

9

The Bureaucracy

I. Reviewing the Chapter

Chapter Focus

This purpose of this chapter is to introduce the agencies responsible for administering the programs and laws established by Congress. However, in the process of administering programs, agencies can modify them in various ways. Thus, the agencies participate in government as policy makers. This role raises the problem of accountability because, of course, administrators are not elected. After reading and reviewing the material in this chapter, you should be able to do each of the following:

1. Discuss why the bureaucracy plays a key role in policymaking.
2. Sketch the history of the growth of bureaucracy in United States.
3. Describe the characteristics of the bureaucracy today.
4. Distinguish between types of agencies.
5. Describe external constraints on the agencies.
6. Identify several bureaucratic “pathologies” and explain why they exist.

Study Outline

- I. Introduction
 - A. “Red tape”—pejorative term for bureaucracy
 - B. Bureaucracy—technical definition
 1. Large, complex organization composed of appointed officials
 2. “Complex”—divided authority
- II. Distinctiveness of the American Bureaucracy
 - A. In the United States, three political influences on bureaucracy
 1. Divided political authority between president and Congress
 2. Federal agencies share functions with state/local agencies
 3. Government agencies face greater public scrutiny due to expansion of personal rights
 4. Less publicly owned enterprises, but greater regulation of privately owned ones
- III. The Growth of the Bureaucracy
 - A. The early controversies
 1. Constitution does not mention departments
 2. President is given sole removal power
 - B. Bureaucracy before the New Deal
 1. Originally, minute national government

2. Bitter struggles over bureaucratic appointments
 3. Congress controlled appointments—patronage basis
 4. 1883 Pendleton Act and merit system
 5. From 1816 to 1861, federal employees increased by eight times
 6. Civil War a watershed in bureaucratic growth
 7. 1861–1901: main role is to serve not regulate
 8. Desire for limited government in late nineteenth century and respect for states' rights
 9. Constitutional interpretation left regulation to Congress alone
- C. A change in role
1. Depression and World War II lead to activism
 2. Introduction of heavy income taxes supports a large bureaucracy
- IV. The Federal Bureaucracy Today
- A. Direct and indirect growth
1. Modest increase in the number of government employees
 2. Indirect increase through the use of private contractors and local government
- B. Growth in discretionary authority
1. Delegation of undefined authority by Congress
 2. Primary areas of delegation
- C. Factors explaining behavior of officials
- D. Recruitment and retention
1. Competitive service (54 percent officials) and excepted service (46 percent officials)
 2. The buddy system: actual method of recruitment by name request in middle- and upper-level jobs
 3. Senior executives service: 1978 reform for high-level positions
 4. Agency point of view: most bureaucrats adopt agency perspective
- E. Personal attributes
1. Higher civil servants are elitists and middle-aged white males
 2. More liberal than average citizen
 3. They do not take extreme positions
 4. There is a correlation between type of agency and attitudes of employees
 5. Professional values of officials affect behavior, especially where role unstructured
- F. Roles and mission
1. Tasks explain behavior more than attitudes; agency with mission easier to manage, but harder to change
 2. Government rules and laws as limits on discretion
 3. Internal fragmentation of agencies—"concurrences"
- G. External forces
1. Seven forces: executive superiors, White House staff, committees, interest groups, media, courts, and rival agencies
 2. Agency orientation: congressional or presidential
 3. Desire for autonomy but some agencies "captured"
 4. Agency allies: iron triangle
 5. Conflict among interests; iron triangle misleading
- V. Congressional Oversight
- A. Forms of congressional supervision
1. Creation of agency by Congress

2. Authorization of money: maximum amount
3. Appropriation of money: actual amount
- B. The Appropriations Committee and legislative committees
 1. Appropriations Committee most powerful, especially through “marking up”
 2. Legislative committees reclaiming power with trust funds
 3. Committee clearance
- C. The legislative veto
 1. FTC example
 2. From 1932 to 1980, 200 laws passed with legislative veto
 3. No presidential involvement
 4. Declared unconstitutional by Supreme Court in Chadha case
 5. Vetoes still enacted
- D. Congressional investigations
 1. Power inferred from power to legislate
 2. Means for checking agency discretion
 3. Means for limiting presidential control
- VI. Bureaucratic “Pathologies”
 - A. Red tape—complex and sometimes conflicting rules among agencies
 - B. Conflict—agencies work at cross-purposes
 - C. Duplication—two or more agencies seem to do the same thing
 - D. Imperialism—tendency of agencies to grow, irrespective of benefits and costs of programs
 - E. Waste—spending more than is necessary to buy some product or service
 - F. Bureaucratic problems exist due to nature of government
 1. Need to satisfy legal/political requirements
 2. Inconsistent goals of Congress
 3. Vague, difficult goals make judging attainment nearly impossible
 4. “Solutions” might cause even worse problems; too many controls and too little autonomy

Key Terms Match

Match the following terms and descriptions:

Set 1

- | | | |
|---------------------------------|---------|---|
| a. Administration Procedure Act | 1. ____ | Appointment of officials not based on the criteria specified by OPM. |
| b. annual authorization | 2. ____ | A large, complex organization composed of appointed officials. |
| c. authorization | 3. ____ | Appointment of officials based on selection criteria devised by the employing agency and OPM. |
| d. buddy system | 4. ____ | The right of committees to disapprove of certain agency actions. |
| e. bureaucracy | 5. ____ | The ability of officials to make policies that are not spelled out in advance by laws. |

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|----------------------------|----------|--|
| f. bureaucratic mission | 6. ____ | Monies that are budgeted on a yearly basis; for example, Congress may set yearly limits on what agencies can spend. |
| g. captured | 7. ____ | Law requiring federal agencies to give notice, solicit comments, and (sometimes) hold hearings before adopting any new rules. |
| h. clearance committee | 8. ____ | A bureaucratic pathology in which two government agencies seem to be doing the same thing. |
| i. competitive service | 9. ____ | The process by which one part of an agency consults with another part, and sometimes with other agencies as well, to get agreement on an issue before action is taken. |
| j. concurrences | 10. ____ | Term used to describe a relationship between an agency and interest group that is so close that the agency defers to the policy preferences of the allied group. |
| k. conflict | 11. ____ | Legislation that originates in a legislative committee of Congress and states the maximum amount of money an agency may spend on a given program. |
| l. congressional agencies | 12. ____ | Agencies subordinate to Congress whose actions tend to have a distributional effect within the country. |
| m. discretionary authority | 13. ____ | A clear view of an organization's purpose and methods that is widely shared by its members. |
| n. duplication | 14. ____ | A bureaucratic pathology in which some agencies seem to be working at cross-purposes to other agencies. |
| o. excepted service | 15. ____ | A job description by an agency that is tailor-made for a specific person. |

Set 2

- | | | |
|--------------------------------|---------|---|
| a. Freedom on Information Act | 1. ____ | A requirement that an executive decision lie before Congress for a specified period before it takes effect. |
| b. imperialism | 2. ____ | Top-ranking civil servants who can be hired, fired, and rewarded in a more flexible manner than can ordinary bureaucrats. |
| c. iron triangle | 3. ____ | Legislation that began the federal merit system. |
| d. legislative veto | 4. ____ | Government appointments made on the basis of political considerations. |
| e. marking up | 5. ____ | Government jobs having a confidential or policy-making character. |
| f. National Performance Review | 6. ____ | Funds such as that of Social Security that operate outside the government budget. |

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|-------------------------------------|----------|---|
| g. non-career executive assignments | 7. ____ | The mutually advantageous relationship among an agency, a committee, and an interest group. |
| h. oversight | 8. ____ | Agencies subordinate to the president that typically carry out policies that do not distribute benefits among significant groups, regions, or localities within the United States. |
| i. patronage | 9. ____ | A bureaucratic pathology in which an agency spends more than is necessary to buy some product or service. |
| j. Pendleton Act | 10. ____ | Congressional supervision of the bureaucracy. |
| k. presidential agencies | 11. ____ | A form of patronage under the excepted service given to high-ranking members of the regular competitive service, or to persons brought into the civil service at a high level who are advocates of presidential programs. |
| l. red tape | 12. ____ | Law giving citizens the right to inspect all government records except those containing military, intelligence, or trade secrets or material revealing private personnel actions. |
| m. Schedule C job | 13. ____ | A bureaucratic pathology in which complex rules and procedures must be followed to get something done. |
| n. Senior Executive Service | 14. ____ | A bureaucratic pathology in which agencies tend to grow without regard to the benefits their programs confer or the costs they entail. |
| o. trust funds | 15. ____ | It recommended streamlining government by emphasizing “cutting tape,” “putting customers first,” and “empowering employees” rather than by either strengthening the powers of the president or consolidating agencies. |
| p. waste | 16. ____ | This is the process of revising, amending, and approving an agency’s budget request, which gives the Appropriations Committee or one of its subcommittees substantial control over the policies an agency follows. |

Did You Think That...?

A number of misconceptions are listed below. You should be able to refute each statement in the space provided, referring to information or argumentation contained in this chapter. Sample answers appear at the end of the *Study Guide*.

1. "The bureaucracies of all major Western nations do pretty much the same thing."

2. "The biggest problem with the federal bureaucracy is its sheer size."

3. "The number of federal employees in a bureaucracy is a fairly accurate reflection of their power."

4. "Most bureaucrats are appointed by the president in power."

5. "The federal bureaucracy operates essentially like a very large corporation."

6. "Once an agency has accomplished its original tasks, it begins to decline in size and influence."

Data Check

Figure 9.2: The Growth of the Bureaucracy

1. Can you think of any reasons for the explosive growth in the number of political appointees at the top of the federal bureaucracy?
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Table 9.1: Minority Employment in the Federal Bureaucracy, by Rank, 1995

2. On the basis of the table, what obvious conclusion can be drawn regarding the employment of minorities in the federal bureaucracy?
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Table 9.2: Political Attitudes of High-Level Federal Bureaucrats

3. Although top bureaucrats tend to be liberal, would it be wise for a conservative presidential candidate to attack all bureaucrats without regard to agency? Why or why not?
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4. Do you have any reservations about the wording of the question dealing with the military? Do you think that different wording might have changed the responses?
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5. What relationship do you think exists between attitudes and behavior?
-

II. Practicing for Exams

True/False. Read each statement carefully. Mark true statements *T*. If any part of the statement is false, mark it *F*, and write in the space provided a concise explanation of why the statement is false.

- _____ 1. The divided authority of Congress and the executive branch encourages bureaucrats to play one branch off against the other.
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- _____ 2. The federal bureaucracy operates independently from state and local government.
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- _____ 3. The United States has preferred government ownership of important industries to relying on extensive regulation of private ownership of such industries.
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- _____ 4. The president needs the advice and consent of the Senate to appoint and remove subordinates.
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- _____ 5. The trend in hiring within the federal bureaucracy has been toward the merit system and away from patronage.
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- _____ 6. The use of patronage in government employment has served no purpose except that of corruption.
-
- _____ 7. Bureaucratic growth is usually greatest when the nation is at peace and its economy is strong.
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- _____ 8. The federal government today employs a smaller percentage of the civilian work force than it did thirty years ago.
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- _____ 9. For every person earning a living directly from the federal government, there may be as many as four people earning a living indirectly from the federal government.
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- _____ 10. The number of employees is a good indicator of the power of the bureaucracy.
-
- _____ 11. Many administrative agencies operate with little supervision by Congress.
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- _____ 12. The Office of Personnel Management regulates public employees of the federal and state governments.
-
- _____ 13. About 40 percent of the excepted service positions are patronage appointments.
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- _____ 14. The head of a bureau cannot decide in advance whom to hire for a particular job—it must be competitive.
-
- _____ 15. The Senior Executive Service has, in fact, given the president much greater control over the federal bureaucracy.
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- _____ 16. Most top federal bureaucrats have worked in several agencies and thus bring a wealth of experience to their jobs.
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- _____ 17. The typical civil servant is very different from the typical American.
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- _____ 18. Conservatives are correct when they accuse bureaucrats of being mostly liberal in ideology.
-
- _____ 19. Personal attitudes are most likely to affect the way bureaucrats conduct their jobs when their roles are highly structured.
-
- _____ 20. Not all federal agencies have a sense of mission (i.e., a clear view of its purpose and methods).
-
- _____ 21. Presidential agencies are more likely than congressional agencies to distribute benefits (e.g., money) to various constituencies.
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- _____ 22. A good example of an agency that operates relatively autonomously is the FBI.
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- _____ 23. Alliances between agencies, congressional committees, and interest groups are called issue networks.
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- _____ 24. Agencies are frequently in conflict; interest groups that influence these agencies rarely are.
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- _____ 25. Interest groups often influence agencies by influencing members of Congress who supervise these agencies.
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- _____ 26. The president, not Congress, controls the authorization and appropriation of funds to most agencies.
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- _____ 27. The Appropriations Committee, although it retains much authority, has become less powerful as its control over appropriations has declined.
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- _____ 28. Even though legislative vetoes have been declared unconstitutional, Congress continues to use them.
-
- _____ 29. Bureaucratic “pathologies” such as red tape and waste exist primarily because of incompetence and greed.
-
- _____ 30. Government officials are rarely rewarded for cutting costs.
-

Multiple Choice. Circle the letter of the response that best answers the question or completes the statement.

1. American bureaucracy is complex because:
 - a. federalism encourages the abuse of power.
 - b. the bureaucracy is so large.
 - c. authority is divided among several managers.
 - d. civil servants are immune from firing.
2. The distinctive nature of American bureaucracy derives from all of the following *except*:
 - a. the practice of incremental budgeting.
 - b. the sharing of political authority among institutions.
 - c. the sharing of functions with state and local government.
 - d. an adversary culture and close public scrutiny.
3. Whereas European countries tend to control key industries by owning them, the United States relies primarily on:
 - a. ownership by the states.
 - b. extremely high taxation.
 - c. extensive regulation.
 - d. very little regulation.

4. The basis of appointments to the bureaucracy during most of the nineteenth century and the early part of the twentieth century was:
 - a. financial.
 - b. patronage.
 - c. technical expertise.
 - d. support for the president's policies.
5. The eightfold increase in the number of federal employees that occurred between 1816 and 1861 was largely the result of:
 - a. abuses of patronage by Congress and the presidency.
 - b. rapid industrialization and the emergence of a national economy.
 - c. the government's taking on new functions.
 - d. increased demands on traditional government functions.
6. The shift in the role of the federal bureaucracy that occurred between 1861 and 1901 was from:
 - a. economic regulation to tax regulation.
 - b. regulation to service.
 - c. commerce to regulation.
 - d. federal services to state services.
7. Periodically there have been substantial increases in the size of the bureaucracy. These generally have occurred during:
 - a. depressions.
 - b. wars.
 - c. periods of prosperity.
 - d. periods of peace.
8. Largely because of two major events of the twentieth century—the Depression and World War II—there was a basic change in the features of the federal bureaucracy. What characterized this change?
 - a. People began to call for more limited, less intrusive government.
 - b. Administrative agencies could no longer be instructed by Congress to act in “the public interest.”
 - c. People came to expect government to solve social and economic problems.
 - d. The Supreme Court ruled that Congress could no longer delegate powers to administrative agencies.
9. As late as 1935, the Supreme Court held that:
 - a. the legislature may not delegate its authority to any administrative agency.
 - b. an agency must be staffed by individuals of different parties.
 - c. the legislature must share its authority with both the president and administrative agencies.
 - d. creation of new agencies must be approved by Congress.

10. The number of civilians working for the federal bureaucracy has not increased much since 1970. However, this observation fails to account for the:
 - a. enormous decrease in the government work force that occurred between 1986 and 1990.
 - b. enormous increase in the government work force that occurred between 1965 and 1970.
 - c. enormous increase in state and local bureaucracies that occurred during this time period.
 - d. growing number of people who work indirectly for the government.
11. According to your text, which of the following is the *most* important consideration in evaluating the power of a bureaucracy?
 - a. the number of employees in it
 - b. the importance of its functions
 - c. the extent to which its actions are supported by the public
 - d. the amount of discretionary authority its officials have
12. Congress has delegated substantial authority to administrative agencies in what three areas?
 - a. grants-in-aid, law enforcement, national defense
 - b. law enforcement, social services, resource management
 - c. grants-in-aid, subsidy payments, enforcement of regulations
 - d. grants-in-aid, subsidy payments, law enforcement
13. When the text speaks of the “discretionary” authority of appointed officials, it means their authority to:
 - a. shift federal monies from agency to agency depending on need.
 - b. act without specific executive direction.
 - c. make policies that are not spelled out in advance by laws.
 - d. spend federal monies even though they are not officially part of the federal bureaucracy.
14. The broad factors that best explain the behavior of bureaucratic officials include all of the following *except*:
 - a. how they are recruited and rewarded.
 - b. their personal attributes.
 - c. the influence on them of outside forces.
 - d. their party preferences.
15. If you worked in a senior position on a successful presidential campaign, and the new president then wished to have your advice while in office, he would be *most* likely to appoint you to:
 - a. the competitive service.
 - b. Congress.
 - c. a Schedule C position.
 - d. a federal union.

16. A Post Office worker or FBI agent would typically be part of the federal bureaucracy known as:
 - a. the competitive service.
 - b. Schedule C positions.
 - c. the merit service.
 - d. the excepted service.
17. Using the buddy system, an agency can circumvent the usual OPM search process by:
 - a. “blanketing in” a job candidate.
 - b. issuing a merit dispensation.
 - c. asking the president to appoint a specific candidate.
 - d. tailoring a job description to a specific candidate.
18. Members of the Senior Executive Service, compared to other bureaucrats, are:
 - a. harder to transfer but less well paid.
 - b. easier to transfer but better paid.
 - c. harder to transfer and better paid.
 - d. easier to transfer and less well paid.
19. According to a survey done in 1983, what percentage of top-level bureaucrats consider themselves to be liberal?
 - a. less than 25 percent
 - b. nearly 40 percent
 - c. around 60 percent
 - d. more than 70 percent
20. If a bureaucrat works for an “activist” agency such as the Federal Trade Commission, one can expect that person to hold:
 - a. liberal views.
 - b. conservative views.
 - c. nonpartisan views.
 - d. the administration’s views.
21. If a civil servant is in a complex, loosely defined position, one can expect his/her political and social attitudes to:
 - a. play a minor role in his/her decisions.
 - b. balance those of his/her colleagues.
 - c. be frustrated by the position.
 - d. strongly influence his/her decisions.
22. The personal attribute that has been shown to have a clear effect on bureaucratic behavior is:
 - a. level of education.
 - b. technical expertise.
 - c. social class.
 - d. professional values.

23. Before recommending legal action against a business for illegal practices, an economist with the Federal Trade Commission might first want to know whether:
 - a. the business firm attended a secret meeting with competitors.
 - b. the illegality will be easy to prove in court.
 - c. consumers have borne a heavy cost as a consequence of the practice.
 - d. Congress sympathizes with the business firm.
24. Having a strong agency culture can help an agency by motivating its employees to work hard, but it can also hurt it by:
 - a. increasing the number of highly structured roles.
 - b. making the agency resistant to change.
 - c. reducing cooperation among employees.
 - d. encouraging whistle-blowing.
25. Probably the biggest difference between a government agency and a private organization is the:
 - a. presence of a strong, binding agency culture.
 - b. influence of merit on agency hiring and promotion.
 - c. greater number of constraints on the agency.
 - d. relative absence of red tape in the agency.
26. One of the major constraints under which the bureaucracy operates is the:
 - a. assignment of single jobs to several agencies.
 - b. power of issue networks to determine agency policy.
 - c. absence of competing forces in the public sector.
 - d. presence of many highly structured roles.
27. Among the effects of the many constraints that operate on government agencies is that:
 - a. many important issues tend to receive scant attention.
 - b. it is easier to block action than to take action.
 - c. too much authority is delegated to lower-ranking employees.
 - d. decisions are often made too quickly.
28. Probably the most effective means an agency has of remaining powerful is:
 - a. cultivating public opinion.
 - b. attaining a monopoly on technical expertise in a particular policy area.
 - c. entering into alliances with influential interest groups.
 - d. doing its job well.
29. Because many federal agencies were created to serve some sector of society, we should not be surprised to learn that the American Legion is closely aligned with the:
 - a. Department of Veterans Affairs.
 - b. Department of Defense.
 - c. Department of Commerce.
 - d. Department of Interior.

30. Secretaries of Agriculture have found that they have considerable discretion in setting policy despite the involvement of strong interest groups. This is because:
 - a. one interest group dominates all the others.
 - b. of the inherent power of the Agriculture Department.
 - c. of presidential support for most of their policies.
 - d. the groups most often work against rather than with one another.
31. Congressional supervision of the bureaucracy involves all of the following *except*:
 - a. congressional statutes that limit agency discretion.
 - b. budgetary appropriations that limit agency spending.
 - c. annual authorizations that limit agency spending.
 - d. congressional appointment of agency heads.
32. When a law originating in a legislative committee specifies a certain sum of money, it is called a(n):
 - a. allocation measure.
 - b. appropriation measure.
 - c. authorization measure.
 - d. fiscal measure.
33. The power of the House Appropriations Committee over agency budgets has recently diminished, in part because of:
 - a. an increase in “marking up” practices by other House committees.
 - b. the creation of trust funds to pay for many benefits.
 - c. the 1983 Supreme Court ruling on the legislative veto.
 - d. a decline in annual authorizations by Congress.
34. When congressional committees require that agency decisions be submitted to them before the agency implements them, the committees are exercising the power of:
 - a. authorization.
 - b. committee clearance.
 - c. appropriation.
 - d. committee support.
35. The effect of a legislative veto is to:
 - a. give Congress control over certain executive decisions.
 - b. strip House chairs of powers of appropriation.
 - c. give Congress control over the appointment of agency heads.
 - d. strip House chairs of powers of authorization.
36. Your text concludes that when bureaucracies operate at cross-purposes, it is usually because:
 - a. Congress wants it that way.
 - b. the White House wants it that way.
 - c. the bureaucracy has grown too complex.
 - d. the bureaucracy has not yet matured.

37. When a citizen is required by an agency to use one accounting system rather than another, or to file forms before receiving any benefits, such requirements are called:
 - a. duplication of functions.
 - b. red tape.
 - c. mandatory incursions.
 - d. arbitrary statutes.
38. One “bureaucratic pathology” described by your text is “conflict,” meaning the tendency of agencies to:
 - a. grow, irrespective of the benefits and costs of their programs.
 - b. work at cross-purposes to one another.
 - c. spend more than is necessary to buy some product or service.
 - d. generate complex and sometimes overlapping rules.
39. According to the text, hammers costing the government hundreds of dollars usually are a result of:
 - a. one-of-a-kind purchases.
 - b. bureaucratic bumbling.
 - c. greed and corruption among private suppliers.
 - d. miscommunicated information.
40. Bureaucratic “imperialism” refers to:
 - a. jurisdictional disputes among agencies.
 - b. agency growth without regard for benefits or costs.
 - c. functional disputes among agencies.
 - d. usurpation of one agency’s duties by another agency.

Essay. Practice writing extended answers to the following questions. These test your ability to integrate and express the ideas that you have been studying in this chapter.

1. How did our federal bureaucracy evolve to its present size and complexity? In your answer, identify (a) the role of the Constitution and the views of the Founders, (b) the effects of Congress and the president on bureaucratic growth during the nineteenth century, and (c) key elements during the twentieth century that influence bureaucratic growth.
2. What criteria would you want to consider if you were trying to convince someone that the federal bureaucracy is an important policy making institution?
3. Discuss four factors that help to explain the behavior of appointed officials. Which one do you think is the most important?
4. To what extent do agencies operate independent of presidential control? Congressional control? In what specific ways does Congress control the power of agencies?
5. What does the text mean by the term *bureaucratic pathologies*? What are some examples of such “pathologies”? Why does each of them exist? Can they be corrected? Why or why not?

IV. Research and Resources

Suggested Readings

- Garvey, Gerald. *Facing the Bureaucracy*. San Francisco: Jossey-Bass, 1993. What life is really like inside a government agency (the Federal Energy Regulatory Commission).
- Hecl, Hugh. *A Government of Strangers*. Washington, D.C.: Brookings Institution, 1977. Analyzes how political appointees attempt to gain control of the Washington bureaucracy and how bureaucrats resist those efforts.
- Johnson, Ronald L., and Gary D. Libecap. *The Federal Civil Service System and the Problem of Bureaucracy*. Chicago: University of Chicago Press, 1994. Two economists analyze how federal bureaucrats acquire protected positions and salaries.
- Moore, Mark H. *Creating Public Value: Strategic Management in Government*. Cambridge: Harvard University Press, 1995. Thoughtful account of how wise bureaucrats can make government work better.
- Parkinson, C. Northcote. *Parkinson's Law*. Boston: Houghton Mifflin, 1957. Half-serious, half-joking explanation of why government agencies tend to grow.
- Wilson, James Q. *Bureaucracy*. New York: Basic Book, 1989. How and why government agencies behave as they do.
- Wolf, Charles. *Markets or Governments*, 2nd ed. Cambridge, Mass.: MIT Press, 1993. A superb analysis of the strengths and weaknesses of using market arrangements or government agencies to achieve goals.

Resources on the World Wide Web

For addresses and reports of various cabinet departments:

Web addresses: www.whitehouse.gov/WH/Cabinet/html/cabinetlinks.html

Documents and bulletin boards: www.fedworld.gov

National Performance Review: www.npr.gov

A few specific web sites of federal agencies:

Department of Defense: www.defenselink.mil

Department of Education: www.ed.gov

Department of Health and Human Services: www.dhhs.gov

Department of State: www.state.gov

FBI: www.fbi.gov