

## Bureaucratic Politics

### Purpose of the Course

This course will be a study in the politics of organizational management in the federal executive establishment. Topics to be covered will include administrative history, public law, administrative theory, competing views of public management, the co-managership of the President and Congress, the role of central management agencies, the world-view of agency chiefs, government corporations and enterprises, third-party management of government programs (contractors), quasi governmental institutions, and current issues of concern to federal management (e.g., implementation of the reorganization to create a Department of Homeland Security). Each student will be assigned an executive agency to study and will write a critical essay on some aspect of the administrative management of that agency.

### Course Requirements

1. Paper 1. A statement of the problem, thesis, and sources for report on selected executive agency. (20%)
2. Paper 2. A completed report on selected agency in article format (60%)
3. Final Examination (20%)

### Required Texts

1. Rosenbloom, David H. and Robert S. Kravchuk. *Public Administration: Understanding Management, Politics and Law in the Public Sector*. 6<sup>th</sup> ed. (New York: McGraw-Hill, 2005).
2. Seidman, Harold. *Politics, Position and Power*, 5<sup>th</sup> ed. (New York: Oxford University Press, 1997).
3. Moe, Ronald C. *Administrative Renewal: Reorganization Commissions in the 20<sup>th</sup> Century* (Lanham, MD: University Press of America, 2003).
4. Stanton, Thomas H. and Benjamin Ginsberg, eds. *Making Government Manageable: Executive Organization and Management in the Twenty-First Century* (Baltimore: Johns Hopkins Press, 2004).

### Useful Readings to Consult

1. Terry, Larry. *Leadership of Public Bureaucracies*, 2<sup>nd</sup> ed. (Armonk, NY: M. E. Sharpe, 2003).
2. Norris, Michael E. *Reinventing the Administrative State* (Lanham, MD: University Press of America, 2000).
3. Kettl, Donald F. *Transformation of Governance: Public Administration for Twenty-First Century America* (Baltimore: Johns Hopkins Press, 2002).

4. Kerwin, Cornelius. *Rulemaking: How Government Agencies Write Law and Make Policy* (Washington: CQ Press, 1994).
5. Light, Paul. *The True Size of Government* (Washington: Brookings Institution, 1999).
6. ----- . *The Tides of Reform: Making Government Work, 1945-1995* (New Haven: Yale University Press, 1997).
7. Shafritz, Jay M. and Albert Hyde. Eds. *Classics of Public Administration*, 4<sup>th</sup> ed. (Pacific Grove, CA: Brooks/Cole Publishing, 1997).
8. Peters, B. Guy. *The Future of Government: Four Emerging Models* (Lawrence, KS: University Press of Kansas, 1996).
9. Pfiffner, James. Ed. *The Managerial Presidency*. 3<sup>rd</sup> ed. (College Station, TX: Texas A&M Press, 2003).
10. Wilson, James Q. *Bureaucracy: What Government Agencies Do and Why They Do It* (New York: Basic Books, 1989).
11. Savas, E.S. *Privatization and Public-Private Partnerships* (New York: Chatham House Pubs., 2000).
12. Salamon, Lester. Ed. *The Tools of Government: A Guide to the New Governance* (New York: Oxford University Press, 2002).
13. Stanton, Thomas H. *Government-Sponsored Enterprises: Mercantilist Companies in the Modern World* (Washington: AEI Press, 2002).
14. Cooper, Phillip J. *Governing by Contract: Challenges and Opportunities for Public Managers* (Washington: CQ Press, 2003).
15. Behn, Robert D. *Rethinking Democratic Accountability* (Washington: Brookings, 2001).

Extensive bibliographies and suggestions for additional readings and sources are to be found in all the assigned readings. Become familiar with the *Government Manual* and look up your agency on the Internet.

### **Research Paper**

The principal written product of this course will be an analytic report on a selected executive branch agency. The perspective is to be that of the agency (and agency chief) and how it views its political, legal and administrative world. What laws govern its activities? What is the agency's relationship with the President, the central management agencies, the Congress, the department (if applicable), other agencies, its interest group constituency, the media and so forth. What problems does the agency face with respect to contracting-out, personnel issues, and the current efforts to "reinvent" itself?

It is recognized that a single report cannot cover all these subjects in any depth, thus the final product should focus on one area (interpreted broadly) of the agency's administrative management environment. The end product, hopefully, will resemble an article for a scholarly journal.

A five to seven page report proposal will be due on the fifth meeting of the class. It will explain the issue to be addressed, the major thesis to be tested in the paper, and the method of

analysis to be used. It will include a beginning bibliography and will be based on the reading of several major works to be used in the report. Each student will make enough copies of his or her proposal to distribute to each member of the class.

This will be a formal research paper (do not use the first person or contractions) and will conform to the *Chicago Style Manual* (Turabian) format for footnotes. The final paper will include a short introductory summary paragraph before the main text and conclude with a bibliography. Be sure to keep a copy for your own files. The final product should be between 25 and 30 pages.

The final typed report will be due at the beginning of the 12<sup>th</sup> session. Within our time constraints, short oral presentations will be given by students of the findings of their project.

## Sources

In your research, be sure to consult:

Academic literature: Books as well as professional journals, e.g., *Public Administration Review*, *Presidential Studies Quarterly*, *Governing*, *Journal of Public Administration, Research and Theory (JPAR)*, and the *American Review of Public Administration*.

Government-oriented publications: *National Journal*, *CQ Weekly Reports*, *Government Executive*, *GAO Journal*, *Federal Times*, and *Legal Times*.

Government documents and reports: Congressional hearings, reports by the Government Accountability Office (GAO), Congressional Research Service, Congressional Budget Office, Departments and agencies, as well as the central management agencies, such as the Office of Personnel Management (OPM).

There are numerous organizations in the private, nonprofit sector that produce materials relevant to your subject. Such organizations include the National Academy of Public Administration, the Brookings Institution, Heritage Foundation, and Center for Excellence in Government.

## Weekly Outline

1. Theoretical Bases of American Government
  - Administrative theory of the Founding Fathers
  - Five stages of administrative history
  - Public law and public administration
  - Political approach to governmental organizations

Readings:

- Rosenbloom and Kravchuk, chapters 1-4.
- Moe, "Governance Principles," in Stanton and Ginsberg

2. The Agency as Central Player

Organization of the Executive Branch  
 The political world of the agency chief  
 How the President views his administrative world  
 Integrative versus disintegrative tensions

Readings:

Seidman, whole book

3. President as Manager

Constitutional basis of authority  
 Powers and strategies  
 Progressive era and the managerial presidency  
 Direct forms of management decision-making  
 Presidential retreat from management role  
 Office of Federal Management proposal

Readings:

Moe, "At Risk: The President as Manager" (Handout)

Moe, "The Need for an Office of Federal Management: Now More than Ever (Handout)

4. Congress as Co-Manager

Constitutional basis of authority  
 Powers and strategies (growth of formal controls)  
 Oversight of administration  
 Charges of micro-management  
 Congress compared to parliamentary systems

Readings:

Gilmour and Halley, *Who Makes Public Policy?* Intro (Handout)

5. Executive Branch Organization and Reorganization

Landmark commissions  
 How big is government?  
 Organization and management of federal departments  
 Department of Homeland Security

Readings:

Moe, *Administrative Renewal*, all.

Light, *The True Size of Government*, chaps 1 and 2 (Handout)

Dean, "Organization and Management of Federal Departments," Stanton and Ginsberg

Ink and Dean, "Modernization of Federal Field Operations," Stanton and

Ginsberg

6. Administration by Judicial Rulemaking

Role of Courts

Regulatory administration  
 Independent regulatory commissions  
 Oversight of rulemaking

Readings:

Rosenbloom and Kravchuk, chapter 9  
 Gilmour, "Administration by Judiciary" (Handout)

Submit Report Proposal and Design

7. Discussion of Submitted Report Designs
8. Culture of Agencies
  - Mission of agency
  - Recruitment, professional values and acculturation
  - Clientele and interest groups
  - Agency and the public
  - Agency and the media

Readings:

Rosenbloom and Kravchuk, chapter 7  
 Wilson, chapters 17-20 (Handout)  
 Seidman, chapter 8

9. Third-Party or Indirect Government
  - Defining indirect government
  - Managing indirect government
  - Contracting-out
  - Privatization
  - Hollow government

Readings:

Guttman, "Inherently Governmental Functions," Stanton and Ginsberg  
 Moe, "Limits of Privatization," (Handout)

10. Agency Leadership and Personnel
  - Political executives
  - Career executives
  - Competing personnel paradigms
  - Compensation systems

Readings:

Rosenbloom and Kravchuk, chapter 5

11. Government Corporations and Enterprises
  - Government corporation
  - Government-sponsored enterprises

What is the quasi government?  
 Issues of management and accountability

Readings:

Stanton and Moe, "Government Corporations and Government-Sponsored Enterprises" (Handout)  
 Moe, "The Emerging Quasi Government" (Handout)

12. Organizational Management: The Future  
 "New Public Management": origins, meaning, critique  
 National Performance Review  
 President's Management Agenda  
 Accountability revisited: How relevant is the foreign experience?  
 Demographic imperatives

Readings:

Rosenbloom and Kravchuk, chapters 11 and 12  
 Moe, "The 'Reinventing Government' Exercise: Misinterpreting the Problem; Misjudging the Consequences" (Handout)

Turn in the Final Reports

13. Discussion of Papers  
 Final Examination

This class meets only once a week, thereby making difficult some administrative matters. I will try to be in my office a half-hour before each class and will remain a few minutes after class. In the event you desire a longer meeting, I will schedule a time and place convenient to both of us. Also, I can be reached at my office (202-707-7853) or at home (202-364-3019) or by email at [rmoe@crs.loc.gov](mailto:rmoe@crs.loc.gov).