

# Bureaucracy and Public Lands

## Major Departments Agencies

- Department of [Interior](#)
  1. National Park Service
  2. US Fish and Wildlife Service
  3. Bureau of Land Management
  4. Bureau of Reclamation
  5. Office of Surface Mining  
Reclamation and Enforcement
- Department of Agriculture
  1. United States Forest Service
  2. Natural Resources Conservation  
Service



# Differentials in Agency Power

## Two Power Resources

- Expertise/Information
- Political support
- Power: Ability to command organizational resources; adapt to political changes
- Measured in terms of personnel and budget

### Expertise

- Nature of mission
- Dominant profession
- Astute leadership
- Esprit de corps/morale

### Constituency Support

- Constituency size/structure
- Linkages to majoritarian interests
- Service vs. regulatory functions
- Intragovernmental support

# Expertise Factors

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*Table 1.1 Sources of Agency Power*

1. Expertise/Control of Information			
1a Nature of Mission	1b Dominant, Established Profession	1c Astute leadership	1d <i>Espirt de Corps</i>
+pro-development; multiple-use; utilitarian values +created by an organic act +contains a mission that is expandable	+scientific, legal, military bases of expertise  -interdisciplinary; melting pot or professions	+scientific, legal or military leadership +strong founder +recruitment from within  -political appointments to head agency	+coherent public image +well-defined agency character +integrated organization  -servile attitude; inferiority complex -lack of a competitive edge
0 age of organization -the product of executive orders or re-organizations -narrow or esoteric mission; dominant use; preservationist values			

# Constituency Support Factors

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## 2. Political/Constituency Support

2a Constituency Size	2b Linkages to Majoritarian Interests	2c Service or Regulatory	2d Intra-governmental Support
+large; evenly distributed +well-educated, well-funded  -narrow exotic interest -broad, amorphous interest	+concrete, economic interests +defense contractors  -the poor; ethnic minorities	+service orientation and functions  -regulatory functions	+congressional support +presidential support  -judicial oversight

*Note:* + = positive influence or characteristic; - = negative influence or characteristic; 0 = no discernible effect.



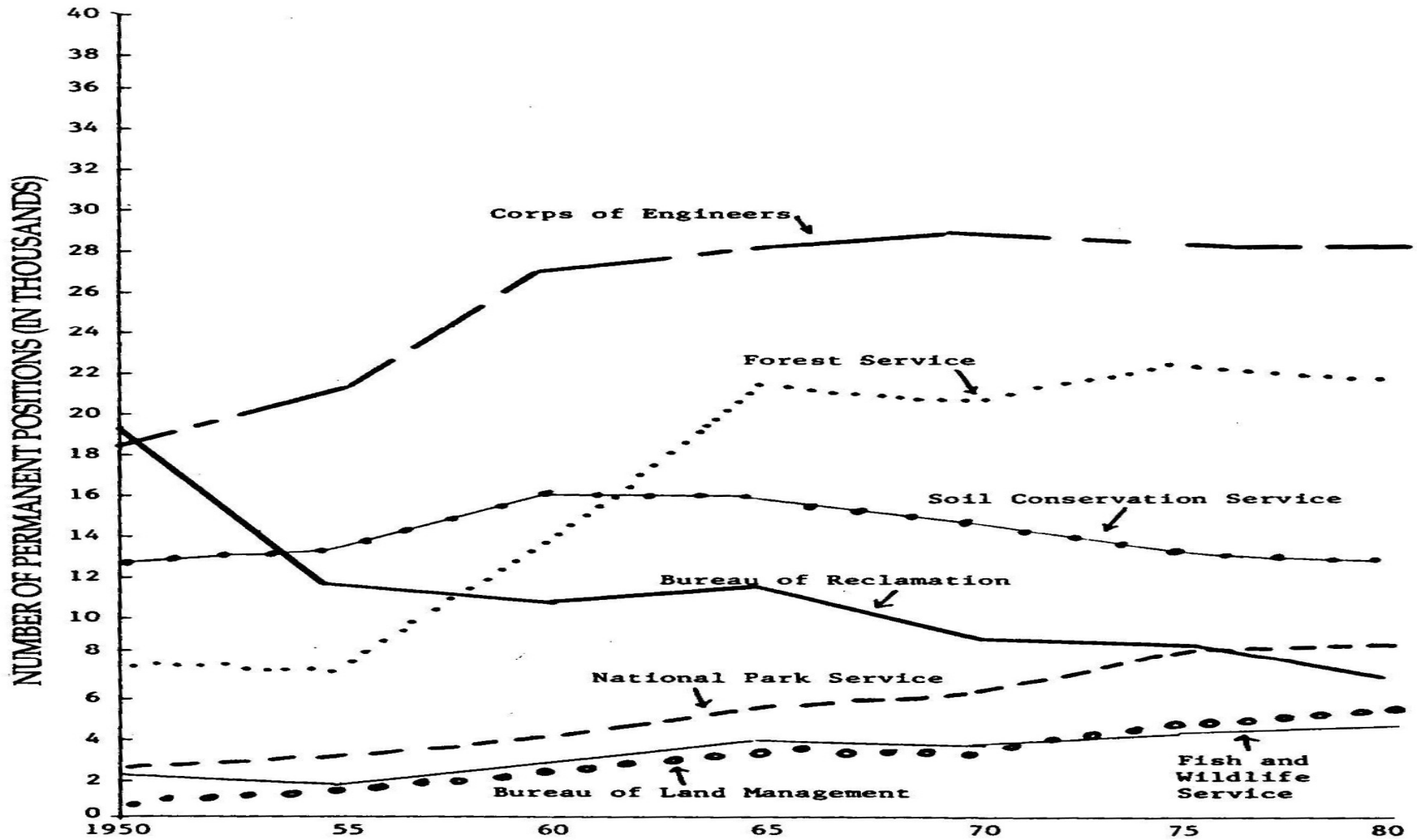
# Expertise Characterization

	BLM	NPS	USFS	USFWS
Nature of Mission	1946 reorganize Multiple-use	1916 Organic act; Preserve but visit	1905 Organic; Multiple-use	Chaotic history; created by reorg in 1940; contradictory missions
Dominant Profession	Mixed	Park ranger; but many functions	Scientific Forestry	Interdisciplinary; Good biologists go elsewhere
Astute leadership	Mixed; depends on Pres.	No; Steven Mather; not like Pinchot	Gifford Pinchot; insider recruiting	No
Morale	Low; under-funded	Under-funded; but strong commit.	High	Low

# Constituency Support Characterization

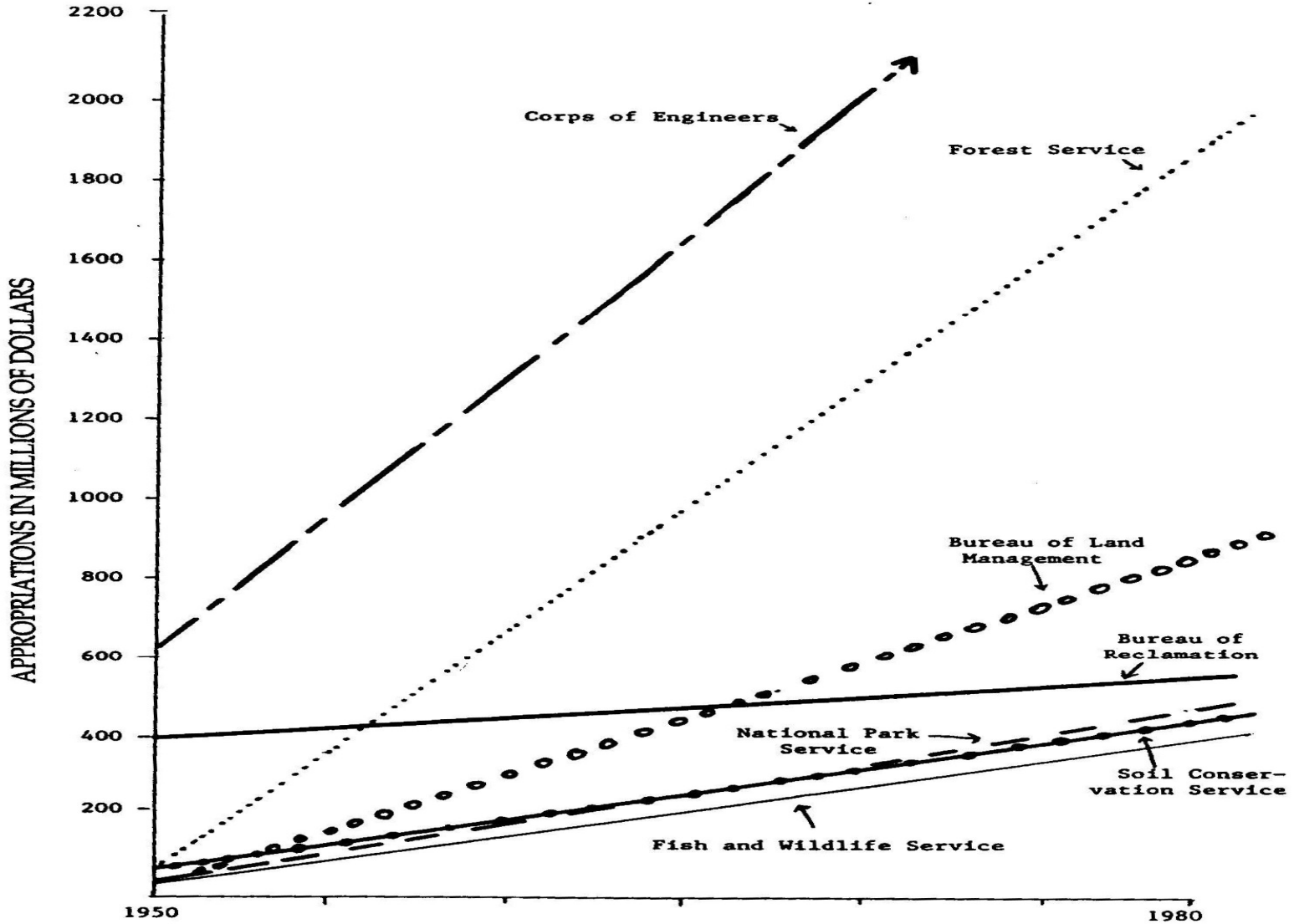
	BLM	NPS	USFS	USFWS
Cons. Size	Narrow; organized ranchers	Broad; unorgan.	Forest products; organized, recreation	Narrow; recreational; hunters/fishers
Majoritarian	No; welfare ranching	Yes; Parks and rec	Yes; economic develop	No? Outdoor rec; Wildlife lovers
Service/ Regulatory	Service, some reg	Service “Park-barrel politics”	Service; some reg	Service; reg. For ESA
Intragov’t Support	Low; history of intervene	Low; history of intervene	Hands off tradition	Low; history of intergovt intervention

# Personnel



**Figure 5.4** Total Number of Permanent Positions in Seven Agencies for the Years 1950–1980, in five-year intervals. *Source:* Office of Management and Budget.

# Budget



**Figure 5.2** Total Annual Budget Appropriations of the Seven Agencies for 1950 and 1980. *Source:* Office of Management and Budget.



# Reputation

Method: Ask Washington DC employees to rank agency power. Table shows average ranking; lower numbers mean closer to “first place”.

*Table 5.3 Mean Rankings*

	<b>Overall Mean</b>	<b>Variable 1 Relative Power within Executive Branch</b>	<b>Variable 2 Close Relationship with Congress</b>	<b>Variable 3 Interest Group Support</b>	<b>Variable 4 Quality of Response to NEPA</b>
<b>Bureau of Reclamation</b>	4.1	4.2	3.4	4.2	4.5
<b>Bureau of Land Management</b>	4.5	4.4	4.4	4.5	4.7
<b>Corps of Engineers</b>	2.1	1.8	1.4	3.0	2.3
<b>Fish &amp; Wildlife Service</b>	3.9	3.6	4.6	3.9	3.6
<b>Forest Service</b>	2.7	2.6	2.8	2.7	2.5
<b>National Park Service</b>	3.5	3.2	4.0	3.0	3.7
<b>Soil Conservation Service</b>	3.7	4.1	3.8	3.3	3.7

# Bureaucratic Pathologies

- Budget maximization
- Capture (e.g., ranchers and BLM)
- Fragmentation (e.g., ecosystems)
- Turf battles (e.g. Forest vs Park Service)
- Scientific inadequacy (e.g., EIS, recovery plans)
- Overload (e.g., listing petitions)
- Personnel and funding shortages (e.g. BLM, National Parks)
- Bean counting (e.g., hazardous fuel treatments)

# Bean Counting Example

Second, the agencies report the number of acres they treat, and track these acres both by method of treatment (prescribed fire or mechanical means) and location (priority Wildland-Urban Interface, or “other”). More recently, they have also begun to record fire regime and condition class changes. In many cases, acres get counted twice or even three times. A single WUI acre might be thinned one year, burned the next, and contribute to a landscape-scale condition class change. Most readers of the data would easily conclude that three times as much terrain had actually been treated, since the treatment of that single acre would appear in several columns over two different years.

# Organizational Structure of DOI

## U.S. Department of the Interior

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