



## The Federal Bureaucracy: Examining the Fourth Branch

**Purpose:** On a day-to-day basis, the federal bureaucracy carries out much of the work of the U.S. government. Yet the bureaucracy, sometimes known as “the fourth branch,” is perhaps the least known and understood part of the federal government. In this lesson, students will investigate which departments and agencies make up the federal bureaucracy, and how they function. In a simulation role play, students will then create their own bureaucracy within the classroom.

### Objectives:

1. Students will define the concept of **bureaucracy** and describe its characteristics.
2. Students will identify and describe the structure and function of the **federal bureaucracy**.
3. Students will investigate the role and mission of several federal departments and agencies.
4. Students will apply their knowledge of the federal bureaucracy in the regulation of a particular product.
5. Students will interpret and analyze political cartoons.
6. Students will create an actual bureaucracy in a classroom simulation.

### Key Words:

<i>bureaucracy</i>	<i>federal bureaucracy</i>	<i>bureaucrat</i>
<i>implementation</i>	<i>administration</i>	<i>regulation</i>
<i>hierarchy</i>	<i>red tape</i>	<i>fourth branch</i>
<i>civil servant</i>	<i>patronage</i>	<i>independent regulatory commissions</i>
<i>merit system</i>	<i>cabinet departments</i>	<i>independent executive agencies</i>
<i>government corporations</i>	<i>spoils system</i>	<i>revolving door</i>

### Materials:

1. Overhead: *Rule by Desks*
2. Overhead: *Bureaucracy Defined*
3. Overhead: *Bureaucracy Characteristics*
4. Student handout: *The Federal Bureaucracy Student Organizer*
5. Overhead: *The Federal Bureaucracy Is...*
6. Overhead: *Functions of the Federal Bureaucracy*
7. Overhead/Student handout: *Structure of the Federal Bureaucracy*
8. Overhead/Student handout: *Organizational Chart of the Federal Bureaucracy*
9. Overhead: *Who are the “Bureaucrats?”*
10. Overhead: *Demographics of Federal Employees*
11. Overhead/Student handout: *Oversight of the Federal Bureaucracy*
12. Student handout: *Cabinet Departments*
13. Teacher Key: *Key Government Agencies & Corporations*
14. Student handout: *Federal Agencies Scavenger Hunt*
15. Overhead: *The Fourth Branch*



16. Student handout/Teacher key: *Making Connections: The Bureaucracy of Pizza*
17. Student handout: *The Bureaucracy of Pizza: Internet Resources*
18. Overhead: *Political Cartoons on Bureaucracy*
19. Student handout/Teacher key: *Creating a Bureaucracy to Study Bureaucracy, Options A & B*
20. Student handout: *Creating a Bureaucracy to Study Bureaucracy: Student Notes*
21. Teacher resource: *Carousel Diagram & Rotation Rules*
22. Teacher resource: *Bureaucracy Simulation Teacher Feedback Sheet*
23. Student handout: *Federal Employee Interview Form*

## Procedure:

1. **Warm-Up: So....what is a bureaucracy?**
  - a. Ask students to describe their experiences at a U.S. Post Office or a Division of Motor Vehicles (DMV) branch (especially if they are old enough to have a driver's license): What did the inside of the office look like? What was the job of its employees? What service did you need? What rules or procedures did you have to follow? What was positive and negative about the experience? Explain to students that the U.S. Postal Service and DMV are examples of bureaucracies.
  - b. Then project *Rule by Desks* overhead or PowerPoint slide. Ask students what they think "rule by desks" means re: an organization (ex: government by clerks).
  - c. Next project *Bureaucracy Defined* overhead/PPT slide and discuss the definition of democracy (Note: For lower level or younger students, you may need to break down some of the words or phrases in the definition like "professional corps" and "pyramid hierarchy").
  - d. Ask students to brainstorm characteristics of a bureaucracy or project *Bureaucracy Characteristics* overhead/PPT slide.
2. **What is the Federal Bureaucracy?** – For younger or lower level students, you may want to first pass out *The Federal Bureaucracy Student Organizer*. Begin with these questions: 1) How many people do you think work for the federal government? 2) What department do you think has the most federal workers? Then pass out *The Federal Bureaucracy* student notes. Via PowerPoint or overhead project *The Federal Bureaucracy is....*. Ask students the following questions:
  - With 4 million employees in 15 departments and hundreds of independent agencies, are you surprised by the size and scope of the federal bureaucracy? Why do you think it's so big?
  - If the president only appoints about 3% of the federal workforce, how much control do you think he has over the bureaucracy?
  - Why do you think the Department of Defense is the biggest federal department?
3. **What does the Federal Bureaucracy do?** – This activity introduces students to the basic function and structure of the federal bureaucracy.
  - a. Project the slide/overhead *Functions of the Federal Bureaucracy*. After discussing the concepts of implementation, administration and regulation, ask students to brainstorm additional examples for each.
  - b. Project the *Structure of the Federal Bureaucracy* slide or overhead and discuss the four organizational components of the federal bureaucracy.
  - c. *Think-Pair-Share* - Pass out the *Organizational Chart of the Federal Bureaucracy* student handout. Ask students to work with a partner, and using the organizational chart, provide 3-5 examples of cabinet departments, independent executive agencies and independent regulatory commissions. Students should provide a rationale for each choice.



- d. *Optional Activity – Agency Scavenger Hunt:* Handout the *Federal Bureaucracy Scavenger Hunt* directions. Place students into small teams, and ask them to research the basic role and function of the federal departments and agencies listed.
4. **Who Works for the Federal Government?** - Project the overheads *Who are the “Bureaucrats”* and *Demographics of Federal Employees*. Ask students to make several generalizations about the federal work force based upon the statistical information given. (Example: Majority are men, predominantly white.)
5. **Checks on the Federal Bureaucracy** - Project the overhead *Oversight of the Federal Bureaucracy* and ask students to define the term “oversight” (ex: watchful care or management; supervision). Discuss how each branch of government seeks to oversee or supervise the federal bureaucracy. Ask students to respond to these *Think Critically* questions:
  - a. Of the tools at his disposal, what is the most effective check the President has on the bureaucracy? Explain. Congress? The Judiciary?
  - b. How does the federal bureaucracy fit with our class definition of “bureaucracy?”
  - c. What generalizations can you make about the federal bureaucracy?
  - d. Project *The Fourth Branch* overhead. Where does the Federal Bureaucracy fit in this picture? Why do some political scientists consider the federal bureaucracy to be the Fourth Branch of the U.S. government? Is that accurate?
  - e. Some critics believe that the real power in the federal government lies with the federal bureaucracy. To what extent do you believe this is true?
6. **Making Connections: The Bureaucracy of Pizza** – Using pizza as a case study, students will investigate how federal agencies and departments regulate common products Americans consume.
  - a. Pass out the handout *Making Connections: The Bureaucracy of Pizza* and go over directions to the activity. Divide the class into small teams of 2-4.
  - b. If students don’t have them already, pass out the *Cabinet Departments and Key Government Agencies & Corporations* charts.
  - c. Give students a set period of time (10-20 minutes) to complete the task of identifying federal agencies that regulate pizza. You may want teams to record their information on a poster.
  - d. Have each team present their findings to the class. Bring the class back together for a culminating discussion.

Questions for Discussion

    - o What generalizations can you make about the “bureaucracy of pizza?” i.e. how involved are federal agencies and departments in the take-out pizza you eat?
    - o What are the advantages and disadvantages to consumers of pizza (like you) of federal rules and regulations? Advantages and disadvantages for pizza businesses?
    - o Based on what you learned from this activity about the bureaucracy of pizza, would you go into the pizza business? Why or why not?
7. **Wrap Up: Political Cartoons** - Project the political cartoons highlighting the concept of “bureaucracy” via overhead or PowerPoint. Ask students to interpret the cartoon:
  - a. Describe what’s going on in the political cartoon. (Who? What? When? Where?)
  - b. Identify any symbols (ex: an elephant to represent the Republican Party) portrayed in the cartoon and analyze what they represent.
  - c. What is the artist’s message in the cartoon? What do you think is its purpose?
  - d. Do you agree or disagree with the cartoonist's message? Explain your answer.



- e. What does this cartoon tell us about bureaucracy in general? The federal bureaucracy in particular?

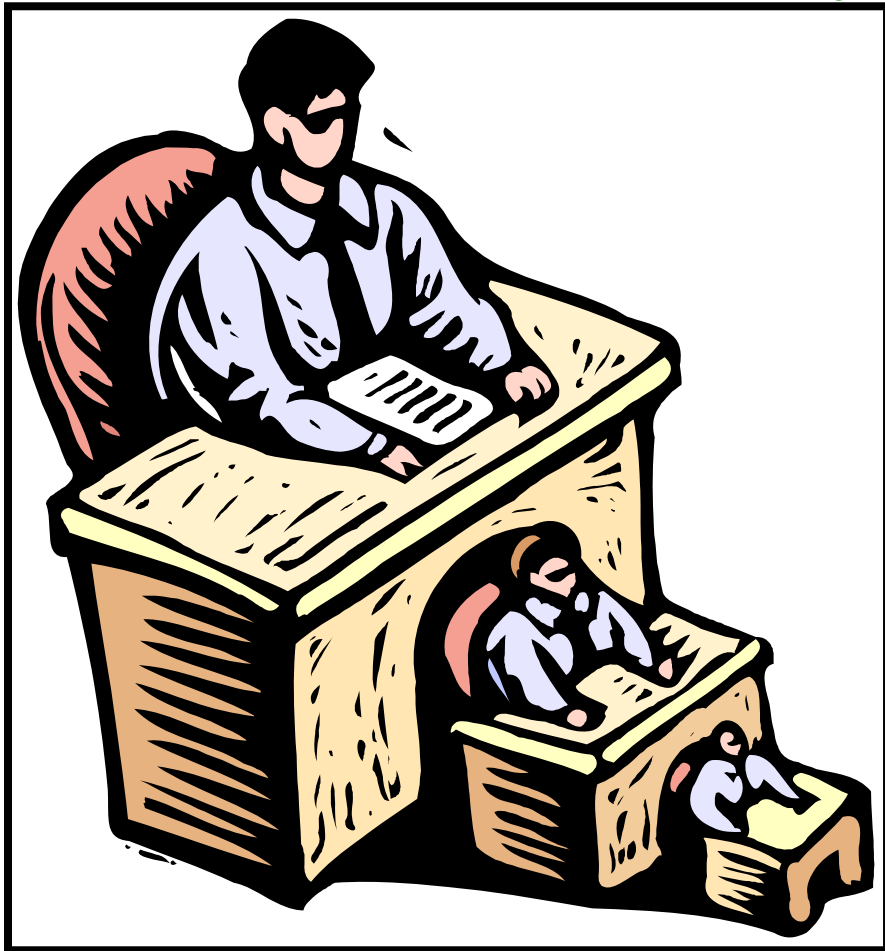
**Appendix: Bureaucracy PowerPoint** – a resource for teachers that includes many of the important content elements of the lesson.

### Extension Activities:

1. **Simulation: Creating a Bureaucracy to Study Bureaucracy** - In this simulation role-play, students will create their own bureaucracy in the classroom. Teachers will find great flexibility within this activity to meet the ability level and needs of their students. For example, Option A is more content/concept based and appropriate for more upper level or upper high school aged students; Option B is less content intensive and more experiential. In both options, the experience of playing both a bureaucrat and a customer is the most important objective.
  - a. Pass out *Creating a Bureaucracy to Study Bureaucracy* Option A or B and go over the simulation directions. Explain the four categories that each team will be graded on during the simulation as well as class competition for the Chocolate Bunny Award for Customer Satisfaction and the Bubble Gum Red Tape Award for Bureaucratic Authenticity.
  - b. Divide the class into eight teams and assign each a topic and a physical space in the room to set up their bureaucracy station.
  - c. Use the rest of the class period to allow students to research their topics, create visuals, and decorate their space.
  - d. Pass out *Creating a Bureaucracy to Study Bureaucracy* student notes (students will need four copies each). Explain to students that when they rotate to each station as a customer, they are responsible for taking notes to get the content taught at each station (Note: Encourage teams to make content handouts to give to their customers to save time and avoid confusion).
  - e. Before the simulation begins, consult the *Carousel Diagram & Rotation Rules* teacher resource, and go over the rotation procedure with students.
  - f. Run the simulation which should include two complete rotations.
  - g. After simulation is over, ask students to vote on the Chocolate Bunny and Bubble Gum Red Tape Awards (participants may NOT vote for their own teams).
  - h. To re-enforce content objectives, take a few minutes to review the content information from each topic.
  - i. Simulation Debriefing Questions:
    - o Compared to other methods of teaching (lecture, PowerPoint's, worksheets, etc.), how efficient was this activity in terms of disseminating information?
    - o How effective was the activity in terms of learning the information?
    - o Based upon your experience as both a bureaucrat and a customer in this simulation, what did you learn about how bureaucracies work in general and the federal bureaucracy in particular?

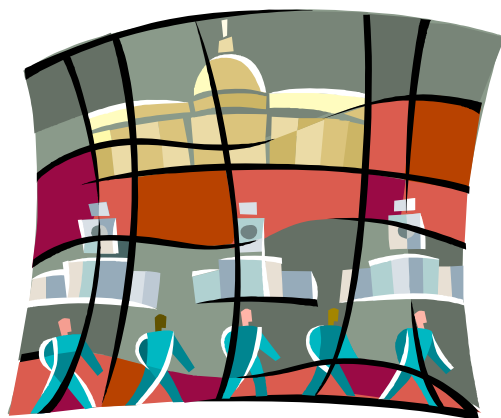
NOTE: The questions above may be assigned as an in-class writing or homework assignment.
2. **Interview a Federal Employee** - To find out what a “real” bureaucrat does on a day-to-day basis, ask students to interview a federal employee. They may conduct a personal interview if there are federal employees in your area, or they may choose to email questions to a civil servant. You may require students to write their own interview questions as part of the assignment, or give the *Federal Employee Interview Form* as a guide.

# Bureaucracy



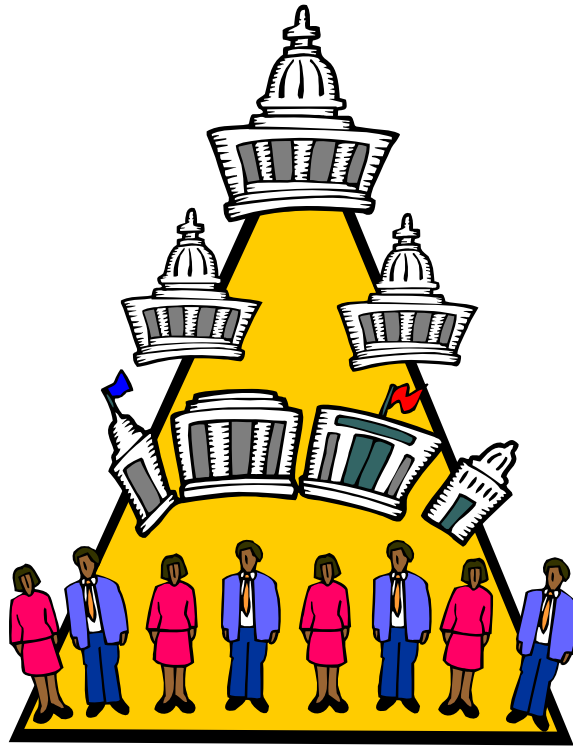
literally means  
"rule by desks"

# ***Bureaucracy -***



**A professional  
corps of unelected  
officials  
organized in a  
pyramid hierarchy,  
functioning under  
impersonal uniform  
rules and  
procedures.**

# Bureaucracy Characteristics



- Administration of government through departments
- Consists of unelected often highly trained professionals
- Task specialization
- Hierarchical authority

# Bureaucracy Characteristics

- Impersonal
- Inclined to follow rigid or complex procedures
- May stifle effectiveness and innovation
- Red tape







Student Organizer

Name \_\_\_\_\_

**THE FEDERAL BUREAUCRACY**

**I. The Federal Bureaucracy Is....**

- \_\_\_\_\_ million employees; \_\_\_\_\_ million are civilians or “civil servants”
- President only appoints \_\_\_\_\_% (patronage or political appointments)
- \_\_\_\_\_ cabinet level departments
- \_\_\_\_\_ + independent agencies with \_\_\_\_\_ + bureaus, divisions, branches, etc.
- Biggest - \_\_\_\_\_, U.S. Postal Service, Veterans Administration

Discussion Questions:

- With 4 million employees in 15 departments and hundreds of independent agencies, are you surprised by the size and scope of the federal bureaucracy? Why do you think it’s so big?
- If the president only appoints about 3% of the federal workforce, how much control do you think he has over the bureaucracy?
- Why do you think the Department of Defense is the biggest federal department?

**II. Functions of the Federal Bureaucracy**

Function of the Federal Bureaucracy Defined	Examples of Federal Agencies/Departments
<i>Implementation -</i>	
<i>Administration -</i>	
<i>Regulation -</i>	



### III. The Structure and Organization of the Federal Bureaucracy

<b>Component of the Federal Bureaucracy</b>	<b>Characteristics</b>	<b>Examples of Agencies &amp; Departments w/ Rationale</b>
<b>Cabinet Departments</b>		
<b>Independent Executive Agencies</b>		
<b>Independent Regulatory Commissions</b>		
<b>Government Corporations</b>		



**IV. Who are the “bureaucrats?”**

A. Identify several statistical characteristics of federal employees

- |    |    |
|----|----|
| 1. | 5. |
| 2. | 6. |
| 3. | 7. |
| 4. | 8. |

B. What generalizations can you make about the federal work force based upon the statistical information given?

- 1)
- 2)
- 3)

**V. Oversight of the Federal Bureaucracy**

“Oversight” -

<b>The President can:</b>	<b>Congress can:</b>	<b>The Federal Courts can:</b>



VI. **Thinking Critically** – Address the questions below.

- A. Of the tools at his disposal, what is the most effective check the President has on the bureaucracy?  
Explain. Congress? The Judiciary?
  
  
  
  
  
  
  
  
  
  
- B. How does the federal bureaucracy fit with our class definition of “bureaucracy?”
  
  
  
  
  
  
  
  
  
  
- C. What generalizations can you make about the federal bureaucracy?
  
  
  
  
  
  
  
  
  
  
- D. Why is the federal bureaucracy often referred to as “the fourth branch?”
  
  
  
  
  
  
  
  
  
  
- E. Some critics believe that the real power in the federal government lies with the federal bureaucracy.  
To what extent do you believe this is true?

# The Federal Bureaucracy Is...

4 million employees; 2.8 million are civilians or  
“civil servants”

President only appoints 3% (patronage or  
political appointments)

15 cabinet level departments

200+ independent agencies with 2,000+  
bureaus, divisions, branches, etc.

Biggest - Department of Defense, U.S. Postal  
Service, Veterans Administration

# Functions of the Federal Bureaucracy

***Implementation*** - carry out laws of Congress, executive orders of the President

***Administration*** - routine administrative work; provide services (ex: SSA sends social security checks to beneficiaries)

***Regulation*** - issue rules and regulations that impact the public (ex: EPA sets clean air standards)

Source: [http://www.pinkmonkey.com/studyguides/subjects/am\\_gov/chap6/a0606401.asp](http://www.pinkmonkey.com/studyguides/subjects/am_gov/chap6/a0606401.asp)

# Structure of the Federal Bureaucracy

## Cabinet Departments

- The 15 cabinet departments headed by a cabinet secretary appointed by the president and approved by the Senate
- Each department “expert” in specific policy area
- Each department has its own budget
- Department of Homeland Security, created in 2002, is newest department

## Independent Executive Agencies

- Established by Congress with separate status outside the executive branch
- Given a specific mandate and generally perform a service function, not a regulatory one.
- Some examples include: Social Security Administration, CIA, NASA, EPA.

## Independent Regulatory Commissions

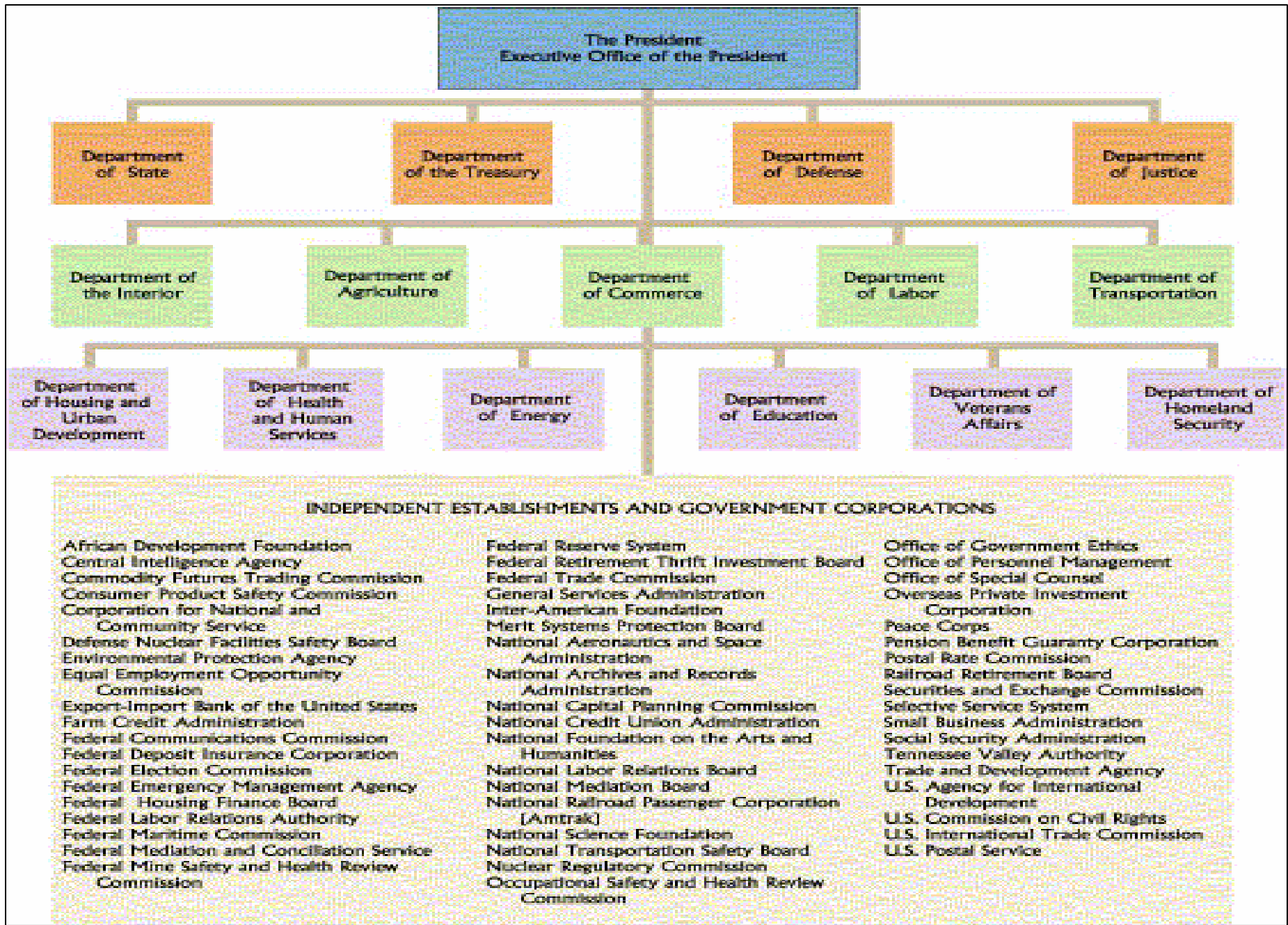
- IRCs exist to regulate a specific economic activity or interest such as the *Federal Communications Commission* (public air waves) or *Federal Reserve Board* (banking system, money supply)
- IRCs operate independently from Congress and the President
- Once appointed and seated, members cannot be removed without cause

## Government Corporations

- Government owned businesses created by Congress
- May or may not be profitable, but serve a public need
- Ex: U.S. Postal Service, Amtrak, Tennessee Valley Authority, Corporation for Public Broadcasting



# ORGANIZATIONAL CHART OF THE FEDERAL BUREAUCRACY





# Cabinet Departments

DEPARTMENT	Year Created	Major Functions/Responsibilities
<b>Agriculture</b>	1889	Oversees national forests & conservation efforts, responsible for safety of meat, poultry, and egg products, and attempts to provide open foreign markets for American agricultural products.
<b>Commerce</b>	1903	“...To foster, serve, and promote the Nation’s economic development and technological development.”
<b>Defense</b>	1947	Manages the nation’s military and headquartered at the Pentagon.
<b>Education</b>	1979	Manages federal student aid programs, monitors academic performance nationwide, and administers federal education legislation like No Child Left Behind Act.
<b>Energy</b>	1977	Manages the nation’s nuclear weapons and energy, develops energy policies, and conducts energy research.
<b>Health &amp; Human Services</b>	1953	Conducts health research, manages efforts to prevent disease, manages Medicare and Medicaid, and pursues efforts to remedy societal ills like drug abuse and child abuse.
<b>Homeland Security</b>	2002	Oversees a wide range of federal agencies to help them coordinate plans to confront national emergencies and threats to national security.
<b>Housing &amp; Urban Development</b>	1965	Strives to increase domestic homeownership and improve access to affordable housing free of discrimination.
<b>Interior</b>	1849	Manages conservation efforts, national parks, and environmental protection.
<b>Justice</b>	1870	Enforces federal laws by taking offenders to court, investigates and detains offenders through the FBI.
<b>Labor</b>	1913	Looks out for “job seekers, wage earners, and retirees” by administering federal labor laws and providing services like connecting potential employers to unemployed workers.
<b>State</b>	1789	Chief engine of American diplomacy in executive branch, also manages American travel overseas.
<b>Transportation</b>	1966	Manages national transportation infrastructure like highways, air traffic, and railways.
<b>Treasury</b>	1789	Manages federal finances, collects taxes, produces stamps, and provides government advice on matters of economic policy.
<b>Veterans Affairs</b>	1988	Provides for the healthcare, benefits, and memorial service needs of veterans.



# Scavenger Hunt

## Federal Agencies

Name(s) \_\_\_\_\_

Directions – Your task is to research the major federal agencies below and include the following information in the table below: 1) identify the classification of each (independent agency, agency within a cabinet department, independent regulatory commission, or government corporation), 2) briefly describe the major function or responsibility of each agency. The websites below are excellent resources:

[www.usa.gov/Agencies/Federal/Independent](http://www.usa.gov/Agencies/Federal/Independent)  
<http://www.whitehouse.gov/government/independent-agencies.html>  
[http://en.wikipedia.org/wiki/Independent Agencies of the United States Government](http://en.wikipedia.org/wiki/Independent_Agencies_of_the_United_States_Government)

AGENCY	AGENCY CLASSIFICATION	MAJOR FUNCTIONS/RESPONSIBILITIES
Central Intelligence Agency (CIA)		
Environmental Protection Agency (EPA)		
Federal Bureau of Investigations (FBI)		
Federal Communications Commission (FCC)		
Federal Reserve Board (The Fed)		
Federal Trade Commission (FTC)		
Federal Emergency Management Agency (FEMA)		
Food & Drug Administration (FDA)		
General Services Administration (GSA)		



<b>AGENCY</b>	<b>AGENCY CLASSIFICATION</b>	<b>MAJOR FUNCTIONS/RESPONSIBILITIES</b>
<b>Government Accountability Office (GAO)</b>		
<b>Nat. Aeronautics &amp; Space Admin. (NASA)</b>		
<b>Nat. Archives &amp; Records Admin. (NARA)</b>		
<b>National Security Agency (NSA)</b>		
<b>Nuclear Regulatory Commission (NRC)</b>		
<b>Occupational Safety &amp; Health Admin (OSHA)</b>		
<b>Office of Personnel Management (OPM)</b>		
<b>Securities &amp; Exchange Commission (SEC)</b>		
<b>Small Business Administration (SBA)</b>		
<b>Social Security Administration (SSA)</b>		
<b>Tennessee Valley Authority (TVA)</b>		
<b>United States Postal Service (USPS)</b>		



# Key Government Agencies & Corporations

AGENCY	AGENCY CLASSIFICATION	MAJOR FUNCTIONS/RESPONSIBILITIES
Central Intelligence Agency (CIA)	Independent Agency, but answers to Dir. Of Nat. Intelligence	Gathers information and conducts covert operations internationally to promote the national security interests of the United States.
Environmental Protection Agency (EPA)	Independent Agency with cabinet level status	Enforces federal environmental protection laws and conducts research relating to the health of the environment.
Federal Bureau of Investigations (FBI)	Under Dept. of Justice	Enforces federal laws against criminal violators of those laws.
Federal Communications Commission (FCC)	Independent Regulatory Commission	Charged with regulating interstate and international communications by radio, television, wire, satellite and cable.”
Federal Reserve Board (The Fed)	Independent Regulatory Commission	Regulates the national money supply to help control inflation and moderate fluctuations in the economic business cycle.
Federal Trade Commission (FTC)	Independent Regulatory Commission	Seeks to protect consumers and thwart anti-competitive business practices.
Federal Emergency Management Agency (FEMA)	Formerly Independent Agency; now under Dept. of Homeland Sec.	Responds to disaster within US and which overwhelms the resources of local and municipal authorities; disbursement of government funds for rebuilding efforts and relief funds for individual citizens and businesses
Food & Drug Administration (FDA)	Under Dept. of Health & Human Services	Responsible for regulating food (human and animal), dietary supplements, drugs (human and animal), cosmetics, medical devices and radiation emitting devices , biologics, and blood products in the U.S.
General Services Administration (GSA)	Independent Agency	Facilitates the work of other federal agencies, providing them with office space and equipment.
Government Accountability Office (GAO)	Independent Agency	Investigates government spending of taxpayer dollars to ensure they are being spent wisely and efficiently.
Nat. Aeronautics & Space Admin. (NASA)	Independent Agency	Conducts scientific research and aerospace exploration.
Nat. Archives & Records Admin. (NARA)	Independent Agency	Stores documents and records relevant to or produced by the federal government.
National Security Agency (NSA)	Under Defense Dept.; answers to Dir. of Nat. Security	Monitors communications to gather intelligence and protect national security.
Nuclear Regulatory Commission (NRC)	Independent Regulatory Commission	Regulate(s) civilian use of nuclear materials

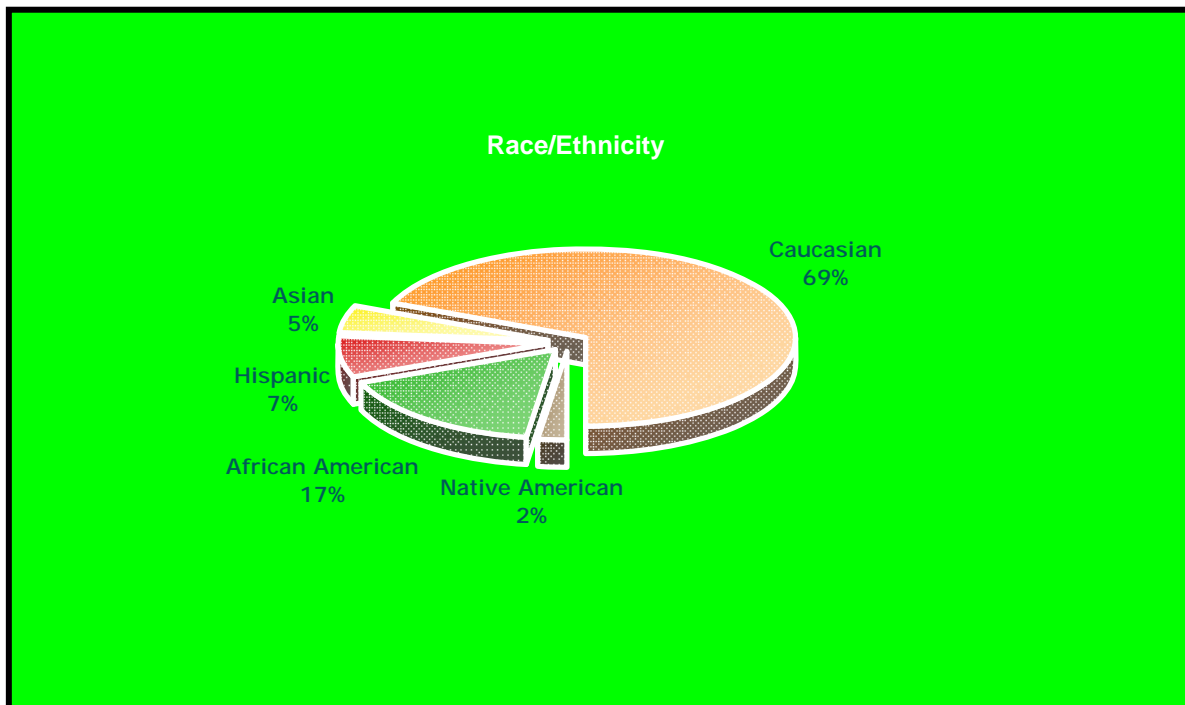
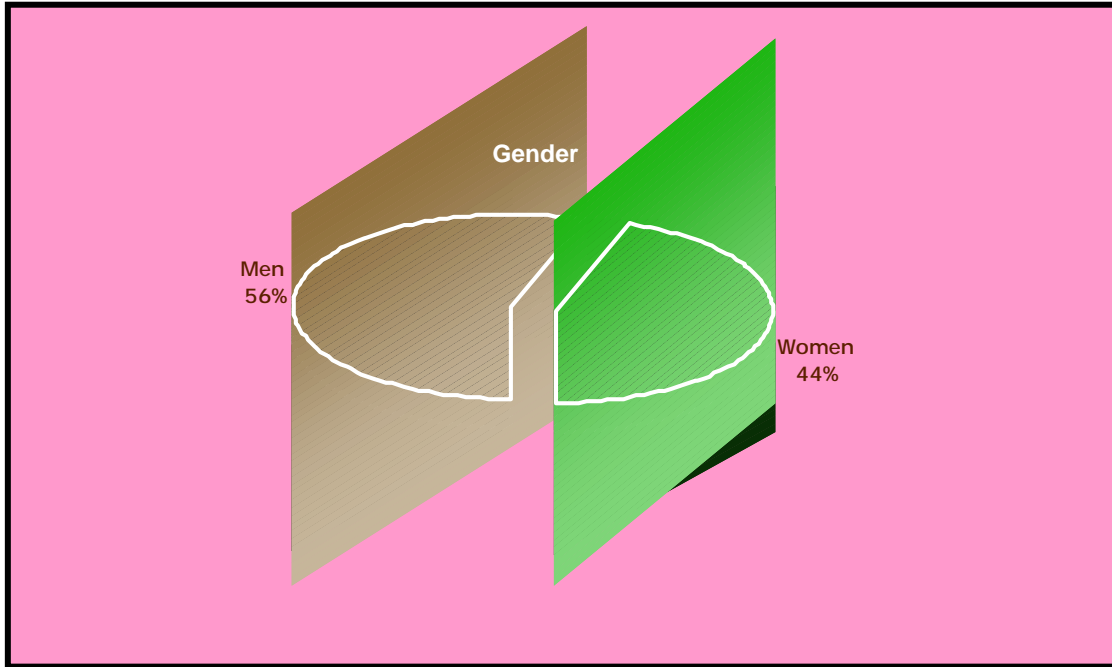


<b>AGENCY</b>	<b>AGENCY CLASSIFICATION</b>	<b>MAJOR FUNCTIONS/RESPONSIBILITIES</b>
<b>Occupational Safety &amp; Health Admin (OSHA)</b>	Under Dept. of Labor	Sets and enforces standards relating to the well being of working Americans
<b>Office of Personnel Management (OPM)</b>	Independent Agency	Federal human resources agency; ensures that the civil service remains free of political influence and that federal employees are selected and treated fairly and on the basis of merit
<b>Securities &amp; Exchange Commission (SEC)</b>	Independent Regulatory Commission	Polices the stock market; protect investors, maintain fair, orderly, and efficient markets, and facilitate capital formation by punishing securities fraud and requiring transparent corporate finances
<b>Small Business Administration (SBA)</b>	Independent Agency	Helps protect and promote the interests of small businesses
<b>Social Security Administration (SSA)</b>	Independent Agency	Manages the federal social security program.
<b>Tennessee Valley Authority (TVA)</b>	Government Corporation	Looks out for the energy, communication, and economic needs of the Tennessee Valley area; nation's largest public power company
<b>United States Postal Service (USPS)</b>	Government Corporation	Manages the nation's domestic and international postal system.

# Who are the "Bureaucrats?"

- 97% are career government employees or *civil servants*
- Only 10% live in the D.C. area
- 30% work for the Department of Defense
- Less than 15% work for social welfare agencies
- Most are white collar workers: secretaries, clerks, lawyers, inspectors & engineers
- Civil employees more diverse demographically than Congress

# Demographics of Federal Employees



# Oversight of the Federal Bureaucracy

## The President can:

- appoint & remove agency heads
- reorganize the bureaucracy
- issue executive orders
- reduce an agency's budget

## Congress can:

- create or abolish agencies & departments
- cut or reduce funding
- investigate agency activities
- hold committee hearings
- pass legislation that alters an agency's functions
- influence or even fail to confirm presidential appointments

## The Federal Courts can:

- through *judicial review* rule on whether the bureaucracy has acted within the law and the U.S. Constitution
- provide due process for individuals affected by a bureaucratic action

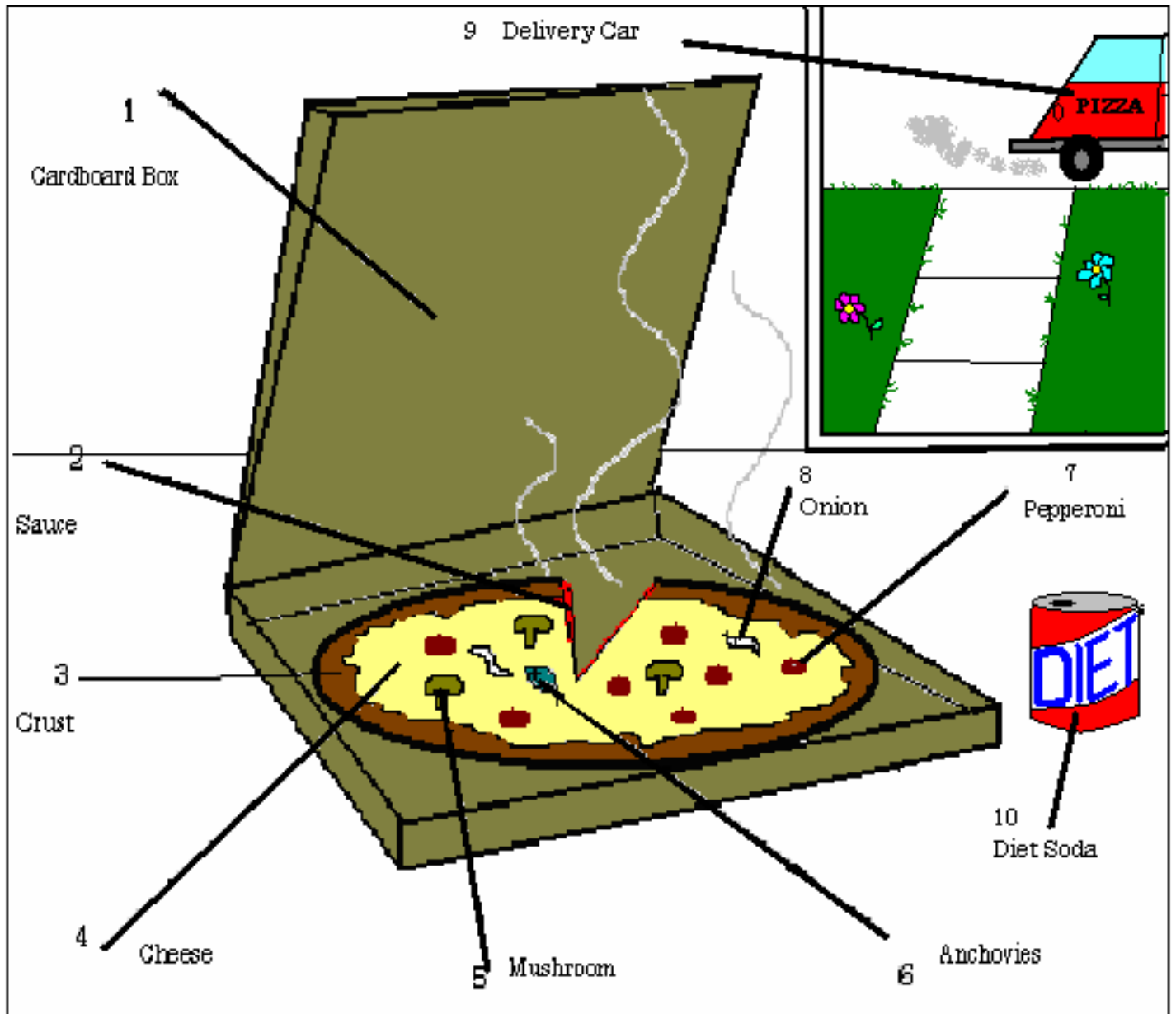
## Thinking Critically

- Of the tools at his disposal, what is the most effective check the President has on the bureaucracy? Explain. Congress? The Judiciary?
- How does the federal bureaucracy fit with our class definition of “bureaucracy?”
- What generalizations can you make about the federal bureaucracy?
- Why is the federal bureaucracy often referred to as “the fourth branch?”
- Some critics believe that the real power in the federal government lies with the federal bureaucracy. To what extent do you believe this is true?



# Making Connections: The Bureaucracy of Pizza

Directions: Your team's task is to take each component part of a home delivered pizza and brainstorm the federal agencies and departments that would regulate it in some way. You must also provide a brief rationale for each example. NOTE: There may be multiple agencies/departments for each part.





# Making Connections: The Bureaucracy of Pizza

Student handout

Name(s):
----------

<b>PIZZA PART</b>	<b>FEDERAL AGENCY AND/OR DEPARTMENT; RATIONAL</b>
Cardboard Box	
Tomato Sauce	
Crust	
Cheese	
Mushrooms	
Anchovies	
Pepperoni	
Onions	
Delivery Car	
Diet Soda	



## The Bureaucracy of Pizza Internet Resources

The links below will assist you in finding regulations involved in each pizza component:

1. Cardboard:

<http://www.epa.gov/ebtpages/induindustpulpandpaperindustry.html>

2. Tomato Sauce:

[http://www.uga.edu/nchfp/publications/usda/utah\\_can\\_guide\\_03.pdf](http://www.uga.edu/nchfp/publications/usda/utah_can_guide_03.pdf)

3. Crust:

<http://www.cfsan.fda.gov/~dms/alrgqa.html>

4. Cheese:

<http://www.ams.usda.gov/fqa/ciddair.htm>

5. Mushrooms:

[http://www.matsiman.com/mushroom\\_news\\_flash\\_revised\\_food.htm](http://www.matsiman.com/mushroom_news_flash_revised_food.htm)

6. Anchovies (seafood):

[http://www.gklaw.com/publication.cfm?publication\\_id=305](http://www.gklaw.com/publication.cfm?publication_id=305)

7. Pepperoni:

<http://www.washingtonpost.com/wp-dyn/articles/A41076-2004May19.html>

8. Onions:

<http://www.ams.usda.gov/fv/8e/onion.html>

9. Delivery Vehicle:

<http://www.epa.gov/air/caa/title2.html#iia>

10. Diet Soda

<http://www.cfsan.fda.gov/~lrd/cfr114.html>

<http://www.rense.com/general33/legal.htm>

## Making Connections: The Bureaucracy of Pizza

PIZZA PART	FEDERAL AGENCY AND/OR DEPARTMENT; RATIONAL
<b>Cardboard Box</b>	The Environmental Protection Agency regulates the manufacture of pulp and paper and pollutants produced from it.
<b>Tomato Sauce</b>	The United States Department of Agriculture (USDA) recommends that tomato sauce manufacturers add bottled lemon juice to their product to ensure a safe acidity level.
<b>Crust</b>	The FDA regulates how a food must be labeled if it contains a major food allergen, like wheat.
<b>Cheese</b>	The Food & Drug Administration (FDA) regulates the moisture content, fat content, and type of milk used in cheeses.
<b>Mushrooms</b>	The FDA requires that any mushrooms picked from the wild must be individually examined by a mushroom identification expert to ensure they are safe to eat.
<b>Anchovies</b>	The USDA recommends that anchovies not be shipped in glass containers, as they can break easily.
<b>Pepperoni</b>	The USDA tightly controls the importation of processed beef—used in the production of pepperoni—from countries with known incidences of mad cow disease.
<b>Onions</b>	The USDA regulates the size and maturity of onions imported into the United States
<b>Delivery Vehicle</b>	The EPA regulates and sets pollution emission and fuel efficiency standards for cars and trucks.
<b>Diet Soda</b>	The FDA regulates the ingredients in carbonated beverages. Aspartame used in many diet colas was approved by the FDA in 1983.

### Questions for Discussion

1. What generalizations can you make about the “bureaucracy of pizza” i.e. how involved are federal agencies and departments in the take out pizza you eat?
2. What are the advantages and disadvantages to consumers of pizza (like you) of federal rules and regulations? Advantages and disadvantages for pizza businesses?
3. Based on what you learned from this activity about the bureaucracy of pizza, would you go into the pizza business? Why or why not?

**Political Cartoon #1**  
**Title: *The Damages of the Bureaucracy***



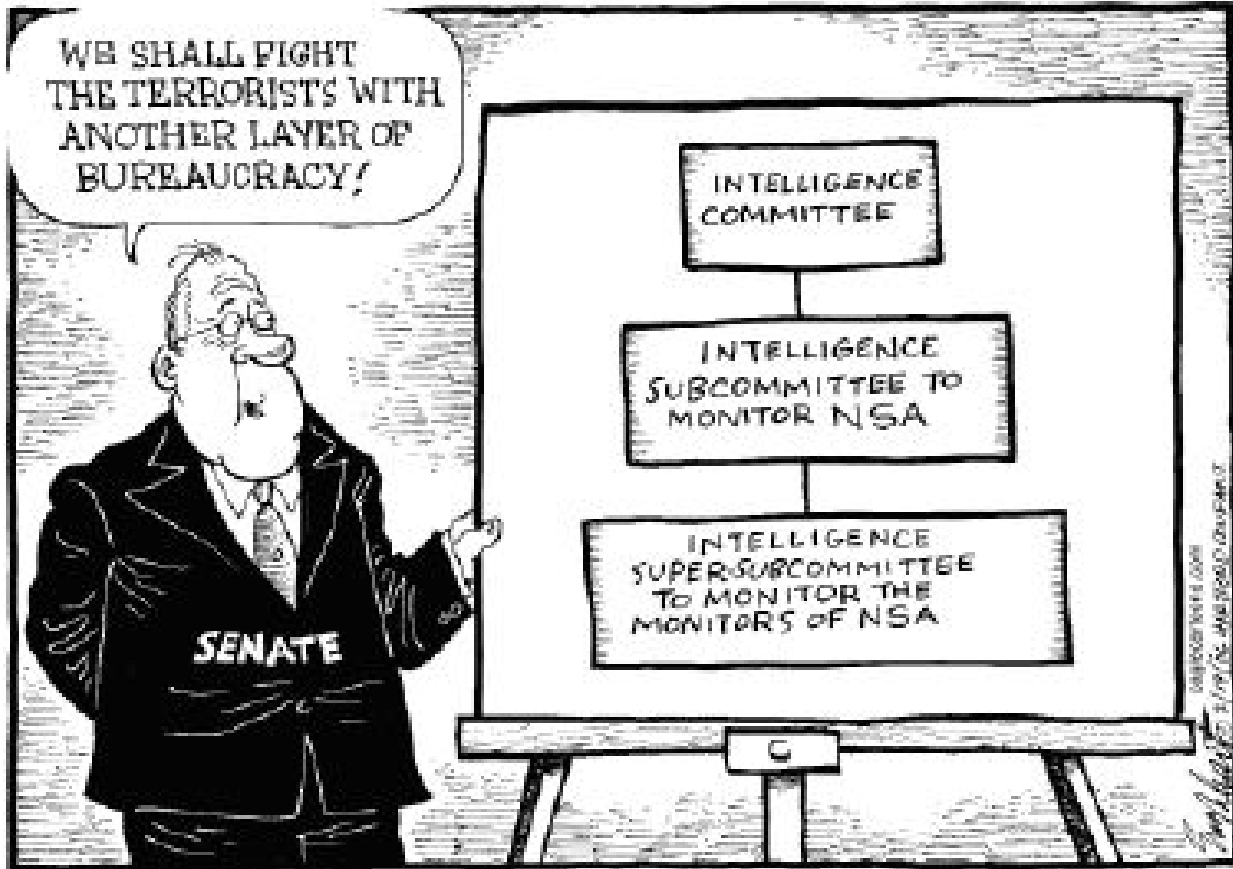
**Artist:** unknown, La Presna, Panama

**Date:** May, 2006

**Source:** <http://www.politicalcartoons.com>

1. Describe what's going on in the political cartoon. (Who? What? When? Where?)
2. Identify any symbols (ex: an elephant to represent the Republican Party) portrayed in the cartoon and analyze what they represent.
3. What is the artist's message in the cartoon? What do you think is its purpose?
4. Do you agree or disagree with the cartoonist's message? Explain your answer.
5. What does this cartoon tell us about bureaucracy in general? The federal bureaucracy in particular?

**Political Cartoon #2**  
**Title: *Another Layer of Bureaucracy***



**Artist:** Bob Englehart, *The Hartford Courant*

**Date:** February, 2006

**Source:** : <http://www.politicalcartoons.com>

1. Describe what's going on in the political cartoon. (Who? What? When? Where?)
2. Identify any symbols (ex: an elephant to represent the Republican Party) portrayed in the cartoon and analyze what they represent.
3. What is the artist's message in the cartoon? What do you think is its purpose?
4. Do you agree or disagree with the cartoonist's message? Explain your answer.
5. What does this cartoon tell us about bureaucracy in general? The federal bureaucracy in particular?

**Political Cartoon #3**  
**Title: FEMA's Follies**



**Artist:** Mike Keefe, *The Denver Post*

**Date:** April, 2006

**Source:** <http://www.cagle.com/news/FEMASFollies/main.asp>

1. Describe what's going on in the political cartoon. (Who? What? When? Where?)
2. Identify any symbols (ex: an elephant to represent the Republican Party) portrayed in the cartoon and analyze what they represent.
3. What is the artist's message in the cartoon? What do you think is its purpose?
4. Do you agree or disagree with the cartoonist's message? Explain your answer.
5. What does this cartoon tell us about bureaucracy in general? The federal bureaucracy in particular?



## Creating a Bureaucracy to Study Bureaucracy Class Simulation

### **Directions:**

Students will be divided into eight groups. Each group will be assigned one of the topics below. Members of the group will work together to create visuals and/or handouts and will be prepared to “teach” the information to other students in the class. You will be given some in-class time to research your question using your textbook. However, you may also need to search the internet for information outside of class. On the day of the activity, the classroom will be divided into eight stations. Each team will be assigned space to physically create, decorate your own piece of the class “bureaucracy.” You will post your information, and then teach it to your classmates as they rotate through. Each rotation will take four minutes.

Group 1: Describe the spoils system, and explain how it changed to the system of many rules that bureaucrats must follow today. Include the Pendleton Act and the Office of Personnel Management in your discussion.

Group 2: Identify and describe the Clinton/Gore plan to reinvent government known as the National Performance Review. Evaluate the success of the program.

Group 3: Identify and describe ways in which the bureaucracy is criticized.

Group 4: Describe the background, primary functions, duties/jurisdictions, and strengths/weakness of the new Department of Homeland Security.

Group 5: Identify the causes, effects and rules of the Hatch Act.

Group 6: Discuss how the Freedom of Information Act (FOIA) and the Privacy Act have affected the federal bureaucracy. Provide specific examples.

Group 7: Discuss how the Whistleblower Protection Act has affected the federal bureaucracy. Provide specific examples.

Group 8: Discuss the “iron triangle” relationship and explain how this can be applied to both defense and agriculture. Must include the concept of the “revolving door.”

### **Grading:**

Each team will be assessed and given an overall grade in the following areas:

OVERALL QUALITY & EFFECTIVENESS (knowledge, handouts, posters, etc.)

BUREAUCRATIC EFFICIENCY (organization of space, smoothness or presentation)

BUREAUCRATIC AUTHENTICITY (Jr. Bureaucrats?)

CUSTOMER SATISFACTION (User friendly, comfortable, props, etc.)

### **Class Feedback:**

The class will vote for the winner in the following categories:

The Chocolate Bunny Award for Customer Satisfaction

The Bubble Gum Red Tape Award for Bureaucratic Authenticity





Option B

## Creating a Bureaucracy to Study Bureaucracy Class Simulation

### **Directions:**

Students will be divided into eight groups. Each group will be assigned one of the agencies or departments below. Members of the group will work together to create visuals and/or handouts and will be prepared to “teach” the information to other students in the class. You will be given some in-class time to research your question using your textbook. However, you may also need to search the internet for information outside of class. You must include the following information in your presentation: 1) the basic function and work of the agency and 2) ways in which this agency serves the public or public interest.

On the day of the activity, the classroom will be divided into eight stations. Each team will be assigned space to physically create, decorate your own piece of the class “bureaucracy.” You will post your information, and then teach it to your classmates as they rotate through. Each rotation will take four minutes.

Group 1: Food and Drug Administration

Group 2: Social Security Administration

Group 3: Central Intelligence Agency

Group 4: Federal Emergency Management Agency

Group 5: Federal Bureau of Investigation

Group 6: Environmental Protection Agency

Group 7: Federal Communications Commission

Group 8: Department of Homeland Security

### **Grading:**

Each team will be assessed and given an overall grade in the following areas:

1. OVERALL QUALITY & EFFECTIVENESS (knowledge, handouts, posters, etc.)
2. BUREAUCRATIC EFFICIENCY (organization of space, smoothness or presentation)
3. BUREAUCRATIC AUTHENTICITY (Jr. Bureaucrats?)
4. CUSTOMER SATISFACTION (User friendly, comfortable, props, etc.)

### **Class Feedback:**

The class will vote for the winner in the following categories:

1. The Chocolate Bunny Award for Customer Satisfaction
2. The Bubble Gum Red Tape Award for Bureaucratic Authenticity

## Creating a Bureaucracy to Study Bureaucracy Option A

**TOPIC 1: SPOILS SYSTEM, PENDLETON ACT, OPM - Describe the spoils system, and explain how it changed to the system of many rules that bureaucrats must follow today. Include the Pendleton Act and the Office of Personnel Management in your discussion.**

### I. SPOILS SYSTEM

- A. involved presidents rewarding supporters with jobs
- B. jobs were not given on merit, but on service
- C. were not good for employees - could be fired at will
- D. became difficult for presidents to meet all demands of those who felt entitled to employment (Garfield assassin)

### II. PENDLETON ACT

- A. eliminated spoils system, created merit system
- B. Civil Service Exam - required for all
- C. rules make it difficult to fire someone
- D. Senior Executive Service (SES) is different - these are elite employees who get raises based on performance and can be fired easily
- E. Office of Personnel Management (OPM) hires all employees (heads of bureaus have little control)

**TOPIC 2: CLINTON/GORE'S NATIONAL PERFORMANCE REVIEW (R.E.G.O.) - Identify and describe the Clinton/Gore plan to reinvent government known as the National Performance Review. Evaluate the success of the program.**

### I. THE N.P.R. IS THE CLINTON PLAN TO REDUCE THE SIZE OF THE BUREAUCRACY

- A. Every President since LBJ has made reducing the federal bureaucracy part of his campaign
- B. Every President has tried with little success to cut back on the size of the bureaucracy

### II. CLINTON APPOINTS GORE

- A. Gore to head a task force called National Performance Review (NPR)
- B. This was a research project conducted over several years to assess government efficiency and productivity
- C. The Gore Task Force made recommendations to the President in two areas:
  1. Areas of federal government that could be cut, consolidated or privatized and
  2. ways in which government could be run more like a business

### III. MAJOR CHANGES MADE

- A. cut backs in education and agriculture
- B. increase in privatization (private companies doing government work)
- C. Ex: National Parks/Battlefield concessions @ Yellowstone & Gettysburg run by private companies
- D. Customer friendly measures were taken.
  1. Social Security Administration - longer hours
  2. IRS - Tax forms available on the internet
  3. telephone answering systems updated
- E. regulations
  1. rewritten to be easier for layman to understand



2. obsolete regulations abolished
- F. rewards were given for efficiency -
- Hammer Award - in name of \$400 hammer

#### IV. SUCCESS -

- A. due to privatization, downsizing of bureaucracy, numbers are somewhat misleading >>> responsibility has simply shifted to the states
- B. still, REGO is considered most successful effort on the part of a contemporary president to downsize fed. bureaucracy
- C. would not have been possible without a Republican Congress
- D. NOTE: The size of the bureaucracy, though #'s shifted to different areas, is back up to pre-Clinton levels after 9-11, Dept. of Homeland Security, and war in Iraq

### **TOPIC 3: CRITICISM OF BUREAUCRACY - Identify and describe ways in which the bureaucracy is criticized.**

#### I. RED TAPE

- too many rigid procedures >>> ex: all hiring must be done through OPM
- too many policies with no flexibility for special circumstances
- too many forms to fill out, lines to wait

#### II. INEFFICIENCY

- lack of incentive to be productive - no profit motive

#### III. DUPLICATION OF SERVICES

- bureaucracy is so complicated
- agencies are performing similar and sometimes the same functions
- Dept. of Commerce overlaps with Dept. of Agriculture, GSA overlaps with Dept. of Interior, etc.
- federalism makes this more complicated, many services are provided at the state and national level both

#### IV. BUREAUCRACY IS LAW MAKER

- regulations end up having the effect of law.

#### V. BUREAUCRACY IS TOO BIG

- privatization would be more effective

#### VI. BUREAUCRACY IS CORRUPT

- *iron triangle* - reveals the relationship between the Executive branch, Congress and private interest groups that can lead to decisions which benefit the private sector at the expense of the government.

### **TOPIC FOUR: DEPARTMENT OF HOMELAND SECURITY - Describe the background and primary functions, duties and jurisdictions of the new Department of Homeland Security.**

#### **Department of Homeland Security Background**

- President Bush signed the Homeland Security Act of 2002 on Monday November 25, 2002 to take the next critical steps in defending our country from the continuing threat of terrorism after September 11<sup>th</sup>, 2001.
- The bill proposed the creation of a Department of Homeland Security.
- The Department consists of 22 agencies and 180,000 employees.



- The Bush Administration developed a strategy of six key areas. 1) Intelligence and warning. 2) Border and transportation security. 3) Domestic counterterrorism. 4) Protecting critical infrastructure. 5) Defending against catastrophic threats. 6) Emergency preparedness and response.

Bush nominated:

- 1) Governor Tom Ridge as 1st Secretary of Homeland Security
- 2) Current Secretary of Homeland Security - Michael Chertoff

### **The primary functions of The Department of Homeland Security:**

1. To prevent and protect the American homeland from terrorist attacks and weapons of mass destruction.
2. To help our country recover from terrorist attacks that do occur.
3. To manage federal emergency response activities so that our country may be prepared.
4. To strengthen and combine border and transportation security.
5. To gather and analyze homeland security intelligence from different sources.
6. To improve communication with state and local governments, as well as with the American public about threats and preparedness.
7. To watch for connections between illegal drug trafficking and terrorism, and attempt to break any existing connections.

### **Duties of Department of Homeland Security**

1. **Awareness** -- Identify and understand threats, assess vulnerabilities, determine potential impacts and disseminate timely information to our homeland security partners and the **American Public. Prevention** -- Detect, deter and mitigate threats to our homeland.
2. **Protection** -- Safeguard our people and their freedoms, critical infrastructure, property and the economy of our Nation from acts of terrorism, natural disasters, or other emergencies. **Response** -- Lead, manage and coordinate the national response to acts of terrorism, natural disasters, or other emergencies.
3. **Recovery** -- Lead national, state, local and private sector efforts to restore services and rebuild communities after acts of terrorism, natural disasters, or other emergencies.
4. **Service** -- Serve the public effectively by facilitating lawful trade, travel and immigration.
5. **Organizational Excellence** -- Value our most important resource, our people. Create a culture that promotes a common identity, innovation, mutual respect, accountability and teamwork to achieve efficiencies, effectiveness, and operational synergies.

### **Strengths**

- Bipartisan agency with an agenda that transcends party lines
- Constant focus on protecting the United States and its citizens, no underlying agenda
- Able to work with almost every Federal Department- almost each one has involvement with one or more aspects of defending the country
- Large, compact organizations help provide unity of purpose, builds trust and confidence by facilitating coordinated action
- Structured to be a product of the times, able to change with the unstable situations associated with global terrorism
- Sends message to the American public that federal government is dedicated to protecting their citizens at all costs against the threat of global terrorism.
- Merged 22 separate agencies to encourage efficiency and assure success.
- Provides state and local assistance for emergencies, grants for "first responders" in times of crisis
- Places large emphasis on use of science/technology research that United States specializes in
- Director of department subject to congressional oversight/ senatorial approval



- Undertakes responsibility of other agencies i.e. (border control for drug trafficking), encourages cooperation -
- Haven't had another terrorist attack

### **Weaknesses**

- Unsure where money would come from
- No clear distinction as to whom had ultimate authority and decision-making power when department first began, plagued by two overriding issues
- Congressional leaders insisted that Tom Ridge testify before congress regarding president Bush's homeland security strategy
- To administer strategy, personnel and finances required from several different agencies. Department of Homeland Security created to counter those issues
- Large in size, 3rd largest agency
- Large budget, 4th most expensive to maintain
- requires congressional restructuring with regards to anti-terrorist activity
- Approximately 70 separate agencies authorized by congress to spend money on counter-terrorist activities
- Congressional history shows that it is very difficult to recast its own structures/procedures to ensure that a new bureaucracy functions efficiently.
- CIA and FBI left out of DHS >>> turf war not resolved

### **TOPIC FIVE: THE HATCH ACT - Identify the causes, effects and rules of the Hatch Act.**

#### **I. CAUSES**

- A) designed to prevent corruption in national elections.
- B) 4 million people could manipulate election outcomes.

#### **II. HATCH ACT**

- A) prohibits federal employees from taking an active role in politics
- B) many argue that this prevents otherwise qualified individuals from actively participating in government
- C) Clinton administration made Hatch Act less restrictive
- D) bureaucrats can't
  - 1- run for public office
  - 2- fund raise for politicians during work
  - 3- discourage political activity
- E) bureaucrats can
  - 1- vote and assist in voter registration
  - 2- contribute money to campaigns
  - 3- campaign off duty
  - 4- hold elected office in political parties

### **TOPIC SIX: FREEDOM OF INFORMATION & PRIVACY ACTS - Discuss how the Freedom of Information Act (FOIA) and the Privacy Act have affected the federal bureaucracy.**

#### **I. GOVERNMENT AND PRIVACY – FOIA (1966)**

- A) government was once in the habit of classifying most government documents
- B) citizens who requested documents that effected them personally had no luck
- C) sweeping legislation, known as FOIA, forced the federal government to make most public records accessible to citizens
- D) expensive for the government
- E) your records at school are now open to you



F) As a result, files at the National Archives on the JFK assassination and Watergate are now open

## II. THE PRIVACY ACT – PA (1974)

- A) The Privacy Act of 1974 regulates government control of documents which concern a citizen.
- B) It gives one “
  - 1. the right to see records about [one]self, subject to the Privacy Act's exemptions
  - 2. the right to amend that record if it is inaccurate, irrelevant, untimely, or incomplete,
  - 3. the right to sue the government for violations of the statute including permitting others to see [one’s] records unless specifically permitted by the Act.”
- C) In conjunction with the FOIA, the PA is used to further the rights of an individual gaining access to information held by the government.
- D) The Justice Department's Office of Information and Privacy and federal district courts are the two channels of appeal available to seekers of information.

## **TOPIC SEVEN: WHISTLEBLOWER PROTECTION ACT - Discuss how both the Freedom of Information Act (FOIA) and the Whistleblower Protection act affected the federal bureaucracy.**

### I. WHISTLEBLOWER PROTECTION ACT (1989)

- A. this law made it easy for a bureaucrat to report wrong doing on the part of their boss
- B. it created an office of special counsel where federal workers can "tattle" on their bosses and have their job protected

### II. Examples:

- A. the whistle was blown on leaders at an FBI crime lab last year who were accused of sloppiness in performing chemical testing in their attempts to detect criminals.
- B. Tim McVey, OK City bomber, already convicted and weeks away from execution (admitted guilt in a book) and didn’t want more appeals. Then a bombshell: Several FBI field offices had failed to turn over evidence to defense attorneys that may have cast doubt on McVey’s guilt (individual FBI agents brought this to the attention of the Justice Dept. and “blew the whistle).
- C. After 9-11, several FBI agents from field offices in Minneapolis and Florida who reported concerns and/or evidence of suspicious behavior by some of the 19 highjackers beforehand, but were ignored by superiors, testified before Congress.
- D. the whistle was blown on IRS officials who were known for promoting individuals according to the number of seizures and liens

## **TOPIC EIGHT: IRON TRIANGLE - Discuss the iron triangle relationship and explain how this can be applied to both Agriculture and Defense.**

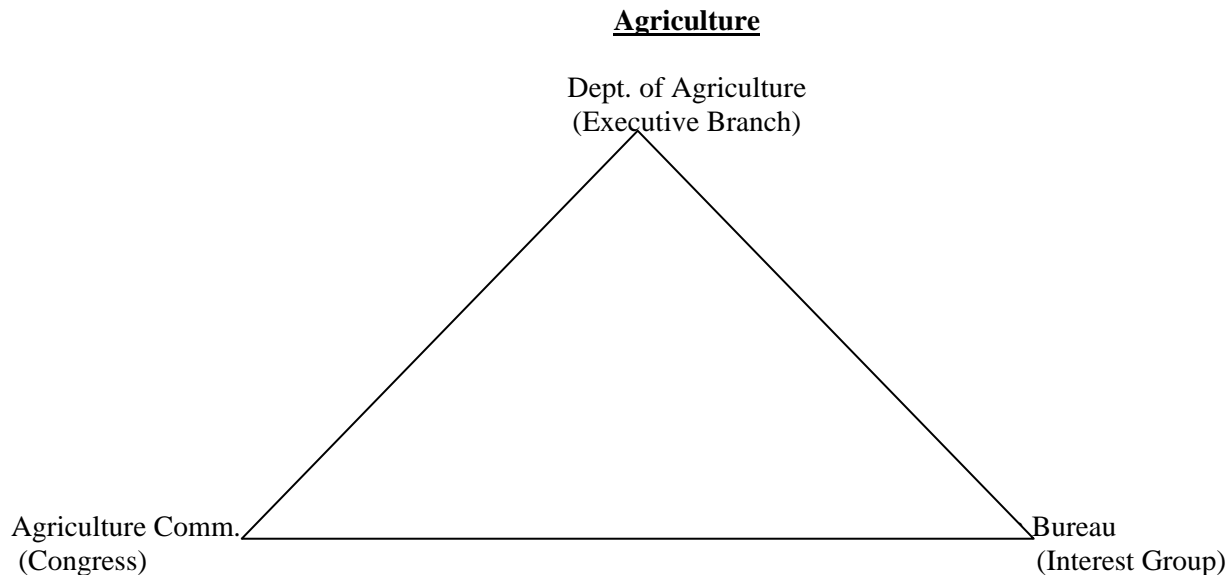
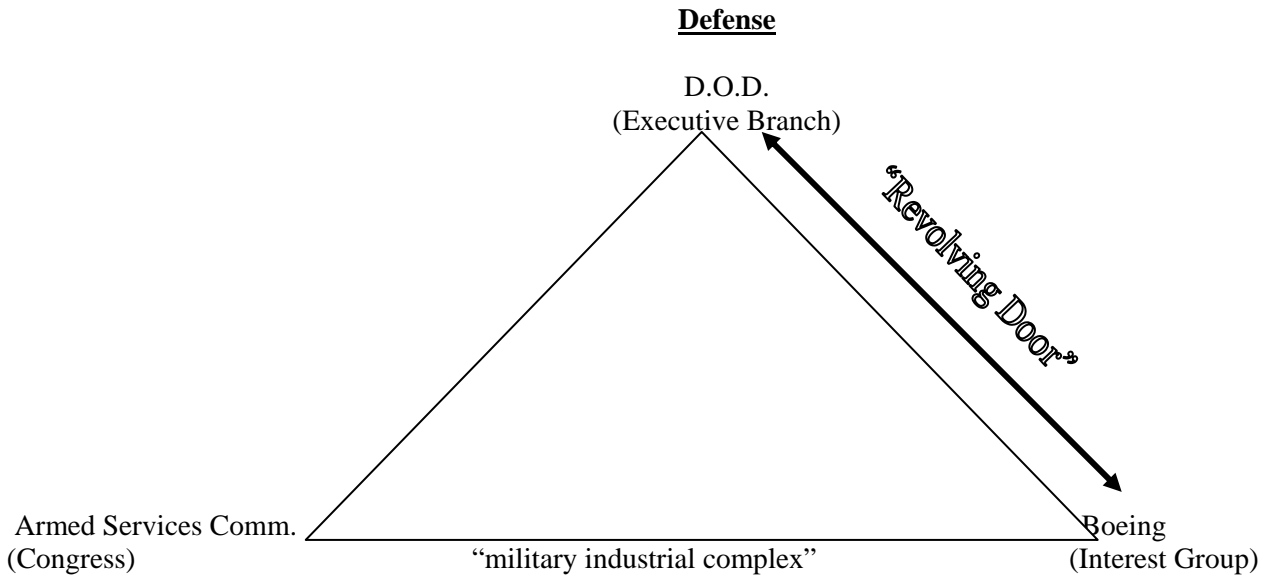
- I. IRON TRIANGLE - relationship between persons in executive branch (bureaucracy), congressional committees, and special interest groups who are all involved in one area of policy making.
  - A. it is a working relationship that can be beneficial because it improves efficiency.
  - B. however it can also cause decisions to be made which benefit the special interest group at the expense of the government.
  - C. Revolving door - The government-industry revolving door puts industry-friendly experts in positions of decision-making power. Often individuals rotate between working for industry and working for the government in regulatory capacities, arrangements that are fraught with potential for conflicts of interest.

"Under current law, government officials who make contracting decisions must either wait a year before joining a military contractor or, if they want to switch immediately, must start in an affiliate or division unrelated to their government work. One big loophole is that these restrictions do not apply to many high-level policy makers..., who can join corporations or their boards without waiting." [http://www.sourcewatch.org/index.php?title=Government-industry\\_revolving\\_door](http://www.sourcewatch.org/index.php?title=Government-industry_revolving_door)

II. Examples of the Iron Triangle

- well known examples include the iron triangle of defense, which is often linked to the \$400 hammer, and the iron triangle of agriculture, which is often linked to continuing farm subsidies. -

THE RELATIONSHIP:





Name \_\_\_\_\_

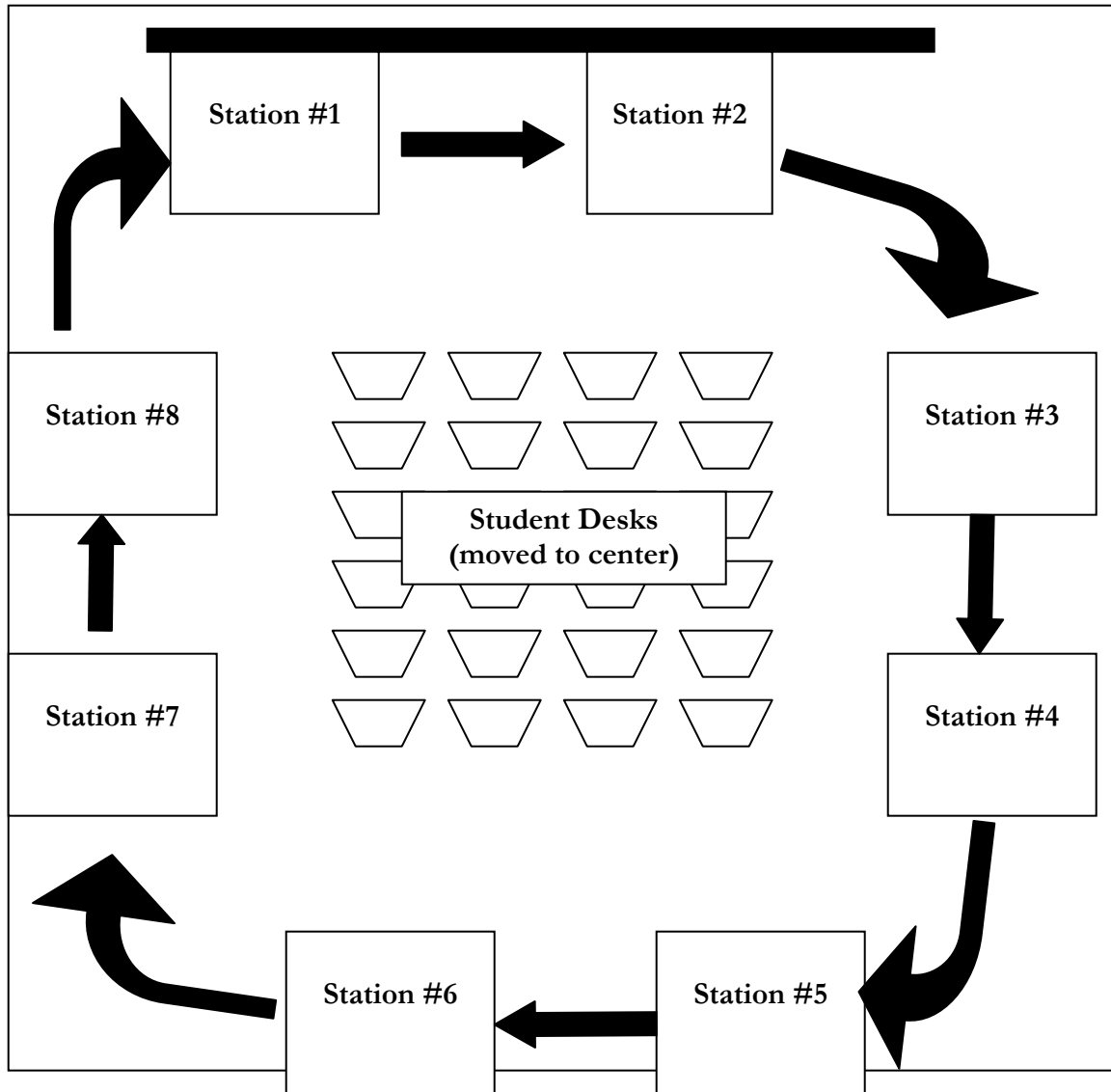
Date \_\_\_\_\_

**CREATING A BUREAUCRACY TO STUDY BUREAUCRACY**  
*Student Notes*

Group #	Name/Topic	Notes
Group # _____		
Group # _____		



***Creating a Bureaucracy to Study Bureaucracy  
Carousel Diagram & Rotation Rules***



Rules for Rotation

1. Though teams can have an odd number of people, at least one member must stay at the station to play the “bureaucrat” who teaches the information to the customers. At least one other team member becomes the “customer” and rotates around the carousel.
2. When the simulation begins, “customers” rotate clockwise to the next station.
3. Each rotation is timed at 4 minutes (teachers may give more time per station if needed).
4. The simulation requires two complete rotations. At the end of the first complete rotation, take a 2-5 minute half-time in which team members switch roles.
5. Complete 2<sup>nd</sup> rotation, 4 minutes per station.



# BUREAUCRACY SIMULATION

## Teacher Feedback Sheet


Group Topic

Members

Period

TOTAL SCORE = \_\_\_\_\_

GRADE = \_\_\_\_\_

(5=outstanding 4=excellent 3=good 2=satisfactory 1=unsatisfactory)

**1. QUALITY & EFFECTIVENESS (40% - knowledge, handouts, posters, etc.)**

**5 4 3 2 1**

**Comments:**

**2. BUREAUCRATIC EFFICIENCY (20%)**

**5 4 3 2 1**

**Comments:**

**3. BUREAUCRATIC AUTHENTICITY (20% - Jr. Bureaucrats?)**

**5 4 3 2 1**

**Comments:**

**4. CUSTOMER SATISFACTION (20% - User friendly, comfortable, props, etc.)**

**5 4 3 2 1**

**Comments:**



## Federal Employee Interview Form

<b>Student:</b> _____	<b>Interview Date:</b> _____
<b>Name of Federal Employee:</b> _____	
<b>Current Federal Department/Agency:</b> _____	
<b>Length of Employment:</b> _____	
<b>Previous Federal Job(s) [if applicable]:</b> _____	
_____	
<b>Level of Education:</b> _____	

Interview Questions – You may use these questions as a guide, but you may alter them or add your own.

1. What motivated you to work for the federal government in general and your agency/department in particular?
2. What is the basic function or mission of your agency or department?
3. Describe your work for the federal government i.e. what do you do?
4. What do you like most about your job?
5. What do you like least about your job?
6. Would you recommend working as a civil servant to others? Why or why not?
7. Other questions (insert your own here)