Contents

Tables and Figures xi
Preface xiii

Chapter 1: Bureaucracies as Policymaking Organizations 1
The Contours of Public Bureaucracy 5
Accountability and Performance in Public Bureaucracies 8
Accountability and Its Many Faces 11
  The Evolution of Accountability 13
  The Limits of Accountability 14
The Push for Performance 15
  The Government Performance and Results Act 17
  The Program Assessment Rating Tool 19
  Agency Reputations in the Real World 21
Accountability and Performance: Theories and Applications 24

Chapter 2: Bureaucratic Reasoning 28
The Bounded Rationality Model 31
Simplified Problem Solving 34
  Problem Disaggregation 34
  Standard Operating Procedures 35
Sunk Costs 38
Simulations and Tests 39
Implications for Policy Analysis 40
Motivation 41
  Empathy and Commitment 42
  Representative Bureaucracy 43
  Attitudes toward Risk 44
  Organizational Advancement 45
  Promoting Organizational Cohesion 47
Client Participation: Three Lessons and Beyond 125

Who Participates Varies 125
Venues Vary 126
Influence Varies 126

Chapter 5: Networks 128

Network Theory 130
The Tools Approach 134

Intergovernmental Relations 137
  Environmental Protection 137
  Health Policy 141
Public-Private Partnerships 144
  Contracting Out 144
  Energy Policy 145
  Mental Health Policy 145
  Welfare Policy 146
  Corrections 147
Partnerships without Contracts 147
  Environmental Protection 148
  Education 148

Interagency Networks 149
  The Cabinet 149
  Office of Management and Budget 150

Interagency Coordination 151

Czars 153

Networks' Effectiveness 155
Tools' Effectiveness 158
  Grants-in-Aid 158
  Regulation 160
  Information 161

Networks: Some Conclusions 163
Chapter 6: The Politics of Disaster Management  166
Hurricane Katrina: A Crisis with Precedent  168
  FEMA's Evolution  169
  Katrina Strikes  172
  Applying the Theories  173
  The Coast Guard and Other Success Stories  177
September 11, 2001: A Crisis without Precedent  179
  The First Response  180
  Bureaucracy after 9/11  182
  The Iraq War  185
    Bureaucratic Theories and Future Terrorist Attacks  187
Avian Flu Pandemic: A Crisis in the Making?  190
  National Strategy for Pandemic Influenza  192
    Using the Theories to Forecast  193
Evaluating Bureaucracy in Light of the Theories  197

Chapter 7: Why Are Some Bureaucracies Better Than Others?  200
Rating the Performance of Agencies  201
Explaining Variations in Performance  202
  Tasks  203
  Relationships  208
  Political Support  209
  Leadership  213
Bureaucracy in the Twenty-First Century  217

Appendix: Web Resources  221
Notes  225
Index  251