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# THE HOUSE APPROPRIATIONS COMMITTEE AS A POLITICAL SYSTEM: THE PROBLEM OF INTEGRATION

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Studies of Congress by political scientists have produced a time-tested consensus on the very considerable power and autonomy of Congressional committees. Because of these two related characteristics, it makes empirical and analytical sense to treat the Congressional committee as a discrete unit for analysis. This paper conceives of the committee as a political system (or, more accurately as a political subsystem) faced with a number of basic problems which it must solve in order to achieve its goals and maintain itself. Generally speaking these functional problems pertain to the environmental and the internal relations of the committee. This study is concerned almost exclusively with the internal problems of the committee and particularly with the problem of self-integration.<sup>1</sup> It describes how one congressional committee—The Committee on Appropriations of the House of Representatives—has dealt with this problem in the period 1947–1961. Its purpose is to add to our understanding of appropriations politics in Congress and to suggest the usefulness of this type of analysis for studying the activities of any congressional committee.

The necessity for integration in any social system arises from the differentiation among its various elements. Most importantly there is a differentiation among subgroups and among individual positions, together with the roles that flow therefrom.<sup>2</sup> A committee faces the

problem, how shall these diverse elements be made to mesh together or function in support of one another? No political system (or subsystem) is perfectly integrated; yet no political system can survive without some minimum degree of integration among its differentiated parts. Committee integration is defined as the degree to which there is a working together or a meshing together or mutual support among its roles and subgroups. Conversely, it is also defined as the degree to which a committee is able to minimize conflict among its roles and its subgroups, by heading off or resolving the conflicts that arise.<sup>3</sup> A concomitant of integration is the existence of a fairly consistent set of norms, widely agreed upon and widely followed by the members. Another concomitant of integration is the existence of control mechanisms (*i.e.*, socialization and sanctioning mechanisms) capable of maintaining reasonable conformity to norms. In other words, the more highly integrated a committee, the smaller will be the gap between expected and actual behavior.

This study is concerned with integration both as a structural characteristic of, and as a functional problem for, the Appropriations Committee. First, certain basic characteristics of the Committee need description, to help explain the integration of its parts. Second comes a partial description of the degree to which and the ways in which the Committee achieves integration. No attempt is made to state this in quantitative terms, but the object is to examine the meshing together or the minimization of conflict among certain subgroups and among certain key roles. Also, important control mechanisms are described. The study concludes with some comments on the consequences of Committee integration for appropriations politics and on the usefulness of further Congress-

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<sup>1</sup> On social systems, see: George Homans, *The Human Group* (New York, 1950); Robert K. Merton, *Social Theory and Social Structure* (Glencoe, 1957); Talcott Parsons and Edward Shils, *Toward A General Theory of Action* (Cambridge, 1951), pp. 190–234. Most helpful with reference to the political system has been David Easton, "An Approach to the Analysis of Political Systems," *World Politics* (April, 1957), pp. 383–400.

<sup>2</sup> On the idea of subgroups as used here, see Harry M. Johnson, *Sociology* (New York, 1960),

ch. 3. On role, see specifically Theodore M. Newcomb, *Social Psychology* (New York, 1951), p. 280; see generally N. Gross, W. Mason and A. McEachern, *Explorations in Role Analysis: Studies of the School Superintendency Role* (New York, 1958). On differentiation and its relation to integration, see Scott Greer, *Social Organization* (New York, 1955).

<sup>3</sup> The usage here follows most closely that of Robert Merton, *op. cit.*, pp. 26–29.

what Fenno explains that those norms are existing to serve and uniquely characterize the institution (committee) as a distinguished unit from other committees.

Five important characteristics of the Appropriations Committee which help explain Committee integration are (1) the existence of a well-articulated and deeply rooted consensus on Committee goals or tasks; (2) the nature of the Committee's subject matter; (3) the legislative orientation of its members; (4) the attractiveness of the Committee for its members; and (5) the stability of Committee membership.

**Consensus.** The Appropriations Committee sees its tasks as taking form within the broad guidelines set by its parent body, the House of Representatives. For it is the primary condition of the Committee's existence that it was created by the House for the purpose of assisting the House in the performance of House legislative tasks dealing with appropriations. Committee members agree that their fundamental duty is to serve the House in the manner and with the substantive results that the House prescribes. Given, however, the imprecision of House expectations and the permissiveness of House surveillance, the Committee must elaborate for itself a definition of tasks plus a supporting set of perceptions (of itself and of others) explicit enough to furnish day-to-day guidance.

The Committee's view begins with the pre-eminence of the House—often mistakenly attributed to the Constitution ("all bills for raising revenue," Art. I, sec. 7) but nevertheless firmly sanctioned by custom—in appropriations affairs.

It moves easily to the conviction that, as the efficient part of the House in this matter, the Constitution has endowed it with special obligations and special prerogatives. It ends in the view that the Committee on Appropriations, far from being merely one among many units in a complicated legislative-executive system, is the most important, most responsible unit in the whole appropriations process.<sup>4</sup> Hand in hand

with the consensus on their primary goal, a consensus that all of their House-prescribed tasks can be fulfilled by superimposing upon them one, single, paramount task—to guard the Federal Treasury. Committee members state their goals in the essentially negative terms of guardianship—screening requests for money, checking, against ill-advised expenditures, and protecting the taxpayer's dollar. In the language of the Committee's official history, the job of each member is, "constantly and courageously to protect the Federal Treasury against thousands of appeals and imperative demands for unnecessary, unwise, and excessive expenditures."<sup>5</sup>

To buttress its self-image as guardian of public funds the Committee elaborates a set of perceptions about other participants in the appropriations process to which most members hold most of the time. Each executive official, for example, is seen to be interested in the expansion of his own particular program. Each one asks, therefore, for more money than he really needs, in view of the total picture, to run an adequate program. This and other Committee perceptions—of the Budget Bureau, of the Senate, and of their fellow Representatives—help to shape and support the Committee members in their belief that most budget estimates can, should and must be reduced and that, since no one else can be relied upon, the House Committee must do the job. To the consensus on the main task of protecting the Treasury is added, therefore, a consensus on the instrumental task of cutting whatever budget estimates are submitted.

As an immediate goal, Committee members agree that they must strike a highly critical, aggressive posture toward budget requests, and that they should, on principle, reduce them. In the words of the Committee's veterans: "There has never been a budget submitted to the Congress that couldn't be cut." "There isn't a budget that can't be cut 10 per cent immediately." "I've been on the Committee for 17 years. No subcommittee of which I have been a member

dents encouraged it, notes taken during the interviews. In most cases notes were not taken, but were transcribed immediately after the interview. Where unattributed quotations occur in the text, therefore, they are as nearly verbatim as the author's power of immediate recall could make them. These techniques were all used so as to improve rapport between interviewer and respondent.

<sup>5</sup> "History of the Committee on Appropriations," House Doc. 299, 77th Cong., 1st sess., 1941-1942, p. 11.

<sup>4</sup> This and all other generalizations about member attitudes and perceptions depend heavily on extensive interviews with Committee members. Semi-structured interviews, averaging 45 minutes in length were held with 45 of the 50 Committee members during the 86th Congress. Certain key questions, all open-ended, were asked of all respondents. The schedule was kept very flexible, however, in order to permit particular topics to be explored with those individuals best equipped to discuss them. In a few cases, where respon-

has ever reported out a bill without a cut in the budget. I'm proud of that record." The aim of budget-cutting is strongly internalized for the Committee member. "It's a tradition in the Appropriations Committee to cut." "You're grounded in it. . . . It's ingrained in you from the time you get on the Committee." For the purposes of a larger study, the appropriations case histories of 37 executive bureaus have been examined for a 12-year period, 1947–1959.<sup>6</sup> Of 443 separate bureau estimates, the Committee reduced 77.2 per cent (342) of them.

It is a mark of the intensity and self-consciousness of the Committee consensus on budget-cutting that it is couched in a distinctive vocabulary. The workaday lingo of the Committee member is replete with negative verbs, undesirable objects of attention, and effective instruments of action. Agency budgets are said to be filled with "fat," "padding," "grease," "pork," "oleaginous substance," "water," "oil," "cushions," "avoidupois," "waste tissue," and "soft spots." The action verbs most commonly used are "cut," "carve," "slice," "prune," "whittle," "squeeze," "wring," "trim," "lop off," "chop," "slash," "pare," "shave," "fry," and "whack." The tools of the trade are appropriately referred to as "knife," "blade," "meat axe," "scalpel," "meat cleaver," "hatchet," "shears," "wringer," and "fine-tooth comb." Members are hailed by their fellows as being "pretty sharp with the knife." Agencies may "have the meat axe thrown at them." Executives are urged to put their agencies "on a fat boy's diet." Budgets are praised when they are "cut to the bone." And members agree that "You can always get a little more fat out of a piece of pork if you fry it a little longer and a little harder."

To the major task of protecting the Treasury and the instrumental task of cutting budget estimates, each Committee member adds, usually by way of exception, a third task—*serving the constituency to which he owes his election*. This creates no problem for him when, as is sometimes the case, he can serve his district best by cutting the budget requests of a federal agency whose program is in conflict with the demands of his constituency.<sup>6a</sup> Normally, how-

ever, members find that their most common role-conflict is between a Committee-oriented budget-reducing role and a constituency-oriented budget-increasing role. Committee ideology resolves the conflict by assigning top, long-run priority to the budget-cutting task and making of the constituency service a permissible, short-run exception. No member is expected to commit electoral suicide; but no member is expected to allow his district's desire for federal funds to dominate his Committee behavior.

*Subject Matter.* Appropriations Committee integration is facilitated by the subject matter with which the group deals. The Committee makes decisions on the same controversial issues as do the committees handling substantive legislation. But a money decision—however vitally it affects national policy—is, or at least seems to be, less directly a policy decision. Since they deal immediately with dollars and cents, it is easy for the members to hold to the idea that they are not dealing with programmatic questions, that theirs is a "business" rather than a "policy" committee. The subject matter, furthermore, keeps Committee members relatively free agents, which promotes intra-Committee maneuvering and, hence, conflict avoidance. Members do not commit themselves to their constituents in terms of precise money amounts, and no dollar sum is sacred—it can always be adjusted without conceding that a principle has been breached. By contrast, members of committees dealing directly with controversial issues are often pressured into taking concrete stands on these issues; consequently, they may come to their committee work with fixed and hardened attitudes. This leads to unavoidable, head-on intra-committee conflict and renders integrative mechanisms relatively ineffective.

The fact of an annual appropriations process means the Committee members repeat the same operations with respect to the same subject matters year after year—and frequently more than once in a given year. Substantive and procedural repetition promotes familiarity with key problems and provides ample opportunity to test and confirm the most satisfactory methods of dealing with them. And the absolute necessity that appropriations bills do ultimately pass gives urgency to the search for such methods. Furthermore, the House rule that no member of the Committee can serve on another standing committee is a deterrent against a fragmentation of Committee member

<sup>6</sup> The bureaus being studied are all concerned with domestic policy and are situated in the Agriculture, Interior, Labor, Commerce, Treasury, Justice and Health, Education and Welfare Departments. For a similar pattern of Committee decisions in foreign affairs, see Holbert Carroll, *The House of Representatives and Foreign Affairs* (Pittsburgh, 1958), ch. 9.

<sup>6a</sup> See, for example, Philip A. Foss, "The Graz-

ing Fee Dilemma," Inter-University Case Program, No. 57 (University, Alabama, 1960).



activity which could be a source of difficulty in holding the group together. If a committee has developed (as this one has) a number of norms designed to foster integration, repeated and concentrated exposure to them increases the likelihood that they will be understood, accepted and followed.

**Legislative Orientation.** The recruitment of members for the Appropriations Committee produces a group of individuals with an orientation especially conducive to Committee integration. Those who make the selection pay special attention to the characteristics which Masters has described as those of the "responsible legislator"—approval of and conformity to the norms of the legislative process and of the House of Representatives.<sup>7</sup>

Key selectors speak of wanting, for the Appropriations Committee, "the kind of man you can deal with" or "a fellow who is well-balanced and won't go off half-cocked on things." A Northern liberal Democrat felt that he had been chosen over eight competitors because, "I had made a lot of friends and was known as a nice guy"—especially, he noted, among Southern Congressmen. Another Democrat explained, "I got the blessing of the Speaker and the leadership. It's personal friendships. I had done a lot of things for them in the past, and when I went to them and asked them, they gave it to me." A Republican chosen for the Committee in his first term recalled,

The Chairman [Rep. Taber] I guess did some checking around in my area. After all, I was new and he didn't know me. People told me that they were called to see if I was—well, unstable or apt to go off on tangents . . . to see whether or not I had any preconceived notions about things and would not be flexible—whether I would oppose things even though it was obvious.

A key criterion in each of the cases mentioned was a demonstrable record of, or an assumed predisposition toward, legislative give-and-take.

The 106 Appropriations Committee members serving between 1947 and 1961 spent an average of 3.6 years on other House committees before coming to the Committee. Only 17 of the 106 were selected as first term Congressmen. A House apprenticeship (which Appropriations maintains more successfully than all committees save Ways and Means and Rules<sup>8</sup>) pro-

vides the time in which legislative reputations can be established by the member and an assessment of that reputation in terms of Appropriations Committee requirements can be made. Moreover, the mere fact that a member survives for a couple of terms is some indication of an electoral situation conducive to his "responsible" legislative behavior. The optimum bet for the Committee is a member from a sufficiently safe district to permit him freedom of maneuver inside the House without fear of reprisal at the polls.<sup>9</sup> The degree of responsiveness to House norms which the Committee selectors value may be the product of a safe district as well as an individual temperament.

**Attractiveness.** A fourth factor is the extraordinarily high degree of attractiveness which the Committee holds for its members—as measured by the low rate of departure from it. Committee members do not leave it for service on other committees. To the contrary, they are attracted to it from nearly every other committee.<sup>10</sup> Of the 106 members in the 1947–1961 period, only two men left the Committee voluntarily; and neither of them initiated the move.<sup>11</sup> Committee attractiveness is a measure of its capacity to satisfy individual member

to 86th Congress) 79 separate appointments were made to the Appropriations Committee, with 14 going to freshmen. The Committee filled, in other words, 17.7 per cent of its vacancies with freshmen. The Rules Committee had 26 vacancies and selected no freshmen at all. The Ways and Means Committee had 36 vacancies and selected 2 freshmen (5.6 per cent). All other Committees had a higher percentage of freshmen appointments. Armed Services ranked fourth, with 45 vacancies and 12 freshmen appointed, for a percentage of 26.7. Foreign affairs figures were 46 and 14, or 30.4 per cent; UnAmerican Activities figures were 22 and 7, or 31.8 per cent. cf. Masters, *op. cit.*

<sup>9</sup> In the 1960 elections, 41 out of the current 50 members received more than 55.1 per cent of the vote in their districts. By a common definition, that is, only 9 of the 50 came from marginal districts.

<sup>10</sup> The 106 members came to Appropriations from every committee except Ways and Means.

<sup>11</sup> One was personally requested by the Speaker to move to Ways and Means. The other was chosen by a caucus of regional Congressmen to be his party's representative on the Rules Committee. Of the 21 members who were forced off the Committee for lack of seniority during a change in party control, or who were defeated for reelection and later returned, 20 sought to regain Committee membership at the earliest opportunity.

<sup>7</sup> Nicholas A. Masters, "House Committee Assignments," this REVIEW, Vol. 55 (June, 1961), pp. 345–357.

<sup>8</sup> In the period from 1947 through 1959, (80th

needs—for power, prestige, recognition, respect, self-esteem, friendship, etc. Such satisfaction in turn increases the likelihood that members will behave in such a way as to hold the group together.

The most frequently mentioned source of Committee attractiveness is its power—based on its control of financial resources. “Where the money is, that’s where the power is,” sums up the feeling of the members. They prize their ability to reward or punish so many other participants in the political process—executive officials, fellow Congressmen, constituents and other clientele groups. In the eyes of its own members, the Committee is either the most powerful in the House or it is on a par with Ways and Means or, less frequently, on a par with Ways and Means and Rules. The second important ingredient in member satisfaction is the government-wide scope of Committee activity. The ordinary Congressman may feel that he has too little knowledge of and too little control over his environment. Membership on this Committee compensates for this feeling of helplessness by the wider contacts, the greater amount of information, and the sense of being “in the middle of things” which are consequent, if not to subcommittee activity, at least to the full Committee’s overview of the federal government.

Thirdly, Committee attractiveness is heightened by the group’s recognizable and distinctive political style—one that is, moreover, highly valued in American political culture. The style is that of *hard work*; and the Committee’s self-image is that of “the hardest working Committee in Congress.” His willingness to work is the Committee member’s badge of identification, and it is proudly worn. It colors his perceptions of others and their perceptions of him.<sup>11a</sup> It is

<sup>11a</sup> A sidelight on this attitude is displayed in a current feud between the House and Senate Appropriations Committees over the meeting place for their conference committees. The House Committee is trying to break the century-old custom that conferences to resolve differences on money bills are always held on the Senate side of the Capitol. House Committee members “complain that they often have to trudge back to the House two or three times to answer roll calls during a conference. They say they go over in a body to work, while Senators flit in and out . . . . The House Appropriations Committee feels that it does all the hard work listening to witnesses for months on each bill, only to have the Senate Committee sit as a court of appeals and, with little more than a cursory glance, restore most of the funds cut.” *Washington Post*, April 24, 1962, p. 1.

a cherished axiom of all members that, “This Committee is no place for a man who doesn’t work. They have to be hard working. It’s a way of life. It isn’t just a job; it’s a way of life.”

The mere existence of some identifiable and valued style or “way of life” is a cohesive force for a group. But the particular style of hard work is one which increases group morale and group identification twice over. Hard work means a long, dull, and tedious application to detail, via the technique of “dig, dig, dig, day after day behind closed doors”—in an estimated 460 subcommittee and full committee meetings a year. And virtually all of these meetings are in executive session. By adopting the style of hard work, the Committee discourages highly individualized forms of legislative behavior, which could be disruptive within the Committee. It rewards its members with power, but it is power based rather on work inside the Committee than on the political glamour of activities carried on in the limelight of the mass media. Prolonged daily work together encourages sentiments of mutual regard, sympathy and solidarity. This *esprit* is, in turn, functional for integration on the Committee. A Republican leader summed up,

I think it’s more closely knit than any other committee. Yet it’s the biggest committee, and you’d think it would be the reverse. I know on my subcommittee, you sit together day after day. You get better acquainted. You have sympathy when other fellows go off to play golf. There’s a lot of *esprit de corps* in the Committee.

The strong attraction which members have for the Committee increases the influence which the Committee and its norms exercise on all of them. It increases the susceptibility of the newcomer to Committee socialization and of the veteran to Committee sanctions applicable against deviant behavior.<sup>12</sup>

**Membership Stability.** Members of the Appropriations Committee are strongly attracted to it; they also have, which bears out their selection as “responsible legislators,” a strong attraction for a career in the House of Representatives. The 50 members on the Committee in 1961 had served an average of 13.1 years in the House. These twin attractions produce a noteworthy stability of Committee membership. In the period from the 80th to the 87th

<sup>12</sup> This proposition is spelled out at some length in J. Thibaut and H. Kelley, *The Social Psychology of Groups* (New York, 1959), p. 247, and in D. Cartwright and A. Zander, *Group Dynamics: Research and Theory* (Evanston, 1953), p. 420.

Congress, 35.7 per cent of the Committee's membership remained constant. That is to say, 15 of the 42 members on the Committee in March, 1947, were still on the Committee in March, 1961.<sup>13</sup> The 50 members of the Committee in 1961 averaged 9.3 years of prior service on that Committee. In no single year during the last fourteen has the Committee had to absorb an influx of new members totalling more than one-quarter of its membership. At all times, in other words, at least three-fourths of the members have had previous Committee experience. This extraordinary stability of personnel extends into the staff as well. As of June 1961, its 15 professionals had served an average of 10.7 years with the Committee.<sup>14</sup>

The opportunity exists, therefore, for the development of a stable leadership group, a set of traditional norms for the regulation of internal Committee behavior, and informal techniques of personal accommodation. Time is provided in which new members can learn and internalize Committee norms before they attain high seniority rankings. The Committee does not suffer from the potentially disruptive consequences of rapid changeovers in its leadership group, nor of sudden impositions of new sets of norms governing internal Committee behavior.

## II

If one considers the main activity of a political system to be decision-making, the acid test of its internal integration is its capacity to make collective decisions without flying apart in the process. Analysis of Committee integration should focus directly, therefore, upon its subgroups and the roles of its members. Two kinds of subgroups are of central importance—subcommittees and majority or minority party groups. The roles which are most relevant derive from: (1) positions which each member holds by virtue of his subgroup attachments, *e.g.*, as subcommittee member, majority (or minority) party member; (2) positions which relate to full Committee membership, *e.g.*, Committee member, and the seniority rankings of veteran, man of moderate experience, and

newcomer;<sup>15</sup> (3) positions which relate to both subgroup and full Committee membership, *e.g.*, Chairman of the Committee, ranking minority member of the Committee, subcommittee chairman, ranking subcommittee member. Clusters of norms state the expectations about subgroup and role behavior. The description which follows treats the ways in which these norms and their associated behaviors mesh and clash. It treats, also, the internal control mechanisms by which behavior is brought into reasonable conformity with expectations.

*Subgroup Integration.* The day-to-day work of the Committee is carried on in its subcommittees each of which is given jurisdiction over a number of related governmental units. The number of subcommittees is determined by the Committee Chairman, and has varied recently from a low of 9 in 1949 to a high of 15 in 1959. The present total of 14 reflects, as always, a set of strategic and personal judgments by the Chairman balanced against the limitations placed on him by Committee tradition and member wishes. The Chairman also determines subcommittee jurisdiction, appoints subcommittee chairmen and selects the majority party members of each group. The ranking minority member of the Committee exercises similar control over subcommittee assignments on his side of the aisle.

Each subcommittee holds hearings on the budget estimates of the agencies assigned to it, meets in executive session to decide what figures and what language to recommend to the full Committee (to "mark up" the bill), defends its recommendations before the full Committee, writes the Committee's report to the House, dominates the debate on the floor, and bargains for the House in conference committee. Within its jurisdiction, each subcommittee functions independently of the others and guards its autonomy jealously. The Chairman and ranking minority member of the full Committee have, as we shall see, certain opportunities to oversee and dip into the operations of all subcommittees. But their intervention is expected to be minimal. Moreover, they themselves operate importantly within the subcommittee framework by sitting as chairman or ranking minority member of the subcommittee in which they are most inter-

<sup>13</sup> This figure is 9 per cent greater than the next most stable House Committee during this particular period. The top four, in order, were Appropriations (35.7%), Agriculture (26.7%), Armed Services (25%), Foreign Affairs (20.8%).

<sup>14</sup> The Committee's permanent and well integrated professional staff (as distinguished from its temporary investigating staff) might be considered as part of the subsystem though it will not be treated in this paper.

<sup>15</sup> "Newcomers" are defined as men who have served no more than two terms on the Committee. "Men of moderate experience" are those with 3-5 terms of service. "Veterans" are those who have 6 or more terms of Committee service.



ested. Each subcommittee, under the guidance of its chairman, transacts its business in considerable isolation from every other one. One subcommittee chairman exclaimed,

Why, you'd be branded an impostor if you went into one of those other sub-committee meetings. The only time I go is by appointment, by arrangement with the chairman at a special time. I'm as much a stranger in another subcommittee as I would be in the legislative Committee on Post Office and Civil Service. Each one does its work apart from all others.

All members of all subcommittees are expected to behave in similar fashion in the role of subcommittee member. Three main norms define this role; to the extent that they are observed, they promote harmony and reduce conflict among subcommittees.<sup>16</sup> Subcommittee autonomy gives to the House norm of *specialization* an intensified application on the Appropriations Committee. Each member is expected to play the role of specialist in the activities of one subcommittee. He will sit on from one to four subcommittees, but normally will specialize in the work, or a portion of the work, of only one. Except for the Chairman, ranking minority member and their confidants, a Committee member's time, energy, contacts and experience are devoted to his subcommittees. Specialization is, therefore, among the earliest and most compelling of the Committee norms to which a newcomer is exposed. Within the Committee, respect, deference and power are earned through subcommittee activity and, hence to a degree, through specialization. Specialization is valued further because it is well suited to the task of guarding the Treasury. Only by specializing, Committee members believe, can they unearth the volume of factual information necessary for the intelligent screening of budget requests. Since "the facts" are acquired only through industry an effective specialist will, perforce, adopt and promote the Committee's style of hard work.

Committee-wide acceptance of specialization is an integrative force in decision-making because it helps support a second norm—*reciprocity*. The stage at which a subcommittee makes

its recommendations is a potential point of internal friction. Conflict among subcommittees (or between one subcommittee and the rest of the Committee) is minimized by the deference traditionally accorded to the recommendation of the subcommittee which has specialized in the area, has worked hard, and has "the facts." "It's a matter of 'You respect my work and I'll respect yours.'" "It's frowned upon if you offer an amendment in the full Committee if you aren't on the subcommittee. It's considered presumptuous to pose as an expert if you aren't on the subcommittee." Though records of full Committee decisions are not available, members agree that subcommittee recommendations are "very rarely changed," "almost always approved," "changed one time in fifty," "very seldom changed," etc.

No subcommittee is likely to keep the deference of the full Committee for long unless its recommendations have widespread support among its own members. To this end, a third norm—*subcommittee unity*—is expected to be observed by subcommittee members. Unity means a willingness to support (or not to oppose) the recommendations of one's own subcommittee. Reciprocity and unity are closely dependent upon one another. Reciprocity is difficult to maintain when subcommittees themselves are badly divided; and unity has little appeal unless reciprocity will subsequently be observed. The norm of reciprocity functions to minimize inter-subcommittee conflict. The norm of unity functions to minimize intra-subcommittee conflict. Both are deemed essential to subcommittee influence.

One payoff for the original selection of "responsible legislators" is their special willingness to compromise in pursuit of subcommittee unity. The impulse to this end is registered most strongly at the time when the subcommittee meets in executive session to mark up the bill. Two ranking minority members explained this aspect of markup procedure in their subcommittees:

If there's agreement, we go right along. If there's a lot of controversy we put the item aside and go on. Then, after a day or two, we may have a list of ten controversial items. We give and take and pound them down till we get agreement.

We have a unanimous agreement on everything. If a fellow enters an objection and we can't talk him out of it—and sometimes we can get him to go along—that's it. We put it in there.

Once the bargain is struck, the subcommittee is expected to "stick together."

It is, of course, easier to achieve unity among

<sup>16</sup> A statement of expected behavior was taken to be a Committee norm when it was expressed by a substantial number of respondents (a dozen or so) who represented both parties, and varying degrees of experience. In nearly every case, moreover, no refutation of them was encountered, and ample confirmation of their existence can be found in the public record. Their articulation came most frequently from the veterans of the group.



the five, seven, or nine members of a subcommittee than among the fifty members of the full Committee. But members are expected wherever possible to observe the norm of unity in the full Committee as well. That is, they should not only defer to the recommendations of the subcommittee involved, but they should support (or not oppose) that recommendation when it reaches the floor in the form of a Committee decision. On the floor, Committee members believe, their power and prestige depend largely on the degree to which the norms of reciprocity and unity continue to be observed. Members warn each other that if they go to the floor in disarray they will be "rolled," "jumped," or "run over" by the membership. It is a cardinal maxim among Committee members that "You can't turn an appropriations bill loose on the floor." Two senior subcommittee chairmen explain,

We iron out our differences in Committee. We argue it out and usually have a meeting of the minds, a composite view of the Committee. . . . If we went on the floor in wide disagreement, they would say, 'If you can't agree after listening to the testimony and discussing it, how can we understand it? We'll just vote on the basis of who we like the best.'

I tell them (the full Committee) we should have a united front. If there are any objections or changes, we ought to hear it now, and not wash our dirty linen out on the floor. If we don't have a bill that we can all agree on and support, we ought not to report it out. To do that is like throwing a piece of meat to a bunch of hungry animals.

One of the most functional Committee practices supporting the norm of unity is the tradition against minority reports in the subcommittee and in the full Committee. It is symptomatic of Committee integration that custom should proscribe the use of the most formal and irrevocable symbol of congressional committee disunity—the minority report. A few have been written—but only 9 out of a possible 141 during the 11 years, 1947–1957. That is to say, 95 per cent of all original appropriations bills in this period were reported out without dissent. The technique of "reserving" is the Committee member's equivalent for the registering of dissent. In subcommittee or Committee, when a member reserves, he goes on record informally by informing his colleagues that he reserves the right to disagree on a specified item later on in the proceedings. He may seek a change or support a change in that particular item in full Committee or on the floor. But he does not publicize his dissent. The subcommittee or the

full Committee can then make an unopposed recommendation. The individual retains some freedom of maneuver without firm commitment. Often a member reserves on an appropriations item but takes no further action. A member explained how the procedure operates in subcommittee,

If there's something I feel too strongly about, and just can't go along, I'll say, 'Mr. Chairman, we can have a unanimous report, but I reserve the right to bring this up in full Committee. I feel duty bound to make a play for it and see if I can't sell it to the other members.' But if I don't say anything, or don't reserve this right, and then I bring it up in full Committee, they'll say, 'Who are you trying to embarrass? You're a member of the team, aren't you? That's not the way to get along.'

Disagreement cannot, of course, be eliminated from the Committee. But the Committee has accepted a method for ventilating it which produces a minimum of internal disruption. And members believe that the greater their internal unity, the greater the likelihood that their recommendations will pass the House.

The degree to which the role of the subcommittee member can be so played and subcommittee conflict thereby minimized depends upon the minimization of conflict between the majority and minority party subgroups. Nothing would be more disruptive to the Committee's work than bitter and extended partisan controversy. It is, therefore, important to Appropriations Committee integration that a fourth norm—*minimal partisanship*—should be observed by members of both party contingents. Nearly every respondent emphasized, with approval, that "very little" or "not much" partisanship prevailed on the Committee. One subcommittee chairman stated flatly, "My job is to keep down partisanship." A ranking minority member said, "You might think that we Republicans would defend the Administration and the budget, but we don't." Majority and minority party ratios are constant and do not change (*i.e.*, in 1958) to reflect changes in the strength of the controlling party. The Committee operates with a completely non-partisan professional staff, which does not change in tune with shifts in party control. Requests for studies by the Committee's investigating staff must be made by the Chairman and ranking minority member of the full Committee and by the Chairman and ranking minority member of the subcommittee involved. Subcommittees can produce recommendations without dissent and the full Committee can adopt reports without dissent pre-

cisely because party conflict is (during the period 1947–1961) the exception rather than the rule.

The Committee is in no sense immune from the temperature of party conflict, but it does have a relatively high specific heat. Intense party strife or a strongly taken presidential position will get reflected in subcommittee and in Committee recommendations. Sharp divisions in party policy were carried, with disruptive impact, into some areas of Committee activity during the 80th Congress and subsequently, by way of reaction, into the 81st Congress.<sup>17</sup> During the Eisenhower years, extraordinary presidential pleas, especially concerning foreign aid, were given special heed by the Republican members of the Committee.<sup>18</sup> Partisanship is normally generated from the environment and not from within the Committee's party groups. Partisanship is, therefore, likely to be least evident in subcommittee activity, stronger in the full Committee, and most potent at the floor stage. Studies which have focussed on roll-call analysis have stressed the influence of party in legislative decision-making.<sup>19</sup> In the appropriations process, at any rate, the floor stage probably represents party influence at its maximum. Our examination, by interview, of decision-making at the subcommittee and full Committee level would stress the influence of Committee-oriented norms—the strength of which tends to vary inversely with that of party bonds. In the secrecy and intimacy of the subcommittee and full Committee hearing rooms, the member finds it easy to compromise on questions of more or less, to take money from one program and give it to another and, in general, to avoid yes-or-no type party stands. These decisions, taken in response to the integrative norms of the Committee are the most important ones in the entire appropriations process.

<sup>17</sup> See, for example, the internal conflict on the subcommittee dealing with the Labor Department. 93 *Cong. Record*, pp. 2465–2562 passim; 94 *Cong. Record*, pp. 7605–7607.

<sup>18</sup> See, for example, the unusual minority report of Committee Republicans on the foreign aid appropriations bill in 1960. Their protest against Committee cuts in the budget estimates was the result of strenuous urging by the Eisenhower Administration. House Report No. 1798, *Mutual Security and Related Agency Appropriation Bill*, 1961, 86 Cong. 2d sess. 1960.

<sup>19</sup> David Truman, *The Congressional Party* (New York, 1959); Julius Turner, *Party and Constituency: Pressures on Congress* (Baltimore, 1951).

*Role Integration.* The roles of subcommittee member and party member are common to all.

Other more specific decision-making positions are allocated among the members. Different positions produce different roles, and in an integrated system, these too must fit together. Integration, in other words, must be achieved through the complementarity or reciprocity of roles as well as through a similarity of roles. This may mean a pattern in which expectations are so different that there is very little contact between individuals; or it may mean a pattern in which contacts require the working out of an involved system of exchange of obligations and rewards.<sup>20</sup> In either case, the desired result is the minimization of conflict among prominent Committee roles. Two crucial instances of role reciprocity on the Committee involve the seniority positions of old-timer and newcomer and the leadership positions of Chairman and ranking minority member, on both the full Committee and on each subcommittee.

The differentiation between senior and junior members is the broadest definition of who shall and who shall not actively participate in Committee decisions. Of a junior member, it will be said, "Oh, he doesn't count—what I mean is, he hasn't been on the Committee long enough." He is not expected to and ordinarily does not have much influence. His role is that of apprentice. He is expected to learn the business and the norms of the Committee by applying himself to its work. He is expected to acquiesce in an arrangement which gives most influence (except in affairs involving him locally) to the veterans of the group. Newcomers will be advised to "follow the chairman until you get your bearings. For the first two years, follow the chairman. He knows." "Work hard, keep quiet and attend the Committee sessions. We don't want to listen to some new person coming in here." And newcomers perceive their role in identical terms: "You have to sit in the back seat and edge up little by little." "You just go to subcommittee meetings and assimilate the routine. The new members are made to feel welcome, but you have a lot of rope-learning to do before you carry much weight."

At every stage of Committee work, this

<sup>20</sup> The ideas of "reciprocity" and "complementarity," which are used interchangeably here, are discussed in Alvin Gouldner, "The Norm of Reciprocity," *American Sociological Review* (April, 1960). Most helpful in explaining the idea of a role system has been the work of J. Wahlke, H. Eulau, W. Buchanan, L. Ferguson. See their study, *The Legislative System* (New York, 1962), esp. Intro.

differentiation prevails. There is remarkable agreement on the radically different sets of expectations involved. During the hearings, the view of the elders is that, "Newcomers . . . don't know what the score is and they don't have enough information to ask intelligent questions." A newcomer described his behavior in typically similar terms: "I attended all the hearings and studied and collected information that I can use next year. I'm just marking time now." During the crucial subcommittee markup, the newcomer will have little opportunity to speak—save in locally important matters. A subcommittee chairman stated the norm from his viewpoint this way: "When we get a compromise, nobody's going to break that up. If someone tries, we sit on him fast. We don't want young people who throw bricks or slow things down." And a newcomer reciprocated, describing his markup conduct: "I'm not provocative. I'm in there for information. They're the experts in the field. I go along." In full Committee, on the floor, and in conference committee, the Committee's senior members take the lead and the junior members are expected to follow. The apprentice role is common to all new members of the House. But it is wrong to assume that each Committee will give it the same emphasis. Some pay it scant heed.<sup>21</sup> The Appropriations Committee makes it a cornerstone of its internal structure.

Among the Committee's veterans, the key roles are those of Committee Chairman and ranking minority member, and their counterparts in every subcommittee. It is a measure of Committee integration and the low degree of partisanship that considerable reciprocity obtains between these roles. Their partisan status nevertheless sets limits to the degree of possible integration. The Chairman is given certain authority which he and only he can exercise. But save in times of extreme party controversy, the expectation is that consultation and cooperation between the chairman-ranking minority member shall lubricate the Committee's entire work. For example, by Committee tradition, its Chairman and ranking minority member are both *ex officio* voting members of each subcommittee and of every conference committee. The two of them thus have joint access at every stage of the internal process. A subcommittee chairman, too, is expected to discuss matters of scheduling and agenda with his opposite minority number. He is expected to work with him during the markup session and to give him (and, normally, only him) an oppor-

tunity to read and comment on the subcommittee report.<sup>22</sup> A ranking minority member described his subcommittee markup procedure approvingly:

Frequently the chairman has a figure which he states. Sometimes he will have no figure, and he'll turn to me and say, "—, what do you think?" Maybe I'll have a figure. It's very flexible. Everyone has a chance to say what he thinks, and we'll move it around. Sometimes it takes a long time. . . . He's a rapid partisan on the floor, but he is a very fair man in the subcommittee.

Where influence is shared, an important exchange of rewards occurs. The chairman gains support for his leadership and the ranking minority member gains intra-Committee power. The Committee as a whole insures against the possibility of drastic change in its internal structure by giving to its key minority members a stake in its operation. Chairmen and ranking minority members will, in the course of time, exchange positions; and it is expected that such a switch will produce no form of retribution nor any drastic change in the functioning of the Committee. Reciprocity of roles, in this case, promotes continued integration. A ranking minority member testified to one successful arrangement when he took the floor in the 83d Congress to say:

The gentleman and I have been see sawing back and forth on this committee for some time. He was chairman in the 80th Congress. I had the privilege of serving as chairman in the 81st and 82nd Congresses. Now he is back in the saddle. I can say that he has never failed to give me his utmost cooperation, and I have tried to give him the same cooperation during his service as chairman of this Committee. We seldom disagree, but we have found out that we can disagree without being disagreeable. Consequently, we have unusual harmony on this committee.<sup>23</sup>

Reciprocity between chairmen and ranking minority members on the Appropriations Committee is to some incalculable degree a function of the stability of membership which allows a pair of particular individuals to work out the kind of personal accommodation described above. The close working relationship of Clarence Cannon and John Taber, whose service on the Committee totals 68 years and who have been changing places as Chairman and ranking minority member for 19 years, highlights and sustains a pattern of majority-

<sup>21</sup> For example, the Committee on Education and Labor, see footnote 26.

<sup>22</sup> See the exchange in 101 *Cong. Rec.* pp. 3832, 3844, 3874.

<sup>23</sup> 99 *Cong. Rec.*, p. 4933.

minority reciprocity throughout the group.

*Internal Control Mechanisms.* The expectations which apply to subcommittee, to party, to veterans and to newcomers, to chairmen and to ranking minority members prescribe highly integrative behaviors. We have concentrated on these expectations, and have both illustrated and assumed the close correlation between expected and actual behavior. This does not mean that all the norms of the Committee have been canvassed. Nor does it mean that deviation from the integrative norms does not occur. It does. From what can be gathered, however, from piecing together a study of the public record on appropriations from 1947 to 1961 with interview materials, the Committee has been markedly successful in maintaining a stable internal structure over time. As might be expected, therefore, changes and threats of change have been generated more from the environment—when outsiders consider the Committee as unresponsive—than from inside the subsystem itself. One source of internal stability, and an added reason for assuming a correlation between expected and actual behavior, is the existence of what appear to be reasonably effective internal control mechanisms. Two of these are the socialization processes applied to newcomers and the sanctioning mechanisms applicable to all Committee members.

Socialization is in part a training in perception. Before members of a group can be expected to behave in accordance with its norms, they must learn to see and interpret the world around them with reasonable similarity. The socialization of the Committee newcomer during his term or two of apprenticeship serves to bring his perceptions and his attitudes sufficiently into line with those of the other members to serve as a basis for Committee integration. The Committee, as we have seen, is chosen from Congressmen whose political flexibility connotes an aptitude for learning new lessons of power. Furthermore, the high degree of satisfaction of its members with the group increases their susceptibility to its processes of learning and training.

For example, one half of the Committee's Democrats are Northerners and Westerners from urban constituencies, whose voting records are just as "liberal" on behalf of domestic social welfare programs as non-Committee Democrats from like constituencies. They come to the Committee favorably disposed toward the high level of federal spending necessary to support such programs, and with no sense of urgency about the Committee's tasks of guarding the Treasury or reducing budget estimates. Given the criteria governing their selection,

however, they come without rigid preconceptions and with a built-in responsiveness to the socialization processes of any legislative group of which they are members. It is crucial to Committee integration that they learn to temper their potentially disruptive welfare-state ideology with a conservative's concern for saving money. They must change their perceptions and attitudes sufficiently to view the Committee's tasks in nearly the same terms as their more conservative Southern Democratic and Republican colleagues. What their elders perceive as reality (*i.e.*, the disposition of executives to ask for more money than is necessary) they, too, must see as reality. A subcommittee chairman explained:

When you have sat on the Committee, you see that these bureaus are always asking for more money—always up, never down. They want to build up their organization. You reach the point—I have—where it sickens you, where you rebel against it. Year after year, they want more money. They say, 'Only \$50,000 this year'; but you know the pattern. Next year they'll be back for \$100,000, then \$200,000. The younger members haven't been on the Committee long enough, haven't had the experience to know this.

The younger men, in this case the younger liberals, do learn from their Committee experience. Within one or two terms, they are differentiating between themselves and the "wild-eyed spenders" or the "free spenders" in the House. "Some of these guys would spend you through the roof," exclaimed one liberal of moderate seniority. Repeated exposure to Committee work and to fellow members has altered their perceptions and their attitudes in money matters. Half a dozen Northern Democrats of low or moderate seniority agreed with one of their number who said: "Yes, it's true. I can see it myself. I suppose I came here a flaming liberal; but as the years go by I get more conservative. You just hate like hell to spend all this money. . . . You come to the point where you say, 'By God, this is enough jobs.' " These men will remain more inclined toward spending than their Committee colleagues, but their perceptions and hence their attitudes have been brought close enough to the others to support a consensus on tasks. They are responsive to appeals on budget-cutting grounds that would not have registered earlier and which remain meaningless to liberals outside the Committee. In cases, therefore, where Committee selection does not and cannot initially produce individuals with a predisposition toward protecting the Treasury, the same result is achieved by socialization.



Socialization is a training in behavior as well as in perception. For the newcomer, conformity to norms in specific situations is insured through the appropriate application, by the Committee veterans, of rewards and punishments. For the Committee member who serves his apprenticeship creditably, the passage of time holds the promise that he will inherit a position of influence. He may, as an incentive, be given some small reward early in his Committee career. One man, in his second year, had been assigned the task of specializing in one particular program. However narrow the scope of his specialization, it had placed him on the road to influence within the Committee. He explained with evident pleasure:

The first year, you let things go by. You can't participate. But you learn by watching the others operate. The next year, you know what you're interested in and when to step in. . . . For instance, I've become an expert on the — program. The chairman said to me, 'This is something you ought to get interested in.' I did; and now I'm the expert on the Committee. Whatever I say on that, the other members listen to me and do what I want.

At some later date, provided he continues to observe Committee norms, he will be granted additional influence, perhaps through a prominent floor role. A model Committee man of moderate seniority who had just attained to this stage of accomplishment, and who had suffered through several political campaigns back home fending off charges that he was a do-nothing Congressman, spoke about the rewards he was beginning to reap.

When you perform well on the floor when you bring out a bill, and Members know that you know the bill, you develop prestige with other Members of Congress. They come over and ask you what you think, because they know you've studied it. You begin to get a reputation beyond your subcommittee. And you get inner satisfaction, too. You don't feel that you're down here doing nothing.

The first taste of influence which comes to men on this Committee is compensation for the frustrations of apprenticeship. Committee integration in general, and the meshing of roles between elders and newcomers in particular, rests on the fact that conformity to role expectations over time does guarantee to the young positive rewards—the very kind of rewards of power, prestige, and personal satisfaction which led most of them to seek Committee membership in the first place.

The important function of apprenticeship

is that it provides the necessary time during which socialization can go forward. And teaching proceeds with the aid of punishments as well as rewards. Should a new member inadvertently or deliberately run afoul of Committee norms during his apprenticeship, he will find himself confronted with negative sanctions ranging in subtlety from "jaundiced eyes" to a changed subcommittee assignment. Several members, for example, recalled their earliest encounter with the norm of unity and the tradition against minority reports. One remembered his attempt to file a minority report. "The Chairman was pretty upset about it. It's just a tradition, I guess, not to have minority reports. I didn't know it was a tradition. When I said I was going to write a minority report, some eyebrows were raised. The Chairman said it just wasn't the thing to do. Nothing more was said about it. But it wasn't a very popular thing to do, I guess." He added that he had not filed one since.

Some younger members have congenital difficulty in observing the norms of the apprentice's role. In the 86th Congress, these types tended to come from the Republican minority. The minority newcomers (described by one of the men who selected them as "eight young, energetic, fighting conservatives") were a group of economy-minded individuals some of whom chafed against any barrier which kept them from immediate influence on Committee policy. Their reaction was quite different from that of the young Democrats, whose difficulty was in learning to become economy-minded, but who did not actively resent their lack of influence. One freshman, who felt that "The appropriations system is lousy, inadequate and old fashioned," recalled that he had spoken out in full Committee against the recommendations of a subcommittee of which he was not a member. Having failed, he continued to oppose the recommendation during floor debate. By speaking up, speaking in relation to the work of another subcommittee and by opposing a Committee recommendation, he had violated the particular norms of his apprentice role as well of the generally applicable norms of reciprocity and unity. He explained what he had learned, but remained only partially socialized:

They want to wash their dirty linen in the Committee and they want no opposition afterward. They let me say my piece in Committee. . . . But I just couldn't keep quiet. I said some things on the floor, and I found out that's about all they would take. . . . If you don't get along with your Committee and have their support, you don't get anything accomplished around here. . . . I'm

trying to be a loyal, cooperative member of the Committee. You hate to be a stinker; but I'm still picking at the little things because I can't work on the big things. There's nothing for the new men to do, so they have to find places to needle in order to take some part in it.

Another freshman, who had deliberately violated apprenticeship norms by trying to ask "as many questions as the chairman" during subcommittee hearings, reported a story of unremitting counteraction against his deviation:

In the hearings, I have to wait sometimes nine or ten hours for a chance; and he hopes I'll get tired and stay home. I've had to wait till some pretty unreasonable hours. Once I've gotten the floor, though, I've been able to make a good case. Sometimes I've been the only person there. . . . He's all powerful. He's got all the power. He wouldn't think of taking me on a trip with him when he goes to hold hearings. Last year, he went to——. He wouldn't give me a nudge there. And in the hearings, when I'm questioning a witness, he'll keep butting in so that my case won't appear to be too rosy.

Carried on over a period of two years, this behavior resulted in considerable personal friction between a Committee elder and the newcomer. Other members of his subcommittee pointedly gave him a great lack of support for his non-conformity. "They tried to slow him down and tone him down a little," not because he and his subcommittee chairman disagreed, but on the grounds that the Committee has developed accepted ways of disagreeing which minimize, rather than exacerbate, interpersonal friction.

One internal threat to Committee integration comes from new members who from untutored perceptions, from ignorance of norms, or from dissatisfaction with the apprentice role may not act in accordance with Committee expectations. The seriousness of this threat is minimized, however, by the fact that the deviant newcomer does not possess sufficient resources to affect adversely the operation of the system. Even if he does not respond immediately to the application of sanctions, he can be held in check and subjected to an extended and (given the frequency of interaction among members) intensive period of socialization. The success of Committee socialization is indicated by the fact that whereas wholesale criticism of Committee operations was frequently voiced among junior members, it had disappeared among the men of moderate experience. And what these middle seniority members now accept as the facts of Committee

life, the veterans vigorously assert and defend as the essentials of a smoothly functioning system. Satisfaction with the Committee's internal structure increases with length of Committee service.

An important reason for changing member attitudes is that those who have attained leadership positions have learned, as newcomers characteristically have not, that their conformity to Committee norms is the ultimate source of their influence inside the group. Freshman members do not as readily perceive the degree to which interpersonal influence is rooted in obedience to group norms. They seem to convert their own sense of powerlessness into the view that the Committee's leaders possess, by virtue of their positions, arbitrary, absolute, and awesome power. Typically, they say: "If you're a subcommittee chairman, it's your Committee." "The Chairman runs the show. He gets what he wants. He decides what he wants and gets it through." Older members of the Committee, however, view the power of the leaders as a highly contingent and revocable grant, tendered by the Committee for so long and only so long as their leaders abide by Committee expectations. In commenting on internal influence, their typical reaction is: "Of course, the Committee wouldn't follow him if it didn't want to. He has a great deal of respect. He's an able man, a hard-working man." "He knows the bill backwards and forwards. He works hard, awfully hard and the members know it." Committee leaders have an imposing set of formal prerogatives. But they can capitalize on them only if they command the respect, confidence and deference of their colleagues.

It is basic to Committee integration that members who have the greatest power to change the system evidence the least disposition to do so. Despite their institutional conservatism, however, Committee elders do occasionally violate the norms applicable to them and hence represent a potential threat to successful integration. Excessive deviation from Committee expectations by some leaders will bring counter-measures by other leaders. Thus, for example, the Chairman and his subcommittee chairmen exercise reciprocal controls over one another's behavior. The Chairman has the authority to appoint the chairman and members of each subcommittee and fix its jurisdiction. "He runs the Committee. He has a lot of power," agrees one subcommittee chairman. "But it's all done on the basis of personal friendship. If he tries to get too big, the members can whack him down by majority vote."

In the 84th Congress, Chairman Cannon attempted an unusually broad reorganization of subcommittee jurisdictions. The subcommittee chairman most adversely affected rallied his senior colleagues against the Chairman's action—on the ground that it was an excessive violation of role expectations and threatening to subcommittee autonomy. Faced with the prospect of a negative Committee vote, the Chairman was forced to act in closer conformity to the expectations of the other leaders. As one participant described the episode,

Mr. Cannon, for reasons of his own, tried to bust up one of the subcommittees. We didn't like that. . . . He was breaking up the whole Committee. A couple of weeks later, a few of the senior members got together and worked out a compromise. By that time, he had seen a few things, so we went to him and talked to him and worked it out."

On the subcommittees, too, it is the veterans of both parties who will levy sanctions against an offending chairman. It is they who speak of "cutting down to size" and "trimming the whiskers" of leaders who become "too cocky," "too stubborn" or who "do things wrong too often." Committee integration is underwritten by the fact that no member high or low is permanently immune from the operation of its sanctioning mechanisms.

### III

Data concerning internal committee activity can be organized and presented in various ways. One way is to use key functional problems like integration as the focal points for descriptive analysis. On the basis of our analysis (and without, for the time being, having devised any precise measure of integration), we are led to the summary observation that the House Appropriations Committee appears to be a well integrated, if not an extremely well integrated, committee. The question arises as to whether anything can be gained from this study other than a description of one property of one political subsystem. If it is reasonable to assume that the internal life of a congressional committee affects all legislative activity involving that committee, and if it is reasonable to assume that the analysis of a committee's internal relationships will produce useful knowledge about legislative behavior, some broader implications for this study are indicated.

In the first place, the success of the House Appropriations Committee in solving the problem of integration probably does have important consequences for the appropriations process. Some of the possible relationships can be stated as hypotheses and tested; others can

be suggested as possible guides to understanding. All of them require further research. Of primary interest is the relationship between integration and the power of the Committee. There is little doubt about the fact of Committee power. Of the 443 separate case histories of bureau appropriations examined, the House accepted Committee recommendations in 387, or 87.4 per cent of them; and in 159, or 33.6 per cent of the cases, the House Committee's original recommendations on money amounts were the exact ones enacted into law. The hypothesis that the greater the degree of Committee unity the greater the probability that its recommendations will be accepted is being tested as part of a larger study.<sup>24</sup> House Committee integration may be a key factor in producing House victories in conference committee. This relationship, too, might be tested. Integration appears to help provide the House conferees with a feeling of confidence and superiority which is one of their important advantages in the mix of psychological factors affecting conference deliberations.

Another suggested consequence of high integration is that party groups have a relatively small influence upon appropriations decisions. It suggests, too, that Committee-oriented behavior should be duly emphasized in any analysis of Congressional oversight of administrative activity by this Committee. Successful integration promotes the achievement of the Committee's goals, and doubtless helps account for the fairly consistent production of budget-cutting decisions. Another consequence will be found in the strategies adopted by people seeking favorable Committee decisions. For example, the characteristic lines of contact from executive officials to the Committee will run to the chairman and the ranking minority member (and to the professional staff man) of the single subcommittee handling their agency's appropriations. The ways in which the Committee achieves integration may even affect the success or failure of a bureau in getting its appropriations. Committee members, for instance, will react more favorably toward an administrator who conforms to their self-image of the hard-working master-of-detail than to one who does not—and Committee response to individual administrators bulks large in their determinations.

Finally, the internal integration of this Committee helps to explain the extraordinary stability, since 1920, of appropriations pro-

<sup>24</sup> Cf. Dwaine Marvick, "Congressional Appropriations Politics," unpublished manuscript (Columbia, 1952).

cedures—in the face of repeated proposals to change them through omnibus appropriations, legislative budgets, new budgetary forms, item veto, Treasury borrowing, etc. Integration is a stabilizing force, and the stability of the House Appropriations Committee has been a force for stabilization throughout the entire process. It was, for example, the disagreement between Cannon and Taber which led to the indecisiveness reflected in the short-lived experiment with a single appropriations bill.<sup>25</sup> One need only examine the conditions most likely to decrease Committee integration to ascertain some of the critical factors for producing changes in the appropriations process. A description of integration is also an excellent base-line from which to analyze changes in internal structure.

All of these are speculative propositions which call for further research. But they suggest, as a second implication, that committee integration does have important consequences for legislative activity and, hence, that it is a key variable in the study of legislative politics. It would seem, therefore, to be a fruitful focal point for the study of other congressional committees.<sup>26</sup> Comparative committee analysis

could usefully be devoted to (1) the factors which tend to increase or decrease integration; (2) the degree to which integration is achieved; and (3) the consequences of varying degrees of integration for committee behavior and influence. If analyses of committee integration are of any value, they should encourage the analysis and the classification of congressional committees along functional lines. And they should lead to the discussion of interrelated problems of committee survival. Functional classifications of committees (*i.e.*, well or poorly integrated) derived from a large number of descriptive analyses of several functional problems, may prove helpful in constructing more general propositions about the legislative process.

parative success in meeting the problem of integration. The House Committee on Education and Labor appears to be a poorly integrated committee. Its internal structure is characterized by a great deal of subgroup conflict, relatively little role reciprocity, and minimally effective internal control mechanisms. External concerns, like those of party, constituency and clientele groups, are probably more effective in determining its decisions than is likely to be the case in a well-integrated committee. An analysis of the internal life of the Committee on Education and Labor, drawn partly from interviews with 19 members of that group, will appear in a forthcoming study, *Federal Aid to Education and National Politics*, by Professor Frank Munger and the author, to be published by Syracuse University Press. See also Nicholas R. Masters, *op. cit.*, note 7 above, pp. 354–555, and Seymour Scher, "Congressional Committee Members as Independent Agency Overseers: A Case Study," this REVIEW, Vol. 54 (December 1960), pp. 911–920.

<sup>25</sup> See Dalmas Nelson, "The Omnibus Appropriations Act of 1950," *Journal of Politics* (May, 1953).

<sup>26</sup> This view has been confirmed by the results of interviews conducted by the author with members of the House Committee on Education and Labor, together with an examination of that Committee's activity in one policy area. They indicate very significant contrasts between the internal structure of that Committee and the Appropriations Committee—contrasts which center around their com-