

## Syllabus

### 1 Introduction

This course focuses on the politics and political conflicts within and around bureaucratic organizations, primarily but not exclusively those of the federal government. Attention given to the characteristics of bureaucratic organizations and their members; their relations with one another as well as with other participants in policy making also considered. Major activities within bureaucracies—planning, program development, organizing, budgeting, and service delivery—discussed with a view to clarifying their political implications and consequences; problems associated with controlling and changing bureaucracies.

This course is intended to introduce you to the political and legal rationales behind, the historical origins of, and the procedures used by the U.S. Federal bureaucracy. The goal of the course is to provide a richer view of both why and how the Federal bureaucracy “does what it does.” (Also, when necessary, I’ll clarify *what it does*.) In theory, the course will provide students with a better sense of how they can influence politics at the Federal level. The bureaucracy, as we will see in the course, is the place where policy is actually made (as opposed to being chosen – which is done by a combination of Congress, the President, the courts, and (ultimately) the voters.) Accordingly, many of the most potent ways to affect public policy require involvement with Federal agencies.

Aside from the practical consideration of affecting public policy, an understanding of how the bureaucracy works is key to understanding how Congress and the President interact with one another, as well as understanding why some Presidential initiatives succeed while others fail, even with the support of Congress. Along these lines, we will examine features of the bureaucracy such as civil service job protections, merit-based hiring and promotion, standard operating procedures, administrative procedures, adjudication of disputes, bureaucratic enforcement, and direction of attention across and between different political issues, interest groups, and policy areas.

#### Contact Information

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### 2 Classes & Reading

The two texts for the course are:

- Marc Allen Eisner, *Regulatory Politics in Transition*, 2nd Edition, Johns Hopkins University Press, 2000.
- Cornelius M. Kerwin & Scott R. Furlong, *Rulemaking*, 4th Edition, CQ Press, 2011.

**Course Website.** All materials for the course will be distributed through the course website.  
<http://patty.wustl.edu/bureaucracy>

**Course Meetings.** The course meets on Tuesday and Thursday afternoons, 1-2:30pm.

**Graded Components.** Each student's grade for the course will be based on the following:

1. *Bureaucratic Policy Paper.* This paper is worth 10% of the final grade.
2. *Historical Agency Paper.* This paper is worth 10% of the final grade.
3. *Rulemaking Paper.* This paper is worth 30% of the final grade.
4. *Final Paper.* This paper is worth 40% of the final grade.
5. *Classroom Participation.* Attendance, involvement in classroom discussion, asking questions during lecture, *etc.*, are worth 10% of the final grade.

**Paper Descriptions.**

1. *Bureaucratic Policy Paper.* This paper should be 2000 words long. In it, you should identify and describe a policy decision (or sequence of decisions) made by a government agency in the past year.
2. *Historical Agency Paper.* This paper should be 2000 words long. In it, you should identify and describe the history of an agency of the United States federal government. When and why was it founded? How has it been structured? What have been its policy responsibilities? When and why was it shut down (if it has been shut down)?
3. *Rulemaking Paper.* This paper should be 4000 words long. It should identify a significant rule promulgated by a federal agency and describe the history of the rule's proposal and promulgation. When was the rule initially proposed? What (related) events preceded the initial proposal? Who were affected by the rule (in both positive and negative fashions)? Describe the evolution of the notice & comment process. Was the rule challenged in court at any point?
4. *Final Paper.* This paper should be 7500 words long. It should be an extension of any one of the other three papers.

**Final Course Grading.** The final course grade is based on the following 10 point scale:

Score	Grade	Score	Grade	Score	Grade	Score	Grade
≥94	A	≥83	B	≥73	C	≥63	D
≥90	A-	≥80	B-	≥70	C-	≥60	D-
≥87	B+	≥77	C+	≥67	D+	<60	E

**Teaching Philosophy.** I hope you will meet with me during the semester, especially if you have questions about the course material. I welcome questions during class: if you have a question or a comment, please interrupt me! I will generally pause after each slide and ask if there are any questions – please feel encouraged to raise questions during class. I hope you will feel free to raise questions if you are confused or want me to talk more about some topic.

**Academic Honesty.** I strongly encourage you to review Washington University's policies regarding academic honesty.<sup>1</sup> In general, if you have *any* questions, please feel free to ask me.

<sup>1</sup><http://www.wustl.edu/policies/undergraduate-academic-integrity.html>.

Class Schedule		
Class	Reading	Topic
2	(1/19)	Introduction & Course Logistics What is Administration?
3	(1/24)	
4	(1/26)	
5	(1/31)	The Structure of Federal Administration Progressive Origins of Administration The Civil Service Regulating Railroads & Corporations The Supreme Court & Early Administration The New Deal and Federal Administration The Courts & The New Deal
6	(2/2)	
7	(2/7)	
8	(2/9)	
9	(2/14)	
10	(2/16)	
11	(2/21)	
12	(2/23)	Post-War Federal Administration The Courts & Social Regulation Late 20th Century Administration Rulemaking: What is it?  Rulemaking: Bureaucratic Process Negotiated Rulemaking Rulemaking: Quantity and Quality Rulemaking: Management The Costs of Regulation Rulemaking: Participation
13	(2/28)	
14	(3/1)	
15	(3/6)	
16	(3/8)	
17	(3/13)	
18	(3/15)	
19	(3/20)	
20	(3/22)	
21	(3/27)	
22	(3/29)	Interest Group Participation Rulemaking: Oversight OIRA & Regulatory Review <b>Final Paper Due</b>
23	(4/3)	
24	(4/5)	
25	(4/10)	
26	(4/12)	
27	(4/17)	
28	(4/19)	
29	(4/24)	
30	(4/26)	

**Bureaucratic Policy Paper Due**

**Historical Agency Paper Due.**

**Rulemaking Paper Due**

**Final Paper Due**