

# CHAPTER 15

## Government at Work: The Bureaucracy

### Essential Question

Is the bureaucracy essential to good government?

**Section 1:**  
The Federal Bureaucracy

**Section 2:**  
Executive Office  
of the President

**Section 3:**  
The Cabinet Departments

**Section 4:**  
Independent Agencies



### GOVERNMENT ONLINE

#### On the Go

To study anywhere, anytime, download these online resources at [PearsonSuccessNet.com](http://PearsonSuccessNet.com)

- Political Dictionary
- Audio Review
- Downloadable Interactivities

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## Lesson Goals

### SECTION 1

Students will...

- define a bureaucracy using the existing structure of their school.
- illustrate the bureaucratic structure using a specific organization they have chosen.
- determine the federal agency and its hierarchical level responsible for a specific activity using scenarios.

### SECTION 2

Students will...

- understand the importance of advisors by imagining themselves as President and choosing areas of expertise for their advisors.
- summarize features and functions of three agencies within the Executive Office of the President by using a Jigsaw activity.

### SECTION 3

Students will...

- list the top five services they think the Federal Government provides American citizens.
- work in pairs/groups to generate a list of the qualifications the President should take into consideration when nominating a specific Cabinet-level department head.

### SECTION 4

Students will...

- understand the need for regulatory agencies by reading an excerpt from *The Jungle*.
- compare types of independent agencies using a Venn diagram.
- research job opportunities within the civil service using information from the Office of Personnel Management.

“Bureaucracy is not an obstacle to democracy but an inevitable complement to it.”

—Joseph A. Schumpeter, 1942

**Photo:** More than half of all income tax returns are filed electronically today; still, the IRS must deal with millions of pages of paperwork.

## Pressed for Time

Review the features of a bureaucracy and the major elements of the federal bureaucracy. Then divide the class into six groups and assign them one of these topics: Executive Office of the President, the Cabinet departments, independent executive agencies, independent regulatory commissions, government corporations, and the civil service. Groups should create a concept web or summary capturing the main ideas of their assigned topic. Using the Jigsaw strategy (p. T27), place one member of each group into a new group, so the class is organized with one representative for each topic. Students should share their expertise on their topic with the group.

**FOLLOW UP** Have students brainstorm a list of the benefits and drawbacks in the structure of the federal bureaucracy. Then lead a discussion on this chapter's Essential Question: **Is the bureaucracy essential to good government?**

### DIFFERENTIATED INSTRUCTION KEY

Look for these symbols to help you adjust steps in each lesson to meet your students' needs.

**L1** Special Needs

**L2** Basic

**ELL** English Language Learners

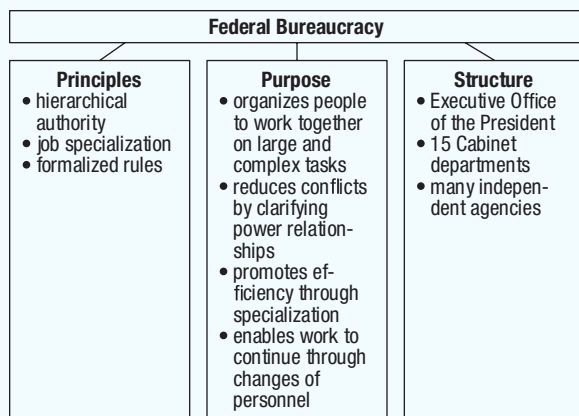
**LPR** Less Proficient Readers

**L3** All Students

**L4** Advanced Students

## GUIDING QUESTION

What is the structure and purpose of the federal bureaucracy?



## Get Started

### LESSON GOALS

Students will . . .

- define a bureaucracy using the existing structure of their school.
- illustrate the bureaucratic structure using a specific organization they have chosen.
- determine the federal agency and its hierarchical level responsible for a specific activity using scenarios.

## SKILLS DEVELOPMENT

### INNOVATE AND THINK CREATIVELY

Before students participate in this lesson's activity of describing how an organization could be arranged as a bureaucracy, you may want to review tips on thinking creatively in the Skills Handbook, p. S23.

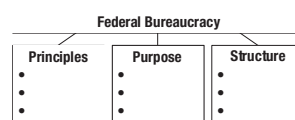
## SECTION 1

# The Federal Bureaucracy



### Guiding Question

**What is the structure and purpose of the federal bureaucracy?** Use a chart like the one below to keep track of the main ideas about the federal bureaucracy.



### Political Dictionary

- bureaucracy
- bureaucrat
- administration
- staff agency
- line agency

### Objectives

1. Define a bureaucracy.
2. Identify the major elements of the federal bureaucracy.
3. Explain how groups within the federal bureaucracy are named.
4. Describe the difference between a staff agency and a line agency.

**Image Above:** A Customs and Border Protection officer screens a passenger entering the United States.

The Federal Government is an immense organization. Its employees deliver the mail, regulate business practices, collect taxes, defend the nation, administer Social Security programs, manage the national forests, explore outer space, and do dozens of other things every day. Indeed, you cannot live through a single day without somehow encountering the federal bureaucracy.

## What Is a Bureaucracy?

A **bureaucracy** is a large, complex administrative structure that handles the everyday business of an organization.<sup>1</sup> To many Americans, the word *bureaucracy* suggests such things as waste, red tape, and delay. While that image is not altogether unfounded, it is quite lopsided. Basically, bureaucracy is an efficient and an effective way to organize people (bureaucrats) to do work.

Bureaucracies are found wherever there are large organizations, in both the public and the private sectors of this country. Thus, the United States Air Force, McDonald's, the Social Security Administration, MTV, your city government, Yahoo!, the Boy Scouts of America, and the Roman Catholic Church are all bureaucracies. Even your school is a bureaucracy.

**Three Features of a Bureaucracy** By definition, a bureaucracy is a system of organization built on three principles: hierarchical authority, job specialization, and formalized rules.

**Hierarchical authority.** The word *hierarchical* describes any organization structured as a pyramid, with a chain of command running from the top of the pyramid on down to its base. The few officials and units at the top of the structure have authority over those officials and units at the larger middle level, who in turn direct the activities of the many at the bottom level.

**Job specialization.** Each **bureaucrat**, each person who works for the organization, has certain defined duties and responsibilities. There is, then, a precise division of labor within the organization.

<sup>1</sup> The term *bureaucracy* is a combination of the French word *bureau*, which originally referred to the desk of a government official and later to the place where an official works, and the suffix *-cracy*, signifying a type of social structure.

## Focus on the Basics

**FACTS:** • A bureaucracy features hierarchical authority, job specialization, and set rules. • The federal bureaucracy consists of all agencies, people, and procedures through which the government operates, and is the means by which the government makes and administers public policy. • The names given to agencies, including *commission*, *administration*, and *corporation*, may indicate the nature of the agency.

**CONCEPTS:** enumerated and implied powers, role of government

**ENDURING UNDERSTANDINGS:** • Although often believed to be slow and disorganized, bureaucracies are in fact an efficient and effective way to organize people to do work. • The bureaucratic structure allows the government to function properly even through changes of personnel and presidential administrations.

**Formalized rules.** The bureaucracy does its work according to a number of established regulations and procedures. Those rules are set out in written form and so can be known by all who are involved in that work.

**The Benefits of a Bureaucracy** Those three features—hierarchical authority, job specialization, and formalized rules—make bureaucracy the most effective way for people to work together on large and complex tasks, whether public or private.

The hierarchy can speed action by reducing conflicts over who has the power and the appropriate authority to make decisions. The higher a person's rank in the organization, the greater the decision-making power he or she has.

Job specialization promotes efficiency because each person in the organization is required to focus on one particular job. Each worker thus gains a set of specialized skills and knowledge.

Formalized rules mean that workers can act with some speed and precision because decisions are based on a set of known standards, not on someone's likes, dislikes, or **inclinations**. Those rules also enable work to continue with little interruption even as some workers leave an organization and new workers are hired to replace them.

Recognize this very important point about public bureaucracies: their bureaucrats hold appointive offices. Bureaucrats are **unelected** makers and implementers of public policy. This is not to say that bureaucracies are undemocratic. However, in a democracy much depends on how effectively the bureaucracy is controlled by those whom the people do elect—the President and Congress. Listen to James Madison on the point:

### PRIMARY SOURCE

**In framing a government which is to be administered by men over men, the great difficulty lies in this: you must first enable the government to control the governed; and in the next place oblige it to control itself.**

—The Federalist No. 51



▶ **Analyzing Political Cartoons** Although a bureaucracy may be the most effective governmental structure, the number of employees and time devoted to bureaucratic procedures are often criticized as a messy way to run the government. **How does this cartoon illustrate this point?**

## The Federal Bureaucracy

The federal bureaucracy is all of the agencies, people, and procedures through which the Federal Government operates. It is the means by which the government makes and administers public policy—the sum of all of its decisions and actions. Nearly all of that huge bureaucracy is located in the executive branch. Not all of it, however, because both Congress and the federal court system are bureaucracies as well.

The Constitution makes the President the chief administrator of the Federal Government. Article II, Section 3 declares that “he shall take Care that the Laws be faithfully executed.” But the Constitution makes only the barest mention of the administrative machinery through which the President is to exercise that power.

Article II does suggest executive departments by giving to the President the power to “require the Opinion, in writing, of the principal Officer in each of the executive Departments.”<sup>2</sup>

Article II anticipates two departments in particular, one for military and one for

<sup>2</sup> Article II, Section 2, Clause 1. There is also a reference to “Heads of Departments” in Clause 2, and to “any Department or Officer” of the government in Article I, Section 8, Clause 18.

**Checkpoint**  
What are the benefits of the bureaucratic structure?

**inclination**  
n. a tendency, preference, attitude

### BEFORE CLASS

Assign the section, the graphic organizer in the text, and the Reading Comprehension Worksheet (Unit 4 All-in-One, p. 128) before class.

**L2 Differentiate** Reading Comprehension Worksheet (Unit 4 All-in-One, p. 129)

### BELLRINGER

Write on the board: **Answer these questions in your notebook: (1) What are some departments in this school? (2) Why do you think the school is organized into different departments?**

## Teach

To present this topic using online resources, use the lesson presentations at **PearsonSuccessNet.com**.

### REVIEW BELLRINGER

List students' answers to the first Bellringer question on the board. (*Common answers will probably include the Math Department, and so on.*) Then use students' answers to the second question to discuss the ways in which your school is a bureaucracy and how its structure helps (or hurts) its effective operation.

### DESCRIBE A BUREAUCRACY

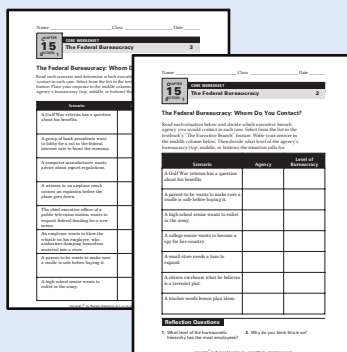
Display Transparency 15A, Federal Bureaucracy. Ask: **What is the result of bureaucracy in the cartoon?** (*U.S. food isn't distributed to the world's hungry people.*) Students should each think of a group that could be organized as a bureaucracy—such as a club or business. Using the description of the features in the textbook, the students should describe in their notebooks the hierarchical structure of their organization, what kinds of specific roles people occupy, how they are assigned, and what formal regulations govern the operation of the organization.

**L1 L2 Differentiate** Get students started by using your own classroom as the example. In this hierarchical organization, the teacher is the head of the bureaucracy. Describe for them the different specific roles that the teacher and the students have, and some of the rules that govern the operation of your classroom.

## Differentiated Resources

The following resources are located in the All-in-One, Unit 4, Chapter 15, Section 1:

- L2** Prereading and Vocabulary Worksheet (p. 124)
- L3** Reading Comprehension Worksheet (p. 128)
- L2** Reading Comprehension Worksheet (p. 129)
- L3** Core Worksheet (p. 130)
- L2** Core Worksheet (p. 132)
- L3** Quiz A (p. 133)
- L2** Quiz B (p. 134)



## Answers

**Analyzing Political Cartoons** The cartoon suggests that a bureaucracy seems inefficient by showing a nameplate that implies a vast number of employees are working to combat the size of government.

**Checkpoint** Action can be faster because the hierarchy clarifies decision-making power, and formalized rules base decisions on known standards. Job specialization enables each worker to gain specialized skills and knowledge.

## PAIR AND SHARE

Once students have completed their descriptions, divide them into pairs and have them exchange notebooks. Each student should read through his or her partner's bureaucratic description. Make sure to give them time to ask questions about the structure and purpose of the bureaucracy. Then call on a few students to explain to the class how their partner's bureaucratic structure benefits the organization in question. Ask students to think about whether all types of organizations benefit from bureaucratic structure, and why or why not.

## DISTRIBUTE CORE WORKSHEET

Hand out the Chapter 15 Section 1 Core Worksheet (Unit 4 All-in-One, p. 130), which uses scenarios to help students understand the federal bureaucracy. Explain that students will identify which units of the federal bureaucracy are responsible for different types of activities as well as determine what level of the bureaucracy should be contacted by the merits of each scenario. Have the students complete the table and the reflection question.

**L2 Differentiate** Distribute the adapted Chapter 15 Section 1 Core Worksheet (Unit 4 All-in-One, p. 132).

## REVIEW CORE WORKSHEET

Once students have completed their worksheets, have volunteers share their answers and explain their reasoning. If students disagree on what agency or level is responsible, have them discuss their analysis. Advise them that it might be possible that there could be multiple answers in some cases.

Scenario	Agency	Level of Bureaucracy
A Gulf War veteran has a question about his benefits.		
A group of bank presidents want to lobby for a cut in the federal interest rate to boost the economy.		
A computer manufacturer wants advice about export regulations.		
A witness to an airplane crash notices an explosion before the plane goes down.		
The chief executive officer of a public television station wants to request federal funding for a new series.		
An employee wants to blow the whistle on his employer, who authorizes dumping hazardous material into a river.		
A parent-to-be wants to make sure a cradle is safe before buying it.		
A high school senior wants to enlist in the army.		

**Checkpoint**  
What three main groups make up the executive branch?

foreign affairs. It does so by making the President the “Commander in Chief of the Army and Navy,” and by giving the chief executive both the power to make treaties and to appoint “Ambassadors, other public Ministers, and Consuls.”<sup>3</sup>

Beyond those references, the Constitution is silent on the organization of the executive branch. The Framers certainly intended that administrative agencies be created, however. They understood that no matter how wise the President and the Congress, their decisions still had to be carried out in order to be effective. Without an **administration**—the government’s many administrators and agencies—even the best policies would amount to just so many words and phrases. The President and Congress need millions of men and women to put policies into action in Washington, D.C., and in offices all around the country and the world.

The chief organizational feature of the federal bureaucracy is its division into areas of specialization. As you can see on the next page, the executive branch is composed of three broad groups of agencies: (1) the Executive Office of the President, (2) the 15 Cabinet departments, and (3) a large number of independent agencies.<sup>4</sup>

**uniformity**  
n. the condition of being alike

## The Name Game

The titles given to the many units that make up the executive branch vary a great deal. The name *department* is reserved for agencies of Cabinet rank. Beyond the title of *department*, however, there is little **standardized** use of titles among the agencies.

The most commonly used titles for units in the executive branch include *agency*, *administration*, *commission*, *corporation*, *authority*, *bureau*, *service*, *office*, *branch*, and *division*.

The term *agency* is often used to refer to any governmental body. It is sometimes used to identify a major unit headed by

**standardize**  
v. to set up according to a rule or model

<sup>3</sup> Article II, Section 2, Clauses 1 and 2.

<sup>4</sup> The chart is adapted from the current edition of the *United States Government Manual*, published each year by the Office of the Federal Register in the National Archives and Records Administration. The Manual includes a brief description of every agency in each of the three branches of the Federal Government. More than 580 of its now nearly 700 pages are devoted to the executive branch.

a single administrator of near-cabinet status, such as the Environmental Protection Agency. But so, too, is the title *administration*; for example, the National Aeronautics and Space Administration and the General Services Administration.

The name *commission* is usually given to agencies charged with the regulation of business activities, such as the Federal Communications Commission and the Securities and Exchange Commission. Top-ranking officers called commissioners head these units. The same title, however, is given to some investigative, advisory, and reporting bodies, including the U.S. Commission on Civil Rights and the Federal Election Commission.

Either *corporation* or *authority* is the title most often given to those agencies that conduct businesslike activities. Corporations and authorities are regularly headed by a board and a manager—as is this case with the Federal Deposit Insurance Corporation and the Tennessee Valley Authority.

Within each major agency, the same confusing lack of **uniformity** in the use of names is common. *Bureau* is the name often given to the major elements in a department, but *service*, *administration*, *office*, *branch*, and *division* are often used for the same purpose. For example, the major units within the Department of Justice include the Federal Bureau of Investigation, the United States Marshals Service, the Drug Enforcement Administration, the Office of the Pardon Attorney, the Criminal Division, and the National Drug Intelligence Center.

Many federal agencies are often referred to by their initials. The EPA, IRS, FBI, CIA, FCC, NASA, and TVA are but a few of the dozens of familiar examples we hear and read about every day.<sup>5</sup> A few are also known by nicknames. For example, the Government National Mortgage Association is often called “Ginnie Mae,” and the National Railroad Passenger Corporation is better known to us as Amtrak.

<sup>5</sup> The use of acronyms can sometimes cause problems. When the old Bureau of the Budget was reorganized in 1970, it was also renamed. It is now the Office of Management and Budget (OMB). However, it was for a time slated to be known as the Bureau of Management and Budget (BOMB).

## Myths and Misconceptions

**WASHINGTON BUREAUCRATS** You will sometimes hear people refer to the federal bureaucracy as “those people in Washington.” In fact, of the approximately 3 million federal civilian employees, most of whom work for executive branch agencies, only about 15 percent work in the District of Columbia. Every major city in the country is home to at least some “Washington bureaucrats.”

## Answers

**Checkpoint** Executive Office of the President, 15 Cabinet departments, many independent agencies

## Update

Check out these agencies of the executive branch at [PearsonSuccessNet.com](http://PearsonSuccessNet.com)

## The Executive Branch

The executive branch of the Federal Government is composed of a large number of agencies, all of them created by act of Congress to execute the laws of the United States. Nearly 80 percent of all of the men and women who work for those agencies in fact work some place other than Washington, D.C. *Why do you think the executive branch makes up the majority of the federal bureaucracy?*

### EXECUTIVE OFFICE of the President

The Executive Office of the President is an umbrella agency composed of several sub-agencies staffed by the President's closest advisors and assistants.

- White House Office
- Office of the Vice President
- Council of Economic Advisors
- Council on Environmental Quality
- National Security Council
- Office of Administration
- Office of Management and Budget
- Office of National Drug Control Policy
- Office of Policy Development
- Office of Science and Technology Policy
- Office of the United States Trade Representative

### EXECUTIVE Departments

Often called the Cabinet departments, the executive departments and their subunits carry out much of the work of the Federal Government.

- Department of State
- Department of the Treasury
- Department of Defense
- Department of Justice
- Department of the Interior
- Department of Agriculture
- Department of Commerce
- Department of Labor
- Department of Health and Human Services
- Department of Housing and Urban Development
- Department of Transportation
- Department of Energy
- Department of Education
- Department of Veterans Affairs
- Department of Homeland Security

### INDEPENDENT Agencies\*

These agencies are not attached to any of the Cabinet departments and exercise a wide range of responsibilities in the carrying out of government business as well as serving the public.

- Amtrak
- Central Intelligence Agency
- Consumer Product Safety Commission
- Environmental Protection Agency
- Farm Credit Administration
- Federal Communications Commission
- Federal Deposit Insurance Corporation
- Federal Election Commission
- Federal Reserve System
- Federal Trade Commission
- National Aeronautics and Space Administration
- National Endowment for the Arts
- National Labor Relations Board
- National Science Foundation
- National Transportation Safety Board
- Nuclear Regulatory Commission
- Office of Government Ethics
- Office of Personnel Management
- Peace Corps
- Securities and Exchange Commission
- Small Business Administration
- Social Security Administration
- Tennessee Valley Authority
- United States Postal Service

\*The agencies listed are just a sampling of the independent agencies.

**L1 L2 Differentiate** Pair lower-level and higher-level students to work together to complete their worksheet.

**L4 Differentiate** To challenge higher-level students, have them determine whether the agencies listed in the middle column of their worksheet function as a staff or line agency.

Tell students to go to the Online Update for more information on the executive branch agencies.

#### EXTEND THE LESSON

**L3 Differentiate** Assign each student one executive branch agency from the chart in the textbook, and have them research that agency, either in the library or online. Tell them that they should be looking for the agency's main functions, the name of the chief administrator, the number of employees, the year it was founded, and whether it is a staff or line agency. Once they have completed their research, divide them into groups of four or five. Each student should share the results of his or her research with the group, and the members of the group should work together to create a table listing all of their agencies and the relevant facts about them.

**L4 Differentiate** Have students select an executive department and research the agencies that are subunits of the department they selected. Then, have them create an organization chart that illustrates the hierarchical structure of that executive department.

## Assess and Remediate

**L3** Collect the Core Worksheets and assess the students' work.

**L3** Assign the Section 1 Assessment questions.

**L3** Section Quiz A (Unit 4 All-in-One, p. 133)

**L2** Section Quiz B (Unit 4 All-in-One, p. 134)

Have students complete the review activities in the digital lesson presentation and continue their work in the **Essential Questions Journal**.

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## Background Note

**BUREAUCRATIC RED TAPE** Historically, early bureaucrats in Europe used red cloth ribbons, commonly called "red tape," to hold together official records and documents. These actual red ribbons are the origin of the phrase "red tape" as used to describe the delays and excessive paperwork that many people associate with bureaucratic organizations. Elected officials will often say that they plan on "cutting through the red tape" when they are promising greater speed and efficiency in government action.

## Answers


**The Executive Branch** because a vast number of offices and personnel are required to execute and administer public policy

## REMEDIATION

If Your Students Have Trouble With	Strategies For Remediation
Describing the purpose and structure of the federal bureaucracy (Question 1)	Make a concept web on the board that illustrates the organization of the federal bureaucracy.
Defining the features of bureaucracy (Questions 2, 5, 6)	Have students make an illustration depicting each feature of a bureaucracy.
Identifying the names of government units (Question 3)	With students, create a chart on the board using this section's Name Game, describing each and how they can at times overlap.
Contrasting staff and line agencies (Question 4)	Have students review the graphic organizer in this chapter's Quick Study Guide.

### Government online

All print resources are available on the Teacher's Resource Library CD-ROM and online at [PearsonSuccessNet.com](http://PearsonSuccessNet.com).

 **Checkpoint**  
How do staff agencies differ from line agencies?

## Staff and Line Agencies

The units that make up any administrative organization can be classified as either staff or line agencies. The Federal Government units are also described as such.

**Staff agencies** serve in a support capacity. They aid the chief executive and other administrators by offering advice and assistance in the management of the organization. **Line agencies**, on the other hand, actually perform the tasks for which the organization exists.

Congress and the President give the line agencies goals to meet, and the staff agencies help the line agencies meet these goals as effectively as possible through advising, budgeting, purchasing, management, and planning. The general public is much more aware of the work of line agencies than it is of that of most of the staff units. It is for a rather obvious reason: it is the line agencies that carry out public policies and, in doing so, deal directly with the public.

Two illustrations of the **distinction** here can be found in the several agencies that make up the Executive Office of the President and, in contrast, the Environmental Protection Agency. The agencies that make up the Executive Office of the President (the White

House Office, the National Security Council, the Office of Management and Budget, and others, as you will see in the next section) each exist as staff support to the President. Their primary mission is to assist the President in the exercise of the executive power and in the overall management of the executive branch. They are not operating agencies. That is, they do not actually administer public programs.

The Environmental Protection Agency (EPA), on the other hand, has an altogether different mission. It is responsible for the day-to-day enforcement of the many antipollution laws Congress has enacted over the years. The EPA operates "on the line," where the action is.

This difference between staff agencies and line agencies can help you find your way through the complex federal bureaucracy. The distinction between the two can be oversimplified, however. For example, most line agencies do have staff units to aid them in their line operations. Thus, the Environmental Protection Agency's Office of Civil Rights is a staff unit. Its job is to ensure that the agency's personnel practices do not violate the Federal Government's antidiscrimination policies.

**distinction**  
n. a difference between two or more things

## SECTION 1 ASSESSMENT

### Essential Questions Journal

To continue to build a response to the chapter Essential Question, go to your Essential Questions Journal.

**1. Guiding Question** Use your completed chart to answer this question: What is the structure and purpose of the federal bureaucracy?

#### Key Terms and Comprehension

- Describe the three defining features of a **bureaucracy**.
- List some of the more common names given to the various agencies in the executive branch.
- What is the difference between a **staff agency** and a **line agency**?

#### Critical Thinking

- Analyze Information** Explain how the defining features of a bureaucracy both help and hurt the effectiveness and efficiency of the Federal Government.
- Categorize** Think of a bureaucracy that you encounter or work with on a regular basis, and identify each of the three major features of bureaucracies in that organization.
- Express Problems Clearly** The bureaucrats who carry out government policy are appointed, not elected. Does this mean that bureaucracies are, therefore, undemocratic? Why or why not?

#### Quick Write

**Research Writing: Ask Questions**  
The numerous agencies that make up the federal bureaucracy administer public policy in a variety of fields. Think about subjects that you are interested in, for example, the economy, environment, defense, farming, transportation, or communication. Select the topic that interests you most. Then, write three questions that you would like to answer about the subject you selected as it relates to the Federal Government.

## Answers

**Checkpoint** A staff agency offers advice or other support to the administrators. A line agency performs the tasks for which the organization exists.

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## Assessment Answers

- The federal bureaucracy is all of the agencies, employees, and procedures through which the Federal Government operates. It is structured using hierarchical authority, job specialization, and formal rules. It is composed of the Executive Office of the President, 15 Cabinet departments, and many independent agencies. It organizes people to work on large, complex tasks.
- hierarchical authority:** pyramid-shaped, with a chain of command and each unit answering to a unit above it; **job specialization:** each person has a specific set of responsibilities;

**formalized rules:** written work regulations and procedures

- department:** Cabinet-level agency; **agency** or **administration:** often a major unit headed by single administrator of near-cabinet rank; **commission:** regulates business; **corporation** or **authority:** conducts business-like activities
- staff agency:** offers advice or other support to the administrators; **line agency:** performs the tasks for which the organization exists.
- Bureaucracy helps by allowing many people to work efficiently on complex projects. It hurts

when there are too many levels or procedures that slow down the governing process.

- Answers should include a description of the organization's hierarchy, job specialization, and rules.
  - Elected officials answer to the public but serve fixed terms in office. Appointed bureaucrats answer to elected officials, but they can be appointed or dismissed anytime.
- QUICK WRITE** Questions should relate to students' topics and to Federal Government involvement.

## SECTION 2

# Executive Office of the President



### Guiding Question

What agencies and advisors are part of the Executive Office of the President and what are their functions? Use a table like the one below to keep track of those units and their functions within the Executive Office of the President.

Executive Office of the President	
Agency	Function
•	•
•	•
•	•

### Political Dictionary

- Executive Office of the President
- federal budget
- fiscal year
- domestic affairs

### Objectives

1. Describe the Executive Office of the President.
2. Explain the duties of the White House Office, the National Security Council, and the Office of Management and Budget.
3. Identify the other agencies that make up the Executive Office of the President.

**Image Above:** President Bush works on his State of the Union address with speechwriter Michael Gerson.

Thomas Jefferson performed his presidential duties with the help of two aides, one a messenger and the other his secretary. Like other early Presidents, he paid their salaries out of his own pocket. Indeed, Congress did not provide any money for presidential staff until 1857, when it gave President James Buchanan \$2,500 for one clerk.

President Jefferson presided over an executive branch that employed, altogether, only some 2,100 people. The situation is remarkably different today. Approximately 2.7 million men and women work in the Obama administration. Two institutions—the Executive Office of the President and the President's Cabinet—are at the center of today's huge executive branch.

## The Executive Office of the President

Every officer, every employee, and every agency in the executive branch of the Federal Government is legally subordinate to the President. They all exist to help the President—the chief executive—in the exercise of the executive power.

The President's right arm, however, is the **Executive Office of the President** (the EOP). The Executive Office of the President is, in fact, an umbrella agency, a complex organization of several separate agencies staffed by some 900 of the President's closest advisors and assistants.

President Franklin Roosevelt persuaded Congress to establish the Executive Office of the President in 1939. It has been reorganized in every administration since then, including the Obama Administration.

## The White House Office

The nerve center of the Executive Office of the President—in fact, the nerve center of the entire executive branch of the Federal Government—is the White House Office. It houses much of the President's key personal and political staff.

The two wings on either side of the White House hold the offices of most of the President's staff. These employees occupy much of the crowded West Wing, which the public seldom sees and where the legendary Oval Office and the Cabinet Room are located.

### GUIDING QUESTION

What agencies and advisors are part of the Executive Office of the President and what are their functions?

Executive Office of the President	
Agency	Function
• White House Office	• President's inner circle; advises on foreign policy, defense, homeland security, the economy, and other areas
• National Security Council	• advises President on domestic, foreign, and military matters related to national security
• Office of Management and Budget	• prepares federal budget; monitors spending; keeps President up to date on work of all agencies
• Office of National Drug Control Policy	• prepares national drug control strategy; coordinates war on drugs
• Council of Economic Advisors	• advises on state of nation's economy; helps prepare annual Economic Report
• Office of Policy Development	• advises on domestic affairs
• Council on Environmental Quality	• advises on environmental policy and in writing annual state of the environment report
• Office of the Vice President	• supports duties of Vice President
• Office of United States Trade Representatives	• advises on foreign trade; represents President in foreign trade negotiations
• Office of Science and Technology Policy	• advises on scientific, engineering, and other technological matters related to national policies and programs

## SKILLS DEVELOPMENT

### ANALYZE SOURCES

The Extend the Lesson activity in this section asks students to do online or print research about executive branch agencies. Have students turn to the Skills Handbook, p. S14, to learn how to analyze sources.

## Focus on the Basics

**FACTS:** • The Executive Office of the President is a complex organization of separate agencies staffed by the President's closest advisors and assistants. • The White House Office is the nerve center of the EOP and of the entire executive branch. • The agencies of the EOP, including the National Security Council and the Office of Management and Budget, make sure the President's policies are being carried out in areas such as trade, environment, legislation, and foreign and domestic affairs.

**CONCEPTS:** checks and balances, role of government

**ENDURING UNDERSTANDINGS:** • The Executive Office of the President is composed of the President's closest advisors and several support agencies. • The EOP is the President's right arm in the formation and execution of the nation's public policies.

# Get Started

## LESSON GOALS

Students will . . .

- understand the importance of advisors by imagining themselves as President and choosing areas of expertise for their advisors.
- summarize features and functions of three agencies within the Executive Office of the President by using a Jigsaw activity.

## BEFORE CLASS

Assign the section, the graphic organizer in the text, and the Reading Comprehension Worksheet (Unit 4 All-in-One, p. 135) before class.

**L2 Differentiate** Reading Comprehension Worksheet (Unit 4 All-in-One, p. 136)

## BELLRINGER

Write on the board: **The President's advisors help plan policy in different areas. If you were President, what areas of expertise would you like your advisors to have? Answer in your notebook.**

# Teach

To present this topic using online resources, use the lesson presentations at **PearsonSuccessNet.com**.

## REVIEW BELLRINGER

Ask volunteers to read their list of advisors' areas of expertise. Have them discuss why they chose those particular kinds of expertise.

## EXECUTIVE AGENCIES JIGSAW

Conduct a Jigsaw activity (p. T27) on the agencies of the executive branch. Divide students into three groups. Distribute the Chapter 15 Section 2 Core Worksheet (Unit 4 All-in-One, p. 137) and assign each group either the White House Office, National Security Council, or Office of Management and Budget. Have groups use the information in the chapter to complete their worksheet and answer the discussion questions related to their agency.

## Answers

**Checkpoint** This office is the nerve center of the executive branch of government and includes the President's closest aides.

**The West Wing** Such close proximity allows the President quick access to the information and advice of the key advisors.



**inner circle**  
n. those most influentially closest to the center of power

The chief of staff to the President directs all of the operations of the White House Office and is among the most influential presidential aides. The counselor to the President and a number of senior advisors are also key members of the President's **inner circle**.

Several top officials work in the White House Office. A number of assistants and deputy assistants to the President aid the chief executive in such vital areas as foreign policy, defense, homeland security, the economy, political affairs, congressional relations, speech writing, and contacts with the news media and the public.

The staff of the White House Office also includes such major presidential aides as the press secretary, the appointments and scheduling assistant, and the President's physician. The first lady's very visible place in public life today is reflected by the fact that one of the assistants to the President serves as her chief of staff and one of the several deputy assistants is her press secretary.

Altogether, the staff of the White House Office now includes more than 400 men and women who, in a very real sense, work for the President. The titles of a few of the subunits within the White House Office suggest the

scope of that work: the Office of Global Communications, the Office of National AIDS Policy, and the USA Freedom Corps.

## National Security Council

Most of the President's major steps in foreign affairs are taken in close consultation with the National Security Council (NSC). It meets at the President's call, often on short notice, to advise him in all domestic, foreign, and military matters that relate to the nation's security.

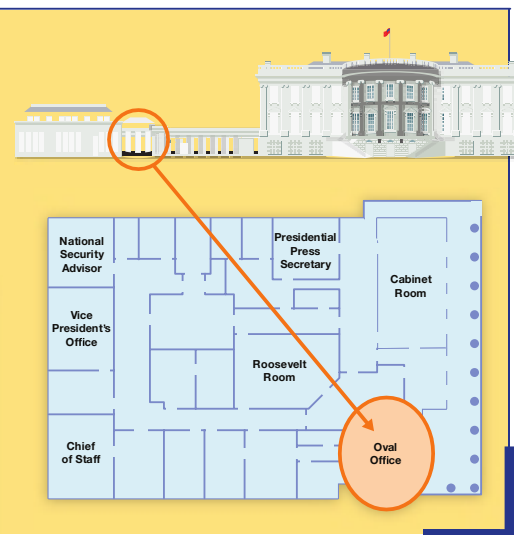
The President chairs the Council. Its other members include the Vice President and the secretaries of state, treasury, and defense. The Director of National Intelligence and the chairman of the Joint Chiefs of Staff regularly attend its meetings.

The NSC has a small staff of foreign and military policy experts. They work under the direction of the President's assistant for national security affairs, who is often called the President's national security advisor. The government's several intelligence agencies do much of their often super-secret work at the direction of the National Security Council.

The National Security Council is a staff agency. That is, its job is to advise the

## The West Wing

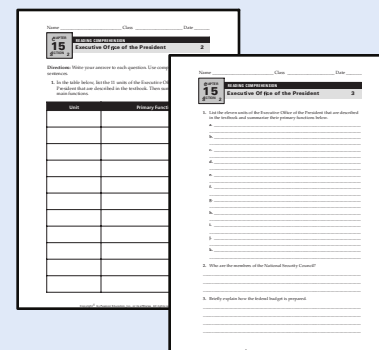
The White House is a vast structure that includes two office buildings and the President's residence. The East and West wings extend from the residence and host key presidential aides and advisors. The President's closest advisors are located in the West Wing only steps away from the Oval Office. *Why is it important that these advisors be so close to the President's office?*



## Differentiated Resources

The following resources are located in the All-in-One, Unit 4, Chapter 15, Section 2:

- L3** Reading Comprehension Worksheet (p. 135)
- L2** Reading Comprehension Worksheet (p. 136)
- L3** Core Worksheet (p. 137)
- L3** Quiz A (p. 139)
- L2** Quiz B (p. 140)





President in all matters affecting the nation's security. However, during the Reagan administration in the 1980s, the NSC's staff actually conducted a number of secret operations, including the sale of arms to Iran. The disclosure of the NSC's role in this sale led to the Iran-Contra scandal of the mid-1980s.

## Office of Management and Budget

The Office of Management and Budget (OMB) is the largest and, after the White House Office, the most influential unit in the Executive Office. The OMB is headed by a director who is appointed by the President and confirmed by the Senate. The OMB's major task is the preparation of the federal budget, which the President must submit to Congress every year.

The **federal budget** is a very detailed estimate of receipts and expenditures, an anticipation of federal income and outgo, during the next fiscal year. A **fiscal year** is the 12-month period used by government and business for record keeping, budgeting, and other financial management purposes. The Federal Government's fiscal year runs from October 1 through September 30.

The budget is more than just a financial document. It is a plan—a carefully drawn, closely detailed work plan for the conduct of government. It is an annual statement of the public policies of the United States, expressed in dollar terms.

The creation of each fiscal year's budget is a lengthy process that begins more than a year before the start of the fiscal year for which it is intended. Each federal agency prepares detailed estimates of its spending needs for that 12-month period. The OMB reviews those proposals and gives agency officials the opportunity to defend their dollar requests. Following that agency-by-agency review, the revised (and usually lowered) spending estimates are fitted into the President's overall program before it is sent to Congress. The OMB then monitors the spending of the funds Congress appropriates.

Beyond its budget chores, the OMB is a sort of presidential "handy-man" agency. It

### How Government Works

#### Federal Budget

## How is the President's budget created?

The Office of Management and Budget must consider a variety of factors before it creates the President's final budget proposals. Detailed analyses of those elements help the OMB determine the appropriate level of funding for each agency. *Which of these factors might be the most difficult to quantify?*

#### What can the Government spend?

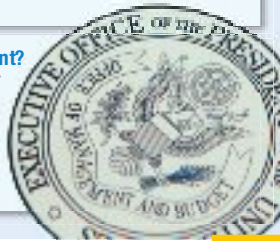
The OMB must estimate how much income, principally from taxes, the government will receive in an upcoming fiscal year. Much of that sum must be spent for purposes and at levels previously set by Congress (mandatory spending).

#### What do Americans want?

People expect the Federal Government to maintain existing programs. Only about 20 percent of all federal spending can be directed to expanding these programs and/or creating new ones (discretionary spending).

#### What does the President want?

Some spending has a higher priority in the give-and-take of the budget-making process than others. In particular, spending for those programs which are, for whatever reason, important to the President.



makes continuing studies of the organization and management of the executive branch and keeps the President up to date on the work of all its agencies. The OMB checks and clears agency stands on all legislative matters to make certain they agree with the President's policy positions. It also helps prepare the hundreds of executive orders the President must issue each year and the veto messages the chief executive occasionally sends to Congress.

## Other EOP Agencies

The EOP's umbrella covers several other—and quite important—agencies. Each of those agencies provides essential staff help to the chief executive.

 **Checkpoint**  
What are the duties of the Office of Management and Budget?

Then have students form new groups comprised of one student from each previous group. Have students share the information on their agency and the results of their discussion with their new group. Tell students that each of them should be able to act as an "expert" on his or her agency and teach that material to the new group.

**L3 L4 Differentiate** Have the groups do research on their agency to include information in their core worksheet beyond that provided in the text. Encourage them to add more categories to the chart for additional information they find. Then conduct the peer-teaching part of the jigsaw.

**L2 ELL Differentiate** Assign students who work more slowly the White House Office as the agency on which they should focus in this activity.

**L4 Differentiate** Assign higher-level students the OMB on which to focus in this activity.

### DISCUSS

Display Transparency 15B, The Executive Branch, which contains a blank version of the table in the Jigsaw activity. For each agency, select a student who was not an expert on that agency. Ask these students to provide the details on the agency that was "taught" to them by that agency's expert. Write the answers on the transparency and have students check the accuracy of their worksheets.

### EXTEND THE LESSON

**L1 L2 Differentiate** Ask students to use print or online resources to find an article about one of the executive branch agencies in the text. Have students write a short summary of the article.

**L3 Differentiate** Ask students to use print or online resources to find an article about one of the executive branch agencies in the text. Ask them to prepare a brief oral presentation for the class based on their article. Presentations should focus on what they learned about how the agency operates and its role in the Federal Government.

**L4 Differentiate** Have students research the career of a person who currently heads one of the executive branch agencies described in the text. Have them write a short biography, which should focus on accomplishments and qualifications for the office.

## How Government Works

**PREPARE A BUDGET** Have the class prepare a week's budget for a typical student. Ask: **What categories of items do you spend your money on each week?** (*clothes, movies, eating out*) Write the categories on the board. Then have the class agree on a reasonable amount they might spend for each category in a week and add them up. Then ask: **How much money do you have to spend each week?** Write an average amount on the board. If expected spending exceeds income, ask what students can do about the shortfall. (*reduce spending or borrow*) If income exceeds expected spending, ask what they can do with the excess. (*spend more or save*) The Federal Government faces the same budget choices (see Creating the President's Budget). When revenue falls short, it can cut programs, raise taxes, or borrow. With a surplus, it can spend more or pay down the national debt.

## Answers

**How Is the President's Budget Created?** possible response: success of current programs; predicted strength of economy

**Checkpoint** prepares federal budget, monitors spending, informs President on work of all agencies, checks agency stands on legislative matters to assure consistency with President's views, helps prepare executive orders and veto messages

## Assess and Remediate

**L3** Have students write a summary of the major activities of the White House Office, National Security Council, and Office of Management and Budget.

**L3** Collect the Core Worksheets and assess the students' class participation, using the Rubric for Assessing Individual Performance in a Group (Unit 4 All-in-One, p. 288).

**L3** Assign the Section 2 Assessment questions.

**L3** Section Quiz A (Unit 4 All-in-One, p. 139)

**L2** Section Quiz B (Unit 4 All-in-One, p. 140)

Have students complete the review activities in the digital lesson presentation and continue their work in the **Essential Questions Journal**.

### REMIEDIATION

If Your Students Have Trouble With	Strategies For Remediation
Identifying the EOP agencies and functions (Question 1)	Have students create an outline of the section using the red and blue heads as a structure.
Describing the OMB responsibilities (Question 3)	Make a concept web on the board that tracks the main ideas in the section's Office of Management and Budget.
Understanding how the budget reflects presidential priorities (Question 4)	Review the section's Creating the President's Budget feature.
Examining the purpose of the EOP (Questions 5, 6)	Review the Executive Branch graphic in Section 1 while leading a discussion on the purpose of the federal bureaucracy.
Determining how the agencies maintain the principle of checks and balances (Question 7)	Remind students about the principle and have them find references in the section that mention the legislative or judicial branch.

### Answers

**Checkpoint** approves the President's appointments to top positions

**✓ Checkpoint**  
What role does the Senate play in staffing the EOP?

#### Office of National Drug Control Policy

The Office of National Drug Control Policy was established in 1988. It is headed by a director who is appointed by the President, with Senate approval. The Office prepares an annual national drug control strategy, which the President sends on to Congress. The director also coordinates the ongoing efforts of the more than 50 federal agencies that participate in the continuing war on drugs.

#### Council of Economic Advisers

Three of the country's leading economists, chosen by the President with Senate consent, make up the Council of Economic Advisers. The Council is the chief executive's major source of information and advice on the state of the nation's economy. It also helps the President prepare the annual Economic Report to Congress, which goes to Capitol Hill in late January or early February each year.

**Other EOP Units** A number of other agencies in the Executive Office house key presidential aides. These men and women make it possible for the President to meet the many-sided responsibilities of the presidency.

The Office of Policy Development advises the chief executive on all matters relating to the nation's **domestic affairs**—that is, all matters not directly connected to the **realm** of foreign affairs.

**clout**  
n. the power to influence things

**realm**  
n. a particular field or area

The Council on Environmental Quality aids the President in environmental policy and in writing the annual "state of the environment" report to Congress. It sees that federal agencies comply with presidential policy and the nation's environmental laws. The council's three members are appointed by the President, with the Senate's consent.

The Office of the Vice President houses the now more than fifty men and women who help the Vice President perform the duties of that office. The marked growth in the size of that staff in recent years illustrates the increase in the importance and political **clout** of the vice presidency.

The Office of United States Trade Representative advises the chief executive in all matters of foreign trade. The trade representative, appointed by the President and confirmed by the Senate, carries the rank of ambassador and represents the President in foreign trade negotiations.

The Office of Science and Technology Policy is the President's major advisor in all scientific, engineering, and other technological matters. Its director is drawn from the nation's scientific community.

The Office of Administration is the general housekeeping agency for all the other units in the Executive Office. It provides them with the many support services they must have in order to do their jobs.

**Essential Questions Journal** To continue to build a response to the chapter Essential Question, go to your **Essential Questions Journal**.

## SECTION 2 ASSESSMENT

**1. Guiding Question** Use your completed table to answer this question: What agencies and advisors are part of the Executive Office of the President and what are their functions?

#### Key Terms and Comprehension

- Which agency in the **Executive Office of the President** has the largest impact on foreign affairs?
- Describe the major duties of the **Office of Management and Budget**.
- How can the **federal budget** be used to advance the President's policy agenda?

#### Critical Thinking

- Summarize** How does the White House Office help the President fulfill the role of chief administrator?
- Demonstrate Reasoned Judgment** Do you think that the number of distinct agencies within the Executive Office of the President is too large, too small, or just right? Explain your answer.
- Draw Conclusions** Which particular agency in the executive branch do you think best illustrates the concept of checks and balances?

#### Quick Write

**Research Writing: Gather Details** When writing a research report, you should include facts, examples, and other information to help support your findings. Make a list of details related to the research topic you selected in the Quick Write of Section 1. Make sure to indicate how your topic is specific to a government agency, how the agency is organized, and what its responsibilities are.

## Assessment Answers

**1. White House Office:** advises on foreign policy, defense, homeland security, the economy; **National Security Council:** advises on domestic, foreign, and military matters related to national security; **Office of Management and Budget:** prepares federal budget, monitors spending, and informs President on work of all agencies; **Office of National Drug Control Policy:** prepares national drug control strategy and coordinates war on drugs; **Council of Economic Advisors:** advises on state of nation's economy; **Office of Policy Development:** advises on domestic affairs; **Council on Environmental Quality:**

advises on environmental policy; **Office of the Vice President:** supports Vice President; **Office of United States Trade Representatives:** advises on foreign trade and negotiates trade deals; **Office of Science and Technology Policy:** advises on technological matters related to national policies and programs

- National Security Council
- prepares federal budget, monitors spending, and reports on work of all agencies
- allocates funds to programs based on the President's priorities

**5.** includes the President's most trusted advisors, who consult on policy making

**6.** Answers should weigh the administrative costs of so many agencies against the benefits of bureaucratic specialization.

**7.** The OMB checks the legislative branch through creating the federal budget and monitoring federal spending. Some agencies are checked by the legislative branch by Senate approval on the selection of agency heads.

**QUICK WRITE** Details should relate a government agency to the student's chosen topic.

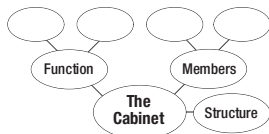
## SECTION 3

# The Cabinet Departments



### Guiding Question

**What is the Cabinet and what does it do?** Use a concept web like the one below to keep track of the supporting details about the Cabinet.



### Political Dictionary

- executive department
- secretary
- civilian
- attorney general

### Objectives

1. Describe the origin and work of the executive departments.
2. Explain how the members of the Cabinet are chosen.
3. Identify the role of the Cabinet in the President's decisions.

**Image Above:** Secretary of Agriculture Charles Kuperus (left) meets with a farmer in New Jersey.

In *The Federalist* No. 76, Alexander Hamilton declared that “the true test of a good government is its aptitude and tendency to produce a good administration.” Given that comment, it seems strange that Hamilton and the other Framers of the Constitution spent so little time on the organization of the executive branch of the government they were creating. Instead, the machinery of federal administration has been built over time to meet the changing needs of the country.

## Executive Departments

Much of the work of the Federal Government is done by the 15 **executive departments**. Often called the Cabinet departments, they employ nearly two-thirds of the Federal Government's **civilian**, or nonmilitary, workforce. They are the traditional units of federal administration, and each of them is built around some broad field of activity.

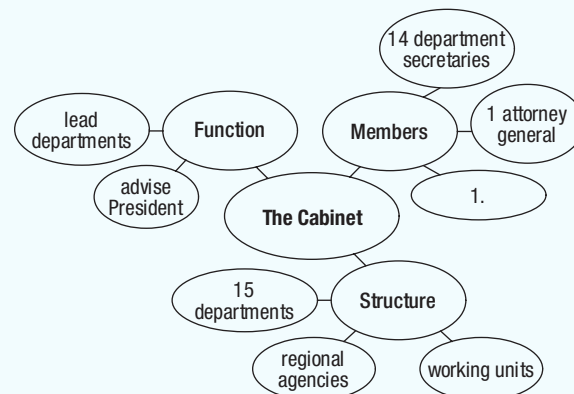
The First Congress created three of these departments in 1789: the Departments of State, Treasury, and War. As the size and the workload of the Federal Government grew, Congress added new departments (see chart on the following pages). Some of the newer ones took over various duties originally assigned to older departments, and gradually assumed new functions, as well. Over time, Congress has also created and later combined or abolished some departments.

**Chief Officers and Staff** Each department is headed by a **secretary**, except for the Department of Justice, whose work is directed by the **attorney general**. As you will see, these department heads serve in the President's Cabinet. Their duties as the chief officers of their specific department take up most of their time, however.

Each department head is the primary link between presidential policy and his or her own department. Just as importantly, each of them also strives to promote and protect his or her department with the White House, with Congress and its committees, with the rest of the federal bureaucracy, and with the media and the public.

### GUIDING QUESTION

What is the Cabinet and what does it do?



1. others as President desires: often Vice President, director of OMB, domestic policy advisor, President's counselor, chief of staff, trade representative, heads of Office of National Drug Control Policy and Environmental Protection Agency

## Get Started

### LESSON GOALS

Students will . . .

- list the top five services they think the Federal Government provides American citizens.
- work in pairs/groups to generate a list of the qualifications the President should take into consideration when nominating a specific Cabinet-level department head.

## SKILLS DEVELOPMENT

### DRAW INFERENCES AND CONCLUSIONS

To help students learn to draw inferences and conclusions, have them turn to the Skills Handbook, p. S19, and use the steps explained there to complete this lesson's Core Worksheet.

## Focus on the Basics

**FACTS:** • The federal administration has been built over time to meet the changing needs of the country. • Each executive department manages federal policy in a broad field. • The 15 executive department heads make up the President's Cabinet. • The President appoints department heads; the Senate confirms.

**CONCEPTS:** checks and balances, role of government

**ENDURING UNDERSTANDINGS:** • Although most employees of the executive departments are career civil servants, the President appoints those who will fill the top positions with Senate approval. • The Cabinet is an informal advisory body to the President; however, its influence on policies and decision making has varied from President to President.

## The Executive Departments

Each of the now 15 executive departments was created by Congress. Their respective areas of responsibility generally reflect the conditions of the period and the major issues facing the nation when each of them was established. *What new department(s) do you think might be created in the 21st century?*

### Federalist Era

At its first session following the adoption of the Constitution, Congress established four key departments in the executive branch.

#### State 1789

- Advises the President on foreign policy
- Negotiates agreements with foreign countries
- Represents the United States abroad and in international organizations

#### Defense 1789

- Founded as the National Military Establishment; renamed in 1949
- Provides military forces to deter war and protect the nation's security

#### Treasury 1789

- Produces coins and bills
- Borrows money and manages public debt
- Collects taxes

#### Justice 1789

- Founded as the Office of the Attorney General; renamed in 1870
- Prosecutes those accused of violating federal law
- Provides legal advice to the President
- Represents the United States in court
- Operates federal prisons

### Expansion Era

As the United States expands to the west, two new departments are established to manage those lands and their use.

#### Interior 1849

- Manages public lands, wildlife refuges, and national parks
- Operates hydroelectric power plants
- Helps Native Americans manage their affairs

#### Agriculture 1889

- Assists farmers and ranchers
- Administers food stamp and school lunch programs
- Inspects food and ensures quality standards
- Manages national forests

### Industrial Era

Congress creates two new departments to address issues arising from industrialization and a growing economy.

#### Commerce 1903

- Founded as the Department of Commerce and Labor; separated in 1913
- Promotes international trade, economic growth, and technological development
- Grants patents and registers trademarks
- Conducts census

#### Labor 1913

- Enforces federal laws on minimum wages, maximum hours, and safe working conditions
- Administers unemployment insurance and workers' compensation programs

### BEFORE CLASS

Assign the section, the graphic organizer in the text, and the Reading Comprehension Worksheet (Unit 4 All-in-One, p. 141) before class.

**L2 Differentiate** Reading Comprehension Worksheet (Unit 4 All-in-One, p. 142)

### BELLRINGER

Write on the board: **What do you think are the five most important services provided to American citizens by the Federal Government? Answer in your notebook.**

## Teach

To present this topic using online resources, use the lesson presentations at [PearsonSuccessNet.com](http://PearsonSuccessNet.com).

### REVIEW BELLRINGER

Ask students to share their answers to the Bellringer and write them on the board. Then, refer students to the "Executive Departments" diagrams in the textbook, which show the 15 executive branch departments, and have students determine which branch is responsible for the services they considered the most important. Write the answers on the board. Tell students that most of the Federal Government's work is completed by the various agencies and working groups that make up the executive departments.

**L2 ELL Differentiate** Help students make their lists by providing them with prompts such as: Do you think healthcare for seniors is an important service? How important is national security? Should the quality of meat and vegetables be controlled? How would you rate protecting the environment?

**multidimensional**  
*adj* having several parts

An under secretary or deputy secretary and several assistant secretaries aid the secretary in his or her **multidimensional** role. These officials are also named by the President and confirmed by the Senate. Staff support for the secretary comes from assistants and aides with a wide range of titles in such areas as personnel, planning, legal advice, budgeting, and public relations.

**Subunits** Each department is made up of a number of subunits, both staff and line. Each of these subunits, or agencies, is usually further divided into smaller working units. Thus, the Criminal Division in the Department of Justice is composed of a number

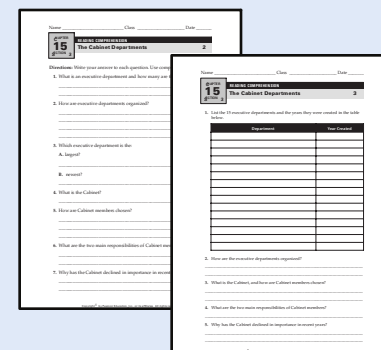
of sections, including, for example, the Counterterrorism Section and the Narcotics and Dangerous Drugs Section. Approximately 80 percent of the men and women who head the bureaus, divisions, and other major units within each of the executive departments are career people, not political appointees.

Many of the agencies in executive departments are structured geographically. Much of their work is done through regional and/or district offices, which, in turn, direct the activities of the agency's employees in the field. In fact, nearly 90 percent of all of the men and women who work as civilian employees of the Federal Government are stationed outside the nation's capital.

## Differentiated Resources

The following resources are located in the All-in-One, Unit 4, Chapter 15, Section 3:

- L3** Reading Comprehension Worksheet (p. 141)
- L2** Reading Comprehension Worksheet (p. 142)
- L3** Core Worksheet (p. 143)
- L2** Extend Activities (pp. 144, 145)
- L3** Quiz A (p. 146)
- L2** Quiz B (p. 147)



## Answers

**The Executive Departments** Answers will vary, but should reflect an understanding of what areas are already under Cabinet department auspices and those that they think should be covered.

Update

Check out the Cabinet departments at [PearsonSuccessNet.com](http://PearsonSuccessNet.com)

## Postwar Era

Following World War II, the Cabinet expands to match the Federal Government's larger role in the nation's economy, social services, and education.

### Health and Human Services 1953

- Founded as the Department of Health, Education, and Welfare; separated and renamed in 1979
- Funds healthcare research programs
- Conducts programs to prevent and control disease
- Enforces pure foods and drug laws
- Administers Medicare and Medicaid

### Housing and Urban Development 1965

- Operates home-financing and public housing programs
- Enforces fair housing laws

### Transportation 1967

- Administers programs to promote and regulate highways, mass transit, railroads, waterways, air travel, and oil and gas pipelines
- Works with State and local levels on land, energy, resource, and technology programs

### Energy 1977

- Promotes production of renewable energy, fossil fuels, and nuclear energy
- Transmits and sells hydroelectric power
- Conducts nuclear weapons research and production

### Education 1979

- Administers federal aid to schools
- Ensures equal access to education
- Conducts educational research

### Veterans Affairs 1989

- Administers benefits, pensions, and medical programs for veterans of the armed forces
- Oversees military cemeteries

## 21st Century

The 9/11 attacks bring a new focus on national security and the newest executive department is established.

### Homeland Security 2002

- Ensures border and transportation security
- Develops emergency preparedness and response programs
- Safeguards national infrastructure and information systems



Take the Veterans Health Administration, part of the Department of Veterans Affairs, to illustrate the point. That administration does nearly all of its work providing medical care to eligible military veterans at some 150 medical centers, more than 800 outpatient clinics, and a large number of other facilities throughout the country.

**The Executive Departments Today** Today, the executive departments vary a great deal in terms of visibility, size, and importance. The Department of State is the oldest and the most prestigious department; but it is also among the smallest, with only some 25,000 employees. The Department of Defense is the

largest, with nearly 700,000 civilian workers, and another 1.4 million men and women in the military services.

The Department of Health and Human Services has the largest budget; it accounts for just about a fourth of all federal spending each year. In contrast, the Department of Commerce has the smallest budget and contributes to less than one percent of all federal expenditures.

The Department of Homeland Security became the newest of the executive departments when Congress created it in 2002. The 15 departments, the dates they were established, and their principal functions are profiled in the chart above.

## How Government Works

**NAME THAT DEPARTMENT** To help students understand the functions of the executive departments, have them create an identification game. Ask each student to choose one department from "The Executive Departments" feature in the textbook without revealing the name. Instruct them to write a scenario that relates to the department's functions. Have students read their scenario aloud. After each reading, ask the class to identify the department that should handle the situation. Provide this example to get them started: "Ranchers near Yellowstone Park are angry that the park's wolves have killed some of their sheep." Ask: **What department should handle this situation?** (the *Department of the Interior*)

## DISTRIBUTE CORE WORKSHEET

Remind students that most employees of the executive departments are career civil servants, who, in many cases, have the background and education as well as years of experience in a field related to their department. The President, with Senate approval, selects those individuals who will hold high-level positions in each department. Divide the class into pairs or into groups of three, and give each pair/group the name of one executive department on which to focus. Make sure each department is covered in this exercise. Tell students that they are career employees for their department and they have been asked to provide the President with the qualifications to look for in determining the best candidate for their department head. Distribute the Chapter 15 Section 3 Core Worksheet (Unit 4 All-in-One, p. 143), which provides prompts to help them with this activity.

**L2 Differentiate** When designating executive departments, assign lower-level students to departments that may be more familiar and therefore easier to qualify, such as the Department of Defense or the Department of Education.

**L4 Differentiate** When designating executive departments, assign higher-level students to departments that may be less familiar and therefore more difficult to qualify, such as the Department of the Interior or the Department of Commerce.

**L2 ELL Differentiate** Go over the functions of the students' assigned department, using the lists in the textbook feature. Have students restate each function in their own words to check understanding.

Tell students to go to the Online Update for more information on the Cabinet departments.

Name _____	Class _____	Date _____
<b>CHAPTER 15 CORE WORKSHEET</b>		
<b>Section 3 The Cabinet Departments</b>		<b>3</b>
<b>Executive Department Head Qualifications</b>		
You are a career employee in the executive department that your teacher has assigned to you and your partner(s). You have been asked to provide the President with the personal and professional qualifications that you feel the candidate he or she nominates should possess. Use the worksheet below to help you complete the activity.		
Executive Department: _____		
Major Department Functions:		
_____		
_____		
_____		
Title of Department Head: _____		
Which qualities do you think are important for the head of your executive department?		
Keep in mind the following:		
• Responsibilities of the department		
• Department size		
• Field expertise		
Personal Qualifications:		
1. _____		
2. _____		
3. _____		
Professional Qualifications:		
1. _____		
2. _____		
3. _____		
<b>Discussion Question</b>		
Which qualifications seem to be common among all the recommendations?		
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## DISCUSS

Have volunteers read their lists of department head qualifications they created for the President. Write them on the board. Ask: **Are there any similarities among the lists of qualifications? What are the common denominators?** (*personal: leadership, decision making, and managerial skills; professional: extensive experience in the department's field, respect and/or admiration by peers*) Remind students that each department head is a member of the President's Cabinet, an informal advisory board. As such, the department heads provide the expert advice needed to help determine foreign and domestic policy. Ask: **Do you think the Cabinet should be the key advisors of the President? Why or why not?** (*yes: because the department heads' expertise should help the President in decision making; no: because the Cabinet secretaries are too focused on their departments and the President should rely on a smaller group of close friends and advisors*)

**L4 Differentiate** Have a volunteer write the qualifications on the board and categorize them by personal and professional as well as indicating those that are common among the recommendations.

**Checkpoint**  
What officials are members of the Cabinet?

**practical**  
*adj.* learned through practice or action

## The Cabinet

The Cabinet is an informal advisory body brought together by the President to serve his needs. The Constitution makes no mention of this group of advisors, nor did Congress create it.<sup>6</sup> Instead, the Cabinet is the product of custom and usage.

At its first session in 1789, Congress established four top-level executive posts: secretary of state, secretary of the treasury, secretary of war, and attorney general. By his second term, President George Washington was regularly seeking the advice of the four outstanding people he had named to those offices: Thomas Jefferson (State), Alexander Hamilton (Treasury), Henry Knox (War), and Edmund Randolph (attorney general). So the Cabinet was born, and it has grown over time.

By tradition, the heads of the now 15 executive departments form the Cabinet. Each of the last several Presidents has regularly added a number of other top officials to the group, including the director of the Office of Management and Budget and the President's chief domestic policy advisor. The Vice President is a regular participant, and several other major figures usually attend Cabinet meetings—today, in particular, the counselor to the President, the White House chief of staff, the United States trade representative, the director of the Office of National Drug Control Policy, and the administrator of the Environmental Protection Agency.

**Choosing Cabinet Members** The President appoints the head of each of the 15 executive departments. Each of these appointments is subject to confirmation by the Senate, but rejections have been exceedingly rare. Of the more than 600 appointments made since 1789, only 12 have been rejected. The most recent rejection occurred in 1989, when the Senate refused to confirm President George H.W. Bush's selection of John Tower as secretary of defense.

<sup>6</sup> The closest approach to it is in Article II, Section 2, Clause 1, where the President is given the power to "require the Opinion, in writing, of the principal Officer in each of the executive Departments, upon any Subject relating to the duties of their respective Offices." The Cabinet was first mentioned in an act of Congress in 1907, well over a century after its birth.

Many factors influence the President's Cabinet choices. Party is almost always important. Republican Presidents do not often pick Democrats, and vice versa. One or more of a new President's appointees invariably come from among those who played a major role in the recent presidential campaign.

Of course, professional qualifications and **practical** experience are also taken into account in the selection of Cabinet secretaries. Geography also plays a part. In broad terms, each President tries to give some regional balance to the Cabinet. Thus, the secretary of the interior almost always comes from the West, where most of that department's wide-ranging work is carried out. Similarly, the secretary of agriculture usually comes from one of the farm States in the Midwest and the secretary of housing and urban development often comes from one of the nation's major metropolitan centers.

Various interest groups care about Cabinet appointments, and they influence some of the choices. Thus, the secretary of the treasury regularly comes out of the financial world, the secretary of commerce from the ranks of business, the secretary of education from among professional educators, the attorney general from the legal community, and so on.

Other considerations also guide the President's choices. Gender and race, management abilities and experience, and other personal characteristics—these and a host of other factors play a part in the process.

Today, a President makes Cabinet choices with an eye to racial, ethnic, and gender balance. But this has not always been the case. Thirty-one Presidents had named more than 300 Cabinet officers before Franklin Roosevelt appointed the first woman to that body: Frances T. ("Ma") Perkins, who served as secretary of labor from 1933 to 1945. In 1966, the first African American, Robert C. Weaver, was selected by Lyndon Johnson to head the Department of Housing and Urban Development. Ronald Reagan named the first Hispanic Cabinet officer, Lauro F. Cavazos, as secretary of education in 1988.

Bill Clinton's Cabinet choices (1993–2001) included five women, seven African Americans, three Hispanics, and the first Asian

## Political Cartoon Mini-Lesson

Display Transparency 15C, *Bush's New Cabinet*, when you discuss the makeup of the Cabinet. This cartoon illustrates a problem that might result from a President choosing his or her own closest advisors. Ask: **Whom do the mirrors represent?** (*members of President Bush's Cabinet*) **What do the mirrors say about the people they represent?** (*The Cabinet members simply reflect back the President's own views.*) **What problem might President Bush's choice of Cabinet members create?** (*He might hear no opposing views to help him consider all sides of an issue.*)

## Answers

**Checkpoint** heads of the 15 executive departments

American: Norman Mineta, secretary of commerce. Madeleine Albright became the first woman to become secretary of state and Janet Reno, the first to serve as attorney general.

Over his two terms (2001–2009), George W. Bush named six women, four African Americans, and three Hispanics to the Cabinet. Two African Americans, Colin Powell and then Condoleezza Rice, served as secretary of state. His secretary of labor, Elaine Chao, was born in China and became the first Chinese American to hold a Cabinet office.

**The Cabinet's Role** Cabinet members have two major responsibilities. Individually, each is the administrative head of one of the executive departments. Collectively, they are advisors to the President.

Once a central **cog** in presidential government, the overall importance of the Cabinet has declined in recent years. Through much of our history, the Cabinet was a

principal source of presidential advice. It met frequently, sometimes as often as twice a week, to offer counsel to the chief executive, and its influence could be seen in virtually all areas of public policy.

The growth of other presidential resources—particularly the vast amount of staff assistance centered in the Executive Office of the President—has **eclipsed** the Cabinet's role, however. Indeed, during his presidency, John Kennedy said that he could see no need to discuss, say, Defense Department matters with his secretaries of labor and agriculture, and he found Cabinet meetings to be “a waste of time.”

Still, Presidents do continue to call Cabinet meetings, though certainly not nearly as frequently as was once the case. More often than not, those sessions are held to do such things as show the administration's unified support for some particular presidential policy, rather than to thrash out the details of

**Checkpoint**  
What factors are considered when appointing executive department heads?

**eclipse**  
v. overshadow, surpass, outshine

**cog.**  
n. part, element of an organization



President George W. Bush's first Cabinet (above) was very different from that of President George Washington in 1790 (inset). **Why has the structure of the Cabinet changed over time?**

## EXTEND THE LESSON

**L3 Differentiate** Have students research the Cabinet members of the current administration and select five individuals on which to do additional research. Students should look into the background of these five department heads and, in a brief paragraph for each, describe the factors that played a role in the President's nomination of each person.

**L2 ELL Differentiate** Have students research one Cabinet member of the current administration. Have them create a poster that includes the name of the department, an image of the department head, his/her title, a list of three agencies that are sub-units of the department, and a brief description of what each agency does.

**L2 Differentiate** Distribute the Extend Activities “The Executive Departments” and “The President's Cabinet in the News” (Unit 4 All-in-One, pp. 144, 145).

**L4 Differentiate** Ask students to choose a department in which they might like to work. Have them do research to identify one job in that department that appeals to them and find out the credentials they would need to qualify. Ask them to use their research to write a brief description of the job, including the job title and department, duties, and requirements. They should conclude by explaining why this job might be a good fit for their skills and interests.

## Assess and Remediate

**L3** Have each student identify three executive departments and list their primary functions.

**L3** Collect the Core Worksheets and assess students' work.

**L3** Assign the Section 3 Assessment questions.

**L3** Section Quiz A (Unit 4 All-in-One, p. 146)

**L2** Section Quiz B (Unit 4 All-in-One, p. 147)

Have students complete the review activities in the digital lesson presentation and continue their work in the **Essential Questions Journal**.

## Answers

**Checkpoint** party, role in presidential campaign, professional qualifications, practical experience, management abilities, geography, gender, race, ethnicity

**Caption** The Cabinet grew as the number of departments grew. Recent Presidents have included more diversity in appointments.

## Background

**LABOR RULES FOR TEENS** The Department of Labor enforces the provisions of the Fair Labor Standards Act. State laws also apply, so work rules vary from State to State. In general, nonfarm workers age 14 or 15 can work only outside school hours. They can work 3 hours on a school day and no more than 18 hours in a school week. They may work in jobs such as offices, grocery or retail stores, restaurants, amusement parks, and movie theaters. They may not work in jobs such as construction, mining, manufacturing, and warehousing. Young people age 16 to 18 can work any hours and in any jobs not declared hazardous by the Secretary of Labor. Teen work rules are designed to protect young workers from workplace hazards, ensure sufficient time for school, yet still allow them to gain skills and experience. To learn more about how the Department of Labor affects teen employment, have students visit the YouthRules! link on the DOL Web site.

## REMEDIATION

If Your Students Have Trouble With	Strategies For Remediation
Describing the Cabinet and its function (Questions 1, 4)	Have students write a one- or two-sentence summary of each red and blue head in "The Cabinet" portion of this section.
Determining how the executive departments were established (Question 2)	Have students review this section's Executive Department graphic and lead a discussion on how the issues of the time resulted in the creation of additional Cabinet departments.
Summarizing the appointment process of the department heads (Questions 3, 6)	Have students reread the text on the appointment power in Chapter 14, Section 2.
Comparing the first and current Cabinets (Question 5)	Create a list on the board of obvious similarities and differences between the Cabinets using the photo montage in this section.



▲ President Franklin Roosevelt meets with Raymond Moley, a member of his "Brain Trust." *Why might a President rely on the advice of people outside of the Cabinet?*

that matter. And Cabinet members still do offer their advice—which need not be taken, of course—to the chief executive. President Abraham Lincoln once laid a proposition he favored before his seven-member Cabinet. Each member opposed it, whereupon Lincoln, who was for it, declared: "Seven nays, one aye: the ayes have it."

William Howard Taft put the role of the President's Cabinet in its proper light nearly a century ago:

### PRIMARY SOURCE

**The Constitution . . . contains no suggestion of a meeting of all the department heads, in consultation over general governmental matters. The Cabinet is a mere creation of the President's will. . . . It exists only by custom. If the President desired to dispense with it, he could do so.**

—William Howard Taft, *Our Chief Magistrate and His Powers*

No President has ever suggested eliminating the Cabinet. However, several Presidents have leaned on other, unofficial advisory groups and sometimes more heavily than on the Cabinet. Andrew Jackson began the practice when he became President in 1829. Several of his close friends often met with him in the kitchen at the White House and, inevitably, came to be known as the Kitchen Cabinet. Franklin Roosevelt's Brain Trust of the 1930s and Harry Truman's Cronies in the late 1940s were in the same mold.

## SECTION 3 ASSESSMENT

### Essential Questions Journal

To continue to build a response to the chapter Essential Question, go to your Essential Questions Journal.

- Guiding Question** Use your completed concept web to answer this question: What is the Cabinet and what does it do?

#### Key Terms and Comprehension

- How were the **executive departments** created?
- (a)** How are the executive department **secretaries** and **attorney general** selected? **(b)** What personal and professional factors are considered in the selection process?
- How have various Presidents differed in their reliance on the Cabinet?

#### Critical Thinking

- Make Comparisons** Compare the Cabinet of today with the first Cabinet under President Washington. **(a)** How are the two alike? **(b)** How do they differ? **(c)** Why do you think the size of the Cabinet has grown since Washington's day?
- Synthesize Information** Why do you think it is important that the President select the heads of the executive departments?

#### Quick Write

**Research Writing: Narrow Your Topic** The Federal Government's involvement in the subject you selected in this chapter's Quick Writes can vary greatly. Create a concept web to help you narrow your topic to a more manageable focus. Write your subject in the middle circle, then identify subtopics in circles that link to the main subject. Include the details you have found in your research and generate specific ideas until you find a topic that is narrow enough to cover in a research paper.

## Answers

**Caption** Cabinet members may be selected for political reasons and be unfamiliar personally, so the President may prefer to rely on the advice of trusted and long-standing friends instead.

## Assessment Answers

- The Cabinet consists of the heads of each executive department in addition to top officials that the President selects. Its function is to advise the President on matters relative to foreign and domestic policy.
- over time, as needed, by Congress
- (a)** appointed by President with approval of Congress **(b) personal:** party affiliation, relationship to the presidential campaign, race, gender, ethnicity; **professional:** practical experience, professional qualifications, management abilities

- The President's reliance on the Cabinet has changed over time from regular meetings to less frequent ones. Some have felt that each department does not need to supply input on issues unrelated to their department, and, in some cases, the President has relied on a separate inner circle of advisors.
- (a) alike:** made up of the heads of the existing executive departments and act as advisors to the President **(b) different:** today, 15 department heads instead of 4 and diverse in race, gender, and ethnicity **(c)** Sample answer:

Departments have been added over time and the President has included other trusted advisors. Also, the President needs access to expertise in more areas than in earlier times.

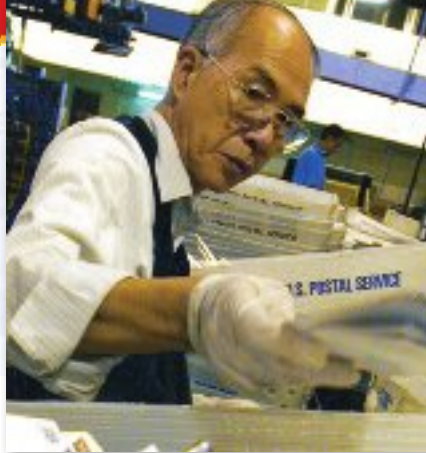
- sample answer: to ensure that these key people will support the President's policies and are people whose advice the President values

**QUICK WRITE** Students' concept webs should illustrate a clear connection between the subtopics and the main idea that guided them to their research topic.



## SECTION 4

# Independent Agencies



### Guiding Question

**What are the roles and structures of the independent agencies?** Use a table like the one below to keep track of the distinctions among the three categories of independent agencies.

Federal Independent Agencies		
Executive	Regulatory	Corporation
•	•	•
•	•	•
•	•	•

### Political Dictionary

- independent agency
- independent executive agency
- civil service
- patronage
- spoils system
- draft
- independent regulatory commission
- government corporation

### Objectives

1. Explain why Congress has created the independent agencies.
2. Identify the characteristics of independent executive agencies.
3. Describe the history and formation of NASA, the OPM, and Selective Service.
4. Explain the structure and function of the independent regulatory commissions and government corporations.

**Image Above:** A U.S. Post Office employee sorts through the day's mail.

Until the 1880s, nearly all that the Federal Government did was done through its Cabinet departments. Since then, however, Congress has created a large number of additional agencies—the **independent agencies**—located outside the departments. Today, they number more than 100. Some of the more important ones are included in the chart on page 447.

Several independent agencies administer programs similar to those of the Cabinet departments. The work of the National Aeronautics and Space Administration (NASA), for example, is similar to that of a number of agencies in the Department of Defense. NASA's responsibilities are also not very far removed from those of the Department of Transportation.

Neither the size of an independent agency's budget nor the number of its employees provides a good way to distinguish these agencies from the executive departments. Thus the Social Security Administration (SSA) is the largest of the independent agencies today. Only one Cabinet department, Health and Human Services, has a larger budget. The SSA now employs some 65,000 people—more than work for several Cabinet agencies.

### Why Independent Agencies?

The reasons these agencies exist outside of the Cabinet departments are nearly as many as the agencies themselves. A few major reasons stand out, however. Some have been set up outside the regular departmental structure simply because they do not fit well within any of the departments. The General Services Administration (GSA) is a leading example of the point.

The GSA is the Federal Government's major housekeeping agency. Its main chores include the construction and operation of public buildings, purchase and distribution of supplies and equipment, management of real property, and a host of similar services to most other federal agencies.

Congress has given some agencies, such as the Social Security Administration, the Federal Election Commission, and the U. S. Commission on Civil Rights, an independent status to protect them from the influence of both partisan and pressure politics. But, notice, this point can be turned on its head: Congress has located some of these agencies outside any of the Cabinet departments

### GUIDING QUESTION

What are the roles and structures of the independent agencies?

Federal Independent Agencies		
Executive	Regulatory	Corporation
<ul style="list-style-type: none"> <li>• most non-Cabinet agencies</li> <li>• organized like Cabinet agencies</li> <li>• executive bodies that administer programs for which they were created, such as NASA (space programs), OPM (civil service), and Selective Service System (conscription)</li> </ul>	<ul style="list-style-type: none"> <li>• not under presidential control</li> <li>• monitor/police aspects of economy</li> <li>• headed by board of 5–7 members appointed by President with Senate consent</li> <li>• terms of board members are long and staggered</li> <li>• have executive, legislative, and judicial powers</li> </ul>	<ul style="list-style-type: none"> <li>• under presidential control</li> <li>• carry out business-like activities</li> <li>• structured like a business</li> <li>• run by a board of directors and general manager</li> <li>• produce income that folds back into the business</li> <li>• President selects top officials with Senate approval</li> <li>• financed by public funds</li> </ul>

## Get Started

### LESSON GOALS

Students will . . .

- understand the need for regulatory agencies by reading an excerpt from *The Jungle*.
- compare types of independent agencies using a Venn diagram.
- research job opportunities within the civil service using information from the Office of Personnel Management.

## SKILLS DEVELOPMENT

### DECISION MAKING

To practice decision making in this section, use the Chapter 15 Skills Worksheet (Unit 4 All-in-One, p. 160). You may teach the skill explicitly either before or after discussing the Selective Service System. For L2 and L1 students, assign the adapted Skill Activity (Unit 4 All-in-One, p. 161).

## Focus on the Basics

**FACTS:** • Independent agencies can be categorized as independent executive agencies, independent regulatory commissions, and government corporations. • Independence gives these agencies some freedom from political pressure. • Today, most federal employees are hired and promoted on the basis of merit.

**CONCEPTS:** checks and balances, separation of powers, role of government

**ENDURING UNDERSTANDINGS:** • Most independent agencies are executive, organized like Cabinet agencies to perform specific functions. • Regulatory commissions have the power to make, administer, and enforce rules within their field of authority.

• Government corporations are organized like private corporations, but are made up of public employees and are financed by public funds.

## BEFORE CLASS

Assign the section, the graphic organizer in the text, and the Reading Comprehension Worksheet (Unit 4 All-in-One, p. 148) before class.

**L2 Differentiate** Reading Comprehension Worksheet (Unit 4 All-in-One, p. 149)

## BELLRINGER

Display Transparency 15D, showing an excerpt from Upton Sinclair's *The Jungle*. Write on the board:

**Could these conditions exist in a U.S. meatpacking plant today? Why or why not? Are regulatory commissions still needed? Answer in your notebook.**

**L2 ELL Differentiate** On the board, define difficult words in the excerpt: *dung* (animal droppings), *nuisance* (a thing that causes trouble), *hopper* (a funnel that, in this case, leads into a meat grinder).

## Teach

To present this topic using online resources, use the lesson presentations at [PearsonSuccessNet.com](http://PearsonSuccessNet.com).

## REVIEW BELLRINGER ANSWERS

Discuss students' answers to the Bellringer. (*Regulatory agencies make such conditions less likely to occur today. Most students will likely think that regulatory commissions still perform needed functions.*) Tell them that although *The Jungle* was written as a piece of fiction, its graphic details of the conditions within the meatpacking industry in 1906 caused great public and political outrage. In fact, the book is thought to have helped influence the creation of the Food and Drug Administration (FDA), which regulates the safety of cosmetics, blood products, and sanitation in addition to regulating food and drugs. The FDA is one of the many independent agencies that exist within the executive branch. Ask: **What are independent agencies?** (*They are government bodies that work outside the realm of the executive departments. They have been set up by Congress because they do not fit within the Cabinet departments and/or to protect them from the influence of partisan politics. There are three types of independent agencies: independent executive agencies, independent regulatory commissions, and government corporations.*)

## Answers

**Checkpoint** They are not located within any of the 15 Cabinet departments. Only a few are largely free of presidential control.

**Checkpoint**  
Why are some federal agencies considered independent agencies?

**limelight**  
n. the focus of attention

**catchall**  
n. all-inclusive, covering a wide range of possibilities

because that is exactly where certain special interest groups want them.

Some agencies were born as independents largely by accident. In short, no thought was given to the problems of administrative confusion when they were created. Finally, some agencies are independent because of the peculiar and sensitive nature of their functions. This is especially true of the independent regulatory commissions.

The label *independent agency* is really a **catchall**. Most of these agencies are independent only in the sense that they are not located within any of the 15 Cabinet departments. But they are not independent of the President and the executive branch. A handful of them are independent in a much more concrete way, however. For most purposes, they do lie outside the executive branch and are largely free of presidential control.

Perhaps the best way to understand all of these many independent agencies is to divide them into three main groups: (1) the independent executive agencies, (2) the independent regulatory commissions, and (3) the government corporations.

## The Independent Executive Agencies

The **independent executive agencies** include most of the non-Cabinet agencies. Some are huge, with thousands of employees, multimillion-dollar or even multibillion-dollar budgets, and extremely important public tasks to perform.

The GSA, NASA, and the Environmental Protection Agency (EPA) are, for example, three of the largest of the independent executive agencies. They are organized much like the Cabinet departments: they are headed by a single administrator with subunits operating on a regional basis, and so on. The most important difference between these independent executive agencies and the 15 executive departments is simply in the fact that they do not have Cabinet status.

Some of these bureaucracies are not administrative or policy giants. But they do important work and they do sometimes attract public notice. The U. S. Commission on Civil Rights, the Peace Corps, the Small Business

Administration, and the National Transportation Safety Board fall into that category.

Most independent executive agencies operate far from the **limelight**. They have few employees, comparatively small budgets, and rarely attract any attention. The American Battle Monuments Commission, the Citizens' Stamp Advisory Committee, and the National Indian Gaming Commission are typical of the dozens of these seldom seen or heard public bodies.

Neither the scope nor the importance of the many tasks performed by a number of these independent bureaucracies can be overstated. To make the point, take a quick look at three specific examples.

**NASA** The National Aeronautics and Space Administration (NASA) was created by Congress in 1958 to handle this nation's space programs. Today, the scope of those programs is truly astounding. NASA's work ranges from basic scientific research focusing on the origin, evolution, and structure of the universe, to ongoing explorations of outer space.

The military importance of NASA's work can hardly be exaggerated. Still, Congress has directed the space agency to bend its efforts "to peaceful purposes for the benefit of all humankind," as well. Its wide-ranging research and development efforts have opened new frontiers in a great many areas: in astronomy, physics, and the environmental sciences; in communication, medicine, and weather forecasting; and many more. Many scientific advances, pioneered by NASA, have been put to productive use in the civilian realm.

In the 1980s, NASA developed the space shuttle program wherein ships were reused for regular space flights in an effort to conduct research more efficiently. This and other NASA programs were so successful that its space flight and other extraterrestrial projects became routine and attracted little public notice. However, NASA's space activities were put on hold for several years following the shocking and tragic explosions of the shuttle *Challenger* in 1986 and then the shuttle *Columbia* in 2003.

Today, the shuttle delivers personnel and supplies to the international space station.

## Differentiated Resources

The following resources are located in the All-in-One, Unit 4, Chapter 15, Section 4:

**L3** Reading Comprehension Worksheet (p. 148)

**L2** Reading Comprehension Worksheet (p. 149)

**L3 L2** Core Worksheets (pp. 150, 155)

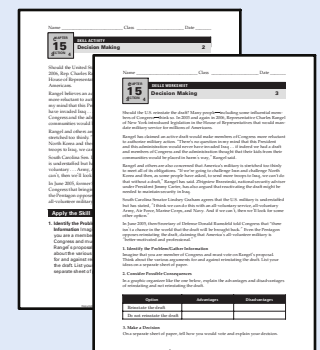
**L3 L2** Skills Worksheets (pp. 160, 161)

**L3 L4** Extend Worksheet (p. 162)

**L2** Extend Activity (p. 163)

**L3** Quiz A (p. 164) **L2** Quiz B (p. 165)

**L3** Chapter Test A (p. 166) **L2** Chapter Test B (p. 169)

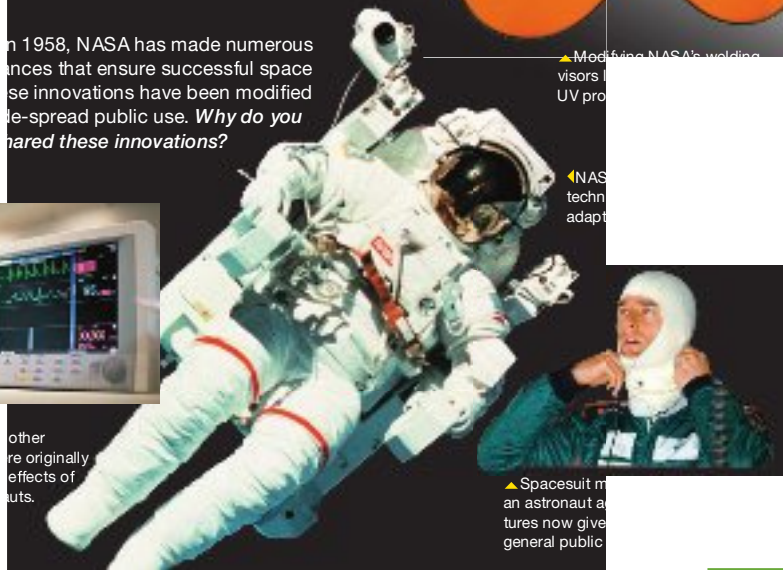


## g Space Innovations

In 1958, NASA has made numerous innovations that ensure successful space missions. Some of these innovations have been modified for widespread public use. *Why do you think these innovations were shared?*



Other innovations are originally developed for space and later adapted for public use.



▲ Modifying NASA's welding visors for use in UV protection.

▲ NASA's advanced life support technology adapted for use in submarines.

▲ Spacesuits made for an astronaut are now used to give general public protection.

This permanently occupied station now tops NASA's to-do list. Rotating three-member international crews have lived aboard the outpost since late 2000. By 2020, in addition to the completion of this advanced research laboratory in space, NASA plans to have more robotic missions exploring Mars and other planets in the solar system and eventually return to the moon as well.

**The Office of Personnel Management (OPM)** The Federal Government is the nation's largest employer. Nearly 2.7 million civilians now work for Uncle Sam (and, recall, another 1.4 million men and women serve in the military today). While many people tend to **stereotype** all civilian employees as "faceless paper-pushers," they are, in fact, a quite diverse lot. Their ranks include computer programmers, forest rangers, electricians, chemists, physicists, FBI agents, security guards, engineers, librarians, truck drivers, botanists,

and men and women in literally hundreds of other occupations.

Most of the civilians who work for the Federal Government are members of the **civil service**. That is, they are career employees who were hired, and who are paid and promoted, in accord with acts of Congress administered by an independent agency, the Office of Personnel Management.

**The History of the Civil Service** For most of the first century following the adoption of the Constitution, federal employees were hired according to the **patronage** system—the practice of dispensing jobs, contracts, and other favors of government to political supporters and friends. That practice is often known, too, as the **spoils system**. The phrase comes from a comment on the floor of the Senate in 1832. Senator William Learned Marcy of New York, defending President Andrew Jackson's appointment of an

**Checkpoint**  
Who makes up the civil service?

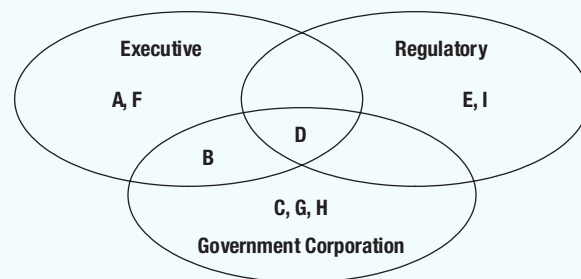
**stereotype**  
v. to regard or classify some persons or things in an oversimplified way

Chapter 15 • Section 4 443

## COMPARE INDEPENDENT AGENCIES

Explain that although the three types of independent agencies are distinctly different, they do have features in common. To help students compare and contrast the three types, display Transparency 15E, Independent Agencies. Each circle in this Venn diagram is labeled as one type of independent agency: executive, regulatory, government corporation. Read the following characteristics and have students identify where each characteristic belongs on the diagram.

- most common type (*executive*)
- under President's control (*executive and government corporation*)
- structured like a business (*government corporation*)
- located outside Cabinet departments (*all three*)
- exercises executive, legislative, and judicial powers (*regulatory*)
- organized like Cabinet departments (*executive*)
- produces income that is reinvested in the agency (*government corporation*)
- headed by board of directors and general manager (*government corporation*)
- monitors parts of the economy (*regulatory*)



**L2 ELL Differentiate** Explain that a regulation is a rule. Regulatory agencies make sure businesses follow certain rules. Point out that a corporation is a type of business. A government corporation works like a business.

**L3 Differentiate** Have students name specific agencies that belong to each category.

## Teacher-to-Teacher Network

**ALTERNATE LESSON PLAN** To save money, Congress is thinking about discontinuing an independent agency. Divide students into groups, and allow each group to select one agency mentioned in this section. Tell the students that they are the top officials in their agency. Their task is to prepare a presentation to Congress to justify their agency's continued existence. The groups will do research to learn more about the functions of their agency. Each group will prepare an oral presentation, with visuals, to describe to Congress the vital functions the agency performs for American society.

To see this lesson plan, go to



## Answers

**Modifying Space Innovations** Possible response: Part of NASA's mission is to benefit the public. Also, patents might bring in money and help justify continued funding of the space program.

**Checkpoint** most civilians who work for the Federal Government

## DISTRIBUTE CORE WORKSHEET

Distribute the Chapter 15 Section 4 Core Worksheet (Unit 4 All-in-One, p. 150), which illustrates how the OPM helps prospective employees find work in the civil service. Remind students that nearly all employees of the various independent agencies, as well as the rest of the Federal Government for that matter, are members of the civil service. Most of these civil servants are career employees who found a permanent career within a specific field in the Federal Government. The OPM Web site provides an excellent tool for soon-to-be graduates to find opportunities within all aspects of the bureaucracy. Ask: **What do you think of when you think of civil service jobs?** (Answers may include park rangers, security guards, IRS agents, or postal clerks.) To give students a sense of the diversity of civil service jobs, refer them to the Careers in the Civil Services in this section. Then ask: **Have you ever considered a career in the civil service? Why or why not?** Have students follow the instructions on the worksheet and complete the activity and the questions provided.

If students do not have Internet access, provide the handouts included with the Core Worksheet (Unit 4 All-in-One, pp. 152–154). These handouts describe three jobs related to an interest in writing, each at a different employment level and setting within the government. Have students do additional research in the library to compile a list of government jobs that appeal to their interests.

**L2 Differentiate** Distribute the adapted Chapter 15 Section 4 Core Worksheet (Unit 4 All-in-One, p. 155).

**L2 ELL Differentiate** Help students come up with key-word search terms by asking questions that help them determine their interests. These questions may include: Do you like to work with wildlife? Are you interested in office or field work? Would you like to work in a foreign country? Are you interested in space travel?

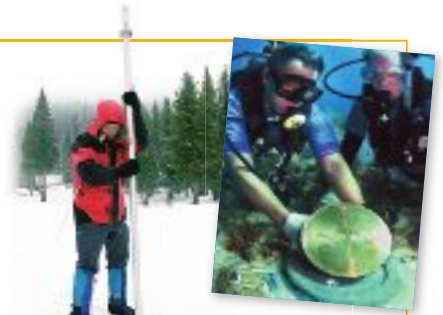
## Careers in the Civil Service

Contrary to what many think, the civil service has a great variety of career opportunities in a wide range of fields. *With such variety in its workforce, why is working for the civil service often negatively stereotyped as paper-pushing?*

The National Zoo's chief veterinarian treats a baby panda. ▶



▶ A Department of Water Resources surveyor measures the mountain snow pack in California.



▶ A diver from the National Oceanic and Atmospheric Administration marks a marine sanctuary.

**✓ Checkpoint**  
Why was there a push to reform the civil service in the 1800s?

ambassador, declared: "To the victor belongs the spoils of the enemy."

Every change of administration brought a new round of patronage-based rewards and punishments. Inefficiency, even corruption, became the order of the day. Huge profits were made on public contracts, at the people's expense. Political power became centered in officeholders and others who owed their livelihoods to the party in power. Able people, in and out of government, pressed for reform, but little came of their efforts.

Unfortunately, it was a tragedy that at last brought about fundamental changes in the hiring and other staffing practices of the Federal Government. In 1881, President James Garfield was fatally shot by a disappointed office-seeker, Charles J. Guiteau. Garfield had rejected the mentally unstable Guiteau's request that he be appointed to a high diplomatic post. The nation was horrified and outraged. Congress, pushed hard by Garfield's successor, Chester Arthur, passed the Pendleton Act—the Civil Service Act of 1883.

The Pendleton Act laid the foundation for the present federal civil service system. Its main purpose was to make merit—the quality of one's work—the basis for hiring, promotion, and other personnel actions in the federal workforce.

The law set up two categories of employment in the executive branch: the classified and the unclassified services. All hiring for positions in the classified service was to be based on merit. That quality was to be measured by "practical" examinations given by an independent agency, the Civil Service Commission (since 1978, the OPM).

The Pendleton Act placed only about 10 percent of the Federal Government's then 130,000 employees in the classified service; it did give the President the power to extend that coverage, however. Theodore Roosevelt championed the merit system, and by the end of his term in 1909 the classified umbrella covered two thirds of the federal workforce. Today, nearly 90 percent of all of the men and women who work for executive branch agencies are covered by the merit system.<sup>7</sup>

**The Civil Service Today** The first goal of civil service reform—the elimination of the spoils system—was largely achieved in the early years of the last century. Gradually, a new purpose emerged: recruiting and keeping the

<sup>7</sup> This number does not take into account employees of the United States Postal Service and a few other federal agencies. The Postal Service is the largest agency not covered by the civil service system. It is the only federal agency in which employment policies are set by collective bargaining and labor union contracts.

## Answers

**Caption** Possible answer: Many Americans do not know about the variety of job opportunities in the civil service and assume that most government employees are paper-pushing bureaucrats.

**Checkpoint** Patronage spawned inefficiency and corruption. When a disappointed office-seeker assassinated President Garfield, the nation was outraged, and Congress pushed for reform.

## Political Cartoon Mini-Lesson

Display Transparency 15F, Government Job, to help explain why the civil service system is an improvement over the patronage system. This cartoon pokes fun at political appointees. Ask: **How did the speaker get his government job?** (*by appointment*) **What is the cartoonist saying about political appointees?** (*They don't have to work hard.*) **If the man had to get his job through the civil service system, how might his attitude toward the job change? Why?** (*Civil service jobs are based on merit. He would realize that he has to perform well, or he would be fired.*)

best available people in the federal workforce. On the whole, efforts to reach that newer goal have succeeded. Today, most federal employees are hired through a competitive process. They are paid and promoted on the basis of written evaluations by their superiors. They are generally protected from disciplinary actions or dismissal for partisan reasons.

Still, the federal civil service is not perfect. Critics often claim that not enough attention is paid to merit in the merit system. Another independent agency, the Merit Systems Protection Board, actually enforces the merit principle in the federal bureaucracy. The Board is bipartisan—that is, its five members, appointed by the President and Senate, must include members of both major political parties. It hears appeals from those federal workers who have complaints about personnel actions—for example, denials of pay increases, demotions, or firings.

**The Selective Service System** Through most of our history, the nation's armed forces have depended on voluntary enlistments to fill their ranks. From 1940 to 1973, however, the **draft**—also called conscription, or compulsory military service—was a major source of military manpower.

Conscription has a long history in this country. Several colonies and later nine States required all able-bodied males to serve in their militia. However, in the 1790s, Congress rejected proposals for national compulsory military service.

Both the North and the South did use limited conscription programs during the Civil War. It was not until 1917, however, that a national draft was first used in this country, even in wartime. More than 2.8 million of the 4.7 million men who served in World War I were drafted under the terms of the Selective Service Act of 1917.

The nation's first peacetime draft came with the Selective Training and Service Act of 1940, as World War II raged in Europe but before the United States entered the war. Eventually, more than 10 million of the 16.3 million Americans in uniform during World War II entered the service under that law.

The World War II draft ended in 1947. The crises of the postwar period, however,

quickly moved Congress to revive the draft, which was reestablished by the Selective Service Act of 1948. From 1948 through 1973, nearly 5 million young men were drafted.

Mounting criticisms of compulsory military service, fed by opposition to our Vietnam policy, led many Americans to call for an end to the draft in the late 1960s. By 1972, fewer than 30,000 men were being drafted per year, and selective service was suspended in 1973. Nevertheless, the draft law is still on the books, and is administered by an independent agency, the Selective Service System.

The draft law places a military obligation on all males in the United States between the ages of 18 and 26. During the years in which the draft operated, it was largely conducted through hundreds of local selective service boards. All young men had to register for service at age 18. The local boards then selected those who were to enter the armed forces.

In 1980, President Jimmy Carter reactivated the registration requirement, and his executive order is still in force. All young males are required to sign up soon after they reach their 18th birthday. However, the President's power to order the actual **induction** of men into the armed forces expired on June 30, 1973. If the draft is ever to be reactivated, Congress must first renew that presidential authority.<sup>8</sup>

**induction**  
*n.* the process of installing somebody into military service

## Independent Regulatory Commissions

The **independent regulatory commissions** stand out among the independent agencies because they are largely beyond the reach of presidential direction and control. There are eleven of these agencies today, each created to regulate—monitor, police—important aspects of the nation's economy. Their vital statistics appear in the table on page 447.

**Structured for Independence** The independent regulatory commissions' large measure of independence from the White House comes mainly from the way in which Congress has structured them. Each is headed by a board

<sup>8</sup> The Supreme Court upheld the constitutionality of the draft in the *Selective Draft Law Cases* in 1918. The Court also found its all-male features constitutional in *Rostker v. Goldberg* in 1981.

**L4 Differentiate** Have students focus on the duties and qualifications of each position. Then have them determine what they would need to do after high school in order to become a valid candidate for the position available.

Name \_\_\_\_\_ Class \_\_\_\_\_ Date \_\_\_\_\_

**CHAPTER 15** **CORE WORKSHEET**  
**SECTION 4** **Independent Agencies** **3**

**A Career in the Civil Service**

Congratulations! You are a high school graduate, and it's time to find a job. Fortunately, you learned in your government class that the Federal Government is one of the nation's largest employers. In fact, you recall that all sorts of people work for the National Government, including doctors, lawyers, teachers, pilots, graphic designers, and mechanics. To get a government job, however, you must know what is available and whether you meet the qualifications. Is there a Federal Government job for you? Let's see! Imagine that you want to work in your chosen profession for the Federal Government.

What career would you like to have when you complete school?

Find the Job Search Web site of the Office of Personnel Management:  
<http://jobsearch.usajobs.opm.gov>. Enter your career choice in the Key Word Search and record details about available jobs that interest you in the chart below. If you do not have Internet access, use the job handouts at the end of this worksheet.

Job title			
Duties			
Main department and agency			

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### REVIEW THE ACTIVITY

Create a list on the board of the various types of careers and employment opportunities that students found of interest in their research. Ask the following questions:

1. Were you surprised by the number and variety of jobs available in the civil service?
2. Were there any types of jobs that you discovered that you didn't expect to find in the Federal Government?
3. What, if any, key-word searches did not result in a listing?

## Debate

"And so, my fellow Americans: ask not what your country can do for you—ask what you can do for your country." Soon after John F. Kennedy issued this challenge in 1961, he created the Peace Corps. Since then, thousands of Americans have served worldwide. Initially part of the State Department, the Peace Corps was made an independent agency in 1981. In 1964, Lyndon Johnson created Volunteers in Service to America (VISTA). Now AmeriCorps, it is part of the Corporation for National & Community Service, a government corporation. The idea of community service for all young Americans was a campaign issue in 2008. Some candidates favored community service as a requirement for high school graduation, while others proposed incentives, such as money for college, in exchange for either volunteer or military service. Ask: **Should some form of national service be mandatory?**

## Answers

**Checkpoint** Selective Service System

## DISCUSS

Remind students that the Federal Government is the largest employer in the country. As they have found, the types of jobs available can run from postal clerks to park rangers and doctors to mathematicians to foreign language teachers. The variety of jobs available is immense. Have students reflect on the diversity of jobs they discovered. Then ask: **Would you consider pursuing a career in the civil service?** Ask students to explain why their research did or did not change their minds about working for the government.

### Government online

All print resources are available on the Teacher's Resource Library CD-ROM and online at [PearsonSuccessNet.com](http://PearsonSuccessNet.com).

**Checkpoint**  
What makes the regulatory commissions different from other independent agencies?

**stagger**  
v. to arrange something so that it does not occur at the same time

or commission made up of five to seven members appointed by the President with Senate consent; and those officials have terms of such length that it is unlikely a President will gain control over any of these agencies through the appointment process, at least not in a single presidential term.

Several other features of these boards and commissions put them beyond the reach of presidential control. No more than a bare majority of the members of each board or commission may belong to the same political party. Thus, several of those officers must belong to the party out of power.

Moreover, the appointed terms of the members are **staggered** so that the term of only one member on each board or commission expires in any one year. In addition, the officers of five of these agencies can be removed by the President only for those causes Congress has specified.<sup>9</sup>

As with the other independent agencies, the regulatory commissions are executive bodies. That is, Congress has given them the power to administer the programs for which they were created. However, unlike other independent agencies, the regulatory commissions are also quasi-legislative and quasi-judicial bodies.<sup>10</sup> That is, Congress has also given these agencies certain legislative-like and judicial-like powers.

These agencies exercise their quasi-legislative powers when they make rules and regulations. Those rules and regulations have the force of law. They implement and spell out the details of the laws that Congress has directed these regulatory bodies to enforce.

To illustrate the point: Congress has said that those who want to borrow money by issuing stocks, bonds, or other securities must provide a "full and fair disclosure" of all pertinent information to prospective investors. The Securities and Exchange Commission (SEC) makes that requirement effective and indicates how those who offer securities are to meet it by issuing rules and regulations.

<sup>9</sup> Recall the Supreme Court's holding in *Humphrey's Executor v. United States*, 1935. Congress has provided that the members of six of these bodies (the SEC, FCC, EEOC, CPSC, NRC, and CFTC) can be removed at the President's discretion.

<sup>10</sup> The prefix *quasi-* is from the Latin, meaning "in a certain sense, resembling, seemingly."

The regulatory commissions exercise their quasi-judicial powers when they decide disputes in those fields in which Congress has given them policing authority. For example, if an investor in Iowa thinks a local stockbroker has cheated him, he may file a complaint with the SEC's regional office in Chicago. SEC agents will investigate and report their findings, and the agency will judge the merits of the complaint much as a court would do. Decisions made by the SEC, and by the other independent regulatory bodies, can be appealed to the United States courts of appeals.

In a sense, Congress has created these agencies to act in its place. Congress could hold hearings and set interest rates, license radio and TV stations and nuclear reactors, check on business practices, and do the many other things it has directed the regulatory commissions to do. These activities are complex and time-consuming, however, and they demand constant and expert attention. If Congress were to do all of this work, it would have no time for its other and important legislative work.

Note that these regulatory bodies possess all three of the basic governmental powers: executive, legislative, and judicial. They are, then, exceptions to the principle of separation of powers. Technically, they should not be grouped with the other independent agencies. Instead, they should, somehow, be located somewhere between the executive and legislative branches, and between the executive and judicial branches, as well.

**Rethinking Regulation** Several authorities, and most recent Presidents, have urged that at least some of the administrative functions of the independent regulatory bodies be given to executive department agencies. Critics have raised other serious questions about these regulatory commissions and many think that they should be either abolished or, at the least, redesigned.

The most troubling questions are these: Have some of the regulatory commissions been unduly influenced by the special interests they are expected to regulate? Are all of the many and detailed rules created by these agencies really needed? Do some of those regulations have the effect of stifling

## Background

**OVERSIGHT OR OVERLOOK?** To do their job properly, government regulators need to understand the industry they monitor. As a result, regulatory agencies often hire executives from companies they regulate, and vice versa. For example, an executive at an airline might become a top official of the Federal Aviation Administration, or an FAA official might one day be CEO of an airline or a lobbyist for the airline industry. Critics point out that this relationship can turn regulators into industry advocates rather than watchdogs. This relationship came under renewed scrutiny in 2008 when two federal inspectors accused top officials at the FAA of ignoring safety violations at Southwest Airlines. "We need an FAA that actually fixes problems as they are found, rather than one that rushes into a public relations campaign to assure everyone that there isn't a problem," said Senator Patty Murray (D., Wash.).

## Answers

**Checkpoint** They are largely beyond the reach of presidential control. Also, they have executive, legislative, and judicial powers.

## Update

Check out the regulatory commissions at [PearsonSuccessNet.com](http://PearsonSuccessNet.com)

## Regulatory Commissions

The focus of the independent regulatory commissions is to ensure the stability of the nation's economy. Eleven federal agencies have been established to set and enforce standards on financial markets, employment, business practices, and public safety. *Should the government regulate these industries?*

### Protecting Financial Security

**Federal Reserve System (The Fed) est. 1913**  
Formulates and administers the nation's credit and monetary policy by regulating the money supply, influencing the availability of credit, and supervising banking system practices.



The Fed regulates the amount of money in circulation.

**Securities and Exchange Commission (SEC) 1934**  
Regulates securities and other financial markets, investment companies, and brokers to ensure fair and honest transactions.

**Commodity Futures Trading Commission 1974**  
Protects investors from fraud and improper practices related to the sale of commodity futures. Its regulations encourage sound markets and competition as well as ensure market integrity.

Disagreements in the workplace are remedied by the NLRB.



Equality in the workplace is enforced by the EEOC.

### Ensuring Workplace Equality

**National Labor Relations Board (NLRB) 1935**  
Administers federal laws on labor-management and is responsible for the prevention or remedy of unfair labor practices by employers and unions.

**Equal Employment Opportunity Commission (EEOC) 1964**  
Enforces laws prohibiting discrimination based on race, color, religion, sex, national origin, disability, or age in employment.

### Securing Business Integrity

**Federal Trade Commission (FTC) 1914**  
Ensures consumer welfare and protects competition by regulating pricing, preventing monopolies and false advertising, stopping fraud, and protecting consumers from unfair business practices.

**Federal Communication Commission (FCC) 1934**  
Regulates interstate and foreign communications by radio, television, wire, satellite, and cable while ensuring reasonable rates.

**Federal Maritime Commission 1936**  
Regulates the foreign and domestic ocean-borne commerce by monitoring shipping companies, tariffs, and services to ensure compliance and fairness.

### Federal Energy Regulatory Commission

**1977** Regulates the transport and sale of electric, natural gas, and oil by pipeline, licenses hydroelectric power projects, and oversees environmental issues related to energy resources.

### Guarding Public Safety



The NRC regulates the means used to store nuclear waste.

**Consumer Product Safety Commission 1972**  
Regulates consumer products in order to protect the public from risks of injury from those products by requiring corrective action to items already on the market, establishing labeling standards, and advising the public of product recalls.

**Nuclear Regulatory Commission (NRC) 1974**  
Licenses, regulates the use of nuclear energy to protect public health, safety, and the environment; sets rules and standards for nuclear reactors, facilities, and waste materials.



Tell students to go to the Online Update for more information on the regulatory commissions.

### EXTEND THE LESSON

**L1 L2 Differentiate** NASA is an independent executive agency that encompasses a variety of civil service careers. The research and development group has come up with a number of innovations for NASA that have transferred to the public's use. Have students use the Internet, library, or news magazines to find images that reflect how innovations developed by NASA have affected our everyday lives. Then, have students create a collage of these products and post them around the room.

**L2 Differentiate** Distribute the Extend Activity "Getting Information from Independent Agencies" (Unit 4 All-in-One, p. 163).

**L3 L4 Differentiate** The Selective Service System is an independent executive agency that administers military manpower and coordinates the draft. Give students the Extend Worksheet (Unit 4 All-in-One, p. 162), which provides a list of questions about Selective Service to which they need to find the answers. Tell students to visit their local post office or library, or access the Selective Service System Web site ([www.sss.gov/](http://www.sss.gov/)) to obtain the information they need to complete their worksheet.

**L4 Differentiate** To ensure the safety of consumers, some independent agencies establish standards and regulations that need to be met by businesses and industries. Display Transparency 15G, U.S. Consumer Product Safety Commission. Ask: **How can you learn of recalled products if you do not have access to the Internet?** (*radio, television, newspaper*) Have students conduct research on a recent product that has been recalled due to health and/or safety hazards to consumers. Students should write a newspaper article detailing what the issues surrounding the product are, when the public was alerted, which federal agency is involved, who the manufacturer is, and how it and the government responded.

## Debate

Ben Stein, economist and columnist for *The Wall Street Journal*, blames deregulation for financial crises past and present. Use this quote to start a debate in your class:

"Deregulation has made Wall Street into a casino."

—Ben Stein

Ask students to explain the meaning of Stein's words. (*He means that with reduced regulatory protection, investing in the stock market has become a risky gamble.*) Have students take a position on this statement: **Regulation is good for the economy.** Have them do research on the positive and negative aspects of regulation to prepare for the debate.

## Answers

**Regulatory Commissions** Possible response: Citizens and the economy need protection from dishonest, unsafe, or anticompetitive practices.

## Assess and Remediate

**L3** Have students identify the three types of independent agencies, summarize the basic function of each, and include one example of each type.

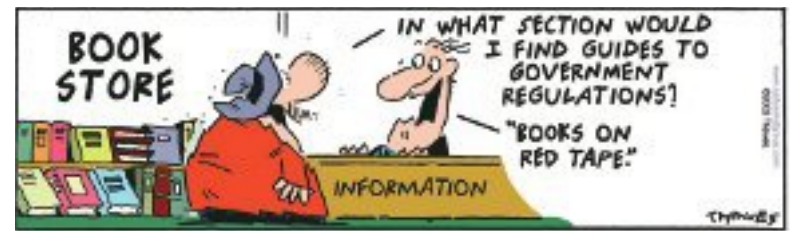
**L3** Collect the Core Worksheets and assess students' work.

**L3** Assign the Section 4 Assessment questions.

**L3** Section Quiz A (Unit 4 All-in-One, p. 164)

**L2** Section Quiz B (Unit 4 All-in-One, p. 165)

Have students complete the review activities in the digital lesson presentation and continue their work in the **Essential Questions Journal**.



► **Analyzing Political Cartoons** Red tape is a term often used to describe a perceived excess of bureaucratic rules, complicated procedures, and unnecessary paperwork. *How does the use of this term convey the cartoonist's attitude toward government regulations?*

legitimate competition in the free enterprise system? Do some of them add unreasonably to the costs of doing business and therefore to the prices that consumers must pay?

Congress sets the basic policies of the regulatory agencies, and so it has a major responsibility to answer these questions. It has responded to some questions in recent years, particularly by deregulating much of the nation's transportation industry. Airlines, bus companies, truckers, and railroads have greater freedom to operate today than they did only a few years ago. The same trend can be seen in the field of communications, notably with regard to cable television.

Two major regulatory bodies have actually disappeared in recent years. The Civil Aeronautics Board was created in 1938 to oversee commercial air traffic in the United States. For decades it assigned the routes to be flown and the rates charged by airlines and other commercial air carriers, until it was abolished by Congress in 1985.

The Interstate Commerce Commission was the very first of the regulatory commissions to be established by Congress, in 1887. For a century it issued licenses and regulated the rates and routes and most other aspects of commercial transportation by rail, highway, and water. It, too, was abolished by Congress, in 1996.

### Government Corporations

A number of independent agencies are **government corporations**. They, too, are located within the vast executive branch and are subject to the presidential direction and

control. Unlike the other independent agencies, however, they were set up by Congress to carry out certain businesslike activities.

Congress established the first government corporation when it chartered the Bank of the United States in 1791. However, government corporations were little used until World War I and then the Great Depression. In both periods Congress set up dozens of corporations to carry out emergency programs. Several still exist—among them, the Federal Deposit Insurance Corporation (FDIC), which insures bank deposits, and the Export-Import Bank of the United States (Eximbank), which makes loans to help the export and sale of American goods abroad.

There are now more than 50 of these corporations. They do such things as deliver the mail (the U.S. Postal Service); provide intercity rail passenger service (the National Railroad Passenger Corporation, Amtrak); protect pension benefits (the Pension Benefit Guaranty Corporation); and generate, sell, and distribute electric power (the Tennessee Valley Authority).<sup>11</sup>

**Government v. Private Corporations** The typical government corporation is set up much like a corporation in the private sector. It is run by a board of directors, with a general manager who directs the corporation's operations according to the policies laid

<sup>11</sup> State and local governments maintain their own government corporations, most often called authorities, to operate airports, turnpikes, seaports, power plants, liquor stores, and housing developments, and to conduct many other corporate activities. The Port Authority of New York and New Jersey is one of the best known.

## Background

**FEDERAL DEPOSIT INSURANCE CORPORATION** The Federal Deposit Insurance Corporation (FDIC) is a government corporation managed by a five-person board of directors, all appointed by the President with Senate approval. No more than three directors can be from one political party. The FDIC was created in 1933 during the Great Depression, when thousands of bank failures threatened the U.S. financial system. The FDIC insures bank deposits up to at least \$100,000 and monitors risks in the industry. The FDIC receives no public funds. Banks pay for this insurance out of their earnings. When a bank fails, the FDIC sells the bank's loans and deposits to another bank. The failed bank's customers automatically become customers of the healthy bank. The FDIC's activities limit the effects on the economy of bank failures, thus promoting confidence in, and the stability of, the banking system.

## Answers

**Analyzing Political Cartoons** Using a pun on books on tape, the cartoonist is able to humorously express discontent with regulations.

**Checkpoint** Congress



down by the board. Most government corporations produce income that is plowed back into the business.

There are several differences between government and private corporations, however. Congress decides the purpose for which the public agencies exist and the functions they perform. Their officers are public officers; in fact, all who work for these corporations are public employees. The President selects most of the top officers of government corporations with Senate approval.

In addition, these public agencies are financed by public funds appropriated by Congress, not by private investors. The Federal Government, representing the American people, owns the stock.

The advantage most often claimed for these agencies is their flexibility. It is said that the government corporation, freed from the controls of regular departmental organization, can carry on its activities with the incentive, efficiency, and ability to experiment that make many private concerns successful. Whether that claim is valid or not is open to question. At the very least, it raises this complex issue: Is a public corporation's need for flexibility compatible with the basic democratic requirement that all public agencies be held responsible and accountable to the people?

**Degrees of Independence** The degree of independence and flexibility government corporations have varies considerably. In fact, some corporations are not independent at all. They are attached to an executive department.

The Commodity Credit Corporation (CCC), for example, is the government's major crop-loan and farm-subsidy agency. It is located within the Department of Agriculture, and the secretary of agriculture chairs its seven-member board. The CCC carries out most of its functions through a line agency in the Department of Agriculture—the Farm Service Agency—which is also subject to the direct control of the secretary.

Some corporations do have considerable independence, however. The Tennessee Valley Authority (TVA) is a case in point. It operates under a statute that gives it considerable discretion over its own programs. Although its budget is subject to review by the OMB, the President, and Congress, the TVA has a large say in the uses of the income its several operations produce.<sup>12</sup>

<sup>12</sup> Congress established the TVA in the Tennessee Valley Authority Act of 1933. Its operations include electric power, flood control, reforestation, soil conservation, agricultural research, recreational facilities, and the promotion of industrial growth. The TVA's power program is self-supporting. Much of its other activities are supported by Congress.

**Checkpoint**  
How do government and private corporations differ?

## REMEDIATION

If Your Students Have Trouble With	Strategies For Remediation
Identifying the roles and structures of the independent agencies (Questions 1, 2, 6)	Have students create an outline of the section using the red and blue heads as the main structure.
Describing the spoils system (Question 3)	Have students create a political cartoon illustrating the spoils system.
Explaining how regulatory commissions differ from other agencies (Question 4)	Recreate or review the Venn diagram illustrated earlier in this section.
Comparing government and private corporations (Question 5)	Review the <i>Government v. Private Corporation</i> portion in this section and help students find the terms or phrases that indicate comparison in the text.
Determining why interest groups are involved with independent agencies (Question 7)	Brainstorm a list of reasons why students think interest groups would benefit from being involved in the work of independent agencies.

## SECTION 4 ASSESSMENT

**Essential Questions Journal** To continue to build a response to the chapter Essential Question, go to your Essential Questions Journal.

**1. Guiding Question** Use your completed table to answer this question: What are the roles and structures of the independent agencies?

### Key Terms and Comprehension

- Why has Congress created **independent agencies**?
- What was the **spoils system** and what replaced it?
- How do **independent regulatory commissions** differ from the many other independent agencies?

- (a) How are **government corporations** similar to private corporations?  
(b) How are they different?

### Critical Thinking

- Identify Central Issues** Why do you think Congress purposefully structured a few independent agencies so that they are largely beyond the control of the President?
- Draw Conclusions** Why do you think special interest groups become involved in the structure and function of independent agencies?

### Quick Write

**Research Writing: Develop a Thesis** A thesis statement summarizes the main idea of your research paper. Use the research you gathered and the activities you have completed for this chapter's Quick Writes and look for an idea that can be supported by the information you found. Determine how the details are related and decide on the idea that best summarizes your research. Then, write a sentence that sums up the main idea on which you will focus your paper.

## Assessment Answers

**1.** Executive agencies administer specific programs and are structured like Cabinet departments. Regulatory commissions are structured to remove them from partisan influence, and use executive, legislative, and judicial powers to monitor and police aspects of the economy. Government corporations have business-like functions and are structured with a board of directors and general manager. They produce income that is folded back into the business. They are financed by public funds, not private investors.

- main reasons: some agencies do not fit in the department structure; to protect agencies from partisan and political influence; and some agencies have sensitive responsibilities
- The spoils system was the practice of giving jobs, contracts, and other government favors to friends and political supporters. It was replaced by the civil service, based on the merit system.
- Regulatory commissions have quasi-legislative powers to make the rules and regulations that they enforce, and quasi-judicial powers to decide disputes in their fields of authority.

**5. (a) Similarities:** board of directors, general manager, income is folded back into the business  
**(b) Differences:** Government corporations consist of public officials, are publicly funded, and have purposes set by Congress.

- to ensure that their actions are not influenced by partisan policy or political pressures
- Special interest groups have expertise and economic interest in the functions of the agency

**QUICK WRITE** Thesis statements should articulate the main ideas of the research papers.

## LESSON GOAL

- Students will examine the debate on the size of government using the question of the extent of the government's involvement in education.

## Teach

### TAKE A POLL

Ask: **What level of government should be responsible for the quality of your education?**  
**(a) federal (b) State (c) local (d) none of these**

### SUMMARIZE THE ISSUE

Have students read the feature and summarize the issue and the views expressed in the quotes.

**L2 ELL Differentiate** Write these terms and definitions on the board: *curricula* (courses taught in school), *meddle* (interfere), *illiteracy* (cannot read or write), *abysmal* (very bad), *sanction* (penalize).

### DISCUSS

Since the enactment of No Child Left Behind in 2002, there has been continuing debate on the program's value. Display Transparency 15H, No Child Left Behind. Supporters claim that it makes schools accountable for the quality of their education, while critics state that it promotes lower achievement goals. The program has also revived the debate on whether the Federal Government is interfering in a realm that should be a State and local responsibility. Ask: **Should the Federal Government control the quality of our education system?** (*yes: because education affects the nation's competitive edge; no: because federal funding to states should not be tied to students' test results*) **Does this program overstep the scope of National Government?** (*Answers will vary.*) Then take another poll using the question at the beginning of the lesson. If students have changed their stance, ask *why*.

## Assess and Remediate

Have students select one of the quotes and write a paragraph opposing the speaker's opinion.

### Answers

1. **(a)** none **(b)** low expectations, illiteracy, self-doubt
2. **(a)** Federal Government has no constitutional authority to meddle in education, which is the responsibility of parents, teachers, and school boards. **(b)** He believed the current quality of schools was unacceptable. **(c)** Answers will vary



## The Size of Government

### ▶ Track the Issue

The Constitution makes no provisions for federal involvement in education, but in the last few decades, the Federal Government has taken an increasingly larger role in funding and supervising local schools.

1787

Thomas Jefferson argues that a democratic state must educate its citizens in order to survive.

1865

Congress establishes the Freedmen's Bureau that builds over 1,000 schools for newly freed black Americans.

1958

In response to the Soviet Union's successful launch of the Sputnik satellite, the National Defense Education Act funds math and science education in local public schools.

1979

Congress creates the Department of Education to oversee federal funding of educational programs.

2002

The No Child Left Behind Act gives the Federal Government unprecedented influence over local schools.

President George W. Bush promotes his education reforms. ▼



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### ▶ Perspectives

The issue of federal involvement in schools is closely related to the larger question of the size and purpose of the Federal Government. People who favor a government with a more limited scope often point to agencies like the Department of Education as an example of unnecessary "big government" policies. However, others believe that the Federal Government has an important role to play in education.

"Our goal is nothing less than a renaissance in American education, begun by returning its control to parents, teachers, [and] local school boards. . . . The federal government has no constitutional authority to be involved in school curricula. . . . That is why we will abolish the Department of Education [and] end federal meddling in our schools. . . . We further urge that federal attempts to impose outcome- or performance-based education on local schools be ended."

—1996 Republican Party platform

"The quality of our public schools directly affects us all. . . . Yet too many children in America are segregated by low expectations, illiteracy, and self-doubt. . . . The federal government is partly at fault for tolerating these abysmal results. The federal government currently does not do enough to reward success and sanction failure in our educational system. [These reforms] address a general vision for . . . linking federal dollars to specific performance goals to ensure improved results."

—President George W. Bush on the No Child Left Behind Act 2002

### ▶ Connect to Your World

1. **Understand (a)** What role did the Republican Party suggest the Federal Government should play in education? **(b)** What issues did President Bush think governmental involvement could solve?
2. **Compare and Contrast (a)** Why did the 1996 Republican Party platform seek to limit federal involvement? **(b)** Why did President Bush suggest that it get more involved? **(c)** With which position do you agree? Why?



### GOVERNMENT ONLINE In the News

For updates about education and the Federal Government visit [PearsonSuccessNet.com](http://PearsonSuccessNet.com)

## Background

**GOVERNMENT ROLE IN EDUCATION** In the United States, education remains mostly a State and local responsibility. Local school boards oversee community schools—approve budgets, hire the superintendent, approve curricula, and establish policies for the district. In the 2007–2008 school year, over 91 percent of funds for elementary and secondary schools came from non-federal sources, especially State taxes and local property taxes. Local funding gives communities a greater say in the operation of their schools. However, it also leads to inequalities. In communities with high real estate values, more property tax money will be available for schools than in communities with low real estate values. State spending for education varies from State to State as well. The U.S. Department of Education tries to fill gaps in State and local support for education by targeting areas where the funds can do the most good.

**Guiding Question**

**Section 2** What agencies and advisors are part of the Executive Office of the President and what are their functions?

**Guiding Question**

**Section 3** What is the Cabinet and what does it do?

**Guiding Question**

**Section 1** What is the structure and purpose of the federal bureaucracy?

**CHAPTER 15**

**Essential Question**  
Is the bureaucracy essential to good government?

**Guiding Question**

**Section 4** What are the roles and structures of the independent agencies?

**Political Dictionary**

bureaucracy p. 426  
bureaucrat p. 426  
administration p. 428  
staff agency p. 430  
line agency p. 430  
Executive Office of the President p. 431  
federal budget p. 433  
fiscal year p. 433  
domestic affairs p. 434  
executive departments p. 435  
civilian p. 435  
secretary p. 435  
attorney general p. 435  
independent agency p. 441  
independent executive agency p. 442  
civil service p. 443  
patronage p. 443  
spoils system p. 443  
draft p. 445  
independent regulatory commission p. 445  
government corporation p. 448

**Staff Agencies**

- Serve in support capacity
- Offer advice and management assistance

**Line Agencies**

- Perform specific tasks
- Meet goals set by Congress and the President
- Administer public policy

- Form the federal administrative organizations
- Work together to meet goals

**Executive Branch**

**Executive Office of the President**

- White House Office comprises the President's key personal and political staff.
- National Security Council advises on matters relating to national security.
- OMB prepares federal budget and assists in executive branch management.
- Other units provide advice on issues ranging from the economy to domestic affairs.

**Executive Departments**

- Traditional units of the federal administration
- Built around broad fields of authority
- Headed by a department secretary, serving as link between presidential policy and department
- Structured geographically, with much work done through regional offices

**Independent Agencies**

- Located outside the executive departments
- Created by Congress to perform specific functions
- Nature and purpose vary from agency to agency.

Have students download the digital resources available at Government on the Go for review and remediation.

**STUDY TIPS**

**Listening in Class** Be sure students understand the difference between *hearing* and *listening*. Listening requires effort and concentration. To enhance their listening skills, have students practice the following steps. Before they even arrive at class, students should make sure they have reviewed their notes from the previous class, finished assignments, and kept up with the reading. As they listen, students should watch for main ideas and notice how the details fit into them. To stay focused, suggest that students maintain eye contact with the speaker and try to ignore their physical surroundings. It will also help students stay focused if they are active listeners, which means taking notes, marking content about which they have a question, and asking questions when appropriate. To avoid daydreaming, students can try to anticipate what the speaker will say next as well as mentally evaluating and summarizing what they hear.

**ASSESSMENT AT A GLANCE**

**Tests and Quizzes**

Section Assessments  
Section Quizzes A and B, Unit 4 **All-in-One**  
Chapter Assessment  
Chapter Tests A and B, Unit 4 **All-in-One**  
Document-Based Assessment  
Progress Monitoring Online  
ExamView Test Bank

**Performance Assessment**

Essential Questions Journal  
Debates, pp. 445, 447  
Assessment Rubrics, **All-in-One**

## For More Information

To learn more about the federal bureaucracy, refer to these sources or assign them to students:

- L1** **Buckwalter, Stephanie.** *Independent Government Agencies: Working for America.* Enslow Publishers, Incorporated, 2008.
- L2** **Damp, Dennis V.** *The Book of U.S. Government Jobs: Where They Are, What's Available & How to Get One (9th Edition).* Bookhaven Press, 2008.
- L3** **Sollenberger, Mitchel A.** *The President Shall Nominate: How Congress Trumps Executive Power.* University Press of Kansas, 2008.
- L4** **Lewis, David E.** *The Politics of Presidential Appointments: Political Control and Bureaucratic Performance.* Princeton University Press, 2008.

# Chapter Assessment

## COMPREHENSION AND CRITICAL THINKING

### SECTION 1

1. possible response: more effective, because the hierarchical structure reduces conflicts, job specialization develops specific expertise, and standard work rules enable work to continue as personnel changes; OR: less effective, because the sheer size requires navigation through a maze of bureaucrats before anything gets done
2. (a) Possible response: It implies that bureaucracy complicates matters that may be quite simple. (b) Answers will vary, but should show an understanding of advantages and disadvantages of a bureaucracy.

### SECTION 2

3. (a) The Executive Office is the branch of the government that most directly executes the President's wishes. (b) Answers will vary, but should reflect an understanding of the different activities undertaken by the Executive Office.
4. (a) The Office of Management and Budget (b) The OMB monitors the spending of the funds Congress appropriates.
5. (a) The National Security Council advises the President on all domestic, foreign, and military matters related to national security. (b) Because the other branches often do not know about the NSC's secret work, the system of checks and balances sometimes cannot operate, which may lead to situations like the Iran-Contra scandal.

### SECTION 3

6. (a) 15 Cabinet-level departments built around some broad field of activity (b) appointed by President with approval of Congress (c) Possible responses: Yes, because they would be more familiar with the work and processes of the department and have extensive experience in the organization. No, because the President needs advisors whom he or she trusts.
7. (a) The executive department heads make up the Cabinet. (b) Possible responses: Yes, because they likely hold the same views as the President, who needs to hear opposing views to consider all sides of an issue. No, because the people elected the President for his or her policy views, and the Cabinet of close advisors helps the President implement these policies.

## Comprehension and Critical Thinking

### Section 1

1. Do you think the bureaucratic organization of the Federal Government makes it more effective or less effective?
2. **Analyze Political Cartoons** (a) What does this cartoon imply about bureaucracy? (b) Do you think it is an accurate portrayal? Why or why not?



### Section 2

3. (a) Why is the Executive Office sometimes called the President's "right arm"? (b) Which activity of the Executive Office do you think has the most impact on the lives of the American people?
4. (a) Which unit of the EOP is responsible for preparing the federal budget? (b) What responsibility does that agency have once Congress has appropriated funds to the executive branch?

## Apply What You've Learned

12. **Essential Question Activity** Look through the government pages of a local telephone book or online to locate the federal agencies in your area. Select one that interests you and conduct an interview of a civil servant who works for that agency. Ask:  
(a) What department is responsible for the work of your agency? In which Cabinet department is your agency located? Is it one of the larger agencies of that department?  
(b) What are your agency's key responsibilities?  
(c) How and by whom are the agency's decisions made?

5. (a) What is the major responsibility of the National Security Council? (b) How does the constitutional system of checks and balances apply to the NSC?

### Section 3

6. (a) What are the executive departments? (b) What is the process for selecting their high-ranking officers? (c) Do you think the department heads should be career bureaucrats? Why or why not?
7. (a) How are executive departments connected to the Cabinet? (b) Considering its relationship with the President, do you think the Cabinet can exercise too much influence on public policy?

### Section 4

8. (a) What are the three types of independent agencies? (b) What is the basic role of each type? (c) Which type do you think affects your life the most?
9. (a) What is the purpose of the civil service? (b) How has the service changed since the enactment of the Pendleton Act in 1883?
10. (a) What is the function of the regulatory commissions? (b) Do you think laws regulating specific industries affect our personal and economic freedom? Why or why not?

## Writing About Government

11. Use your Quick Write exercises from this chapter to write a research paper on how the government is involved in the administration of the topic you selected. Make sure your thesis statement is clear and supported with well-researched details, and that your conclusion reviews the key points of your thesis. See pp. S6-S7 in the Skills Handbook.

- (d) Do you think the organizational structure of your agency is efficient? Could it be improved? If so, how?
13. **Essential Question Assessment** Based on your interview and this chapter's content, make a graphic organizer that illustrates the hierarchy of the agency you selected. Then, write a short essay on how this chart helps answer the Essential Question: Is the bureaucracy essential to good government?

**Essential Questions Journal** To respond to the chapter Essential Question, go to your **Essential Questions Journal**.

### SECTION 4

8. (a) independent executive agencies, independent regulatory commissions, government corporations (b) **executive**: perform tasks related to a specific area of authority, such as the space program or the budget; **regulatory**: monitor aspects of the economy; **government corporations**: carry out business-like activities (c) Answers will vary, but should be supported.
9. (a) to recruit and keep the best available people in the federal work force (b) The Pendleton Act set up hiring and promotion practices for classified employees

based on merit. The Act placed about 10 percent of federal employees in the classified designation. Since then, coverage has been extended. Today, merit rules apply to nearly 90 percent of executive branch employees.

10. (a) to ensure the stability of the nation's economy (b) Possible responses: Regulations interfere with the freedom of business owners to choose how they want to run their businesses. Free market forces will prevent most abuses. OR: While regulations do interfere with freedom in some ways, they are necessary to protect

# Document-Based Assessment

## Protecting the Environment

Environmental protection is a major focus of the world today. However, the issue did not come to the forefront until the 1960s. Since then, as these documents show, the public and several independent agencies have become actively involved in protecting the nation's environment.

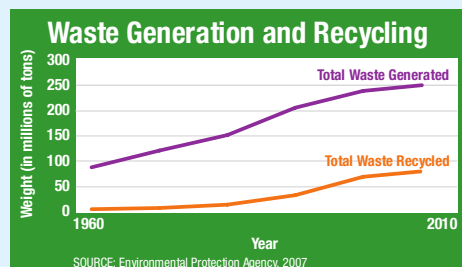
### Document 1

Since 2001, our nation has funded nearly \$10 billion in developing energy sources that are cleaner, cheaper and more reliable. [The] EPA has played a substantial role in this effort. . . . But we're not doing it alone.

Today, instead of having only 17-thousand EPA employees working to protect the environment, we now have over 300 million Americans as environmental partners. Americans from all sectors of society—communities, businesses and individuals—have begun to embrace the fact that environmental responsibility is everyone's responsibility.

—Stephen Johnson, EPA Administrator, 2007

### Document 2



### Document 3

The most alarming of all man's assaults upon the environment is the contamination of air, earth, rivers, and sea with dangerous and even lethal materials. This pollution is for the most part irrecoverable. . . . In this now universal contamination of the environment, chemicals are the sinister and little-recognized partners . . . in changing the very nature of the world. . . . Many [of them] are used in man's war against nature.

These sprays, dusts, and aerosols are now applied almost universally to farms, gardens, forests, and homes—nonselective chemicals that have the power to kill every insect, the "good" and the "bad," to still the song of birds and the leaping of fish in the streams. . . . [W]e have allowed these chemicals to be used with little or no advance investigation of their effect on soil, water, wildlife, and man himself. Future generations are unlikely to condone our lack of prudent concern for the integrity of the natural world that supports all life.

—Rachel Carson, *Silent Spring*, 1962

Use your knowledge of the independent agencies and Documents 1–3 to answer Questions 1–3.

1. What is the main point of Document 3?
  - A. Chemicals are the cause of all our environmental problems.
  - B. People need to take responsibility for protecting the environment.
  - C. Government must regulate the chemical industry.
  - D. Insecticides are good for the environment.
2. How do Documents 1 and 2 illustrate the growing emphasis on environmental concerns?
3. **Pull It Together** Should the Federal Government become more heavily involved in efforts to protect the environment? Why or why not?

**GOVERNMENT ONLINE**  
**Documents**  
To find more primary sources on the environment, visit [PearsonSuccessNet.com](http://PearsonSuccessNet.com)


## DOCUMENT-BASED ASSESSMENT

1. B
2. Document 1 illustrates the growing emphasis on environmental concern by the sheer amount of funds allocated to the effort as well as stating how citizens, in addition to the government, are making an effort to protect the environment. Document 2 shows that recycling has been increasing since 1960.
3. Possible responses: Yes, because environmental problems extend beyond State boundaries, affecting all of us, so we need policies applied uniformly across the nation. No, because environmental regulations increase business costs, making American businesses less competitive in world markets.

**L2 Differentiate** Students use all the documents on the page to support their thesis.

**L3 Differentiate** Students include additional information available online at [PearsonSuccessNet.com](http://PearsonSuccessNet.com).

**L4 Differentiate** Students use materials from the textbook, the online information at [PearsonSuccessNet.com](http://PearsonSuccessNet.com), and do additional research to support their views.

 **Go Online to [PearsonSuccessNet.com](http://PearsonSuccessNet.com)** for a student rubric and extra documents.

consumers and the economy from unscrupulous or unsafe business practices.

## WRITING ABOUT GOVERNMENT

11. Students' papers should discuss agency involvement in their chosen topic. Students should focus on the thesis statement and draw a conclusion supported by details from their research.

## APPLY WHAT YOU'VE LEARNED

12. Student interviews should include comprehensive answers to the questions provided in the text and document the information gathered.

13. Graphic organizers should illustrate an understanding of the organization of the agency the student selected. Student essays should be well thought out and their answers well-reasoned, showing an understanding of the federal bureaucracy.

## Introduce the Chapter

### Essential Questions:

#### UNIT 4

What makes a good President?

#### CHAPTER 16

How should the federal budget reflect Americans' priorities?

#### ACTIVATE PRIOR KNOWLEDGE

Have students examine the image and quotation on these pages. Ask: **What is the main source of funds for the Federal Government?** (*taxes*) **Each year the Federal Government creates a plan for how it will spend its revenue in the coming year. What is this plan called?** (*the federal budget*) In this chapter, students will learn how government acquires revenue and creates a plan for spending it. Then tell students to begin to further explore the financing of the Federal Government by completing the Chapter 16 Essential Question Warmup Activity in their **Essential Questions Journal**. Discuss their responses as a class.

#### BEFORE READING

**L2 ELL Differentiate** Chapter 16 Prereading and Vocabulary Worksheet (Unit 4 All-in-One, p. 181)

#### SUCCESSNET STUDENT AND TEACHER CENTER

Visit **PearsonSuccessNet.com** for downloadable resources that allow students and teachers to connect with government "on the go."

#### DIGITAL LESSON PRESENTATION

The digital lesson presentation supports the print lesson with activities and summaries of key concepts.

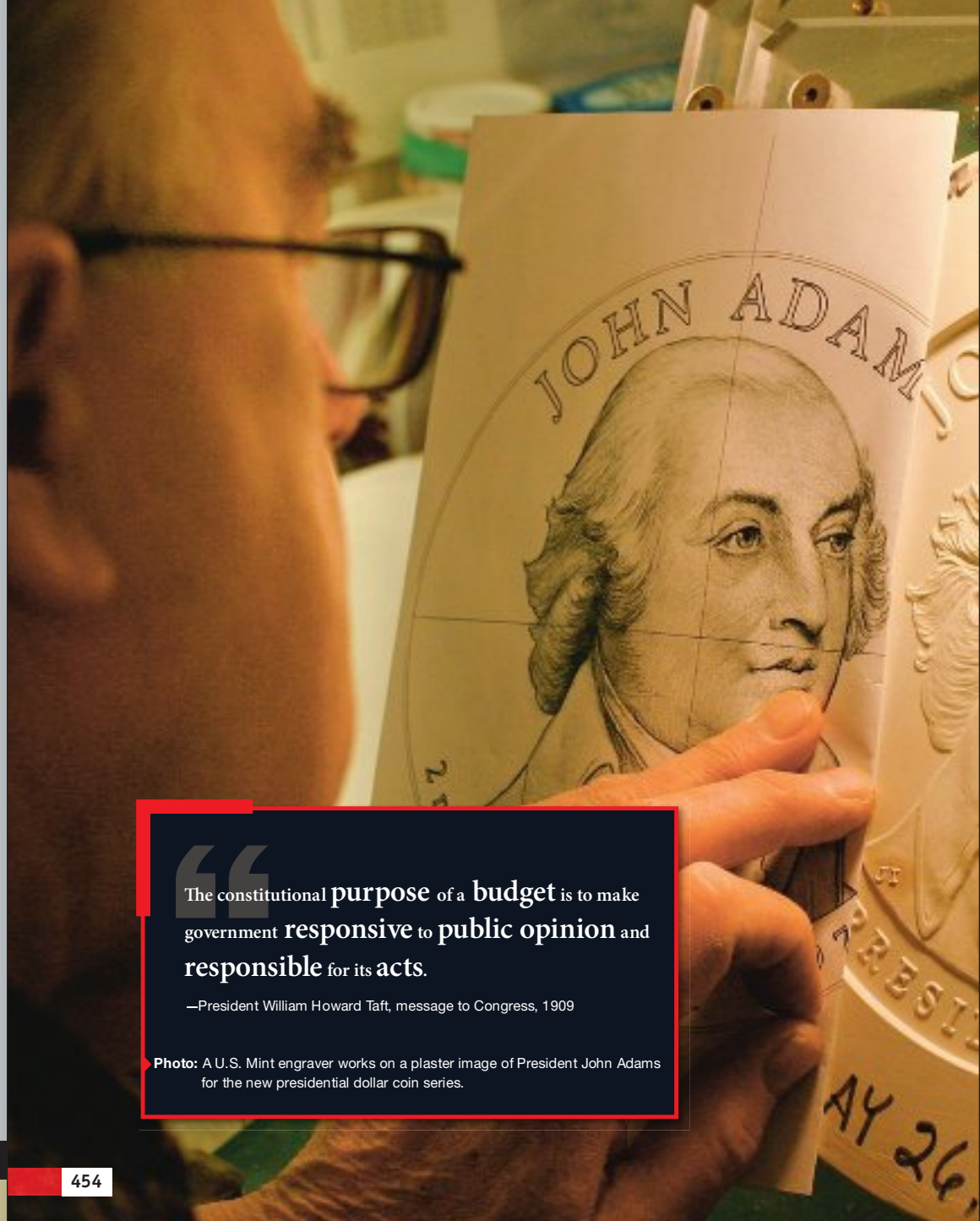
## SKILLS DEVELOPMENT

#### ANALYZE GRAPHIC DATA

You may wish to teach analyzing graphic data as a distinct skill within Section 2 of this chapter. Use the Chapter 16 Skills Worksheet (Unit 4 All-in-One, p. 200) to help students learn how to analyze graphic data. The worksheet asks students to interpret a graph about U.S. federal budget surpluses and deficits and then draw conclusions. For L2 and L1 students, assign the adapted Skill Activity (Unit 4 All-in-One, p. 201).



The chapter WebQuest challenges students to answer the chapter Essential Question by asking them about the federal budget.



“The constitutional purpose of a budget is to make government responsive to public opinion and responsible for its acts.”

—President William Howard Taft, message to Congress, 1909

Photo: A U.S. Mint engraver works on a plaster image of President John Adams for the new presidential dollar coin series.

## Block Scheduling

**BLOCK 1:** Teach the Section 1 and Section 2 lessons, omitting the political cartoon mini-lessons, extend activities and the Section 1 debate.

**BLOCK 2:** Teach the Section 3 and 4 lessons, omitting both sections' extend activities.