

## Bureaucratic Reformulations

Typical bureaucratic responses to superordinate directives and to external forces of gps and opinion; the applicability and effects of directives under stress of behavioral principles.

- I. Why do we think of the bureaucratic process at all in respect to govtal process?  
- traditional theory does not connect the two.

New theory does because:

More delegations of legis.auth. -- rate-fixing, timing of force, generalities of law, more functions of govt.

More realism.-- Cf works of Appleby and Goodnow

Shifts of pwr from legis. to exec. -- (cf. a. above) and also growing positive character of bureaucracy:

origins of law: Zeller generalized that one-half NY public law came from depts. of state.  
kinds: agreement w/int.gps to propose law  
agency the prime, sole sponsor  
legis.purposely hands vague law to agency

also:

exec. has idea that is good politics, slips it thru legislature and then agency becomes the target for pressures (Stabilization Act of 1942, SEC) Popular pressures subside, all interests converge on agency)

Heightened activity and awareness on part of pressure gps w/admin.

- II. Therefore, study of govt. process must encompass study of bureaucracy with respect to:

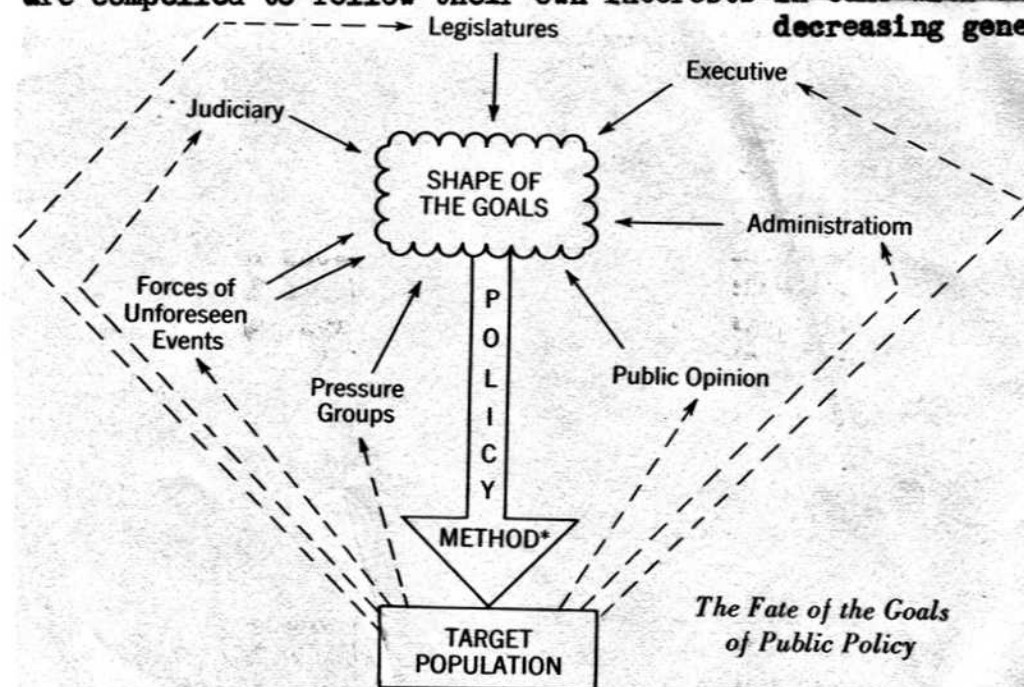
- A. The character of directives given the buro.: what is the directive like
- B. The character of the bureaucracy itself and its reactions to directives
- C. The immersion of the bureaucracy in the political process: its relations with legislature, public opinion, and pressure groups.
- D. Generalizations on the effects that bureaucracy produces on ~~the~~ policy and the plus or minus consequences of those effects upon the rationality of the political process as a whole.

## A. The character of directives or public policy.

## Formulation of a definition of policy

- A policy is a collective liberty: that is a determination of direction of a group. Public policy is same plus authority and usually coercive chances.
- a law is a public policy phrased as a generalization: it is a prediction about the future of a class of persons phrased in the determinative sense.
  - an administrative order of individual applicability is a public policy phrased in terms of predicting the future of an individual
  - an administrative action of a general character with reference to other administrators is a public policy in the broad staff sense ( e.g. all depts. prepare budgets by Jan.1)
  - an administrative action of a specific or individual character is a deduction from the public policy of the broad staff sense and is also public policy.
  - administrative actions with ~~refer~~ relevance and effect on the outside population is also public policy (e.g. conserve a forest in which no private interest exist and wherein noone has to be ordered)

The career of a public policy is an exercise in increasing levels of induction and decreasing levels of deduction. At each point in this upward, all forces are compelled to follow their own interests in turn with the downward, and decreasing generalization.



Public policy then may be viewed as a pyramid of generalization.

The executive establishment itself is viewed as a rationalization of the deductive phase of public policy. It is rationalized in the traditional sense by the theory of the hierarchical pyramid and the chain of command.

W/o the pyramid of control, traditional theory says that the deductive process becomes meaningless. That is, there would be no ~~predictive-pelieic~~ predictive-pelieic ability to ~~##~~ predict that a general directive would have specified individual consequences in administrative actions and individual orders, and vice versa that one could state what policy was by examining the specific actions of administrators.

Why does the hierarfhical pyramid in its traditional form exist so clearly at the downphase of the policy cycle but not at the upphase or policy-determining or "polititab" phase?

### 3. bur. reformula.

-perhaps because the whole monumental structure of the governmental process ~~is~~ incarnates the method of individual action. That is, a man will ponder a problem more before he decides what to do than afterwards when he is carrying it out.

- as consequence of the theory of "policy" we have a series of myths that go into action at the peak of the deductive process, when policy is enunciated: "policy", "law," "rationality," "representation?"

Though the history of administration and of political theory is addicted to the clear distinction between policy formulation and execution, and there are probably inevitable rigidities in the nature of decision if governing is to take place in an orderly manner, yet modern democratic theory has shown signs of waking up to the fact that there may be as many losses of rationality in the deductive process as in the inductive process.

But the determination of what is democratic policy execution is a highly difficult problem. It is not at all clear that when one tampers with the machinery of the later end of the process of policy, he is not doing irreparable harm to the presuppositions and interests (including his own) at the earlier stages of policy determination.

- Result is too often vague prescriptions of rational planning, a la Mannheim, or Marxism or conventional socialism or pluralism that do vast damage to the policy-determining process or are quite utopian or more commonly simply have not thought of practical measures at all. (cf. Mannheim).

Perhaps we may see this clearly by examining the nature of bureaucracy and its immersion in the political process.

## B. The Character of bureaucracy: The model vs. the American way

### 1. Weber on the model of a bureaucracy.

Mannheim on the conditions of bureaucratic thought.

### 2. The conditions of U.S. bureaucracy Appleby types of agencies:

Obsession of Americans with access

Periodic changes in liberal or conservative temper of the mean agency. (Appleby)

C. The Immersion of the bureaucracy in the political process:

-Legislature relations

reminder of the role in law-making of buro.

questions of supervision: committee and who they are often managerial committees swallowed into the buro.; the difficulty of gathering materials on individual applications to determine whether policy is being properly deduced.; resistance to supervision (e.g. doctoring of reports); lack of overall controls and coordination by law-making branch presumably representative of what should be represented.

questions of competition: who best knows the clients and constituents?

- Relations to public opinion and pressure gps.

The Likert recommendations as to how polls can help govt. include the newspaper clipping on the dept of Agric, which with its millions of contacts strives to have some overall and systematic view of constituents desires and needs (resulting conflict with legislatures and pressure groups)

Bur of agric. econ.

Stein case study of cost of living index.

Gosnell and David on legis.opposition to OWI

*Kinds of connections of press gp. w/ agency*  
*Pay men or requirements of certain kinds of experience*  
*advisory boards < by law (Fed. Res Bd, Ry Labor Bd, or local*  
*by arrangement w/ agency (Bus Advisory Council, Dept. of Public Housing, etc.)*  
*joint formulation of standards (e.g. Master Car Builders Assn. + ICC)*  
*endorsement of nominees or presentation of candidates for nomination*  
*+ all the devices of flattery, entertainment, financial aid, employment etc.*

D. Summary: Generalizations on the effects that bureaucracy produces on the public policy; also, what are the consequences to rationality, plus or minus of the bureaucracy's effects on the political process.

We conclude that opportunities for Structural (organizational) and informal impacts on the direction of values (the policy process) exist in abundance in the bureaucratic end of representative government, as well as in the policy-determining or political stages before the myths of law are introduced. On the whole, the chances are that the access of groups and indivs. to the bureaucratic process recapitulates the earlier pre-law process and may actually sharpen and make more representative the work of the government.

*of memberships or geographic*  
*Rep. or local*  
*on car safety*  
*work in ref. to legislators.*  
*+ all kinds of Public Opinion pressures & lobbying maneuvers w/ supervision in legislation*