

The constitutional and statutory *authority* of the president is indeed extraordinary. However, it is more important to point out that the actual power of the president depends upon his political abilities. The president must act within the framework of a complex and diversified political constituency. He can use the authority of his office to buttress his strength, but this alone is not sufficient. Somehow he must be able to persuade those with whom he deals to follow him; otherwise, he will be weak and ineffective.

48

Presidential Power



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In the United States we like to "rate" a president. We measure him as "weak" or "strong" and call what we are measuring his "leadership." We do not wait until a man is dead; we rate him from the moment he takes office. We are quite right to do so. His office has become the focal point of politics and policy in our political system. Our commentators and our politicians make a specialty of taking the man's measurements. The rest of us join in when we feel "government" impinging on our private lives. In the third quarter of the twentieth century millions of us have that feeling often.

... Although we all make judgments about presidential leadership, we often base our judgments upon images of office that are far removed from the reality. We also use those images when we tell one another whom to choose as president. But it is risky to appraise a man in office or to choose a man for office on false premises about the nature of his job. When the job is the presidency of the United States the risk becomes excessive. . . .

We deal here with the president himself and with his influence on governmental action. In institutional terms the presidency now includes 2,000 men and women. The president is only one of them. But his performance scarcely can be measured without focusing on *him*. In terms of party, or of country, or the West, so-called, his leadership involves far more than governmental action. But the sharpening of spirit and of values and of purposes is not done in a vacuum. Although governmental action may not be the whole of leadership, all else is nurtured by it and gains meaning from it. Yet if we treat the presidency as the president, we cannot measure him as

though he were the government. Not action as an outcome but his impact on the outcome is the measure of the man. His strength or weakness, then, turns on his personal capacity to influence the conduct of the men who make up government. His influence becomes the mark of leadership. To rate a president according to these rules, one looks into the man's own capabilities as seeker and as wielder of effective influence upon the other men involved in governing the country. . . . "Presidential" . . . means nothing but the president. "Power" means his influence. It helps to have these meanings settled at the start.

There are two ways to study "presidential power." One way is to focus on the tactics, so to speak, of influencing certain men in given situations: how to focus on the through Congress, how to settle strikes, how to quiet Cabinet feuds, or how to get a bill a Suez. The other way is to step back from tactics on those "givens" and to deal with influence in more strategic terms: what is its nature and what are its sources? What can this man accomplish to improve the prospect that he will have influence when he wants it? Strategically, the question is not how he masters Congress in a peculiar instance, but what he does to boost his chance for mastery in any instance, looking toward tomorrow from today. The second of these two ways has been chosen for this [selection]. . . .

In form all presidents are leaders, nowadays. In fact this guarantees no more than that they will be clerks. Everybody now expects the man inside the White House to do something about everything. Laws and customs now reflect acceptance of him as the Great Initiator, an acceptance quite as widespread at the Capitol as at his end of Pennsylvania Avenue. But such acceptance does not signify that all the rest of government is at his feet. It merely signifies that other men have found it practically impossible to do their jobs without assurance of initiatives from him. Service for themselves, not power for the president, has brought them to accept his leadership in form. They find his actions useful in their business. The transformation of his routine obligations testifies to their dependence on an active White House. A president, these days, is an invaluable clerk. His services are in demand all over Washington. His influence, however, is a very different matter. Laws and customs tell us little about leadership in fact.

Why have our presidents been honored with this clerkship? The answer is that no one else's services suffice. Our Constitution, our traditions, and our politics provide no better source for the initiatives a president can take. Executive officials need decisions, and political protection, and a referee for fights. Where are these to come from but the White House? Congressmen need an agenda from outside, something with high status to respond to or react against. What provides it better than the program of the president? Party politicians need a record to defend in the next national campaign. How can it be made except by "their" Administration? Private persons with a public ax to grind may need a helping hand or they may need a grinding stone. In either case who gives more satisfaction than a president? And outside the United States, in every country where our policies and postures influence home politics, there will be people needing just the "right" thing said and done or just the "wrong" thing stopped in Washington. What symbolizes Washington more nearly than the White House?

A modern president is bound to face demands for aid and service from five more or less distinguishable sources: the Executive officialdom, from Congress from his partisans, from citizens at large, and from abroad. The presidency's clerkship is

expressive of these pressures. In effect they are constituency pressures and each president has five sets of constituents. The five are not distinguished by their membership; membership is obviously an overlapping matter. And taken one by one they do not match the man's electorate; one of them, indeed, is outside his electorate. They are distinguished, rather, by their different claims upon him. Initiatives are what they want, for five distinctive reasons. Since government and politics have offered no alternative, our laws and customs turn those wants into his obligations.

Why, then, is the president not guaranteed an influence commensurate with services performed? Constituent relations are relations of dependence. Everyone with any share in governing this country will belong to one (or two, or three) of his "constituencies." Since everyone depends on him why is he not assured of everyone's support? The answer is that no one else sits where he sits, or sees quite as he sees; no one else feels the full weight of his obligations. Those obligations are a tribute to his unique place in our political system. But just because it is unique they fall on him alone. *The same conditions that promote his leadership in form preclude a guarantee of leadership in fact.* No man or group at either end of Pennsylvania Avenue shares his peculiar status in our government and politics. That is why his services are in demand. By the same token, though, the obligations of all other men are different from his own. His Cabinet officers have departmental duties and constituents. His legislative leaders head *Congressional* parties, one in either House. His national party organization stands apart from his official family. His political allies in the states need not face Washington, or one another. The private groups that seek him out are not compelled to govern. And friends abroad are not compelled to run in our elections. Lacking his position and prerogatives, these men cannot regard his obligations as his own. They have their jobs to do; none is the same as his. As they perceive their duty they may find it right to follow him, in fact, or they may not. Whether they will feel obliged on their responsibility to do what he wants done remains an open question.

There is reason to suppose that in the years immediately ahead the power problems of a president will remain what they have been in the decades just behind us. If so there will be equal need for presidential expertise of the peculiar sort . . . that has [been] stressed [i.e., political skill]. Indeed, the need is likely to be greater. The president himself and with him the whole government are likely to be more than ever at the mercy of his personal approach.

What may the sixties do to politics and policy and to the place of presidents in our political system? The sixties may destroy them as we know them; that goes without saying. But barring deep depression or unlimited war, a total transformation is the least of likelihoods. Without catastrophes of those dimensions nothing in our past experience suggests that we shall see either consensus of the sort available to F.D.R. in 1933 and 1942, or popular demand for institutional adjustments likely to assist a president. Lacking popular demand, the natural conservatism of established institutions will keep Congress and the party organizations quite resistant to reforms that could give him a clear advantage over them. Four-year terms for congressmen and senators might do it, if the new terms ran with his. What will occasion a demand for that? As for crisis consensus it is probably beyond the reach of the next president. We may have priced ourselves out of the market for "produc-

Richard E. Neustadt 283

ive" crises on the pattern Roosevelt knew—productive in the sense of strengthening his chances for sustained support *within* the system. Judging from the fifties, neither limited war nor limited depression is productive in those terms. Anything unlimited will probably break the system.

In the absence of productive crises, and assuming that we manage to avoid destructive ones, nothing now foreseeable suggests that our next president will have assured support from any quarter. There is no use expecting it from the bureaucracy unless it is displayed on Capitol Hill. Assured support will not be found in Congress unless contemplation of their own electorates keeps a majority of members constantly aligned with him. In the sixties it is to be doubted . . . that pressure from electors will move the same majority of men in either House toward consistent backing for the president. Instead the chances are that he will gain majorities, when and if he does so, by ad hoc coalition-building, issue after issue. In that respect the sixties will be reminiscent of the fifties; indeed a closer parallel may well be in the late forties. As for "party discipline" in English terms—the favorite cure-all of political scientists since Woodrow Wilson was a youth—the preliminary is a party link between the White House and the leadership on both sides of the Capitol. But even this preliminary has been lacking in eight of the fifteen years since the Second World War. If ballot-splitting should continue through the sixties it will soon be "un-American" for president and Congress to belong to the same party.

Even if the trend were now reversed, there is no short-run prospect that behind each party label we would find assembled a sufficiently like-minded bloc of voters, similarly aligned in states and districts all across the country, to negate the massive barriers our institutions and traditions have erected against "discipline" on anything like the British scale. This does not mean that a reversal of the ballot-splitting trend would be without significance. If the White House and the legislative leadership were linked by party ties again, a real advantage would accrue to both. Their opportunities for mutually productive bargaining would be enhanced. The policy results might surprise critics of our system. Bargaining "within the family" has a rather different quality than bargaining with members of the rival clan. But we would still be a long way from "party government." Bargaining, not "discipline," would still remain the key to Congressional action on a president's behalf. The crucial distinctions between presidential party and Congressional party are not likely to be lost in the term of the next president.