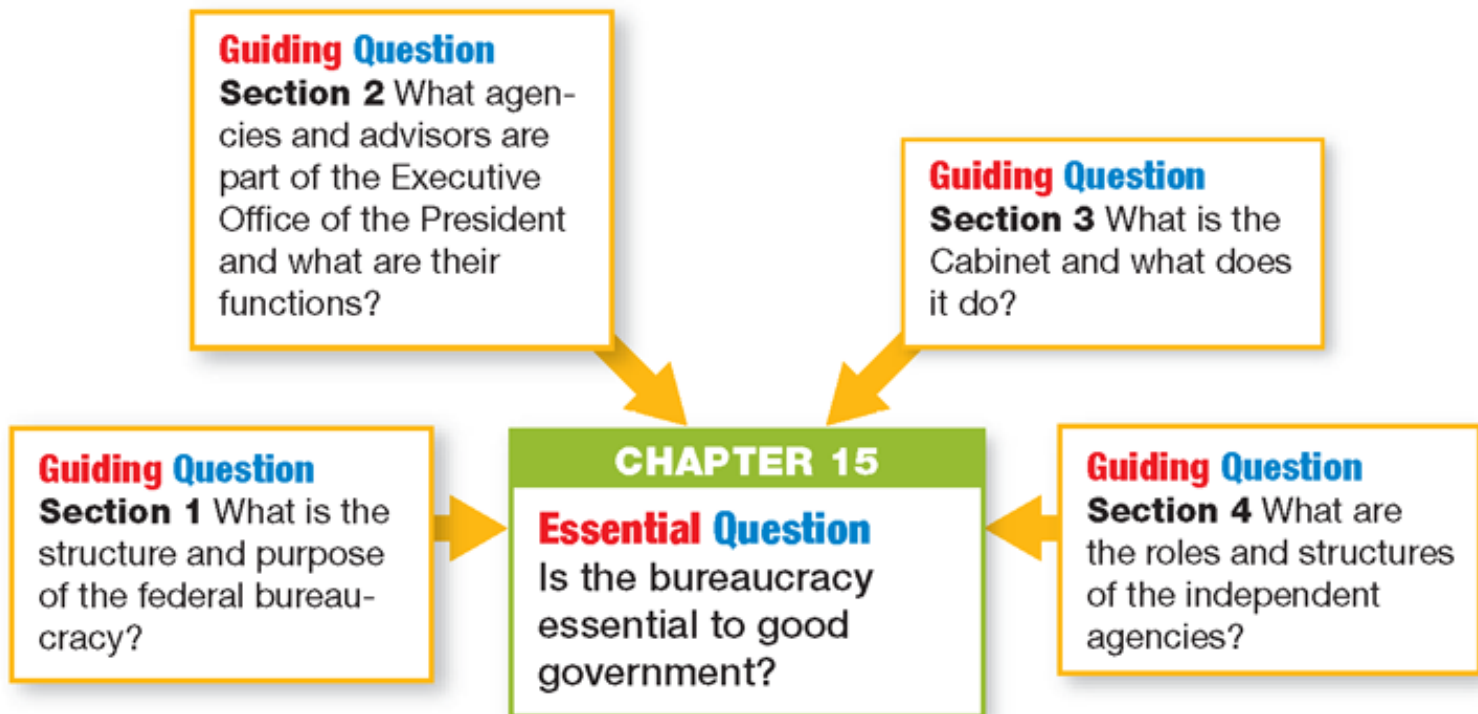
“Bureaucracy is not an obstacle to democracy **but** an inevitable complement to it.

—Joseph A. Schumpeter (1942)

Photo: More than half of all income tax returns are filed electronically today; still, the IRS must deal with millions of pages of paperwork.

► Essential Question

- Is the bureaucracy essential to good government?



► Guiding Questions

- Section 1: The Federal Bureaucracy
 - What is the structure and purpose of the federal bureaucracy?
 - The many agencies and departments of the federal bureaucracy assist the President in running the executive branch.

► Guiding Questions

- Section 2: Executive Office of the President
 - What agencies and advisors are part of the Executive Office of the President and what are their functions?
 - The Executive Office of the President includes the NSC, the OMB, the White House Office, and many other groups whose job it is to help the President run the country.

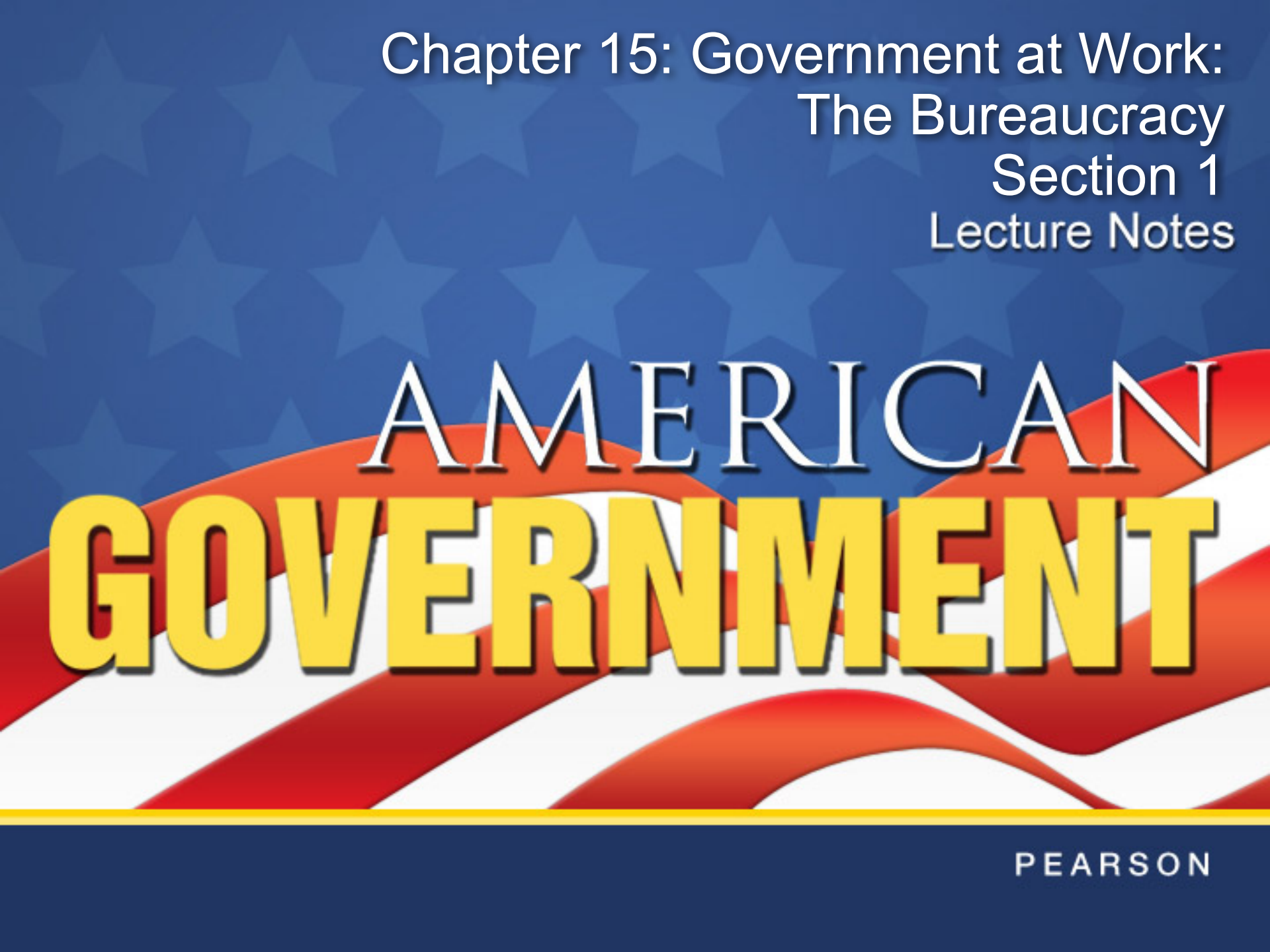
► Guiding Questions

- Section 3: The Cabinet Departments
 - What is the Cabinet and what does it do?
 - The Cabinet is made up of the heads of the executive departments and it aids and advises the President.

► Guiding Questions

- Section 4: Independent Agencies
 - What are the roles and structures of the independent agencies?
 - Independent agencies implement executive programs and regulate aspects of the economy.

Chapter 15: Government at Work:
The Bureaucracy
Section 1
Lecture Notes

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AMERICAN GOVERNMENT

PEARSON

► Objectives

1. Define a bureaucracy.
2. Identify the major elements of the federal bureaucracy.
3. Explain how groups within the federal bureaucracy are named.
4. Describe the difference between a staff agency and a line agency.

► Key Terms

- **bureaucracy:** a large, complex administrative structure that handles the everyday business of an organization
- **bureaucrat:** a person who works for a bureaucracy
- **administration:** the collective name given to the many administrators and agencies within the government

► Key Terms, cont.

- **staff agency:** a support unit that aids the chief executive and the administrators of the various line agencies by offering advice and management assistance
- **line agency:** a government agency that carries out specific tasks in pursuit of goals set by Congress and the President

► Introduction

- What is the structure and purpose of the federal bureaucracy?
 - Bureaucracies exist to coordinate the work of people in large organizations.
 - The goal of a bureaucracy is to allow people to perform large-scale and/or complex work as efficiently as possible.
 - For example, the federal bureaucracy employs millions of people to do work as varied as defending the nation, delivering mail, and regulating business.

► Bureaucracies

- A bureaucracy has three key features:
 - **Hierarchical authority**: There is a chain of command that runs from a few people at the top down to many workers at the bottom.
 - **Job specialization**: Each worker in the organization has specific duties and responsibilities.
 - **Formalized rules**: Work is guided by a large number of written rules and regulations available to all employees.

► Benefits of a Bureaucracy

- Checkpoint: What are the benefits of a bureaucratic structure?
 - Having a hierarchy means that major decisions require the approval of high-ranking organization members, which helps keep them aware of what is going on.

► Benefits, cont.

- Job specialization allows each employee to become skilled at a certain task and perform it with greater efficiency.
- Formalized rules help bureaucrats deal with issues in an objective manner and create a set of reliable standards for the organization that all employees can learn and follow.

► Criticisms of Bureaucracies

- People often criticize bureaucracies for having too many employees and procedures.
 - How does this cartoon illustrate this point?



► The Federal Bureaucracy

- The federal bureaucracy consists of all the agencies, people, and procedures through which the federal government makes and carries out public policy.
- Most of the federal bureaucracy is part of the executive branch, but the judicial and legislative branches have bureaucracies as well.
- Bureaucrats are appointed, not elected, officers of the federal government.

► Executive Departments

- The Constitution refers to the presence of executive departments within the executive branch.
- The Constitution does not specify the number, powers, or organization of these executive departments.
- The structure of the federal bureaucracy has developed over time, to meet the needs of policy makers for an administration that can carry out their decisions.

► The Executive Branch

- Checkpoint: What three main groups make up the executive branch?
 - The **Executive Office** of the President
 - The 15 **Cabinet-level** departments
 - A large number of **independent agencies**

▶ The Executive Branch, cont.

- The executive branch of the Federal Government is composed of a large number of agencies, all of them created by acts of Congress to execute the laws of the United States.
- Nearly 80 percent of all of the men and women who work for these agencies in fact work some place other than Washington, D.C.
 - Why do you think the executive branch makes up the majority of the federal bureaucracy?

▶ The Executive Branch, cont.

- The Executive Office of the President is an umbrella agency composed of several sub-agencies staffed by the President's closest advisors and assistants.
- Often called the Cabinet departments, the executive departments and their subunits carry out much of the work of the Federal Government.
- The independent agencies are not attached to any of the Cabinet departments and exercise a wide range of responsibilities in the carrying out of government business as well as serving the public.

► Naming Executive Units

- The units of the executive branch can have many different names.
- The most common names are *agency*, *administration*, *commission*, *corporation*, *authority*, *bureau*, *service*, *office*, *branch*, and *division*.



► Assigning Names

- There are few clear guidelines on how to assign these names.
 - The titles **agency** or **administration** often refer to major units.
 - **Commission** refers to units that regulate business.
 - **Corporation** or **authority** refer to units that have business functions.
 - Many federal agencies are referred to by their initials, such as the EPA, FBI, or NASA

► Line and Staff Agencies

- Congress and the President give the various line agencies goals to meet.
- The staff agencies then help the line agencies meet these goals.
- Staff agencies also assist the President.

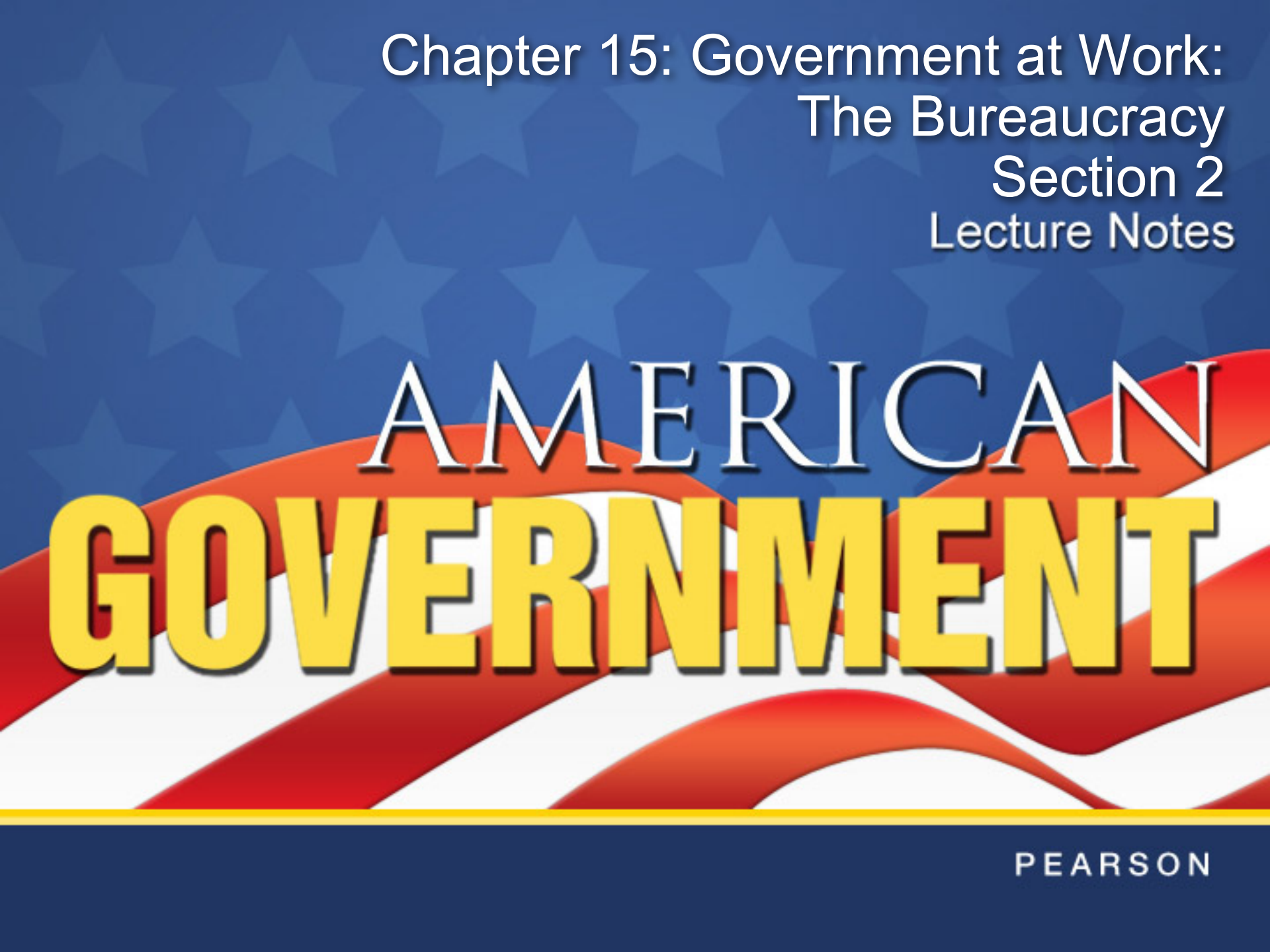
► Line and Staff Agencies, cont.

- For example, the Executive Office of the President includes several staff agencies that advise the president but do not administer public programs or directly enforce policy.
- The Environmental Protection Agency is a line agency responsible for enforcing the nation's environmental and pollution laws on a daily basis.

► Review

- Now that you have learned about the structure and purpose of the federal bureaucracy, go back and answer the Chapter Essential Question.
 - Is the bureaucracy essential to good government?

Chapter 15: Government at Work:
The Bureaucracy
Section 2
Lecture Notes

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AMERICAN GOVERNMENT

PEARSON

► Objectives

1. Describe the Executive Office of the President.
2. Explain the duties of The White House, the National Security Council, and the Office of Management and Budget.
3. Identify the other agencies that make up the Executive Office of the President.

► Key Terms

- **Executive Office of the President:** a complex organization of several separate agencies staffed by some 900 of the President's closest advisors and assistants
- **federal budget:** a very detailed estimate of receipts and expenditures during the next fiscal year

► Key Terms, cont.

- **fiscal year:** the 12-month period used by government and business for record-keeping, budgeting, and other financial management purposes
- **domestic affairs:** all matters of a nation that are not connected to the area of foreign affairs

► Introduction

- What agencies and advisors are part of the Executive Office of the President and what are their functions?
 - The Executive Office of the President (EOP) includes:
 - The **White House**
 - The **National Security Council**
 - The **Office of Management and Budget**
 - Many other executive units
 - The EOP advises and informs the President on issues such as foreign policy, national security, and the economy.

► EOP Background

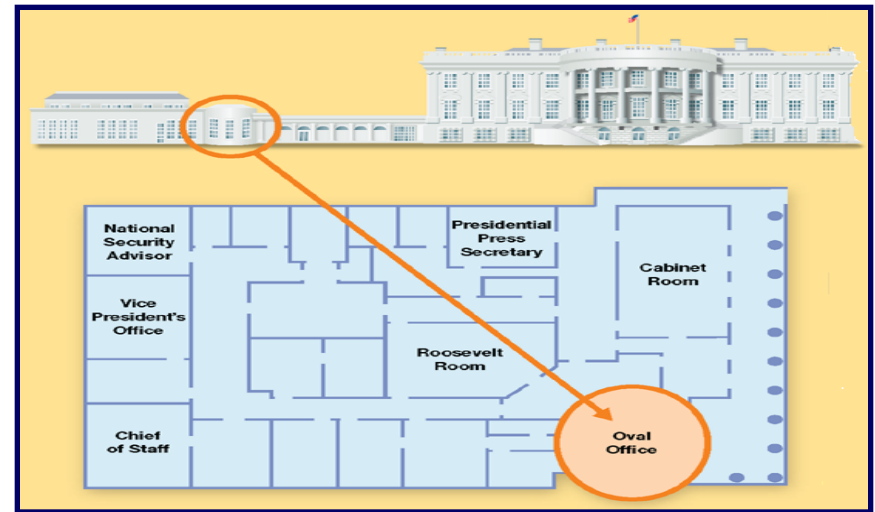
- All of the agencies and employees in the executive branch are legally subordinate to the President and exist to help the President wield executive power.
- The EOP works closely with the President.
- The EOP was formed in 1939. Today it has some 900 advisors and assistants.
- The EOP is one example of how much the modern executive branch has grown since the founding of our nation.

► The White House Office

- Checkpoint: What is the role of the White House staff?
 - The EOP is centered on The White House, home to much of the President's key personal and political staff.
 - This staff includes individuals such as the chief of staff, the counselor to the President, and the press secretary.
 - A large number of advisors and assistants in The White House provide the President with information on a range of topics, including the economy, congressional relations, political affairs, national defense, and public relations.

► The West Wing

- The White House includes two office buildings and the President's residence.
- The East and West wings extend from the residence.
- The President's closest advisors are located in the West Wing near the Oval Office.
 - Why is it important that these advisors be so close to the President's office?



► National Security Council

- The NSC is a staff agency that **advises the President** on all domestic, foreign, and military matters that relate to national security.
- It also gives direction to U.S. intelligence agencies.

► NSC Members

- The President chairs the NSC, whose **members also include** the Vice President and the secretaries of state, treasury, and defense.
- The Director of National Intelligence and the chairman of the Joint Chiefs of Staff also attend NSC meetings.

- The small staff of experts in foreign and military policy employed by the NSC work under the President's assistant for national security affairs, who is often called the national security advisor.
- During the 1980s, the NSC went beyond its staff agency role to carry out covert operations, which led to the Iran-Contra scandal.

► The OMB

- The Office of Management and Budget (OMB) is the largest unit in the Executive Office of the President. It prepares the **federal budget** submitted by the President to Congress each year.
 - The federal government's fiscal year runs from October 1 to September 30.
- Each federal agency provides the OMB with estimates of its spending needs, which the OMB reviews and adjusts to fit the President's overall policy and budget plans.

► The Federal Budget

- Preparing an official budget can take more than a year. The result is a carefully crafted plan for how the federal government should operate.

► The Federal Budget, cont.

- The OMB must consider a variety of factors before it creates the President's final budget proposal. These factors include:
 - What the **government** can spend
 - What **Americans** want
 - What the **President** wants

► Other OMB Duties

- The OMB also monitors the work of all agencies in the executive branch and works to ensure that their policies agree with those of the President.
- In addition, the OMB helps the President prepare executive orders and veto messages.

► The EOP and the Senate

- Checkpoint: What role does the Senate play in staffing the EOP?
 - Like the OMB, other EOP Agencies are run by officials appointed by the President. The **Senate must approve** some of these appointments.

► EOP Agencies

- The Office of National Drug Control Policy was established in 1988 to prepare the nation's drug control strategy and coordinate the federal agencies that take part in the war on drugs.
- The three-member Council of Economic Advisers advises and informs the President on economic policy and helps prepare the annual Economic Report to Congress, submitted in January or February each year.

► EOP Agencies, cont.

- Other agencies in the EOP advise the President on topics such as science and technology, the environment, foreign trade, and public policy. They include:
 - The **Office of Science and Technology Policy**
 - The **Council on Environmental Quality**
 - The **Office of United States Trade Representatives**
 - The **Office of Policy Development**.
- The Office of the Vice President, which has grown in recent years, houses the Vice President's advisors and staff.

► Review

- Now that you have learned about the agencies and advisors that are a part of the EOP and their function, go back and answer the Chapter Essential Question.
 - Is the bureaucracy essential to good government?

Chapter 15: Government at Work:
The Bureaucracy
Section 3
Lecture Notes

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► Objectives

1. Describe the origin and work of the executive departments.
2. Explain how the members of the Cabinet are chosen.
3. Identify the role of the Cabinet in the President's decisions.

► Key Terms

- **executive department:** one of 15 major departments in the executive branch, each of which specializes in a specific area of public policy; together they make up the Cabinet
- **civilian:** nonmilitary
- **secretary:** the title given to the heads of the executive departments
- **attorney general:** the title of the head of the Department of Justice

- What is the Cabinet and what does it do?
 - The Cabinet is an informal advisory body made up of the heads of the 15 executive departments.
 - It also includes other key advisors to the President.
 - Individually, Cabinet members run their departments and carry out presidential policies.
 - As a group, they advise the President.

► Executive Departments

- The 15 executive departments are also called the Cabinet departments.
 - The First Congress created the Departments of State, Treasury, and War in 1789.
 - Over time, departments have been added, abolished, divided and combined to meet the changing needs of the country.

► Department Secretaries

- Each department is headed by a secretary appointed by the President.
 - The Department of Justice (DoJ) is headed by the attorney general.
 - The department heads ensure that their departments carry out presidential policy.
 - They also represent the interests of their departments when dealing with the White House, Congress, other departments, and the public.
 - Each department head has many assistants and aides to help with issues such as public relations, planning, and budgeting.

► Executive Departments

- The executive departments employ nearly two-thirds of the civilian federal workforce.
 - Roughly 80 percent of these employees are career civil servants, not appointees.
 - Nearly 90 percent of federal civilian employees work outside Washington, D.C.
- Each department is divided into smaller subunits with specific line or staff duties.
 - For example, the Criminal Division of the DoJ is further divided into sections dealing with counterterrorism and narcotics.

► Executive Departments, cont.

- The executive departments vary widely in visibility, size, and importance.
 - The **Department of State** is the oldest and most prestigious, but among the smallest.
 - The **Department of Defense** is the largest, with more than 2 million civilian and military employees.
 - The **Department of Health and Human Services** has the largest budget, accounting for about a fourth of all federal spending.

► Executive Departments, cont.

- Each of the now 15 executive departments was created by Congress.
- Their respective areas of responsibility generally reflect the conditions of the period and the major issues facing the nation when each of them was established.
 - What new department(s) do you think might be created in the 21st century?

► The Cabinet

- The Cabinet is a vital but informal group that advises the President.
- Neither Congress nor the Constitution created the Cabinet.
- George Washington began the custom of meeting regularly with the heads of the executive departments.



► Cabinet Members

- Checkpoint: What officials are members of the Cabinet?
 - The Cabinet includes **the heads of the 15 executive departments**.
 - Today, it also includes:
 - The **Vice President**
 - The President's **chief domestic policy adviser**
 - The White House **Chief of Staff**
 - The director of the **OMB**
 - Other officials as chosen by the President, often from within the ranks of the Executive Office of the President

► Cabinet Members, cont.

- The President appoints the head of each of the 15 executive departments.
- Each appointee must be confirmed by the Senate. The Senate rarely rejects an appointee.

► Cabinet Members, cont.

- Checkpoint: What factors are considered when appointing executive department heads?
 - Party affiliation and influence
 - Professional qualifications and experience
 - Regional background and ties to key issues handled by a given department
 - A desire for gender, racial, and ethnic balance

► Role of the Cabinet

- Cabinet members have two key roles:
 - To run their respective executive departments
 - To advise the President as a group

► Decreasing Importance

- The importance of the Cabinet has declined in recent years.
 - This is due largely to the growth of the Executive Office of the President.
 - No President has suggested getting rid of the Cabinet, though they may rely more on other unofficial advisers.

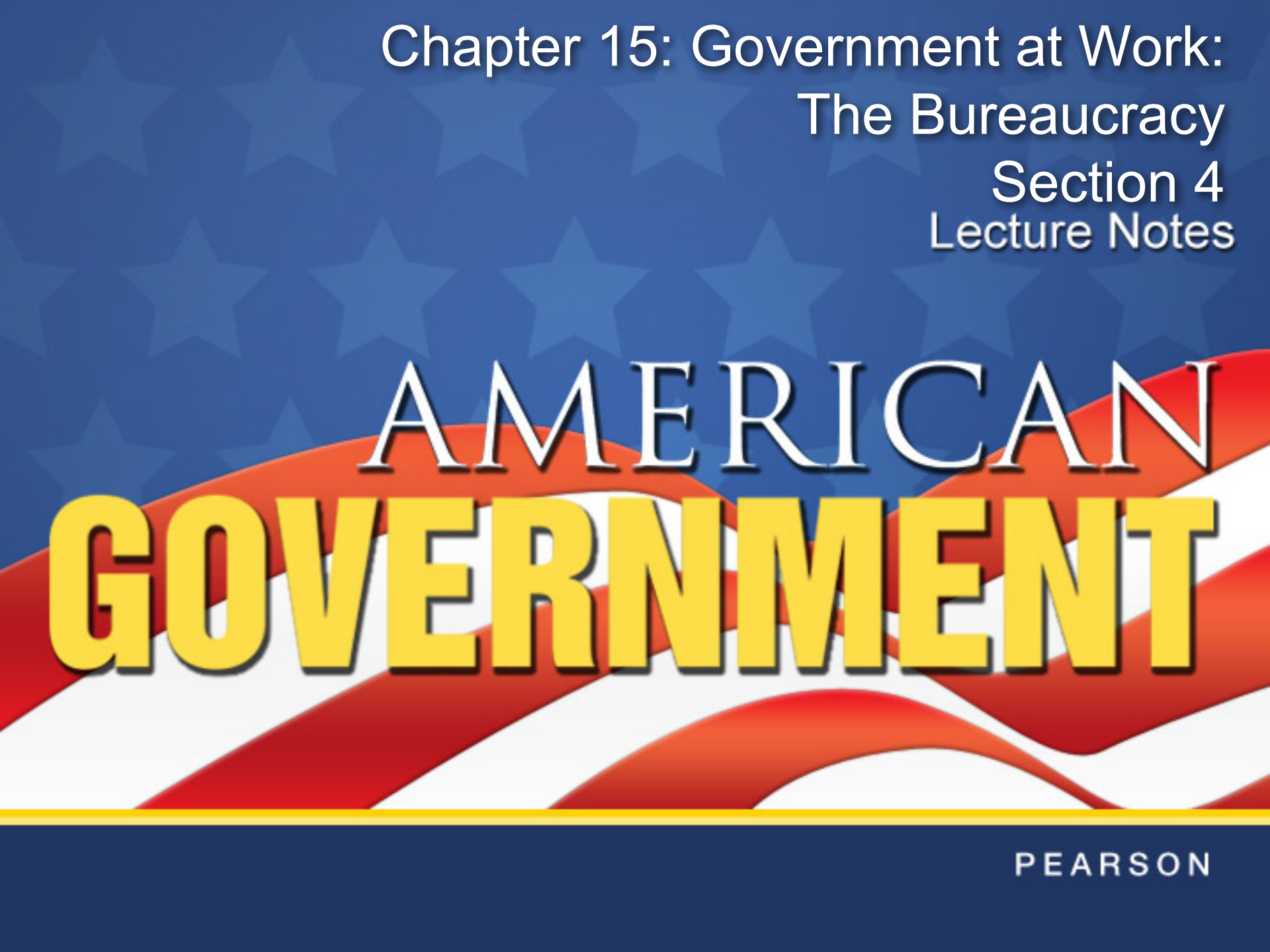


▲ President Franklin Roosevelt meets with Raymond Moley, a member of his "Brain Trust." *Why might a President rely on the advice of people outside of the Cabinet?*

► Review

- Now that you have learned about the Cabinet and what it does, go back and answer the Chapter Essential Question.
 - Is the bureaucracy essential to good government?

Chapter 15: Government at Work:
The Bureaucracy
Section 4
Lecture Notes



AMERICAN GOVERNMENT

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► Objectives

1. Explain why Congress has created the independent agencies.
2. Identify the characteristics of independent executive agencies.
3. Describe the history and formation of NASA, the OPM, and Selective Service.
4. Explain the structure and function of the independent regulatory commissions and government corporations.

► Key Terms

- **independent agency:** a federal agency that operates independently of the 15 executive departments
- **independent executive agency:** the largest category of independent federal agencies, which include most of the non-Cabinet agencies
- **civil service:** the collective name given to the majority of civilians who work directly for the federal government
- **patronage:** the practice of handing out jobs, contracts, and other government favors to political supporters and friends

► Key Terms, cont.

- **spoils system:** another name for the patronage system, dating back to the administration of Andrew Jackson
- **draft:** compulsory, or required, military service; also called conscription
- **independent regulatory commission:** one of 11 agencies that monitor and police key aspects of the national economy, with little direction from the President
- **government corporation:** a government agency set up by Congress to carry out specific business activities

► Introduction

- What are the roles and structures of the independent agencies?
 - Independent agencies are units created by Congress that operate outside of the executive departments.
 - There are more than 100 such agencies, carrying out many different tasks.
 - Independent agencies can be divided into three broad categories:
 - Independent executive agencies
 - Independent regulatory commissions
 - Government corporations

► Independent Agencies

- Some perform work that does not fit easily into any existing executive department.
- Some are independent to protect them from partisan politics or to satisfy the desires of various interest groups.

► Independent Agencies, cont.

- Some are independent because they perform sensitive work, like financial regulation.
- Several agencies perform tasks similar to those of executive departments.
- A few, like the Social Security Agency, are larger than several executive departments.
- Most independent agencies remain under the authority of the President.

► Executive Agencies

- Most independent agencies are executive agencies.
 - The largest of these agencies are organized like executive departments
 - The majority have small staffs and budgets and receive little public attention.

► Major Executive Agency

- NASA was created in 1958 to guide the nation's space programs.
 - NASA's research and development programs have led to many scientific advances with commercial applications.
 - In addition to running the shuttle program and operating the international space station, NASA conducts robotic missions in the solar system.



► The Civil Service

- Checkpoint: Why was there a push to reform the civil service in the 1800s?
 - The **civil service system** replaced the patronage system in the late 1800s.
 - The **patronage system** rewarded political supporters with public offices.
 - Officeholders changed with each new administration and the system suffered from widespread corruption and inefficiency.
 - The **Pendleton Civil Service Act of 1883** set up the foundation for the modern merit-based system of hiring and promotion.

► The Civil Service Today

- Today the U.S. government is the nation's largest employer, with some 2.7 million civilian employees.



► The Civil Service Today, cont.

- Nearly 90 percent of executive branch employees are now covered by the merit system.
 - Under this system, hiring and promotion are based on merit and scores on examinations.
 - The Merit Systems Protection Board ensures that the system is not abused, handling all complaints.
 - The Office of Personnel Management hires, pays, and promotes career civilian employees of the government who make up the civil service.

► Selective Service System

- The national draft was introduced in 1917.
 - It was used for World War I and World War II, remaining in effect until it was suspended in 1973.
 - Some 2.8 million soldiers were drafted in WW I, more than 10 million in WW II, and some 5 million up through 1973.

► Selective Service System, cont.

- The draft law remains on the books.
 - All males between the ages of 18 and 26 must serve in the military if called. They must register with the Selective Service at age 18.
 - Congress must authorize a reactivation of the draft before troops can be conscripted.

► Regulatory Agencies

- These agencies are largely independent of the executive branch.
- Each is headed by a board or commission whose members are appointed by the President and approved by the Senate.
 - These members serve long, staggered terms so that only one term per board expires each year.
 - Members can only be removed for causes specified by Congress.
 - Only a bare majority of members can belong to the same political party.
 - These conditions help keep the independent regulatory agencies truly independent.

► Regulatory Agencies, cont.

- Checkpoint: What makes the regulatory agencies different from other independent agencies?
 - Independent regulatory agencies have quasi-legislative and judicial powers.
 - They can make rules and regulations with the force of law.
 - They can decide disputes in certain fields.
 - These agencies are an exception to the idea of separation of powers.
 - Some critics are concerned that these agencies have too much power or use it unfairly.

► Regulatory Commissions

- The focus of the independent regulatory commissions is to ensure the stability of the nation's economy.
- Eleven federal agencies have been established to set and enforce standards on financial markets, employment, business practices, and public safety.
 - Should the government regulate these industries?

► Government Corporations

- These agencies were set up by Congress to perform businesslike activities.
 - They were rarely used until World War I and the Great Depression.
 - There are now more than 50 government corporations, including:
 - The **U.S. Postal Service**
 - The **Federal Deposit Insurance Corporation**
 - The **National Railroad Passenger Corporation**
 - The **Tennessee Valley Authority**

► Government Corporations

- Checkpoint: How do government and private corporations differ?
 - Government corporations are similar to private corporations, except that:
 - Congress decides their purpose and functions.
 - Their officers are public employees, typically chosen by the President and then approved by the Senate.
 - They are financed by public funds.
 - Government corporations are supposed to have more independence and flexibility than other executive agencies.

► Review

- Now that you have learned about the role of structures of the independent agencies, go back and answer the Chapter Essential Question.
 - Is the bureaucracy essential to good government?