

CHAPTER 15

The Bureaucracy

REVIEWING THE CHAPTER

CHAPTER FOCUS

This chapter introduces you to what is big about big government: the bureaucracy. Both the distinctiveness and the size of the federal government bureaucracy are reviewed, along with the various roles that have been assigned to it throughout its history. Significant aspects of the bureaucracy today include the extent and character of its authority, how members are recruited, and other factors that help explain the conduct of bureaucrats in office. Finally, the chapter looks at the ways in which Congress attempts to control the behavior of bureaucrats and at various “pathologies” of various large bureaucracies. After reading and reviewing the material in this chapter, you should be able to do each of the following:

1. Compare and contrast the American and British models of government bureaucracy.
2. Sketch the history of the growth of bureaucracy in this country and the different uses to which it has been put.
3. Show how bureaucracy continues to grow today, although the number of persons directly employed by government has not greatly increased lately.
4. Discuss the recruitment, retention, and personal characteristics of federal bureaucrats.
5. Show how the roles and missions of the agencies are affected by both internal and external factors.
6. Review congressional measures to control the bureaucracy, and evaluate their effectiveness.
7. List the “pathologies” that may affect bureaucracies, and discuss whether they are relevant to the federal government bureaucracy today.
8. Discuss why it is so difficult to reform the bureaucracy.

STUDY OUTLINE

- I. Distinctiveness of the American bureaucracy
 - A. Constitutional system and traditions
 1. Supervision shared
 2. A federalist structure shares functions
 3. Adversary culture leads to defense of rights and lawsuits
 - B. Scope of bureaucracy
 1. Little public ownership of industry in the United States
 2. High degree of regulation in the United States of private industries
 - C. Proxy government
 1. Bureaucrats have others do work for them: state and local governments, business firms and nonprofit organizations

2. Examples: Social Security, Medicare, much environmental protection, collecting income taxes, many military duties and FEMA
 3. Points of debate
 - a) Concerns about how third parties use the money we give them
 - b) Congress and the president like to keep the bureaucracy small
 - c) Defenders highlight flexibility, principles of federalism and good use of private and nonprofit skills
- II. The growth of the bureaucracy
- A. The early controversies
 1. Senate consent to removal of officials is challenged by supporters of a strong president
 2. President is given sole removal power but Congress funds and investigates
 - B. The appointment of officials
 1. Officials affect how laws are interpreted, the tone of their administration, and their effectiveness
 2. Use of patronage in the nineteenth and early twentieth centuries to reward supporters
 3. Civil War a watershed in bureaucratic growth; showed the weakness of federal government
 - C. A service role
 1. 1861–1901: shift in role from regulation to service
 2. Reflects desire for limited government, laissez-faire beliefs, and the Constitution's silence
 - D. A change in role
 1. Depression and World War II lead to a role of government activism
 2. Introduction of heavy income taxes supports a large bureaucracy
 3. Impact of 9/11 terrorist attacks
 - a) Creation of the Department of Homeland Security
 - b) Consolidation of federal agencies
 - c) Authority over dozens of intergovernmental grant-making agencies
 - d) Further consolidation and a new National Intelligence Director
- III. The federal bureaucracy today
- A. Direct and indirect growth
 1. Modest increase in the number of government employees
 2. Indirect increase through the use of private contractors much greater
 3. Most federal executive departments have reduced workforce – major exception being the Federal Bureau of Prisons in the U.S. Department of Justice
 - B. Growth in discretionary authority
 1. Delegation of undefined authority by Congress
 2. Primary areas of delegation
 - a) Subsidies to groups
 - b) Grant-in-aid programs
 - c) Enforcement of regulations
 - C. Factors explaining behavior of officials
 1. Recruitment and retention
 - a) The competitive service: most bureaucrats compete for jobs through OPM
 - (1) Appointment by merit based on a written exam
 - (2) Decreased to less than 54 percent of federal government work force
 - b) The excepted service: most are appointed by other agencies on the basis of qualifications approved by OPM
 - (1) Fastest growing sector of federal government employment
 - (2) Examples: postal service employees and FBI agents

- (3) But president can also appoint employees: presidential appointments, Schedule C jobs, and NEA jobs
 - (4) Pendleton Act (1883): transferred basis of government jobs from patronage to merit
 - (5) Merit system protects president from pressure and protects patronage appointees from new presidents (“blanketing in”)
 - c) The buddy system
 - (1) Name-request job: filled by a person whom an agency has already identified for middle- and upper-level jobs
 - (2) Job description may be tailored for person
 - (3) Circumvents usual search process
 - (4) But also encourages “issue networks” based on shared policy views
 - d) Firing a bureaucrat
 - (1) Most bureaucrats cannot be fired
 - (2) Exception: Senior Executive Service (SES)
 - (3) SES managers receive cash bonuses for good performance
 - (4) But very few SES members have been fired or even transferred
 - e) The agencies’ point of view
 - (1) Agencies are dominated by lifetime bureaucrats who have worked for no other agency
 - (2) System assures continuity and expertise
 - (3) But also gives subordinates power over new bosses: can work behind boss’s back through sabotage, delaying, and so on
2. Personal attributes
 - a) Allegations of critics
 - (1) Higher civil servants are elitists
 - (2) Career bureaucrats are more likely to hold liberal views, vote Democrat and trust government
 - b) Correlation between type of agency and attitudes of employees: activist versus traditional
 - c) Professional values of officials
 3. Do bureaucrats sabotage their political bosses?
 - a) If so, such sabotage hurts conservatives more than liberals; bureaucrats tend to be liberal
 - b) But loyalty to bosses runs strong—despite the power of bureaucrats to obstruct or complain
 - (1) Whistleblower Protection Act (1989) created Office of Special Counsel
 - (2) “Cooperation is the nature of a bureaucrat’s job.”
 - c) Most civil servants: highly structured roles make them relatively immune to personal attitudes
 - d) Professionals such as lawyers and economists in the FTC: loosely structured roles may be much influenced by personal attitudes, professional values help explain how power is used
 4. Culture and careers
 - a) Each agency has its own culture
 - b) Jobs with an agency can be career enhancing or not
 - c) Strong agency culture motivates employees but makes agencies resistant to change
 5. Constraints
 - a) Biggest difference between a government agency and a business: hiring, firing, pay, procedures, and so forth

- b) General constraints
 - (1) Administrative Procedure Act (1946)
 - (2) Freedom of Information Act (1966)
 - (3) National Environmental Policy Act (1969)
 - (4) Privacy Act (1974)
 - (5) Open Meeting Law (1976)
 - (6) Assignment of single jobs to several agencies
 - c) Effects of constraints
 - (1) Government moves slowly
 - (2) Government acts inconsistently
 - (3) Easier to block than to take action
 - (4) Reluctant decision-making by lower-ranking employees
 - (5) Red tape
 - 6. Why so many constraints?
 - a) Constraints come from us
 - b) They are an agency's response to our demands for openness, honesty, fairness, and so on
 - 7. Agency allies
 - a) Agencies often seek alliances with congressional committees or interest groups: "iron triangle"
 - b) Far less common today; politics has become too complicated
 - (1) More interest groups, more congressional subcommittees, and easier access for individuals
 - (2) Far more competing forces than ever given access by courts
 - c) "Issue networks": groups that regularly debate government policy on certain issues
 - (1) Contentious and partisan
 - (2) New president often recruits from networks
- IV. Congressional oversight
- A. Forms of congressional supervision
 - 1. Approval necessary for creation
 - 2. Statutes influence agency behavior (sometimes precisely)
 - 3. Authorization of money, either permanent or fixed number of years
 - 4. Appropriation of money allows spending
 - B. Congressional oversight and "homeland security"
 - 1. Lieberman's call for Department of Homeland Defense after 9/11 attack
 - 2. President Bush's creation of Office of Homeland Security
 - a) Appointment of Governor Ridge and the blueprint for homeland security
 - b) Congressional calls for testimony about strategies
 - c) Need to coordinate personnel and budgets
 - 3. Proposal of a Department of Homeland Security
 - a) Consolidation, reorganization and transformation
 - b) Need for Congress to reorganize itself to make the bureaucracy work
 - (1) Immediate protests about committee and subcommittee jurisdiction
 - (2) Congress' historical tendency to resist streamlining
 - C. The Appropriations Committee and legislative committees
 - 1. Appropriations Committee most powerful
 - a) Most expenditure recommendations are approved by House
 - b) Has power to lower agency's expenditure request
 - c) Has power to influence an agency's policies by marking up an agency's budget

- d) But becoming less powerful because of
 - (1) Trust funds: Social Security
 - (2) Annual authorizations
 - (3) Meeting target spending limits
 - 2. Legislative committees are important when
 - a) A law is first passed
 - b) An agency is first created
 - c) An agency is subject to annual authorization
 - 3. Informal congressional controls over agencies
 - a) Individual members of Congress can seek privileges for constituents
 - b) Congressional committees may seek committee clearance: right to pass on certain agency decisions
 - c) Committee heads may ask to be consulted
 - D. The legislative veto
 - 1. Declared unconstitutional by Supreme Court in *Chadha* (1983)
 - 2. Weakens traditional legislative oversight but Congress continues creating such vetoes
 - E. Congressional investigations
 - 1. Power inferred from power to legislate
 - 2. Means for checking agency discretion
 - 3. Means for limiting presidential control
- V. Bureaucratic “pathologies”
- A. Red tape—complex and sometimes conflicting rules among agencies
 - B. Conflict—agencies work at cross-purposes
 - C. Duplication—two or more agencies seem to do the same thing
 - D. Imperialism—tendency of agencies to grow, irrespective of benefits and costs of programs
 - E. Waste—spending more than is necessary to buy some product or service
- VI. Reforming the bureaucracy
- A. Numerous attempts to make bureaucracy work better for less money
 - 1. Eleven attempts to reform in the twentieth century alone
 - 2. National Performance Review (NPR) in 1993 designed to reinvent government
 - a) Differs from previous reforms that sought to increase presidential control
 - b) Emphasizes customer satisfaction by bringing citizens in contact with agencies
 - 3. NPR calls for innovation and quality consciousness by
 - a) Less-centralized management
 - b) More employee initiatives
 - c) Customer satisfaction
 - B. Bureaucratic reform always difficult to accomplish
 - 1. Most rules and red tape result from the struggle between the president and Congress
 - 2. This struggle makes bureaucrats nervous about irritating either
 - 3. Periods of divided government exacerbate matters, especially in implementing policy
 - a) Republican presidents seek to increase political control (executive micromanagement)
 - b) Democratic Congresses respond by increasing investigations and rules (legislative micromanagement).

KEY TERMS MATCH

Match the following terms and descriptions:

- | | |
|---|------------------------------------|
| 1. A freely competitive economy | a. annual authorizations |
| 2. Appointment of officials not based on the criteria specified by OPM | b. appropriation |
| 3. Ruled the legislative veto unconstitutional | c. authorization legislation |
| 4. A requirement that an executive decision lie before Congress for a specified period before it takes effect | d. bureaucracy |
| 5. A 1993 effort, led by Vice President Al Gore, to make the bureaucracy work better and cost less | e. bureaucratic imperialism |
| 6. Refers to the tendency of agencies to grow without regard to the benefits their programs confer or the costs they entail | f. <i>Chadha</i> |
| 7. Top-ranking civil servants who can be hired, fired, and rewarded in a more flexible manner than can ordinary bureaucrats | g. Civil Service Reform Act |
| 8. A large, complex organization composed of appointed officials | h. committee clearance |
| 9. Appointment of officials based on selection criteria devised by the employing agency and OPM | i. competitive service |
| 10. Legislation that began the federal merit system | j. Department of Homeland Security |
| 11. Governmental appointments made on the basis of political considerations | k. discretionary authority |
| 12. The right of committees to disapprove of certain agency actions | l. excepted service |
| 13. The ability of officials to make policies that are not spelled out in advance by laws | m. government by proxy |
| 14. Groups that regularly debate governmental policy on subjects such as health care or auto safety | n. iron triangle |
| 15. Government jobs having a confidential or policy-making character | o. issue networks |
| 16. When state and local government are hired to staff and administer federal programs | p. laissez-faire |
| | q. legislative veto |
| | r. name-request job |
| | s. National Performance Review |
| | t. patronage |
| | u. Pendleton Act |
| | v. red tape |
| | w. schedule C |
| | x. Senior Executive Service |
| | y. trust funds |
| | z. Whistle Blower Protection Act |

17. Created the Senior Executive Service and recognized the need for flexibility in recruiting, assigning and salary
18. Funds such as that of Social Security that operate outside the government budget
19. A proposal by President Bush in 2002 which would consolidate 22 federal agencies and nearly 170,000 federal employees
20. The mutually advantageous relationship among an agency, a committee, and an interest group
21. Monies that are budgeted on a yearly basis; for example Congress may set yearly limits on what agencies can spend
22. Created the Office of Special Counsel to investigate complaints from bureaucrats that they were punished after reporting to Congress about waste, fraud, or abuse in their agencies
23. A legislative grant of money to finance a government program
24. Legislative permission to begin or continue a government program or agency
25. A job to be filled by a person whom a government agency has identified by name
26. Complex bureaucratic rules and procedures that must be followed to get something done

DATA CHECK

Table 15.1 (Page 409) Federal Civilian Employment, 1990-2005

1. How has the total civil employment for all executive departments changed from 1990 to 2005?

2. Which two departments experienced the greatest growth in the number of employees?

3. Which two departments experienced the greatest reductions in the number of employees?
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Figure 15.1 (Page 415): Characteristics of Federal Civilian Employees, 1960 and 2004

4. In 1960 what percentage of federal civilian employees were female?
-
5. In 2004 what percentage of federal civilian employees were female?
-
6. In 2004 what percentage of federal civilian employees were racial minorities?
-

PRACTICING FOR EXAMS

TRUE/FALSE QUESTIONS

Read each statement carefully. Mark true statements *T*. If any part of the statement is false, mark it *F*, and write in the space provided a concise explanation of why the statement is false.

1. T F Most of the agencies of the federal government share their functions with related agencies in state and local government.
-
2. T F Government agencies in this country operate under closer public scrutiny than in almost any other nation.
-
3. T F Most of the help that FEMA would provide in the aftermath of Hurricanes Katrina and Rita was actually provided by “partners.”
-
4. T F The president’s power to remove (fire) governmental officers was heatedly debated by the First Congress.
-
5. T F It was decided early on that cabinet departments would be run by people removable only by the president.
-
6. T F The text suggests the creation of the Interstate Commerce Commission (ICC) further enhanced the service role of the federal bureaucracy.
-
7. T F During World War I, Congress authorized President Wilson to operate the railroads and even control the distribution of food.
-

8. T F As president, Richard Nixon set up a system of price and wage controls.
-
9. T F World War II was the first occasion during which the government made heavy use of federal income taxes to finance its activities.
-
10. T F For every single person who earns a living from the federal government there is one person who works indirectly for Washington.
-
11. T F Those who belong to the competitive service are appointed only after they have passed a written examination.
-
12. T F In recent years, the percentage of federal employees who belong to the competitive service has decreased.
-
13. T F The text concludes that a standardized, centralized system governs the federal service.
-
14. T F Blue collar employment has risen in the federal civil service.
-
15. T F "Schedule C" appointments involve jobs with a confidential or policy-determining character.
-
16. T F When Grover Cleveland became president in 1885, he replaced forty thousand Republican postal employees with Democrats.
-
17. T F Presidents adamantly opposed the merit system.
-
18. T F The text suggests that the buddy system does not necessarily produce poor employees.
-
19. T F Unsatisfactory ratings of federal bureaucrats increased sharply after the creation of the Senior Executive Service (SES).
-
20. T F A federal employee cannot appeal the decision of the Merit Systems Protection Board if it upholds his/her firing.
-
21. T F The federal civil service as a whole looks very much like a cross section of American society in the education, sex, and race of its members.
-

22. T F African Americans and other minorities are most likely to be heavily represented in the lower grades of the federal bureaucracy.
-
23. T F Employees of the Environmental Protection Agency are more likely to be liberal than employees of the Department of Commerce.
-
24. T F People with conservative viewpoints tend to be overrepresented in defense agencies.
-
25. T F Economists with the Federal Trade Commission prefer to bring cases against business firms that have done something clearly illegal.
-
26. T F Lawyers with the Federal Trade Commission favor the litigation of “big” or “blockbuster” cases.
-
27. T F In bureaucratic lingo, an NCE job enhances one’s career within an agency.
-
28. T F Congress rarely gives any job to a single agency.
-
29. T F One of the effects of the constraints on bureaucracy is that lower-ranking employees will tend to make decisions on their own.
-
30. T F Bureaucratic red tape comes from us, the people.
-
31. T F Ronald Reagan attempted to abolish the Small Business Administration.
-
32. T F Iron triangles are much less common today than once was the case.
-
33. T F Issue networks are made of persons in and out of Washington who regularly debate government policy on certain subjects.
-
34. T F The legislative veto was declared constitutional by the Supreme Court in 1983.
-
35. T F The congressional power to investigate is not mentioned in the Constitution.
-
36. T F Congress can compel a person to attend an investigation by issuing a subpoena.
-

37. T F Of the five major bureaucratic pathologies mentioned in the text, duplication is probably the biggest criticism that people have of the bureaucracy.
-
38. T F Al Gore's National Performance Review called for more specific rules to guide the federal bureaucracy and the creation of a centralized enforcement mechanism to enhance overall efficiency.
-

MULTIPLE CHOICE QUESTIONS

Circle the letter of the response that best answers the question or completes the statement.

- American bureaucracy is complex because
 - federalism encourages the abuse of power.
 - it is heavily dependent on career employees.
 - the Constitution determines its structure and function.
 - authority is divided among several managing institutions.
 - civil servants are immune from firing.
- In contrast to the United States, public enterprises in France account for what percentage of all employment?
 - 1 percent
 - 3 percent
 - 6 percent
 - 12 percent
 - 20 percent
- Government by proxy results when _____ are hired by federal bureaucrats to do work.
 - local governments
 - state governments
 - business firms
 - nonprofit organizations
 - all of the above
- Government by proxy is evident in the administration of
 - Social Security.
 - Medicare.
 - environmental policy.
 - the collection of income taxes.
 - all of the above.
- The political ideology of a presidential appointee is important because she or he
 - must often work with radical groups.
 - affects how the laws are interpreted.
 - is usually bound by specific directives.
 - is aligned with congressional ideology.
 - typically has strong party ties.

6. The basis of appointments to the bureaucracy during most of the nineteenth century and the early part of the twentieth century was
 - a. financial.
 - b. patronage.
 - c. nepotism.
 - d. technical expertise.
 - e. support for the president's policies.
7. The dramatic increase in the number of federal employees from 1816 to 1861 was the direct result of
 - a. the need for Secret Service agents in the White House.
 - b. expansion in the size of congressional staff.
 - c. an increase in the demands on government, especially the Post Office.
 - d. the Hatch Act.
 - e. President Grant's concern over the Whiskey Ring scandal.
8. When first established, the Departments of Agriculture, Labor, and Commerce had one thing in common:
 - a. their secretaries were not appointees.
 - b. they all sought to regulate their clienteles.
 - c. they were primarily service-oriented.
 - d. they all avoided contacts with the public.
 - e. they jealously guarded states' rights.
9. Which statement best describes how the text of the Constitution addresses the issue of granting regulatory power to bureaucrats?
 - a. It is silent on the matter.
 - b. It prohibits transfer of congressional power.
 - c. It allows transfer of congressional power with presidential approval.
 - d. It allows transfer of congressional power during a declared war.
 - e. It prohibits transfer of congressional power during a declared war.
10. As late as 1935 the Supreme Court held that
 - a. the legislature may not delegate its powers to any administrative agency.
 - b. a regulatory agency was necessary to control interstate commerce.
 - c. regulatory agencies could exercise wide discretion.
 - d. an agency must be staffed by individuals of different parties.
 - e. the creation of new agencies must be approved by Congress.
11. Wars have generally caused the federal bureaucracy to
 - a. become more decentralized.
 - b. shrink in size, but increase in efficiency.
 - c. respond more quickly, but make inefficient decisions.
 - d. increase in size.
 - e. neutralize the power of Congress.
12. The bureaucracy of American government today is largely a product of which two events?
 - a. The Depression and World War II.
 - b. World War I and World War II.
 - c. World War II and the Korean War.
 - d. The Korean War and the Vietnam War.
 - e. The Vietnam War and Watergate.

13. The number of civilians working for the federal government, excluding postal workers, is
 - a. about 2 million.
 - b. about the same as it was in 1960.
 - c. less than it was during World War II.
 - d. is higher than it has ever been.
 - e. A, B and C.
14. In recent years, there has been a sharp increase in the number of employees in the Department of
 - a. Justice.
 - b. Treasury.
 - c. Agriculture.
 - d. Transportation.
 - e. Education.
15. Which of the following is the *most* important consideration in evaluating the power of a bureaucracy?
 - a. The number of employees in it.
 - b. The importance of its functions.
 - c. The extent to which its actions are supported by the public.
 - d. The social status of its leaders.
 - e. The amount of discretionary authority that its officials have.
16. Congress has delegated substantial authority to administrative agencies in what three areas?
 - a. Grants-in-aid, law enforcement, national defense.
 - b. Law enforcement, social services, resource management.
 - c. Grants-in-aid, subsidy payments, enforcement of regulations.
 - d. Grants-in-aid, subsidy payments, law enforcement.
 - e. Social services, law enforcement, national defense.
17. The decentralization of the competitive service system and decrease in the use of examinations was prompted, in part, by
 - a. controversies concerning the scoring of exams.
 - b. controversies concerning arbitrary rankings.
 - c. political pressure by members of Congress to hire influential constituents.
 - d. Supreme Court decisions which declared OPM policies unconstitutional.
 - e. pressure by Civil Rights groups to make the racial composition of the bureaucracy more representative.
18. What percentage of all federal employees is part of the excepted service?
 - a. About 20 percent.
 - b. About 30 percent.
 - c. About 40 percent.
 - d. About 50 percent.
 - e. About 80 percent.
19. A steady transfer of federal jobs from the patronage to the merit system was initiated by the passage of the
 - a. Seventeenth Amendment.
 - b. Eighteenth Amendment.
 - c. Pendleton Act.
 - d. Hatch Act.
 - e. Civil Service Reform Act.

20. The emergence of the merit system was, in part, prompted by
 - a. the Whiskey Ring scandal of the Grant administration.
 - b. the assassination of James Garfield.
 - c. persistent robbery of the federal mails.
 - d. scandals involving relatives of presidents who were in critical positions in government.
 - e. all of the above.
21. If an agency carefully crafts a job description with a specific person in mind and, afterward, provides the name of that person to the OPM, it is a _____ job.
 - a. name-request job
 - b. itemized specialty
 - c. schedule C
 - d. NEA
 - e. SES
22. A 1987 study found that _____ of federal employees who had completed their probationary period were fired for misconduct or poor performance.
 - a. less than 1 percent
 - b. 2 percent
 - c. 5 percent
 - d. 10 percent
 - e. 22 percent
23. Which of the following statements concerning the Senior Executive Service is *incorrect*?
 - a. It was created by the Civil Service Reform Act of 1978.
 - b. It consists of eight thousand top federal managers who, in theory, can be fired more easily than ordinary civil servants.
 - c. It consists of eight thousand top federal managers who, in theory, can be transferred more easily than ordinary civil servants.
 - d. Its members are eligible for substantial cash bonuses if they perform their duties well.
 - e. None of the above.
24. Which of the following is *not* among the procedures for firing or demoting a member of the competitive civil service?
 - a. Written notice of thirty days.
 - b. Statement of reasons for dismissal.
 - c. Right to a hearing.
 - d. Right to an attorney.
 - e. Review by the OPM.
25. Surveys find that career bureaucrats are more likely than other people to
 - a. favor limited government.
 - b. hold liberal views.
 - c. trust government.
 - d. vote for Democrats.
 - e. B, C and D.
26. The powers of obstruction available to aggrieved bureaucrats are
 - a. formidable.
 - b. unimpressive.
 - c. quite limited.
 - d. easily countered.
 - e. largely symbolic and without consequence.

27. Personal attitudes probably have the greatest influence on
- civil servants performing routinized tasks.
 - civil servants performing tasks which are closely monitored by others.
 - tasks performed by professionals in federal agencies.
 - civil servants performing tasks closely defined by laws.
 - civil servants performing tasks closely defined by rules.
28. The Federal Trade Commission (FTC) tends to employ
- lawyers.
 - doctors.
 - engineers.
 - economists.
 - A and D.
29. The Administrative Procedure Act of 1946 required that
- every part of agency meetings be open to the public.
 - government files about individuals be kept confidential.
 - environmental impact statements be issued before undertaking major actions.
 - agencies give notice before they adopt new rules, hold hearings, and solicit comments.
 - citizens be allowed to inspect certain government records.
30. One effect of the constraints on federal agencies is that lower-ranking employees will tend to
- retain sole responsibility for a job.
 - perform tasks in a prompt, timely fashion.
 - act with greater consistency.
 - complain about red tape.
 - let their bosses make decisions.
31. All of the following statements concerning the legislative veto are correct *except*
- Congress made frequent use of it for many decades.
 - it required an executive decision to lie before Congress for a specified period of time.
 - resolutions of disapproval could be passed by either or both houses.
 - the Supreme Court ruled such vetoes unconstitutional.
 - Congress has not passed a law containing a legislative veto since the Court considered its constitutionality in 1983.
32. Bureaucratic conflict and duplication occur because
- large organizations must ensure one part of the organization does not operate out of step.
 - Congress often wants to achieve a number of different, partially inconsistent goals.
 - Congress can be unclear as to exactly what it wants an agency to do.
 - of the need to satisfy political requirements.
 - of the need to satisfy legal requirements.
33. Bureaucratic imperialism occurs because
- large organizations must ensure one part of the organization does not operate out of step.
 - Congress often wants to achieve a number of different, partially inconsistent goals.
 - Congress can be unclear as to exactly what it wants an agency to do.
 - of the need to satisfy political requirements.
 - of the need to satisfy legal requirements.

34. The text suggests many of the “horror stories” one hears about high-priced items that are purchased at the government’s expense are
 - a. concocted by critics of the Hatch Act.
 - b. more accurate than public officials would like to admit.
 - c. documented in *Congressional Quarterly*.
 - d. the by-product of bureaucratic imperialism.
 - e. either exaggerated or unusual occurrences.
35. The National Performance Review attempts to reform the bureaucracy by stressing
 - a. efficiency.
 - b. rigidity.
 - c. accountability.
 - d. customer satisfaction.
 - e. consistent policies.

ESSAY QUESTIONS

Practice writing extended answers to the following questions. These test your ability to integrate and express the ideas that you have been studying in this chapter.

1. What are the three aspects of our constitutional system and political traditions that give our bureaucracy a distinctive character?
2. Explain what “government by proxy” means and what are the arguments for and against this method of providing services?
3. Summarize the debate which took place with respect to presidential appointments in the First Congress (1789). What was the outcome of the conflict?
4. Why did federal agencies primarily perform a service role before 1900?
5. Identify the three areas in which Congress has delegated substantial authority to administrative agencies.
6. Generalize about the 3 percent of the excepted service employees who are appointed on grounds other than or in addition to merit.
7. Summarize the process whereby a federal bureaucrat can be fired.
8. Discuss how lawyers and economists who work for the FTC differ in their attitudes, opinions and decision-making.
9. Identify 3-4 effects of the constraints that are placed on agency behavior.
10. Explain why iron triangles are much less common today than they used to be.
11. Identify and explain the five major bureaucratic pathologies and summarize what the author’s provide as an explanation for their existence in our system of government.
12. Discuss the approach to reform of the federal bureaucracy that is employed by the National Performance Review (NPR).

ANSWERS TO KEY TERMS MATCH QUESTIONS

1. p
2. l
3. f
4. q
5. s
6. e
7. x
8. d
9. i
10. u
11. t
12. h
13. k
14. o
15. w
16. m
17. g
18. y
19. j
20. n
21. a
22. z
23. b
24. c
25. r
26. v

ANSWERS TO DATA CHECK QUESTIONS

1. It has decreased 18.2 percent.
2. State (33.7 percent) and Justice (25.2 percent).
3. Commerce (-44.3 percent) and Defense (-35.1 percent)
4. 25 percent.
5. 44 percent.
6. 31 percent.

ANSWERS TO TRUE/FALSE QUESTIONS

1. T
2. T
3. T
4. T
5. T
6. F The creation of the I.C.C. marked an important transition from a service role to a regulatory role.
7. T
8. T
9. T
10. F For every one person working directly for the government, there are almost three working indirectly for Washington.
11. T
12. T
13. F It is very much decentralized and features a variety of standards.
14. F Blue-collar employment has fallen.
15. T
16. T
17. F Presidents were satisfied enough with the merit system because the demands of patronage were impossible to satisfy.
18. T
19. F Two years after its creation, less than one percent received such ratings.
20. F Such a decision can be appealed to a U.S. court of appeals which can hold a new hearing.
21. T
22. T
23. T
24. T
25. F This would be a better description of the factors which influence the decision-making of lawyers that work for the Commission.
26. F They actually try to avoid such cases because they are expensive, time-consuming and difficult to prove in court.
27. F NCE stands for “not career enhancing.”
28. T
29. F In fact they will tend to be quite reluctant to make decisions on their own, leaving their bosses to make decisions and, if necessary, take the heat (responsibility).

- 30. T
- 31. T
- 32. T
- 33. T
- 34. T
- 35. T
- 36. T
- 37. F Waste probably brings the most criticism.
- 38. F NPR argued bureaucracy was too rule-bound and centralized.

ANSWERS TO MULTIPLE CHOICE QUESTIONS

- 1. d
- 2. d
- 3. e
- 4. e
- 5. b
- 6. b
- 7. c
- 8. c
- 9. a
- 10. a
- 11. d
- 12. a
- 13. a
- 14. a
- 15. e
- 16. c
- 17. e
- 18. d
- 19. c
- 20. b
- 21. a
- 22. a
- 23. e
- 24. e

- 25. c
- 26. a
- 27. c
- 28. e
- 29. d
- 30. e
- 31. e
- 32. b
- 33. c
- 34. e
- 35. d