

CHAPTER 15

The Bureaucracy

MULTIPLE CHOICE QUESTIONS

Ans: E
Page: 410
Type: Conceptual

1. The definition of *bureaucracy* includes all of the following notions *except*
- a large organization.
 - authority divided among several managers.
 - complexity of structure.
 - appointed officials.
 - an issue network.

Ans: B
Page: 410
Type: Conceptual

2. The text argues that many of the problems of bureaucracy in government arise from its
- formality.
 - political context.
 - remoteness from everyday life.
 - complexity.
 - transparency.

Ans: E
Page: 410-411
Type: Factual

3. In Great Britain, civil servants are directed explicitly by the ministers in charge of their departments. In the United States, civil servants often must obey both the heads of their agencies and
- the independent agencies.
 - White House staff.
 - professional groups.
 - lobbies.
 - Congress.

Ans: A
Page: 411
Type: Factual

4. Most federal agencies must share their functions with
- related state agencies.
 - private corporations.
 - interest groups.
 - congressional staff.
 - White House staff.

Ans: A
Page: 410-411
Type: Conceptual

5. The distinctive nature of the U.S. bureaucracy derives from all of the following *except*
- the practice of incremental budgeting.
 - the sharing of political authority among institutions.
 - the sharing of functions with state government.
 - an adversary culture and close public scrutiny.
 - the sharing of functions with local government.

Ans: D

6. When an agency such as the Environmental Protection Agency

Page: 411
Type: Conceptual

(EPA) makes an important decision, it is quite likely to be taken to court. This is an example of what is meant by the term

- a. *government bureaucracy.*
- b. *impedimentary government.*
- c. *red tape.*
- d. *adversary culture.*
- e. *reciprocal administration.*

Ans: B
Page: 411
Type: Factual

7. One would expect the telephone system in France, unlike that in the United States, to be

- a. woefully inefficient.
- b. owned by the government.
- c. part of a multinational corporation.
- d. privately owned.
- e. free from regulation.

Ans: D
Page: 411
Type: Factual

8. One complication surrounding the federal bureaucracy is the fact that the *Constitution*

- a. gave the president sole power to make appointments.
- b. gave Congress the sole power to make appointments.
- c. restricted administrative appointments to elections years.
- d. does not mention departments or bureaus.
- e. None of the above.

Ans: C
Page: 412
Type: Factual

9. In the first Congress, it was decided that appointed federal officials would be removable by

- a. either the president or the Congress.
- b. the president and Congress acting together.
- c. the president alone.
- d. Congress alone.
- e. the Supreme Court.

Ans: E
Page: 412
Type: Factual

10. In the early days of the federal government, the only department that had much power was the

- a. Department of the Interior.
- b. War Department.
- c. Post Office Department.
- d. State Department.
- e. Treasury Department.

Ans: A
Page: 411
Type: Factual

11. James Madison argued that the president alone must be able to fire a federal employee because

- a. otherwise he would not be able to control his subordinates.
- b. he is the person best qualified to judge job performance.
- c. there would be a considerable danger of corruption if Congress participated in the process.
- d. this power was clearly implied in the U.S. *Constitution*.
- e. common law and Court precedent clearly granted the executive this power.

Ans: D

12. Patronage in the early republic provided the president with all of the

Page: 412
Type: Factual

following advantages *except*

- a. keeping subordinates supportive of his policies.
- b. influencing recalcitrant members of Congress.
- c. helping to build up party organization.
- d. holding special-interest lobbyists at bay.
- e. providing rewards.

Ans: C
Page: 412
Type: Factual

13. During most of the nineteenth and twentieth centuries, appointments to the civil service were based primarily on

- a. merit.
- b. education.
- c. patronage.
- d. wealth.
- e. experience in government.

Ans: D
Page: 412
Type: Factual

14. 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.
- c. the government's taking on new functions.
- d. increased demands on traditional government functions.
- e. the emergence of a national economy.

Ans: E
Page: 412
Type: Factual

15. The great watershed in the expansion of government bureaucracy in the United States occurred during the

- a. Jacksonian period.
- b. Kennedy administration.
- c. Spanish-American War.
- d. Franklin Roosevelt administration.
- e. Civil War.

Ans: D
Page: 412
Type: Factual

16. Between 1813 and 1861, the number of federal employees increased eightfold, in large part because of

- a. an increase in the need for government accountants.
- b. an increase in the need for Secret Service agents.
- c. dramatic increases in new government functions.
- d. growth in the Post Office.
- e. increases in military staff.

Ans: A
Page: 413
Type: Factual

17. Generally, the role of government bureaucracies up to the end of the nineteenth century was to

- a. provide benefits for interest groups.
- b. solve social problems.
- c. regulate unions.
- d. protect state and local government.
- e. solve economic problems.

Ans: B
Page: 413
Type: Factual

18. The shift in the role of the federal bureaucracy that occurred between 1861 and 1901 was from

- a. economic regulation to tax regulation.

Ans: B
Page: 413
Type: Conceptual

- b. regulation to service.
- c. commerce to regulation.
- d. federal services to state services.
- e. federal services to commerce.

19. A constitutional limitation on the federal bureaucracy's ability to regulate the economy is that
- a. only the president has the constitutional authority to regulate commerce.
 - b. only Congress has the constitutional authority to regulate commerce.
 - c. only the Supreme Court has the constitutional authority to regulate commerce.
 - d. commerce cannot be regulated by the federal government.
 - e. None of the above.

Ans: A
Page: 413
Type: Factual

20. The notion of *laissez-faire* and of the congressional mandate to regulate led to the bureaucracy's performing a
- a. service role.
 - b. regulatory role.
 - c. redistributive role.
 - d. litigational role.
 - e. expansionist role.

Ans: B
Page: 413
Type: Factual

21. The federal government did not begin to regulate the economy in any large way until
- a. passage of the Fourteenth Amendment.
 - b. the creation of the Interstate Commerce Commission (ICC).
 - c. the *laissez-faire* doctrine was held by a majority of the Senate.
 - d. the commerce clause was amended.
 - e. the Department of Labor was created.

Ans: C
Page: 413
Type: Factual

22. Initially, the prevailing interpretation of the *Constitution* held that agencies could not exercise regulatory powers
- a. in any circumstance.
 - b. unless authorized by the president.
 - c. unless Congress first set down clear standards.
 - d. unless a court order was obtained.
 - e. without written permission from a judge.

Ans: B
Page: 413-414
Type: Factual

23. Periodically, the size of the bureaucracy has grown substantially. These times of growth have generally occurred during
- a. depressions.
 - b. wars.
 - c. periods of prosperity.
 - d. recessions.
 - e. election years.

Ans: D
Page: 414
Type: Factual

24. A dramatic increase in activism by the federal bureaucracy occurred in the twentieth century, largely as a consequence of
- a. the growth of patronage and the rise of political parties.
 - b. the Sixteenth Amendment and the Social Security Act.

- Ans: B
Page: 414
Type: Factual
25. An important effect of World War II on the federal government was to
- bring an end to laissez-faire government.
 - greatly increase government revenues from taxation.
 - strip various regulatory agencies of their policy-making functions.
 - introduce the concept of pay-as-you-go government.
 - streamline decision making but restrict the scope of the government's activity.
- Ans: A
Page: 414
Type: Factual
26. From 1913 to 1940, the average American paid approximately _____ in income taxes each year.
- \$7
 - \$850
 - \$3,000
 - \$14,000
 - \$25,000
- Ans: A
Page: 414
Type: Conceptual
27. If you wanted to do away with high federal taxation, you might see a quick solution in the repeal of the
- Sixteenth Amendment.
 - Nineteenth Amendment.
 - Twenty-first Amendment.
 - Twenty-second Amendment.
 - Twenty-sixth Amendment.
- Ans: E
Page: 414
Type: Conceptual
28. The number of civilians working for the federal bureaucracy has not increased much since 1970. This observation fails, however, to account for the
- enormous decrease in the government work force that occurred between 1986 and 1990.
 - enormous increase in the government work force that occurred between 1965 and 1970.
 - enormous increase in state bureaucracies that occurred during this period.
 - enormous increase in local bureaucracies that occurred during this period.
 - growing number of people who work indirectly for the government.
- Ans: B
Page: 415
Type: Conceptual
29. The importance of the federal bureaucracy today can be measured in part by the total number of federal employees or, more accurately, by the
- high proportion of full-time employees on the government payroll.
 - discretionary authority of its appointed officials.

Ans: C
 Page: 415
 Type: Conceptual

- c. number of agencies that now form the federal bureaucracy.
- d. number of employees who write the regulations.
- e. number of employees who spend the money.

30. 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.
 - e. act on behalf of government officials and represent the government in courts of law.

Ans: D
 Page: 415
 Type: Factual

31. Which of the following is *not* an area in which the power of the bureaucracy has grown dramatically in recent years?
- a. Paying subsidies to particular groups
 - b. Transferring money to state governments
 - c. Creating regulations for various sectors of society
 - d. Building nuclear energy sources
 - e. Transferring money to local governments

Ans: D
 Page: 415
 Type: Conceptual

32. The broad factors that best explain the behavior of bureaucratic officials include all of the following *except*
- a. how they are recruited.
 - b. their personal attributes.
 - c. the influence of outside forces on them.
 - d. their party preferences.
 - e. how they are rewarded.

Ans: B
 Page: 416
 Type: Conceptual

33. A person appointed to a government position after passing an examination is probably joining the
- a. excepted service.
 - b. competitive service.
 - c. patronage system.
 - d. Department of State.
 - e. Department of Justice.

Ans: C
Page: 416
Type: Conceptual

34. In recent years, the competitive service has become more decentralized and examinations have become less common. Which of the following is suggested by the text as an explanation for this?
- The OPM system has become efficient and relevant to the needs of departments.
 - Agencies no longer need more professionally trained employees.
 - Civil rights groups have pressed Washington to make the racial composition of the federal bureaucracy look more like the racial composition of the nation.
 - Applications have fallen so standards have been lowered to generate interest.
 - Budget cuts have encouraged less formal means of processing applications.

Ans: C
Page: 417
Type: Factual

35. Those federal bureaucrats not appointed on the basis of qualifications designed by the Office of Personnel Management (OPM) are called
- civil-service employees.
 - life-tenure employees.
 - the excepted service.
 - the competitive service.
 - contingent employees.

Ans: C
Page: 417
Type: Conceptual

36. 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, you would be *most* likely appointed to
- the competitive service.
 - Congress.
 - a Schedule C position.
 - a federal union.
 - a federal commission.

Ans: E
Page: 417
Type: Factual

37. A post office worker or Federal Bureau of Investigation (FBI) agent would typically be part of the federal bureaucracy known as
- the competitive service.
 - Schedule C positions.
 - the merit service.
 - the contingent service.
 - the excepted service.

Ans: B
Page: 417
Type: Conceptual

38. Which of the following statements about the excepted service is *true*?
- Only the president can make appointments to this service.
 - Most employees are appointed by other agencies on the basis of merit within that agency.
 - Most appointments are made on the basis of patronage.
 - Most appointments are made on the basis of qualifications designed or approved by the Office of Personnel Management (OPM).
 - a and c.

Ans: E
Page: 417
Type: Factual

39. Which of the following statements concerning the Pendleton Act is *incorrect*?
- It was passed during a Republican administration.
 - It was, in part, a response to public outrage over abuses of the spoils system.
 - It was, in part, a response to the assassination of President Garfield.
 - It was passed to avoid mass firings of Republicans.
 - It enhanced the power of patronage in federal appointments.

Ans: E
Page: 418
Type: Factual

40. The merit system began with the
- Sixteenth Amendment.
 - Seventeenth Amendment.
 - civil rights cases of 1873.
 - New Deal of the 1930s.
 - Pendleton Act of 1883.

Ans: D
Page: 418
Type: Factual

41. Employees who are "blanketed in" are
- prohibited from engaging in partisan politics.
 - employed through the Office of Personnel Management (OPM) merit system.
 - ensured patronage jobs, as long as their party wins the presidential election.
 - covered by the merit system, although they are appointed.
 - selected on the basis of patronage but are eventually promoted on the basis of merit.

Ans: A
Page: 418
Type: Conceptual

42. One advantage of the merit system to presidents is that it
- protects them from patronage demands.
 - grants them the power of appointment.
 - insulates them from control by the Office of Personnel Management (OPM).
 - excludes employees in the excepted service.
 - exempts them from bureaucratic procedures which are not outlined in Article II.

Ans: D
Page: 418
Type: Factual

43. When a civil-service job is filled on a name-request basis, this is an example of the
- spoils system.
 - interservice system.
 - Pendleton Act of 1883.
 - buddy system.
 - revolving inducement system.

Ans: D
Page: 418
Type: Factual

44. Using the buddy system, an agency can circumvent the usual Office of Personnel Management (OPM) search process by
- blanketing in a job candidate.
 - issuing a merit dispensation.
 - asking the president to appoint a specific candidate.
 - tailoring a job description to a specific candidate.
 - limiting the scope of a search to a specific region.

- Ans: A
Page: 419
Type: Conceptual
45. If an agency committed to consumer protection hires someone from a private environmental protection group, the type of recruitment illustrated would be
- recruitment from an issue network.
 - recruitment by patronage.
 - a noncareer assignment.
 - recruitment by favoritism.
 - recruitment by ideology.
- Ans: C
Page: 420
Type: Factual
46. Someone who is hired by an agency from within an issue network is most likely to hold policy views that are
- academic.
 - representative of the general public.
 - congenial to that of the agency.
 - immune from the influences of the buddy system.
 - nonpartisan.
- Ans: E
Page: 420
Type: Factual
47. The agency responsible for ensuring fair treatment of civil servants is the
- Civil Service Equity Board.
 - Office of Personnel Management.
 - Civil Service Commission.
 - Senior Executive Service.
 - Merit System Protection Board.
- Ans: E
Page: 420
Type: Factual
48. Which of the following statements about the firing of a bureaucrat is *incorrect*?
- The employee must be given a written notice, at least 30 days in advance.
 - The written notice must contain a statement of reasons, including specific examples of unacceptable performance.
 - The employee has the right to reply to the charges and can appeal any adverse action to the Merit Systems Protection Board.
 - The employee can appeal the decision of the Merit Systems Protection Board to the U.S. court of appeals.
 - None of the above.
- Ans: D
Page: 419
Type: Factual
49. Which of the following statements about the firing of federal employees is *true*?
- Only bureaucrats who were blanketed in can be fired.
 - Only employees in the competitive service can be fired.
 - Only employees in the excepted service can be fired.
 - Most bureaucrats cannot be fired.
 - Most bureaucrats can be fired quite easily.
- Ans: B
Page: 420
Type: Factual
50. Members of the Senior Executive Service, compared to other bureaucrats,
- are harder to transfer but less well paid.
 - are easier to transfer but better paid.
 - are harder to transfer and better paid.
 - are easier to transfer and less well paid.

Ans: C
Page: 420
Type: Factual

e. cannot be transferred and are less well paid.

51. Which of the following was created in 1978 in an attempt to give the president more flexibility in dealing with high-level bureaucrats?
- Civil Service Reform Commission
 - Merit System Protection Board
 - Senior Executive Service (SES)
 - Office of Personnel Management (OPM)
 - Presidential Task Management Board (PTMB)

Ans: E
Page: 421
Type: Conceptual

52. The fact that agencies usually recruit their own staff, often on a name-request basis, should lead us to expect that these recruits will possess the
- intelligence of a turnip.
 - legal viewpoints of relevant interest groups.
 - political will to initiate new struggles.
 - necessary expertise to advise political officials.
 - agency point of view.

Ans: D
Page: 421
Type: Factual

53. If one examines the education, sex, race, and social origins of the federal civil service as a whole,
- it is clear that females are overrepresented.
 - it is clear that there are more minorities than whites.
 - it is clear that no attempt has been made to make it look anything like a cross section of American society.
 - it looks very much like a cross section of American society.
 - it is clear that wealth is a prerequisite for employment.

Ans: D
Page: 420
Type: Conceptual

54. When a person is selected by the president to head an agency and to shift its policies in the direction of the president's, the appointee generally finds that
- agency personnel change direction quickly.
 - career subordinates have very little influence on policy.
 - an agency is immune to presidential politics.
 - subordinates wield considerable power.
 - there is little to prevent him/her from accomplishing the goal.

Ans: D
Page: 421
Type: Factual

55. A survey of top-level, nonpolitical federal bureaucrats found their political outlooks to be
- mostly conservative or liberal.
 - less pro-government than the public at large.
 - similar to the public at large.
 - very different from the public at large.
 - beyond generalization.

Ans: D
Page: 422
Type: Factual

56. Relative to their share of the population, Republicans tend to be overrepresented in the
- Environmental Protection Agency (EPA).
 - Food and Drug Administration (FDA).
 - Conservative Counseling Corps.
 - Department of Defense.

Ans: B
Page: 422
Type: Conceptual

e. a and b.

57. If bureaucrats regularly sabotage the actions of political bosses with whom they disagree, one would expect Republicans to be hurt more than Democrats. Why?
- Because Republican programs are more vulnerable to sabotage
 - Because bureaucrats tend to be liberal
 - Because more government money is spent on Republican programs
 - Because the federal bureaucracy, at the moment, is overwhelmingly conservative
 - Because Republicans rarely take an interest in the complexities of the federal bureaucracy

Ans: E
Page: 423
Type: Factual

58. Which law established the Office of Special Counsel?
- The Taft-Hartley Act
 - The Civil Service Act
 - The Administrative Procedure Act
 - The Investigative Protections Act
 - The Whistle-blower Protection Act

Ans: D
Page: 423
Type: Factual

59. The Whistle-blower Protection Act of 1989 is designed to protect
- agencies that are being undermined by their employees.
 - agencies that are being undermined by Congress.
 - agency heads who fire employees for misconduct.
 - bureaucrats who tell on their bosses.
 - bureaucrats who are not career employees.

Ans: B
Page: 423
Type: Conceptual

60. Bureaucrats' own values and beliefs are most likely to have the *least* influence on their work when their duties are
- loosely defined.
 - highly structured.
 - greatly affected by laws.
 - professional in nature.
 - reviewed by agencies.

Ans: C
Page: 423
Type: Factual

61. Lawyers working for the Federal Trade Commission (FTC) are *most* likely to select cases that
- are costly to the consumer.
 - are likely to develop new legal precedents.
 - clearly involve criminal malfeasance.
 - are acceptable to the administration.
 - have clear fact patterns and involve big money.

Ans: D
Page: 423
Type: Factual

62. A personal attribute that has been shown to have a clear effect on bureaucratic behavior is
- socioeconomic background.
 - gender.
 - regional background.
 - professional training.
 - ethnicity.

Ans: C
Page: 423
Type: Factual

63. Before recommending legal action against a business for illegal practices, an economist with the Federal Trade Commission (FTC) might first want to know whether
- the business firm attended a secret meeting with competitors.
 - the illegality will be easy to prove in court.
 - consumers have borne a heavy cost as a consequence of the practice.
 - Congress sympathizes with the business firm.
 - other legal claims have been filed by government entities.

Ans: B
Page: 424
Type: Conceptual

64. Having a strong agency culture can help an agency by motivating its employees to work hard, but it can also hurt it by
- increasing the number of highly structured roles.
 - making the agency resistant to change.
 - reducing cooperation among employees.
 - encouraging whistle-blowing.
 - promoting individuals who are patently unqualified.

Ans: E
Page: 424
Type: Factual

65. The “culture” of an agency is shaped by
- laws.
 - rules.
 - routines.
 - informal understandings among fellow employees.
 - All of the above.

Ans: E
Page: 424
Type: Factual

66. If a job within an agency is labeled “NCE,” it is
- a low paying job.
 - a low paying, but high prestige job.
 - not constrained by normal rules and procedure.
 - probably the most desired position in the agency.
 - not the type of job that would enhance one’s career within that agency.

Ans: E
Page: 424
Type: Factual

67. One of the major constraints under which government agencies operate is the
- obligation of leadership to frequently restructure.
 - power of issue networks to determine agency policy.
 - absence of competing forces in the public sector.
 - presence of a great many highly structured roles.
 - large number of regulations they must adhere to.

Ans: A
Page: 424
Type: Factual

68. The *Freedom of Information Act* and the *Administrative Procedure Act* are examples of
- government-wide constraints on bureaucracy.
 - early, unconstitutional attempts to restrain bureaucrats.
 - laws that apply only to Congress.
 - regulations that limit executive powers principally.
 - laws that apply only to Congressional staff.

Ans: C
Page: 424

69. A particularly important constraint on bureaucratic power is the need

Type: Factual

to

- a. carry out the policies of the president.
- b. check congressional power.
- c. obtain agreement from other parts of the bureaucracy.
- d. obtain the approval of Congress.
- e. restructure agencies with each new administration.

Ans: C
Page: 425
Type: Factual

70. Among the effects of the many constraints on government agencies is the fact that

- a. many important issues tend to receive scant attention.
- b. taking action is easier than blocking action.
- c. lower-ranking employees are reluctant to make decisions on their own.
- d. government sometimes acts too quickly.
- e. decisions are often sweeping and inflexible.

Ans: B
Page: 424
Type: Conceptual

71. In a bureaucracy, why does government sometimes act inconsistently?

- a. Because constraints ensure that relatively few voices will be heard before a decision is made
- b. Because what is done to meet one constraint may endanger another constraint
- c. Because the more constraints that must be satisfied, the longer getting things done will take
- d. Because the best way for employees to stay out of trouble is to let their boss make the decision
- e. Because rules often leave bureaucrats little discretion

Ans: B
Page: 425
Type: Conceptual

72. In a bureaucracy, why is blocking action easier than taking action?

- a. Because the more constraints that must be served, the more forms that must be filled out
- b. Because constraints ensure that many voices must be heard before a decision is made
- c. Because the more constraints that must be satisfied, the longer getting things done will take
- d. Because the best way for employees to stay out of trouble is to let their boss make the decision
- e. Because few voices are actually considered in the decision making process

Ans: E
Page: 426
Type: Factual

73. 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. pleasing Congressional staff.
- d. doing its job well.
- e. entering alliances with influential interest groups.

Ans: C
Page: 426
Type: Factual

74. The relationship among an agency, a committee, and an interest group was described in the past as

- Ans: E
 Page: 426
 Type: Factual
- a. red tape.
 b. an issue network.
 c. an iron triangle.
 d. *laissez-faire*.
 e. a flexible triumvirate.
75. 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 Energy.
 b. Department of Education.
 c. Department of Commerce.
 d. Department of the Interior.
 e. Department of Veterans' Affairs.
- Ans: C
 Page: 427
 Type: Factual
76. An agency that Ronald Reagan was unable to abolish because of its persistent support in Congress was the
- a. Social Security Administration.
 b. Department of Health and Human Services (DHHS).
 c. Small Business Administration (SBA).
 d. Fisheries and Wildlife Commission.
 e. Internal Revenue Service.
- Ans: A
 Page: 427
 Type: Factual
77. Which of the following statements about agency allies is *correct*?
- a. The Small Business Administration (SBA) is part of an iron triangle.
 b. Iron triangles are far more common today than in the past.
 c. Presidential hiring from within issue networks is prohibited by law.
 d. Congress often establishes issue networks to study key policy issues.
 e. All of the above.
- Ans: A
 Page: 427
 Type: Conceptual
78. Why are iron triangles less common today than they once were?
- a. Because agencies today are pressured by so many interest groups.
 b. Because iron triangles are no longer allowed by many agencies.
 c. Because congressional leadership is so much stronger today.
 d. Because the courts have stepped in to limit the intervention of interest groups in agency affairs
 e. Because special interests have aligned themselves with congressional leaders
- Ans: D
 Page: 427
 Type: Conceptual
79. Secretaries of agriculture have found that they have considerable discretion in setting policy despite the involvement of strong interest groups because
- a. one interest group dominates all the others.
 b. of the inherent power of the Department of Agriculture.
 c. of presidential support for major policies.
 d. the groups most often work against rather than with one another.

- Ans: C
Page: 427
Type: Factual
80. Which of the following statements about issue networks is *correct*?
- They tend to be highly academic and nonpartisan.
 - They tend to hold views that are in opposition to the party in power.
 - They are groups that regularly debate government policy on specific issues.
 - They are composed mostly of federal bureaucrats of the same party as the current president.
 - They are usually composed of party leaders and corporate heads.
- Ans: A
Page: 428
Type: Factual
81. One way that Congress exercises authority over agencies is through the
- statutes that create and define them.
 - control of Office of Personnel Management (OPM) hiring practices.
 - use of discharge petitions.
 - dismissal of an agency head.
 - use of the Civil Service Exam.
- Ans: E
Page: 428
Type: Factual
82. Which of the following characterizes appropriations?
- They consist of money dispersed through informal channels.
 - They originate in the legislative committees.
 - They originate in the legislative subcommittees.
 - They consist of money that is not set aside for specific use.
 - They are usually made annually.
- Ans: B
Page: 428
Type: Factual
83. Compared to appropriations, authorizations are
- usually smaller.
 - usually larger.
 - subject to review less often.
 - less complicated to administer.
 - without constitutional basis.
- Ans: A
Page: 427
Type: Factual
84. The main reason some interest groups are important to agencies is that these groups
- are important to Congress.
 - can supplement agency funds.
 - are grassroots organizations.
 - have a long tradition behind them.
 - can redirect agency funds.
- Ans: E
Page: 428
Type: Conceptual
85. When a law originating in a legislative committee specifies a certain sum of money, it is called a(n)
- allocation measure.
 - appropriation measure.
 - monetary-enhancement measure.
 - fiscal measure.

Ans: D
Page: 428
Type: Factual

e. authorization measure.

86. The most powerful group in Congress in terms of control over an agency's budget is the
- a. House Ways and Means Committee.
 - b. House Committee on Committees.
 - c. House Steering Committee.
 - d. House Appropriations Committee.
 - e. House Rules Committee.

Ans: D
Page: 428
Type: Factual

87. The process of revising agency budget requests is commonly called
- a. gutting.
 - b. reconciling.
 - c. bait and switch.
 - d. marking up.
 - e. red marking.

Ans: D
Page: 428-429
Type: Factual

88. All of the following have weakened the power of appropriations committees over government agencies *except*
- a. the establishment of trust funds that operate outside the regular government budget.
 - b. the change in authorization of many programs from permanent or multiyear to annual authorizations.
 - c. the need for these committees to focus on huge budget deficits and target spending limits.
 - d. the 1983 Supreme Court decision ruling unconstitutional the legislative veto.
 - e. a and b.

Ans: B
Page: 428
Type: Factual

89. 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. congressional concern with meeting spending limits.
 - c. the 1983 Supreme Court ruling on the legislative veto.
 - d. a decline in the use of trust funds by Congress.
 - e. an increase in legislative inducements to restrict spending on entitlement programs.

Ans: B
Page: 429
Type: Factual

90. 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.
 - e. expedition.

Ans: E
Page: 429
Type: Factual

91. An example of an informal congressional control over agencies is when
- a. Congress refuses to appropriate funds for agency spending.

- Ans: A
 Page: 429
 Type: Conceptual
- Ans: A
 Page: 429
 Type: Factual
- Ans: A
 Page: 429
 Type: Factual
- Ans: E
 Page: 429
 Type: Factual
- Ans: D
 Page: 429-430
 Type: Factual
- Ans: A
 Page: 429
 Type: Factual
- b. Congress authorizes funds for agency spending, but refuses to appropriate them.
 c. Congress refuses to authorize funds for agency spending.
 d. the House Appropriations Committee chairperson uses a legislative veto.
 e. individual members of Congress seek privileges for constituents.
92. The effect of a legislative veto is to
- a. give Congress control over certain executive decisions.
 b. strip House chairpersons of powers of appropriation.
 c. give Congress control over the appointment of agency heads.
 d. strip House chairpersons of powers of authorization.
 e. return power to subcommittees.
93. The legislative veto is a stratagem to increase the power of
- a. Congress.
 b. the White House.
 c. the states.
 d. the courts.
 e. the bureaucracy.
94. The legislative veto was declared unconstitutional in
- a. *Immigration and Naturalization Service v. Chadha*.
 b. *United States v. Nixon*.
 c. *Brown v. Board of Education*.
 d. *Marbury v. Madison*.
 e. *Donnell v. Tarkenton*.
95. In practice, the effect of the Supreme Court ruling against the legislative veto in the *Chadha* case has been
- a. to end the use of the legislative veto.
 b. to force Congress to mark up a greater number of bills.
 c. to revise the wording of the legislative vetoes they use.
 d. to systematically restructure the relationship between Congress and special interests.
 e. negligible.
96. Congressional supervision of the bureaucracy involves all of the following *except*
- a. congressional statutes.
 b. budgetary appropriations.
 c. committee investigations.
 d. bills of attainder.
 e. a and c.
97. The text suggests congressional investigations have been a regular feature – sometimes constructive, sometimes destructive – of legislative executive relations since
- a. 1792.
 b. 1865.
 c. 1932.

Ans: E
Page: 429
Type: Factual

- d. 1945.
- e. 1972.

Ans: E
Page: 429
Type: Factual

98. The investigative power of Congress
- a. is clearly outlined in Article I of the *Constitution*.
 - b. is clearly outlined in Articles I and II of the *Constitution*.
 - c. is not mentioned in the *Constitution*.
 - d. has been inferred from the power to legislate.
 - e. c and d.
99. Which of the following statements about the congressional power to investigate is *incorrect*?
- a. The power is not explicitly mentioned in the *Constitution*.
 - b. The power has been inferred from the power to legislate.
 - c. Congress can compel witnesses to appear by subpoena.
 - d. Ignoring a congressional subpoena can result in citation for contempt.
 - e. Congress cannot sentence an individual in contempt to jail.

Ans: A
Page: 430
Type: Factual

100. The 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.
 - e. court rulings have made this conflict inevitable.

Ans: B
Page: 430
Type: Conceptual

101. 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.
 - e. black listing.

Ans: B
Page: 430
Type: Conceptual

102. Among the “pathologies” commonly attributed to bureaucracies are all of the following *except*
- a. conflict.
 - b. synergism.
 - c. duplication.
 - d. imperialism.
 - e. waste.

Ans: C
Page: 430
Type: Factual

103. One bureaucratic “pathology” described by the text is imperialism, meaning the tendency of agencies to
- a. work at cross-purposes with one another.
 - b. spend more than is necessary to buy some product or service.
 - c. grow, irrespective of the benefits and costs of their programs.
 - d. generate complex and sometimes conflicting rules.
 - e. complicate matters which are better left to common sense solutions.

- Ans: B
Page: 430
Type: Factual
104. One bureaucratic “pathology” described by the text is conflict, meaning the tendency of agencies to
- grow, irrespective of the benefits and costs of their programs.
 - work at cross-purposes with one another.
 - spend more than is necessary to buy some product or service.
 - generate complex and sometimes overlapping rules.
 - complicate matters which are better left to common sense solutions.
- Ans: D
Page: 430
Type: Factual
105. Governmental hiring practices exemplify the need for all of the following *except*
- proceeding on the basis of merit.
 - satisfying strict accounting rules.
 - allowing for citizen access.
 - encouraging partisan politics.
 - a and b.
- Ans: C
Page: 430
Type: Factual
106. The source of bureaucratic “pathologies” is usually
- the agency itself.
 - the president.
 - Congress.
 - interest groups.
 - courts.
- Ans: E
Page: 431
Type: Factual
107. Buses in major cities are required to have lifts for people using wheelchairs because of a decision made by
- the White House.
 - Congress.
 - party leaders.
 - the Department of Health and Human Services.
 - the Department of Transportation.
- Ans: A
Page: 431
Type: Factual
108. According to the text, hammers costing the government hundreds of dollars usually are a result of
- one-of-a-kind purchases.
 - bureaucratic bumbling.
 - greed and corruption among private suppliers.
 - miscommunicated information.
 - excessive paper-work.
- Ans: A
Page: 431
Type: Factual
109. Buying American, using minority contractors, and paying the prevailing wage are all examples of
- red tape that drives up costs.
 - practices by public agencies.
 - bureaucracy released from political control.
 - noncontroversial bureaucratic routines.
 - practices by private agencies.
- Ans: E
Page: 431
Type: Conceptual
110. To reduce waste in government, one is also likely to have to increase
- synergism.
 - duplication.

Ans: A
Page: 431
Type: Factual

- c. taxes.
- d. imperialism.
- e. red tape.

111. Which of the following statements about the attitude of most Americans toward government bureaucrats and bureaucracies is *true*?
- a. They tend to be satisfied with bureaucrats if they have actually had contact with public officials.
 - b. They find individual bureaucrats rigid, hostile, and unhelpful.
 - c. They believe that bureaucracy on the whole should be supported.
 - d. They have had mostly negative experiences with bureaucrats.
 - e. They believe bureaucrats are generally informed, but incompetent and incapable of solving problems.

Ans: D
Page: 431
Type: Conceptual

112. According to the text, most of the problems of bureaucracies are
- a. not very serious when examined closely.
 - b. decreasing with the passage of time.
 - c. actually quite desirable.
 - d. inseparable from the problems of government.
 - e. irrelevant if not fictitious.

Ans: D
Page: 432
Type: Conceptual

113. The National Performance Review (NPR) is different from preceding reform efforts in that it
- a. suggested specific ways of improving top-level management.
 - b. recommended increasing central (presidential) control of government agencies.
 - c. called for consolidating existing agencies into fewer agencies.
 - d. offered reorganization plans that tried to emulate innovative, quality-conscious U.S. corporations.
 - e. called for a non-businesslike approach to management and greater centralization.

Ans: E
Page: 432
Type: Factual

114. To the authors of the National Performance Review (NPR), the problem with the bureaucracy was that it
- a. was too centralized.
 - b. was too rule-bound.
 - c. was too little concerned with making programs work.
 - d. was too much concerned with avoiding scandal.
 - e. All of the above.

Ans: B
Page: 432
Type: Factual

115. The National Performance Review (NPR) featured one “horror story” which focused on paper work associated with a(n):
- a. anti-aircraft missile.
 - b. ashtray.
 - c. rocket launcher.
 - d. light bulb.
 - e. grenade.

Ans: C
Page: 432
Type: Factual

116. The National Performance Review (NPR) was reinforced by a 1993 Act which required agencies to

Ans: D
Page: 433
Type: Factual

- a. reorganize under the guidance of Congress.
- b. centralize authority through a series of reorganizations.
- c. set goals, measure performance, and report on results.
- d. enhance procurement systems.
- e. reduce their employees over a period of three years.

Ans: A
Page: 433
Type: Conceptual

117. Bureaucrats issue rules, in part, because they are nervous about
- a. the difficulty of their jobs.
 - b. review by Congressional subcommittees.
 - c. disappointing customers.
 - d. irritating the president or Congress.
 - e. unified government.
118. Bureaucratic inefficiency might be desirable in that it might help
- a. protect our liberties.
 - b. reduce spending.
 - c. increase trust in government.
 - d. create an environment of dependency.
 - e. restrict conflicts between the branches.

TRUE/FALSE QUESTIONS

Ans: True
Page: 410

119. T F Bureaucracy characterizes both democratic and undemocratic governments.

Ans: True
Page: 411

120. T F Government programs in the United States tend to be less centrally run, with less central control, than their European counterparts.

Ans: False
Page: 411

121. T F Bureaucrats in Europe have to face more public scrutiny than do their counterparts in the United States.

Ans: True
Page: 411

122. T F In just about every large nation except the United States the telephone system is owned by the government.

Ans: False
Page: 411

123. T F The responsibilities of the bureaucracy are spelled out in detail in Article II of the U.S. *Constitution*.

Ans: True
Page: 411

124. T F A major debate in the early days of our country centered on who has the right to remove public officials.

Ans: True
Page: 411

125. T F The political debate over the creation and control of the federal bureaucracy began in the first Congress.

Ans: False
Page: 412

126. T F Initially, the State Department was the only Department

			with much power.
Ans: True Page: 412	127. T F		Administrative appointments are controversial because the personal characteristics of the officials determine how the laws are interpreted and applied.
Ans: True Page: 412	128. T F		The “spoils system” is another phrase for political patronage.
Ans: False Page: 412	129. T F		The spoils system and political patronage began with the administration of Andrew Jackson.
Ans: True Page: 413	130. T F		Distribution of benefits was the chief goal of bureaucratic agencies created in the late nineteenth century.
Ans: True Page: 413	131. T F		One reason federal officials performed mainly a service role during the second half of the nineteenth century was because of a desire for limited government.
Ans: False Page: 413	132. T F		Article I of the <i>Constitution</i> explicitly provides Congress the authority to delegate regulatory power to bureaucrats.
Ans: False Page: 413	133. T F		The Supreme Court’s view until well into the twentieth century was that agencies possessed the authority to regulate commerce.
Ans: True Page: 414	134. T F		The shape of the federal bureaucracy today was largely formed during the Great Depression and World War II.
Ans: True Page: 414	135. T F		Historically, war has had the effect of leaving the federal government larger than it was before.
Ans: False Page: 414-415	136. T F		The federal bureaucracy today employs approximately the same number of people, directly and indirectly, as it did during World War II.
Ans: True Page: 415	137. T F		The power of the bureaucracy depends less on its size than on the extent of its discretionary authority.
Ans: True Page: 415	138. T F		Congress delegates to agencies the authority to transfer money from the federal government to state and local governments.
Ans: True	139. T F		Before 1913, the federal government could not collect

Page:	414			income taxes.
Ans:	False	140.	T F	Congress alone holds the authority to devise and enforce regulations for various sectors of society and the economy.
Page:	415			
Ans:	True	141.	T F	A small proportion of all appointed federal officials are named on the basis of loyalty to the president and the party.
Page:	415-416			
Ans:	True	142.	T F	Since the 1970s, the federal government's white-collar work force has become more diverse occupationally.
Page:	416-417			
Ans:	True	143.	T F	Unlike the excepted service, the competitive service is administered by the Office of Personnel Management (OPM).
Page:	417			
Ans:	False	144.	T F	The excepted service refers primarily to federal jobs that are filled on the basis of patronage.
Page:	417			
Ans:	True	145.	T F	A Schedule C job is a prestigious one within the federal bureaucracy.
Page:	417			
Ans:	True	146.	T F	Currently, excepted service workers make up almost half of all federal government employees.
Page:	417			
Ans:	False	147.	T F	When President Clinton took office, he had about the same number of political jobs to fill as did President Kennedy.
Page:	417			
Ans:	True	148.	T F	The Pendleton Act of 1883 called for the transfer of jobs from patronage to merit.
Page:	417			
Ans:	True	149.	T F	Passage of the Pendleton Act was encouraged by the assassination of James Garfield.
Page:	417			
Ans:	False	150.	T F	Presidents have generally failed to support measures to base federal employment on merit rather than on patronage.
Page:	418			
Ans:	False	151.	T F	Under the buddy system, federal employees are blanketed in by one administration to protect them from being fired.
Page:	418			
Ans:	True	152.	T F	Grover Cleveland fired as many as forty thousand Republican postmasters and replaced them with
Page:	417			

Ans: True Page: 418	153. T F	Democrats. Name-request jobs are the residue of the buddy system.
Ans: False Page: 418	154. T F	The buddy system tends to produce poor employees.
Ans: True Page: 418-419	155. T F	The buddy system might result in shared policy views within an agency.
Ans: False Page: 419	156. T F	It is very easy to fire a bureaucrat.
Ans: True Page: 420	157. T F	The Civil Service Reform Act of 1978 created the Senior Executive Service (SES) to allow the president more flexibility in firing and transferring higher officials.
Ans: True Page: 420	158. T F	Agencies tend to be dominated by lifetime bureaucrats who have worked for no other agency.
Ans: False Page: 421	159. T F	The personal attributes of those working in the higher civil service are similar to those of the average American.
Ans: True Page: 421	160. T F	African Americans and other minorities are underrepresented at the executive level of the federal bureaucracy.
Ans: False Page: 422	161. T F	Top-level, nonpolitical federal bureaucrats tend to be more conservative than the general population.
Ans: True Page: 422	162. T F	Traditional agencies such as the Department of Commerce tend to have more conservative employees than do activist agencies such as the Food and Drug Administration (FDA).
Ans: True Page: 422	163. T F	People holding foreign service jobs in the State Department tend to be more liberal than persons of similar backgrounds in the Defense Department.
Ans: False Page: 422	164. T F	Republicans tend to be overrepresented in social service agencies.
Ans: False Page: 421-422	165. T F	If bureaucrats today are sabotaging the efforts of their bosses, their efforts are more likely to hurt Democrats rather than Republicans.

Ans: True Page: 423	166. T F	Highly structured bureaucratic jobs are relatively immune from the influence of employees' personal attitudes.
Ans: False Page: 423	167. T F	An economist or lawyer is less likely to be influenced by personal attitudes than are most other civil servants.
Ans: True Page: 423	168. T F	Loosely defined bureaucratic tasks are more likely to be performed by professionals than by other civil servants.
Ans: False Page: 423	169. T F	Economists for the FTC are likely to be most impressed by the fact that a possible violation can be proven in a court of law.
Ans: True Page: 423	170. T F	The text suggests lawyers for the FTC are somewhat leery of "big cases."
Ans: False Page: 423	171. T F	Government bureaucrats generally have a good deal of freedom to choose course of action.
Ans: False Page: 424	172. T F	A strong agency culture makes an agency easier to change.
Ans: True Page: 424	173. T F	Perhaps the most significant constraint on bureaucratic power is having to follow procedures set down in laws.
Ans: False Page: 424	174. T F	A single government job is usually referred to a single government agency.
Ans: True Page: 424	175. T F	One effect of procedural constraints on agencies is to increase the time getting things done takes.
Ans: False Page: 425	176. T F	One effect of procedural constraints on agencies is to make taking action easier than blocking action.
Ans: False Page: 424	177. T F	The Open Meeting Law (1976) states that government files about individuals are public information.
Ans: False Page: 427	178. T F	Congress attempted to abolish the Small Business Administration, but Ronald Reagan came to its defense.
Ans: True Page: 426	179. T F	Iron triangles are examples of what are called client politics.
Ans: False	180. T F	An increase in the number and variety of interest groups

Page: 427

has enhanced the power of iron triangles.

Ans: True
Page: 427

181. T F An increase in the number of congressional subcommittees has brought about a decrease in the number of iron triangles.

Ans: True
Page: 427

182. T F A president who hires a drug industry lobbyist to head the Federal Drug Administration (FDA) is probably recruiting from an issue network.

Ans: False
Page: 428

183. T F The authorization and appropriation of funds for an agency's budget are made by the president.

Ans: True
Page: 428

184. T F There are some funds which can be spent without an appropriation.

Ans: False
Page: 428

185. T F Today, most federal spending is done on the basis of annual rather than permanent authorizations.

Ans: False
Page: 428

186. T F Monies appropriated are almost always larger than monies authorized.

Ans: True
Page: 428

187. T F Agencies cannot spend funds that have been authorized if these funds have not also been appropriated.

Ans: False
Page: 428

188. T F Once an agency has had funds authorized for a given purpose, it may proceed to spend within those limits.

Ans: False
Page: 428

189. T F Only the Ways and Means Committee is involved in the authorization process in the House.

Ans: True
Page: 428

190. T F The House Appropriations Committee has less discretion over agency budgeting than was formerly the case.

Ans: True
Page: 428

191. T F The House Appropriations Committee has the power to revise, amend, or approve an agency's budget request.

Ans: True
Page: 428

192. T F Social Security is an example of a trust fund.

Ans: False
Page: 428

193. T F Every ten years, the legislative committees get to set limits on how much agencies can spend.

Ans: False

194. T F It is generally illegal for a member of Congress to call an

Page:	429			agency and seek special privileges for constituents.
Ans:	True	195.	T F	Even though legislative vetoes are unconstitutional, Congress continues to enact them.
Page:	429			
Ans:	False	196.	T F	The U.S. <i>Constitution</i> spells out Congress's right to investigate an agency.
Page:	429			
Ans:	True	197.	T F	Congress can compel a person to attend an investigation by issuing a subpoena.
Page:	429			
Ans:	True	198.	T F	If an individual ignores a subpoena, Congress can charge him / her with contempt and vote on whether or not to send them to jail.
Page:	429			
Ans:	True	199.	T F	Congressional oversight is frequently used as a means of controlling executive power.
Page:	427-430			
Ans:	True	200.	T F	Imperialism refers to the tendency of agencies to grow without regard to their programs' benefits and costs.
Page:	430			
Ans:	True	201.	T F	Red tape often results from attempts to make agencies more efficient or less wasteful.
Page:	430			
Ans:	False	202.	T F	Agencies themselves are typically to blame when conflict, duplication, or imperialism occur within the bureaucracy.
Page:	430-431			
Ans:	True	203.	T F	Waste is probably the biggest criticism that people have of the bureaucracy.
Page:	431			
Ans:	True	204.	T F	A \$200 hammer or \$40 screw is most likely that expensive because it is a one-of-a-kind purchase.
Page:	431			
Ans:	True	205.	T F	Many of the remedies proposed for curing bureaucratic "pathologies" would probably make other problems even worse.
Page:	431			
Ans:	False	206.	T F	To the authors of the National Performance Review, the main problem with the bureaucracy was that it had become too decentralized.
Page:	432			
Ans:	True	207.	T F	Periods of divided government increase layers of red tape for bureaucrats.
Page:	433			

SHORT ANSWER QUESTIONS

208. Discuss three aspects of the U.S. constitutional system and political traditions that give the bureaucracy a distinctive character.

Answer

- a. Political authority over the bureaucracy is not in one set of hands but shared among several institutions.
- b. Most agencies share their functions with related agencies in state and local governments.
- c. An adversary culture creates a situation where rights and claims are given central importance.

Pages: 410-411

209. Explain the major ways in which federal bureaucrats are recruited.

Answer

- a. Competitive service: appointed after competitive exam given by the Office of Personnel Management (OPM) or certain criteria are met that have been approved by OPM
- b. Excepted service: appointed by agency through merit-based system independent of OPM
- c. Patronage in three forms: presidential appointment authorized by statute; Schedule-C job involving confidential or policy determining appointment; noncareer executive assignment given to high ranking members of the competitive service and people brought in to high-level civil-service position to advocate presidential program or to make policy

Pages: 415-418

210. Discuss three reasons for the competitive exam system becoming more decentralized in recent years.

Answer

- a. Old OPM system cumbersome and not relevant to complex needs of departments
- b. These agencies needed more professionally trained employees
- c. Civil rights groups pressed for more diversity in workforce

Page: 416

211. What are the provisions of the Civil Service Reform Act of 1978?

Answer

- a. Created Senior Executive Service (SES) whose members could be hired, fired, and transferred more easily
- b. Cash bonuses paid if doing well

Pages: 419-420

212. Explain the legislative veto process.

Answer

- a. Requirement that executive decision must lie before Congress for a specific period of time (usually 30 or 90 days) before it takes effect.
- b. Congress could veto decision with a resolution of disapproval passed by either house or both houses.
- c. Resolutions were not signed by the president.

Page: 429

213. Identify the case in which the Supreme Court struck down the legislative veto as unconstitutional and explain the Court's decision.

Answer

- a. Case: *Chadha* (1983)
- b. Article I of the *Constitution* requires orders, resolutions and votes that involve concurrence of the House and Senate to be presented to the president who could approve or return such.
- c. Legislative resolutions of disapproval—which had the force of law—were not presented to the president.

Page: 429

214. Discuss the various “pathologies” of bureaucratic agencies and the roots of these pathologies in the case of public bureaucracies.

Answer

- a. Red tape
- b. Conflict
- c. Duplication
- d. Imperialism
- e. Waste
- f. Generally rooted in the political struggles that originally created the agencies

Pages: 430-432

215. Is the bureaucracy too large and uncontrollable? Discuss the existing checks on the exercise of bureaucratic power.

Answer

- a. The United States has an adversary culture, which makes bureaucratic actions open to judicial supervision.
- b. Civil-service regulations closely define appropriate behavior.
- c. Professional values of bureaucrats
- d. Congressional investigations uncover improper actions in the bureaucracy.
- e. Authorization and appropriations requirements make the bureaucracy accountable to Congress on a regular basis.
- f. Committee clearances are often required for certain bureaucratic decisions and are coupled with the use of legislative vetoes.

Page: Ch. 15

ESSAY QUESTIONS

216. Journalists have developed the *iron triangle* concept to describe certain external influences on agency behavior. The accuracy of this description, however, is subject to criticism. First, define the meaning of the *iron triangle* and discuss how it operates. Second, devise an argument—based on the information in the text—challenging the validity of the iron triangle theory.

Answer

- a. The iron triangle describes the relationship between an agency, an interest group(s), and a congressional committee.
- b. Because members of a congressional committee derive tangible benefits from interest groups, the agency takes their views seriously. The agency must do so in order not to alienate committee members who determine the funding of the agency.
- c. The influences on agency behavior are too complex to be described by a simple piece of geometry. Most agencies must deal with conflicting interest groups and conflicting congressional committees.
- d. Civil service rules protect the position of most bureaucrats and enable them to resist many political pressures.
- e. Much of the work of the bureaucracy has been transferred to local governments. Thus interest group pressure must often be focused elsewhere.

- f. Bureaucrats working for agencies with a sense of mission are more resistant to political direction. By nature, all agencies have a desire for autonomy and will fight interference.
- g. The increased use of trust funds makes agencies immune to annual appropriations and serves to create less political interferences on a regular basis.
- h. The Supreme Court has declared the legislative veto unconstitutional. This decision will act to minimize interference in agency decision making.

Page: Ch. 15

217. All presidents complain about their inability to control the bureaucracy. Are these complaints justified? Discuss the problems a president encounters in obtaining bureaucratic cooperation. Be sure to point out the causes of these problems.

Answer

- a. Political authority over the bureaucracy is shared between the president and Congress. Two masters must be served, enabling the bureaucracy to play one branch against the other.
- b. Federal agencies share many of their functions with state and local governments. Such governments are beyond the president's control.
- c. Most federal jobs have been transferred from the patronage to the merit system. The president has obtained competence sometimes at the expense of control.
- d. Loyalty to one's agency is the principal influence on a bureaucrat's behavior. This results in discreet sabotage and delaying action if a president attempts to interfere with standard bureaucratic procedures.
- e. Agencies with a sense of mission are even more difficult to change and are resistant to political direction.
- f. The president must compete with external forces that affect agency behavior, such as issue networks.
- g. A president must contend with "pathologies" inherent in bureaucratic behavior due to the nature of government itself.

Page: Ch. 15

218. What kind of role have congressional investigations played in the supervision of bureaucracy? What is the source of the power to investigate? What are the contours of the power and its limitations?

Answer

- a. One of the most visible and dramatic forms of congressional supervision of an agency, a regular feature of legislative-executive relations
- b. Power is not mentioned in the *Constitution*.
- c. Supreme Court has inferred the power from the power to legislate.
- d. Congress can compel (subpoena) witnesses in proper investigations, and can jail for contempt, but the rights of witnesses must be protected.
- e. Assertions of executive privilege can thwart investigations.

Pages: 429-430